

CLALLAM TRANSIT SYSTEM

Board Member Handbook



TABLE OF CONTENTS

1. **BYLAWS OF THE CLALLAM COUNTY PUBLIC TRANSPORTATION BENEFIT AREA (PTBA)**
2. **RCW 36.57A PUBLIC TRANSPORTATION BENEFIT AREAS**
3. **BOARD INFORMATION**
 - **REGULAR MEETING SCHEDULE**
 - **BOARD MEMBER LISTING AND CONTACT INFORMATION**
 - **COMMITTEE MEMBERSHIP APPOINTMENTS**
 - **BOARD PLANNING CYCLE**
4. **CTS INFORMATION**
 - **AGENCY STATEMENTS**
 - **ORGANIZATION CHART**
 - **LEADERSHIP TEAM**
5. **TRANSIT DEVELOPMENT PLAN (TDP)**
6. **COMPREHENSIVE PLAN – *CONNECTING CLALLAM***
7. **TRANSIT ASSET MANAGEMENT PLAN (TAMP)**
8. **SPECIAL PURPOSE DISTRICTS IN WASHINGTON STATE**
9. **KNOWING THE TERRITORY, BASIC LEGAL GUIDELINES FOR WASHINGTON CITY, COUNTY AND SPECIAL PURPOSE DISTRICT OFFICIALS**

**BYLAWS
OF THE
CLALLAM COUNTY PUBLIC TRANSPORTATION BENEFIT AREA**

**ARTICLE I
NAME**

Section 1.1 Name

The name of this municipal corporation, duly established pursuant to the laws of the State of Washington, shall be **Clallam Transit System** (CTS). The offices of CTS shall be at 830 West Lauridsen Boulevard, Port Angeles, Washington.

**ARTICLE II
THE GOVERNING BODY - BOARD COMPOSITION**

Section 2.1 Board Composition

Subject to the provisions of RCW 36.57A.050, as it now exists or may be amended, the governing body of CTS, hereinafter referred to as the "Board," shall consist of eight (8) voting members, all of whom shall be elected officials selected by and serving at the pleasure of the governing bodies of the cities of Sequim, Port Angeles, and Forks and of Clallam County; and one (1) non-voting member. The membership of the Board shall consist of the following:

- a) Two elected voting officials of the City of Port Angeles.
- b) Two elected voting officials of the City of Sequim.
- c) Two elected voting officials of the City of Forks.
- d) Two elected voting commissioners of Clallam County.
- e) One appointed nonvoting member appointed in accordance with RCW 36.57A.050.

Section 2.2 Alternate Representatives

The Cities and the County may each appoint up to two (2) alternate members to serve at a Board meeting in the event of a regular member's absence, and to exercise all of the powers and duties of the regular Board member at that meeting. Such alternate member(s) shall also be an elected official of the member cities or Clallam County.

Section 2.3 Term of Office

Each member of the Board shall hold office until their successor has been selected, as provided herein, unless such person is legally ineligible to hold such position.

Section 2.4 Attendance of Board Members

It is recognized that attendance by Board members is of prime public concern. Any Board member not able to attend a regularly scheduled Board meeting shall notify the General Manager or Clerk to the Board, or designated alternates. In the event that a Board member or alternate shall not consistently attend Board meetings, the Board may request from the member City or the County the appointment of a replacement for such Board member.

Section 2.5 Periodic Review of Board Composition

In accordance with the provisions of RCW 36.57A.055, the Board shall, commencing in 2000, and every four years thereafter, request that the member Cities and Clallam County perform a review of the composition of the Board.

**ARTICLE III
DUTIES OF THE BOARD AND BOARD MEETINGS**

Section 3.1 Duties of the Board

The Board shall provide the policy and legislative direction for CTS and its administrators. The Board may create such departments, offices, or advisory boards as it finds necessary or advisable and may determine the powers and duties of each department or office.

CTS shall have all of the powers specified in 36.57A RCW, specifically including those enumerated in RCW 36.57A.080 and .090, as now enacted or hereafter amended, and all other powers which are necessary to carry out the purposes of CTS.

Section 3.2 Meetings and Meeting Notice.

a) Regular Meetings

The time and place of regular meetings of the Board shall be established by a resolution of the Board. Such resolution may also specify the appropriate notification of such meetings.

b) Special Meetings

Special meetings may be called at any time, in accordance with the procedures of RCW 42.30.080, as now enacted or hereafter amended.

Section 3.3 Quorum.

At any regular or special meeting, any five (5) voting members of the Board shall constitute a quorum for the transaction of business, provided, however, that during the consideration of the following actions, there shall be present at least one member from each of the member Cities and the County:

- a) Initial appointment or dismissal of a General Manager; and
- b) Selection of Chairperson and Vice-Chairperson; and
- c) Revision or amendment of the Bylaws.

Section 3.4 Parliamentary Procedure

This Section shall govern the procedures to be followed by the Board for the conduct of Board meetings and the maintenance of order.

a) Open Public Meetings Act

The Board shall comply with the provisions of the Open Public Meetings Act, Chapter 42.30 RCW, in the conduct of all meetings to which said act is applicable.

b) Executive Sessions

The Board may discuss topics in executive session, which topics are specified in RCW 42.30.110 or relate to potential or pending litigation and are subject to attorney-client privilege. The Corporate Counsel shall inform the Board whenever any proposed discussion in executive session is not legally allowed. The Chair will announce whether the nonvoting member will be excluded, consistent with RCW 36.57A.050.

No member of the Board, employee of the Corporation, or any other person present during executive sessions of the Board shall disclose to any person the content or substance of any discussion or action which took place during said executive session, unless a majority of the Board shall authorize such disclosure.

c) Work Sessions

The Board may, as it deems necessary, conduct either regular or special meetings as work sessions for the purpose of in-depth review and discussion of specified issues.

d) Voting Procedure and the Chair of the Board

Every voting member of the Board shall be entitled to one vote on all issues before the Board; the nonvoting member is entitled to no vote.

The Chair of the Board may vote on all matters coming before the Board; however, the Chair of the Board shall not be required to vote except in the event of a tie.

The Chair of the Board shall state all questions coming before the Board, provide the opportunity for discussion from the floor, and announce the decision of the Board on all subjects. Procedural decisions shall be made by the Chair of the Board, who may request advice on such matters from the Corporate Counsel. Procedural decisions made by the Chair of the Board may be overruled by a majority vote of the Board.

e) Decorum and Debate

When a measure is presented for consideration to the Board, the Chair of the Board shall recognize the appropriate individual to present the matter. When two or more members wish to speak, the Chair of the Board shall name the member who is to speak first. No member of the Board shall interrupt another while speaking except to make a point of order or privilege.

No Board member shall be permitted to indulge in personalities, use language personally offensive, or use language tending to hold a member of the Board up to contempt.

If a member is speaking out of order or otherwise transgressing the rules of the Board, the Chair of the Board shall or any Board member may call him/her to order, in which case they shall immediately be quiet unless permitted to explain. The Board shall, if appealed to, decide the case without debate. If the decision is in favor of the member called to order, he/she shall be at liberty to proceed, but not otherwise. A Board member transgressing this rule shall be liable to censure or other such punishment as the Board may deem proper.

f) Questions of Parliamentary Procedure

Questions of parliamentary procedure not covered by these rules shall be governed by the current version of Robert's Rules of Order. The Board hereby adopts a special rule of order allowing for the consent agenda process.

g) Parliamentarian

The Corporate Counsel shall act as the parliamentarian of the Board.

h) Attendance at Meetings

Board members may attend Board meetings either in person, or, when a Board member may not attend in person, through the use of video or telephonic media. Attendance by such media shall be pursuant to procedures approved by the Board.

Section 3.5 Board Acting as a Body

The Board shall act as a body in making its decisions and announcing them. No member shall speak or act for the Board without prior authorization of the Board, except as otherwise provided for in these Bylaws.

Section 3.6 Records of Board Meetings - Minutes

The proceedings of the Board meetings shall be recorded and maintained in the CTS offices. The minutes shall consist primarily of a record of the session in accordance with Resolution No. 11:83, as now existing or hereinafter revised. Copies of the proposed minutes shall be forwarded to all Board members prior to the next regular meeting for their reference and/or correction. At the next regular meeting, the Board shall consider the minutes for adoption or necessary correction.

Section 3.7 Clerk to the Board

The General Manager shall designate a Clerk to the Board, who will be an employee of CTS. The duties of the Clerk to the Board shall be outlined in the designated employee's CTS position description.

The General Manager may designate a Deputy Clerk to the Board, who will also be an employee of CTS. The deputy will act as the Clerk to the Board's designated alternate when necessary.

Section 3.8 Committees.

Such standing or special committees as shall be necessary or appropriate may be formed, in accordance with the procedures of this paragraph.

a) Standing Committees

The Board acting as a whole may form standing committees. Such standing committees shall be formed by amendment to these Bylaws. The amendment shall contain provisions stating the specific purpose of the committee and its membership, provided that, in no event, shall a standing committee's membership constitute a quorum of the Board and that the general purpose of such standing committees shall be to adopt recommendations to the Board. Standing committees may contain citizen-electors residing within the CTS boundaries, provided that the number of citizen-electors on any standing committee shall not exceed the number of Board members appointed to such standing committee.

b) Special Committees.

Special committees may be formed and members appointed by the Chair of the Board. Membership shall be composed of Board members and may include citizen-electors residing within the Clallam County Public Transportation Benefit Area boundaries, but the number of citizen-elector members shall not exceed the number of Board members appointed.

At the time of the appointment of the members, the Chair of the Board shall state the objective of the committee and the expected date upon which a report shall be issued to the Board.

- c)** The Chair of the Board may appoint himself or the Vice-Chair of the Board as an ex-officio member of any or all committees.
- d)** Any electors serving on a committee who fail to attend three (3) consecutive meetings or who are absent from five (5) meetings within one (1) year, shall be deemed to have resigned from such committee.
- e)** The General Manager shall be an ex-officio, non-voting member of any or all standing or special committees.
- f)** The following are the standing committees of CTS:

1. Operations and Maintenance Committee

There shall be a committee of the Board for the purpose of reviewing the operations and maintenance affairs and activities of CTS and adopting recommendations for consideration by the whole Board.

The system's Operations and Maintenance Committee shall be composed of not more than four (4) regular voting Board members (one designated from each jurisdiction) and citizen-elector members, if determined to be needed. The Chair of the Board may appoint individual members, with the consent of

the Board. The conduct of the Operations and Maintenance Committee shall be as established by the Clallam Transit System bylaws.

2. Administration and Finance

There shall be a committee of the Board for the purpose of reviewing the administrative and financial affairs and activities of CTS and adopting recommendations for consideration by the whole Board.

The system's Administration and Finance Committee shall be composed of not more than four (4) regular voting Board members (one designated from each jurisdiction) and citizen-elect member, if determined to be needed. The Chair of the Board may appoint individual members, with the consent of the Board. The conduct of the Administration and Finance Committee shall be as established by the Clallam Transit System bylaws.

ARTICLE IV SELECTION AND DUTIES OF THE CHAIR OF THE BOARD AND VICE-CHAIR OR THE BOARD

Section 4.1 Chair of the Board and Vice-Chair of the Board

The Board shall select a Chair of the Board and Vice-Chair of the Board from the voting members at the first meeting of the year. The Chair of the Board shall hold office until their successor is elected. The office of the Chair of the Board shall rotate on a yearly basis among the following four (4) represented categories and in the following suggested sequence: (1) Clallam County; (2) City of Forks; (3) City of Port Angeles; and (4) City of Sequim. Election of successors shall be deemed to occur at 12:01 a.m. of the day following the vote upon the question.

Section 4.2 Preside at Board Meetings

The Chair of the Board shall preside at all meetings of the Board. In the event of the Chair of the Board's absence or inability to preside, the Vice-Chair of the Board shall assume the duties of presiding; however, if the Chair of the Board is permanently unable to preside, the Board shall select a new Chair of the Board for the remainder of the Chair of the Board's term. In the event that the Vice-Chair of the Board is selected as the new Chair of the Board, then a new Vice-Chair of the Board shall be selected for the remainder of the Vice-Chair of the Board's term.

Section 4.3 Spokesperson

The Chair of the Board shall act as the spokesperson for CTS and shall act as its representative at meetings with other organizations, committees and other such activities, unless such representative shall otherwise be authorized by the Board; provided, however, the Chair of the Board may delegate to any Board member the duty of being a spokesperson or representative. Such spokesperson or representative shall make no pronouncements that will obligate or commit CTS except pursuant to prior authorization of the Board.

ARTICLE V GENERAL MANAGER

Section 5.1 Appointment and Removal of General Manager.

The Board may appoint a General Manager. The General Manager shall serve at the pleasure of the Board. The General Manager shall be the chief executive and administrative officer of CTS and shall perform such duties as specified in these by-laws, and as may otherwise be assigned by the Board.

Section 5.2 Duties of the General Manager.

The powers and duties of the General Manager of CTS shall be as shown in the Board-approved General Manager position description.

Section 5.3 Acting General Manager Appointment

In the event that the General Manager shall become unable to perform their duties, the Board shall appoint an acting General Manager.

ARTICLE VI ADVISORY COMMITTEES

Section 6.1 Creation and Authority

The Board finds that, from time to time, it may be appropriate to create ad hoc advisory committees to provide the Board with information and recommendations on issues of interest to the Board.

Section 6.2 Direction to Committee

In creating each such ad hoc advisory committee, the Board shall approve a written direction for the committee, which shall include specific issues or questions to be addressed by the committee, rules for operation of the committee, and a timeline for the committee's actions.

Section 6.3 Committee Membership

The members of the committee shall be appointed by the Chair of the Board after public solicitation of applicants for membership. The number of members of the committee shall also be established by the Board. Members of such committees shall be selected so as to provide the Board with the best advice available on the issue on which the Board desires to receive information or recommendations. Board members and transit staff may be included in the membership of each ad hoc committee.

ARTICLE VII CONFLICT OF INTEREST

Section 7.1 Conflict of Interest

Any Board member who has an interest in a contract or other transaction with the District or who has any other type of situation vis-à-vis CTS which would be construed by a judge or jury applying the "reasonable person" standard as a conflict including, but not limited, to family relationships,

shall make a full, frank and prompt disclosure to the Board prior to taking part in the discussion and vote in the matter at issue. Such disclosure shall include any relevant information and material facts known to the Board member concerning the potential conflict of interest which might reasonably be construed to affect the person's participation in the matter at issue.

Section 7.2 Disqualification

The remaining members of the Board shall determine by majority vote whether the disclosure shows that a conflict of interest exists or can reasonably be construed to exist. If the conflict is deemed to exist, the Board member shall not vote on, use personal influence in, nor participate in discussions or deliberations with respect to the matter at hand. Such Board member shall not be counted in determining whether or not a quorum exists. The minutes shall reflect that the Board member made the disclosure, abstained from voting and whether or not a quorum was present at the time of the action.

ARTICLE VIII SEVERABILITY

If any provision of these Bylaws, or its application to any person or circumstance is held invalid, the remainder of these Bylaws, or the application of the provisions to other persons or circumstances is not affected.

ARTICLE IX AMENDMENTS

These Bylaws, as adopted by the Board may be revised or amended at any regular or special meeting of the Board, with the provision that members receive copies of the proposed change(s) at least two (2) weeks prior to that meeting.

Chapter Listing

Chapter 36.57 RCW

COUNTY PUBLIC TRANSPORTATION AUTHORITY

Sections

- 36.57.010** Definitions.
- 36.57.020** Public transportation authority authorized.
- 36.57.030** Membership—Compensation.
- 36.57.040** Powers and duties.
- 36.57.050** Chair—General manager.
- 36.57.060** Transportation fund—Contributions.
- 36.57.070** Public transportation plan.
- 36.57.080** Transfer of transportation powers and rights to authority—Funds—Contract indebtedness.
- 36.57.090** Acquisition of existing transportation system—Assumption of labor contracts—Transfer of employees—Preservation of benefits—Collective bargaining.
- 36.57.100** Counties authorized to perform public transportation function in unincorporated areas—Exceptions.
- 36.57.110** Boundaries of unincorporated transportation benefit areas.
- 36.57.120** Rail fixed guideway public transportation system—Safety program plan and security and emergency preparedness plan.
- 36.57.130** Public transportation for persons with special needs.

NOTES:

Financing of public transportation systems: Chapter 35.95 RCW and RCW 82.14.045.

Municipality defined for purposes of RCW 36.57.080, 36.57.100, and 36.57.110: RCW 35.58.272.

RCW 36.57.010

Definitions.

For the purposes of this chapter the following definitions shall apply:

- (1) "Authority" means the county transportation authority created pursuant to this chapter.
- (2) "Population" means the number of residents as shown by the figures released for the most recent official state, federal, or county census, or population determination made by the office of financial management.
- (3) "Public transportation function" means the transportation of passengers and their incidental baggage by means other than by chartered bus, sightseeing bus, together with the necessary passenger terminals and parking facilities or other properties necessary for passenger and vehicular access to and from such people-moving systems, and may include contracting for the provision of ambulance services for the transportation of the sick and injured: PROVIDED, That such contracting for ambulance services shall not include the exercise of eminent domain powers: PROVIDED, FURTHER, That nothing shall

prohibit an authority from leasing its buses to private certified carriers or prohibit the county from providing school bus service.

[1981 c 319 § 1; 1979 c 151 § 39; 1974 ex.s. c 167 § 1.]

NOTES:

Population determinations, office of financial management: Chapter 43.62 RCW.

RCW 36.57.020

Public transportation authority authorized.

Every county, except a county in which a metropolitan municipal corporation is performing the function of public transportation on May 5, 1974, is authorized to create a county transportation authority which shall perform the function of public transportation. Such authority shall embrace all the territory within a single county and all cities and towns therein.

[1974 ex.s. c 167 § 2.]

RCW 36.57.030

Membership—Compensation.

Every county which undertakes the transportation function pursuant to RCW 36.57.020 shall create by resolution of the county legislative body a county transportation authority which shall be composed as follows:

- (1) The elected officials of the county legislative body, not to exceed three such elected officials;
- (2) The mayor of the most populous city within the county;
- (3) The mayor of a city with a population less than five thousand, to be selected by the mayors of all such cities within the county;
- (4) The mayor of a city with a population greater than five thousand, excluding the most populous city, to be selected by the mayors of all such cities within the county: PROVIDED, HOWEVER, That if there is no city with a population greater than five thousand, excluding the most populous city, then the sixth member who shall be an elected official, shall be selected by the other two mayors selected pursuant to subsections (2) and (3) of this section; and
- (5) An individual recommended by the labor organization representing the public transportation employees within the county transportation authority. If the public transportation employees are represented by more than one labor organization, all such labor organizations shall select the nonvoting member by majority vote. The nonvoting member shall comply with all governing bylaws and policies of the authority. The chair or cochair of the county transportation authority shall exclude the nonvoting member from attending any executive session held for the purpose of discussing negotiations with labor organizations. The chair or cochair may exclude the nonvoting member from attending any other executive session.

The members of the authority shall be selected within sixty days after the date of the resolution creating such authority.

Any member of the authority who is a mayor or an elected official selected pursuant to subsection (4) of this section and whose office is not a full time position shall receive one hundred dollars for each day attending official meetings of the authority.

[2010 c 278 § 2; 1974 ex.s. c 167 § 3.]

RCW 36.57.040

Powers and duties.

Every county transportation authority created to perform the function of public transportation pursuant to RCW 36.57.020 shall have the following powers:

(1) To prepare, adopt, carry out, and amend a general comprehensive plan for public transportation service.

(2) To acquire by purchase, condemnation, gift, or grant and to lease, construct, add to, improve, replace, repair, maintain, operate, and regulate the use of any transportation facilities and properties, including terminal and parking facilities, together with all lands, rights-of-way, property, equipment, and accessories necessary for such systems and facilities.

(3) To fix rates, tolls, fares, and charges for the use of such facilities and to establish various routes and classes of service. Fares or charges may be adjusted or eliminated for any distinguishable class of users including, but not limited to[,] senior citizens, persons with disabilities, and students.

(4) If a county transit authority extends its transportation function to any area in which service is already offered by any company holding a certificate of public convenience and necessity from the Washington utilities and transportation commission under RCW 81.68.040, to acquire by purchase or condemnation at the fair market value, from the person holding the existing certificate for providing the services, that portion of the operating authority and equipment representing the services within the area of public operation, or to contract with such person or corporation to continue to operate such service or any part thereof for time and upon such terms and conditions as provided by contract.

(5)(a) To contract with the United States or any agency thereof, any state or agency thereof, any metropolitan municipal corporation, any other county, city, special district, or governmental agency and any private person, firm, or corporation for the purpose of receiving gifts or grants or securing loans or advances for preliminary planning and feasibility studies, or for the design, construction, operation, or maintenance of transportation facilities and ambulance services: PROVIDED, That before the authority enters into any such contract for the provision of ambulance service, it shall submit to the voters a proposition authorizing such contracting authority, and a majority of those voting thereon shall have approved the proposition; and

(b) To contract with any governmental agency or with any private person, firm, or corporation for the use by either contracting party of all or any part of the facilities, structures, lands, interests in lands, air rights over lands, and rights-of-way of all kinds which are owned, leased, or held by the other party and for the purpose of planning, constructing, or operating any facility or performing any service related to transportation which the county is authorized to operate or perform, on such terms as may be agreed upon by the contracting parties: PROVIDED, That before any contract for the lease or operation of any transportation facilities shall be let to any private person, firm, or corporation, competitive bids shall first be called for and contracts awarded in accord with the procedures established in accord with RCW 36.32.240, 36.32.250, and 36.32.270.

(6) In addition to all other powers and duties, an authority shall have the power to own, construct, purchase, lease, add to, and maintain any real and personal property or property rights necessary for the conduct of the affairs of the authority. An authority may sell, lease, convey, or otherwise dispose of any

authority real or personal property no longer necessary for the conduct of the affairs of the authority. An authority may enter into contracts to carry out the provisions of this section.

[2020 c 274 § 17; 1982 c 10 § 6. Prior: 1981 c 319 § 2; 1981 c 25 § 3; 1974 ex.s. c 167 § 4.]

NOTES:

Severability—1982 c 10: See note following RCW 6.13.080.

RCW 36.57.050

Chair—General manager.

The authority shall elect a chair, and appoint a general manager who shall be experienced in administration, and who shall act as executive secretary to, and administrative officer for the authority. He or she shall also be empowered to employ such technical and other personnel as approved by the authority. The general manager shall be paid such salary and allowed such expenses as shall be determined by the authority. The general manager shall hold office at the pleasure of the authority, and shall not be removed until after notice is given him or her, and an opportunity for a hearing before the authority as to the reason for his or her removal.

[2009 c 549 § 4095; 1974 ex.s. c 167 § 5.]

RCW 36.57.060

Transportation fund—Contributions.

Each authority shall establish a fund to be designated as the "transportation fund", in which shall be placed all sums received by the authority from any source, and out of which shall be expended all sums disbursed by the authority. The county treasurer shall be the custodian of the fund, and the county auditor shall keep the record of the receipts and disbursements, and shall draw and the county treasurer shall honor and pay all warrants, which shall be approved before issuance and payment as directed by the authority.

The county and each city or town which is included in the authority shall contribute such sums towards the expense for maintaining and operating the authority as shall be agreed upon between them.

[1974 ex.s. c 167 § 6.]

RCW 36.57.070

Public transportation plan.

The authority shall adopt a public transportation plan. Such plan shall be a general comprehensive plan designed to best serve the residents of the entire county. Prior to adoption of the

plan, the authority shall provide a minimum of sixty days during which sufficient hearings shall be held to provide interested persons an opportunity to participate in development of the plan.

[1974 ex.s. c 167 § 7.]

RCW 36.57.080

Transfer of transportation powers and rights to authority—Funds—Contract indebtedness.

On the effective date of the proposition approved by the voters in accord with RCW 35.95.040 or **82.14.045**, as now or hereafter amended, the authority shall have and exercise all rights with respect to the construction, acquisition, maintenance, operation, extension, alteration, repair, control and management of passenger transportation which the county or any city located within such county shall have been previously empowered to exercise and such powers shall not thereafter be exercised by the county or such cities without the consent of the authority. The county and all cities within such county upon demand of the authority shall transfer to the authority all unexpended funds earmarked or budgeted from any source for public transportation, including funds receivable. The county in which an authority is located shall have the power to contract indebtedness and issue bonds pursuant to chapter **36.67** RCW to enable the authority to carry out the purposes of this chapter and RCW **35.95.040** or **82.14.045**, as now or hereafter amended, and the purposes of this chapter and RCW **35.95.040** or **82.14.045**, as now or hereafter amended, shall constitute a "county purpose" as that term is used in chapter **36.67** RCW.

[1975 1st ex.s. c 270 § 5; 1974 ex.s. c 167 § 8.]

NOTES:

Severability—Effective date—1975 1st ex.s. c 270: See notes following RCW **35.58.272**.

RCW 36.57.090

Acquisition of existing transportation system—Assumption of labor contracts—Transfer of employees—Preservation of benefits—Collective bargaining.

A county transportation authority may acquire any existing transportation system by conveyance, sale, or lease. In any purchase from a county or city, the authority shall receive credit from the county or city for any federal assistance and state matching assistance used by the county or city in acquiring any portion of such system. The authority shall assume and observe all existing labor contracts relating to such system and, to the extent necessary for operation of facilities, all of the employees of such acquired transportation system whose duties are necessary to operate efficiently the facilities acquired shall be appointed to comparable positions to those which they held at the time of such transfer, and no employee or retired or pensioned employee of such systems shall be placed in any worse position with respect to pension seniority, wages, sick leave, vacation or other benefits that he or she enjoyed as an employee of such system prior to such acquisition. The authority shall engage in collective bargaining with the duly appointed representatives of any employee labor organization having existing contracts

with the acquired transportation system and may enter into labor contracts with such employee labor organization.

[2009 c 549 § 4096; 1974 ex.s. c 167 § 9.]

RCW 36.57.100

Counties authorized to perform public transportation function in unincorporated areas—Exceptions.

Every county, except a county in which a metropolitan municipal corporation is performing the public transportation function as of July 1, 1975, is authorized to perform such function in such portions of the unincorporated areas of the county, except within the boundaries of a public transportation benefit area established pursuant to chapter 36.57A RCW, as the county legislative body shall determine and the county shall have those powers as are specified in RCW 36.57.040 with respect to the provision of public transportation as is authorized pursuant to RCW 36.57.040.

[1975 1st ex.s. c 270 § 9.]

NOTES:

Severability—Effective date—1975 1st ex.s. c 270: See notes following RCW 35.58.272.

RCW 36.57.110

Boundaries of unincorporated transportation benefit areas.

The legislative body of any county is hereby authorized to create and define the boundaries of unincorporated transportation benefit areas within the unincorporated areas of the county, following school district or election precinct lines, as far as practicable. Such areas shall include only those portions of the unincorporated area of the county which could reasonably assume to benefit from the provision of public transportation services.

[1975 1st ex.s. c 270 § 10.]

NOTES:

Severability—Effective date—1975 1st ex.s. c 270: See notes following RCW 35.58.272.

RCW 36.57.120

Rail fixed guideway public transportation system—Safety program plan and security and emergency preparedness plan.

(1) Each county transportation authority that owns or operates a rail fixed guideway public transportation system as defined in RCW **81.104.015** shall submit a system safety program plan and a system security and emergency preparedness plan for that guideway to the state department of transportation by September 1, 1999, or at least one hundred eighty calendar days before beginning operations or instituting significant revisions to its plans. These plans must describe the county transportation authority's procedures for (a) reporting and investigating any reportable incident, accident, or security breach and identifying and resolving hazards or security vulnerabilities discovered during planning, design, construction, testing, or operations, (b) developing and submitting corrective action plans and annual safety and security audit reports, (c) facilitating on-site safety and security reviews by the state department of transportation and the federal transit administration, and (d) addressing passenger and employee safety and security. The plans must, at a minimum, conform to the standards adopted by the state department of transportation as set forth in the most current version of the Washington state rail safety oversight program standard manual as it exists on March 25, 2016, or such subsequent date as may be provided by the department by rule, consistent with the purposes of this section. If required by the department, the county transportation authority shall revise its plans to incorporate the department's review comments within sixty days after their receipt, and resubmit its revised plans for review.

(2) Each county transportation authority shall implement and comply with its system safety program plan and system security and emergency preparedness plan. The county transportation authority shall perform internal safety and security audits to evaluate its compliance with the plans, and submit its audit schedule to the department of transportation pursuant to the requirements in the most current version of the Washington state rail safety oversight program standard manual as it exists on March 25, 2016, or such subsequent date as may be provided by the department by rule, consistent with the purposes of this section. The county transportation authority shall prepare an annual report for its internal safety and security audits undertaken in the prior year and submit it to the department no later than February 15th. The department shall establish the requirements for the annual report. The contents of the annual report must include, at a minimum, the dates the audits were conducted, the scope of the audit activity, the audit findings and recommendations, the status of any corrective actions taken as a result of the audit activity, and the results of each audit in terms of the adequacy and effectiveness of the plans.

(3) Each county transportation authority shall notify the department of transportation, pursuant to the most current version of the Washington state rail safety oversight program standard manual as it exists on March 25, 2016, or such subsequent date as may be provided by the department by rule, consistent with the purposes of this section, any reportable incident, accident, security breach, hazard, or security vulnerability. The department may adopt rules further defining any reportable incident, accident, security breach, hazard, or security vulnerability. The county transportation authority shall investigate any reportable incident, accident, security breach, hazard, or security vulnerability and provide a written investigation report to the department as described in the most current version of the Washington state rail safety oversight program standard manual as it exists on March 25, 2016, or such subsequent date as may be provided by the department by rule, consistent with the purposes of this section.

(4) The system security and emergency preparedness plan required in subsection (1) of this section is exempt from public disclosure under chapter **42.56** RCW. However, the system safety program plan as described in this section is not subject to this exemption.

[2016 c 33 § 5; 2007 c 422 § 4; 2005 c 274 § 270; 1999 c 202 § 4.]

NOTES:

Effective date—2016 c 33: See note following RCW 81.104.115.

Effective date—1999 c 202: See note following RCW 35.21.228.

RCW 36.57.130

Public transportation for persons with special needs.

(1) Effective January 1, 2001, in addition to any other authority granted under this chapter, a county transportation authority may be created to purchase, acquire, maintain, operate, or lease transportation services, equipment, and facilities for public transportation limited only to persons with special needs by any method or combination of methods provided by the authority.

(2) As used in this section, "persons with special needs" means those persons, including their personal attendants, who because of physical or mental disability, income status, or age are unable to transport themselves or purchase transportation.

(3) The county transportation authority may fix, regulate, and control fares and rates to be charged for these transportation services.

[2001 c 89 § 1.]



2024 REGULAR BOARD MEETING SCHEDULE

Resolution No. R2:2024

Regular meetings in 2024 of the Clallam Transit System Board will be held according to the following revised meeting schedule, beginning at 10:00 a.m.

Wednesday, January 17, 2024	Wednesday, February 21, 2024	Wednesday, March 20, 2024
Wednesday, April 17, 2024	Wednesday, May 15, 2024	Wednesday, June 26, 2024
No Meeting in July	Wednesday, August 28, 2024	Wednesday, September 18, 2024
Wednesday, October 16, 2024	No Meeting In November	Wednesday, December 18, 2024

The Board meetings will be conducted in-person at 830 West Lauridsen Boulevard, Port Angeles, Washington 98363. The Board meetings may also be accessed virtually via Zoom and by selecting the following link https://us02web.zoom.us/j/85810276869?pwd=ZlEldumqgT0iHN1bc2Q9Y0emrCNlVMDGZFaics?icsToken=98tyKuGtpjqGNOTuB-ORpwMGoj4c-rwtiFHgo0Mnh3Mnl6W1PzO_BhHJtJPfz3 or by calling 253-215-8782. The meeting ID is 858 1027 6869.

Changes to this schedule and/or the addition of special meetings may occur as needed in accordance with RCW 42.30, Open Public Meetings Act.



2024 BOARD MEMBERS

<p>Brendan Meyer, Board Chairperson City of Port Angeles Council (2024-2025) Jurisdiction: 321 E. 5th St, Port Angeles, WA 98362 Home Address: 735 E 6th St, Port Angeles WA 98362 Cell: 919-408-6510 Email: bmeyer@cityofpa.us</p>	<p>Clint Wood, City of Forks Council (2024) Jurisdiction Address: 500 E Division St, Forks, WA 98331 Cell: 360-640-0217 Email: clintw@forkswashington.org Email: 5thbn21stinfantry@gmail.com</p>
<p>Mike French, Clallam County Commissioner (2024) Jurisdiction Address: 223 E 4th St, Suite 4, Port Angeles, WA 98362 Home Address: 710 Estes Court, PA 98363 Primary: 360-912-2267 Cell: 360-461-6171 Email: mike.french@clallamcountywa.gov</p>	<p>Mark Ozias, Clallam County Commissioner (2024) Jurisdiction Address: 223 E 4th St, Suite 4, Port Angeles, WA 98362 Home Address: 1605 Happy Valley Rd, Sequim, WA 98382 Primary: 360-417-2236 Cell: 360-461-2613 Email: mark.ozias@clallamcountywa.gov</p>
<p>Rachel Anderson, City of Sequim Council (2024) Jurisdiction Address: 152 W Cedar Street, Sequim, WA 98382 Home Address: Cell: 360-582-2469 Email: randerson@sequimwa.gov</p>	<p>Kathy Downer, Board Vice-chairperson City of Sequim Council (2024) Jurisdiction Address: 152 W Cedar Street, Sequim, WA 98382 Home: 360-582-2468 Cell: 360-565-4062 Email: kdowner@sequimwa.gov</p>
<p>Lindsey Schromen-Wawrin, City of Port Angeles Council (2024-2025) Jurisdiction Address: 321 E 5th Street, Port Angeles, WA 98362 Home Address: 306 W 3rd Street, Port Angeles, WA 98362 Cell: 360-406-4321 Email: lswawrin@cityofpa.us</p>	<p>Jeff Gingell, City of Forks Council (2024) Jurisdiction: 500 E. Division St, Forks, WA 98331 Home Address: 931 Mill Creek Rd, Forks, WA 98331 Cell: 360-640-0818 Email: jeffgingell27@hotmail.com Email: jeffg@forkswashington.org</p>

Rick Burton (Non-voting), ATU, Local 587
Cell: 360-477-5191
Email: rburton6225@msn.com

2024 BOARD ALTERNATES

<p>Randy Johnson, Clallam County Commissioner (2024) Jurisdiction Address: 223 E 4th St, Suite 4, Port Angeles, WA Phone: 360-417-2237 Email: randy.johnson@clallamcountywa.gov</p>	<p>Kate Dexter, City of Port Angeles Mayor (2024-2025) Jurisdiction Address: 321 E 5th Street, Port Angeles Home Address: 932 E 7th St, Port Angeles, WA 98362 Cell: 360-461-4330 Email: kdexter@cityofpa.us</p>
<p>Brandon Janisse, City of Sequim Council Member (2024) Jurisdiction Address: 152 W. Cedar Street, Sequim. WA 98382 Phone: 360-582-2467 Email: bjanisse@sequimwa.gov</p>	<p>Navarra Carr, City of Port Angeles Council (2024-2025) Jurisdiction Address: 321 E 5th Street, Port Angeles Home Address: 932 E 7th St, Port Angeles, WA 98362 Cell: 360-461-4330 Email: ncarr@cityofpa.us</p>



2024 COMMITTEE MEMBERSHIP

Administration/Finance Committee

There shall be a committee of the Board for the purpose of reviewing the administrative and financial affairs and activities of Clallam Transit System (CTS) and adopting recommendations for consideration by the whole Board.

Rachel Anderson, City of Sequim	Mike French, Clallam County
Clint Wood, City of Forks	Brendan Meyer, City of Port Angeles

Operations/Maintenance Committee

There shall be a committee of the Board for the purpose of reviewing the operations and maintenance affairs and activities of CTS and adopting recommendations for consideration by the whole Board.

Mark Ozias, Clallam County	Jeff Gingell, City of Forks
Kathy Downer, City of Sequim	Lindsey Schromen-Wawrin, City of Port Angeles

Peninsula Regional Transportation Planning Organization

Primary: Brendan Meyer, City of Port Angeles

Alternate No. 1: Jim Fetzer, CTS

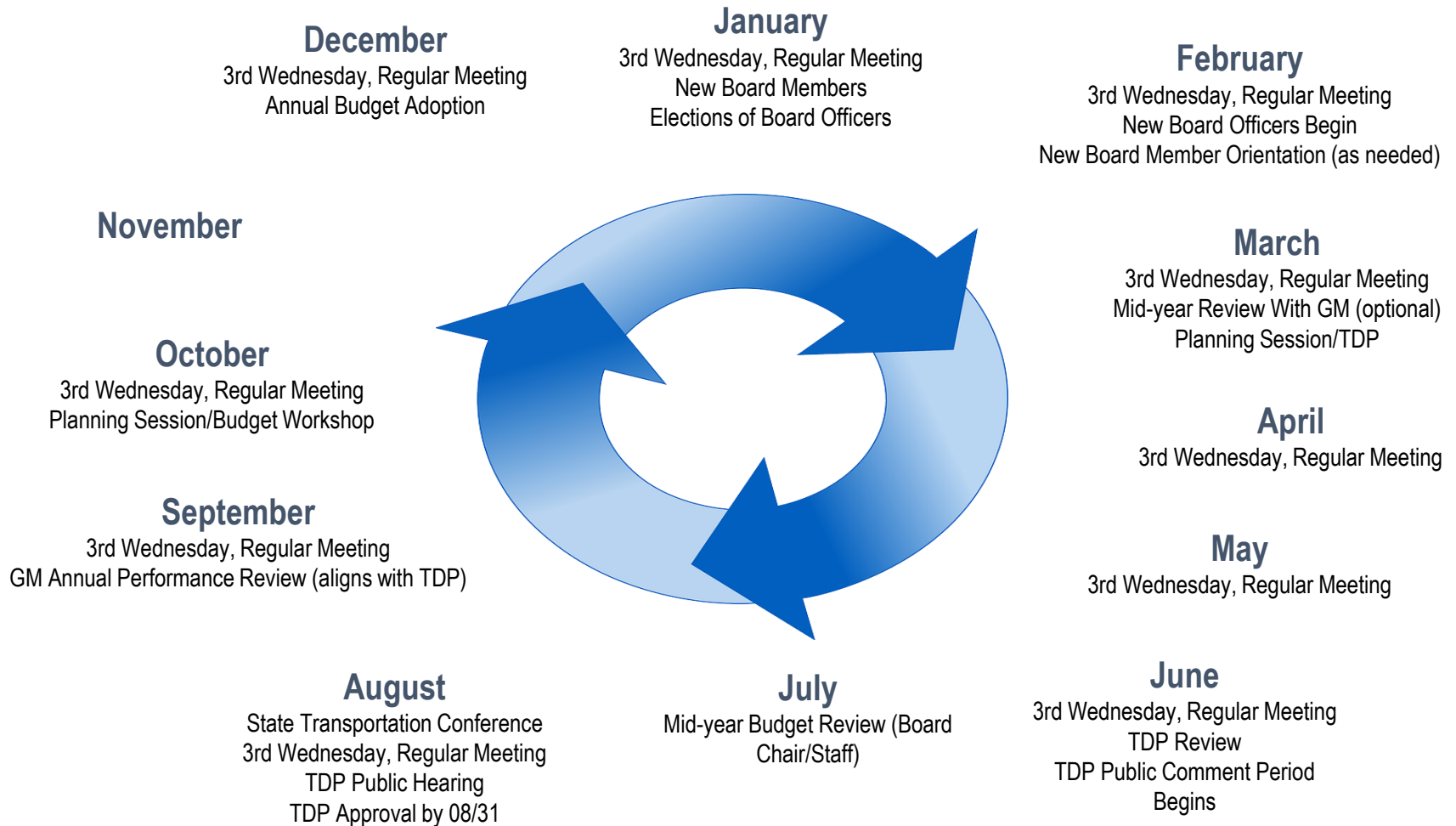
Alternate No. 2: Lindsey Schromen-Wawrin, City of Port Angeles

CTS Board Planning Cycle

Every 3 years, blank page development of strategic priorities, consultant-led.

ACRONYMS

TDP: Transit Development Plan
GM: General Manager





Clallam Transit System

830 W. Lauridsen Blvd.
Port Angeles, WA 98363
www.clallamtransit.com

(360) 452-1315
1-800-858-3747 WA
FAX (360) 452-1316
Passenger Assistance:
(360) 452-4511

AGENCY STATEMENTS

MISSION STATEMENT

To enhance the quality of life, bolster mobility, and create opportunities through public transit.

VISION STATEMENT

Provide customer-friendly, reliable, economical, and efficient transportation services that encourage residents and visitors to select Clallam Transit System as an integral part of their routine transportation choices.

VALUES STATEMENTS

As an organization and as individual employees, we care about the quality of life in our region, which we promote and enhance by respecting:

- A. **Customers:** Provide a high level of courtesy and professionalism to the customer through clean, safe, accessible, reliable, and interconnected countywide public transportation services.
- B. **Employees:** Value our employees and work culture through fair hiring and treatment, well-supported benefits, and on-going training.
- C. **Public Trust:** Ensure an efficient and effective delivery of services through a conservative approach to managing our resources and budgeting for the future.
- D. **Future Generations:** Seek and educate future customers and adapt to the latest forms of communication and technology.
- E. **Environment:** Explore and implement sustainable alternative fuel sources and energy conservation.

CLALLAM TRANSIT SYSTEM

Organizational Chart

DECEMBER 28, 2023

Employee Count	
Executive	1
Administrative Services	2.7
Finance	3.75
Operations	78
Maintenance	18
TOTAL	103.45

CTS Board
 VOTING MEMBER (8)
 NON-VOTING MEMBER (1)

General Manager

Legal Counsel

Finance Manager

Fiscal Specialist (.75)

Payroll Specialist

Fiscal Coordinator

Human Resources Manager

Administrative Services Coordinator

Administrative Services Assistant (.7)

Paratransit Dispatcher (2)

Paratransit Operator (16)

Paratransit Customer Service Representative (2)

Operations Manager

Operations Office Manager

Mobility Coordinator

Operations Supervisor (4)

Fixed-Route Dispatcher (3)

Fixed-Route Operator (48)

Maintenance Manager

Maintenance Office Manager

Lead Fleet Maintenance Technician

Fleet Maintenance Technicians (3)

Bus Cleaner (4)

Information Technology Specialist

Application & Network Technician

Lead Maintenance Worker

Maintenance Worker (5)

Custodian





2024 CLALLAM TRANSIT SYSTEM LEADERSHIP TEAM

LEADERSHIP TEAM MEMBERS	
Jim Fetzer, General Manager jimfg@clallamtransit.com 360-417-1350	Gary Abrams, Maintenance Manager garya@clallamtransit.com 360-417-1359
Jason McNickle, Operations Manager jasonmf@clallamtransit.com 360-417-1370	Cherie Huxtable; Finance Manager cherieh@clallamtransit.com 360-417-1365
Barb Cox, Human Resources Manager barbcr@clallamtransit.com 360-417-1357	
CONTACTING CLALLAM TRANSIT SYSTEM	
Main Contact Phone Number 360-452-4511	General Information Email info@clallamtransit.com
CONTACTING THE BOARD CLERK	
Barb Cox, Clerk to the Board barbc@clallamtransit.com 360-417-1357	Hayley Grall, Deputy Clerk hayleyg@clallamtransit.com 360-565-7206

CLALLAM TRANSIT SYSTEM



2023-2028 TRANSIT DEVELOPMENT PLAN

Public Hearing: August 23, 2023
Date Approved: August 23, 2023
Approved by Resolution: No. R14:2023

830 West Lauridsen Boulevard
Port Angeles, Washington 98363

360-452-4511
info@clallamtransit.com
www.clallamtransit.com

TABLE OF CONTENTS

SECTION 1: INTRODUCTION	3
SECTION 2: PLAN OVERVIEW	3
SECTION 3: GOALS AND VALUE STATEMENTS.....	4
SECTION 4: ORGANIZATIONAL HISTORY AND STRUCTURE	5
SECTION 5: ORGANIZATIONAL CHART.....	7
SECTION 6: PHYSICAL PLANT	7
SECTION 7: SERVICE CHARACTERISTICS	8
SECTION 8: RIDERSHIP.....	9
SECTION 9: FARE STRUCTURE.....	9
SECTION 10: SERVICE CONNECTIONS.....	10
SECTION 11: ACTION STRATEGIES	11
SECTION 12: 2022 ACTIONS AND ACCOMPLISHMENTS	12
SECTION 13: SUMMARY OF PLANNED ACTIONS 2023-2028.....	13
SECTION 14: CAPITAL MANAGEMENT PLAN AND CAPITAL RESERVES.....	15
SECTION 15: OPERATING FINANCIAL FORECAST.....	18
SECTION 16: OPERATING SERVICE DATA FORECAST.....	18
APPENDIX A: TRANSIT AMENITIES	19
APPENDIX B: MAPS OF SERVICE AREA	20

SECTION 1: INTRODUCTION

Purpose

In accordance with RCW 35.58.2795, Clallam Transit System (CTS) has prepared and submitted this Transit Development Plan (TDP) for 2023 through 2028. This planning document provides the framework for guiding the services to be provided in the current and next five years, as well as a review of the activities and accomplishments in 2022. This plan is a tool for communicating planning strategies to the public and is used within the agency to identify funding sources (including grant opportunities) and procurement needs, create a viable financial plan, and for updating the Peninsula Regional Transportation Planning Organization (PRTPO) Plan and Washington State's Transportation Improvement Plan.

The TDP conforms to Washington State's Transportation Policy Goals (RCW 47.04.280) and supports local comprehensive planning and economic objectives within Clallam County, this agency, and the regional transportation goals established through the PRTPO.

Invitation to the Public

The public is encouraged to consider and provide feedback on this TDP. The public hearing to listen to comments is scheduled to occur during the regular meeting of the CTS Board on Wednesday, August 23, 2023, beginning at 10:00 a.m., at the CTS Main Facility, 830 West Lauridsen Boulevard, Port Angeles, Washington 98363. General public comment is welcomed throughout the year either at scheduled meetings or in writing. Reasonable accommodations will be provided in accordance with the Americans with Disabilities Act (ADA) and Chapter 49.60 RCW, Discrimination Human Rights Commission accommodations upon request. Please contact Clallam Transit System to make accommodation arrangements.

Adoption

The TDP is updated annually. It can be amended, if necessary, to reflect funding changes and changing service needs or objectives. The TDP is presented to the CTS Board for consideration and approval no later than August 31. Upon adoption by the board, the TDP will be available at www.clallamtransit.com and will be submitted to the Washington State Department of Transportation (WSDOT).

SECTION 2: PLAN OVERVIEW

Service

This plan demonstrates expanding service levels while continuing to emphasize financial sustainability. The Operating Financial Forecast assumes continued state and federal operating grant funding. Receiving the federal Coronavirus Aid, Relief, and Economic Security Act (CARES) and the Coronavirus Response and Relief Supplemental Appropriations Act (CRRSAA) grant funding and high sales tax revenues has positioned CTS to consider expanding current service levels with the intent to sustain the new level into the future. The completion of the comprehensive operation analysis (COA) in 2021 produced service recommendations that provided the groundwork for future improvements of services CTS provides. The first layer of improvements identified in the COA, known as microtransit, was implemented in December of 2022. A layer of improvements has been targeted for implementation in late 2023 including implementation of route realignments and service efficiencies that allow for improved service frequencies and later service on key routes. The first phase of expansion produced a new pilot service providing seasonal fixed-route service to the National Park Service Hurricane Ridge area beginning June 1, 2022.

Customers

One-time capital improvements offer a means of reducing operating costs and improving the customer's experience. Customer enhancements to grow ridership to include evaluating or adjusting routes/schedules as necessary to optimize services, upgrading amenities (emphasizing mobility, safety, and lighting), expanding multi-modal connections, electronic fare payment, improved way finding (signage), and upgrading passenger waiting structures. In 2020, CTS launched automatic vehicle location (AVL) equipment to include automated stop announcements and expanded data collection capabilities improving operational oversight and communication to the public. A key improvement for customers was the implementation of a real time bus application that allows customers to see the exact location of their bus route, eliminating the uncertainty of where is my bus, and eliminating the excessive time at a bus stop location. The implementation of Interlink microtransit services in Forks and Sequim, in December of 2022, allowed customers

to schedule real-time rides in designated service areas up to two hours in advance, to further enhance the customers mobility choices.

As CTS does serve a diverse population throughout Clallam County and beyond, a renewed development to further benefit vulnerable populations in overburdened communities shall have an emphasis in the future workings with WSDOT, tribal, and local partners to comply with the requirements for future funding opportunities under the Climate Commitment Act.

Asset Management

CTS proactively maintains all its assets to the highest of standards to gain the most useful life and continues to adhere to the vehicle replacement schedule based upon CTS's established useful life benchmark for the replacement of vehicles. Public transit naturally provides an opportunity for the public to reduce greenhouse gases by choosing transit over the use of personal vehicles. In an effort to further reduce greenhouse gases, CTS is committed to evolving to zero-emission vehicles when available and feasible. The plan also reflects the implementation and procurement of infrastructure for supporting zero-emission fleet vehicles.



Clallam Transit System Main Facility Entrance

SECTION 3: GOALS AND VALUE STATEMENTS

Washington State Transportation Policy Goals

The basis for the TDP derives from several founding resources, beginning with Washington State Transportation Policy Goals, RCW 47.04.280, which are as follows:

- 1) **Economic Vitality:** *To promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy.*
- 2) **Preservation:** *To maintain, preserve, and extend the life and utility of prior investments in transportation systems and services.*
- 3) **Safety:** *To continuously improve upon safety and security of our customers and the entire system.*
- 4) **Mobility:** *To improve upon and/or expand local and regional transportation choices to include the efforts and planning of multiple partners.*
- 5) **Environment:** *To enhance Washington's quality of life through transportation investments that promote energy conservation, enhance healthy communities, and protect the environment.*
- 6) **Stewardship:** *To continuously improve the quality, effectiveness, and efficiency of the transportation system.*

CTS Values Statements

From these goals, CTS has developed values statements that serve as the guiding principles of how we do business. As an organization and as individual employees, we care about the quality of life in our region, which we promote and enhance by respecting:



*Jim Fetzer, Operations Manager
2022 Employee of the Year*

- **Customers** – Provide a high level of courtesy and professionalism to the customer through clean, safe, accessible, reliable, and interconnected countywide public transportation services.
- **Employees** – Value our employees and work culture through fair hiring and treatment, well-supported benefits, and ongoing training.
- **Public Trust** – Ensure an efficient and effective delivery of services through a conservative approach to managing our resources and budgeting for the future.
- **Future Generations** – Seek and educate future customers about our services and adapting to the latest forms of communication and technology.
- **Environment** – Explore and implement sustainable alternative fuel sources and energy conservation opportunities.

CTS Comprehensive Plan

In 2019, CTS adopted a long-term comprehensive transit plan, **Connecting Clallam**, which provides guidance in decisions that shape the future of public transportation in our region. This plan aligns with our state's transportation policy goals and our own value statements and serves as a key resource for the development of this planning document and is being updated during the 2023 calendar year.

SECTION 4: ORGANIZATIONAL HISTORY AND STRUCTURE

Origin

The Clallam County Public Transportation Benefit Area (PTBA), with the trade name Clallam Transit System (CTS), was formed on July 24, 1979. Following the formation of the PTBA, the voters of Clallam County subsequently approved the collection of a sales tax not to exceed 0.3 percent (0.3%) of one cent (\$0.01) to fund the public transportation services provided by Clallam Transit System.

On October 13, 1980, CTS began its operations with a fleet of twelve, 22-passenger vehicles serving ten routes. In 1981, paratransit operations began through contracted services to meet the needs of Clallam County's disabled and elderly populations. In 1984, the west end of the county (Forks, La Push, Clallam Bay, Sekiu, and Neah Bay) were annexed into the PTBA.

In 2000, after the elimination of the state motor vehicle excise tax (MVET), voters approved an additional 0.3 percent (0.3%) of one cent (\$0.01) to replace the lost revenue from the MVET and establish needed revenue to continue the public transportation services provided by CTS. In 2011, CTS assumed operations of paratransit services. On October 13, 2020, CTS celebrated 40 years of service.

Today

CTS provides service to 13 fixed routes, two microtransit routes, and complimentary demand-response services, with a fleet of approximately 100 vehicles and 97 employees, serving over 77,000 county residents throughout the 1,738 square miles of Clallam County. CTS maintains over 60 bus shelters, five park-and-ride lots, and three transfer centers. In 2017, CTS expanded with a regional service to the Bainbridge Island Ferry Terminal and in 2021 added an additional trip each day to this successful regional route, the Strait Shot Route No. 123. CTS also established fixed-route pilot service to Hurricane Ridge National Park in 2022. This service proved quite successful in its first year and is operating

again in 2023. A fire destroyed the Hurricane Ridge Lodge on May 7, 2023, and as a result, the area was closed to the public for most of June. When reopened to the public, vehicle access was limited due to the fire, therefore limiting access to this popular destination. As a result, CTS was asked to provide enhanced transit service to the park for the 2023 season, allowing more visitors access to this popular destination without an automobile. This service has proven to be extraordinarily popular and highly demanded, with most buses being filled to capacity.

Composition

CTS is organized into four departmental areas: operations, maintenance, finance, and administrative services, with the CTS General Manager serving as the chief executive officer. CTS is governed by a board of eight elected officials and one non-voting labor representative. In addition, CTS retains legal counsel that is responsive to the CTS General Manager and the CTS Board. The membership of the board is as follows:

- Two Clallam County Commissioners
- Two officials of the City of Port Angeles
- One union representative (non-voting board member)
- Two officials of the City of Forks
- Two officials of the City of Sequim

As required by statute, representatives from each jurisdiction completed the CTS Board composition conference on May 20, 2020. No changes were made to the existing composition of the Board.

Meetings

CTS conducts open public meetings once a month and more frequently as needed at the CTS Main Facility. The schedule of regular meetings can be found on the CTS website. Employees and the public are encouraged to attend. Hybrid meetings continue to be offered for participation convenience.

2023 BOARD MEMBERS

Lindsey Schromen-Wawrin,
Councilmember City of Port
Angeles

Brendan Meyer, Councilmember
City of Port Angeles

Mike French, Commissioner
Clallam County

Juanita Weissenfels, Councilmember
City of Forks

Clint Woods, Councilmember
City of Forks

Mark Ozias, Commissioner
Clallam County

Kathy Downer, Councilmember
City of Sequim

William Armacost, Councilmember
City of Sequim

Rick Burton, Representative (non-
voting), Amalgamated Transit
Union Local 587



*Juanita Weissenfels
2023 CTS Chairperson*

LEADERSHIP TEAM

Jim Fetzer
General Manager

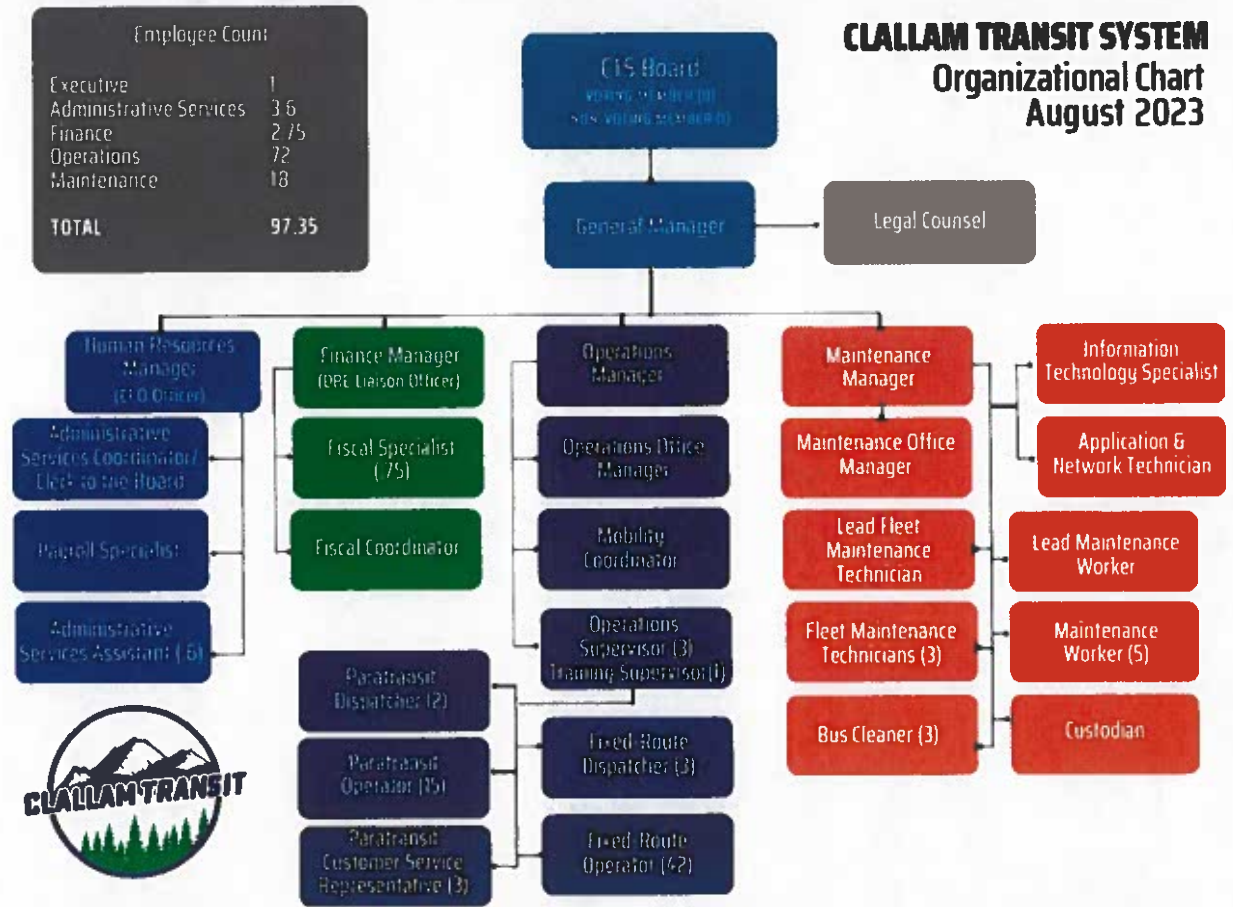
Jason McNickle Gary Abrams
Operations Maintenance
Manager Manager

Cherie Huxtable Andrew Rowson
Finance Human Resource
Manager Manager



*Jim Fetzer
CTS General Manager*

SECTION 5: ORGANIZATIONAL CHART



SECTION 6: PHYSICAL PLANT

CTS has administrative and operations offices at 830 West Lauridsen Boulevard, Port Angeles, Washington.



CTS Main Facility – Operations and Administrative Offices

The maintenance facility is located in a separate building on the property at 4100 South Tumwater Truck Route, Port Angeles, Washington.



CTS Maintenance Yard and Shop Facility

A multi-use transportation center and a light maintenance facility (leased from the Quillayute Valley School District) are located in Forks. CTS has a multi-use transportation facility in Sequim used by CTS, Jefferson Transit Authority, and the City of Sequim, as well as the multi-use Gateway Transit Center in Port Angeles, served by local and regional services provided by CTS and the Dungeness Line (service supported by WSDOT).

CTS maintains over 160 bus stops, including 61 stops with passenger waiting shelters (Appendix A).

SECTION 7: SERVICE CHARACTERISTICS

CTS provides fixed-route, microtransit, paratransit, dial-a-ride, and vanpool services throughout Clallam County.

Fixed-route Service

Fixed-route service is provided by 12 routes on weekdays between 5:13 a.m. and 10:13 p.m., by 10 routes on Saturdays between 7:00 a.m. and 8:59 p.m., and two routes on Sundays between 8:05 a.m. and 8:10 p.m. Two microtransit routes are provided on weekdays between 6:30 a.m. to 5:15 p.m., and on Saturdays between 8:25 a.m. and 4:35 p.m. These routes link all the cities, unincorporated areas, and tribal nations in Clallam County. The Strait Shot service is a commuter bus service connecting Port Angeles and Sequim with Poulsbo and the Bainbridge Island Ferry Terminal in Kitsap County. The system map in Appendix B shows the extent of the service area. The most recent service expansion includes six trips daily to the National Park Service Hurricane Ridge area.



Hurricane Ridge Inaugural Service Ceremony June 1, 2022

Paratransit Service – “Clallam Connect”

CTS provides wheelchair accessible, origin-to-destination paratransit (PT) service, with assistance for elderly and disabled persons who cannot use the fixed-route service. Within ¼-mile of fixed routes, service is provided for the same fare as a comparable fixed-route trip. In other areas of Clallam County, paratransit service can be arranged in advance, based on a fee for each mile beyond the ¼-mile ADA paratransit boundary.

Dial-a-Ride Service

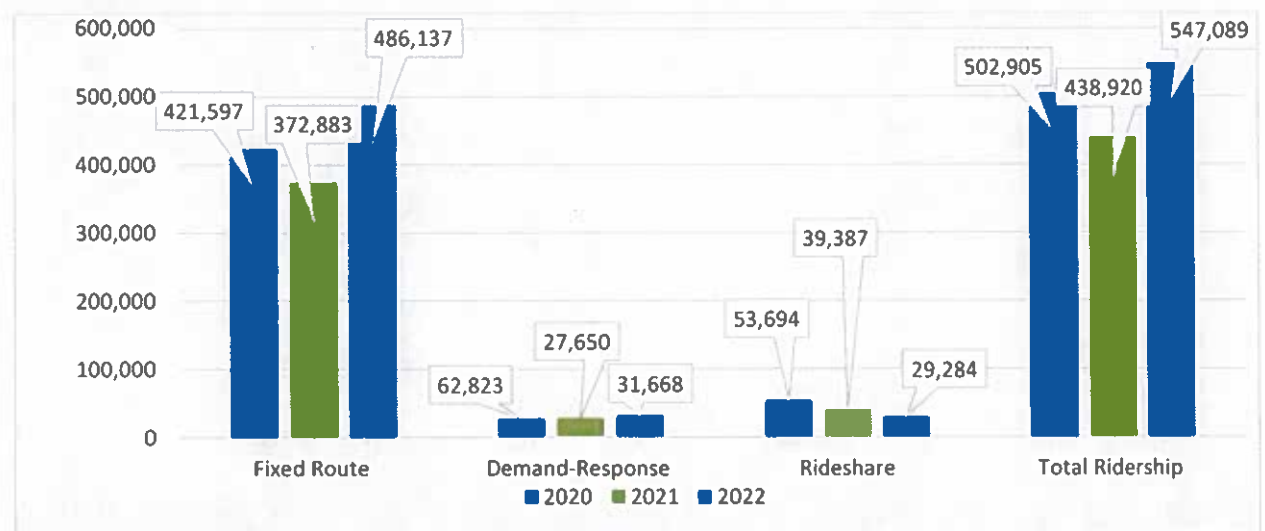
Dial-a-ride service is provided to the general public in the Dungeness Valley area, specifically north of Highway 101, east of the junction with Old Olympic Highway and west of Blake Avenue in Sequim.

Rideshare

CTS rideshare groups operate up to seven days a week and currently depart from Port Angeles and Forks to the Clallam Bay and Olympic (in Jefferson County) Corrections Centers, Coast Guard stations at La Push and Neah Bay, and to various employers in Clallam and Jefferson Counties. Each rideshare group sets its own schedule and pays a monthly fee to contribute towards the cost of operating and maintaining the vehicle and drivers’ safety training, which is supplied and supported by Clallam Transit.

SECTION 8: RIDERSHIP

Ridership: Ridership (annual unlinked passenger trips) for the 12 months ending in December are as follows:



SECTION 9: FARE STRUCTURE

Type	PASSES (calendar)			Regional Reduced Fare Permit (RRFP)
	Adult (19-64 years)	Youth (0-18 years)		
Day (all routes all days, except 123)	\$3.00	Free		\$3.00
Regular Monthly	\$36.00	Free		\$18.00
Premium Monthly	\$54.00	Free		\$36.00
Paratransit Monthly (eligibility requirements)	\$54.00	Free		N/A
REGULAR FIXED ROUTES				
<i>All routes except 14, 30, and 123</i>				
Base Adult				\$1.00
Base Reduced (RRFP required)				\$0.50
Youth (0-18 years)				Free
Veterans				Free
PREMIUM ROUTES				
<i>Routes 14 and 30</i>				

Premium Adult	\$1.50
Premium Reduced (RRFP required)	\$1.00
Youth (0-18 years)	Free
Veterans	Free

PREMIUM ROUTE
Route 123

Adult	\$10.00
RRFP Holders, Current Monthly Pass Holders	\$5.00
Youth (0-18 years)	Free
Veterans	Free

DEMAND-RESPONSE

Base Paratransit (within ¼-mile of fixed routes)	\$1.50
Premium Paratransit (each additional mile or fraction thereof)	\$3.75
Dial-a-ride Adult	\$2.00
Dial-a-ride RRFP Holder	\$1.50
Veterans	Free
Youth (0-18 years)	Free

PENINSULA COLLEGE

Peninsula College (PC) students actively enrolled in credit-earning Peninsula College classes ride fare free by presenting a current student identification.

SECTION 10: SERVICE CONNECTIONS

CTS connects with Jefferson Transit Authority (JTA) at the Sequim Transit Center for service to eastern Jefferson County and at the Forks Transportation Center & Rest Stop for service to western Jefferson County. CTS contributes annually to JTA's Olympic Loop Connection service between Forks and Amanda Park in Gray's Harbor County. CTS also links with JTA paratransit trips when they can be integrated into CTS's fixed-route system. Beginning June 17,



2022 4th of July Parade Clallam Transit Bus.

2017, CTS implemented service from Port Angeles via Sequim to Bainbridge Island located within Kitsap County. Additional service on this important regional connection was added on August 15, 2021. This regional Strait Shot express service makes this connection three times per day Monday through Saturday and twice on Sunday. This route provides an important connection from Port Angeles and Sequim to the Seattle Ferry terminal, allowing for enhanced access to and from the Seattle area. Connections with other transit agencies may be made at Discovery Bay (JTA), North Viking Transit Center (JTA and Kitsap Transit [KT]), SR 305 and Suquamish Way (KT), and Bainbridge Island Ferry Terminal (KT and Washington State Ferries).

CTS coordinates service with vicinity tribal nation transportation planners to have connections with Makah Transit in Neah Bay, Quileute Community Shuttle (Forks and La Push), Lower Elwha Transit in Port Angeles, and with Jamestown S'Klallam for contracted service to Blyn and the Jamestown Campus.

Service is provided to all of the major employment centers and public middle and high schools in CTS's service area, as well as to Peninsula College's campus and satellite facilities in Port Angeles, Sequim, and Forks.

CTS operates service to seven park-and-ride lots: US101 at Deer Park Rest Stop, US112 at Peters Road, US101 at Laird's Corner, US101 at Sappho, the Sequim Transit Center, the Gateway Transit Center, and the Forks Transit

Center. CTS is conducting a study of two more park-and-ride locations, one an existing parking area at Deer Park and SR 101 and another, unimproved site at River Road and SR 101, to determine the feasibility of developing these sites into park and ride locations.

SECTION 11: ACTION STRATEGIES

Along with goals and values listed in Section 3, the following action strategies provide a framework for long-term planning as well as a measurement tool for our actions and accomplishments.

Service

1. Ongoing evaluation of the CTS service structure to meet current and future ridership needs given financial opportunities and constraints.
2. Continued implementation of selected route alterations or expansions based on the results of the 2021 Comprehensive Operational Analysis.
3. Consider expansion of microtransit service in urban areas that are not conducive to traditional fixed route services.
4. Restructure paratransit trips scheduling procedures, incorporating technology to maximize efficiency.
5. Collaborate with groups, businesses, and other agencies to evaluate and improve multi-modal transportation, assist with gaps in transportation and support transportation initiatives.
6. Promote increases in ridership through improving the customer experience and modern marketing.
7. Promote increases in ridership through marketing and discount programs.
8. Implement technological improvements to enhance transit service for customers and delivery of services by transit personnel.
9. Implement and refine a mobility management program to train and promote CTS services.
10. Implement the installation of ADA accessible doors at facilities main entrance.
11. Monitor the revised rideshare program and consider alternative style vehicles to promote an increase in users.
12. Procure and implement alternatively fueled/zero emission vehicles where practical.
13. Consider and implement technologies that attract ridership and increase passenger convenience.

Asset Management

14. Maximize grants as funding sources for asset additions and replacements. All purchases will be fully funded, and debt will not be used as a funding source.
15. Seek grant opportunities for replacement of revenue vehicles that have met their useful life.
16. Utilize an asset replacement schedule and capital reserve to accumulate funds for future asset purchases.
17. Prioritize the capital reserve to ensure adequate annual funding contributions to sustain the reserve.
18. Pursue new practicable technologies, alternative fuels, and zero-emission vehicles contingent upon financial opportunities.
19. Investigate and integrate new technologies into the CTS fleet.
20. Consider and implement cost-effective energy conservation projects intended to reduce operating and maintenance costs.
21. Participate in partnerships with WSDOT, Clallam County, the cities of Port Angeles, Sequim, Forks, Olympic National Park/Western Federal Lands (FHWA), and other groups to plan and implement public works projects and transit friendly development.

Employees

22. Conduct ongoing staffing analyses which reviews operational needs to identify appropriate staffing levels.
23. Ensure employee training is timely, meaningful, and appropriate. Emphasize succession training.
24. Promote safe work practices and employee personal responsibility for safe working conditions.
25. Encourage employee personal emergency response preparedness.
26. Promote positive morale and a collaborative working relationship with the union.
27. Provide competitive compensation and benefit levels.

Administration

28. Improve efficiency and maximize use of limited revenues.
29. Review and update policies to reflect current laws and organizational direction. Implement new rules, state and federal laws, as well as mandated policies in a timely manner.
30. Maintain financial flexibility by maximizing grants to acquire capital assets and not incur debt.
31. Collaborate with groups, businesses, and other agencies for emergency preparedness.
32. Plan and adopt budgets which reflect long-term forecasting and financial sustainability.
33. Update planning documents for emergency preparedness, security, pandemic response, and loss control.
34. Complete review of the fixed-route and paratransit fare structure and make recommendations to the Board.

SECTION 12: 2022 ACTIONS AND ACCOMPLISHMENTS

Due to the COVID-19 Pandemic, many actions identified for the year 2020 and 2021 were postponed or delayed as the primary focus was to maintain and prepare for worsening conditions. Actions and accomplishments completed in 2022 are as follows:

Service

1. Implemented free fares on all CTS services for persons 18 years of age and under and Veterans.
2. Implemented microtransit service in Sequim and Forks.
3. Upgraded the Clallam Connect scheduling software, implemented new on-board driver tablets, and upgraded the mapping system with the scheduling software.
4. Placed in service three restroom equipped motorcoaches, with increased passenger, luggage, and bicycle capacity on the Strait Shot route.
5. Implemented a successful pilot service to Hurricane Ridge in June of 2022 with enhanced service in 2023.
6. Implemented a revised rideshare pricing program to incentivize participation.
7. Clallam Transit was awarded the 2022 Safety Star Award from the Washington State Transit Insurance Pool (WSTIP) for the safest mid-sized transit system. This was the second year in a row that Clallam Transit received the award.
8. Held a successful design a bus art contest for the Strait Shot fleet showcasing local talent.

Asset Management

9. Performed a surplus auction and sale of several vehicles retired from service. All vehicle sales were conducted through Public Surplus Auction services.
10. Completed a campaign on fixed-route reserve fleet to perform primary component (i.e., engine, transmission, and drive train) refresh.
11. Continued aggressive grant application process for replacement of fixed route vehicles through the 5339(b) Bus and Bus Facilities and No/Lo programs. These applications included requests for assistance in replacement of three existing HD clean diesel buses.
12. Awarded three 35-foot heavy-duty clean diesel buses through 5339(b).
13. Awarded four 40-foot heavy-duty clean diesel buses through award of a 2023-2025 State Buses and Bus Facilities Grant.
14. Procured two all-electric driver relief vehicles.
15. Procured three handicapped accessible vans for the new microtransit service known as Interlink.
16. No major changes were implemented in the CTS Asset Management Plan during 2020. Annual certification of the plan was executed per Federal Transit Administration (FTA) and WSDOT requirements.

Employees

17. Completed on site Trapeze scheduling system training for operations personnel.
18. Awarded employee of the quarter and employee of the year selections and recognitions.
19. Hired 21 new employees: 1 maintenance worker, 2 paratransit operators, 1 mobility coordinator, 1 administrative services assistant, 1 bus cleaner, and 15 fixed-route transit operators.
20. Added an application and software technician in the information and technologies (IT) department.

Administration

21. Awarded \$15,235 in total awards for CTS's Discounted Transit Pass Grant Program.
22. Successful completion of Washington State Auditor's Office grant, financial, and accountability audits.
23. Completed multiple statutory and administrative policy revisions.
24. Applied and received Strait Shot operating funding through the WSDOT Consolidated Grant Program, and operating funding, Route No. 16 – Rural and Tribal access through the WSDOT Consolidated Grant Program and Paratransit Service funding through the WSDOT Consolidated Grant Program.
25. Applied and received funding for four heavy-duty forty-foot replacement clean diesel buses through the State Bus and Bus Facilities Program.
26. Applied for and was awarded funding for 12 replacement rideshare vans through the State Public Rideshare Grant Program.
27. Applied and received funding for three heavy-duty replacement coaches through the Federal 5339(B) program.
28. Applied and was awarded funding for four heavy duty replacement coaches through the Bus and Bus Facilities program.

SECTION 13: SUMMARY OF PLANNED ACTIONS 2023-2028

2023	Preservation	Improvement
Service	Applied for 2023-2027 special needs paratransit operating grant assistance.	Perform additional public outreach prior to implementing service changes/enhancements. Implemented enhanced service to Olympic National Park/Hurricane Ridge.
Vehicles	Apply for 3 heavy duty clean diesel replacement coaches	Complete hydrogen feasibility study
Facilities & Equipment	Replace bus stop signs and bus decals with a new logo. Replace 3-5 bus shelters. Replace primary air compressor. Replace pressure washer. Replace mobile washer. Replace maintenance building make up air unit. Repaint Sequim Transit Center exterior. Replace main computer server.	Add leak detection equipment to maintenance building. Procure 6 post mobile lift system for HD buses. Procure and implement microtransit software to support new routes in Sequim and Forks. Complete feasibility study for River Rd. and Deer Park park and ride locations. Apply for grant funding to install private charging stations at Forks and Sequim Transit Centers. Evaluate and seek alternative software to possibly take the place of CTS's current integrated software systems.
Admin & Employees	Execute retention payment for active employees. Negotiate new bargaining agreement with Amalgamated Transit Union. Update the CTS Safety, Health, and Accident Prevention Program. Conduct a non-represented employee compensation study. Update the Board handbook.	Expand the finance department back to three employees by filling a fiscal coordinator position. Increase transit operator count by 7 FTE to support additional service. Develop zero-emissions transition plan. Create an Information Technology Incident Response Plan.
2024	Preservation	Improvement
Service	Sustain service levels.	Expand service to "moderate level" as identified within the COA as recommended by consultants.
Vehicles	Apply for 10 zero emission replacement PT service buses. Replace 4 support/service vehicles.	

Facilities & Equipment	Repair settled concrete at main facility administration public/employee entrance. Upgrade camera system at all transit centers with centrally managed system. Replace Bus wash and reclaim system.	Install private charging stations at Sequim Transit Center. Install private charging stations at Forks Transit Center. Consider adding public charging stations at STC and FTC.
Admin & Employees	Review and update CTS Comprehensive Plan, including implementing a non-represented compensation study.	Negotiate collective bargaining agreement to begin 2024.
2025	Preservation	Improvement
Service	Sustain service levels.	
Vehicles	Procure 4 zero-emission HD buses. Apply for 5 PT zero emission replacement buses. Replace 5 support/service vehicles with zero-emission.	
Facilities & Equipment	Revise snow plan and the emergency management response plan.	
Admin & Employees	Replace 3 service/support vehicles.	
2026	Preservation	Improvement
Service	Sustain service levels.	
Vehicles	In service 10 PT zero emission replacement buses.	
Facilities & Equipment	Replace underground fuel storage tanks. Replace 2 support/service vehicles with zero-emission.	
Admin & Employees		
2027	Preservation	Improvement
Service	Sustain Service levels.	
Vehicles	In service 5 PT zero emission replacement buses. Replace 4 rideshare vans. Apply for 4 zero emission buses	
Facilities & Equipment		
Admin & Employees		
2028	Preservation	Improvement
Service	Sustain Service levels.	

FACILITIES AND TECHNOLOGIES

Acq Year	Facility	Reserved Capital (>\$20K)	Est Life	CTS Match %	2023	2024	2025	2026	2027	2028
Various	Various	Various Individual/ Less than \$20,000	Various	0%	-	-	-	-	-	-
Various	Shelters	Annual Bus Shelter Replacement Prog	30	100%	70,000	70,000	70,000	70,000	70,000	70,000
2022	River Road/Deer Pt	Feasibility Study - 2 new P&R	0	100%	100,000	-	-	-	-	-
2022	Quiloute Valley SD	Four post vehicle lift system/HW Lift	15	100%	68,176	-	-	-	-	-
2018	CTS Grounds	Upper Lot Overlay/Repair/Striping	4	100%	200,000	-	-	-	-	-
1995	Admin/Ops Bldg	Paint building, exterior	10	20%	50,000	-	-	-	-	-
2022	Gateway Station	Enhance lighting/cameras, lower garage	10	20%	25,000	-	-	-	-	-
2022	Admin/Ops Bldg	Hydrogen Electric Feasibility Study	25	100%	70,000	-	-	-	-	-
2008	Admin/Ops Bldg	Carpet	15	100%	31,000	-	-	-	-	-
2013	Forks Station	Forks TC - Paint building, ext	10	100%	30,000	-	-	-	-	-
2023	Admin/Ops Bldg	Solar	15	50%	200,000	-	-	-	-	-
2005	Shop Equip	Mower, riding - M158	17	100%	9,000	-	-	-	-	-
2005	Sequim Transit	Paint building, ext	16	100%	10,000	-	-	-	-	-
2017	Forks Station	Camera System Server	5	100%	18,000	-	-	-	-	-
2018	Gateway Station	Bike Lockers- Upgrade	20	0%	7,000	-	-	-	-	-
2022	River Road	Improve River Road P&R	20	20%	-	1,000,000	-	-	-	-
2022	Deer Park Mt	Improve Deer Park P&R	20	20%	-	750,000	-	-	-	-
2005	Admin/Ops Bldg	Variable Speed Drive x 3	15	100%	-	21,000	-	-	-	-
2024	Dw 88	Electric Charging Infrastructure - Busses	50	20%	-	200,000	-	-	-	-
2012	Shop Equip	Bus Wash & Reclaim	20	100%	-	230,000	-	-	-	-
2018	Technology	Seon Camera Software (27 Vehicles)	15	0%	-	50,000	-	-	-	-
2011	Shop Equip	Floor scrubber - M200	12	100%	-	15,000	-	-	-	-
2009	Gateway Equip	GW HVAC Heat Pump	15	100%	-	10,000	-	-	-	-
2009	Sequim Transit	Heat pumps	15	100%	-	5,000	-	-	-	-
1996	Admin/Ops Equip	Conference Room Tables (8)-Upstairs	24	100%	-	15,000	-	-	-	-
2017	Admin/Ops Bldg	Camera System Server	7	100%	-	32,000	-	-	-	-
1995	Admin/Ops Bldg	Paint bldg int	15	100%	-	18,295	-	-	-	-
2017	Gateway Station	Gateway TC - Camera System Server	12	0%	-	48,000	-	-	-	-
1995	CTS Grounds	Underground Fuel Storage	30	100%	-	-	600,000	-	-	-
1195	Admin/Ops Bldg	HVAC Upgrade	25	100%	-	-	100,000	-	-	-
2005	Admin/Ops Bldg	Paint building, ext	15	100%	-	-	20,000	-	-	-
2005	Maint Bldg	Paint building, ext	15	100%	-	-	20,000	-	-	-
1995	Maint Bldg	Maint Bldg Electric unit heaters (19)	30	100%	-	-	10,000	-	-	-
2005	Sequim Transit	Carpet	20	100%	-	-	8,000	-	-	-
1995	Shop Equip	Vacuum system - M0541 (2 units)	28	100%	-	-	-	20,000	-	-
1995	Maint Bldg	Paint building interior	30	100%	-	-	-	35,000	-	-
1995	Shop Equip	Emerg generator rebuild - M222	25	100%	-	-	-	20,000	-	-
1995	Shop Equip	Vehicle exhaust fans	25	100%	-	-	-	12,000	-	-
2022	CTS Grounds	Seal & stripe, Asphalt	4	100%	-	-	-	18,000	-	-
2015	Admin/Ops Bldg	AHU-1 Fan Rebuild	12	0%	-	-	-	-	15,000	-
2007	Shop Equip	Lift - Bay #1 - sm hvac	15	100%	-	-	-	-	17,000	-
2015	Sequim Transit	Seal asphalt parking area	5	100%	-	-	-	-	6,000	-
1995	CTS Grounds	Lower Parking Lot Concrete Repairs	20	100%	-	-	-	-	20,000	-
2024	Dw 88	Hydrogen Fueling Infrastructure	50	20%	-	-	-	-	6,000,000	-
2018	Dw 88	Conference Room Chairs <\$5,000 ea. O&M	10	0%	-	-	-	-	-	7,000
2008	Sequim Transit	Bike Lockers - STCB/KE	20	0%	-	-	-	-	-	12,000
2008	Shop Equip	Alignment - Hunter M190	15	0%	-	-	-	-	-	32,000

Total Purchase Cost	888,176	2,464,295	828,000	175,000	6,128,000	121,000
STE/Grant	(750,000)	(1,150,000)	-	-	(2,500,000)	-
Est CTS Cost	<u>138,176</u>	<u>1,314,295</u>	<u>828,000</u>	<u>175,000</u>	<u>3,628,000</u>	<u>121,000</u>
Beginning Reserve	1,803,527	2,665,351	1,851,056	2,523,056	3,348,056	470,056
Add to Reserves	1,000,000	500,000	1,500,000	1,000,000	750,000	750,000
Less CTS Purch Match	(138,176)	(1,314,295)	(828,000)	(175,000)	(3,628,000)	(121,000)
Ending Reserves	<u>2,665,351</u>	<u>1,851,056</u>	<u>2,523,056</u>	<u>3,348,056</u>	<u>470,056</u>	<u>1,099,056</u>

SECTION 15: OPERATING FINANCIAL FORECAST

	Actual 2020	Actual 2021	Actual 2022	Budget 2023	Budget 2024	Forecast 2025	Forecast 2026	Forecast 2027	Forecast 2028
Fares	662,901	666,412	692,516	685,050	698,751	727,376	734,810	742,318	749,901
Sales Tax	9,061,716	11,295,176	11,702,949	11,205,720	11,429,834	11,544,132	11,659,573	11,776,169	11,893,931
Grants	3,674,314	4,928,715	4,746,446	4,245,000	4,514,900	2,570,042	2,562,442	3,012,442	3,012,442
Interest & Other	374,115	299,524	475,706	586,958	598,697	525,077	275,763	277,461	300,081
Total Revenues	13,773,046	17,189,827	17,617,617	16,722,728	17,242,182	15,366,627	15,232,588	15,008,390	15,956,355
Wages	5,207,881	5,089,740	5,777,437	6,369,665	6,178,512	6,931,696	7,139,648	7,282,440	7,428,093
Benefits	2,769,386	2,627,712	2,755,932	3,258,375	3,323,543	3,571,119	3,688,193	3,804,689	3,929,671
Supplies	883,298	1,092,029	1,587,190	1,968,150	1,995,243	2,118,977	2,171,582	2,225,578	2,280,994
Services	983,141	1,182,500	1,260,945	1,853,713	1,723,867	1,512,685	1,550,029	1,600,310	1,587,106
Add to Capital Reserve	343,363	783,128	1,800,584	1,892,012	1,392,012	2,392,012	1,892,012	1,642,012	1,642,012
Total Expenditures	10,187,069	10,775,109	13,182,088	15,341,915	14,613,177	16,526,489	16,441,464	16,555,029	16,867,876
Net Revenues Less Expenditures	3,585,977	6,414,718	4,435,529	1,380,813	2,629,005	(1,159,862)	(1,208,876)	(746,639)	(911,521)
OPERATING RESERVE									
Beginning Reserve	4,951,677	8,537,654	14,952,372	19,387,901	14,952,372	17,581,377	16,421,515	15,212,639	14,466,000
Revenues	13,773,046	17,189,827	17,617,617	16,722,728	17,242,182	15,366,627	15,232,588	15,008,390	15,956,355
Expenditures	(10,187,069)	(10,775,109)	(13,182,088)	(15,341,915)	(14,613,177)	(16,526,489)	(16,441,464)	(16,555,029)	(16,867,876)
Ending Reserve	8,537,654	14,952,372	19,387,901	20,768,714	17,581,377	16,421,515	15,212,639	14,466,000	13,554,479

SECTION 16: OPERATING SERVICE DATA FORECAST

Figures in thousands of units, with the exception of fatalities and reportable accidents

	2023	2024	2025	2026	2027	2028
Fixed Route (projecting ridership and hours increasing at 1% per year)						
Vehicle revenue hours	54	59	59	59	59	59
Vehicle miles	1,179	1,368	1,368	1,368	1,368	1,368
Passenger trips	483	531	542	553	564	575
Fatalities	0	0	0	0	0	0
Reportable Injuries	0	0	0	0	0	0
Diesel Fuel Consumed	184	185	186	187	188	189
Propane Fuel Consumed	0	0	0	0	0	0
Paratransit (projecting ridership and hours increasing at 2% per year)						
Vehicle revenue hours	19	21	23	24	24	25
Vehicle revenue miles	234	257	263	268	273	279
Passenger trips	31	34	35	35	36	37
Fatalities	0	0	0	0	0	0
Reportable Injuries	0	0	0	0	0	0
Diesel Fuel Consumed	0	0	0	0	0	0
Propane Fuel Consumed	54	45	30	0	0	0
Rideshare (projected growth at 1% per year)						
Vehicle Hours	8	8	8	8	9	9
Vehicle miles	296	303	308	314	320	327
Passenger trips	29	30	30	31	31	32
Fatalities	0	0	0	0	0	0
Reportable Injuries	0	0	0	0	0	0
Propane Fuel Consumed	10	8	0	0	0	0
Unleaded Fuel Consumed	14	16	20	22	24	26

APPENDIX A: TRANSIT AMENITIES

BUS SHELTERS

CITY OF FORKS

Calawah Way @ King Ln (EB)
Calawah Way @ Elk Creek Dr (eastbound [EB])
Forks Ave @ Tillicum Ln (northbound [NB])
Forks Ave @ S 900 Block (southbound [SB])
Forks Transit Center
Maple St @ Division St (NB)
5th Ave @ Bogachiel Way (SB)

CITY OF PORT ANGELES

C St @ 9th St (SB)
Caroline St @ Olympic Medical Center (WB)
Cherry St @ 8th St (NB)
Gateway Transit Center (6 shelters)
Lauridsen Blvd @ Ennis St (EB)
Lauridsen Blvd @ Laurel St (WB)
Lincoln St @ 4th St (SB – 2 shelters)
Lincoln St @ 9th St (SB)
Peabody St @ Park St (NB)
Peabody St @ 7th St (NB)
Peninsula College Parking Lot
Port Angeles Library Parking Lot
1st St @ Chambers St (EB)
1st St @ Ennis St (EB)
1st St @ Eunice St (EB)
1st St @ Penn St (EB)
1st St @ Vine St (EB)
4th St @ Clallam County Courthouse (WB)
8th St @ B St (EB)
8th St @ G St (EB)
18th St @ M St (EB)
18th St @ N St (WB)
US 101 @ Del Guzzi (EB)

CITY OF SEQUIM

Sequim Transit Center (2 shelters)
Blake Ave @ S 100 Block (NB)
Sunnyside Ave @ Prairie St (NB)
Washington St @ Brackett Rd (westbound [WB])
Washington St @ Priest Rd (EB & WB)
Washington St @ W 600 Block (EB)
Washington St @ 9th Ave (WB)

UNINCORPORATED CLALLAM COUNTY

Deer Park Rest Area
Laird's Corner Park & Ride
Sappho Park & Ride
SR 112 @ Joyce-Piedmont Rd (EB)
SR 112 @ Loggers Ln (EB)
US 101 @ Barr Rd (EB & WB)
US 101 @ Blue Mountain Rd (EB)
US 101 @ Carlsborg Rd (WB)
US 101 @ Dryke Rd (WB)
US 101 @ Fairmount Ave (WB)
US 101 @ Hooker Rd (EB)
US 101 @ Jamestown Tribal Center (EB & WB)
US 101 @ Kirk Rd (EB)
US 101 @ Kitchen-Dick Rd (WB)
US 101 @ Larch Rd (WB)
US 101 @ Mill Rd (WB)
US 101 @ Monroe Rd (EB)
US 101 @ Mt. Pleasant Rd (EB)
US 101 @ O'Brien Rd (EB)
US 101 @ Old Olympic Highway (WB)
US 101 @ Pierson Rd (EB)
US 101 @ Pioneer Rd (WB)
US 101 @ SR 113 (EB)
US 101 @ W Lake Pleasant Rd (EB)
US 101 @ Barnes Creek (2 Shelters)

PARK-AND-RIDE LOTS

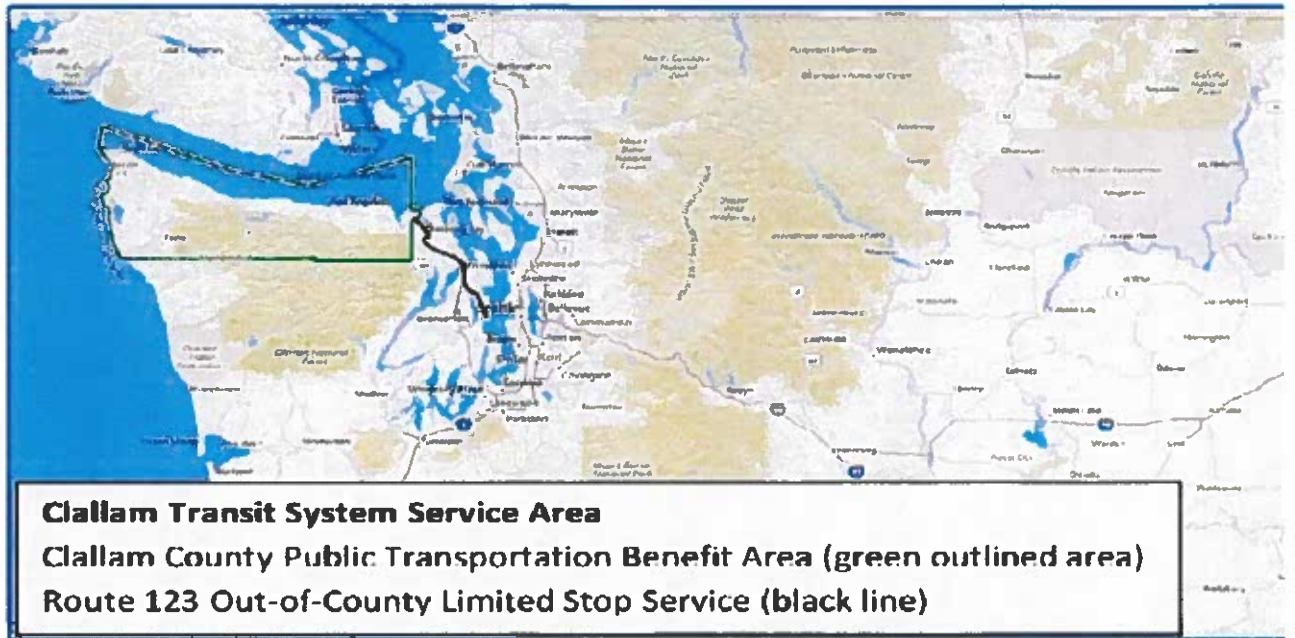
Deer Park Rest Stop (Clallam County)
Forks Transit Center & Rest Stop
Laird's Corner (US 101 @ Laird Road)
SR 112 @ Peters Rd (WSDOT)

Port Angeles Gateway Transit Center
Sappho (US 101 @ SR 113)
Sequim Transit Center

TRANSFER CENTERS

Forks Transit Center and Rest Stop
551 South Forks Avenue
Forks, Washington 98331
Sequim Transit Center
190 West Cedar Street
Sequim, Washington 98382

Port Angeles Gateway Transit Center
123 East Front Street
Port Angeles, Washington 98362





**2023-2028 TRANSIT DEVELOPMENT PLAN
RESOLUTION NO. R14:2023**

A resolution of the Board of Clallam Transit System for the purpose of adopting the 2023-2028 Transit Development Plan.

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Whereas, Clallam Transit System is required to satisfy the requirements of RCW 35.58.2795, which requires transit systems to prepare a six-year transit development plan (herein after "TDP") for that calendar year and the ensuing five years for submittal to the Washington State Department of Transportation by September first annually; and

Whereas, the TDP will be consistent with Clallam County, City of Sequim, City of Port Angeles, and City of Forks' adopted comprehensive plans; and

Whereas, the TDP intends to meet state and long-range priorities for public transportation, capital improvements, significant operating changes planned for the system in the next five years, and program funding needs; and

Whereas, Clallam Transit System will be implementing the state's transportation system policy goals of economic vitality, preservation, safety, mobility, environment, and stewardship, per RCW 47.04.280, and as approved by the state transportation commission; and

Whereas, a Clallam Transit System public hearing was held on August 23, 2023, as prescribed in RCW 35.58.2795; now, therefore,

Be it resolved by the Board that:

Section 1.

The Board of Clallam Transit System hereby adopts the 2023-2028 Transit Development Plan attached this resolution as "Exhibit A" and incorporated herein by this reference, as amended.

Section 2.

Following a final review to determine if any public comment received during the public hearing is appropriate to incorporate into the plan as directed by the Board and to ensure the internal consistency of the document, the proposed 2023-2028 Transit Development Plan referenced in Section 1 will be considered the updated program of projects for submission and inclusion to the Washington Statewide Transportation Improvement Plan.

Passed and adopted by the Board at a regular meeting thereof this 23rd day of August 2023.

Juanita Weissenfels, Board Chairperson

Approved as to Content:

Attest:

Jim Fetzer, General Manager

Barb Cox, Clerk to the Board



Title: 2023-2028 Transit Development Plan
Submitted By: Jim Fetzer, General Manager
Authorized By: N/A

Factsheet: 2023-055
Date: August 23, 2023

Background

In accordance with RCW 35.58.2795, Clallam Transit System (CTS) is required to develop and approve a six-year transit development plan (TDP) demonstrating how state and local long-range priorities for public transportation, capital improvements, and significant operating changes planned for the system will be met. The TDP must also specify any projects of regional significance for inclusion in the transportation improvement program within that region. The plan will also demonstrate how program needs will be funded.

The development of the TDP requires a minimum of one public hearing. The final plan document must be approved by the transit authority board by September first of each year and must be filed with Washington State Department of Transportation.

Discussion

The proposed 2023-2028 TDP, as presented, represents a conservative approach including the comprehensive operational analysis (COA) route fixed route changes with a moderated increase in service in 2024. It also reflects CTS being in a financially stable condition. The TDP reflects a conservative approach in the estimate of grant revenues listed in the TDP. However, staff will continue to aggressively apply for all grant opportunities that will be of benefit to CTS as they are available. The plan also includes the purchase and implementation of electric/zero emission vehicles beginning in 2024.

Comments received as part of the August 23, 2023, public hearing and comments from the CTS Board will be included in the plan prior to adoption, as appropriate.

Recommended Action

Approve by CTS Resolution No. R14:2023, the Clallam Transit System *2023-2028 Transit Development Plan*, as amended.

Attachments

CTS Resolution No. R14:2023, with Exhibit A, the *2023-2028 Transit Development Plan*.

CLALLAM TRANSIT SYSTEM



COMPREHENSIVE PLAN

Connecting people to communities through public transportation.



TABLE OF CONTENTS



Introduction	3
Purpose of the Comprehensive Plan	5
Organizational Overview	6
Fixed-route Services	10
Demand-response Services	15
Vanpool	18
Future Modes and Methods	20
System Integration	21
Infrastructure	23
Public Input and Communications	26
Revenues and Fares	29
Interagency Coordination	33
Land Use Coordination	35
Staffing	37
Sustainability	39
Monitoring and Improvement	42
Summary	45

CONNECTING CLALLAM

CLALLAM TRANSIT SYSTEM'S COMPREHENSIVE PLAN

INTRODUCTION

Clallam County benefits from a unique location between the peaks of the Olympic Mountains and the waves of the Pacific Ocean and Strait of Juan de Fuca. This special place we call home blurs the lines between the routines of the workweek and countless recreational opportunities. Our unique location brings with it its own transportation challenges. Steep topography, wet weather, and the rural nature of the county make planning for the future of public transportation particularly difficult. Shifting demographics and land uses add to the challenge.

Without proper planning, Clallam Transit System would remain stagnant and fail to adapt to the changing transportation needs of the county. Therefore, in cooperation with the public, we have created **Connecting Clallam**, a comprehensive plan for public transportation in Clallam County. This plan aims to provide guidance to our board and staff as they make decisions shaping the future of public transportation.

With the public's guidance, we look forward to serving the current and future transportation needs of Clallam County's residents and visitors.

WASHINGTON STATE COMPREHENSIVE TRANSIT PLANNING REQUIREMENTS

The State of Washington requires a public transportation benefit area authority (such as Clallam Transit System, hereinafter "CTS," "we," or "our") to develop a comprehensive transit plan (RCW 36.57A.060). The plan will include, but not be limited to, the following elements:

- The levels of transit service that can be reasonably provided for various portions of the benefit area.
- The funding requirements, including local tax sources, state, and federal funds, necessary to provide various levels of service within the area.
- The impact of such a transportation program on other transit systems operating within that county or adjacent counties.
- The future enlargement of the benefit area or the consolidation of such benefit area with other transit systems.

Beyond these transit planning requirements, our Comprehensive Plan is integral to the success of the County-wide Planning Policies adopted by Clallam County, the City of Forks, the City of Port Angeles, and the City of Sequim in 2018.

The County-wide Planning Policies specifically note that, *"Future development activity will be constrained by a jurisdiction's ability to finance and provide transportation improvements or implement high occupancy vehicle strategies. This fact has some very significant implications for all jurisdictions which are dependent upon the region's transportation system because projected traffic growth on portions of the road system may exceed the ability to finance and construct the improvements needed to maintain existing levels-of-service."*

We play a central role in addressing this issue of fiscally sustainable development by providing those "high occupancy vehicle strategies" throughout the county.

This Comprehensive Plan and our services further the understanding in the County-wide Planning Process that “the County’s transportation improvements must be focused on areas where densities support a multi-modal transportation system.”

The County-wide Planning Policies specifically envision that, “*the comprehensive plans of the County and the Cities will include policies which encourage reduced reliance on the single occupant vehicle.*”

Our services are key to the success of those policies.

CONNECTING CLALLAM

CLALLAM TRANSIT SYSTEM'S COMPREHENSIVE PLAN

PURPOSE OF THE COMPREHENSIVE PLAN

The Comprehensive Plan will provide guidance for the decisions made by Clallam Transit System's Board and employees that will shape the future of public transportation in Clallam County and the North Olympic Peninsula.

HOW TO READ THE COMPREHENSIVE PLAN

Each element of **Connecting Clallam** contains three sections: Principles, Policies, and Strategies. These sections provide the basis, direction, and ideas for shaping the future of public transportation in Clallam County.

PRINCIPLES

Principles represent the philosophical foundation of transit planning. They are broad and unchanging, providing decision-makers a fundamental basis for the development of policies and strategies.

POLICIES

Policies of the Comprehensive Plan provide the guidelines decision-makers will follow to improve Clallam Transit System. These policies are established through public input, legal advice, market analysis, and associated principles. They are more specific and are adaptable over time as the operating environment changes.

STRATEGIES

Strategies are specific ways that we can move forward from our current practices. They are derived from principles and policies and aimed at improving public transportation in Clallam County. They are specific, implementable, and able to be changed to match shifting needs and opportunities.

ORGANIZATIONAL OVERVIEW

CLALLAM TRANSIT SYSTEM AT-A-GLANCE

HISTORY

The Clallam County Public Transportation Benefit Area (PTBA) was formed on July 24, 1979. We began operations on October 13, 1980. The agency started service with a fleet of 12, 22-passenger vehicles operating on 10 routes. One year later, in 1981, paratransit operations began through contracted arrangements with local private transportation companies. Since then, we have experienced incremental changes in fleet size, operational characteristics, and service area. In 1984 the west end of the county was annexed into the PTBA. In April 2011, we assumed the day-to-day operations of providing the county's public specialized paratransit service to persons who have difficulty using the regular fixed-route public transit service due to impairment or age.

ORGANIZATION

We are organized into four departmental areas: operations, maintenance, finance, and administrative services. Oversight of all agency operations is the responsibility of the CTS General Manager. Agency policy oversight is the responsibility of an appointed panel of elected officials. The three municipalities within the service area (Forks, Port Angeles, and Sequim) and Clallam County each appoint two elected representatives to our board. Legal counsel is at the disposal of the general manager and the board as needed. In accordance with state statutes, one labor representative serves as a non-voting member of the board.

TAXING AUTHORITY

Voters in Clallam County approved the collection of a sales tax not to exceed 0.3 percent of one cent to fund service in the PTBA. Through 1999, this local sales tax revenue was matched by revenues generated from the state motor vehicle excise tax (MVET). On April 25, 2000, Clallam County voters approved the collection of an additional 0.3 percent of one cent to replace revenue lost by the elimination of the MVET, thus providing a stable revenue stream to pay for public transportation services. As of 2019, we continue to collect 0.6 percent sales tax to help fund our services.

OPERATING ENVIRONMENT: POPULATION

As of the 2010 United States Census, there were 71,404 people, 31,329 households, and 19,713 families residing in Clallam County. The population density was 41.1 people per square mile. There were 35,582 housing units at an average density of 20.5 per square mile.

Out of the 31,329 households, 25.7 percent had children under the age of 18 living with them, 53.9 percent were married couples living together, 9.0 percent had a female householder with no husband present, and 33.5 percent were non-families. 28.1 percent of all households were made up of individuals and 13.4 percent has someone living alone who was 65 years of age or older. The average household size was 2.31 and the average family size was 2.78.

The 71,404 residents of Clallam County are largely concentrated in its three incorporated cities, Port Angeles (19,038), Sequim (6,606), and Forks (3,532). Other population centers include Carlsborg (995), Clallam Bay (363), Jamestown (361), Joyce, La Push (371), Neah Bay (865), and Port Angeles East (3,036). Outside of these areas, county residents live in low-density, rural environments.

Multiple tribal nations are located within our service area. The Jamestown S'Klallam Tribe, the Lower Elwha Klallam Tribe, the Makah Tribe, and the Quileute Tribe are the initial residents of the North Olympic Peninsula and share their rich history and culture with the residents and visitors of Clallam County.

As of the 2010 United States Census, there were 71,404 people, 31,329 households, and 19,713 families residing in Clallam County. The population density was 41.1 people per square mile. There were 35,582 housing units at an average density of 20.5 per square mile. The racial makeup of the county was 87.0 percent white, 5.1 percent American Indian, 1.4 percent Asian, 0.8 percent black or African American, 0.1 percent Pacific Islander, 1.8 percent from other races, and 3.8 percent from two or more races. Persons of Hispanic or Latino origin made up 5.1 percent of the population (Profile of General Population and Housing Characteristics: 2010 Demographic Profile Data, United States Census Bureau.)

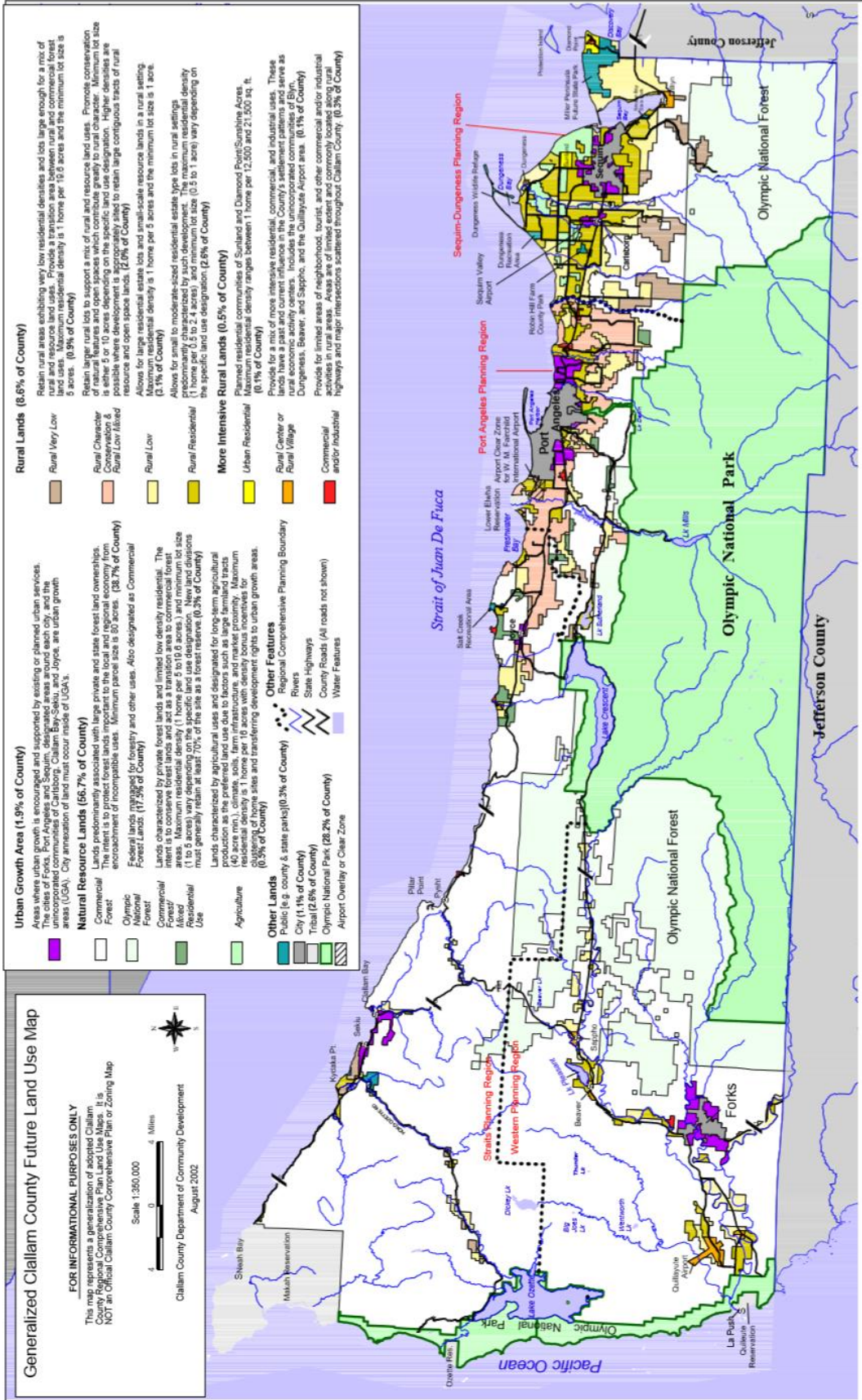
The population distribution of Clallam County challenges the provision of public transportation. Routes connecting communities must travel many miles through areas of very low population density with limited potential for ridership.

OPERATING ENVIRONMENT: LAND USE

Clallam County is located on the Olympic Peninsula in the northwestern corner of Washington State. According to the U.S. Census Bureau, the county consists of 1,738 square miles of land and 932 square miles of water.

According to 2002 data from the Clallam County Department of Community Development, approximately 57 percent of Clallam County consists of natural resource lands (including commercial forest, agriculture, and national forest land), 28 percent is part of Olympic National Park, 9 percent is rural land, 3 percent is tribal land, 2 percent is designated as the urban growth area, and 1 percent is urban areas.

With just one percent of the county designated with urban land uses, we must carefully balance our services to meet the intricacy and intercity transportation needs of our customers.



OPERATING ENVIRONMENT: ECONOMY

According to the U.S. Census Bureau, the median household income for Clallam County residents was \$47,180 in 2016, approximately \$15,000 less than the median household income for Washington State as a whole. Per capita income in Clallam County in 2016 was \$26,967, 18 percent lower than the statewide average. 15.3 percent of the county's population lived in poverty in 2016, 4 percent higher than the statewide average.

Educational services, health care, and social assistance employees make up approximately 25 percent of the county's workforce. Retail trade (14 percent), the encompassing arts, entertainment, recreation, accommodation, and food services category (11 percent), and public administration (8 percent) round out the top employment industries of Clallam County's 28,000 employees. Approximately 23 percent of the workforce is employed by a governmental agency.

OPERATING ENVIRONMENT: TRAVEL

Clallam County is traversed by U.S. Federal Route 101, linking the county with the Puget Sound region to the east and coastal Washington to the south. Washington State Route 110 connects Forks with La Push, while State Routes 112 and 113 connect northwest coastal communities with U.S. 101. Arterial streets provide connections between these highways and local surface streets.

There is no commercial air service, except for charter services, provided at any of the county's five public use airports. William R. Fairchild International Airport (CLM) in Port Angeles was served by Kenmore Air until 2014. The nearest airports with commercial service are Victoria International Airport (YYJ) and Seattle-Tacoma International Airport (SEA).

Clallam County is connected to Victoria, British Columbia, by the Motor Vessel (MV) Coho ferry, operated by Black Ball Ferry Line, Inc. This private vehicle and passenger ferry crosses the Strait of Juan de Fuca four times daily during the summer months and once daily during the winter. This ferry connection results in an increase in tourist traffic to the City of Port Angeles, as the terminal is directly adjacent to the city's central business district. Our central bus station, Gateway Transit Center, is less than a block from the ferry terminal.

OPERATING ENVIRONMENT: TOPOGRAPHY AND CLIMATE

We operate in a diverse topographical and meteorological environment. Eastern areas of the service area tend to be flatter and drier, while the rugged western portion of Clallam County receives nearly ten feet of precipitation annually. This challenging environment threatens the roadways upon which the agency operates. In particular, US 101 and State Route 112 suffer from structural damage resulting from topography and precipitation.

Clallam County is not free from the risks of natural disasters. Earthquakes, tsunamis, floods, windstorms, wildfires, and landslides are known risks of the area and regular preparations are made for possible major events. We must remain prepared for the challenges and responsibilities we face in a natural disaster.

OPERATING ENVIRONMENT: ENERGY

Since many natural resources are limited, we recognize our role in supporting local, state, and federal conservation goals. Through responsible management, the agency can help ensure resources remain available for future generations to enjoy.

FIXED-ROUTE SERVICE

CLALLAM TRANSIT SYSTEM'S ROUTED BUS SERVICE

Our fixed-route service forms the backbone of the regional transit network. The quality of a transit agency's vehicles, passenger amenities, and transit centers is often indicative of the support the agency receives from the public it serves. We strive to provide a transit network that generates community pride and support.

GOAL OF FIXED-ROUTE SERVICE

Clallam Transit System's fixed-route service will provide a safe, comfortable, cost-effective, and efficient transportation option for Clallam County's residents and visitors.

TYPES OF FIXED-ROUTE SERVICE

1. RURAL FIXED-ROUTE SERVICE

Rural transit service provides coverage to low-density areas of Clallam County, including incorporated cities with fewer than 5,000 residents. We expect this service to have lower ridership levels than our other service types due to lower population and job densities of areas served. Rural service relies heavily upon connections with other service types and transportation modalities for its success.

2. URBAN FIXED-ROUTE SERVICE

Urban service serves Clallam County's incorporated cities having at least 5,000 residents. Urban service generally serves passengers with trip lengths of up to three miles and has a frequency of service that allows it to compete with walking. If a passenger can walk to his or her destination as quickly as waiting for and completing a trip made by transit (measured from origin to destination, including wait time at bus stops resulting from infrequent routes), the transit trip becomes significantly less attractive.

3. INTERCITY FIXED-ROUTE SERVICE

Our intercity service connects the three incorporated cities of Clallam County. This service travels at higher average speeds in an attempt to compete with personal vehicles. Therefore, access points may be somewhat limited. Intercity service depends on transit connections or other transportation modalities available at both urban ends of the route, so that passengers can get to and from their final destinations after using the intercity service.

4. REGIONAL FIXED-ROUTE SERVICE

Regional routes connect Clallam County with points of regional significance beyond the county's borders. Because of the distances covered by regional service, access points are very limited to allow for increased speed and competitiveness with personal vehicles. Regional fixed-route service is exempt from federal requirements for complimentary paratransit service.

FIXED-ROUTE SERVICE PRINCIPLES

1. NETWORK

Routes will be designed in the context of other routes and transit facilities. Transit routes are a part of a transportation network. Routes lacking strong connection to the greater network will perform more poorly than a well-connected route.

2. INDEPENDENT UTILITY

Routes will be designed to access a mix of uses and have utility independent of transfers. Routes serving multiple residential and commercial land use areas provide riders with more trip possibilities and therefore, enjoy higher ridership potential.

3. GENERALIZED SERVICE VERSUS SPECIALIZED SERVICE

Route design will focus more on generalized service, rather than specialized service, for greater ridership gains based upon equivalent capital investments. Routes attempting to serve a specific location are cost-intensive and generally have low demand in the subordinate direction.

4. MULTIPLE DESTINATIONS

Generalized service routes will be designed to serve multiple origins and destinations. Routes depending solely upon activity centers at terminals will underperform routes having intermediate origins and destinations along the route.

5. ROUTE TERMINALS

Routes will be designed with anchors in activity centers with healthy mixes of employment and housing. Ending a route in a low-density environment usually results in vehicles becoming progressively emptier as the route progresses. Strong anchors at each end of a route support higher ridership throughout the entire route.

6. INTERLINING OF ROUTES

Routes will be designed to interline with other routes, rather than terminating in a central business district. A route increases its usefulness for passengers when it continues to points beyond a central business district. Interlines work best when they do not reverse direction in the central business district (riders would not likely ride back in the direction of their origin).

7. ROUTE LENGTH

Routes will be designed to be as long as practicable without being wasteful, unreliable, or inoperable due to the lack of recovery opportunities. Longer routes have more origin-destination pairings, increasing their usefulness. Without a very high frequency of service, short routes compete with non-motorized modes of transportation.

8. ARTERIAL TRAVEL

Under most circumstances, routes will be designed to travel on arterials. Arterial streets are usually more structurally appropriate for fixed-route vehicles and provide a better balance of speed and access than residential streets. Exceptions to this principle would include locations where residential streets are used for turning a bus around, for safety reasons, or where a non-arterial street has been upgraded specifically for transit purposes.

9. SPEED VERSUS ACCESS

Routes will be designed specific to the speed and access needs of the areas/populations they serve. Generally speaking, the speed of a transit route decreases as access increases. Express services with few stops compete better with personal vehicles, but access to these services becomes limited. A balance of speed and access will be considered when planning routes.

10. CONVERGENCE OF ROUTES

Routes will be designed to converge on higher density centers and corridors to increase frequency and facilitate short, spontaneous trips. As multiple routes converge in a central business district, scheduling of routes will be considered to ensure a benefit from increased frequency (each of four buses per hour will pass a given point every 15 minutes, not two buses passing at the same time every 30 minutes).

11. ROUTE SPACING

Parallel routes will be spaced far enough apart so that service is not duplicative. Most passengers will walk up to ½-mile to access transit. Therefore, routes will generally be placed a minimum of one mile apart to avoid the unnecessary duplication of routes.

12. LOOPS AND CIRCLES

Under most circumstances, routes will be designed to avoid loops and circles. The shortest distance between two points is a straight line. Passengers do not want to travel out of direction to reach their destination, so loops decrease the attractiveness of transit. Loops also risk competition from faster, less expensive non-motorized modes.

13. MIDDLE GROUND

Where possible, routes will travel along corridors having ridership generators on either side in such a way that the route bisects destinations rather than skirting the periphery or along physical barriers such as rivers, ledges, or lakes. Topography and barriers will be considered when planning routes.

14. OPPORTUNITY COST AND CHANGE

Route design will focus more on providing good service and network design, rather than ridership preservation, to increase overall ridership. Reallocation or restructuring of service to better fit good service and network design will typically result in increases in ridership. Despite this opportunity, there will always be pressure to maintain current service in order to preserve current riders' travel habits. Hence, ridership growth will always be pitted against ridership preservation.

15. BUS STOPS

Fixed bus stops are preferred to flag stops. Bus stops add safety and predictability for passengers and drivers.

FIXED-ROUTE SERVICE POLICIES

Our service policies are based upon the fixed-route service principles and will be used by staff, the board, and the public to help guide decisions related to service planning. Some policies relate to the system in general, while other policies are geared toward a specific type of service. Our goal is that all of our services comply with these policies to the greatest extent possible.

1. SERVICE ALLOCATION

Transit agencies typically try to balance different (and sometimes competing) aspects of service allocation, including the geographic extent of service, the distribution of service among different geographic regions within the service area, and the percentage of the service area's total population served. Each aspect will be considered when determining policies for allocating service.

2. GEOGRAPHIC EXTENT OF SERVICE

Make fixed-route service available within ½-mile of at least 80 percent of Clallam County's residential population. Studies show that customers are willing to walk up to ½-mile to reach transit services. Attempting to serve every square mile of a rural county with fixed-route service would likely result in wasted resources and limited ridership potential. Adherence to this policy can be measured using census data.

3. DISTRIBUTION OF SERVICE TYPES

Allocate fixed-route service in a way that maximizes the overall efficiency of the transit system. Rather than identifying specific percentages, the distribution of service types will use ranges of percentages. This practice helps ensure a balance of coverage for areas of varying population densities.

The following maximum rates will guide our allocation of service:

- Rural Service: No more than 15 percent of annual fixed-route service hours
- Urban Service: No more than 50 percent of annual fixed-route service hours
- Intercity Service: No more than 50 percent of annual fixed-route service hours
- Regional Service: No more than 15 percent of annual fixed-route service hours

4. POPULATION SERVED

Provide more robust fixed-route service in areas with higher population densities. Because population density is a key indicator of transit ridership potential, it will be expected that areas of Clallam County with higher populations will be allocated more transit service than less dense areas.

5. SERVICE SPAN

Provide the broadest span of service financially and operationally possible. The span of transit service impacts the usefulness of transit for many riders. If service begins too late, many riders become unable to use transit for their commute. Likewise, service that ends too early limits riders from using transit for evening shopping, dining, or other activities. The benefits of a broad span of service must be weighed against the significant cost and staffing implications for the agency.

6. HEADWAY

Provide service frequencies that are appropriate for the type of service and the distances traveled. Frequent service allows passengers to use transit in a more spontaneous manner than schedules with infrequent service. However, providing excessive frequency adds unnecessary cost, decreasing the overall efficiency of the transit system.

7. STOP PLACEMENT AND SPACING

Balance access, speed, schedule, and safety when determining the location and spacing of bus stops. Bus stops provide riders and transit operators with reliable, understandable, and consistent locations to begin or end a transit trip. When bus stops are too close together, travel times increase due to the frequent stopping of the bus. When bus stops are too far apart, some riders may have difficulty accessing transit service.

Fixed bus stops will, at a minimum, include a Clallam Transit System bus stop sign informing passengers of service. Additional amenities, such as benches, shelters, waste receptacles, and bicycle racks, will be considered in relation to the ridership measured or anticipated at the stop.

When placing bus stops, we will consider the:

- Stop's relationship to high-demand destinations.
- Stop's proximity to intersecting routes and transit facilities.
- Ability for customers to safely access the stop from both sides of the street.
- Ability for the bus to quickly and safely reenter traffic.

8. ROUTE NUMBERING

Number our routes in a way that assists customers in orienting themselves in the transit network.

Assigning route numbers by decades (10's, 20's, 30's, etc.) helps transit users as they plan trips. To reduce confusion, transit route numbers will not match Washington State route numbers. Therefore, Routes 101, 110, 112, and 113 will not be used. Route numbers will avoid matching route numbers used by adjacent transit agencies.

When a route changes significantly enough that it no longer resembles itself, a new number will be used. Additionally, several years will pass before a route number previously used is reintroduced on a new route.

We will use the following numbering scheme for routes in our network:

Location	Route Numbers
Points west of Port Angeles	10-19
Port Angeles	20-29
Points between Port Angeles and Sequim	30-39
Sequim	40-49
Points east of Sequim	50-59
Regional Routes	100-199 (except 101, 110, 112, and 113)

9. SERVICE AREA ADJUSTMENT

Review our service area on a regular basis to identify areas where additional transit service is warranted, or existing transit service is not warranted. Although our fixed-route service currently serves nearly every mile of state highway within Clallam County, it is possible that future changes in land use may warrant an adjustment of transit service. Staff will utilize proven transit planning methods and solicit public input to determine areas of potential modification.

Several tribal nations provide transit service to areas within Clallam County. It is possible that, following consultation with each tribal nation, a cooperative expansion of our services to tribal lands could be feasible.

Additionally, the geography of Clallam and Jefferson Counties lends itself to cooperation between the two transit agencies. It is possible that a consolidated public transportation benefit area could prove beneficial from both financial and service standpoints.

FIXED-ROUTE SERVICE STRATEGIES

In an effort to improve the fixed-route services we provide to the communities we serve, the following strategies are recommended by this Comprehensive Plan, where practicable and feasible:

- **Designate fixed bus stops in incorporated areas in accordance with stop placement policy**
- **Replace “loop” routes with linear routes**
- **Expand span of service to meet the needs of passengers with various scheduling needs**
- **Regularly review route performance to improve network efficiency**
- **Cooperate with other partner agencies to ease the placement of bus stops**
- **Cooperate with other transit agencies to ensure smooth regional connections**

DEMAND-RESPONSE SERVICES

CLALLAM TRANSIT SYSTEM'S PARATRANSIT AND DIAL-A-RIDE SERVICES

An essential component of the suite of services provided to area residents and visitors is demand-response services. We provide two types of demand-response service: paratransit and dial-a-ride. These two services provide accessibility for passengers who are out of our fixed-route service area, not able to ride the fixed-route service due to disability or have reached an age that allows access to additional services.

GOAL OF DEMAND-RESPONSE SERVICES

Demand-response services will compliment Clallam Transit System's fixed-route service and be in compliance with all federal regulations.

TYPES OF DEMAND-RESPONSE SERVICE

1. PARATRANSIT

Clallam Connect is our paratransit service. We provide this service in compliance with the Americans with Disabilities Act of 1990, serving those passengers who have completed an application and proven they meet at least one of the following criteria:

- Are unable to access a bus stop due to a disability;
- Are unable to get on or off a lift/ramp-equipped fixed-route transit vehicle due to a disability; and/or
- Cannot successfully plan and execute a fixed-route transit trip due to a disability.

In addition, we extend eligibility for paratransit service to include all persons 80 years of age or older, regardless of disability status.

Clallam Connect serves any location within Clallam County accessible to paratransit vehicles. In compliance with federal law, locations within $\frac{3}{4}$ -mile of any fixed route are served at a fare of no more than twice the fare of comparable fixed-route service. Locations located beyond the $\frac{3}{4}$ -mile boundary are currently served upon payment of an additional per-mile fare.

Because paratransit service serves far fewer passengers per revenue hour, it is much more expensive to operate than fixed-route service. Therefore, passengers are encouraged to use our fixed-route services whenever possible.

2. DIAL-A-RIDE

Our dial-a-ride service provides additional demand-response service to designated areas where regularly scheduled fixed-route service is not available. Dial-a-ride service is available within the designated boundaries to anyone who lives in or needs travel to any point in the service area. The pick-up and drop-off points may be the closest suitable intersection to the passenger's destination that enables the passenger to transfer to a fixed-route bus to complete their trip.

We will adapt dial-a-ride service as new routing technologies and cost-effective, low-density transportation modalities become available, and determined to be beneficial in lieu of fixed-route service, in order to reduce the pre-scheduling time and improve passenger service.

DEMAND-RESPONSE SERVICE PRINCIPLES

1. PURPOSE

Demand-response is an origin to destination, shared ride service. It is not a taxi service and, like the fixed-route service it complements, may require waits, out-of-direction travel, and transfers. Depending upon the needs of passengers, the service may extend as far as the exterior doors of the passenger's origin and/or destination.

2. COMPLIANCE AND SERVICE AREA

Comply with federal service criteria. The Americans with Disabilities Act (ADA) sets specific service and eligibility criteria for Clallam Connect demand-response services. These guidelines ensure passengers receive the transportation services they require.

Clallam Connect service is required within specified distances of fixed-route service. Although we may wish to provide service in additional areas than those required, costs increase substantially as the service area expands. The dial-a-ride service area is based upon the availability of fixed-route service and the population density of the area.

DEMAND-RESPONSE SERVICE POLICIES

1. SAFETY

Require safety belt use for all demand-response riders, unless specifically exempted by a physician's note, and require securements for mobility devices. Safety devices aboard demand-response vehicles help maintain safety for customers and employees.

2. RESERVATIONS

Provide passengers with a seven-day window for booking trips using demand-response services. This window allows customers enough time to make plans. This is especially important for those wishing to use these services to reach medical appointments.

3. DIAL-A-RIDE ELIGIBILITY

Dial-a-ride service is available to anyone who needs to travel to or from any point in the designated service area.

4. DIAL-A-RIDE SERVICE AREA

Dial-a-ride service runs north of Highway 101 from Old Olympic Highway intersection east to Blake Avenue in Sequim.

5. CLALLAM CONNECT ELIGIBILITY

Determine Clallam Connect service eligibility upon the customers' specific trip needs. Clallam Connect will provide customers whose eligibility is dependent upon specific conditions (stop too far to reach on foot, sensitivity to extreme temperatures, etc.) with transportation only for trips where these conditions exist. This policy ensures that public resources are used responsibly and fairly.

Limit eligibility for paratransit service to persons meeting federal guidelines or persons at least 80 years of age. Because of the high cost of providing paratransit service, we will uphold strict eligibility guidelines.

6. CLALLAM CONNECT SERVICE AREA

Serve all accessible locations within $\frac{3}{4}$ -mile of a fixed-route service route. Serving areas beyond the $\frac{3}{4}$ -mile boundary results in increased costs that, unless recovered completely by per-mile pricing, creates a significant financial hardship on the agency.

Require at least 100 percent recovery of all operating costs directly incurred as a result of providing service to areas beyond the $\frac{3}{4}$ -mile boundary. Because offering service beyond the $\frac{3}{4}$ -mile boundary is not required by federal law, this service will not be subsidized at the same rate as mandated service.

7. CLALLAM CONNECT SERVICE SPAN

Provide service at times mirroring the service times of fixed-route service. To be consistent with passengers on fixed-route service, Clallam Connect service will operate with a similar span and frequency as fixed-route service. This helps avoid incentivizing the use of the more expensive paratransit service.

8. CLALLAM CONNECT TRAVEL TIME

Provide comparable travel times to fixed-route service. When calculating travel time as a comparison, time spent by a fixed-route customer to reach a transit stop, wait for a transit vehicle, reach their destination, and transfer, if applicable, will be considered.

DEMAND-RESPONSE STRATEGIES

In an effort to improve the demand-response services we provide to the communities we serve, we will:

- **Limit eligibility to a trip-by-trip basis for clients with conditional eligibility.**
- **Improve the accuracy of eligibility testing through the use of mobility coordination.**
- **Make more frequent use of transfers to minimize system redundancy.**
- **Increase the enforcement of no-show and late cancellation policies to reduce unnecessary trips.**
- **Explain fixed-route service whenever demand-response services are explained in public forums.**

VANPOOL

CLALLAM TRANSIT SYSTEM'S EXTENSION

As our ridesharing program, the vanpool helps extend the reach of the agency's services beyond its fixed-route network and schedule. Vanpools are generally used by commuters whose work schedules do not match with existing fixed-route service, who work in areas not served by fixed-route bus service, or who prefer a cost-effective alternative to driving alone. We own, maintain, and insure the vans, and fares are set to recover the cost of providing the service.

GOAL OF VANPOOL

Clallam Transit System's ridesharing program will reduce the total miles driven by privately-owned vehicles in Clallam County at no direct cost to the agency.

VANPOOL PRINCIPLES

1. PURPOSE

The vanpool meets transportation needs not served by other modes of public transportation. The vanpool will not directly compete with fixed-route service. It can, however, efficiently move small groups of people in a way that reduces operating costs and energy consumption.

2. SERVICE AREA

The vanpool is a regional service that can extend beyond Clallam County's borders. Vanpools with only one endpoint in Clallam County broaden employment opportunities for job seekers throughout the region.

3. BENEFITS

The vanpool must compete reasonably with the cost, speed, and convenience of driving alone or carpooling. If the vanpool is too expensive, too slow, or too inconvenient, travelers will seek other alternatives.

4. CONVENIENCE

Vanpool is flexible. Vanpools can be scheduled to coincide with work schedules, increasing the convenience of the service.

5. CONNECTIVITY

The vanpool requires connections. Vanpool users typically require another mode of transportation to reach the starting point of the vanpool trip. Facilities for drivers, transit users, cyclists, and pedestrians at vanpool meeting points increase the convenience of the service.

VANPOOL POLICIES

1. EQUIPMENT

Offer appropriately sized vans for vanpool use. Offering a variety of van sizes increases the efficiency of the service, reducing the cost for users.

2. SERVICE AREA

All vanpools will have at least one endpoint within Clallam County. By only requiring one endpoint to be within Clallam County, the number of employment centers and residential areas served by the vanpool increases significantly. This increases job opportunities for residents throughout the region.

3. COST

Vanpool fares will recover 100 percent of the direct costs of providing the service. The vanpool program will be operated in such a way that reduces costs to users.

4. CONVENIENCE

The vanpool is flexible. Vanpools can be scheduled to coincide with work schedules, increasing the convenience of the service.

5. SAFETY

Use vehicles inspected frequently and operated by trained drivers. To ensure the safety of vanpool users and other traffic participants, vanpools will only be driven by drivers who have completed a Clallam Transit System training course.

6. COORDINATION

Facilities and/or policies will exist to support the connection between other modes of transportation and the vanpool. Improving options for vanpool users to access the service increases the convenience of the service. Options such as bike racks, parking stalls, sidewalks, and transit passes all support increased vanpool usage.

VANPOOL STRATEGIES

In an effort to improve the vanpool services provided to the communities we serve, we will:

- **Develop and distribute promotional materials to regional employers.**
- **Evaluate the cost/benefit of adding smaller vans (minivans) to the vanpool fleet.**
- **Evaluate common paths of vanpools to ensure non-competition with fixed-route service.**
- **Utilize alternative fuels for vanpool vehicles whenever feasible and appropriate.**

FUTURE MODES AND METHODS

CLALLAM TRANSIT SYSTEM'S ABILITY TO ADAPT TO CHANGE

Rapid advancements in transportation technology require us to remain current in mobility options for residents and visitors. Ridesharing apps, personal vehicle sharing, bike shares, and other options could provide opportunities to better meet our goal of providing the best public transportation network possible. By staying up to date on transportation modes and research, staff can make better informed decisions regarding the adoption and/or integration of future advancements.

GOAL OF FUTURE MODES AND METHODS

Clallam Transit System will utilize future transportation modes when doing so serves stakeholders effectively and efficiently.

FUTURE MODES AND METHODS POLICIES

1. RESEARCH

Staff will exercise due diligence in researching new or untested modes and technologies. There is inherent risk involved in being “the first one on the block” to use a new technology. A proper balance of research and risk will be reached to avoid predictable failures.

2. COST

The cost of implementing a new mode or technology will be proportionate to the number of anticipated users. The cost per use will be considered to ensure a new mode or technology does not disproportionately come at the expense of others using time-tested means.

3. SAFETY

The safety of customers and their information is paramount. New modes and technologies must maintain our unwavering dedication to safety.

FUTURE MODES AND METHODS STRATEGIES

In an effort to improve the services provided to the communities we serve, we will:

- **Visit partner agencies making use of new modes and methods.**
- **Research successful and unsuccessful implementation examples.**

SYSTEM INTEGRATION

CLALLAM TRANSIT SYSTEM'S COORDINATED SERVICES

We operate a transportation network serving the needs of the traveling public throughout Clallam County. This network works most efficiently when the various modes complement each other, other transportation modes, and complete street infrastructure that encourages walking and bicycling. Both internally and to the public, we will encourage users to make full use of the entire suite of our services and integrate those services with walking, bicycling, carpooling, and other transportation modes that reduce reliance on single occupant vehicle trips.

GOAL OF SYSTEM INTEGRATION

Clallam Transit System will evaluate and apply, when feasible, multi-modal opportunities to enhance changes to amenities, facilities, or service.

SYSTEM INTEGRATION PRINCIPLES

Integrating our various services encourages use of service by offering diverse modes of transportation to a diverse population.

1. VANPOOL > FIXED-ROUTE
Members of the vanpools can make use of our fixed-route service for spontaneous midday trips or for an alternate ride during non-standard work hours.
2. VANPOOL > DEMAND-RESPONSE
Customers who use the vanpools and are eligible for demand-response services can utilize the service to reach the start and end points for the vanpool trip.
3. DEMAND-RESPONSE > FIXED-ROUTE
Demand-response users can turn to fixed-route services in urban centers with bus stops that are accessible and close to businesses.
4. DEMAND-RESPONSE > VANPOOL
Demand-response users can expand the range of job opportunities by joining a vanpool.
5. FIXED-ROUTE > VANPOOL
Using fixed-route service to reach vanpool origin points reduces the need for large parking lots and increases fixed-route ridership.
6. FIXED-ROUTE > DEMAND-RESPONSE
Fixed-route customers who, over time, become eligible for demand-response make an easy transition by being already familiar with our services and options.

SYSTEM INTEGRATION POLICIES

1. RESEARCH

Seek opportunities to integrate systems. Many elements are to be considered such as potential use, parking, proximity to housing or employment, connection to trails or paths.

2. COST

The cost of adding amenities will be proportionate to the number of anticipated users. The cost will be a consideration, and research will be conducted to anticipate use by the public.

3. SAFETY

The safety of customers is paramount. We will ensure that areas of interest are thoroughly evaluated for lighting, security, traffic and pedestrian safety.

SYSTEM INTEGRATION STRATEGIES

In an effort to improve our service, we will:

- **Evaluate areas within proximity of transit routes or stops for feasibility of connecting with other modes of transportation.**
- **Work with jurisdictions to consider transit amenities to enhance multi-modal concepts or opportunities.**
- **Seek cost effective private/public partnership opportunities for service delivery.**

INFRASTRUCTURE

CLALLAM TRANSIT SYSTEM'S FACILITIES AND EQUIPMENT

Investments in infrastructure help us meet our mission to provide safe and reliable public transportation. Through the Transit Development Plan, we identify and prioritize investments to ensure cohesion with our short- and long-term planning goals. Without a regular and thoughtful review of infrastructural investments, unnecessary financial and human resources may be spent on projects failing to advance our goals.

GOAL OF SYSTEM INFRASTRUCTURE

Investments in Clallam Transit System's infrastructure will be made in a fiscally and environmentally responsible manner in support of the agency's mission and goals.

INFRASTRUCTURE PRINCIPLES

1. SUPPORT

Successful infrastructure investments align with the mission, long-term goals, and long-range plan of a transit agency. To ensure that infrastructure investments are cost-effective, useful, and efficient, capital projects must support long-term agency objectives. Infrastructure built with the support of our coordinated long-range vision is more likely to succeed than infrastructure built independent from system-wide goals.

2. OPERATING IMPLICATIONS

System infrastructure has long-term implications for operational functionality. The design and siting of infrastructural investments can have significant long-term operational costs and impacts. These impacts will be considered as projects are developed.

3. FISCAL RESPONSIBILITY

The public expects transit agencies to make infrastructural investments in a fiscally responsible manner. Customers and other non-riding taxpayers provide the funding necessary for our infrastructure improvements. Therefore, expenditures will be made in a way that maximizes benefit while protecting against waste.

4. PREVENTATIVE MAINTENANCE

Performing preventative maintenance extends the life of capital investments and can reduce the need for premature replacement. Conducting regular maintenance on capital investments is often more cost-effective and environmentally friendly than replacing a facility. However, action will be taken once maintenance costs exceed replacement costs.

5. STRATEGIC OPPORTUNISM

When faced with free or low-cost capital opportunities, long-term operating expenses will be considered to prevent these investments from becoming liabilities. Free or inexpensive land or facilities offered to Clallam Transit System may seem too good to decline. However, seemingly excellent development opportunities can become burdensome liabilities if not part of a long-range plan to improve service. While refusing donated or discounted capital may seem unwise, in some cases doing so prevents future financial strains.

6. CAPITAL INVESTMENT YIELDS

Not every dollar of investment yields the same benefit. Capital investments will be designed to provide the greatest benefit. Cost effectiveness will vary and may not be subject to the same metrics.

INFRASTRUCTURE POLICIES

1. CAPITAL INVESTMENT CONSIDERATIONS

Use a variety of considerations to evaluate the benefits of proposed capital projects.

- A. Impacts to operations:** Consider the impacts on operational cost, staff requirements, speed and reliability of service, and how the project supports the transit network and system.
- B. Impacts to the customer experience:** Consider the impacts on ridership, customer comfort, and usability of the system.
- C. Expected lifetime:** Consider options that may increase durability, reduce maintenance needs, and add value relative to the cost. Consider the expected useful lifespan of the capital investment.
- D. Impacts to safety and the environment:** Consider safety, environmental, and other related impacts in comparison to expected impacts to customers and/or employees.

2. SPECIFIC INFRASTRUCTURE

- A. Property:** Consider the capital investment considerations listed above prior to any sale or acquisition of property. Align any changes to our property ownership with our overall goals.
- B. Transit Centers:** Invest in capital improvements aimed at making transit centers safe, comfortable, accessible, economically feasible, and operationally efficient.
- C. Park and Ride Lots:** Carefully locate new park and ride facilities to maximize benefit and minimize negative financial, operational, and environmental impacts.

3. PASSENGER AMENITIES

- A. Bus stops:** All fixed bus stops will feature uniform signs mounted in a manner identifying the area as a Clallam Transit System bus stop. Signs will provide legible, accurate, and ADA-compliant information.
- B. Benches:** Passenger seating will be considered wherever:
 - a. 10 or more average weekday boardings occur.
 - b. Two or more bus routes converge.
 - c. An adjacent ridership generator has a high proportion of users with limited mobility.
- C. Shelters:** Shelters can encourage ridership by protecting waiting customers from inclement weather. Shelters also provide a location for posting important rider information. The placement and maintenance of shelters or other weather cover for passenger waiting areas will be encouraged wherever appropriate, including wherever:
 - a. 25 or more average weekday boardings occur.
 - b. Two or more bus routes converge.
 - c. An adjacent ridership generator has a high proportion of users with limited mobility.
- D. Lighting:** Pedestrian-scale lighting will be provided whenever possible at stops, benches, and shelters.
- E. Bicycle facilities:** Bicycles play an important role in solving the “first/last mile problem” faced by many transit users. We will accommodate bicycles at its facilities and on our vehicles.
- F. Pedestrian infrastructure:** Almost all transit users are also pedestrians. As funding allows, we will partner with other agencies and local jurisdictions to improve pedestrian infrastructure in locations where there is a direct and tangible benefit to its customers attempting to access a transit stop or facility.

- G. Accessibility:** We will partner with agencies and jurisdictions to ensure bus stops are accessible to passengers using mobility devices. Such investments in infrastructure can often reduce long-term paratransit operational expenses.

4. CAPITAL IMPROVEMENT PLANNING

- A. Transit Asset Management Plan:** We will maintain a transit asset management plan that covers a period of no less than six years and is in conformance with the Comprehensive Plan.
- B. Capital Projects:** Capital projects will adhere to the priorities listed within this section.
- C. Capital Program Categories:** Capital projects will be organized into categories to organize and communicate overall capital plans:
- a. Vehicles
 - b. Facilities – Maintenance and Administration
 - c. Facilities – Passenger and Operational
 - d. Technology

INFRASTRUCTURE STRATEGIES

In an effort to improve our infrastructure, we will:

- **Maintain a transit asset management plan that outlines projects for each of the program categories listed in the Infrastructure Policies section above.**
- **Develop design standards for bus stop areas and amenities.**
- **Develop a plan to address transit accessibility issues for customers.**
- **Periodically review bus stop conditions and amenities.**

PUBLIC INPUT AND COMMUNICATIONS

CLALLAM TRANSIT SYSTEM'S CONNECTION WITH THE PUBLIC

We are funded by the public to achieve a public good, and our actions and decision-making processes should be accessible and transparent to public input and scrutiny.

GOAL OF PUBLIC INPUT AND COMMUNICATIONS

Clallam Transit System will communicate openly, frequently, and honestly with the community it serves.

PUBLIC INPUT AND COMMUNICATIONS PRINCIPLES

The principles listed below describe the foundation for our communication with the public:

1. CONTINUOUS

Frequent, honest, and open communication with the public demonstrates our commitment to transparency. Changes to transit service can have unforeseen impacts on the community. Open communication with stakeholders can help identify these impacts before unintentional harm occurs.

2. ACCOUNTABLE

Proper recording of our actions increases our public accountability. Public records allow for a common understanding of the agency's decisions and policies. Sharing these records with the public increases the public's trust in Clallam Transit System.

3. ACCESSIBLE

Providing access to non-technical documents, presentations, and other reports allows the public to monitor and respond to our decisions. Industry jargon can make it difficult for a lay person to understand transit agencies' documents. Keeping things simple and accessible allows the public to trust that we conduct our business honestly.

4. TWO-WAY COMMUNICATION

Communication with the public will be a conversation, not a dictation. Public transit agencies serve the public. Therefore, the public has the right to share its opinion of an agency's services.

5. TIMELY

Sufficient time will be provided to allow members of the public to provide thoughtful input. The request for public feedback will not be an "empty" request. The public will be given sufficient time to learn about, understand, and respond to our proposed actions.

6. PURPOSEFUL

Communication with the public will be conducted by knowledgeable staff trained to work with the public. Questions answered poorly or, even worse, inaccurately, creates frustration and disappointment. Accurate information provided by competent staff members creates trust and confidence.

7. DIVERSE

Communications will be delivered through various methods to reach the greatest number of people. Traditional communication methods, such as newspaper and postal mailings, along with modern technological methods, such as social media, will be employed to present a balanced approach to Clallam Transit System's communications.

PUBLIC INPUT AND COMMUNICATIONS POLICIES

1. SERVICE CHANGES

Prior to initiating service changes, we will undertake public outreach at a level reflecting the significance of the proposed changes. Public hearings, when appropriate, will be held at transit-accessible locations in the areas where changes are proposed to occur and will be coordinated with fixed-route schedules. Public outreach targeted to specific geographic areas or routes is appropriate when proposed changes are limited in scope. However, when proposed service changes have a broad impact or will likely impact a significant percentage of users, a more robust public outreach plan will be utilized.

2. FARE CHANGES

Prior to initiating a change to its fare structure, we will carry out a board-approved public outreach plan. Fare structure changes can have significant impacts on our customers. Therefore, any change proposal will include a public outreach plan approved by the agency's board.

3. BUS STOP CHANGES

If a change to a stop is estimated to impact at least 10 percent of a route's total ridership, public input will be solicited prior to enacting the change. A stop serves as the point at which a rider accesses the transit network. Stop changes will be undertaken with regard to safety, stop spacing, roadway conditions, and proximity to destinations.

4. TRANSIT DEVELOPMENT PLAN

Hold at least one public hearing while developing our program for each annual update. As a public transportation benefit area in Washington State, we are required to prepare a six-year transit development plan and annual report. This document provides updated information to the Washington State Department of Transportation on our activities.

5. COMPREHENSIVE PLAN

Provide opportunities for public input whenever we update the Comprehensive Plan. Substantive changes to the Comprehensive Plan will require a public outreach plan and public hearing.

6. TITLE VI REPORTING

Take steps to ensure no disproportionate impact to protected classes occurs during service and fare structure changes. As a public transportation benefit area in Washington State and subrecipient of funding from the Federal Transit Administration, we are required to maintain a Title VI program to monitor and ensure compliance with 49 CFR Part 21.

PUBLIC INPUT AND COMMUNICATIONS STRATEGIES

In an effort to keep the public and businesses informed, we will:

- **Aggressively pursue public outreach opportunities at community events to educate and gather public input regarding our services and activities.**
- **Communicate via local newspaper, internet, social media, radio, flyers, and mailings to group, organizations of community members, and others as appropriate.**
- **Public comment will be reviewed, recorded, and if warranted, responded to accordingly.**
- **Budgets, major service changes, and planning documents as required by law or requested by our board, will be advertised and open for public comment.**

REVENUES AND FARES

CLALLAM TRANSIT SYSTEM'S FISCAL RESPONSIBILITY

We maintain a convenient, reasonably priced fare structure aimed at increasing ridership within its service area. The fare structure was last revised March 2017.

A variety of methods exist for fare payment. To reduce the time required for on-board fare collection, the use of one of the pre-payment methods is encouraged. Employer-sponsored, organization-based, student, and summer youth passes all provide customers with easy to use access to our services. Paper tickets and mobile ticketing smart-phone applications are alternative ways to purchase pre-paid fare media. Of course, cash and coin are accepted at fare boxes aboard all of our vehicles.

Numerous other revenue sources exist for funding our operating costs. Tax revenues from both federal and state allocations, as well as from taxes assessed with the public transportation benefit area, provide the significant portion of our financial resources. Government grants and revenues from advertising, parking, and other sources further fund operating costs. These revenues will be used in a manner that upholds our role as a responsible steward of community funds.

GOAL OF REVENUES AND FARES

Clallam Transit System's revenue structure will appropriately balance farebox, tax, grant, and other revenues to provide high-quality and accessible service.

REVENUES AND FARES PRINCIPLES

The principles listed below define our fare structure. They provide guidelines to ensure the fundamental ideas behind the fare structure are understood by all. These principles are unchanging and will continue to serve as guidance for new and existing fare policies.

1. FARES MATTER

Achieve ridership increases by making public transportation cost-effective and simple to use. Depending on the operating environment, type of transit service and current market demand, fare changes can increase or decrease ridership. The imposition of fares for most transit agencies means there is opportunity to provide more service to more people with the additional revenues.

2. REVENUES AND SERVICES

The amount of revenue collected correlates with the potential amount of services able to be provided. The amount of service we are able to provide is tied to the amount of revenue available from fares, taxes, grants, and other funding sources. When these revenue sources rise or drop, we must make decisions about the service level provided to maintain a sustainable budget.

3. DIVERSE RIDERSHIP

Recognize the diversity of trips measured in customer attributes, distance, travel times, and purpose by providing a range of fare options. Many youths, college students, riders with disabilities, and low-income riders rely on us to serve their transportation needs. A fare structure recognizing the diversity of customers' needs increases the use of our services.

4. OTHER REVENUES – SUPPLEMENT FARES

The collection of tax, funding from grants, parking, and other non-fare based revenues supplement revenue generated by customer paid fares. Although transit agencies often desire to be more dependent upon fares, non-fare based revenue sources help to keep service levels higher than would be supported by fares alone.

5. FISCAL RESPONSIBILITY

The fiscally responsible use of revenues increases the public's confidence in transit agencies. A large portion of our revenues come from tax-based funding sources. To earn taxpayer's confidence, we will strive to be viewed as operating in a fiscally responsible way. We will always strive to achieve its objectives with the greatest efficiency and minimal waste.

6. ALIGNMENT WITH AGENCY PRIORITIES

Revenue sources will support the priorities of an agency. A funding source, such as grants, will not define the priorities of an agency. Some revenue sources, such as grants, often have specific stipulations that may not align with our stated priorities and goals. Ensuring revenue sources support the agency's priorities reduces wasteful spending and improves our overall public image.

REVENUES AND FARES POLICIES

Revenues

1. STATE AND FEDERAL FUNDING

Work to maximize funding from state and federal sources, as well as support efforts to increase such financial resources. State and federal funds are important for us to be able to maintain a desirable level of service. By supporting efforts to increase the available state and federal funding sources, we may find ourselves in a position to be better able to provide improved services to customers throughout the region.

2. PURSUIT OF GRANTS

Pursue grants in alignment with our priorities and the public good. Occasionally, grants are pursued simply for the attached dollars. Such grants have the potential to direct the agency's attention away from its stated goals and priorities. By pursuing grants that directly support our priorities, we help to ensure the responsible use of revenues.

3. ADVERTISING

Limit advertising, with any advertising done consistently with jurisdictional and community standards. Advertising provides an important source of revenue. However, the negative impacts of advertising on Clallam Transit System riders and other community members can be notable. We will recognize this and ensure the attempt to secure revenue does not negatively impact public perception or ridership.

4. DEBT

Incur no debt. We operate on a pay-as-you-go basis. We will not incur debt or agree to other financial commitments beyond the balance of current or projected revenues.

5. NON-TRADITIONAL REVENUE SOURCES

Review the appropriateness, desirability, and purpose of potential non-traditional revenue sources. Numerous non-traditional funding sources, ranging from corporate sponsorship to donations in-kind to

partnerships could potentially support achieving our goals and policies. Prior to acceptance of such revenues, we will ensure the legality and implications surrounding such revenue sources.

Fares

The following fare policies articulate the guidelines for determining our fare structure and collection. Each policy contributes to specificity and provides guidance towards reaching the overall goal of fare collection. These policies together establish a framework for determination and collections of fares.

1. PHILOSOPHY

Encourage ridership by providing a convenient and reasonably-priced method for people to enjoy the advantages of public transportation. Fares are only one of many factors influencing ridership numbers. However, we will encourage ridership by following the principles described earlier in this section and providing a sensible fare structure and payment method.

2. DETERMINATION OF FIXED-ROUTE FARES

Maintain a system-wide fixed-route farebox return objective of no more than 15 percent of the fully allocated costs of the service. We have a pro-ridership philosophy in determining fares; that is, ridership will be encouraged, even if that means riders pay a small share of the actual cost of the service.

3. COMPLEXITY OF FARE STRUCTURE

Minimize complexity – emphasize a simple and easily understood system.

4. PRE-PAYMENT OF FARES

Increase pre-payment and reduce the use of cash. Prepayment of fares eliminates delays caused by on-board fare payment, increases the reliability of revenues, and encourages the use of transit for spontaneous trips. Increasing access to methods of pre-payment supports this policy. Examples of pre-payment methods include smart-phone apps, institutional bus pass programs, monthly and day passes.

By contract, monthly billing and post-payment may be allowed for employers, institutions, and other groups participating in special pass programs. When possible, existing identification cards may be used to develop and implement pass programs for groups.

5. LOW-INCOME FARES

Support opportunities for low-income individuals to use public transportation at a discounted cost. Opportunities for low-income individuals to use public transportation will be made available through community programs subsidizing the purchase of standard fare instruments, rather than as direct discounts or special fare structures. This strategy helps manage eligibility challenges and supports broader social service goals of the communities we serve.

REVENUES AND FARES STRATEGIES

In an effort to balance revenues to provide high quality and accessible service, we will:

1. CONTINUE TO RESEARCH ALTERNATIVE FARE MEDIA

Continue to evaluate opportunities to improve the ease of fare payment for customers. By exploring simplified payment options such as rolling monthly passes, transit ridership plans, smartcard or smartphone

improvements, we may be able to improve speed and reliability (quicker payment means the bus may leave the stop sooner) and increase transit attractiveness. Additionally, we will investigate fare structures that charge in proportion to the services provided.

2. CONDUCT PERIODIC REVIEWS OF FARE STRUCTURES

Review its fare structure on a regular basis to ensure its compliance with the Comprehensive Plan and any applicable laws. Because the fare structure also has an effect on ridership levels, impacts to ridership stemming from the fare structure will also be considered during a periodic review.

INTERAGENCY COORDINATION

CLALLAM TRANSIT SYSTEM'S COOPERATION WITH MUNICIPALITIES AND OTHER COMMUNITY AGENCIES

We do not operate in a vacuum. On the contrary, we will only achieve our potential by working cooperatively and actively with municipalities and other agencies in our service area.

GOAL OF INTERAGENCY COORDINATION

Clallam Transit System will actively communicate and coordinate with the municipalities and agencies in its service area.

INTERAGENCY COORDINATION PRINCIPLES

The principles listed below describe the foundation for our interagency coordination:

1. BUILDING STRONG PARTNERSHIPS

Building strong partnerships with other agencies strengthens our position in the community. We operate our vehicles on infrastructure managed by other agencies. Working cooperatively with other agencies allows us to be proactive as changes are planned to its operating environment, rather than functioning reactively to surprises. Having transit's voice at the table when transportation and other community matters are discussed benefits users and funders of public transportation.

2. REACHING UNDERSERVED POPULATIONS

Partnering with a broad range of agencies increases the likelihood of reaching underserved populations. Our services are designed to reach the entire community. Because other agencies have already built strong community connections, especially with traditionally underserved populations, we can broaden our reach by partnering with these agencies. In particular, schools, housing, health, education, immigration, transportation, and public safety agencies can provide a wealth of information and experience supportive of our goals.

INTERAGENCY COORDINATION POLICIES

1. COORDINATE WITH GOVERNMENTAL AGENCIES

Actively coordinate with governmental entities within our service area. State, tribal, county, and local governmental agencies share the common purpose of serving the public and are important partners in public transportation. By partnering with these agencies, we can help shape our operating environment in a way that supports the provision of public transportation. This coordination maximizes the efficiency of public tax dollars by encouraging proactive cooperation instead of retroactive corrections to decisions made in isolation. Educational programs in schools and elsewhere make our services more legible for potential riders.

2. COORDINATE WITH NON-GOVERNMENTAL ORGANIZATIONS

Actively coordinate with non-governmental organizations within our service area. Our staff has a wealth of information regarding public transportation but can better understand the community we serve from the specific expertise held by those at non-governmental agencies and organizations. Educational, social service, and health

professionals reach many of the traditionally underserved populations of Clallam County and can suggest ways in which we can improve our services.

INTERAGENCY COORDINATION STRATEGIES

In an effort to sustain or improve our interagency coordination, we will:

- **Grow and maintain regular interaction and communication with local, transit, private business, and out of the area partners.**
- **Expand our network of partners by introducing and including staff when opportunities arise.**
- **Encourage management and supervisory staff to take advantage of community events or organizations to gather and provide input.**
- **Communicate directly with jurisdictions to identify, coordinate, and plan for transportation needs within the cities and county to support routes, infrastructure, amenities, and multimodal opportunities.**
- **Maintain the concept of “Agencies Working Together” to continue building and maintaining relationships.**

LAND USE COORDINATION

CLALLAM TRANSIT SYSTEM'S ROLE IN DEVELOPING TRANSIT-FRIENDLY COMMUNITIES

We have a vested interest in thoughtful land use planning. Efficient development patterns conducive to high-quality transit service can support the agency's ridership and environmental stewardship goals.

GOAL OF LAND USE COORDINATION

Clallam Transit System will actively support transit-friendly land use decisions.

LAND USE COORDINATION PRINCIPLES

The principles listed below describe the foundation for our land use coordination:

1. TRANSIT *DISORIENTED* DEVELOPMENT

There is no efficient or effective way for transit to solve bad land use planning decisions. Transit is frequently imagined as a solution to compensate for poor development decisions made over time. While transit does indeed help connect people and places, multiple variables directly affect our ability to be a meaningful transportation service – even with good service design. As a result, there are areas that should not expect to receive even a basic level of transit service.

2. BE ON THE WAY

Development focused along or near existing public transportation corridors and facilities supports an efficient transit network. Transit service is most successful when it directly serves many places conveniently throughout the day. Land use and road patterns that require out-of-direction travel increase operating costs and inconvenience riders. Prospective property owners or developers desiring good transit service will most likely succeed if they locate along an existing transit route between two population centers.

3. DENSITY

Land use density and intensity allows for a mix of land uses. Coordination among stakeholders promotes a mix of uses that can support a greater share of trips made by pedestrians, cyclists, and transit customers. Transit is effective at serving trips with common origins and destinations, or, at a minimum, shared travel paths. This is only made possible if there is a level of density at which there is the possibility of a regular and sustained commonality in travel pattern. Density also means there are more destinations that will be within walking distance and facilitates more pedestrian activity supportive of and supported by transit. While some studies have found four dwelling units per acre to be the minimum density to support local bus service, densities may need to be two or three times that amount to support viable transit service.

4. DESIGN

Infrastructure constructed by developers and municipalities will support the needs of pedestrians and transit facilities. Development patterns will support pedestrians and other non-motorized modes to gain access to transit. "Complete Streets" principles and design standards that promote a network of local streets and sidewalks, ADA-accessible improvements, and the placement of useful and inviting public spaces near transit, support transit use and can reduce dependency upon private vehicle ownership.

5. PARTNERSHIPS

Fostering partnerships with both public and private entities will be encouraged to cultivate coordinated land use and transportation throughout the region. No agency or person alone can ensure that land uses and transportation investments support transit investments. Partnerships are critical to the success of any endeavor, particularly those involving private property, public rights-of-way, and public transportation.

LAND USE COORDINATION POLICIES

1. PROMOTE TRANSIT EDUCATION

Strive to educate decision-makers and other members of the community regarding the importance of efficient development to successful transit services.

2. ADHERE TO SERVICE DESIGN POLICIES

Promote the best practices of land use development by adhering to its service design policies.

3. COORDINATION WITH OTHER AGENCIES

Encourage two-way coordination with jurisdictions and other agencies to support development benefiting the transit network. Various jurisdictions, tribes, and agencies are stakeholders in the broader development and planning of Clallam County. To encourage a positive partnership with these other groups, we will provide these stakeholders with early and frequent information and opportunities to provide input, and hope that a similar courtesy will be extended.

4. COORDINATION WITH OTHER PLANNING DOCUMENTS AND REGULATIONS

Encourage two-way coordination when documents impacting its service goals, principles, and policies are developed and adopted. Numerous documents created by municipalities and agencies, including Clallam Transit System's Comprehensive Plan, guide land use and transportation decisions. To reduce the likelihood of competing plans or policies, interagency communication will be encouraged. Relevant plans and/or laws include:

- a. Comprehensive plans of municipalities, counties, and the County-wide Planning Policies
- b. Peninsula Regional Transportation Planning Organization plans
- c. Washington Transportation Plan (WSDOT)
- d. Growth Management Act
- e. Americans with Disabilities Act (ADA)
- f. Civil Rights Act of 1964 (Title VI)

LAND USE COORDINATION STRATEGIES

In an effort to promote transit-friendly land use decisions, we will:

- **Actively seek opportunities with developers and local governmental agencies to incorporate transit amenities in the development projects served by public transportation.**
- **Promote and educate the public on the importance of proper land use decisions and the impacts on public transit.**

STAFFING

CLALLAM TRANSIT SYSTEM'S COMMITMENT TO A HIGHLY QUALIFIED WORKFORCE

We recognize our workforce as the most critical element of our operations and service to the public. With this recognition comes the responsibility to hire, train, and retain highly qualified employees that reflect the standard of service we demand on behalf of the public.

GOAL OF STAFFING

Clallam Transit System will hire, train, and retain a highly qualified workforce that upholds the service standards expected by the community it serves.

STAFFING PRINCIPLES

Our employees are the fundamental component of Clallam Transit System that support our ability to provide the critical functions of customer service and safety during the delivery of service to the public. We strive to recruit individuals that demonstrate exceptional customer service experience with a strong desire to promote customer satisfaction and willing to always embrace safety to further instill confidence to the public served.

STAFFING POLICIES

The policies identified below guide us as we seek out new employees, determine the necessary training and resources to prepare employees for carrying out our services, and identify strategies to retain employees while simultaneously preparing for future vacancies.

1. HIRE QUALIFIED INDIVIDUALS

Hire the most qualified individuals who best fit our needs and culture. Utilize effective advertising sources to reach the greatest number of applicants to offer the most diverse candidate pools for consideration. Continue to review its selection tools and processes to ensure the best candidates are recruited for each position. Strive to coordinate hiring to minimize vacancies and consider succession planning needs when possible.

2. COMMUNICATE EXPECTATIONS

Establish and communicate expectations for employees. We have a duty to provide clear expectations to its employees. Communications of expectations and work will be ongoing and occur throughout their employment. Ideally, the expectations would clearly coincide with our organizational goals to gain understanding at all levels of the organization, which will ultimately promote the overall achievement of our goals.

3. SUPPORT EMPLOYEES

Provide the tools and resources to prepare employees to be successful in their respective roles. Upon hire, employees need to have ample training and access to resources to ensure their understanding and execution of their roles. In addition, continuing training and/or education must be provided to maintain the standard of performance that we expect. Employees will be encouraged to exceed the expectations and promote the betterment of our services to our communities.

4. INTEGRATE TECHNOLOGY APPROPRIATELY

Balance human and technological resources. We recognize the value of technology in the workplace and how it can improve services and operations. We will continue to explore technology options to improve service and reduce costs; however, it does so with a balanced approach of the investment of technology versus impact to services and employee effectiveness. Employees are encouraged to share ideas that may improve the efficiency of the system.

5. SAFETY

Provide a safe working environment. We must provide a safe working environment for its employees and passengers alike. A “living” safety program must exist and be maintained that engages all employees to promote safety in their respective roles. Employees must be provided the proper training, equipment, supervision, support, workplace culture, personal protective equipment, and clothing, to ensure the safe completion of their duties.

6. COMPENSATE AND REWARD EMPLOYEES

Offer competitive wages and benefits to recruit and retain highly qualified employees. We strive to offer competitive wages and benefits to recruit and retain the best employees for our needs. We provide regular recognition of our employees and their performance through formal communications, as well as informal communications on an ongoing basis to acknowledge employee service excellence.

7. PROMOTE DIVERSITY

Develop a workforce representative of the diversity of Clallam County. We recognize the value of diversity in our workforce as a tremendous resource to foster new ideas to improve the delivery of its service. We have adopted an affirmative action policy that encourages the recruitment of applicants from all backgrounds and experiences. We prohibit the discrimination or disparate treatment of any individual based upon any legally protected status or class.

STAFFING STRATEGIES

In an effort to hire and retain highly qualified employees, we will:

- **Seek new methods and technologies to conduct recruitments that promotes diversity within the applicant pools and better qualified applicants.**
- **Foster a positive workplace environment that encourages open communication to both attract and retain highly qualified employees.**
- **Take advantage of opportunities to reward and recognize employees for exceptional performance.**
- **Provide ongoing training opportunities and job resources for employees in order to encourage personal and professional growth.**
- **Research comparable employers by geographic location, industry, and size to assess the competitiveness of wages and benefits offered.**

SUSTAINABILITY

CLALLAM TRANSIT SYSTEM'S COMMITMENT TO THE FUTURE

We do our part to safeguard the community's current and future quality of life by being socially responsible, preserving the natural environment, and maintaining economic vitality. These guiding principles allow us to use our resources efficiently, to engage with our employees and customers, and to increase our ridership, market share, and funding support.

Sustainability is not a program or activity that can stand alone. By definition, sustainability involves everything we do. Sustainability serves as a foundation for our role in the community.

GOAL OF SUSTAINABILITY

Clallam Transit System will provide transit services in a way that best meets the needs of present and future generations through actions that balance Clallam County's economic, environmental, and social well-being.

SUSTAINABILITY PRINCIPLES

True sustainability is the intersection of not only what is good for the environment, but also what is economically feasible, and results in benefits to those who use and/or fund us. Sustainability involves practices that make good environmental sense as well as good business sense. It is responsible resource management, drawing upon natural, human, and financial resources to find strong, enduring solutions. It recognizes that environmental considerations are not an end in themselves.

SUSTAINABILITY POLICIES

1. SUSTAINABILITY IN SERVICES

Deliberately manage our services to promote sustainability. Public transportation can play a significant role in achieving sustainability objectives for the region and each of the jurisdictions within Clallam County. However, the financial, natural, and human resources dedicated to public transportation must be effectively employed and responsibly used to achieve this objective.

2. STEWARDSHIP

Build stewardship and service in our operations. As a significant user of resources, stewardship must be an essential component of a transit agency that embraces sustainability. We will strive to be a leader in conservation programs. The leadership of the organization will actively reinforce a culture that puts a high value on conservation of resources and service to the public. Stewardship also involves a respect for the people who we serve and serve us. We will continually seek opportunities to reduce our impact on the environment and to utilize various funding sources, including energy conservation rebates, to reinvest in conservation efforts.

3. PURCHASING

Establish a sustainable purchasing policy. We will have a holistic decision-making process for purchasing equipment and services, such as:

- a. Conducting cost/benefit analyses that consider lifespan costs and replacement strategies.
- b. Establishing procurement decision processes that consider costs involved at each stage of the entire lifecycle of goods purchased.
- c. Evaluating the impact of staff resources required to support equipment or new capabilities.

4. CAPITAL PROJECTS

Integrate sustainability into facility design, construction, and demolition. The physical plant that supports our services have a long-term effect on the agency's ability to operate efficiently and represents an opportunity to conserve natural and financial resources. We will target potential strategies for long-term reduction of resource impacts, including but not limited to; energy, water, waste, carbon, and other substances of concern.

5. TRANSPORTATION ALTERNATIVES

Provide services that are an attractive transportation alternative compared to travel by private vehicle. Reliable and predictable transit service is perhaps the most important characteristic that defines a viable transportation alternative.

6. CONNECTIVITY

Serve as a regional connection to neighborhoods/jurisdictions, places of employment, community events, and public services in a way that meets the needs of the service area. We are a major asset to Clallam County. Staff will actively engage in supporting and informing the land use planning and growth-management activities occurring within the county. Educate planners, developers, and decision-makers on the characteristics of land use best supported by public transportation.

7. PUBLIC INPUT

Maximize public input and stakeholder engagement in our sustainability initiatives. The success of our sustainability initiatives depends upon authentic and transparent efforts to engage all stakeholders.

8. MULTIMODAL CONNECTIVITY

Increase interest in multimodal connections. The ability to seamlessly transition between various modes of transportation, including bicycles, ferries, and other transit services, helps expand the public's use of alternative transportation.

9. AFFORDABILITY

Mitigate the effects of rising fuel costs on the segment of the population unable to afford other travel options. Improve the cost competitiveness of our services compared with the use of single occupancy vehicles, both in terms of an individual's time and financial expenditures.

10. SUPPORTING THE COMMUNITY

Attend to the social and transportation challenges faced by groups within the community. Participate in jurisdictions' land use planning and inform supporting transportation infrastructure plans to adapt to meet the changing demographics of the community.

SUSTAINABILITY STRATEGIES

In an effort to meet the current and future public transportation needs, we will:

- **Report any immediate or forecasted, potential financial impacts that could affect our revenue, both positively and negatively.**
- **Research and present information to our board regarding the feasibility of further implementation of alternative fuel vehicles.**
- **Coordinate with other public and private transportation providers to improve connectivity between services.**
- **Offer service changes recommendations and customer improvement suggestions to our board to assist in the identification of the immediate and long-range financial impacts and anticipated benefits to the public.**

MONITORING AND IMPROVEMENT

CLALLAM TRANSIT SYSTEM'S DESIRE FOR CONTINUOUS IMPROVEMENT

Customers expect us to provide reliable and convenient service in a courteous and cost-effective manner. For us to ensure the reliability, consistency, and proper development of our transit services, we must continually evaluate and understand the strengths and weaknesses of our services. The agency maintains performance measures to ensure a high level of customer service and system performance.

GOAL OF MONITORING AND IMPROVEMENT

Clallam Transit System will frequently monitor its performance to ensure the reliability, effectiveness, and efficiency of its services and to promote overall system improvement.

MONITORING AND IMPROVEMENT PRINCIPLES

1. CHANGE AND UNCERTAINTY

Change is inevitable and uncertainty is a reality in any endeavor. While there are many prevailing patterns, change is always in the works. The constancy of change ensures there will always be uncertainty that will foil plans or goals that are too prescriptive over too long a period of time.

2. COMPETITION

Recognize impending competition to transit and be responsive. Competitive services will be reviewed for impacts to Clallam Transit System's service and for possible integration opportunities to enhance service and or reduce costs.

3. AIM HIGH

A goal or aim that is lofty yet achievable is necessary to direct improvement. Despite uncertainty and the constancy of change, the act of establishing goals is fundamental to positive growth and development.

4. CONTINUOUS FEEDBACK

Measures to collect and analyze continuous feedback encourage adaptation to circumstances while maintaining the pursuit of goals. Goal-setting does little to bring improvement to an agency unless its actual performance is evaluated against those goals through continuous feedback measures. Whether done weekly, monthly, quarterly, or annually, consistent evaluation provides an opportunity to compare actual and desired performance levels within a standard time period, allowing for comparative improvement analysis.

5. COURSE CORRECTIONS

Course corrections and goal modifications do occur and, if done deliberately, can support dynamic adaptation and improvement. No long-range planning will assume a step-by-step, year-by-year approach. Instead, regular periods of course correcting and setting will be assumed, and unexpected course corrections will be expected.

6. OWNERSHIP

Regardless of title or function, each department and each employee play a role in improving an organization and, therefore, should take ownership in its performance. Improvement of agency services is not the sole responsibility of one individual or department. Agencies must understand that problems or deficiencies of service are often solved by people from different departments. Understanding the interconnectedness of an agency's functions is essential.

7. CHECKS AND BALANCES

Evaluating more than one measure of performance helps to limit extremism during the implementation of remedial actions. By developing a number of complementary performance measures, the results of an evaluation process are more balanced and comprehensive. Measuring just one aspect of a product or process can misguide the suggestions for improvement.

MONITORING AND IMPROVEMENT POLICIES

1. FIXED-ROUTE PERFORMANCE STANDARDS

Adopt performance standards for measuring the success of our fixed-route service. Standards imply accountability, comparison, and remediation in the event of non-compliance. Standards will be straight-forward and derived from a rational, transparent basis. Performance standards will reflect an approach that seeks to improve the system's performance as it relates to its riders, the environment, and taxpayers.

2. AGENCY PERFORMANCE MEASURES

Use performance measures to evaluate our success. To evaluate the success of the broad services it provides, we will establish performance measures and present performance results to its board.

3. COMPREHENSIVE PLAN UPDATES

Regularly update our Comprehensive Plan. We will begin to review and update as appropriate the Comprehensive Plan no later than 60 months following the last major adoption and/or revision. Significant public outreach will be required as part of the update process, consistent with the policies of the Communications and Public Input section.

4. COMPREHENSIVE PLAN AMENDMENTS

Minor amendments to the Comprehensive Plan may occur at any time, provided the changes do not significantly alter the scope and/or direction of the plan.

5. DEVELOPMENT OF OTHER PLANS

Prepare for both the short-term and long-term needs of the agency by updating and maintaining a series of planning documents. These documents will build upon the goals, principles, and policies contained within the Comprehensive Plan.

a. Transit Development Plan: The Transit Development Plan provides background information on Clallam Transit System, accomplishments during the previous year, and planned projects and programs for the following six years. This required plan provides updated information to the Washington State Department of Transportation of the various activities we have undertaken.

b. Transit Asset Management Plan: Washington State law requires transit agencies, as a condition of receiving state funding, to submit an asset management plan for certification by the Washington State Transportation

Commission. The plan must include an asset inventory, an asset condition assessment, the identification of decision-support tools, a project-based investment prioritization, a transit asset management policy, and a state of good repair policy.

MONITORING AND IMPROVEMENT STRATEGIES

In an effort to ensure our reliability, effectiveness, and efficiency of our services, we will:

- **Regularly report service performance to our board.**
- **In coordination with the Clallam Transit System Service Review Committee, regularly review service and provide service change recommendations to our board.**
- **Monitor and evaluate the condition of all our assets as required within the Transit Asset Management Plan and provide reasoning, condition rating, life cycle, and a financial plan with recommended action to our board.**

SUMMARY

CLALLAM TRANSIT SYSTEM'S FUTURE

We continually look ahead to identify and plan for the future transportation needs of the residents and visitors of Clallam County. **Connecting Clallam** is a living document that serves as the foundation for the planning of the future of Clallam Transit System. It is for this reason that communication and outreach with all stakeholders must continue formally and informally to ensure Clallam Transit System continues to move in the right direction under the guidance of this comprehensive plan. We appreciate public comment and welcome it at any time.

We embrace the future of public transportation and look forward to meeting the needs of the public through effective collaboration with all of our stakeholders.

Clallam Transit System
TRANSIT ASSET MANAGEMENT PLAN



November 16, 2022

Prepared by:
Gary Abrams, Maintenance Manager

Mission Statement

To enhance the quality of life, bolster mobility, and create opportunities through public transit.

Vision Statement

Provide customer-friendly, reliable, economical, and efficient transportation services that encourage residents and visitors to select Clallam Transit System as an integral part of their routine transportation choices.

About CTS

The Clallam County Public Transportation Benefit Area (PTBA), DBA - Clallam Transit System (CTS), was formed on July 24, 1979. CTS began operations in October of 1980. The agency started service with a fleet of twelve 22-passenger vehicles operating on ten routes. One year later, in 1981, paratransit operations began through contracted arrangements with local private transportation companies. Since then, CTS has experienced incremental changes in fleet size, operational characteristics, and service area. In 1984, the west end of the county was annexed into the PTBA. In April 2011, CTS assumed the day-to-day operations of providing the county's public specialized paratransit service to persons who have difficulty using the regular fixed route public transit service due to impairment or age.

CTS is organized into three departmental areas: Operations, Maintenance, and Administration. Oversight of all agency operations is the responsibility of the General Manager. Legal counsel is at the disposal of the General Manager as needed. Agency policy oversight is the responsibility of an appointed panel of elected officials. The three municipalities within the service area (Forks, Port Angeles, and Sequim) and Clallam County each appoint two elected representatives to the CTS Board and alternate members if available.

Voters in Clallam County approved the collection of a sales tax not to exceed 0.3 percent of one cent to fund service in the PTBA. Through 1999, this local sales tax revenue was matched by revenues generated from the state motor vehicle excise tax (MVET). On April 25, 2000, Clallam County voters approved the collection of an additional 0.3 percent of one cent to replace revenue lost by the elimination of the MVET, thus providing a stable revenue stream to pay for public transportation services. As of 2017, Clallam Transit continues to collect 0.6 percent of one cent sales tax to fund its services.

Clallam Transit System's Title VI Notice to the Public

Non-discrimination Policy: It is the policy of Clallam Transit System to assure that no person shall, on the grounds of race, color, or national origin, as provided by Title VI of the Civil Rights Act of 1964, be excluded from participation in, be denied the benefits of, or otherwise be discriminated against under any of its federally funded programs and activities. Any person who believes his or her Title VI protection has been violated may file a complaint with Clallam Transit System's Operations. For Title VI complaints and additional Information, please call 360-417-1370 or visit www.clallamtransit.com, select Legal Notices and then click the prompt for the downloadable Title VI Complaint form.

Acknowledgements

Clallam Transit System Administrative Staff

Kevin E. Gallacci, General Manager and Accountable Executive

Jim Fetzer, Operations Manager

Gary Abrams, Maintenance Manager (Fleet and Facilities)

Andy Rowson, Human Resources Manager

Cherie Huxtable, Finance Administrator

Clallam Transit System Board

Mark Ozias, Board Chair, Clallam County Commissioner

Juanita Weissenfels, Vice Chair, Forks City Councilmember

Bill Peach, Board Member, Clallam County Commissioner

Jeffery Gingell, Board Member, Forks City Councilmember

William Armacost, Board Member, Sequim City Councilmember

Kathy Downer, Board Member, Sequim City Councilmember

Lindsey Schromen-Wawrin, Board Member, Port Angeles City Councilmember

Brendan Meyer, Board Member, Port Angeles City Councilmember

Rick Burton, Non-Voting Board Member, Amalgamated Transit Union Local 587

Randy Johnson, Board Member Alternate, Clallam County Commissioner

Mike French, Board Member Alternate, Port Angeles City Councilmember

Kate Dexter, Board Member Alternate, Port Angeles City Councilmember

Rachel Anderson, Board Member Alternate, Sequim City Councilmember

Table of Contents

- Executive Summary**..... 6
- SECTION 1: INTRODUCTION & APPLICABILITY** 7
- SECTION 2: ASSET INVENTORY PORTFOLIO** 12
- SECTION 3: ASSET CONDITION ASSESSMENT** 14
- SECTION 4: DECISION SUPPORT TOOLS & MANAGEMENT APPROACH** 16
- SECTION 5: PRIORITIZED LIST of INVESTMENTS** 17
- SECTION 6: ANNUAL PERFORMANCE TARGETS & MEASURES** 17
- SECTION 7: RECORDKEEPING & NTD REPORTING** 18
- SECTION 8: UPDATES & CONTINUOUS IMPROVEMENT** 18
- SECTION 9: ZERO-EMISSION TRANSITION PLAN** 19
- SECTION 10: CONCLUSION**..... 19

Attachments

- ATTACHMENT 1: FIXED-ROUTE ROLLING STOCK INVENTORY (REVENUE VEHICLES) WITH ULB/SGR STATUS/CONDITION
- ATTACHMENT 2: PARATRANSIT ROLLING STOCK INVENTORY (REVENUE VEHICLES) WITH ULB/SGR STATUS/CONDITION
- ATTACHMENT 3: VANPOOL ROLLING STOCK INVENTORY (REVENUE VEHICLES) WITH ULB/SGR STATUS/CONDITION
- ATTACHMENT 4: EQUIPMENT INVENTORY (NON-REVENUE VEHICLES) WITH SGR STATUS/CONDITION
- ATTACHMENT 5: FACILITY/EQUIPMENT (FIXED) INVENTORY AND EXPENDITURE PLANNING DOCUMENT WITH SGR STATUS/CONDITION
- ATTACHMENT 6: CTS ANNUAL TAM GOALS 2021-2023
- ATTACHMENT 7: CTS AGENCY SGR GOAL SETTING DOCUMENT (ALL ROLLING STOCK)
- ATTACHMENT 8: CTS DECISION MAKING TOOLS
- ATTACHMENT 9: WSDOT CONDITION ASSESMENT TOOLS (ROLLING STOCK AND EQUIPMENT)
- ATTACHMENT 10: CLALLAM TRANSIT SYSTEM ZERO-EMISSION TRANSITION PLAN

EXECUTIVE SUMMARY

A Transit Asset Management Plan (TAMP) is a business model that uses the condition of assets to guide the optimal prioritization of funding at transit agencies in order to keep transit systems in a state of good repair (SGR). By implementing a TAMP, the benefits include:

- Improved transparency and accountability for safety, maintenance, asset use, and funding investments.
- Optimized capital investment and maintenance decisions.
- Data-driven maintenance decisions; and
- System safety and performance outcomes.

The consequences of an asset not being in an SGR include:

- Safety risks (accidents per 100,000 revenue miles).
- Decreased system reliability (on-time performance).
- Higher maintenance costs; and/or.
- Lower system performance (missed runs due to breakdown).

TAMP Policy

CTS has developed this TAMP to aide in: (1) assessment of the current condition of capital assets; (2) determine what condition and performance of its assets should be (if they are not currently in a state of good repair); (3) identify the unacceptable risks, including safety risks, in continuing to use an asset that is not in a state of good repair; and (4) deciding how to best balance and prioritize reasonably anticipated funds (revenues from all sources) towards improving asset condition and achieving a sufficient level of performance within those means.

Agency Overview

Clallam Transit System (CTS) provides Fixed-route Service, Microtransit Service, Paratransit Service, and Rideshare (Vanpool) programs to over 820,000 passengers annually within the benefit area. CTS manages an extensive core inventory of vehicles and capital assets, including the following:

- 38 Fixed-route buses.
- 4 Microtransit Vehicles
- 20 Paratransit Vehicles.
- 26 Vanpool Vans.
- A central base of operations consisting of an administration, operations, vehicle storage, and refueling maintenance facility.
- A transit center centrally located in the downtown core of Port Angeles, Washington.
- A transit center centrally located in the downtown core of Sequim, Washington.
- A transit center centrally located in Forks, Washington.

Operating Environment

Local conditions have a direct impact on the level or frequency of preventative/preservative maintenance required for vehicles. Local conditions such as service design, topography, weather, and standard procedures must be considered when developing programs to maintain vehicles.

Service Design

- Rural service. Fixed-route, ADA paratransit service and demand response in some areas.

- Due to our topography and service area of 1,753 square miles, our average speed is medium to high with some vehicles traveling up to 75,000 miles per year.

Topography

- Clallam County occupies a long and narrow area in the most northwestern corner of Washington State. Encompassing part of the Olympic Peninsula, the county includes 1,738 square miles of mostly forested and mountainous land. We are bordered by the Straits of Juan de Fuca, a body of salt water directly to the north, and the Pacific Ocean immediately to the west. The Olympic Mountain range borders the majority of the south boundary. Our operations take us from in-town stop-and-go service to longer distance routes that travel up to 73 miles one way with infrequent stops.
- The terrain is relatively flat east and mid county. As we travel toward the west end of our service area, the roads have more curves, with some grades and narrowed right-of-way. The west end roads often have more potholes or deterioration from moisture and are more difficult for highway departments to maintain and can occasionally be challenging for transit operations.

Weather

- Most of the year we experience rainy conditions. During the winter months, ice or snow on roadways and sand and/or deicer can be expected along with precipitation. Adjustments must be made during routine maintenance to prevent premature corrosion to our assets.

SECTION 1: INTRODUCTION & APPLICABILITY

CTS is committed to operating a public transportation system that offers reliable, accessible, and convenient service with safe vehicles and facilities. Transit Asset Management (TAM) is an administrative management process that combines the components of investment (available funding), rehabilitation and replacement actions, and performance measures with the outcome of maintaining publicly owned assets in a state of good repair (SGR).

CTS is currently operating as a defined *Tier II* transit provider in compliance with (49 CFR § 625.45 (b)(1)). Tier II transit providers are those transit agencies that do not operate rail fixed-guideway public transportation systems and have either 100 or fewer vehicles in fixed-route revenue service during peak regular service, or have 100 or fewer vehicles in general demand response service during peak regular service hours.

This TAMP provides an outlay of how CTS will assess, monitor, and report the physical condition of assets utilized in the operation of the public transportation system. CTS's approach to accomplish SGR includes the strategic and systematic process of operating, maintaining, and improving physical assets, with a focus on both engineering and economic analysis based upon quality of information, to identify a structured sequence of maintenance, preservation, repair, rehabilitation, and replacement actions that will achieve and sustain a desired state of good repair over the lifecycle of the assets at a minimum practicable cost. This document shall cover a "horizon period" of time beginning with the adoption of the plan by a CTS Board action in May of 2018 and ending four years later in Federal Fiscal Year (FFY) 2021. This TAMP shall be amended during the four-year horizon period when a significant change to staff, assets, and/or operations has occurred.

The Accountable Executive

Each transit provider receiving Federal Transit Administration (FTA) and/or Washington State Department of Transportation (WSDOT) funding shall designate an "Accountable Executive" to implement the TAMP. The Accountable Executive shall be the CTS General Manager. The Accountable Executive must balance transit asset management, safety, day-to-day operations, and expansion needs in approving and carrying out the TAMP.

The Accountable Executive shall be responsible to ensure the development and implementation of the TAMP, in accordance with § 625.25 (*Transit Asset Management Plan requirements*). Additionally, the Accountable Executive shall be responsible to ensure the reporting requirements, in accordance with both § 625.53 (*Recordkeeping for Transit Asset Management*) and § 625.55 (*Annual Reporting for Transit Asset Management*) are completed. Furthermore, the Accountable Executive shall approve the annual asset performance targets; TAMP document, and SGR Policy and goals. These required approvals shall be certified annually by the Accountable Executive, approved by the Board, and provided to WSDOT with all Federal and state certifications and assurances.

TAMP Elements

As a Tier II public transportation provider, CTS has developed and implemented a TAMP containing the following elements:

- (1) Asset Inventory Portfolio: An inventory of the number and type of capital assets to include: Rolling Stock, Facilities, and Equipment. (Attachments 1-4)
- (2) Asset Condition Assessment: A condition assessment of those inventoried assets for which CTS has direct ownership and capital responsibility. (Attachment 5)
- (3) Decision Support Tools & Management Approach: A description of the analytical processes and decision-support tools that CTS uses to estimate capital investment needs over time and develop its investment prioritization. (Attachment 8)
- (4) Investment Prioritization: CTS's project-based prioritization of investments, developed in accordance with § 625.33.

Definitions

Accountable Executive: A single, identifiable person who has ultimate responsibility for carrying out the safety management system of a public transportation agency; responsibility for carrying out transit asset management practices; and control or direction over the human and capital resources needed to develop and maintain both the agency's public transportation agency safety plan, in accordance with 49 U.S.C. 5329(d), and the agency's transit asset management plan in accordance with 49 U.S.C. 5326.

Asset Category: A grouping of asset classes, including a grouping of equipment, a grouping of rolling stock, a grouping of infrastructure, and a grouping of facilities.

Asset Class: A subgroup of capital assets within an asset category. For example: buses, trolleys, cutaway vans, and vans are all asset classes within the rolling stock asset category.

Asset Inventory: A register of capital assets, and information about those assets.

Capital Asset: A unit of rolling stock, a facility, a unit of equipment, or an element of infrastructure used for providing public transportation.

Decision Support Tool: An analytic process or methodology: (1) To help prioritize projects to improve and maintain the state of good repair of capital assets within a public transportation system, based on available condition data and objective criteria; or (2) To assess financial needs for asset investments over time.

Equipment: An article of nonexpendable, tangible property having a useful life of at least one year.

Exclusive-Use Maintenance Facility: A maintenance facility that is not commercial and is either operated by a transit provider or used for servicing their vehicles.

Facility: A building or structure that is used in providing public transportation.

FFY: Federal Fiscal Year (last day of September – first day of October)

Full Level of Performance: The objective standard established by FTA/WSDOT for determining whether a capital asset is in a state of good repair.

Horizon Period: The fixed period of time within which a transit provider will evaluate the performance of its TAM plan. FTA standard horizon period is four years.

Implementation Strategy: A transit provider's approach to carrying out TAM practices, including establishing a schedule, accountabilities, tasks, dependencies, and roles and responsibilities.

Infrastructure: The underlying framework or structures that support a public transportation system.

Investment Prioritization: A transit provider's ranking of capital projects or programs to achieve or maintain a state of good repair. An investment prioritization is based on financial resources from all sources that a transit provider reasonably anticipates will be available over the TAM plan horizon period.

Key Asset Management Activities: A list of activities that a transit provider determines are critical to achieving its TAMP goals.

Life-Cycle Cost: The cost of managing an asset over its entire life.

Participant: A Tier II provider that participates in a group TAMP.

Performance Measure: An expression based on a quantifiable indicator of performance or condition that is used to establish targets and to assess progress toward meeting the established targets (e.g., a measure for on-time performance is the percent of trains that arrive on time, and a corresponding quantifiable indicator of performance or condition is an arithmetic difference between scheduled and actual arrival time for each train).

Performance Target: A quantifiable level of performance or condition, expressed as a value for the measure, to be achieved within a time period required by the Federal Transit Administration (FTA).

Public Transportation System: The entirety of a transit provider's operations, including the services provided through contractors.

Public Transportation Agency Safety Plan: A transit provider's documented comprehensive agency safety plan that is required by 49 U.S.C. 5329.

Recipient: Means an entity that receives Federal financial assistance under 49 U.S.C. Chapter 53, either directly from FTA or as a subrecipient.

Rolling Stock: A revenue vehicle used in providing public transportation, including vehicles used for carrying passengers on fare-free services.

Service Vehicle: A unit of equipment that is used primarily either to support maintenance and repair work for a public transportation system or for delivery of materials, equipment, or tools.

State of Good Repair (SGR): Condition in which a capital asset is able to operate at a full level of performance.

Subrecipient: An entity that receives Federal transit grant funds indirectly through a State or a direct recipient.

TERM Scale: The five (5) category rating system used in the Federal Transit Administration's Transit Economic Requirements Model (TERM) to describe the condition of an asset: 5.0—Excellent, 4.0—Good; 3.0—Adequate, 2.0—Marginal, and 1.0—Poor.

Tier I Provider: A recipient that owns, operates, or manages either: (A) one hundred and one (101) or more vehicles in revenue service during peak regular service across all fixed-route modes or in any one non-fixed route mode, or (B) rail transit.

Tier II Provider: A recipient that owns, operates, or manages: (A) one hundred (100) or fewer vehicles in revenue service during peak regular service across all non-rail fixed route modes or in any one non-fixed route mode, (B) a subrecipient under the 5311 Rural Area Formula Program, or (C) any American Indian tribe.

Transit Asset Management (TAM): The strategic and systematic practice of procuring, operating, inspecting, maintaining, rehabilitating, and replacing transit capital assets to manage their performance, risks, and costs over their life cycles, for the purpose of providing safe, cost-effective, and reliable public transportation.

Transit Asset Management Plan (TAMP): A plan that includes an inventory of capital assets, a condition assessment of inventoried assets, a decision support tool, and a prioritization of investments.

Transit Asset Management (TAM) Policy: A transit provider's documented commitment to achieving and maintaining a state of good repair for all of its capital assets. The TAM policy defines the transit provider's TAM objectives and defines and assigns roles and responsibilities for meeting those objectives.

Transit Asset Management (TAM) Strategy: The approach a transit provider takes to carry out its policy for TAM, including its objectives and performance targets.

Transit Asset Management (TAM) System: A strategic and systematic process of operating, maintaining, and improving public transportation capital assets effectively throughout the life cycle of those assets.

Transit Provider (Provider): A recipient or subrecipient of Federal financial assistance under 49 U.S.C. Chapter 53 that owns, operates, or manages capital assets used in providing public transportation.

Useful life: Either the expected life cycle of a capital asset or the acceptable period of use in service determined by FTA.

Useful Life Benchmark (ULB): The expected life cycle or the acceptable period of use in service for a capital asset, as determined by a transit provider, or the default benchmark provided by FTA.

State of Good Repair (SGR) Standards Policy

The CTS SGR policy is as follows:

A capital asset is in a state of good repair (SGR) when each of the following objective standards is met:

- (1) If the asset is in a condition sufficient for the asset to operate at a full level of performance.
An individual capital asset may operate at a full level of performance regardless of whether or not other capital assets within a public transportation system are in an SGR.
- (2) The asset is able to perform its manufactured design function.
- (3) The use of the asset in its current condition does not pose an identified unacceptable safety risk and/or deny accessibility; and
- (4) The assets life-cycle investment needs have been met or recovered, including all scheduled maintenance, rehabilitation and replacements (ULB).

The TAMP allows CTS to predict the impact of its policies and investment justification decisions on the condition of its assets throughout the asset's life cycle and enhances the ability to maintain a SGR by proactively investing in an asset before the asset's condition deteriorates to an unacceptable level.

CTS shall establish annual TAMP goals, which are separate from annual SGR performance goals, based upon tangible criteria related to asset performance. TAM goals include monitoring the following criteria:

- Safety risks (Measure of accidents per 100,000 revenue miles by mode, no more than 1);
- System reliability (On-time performance by mode, 95% goal);
- Maintenance resources (Number of vehicles out of service for 30 or more days, by mode); and
- System performance (Missed runs due to major breakdown as a percentage of total runs by mode, no more than ten (10) in a 30-day period).

CTS believes that TAMP implementation and monitoring provides a framework for maintaining SGR by considering the condition of its assets in relation to the local operating environment. CTS has developed its SGR policies to account for the prevention, preservation, maintenance, inspection, rehabilitation, disposal, and replacement of capital assets. The goal of these policies is to allow CTS to determine and predict the cost to improve asset condition(s) at various stages of the asset life cycle, while balancing prioritization of capital, operating and expansion needs. The two foundational criteria of SGR performance measures are *Useful Life Benchmark (ULB)* and *Condition*.

Useful Life Benchmark

The Useful Life Benchmark (ULB) is defined as the expected lifecycle of a capital asset for a particular transit provider’s operating environment, or the acceptable period of use in service for a particular transit provider’s operating environment. ULB criteria are user defined, taking into account a provider’s unique operating environment (service frequency, weather, and geography). CTS management has established SGR goal at 90 percent and a ULB for the fleet as described in the following table:

Vehicle Category	FTA Minimal Useful Life	CTS ULB
Support Vehicles – Standard	No Criteria	8 years / 150,000 miles
Support Vehicles – Specialty	No Criteria	18 years / 150,000 miles
Van – Vanpool	4 years / 100,000 miles	6 years / 150,000 miles
Van – Special Service	4 years / 100,000 miles	8 years / 150,000 miles
Cutaway Under < 30 feet	5 years / 150,000 miles	8 years / 225,000 miles
Heavy-duty Under < 30 feet	10 years / 350,000 miles	10 years / 350,000 miles
Body on Chassis Over > 30 feet	9 years / 250,000 miles	9 years / 250,000 miles
Heavy-duty 30, 35 & 40 feet	12 years / 500,000 miles	12 years / 500,000 miles
Heavy-duty 45-foot OTR	12 years / 500,000 miles	15 years / 650,000miles

Condition Assessment

The physical condition of an asset is rated as an SGR performance measure because it is a direct reflection of the asset’s ability to perform its intended function. As part of the TAMP SGR Standards, CTS requires each asset and facility meeting FTA/WSDOT TAMP criteria to have a physical condition assessment conducted on an annual basis (at minimum), where applicable. The condition assessment uses a rating scale to rate the current physical appearance, maintenance requirements, safety, and accessibility of an asset “as it currently sits”. See Section 3 for more information on condition assessments.

SGR Performance Measures & Targets

SGR performance measures combine the measures of ULB and physical condition to create performance measures from which asset performance targets can be derived on an annual basis. These performance measures are directly related to asset lifecycle (ULB & condition) and maintenance needs. By the time an asset meets or exceeds its assigned ULB, it should have reached its prescribed mileage, maintenance, and condition requirements. Further information related to annual SGR targets can be found in Section 6. FTA/WSDOT defined SGR performance measures include:

- Rolling Stock: (Age and Condition) the SGR performance measure for rolling stock is the percentage of revenue vehicles (fixed route, paratransit and vanpool) within a particular asset class that have either met or exceeded their ULB. The condition performance measure is the percentage of vehicles that score below 3.0 using the WSDOT Asset Condition Rating.

- Equipment (non-revenue service vehicles): (Age) The SGR performance measure applies to non-revenue service vehicles. The SGR performance measure for non-revenue, support-service and maintenance vehicle equipment is the percentage of those vehicles that have either met or exceeded their ULB.
- Facilities: (Condition) the SGR performance measure for facilities is the percentage of facilities within an asset class that score below 3.0 using the WSDOT Asset Condition Rating.

SECTION 2: ASSET INVENTORY PORTFOLIO

The following capital asset items that CTS owns, operates, and has a direct capital responsibility included in the TAMP asset inventory are comprised of: Rolling Stock, Equipment, and Facilities. CTS is not a grantee that operates passenger rail service. Therefore, CTS does not have any associated rail infrastructure in its asset portfolio.

CTS utilizes internal spreadsheet reports, Avail Technologies Inc., Enterprise Transit Management Software (ETMS), and physical accounting practices to maintain inventory, schedule maintenance, and track the condition of assets. Assets are inventoried and tracked by entering data into the ETMS system on a daily basis. Additionally, asset inventories for various oversights, reporting, and accountability are updated periodically or when a change to fleet data is needed. The CTS Maintenance Department utilizes the ETMS system to track and schedule fleet and facility maintenance.

Rolling Stock

Rolling stock is all CTS owned and operated revenue service vehicles used in the providing public transportation. CTS does not utilize or operate any third-party rolling stock assets. The following required data fields are maintained for each rolling stock asset (public transit vehicle):

Asset Description	Classification
Vehicle Type	Last Maintenance Performed
Vehicle Title Ownership	Expected Useful Life
Mileage	Expected Useful Miles
VIN Number	Useful Life Benchmark (ULB)
Manufacturer	Anticipated Replacement or Rehab Year
Year Built/In Service Date/Age	License Plate
Reported Condition Assessment	Gross Vehicle Weight
Purchase Cost	Vehicle Features
Purchase Date	Capacity: Seating/Standing/Wheelchair
Purchase Status (New/Used)	Length of Vehicle
Purchase Source (Dealer/Vendor)	Current Status of Vehicle
Fuel Type	Make/Model
Disposition Date, Cost & Buyer	Grant Source Used for Purchase
Grant Number	SGR Status

CTS operates fixed-route bus; paratransit service, and vanpool programs. The fixed-route bus service fleet inventory consists of 38 heavy coaches (Attachment 1).

CTS paratransit service fleet inventory consists of 20 cutaway vehicles (Attachment 2).

CTS Rideshare (Vanpool) program fleet inventory consists of 26, 15-passenger vans (Attachment 3).

Equipment

Equipment evaluated per FTA/WSDOT requirements in this TAMP includes service vehicles, regardless of value, and any CTS owned equipment with a cost of over \$50,000 in acquisition value. Equipment includes non-revenue service

vehicles that are primarily used to support maintenance and repair work for a public transportation system, supervisory work, or for the delivery of materials, equipment, or tools. All non-revenue service vehicle equipment assets are owned and operated by CTS under explicit CTS policy guidance.

Equipment: Non-Revenue Service Vehicles

CTS operates 14 non-revenue service vehicles in its daily operations (Attachment 4). These vehicles are a mixture of operations, administration, and maintenance service vehicles.

All non-revenue vehicles owned by CTS are maintained and tracked in the same manner as revenue vehicles using the ETMS system program. The following required data fields are maintained for each non-revenue service vehicle equipment asset:

External Vehicle ID	SGR Status
Asset Description	Classification
Vehicle Type	Last Maintenance Performed
Vehicle Title Ownership	Expected Useful Life
Mileage	Expected Useful Miles
VIN Number	Useful Life Benchmark (UBL)
Manufacturer	Anticipated Replacement or Rehab Year
Year Built/In Service Date/Age	License Plate
Reported Condition Assessment	Gross Vehicle Weight
Purchase Cost	Vehicle Features
Purchase Date	Capacity: Seating
Purchase Status (New/Used)	Length of Vehicle
Purchase Source (Dealer/Vendor)	Current Status of Vehicle
Fuel Type	Storage Location
Make/Model	Disposition Date, Cost & Buyer
Grant Source Used for Purchase (State/Federal %)	Grant Number
Book Value	

Equipment: At or Over \$50,000 in Acquisition Value

Equipment is any CTS owned asset item (single line item or group) with a cost at or over \$50,000 in acquisition value. Equipment includes items that are utilized in providing public transportation service. CTS does not utilize or operate any third-party equipment assets. All equipment assets are owned and operated by CTS.

In the provision of operating a public transportation system, CTS utilizes key equipment elements that have an acquisition value of \$50,000 or more (Attachment 5). These equipment elements are all part of the Facility asset class, which includes the Operations/Administration and Maintenance buildings, the Gateway Transit Center, the Sequim Transit Center, and the Forks Transit Center, and may include sub-components added to various facilities (e.g. vehicle lifts, systems, etc.).

In addition to the TAMP, the following required data fields are maintained for each non-vehicle equipment asset with an acquisition value of \$50,000 or more:

Type	Book Value (if applicable)
Asset Tag (if applicable)	Location
Description	Acquisition Date
Status	Purchase Source
Age	Cost
Condition	Item Serial Number (if applicable)
Rehabilitation Year	Model
Replacement Year	Grant Source Used for Purchase (State/Federal %)

Vendor
Quantity
Units

Grant Number
Disposition Date, Cost & Buyer
SGR Status

Facilities

CTS owns and has direct capital responsibility for the following facilities:

A base facility consisting of an operations and administration building; vehicle maintenance shop building; vehicle parking areas, storage, two fueling stations, and vehicle washing and cleaning areas.

The Gateway Transit Center in Port Angeles, Washington.

The Sequim Transit Center in Sequim, Washington.

The Forks Transit Center in Forks, Washington.

In addition to the TAMP, data for facility assets is maintained and updated within the WSDOT Asset Reporting System as well as within an internal spreadsheet by the CTS Management Team, both on an annual basis. The following required data fields are maintained for each facility asset:

Asset Ownership	Build Cost
Asset Description/Name	Purchase Date
Physical Location/Address	In-Service Date
Asset Tag #	Purchase Status (New/Used)
External ID	Expected Useful Life
Classification	Landowner
Asset Type	Building Owner
Status	Facility Size
Age/Year Built	Section of Larger Facility
Reported Condition	Percent Operational
Last Maintenance	Number of Structures
Book Value	Number of Floors
Rehabilitation Year	Number of Elevators or Escalator
Replacement Year	Number of Parking Spaces (Public, Private, ADA)
Vendor/Builder	Line Number
FTA Facility Classification	LEED Certification Status
Interior (Square feet)	Features & Amenities (ADA)
Lot Size	Disposition Date, Cost & Buyer
Grant Source Used for Purchase (State/Federal %)	Grant Number
SGR Status	

SECTION 3: ASSET CONDITION ASSESSMENT

CTS evaluates the condition of its assets on an annual basis by utilizing the WSDOT Condition Assessment Tools (Attachment 9). This rating scale assigned a numerical value or rank based on the physical condition(s) presented by each individual asset throughout its life cycle. The rating scale is based on numbers one (1) to five (5), with 5 being new and 1 being poor. Assets with a rating of 2.5 or higher are considered to be in a state of good repair (SGR) per FTA/WSDOT guidance. Regardless of the SGR score and/or ULB assigned to any asset, the asset may be kept in service provided the actual condition is rated at an acceptable level, the asset is in a safe and acceptable operating condition, and all service/maintenance records clearly indicate acceptable risk, if any. All completed asset inspection forms are documented and retained for the life of the asset. Records retention is a priority for CTS.

Rolling Stock

The TAMP Rolling Stock condition assessment consists of assigning a condition rating to all rolling stock assets for which CTS owns and has a direct capital responsibility. A condition assessment ranking is not conducted in the TAMP for rolling stock assets not owned by CTS; if the rolling stock asset is owned by a third party and/or where CTS does not have a direct capital responsibility. However, for the purposes of NTD reporting (Inventory & Condition Submittal), all CTS owned and third-party owned rolling stock assets (regardless of direct capital responsibility) are assigned an asset condition rating. At the time of this writing, CTS owns and operates all fixed-route, paratransit, and vanpool rolling stock (revenue vehicles).

Equipment: Non-Revenue Service Vehicles

The TAMP Equipment condition assessment consists of assigning a Transit Economic Requirements Model (TERM) physical condition rating to all equipment that is either a non-revenue service vehicle or a non-vehicle equipment asset with an acquisition value of \$50,000 or more (individual line item or group). Furthermore, the equipment condition assessment contains only assets for which CTS owns and has a direct capital responsibility.

A condition assessment ranking is not conducted in the TAMP for equipment assets for which CTS does not own, is owned by a 3rd party, the equipment has an acquisition cost below \$50,000 (individual line item or group), or where CTS does not have a direct capital responsibility.

However, for the purposes of the National Transit Database (NTD) reporting (Inventory & Condition Submittal), all CTS owned equipment (with direct capital responsibility) that is a non-revenue service vehicle is only reported. At the time of this writing, CTS owns and operates all equipment that is either a non-revenue service vehicle or a non-vehicle equipment asset with an acquisition cost at or above \$50,000.

Equipment: Over \$50,000 in Acquisition Value (Non-Vehicle)

Facilities

The TAMP Facilities condition assessment consists of assigning a physical condition rating, based on the WSDOT Assessment Tool, to all facility assets for which CTS owns and has a direct capital responsibility. A condition assessment ranking is not conducted in the TAMP for facility assets for which CTS does not own the asset, the facility asset is owned by a third party, and/or where CTS does not have a direct capital responsibility for the facility asset.

However, for the purposes of NTD reporting (Inventory & Condition Submittal), CTS owned and third-party owned facility assets (regardless of direct capital responsibility) are included in the Facility Asset Inventory (Attachment 5). Only CTS owned facility assets with a direct capital responsibility are assigned a facility asset condition rating. At the time of this writing, CTS owns, operates, and has a direct capital responsibility for its administration/operations and maintenance buildings (co-located in a single compound), the Gateway Transit Center in Port Angeles, the Transit Center in Sequim, and the Transit Center in Forks, Washington.

Condition assessment inspections will take place in July/August of each calendar year using detailed Maintenance Inspection Checklists. The inspection of major facility components and subcomponents will be conducted by the Maintenance Manager, with results and data reported to the Accountable Executive. Facility equipment assets that have an acquisition value of \$50,000 or greater will also be included in the facility condition assessment inspection.

The process developed to assess the condition of the facilities where CTS has direct capital responsibility and ownership is as follows:

- (1) Define the facility components and sub-components.
- (2) Establish the condition assessment based on the WSDOT Asset Condition Criteria.
- (3) Conduct the assessment on an annual basis.

- (4) Calculate the overall condition by using the WSDOT Asset Rating Scale; and
- (5) Document and report the assessed condition.

In addition, CTS facility inspector(s) will gather and review the following elements before conducting a condition assessment inspection:

- Established CTS maintenance and inspection checklists.
- Inspection schedule/alignment with reporting schedule.
- Data needs.
- Warranty status and age of components; and
- Previous inspection records and historical data (review).

SECTION 4: DECISION SUPPORT TOOLS & MANAGEMENT APPROACH

Sections 4 and 5 of the TAMP are interrelated and detail the process and tools used to manage the lifecycle planning of capital public transportation assets. CTS staff within the maintenance, finance/grants, compliance, operations and safety, and executive departments utilize a variety of management practices, policies, and technology to manage, maintain, and plan throughout the life cycle of an asset. It is important to note that attachments 1-4 are designed for vehicle assessment and attachment 5 deals with Facility, real property and equipment. The latter document (Attachment 5) contains all planned capital facility investment needs for the horizon period and beyond including those under the \$50,000 reporting requirements.

Decision Support Tools

The following analytical process is in place to support investment decision-making, including project selection and prioritization. The decision support tools that CTS utilizes for asset lifecycle management and investment planning include electronic software, written policy, and well established inspection and periodic maintenance. Written policy and software programs complement each other as they contribute to asset management throughout the lifecycle, from planning and procurement to disposal (Attachment 8).

Management Approach to Asset Management

The primary management approach utilized to maintain state of good repair (SGR) is risk mitigation. This management philosophy applies risk mitigation strategies (policies and procedures) throughout the asset's life cycle, both from a maintenance perspective (breakdowns) and a safety and accessibility perspective (accidents/ADA requirements).

Throughout each asset's life cycle, CTS shall monitor all assets for unsafe and inaccessible conditions. However, identifying an opportunity to improve the safety of an asset does not necessarily indicate an unsafe condition. When CTS encounters and identifies as unacceptable safety risk associated with an asset as a result of the agency SGR and TAMP execution and monitoring methods, the asset shall be ranked with higher investment prioritization. Safety must be the agency's highest priority.

Performing an analysis of the asset life cycle at the individual asset level is just one management approach CTS uses to maintain SGR. This analysis follows the asset from the time it is purchased, placed in operation, maintained, and ultimately disposed of. The analysis is a snapshot of each asset's current status. The asset lifecycle stages consist of the following strategies:

- Acquisition Strategy (Design/Procurement)
- Maintenance Strategy (Operate/Maintain/Monitor)

- Overhaul and Rehabilitation Strategy (Rebuild)
- Replacement Strategy (Disposal)
- Risk Management Strategy (Mitigation)

SECTION 5: PRIORITIZED LIST OF INVESTMENTS

Investment Prioritization Process

CTS shall perform an investment prioritization analysis on an annual basis in order to (Attachment 5):

- (1) Determine what capital investments are needed, how much (and when), in order to maintain SGR; and
- (2) Rate and rank SGR programs and projects in order of implementation priority.

The investment prioritization analysis aids CTS in making more informed investment decisions to improve SGR of capital assets, and to define when an asset should be overhauled or replaced. The investment prioritization list is a list containing the work plan(s) and schedule(s) of proposed projects and programs that will provide assistance in SGR goal achievement efforts and a ranking of projects and programs based on implementation priority over the TAMP horizon period of four years. While CTS is committed to achieving the SGR goals, it should be understood that reaching these goals would depend on securing 100% of the funding needed through a combination of local, state, and federal assistance to perform refurbishment or replacement of any capital asset.

CTS will rank selected projects and programs to improve or manage the SGR of capital assets for which CTS has a direct capital responsibility. The ranking criteria of projects and programs shall be consistent throughout the TAMP. Priority consideration will be given to local projects and programs that: (1) both improve SGR and correct an identified unacceptable safety risk; and (2) take into consideration ADA requirements (49 CFR Part 37) for maintenance of accessible features and alteration of transit facilities. Furthermore, when developing an investment prioritization list, CTS shall take into consideration its estimation of funding levels from all sources that it reasonably expects will be available in each fiscal year during the TAMP horizon period. Funding, be it assistance from outside sources, CTS reserves, other local funds, or a combination of sources, will be a critical part of the decision-making process.

The ranking of investment prioritization programs and projects will be included in myriad documents, including the State Transportation Improvement Program (STIP), the Transit Development Plan (TDP), and the long-range planning efforts by Peninsula Regional Transportation Planning Organization (PRTPO). The CTS Management team shall prioritize investment programs and projects as a direct result of the annual TAMP and SGR performance indicator results. Each investment prioritization program or project ranked shall contain a year and/or date in which CTS intends to carry out the program or project. This output process provides a list of ranked projects and programs at the asset class level that identify assets from the asset inventory.

CTS has been successful in maintaining an up to date replacement schedule that is expected to allow the agency to maintain the SGR even with the expected delay of procurement of new vehicles. Some equipment may require unanticipated major component overhauls to reach gaps in replacement, but due to the current and relatively newer average age of fleet vehicles, SGR will be maintained by additional operating repair costs to maintain a percentage of vehicle assets that exceed the established ULB. The Rideshare (Vanpool) program growth may be delayed due to the unavailability of replacement vehicles for this mode of service.

SECTION 6: ANNUAL PERFORMANCE TARGETS & MEASURES

This section lists the process, data sources, and methodology used in the development of the FTA/WSDOT requirement of CTS to set annual SGR performance goals. As defined in Section 1, a state of good repair (SGR) is a

threshold that identifies the desired performance condition. On October 1, 2020, the Accountable Executive updated the established agency Rolling Stock Useful Life Benchmark and SGR Goal of 90 percent (Attachment 7). The annual TAM Goals for FFY 2021-2023 addressing safety risk, system reliability, resources and performance are shown in Attachment 6. The Annual Equipment SGR Goal of “4” (Facilities and related equipment) will be set and adopted upon acceptance of the TAMP document by the Board on November 16, 2022.

Specifically, an asset is in an SGR when: The condition of a capital asset is able to operate at a full level of performance. This means the asset:

- (1) Is able to perform its designed function.
- (2) Does not pose a known and/or unacceptable safety risk (Condition); and
- (3) Its lifecycle investments have been met or recovered (ULB).

WSDOT has enlisted the use of the following asset performance measure criteria for use in the development of the CTS SGR performance targets for both Rolling Stock and Facilities.

CTS shall establish one or more performance target(s) for each applicable asset class performance measure on an annual basis for the next fiscal year. The timeline for establishing SGR performance targets and measures are as follows:

CTS shall set performance targets for the next fiscal year for each asset class included in this TAMP. This performance goal shall be established on or by no later than the date of the September meeting of the CTS Board.

SGR performance targets are based on realistic expectations derived from both the most recent available data (ULB/condition), FTA performance measure criteria, and the financial resources from all sources CTS reasonably expects will be available during the TAMP horizon period for capital planning purposes. SGR performance goals for the current fiscal year shall be monitored on a quarterly basis. The Accountable Executive is required to approve each annual performance target submission to WSDOT.

SECTION 7: RECORDKEEPING & NTD REPORTING

CTS shall maintain all supporting TAMP records and documents. CTS shall make TAMP records available to Federal (FTA), State (WSDOT) and MPO entities that provide(s) funding to CTS to aid in the planning process.

CTS shall report, on an annual basis, to the FTA’s National Transit Database (NTD):

- Inventory of assets.
- SGR performance targets for the next fiscal year.
- Condition inspection assessments and performance measures of capital assets; and
- An annual narrative that provides a description of any change in the condition of the CTS transit system or operations from the previous year, and describe the progress made during the reporting year to meet the performance goals set in the previous reporting year.

Per NTD requirements and because the CTS fiscal year ends on December 31 annually, TAMP data reporting to NTD shall be completed by the CTS Finance Department by the last business day of October of each calendar year. If an NTD filing extension is required for any reason, an extension letter must be filed with NTD by October 31.

SECTION 8: UPDATES & CONTINUOUS IMPROVEMENT

The TAMP can be considered a “living document” that shall be reviewed on at least a quarterly basis, updated, and incorporated into the CTS capital/budget planning, and reporting processes. Beginning in 2018, TAMP data shall

serve as a baseline measure of asset performance management. As more data is collected, additional monitoring categories and goals may be included to support decisions based upon condition and reliability.

This document shall cover a horizon period beginning with the completion of the initial TAMP with full implementation in FFY 2018 and ending four years later on FFY 2021. This TAMP shall be amended during the four-year horizon period when there is a significant change to staff, assets, maintenance plans, and/or operations occurring at CTS. The Maintenance Manager shall report to the CTS Board any significant change to the TAMP and the Accountable Executive shall determine any action required of the Board of Directors regarding amendment and/or change to the document. Action by the CTS Board is scheduled for November 16, 2022 to specifically accept the TAMP as up to date.

SECTION 9: ZERO-EMISSION TRANSITION PLAN

In March of 2022, CTS developed a written Zero-Emission Transition Plan. This plan depicts the agency plan to transition to zero-emissions at the specific date of the document. CTS is in process of a hydrogen/electric and electric bus feasibility study to assist the agency in selecting future zero-emission technologies as CTS begins to augment its fleet to zero-emissions. This project is expected to be completed by the end of the first quarter of 2023 and one of the required tasks of the project includes an updated zero-emission transition plan for the agency. The current plan can be found in (Attachment 10) of the TAMP.

SECTION 10: CONCLUSION

The CTS Board, management team, and staff of the Clallam County Public Transportation Benefit Area firmly believe that by implementing this “*Transit Asset Management Plan*”, it will allow the transportation system to properly assess all assets with comprehensive methodology, proper planning for replacement and procurement, extensive safety evaluations, and preventative maintenance performance. It will allow CTS to exhaust every asset’s useful life and potentially preserve the asset available past SGR and/or ULB. Safe, efficient, reliable, and accessible public transportation options to our users continue to be the cornerstone of successful public transportation provided by CTS. In addition, CTS believes that by implementing this plan, the following positive “*State of Good Repair*” indicators will be a direct result:

- Limit safety risks.
- Justify investments.
- Increase system reliability and accessibility.
- Lower maintenance costs.
- Increase system performance.

In addition to and as an integral part of the CTS TAMP, CTS’s Asset Management Plan (AMP) demonstrates the processes and actions adopted to maintain CTS’s assets throughout its operating life to maximize the useful life and achieve the lowest life cycle cost of each asset by exercising a planned and in depth preventative/preservative maintenance program.

The CTS Maintenance Department is responsible for and committed to providing safe, clean and mechanically reliable vehicles (fixed-route coaches, demand response vans, paratransit, vanpools, rideshare, microtransit and staff/support vehicles) for public transit operations throughout Clallam County and one regional route serving the Bainbridge Island Ferry. It is CTS’s goal to maximize the useful life and achieve the lowest life cycle cost of each asset by exercising a planned and extensive preventative/preservative maintenance program.

Each asset is managed with the intent to achieve the following:

- Minimize degradation of wearing parts and premature failures
- Maximize the asset's life through early detection of defects
- Allow proactive intervention to minimize catastrophic failures
- Minimize operator and customer exposure to accident and injury
- Minimize agency liability when incidents occur
- Maximize service reliability

Elements necessary to provide a quality standard of service are a fleet of mechanically reliable vehicles, adequate facilities, equipment to maintain the fleet, and skilled, motivated employees. To provide reliable service, the fleet size must reflect the peak requirement including spares to cover scheduled major repair work and preventative maintenance inspections.

The Maintenance Department is also responsible for the maintenance of all CTS owned facilities and maintenance equipment within the Clallam County service area. Facilities and equipment maintenance is approached and managed with the same principals as vehicle maintenance to maximize the useful life of and achieve the lowest life cycle cost by utilizing a planned preventative/preservative maintenance program. CTS proactively maintains its main combined facility located at 830 W. Lauridsen Blvd., Port Angeles utilizing a combination of hired staff and outside contractors. CTS also cooperatively manages and maintains jointly owned facilities under contract or agreements with the City of Port Angeles, City of Forks and the City of Sequim.

Special Purpose Districts



in Washington State

Special Purpose Districts in Washington

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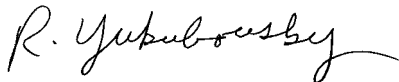
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Preface

Special districts are local governments that enable citizens to obtain a variety of services not otherwise available from a city, town, or county. Since statehood, the Washington legislature authorized more than 80 different kinds of special purpose districts through a labyrinth of statutes. There are many variations in governmental form, finance, and operation. The public may be aware of the existence of major districts such as fire or school districts, but many districts are almost invisible. Few citizens understand the richness and complexity of special districts. It is easy to get confused by the multiplicity and variety of the local government pattern.

This publication provides an overview of special purpose districts in Washington State. The intent is to remove some of the mystery, raise visibility, and create a more orderly approach to looking at special district governance. Brief summaries of the structure, function, and authority of each type of district are provided. Since each special purpose district has a unique set of statutes with many exceptions and few commonalities, it is not possible to make many general statements about the nature of special districts. The text of this publication is supplemented by additional information on MRSC's Web site at www.mrsc.org.

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Contents

1	Overview of Washington Special Purpose Districts	1
2	Special Purpose Districts Defined	3
3	Brief History of Special Purpose Districts in Washington	5
	First Special Districts	5
	1889-1939	5
	1940-1959	6
	1960-2003	6
4	Number and Types of Special Purpose Districts in Washington	9
	Number of Districts	9
	Data Sources	9
	Census of Governments Data	9
	Auditors List	9
	Department of Revenue List	10
	Trends	10
	Types of District by Service Provided	10
	Types of District Categorized by General Purpose	11
5	Pros and Cons of Special Purpose Districts	13
	Washington Legislative Reviews of Special Districts	13
	Legislative Budget Committee Report	13
	Local Governance Study Commission Report	13
	Strong Points of Special Purpose Districts	14
	Provide Services Where Needed	14
	Linkage of Costs and Benefits	14
	Responsiveness	14
	Criticism of Special Purpose Districts	14
	Proliferation of Governmental Units	14
	Accountability – Less Participation in Governance	15
	Lack of Visibility	16
	Inefficiency	16
	Lack of Regional Coordination	17
	Summary of Pros and Cons	18
6	Formation of Special Purpose Districts	19
	Petition or Resolution – Election Required	19
	Petition – No Election Required	19
	Resolution, Ordinance, or Motion – No Election Required	20
7	Governance of Special Purpose Districts	21
	Limited Purpose Corporations	21
	Districts with Elected Boards	21

Contents continued

Districts Where Legislative Body Appoints All or Majority of Governing Board	22
Districts Where Legislative Body Is Governing Board	22
Other Governing Board Composition	22
Districts Where No Governance Specified	23
8 Elections in Special Districts	25
Nonpartisan Elective Offices	25
Primary Elections	25
General Elections	25
Term of Office	25
Commencement of Term	25
9 Revenues of Special Purpose Districts	27
Property Taxed Based Revenue Sources	27
Taxing Districts in General	27
Regular Tax Levy	27
Excess Levy for Operations and Maintenance (RCW 84.52.052)	28
Benefit Assessment Districts	28
Debt and Debt Limits	28
Revenue Sources Other than Property Taxes	28
Fees and Charges	29
Local Improvement Districts	29
10 General Provisions that Apply to Special Purpose Districts	31
11 Relationship of Counties to Special Purpose Districts	33
Assessor	33
Auditor	33
County Engineer	33
Legislative Body	33
Treasurer	33
12 Dissolution of Special Purpose Districts	35
13 Summary	37
14 Bibliography	39

Appendices

Appendix 1 – Special Purpose Districts in Washington by Date of Enabling Legislation . .	A1-1
Appendix 2 – Number of Known Washington Special Purpose Districts as of April 2003 . .	A2-1
Appendix 3 – Comparative Data - Number of Special Purpose Districts	A3-1
Appendix 4 – Summary of Special Purpose District Formation and Governance	A4-1

1 Overview of Washington Special Purpose Districts

In Washington, special purpose districts are limited purpose local governments separate from a city, town, or county government. Generally they perform a single function, though some perform a limited number of functions. They provide an array of services and facilities including electricity, fire protection, flood control, health, housing, irrigation, parks and recreation, library, water-sewer service, and more recently, public transportation, stadiums, convention centers, and entertainment facilities. Special districts provide a means for citizens to obtain these services for a specific geographic area when they are not otherwise available from a city or county. Because special purpose districts are authorized by a labyrinth of statutes passed since statehood, and there are many variations in governmental form, special districts are not well understood. Some entities are well known by name, such as the Timberland Regional Library or Safeco Field where the Seattle Mariners play, but the general public probably does not know that one is a library district and the other is a public facilities district. Lesser known districts are nearly invisible to the public as units of government.

Over the years, the Washington legislature enabled more than 80 different special purpose districts.¹ Authority for some districts has been repealed, some special district statutes have consolidated, and most all have been amended to accommodate changing conditions.

Most special purpose districts exist in the unincorporated portions of counties. Many district statutes allow the inclusion of cities and towns by the passage of a resolution of their councils or by annexation. Some districts have provisions for a county-wide district where boundaries are coterminous with those of the county. A few districts have specific statutes to cover formation and operation in more than one county, while others provide for interlocal cooperation agreements.

The purpose of this paper is to provide an overview of special purpose districts in Washington. The intent is to remove some of the mystery, raise visibility, and create a more orderly approach to looking at special district governance. Brief summaries of the structure, function, and authority of each type of district are provided. Since each special purpose district has a unique set of statutes with many exceptions and few commonalities, it is not possible to make many general statements about the nature of special districts.

Little has been published on special purpose districts in Washington. The last major descriptive overview was published in 1963 by the predecessor of Municipal Research and Services.² The Local Governance Study Commission, created in 1985, published a two-part study of local governance in Washington in 1988 as part of its mandate.³ The final report contained an analysis of current problems of local governments, including special districts, with recommendations for potential solutions. Also in 1988, the Legislative Budget Committee published a limited review, mandated by Ch. 298 Laws of 1987, of the authority to create

¹The number of special district statutes may vary depending on the definition of a special district. See discussion in Chapter 2, Special Purpose Districts Defined.

²Ruth Ittner, *Special Districts in the State of Washington*, Report No. 50 (Seattle: University of Washington, Bureau of Governmental Research and Services, 1963).

³Washington State Local Governance Study Commission, *Final Report of the Local Governance Study Commission* (Olympia, 1988). 2 vol.

special districts.⁴ A more recent study of special districts is a Snohomish County issue paper on how to improve the quality and efficiency of financial services to the county's special districts dated May 2002.⁵

⁴Washington Legislative Budget Committee, *Review of Special Purpose Districts, A Report to the Washington State Legislature, August 5, 1988* (Olympia, 1988). The name of the Legislative Budget Committee was changed to the Joint Legislative Audit and Review Committee in 1996.

⁵Snohomish County Finance Department, *Special Purpose District Financial Services: Overview*, Issue Paper, May 2002 (Everett, 2002).

2 Special Purpose Districts Defined

The phrases, “special district” and “special purpose district,” are often used interchangeably, and commonly refer to limited purpose special districts, certain taxing districts, benefit assessment districts, special benefit districts, and some types of authorities. In the statutes, the terms have also been generally applied to any local government entity which is not a city, town, township, or county.

This review of Washington special purpose districts principally focuses on statutorily designated governmental units that have defined boundaries, a statutorily defined governance structure (there are exceptions), provide service or facility responsibilities, and have a designated source of funding. The Census Bureau, whose statistics are commonly cited, uses similar terms. It describes special district governments as independent, special purpose government units (other than school districts) that exist as separate entities, have substantial fiscal independence, and have administrative independence from general purpose governments or function for multiple governments. Most special district governments are established to perform a single function, but some are authorized by their enabling legislation to provide several types of services.⁶

Special purpose districts are generally created through the county legislative authority to meet a specific need of the local community. The need may be a new service or a higher level of an existing service. They are political subdivisions of the state and come into existence, acquire legal rights and duties, and are dissolved in accordance with statutory procedures. Enabling legislation sets forth the purpose of the district, procedures for formation, powers, functions and duties, composition of the governing body, methods of finance, and other provisions. The districts are usually quasi-municipal corporations though some are statutorily defined as municipal corporations.

There is no single uniform definition of a *special district* or a *special purpose district* in the Revised Code of Washington (RCW). Both terms are defined within the context of a particular title or chapter and apply only to the provisions addressed by that particular statute.⁷

Washington statutes have defined special districts as municipalities, units of local government, municipal corporations, quasi-municipal corporations, and public body corporate and politic. Washington statutes have defined special districts as municipalities, units of local government, municipal corporations, quasi-municipal corporations, and public body corporate and politic. There is no set of uniform provisions covering all special districts in Washington as there is with cities (Title 35 RCW) and counties (Title 36 RCW). In 1985 the legislature provided uniform and simplified procedures for the creation and operation of diking, drainage and flood control facilities and services stating “that it is in the public interest to clarify and standardize the laws relating to these special districts.” In 1996 the provisions for water and sewer districts were consolidated into one title, Title 57 Water-Sewer Districts.

⁶Bureau of the Census, *2002 Census of Governments*, Government Organization Vol. 1, No. 1, (Washington, D.C., 2002).

⁷For example, statutes relating to contracts for architectural and engineering services, Ch. 39.80 RCW, define a special district to include metropolitan municipal corporations organized under chapter 35.58 RCW, but the statutes relating to metropolitan municipal corporations (Ch. 35.58 RCW) define a special district as any municipal corporation of the state of Washington *other than* a city, county, or metropolitan municipal corporation.

When the legislature mandated the review of special purpose districts in 1987, it defined a special purpose district simply as any unit of local government other than a city, town, county, or school district.⁸ The term “unit of local government” is not defined. A more detailed definition of special purpose districts appears in the architectural and engineering services contracting statutes.

A special district means a local unit of government, other than a city, town, or county, authorized by law to perform a single function or a limited number of functions, and including but not limited to, water-sewer districts, irrigation districts, fire districts, school districts, community college districts, hospital districts, transportation districts, and metropolitan municipal corporations organized under chapter 35.58 RCW (RCW 39.80.020 (3)).

Washington special districts can be categorized into three types:

- (1) Districts in which the district governing body acts independently from the legislative body that creates it;
- (2) Districts created principally as a method of financing a particular service. Their governance may not be statutorily defined, or may be designated as the county legislative authority, but they are not acting as a separate body; and
- (3) Entities sometimes referred to as special districts, but which are significantly different. These include:
 - *boards of joint control* (e.g. Roza-Sunnyside Board of Joint Control (RSBOJC)) formed by irrigation districts and other entities (Ch. 87.80 RCW)
 - *legal authorities* (e.g., Grand Coulee Project Hydroelectric Authority) that are formed by interlocal agreements for the creation of separate legal or administrative entities by irrigation districts, cities, towns, and public utility districts for power generation (RCW 87.03.825 - .840);
 - *metropolitan municipal corporations* (e.g., former Municipality of Metropolitan Seattle which consolidated with King County and Snohomish County Metropolitan Municipal Corporation which is inactive) which are considered to be more general purpose type governments (Ch. 35.58 and Ch. 36.56 RCW); and
 - *operating agencies* (e.g., Energy Northwest) which are municipal corporations formed by cities and towns, authorized to engage in the business of generating and/or distributing electricity, and public utility districts (Ch. 43.52 RCW).

There are many entities in Washington called districts which are not special districts as defined by statute. Examples are federal economic development districts, the state court system’s judicial districts, and the Department of Revenue’s taxing district designations, such as mental health districts. There are special purpose districts whose name may not identify them as a special district, such as a housing authority, nor do the statutes include them in the list of special districts.⁹

Most special purpose districts in Washington derive revenues from real property assessments and are called taxing districts, but not all are taxing districts. See *Ch. 9, Revenues of Special Purpose Districts* for the financial classification of special districts.

⁸Chapter 342 Laws of 1987 Sunrise Notes, Section 43.133.020.

⁹These are generally covered by the term “units of local government.” The term is qualified with the frequently used phrase, “and including, but not limited to.”

3

Brief History of Special Purpose Districts in Washington

The creation of special purpose districts in Washington was shaped by historic events which affected the country as a whole. These included reform movements seeking public control of private monopolies, westward expansion and the development of agricultural lands, catastrophic flood damage, federal legislation, suburbanization, and the pursuit of revenue sources for special projects.¹⁰

Historically Washington's citizens have exhibited a preference for local control. The Local Governance Study Commission noted that, "Consistently, local option and control was the major driving force behind the creation of special purpose districts as a means of achieving whatever goals people had."¹¹

First Special Districts

The Washington Territorial Legislature divided counties into school districts and authorized counties to create road districts to assess a tax for road maintenance and improvements. Diking benefit districts were authorized in 1888 to help the farmers in Skagit County. The first state legislature, in 1889, provided for road districts, school districts, drainage and ditch improvements, and following California's example, Washington land owners were given the authority to form irrigation districts to help farmers raise money to build and improve irrigation works.

1889-1939

Most of the special district legislation enacted between 1889 and 1939 were to complete public works. The history of the development of diking and drainage, flood control, irrigation, ports and utility districts is documented in *Building Washington: A History of Washington State Public Works*.

Metropolitan park districts were authorized in 1907 to enable Tacoma to fund a zoo.¹² Port districts were authorized in 1911 after a long struggle to achieve public control over waterways that were essentially public. Seattle formed the first district in 1911 and became the first autonomous municipal corporation in the nation to engage in port terminal operation and commerce development.¹³

¹⁰For more history see, *History of Washington's Local Governments*, Volume I. Final Report of the Local Governance Study Commission, Washington State Local Governance Study Commission (Olympia, 1988).

¹¹Washington State Local Governance Study Commission, 21.

¹²A second metropolitan park district did not appear until the 1940s in Yakima. In 2002 the statutes were amended so that cities under 5,000 population and counties could create metropolitan park districts.

¹³Washington State Port Association, History of Ports, URL: <http://www.washingtonports.org/>

The quest to provide public power to rural areas began in the early 1920's. Private interests lobbied against public power and the creation of public utility districts. Authority to create public utility districts was finally achieved at the 1930 general election after the 1929 legislature failed to take action on a public power initiative sent to it by the people.¹⁴

In 1933 fire prevention districts were authorized for class A and first class counties. Following catastrophic floods in which emergency relief was received from the federal government, the state passed the Flood Control District Act of 1935 authorizing the formation of flood control districts to build permanent flood control works. A flood control zone act was also passed to allow state regulation of any flood control improvements.

Regional libraries were authorized in 1935. After the passage of the 1935 federal Soil Conservation Act, a model soil conservation district law was sent to each of the states for consideration. Washington enacted a soil conservation district law in 1939. Housing authorities were also authorized in 1939 after passage of the Wagner-Steagle Housing Act of 1937 which provided federal loans for low cost housing.

1940-1959

The two decades following the Depression of the 1930's saw the creation of airport, cemetery, health, hospital, sewer districts, park and recreation districts, and two more library districts. Metropolitan municipal corporations were authorized in 1957. Metros were formed in King and Snohomish counties to address regional issues, neither of which is in operation today.

1960-2003

Various ways to fund public transportation and transportation facilities emerged in the mid-1970's and continued into the 2000's. Starting in the late 1980's legislation authorized facilities to foster economic development such as public facilities districts and stadiums.

Much of the legislation enabling special purpose districts in the last twenty years has focused on methods for financing the building and operation facilities such as stadiums and ball parks, convention centers, and transit systems. Fifty percent of the legislation authorizing new special districts passed since 1990 has focused on transportation including authorization for the Puget Sound Transportation Authority (Sound Transit), the Seattle Popular Monorail Authority, the Regional Transportation Investment District (RTID) for King, Snohomish, and Pierce counties, and authority to create a ferry district for the continuance of a passenger ferry service between Vashon and Seattle if the existing state funded service is eliminated.¹⁵

Because of the tax-based funding, some municipalities favor using special districts to provide certain services, particularly library, fire protection, and park and recreation services. Some of the early special district statutes have been amended to allow a city or town to annex to a district and/or allow a city or town

¹⁴The state constitution provides that if the legislature fails to pass or act on an initiative sent to it by the people, the measure is then submitted to the voters.

¹⁵Legislation was proposed in 2003 to improve coordination among the numerous agencies responsible for transportation planning and services in the central Puget Sound region, and provide direct accountability to the voters for transportation plans and coordination.

to be included in the district at the time of formation by the passage of a resolution petitioning to be included in the district. Newer statutes provide an option for city or town inclusion at formation, or annexation at a later time.

A chronological list of the enabling legislation for special purpose districts, including a brief statement of purpose for each district appears in Appendix 1.

4 Number and Types of Special Purpose Districts in Washington

The number of operating special purpose districts varies depending on the reference source and how the term “special purpose district” is defined. Statistics cited often include taxing units used for revenue collection purposes. The number of active districts changes from year to year and is dependent on accurate reporting from the special districts. There are also statutes for which no operating districts currently exist. Special districts can be categorized by type (name) of district as designated by statute based on the kind of service provided and by the general purpose of the district set out in the statutes.

Number of Districts

There are about 1700 special purpose districts in Washington. The figure varies depending on the reporting agency. By contrast, there are only 39 counties and 281 cities.¹⁶ Washington State uses special districts to provide services to a greater degree than most states. The *2002 Census of Governments* data shows that Washington has the sixth highest number of special purpose districts of all states in the country. However, when all types of local governments (city, county, and all special purpose governments) are combined, Washington ranks 19th. See Appendix 2 for chart showing number of each type of districts.

Data Sources

Census of Governments Data

The *2002 Census of Governments* uses specific criteria to identify units of local government of its survey.¹⁷ Excluded from the *Census of Governments* count of special districts are weed control, pest control, conservation, health, public facilities, roads and bridges service, shellfish protection, television assessment districts and those districts created principally for funding purposes. School districts are accounted for separately. Tribal housing authorities, legal authorities, and operating agencies are also counted. According to the Census Bureau there were 1469 (including school districts) special districts in Washington in 2002.

Auditors List

The State Auditor maintains a list of districts for audit purposes. At the end of 2002, it listed 1710 special purpose districts including school districts. Though there are statutory provisions for annual notification by county auditors of new or dissolved districts, the State Auditor does not always receive the updated information.¹⁸

¹⁶The *2002 Census of Governments* lists 35,052 special district governments, 13,506 school district governments, 3,034 county governments, 19,429 municipal governments, and 16,504 township governments in the United States.

¹⁷The summary definition is, “A government is an organized entity which, in addition to having governmental character, has sufficient discretion in the management of its own affairs to distinguish it as separate from the administrative structure of any other governmental unit.”

¹⁸RCW 36.96.090 provides for the filing of an annual statement by special purpose districts to the county auditor by December 31st of each year. The county auditor then forwards a summation of the information to the state auditor for each special purpose district located wholly or partially within the county by January 31st.

Department of Revenue List

The number of taxing districts, as reported by the Department of Revenue, is often used to assess trends in the growth of governmental units. The Bureau of Governmental Research and Services' 1963 report acknowledged that the number of code areas and separate taxing districts did not agree with the number of governmental units, but these numbers were the only numbers available to track trends. The Department of Revenue prepares an annual summary of *Taxing Districts by County*. Currently, however, it only includes 25 of the 56 taxing districts, and this list contains inactive districts. The districts may remain a tax code area until the department is formally notified of the district's dissolution.

Trends

Across the United States there has been an increase in formation of special districts. The Census Bureau reported that the number of special districts in the United States increased by 1.1 percent between 1997 and 2002. During this period the number of special districts in Washington decreased by 2.6 percent (1202 districts in 1997 to 1173 districts in 2002). Washington's 296 school districts are not included in these figures.

Over the past 40 years some types of special purpose districts in Washington have increased, such as fire protection, public hospital, and cemetery districts while others, conservation districts and diking and drainage districts, have decreased through dissolutions and mergers. Some types of districts are concentrated in a few counties, for example, Kitsap and Grant counties have 22 of the 76 port districts. A number of special districts such as public facilities districts, mosquito control districts, and library districts, may include cities and counties in their boundaries. Many fire districts provide services to cities and towns either through interlocal contracts, functional consolidations, or the annexation of the city to the district. Most of the library districts have some form of regionalized service either through city annexations or interlocal contracts for library services. A comparative list of districts by county appears in Appendix 2.

Types of District by Service Provided

Special districts are codified in the statutes by the name given to the district and the services it is authorized to provide. Some special purpose districts have a separate set of statutes for specific conditions. For example, there are five separately named library districts, there are provisions for 7 diking and drainage districts, 7 districts relate to mass transportation, and there are 4 types of flood districts. If the 58 special district statutes with statutorily defined governing boards were grouped by type of district, there would be 27 basic types of districts.¹⁹

¹⁹See *Special Purpose Districts by Type* on MRSC's Web site.

Types of District Categorized by General Purpose

If all the special purpose district statutes were categorized by the general purpose or function of the district set out in the statutes, they could be condensed into 11 functional categories.²⁰ Those functional categories are agriculture (8 types of districts), economic development (6 types of districts), education (2 types of districts), environmental protection (13 types of districts), health (5 types of districts), housing (2 types of districts), library services (6 types of districts), public safety (2 types of districts), recreation (4 types of districts), transportation (14 types of districts), and public utility services (8 types of districts). Some of these districts have multiple powers.²¹

²⁰The *Census of Governments* includes in its classification of special district governments and sub county subordinate agencies and areas. It lists functional classifications of educational services (education and libraries), social services (hospitals, health, and welfare, transportation (highways, air transportation, parking facilities, water transport and terminals), environment and housing (drainage and flood control, soil and water conservation, parks and recreation, housing and community development, sewerage, solid waste management), utilities (water supply, electric power, gas supply, and public transit), fire protection, cemeteries, industrial development and mortgage revenue, and multiple function districts (natural resources and water supply, sewerage and water supply, and other). While there is some overlap, we have used a different set of categories to classify Washington special purpose districts.

²¹See Special Purpose Districts Grouped by Function on MRSC's Web site.

5

Pros and Cons of Special Purpose Districts

The value of special districts as a separate governmental form has been debated in many states. Critics question whether there are too many districts and whether they are accountable. Advocates favor providing focused services that respond to special needs and give local control. Florida recognized the advantages of special district services to address its growing public service needs when it passed the Uniform Special District Accountability Act in 1989: a uniform set of statutes to govern special districts and provide accountability. California, the state with the most special districts, has wrestled with policy issues for a number of years. The state offers its citizens a guidebook, *What's So Special About Special Districts? A Citizen's Guide to Special Districts in California*, to aid their understanding of special district government. The introduction notes that special districts are celebrated as the best example of democracy, cursed as the worst form of fragmented government, and are generally misunderstood even by the experts.²²

Washington Legislative Reviews of Special Districts

Legislative Budget Committee Report

In 1987 the Washington legislature mandated the Legislative Budget Committee, in cooperation with other committees, to review the authority to establish special districts and to make recommendations for their continuation, modification and termination. The committee focused on a sample of special purpose districts in Thurston and Skagit counties. The review was to determine whether special purpose districts were operating in accordance with legislative intent, whether they were needed to provide services, and whether they were functioning in an efficient manner. The committee concluded that special districts appeared to operate within the intent of the authorizing legislation, they appeared to fulfill a need by providing services to their citizens, and the services appeared to be effective. It noted that some of the services could be provided by other governments, but the other governments were not interested in providing the services. Without detailed study, it was not possible to determine whether the services were being delivered efficiently. While there appeared to be close informal coordination between county administrators and district personnel on matters of mutual interest, the absence of long-range planning for special district services was noted. Finally the Committee pointed out that there were few formal mechanisms in place to promote coordination of services between like districts and no county-wide oversight mechanism for evaluating efficiency and effectiveness of special district operations.²³

Local Governance Study Commission Report

In its 1988 report, the Washington State Local Governance Study Commission noted that special districts have served an important purpose in the last 50 years, but concluded that the lack of coordination between districts and general purpose governments has impeded growth planning. Some districts are too small. The goals of cost-effectiveness, coordination, and accountability should have precedence for the future. In urban areas, city/special district contracts for service provision will be desirable in some cases. In others, cities should absorb special purpose districts. Smaller districts should be consolidated with other districts or absorbed by cities. It further recommended that new types of special purpose districts should not be

²²California Senate, Local Government Committee, *What's So Special About Special Districts? A Citizen's Guide to Special Districts in California*, 3rd ed. (Sacramento, February 2002).

²³Legislative Budget Committee, ii-iii.

authorized. Instead, general purpose governments should provide needed services. The Commission also proposed the creation of local government service agreements and the creation of a citizen review process to provide citizens with the responsibility for all decisions about future governmental forms and functions.²⁴

Strong Points of Special Purpose Districts

Provide Services Where Needed

Special districts can tailor services to citizen demand and concentrate on efficiently providing limited services. They operate to serve a specific public purpose. Depending on the type of special district, many can manage, own, operate, construct, and finance basic capital infrastructure, facilities, and services. General purpose local governments (cities and counties) provide a broad range of services such as protection of public health, safety, and welfare. Special districts, however, only provide the limited services that the community desires. Many special districts were borne of the belief that the “government that governs best governs least.” Washington values local government and the legislature created the tools that were needed to provide local services; there was no need to create a more complex and expensive organization if local residents only wanted and needed limited public services.

Linkage of Costs and Benefits

Special districts can directly link costs to benefits. General purpose local governments such as cities and towns levy general taxes to pay for an array of public services. Taxpayers often do not perceive that the services they receive are directly related to the amount of taxes they pay. In a special district, generally only those who benefit from district services pay for them. There is a more direct correlation between funding and services received.

Responsiveness

Special districts can be very responsive to their constituents because most special districts are geographically smaller and have fewer residents than counties and cities. This advantage, however, can be lost as regions grow and governments become more complex.

Current thinking is challenging the notion that bigger governments are more efficient, less costly, and that fragmentation of government is bad. Studies are showing that smaller governments are more efficient and democratic. While the focus of the studies is large amalgamated municipalities, at the basis is the principle of local control.²⁵

Criticism of Special Purpose Districts

Proliferation of Governmental Units

The large number of special districts has raised questions about whether so many districts are really needed. Underlying this question is a belief that local government would be more effective and efficient if there were fewer units of government. Advocates believe that many of the districts should be consolidated. While a

²⁴Local Governance Study Commission, 30-37.

²⁵Robert L. Bish, *Local Government Amalgamations: Discredited Nineteenth-Century Ideals Alive in the Twenty-First*, Commentary No. 150 (Toronto: C.D. Howe Institute, 2001).

number of consolidations and mergers have taken place, they are often difficult to execute because the governments must relinquish power and authority.

The concern for the proliferation of special districts was addressed by the 1987 Washington Legislature by the passage of the Sunrise Act, Ch. 43.133 RCW, which provided for sunrise notes on the expected impact of bills and resolutions that authorize the creation of new types of special purpose districts. The need to reduce the number of special districts was also addressed in the Local Governance Study Commission in its final recommendations.

California provides an illustration of the policy debate. In 1993, California's Local Agency Formation Commissions (LAFCO) were given the authority to initiate proposals for the dissolution, consolidation, or merger of special districts. A study of special district consolidations, commissioned by the Association of California Water Agencies in 1994, concluded that: Consolidations of special districts should be undertaken cautiously on a case-by-case basis. The existing trend toward voluntary consolidation demonstrates that the governments are already capable of recognizing areas where benefits can be gained. There is little evidence that consolidations will reduce costs or that efficiencies are created. Competition among governments is a more effective tool for creating efficiencies. And finally, that the pooling of resources often creates a new, larger organization capacity, and more options for service provision, but these must be weighed against the reduction of citizen access to government and of citizen representation which accompany government mergers.²⁶

In its 2000 study of California special districts, the state's Little Hoover Commission noted that LAFCOs had not been very effective in promoting reorganizations as intended. It cited the 1997 Commission on Governance for the 21st Century recommendations that the statutes be amended to declare that single purpose agencies have a legitimate role in local governance, while recognizing that multi-purpose agencies may be the best mechanism for service provision, particularly in urban areas.²⁷

Accountability – Less Participation in Governance

Fewer voters participate in the election of special district officers, making the districts a less representative form of government. The 1988 Washington Legislative Budget Committee report noted that a sizeable percentage of special district races were uncontested. The timing of an election and the scope of the ballot makes a significant difference in voter participation.²⁸ An odd-year general election with only local taxing district offices at stake will have lower voter participation rates than an even-year general election with state offices at stake. Elections with the U.S. President on the ballot will have the highest voter participation rates. Mail ballot elections have greater voter participation than poll elections.²⁹

²⁶Stephen P. Morgan and Jeffrey I Chapman, *Special District Consolidations: A Research Study for the Association of California Water Agencies, Executive Summary* (Los Angeles: University of Southern California, 1994).

²⁷California, Little Hoover Commission, *Special Districts: Relics of the Past or Resources for the Future?* (Sacramento, 2000), 16.

²⁸All districts except conservation districts, public utility districts, and those requiring property ownership as prerequisite to voting, such as diking and drainage districts, follow the general election laws.

²⁹Observation shared by Election Administrator, Franklin County Auditor's Office.

An illustration of low voter participation, though an extreme example, is the 2003 Thurston Conservation District election. The election of conservation district supervisors is set by statute to be in the first quarter of the year. The election was held on February 25, 2003. Of 123,782 registered voters in the county only 303 cast ballots.³⁰

Lack of Visibility

The 1963 Bureau of Governmental Research publication observed that few citizens are aware of, or understand the operation of special districts. The multiplicity and variety of special districts within a local area can be confusing. Those concerns were echoed in the 1988 Local Governance Study Commission report. Citizens have a hard time determining which government is responsible for providing certain services and who is in charge when separate special districts provide water, sewer, parks, library, and fire protection services to a community. The narrow and technical nature of a district's activities often result in a special district's low visibility until a crisis arises.

The Internet is seen as one of many ways to make the activities of special districts more visible to the public.³¹ Though many of Washington's larger special purpose districts have Internet sites, linkage between cities, towns, counties and special purpose districts is often lacking. A citizen can go to a city or county site and view the services it provides, but if a service is being provided to citizens by a special district there is often no reference. Or, in some instances there is a link, but neither of the local governments make it clear that the service provider is a special purpose government.

Inefficiency

The 1988 Local Governance Study Commission report noted that cities, counties and special districts were all providing services that result in duplication of cost and lack of coordination when two service providers were providing similar services close to each other. This can also create competition and conflict between special districts and general purpose governments over property tax based revenue resources. Many districts are small and may lack the financial and professional resources necessary to carry out their missions in a fiscally prudent manner. Some states have experienced problems with special districts becoming over extended and ultimately insolvent, leaving the public liable and services undelivered.³²

³⁰“Conservation District Wants to Attract Voters,” *The Olympian*, 23 February 2003, and Thurston County Auditor Election Department, Election Results, URL: <http://www.co.thurston.wa.us/>.

³¹California, Little Hoover Commission, 27.

³²A recent Washington Superior Court ruling against the Holmes Harbor Sewer District placed ULID bonds offered by the district in default. The district was found to have issued bonds to build a facility outside its boundaries without legal authority to do so. The district was also cited by the state auditor for a number of violations of state law in addition to lacking the authority to sell the bonds.

Lack of Regional Coordination

Coordination between special districts and general purpose governments is often lacking, especially with regard to regional planning. The Washington Growth Management Act requires counties and cities to work together but does not place the same obligation on all special districts.³³ Planning advocates have sought remedial legislation to require special districts to prepare plans and actions that are consistent with regional, county and city comprehensive plans. State law does require or encourages coordination by some districts by virtue of the type of service provided. Examples include:

- **Solid Waste Management** – Solid Waste Collection Districts require approval of a coordinated, comprehensive solid waste management plan (RCW 36.58A.010). Solid Waste Disposal District disposal sites must be included within a comprehensive solid waste plan (RCW 36.58.040).
- **Flood Control Management** – Comprehensive flood control management plans shall be developed by counties with the full participation of officials from the city, town, or a special district subject to chapter 85.38 RCW, including conservation districts and appropriate state and federal agencies (RCW 86.12.210).
- **Sewer and Water Systems** – There are comprehensive plan requirements to coordinate provisions of county sewer or water general plans; any public utility district which operates and maintains a sewer or water system; any sewer, water, diking, or drainage district; any diking, drainage and sewerage improvement district; and any irrigation district (RCW 36.94.040; RCW 57.16.010; and RCW 70.116.050).
- **Public Transportation** – County public transportation authorities must adopt a public transportation plan (RCW 36.57.070; RCW 36.57A.030, and RCW 36.57.040). Counties with transportation authorities or transportation benefit areas must adopt and carry out a comprehensive transit plan (RCW 35.58.2794). A six-year transit plan must be consistent with GMA comprehensive plans (RCW 35.58.2795).
- **Watershed Management** – Ch. 327 Laws of 2003 removed the statutory barriers that prevent a coordinated approach to watershed management. Statutory and fiscal authority is provided so that local governments with water-related services and functions can more fully cooperate and coordinate efforts as watershed plans are adopted and implemented. Special district entities are expressly authorized to expend water-related revenues, raise water-related funds, and participate in cooperative watershed management activities.

³³The original GMA bill, SHB 2929, included a provision requiring special districts to plan in conformity with policy goals and with local government plans, but the section was vetoed because it contained exemptions for port districts and municipal airports. See “A Public Agency’s Role in GMA Planning” in *An Overview of the Growth Management Laws in Washington and Their Applicability of Local Government Agencies*, by Stephen W. Horenstein.

Summary of Pros and Cons

The experience of California and Florida may have some value for Washington. The Local Governance Study Commission wrote that “comparing Washington to other states helps to highlight the special nature of our local governance tradition. It may help us see the limits to which we can expect to borrow models from other states, and to emphasize that the redefinition of the Washington tradition will have to be accomplished within the range of its evolutionary past and potential.”³⁴

The studies mandated by the Washington State Legislature in the late 1980’s made observations and recommendations, some of which still hold true, others are no longer relevant. In the last decade a number of special districts in this state have consolidated, merged, or have created functional consolidations through interlocal agreements.

More recent statutes provide for annexations and consolidation of districts. The Interlocal Cooperation Act allows districts to cooperate on the delivery of services and provides a means for functional consolidation. The 1987 Washington Sunrise Act, Ch. 43.133 RCW provides for a review of new types of special purpose districts before they are created. For districts that become inactive, provisions exist in Ch. 36.96 RCW for their dissolution by the county legislative body.

³⁴Local Governance Study Commission, 45.

6

Formation of Special Purpose Districts

The Washington State Legislature provides authority and specifies general procedures for the formation of special districts. The majority of special purpose district governments in Washington are formed by a resolution of the legislative authority or by a petition to the county legislative authority. Almost all formations require a formal hearing to determine the need for the district, and in some instances a feasibility study is required, such as for diking districts, irrigation districts, and park and recreation service areas. The formation of a district generally requires an election to determine whether the majority of residents or landowners wish to form a district and pay taxes to receive the service. A few districts are formed after a hearing without an election. Some regular levies, all excess levies, and all bond levies must to be authorized by voters of the district. In some instances, voters cast enough ballots to form a district, but fail to pass the proposition to finance the district. The methods used to form Washington special districts are listed below. A summary of special district formation and governance for each type of district appears in Appendix 4.

Petition or Resolution – Election Required

The following special districts may be initiated by a petition or by a resolution of the legislative body and require elections:

- airport districts,
- cemetery districts,
- conservation districts,
- cultural arts, stadium, and convention districts,
- diking and drainage districts,
- fire protection districts,
- flood control districts
- irrigation and reclamation districts,
- library capital facility areas,
- library districts (*except regional libraries*),
- metropolitan park districts,
- mosquito control districts,
- park and recreation districts (including joint districts),
- park and recreation service areas,
- port districts,
- public hospital districts,
- public utility districts,
- regional transportation investment district (*method of formation different, but requires election*)
- shellfish protection districts/“clean water districts,”
- city transportation authority (*Seattle monorail*), and
- water-sewer districts.

Petition – No Election Required

The following districts can be formed by petition to the legislative body. The legislative body may form the district without an election:

- agricultural pest districts,

- air pollution control authorities (*also by motion*),
- flood control zones (*can also be formed by action of the board*),
- horticultural pest and disease board,
- public housing authorities (*also by resolution*),
- public transportation benefit areas,
- river and harbor improvement districts,
- television reception improvement districts, and
- weed districts.

Resolution, Ordinance, or Motion – No Election Required

The following special districts can be formed by action of the legislative body without an election. These include several districts formed by interlocal agreements:

- community renewal areas,
- county rail districts,
- emergency medical service districts,
- emergency service communication districts,
- ferry districts, passenger-only,
- intercounty flood control districts,
- health districts,
- public facilities districts,
- public stadium authority,
- regional library districts,
- roads and bridges service districts,
- regional transit authorities,
- solid waste collection districts, and
- solid waste disposal districts.

7

Governance of Special Purpose Districts

Of the 75 special purpose district statutes reviewed, 60 have a designated governing body, 55 have a governance structure other than the county legislative body, or have an option of an alternative under certain conditions. Eleven districts were formed principally to finance a service, have no powers of their own, and most of these are administered by the legislative body that created them. Seven of the districts have no governance designated in the statutes. There are four other governmental units, sometimes referred to as special districts, which are unique units of government that do not share the same characteristics as most other special districts. They are board of joint control (irrigation districts and others), legal authorities (irrigation districts, PUDs and others), metropolitan municipal corporations, and operating agencies (PUDs, cities, and towns). Apportionment districts, Ch. 39.88 RCW, have not been considered as they were ruled unconstitutional in *Leonard v. Spokane*, 127 Wn. 2d 195 (1995).

If more than one governmental unit is included in a district, it may be governed by interlocal contract or the statute may specify representatives from the governmental units. A list of methods for creating the governing boards appears below. A summary of the statutory references and the composition of the boards are included in the Appendix 4.

Limited Purpose Corporations

Washington statutes designate most special districts as municipal corporations or quasi-municipal corporations. As corporate entities, special districts are capable of contracting, suing and being sued, like private corporations. As “municipal” corporations, however, their functions are wholly public. Special purpose districts may be classed as “limited purpose” corporations. Their powers are limited to specified areas of jurisdiction. They can exercise only powers that are delegated to them by law either expressly, or by implication from the terms of a particular statute. Regardless of how broad the powers of a particular municipal corporation may be, its officers may exercise only those powers delegated to them by law or pursuant to law.³⁵ Most powers of a special purpose district are vested in a board of district commissioners, board of district trustees, or board of district directors.

Districts with Elected Boards

The following special districts are governed by elected boards:

- cemetery districts,
- conservation districts (*3 of 5 board members are elected*),
- diking and drainage districts (includes (a) diking districts; (b) drainage districts; (c) diking, drainage, and/or sewerage improvement districts; (d) intercounty diking and drainage districts, (e) consolidated diking districts, drainage district, diking improvement districts, and/or drainage improvement districts),
- fire protection districts,
- flood control districts,
- flood control zones (*more than 2,000 residents*),

³⁵Robert F Hauth, *Knowing the Waters: Basic Legal Guidelines for Port District Officials* (Olympia, Washington Public Ports Association, 1996), 2-3.

- irrigation districts (*includes irrigation and rehabilitation districts, legal authorities (formed by interlocal contract), reclamation and irrigation districts in reclamation areas*),
- park and recreation districts (including joint districts),
- port districts,
- public hospital districts,
- public utility districts,
- school districts,
- water-sewer districts (*including water-sewer district, water district, sewer district*), and
- weed districts (*includes inter-county regular weed districts*).

Districts Where Legislative Body Appoints All or Majority of Governing Board

The following governing boards are appointed in whole or part by the legislative bodies that created them:

- horticultural pest and disease boards,
- library districts (*inter-county rural library districts, island library districts, regional libraries, rural county library districts, and rural partial library districts*),
- mosquito control districts,
- public housing authorities,
- roads and bridges service districts, and
- television reception improvement districts (*appointed if boundaries different than county, legislative body acts as board if boundaries are same as district*).

Districts Where Legislative Body Is Governing Board

The legislative body serves as the governing board for:

- agricultural pest districts (*each commissioner represents own district*),
- county rail districts,
- ferry districts, passenger-only,
- emergency medical service districts (*or interlocal agreement*),
- emergency service communication districts,
- flood control zones (*also can be elected if more than 2000 residents*),
- park and recreation service areas (*or interlocal contract*),
- shellfish protection/“clean water” districts, and
- transportation benefit districts (*or as may be defined in an interlocal agreement*).

Other Governing Board Composition

For some districts individual governing board members are designated by statute. In some instances membership is based on population, in others it might be representatives from several governments or members with special expertise. These districts include:

- air pollution control authorities,
- airport districts (*choice of elected board or county legislative body on creation*),
- community renewal areas (*choice of board forms*),
- cultural arts, stadium and convention districts (*has both appointed and elected board members*),
- health districts,
- reclamation districts of one million acres,

- library capital improvement districts (*three legislative body members from each county*),
- metropolitan park districts (*choice of three forms of board composition on formation*),
- public facilities districts,
- public stadium authorities,
- television reception improvement districts (*appointed if boundaries different than county, legislative body acts as board if boundaries are same as district*),
- city transportation authorities (*Seattle monorail*),
- county public transportation authorities,
- public transportation benefit areas,
- regional transportation investment districts, and
- regional transit authorities.

Districts Where No Governance Specified

There are six districts where no governing structure is specified. These are not separate units of government and are administered by the legislative body that created it.

- aquifer protection areas,
- county road districts,
- flood control by counties (river improvement fund),
- industrial development districts,
- lake management districts, and
- solid waste collection districts.

8

Elections in Special Districts

Updated March 2005

Nonpartisan Elective Offices

All city, town, and special purpose district elective offices are nonpartisan (RCW 29A.52.231).

Primary Elections

All primary elections for special purpose districts, except those districts that require ownership of property within the district as a prerequisite to voting, are nonpartisan. See RCW 29A.04.311 for provisions on holding primaries at November general election. No primary is held for the office of commissioner of a park and recreation district or for the office of cemetery district commissioner (RCW 29A.52.220).

General Elections

All district general elections are held on the first Tuesday following the first Monday in November in the odd-numbered years. Exceptions are public utility districts, conservation districts, or district elections at which the ownership of property within those districts is a prerequisite to voting. These elections are held at the times prescribed in the laws specifically relating to those districts. Other exceptions to the November general election date are recall, consolidation, and special elections. See statutes for election procedures and other exceptions (RCW 29A.04.330).

Term of Office

The term of office for special district board members varies by district. They range from two to six years.

Commencement of Term

Where the ownership of property is not a prerequisite of voting, the term of incumbents shall end and the term of successors shall begin after the successor is elected and qualified. The term shall commence immediately after December 31st following the election. See statutes for exceptions (RCW 29A.20.040).

9

Revenues of Special Purpose Districts

Property Taxed Based Revenue Sources


Taxing Districts in General

Most special purpose districts in Washington derive revenues from real property assessments and are called taxing districts. However, not all taxing districts are special purpose districts, and to make it more confusing, some special purpose districts are not taxing districts. A road district is a taxing district, but it has no separate governing authority and therefore is not a special purpose government. It is basically a *taxing unit* used to collect an assessment authorized by statute. A television reception improvement district receives its revenue from an annual excise tax on television sets. It is not a taxing district. If its boundaries are less than the county, it is formed with a separate elected board and would be a special purpose government.

Taxing districts are defined in RCW 84.04.120.³⁶ They have the power to impose tax burdens upon district property in proportion to property value, as opposed to obtaining revenue for public purposes in proportion to the benefits accruing to it. The statutes classify taxing districts into senior taxing districts (the state, the county, city or town, county road, port, and public utility districts) and junior taxing districts (all others).

Regular Tax Levy

Most special purpose districts are taxing districts and receive revenues from the assessment of a property tax. Some are authorized by statute to levy a certain amount each year, subject to maximum rate limits, known as a regular levy, which provides operating expenses for the general fund. With a few exceptions, the aggregate regular levy rates of senior and junior taxing districts cannot exceed \$5.90 per thousand dollars of assessed valuation within the boundaries of any city or county (RCW 84.52.043(2)). If this limit is exceeded, the levy of at least one junior taxing district must be prorationed until the aggregate rate falls to \$5.90. The order in which levies are reduced is given in RCW 84.52.010(2).

Regular property tax levies not subject to this limit include state levies, levies for public utility districts, levies for port districts, levies for acquiring conservation futures, emergency medical service levies, low income housing levies, ferry district levies, and, under certain restrictive conditions, the 25-cent metropolitan park district levy under RCW 84.52.120. The latter five levies are, however, subject to statutory and constitutional limits that limit total regular property tax levies to one percent of true and fair value (RCW 84.52.043, Washington State Constitution, Art. VII, Sec. 2.). If that limit is exceeded, one or more of the levies must be prorationed in the order given in RCW 84.52.010(1) until the total rate is one percent. 

Special districts authorized to have *non-voted* regular levies include: cemetery districts, fire protection districts, hospital districts, library districts, metropolitan park districts, ferry districts, and flood control zone districts.

³⁶“Taxing district” shall be held and construed to mean and include the state and any county, city, town, port district, school district, road district, metropolitan park district, water-sewer district or other municipal corporation, now or hereafter existing, having the power or authorized by law to impose burdens upon property within the district in proportion to the value thereof, for the purpose of obtaining revenue for public purposes, as distinguished from municipal corporations authorized to impose burdens, or for which burdens may be imposed, for such purposes, upon property in proportion to the benefits accruing thereto.

Special districts authorized to have *voted* regular levies include airport districts; city transportation authority (Seattle monorail); cultural arts, stadium and convention districts; emergency medical services districts; park and recreation districts; and park and recreation service areas.

Excess Levy for Operations and Maintenance (RCW 84.52.052)

In addition to the regular property tax, some special districts may also impose a one-year (two for fire districts, four for school districts) levy, commonly known as an “operations and maintenance” levy. Nine special purpose districts may impose an excess levy, but not a regular levy. The excess levy requires a voter approval of 60 percent of 40 percent of those voting in the last general election (Washington State Constitution, Art. VII, Sec. 2(a)). The special districts that may be funded by an excess levy are: air pollution control authorities, county rail districts, fire districts, mosquito control districts, public facilities districts, road and bridges service districts, school districts, solid waste disposal districts, transportation benefit districts, sewer districts, and water-sewer districts.

This excess levy is not subject to the regular levy’s aggregate \$5.90 and one percent rate limits, although for some districts the statutes limit the amount that the boards can ask the voters to approve.

Benefit Assessment Districts

The Department of Revenue uses the term *benefit assessment district* to mean a district formed to provide a specific service or benefit to lands contained within its boundaries. A district’s charges are based on the benefit to property rather than value of the property. Districts that can levy a benefit assessment include diking and drainage districts, horticultural districts, irrigation districts, mosquito districts, river and harbor improvement districts, and weed districts. Fire districts may use benefit assessments in return for giving up some of their taxing authority.

Debt and Debt Limits

Most special districts, but not all, have the authority to issue general obligation debt. Except for public hospital districts, they are limited to an amount equal to $\frac{3}{8}$ percent of their assessed valuation for non-voted (councilmanic) debt and $1\frac{1}{4}$ percent of assessed valuation for voted debt. (Any non-voted debt issued counts as part of the overall $1\frac{1}{4}$ percent limit). A ballot measure to issue voted debt must be approved by 60 percent of the voters, with a turnout of at least 40 percent of the last general election. Hospital districts may issue an amount equal to $\frac{3}{4}$ percent of assessed valuation for non-voted debt and $2\frac{1}{2}$ percent for voted debt (RCW 39.36.020). The property tax that is levied to pay the debt service for voted debt is not subject to the regular levy’s \$5.90 and one percent limits (RCW 84.52.056).

Revenue Sources Other than Property Taxes

A few special purpose districts receive revenues from sources other than property tax levies. These include conservation districts, health districts, the transportation authorities and districts, television reception improvement districts, shellfish protection districts, and emergency service communication districts. Conservation districts may assess a fee up to \$5.00 per parcel. A horticultural pest district may assess a uniform rate by class of parcel. Television reception improvement districts may levy a tax on television sets not to exceed \$60 per year. Air pollution authorities may receive annual contributions from participating political subdivisions. Emergency service communication districts may levy a tax of up to 50 cents on switch access lines (“regular” telephones) and wireless phone lines.

Fees and Charges

Districts authorized to charge directly for services include airport districts, city transportation authorities, ferry districts, fire protection districts, flood control zones, health districts, housing authorities, irrigation districts, park districts, port districts, public facilities districts, public utility districts, regional transit authorities, shellfish protection districts, solid waste collection, transportation benefit districts, and water-sewer districts.

Local Improvement Districts

A number of special districts have the power to create local improvement districts to finance capital projects that benefit only a portion of the special district's geographic area. Assessments are made in proportion to the benefit that the properties receive. The following special districts can form local improvement districts: city transportation authority (Seattle monorail), community renewal area, county roads and bridges service districts, fire protection districts, flood control zone districts, irrigation districts, metropolitan park districts, park and recreation districts, port districts, regional transit authorities, transportation benefit districts, and water-sewer districts.

10 General Provisions that Apply to Special Purpose Districts

One criticism of special purpose districts is that they are not as accountable as cities, towns and counties. Districts with elected boards are accountable to the voters and to the customers who use their services. Some of the special district statutes detail procedures and require the legislative bodies to create budgets, plans and various reports, while others are silent. In Washington, most of the basic legal guidelines set out by the legislature for the conduct of government apply to all political subdivisions of the state. MRSC's publication, *Knowing the Territory: Basic Legal Guidelines for Washington City and County Officials*, though written for county and city officials, may be of value for understanding many of those requirements. Some of the general requirements and procedural guidelines applicable to the majority of special purpose districts are noted below:

- Annual reporting of special district to county auditor, RCW 36.96.090
- Annual reports, RCW 43.09.230
- Audits by state, RCW 43.09.260
- Budgets of taxing districts filed with county, RCW 84.52.020, RCW 84.55.120 (regular levies)
- Code of ethics for municipal officers, Ch. 42.23 RCW
- Credit card use, RCW 43.09.2855
- Interlocal cooperation, Ch. 39.34 RCW
- Open Public Meetings Act, Ch. 42.30 RCW
- Private interests in public contracts, Ch. 42.23 RCW
- Public disclosure, Ch. 42.17 RCW
- Public records retention, Ch. 40.14 RCW
- Public works purchasing, Ch. 39.04 RCW (excludes various diking and drainage districts)
- Recycled product procurement, Ch. 43.19A RCW
- Service agreements, Ch. 36.115 RCW
- System of accounting for local governments, RCW 43.09.200
- State Environmental Policy Act (SEPA), Ch. 43.21C RCW
- Use of public funds and lending of credit, Washington Constitution Article 7, Section 1, Amendment 14, and Article 8, Section 7
- Use of public offices for political purposes, RCW 42.17.130
- Whistleblower Act, Ch. 42.41 RCW

11

Relationship of Counties to Special Purpose Districts

Many of the fiscal and administrative functions of special purpose districts are handled by the county government. Before the district is created, with a few exceptions, the county receives the petition or passes a resolution to create a district. The county holds the hearings and determines whether the proposed district should be formed, and the county administers the election or, if no election, the county legislative body passes the legislation that creates the district.

Assessor

The county assessor values property within the special purpose district. The governing body of each taxing district is to certify to the county assessor the amount of taxes upon property by November 30 (RCW 84.52.070). Special purpose districts that levy taxes are to file copies of budgets or estimates of the amounts to be raised by taxes with the clerk of the county legislative authority (RCW 84.52.020). The assessor keeps track of boundary changes and submits them to the Department of Revenue (WAC 458-50-130).

Auditor

The auditor issues all warrants for the payment of claims against diking, ditch, drainage and irrigation districts and school districts, which do not issue their own warrants, as well as political subdivisions within the county for which no other provision is made by law (RCW 36.22.090). The auditor audits the accounts of the school districts in the county (RCW 28A.350.030). The county auditor is responsible for the supervision of special district elections. Once a year, by June 1st, the auditor is to provide a list to the county legislative body of inactive districts. The auditor is also to send a list of district changes to the state auditor by January 31st of each year.

County Engineer

The county engineer may provide engineering services for the districts. In the formation of some districts, the engineer is to examine the feasibility of the district and prepare a report for the county legislative body.

Legislative Body

The board of commissioners or council creates the majority of the districts and formally dissolves inactive districts. Depending on the governing structure of the district's board, the county legislative body may participate in the district's governance or be responsible for appointing the district's board. The county legislative body may act as the district's governing board, or the statutes may designate that only some members of the county legislative body serve on the district's governing board. For some districts, the statutes specify that the county legislative body appoints the district's initial board members for specific terms. Subsequent board members are elected. The county may also have the authority to appoint and remove all the board members.

Treasurer

Most special district statutes designate the county treasurer as the *ex officio* treasurer of the district. Some districts are allowed to have their own treasurer, but may choose to use the county. A variety of financial services are provided by the county treasurer including tax collection, investments, activity reports, disbursement of vendor claims, and payroll. The treasurer maintains the tax roll and levies the taxes of special districts. The county treasurer may charge and collect a fee for services not to exceed four dollars per parcel for each year in which the funds are collected (RCW 36.29.180).

12

Dissolution of Special Purpose Districts

Updated January 2006

There are several general statutes that relate to dissolution procedures for special purpose districts: Chapter 36.96 RCW - Dissolution of inactive special purpose districts, Chapter 53.48 RCW - Dissolution of Port and Other Districts, and Chapter 57.90 RCW- Disincorporation of districts in counties with 200,000 population or more and inactive for five years. There are also dissolution procedures in specific statutes that pertain to individual special districts.

Before June 1st of each year, the county auditor is to search available records and notify the county legislative authority of any special purpose districts in the county that appear to be inactive and those that have failed to file statements for three years with the county auditor (RCW 36.96.090). The county legislative authority holds hearings and makes written findings as to whether the special purpose districts meets the criteria of being "inactive." The county legislative authority adopts an ordinance dissolving the special purpose district and provides a copy of the ordinance to the county treasurer. Public utility districts have a different procedure.

13

Summary

Unlike cities, towns and counties, the number of special purposes districts that are formed, become inactive, dissolve or merge changes yearly. No one knows exactly how many districts are active at any given time, even though the statutes set up a centralized reporting mechanism. Since there is no single uniform definition of a special district, the lists of special districts vary from agency to agency and county to county.

Determining how many special districts have separate autonomous governments, except the 14 districts with elected boards, is difficult without analyzing the district's powers and financial autonomy. The statutes are inconsistent. Some districts are defined as a municipal corporation, quasi-municipal corporation, or a corporation for public purposes. Their powers vary and the governing board may be the county legislative body. In some instances, the county legislative body is designated the governing board, but the statutes state that all actions are in the name of the district, title to all property or property rights vest in the district; and the district can be sued in its own name. One would conclude that the county legislative body is acting as a separate autonomous board.

New forms of districts may be created to finance services and facilities, and existing statutes are continuously amended to meet new conditions. Since each special district operates under a different statute, each district statute must be amended to authorize additional powers. The Local Governance Study Commission observed that "little consistency exists in the laws granting similar powers to different special districts. The inconsistencies are historical products whose elimination would require major time investment by legislative staff and committees. But they are unjustifiable and confusing to all....When time permits, a systematic recodification of these statutes should be conducted."³⁷

The notion that special districts are the most representative form of democracy and can be tailored to fit individual localized needs is borne out by looking at recent proposed legislative changes. The proposals also illustrate the increasing reliance on special districts as a financing tool. Among the special district legislation considered by the 2003 Washington State Legislature were the following bills; 10 passed during the regular session.

- authorize a county with population of one million or more (King County) to create a ferry district for a passenger only service (Ch. 83, Laws of 2003);
- authorize a fire district bounded on three sides by water and shares a common border with Canada (Point Roberts) to assist with the operation of a health clinic (Ch. 309 Laws of 2003);
- authorize multiyear excess property tax levies for cemetery districts
- authorize a PTBA having a boundary located on Puget Sound (Kitsap County) to provide passenger-only ferry service by (Ch. 83, Laws of 2003)
- authorize additional jurisdictions to create regional transportation districts;
- authorize interlocal agreements for traffic control on special district roads;
- authorize interlocal agreements and expenditures for watershed management partnerships (Ch. 327 Laws of 2003);
- authorize multiple fire districts to annex portions of a new city or town (Ch. 253 Laws of 2003);
- authorize rural fire protection districts to contract with cities for ambulance services and impose a monthly utility service charge on each developed residential property located in the fire protection district (Ch. 209 Laws of 2003)

³⁷Local Governance Study Commission, 37.

- authorize the election of the board of supervisors for flood control zones of districts of more than 2000 residents (Ch. 304 Laws of 2003);
- authorize the election of the board of trustees in library districts;
- authorize water-sewer districts to use a small works roster (Ch. 60 Laws of 2003);
- change provisions relating to the assumption of water-sewer districts by cities;
- change definition of “irrigation entity,” voting structure, and water transfer provisions for joint control boards (Ch. 306 Laws of 2003);
- create regional fire protection authorities;
- expand the authority of PTBAs
- improve coordination among transportation districts in the Puget Sound area;
- include drainage ditches and tide gates under special district flood control and drainage control activities;
- include public hospital districts in the definition of "local government" for the purposes of chapter 39.96 RCW relating to payment (swap) agreements (Ch. 47 Laws of 2003)
- require regional transportation investment district tax revenue to be allocated proportionally among member counties (Ch. 194 Laws of 2003)

As with other local governments, special purpose districts are “creatures of the state” and only have those powers granted to it by the state. Almost every municipality, every county, and many state agencies have relationships with special districts. Cities, towns, and special districts share services through interlocal contracts and annexation. The county legislative body creates most of the special districts and the county offices provide administrative services to special districts. State departments and agencies provide the regulatory framework in which many of the districts operate.

There is a growing consensus that all local governments should seek efficiencies in government operations and coordinate regional services. All governments, cities, towns, counties, and special districts should be encouraged to explore opportunities for cooperative planning and sharing of services.

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Appendices

Appendix 1 - Special Purpose Districts in Washington by Date of Enabling Legislation
Includes Districts Created for Financing Purposes

District	Date Created	Enabling Statute (RCW)	Purpose
County Road District	1889	RCW 36.75.060	Provide revenue to construct, repair, improve and maintain county roads
School Districts	1889	Ch. 28A.315 RCW	Education
	1890	Ch. 87.03 RCW	Irrigate land, develop electrical generating facilities, purchase and sell electricity, provide street lighting, sewer and domestic water
Diking Districts	1895	Ch. 85.05 RCW	Straighten, widen, deepen, improve rivers, watercourses or streams, construct dikes
Drainage District	1895	Ch. 85.06 RCW	Establish drainage system.
Joint School Districts	1897	Ch. 28A.323 RCW	Any school district in more than one county
River & Harbor Improvement Districts	1903	Ch. 88.32 RCW	Allows county to cooperate in federal projects for river, lake, canal or harbor improvement; plan for improvement of navigable river
Flood Control by Counties (River Improvement Fund)	1907	Ch. 86.12 RCW	Funding source for river improvements
Metropolitan Park Districts	1907	Ch. 35.61 RCW	Manage, control, improve, maintain, and acquire parks, parkways, boulevards, and recreational facilities
Diking & Drainage Districts in Two or More Counties (Intercounty Diking and Drainage Districts)	1909	Ch. 85.24 RCW	Establish diking, drainage systems or erect flood dams on land in two or more counties
Port Districts	1911	Title 53 RCW	Acquire, construct, maintain, operate, develop and regulate system of harbor improvements, rail and water transfer/terminal facilities; air transfer/terminal facilities, other storage/handling facilities, toll bridges, tunnels, beltline railways, industrial development districts
Commercial Waterway Districts	1911, Repealed 1971	Ch. 91.04 RCW	Construct system of waterways
Public Waterway Districts	1911	Ch. 91.08 RCW	Provides funding for owners of lands bordering upon/accessible to any navigable water to improve waterway
Diking, Drainage, Sewerage Improvement Districts 1913 Act, Funding revised by 1967 Act	1913, 1967	Ch. 85.08 RCW, Ch. 85.15 RCW	Construct system of diking, drainage, or sewerage improvements

Appendix 1 - Special Purpose Districts in Washington by Date of Enabling Legislation
Includes Districts Created for Financing Purposes

District	Date Created	Enabling Statute (RCW)	Purpose
Flood Control by Counties Jointly - 1913 Act (Intercounty)	1913	Ch. 86.13 RCW	To control flooding on a river between two counties or tributaries or where outlet flows through two counties
Water Districts	1913	Title 57 RCW	Water supply and distribution
Drainage Improvement Districts; Diking Improvement District - Improvement Districts - 1917 Act	1917	Ch. 85.20 RCW	Construct, straighten, widen, deepen, and improve all rivers, watercourses or streams causing overflow damage to land in district
Ferry Districts	1917, Repealed 1994	RCW 36.54..080-.100	Operate ferry vessels within islands
Agricultural Pest Districts	1919	Ch. 17.12 RCW	Protect agricultural plants or products
Water Distribution Districts	1921, Repealed 1971		Distribution of water for agricultural lands
Weed Districts	1921	Ch. 17.04 RCW	Control weeds found detrimental to crops, fruit trees, shrubs, foliage or other agricultural plants or foliage
Sewage Improvement Districts	1923	RCW 57.04.120 -.130	Construct system of sewerage improvements
Reclamation Districts of one million acres	1927	Ch. 89.30 RCW	Reclamation, improvement of arid, semiarid lands; generation and/or sale of hydroelectric energy
Public Utility Districts	1931	Title 54 RCW	Conserve water & power resources; supply public utility service
Reorganization of Districts into Improvement Districts -- 1933 Act	1933	Ch. 85.22 RCW	Construct and improve all rivers, watercourses or streams causing overflow damage to land in district
Fire Protection Districts	1933	Title 52 RCW	Eliminate fire hazards, protect life and property outside cities/towns except where annexed
Sanitary Districts	1933, Repealed 1971	Title 55 RCW	Collect and dispose of garbage
Flood Control Districts - 1935 Act	1935, Repealed 1965	Ch.86.05 RCW	Control stream system, protect against bodies of water
Regional Library Districts	1935	RCW 27.12.080	Allows two or more governments to provide library services by interlocal contract
Flood Control Districts - 1937 Act	1937	Ch. 86.09 RCW	Protect life and property, preserve public health; conservation and development of natural resources

Appendix 1 - Special Purpose Districts in Washington by Date of Enabling Legislation
Includes Districts Created for Financing Purposes

District	Date Created	Enabling Statute (RCW)	Purpose
Conservation Districts	1939	Ch. 89.08 RCW	Conserve soil resources, prevent flood water and sediment damages....
Industrial Development Districts (Ports)	1939	Ch. 53.25 RCW	Provide funding for developing or redeveloping marginal area properties
Public Housing Authorities	1939	Ch. 35.82 RCW	Provide housing for low income persons
Rural County Library Districts	1941	RCW 27.12.040 - .070	Library district established by joint action of two or more counties
Sewer Districts	1941	Title 57 RCW	Operate system of sewers, treatment and disposal
Reclamation and Irrigation Districts in Reclamation Areas	1943	Ch. 89.12 RCW	Provides for participation in federal reclamation projects
Airport Districts, County	1945	RCW 14.08.290-.330	Establish and operate airports or other air facilities
Health Districts	1945	Ch. 70.46 RCW	Provide health services within the district
Public Hospital Districts	1945	Ch. 70.44 RCW	Own, operate hospitals and health care facilities, provide hospital and health care services
Cemetery Districts	1947	Ch. 68.52 RCW	Acquire, establish, maintain, manage, improve and operate, conduct businesses of cemetery
Inter-County Rural Library Districts	1947	RCW 27.12.090	Provides free public library service in several counties
Air Pollution Control Authorities	1957, 1967	Ch. 70.94 RCW	State-wide air pollution prevention and control
Metropolitan Municipal Corporations	1957	Ch. 35.58 RCW & Ch.36.56 RCW	Essential services in metropolitan areas not adequately provided by existing agencies: water pollution/supply, transportation, garbage, parks & recreation, planning
Mosquito Control Districts	1957	Ch. 17.28 RCW	Abatement or exterminate mosquitos
Park & Recreation Districts	1957	Ch. 36.69 RCW	Provide leisure time activities and recreational facilities
Inter-County Regular Weed Districts	1959	Ch. 17.06 RCW	Provides for joint program of all or any part of two counties or more to control weeds

Appendix 1 - Special Purpose Districts in Washington by Date of Enabling Legislation
Includes Districts Created for Financing Purposes

District	Date Created	Enabling Statute (RCW)	Purpose
Diking and Drainage Districts (statutes for diking district; drainage district; diking, drainage, and/or sewerage improvement district ;intercounty diking and drainage district; consolidated diking district, drainage district, diking improvement district, and/or drainage improvement district; or flood control district.)	1961 Recodification	Title 85 RCW	Construct, straighten, widen, deepen, and improve all rivers, watercourses or streams causing overflow damage to land in district
Flood Control Zone Districts	1961	Ch. 86.15 RCW	Undertake, operate, or maintain flood control/storm water control for areas of the county
Irrigation and Rehabilitation Districts	1961	Ch. 87.84 RCW	Conversion of certain irrigation districts to further recreation potential of larger lakes, improve inland lakes and shorelines
Joint Jail District (Two or more counties)	1961, Repealed 1971	RCW 36.63.280-.440	Establish, operate joint county jail, farm, camp
Toll Facility Aid Districts	1961, Repealed 1971	Ch. 47.57 RCW	Pay toll project bonds or portion financed by bonds
Park & Recreation Service Areas	1963	RCW 36.68.400 - .620	Finance, acquire construct, improve, maintain, or operate any park, senior citizen activities center, zoo, aquarium, and, or recreational facilities
Horticultural Pest and Disease Boards (Horticultural Assessment)	1969	Ch. 15.09 RCW	Provide funds for inspecting and disinfecting horticultural or agricultural produces and premises
Solid Waste Collection Districts	1971	Ch. 36.58A RCW	Mandatory collection of solid waste in unincorporated county
Water-Sewer Districts (water-sewer district, water district, sewer district)	1971	Title 57 RCW (districts reclassified, formerly Sewer Title 56, Water Title 57), reclassification 1997	Furnish ample supply of water; purchase and maintenance of fire fighting equipment; furnish wastewater collection; provide street lighting
Television Reception Improvement Districts	1971	Ch. 36.95 RCW	Construction, maintenance, and operation of television and FM radio translator stations
County Public Transportation Authority	1974	Ch. 36.57 RCW	Allows county to provide public transportation
Public Transportation Benefit Area	1975	Ch. 36.57A RCW	Provide public transportation in defined area
Unincorporated Transportation Benefit Areas (UTBA)	1975	RCW 36.57.100	Provide transportation services to unincorporated areas of the county

Appendix 1 - Special Purpose Districts in Washington by Date of Enabling Legislation
Includes Districts Created for Financing Purposes

District	Date Created	Enabling Statute (RCW)	Purpose
Emergency Medical Service Districts	1979	36.32.480 RCW	Emergency medical services and funding
Joint Park and Recreation Districts	1979	36.69.420 -.460	Enables park and recreation district to be formed by two or more counties
Joint city-county Housing Authorities	1980	RCW 35.82.300	Housing authority created by one or more counties, any city within those counties or in another county
Operating Agencies (Electricity Generation and Distribution, Cities & PUD))	1981	Ch. 43.52 RCW	Generate electricity
Apportionment Districts (Community redevelopment financing Act)	1982	Ch 39.88 RCW, Ruled unconstitutional by <i>Leonard v. Spokane, 127 Wn. 2nd 195 (1995)</i>	Allocate a portion of regular property taxes for limited time to finance public improvements
Cultural Arts, Stadium, and Convention Districts	1982	Ch. 67.38 RCW	Construction, modification, renovation, and operation of facilities for cultural arts, stadium and convention uses
Island Library Districts	1982	RCW 27.12.400 - .450	Provide library service for areas outside cities and towns on a single island only
Solid Waste Disposal Districts	1982	RCW 36.58.100	Funds solid waste disposal in counties under 1 million
County Rail Districts	1983	Ch. 36.60 RCW	Fund improved rail freight and passenger service
Legal Authorities (Hydroelectric) - Irrigation Districts	1983	RCW 87.03.825 - .840	Enables cooperative development of hydroelectric generating resources by cities and irrigation districts, cities towns, irrigation districts and PUDs
Roads & Bridges Service Districts	1983	Ch. 36.83 RCW	Improvement or funding for capital costs for state highway improvement a county or road district
Aquifer Protection Areas	1985	Ch. 36.36 RCW	Funds the protection, preservation and rehabilitation of subterranean water
Shellfish Protection Districts - "Clean Water Districts"	1985	Ch. 90.72 RCW	Protect shellfish industry from pollution
Lake Management Districts	1986	Ch. 36.61 RCW; RCW 35.21.403	Lake improvement & maintenance
Emergency Service Communication Districts	1987	RCW 82.14B.070-.100	Provide service and funding for emergency communications in-lieu of providing a county-wide system

Appendix 1 - Special Purpose Districts in Washington by Date of Enabling Legislation
Includes Districts Created for Financing Purposes

District	Date Created	Enabling Statute (RCW)	Purpose
Public Facilities Districts	1988 - counties, 1999 - cities & towns	Ch. 36.100 RCW for counties	Acquire, construct, and operate sports facilities, entertainment facilities, convention facilities or regional centers and related parking facilities
Transportation Benefit Districts	1989	Ch. 36.73 RCW, RCW 35.21.225 for city	Funding streets, roads and highways
Regional Transit Authorities	1992	RCW 81.112	Enables transportation system for Puget Sound
Rural Public Hospital Districts (defined)	1992	RCW 70.44.450-.460	Hospital district with no city with population greater than 30,000
Rural Partial Library Districts	1993	RCW 27.12.470	Library district in portion of unincorporated county
Library Capital Facility Areas	1995	Ch 27.15 RCW	Funding for construction of capital library facilities
Public Stadium Authority	1997	Ch. 36.102 RCW	Development of a stadium and exhibition center
Public Facilities Districts, Cities	1999	Ch. 35.57 RCW cities/towns	Acquire, construct, operate sports, entertainment, convention facilities/regional centers and parking
City Transportation Authority (Monorail)	2002	Ch. 35.95A RCW, Ch. 248 Laws 2002	Construct/operate monorail transportation system
Community Renewal Areas	2002	Ch. 35.81 RCW, Ch. 218 Laws of 2002	Financing to rehabilitate blighted areas
Regional Transportation Investment District	2002	Ch. 36.120 RCW	Provides regions with the ability to plan, select, fund, and implement projects identified to meet the region's transportation and land use goals.
Ferry District, passenger-only (Counties of 1 million pop)	2003	Ch. 83 Laws 2003	Provide funding and operation of passenger-only ferries in counties bordering Puget Sound

Appendix 2 - Number of Known Washington Special Purpose Districts as of April 2003

Based on various data sources including State Auditor's Office, 2002 Census of Governments, County Data, Special District Information and Special District Associations.

See Key of at Bottom of Chart for Abbreviations and Notes (Page A2-4)

District & County	ADAMS	ASOTIN	BENTON	CHELAN	CLALLAM	CLARK	COLUMBIA	COWLITZ	DOUGLAS	FERRY	FRANKLIN	GARFIELD	GRANT	GRAYS HARBOR	ISLAND	JEFFERSON	KING	KITSAP	KITTITAS	KLICKITAT	LEWIS	LINCOLN	MASON	OKANOGAN	PACIFIC	PEND OREILLE	PIERCE	SAN JUAN	SKAGIT	SKAMANIA	SNOHOMISH	SPOKANE	STEVENS	THURSTON	WAHIAKUM	WALLA WALLA	WHATCOM	WHITMAN	YAKIMA	TOTAL			
Agricultural Pest				1																			1				1														3		
Air Pollution Control Author.			B		O	SW		SW						O		O	PS	PS					O			O		PS		NW	SW	PS	S		O	SW		NW		Y	7		
Airport													1				1																									2	
Aquifer Protection Areas																																	1									1	
Cemetery	2			5		4		7	5		2		5	1	2	2	1		1	3	10	5	1	4		3		3	6	1		6		2	2	2	2	11	8			104	
City transit (Monorail)																	1																									1	
Conservation	2	1	1	1	1	1	1	1	2	1	1	1	3	1	1	1	1	1	1	3	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	4	2			49	
County Trans Authority														1																												1	
County Rail																																										UK	
Cultural Arts, Stadium, and Convention																																										3	
Diking and Drainage			6			2		4						3	8		6				3					6	1	10		23	1	10			7	4		16			110		
Emergency Medical Service *						1																		2	1																	4	
Emerg Service Communication																									1																		1
Ferry (Passenger only)																																										0	
Fire Protection	7	1	6	8	6	11	2+mc	6	8	1+2mc	4	1	12	16	4	7	27+mc	6	7+mc	14	18	8	14	12+2mc	8	8	22	5	19	6	22+mc	11	11+mc	15	4	7+mc	17	13	12		381		
Flood Control							mc	2						1							3		1								3					1	2+mc	2				13	
Flood Control Zone								2								3	1				1				1			8			1					1	1					19	
Health	1	1	BF	CD			1		CD	TC	BF	1	1					1								TC														1		13	

Appendix 2 - Number of Known Washington Special Purpose Districts as of April 2003

District & County	ADAMS	ASOTIN	BENTON	CHELAN	CLALLAM	CLARK	COLUMBIA	COWLITZ	DOUGLAS	FERRY	FRANKLIN	GARFIELD	GRANT	GRAYS HARBOR	ISLAND	JEFFERSON	KING	KITSAP	KITTITAS	KLICKITAT	LEWIS	LINCOLN	MASON	OKANOGAN	PACIFIC	PEND OREILLE	PIERCE	SAN JUAN	SKAGIT	SKAMANIA	SNOHOMISH	SPOKANE	STEVENS	THURSTON	WAKIAKUM	WALLA WALLA	WHATCOM	WHITMAN	YAKIMA	TOTAL		
Horticultural Pest and Disease Board				mc					mc		1								1					1					1							1				7		
Intercounty Weed													2																													2
Housing Authority	2	1	2	1	1					1	1	1	1	1			3	2	1				1	1			2		3		2	1		1			2	2				33
Irrigation	1		7	17	4		3		4		2		3							2	2				11							9					15			17	97	
Authority (Irrigation)													1																												1	
Joint Park & Rec							MC																													MC					1	
Lake Management																	1												3		2			2				1			9	
Library		1	MC	NC	NO	FV		FV,1					NC	TR	SI	1	1	1					TR		TR	1	1	3	3		SI	1	1	TR		1	1	1	1	1	24	
Library Capital Facility Area						2											2	1													3										8	
Metropolitan Park District																	1										1										1				3	
Mosquito Control	1		1	2		1	1	1		1	1		3																								2			1	15	
Operating Agency			1																																						1	
Park and Recreation	4		1	1	2	2	mc		1	1			2	1	2	1	1	2		2			3			1		4	1	1		2			2	1	2,mc	3	7	1	51	
Park & Recreation Service Areas				1													2	1													1	1								1	7	
Port	1	1	2	1	1	3	1	3	1		2	1	10	1	3	1	1	12		1	2						1		3	2	1	2			1	2	1	1	1	2	76	
Public Facilities Districts			4			2		1		1				1			1	1									1		1		4	1		2			1		1		22	
Public Hospital	2		2	2	2		mc		3	1	1	1	6+mc	1	1	2	3	1	2	2	1	2	1	4+mc	2	2		1	3	1	3						mc		3		57	
Public Stadium Authority																	1																								1	
Public Transportation Benefit Area			BF	CD	1	1		1	CD		BF		1		1	1		1			1		1				1		1		1	1		1		1		1			19	
Public Utility Districts		1	1	1	1	1		1	1	1	1		1	1		1		1	1	1	1	1	2	1	1	1			1	1	1	1	1	1	1	1					30	
Public Waterway Districts																																										UK

Appendix 2 - Number of Known Washington Special Purpose Districts as of April 2003

District & County	ADAMS	ASOTIN	BENTON	CHELAN	CLALLAM	CLARK	COLUMBIA	COWLITZ	DOUGLAS	FERRY	FRANKLIN	GARFIELD	GRANT	GRAYS HARBOR	ISLAND	JEFFERSON	KING	KITSAP	KITTITAS	KLICKITAT	LEWIS	LINCOLN	MASON	OKANOGAN	PACIFIC	PEND OREILLE	PIERCE	SAN JUAN	SKAGIT	SKAMANIA	SNOHOMISH	SPOKANE	STEVENS	THURSTON	WAKIAKUM	WALLA WALLA	WHATCOM	WHITMAN	YAKIMA	TOTAL				
Regional Transit Authorities																	ST										ST															1		
Regional Transp. Investment District																																												0
River & Harbor Improvement Districts																																											UK	
Roads & Bridges Service Districts																																											UK	
School	5	2	6	7	5	9	2	6	6	5	4	1	10	13	3	5	19	5	6	10	14	8	7	8	6	3	15	4	7	4	14	14	12	8	1	7	7	13	15	296				
Shellfish Protection Districts				1														1					4				2		1		1			2		1	2				15			
Solid Waste Collection Districts*																																										UK		
Solid Waste Disposal Districts																					1																	1				2		
Television Reception Improvement Districts				1	1				1								1		1		1			3			1											1				11		
Transportation Benefit District																																							1			1		
Unincorporated Transportation Benefit Areas (UTBA)												1																														1		
Water-Sewer Districts (water-sewer district, water district, sewer district)	1		4	6	2	1		1	2	3				7	18	3	62	12	7		6		5	1	3	3	14	4	4	1	8	12	2		1	4	9	1	2	209				
Weed	1		1										2						5																			1			10			
TOTAL***	30	9	45	55	28	41	11	36	34	15	21	7	64	49	44	28	137	49	35	38	63	29	44	50	36	24	76	26	88	17	81	63	28	44	18	50	81	52	56	1730				
Multicounty (MC) Districts in each county	0	1	3	3	2	2	4	2	2	3	2	0	2	2	1	1	3	1	1	0	0	1	2	3	2	1	3	0	1	1	4	0	2	2	2	4	1	0	0	64				

Key and Notes	
	* An emergency medical service district may be created by a county and include cities under RCW 36.22.480. This is different from the EMS tax district levy imposed by counties, cities, fire and hospital districts authorized by RCW 84.52.069.
	** Six of grant county special districts have not filed for 3 years and may be inactive, 12-03.
	*** Multicounty districts have not been included in individual county special district totals. The grand total includes the multicounty districts.
	UK - Number of districts is unknown
	Multicounty districts (MC)
	Air Pollution Control Authorities: B=Benton Clean Air Authority; O=Olympic Region Clean Air Agency; NW=Northwest Air Pollution Authority; PS=Puget Sound Clean Air Agency, SW=Southwest Clean Air Agency; S=Spokane County Air Pollution Control Authority; Y=Yakima Regional Clean Air Authority (7 Districts).
	Fire Districts: Ferry/Okanogan County FPD #13, Ferry/Okanogan County FPD #14, Walla Walla/Columbia County FPD #2, King County FPD #51 joint district with Kittitas FPD #5, Stevens County FPD #8 joint fire district with Ferry County #3 (5 Districts).
	Flood Control Districts: Waitsburg Coppi Flood Control District in Columbia and Walla Walla Counties (1 District).
	Health Districts: BF= Benton Franklin Health District, CD=Chelan-Douglas County, NE=Northeast Tri-County Health District (3 Districts).
	Horticultural Pest and Disease Board: Chelan-Douglas Pest and Disease Board (1 District).
	Hospital Districts: Columbia Hospital District #1 in Columbia and Walla Walla County, Grant Hospital District #6 in Grant, Douglas, Lincoln and Okanogan Counties (2 Districts).
	Joint Park and Recreation District: Prescott Joint Park & Recreation District in Columbia and Walla Walla County (1 District). Note in the fall of 2003 an election to form a Joint Park and Recreation District in the Grand Coulee Dam area with Lincoln, Grant, Douglas and Okanogan counties will occur.
	Library Districts: FV=Fort Vancouver Regional Library, MC=Mid-Columbia Library, NC=North Central Regional Library, SI=Sno-Isle Regional Library, TR=Timberland Regional Library (5 Districts)
	Public Transit Benefit Districts: BF=Ben Franklin Transit, CD=Link serving Chelan and Douglas Counties (2 Districts).
	Regional Transit Authority: Sound Transit in King, Snohomish, and Pierce Counties (1 District).

Appendix 3 - Comparative Data - Number of Special Purpose Districts

District	Date Created	Enabling Statute (RCW)	Number in 2003 (Multiple Sources)	Number DOR TaxCode Areas (3/02)	1963 Units of Govt, BGRS RPT
Districts with Statutorily Designated Governing Body					
Agricultural - Weeds and Pests					
Agricultural Pest Districts	1919	Ch. 17.12 RCW	3	1	1
Horticultural Pest and Disease Board (Horticultural Assessment)	1969	Ch. 15.09 RCW	7		NA
Weed Districts	1921	Ch. 17.04 RCW	10	5	15
Inter-County Regular Weed Districts	1959	Ch. 17.06 RCW	2		
Air Pollution Control Authorities	1957, 1967	Ch. 70.94 RCW	7		
Airport Districts, County	1945	RCW 14.08.290-.330	2	2	2
Cemetery Districts	1947	Ch. 68.52 RCW	104	101	44
Conservation Districts	1939	Ch. 89.08 RCW	48		74
County Rail Districts	1983	Ch. 36.60 RCW	Unknown		NA
Cultural Arts, Stadium, and Convention Districts	1982	Ch. 67.38 RCW	0	1	NA
Diking and Drainage Districts		Title 85 RCW	110		194
Diking Districts	1895	Ch. 85.05 RCW	Included above		Above
Diking & Drainage Districts in Two or More Counties (Intercounty Diking and Drainage Districts)	1909	Ch.. 85.24 RCW	Included above		Above
Diking, Drainage and Irrigation Improvement Districts; Drainage and Irrigation Improvement district - Improvement Districts - 1933 Act	1933	Ch. 85.22 RCW	Included above		Above
Diking, Drainage, Sewerage Improvement Districts Funding	1913	Ch. 85.08 RCW, Ch. 85.15 RCW	Included above		Above
Drainage Districts	1895	Ch. 85.06 RCW	Included above		Above
Drainage Improvement Districts; Diking Improvement Districts -	1917	Ch. 85.20 RCW	Included above		Above
Sewage Improvement Districts* - Formerly under Title 85 After 1979 powers of title 85	1923	RCW 57.04.120-.130	Included above		Above
Emergency Medical Service Districts	1979	36.32.480 RCW	4	139*	NA
Emergency Service Communication Districts	1987	RCW 82.14B.030 - .100	3		NA
Fire Protection Districts	1933	Title 52 RCW	381	394	332
Flood Control			13	1	
Flood Control by Counties Jointly - 1913 Act (Intercounty)	1913	Ch. 86.13 RCW	Included above		

Appendix 3 - Comparative Data - Number of Special Purpose Districts

District	Date Created	Enabling Statute (RCW)	Number in 2003 (Multiple Sources)	Number DOR TaxCode Areas (3/02)	1963 Units of Govt, BGRS RPT
Flood Control Districts - 1935 Act	1935, Repealed 1965	Ch.86.05 RCW	Included above		3
Flood Control Districts - 1937 Act	1937	Ch. 86.09 RCW	Included above		9
Flood Control Zone Districts	1961	Ch. 86.15 RCW	19	18	
Health Districts	1945	Ch. 70.46 RCW	13		9
Housing					
Public Housing Authorities	1939	Ch. 35.82 RCW	33		23
Joint city-county Housing Authorities	1980	RCW 35.82.300	Included above		
Irrigation & Reclamation			97	2	91
Irrigation Districts	1890	Ch. 87.03 RCW	Included above		Above
Irrigation and Rehabilitation Districts	1961	Ch. 87.84 RCW	Included above		Above
Reclamation and Irrigation Districts in Reclamation Areas	1943	Ch. 89.12 RCW	Included above		Above
Reclamation Districts of one million acres	1927	Ch. 89.30 RCW	Included above		Above
Library Districts		Ch. 27.12 RCW	24	39	
Inter-County Rural Library Districts	1947	RCW 27.12.090	Included above		5
Island Library Districts	1982	RCW 27.12.400 - .450	Included above		NA
Library Capital Facility Area	1995	Ch 27.15 RCW	8	8	NA
Regional Library Districts	1935	RCW 27.12.080	Included in library		Counted in other library
Rural County Library Districts	1941	RCW 27.12.040 - .070	Included in Library		10
Rural Partial Library Districts	1993	RCW 27.12.470	Included in library		NA
Mosquito Control Districts	1957	Ch. 17.28 RCW	15	14	5
Park & Recreation					
Metropolitan Park Districts	1907	Ch. 35.61 RCW	3		2
Park & Recreation Districts	1957	Ch. 36.69 RCW	51	54	4
Park & Recreation Service Areas	1963	RCW 36.68.400 - .620	7		NA
Joint Park & Recreation District	1979	36.69.420 - .460	1		NA
Port Districts	1911	Title 53 RCW	76	76	72
Public Facilities Districts	1988-co; 1999 - cty	Ch. 36.100 RCW counties, Ch. 35.57 RCW cities/towns	22		NA
Public Hospital Districts	1945	Ch. 70.44 RCW	57	56	33
Rural Public Hospital Districts (defined)	1992	RCW 70.44.450-.460	Included above		
Public Stadium Authority	1997	Ch. 36.102 RCW	1		NA
Public Utility Districts	1931	Title 54 RCW	30		30
Roads & Bridges Service Districts	1983	Ch. 36.83 RCW	Unknown	1	

Appendix 3 - Comparative Data - Number of Special Purpose Districts

District	Date Created	Enabling Statute (RCW)	Number in 2003 (Multiple Sources)	Number DOR TaxCode Areas (3/02)	1963 Units of Govt, BGRS RPT
School Districts	1889	Ch. 28A.315 RCW	296	296	408
Joint School Districts	1897	Ch. 28A.323 RCW	Included above		
Shellfish Protection Districts - "Clean Water Districts"	1985	Ch. 90.72 RCW	15		NA
Television Assessment Districts	1971	Ch. 36.95 RCW	11		NA
Transportation (Mass Transit)					
City Transportation Authority (Monorail)	2002	Ch. 35.95A RCW, Ch. 248 Laws 2002	1		NA
County Public Transportation Authority	1974	Ch. 36.57 RCW	1		NA
Ferry Districts, passenger only	2003	Ch. 83 Laws of 2003	0		NA
Public Transportation Benefit Area	1975	Ch. 36.57A RCW	19		NA
Regional Transit Authorities	1992	RCW 81.112	1		NA
Regional Transportation Investment Districts	2002		0		NA
Unincorporated Transportation Benefit Areas (UTBA)	1975	RCW 36.57.100	1		NA
Transportation Benefit District	1989	Ch. 36.73 RCW, RCW 35.21.225 for city	1	1	NA
Water-Sewer Districts (water-sewer districts, water districts, sewer districts)	Sewer Dist 1941; water dist 1913; water-sewer consolidation 1971	Title 57 RCW (districts reclassified, formerly Sewer Title 56, Water Title 57), reclassification 1997	209	126 water, 39 sewer	194
Assessment Districts Created for Funding Purposes					
Apportionment District (Community redevelopment financing Act)	1982	Ch 39.88 RCW Ruled unconstitutional by Leonard v. Spokane, 127 Wn. 2nd 195 (1995)	NA	2	NA
Aquifer Protection Areas	1985	Ch. 36.36 RCW	1		NA
Community Renewal Area	2002	Ch. 35.81 RCW, Ch. 218 Laws of 2002	Unknown		NA
County Road Districts	1889	RCW 36.75.060	Unknown	39	84
Flood Control by Counties (River Improvement Fund)	1907	Ch. 86.12 RCW	Unknown		
Industrial Development Districts (Ports) - to develop marginal area properties	1939	Ch. 53.25 RCW	Unknown		1
Lake Management Districts	1986	Ch. 36.61 RCW; RCW 35.21.403	9		NA

Appendix 3 - Comparative Data - Number of Special Purpose Districts

District	Date Created	Enabling Statute (RCW)	Number in 2003 (Multiple Sources)	Number DOR TaxCode Areas (3/02)	1963 Units of Govt, BGRS RPT
Public Waterway Districts	1911	Ch. 91.08 RCW	Unknown		
River & Harbor Improvement Districts	1903	Ch. 88.32 RCW	Unknown		
Solid Waste Collection Districts	1971	Ch. 36.58A RCW	Unknown		NA
Solid Waste Disposal Districts	1982	RCW 36.58.100	2		NA
Other Types of Special Governments					
Legal Authorities (Hydroelectric) - Irrigation Districts - Interlocal	1983	RCW 87.03.825 - .840	1		NA
Metropolitan Municipal Corporations	1957	Ch. 35.58 RCW & Ch. 36.56 RCW	0		2
Operating Agencies (Electricity Generation and Distribution, Cities & PUD) - Interlocal	1981	Ch. 43.52 RCW	1		NA
Repealed Statutes & Dissolved Districts					
Commercial Waterway	1911, Repealed 1971				1
Ferry	1917, Repealed 1994				2
Flood Control District 1935 Act	1935, Repealed 1965				
Joint Jail District	1961, Repealed 1971				
Sanitary Districts	1933, Repealed 1971				
School Library District	Repealed 1965				1
Toll Facility Aid District	1961, Repealed 1971				
Townships	1895, Repealed 1997				
Water Distribution District	1921, Repealed 1971				1

* This figure is the EMS tax district levy imposed by counties, cities, fire and hospital districts authorized by RCW 84.52.069 not the number of emergency medical service districts created pursuant to RCW 36.22.480.

Appendix 4 - Summary of Special Purpose District Formation and Governance

District	Enabling Statute (RCW)	Formation	Governance
Districts with Statutorily Designated Governing Body			
Agricultural - Weeds and Pests			
Agricultural Pest Districts	Ch. 17.12 RCW	Petition - ten or more resident freeholders; hearing	Supervision by agricultural expert or commissioner of district acting ex officio
Horticultural Pest and Disease Board (Horticultural Assessment)	Ch. 15.09 RCW	Petition or motion of county commissioners; hearing	Horticultural pest and disease board, 4 appt by county 1 by Director of Agriculture
Weed Districts	Ch. 17.04 RCW	Petition owners - 50% of acreage; hearing; resolution	Board of directors, 3 elected directors
Inter-County Regular Weed Districts	Ch. 17.06 RCW	Petition owners - 50% of acreage; hearing; order	Board of directors, 3 elected directors
Air Pollution Control Authorities	Ch. 70.94 RCW	Petition - 100 property owners or motion by county; hearing	Board of directors, appointed; composition designated by statute
Airport Districts, County	RCW 14.08.290-.330	Application - 100 voters; election; resolution	Board of county commissioners or 3 elected airport commissioners
Cemetery Districts	Ch. 68.52 RCW	Petition - 15% voters; hearing; election	Cemetery board, 3 elected cemetery commissioners
Conservation Districts	Ch. 89.08 RCW	Petition - 10% voters; hearing by Conservation Commission; election	Board of 5 supervisors, 3 elected, 2 appointed by commission
County Rail Districts	Ch. 36.60 RCW	Hearing; resolution	County legislative authority
Cultural Arts, Stadium, and Convention Districts	Ch. 67.38 RCW	Resolution or petition -10%; hearing; election	Outlined in resolution; statutes specify who should be represented
Diking and Drainage Districts	Title 85 RCW	Resolution or petition -10%; investigation by county engineer; hearing; election	Governing body composed of 3 elected members
Diking & Drainage Districts in Two or More Counties (Intercounty Diking and Drainage Districts)	Ch. 85.24 RCW		

Appendix 4 - Summary of Special Purpose District Formation and Governance

District	Enabling Statute (RCW)	Formation	Governance
Diking District	Ch. 85.05 RCW	Resolution or petition of 10 property owners; feasibility determination by county engineer; hearing; election pursuant to Ch. 85.38 RCW	Board of 3 elected dike commissioners
Diking & Drainage Districts in Two or More Counties (Intercounty Diking and Drainage Districts)	Ch. 85.24 RCW	Resolution or petition of 10 property owners; feasibility determination by county engineers; hearing; election pursuant to Ch. 85.38 RCW	Board of 3 district commissioners, initially appointed; elected per 85.38 RCW
Diking, Drainage and Irrigation Improvement District; Drainage and Irrigation Improvement district - Improvement Districts - 1933 Act	Ch. 85.22 RCW	Petition signed by district commissioners; election	3 elected supervisors; commissioners of old district become supervisors of new district
Drainage Districts	Ch. 85.06 RCW	Resolution or petition of 10 property owners; feasibility determination by county engineer; hearing; election pursuant to Ch. 85.38 RCW	Board of 3 elected commissioners; consolidated districts could retain 5 member board
Reorganization of Diking or Drainage Districts into Improvement Districts - 1917 Act	Ch. 85.20 RCW	Petition signed by district commissioners; election	Board of commissioners becomes board of supervisors

Appendix 4 - Summary of Special Purpose District Formation and Governance

District	Enabling Statute (RCW)	Formation	Governance
Diking, Drainage, Sewerage Improvement Districts Funding methods revised by Diking, Drainage, and Sewerage Improvement Districts - 1967 Act	Ch. 85.08 RCW, Ch. 85.15 RCW	Petition, resolution or petition of 10 property owners; feasibility determination by county engineer; hearing; election pursuant to Ch. 85.38 RCW. If less than 500 acres petition of 50% of acreage	Board of 3 elected supervisors, initially appointed then elected by ch. 85.38.RCW; if less than 500 acres county engineer will be sole supervisor of the district
Emergency Medical Service Districts	RCW 36.32.480	Hearing; ordinance	County legislative authority or interlocal agreement
Urban Emergency Medical Services Districts	RCW 35.21.762	Hearing; ordinance	City or town council, acting in an ex officio capacity and independently
Emergency Service Communication Districts	RCW 82.14B.070 - .100	Legislative authority establishes (ordinance or resolution)	County legislative authority
Fire Protection Districts	Title 52 RCW	Petition -10%; hearing; election	Board of fire commissioners; 3 or 5 elected commissioners
Flood Control Districts - See Ch. 85.38 for Formation and Organization of District		Resolution or petition -10%; investigation by county engineer; hearing; election	Governing body composed of 3 elected members
Flood Control Districts - 1937 Act	Ch. 86.09 RCW	Petition, resolution or petition of 10 property owners; feasibility determination by county engineer; hearing; election pursuant to Ch. 85.38 RCW. If less than 500 acres petition of 50% of acreage	Board of 3 district commissioners, initially appointed; elected per Ch. 85.38 RCW
Flood Control by Counties Jointly - 1913 Act (Intercounty)	Ch. 86.13 RCW	Resolution; interlocal contract	Boards of county commissioners; interlocal contract

Appendix 4 - Summary of Special Purpose District Formation and Governance

District	Enabling Statute (RCW)	Formation	Governance
Flood Control Zone Districts	Ch. 86.15 RCW	Action of board or petition - 25%;	Board of county commissioners; option to elect 3 zone supervisors if district over 2000 residents
Health Districts	Ch. 70.46 RCW	Resolution or ordinance of county legislative authority	Board of health - composition set by statute
Housing			
Public Housing Authorities	Ch. 35.82 RCW	Resolution or petition - 25%	5 commissioners appointed; 7 members if city more than 400,000 pop
Joint City-County Housing Authorities	RCW 35.82.300	Ordinance	Determined by ordinance
Irrigation & Reclamation			
Irrigation Districts	Ch. 87.03 RCW	Petition - 50 or majority of land owners; investigation by Department of Ecology; hearing; election	Board of directors, 3 or 5 elected directors
Irrigation and Rehabilitation Districts (Conversion of irrigation district)	Ch. 87.84 RCW	Petition - 50 land owners; hearing; election	Same as irrigation district
Reclamation Districts of one million acres	Ch. 89.30 RCW	Petition - 50 land owners; commission created to hear petition; election	Board of directors, number equal to number of counties participating
Library Districts			
Inter-County Rural Library Districts	RCW 27.12.090	Resolutions or joint session of counties or petition - 10%; election	Board of trustees; 5 or 7 appointed by county commissioners
Island Library Districts	RCW 27.12.400 - .450	Petition - 10%; hearing; election	Board of 5 trustees appointed by county commissioners
Library Capital Facility Areas	Ch 27.15 RCW	Request from library trustees to county commissioners; election	Three members from each county legislative body or less by agreement

Appendix 4 - Summary of Special Purpose District Formation and Governance

District	Enabling Statute (RCW)	Formation	Governance
Regional Library Districts	RCW 27.12.080	Interlocal contract - two or more counties	Board of 5 or 7 trustees appointed by joint action of legislative authorities
Rural County Library Districts	RCW 27.12.040 - .070	Petition -10%; hearing; election	Board of 5 trustees appointed by county commissioners
Rural Partial Library Districts	RCW 27.12.470	Petition -10%; hearing; election	Board of 5 Trustees appointed by county commissioners
Mosquito Control Districts	Ch. 17.28 RCW	Petition-10% or resolution; hearing; election	Appointed board of 5 trustees - composition set by statute
Park & Recreation			
Metropolitan Park Districts	Ch. 35.61 RCW	Resolution or petition -15%	One of three forms
Park & Recreation Districts	Ch. 36.69 RCW	Resolution or petition-15%; hearing; election	Board of 5 elected commissioners
Park & Recreation Service Areas	RCW 36.68.400 - .620	Resolution or petition -10%; feasibility study; election	County legislative authority, acting ex officio and independently
Joint Park & Recreation Districts	RCW 36.69.420 -.460	Petition -15%; hearing in each county; election in each county	Board of 5 elected commissioners
Port Districts	Title 53 RCW	Initiated by county legislative authority or petition - 10%; hearing; election	Port commission of 3 or 5 elected members from commissioner districts
Public Facilities Districts	Ch. 36.100 RCW for counties, Ch. 35.57 RCW cities/towns	Resolution or interlocal agreement	Appointed board of directors; 5 or 7 members; membership composition set by statute
Public Hospital Districts	Ch. 70.44 RCW	Resolution or petition -10%; election	Board of elected commissioners; 3, 5, or 7 commissioner districts
Rural Public Hospital Districts (defined)	RCW 70.44.450 -.460		
Public Stadium Authority	Ch. 36.102 RCW	Resolution	Board of appointed directors; composition set by statute
Public Utility Districts	Title 54 RCW	Resolution or petition -10%; election	Election commission of 3 or 5 commissioner districts

Appendix 4 - Summary of Special Purpose District Formation and Governance

District	Enabling Statute (RCW)	Formation	Governance
Roads & Bridges Service Districts	Ch. 36.83 RCW	Hearing; resolution or ordinance	3 member appointed commission
School Districts	Ch. 28A.315 RCW	Petition or proposal from ESD or school board motion; hearing by regional committee; may require election See Ch. 28A.315.265.	Board of 5 or 7 elected directors
Joint School Districts	Ch. 28A.323 RCW		
Shellfish Protection Districts - "Clean Water Districts"	Ch. 90.72 RCW	Motion of county; election	County legislative authority
Television Assessment Districts	Ch. 36.95 RCW	Petition - 50%	If district less than full county, Board of 3,5-9 appointed members; if same as county then county commissioners
Transportation (Mass Transit)			
City Transportation Authority (Monorail)	Ch. 35.95A RCW, Ch. 248 Laws 2002	Ordinance or petition -1%; election	Appointed or elected depending on ballot proposition
County Public Transportation Authority	Ch. 36.57 RCW	Resolution	Appointed; membership set by statute
Ferry District, Passenger-only (County over 1 million population)	Ch. 83 Laws 2003	Hearing; ordinance	County legislative authority acting ex officio
Public Transportation Benefit Area	Ch. 36.57A RCW	Resolution or petition -10% to call a conference; hearing; resolution of conference	Selected by participants; membership set out in statutes
Regional Transit Authorities	RCW 81.112	Interlocal agreement; resolution	Board of appointed representatives; membership set by statute
Regional Transportation Investment District	Ch. 36.120 RCW	Committee created; election	Members of each legislative authority acting ex officio and independently
Unincorporated Transportation Benefit Areas (UTBA)	RCW 36.57.100		

Appendix 4 - Summary of Special Purpose District Formation and Governance

District	Enabling Statute (RCW)	Formation	Governance
Transportation Benefit Districts	Ch. 36.73 RCW, RCW 35.21.225 for city	Hearing; ordinance	County or city legislative authority acting ex officio or interlocal agreement if more than one jurisdiction
Water-Sewer Districts (water-sewer district, water district, sewer district)	Title 57 RCW (districts reclassified, formerly Sewer Title 56, Water Title 57), reclassification 1997	Petition -10% or resolution if public health necessity hearing; election	3,5,or 7 elected members
Districts Created for Funding Purposes - No Separate Governing Board			
Apportionment Districts (Community Redevelopment financing Act)	Ch 39.88 RCW, Ruled unconstitutional by <i>Leonard v. Spokane</i> , 127 Wn. 2nd 195 (1995)		
Aquifer Protection Areas	Ch. 36.36 RCW	Hearing; election	Not specified
Community Renewal Areas	Ch. 35.81 RCW, Ch. 218 Laws of 2002	Ordinance or resolution	Appointed board or local governing body or other board
County Road Districts	RCW 36.75.060	County commissioners can create up to 9 districts, one road district in each county commissioner's district	Not specified
Flood Control by Counties (River Improvement Fund)	Ch. 86.12 RCW		Not specified
Industrial Development Districts (Ports) - to develop marginal area properties	Ch. 53.25 RCW	Hearing	Not specified
Lake Management Districts	Ch. 36.61 RCW; RCW 35.21.403	Resolution or petition -10 land owners or 15% acreage whichever is greater; hearing; election	Not specified
Public Waterway Districts	Ch. 91.08 RCW	Petition - 35%; hearing	County board of commissioners

Appendix 4 - Summary of Special Purpose District Formation and Governance

District	Enabling Statute (RCW)	Formation	Governance
River & Harbor Improvement Districts	Ch. 88.32 RCW	Petition - 100 freeholders owning land	Appointed by U.S. govt
Solid Waste Collection Districts	Ch. 36.58A RCW	Hearing; UTC investigation	None specified
Solid Waste Disposal Districts	RCW 36.58.100	Hearing; ordinance	County governing body
Other Types of Special Governments			
Boards of Joint Control (Irrigation districts and other entities)	Ch. 87.80 RCW	Petition by two or more entities; hearing; resolution	County board appoints first members to board of joint control based on composition of board proposed in petition
Legal Authorities (Hydroelectric) - Irrigation Districts - Interlocal	RCW 87.03.825 - .840	Interlocal agreement	Interlocal agreement
Metropolitan Municipal Corporations	Ch. 35.58 RCW & Ch. 36.56 RCW	Resolution or petition - 4%; election	Metropolitan council composition outlined by statute
Operating Agencies (Electricity Generation and Distribution, Cities & PUD) - Interlocal	Ch. 43.52 RCW	Interlocal agreement	Interlocal agreement

Knowing the Territory

Basic Legal Guidelines for
Washington City, County and
Special Purpose District Officials

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Revision History

MRSC updates this publication as needed to reflect new legislation and other changes. Below is a summary of significant recent changes. If you are aware of any other sections that you think need to be updated or clarified, please contact mrsc@mrsc.org. To make sure you have the most recent version, please go to mrsc.org/publications.

DATE	SUMMARY
October 2023	Updated publication to reflect legislative changes current through the 2023 legislative session and up-to-date case law.

Contents

Basic Powers	1
The Separation and Distribution of Governmental Powers	1
Nature and Powers Generally	1
The Separation of Powers Doctrine	2
Basic Duties, Liabilities, and Immunities of Officers	4
Duties	4
Liability	4
Public Duty Doctrine	5
Custodians of Public Funds	5
Immunities From Tort Liability	5
Potential Conflicts and Ethical Guidelines	7
Prohibited Uses of Public Office	7
Code of Ethics	7
Statutory Prohibition Against Private Interests in Public Contracts	8
Dual Office-Holding	12
Appearance of Fairness Doctrine in Hearings	15
Prohibited Uses of Public Funds, Property or Credit	17
Constitutional Prohibitions	17
Use of Public Facilities Forbidden for Political Purposes	18
Competitive Bidding Requirements	20
Basics	20
Competitive Bid Law Violation Penalties	20

Open Public Meetings Act (OPMA)	21
Basics	21
Purpose	21
Applications	21
Key Definitions	22
Kinds Of Meetings	22
Meeting Place	23
Meeting Conduct	24
Executive Sessions	24
Minutes	26
Violations	26
Public Records	27
Purpose	27
What Records Are Public Records?	29
Managing Public Records Requests	29
Records Retention	30
Penalties	30
Policy Considerations	30
Training	31
Records Management	31
City Attorney, Prosecuting Attorney and Legal Counsel Roles	32
Conclusion	34

Basic Powers

THE SEPARATION AND DISTRIBUTION OF GOVERNMENTAL POWERS

Local government officials, including county commissioners or councilmembers, mayors, councilmembers, city managers, and special purpose district board members or commissioners should understand the roles of their respective offices and how those roles interact with those of other officers and staff at their agency. This brief discussion is meant to provide some basic guidelines to promote harmony and avoid unnecessary conflicts.

NATURE AND POWERS GENERALLY

Counties, Cities and Special Purpose Districts

Cities and towns are created under our constitution and general laws as municipal corporations (Washington State [Const. art. XI](#), § 10; [RCW 35.02.010](#)). Because their nature and structure are essentially the same, this publication will refer to both cities and towns as cities.

Counties are also established under the state constitution as political subdivisions of the state (Washington State [Const. art. XI](#), §§ 1, 3). They are considered municipal corporations, or, at least, quasi-municipal corporations. See [King County v. Tax Commission](#) (1963).

While cities and counties exercise general governmental authority, special purpose districts are created for a particular purpose and their powers are limited to those areas within their jurisdiction. Special purpose districts are authorized by state legislation and are municipal corporations. ([Lauterbach v. Centralia](#) (1956); [King County Water District No. 54 v. King County Boundary Review Board](#) (1976).

Counties, cities, and special purpose districts are created by the state, exercising only powers delegated to them or implied by the constitution and laws of the state. Under [article XI](#), section 11 of the state constitution, cities and counties possess broad police power to legislate for the safety and welfare of their inhabitants, consistent with general law.

Additionally, one theory of local government holds that cities and charter counties hold a broad degree of self-government or “home rule” authority. This home rule authority seems to be clearer for first class (charter) cities (Washington State [Const. art. XI](#), § 10), code cities ([Title 35 RCW](#)), and charter counties (Washington State [Const. art. XI](#), § 4).

Non-charter counties, second class cities, and towns may also have some degree of home rule authority under the state constitution, but the statutory and case law basis for that proposition is less clear. As corporate entities, cities, counties, and special purpose districts are capable of contracting, suing, and being sued, like private corporations.

Additionally, when exercising a proprietary (business) function, such as the operation of electrical or water service, a government’s powers are more liberally construed than when exercising a governmental function, such as taxation ([Tacoma v. Taxpayers](#) (1987)). Counties, cities, and special purpose districts, however, are subject to limitations imposed expressly or impliedly by state law. See [Snohomish County v. Anderson](#) (1994) and [Massie v. Brown](#) (1974).

Officers

Regardless of how broad the powers of a municipal corporation may be, its officers have only those powers that are prescribed by law ([State v. Volkmer](#) (1994); [Brougham v. Seattle](#) (1938)). For example, the powers of a mayor or city manager are, even in a code city, limited to those powers that are delegated by law to that officer.

When statutes are unclear as to whether or why a municipal officer should exercise a particular power or function, resorting to fundamental principles may be helpful to answer the question. One such principle is embodied in the separation of powers doctrine, described in the next section.

THE SEPARATION OF POWERS DOCTRINE

Background

Under our political system at both federal and state levels, governmental powers are distributed among three separate branches or departments: legislative, executive, and judicial. The governmental structure of city and county – and, to a more limited degree, special purpose districts – reflects the philosophy now firmly embedded in our society known as the separation of powers doctrine. Under that doctrine, each of the three branches exercise certain defined powers, free from unreasonable interference by the other branches; yet, all branches interact with and upon each other as a part of a check and balance system. See [In Re Juvenile Director](#) (1976).

Local government agencies are typically structured like state governments. The role of the council, commissioner, or board is comparable to that of the legislature in establishing local public policy. The mayor or manager, county executive or administrator, or district superintendent or director, like the governor, heads the executive branch. The municipal courts and superior courts exercise judicial functions as provided by statute. The board of county commissioners or county council may possess both legislative and executive powers. Some non-charter counties delegate executive powers to a county administrator. Some of the charter counties have established a board of county commissioners or county council with legislative powers only and have created a county executive position that exercises executive powers.

For special purpose districts, the district board or commission possesses primarily legislative powers. The district has the authority to hire staff, but in some smaller districts, the board or commission handles the executive functions as well as the legislative ones.

Doctrine Application

The legislative body establishes local laws and policies consistent with state law. This is done through the enactment of ordinances, resolutions, or other adopted motions. The legislative body also exercises general oversight and control over the jurisdiction's finances, primarily through the budget process.

In cities, it is the council's function to create subordinate positions, prescribe duties, and establish salaries ([RCW 35.23.021](#); [35.27.070](#); [35A.12.020](#); and [35A.13.090](#)). However, state law says the appointment of subordinate officers and employees is the prerogative of the executive ([RCW 35.23.021](#); [35.27.070](#); [35A.12.090](#); and [35A.13.080](#)).

Accordingly, though the council has general supervision over the city's operations, neither that body nor its committees or individual councilmembers should attempt to exercise powers that are assigned by law to the executive branch. In fact, in cities operating under the council-manager form of government, the law forbids

councilmembers from interfering in certain administrative matters, although the council may discuss those matters with the city manager in open session ([RCW 35.18.110](#) and [35A.13.120](#)).

The executive branch of a city, headed by the mayor (or the manager in those cities having a council-manager form of government), is responsible for the day-to-day administration of city affairs. The executive officer is responsible for employing, disciplining, and dismissing department heads and employees (subject to any applicable civil service provisions, such as [chapters 41.08](#) and [41.12 RCW](#), as well as collective bargaining agreements).

Some statutes authorize the city council to appoint or approve the appointment of a particular officer. For instance, the council appoints and discharges the city manager. See [RCW 35A.13.010](#); [35A.13.130](#); [35.18.010](#); and [35.18.120](#). Certain mayoral appointments are or may be made subject to confirmation by the council ([RCW 35.23.021](#) and [35A.12.090](#)). On the other hand, a council's power to confirm an appointment does not include the power to veto a subsequent dismissal of that appointee or to require the dismissal of an appointee.

The application of this doctrine is different in counties. The various county elected officials (commissioners, prosecutor, assessor, auditor, clerk, treasurer, coroner, and sheriff) have the authority to establish subordinate positions and appoint people to fill those positions. However, this can be done only with the consent of the board of commissioners, which also sets salaries for those positions ([RCW 36.16.070](#)).

Each elected official (and the commissioners as a body) has executive authority and supervises the day-to-day administration of their departments. The board of county commissioners has no authority with respect to the daily operation of the offices of the other elected county officials but may adopt certain county-wide personnel policies (*Smith v. Board of Walla Walla County Comm'rs* (1987); *Osborn v. Grant County* (1996)). Other case law and attorney general opinions indicate that the board of commissioners generally has limited authority to impose requirements regarding other personnel matters related to non-union county officers and employees hired by and under the control of other county elected officials, unless the other elected officials agree that the board can impose those requirements (*Crossler v. Hille* (1998)).

The application of the separation of powers doctrine to special purpose districts is more difficult to generalize since the operation of special purpose districts is more limited and varied. Special purpose districts do not have judicial departments. Some districts are sufficiently small that their boards may, by statute or necessity, perform both legislative and executive or administrative functions. On the other hand, in some districts, such as school districts, the board exercises authority over policy matters while the superintendent oversees executive or administrative duties. For some districts, governance is through the county legislative body.

Basic Duties, Liabilities, and Immunities of Officers

Holding a public office requires the trust of the public. Actions that betray that trust can result in liability, both for the municipality and the officeholder. However, court decisions have carved out exceptions to strict liability, allowing officeholders and government employees to exercise some discretion in their actions without undue fear of personal liability. If officials perform their duties in good faith, local governments can defend officials against lawsuits, and support them if an adverse decision is reached in a lawsuit.

DUTIES

Courts have held that a public officer's relationship with the public is that of a fiduciary, defined as a manager of property or money on the public's behalf (*Northport v. Northport Townsite Co.* (1902)). The language codified at [RCW 42.17A.001](#) reinforces this fiduciary relationship, saying, in part:

(2) That the people have the right to expect from their elected representatives at all levels of government the utmost of integrity, honesty and fairness in their dealings.

(3) That the people shall be assured that the private financial dealings of their public officials, and of candidates for those offices, present no conflict of interest between the *public trust* and private interests. (Emphasis supplied.)

LIABILITY

Public officers and employees are generally accountable for their actions under civil and criminal laws (*Babcock v. State* (1989)). There are additional statutory provisions and case law governing the conduct of public officials, including but not limited to: state and federal civil rights laws ([42 U.S.C. § 1983](#)); ethics and conflict of interest laws ([chapters 42.20](#) and [42.23 RCW](#)); penalties for violations of the Open Public Meetings Act ([chapter 42.30 RCW](#)), and violations of competitive bid laws ([RCW 39.30.020](#)).

State law holds local government agencies responsible for their negligent conduct. [RCW 4.96.010](#) provides:

All local governmental entities, whether acting in a governmental or proprietary capacity, shall be liable for damages arising out of their tortious conduct, or the tortious conduct of their past or present officers, employees, or volunteers while performing or in good faith purporting to perform their official duties, to the same extent as if they were a private person or corporation. Filing a claim for damages within the time allowed by law shall be a condition precedent to the commencement of any action claiming damages. The laws specifying the content for such claims shall be liberally construed so that substantial compliance therewith will be deemed satisfactory.

Case law has continued to recognize a narrow ground of immunity for a municipality and its officials from "torts," defined as negligent acts or omissions, but only for what was described as a "discretionary act involving a basic policy determination by an executive level officer which is the product of a considered policy decision," or a decision by a city council to enact a particular ordinance (*Chambers-Castanes v. King County* (1983)).

In 1987, the state legislature enacted what is now [RCW 4.24.470](#), providing in part as follows:

(1) An appointed or elected official or member of the governing body of a public agency is immune from civil liability for damages for any discretionary decision or failure to make a discretionary decision within his or her official capacity, but liability shall remain on the public agency for the tortious conduct of its officials or members of the governing body.

This statutory language appears to grant somewhat broader immunity to officials than the supreme court's language did in previous cases summarized earlier in this section.

PUBLIC DUTY DOCTRINE

Some additional immunity is provided in case law by the “public duty doctrine.” Under that doctrine, when a city, county, or special purpose district's duty is owed to the public at large (such as for general law enforcement) instead of to an individual, an individual who is injured by a breach of that duty has no valid claim against the city, county, or district, its officers, or employees.

There are certain exceptions; e.g., in cases where a special relationship is created (such as when an officer or employee makes direct assurances to a member of the public under circumstances where the person justifiably relies on those assurances); or when an officer or employee, such as a building official, knows about an inherently dangerous condition, has a duty to correct it, and fails to perform that duty ([Taylor v. Stevens County](#) (1988)). Washington courts have also said that doctrine does not apply when the alleged breach is based on common law duties ([Beltran-Serrano v. Tacoma](#) (2019)) or in tort cases where a plaintiff's claim is based on a common law duty as opposed to a statutory duty ([Norg v. City of Seattle](#) (2023)).

There are other protections from personal tort liability, such as insurance and indemnification, available to municipal officers and employees, even though the municipality itself may be liable. These other protections will be discussed later in this publication.

CUSTODIANS OF PUBLIC FUNDS

Because they manage public funds, the law places strict duties on treasurers and other custodians of public funds. Case law in Washington and other states holds that custodians of public funds are actually insurers; they and their bonding companies are absolutely liable for any losses of public funds in their custody, except for “acts of God” (floods and similar natural catastrophes), or “acts of a public enemy” (war) ([State ex rel. O'Connell v. Engen](#) (1962)).

The surety bonds (“official” bonds) that must be posted by those and other officers are to protect the public, not the officer, and are paid for by the agency ([RCW 48.28.040](#), [RCW 42.08.080](#), and [Nelson v. Bartell](#) (1940)). For personal protection, insurance may be available for officers and employees who act in good faith. This subject will be discussed in more detail in a later section of this handbook.

IMMUNITIES FROM TORT LIABILITY

Under state law, appointed and elected officials are immune from civil liability to third parties for making or failing to make a discretionary decision in the course of their official duties ([RCW 4.24.470](#)). See [Evangelical United Brethren Church v. State](#) (1965). This immunity is qualified because damages can be assessed for

violation of the Federal Civil Rights Act ([42 U.S.C. §1983](#)) if the officer's conduct violates clearly established statutory or constitutional rights that a reasonable person should have known (*Sintra v. Seattle* (1992)). The U.S. Supreme Court has held that local legislators are entitled to absolute immunity from civil liability for their legislative activities under [42 U.S.C. §1983](#). See *Bogan v. Scott-Harris* (1998).

Courts have also recognized certain immunities under the Federal Civil Rights Act ([42 U.S.C. § 1983](#)) such as absolute prosecutorial immunity, e.g., when a city attorney prosecutes a defendant for allegedly violating a city ordinance or when a county prosecutor does so for violation of a state or county law (*Tanner v. Federal Way* (2000)). That absolute immunity is limited, however, to when the criminal prosecutor is performing the traditional functions of an advocate (*Kalina v. Fletcher* (1997)); it does not apply to administrative acts, such as conducting investigations.

However, the municipal corporation itself may be held liable even though those individual officers may be protected ([RCW 4.24.470\(1\)](#); [4.96.010\(1\)](#); *Babcock v. State* (1991)). Cities, counties, and special purpose districts, like the state, have the authority to provide liability insurance to protect their officers and employees from loss due to their acts or omissions in the course of their duties.¹ Other special purposes districts may have similar authority.

State law also provides indemnifications, or “hold harmless” provisions, for agency personnel acting in good faith. [RCW 4.96.041](#) says that when a claim for damages is brought against an official or employee because of something done, or that should have been done, as part of their official duties, then that person may ask the agency to either defend, or pay for an attorney to defend, against the claim. The agency can also agree to pay any damages if agency personnel were acting within the scope of their official duties.

While [RCW 4.96.041](#) allows the local government to defend and indemnify its officers and employees, it requires the local governments to adopt local ordinances or resolutions providing terms and conditions for the defense and indemnification of their officials, employees, and volunteers.

¹ See [RCW 35.21.205](#); [35.21.209](#); [36.16.138](#); [52.12.071](#) (fire protection districts); [53.08.205](#) (port districts); and [54.16.095](#) (public utility districts).

Potential Conflicts and Ethical Guidelines

Maintaining public trust requires high standards of conduct. To assure the public's trust, court decisions, state laws and local codes have placed limits on the personal interests and relationships officeholders can have with subjects and actions under their control. Violations can have profound consequences, both to the officeholders and their local jurisdictions.

PROHIBITED USES OF PUBLIC OFFICE

Our state supreme court, citing principles “as old as the law itself,” has held that councilmembers may not vote on a matter where they would be especially benefitted ([Smith v. Centralia](#) (1909); vacation of an abutting street). With some limited exceptions, statutory law forbids municipal officials from having personal financial interests in municipal employment or other contracts under their jurisdiction, regardless of if they vote on the matter.

CODE OF ETHICS

State law, codified at [RCW 42.23.070](#), provides a code of ethics for county, city, and special purpose district officials. The code of ethics has four provisions, as follows:

1. No municipal officer may use his or her position to secure special privileges or exemptions for himself, herself or others;
2. No municipal officer may, directly or indirectly, give or receive any compensation, gift, gratuity, or reward from any source, except the employing municipality, for a matter connected with or related to the officer's services unless otherwise provided by law;
3. No municipal officer may accept employment or engage in business that the officer might reasonably expect would require him or her to disclose confidential information acquired by reason of his or her official position;
4. No municipal officer may disclose confidential information gained by reason of the officer's position, nor may the officer use such information for his or her personal gain.

This last provision applies to disclosure of information learned when attending an executive session. While executive sessions are meant to be confidential, the Open Public Meetings Act does not specifically address this issue.



Does the statute prohibit local officials from accepting gifts of minimal intrinsic value from someone who does or may seek to do business with their office?

A strict reading of the statute would prohibit accepting any gift. The comparable provision for state officials allows them to accept gifts of limited value. Many local agencies adopt similar “de minimis” rules.

STATUTORY PROHIBITION AGAINST PRIVATE INTERESTS IN PUBLIC CONTRACTS

Basics

[Chapter 42.23 RCW](#) also prohibits municipal officers from having a financial interest in contracts they are responsible for as part of their official duties. [RCW 42.23.030](#) sets out the general rule that:

No municipal officer shall be beneficially interested, directly or indirectly, in any contract which may be made by, through, or under the supervision of such officer, in whole or in part, or which may be made for the benefit of his office, or accept, directly or indirectly, any compensation, gratuity or reward in connection with such contract from any other person beneficially interested therein...

General Application

- [Chapter 42.23 RCW](#) applies to all municipal and quasi-municipal corporations, including cities, towns, counties, special purpose districts, and others. For charter cities or counties, however, more stringent charter provisions control over this chapter. The standards contained in the chapter are considered to be minimum requirements and local agencies may adopt stricter requirements ([RCW 42.23.060](#)).
- Although the chapter refers to “officers,” rather than employees, the word “officers” is broadly defined to include deputies and assistants, such as a deputy or assistant clerk, and any others who undertake to perform the duties of an officer ([RCW 42.23.020\(2\)](#)). But it is not clear whether the chapter refers to all employees. Local government agencies should consider whether they want to specifically make these restrictions applicable to all employees (and volunteers).
- The word “contract” includes employment, sales, purchases, leases, and other financial transactions of a contractual nature. (There are some monetary and other exceptions and qualified exceptions, which will be described in later paragraphs.)
- The phrase “contracting party” includes any person or firm employed by or doing business with a municipality ([RCW 42.23.020\(4\)](#)).

Interpretation

- The beneficial interests in contracts prohibited by [RCW 42.23.030](#) are financial interests only ([Barry v. Johns](#) (1996)).
- The statutory language of [RCW 42.23.030](#), unlike earlier laws, does not prohibit an officer from being interested in any and all contracts with the municipality. However, it does apply to the control or supervision over the making of those contracts (whether exercised or not) and to contracts made for the benefit of their office.
- In other words, assuming that the clerk or treasurer has been given no power of supervision or control over a city’s contracts, they would be prohibited from having an interest only in contracts affecting their own office, such as the purchasing of supplies or services for that office’s operation. Members of a governing body are more broadly and directly affected because the municipality’s contracts are made, generally, by or under the supervision of that body, in whole or in part. It does not matter whether the member of the governing body voted on the contract in which they had a financial interest; the prohibition still applies ([City of Raymond v. Runyon](#) (1998)).
- The employment and other contracting powers of executive officials, such as city managers, mayors, and county or other elected officials, also are generally covered by the broad provisions of the act.

- Subject to certain “remote interest” exceptions, explained later in this section, a member of a governing body who has a forbidden interest may not escape liability simply by abstaining or taking no part in the governing body’s action in making or approving the contract. See [AGO 53-55 No. 317](#).
- Both direct and indirect financial interests are prohibited, and the law also prohibits an officer from receiving financial benefits from anyone else having a contract with the municipality if the benefits are in any way connected with the contract. In an early case involving a similar statute, where a mayor had subcontracted with a prospective prime contractor to provide certain materials, the state supreme court struck down the entire contract with the following expression of its disapproval:

Long experience has taught lawmakers and courts the innumerable and insidious evasions of this salutary principle that can be made, and therefore the statute denounces such a contract if a city officer shall be interested not only directly, but indirectly. However devious and winding the chain may be which connects the officer with the forbidden contract, if it can be followed and the connection made, the contract is void ([Northport v. Northport Townsite Co.](#) (1902)).

- The statute ordinarily prohibits public officers from hiring their spouse as an employee because of the financial interest each spouse possesses in the other’s earnings under Washington community property law. However, a bona fide separate property agreement between the spouses may eliminate such a prohibited conflict if the proper legal requirements for maintaining a separate property agreement are followed ([State v. Miller](#) (1948)).

Because of a similar financial relationship, a contract with a minor child or other dependent of the officer may be prohibited. However, [chapter 42.23 RCW](#) is not an anti-nepotism law and, absent such a direct or indirect financial interest, does not prohibit employing or contracting with an official’s relatives. An emotional or sentimental interest is not the type of interest prohibited by that chapter ([Mumma v. Town of Brewster](#) (1933)).

A question often arises when the spouse of a local government employee or contractor is elected or appointed to an office of that local government that has authority over the spouse’s employment or other contract:



Must an existing employment or contract be terminated immediately?

The answer to the question is, ordinarily, “no;” however, any subsequent renewal or modification of the employment or other contract probably would be prohibited ([Attorney General’s letter to the State Auditor, dated June 8, 1970](#)).



May local officials permit an individual or company to pay their expenses for travel to view a site or plant in connection with business related to the official’s office?

The statute can be construed to prevent an official from being “compensated” in that manner. On the other hand, payment of expenses for a business trip does not constitute compensation. Prudence suggests that if the trip is determined to be of benefit to the agency (and assuming that there is no potential violation of the appearance of fairness doctrine, described in a later chapter), the city, county, or district itself should pay the expenses and any payment or reimbursement from a private source should be made to the jurisdiction.



May a city, county or special purpose district official accept a valuable gift from a foreign dignitary in connection with a visit?

A common policy is to allow the acceptance of such a gift on behalf of the jurisdiction, but not for personal use. Under the wording of [RCW 42.23.070\(2\)](#), a jurisdiction may adopt a formal policy by local “law” governing such occasions, allowing exceptions in appropriate cases involving personal items, subject to disclosure and other procedures to guard against abuse.

Exceptions

[RCW 42.23.030](#) exempts certain types of contracts, such as:

1. The furnishing of electrical, water, or other utility services by a municipality to its officials, at the same rate and on the same terms as are available to the public generally.
2. The designation of public depositories for municipal funds. Conversely, this does not permit an official to be a director or officer of a financial institution which contracts with the city or county for more than mere “depository” services.
3. The publication of legal notices required by law to be published by a municipality, upon competitive bidding or at rates not higher than prescribed by law for members of the public.
4. Except in cities with a population of over 1,500, counties with a population of 125,000 or more, irrigation district encompassing more than 50,000 acres, or in a first-class school district; the employment of any person for unskilled day labor at wages not exceeding \$3,000 in any calendar month.
5. Other contracts in cities with a population of less than 10,000 and in counties with a population of less than 125,000, except for contracts for legal services, other than for the reimbursement of expenditures, and except sales or leases by the municipality as seller or lessor,² provided:

That the total amount received under the contract or contracts by the municipal officer or the municipal officer’s business does not exceed \$3,000 in any calendar month.

However, in a second class city, town, non-charter code city, or for a member of any county fair board in a county which has not established a county purchasing department, the amount received by the officer or the officer’s business may exceed \$3,000 in any calendar month but must not exceed \$36,000 in any calendar year. The exception does not apply to contracts with cities having a population of 10,000 or more or with counties having a population of 125,000 or more. This exemption, if available, is allowed with the following condition:

A municipal officer may not vote in the authorization, approval, or ratification of a contract in which he or she is beneficially interested even though one of the exemptions allowing the awarding of such a contract applies. The interest of the municipal officer must be disclosed to the governing body of the municipality and noted in the official minutes or similar records of the municipality before the formation of the contract.

It is important to note that the language of this section is so structured that the statute cannot be evaded by making a contract or contracts for larger amounts than permitted in a particular period and then spreading the payments over future periods.

² The statute allows no exception, based on value or otherwise, for a sale or lease by the city or county to an official under whom the contract would be made or supervised.

Additional exceptions include:

- In a rural public hospital district ([RCW 70.44.460](#)) the total amount of a contract or contracts authorized “may exceed \$1,500 in any calendar month, but shall not exceed \$24,000 in any calendar year,” with the maximum calendar year limit subject to additional increases determined according to annual changes in the consumer price index (CPI) ([RCW 42.23.030\(6\)\(c\)\(ii\)](#)).
- The leasing by a port district as lessor of port district property to a municipal officer or to a contracting party in which a municipal officer may be beneficially interested, if in addition to all other legal requirements, a board of three disinterested appraisers and the superior court in the county where the property is situated finds that all terms and conditions of such lease are fair to the port district and are in the public interest.
- Other exceptions apply to the letting of contracts for: school bus drivers in a second class school district; substitute teachers or substitute educational aid in a second-class school district; substitute teachers, if the contracting party is the spouse of an officer in a school district; certificated or classified employees of a school district, if the contract is with the spouse of a school district officer and the employee is already under contract (except, in second class districts, the spouse need not already be under contract) ([RCW 42.23.030\(8-11\)](#)).
- Under certain defined circumstances, any employment contract with the spouse of a public hospital district commissioner.

If an exception applies to a particular contract, the municipal officer may not vote for its authorization, approval, or ratification and the interest of the municipal officer must be disclosed to the governing body and noted in the official minutes or other similar records before the contract is formed.

Qualified Exceptions

[RCW 42.23.040](#) permits a municipal officer to have a “remote” interest in municipal contracts under certain circumstances. Those types of interest are as follows:

- The interest of “a non-salaried officer of a nonprofit corporation.”
- The interest of an employee or agent of a contracting party where the compensation of such employee or agent “consists entirely of fixed wages or salaries” (i.e., without commissions or bonuses). For example, councilmembers may be employed by a contractor with whom the city does business for more than the amounts allowed under [RCW 42.23.030\(6\)](#) (if they apply), but not if any part of their compensation includes a commission or year-end bonus.
- That of “a landlord or tenant of a contracting party”; e.g., a county commissioner who rents an apartment from a contractor who bids on a county contract.
- That of “a holder of less than one percent of the shares of a corporation or cooperative which is a contracting party.”

The conditions for the exemption in those cases of “remote interest” are as follows:

- The officer must fully disclose the nature and extent of the interest, and it must be noted in the official minutes or similar records before the contract is made.
- The contract must be authorized, approved, or ratified after that disclosure and recording.
- The authorization, approval, or ratification must be made in good faith.

- Where the votes of a certain number of officers are required to transact business, that number must be met without counting the vote of the member who has a remote interest.
- The officer having the remote interest must not influence or attempt to influence any other officer to enter into the contract.



Practice Tip: Because there could be a question about whether an officer’s presence during action on a contract from which the officer has recused themselves is an “attempt to influence” the other officers, MRSC recommends that the officer with a remote interest not participate, or even appear to participate, in any manner in the governing body’s action on the contract.

Penalties

- A public officer who violates [chapter 42.23 RCW](#) may be held liable for a \$500 civil penalty “in addition to such other civil or criminal liability or penalty as may otherwise be imposed.”
- The contract is void, and the jurisdiction may avoid payment under the contract, even though it may have been fully performed by another party.
- The officer may have to forfeit their office.

DUAL OFFICE-HOLDING

Basics

The election or appointment of a person to public office, unlike “public employment,” is not considered to be a “contract” within the meaning of [chapter 42.23 RCW](#) and similar statutes (*Powerhouse Engineers v. State* (1977)). Under case law, however, it is unlawful for public officers to appoint themselves to other public offices unless clearly authorized by statute to do so.³

There are also statutory provisions and case law governing the holding of multiple offices by the same person. To apply those general principles, it is necessary to know the distinction between a public “office” and “employment.”

In an early case, *State ex rel. Brown v. Blew* (1944), the Washington State Supreme Court, quoting from another source, held the following five elements to be indispensable to make a public employment a “public office”:

1. It must be created by the constitution or by the legislature or created by a municipality or other body through authority conferred by the legislature;
2. It must possess a delegation of a portion of the sovereign power of government to be exercised for the benefit of the public;
3. The powers conferred and the duties to be discharged must be defined, directly or impliedly, by the legislature or through legislative authority;

³ As an exception to this general rule, however, a councilmember may vote for himself or herself for appointment to a position, such as mayor pro tem, which must be filled from the membership of the council. See *Gayder v. Spiotta* (1985).

4. The duties must be performed independently and without control of a superior power, other than the law, unless they be those of an inferior or subordinate office created or authorized by the legislature and by it placed under the general control of a superior officer or body; and
5. It must have some permanency and continuity and not be only temporary or occasional.

As the cases also point out, usually a public officer is required to execute and file an official oath and bond.

Statutory Provisions

There is no single statutory provision governing dual office-holding. In fact, statutory law is usually silent on that question except where the legislature has deemed it best either to prohibit or permit particular offices to be held by the same person regardless of whether they may or may not be compatible under common law principles. For example, [RCW 35.23.142](#), [35A.12.020](#), and [35.27.180](#) (the last of these permits the offices of clerk and treasurer to be combined in certain cases).

On the other hand, [RCW 35A.12.030](#) and [35A.13.020](#) prohibit a mayor or councilmember in a code city from holding any other public office or employment within the city's government "except as permitted under the provisions of chapter [42.23 RCW](#)."

A statute expressly permits city councilmembers to hold the position of volunteer fire fighter (but not chief), volunteer ambulance personnel, or reserve law enforcement officer, or two or more of such positions, but only if authorized by a resolution adopted by a two-thirds vote of the full city council ([RCW 35.21.770](#), [RCW 35A.11.110](#)).

Also [RCW 35.21.772](#) which allows volunteer members of a fire department, except a fire chief, to be candidates for elective office and be elected or appointed to office while remaining a fire department volunteer, but only if two-thirds of the full city council authorizes a resolution ([RCW 35.21.770](#) and [RCW 35A.11.110](#)). [RCW 35.21.772](#) also allows volunteer members of a fire department, except a fire chief, to be candidates for elective office and be elected or appointed to office while remaining a fire department volunteer.

In addition, [RCW 35A.13.060](#) expressly authorizes a city manager to serve two or more cities in that capacity at the same time. However, it also provides that a city council may require the city manager to devote their full time to the affairs of that code city.

Incompatible Offices

In the absence of a statute on the subject, the same person may hold two or more public offices unless those offices are incompatible. A particular body of judicial decisions (case law "doctrine") prohibits an individual from simultaneously holding two offices that are "incompatible."

The Washington State Supreme Court has said that:

Offices are incompatible when the nature and duties of the offices are such as to render it improper, from considerations of public policy, for one person to retain both.

"The question [of incompatibility] is ... whether the functions of the two are inherently inconsistent or repugnant, or whether the occupancy of both offices is detrimental to the public interest" ([Kennett v. Levine](#) (1957)).

Other authorities point out that the question is not whether the duties of both offices can be performed at the same time but whether the functions of the two offices are inconsistent where one office is subordinate to the other, or where the holder cannot always perform the duties of both offices.

Applying those tests, the Washington State Attorney General's Office has found various offices to be incompatible with each other, such as mayor and county commissioner ([AGO 57-58 No. 90](#)), county engineer and city engineer, mayor and port commissioner ([AGO 1978 No. 12](#)), commissioner of a fire protection district and the district's civil service commission ([AGO 1968 No. 16](#)), and others.

Courts in other jurisdictions have held incompatible the positions of mayor and councilmember, mayor and city manager, city marshal and councilmember, to mention a few.

Spouses and Relatives Also Serving as Officers

Nothing under state law prohibits either a spouse or a relative of a current officeholder from seeking or serving as an elected or appointed official for that same jurisdiction. For example, spouses may serve simultaneously as councilmembers, or a sibling of the county auditor may serve as a county commissioner. There might be a conflict of interest problem if one spouse contracts with the jurisdiction for which the other spouse serves as an officer, but that does not prevent spouses from simultaneously serving as officers for that jurisdiction.

The state conflict of interest law, [RCW 42.23.030](#), prohibits an officer from having an interest in a contract made by, through, or under the supervision of that officer, with some exceptions. Under Washington community laws, if the spouse of a councilmember sells supplies to the city for which their spouse is a councilmember, there might be a conflict of interest if the value of the contract exceeds a limit set by statute. But there is no conflict when both spouses serve as officers for the same jurisdiction, since officers receive their compensation by reason of their office, not by contract ([AGO 1978 No. 22](#)). Nothing else under state law prohibits both from serving.

Prohibition Against Pay Increases

As a means of preventing the use of public office for self-enrichment, the state constitution ([article XI](#), section 8) initially prohibited any changes in the pay applicable to an office having a fixed term, either after the election of that official or during their term. However, the constitution has been amended to permit pay increases for officials who do not fix their own compensation.

More recently, the ability to receive mid-term compensation increases was expanded to include councilmembers and commissioners if a local salary commission is established and the commission sets compensation at a higher level ([RCW 35.21.015](#) and [36.17.024](#)). Otherwise, members of governing bodies who set their own compensation still cannot, during the terms for which they are elected, receive any pay increase enacted by that body either after their election or during that term. This does not apply to a mayor's compensation unless the mayor casts the tie-breaking vote on the question. Mid-term or post-election decreases in compensation for elective officers are forbidden by [article XI](#), section 8 of the constitution.

The term "compensation" as used in that constitutional prohibition includes salaries and other forms of "pay." The cost of hospitalization and medical aid policies or plans is not considered additional compensation to elected officials ([RCW 41.04.190](#)) and compensation does not include rates of reimbursement for travel and subsistence expenses incurred on behalf of the municipality (*State ex rel. Jaspers v. West* (1942); *State ex rel. Todd v. Yelle* (1941)).

APPEARANCE OF FAIRNESS DOCTRINE IN HEARINGS

Until 1969, Washington law dealing with conflicts of interest generally applied only to financial interests, as opposed to conflicts of interest related to emotional, sentimental, or other biases. The “appearance of fairness doctrine,” however, which governs the conduct of certain hearings, covers broader ground. That doctrine was first applied in 1969. In two cases that year, the Washington State Supreme Court concluded that, when boards of county commissioners, city councils, planning commissions, civil service commissions, and similar bodies are required to hold hearings that affect individual or property rights (“quasi-judicial” proceedings), they should be governed by the same strict fairness rules that apply to court cases ([Smith v. Skagit County](#) (1969); [State ex rel. Beam v. Fulwiler](#) (1969)).

The rule requires that for justice to be done in such cases, the hearings must not only be fair; they must also be free from the appearance of unfairness. These cases usually involve zoning matters, but the doctrine has been applied to civil service and other hearings as well ([Bunko v. Puyallup Civil Service Commission](#) (1999)).

For additional information on this doctrine, see MRSC’s topic page, [Appearance of Fairness Doctrine](#).

As the listing also indicates, the appearance of fairness doctrine has been used to invalidate proceedings for a variety of reasons; for example, if a member of the hearing tribunal has a personal interest in the matter or takes evidence improperly outside the hearing (ex parte). In those cases, that member is required to completely disassociate him or herself from the case; otherwise, the entire proceeding can be overturned in court.

In 1982, the legislature reacted to the proliferation of appearance of fairness cases involving land use hearings by enacting what is now [chapter 42.36 RCW](#). This RCW chapter defines and codifies the appearance of fairness doctrine, insofar as it applies to local land use decisions. Those statutes now provide that in land use hearings:

- The appearance of fairness doctrine applies only to “quasi-judicial” actions of local decision-making bodies. “Quasi-judicial” actions are defined as:
 - actions of the legislative body, planning commission, hearing examiner, zoning adjuster, board of adjustment, or boards which determine the legal rights, duties, or privileges of specific parties in a hearing or other contested case proceeding ([RCW 42.36.010](#)).
- The doctrine does not apply to local “legislative actions”
 - adopting, amending, or revising comprehensive, community, or neighborhood plans or other land use planning documents or the adoption of area-wide zoning ordinances or the adoption of a zoning amendment that is of area-wide significance ([RCW 42.36.010](#)).
- Candidates for public office may express their opinions about pending or proposed quasi-judicial actions while campaigning without being disqualified from participating in deciding those matters if they are later elected;
- Acceptance of campaign contributions by candidates who comply with the public disclosure and ethics laws will not later be a violation of the appearance of fairness doctrine ([Snohomish County Improvement Alliance v. Snohomish County](#) (1991));
- During pending quasi-judicial proceedings, no member of a decision-making body may engage in ex parte (outside the hearing) communications with proponents or opponents about a proposal involved in the pending proceeding, unless that member:

- Places on the record the substance of such oral or written communications; and
 - Provides that a public announcement of the content of the communication and of the parties’ rights to rebut the substance of the communication shall be made at each hearing where action is taken or considered on that subject. This does not prohibit correspondence between citizens and their elected official if the correspondence is made a part of the record (when it pertains to the subject matter of a quasi-judicial proceeding).
- Participation by a member of a decision-making body in earlier proceedings that result in an advisory recommendation to a decision-making body does not disqualify that person from participating in any subsequent quasi-judicial proceedings;
 - Anyone seeking to disqualify a member of a decision-making body from participating in a decision on the basis of a violation of the appearance of fairness doctrine must raise the challenge as soon as the basis for disqualification is made known or reasonably should have been known prior to the issuance of the decision; upon failing to do so, the doctrine may not be relied on to invalidate the decision;
 - Challenged officials may participate and vote in proceedings if their absence would cause a lack of a quorum, or would result in failure to obtain a majority vote as required by law, provided a challenged official publicly discloses the basis for disqualification prior to rendering a decision; and
 - The appearance of fairness doctrine can be used to challenge land use decisions where a violation of an individual’s right to a fair hearing is demonstrated. For instance, certain conduct otherwise permitted by these statutes may nevertheless be challenged if it would result in an unfair hearing (e.g., where campaign statements reflect an attitude or bias that continues after a candidate’s election and into the hearing process) ([RCW 42.36.110](#)). Unfair hearings may also violate the constitutional “due process of law” rights of individuals ([State ex rel. Beam v. Fulwiler](#) (1969)). Questions of this nature may still have to be resolved on a case-by-case basis.

Prohibited Uses of Public Funds, Property or Credit

To help safeguard the public treasury, the state constitution limits the use of public monies by prohibiting gifts and credit lending. State laws also prohibit the use of public office facilities for the support or opposition of ballot measures and political campaigns.

CONSTITUTIONAL PROHIBITIONS

Basics

[Article 7](#), section 1 (Amendment 14) of the Washington State Constitution requires that taxes and other public funds be spent only for public purposes ([State ex rel. Collier v. Yelle](#) (1941); [AGO 1988 No. 21](#)).

[Article 11](#), section 15 also says that:

The making of profit out of county, city, town, or other public money, or using the same for any purpose not authorized by law, by any officer having the possession or control thereof, shall be a felony, and shall be prosecuted and punished as prescribed by law.

Suits or prosecutions involving violations of that policy are ordinarily brought under specific civil or criminal statutes.

Prohibition Against Gifts or Lending of Credit

[Article 8](#), section 7 of the state constitution prohibits gifting of public funds or lending of the local agency's credit. That provision is as follows:

No county, city, town or other municipal corporation shall hereafter give any money, or property, or loan its money, or credit to or in aid of any individual, association, company or corporation, except for the necessary support of the poor and infirm, or become directly or indirectly the owner of any stock in or bonds of any association, company or corporation.

Local governments are often asked to use their funds, property, or borrowing power (credit) to subsidize or assist endeavors by individuals or private organizations, such as the construction or operation of recreational facilities, economic development, tourist promotion, or other civic or charitable works. Certain economic development programs are a "public purpose" ([chapter 43.160 RCW](#)).

However, the characterization of a program as a "public purpose" may not justify a gift or credit loan to a private entity for that purpose. The Washington State Supreme Court has long held that no matter how worthy the purpose may be, it may not be accomplished by public gifts or loans to private persons or organizations, unless they are providing certain aid to the poor or infirm.⁴

⁴ [Johns v. Wadsworth](#) (1914) says that the legislature may not authorize the use of public funds to aid a private fair, and [Lassila v. Wenatchee](#) (1978) says a city may not buy a building for resale to a private movie theater operator. Although the language in the constitution reads "poor and infirm" (emphasis added), the courts have held that this should be interpreted as "poor or infirm" ([Health Care Facilities v. Ray](#) (1980)).

Other programs using non-recourse revenue bond funding may be authorized by the legislature without violating the constitution. However, municipal corporations (including “home rule” cities and counties) may need such express statutory authorization to do so. See attorney general’s [advisory memorandum to the state auditor](#) dated March 10, 1989.

As a measure of “aid to the poor,” the legislature has authorized cities and counties to assist in low-income housing by loans or grants to owners or developers of such housing. See [RCW 35.21.685](#); [RCW 36.32.415](#); and [RCW 84.38.070](#) (all municipal corporations to provide their utility services at reduced rates for low income senior citizens). Certain energy conservation programs have been considered not to provide a “gift” ([Tacoma v. Taxpayers](#) (1987)).

Often in cases where a loan or grant to a private organization may be prohibited, an appropriate contract can often accomplish the desired outcome by which the private organization provides the services in question as an agent or contractor for the local government agency. For instance, a city may provide recreational programs for its residents by contracting with a youth agency or senior citizens’ organization to operate recreational programs for those groups, under appropriate city supervision. The contract should have specific terms of service, however, so that the program or project remains the city’s own operation and is not an unlawfully broad delegation of city authority, or grant of city funds, to a private agency.

USE OF PUBLIC FACILITIES FORBIDDEN FOR POLITICAL PURPOSES

In addition to the constitutional prohibition against gifting public funds, state law more specifically forbids the use of public facilities for certain political purposes. [RCW 42.17A.555](#) says:

No elective official nor any employee of his office nor any person appointed to or employed by any public office or agency may use or authorize the use of the facilities of a public office or agency, directly or indirectly, for the purpose of assisting a campaign for election of any person to any office or for the promotion of or opposition to any ballot proposition. Facilities of public office or agency include, but are not limited to, use of stationery, postage, machines, and equipment, use of employees of the office or agency during working hours, vehicles, office space, publications of the office or agency, and clientele lists of persons served by the office or agency. The provisions of this section shall not apply to the following activities:

1. Action taken at an open public meeting by members of an elected legislative body to express a collective decision or to actually vote upon a motion, proposal, resolution, order, or ordinance, or to support or oppose a ballot proposition so long as (a) any required notice of the meeting includes the title and number of the ballot proposition, and (b) members of the legislative body or members of the public are afforded an approximately equal opportunity for the expression of an opposing view;
2. A statement by an elective official in support of or in opposition to any ballot proposition at an open press conference or in response to a specific inquiry;
3. Activities which are a part of the normal and regular conduct of the office or agency.

The facilities of a public office may be made available on a non-discriminatory, equal access basis, for political uses ([WAC 390-05-271\(2\)\(a\)](#)).

As part of putting a measure on the ballot a city, county, or special district may make “an objective and fair presentation of facts relevant to a ballot proposition,” if such an action is part of the normal and regular conduct of the agency ([WAC 390-05-271\(2\)\(b\)](#)).

The term “normal and regular conduct” is defined by in [WAC 390-05-273](#) as conduct which is (1) lawful, i.e., specifically authorized, either expressly or by necessary implication, in an appropriate enactment, and (2) usual, i.e., not effected or authorized in or by some extraordinary means or manner).

If they are candidates in upcoming elections, elected municipal officers are prohibited from speaking or appearing in public service announcements that will be broadcast, shown, or distributed in any form during the period beginning January 1st and continuing through the general election ([RCW 42.17A.575](#)).

Washington State’s Public Disclosure Commission has adopted [Guidelines for Local Government Agencies in Election Campaigns](#). These guidelines provide an overview of Washington state law in an easy-to-read format indicating what activities are permitted, as well as general questions to consider.

Competitive Bidding Requirements

To help assure fairness in awarding public contracts and to achieve lower prices for the goods and services local governments requires, the state has adopted procedures that must be followed for the construction of public works and the purchase of supplies, materials, and equipment and for the acquisition of some services.

The procedural requirements for municipal purchasing and public works projects are extensive and varied; consequently, they are treated separately and in depth in other publications. See [MRSC's City Bidding Book](#) and [County Bidding Book](#). The following discussion is to acquaint readers with bidding requirements and penalties for intentionally not following them.

BASICS

Even when it is not legally required, using a competitive bidding or selection process for municipal purchases and contracts ensures bargains for the public and discourages favoritism, collusion, and fraud ([Edwards v. Renton](#) (1965)). Accordingly, requirements in statutes, charter provisions, and ordinances requiring a competitive process are liberally construed, while exceptions are narrowly construed ([Gostovich v. West Richland](#) (1969)).

In this state, most major purchases and public works projects by local governments are subject to statutory competitive bidding requirements. Purchases and public works by second class cities, towns, and code cities have requirements under [RCW 35.23.352](#) and [RCW 35A.40.210](#). Purchases and public works by counties are controlled by [RCW 36.32.235-.270](#). A county or city's charter or ordinances may provide additional bidding or other competitive selection requirements. Other statutes set out the bid requirements for special purpose districts.⁵

In cases where competitive bidding is not required, the law still may require notice or other less-stringent procedures. Some of these procedures are described in [chapter 39.04 RCW](#). There are also specific requirements in connection with the procurement of architectural and engineering services in [chapter 39.80 RCW](#).

COMPETITIVE BID LAW VIOLATION PENALTIES

[RCW 39.30.020](#) provides for civil and criminal penalties for violating contracting law. In some cases, a criminal conviction can result in the municipal officer forfeiting their office.

⁵ A few examples include [RCW 54.04.070](#) and [.082](#) for public utility districts; [RCW 70.44.140](#) for public hospital districts; [RCW 28A.335.190](#) for school districts; [RCW 53.08.120](#) for port districts; [RCW 52.14.110](#) for fire protection districts; and [RCW 57.08.050](#) for water-sewer districts. (Even if your type of agency is not listed here there may still be requirements in the statute, so have your purchasing staff check).

Open Public Meetings Act (OPMA)

The law requires that the decisions made by public officials occur in meetings open to the public. These open public meetings provide opportunities for decisions to be scrutinized and for the officials who have made them to be held accountable.

BASICS

The Open Public Meetings Act (OPMA) ([chapter 42.30 RCW](#)) requires that all meetings of state and municipal governing bodies be open and public. Exceptions include courts and the legislature.

This publication briefly discusses the OPMA. MRSC's [OPMA page](#) and [OPMA publication](#) provide greater detail on this subject.

PURPOSE

The declared purpose of the OPMA is to make all meetings of the governing bodies of public agencies, even “informal” sessions, open and accessible to the public, with only minor specific exceptions.

- The legislature intends that public agencies’ actions and deliberations be conducted openly ([RCW 42.30.010](#)).
- Meetings must be open and public; all persons must be allowed to attend unless otherwise provided by law ([RCW 42.30.030](#)).
- Ordinances, resolutions, rules, regulations, orders, and directives must be adopted at public meetings; otherwise they are invalid ([RCW 42.30.060](#)). See [Slaughter v. Fire District No. 20](#), rev. denied (1989) and [Mason County v. PERC](#) (1989).
- A vote by secret ballot at any meeting that is required to be open is also declared null and void ([RCW 42.30.060\(2\)](#)).
- The OPMA must be liberally construed to accomplish its purpose ([RCW 42.30.910](#)).

APPLICATIONS

The OPMA applies to all meetings of:

- All multi-member governing bodies of state and local agencies, and their subagencies ([RCW 42.30.020](#)).

Certain policy groups representing participants who have contracted for the output of an operating agency’s (WPPSS’) generating plant ([RCW 42.30.020\(1\)\(d\)](#)).

The OPMA does not apply to:

- Courts or the state legislature ([RCW 42.30.020\(1\)\(a\)](#)).
- Proceedings expressly excluded by [RCW 42.30.140](#), namely:

- Certain licensing and disciplinary proceedings.
 - Certain quasi-judicial proceedings that affect only individual rights; e.g., a civil service hearing affecting only the rights of an individual employee, and not the general public.
 - Collective bargaining sessions with employee organizations, including contract negotiations, grievance meetings, and discussions relating to the interpretation or application of a labor agreement; also, that portion of a meeting held during labor or professional negotiations, or grievance or mediation proceedings, to formulate strategy or to consider proposals submitted.
 - Generally, matters governed by the State Administrative Procedure Act ([chapter 34.05 RCW](#)).
- Social gatherings if no “action” (as defined in [RCW 42.30.020\(3\)](#)) is taken ([RCW 42.30.070](#)). Note, however, the ensuing definition of the term “action.”

The OPMA also applies to a committee created by a governing body in the following circumstances:

- When it acts on behalf of the governing body
- When it conducts hearings, or
- When it takes testimony or public comment.

A committee acts on behalf of the governing body when it exercises actual or de facto decision-making authority, as opposed to where it simply provides advice or information to the governing body ([Citizens Alliance v. San Juan County](#) (2015)).

Keep in mind that it is effective public policy to open the meetings of local government boards, commissions, and committees to the public, even if it is uncertain or doubtful that the OPMA applies to them. This approach is consistent with the OPMA’s focus on transparency and its basic intent that the actions of governmental bodies “be taken openly and that their deliberations be conducted openly” ([RCW 42.30.010](#)).

KEY DEFINITIONS

- “Meeting” means meetings at which “action” is taken ([RCW 42.30.020\(4\)](#)).
- “Action” means all transacting of a governing body’s business, including receipt of public testimony, deliberations, discussions, considerations, reviews, and evaluations, as well as “final” action ([RCW 42.30.010](#) and [42.30.020\(3\)](#)). As you can see, the definition of “action” is broad and is not limited to just voting.
- “Subagency” means a board, commission, or similar entity created by or pursuant to state or local legislation, including planning commissions and others ([RCW 42.30.020\(1\)\(c\)](#)).
- “Governing body” includes a committee of a council or other governing body “when the committee acts on behalf of the governing body, conducts hearings, or takes testimony or public comment” ([RCW 42.30.020](#)).

KINDS OF MEETINGS

Regular Meetings

- Definition: A recurring meeting held according to a schedule fixed by statute, ordinance, or other appropriate rule.

- If the designated time falls on a holiday, the regular meeting is held on the next business day.
- There is no statutory limitation as to the kind of business that may be transacted at a “regular” (as distinguished from “special”) meeting.

The date and time of regular meetings must be established by ordinance, resolution, order, or rule, as may be required for the governing body. The location of the regular meeting should also be designated. The OPMA itself does not require any special notice of a regular meeting.

Other statutes require municipal governing bodies to establish a procedure for notifying the public of all meeting agendas ([RCW 35.27.300](#); [35.23.221](#); [35.22.288](#); and [35A.12.160](#)). Additionally, agencies are required to post their regular meeting agendas on their websites unless they meet the exception requirements in [RCW 42.30.077](#).

Special Meetings ([RCW 42.30.080](#))

- Definition: Any meeting other than “regular.”
- May be called by the presiding officer or a majority of the members.
- Must be announced by written notice to all members of the governing body and to members of the news media who have filed written requests for such notice. The notice of a special meeting:
 - Must specify the time and place of the meeting and the business to be transacted. The agency may discuss, but may not vote, on items not included in the meeting notice.
 - Must be delivered personally, or by mail, fax, or e-mail 24 hours in advance.
 - Must be posted on the agency’s website, if any, so long as the agency has at least ten full-time employees and has a designated employee or contractor responsible for updating the website.
 - May be waived by a member.
 - Is not necessary in specified emergencies. See also [RCW 42.30.070](#).

MEETING PLACE

- As far as the OPMA is concerned, a meeting may be held at any place within or outside the territorial jurisdiction of the body unless otherwise provided in the law under which the agency was formed ([RCW 42.30.070](#)). However, the meeting place should not be selected so as to effectively exclude members of the public ([RCW 42.30.030](#)).
- The place of a special meeting must be designated in the notice ([RCW 42.30.080](#)).
- In certain emergencies requiring expedited action, the meeting or meetings may be held in such place as is designated by the presiding officer and notice requirements are suspended ([RCW 42.30.070](#) and [42.30.080](#)).
- An improper “serial” meeting may occur by telephone, email, or other electronic means if a quorum of the body discusses a topic of business through an active exchange of information and opinions by telephone or e-mail ([Battle Ground School District v. Wood](#) (2001); [Egan v. City of Seattle](#) (2020)).
- Notice must be posted on the agency’s website unless the agency does not have a website, employs no full-time equivalent employees, or does not employ personnel whose job it is to maintain or update the website.

MEETING CONDUCT

- All persons must be permitted to attend ([RCW 42.30.030](#)) except unruly persons as provided in [RCW 42.30.050](#).
- Attendance may not be conditioned upon registration or similar requirements ([RCW42.30.040](#)). (The OPMA does not prohibit a requirement that persons identify themselves prior to testifying at hearings or to speak during a public comment period.)
- In cases of disorderly conduct:
 - Disorderly persons may be expelled.
 - If expulsion is insufficient to restore order, the meeting place may be cleared and/or relocated.
 - Non-offending members of the news media may not be excluded.
 - If the meeting is relocated, final action may be taken only on agenda items ([RCW 42.30.050](#)).
- Adjournments/Continuances ([RCW 42.30.090 -100](#)):
 - Any meeting (including hearings) may be adjourned or continued to a specified time and place.
 - Less than a quorum may adjourn.
 - The clerk or secretary may adjourn a meeting to a stated time and place, if no members are present, thereafter giving the same written notice as required for a special meeting.
 - A copy of the order or notice must be posted immediately on or near the door where the meeting was being (or would have been) held.
 - An adjourned regular meeting continues to be a regular meeting for all purposes.

EXECUTIVE SESSIONS

The OPMA only allows a local agency to exclude the public from meetings of the governing body in limited circumstances. It never requires the agency to exclude the public. But, where public knowledge of the discussion could create financial or legal harm to the agency, the governing body can choose to exclude the public.

There are only a few executive sessions where the agency's attorney must be present, either physically or by phone or video conference. If the attorney is not present, the members of the governing body and the presiding officer have a duty to limit the discussion in executive session only to those matters allowed by the OPMA.

Executive sessions are permissible when allowed by statute ([RCW 42.30.110\(1\)\(b\)-\(i\)](#)); here are most commonly-used reasons:⁶

- (b) To consider the selection of a site or the acquisition of real estate by lease or purchase when public knowledge regarding such consideration would cause a likelihood of increased price;
- (c) To consider the minimum price at which real estate will be offered for sale or lease when public knowledge regarding such consideration would cause a likelihood of decreased price. However, final action selling or leasing public property shall be taken in a meeting open to the public;

⁶ The listing of matters for which a local governing body may meet in executive session includes here only those that such a body would address. There are others identified in the statute (e.g., financial and commercial information supplied by private persons to an export trading company) not identified here.

- (d) To review negotiations on the performance of publicly bid contracts when public knowledge regarding such consideration would cause a likelihood of increased costs;
 - (e) To consider, in the case of an export trading company, financial and commercial information supplied by private persons to the export trading company;
 - (f) To receive and evaluate complaints or charges brought against a public officer or employee. However, upon the request of such officer or employee, a public hearing or a meeting open to the public shall be conducted upon such complaint or charge;
 - (g) To evaluate the qualifications of an applicant for public employment or to review the performance of a public employee. However, subject to [RCW 42.30.140\(4\)](#), discussion by a governing body of salaries, wages, and other conditions of employment to be generally applied within the agency shall occur in a meeting open to the public, and when a governing body elects to take final action hiring, setting the salary of an individual employee or class of employees, or discharging or disciplining an employee, that action shall be taken in a meeting open to the public;
 - (h) To evaluate the qualifications of a candidate for appointment to elective office. However, any interview of such candidate and final action appointing a candidate to elective office shall be in a meeting open to the public;
 - (i) To discuss with legal counsel representing the agency matters relating to agency enforcement actions, or to discuss with legal counsel representing the agency litigation or potential litigation to which the agency, the governing body, or a member acting in an official capacity is, or is likely to become, a party, when public knowledge regarding the discussion is likely to result in an adverse legal or financial consequence to the agency.
- Public hospitals may conduct executive sessions regarding staff privileges and quality improvement, similar to the authority granted to public hospital districts. Meetings concerning the granting, denial, revocation, restriction, or other consideration of the clinical staff privileges of a health provider are confidential and may be conducted in executive session. Final action, however, must be taken in public. Meetings, proceedings and deliberations of a quality improvement committee of a public hospital and all meetings, proceedings, and deliberations to review the activities of a quality improvement committee may, at the discretion of the governing body of the hospital, be confidential and conducted in executive session ([RCW 42.30.110\(l\)](#)).

Potential litigation is defined as being matters protected under the attorney-client privilege and as either: specifically threatened; reasonably believed and may be commenced by or against the agency, the governing body, or a member acting in an official capacity; or as litigation or legal risks of a proposed action or current practice that the agency has identified when public discussion of the litigation or legal risks is likely to result in an adverse legal or financial consequence to the agency. The presence of an attorney at a session does not in itself allow the meeting to be held as an executive session ([RCW 42.30.110\(1\)\(i\)](#)).

- Conduct of Executive Sessions:
 - An executive session must be part of a regular or special meeting ([RCW 42.30.110](#)).
 - Before convening an executive session, the presiding officer must publicly announce the purpose for excluding the public and the time when the executive session will conclude.
 - The executive session may be extended by announcement of the presiding officer ([RCW 42.30.120\(2\)](#)).

- Final adoption of an “ordinance, resolution, rule, regulation, order or directive” must be done in the “open” meeting ([RCW 42.30.120](#)).
- Improper Disclosure of Information Learned in Executive Session:
 - It is the clear intent of the provisions relating to executive sessions that information learned in executive session be treated as confidential. However, there is no specific sanction or penalty in the Open Public Meetings Act for disclosure of information learned in executive session.
 - A more general provision is provided in [RCW 42.23.070](#) prohibiting disclosure of confidential information learned by reason of the official position of a city officer. This general provision would seem to apply to information that is considered confidential and is obtained in executive sessions.

MINUTES

- Minutes of regular and special meetings must be promptly recorded and open to public inspection. (The statute does not specify any particular kind of “recording.”) ([RCW 42.30.035](#)).
- No minutes are required to be recorded for executive sessions. If minutes are kept for an executive session, be aware that there is no categorical exemption for executive session minutes under the Public Records Act. (The Public Records Act is discussed in the next chapter.) The announced purpose of an executive session must be included in the minutes.

VIOLATIONS

- Ordinances, rules, resolutions, regulations, orders, or directives adopted or secret ballots taken, in violation of the OPMA, are invalid ([RCW 42.30.060](#)). Agreements negotiated or adopted in closed meetings held in violation of the act also may be invalid.
- A member of a governing body who knowingly participates in violating the OPMA is subject to a \$500 civil penalty for the first violation and \$1,000 for a subsequent one ([RCW 42.30.120](#)).
- Mandamus or injunctive action may be brought to stop or prevent violations ([RCW 42.30.130](#)).
- Any person may sue to recover the penalty or to stop or prevent violations ([RCW 42.30.120-130](#)).
- A person prevailing against an agency is entitled to be awarded all costs including reasonable attorneys’ fees. However, if the court finds that the action was frivolous and advanced without reasonable cause, it may award to the agency reasonable expenses and attorney fees ([RCW 42.30.120\(2\)](#)).
- A knowing or intentional violation of the OPMA may provide a legal basis for recall of an elected member of a governing body, although recall is not a penalty under the OPMA.⁷

⁷ See *In re Recall of Ward* (2012); *In re Beasley* (1996); *In re Roberts* (1990); *Estey v. Dempsey* (1985); *Teaford v. Howard* (1985); *In re Recall Charges Against Davis* (2008).

Public Records

State law requires that records prepared, owned, used, or retained by their government officials and employees be made available for inspection and copying. The rules developed by the courts and through legislative amendments to support openness are sometimes complex; they balance the public's need to know with the protection for certain confidential records specified in state law. Failure to provide records as required can be expensive for agencies, both monetarily and in the loss of public trust.

MRSC addresses this issue in more detail in our [Public Records Act \(PRA\) guide](#) and [publication](#). While we cover the basics in this chapter, reviewing those other materials will help legislative bodies plan for adopting policies and budgets. Doing so will also help executives and administrators understand and plan for the work required to comply with public records requirements. If you are a smaller agency and your governing body members also process public records requests, you will want to look at our [OPMA and PRA Practice Tips and Checklists](#) for practice tips and short checklists that provide practical guidance.

PURPOSE

The PRA is “a strongly worded mandate for broad disclosure of public records” ([Hearst Corp. v. Hoppe](#) (1978)):

The people of this state do not yield their sovereignty to the agencies that serve them. The people, in delegating authority, do not give their public servants the right to decide what is good for the people to know and what is not good for them to know. The people insist on remaining informed so that they may maintain control over the instruments that they have created ([RCW 42.56.030](#)).

The PRA is to be “liberally construed and its exemptions narrowly construed to promote this public policy and to assure that the public interest will be fully protected” ([RCW 42.56.030](#)).

Courts frequently cite these principles in deciding public records cases and it is important to recognize that the principles behind the PRA all favor disclosure of records to the public.

Agency's Statutory Obligations

The PRA identifies basic first steps all agencies must take in establishing their PRA program.

Step 1: Identify the Agency's Public Records Officer (PRO)

Identifying the PRO is critical for the ease and efficiency of receiving and processing PRA requests. The PRO is responsible for overseeing the agency's PRA compliance. The PRO's contact information must be visibly posted on the agency website and relevant publications, as well as in the agency's place of business.

Step 2: Adopt an Agency PRA Policy

The PRA requires state and local government agencies adopt an agency-specific PRA policy; that policy must facilitate public access to public records, while at same time “prevent interference with other essential functions of the agency” ([RCW 42.56.100](#) and [42.56.040](#)).

Step 3: Publish and Maintain a List of Exemptions Outside the PRA

Each agency is obligated to “publish and maintain a current list containing every law, other than those listed [in the PRA] that the agency believes exempts or prohibits disclosure of specific information or records of the agency” ([RCW 42.56.070\(2\)](#)). While some publish their own list, others adopt by reference the list of exemptions published annually by the Code Reviser’s Office, which can be accessed on the Attorney General’s [Sunshine Committee webpage](#).

Step 4: Maintain an Index

Although one of the basic PRA requirements is to maintain a public records index, [RCW 42.56.070\(4\)](#) establishes that agencies do not have to maintain an index of public records if it is unduly burdensome to do so. Instead, agencies may adopt a formal order specifying the reasons why and the extent to which compliance would unduly burden or interfere with their operations. For example, see [Port Townsend Municipal Code Sec. 2.76.050](#) and [Spokane’s executive order \(2008\)](#).

Step 5: Adopt a PRA Fee Schedule

An agency must publish the fees it charges for copying public records; agencies may charge actual copying costs supported by a statement of factors or can charge the PRA’s default charges if calculating actual costs is unduly burdensome. For a more in-depth review of this topic, see our webpage [Copying Charges for Public Records](#).

Step 6: Provide for a Review Procedure for Denials

An internal agency review procedure must be available to any person who objects to the agency’s denial of a records request ([RCW 42.56.520\(4\)](#)). The petitioner must provide their objection in writing and identify the agency’s denial so the agency can adequately respond.

Step 7: Ensure All Members of Governing Bodies and Public Records Officers Complete PRA Training

PRA training for all members of governing bodies and public records officers must be completed within 90 days of taking the oath of office or assuming duties. A refresher PRA training is also required every four years ([RCW 42.56.150](#) and [42.56.152](#)). For more information, see the Washington State Attorney General’s webpage on [Open Government Training](#).

Training for Mayors and Councilmembers

MRSC and the Association of Washington Cities (AWC) have created a [Public Records online course](#) to help mayors and councilmembers fulfill these training requirements.

Additional Training Requirement for Public Record Officers

PRA and records retention training for public record officers must include training on retention, production, and disclosure of electronic documents, including updating and improving technology information systems. For further information, see the Office of the Attorney General’s Open Government Trainings Act [supplemental information sheet](#) and [RCW 42.56.152](#).

WHAT RECORDS ARE PUBLIC RECORDS?

A public record is defined in [RCW 42.56.010\(3\)](#) as any writing that is prepared, owned, used, or retained by any state or local government agency, and which contains information that relates to the conduct of government, or the performance of any governmental or proprietary function.

The term “writing” is broadly defined to include not only traditional written records, but also photos, maps, videos, voicemails, webpage and social media content, emails, text messages and tweets, and databases ([RCW 42.56.010\(4\)](#)).

While the PRA easily applies to records on agency-owned devices and accounts, it also applies to agency-related communications on personal devices and accounts ([Nissen v. Pierce County \(2015\)](#)). People who hold public office can wear two hats: Sometimes, they act as private individuals, and other times they are government actors. While they [maintain their First Amendment rights](#) when acting as private individuals, they are subject to the limits the First Amendment places on the government whenever they’re doing government work. A communication on a personal device or account will be a public record if the communication is one that an agency employee or official prepares, owns, uses, or retains within the scope of employment or official duties. A communication is “within the scope of employment” or duties only when the job requires it, the employer directs it, or it furthers the employer’s interests. Your agency can require you to search personal computers and accounts, and to provide copies of public records and/or an affidavit saying that you did not find any responsive records.

A social media post that only minimally or incidentally furthers an interest of the government, without more, is not a public record. See [West v. City of Puyallup \(2018\)](#). Active two-way communication with the public will likely cause a social media post to be considered a public record.



Practice Tip: If your agency gives you a computer or email account or access to an official social media account, you can conduct the agency’s business via a remote connection to the agency’s server and not save items to your personal computer. If this is not possible, and you must use your personal computer, keep a separate file on your personal computer for any agency business.

MANAGING PUBLIC RECORDS REQUESTS

For all but the smaller agencies, staff will manage the daily processing of public records requests. Elected officials still need to know a few things about the process.

First, recognize a request when you see one. If someone asks you (verbally or in writing) for a document, consider it a records request and either direct the person to your public records officer (PRO) or forward the request to the PRO. If the person asks a question or for information, that is not a records request, and you can manage their inquiry according to your agency’s policies.

Second, when you are asked to search for records, remember that you must search any agency-provided devices and your personal devices and accounts. For searches on personal devices and accounts, you will need to certify that you have done the search by signing an affidavit or declaration that details the extent and nature of your search. The affidavit or declaration must be “reasonably detailed” and “nonconclusory,” and should describe the accounts, devices, and locations searched and the names and search terms used to locate responsive records. Your agency should have an attorney-approved form for this declaration.

RECORDS RETENTION

[Chapter 40.14 RCW](#) governs the retention, preservation and lawful destruction of public records. Because public records are public property, agencies are the custodians of this public property and your agency must adopt policies and procedures to manage those records. Intentionally mutilating, destroying, concealing, erasing, obliterating or falsifying a public record is a felony ([RCW 40.16.010](#) and [RCW 40.16.020](#)).

PENALTIES

If a court finds that an agency has improperly withheld records, [RCW 42.56.550\(4\)](#) requires that a court award costs, including attorney fees. The court also has the discretion to award penalties. The amount of the penalty can be as much as one hundred dollars per record per day. The court will apply a combination of non-exclusive factors that will increase or decrease penalty amounts (*Yousoufian v. Office of Ron Sims* (2010)). The penalties are designed in large part to act as deterrents for non-compliance with the PRA.

State law does provide for both individual and agency penalties related to records retention and production. The PRA does not include individual penalties, but individual criminal penalties can be assessed for the intentional destruction of public records ([RCW 40.16.010](#) and [40.16.020](#)).

For policymakers and managers, the important thing to remember is that the court is likely to reduce the penalty amounts if the agency adopts and diligently follows policies, trains its staff, and provides adequate funding for records management and records request processing. On the other hand, if the agency does not have an effective system in place, the court is likely to increase penalty amounts. In a 2022 case, the Court of Appeals sent a case back to the trial court to reassess the penalties awarded (*Cantu v. Yakima School District No. 7* (2022)). The court said that the agency failed to train its personnel, provide adequate staffing, and prioritize public records requests despite having a budget surplus.



Practice Tip: Courts will look at the size and budget of the agency when determining whether the agency has provided appropriate resources to manage records and records requests.

POLICY CONSIDERATIONS

Agencies are required to adopt PRA policies. In addition to the required elements of a policy, such as adopting fees, you should consider adopting policies that balance the requirement to make records available with your resources. As we note on our [Public Records Act Basics topic page](#), some agencies restrict the amount of time spent responding to PRA requests. Other policies establish categories for prioritizing and processing PRA requests.

Agencies are required to track and log information related to processing PRA requests ([RCW 40.14.026](#)). Depending on the size of your agency and the amount of time you spend on PRA matters, your agency might be required to submit a report to the [Joint Legislative Audit and Review Committee](#) (JLARC). Even if your agency is not required to submit a report, it might consider doing so. The information provided to JLARC has helped agencies make the case for increasing statutory copying charges. The reports also can help you as policymakers compare your agency's budget and staffing levels to similar agencies.

TRAINING

While elected officials and PROs are required by law to receive training, MRSC strongly recommends your agency adopt training requirements for **all** staff and volunteers. This training should include the basics of records management, identifying public records requests, and how to search for records that are responsive to requests.

RECORDS MANAGEMENT

While not technically a PRA issue, records management is a vital part of managing your agency. Agencies should consider making records management part of both your on-boarding and off-boarding policies and practices. For on-boarding new officers and employees, discuss classification, storage, and eventual destruction (or archiving) of records. For off-boarding departing officers and employees, consider a checklist for reviewing existing records and a policy that details how to transfer them to someone else in the department for disposition.

City Attorney, Prosecuting Attorney and Legal Counsel Roles

City attorneys, county prosecuting attorneys, and legal counsel for special purpose districts have similar roles. They serve as legal advisors who advise local officials, prosecute on behalf of their jurisdictions, and defend actions against their jurisdictions.

Washington state operates on the “entity” model of legal representation. The agency attorney represents the agency through its elected and appointed officials.

Washington State law requires that every city and town in the state have a city or town attorney. In some cities, the attorney will be a full-time, in-house officer of the city. In other cities, the city attorney will maintain a private practice of law but be on retainer to the city to perform the required duties. In either case, the city attorney advises city officials and employees concerning all legal matters pertaining to the business of the city.

All counties have an elected prosecuting attorney. Unlike the city attorney, the duties of the prosecuting attorney are extensively set out by statute ([RCW 36.27.020](#)). In addition to having the authority to appoint deputies, the county prosecuting attorney has the authority to contract with “special deputy prosecuting attorneys” for limited and identified purposes ([RCW 36.27.040](#)).

A county legislative authority may also appoint a “special attorney” “to perform any duty which any prosecuting attorney is authorized or required by law to perform,” but only if the appointment is approved by the presiding superior court judge ([RCW 36.32.200](#)). The prosecuting attorney provides legal advice and assistance to some special purpose districts, such as school districts ([RCW 36.27.020\(2\)](#)); other special purpose districts may have in-house attorneys or hire outside legal counsel for assistance. See [RCW 70.44.060](#) (10) regarding public hospital districts.

Although there is no specific authority for a city council to hire outside legal counsel separate and apart from the city attorney, the courts have permitted a council to do so in certain circumstances. Normally, the city attorney advises all city officials, including councilmembers, and the city council should not hire separate outside council to receive advice on city affairs. In rare cases, the city attorney may have a conflict and not be in a position to advise both the city council and the mayor ([State v. Volkmer](#) (1994); [Koler v. Black Diamond](#) (2021); and [Tukwila v. Todd](#) (1977)).

Recognize also that while the agency as a whole is always the “client,” there are situations where it is impractical for the agency’s attorney to advise all the officials involved in a case or hearing. As an example, if the police chief has been terminated by the city and requests a hearing before the civil service commission, the city attorney cannot ethically advise the city administration, the civil service commission, and the police chief at the same time. This would require the attorney to be an advocate for the police chief at the same time the attorney is providing objective legal advice to the commission. While a professional attorney could separate the two functions, it will always appear as if the attorney is favoring one “customer” over the other. When analyzing a problem, the legal practitioner should always ask if there is more than one “customer” involved (council, mayor, commissioners, board, and city manager) and whether there is a conflict between these “customers.”

It is beyond the scope of this publication to review these issues in detail. You should talk to your agency attorney about the scope of representation issues and make sure everyone agrees on how these potential conflicts will be managed. There have been several articles written on aspects of this subject that have been presented at meetings of the Washington State Association of Municipal Attorneys and the Washington Association of Prosecuting Attorneys over the years. Any of these articles may be obtained from MRSC on request.

Conclusion

MRSC hopes this publication will help local government agencies avoid trouble areas frequently encountered by local officials. Although it is meant to be comprehensive, the guide does not include all potentially relevant statutes and regulations. Furthermore, the law changes frequently, and even up-to-date legal interpretations may vary depending upon the facts of a particular case.

We encourage you to seek additional information and advice, especially on legal matters. The result may make the difference between success or failure in asserting a claim or defense, particularly when the good faith of the official may be an issue in the lawsuit. The consultant staff of the Municipal Research and Services Center (MRSC) serves city attorneys, county prosecutors, attorneys representing special purpose districts, and all other city, county, and district officials and employees in this important work.

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