



City Council - Annual Visioning Session Agenda Friday, January 15, 2021, 8:30 AM REMOTE MEETING PARTICIPATION

NOTE: The City welcomes public meeting citizen participation. TTY Relay Service: 711. In compliance with the ADA, if you need special assistance to participate in a meeting, contact the City Clerk's office at (360) 834-6864, 72 hours prior to the meeting to enable the City to make reasonable accommodations to ensure accessibility (28 CFR 35.102-35.104 ADA Title 1.).

How to join meeting:

OPTION 1 -

1. Go to www.zoom.us
 - Download the app
 - Or, click "Join A Meeting" and paste Meeting ID – 949 7880 9559
2. Or, from any device click <https://zoom.us/j/94978809559>
3. Follow the prompts and wait for host to start meeting

OPTION 2 - Join by phone (audio only):

1. Dial 877-853-5257
 2. Enter meeting ID 949 7880 9559, and then ##
-

SPECIAL MEETING

OPENING

WORKSHOP TOPICS

1. [WCIA Presentation - Respecting the Roles of Policy Makers and Administrators](#)
[Presenter: W. Scott Snyder, WCIA Consultant](#)
2. [City of Camas Organizational Scan](#)
[Presenter: Michelle Ferguson, The Novak Group](#)
3. [Form of Government Discussion](#)
[Presenter: Nan Henriksen](#)
4. [Fire and Emergency Medical Services \(EMS\)](#)
[Presenters: Nick Swinhart, Fire Chief and Cliff Free, EMS Division Chief](#)
5. [Budget Implementation](#)
[Presenter: Cathy Huber Nickerson, Finance Director](#)

ADJOURNMENT

CITY OF CAMAS

January 15, 2021

Respecting the Roles of Policy Makers and Administrators

By: W. Scott Snyder
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Disclaimer

These materials are not a complete analysis of the law in this area and represent a starting point for discussion. Specific legal problems arise in certain factual situations and require individualized solutions, none of which are provided by these materials.

Anyone reading or otherwise using these materials should not rely on them as a substitute for legal advice.

CONSULT YOUR CITY ATTORNEY !!

GUIDING PRINCIPLES

Cities exercise power under the state constitution and within the limits established by statute and the state constitution.

Power flows from the state based on:

1. Classification

*City or Town;
Classes or City Code*



2. Form of Government

*Mayor/Council or
City Manager*

Common Characteristics

- Formal action must be taken in a public forum
- Regular meetings
 - Time set by ordinance
 - At the announced location
 - Rules of conduct; e.g. abstention
- Subject to Open Public Meetings Act (RCW 42.30)
- Special Meetings



City Council Power and Authority

- 1) Powers are exercised by a majority of the City Council in an open public meeting
- 2) Council Members have the right to speak in accord with City Council rules and cast a vote
- 3) Outside of the meeting context, individual City Council Members are limited to a right of inquiry as any citizen

The City Council's Most Important Functions

Adopting Policy

- Use ideas from a variety of sources: staff, community groups, advisory committees, chambers of commerce, etc.
- Consider the merits of proposals and then approve, modify or reject them
- In doing so, Council Members analyze community needs, program alternatives, and available resources
- The budget and comprehensive plan are powerful policy tools that are adopted by ordinance



Inertia of the Budget System

Employee Salary: 60-80 % of budget
with multi-year Collective Bargaining
Agreements

Limits on Revenue

Long Term Planning: Capital
Improvement Plan (CIP) and
Transportation Improvement Plan (TIP)

- ✓ Six-year documents
- ✓ Key to successful Grantsmanship
- ✓ GMA, Citizen Involvement Plan and
Transparency



Responding to Constituent Complaints

1. Residents often contact a Council Member when they have a problem
2. Keep in mind that you lack the authority to take action in administrative matters. Be careful not to appear to bind the City—no promises!
3. Council Member may:
 - a) Refer to appropriate staff member
 - b) Raise at City Council meeting
 - c) Discuss complaints against public officials in executive session



Common Characteristics

Executive sessions (RCW 42.30.110)

- Matters of national security
- Relating to real estate acquisition, sale or lease
- Negotiations on performance of publicly bid contracts
- Receive and evaluate complaints or charges against public officer or employee
- Evaluate qualifications of applicants or review performance of public employee
- Evaluate qualifications of candidate for appointment to public office
- Discussions with legal counsel on agency enforcement actions or pending or potential litigation



Labor Negotiation

Development of Strategy: Not a meeting under OPMA (RCW 42.30.140)



Negotiation Sessions: PERC 2019

Teamsters Local 839 v. Benton-Franklin County:

- Both parties must agree to open negotiations in the public.
- Format of sessions is a permissive subject of bargaining.

Special Meetings

- Called by Mayor or majority of City Council members
- 24-hour written notice
- Action items limited to those listed in the notice



OPMA

What's a Meeting?

“A meeting at which action is taken”



ACTION IS THE TRANSACTION OF PUBLIC BUSINESS

TRANSACTION BY

1) receipt of public testimony

2) deliberation

3) review

4) evaluations

5) “final action” collective decision “or an actual vote” by a majority of the City Council upon a “motion, proposal, resolution, order or ordinance’



KUDOS

- Establishment of rules regarding Ad Hoc and other Council Committees



- Avoid Serial Meeting Violations of the PRA (also known as a Rolling Quorum)
- Establish a clear public record

Guiding Principles

- Must follow existing statutes, ordinances and resolutions until amended
- City Council has only those powers specifically granted by statute



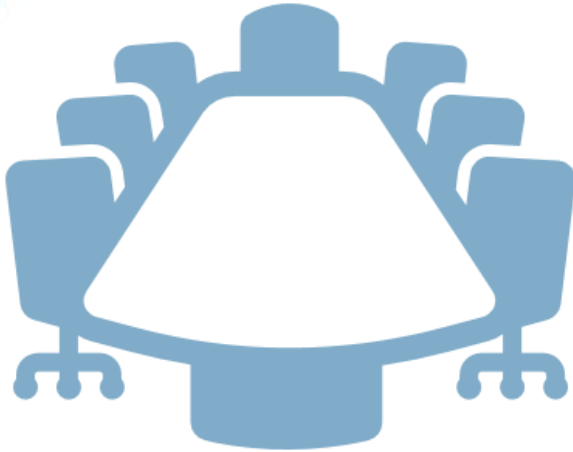
- The “public’s work” must be done in public
 - Meetings
 - Record

Guiding Principles

- Revenues and expenditures are strictly regulated
 - ✓ Costs of services – tax vs fee
 - ✓ Gifts of public funds
- Expenditures must conform to the budget
- Mayor may move funds within a Fund (General Fund, Utility Fund for example) subject to limitations established by the City Council



Guiding Principles



- In Washington, City Councils in code cities are granted the right to write and adopt their own rules of process and procedure

- Follow your own rules:
Camas Res.20-005
- The Chair of the meeting (Mayor) is responsible to enforce those rules



Guiding Principles

- Public Works projects require a public bidding process
 - ✓ Small works roster
 - ✓ Prevailing wage
- Limited ability to use volunteers
 - ✓ Collective bargaining issues
 - ✓ Public works limitations



Guiding Principles

Immunity from Tort Liability

- ✓ Act in good faith
- ✓ Action objectively legally reasonable
- ✓ Liability insurance provided by municipality
- ✓ Indemnity for actions within Scope of Authority



City Manager

Interference by Councilmembers

RCW 35A.13.120

Neither the council, nor any of its committees or members, shall direct the appointment of any person to, or his or her removal from, office by the city manager or any of his or her subordinates.

Except for the purpose of inquiry, the council and its members shall deal with the administrative service solely through the manager and neither the council nor any committee or member thereof shall give orders to any subordinate of the city manager, either publicly or privately.

The provisions of this section do not prohibit the council, while in open session, from fully and freely discussing with the city manager anything pertaining to appointments and removals of city officers and employees and city affairs.

Mayor / Council Form

1. No similar statute but powers of City Council and the executive virtually the same
2. Mayors commonly direct staff to respond through a process or designated contacts such as department heads:
 - a) budget impact
 - b) motion of council
 - c) “power imbalance” issues



Roles of Mayor & City Council

Policy-Making & Implementation



Mayor

- Keep council informed on city affairs
- Propose policy
- Implement policy adopted by council
- Report back to council regarding policy implementation and possible improvements



Council

- Listen to city residents – keep track of their concerns and wishes
- Discuss, develop and adopt city policies governing many aspects of city operations
- Make broad-based policy decisions

City Administrator is Not a City Manager

- City Administrator speaks for the Mayor and exercises the power delegated to him/her by the Mayor
- Serves at the pleasure of the Mayor and follows the Mayor's direction
- Position authorized by Council and filled by the Mayor
- City Manager has a statutory toolkit of Powers
- City Manager is protected by statute from Council interference
- Appointed and removed by action of the City Council

Labor and Personnel



Mayor/City Manager

Hire & fire subject to:

- 1) Civil Service System
- 2) Collective Bargaining Agreement and employment contracts
- 3) Within the budget
- 4) Council confirmation when required

Direct employees within:

- 1) Budget
- 2) Job descriptions
- 3) Ordinance structures



City Council

(at public meetings and by ordinance when required)

- 1) Create Civil Service System
- 2) Direct negotiation of and approve all Collective Bargaining Agreements and employment contracts (Use closed session)
- 3) Approve budget, provide for salaries and benefits through annual salary ordinance
- 4) May establish departments, positions and job descriptions (Note overlap with budget and CBA's)

Budget



Mayor/City Manager

- 1) Prepare and present preliminary budget
 - a) Staff prepares budget estimates and requests on or before October's first business date
 - b) Submit preliminary budget proposal
 - c) On or before November 1st, Mayor presents budget to City Council with budget message



City Council

- 1) Hold public hearing(s), adopt budget
- 2) Establish tax rates, fee schedules
- 3) Set salaries and benefits (CBA limits)
- 4) May establish
 - a) limits on intrafund transfers
 - b) Contingency funds

Budget



Mayor/City Manager

- 2) Administer budget
 - a) Make intra-fund transfers (within General Fund and Utility Funds) unless limited by ordinance
 - b) Request council authorization for amendments for unforeseen situations or use contingency funds



City Council

- 5) Amend budget
 - a) “wages, hours and conditions of employment” by ordinance at any time: RCW 35A.34.180
 - b) Mid-biennial adjustment by Majority
 - c) Majority Plus One – Super Majority.
 - i) “Decrease, revoke or recall” expenditures and re-appropriate. Annual true-up.
 - ii) Emergencies – Foreseeable and unforeseen.

Roles of the Mayor & City Council

Land Use and Planning



Mayor

- Supervise planning staff, who make recommendations to the Planning Commission and City Council
- Supervise staff who enforce building codes and other development regulations
- Supervise permit process



City Council

- Policy - Adopt and amend zoning, development regulations, and comprehensive plan after receiving input from staff, residents, Planning Commission, and others
- GMA – Public participation plan quasi-judicial
- Act in quasi-judicial capacity to decide certain land use issues (hearing examiner system)

Day-to-Day Activities



Mayor

General supervision over administrative affairs of City

- a) Within the budget
- b) Enforce ordinances through police and code enforcement
- c) Administer contracts
- d) Request approval for civil litigation to enforce contract provisions



City Council

Create administrative structure

- a) Budget process
- b) Address health, safety and welfare needs by ordinance through exercise of police powers
- c) Provide for contract approval by council or administration within set parameters

Roles of the Executive & City Council

City Expenditures and Contracts



Mayor

- Sign contracts, supervise contract performance & enforce contracts



City Council

- Approve contracts and all city expenditures

Mayor has no authority to speak for and bind the City unless specifically authorized by ordinance adopted by the City Council.

Authorization can be

- a) Specific -- approve contract
- b) General – approve contracts under specified amount and by adoption of a Small Works Roster

Roles of the Mayor & City Council

Relationships with Other Entities



Mayor

RCW 35A.12.100

- Preside at meetings
- Ceremonial lead
- Governor and military law
- All rights, privileges of City Councilmember

Mayor Pro Tem – appoint by City Council



City Council

- Decide whether city will participate in optional government organizations; provide guidance to Mayor or other city representatives
- May serve as city representative on certain intergovernmental bodies where mayor is not designated member

Mayor's Limited Legislative Role In Mayor/Council Form

1. Tie-breaking vote – only in matters other than:
 - A. Passage of ordinance
 - B. Grant or revocation of franchise or license
 - C. Resolution of payment of money



2. Veto power –
override by majority
plus one of City Council

FOR OUR DISCUSSION

City Council Right of Inquiry: Striking an Appropriate Balance

- Obtaining necessary information without impairing established priorities and within budget
- Follow path set by Mayor/City Manager
- Do not approach employees directly
- Use AWC and MRSC resources



Using an Executive Session



- 1) Performance of public official or qualifications of applicant
- 2) Complaints against public official or employee.
 - A) One opportunity to discuss
 - B) Right to hearing
 - C) Name clearing hearing

RCW 42.30.11

The Budget is a Living Document

- Role of intra-fund transfers
- Appropriate use of contingency funds
 - ✓ National standards
 - ✓ Cumulative totals
- Interim approvals and annual budget amendments
- Conformance with comprehensive plan, public works and park purchases



Legislating the Administrative Structure

- Job descriptions and confirmations of appointments (alternative tools by statute)
 - ✓ Key employees
 - ✓ Civil service and CBAs
- Anticipate change – Avoid unnecessary detail in budget ordinances

- Salary ordinance and the budget
 - ✓ Salary line items vs. number of positions
 - ✓ Simplified process for salary and benefit changes
- The personnel manual
 - ✓ Administration (work rules)
 - ✓ Budgetary (benefits)



The Bird Sanctuary

A developer wants to develop a much-loved neighborhood vacant property used for years as a bird sanctuary. Your phone rings off the hook. How may you respond in these contexts?

- Comprehensive plan amendment proposed
- Rezone application for the entire neighborhood
- Rezone application for the bird sanctuary only
- Staff approves a conditional use permit



Efficient Contract Negotiation

- A. Mayor/City Manager informs City Council and obtains negotiating authority
 - 1) Publicly bid contracts
 - 2) Collective Bargaining
 - 3) Legal settlements
 - 4) Executive session not available for no-bid contracts

- B. Role of budget and comprehensive plans



Efficient Contract Negotiation

- C. Mayor and staff negotiate. Be sensitive to the “no-surprise rule.” Changes in parameters of bargaining authority (PERC term of art)



- D. Contract returns to council for approval
- 1) Retrograde bargaining
 - 2) Efficiency of system depends on timely communication

Questions?


Item 1.



City of Camas

Organizational Scan

January 15, 2021



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Agenda

1. Project Purpose and Approach
2. Overview of Key Findings and Recommendations
3. Discussion

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Our Presenters



Michelle Ferguson
Vice President
Organizational Assessment



Jonathan Ingram
Senior Manager



Jennifer Teal
Senior Consultant

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Project Purpose and Approach



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Organizational Scan Project Purpose

Identify key focus areas for the City of Camas as it addresses community growth and growing service-level demands




Clarify additional study areas related to:

- Operations
- Staffing
- Structure
- Service levels
- Funding



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Project Approach

-  **Conducted Leadership Team workshop**
-  **Conducted virtual interviews with 22 City staff including:**
 - Members of the Leadership Team
 - Key managers from each City department
-  **Reviewed data and information provided by City**
-  **Prepared organizational scan project report**

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Overview of Recommendations



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Photo courtesy of Eli Duke (Flickr)

Citywide Observations

Strengths to build upon

- Growing community
- Staff longevity and experience
- Commitment to meeting high service level expectations
- Strong customer-focus
- Safe and attractive place to live with a high quality of life

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Photo courtesy of Eli Duke (Flickr)

Citywide Observations

Opportunities

- Growth constrains organization designed for a smaller community
- Organizational communication and strategic planning
- Management and support services
- Operations staffing and service level integration

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Ensure alignment among Council priorities and department work plans

- Opportunity to strengthen governance and collaboration by updating strategic plan
- Enhancements to Citywide performance management system will foster communication and proactive work plan management
- Develop a communications needs assessment and work plan to maximize role of Communications Director

Adopt workforce development best practices

- Develop an employee performance evaluation program to standardize evaluation criteria and intentionally chart professional development pathways
- Develop a Citywide workforce development and succession planning program

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Financial Management

- Enhance the City's budgeting and capital planning processes
 - › Develop a collaborative budget development and capital planning process
 - › Prepare an annual budget document that meets the Government Finance Officers Association (GFOA) best practices

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Internal Support Services

- Evaluate the organizational structure, staffing and workload of the City's internal services functions
 - › Consider creation of an Assistant City Administrator position to oversee the internal services portfolio
- Assess staffing levels and workload for internal services functions
 - › HR has limited capacity
 - › Risk management housed with the Police Department
 - › IT system expansion and focus will facilitate efficiency and service delivery outcomes

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Internal Support Services

People	<p>Perform a classification and compensation study update to maximize retention in key areas</p> <ul style="list-style-type: none"> • Portland area job growth creates competition
Process	<p>Ensure that all internal services policies and procedures are updated, communicated to staff, and enforced</p>
Decision Support	<p>Develop an Information Technology (IT) governance structure</p> <ul style="list-style-type: none"> • Need to be intentional about investment • Balance standardization with unique business/department needs
Collaboration	<p>Develop a collaborative project management approach for ERP implementation</p> <ul style="list-style-type: none"> • Support operations and service delivery

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Community and Economic Development

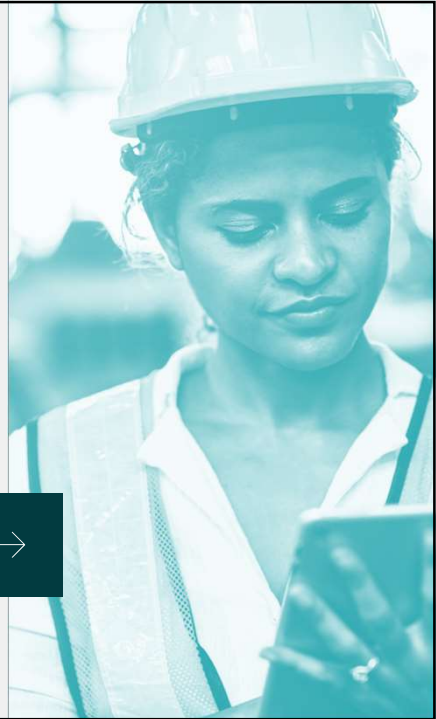
- Create an interdisciplinary economic development working group
 - › Leverage staff expertise to craft and execute a comprehensive strategy



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Public Works and Infrastructure Management

- Continue to advance asset management processes in public works
 - › Infrastructure condition assessments
 - › Integrated capital and operations planning
 - › Enhanced work order system utilization
 - › Balance preventive and reactive work
- Create additional capacity in engineering to drive this process



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Public Works and Infrastructure Management

- Staffing and deployment analysis needed in several key areas
 - › Facilities management and maintenance
 - › Water/Sewer collection/conveyance and distribution crew design
 - › Administrative support
- Necessary to maintain service level standards with growing infrastructure



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Parks and Recreation

- Evaluate the organizational location of the parks maintenance function
 - › Maintenance and recreation program synergy
 - › Economies of scale
 - › Management and systems support
- Evaluate parks maintenance staffing needs
 - › Park inventory rapidly expanding

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Law Enforcement

- Recurring gaps in patrol supervision need to be addressed
 - › Modern era of policing requires increased supervisory focus
- Current shift schedule for patrol offers training advantages, but a comparative assessment of the cost/benefit compared to other options needs to occur
- Opportunity to create specialization among patrol officers
 - › Professional development
 - › Internal capacity
 - › Continue to leverage regional services

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Fire and EMS

- Fire Department Master Plan represents valid path forward
- Cost share model is equitable, but opportunity to create mechanisms to adjust cost share on a recurring basis
 - › Enhance the fire impact fee program in Camas
- Community growth and plan review has impacted existing occupancy inspection capacity
- Develop service level targets for existing occupancy inspections and pre planning processes



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Next Steps and Implementation

- 1 Recommendations represents new work for the organization
- 2 Will take time to implement
- 3 May require adjustments as conditions and priorities change

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Discussion

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City of Camas

Organizational Scan

Project Report / January 2021



A PART OF



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A PART OF
 RAFTELIS

January 7, 2021

Jamal Fox
City Administrator
City of Camas
616 NE 4th Avenue
Camas, WA 98607

Dear Mr. Fox:

We are pleased to present this organizational scan report for the City of Camas. This report includes a detailed scan of each City department and outlines prioritized focus areas for organizational improvement.

The recommendations included in this report are designed to improve service delivery by providing guidance on staffing needs, structure, and organizational processes. These recommendations also address management and operational opportunities to maximize existing staff capacity, improve recruitment and retention, facilitate data tracking and analysis, and foster a proactive work environment in the organization. Input and information provided by City staff formed the basis of these recommendations along with applicable industry standards and best practices.

We are confident that the recommendations in this report will provide a useful framework for the City to address current and future organizational needs. Implementing the recommendations will require diligent management oversight, support from the City's elected officials, and close coordination with City staff.

Thank you for this opportunity to work with the City of Camas.

Sincerely,

Michelle Ferguson
Vice President - Organizational Assessment

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Executive Summary

The City of Camas has experienced rapid growth over the last 20 years, with population nearly doubling since the 2009 census. In addition, the City anticipates that growth to continue at pace over the next 15 years. This type of community growth can create a spectrum of administrative and operational challenges for a municipality. As population and public infrastructure grow and expand, the staffing structures and service delivery models that have traditionally served the community well strain under the pressure of increasing workload demands.

The City of Camas has done a commendable job thoughtfully amending its organizational structure and service approach to adjust to this growth over time. It has deliberately evaluated the associated increases in workload demand and increased staffing and other organizational investments in priority areas where available resources have allowed. However, the City identified the need to evaluate these pressures at a holistic level and contracted with The Novak Consulting Group, a part of Raftelis, to complete an organizational scan of City operations and administration. An organizational scan is a high-level survey of city departments that serves to identify priority issues and areas for additional study and evaluation within the organization. The scan process identified two broad opportunities to further adjust organizational design and service parameters to better align with current and future demands.

The first broad area of opportunity relates to strategic planning and general organizational management. Ultimately, the structure of a local government and the design of its corporate management and internal service functions, such as Finance, Human Resources (HR) and Information Technology (IT), must serve to effectively facilitate the delivery of services to the public and City staff. There are clear opportunities to enhance the strategic planning, organizational management, communication, and internal services systems to better serve the needs of the organization.

The second broad area of opportunity relates to operational staffing levels and service level expectations. The City’s operating departments have done an excellent job of working to absorb the workload demands of expanding infrastructure and population. However, in many areas, that growth has outpaced the City’s ability to meet existing service level expectations. As such, there are areas where additional staffing may be required or service level expectations adjusted to reflect available resources.

Ultimately, the recommendations outlined in this report provide a prioritized list of focus areas for the City in the coming years. The following table provides a summary of recommendations by topic area.

Table 1: List of Report Recommendations

Number	Recommendation
Strategic Planning and Communication	
1	Complete a Strategic Plan update.
2	Develop and implement a Citywide performance management system.
3	Develop a communications needs assessment and work plan.
Workforce Development	
4	Develop an employee performance evaluation program.
5	Develop a Citywide workforce development and succession planning program.
Financial Management	
6	Develop a collaborative budget development and capital planning process.

Number	Recommendation
7	Prepare an annual budget document that meets Government Finance Officers Association (GFOA) best practices.
Internal Support Services	
8	Evaluate the organizational structure of the City's internal services.
9	Complete a staffing and workload assessment of the City's internal service functions.
10	Perform a classification and compensation study.
11	Ensure that all internal services policies and procedures are updated, communicated to staff, and enforced.
12	Develop an Information Technology (IT) governance structure.
13	Develop a collaborative project management approach for ERP implementation.
Community and Economic Development	
14	Create an interdisciplinary economic development working group.
Public Works and Infrastructure Management	
15	Enhance asset management practices within the Public Works Department.
16	Increase staffing within Engineering to support asset management work planning.
17	Evaluate staffing in key functions of Public Works.
Parks and Recreation	
18	Evaluate the organizational location of the parks maintenance function.
19	Evaluate parks maintenance staffing needs.
Law Enforcement	
20	Increase patrol supervisor staffing to provide 24-hour supervisory coverage.
21	Conduct a cost-benefit analysis of the current patrol schedule.
22	Enhance specialty training within the Police department.
Fire and EMS	
23	Evaluate the Camas-Washougal Fire Department cost allocation model.
24	Enhance the fire impact fee program in Camas.
25	Develop service level targets for existing occupancy inspections.
26	Develop a recurring pre-plan review and update process.

Background and Methodology

In September 2020, the City of Camas engaged The Novak Consulting Group, a part of Raftelis, to conduct an organizational scan of the City. The purpose of the scan was to determine, at a high level, whether the City is structured and staffed to effectively deliver services to the community, identify opportunities to improve efficiency and effectiveness, and to prioritize organizational focus areas as the City defines how best to meet the growing demand for services associated with community growth.

To accomplish this work, members of the project team completed several important tasks. First, the project team conducted kick-off meetings with the Mayor and City Administrator to outline the project scope and clearly articulate the core objectives of the operational scan. Virtual interviews were held with the Camas City Council to identify their areas of concern and interest. These meetings established a baseline framework and objectives for the effort.

The project team then facilitated a virtual Strengths, Weaknesses, Opportunities, and Challenges (SWOC) analysis workshop with City of Camas department heads to provide an overview of the project approach and solicit their feedback regarding priority areas and challenges within the City organization. The workshop was followed by one-on-one virtual interviews with the department directors and key managers in each department. Through these interviews, the project team clarified the current organizational design and defined target areas for further research and analysis. The interviews were conducted by phone or video due to the impacts of the COVID-19 pandemic.

Documents and materials provided by City staff, such as revenue and expenditure data, project plans, and staffing and operational information from each department, were reviewed and analyzed. This analysis informed a series of recommendations that serve to prioritize organizational focus in the coming years.

This report details the findings, analysis, and recommendations that, once implemented, will assist the City in developing and improving its policies and processes and enhancing the delivery of services.

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About the City of Camas

The City of Camas, incorporated in 1906, is located in Clark County in southwestern Washington. The City’s population is 24,418, as of the US Census Bureau’s 2019 Population Estimates Program, which represents an increase of 23.2% from the 2010 Census (19,813) and a 94.8% increase since 2000 (12,534). The following figure illustrates the City’s population change since 2000.

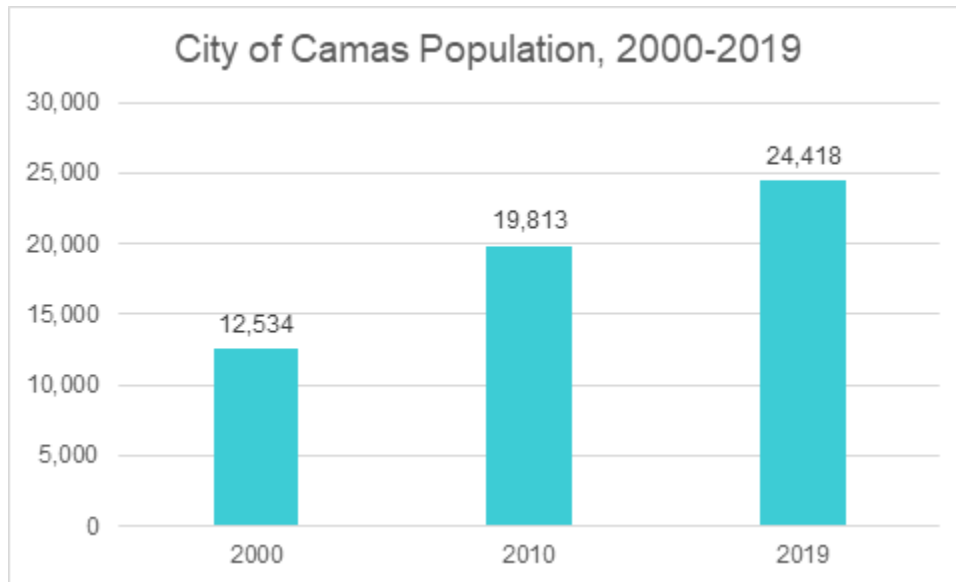


Figure 1: City of Camas Population, 2000-2019

The median age in Camas is 39.6, as reported in the 2018 American Community Survey, and the median household income is \$106,513. A total of 19.2% of individuals and 14.3% of families fall below the poverty line. Approximately 85.4% of the population identifies as White, 7.7% identifies as Asian, and 0.5% identifies as Black. Approximately 4.7% identify as Hispanic or Latino.

The City is located across the Columbia River, north of Troutdale, Oregon, part of the Portland metropolitan area. Camas is bordered on the east by the City of Washougal, Washington, and on the west by the City of Vancouver, Washington. Because the Columbia River is to the south, the City’s remaining land area available for growth is the North Shore of Lacamas Lake in the northeast part of the City.

In 2018, the City began purchasing approximately 140 acres of previously private lands (“Legacy Lands”) within the approximately 800-acre North Shore area to ensure preservation, recreation opportunities, and open space. Camas is now undertaking a community-wide North Shore Subarea planning process to define local expectations for design and local uses that are allowed in the area and to proactively determine capital infrastructure needs. The City is making a significant investment in North Shore infrastructure such as sewer transmission mains, pump stations, and water lines to meet current and planned future residential, commercial, and industrial growth.

The City’s Comprehensive Plan, *Camas 2035*, projects a population of 34,098 in 2035 and an additional 3,868 residential units. The City is expected to add 11,182 jobs during the same period. While the City is undergoing considerable growth, with 274 new homes estimated in 2020, the community prides itself on its “small town” feel. A welcoming historic downtown is the heart of the community, lined with

commercial businesses that, prior to the COVID-19 pandemic, were thriving. The City is also known for its excellent schools, library, community events, and outdoor recreational amenities, as well as proximity to the City of Portland, Oregon, and the Portland Airport.

Structure

The City operates under a Mayor-Council form of government, with an elected Mayor and seven elected Council Members. Six of the members of Council are elected by ward, and one member is elected at-large. All elected positions are nonpartisan. The City Administrator position is filled by appointment of the Mayor with consent and approval of a majority of the City Council.

The Mayor and City Council are responsible for the creation and revision of public policy in Camas. The City Administrator acts as “the administrative and executive supervisor of the city government under the authority and direction of the mayor.”¹ The Administrator supervises City officers and departments in carrying out City ordinances, policies, and City Council decisions. The City Administrator is the personnel officer, responsible for hiring and discharge of all City employees except personnel of the police, fire, and library departments, and employees and officers required by state law or ordinance to be appointed by the Mayor or voters.

The City Administrator directly oversees the Administrative Service, Community Development, Finance, Fire, Library, Parks and Recreation, Police, and Public Works Departments as well as the Lead Court Clerk assigned to the Camas-Washougal Municipal Court.² The following figure illustrates the City’s current organizational structure.

¹ Camas Municipal Code, 2.06.010

² Municipal court services are provided by interlocal agreement with the Clark County District Court at the Camas-Washougal Municipal Court in Washougal, WA. The City of Camas directly funds two Court Clerks and one Court Security Officer position in support of court operations.

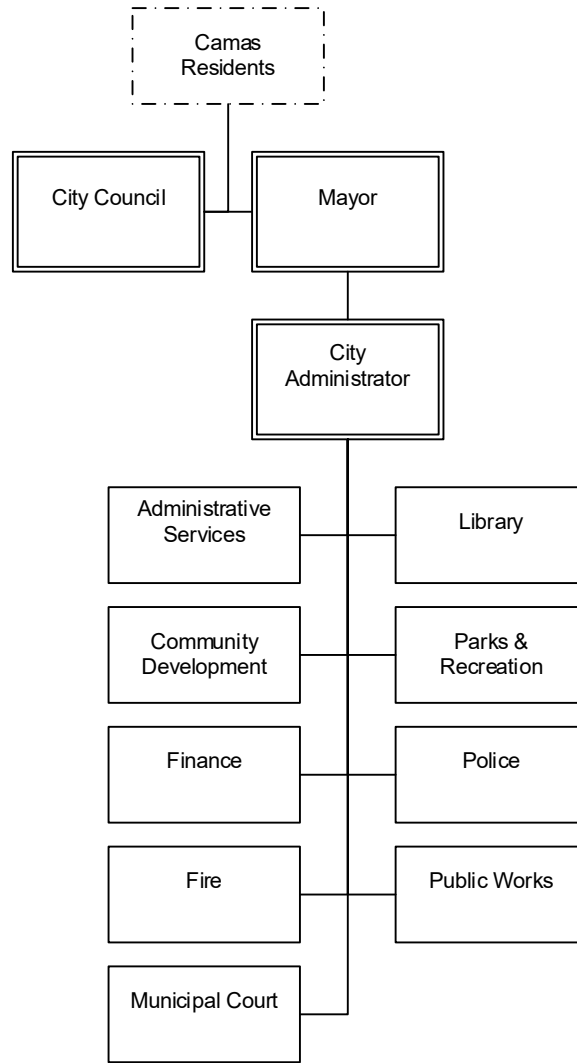


Figure 2: Citywide Organizational Chart, FY2020

Staffing

The City has a total of 214.23 authorized Full-Time Equivalent (FTEs) employees in the FY 2019-20 budget. The number of FTEs, broken down by department, is listed in the table below.

Table 2: City Staffing by Department/Division, FY2016 - 2020

Department	FY16	FY17	FY18	FY19	FY20	Percent Change
Legislative (City Council)	0.66	0.86	0.86	0.86	0.86	30.30%
Executive (Mayor and City Administrator)	2.40	2.40	2.40	2.40	2.40	0.00%
Municipal Court	1.00	1.60	1.60	2.60	2.60	160.00%
Administrative Services	6.10	6.40	6.40	6.90	6.40	4.92%
Finance	9.00	9.00	9.00	9.00	10.00	11.11%

Department	FY16	FY17	FY18	FY19	FY20	Percent Change
Community Development	11.00	11.00	12.00	12.00	12.00	9.09%
Fire/EMS	54.00	54.00	54.00	57.00	59.00	9.26%
Library	14.30	14.30	14.30	14.30	14.30	0.00%
Parks and Recreation	3.80	3.80	3.80	3.80	3.80	0.00%
Police	34.25	33.75	33.75	34.70	36.20	5.69%
Public Works	51.22	54.07	55.07	62.67	66.67	30.16%
Total	187.73	191.18	193.18	206.23	214.23	14.10%

Overall staffing has increased by 14.10% from FY16 to FY20, an increase of 26.50 FTEs. The largest increases were 15.45 FTEs to Public Works, 5.0 FTEs to Fire and Emergency Medical Services (EMS), 1.95 to Police, and 1.5 to Municipal Court. These staffing increases were primarily the result of expanding staffing resources to meet the demands of Camas's community growth.

Budget

Beginning in 2015, the City moved from an annual to biennial (two-year) budget. The following chart illustrates the City's total budgeted expenditures by fund type from FY2015 to 2020.

Table 3: City Budget Expenditures by Fund Type, FY2015 – 2020³

Fund	FY2015-17	FY2018-19	FY2019-20	Percent Change
General Fund	\$38,322,346	\$42,306,038	\$50,119,583	31%
Special Revenue Funds	\$21,436,553	\$24,402,638	\$30,175,977	41%
Debt Funds	\$2,904,480	\$3,564,906	\$3,572,481	23%
Capital Fund	\$11,741,477	\$8,515,484	\$34,693,804	195%
Enterprise Funds	\$38,274,312	\$66,968,360	\$70,492,474	84%
Internal Support Funds	\$3,067,733	\$3,315,330	\$4,150,581	35%
Reserve Funds	\$32,441	\$789,589	\$2,064,917	6265%
TOTAL BUDGET	\$115,779,342	\$149,862,345	\$195,269,817	69%

The City's total budget has increased by 69% since 2015, a result of significant investment in capital projects, utilities, and the build-up of reserve funds for firefighter pensions, retiree medical, and firefighter disability board costs.

The following chart illustrates the City's General Fund expenditures from FY2016 to 2020, excluding Operating Transfers and Fund Balance.

³ Source: City Website, Camas Biennial Budgets FY2015-17, FY 2018-19, and FY2019-20.

Table 4: General Fund Expenditures by Category, FY2016 – 2020⁴

Program Area	FY2016 Actual	FY2017 Actual	FY2018 Actual	FY2019 Actual	FY2020 Projected	Percent Change
Administrative Services	\$328,152	\$336,015	\$313,412	\$410,716	\$322,573	-2%
Animal Control	\$101,535	\$105,441	\$127,957	\$108,158	\$103,640	2%
Central Services	\$224,295	\$216,516	\$201,492	\$241,697	\$252,490	13%
City Council	\$135,871	\$159,004	\$163,998	\$178,668	\$171,185	26%
Community Development	\$1,410,529	\$1,394,106	\$1,561,196	\$1,709,250	\$1,745,200	24%
Detention and Corrections	\$387,433	\$291,011	\$196,836	\$295,973	\$421,685	9%
Engineering	\$1,206,972	\$1,211,472	\$1,305,692	\$1,461,789	\$1,495,282	24%
Finance	\$1,008,847	\$1,114,791	\$1,197,208	\$1,414,919	\$1,462,386	45%
Human Resources	\$166,121	\$229,085	\$191,520	\$186,590	\$232,385	40%
Information Technology	\$658,291	\$714,786	\$906,483	\$815,602	\$887,252	35%
Law Enforcement	\$4,704,277	\$4,667,844	\$5,122,734	\$5,436,736	\$5,864,201	25%
Legal	\$115,029	\$127,443	\$165,938	\$145,836	\$126,509	10%
Library	\$1,294,108	\$1,377,223	\$1,556,502	\$1,711,708	\$1,780,229	38%
Mayor and City Administrator	\$307,411	\$387,601	\$384,352	\$394,654	\$459,837	50%
Municipal Court	\$301,057	\$350,950	\$385,788	\$496,130	\$495,248	65%
Parks and Recreation	\$1,741,047	\$1,838,244	\$1,636,305	\$2,149,521	\$1,814,266	4%
Parks Maintenance	\$961,771	\$979,342	\$964,955	\$1,335,298	\$1,197,437	25%
Total	\$15,052,746	\$15,500,874	\$16,382,368	\$18,493,245	\$18,831,805	25%

Overall, expenditures have increased by 25% over the last five fiscal years as the City is investing in staff and improvements. The areas of largest increase include the Municipal Court, Mayor and City Administrator, Finance, and Human Resources. The Municipal Court added a Court Clerk and had some building improvements in the 2019 budget. The Mayor and City Administrator budget includes funding for a city-wide survey of service levels and a strategic planning process. The Finance Department budget includes funding for a new financial software system, new staff position for utility billing, and building improvements. The Human Resources budget has included funds to assist with contract negotiations.

⁴ Source: City Website, Camas Biennial Budgets FY2021-22 and FY2019-20.

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Analysis and Recommendations

The City of Camas provides a wide array of services to meet the needs and expectations of the City's residents, business owners, and visitors. The community's rapid growth has placed pressure on the City's operating departments to meet growing service demand. In addition, the City's internal services and management systems have not kept pace with the growing complexity of the community.

The City has recognized these challenges and has put forth significant positive effort to proactively meet these growing demands. That is to be commended; however, additional opportunities exist. This report identifies the key staffing and operational challenges in each service area and offers recommendations that will help maximize existing staff capacity, improve processes, and ensure quality service delivery as the community continues to grow.

The analysis and recommendations offered in this report are organized under the following subject areas:

- Strategic Planning and Communication
- Workforce Development
- Financial Management
- Internal Support Services
- Community and Economic Development
- Public Works and Infrastructure Management
- Parks and Recreation
- Law Enforcement
- Fire and EMS

Strategic Planning and Communication

Recommendation 1: Complete a Strategic Plan update.

In 2017, the City of Camas completed work on a collaborative Citywide strategic planning process built on input from community stakeholders, City staff, and City leadership. This plan identified the City's mission, vision, internal values, and decision principles that guide the City's work. It also identified four strategic priorities for the three years spanning from 2018 to 2020:

- Meet community needs with optimal use of resources
- Build financial stability for the City of Camas
- Ensure core infrastructure meets community needs
- Proactively manage growth in line with vision and decision principles

For each of these strategic priorities, key objectives and initiatives were identified, and over the 2018-2020 period, Camas city government has made significant progress toward achieving those objectives.

The 2018-2020 planning horizon included in this strategic plan is coming to an end, and several other important changes have occurred in the Camas government organization and community at large. There are two new members of City Council since the adoption of the 2018-2020 plan, as well as a new Mayor and new City Administrator. The Camas community has continued to grow and with that growth comes

evolving needs and expectations. Finally, the COVID-19 pandemic has created long-lasting impacts for the organization – both in terms of changing funding and community needs as well as changing norms in service delivery and the use of technology.

It is important to regularly update strategic plans to ensure that they accurately reflect an organization's priorities and goals. As a best practice, strategic plans should be updated every three to five years. For these reasons, it is recommended that the City Administrator work with the Mayor and City Council to develop an up-to-date organization-wide Strategic Plan that affirms and/or updates the City's mission, vision, internal values, and decision principles, and identifies the strategic priorities and associated objectives and initiatives on which the City should focus its efforts and resources for the next three to five years. It also provides an opportunity to revisit and intentionally define the organization's core values.

The updated strategic planning framework will be an important resource for developing Citywide budget and capital planning priorities, evaluating requests for enhanced programs or staffing levels, and the development of Citywide performance management and department-level work plans (see Recommendation 2). In addition, it will provide an opportunity for the Mayor, City Administrator, senior executive staff, and the City Council to strengthen relationships and reach agreement on key policy initiatives and the path forward for the City. This level of engagement will serve to generate organizational efficiency by strengthening working relationships and aligning the work of the organization under common goals.

Recommendation 2: Develop and implement a Citywide performance management system.

With the recent changes in the City's executive leadership, as well as evolving strategic priorities and operating expectations, it is important to track progress and develop consistent management and communication systems that meet the needs of the organization and its leadership today and in the future. A comprehensive performance management system will help the City gauge how well the organization is making progress toward its strategic priorities and objectives, as well as evaluate the overall effectiveness of City programs and services.

A performance management system typically consists of three core elements:

- Creating a strategic plan for the organization and annual goals and work plans for each department that align with the organization's strategic priorities
- Using data to track the performance of the City's programs against established performance goals
- Sustaining a dialogue between management and employees to ensure that the work of the organization is completed in conformance with established goals and schedules

Work Planning

The updated Strategic Plan will provide a framework for the City Administrator and Department Directors to establish an annual Citywide work plan focused on achieving the strategic priorities identified in the Strategic Plan. This work plan should identify core projects and tasks to be completed on a calendar basis, including the estimated time associated with each project/task, necessary staff time and resources required to accomplish the work, and the department(s) responsible for achieving each goal.

Each department should also utilize the City's Strategic Plan and Citywide work plan to develop specific work plans. These departmental work plans should specifically address the following:

- Routine functions and tasks that the department must complete every year
- Tasks in the Citywide work plan that directly and indirectly involve the department
- How the department will prioritize reactive projects as they come up through the year

For each task that is planned throughout the year, the department should identify the specific service level expectations regarding the quality and quantity of the work that should be completed, identify the resources and staff time needed to accomplish the task, and identify the specific staff who will be assigned to complete the work. This additional detail will help the department understand its current annual capacity and help department and City leadership evaluate program performance.

Currently, several City departments develop an annual work plan as part of the budget process. Adopting a common template and enhanced expectations regarding the content of these work plans and ensuring that they are aligned with the City's overarching strategic priorities will enhance performance management throughout the City.

Performance Measurement

The second element of a performance management system relates to using performance data to track the performance of City programs. Performance measurements provide an organization with quantitative data that can be used to evaluate the effectiveness and efficiency of its operations. Meaningful performance data enhances City leadership's ability to make informed choices about how to improve and when to adjust City programs or services.

The City has invested in an online performance measurement portal and has used this tool to provide annual performance data for a limited number of programs and services identified as key components of the City's 2018-2020 strategic plan. The data on the performance site has not been consistently updated, with the most recent updates for numerous measures taking place in 2018 or 2019.

The City plans to select and deploy a new Enterprise Resource Planning (ERP) solution in 2021 that will automate many processes throughout the City and improve the City's ability to collect and track data. The implementation of this system presents an opportunity to build a comprehensive performance measurement system to help the City understand the workload, efficiency, and impact of each of its programs and services. A comprehensive performance measurement program includes three types of measures:

- **Workload** measures, which quantify the amount of work completed in service of a particular goal or task. Examples of workload measures could include the number of inspections performed or the number of lane miles paved.
- **Efficiency** measures, which describe how effectively the organization uses its resources. These are often expressed as ratios or averages. Examples of efficiency measures could include the average number of work hours spent responding to a help-desk service request or the average cost to respond to one EMS call for service.
- **Outcome or Effectiveness** measures, which indicate how well a program or service accomplishes its intended purpose. Examples of outcome measures could include the average number of days required to process a permit application or program satisfaction levels relayed by program participants.

Each department should identify workload, efficiency, and outcome measures for each of its major programs. For each measure, the source of the data, frequency of collection, and individual(s) responsible for collecting the data should be clearly identified. Performance data should be reported with regular frequency to staff, department leadership, and City leadership. Over time, performance trends will become a critical aspect in evaluating progress toward the City's strategic priorities and inform updates to the City's strategic plan. Regularly reporting performance data will also enhance the City's transparency and help staff more effectively illustrate the value of City programs to City Council and the public.

Communication and Accountability

In addition to monitoring the work of the organization, an effective performance management system employs routine and structured communication and accountability. Under such a system, managers throughout the organization meet with subordinates regularly to review organizational performance. At the top levels of the organization, the City Administrator should meet at least once a month with each of their direct reports to discuss a regular agenda of issues. A suggested agenda template is included in Appendix A. Fortunately, the City Administrator has established a one-on-one meeting structure with department directors, beginning in January 2021. Similarly, department directors and middle managers should hold monthly meetings with their direct reports to discuss progress toward departmental work plans, customer issues, and other emerging matters. Over time, the structure and routine of the performance management system allows managers to move beyond crisis management and begin to focus on organizational performance and emerging issues.

In Camas, the City Administrator currently conducts weekly senior staff meetings with directors of each City department. At this meeting, the City Administrator shares pertinent updates, and operational matters are discussed by the group. Holding regular senior staff meetings is an important element of the communication and accountability framework that should be part of a performance management system. To ensure that these meetings are productive and efficient, they should be structured with a formal agenda and focused on sharing information, collaboration, and eliminating silos between departments.

Recommendation 3: Develop a communications needs assessment and work plan.

Throughout 2020, the City worked to refine a job description and begin recruitment for a new Director of Communications. Prior to creating this position, the City has historically contracted for communications professional services but has not had a dedicated staff resource tasked with communication functions. This position is expected to be filled in early 2021.

This position was created to address several communication-related challenges and opportunities identified by City leadership. As the City has grown, so have the number and types of communications channels available to and used by residents and stakeholders. Timely, effective, and two-way communication with residents and stakeholders is critical for developing and maintaining trust with the community. Successfully collecting and analyzing community insights will aid City leadership in making data-informed decisions. In addition, the City is currently engaged in a project to update and relaunch the City's website. This project will require significant communications effort, namely in developing appropriate web content and promoting the relaunch with the community. Finally, the COVID-19 pandemic creates a substantial need for timely dissemination of public health and operational information to City employees and the public.

With so many communication needs within the organization, it will be important for the new Communications Director and City Administrator to inventory and prioritize the various communications projects and develop a work plan that addresses them. This plan should include both ongoing tasks, such as regular social media engagement and responding to media inquiries, as well as priority projects like the website relaunch.

To develop the needs assessment, the City Administrator and Communications Director should meet individually with the Mayor, City Council, and each City department to discuss their ongoing and strategic communication needs. These conversations should include identifying all of the current communication channels (newsletters, social media accounts, etc.) used by each stakeholder, introductions to the staff in each department currently engaged in communications, and discussions about communication challenges and opportunities in each of their respective areas.

Using the information gleaned from this needs assessment, the City Administrator and Director of Communications should work together to develop a communications work plan and a system for vetting and prioritizing additional requests for communication support.

Workforce Development

Recommendation 4: Develop an employee performance evaluation program.

As a part of the overarching Citywide performance management program, it is important to also evaluate the goals and performance of individual City staff. The City currently does not have an organization-wide employee performance evaluation program in place. In the absence of a Citywide program, several departments have developed their own employee performance evaluation systems. This approach to employee performance evaluations creates inequity among City staff, who may be held to different standards of performance, and it lacks oversight and accountability by Human Resources. Further, with no centralized performance evaluation in place, there is no linkage between employee performance and compensation.

In its 2017 publication *Performance Management That Makes A Difference: An Evidence Based Approach*, the Society for Human Resources Management (SHRM) states, “Performance management is fundamentally about aligning individual effort to support organizational priorities.”⁵ After updating the City’s strategic plan and annual work planning practices, it is important to develop a system to enable staff and managers to regularly and productively evaluate their goals and performance.

To accomplish this, the City Administrator should work with the Director of Administrative Services to develop a centrally administered employee performance evaluation program. This program should be developed to promote simplicity, ease of administration, and flexibility for employees and their supervisors, link individual goals with broader organizational goals, and include frequent coaching and continuous feedback. A successful program will include a mix of quantitative and qualitative information, both in terms of goal setting and evaluating performance, as well as a degree of oversight and accountability to ensure equity and follow-through.

Recommendation 5: Develop a Citywide workforce development and succession planning program.

Camas City government benefits from the long-standing tenure and institutional memory of numerous key staff who have worked in the organization for many years. However, staff report that numerous key positions throughout the organization may be vacated within the next several years due to retirement. Additionally, while individual departments provide training and development opportunities for their own staff, the City does not have any type of Citywide training or development program to address organizational development needs. With a large portion of the City’s workforce approaching retirement, the demands for proactive succession planning can be expected to grow over the next several years.

Succession planning is best described as identifying critical roles and functions within the organization and developing internal talent within the organization to address them, both currently and as future vacancies occur. Succession planning not only positions an organization for future success, but it also helps ensure that it can perform at a high-level during periods of transition by equipping staff with the skills and abilities needed to meet unexpected challenges. Having a succession plan in place allows an organization to predict where critical needs are or will be, provides them time to adjust and plan, allows adequate time for employees to be trained, and, if necessary, time to recruit potential candidates. The goal of these activities is to achieve a relatively seamless transition with minimal impacts on service delivery for the community.

It is recommended that the City develop an organization-wide workforce development and succession planning program to identify the positions and functions that are most likely to experience turnover within the next several years and develop the skills and capabilities in existing City staff to best meet the needs of

⁵ SHRM. *Performance Management That Makes A Difference: An Evidence Based Approach*. 2017.

the organization and mitigate the potential loss of institutional knowledge and productivity associated with future retirements and vacancies.

To accomplish this, the City Administrator should convene a Succession Planning Steering Committee, consisting of the Administrative Services Director and key managers and supervisor from throughout the organization who can identify critical positions and future staffing needs. This Steering Committee should identify those critical positions that are currently hard to fill and those that may become vacant within the next several years. The Committee should assess positions at all levels of the organization, including executive, middle management, and supervisory staff.

Next, the Steering Committee should review the organization's existing key competencies and those needed to fill the identified critical positions. This will enable the detection of potential gaps in staff knowledge and experience and inform the creation of organization-wide and individual training and development plans. As training and development needs are identified, the Steering Committee should identify whether they are department-specific (e.g., skills and knowledge specific to that department's operations) or more general, such as supervisory and communication skills. The latter should be addressed holistically, in partnership with training service providers such as the Clark College Economics and Community Development program.

In addition to formal training and professional development, another component of developing employees for future leadership positions involves coaching and mentoring. City and Department leadership should pursue opportunities to expand coaching and mentoring for staff who demonstrate the desire and capacity for growth.

Not all positions within the City may have internal talent at the ready. As a part of these succession planning efforts, the City should assess organizational structure within each department. In those departments with a relatively flat structure, there may be an opportunity to consider developing middle management roles to begin developing internal leadership capacity and facilitate the transfer of institutional memory. However, this assessment must also be made within the context of whether the department's workload justifies realignment of the organization structure. Additionally, the City should evaluate opportunities to engage in proactive recruitment, creating awareness of the City as a potential employer and developing interest in City employment. Ensuring that the compensation for City positions is competitive (see Recommendation 10) will assist in these proactive recruitment efforts.

Financial Management

Recommendation 6: Develop a collaborative budget development and capital planning process.

According to the Mayor's 2019-20 Budget Message, departments assist in the creation of their base budgets for operations and capital after being provided with estimates for personnel costs. They then submit decision packages for "adds" and new items on top of the base. Department heads, the City Administrator, and the Mayor evaluate these decision packages in the preparation of the budget, which is then presented to the City Council for adoption.

Capital requests, typically those over \$25,000 with a life greater than one year, are submitted and approved each year as part of the City's annual budget development process. They are funded from many sources, including general fund, impact fees, system development fees, grants, and real estate excise taxes. The City prepares a six-year capital improvement plan (CIP) based upon several individual plans for the different departments and utilities.

During interviews with department leadership, some noted a lack of clarity concerning their budgets and why or how certain transactions are processed, such as interdepartmental or inter-fund transfers. For

example, staff report a lack of consistency for charging certain types of expenditures, like facility maintenance and technology expenses. In some situations, these expenses are borne by individual departments, and in others, they are funded centrally, with no clear explanation as to why it might vary. Together, these factors have resulted in situations where department leadership feels a lack of ownership by managers for financial oversight of their operations.

To address these challenges, the Finance Director should create a more collaborative budget development and maintenance process. Departments should understand where their budget numbers come from and be aware of any changes to them throughout the year so that they can be held accountable for the financial management of their operations. Departments should be aware of any and all transfers in and out of their budgets before the transfer occurring and with a copy of the documentation on the transfer going to each involved department.

The perceived lack of transparency by staff might relate to inter-fund transfers or internal service charges, for example, Equipment Rental Fund charges for the use of fleet vehicles. The City should ensure that all departments are made aware of such charges throughout the year and that they are able to review budget status regularly. Ideally, the planned new ERP system will provide for descriptive text to accompany transactions so that their purpose and source can be easily identified when departments are reviewing their financials in the system in real time. All departments should have at least read-only access to review the status of their budgets in real time.

Recommendation 7: Prepare an annual budget document that meets Government Finance Officers Association (GFOA) best practices.

The City prepares a biennial budget every two years. A detailed budget that includes line-item financial information for all revenues and expenditures and for multiple years is prepared but is only available online through the City's website, and the website version is in pieces by fund or topic. The City utilizes the Socrata® data dashboard for the presentation of the budget to the public. The City has established some performance metrics and provides a detailed discussion of its six-year capital plan and construction projects available to the public as part of the overall budget.

The budget is not easy to find or use. Some links online to the FY2019-20 budget lead to a summary Microsoft® PowerPoint® slide presentation only. In the full budget document, there is no summary schedule for the General Fund expenditures. More detail on employee FTEs, performance measures, and line item budgets is available in the online financial portal by fund or topic, but no comprehensive single budget document for the current year is available, while others for previous years are available in the "archives" section of financial reports online. The City's presentation by fund, while logical, is not intuitive to the residents who are not familiar with municipal fund types but, instead, are familiar with services. For example, a resident would not know that sewer is an "enterprise fund" and to look for it within that budget section. In summary, the current budget presentation is not user-friendly and can be confusing. A linked index that cross-references services residents recognize with the associated funds and work units would be extremely helpful. The archive of comprehensive budget books, including for the current fiscal year, should be easily available to residents online.

The GFOA has developed a Distinguished Budget Presentation Award Program and criteria that, when followed, improve the usability of budget reports as a tool for planning, policy-making, and communication.⁶ These criteria relate to the organization, detail, design, consistency, highlights, and format of the budget document itself, and when followed, create a document that truly tells the story of a City's operations, performance, and financial position. It also provides policymakers with the data they need to make strategic resource allocation decisions. The GFOA publishes its Distinguished Budget

⁶ <http://www.gfoa.org/award-programs/distinguished-budget-presentation-award-program-budget-awards-program>

Presentation Award Program criteria and samples of budget documents that meet the award criteria online.⁷

The City should review the GFOA's best practices for budget and capital presentation and work to ensure all best practices are being addressed. To test "usability" by residents, the City should invite some local residents to review the budget information online to ensure it is understandable and easy to access.

Internal Support Services

Recommendation 8: Evaluate the organizational structure of the City's internal services.

Currently, the Mayor and City Administrator comprise the Executive Department and are supported by a partial 0.6 FTE Administrative Assistant. The Mayor appoints the City Administrator, with the consent and approval of City Council, to carry out the City's policies daily. Under the authority and direction of the Mayor, the City Administrator has full management responsibility for all City operations and oversight of all City departments, as well as the new Communications Director position. In addition to the development and implementation of Citywide goals, objectives, policies, and priorities, the City Administrator is also responsible for representing the City and its interests with regional partners and outside organizations and resolving difficult and sensitive resident inquiries. Under this staffing arrangement, the City Administrator has supervisory responsibility for 10.6 FTE. The City Administrator's current span of control is illustrated below in Figure 3.

⁷ Ibid.

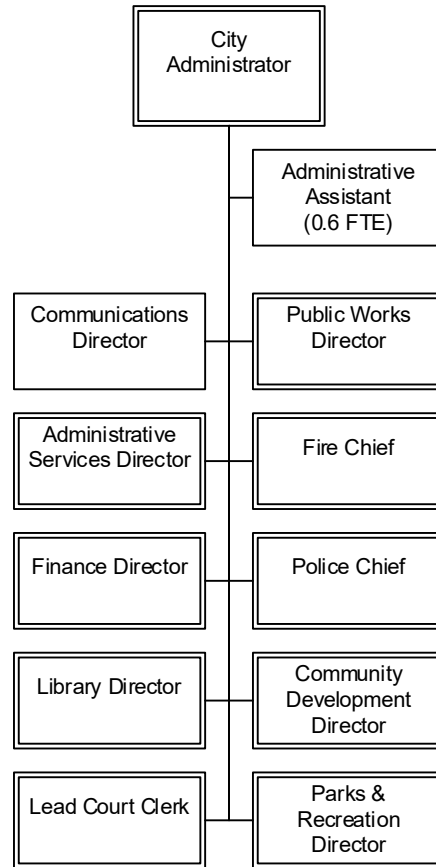


Figure 3: City Administrator's Current Span of Control

The City's Administrative Services Department includes several internal support functions for the City, including Human Resources, Information Technology, City Clerk functions, records management, and risk management. The Administrative Services Director officially serves as the City's Human Resources Director, City Clerk, and Records Manager, and also represents the City, along with the City Administrator, in labor negotiations. The Director also provides supervision and oversight to the Information Technology Director. The current structure of the Administrative Services Department is demonstrated below in Figure 4.

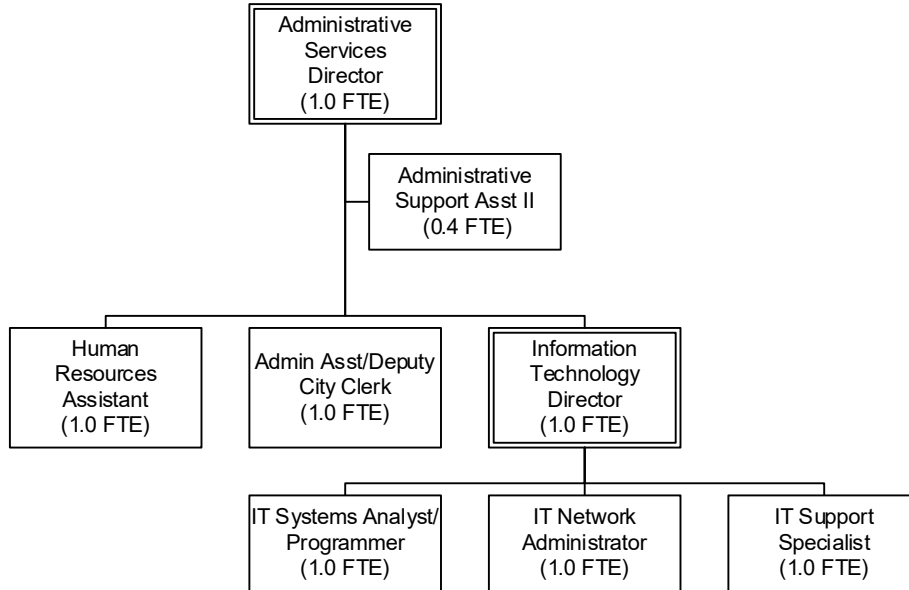


Figure 4: Current Administrative Services Department Structure

The City’s Finance Department is a standalone department, overseen by a Finance Director and nine additional FTEs. The Finance Department is responsible for accounting, budgeting, and treasury management activities, as well as utility and ambulance billing, grants management, and processing insurance claims for the City. The current structure of the Finance Department is demonstrated below in Figure 5.

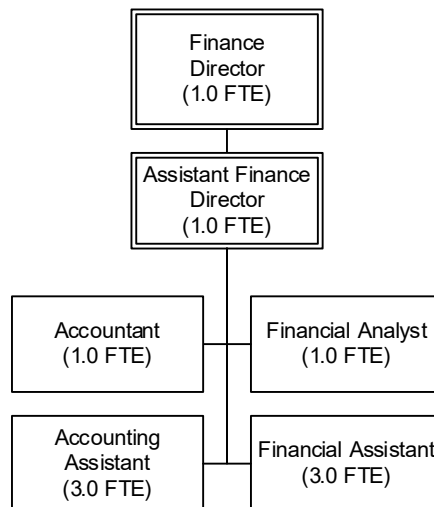


Figure 5: Current Finance Department Structure

The current distribution of internal support functions and responsibilities is not optimal. The broad scope of responsibilities that the Administrative Service Director is responsible for makes it difficult for this position to dedicate appropriate time and expertise to important issues. Specifically, the Administrative Services Director’s competing commitments have hampered progress toward traditional Human Resources functions such as succession planning, organizational development, employee performance management, and policy development and updates. These issues are discussed in greater detail in subsequent recommendations.

In interviews, City staff noted a lack of clarity regarding “who does what” related to internal support services. For example, the Deputy City Clerk, while undertaking almost all the duties of a City Clerk, does not officially possess the title or the authority to complete the official duties of the Clerk set forth in the City’s municipal code. The Finance Department, by virtue of its physical location, has become the *de facto* reception for customers visiting City Hall, with negative impacts on Finance productivity. Additionally, while the City’s organization chart shows Information Technology as a division of Administrative Services, this function is led by a director-level position, and IT is shown separately within the City’s budget rather than as a division of Administrative Services.

There is also a lack of coordination between internal service functions. For example, the Finance Department is not typically included in labor negotiations, which has led to challenges forecasting the cost of contract provisions. Additionally, Administrative Services has not been included in the process of planning for and selecting a new ERP solution. An in-depth discussion of this issue is included in Recommendation 13.

Internal services such as human resources, finance, and information technology are the backbone upon which City operations are built. As the City continues to grow, the need for appropriately coordinated and resourced internal support services will be critical. At the same time, the demands on the City Administrator to provide strategic oversight to all City departments and operations will continue to grow, both as a result of evolving service delivery needs related to a growing community and in response to the strategic planning and performance management activities identified previously in this report. Consequently, the City should evaluate an alternative structure for internal support services. This structure should be developed to maximize coordination between internal support functions, increase internal capacity for Human Resources activities, and create clarity about roles and responsibilities.

One option is to eliminate the current “Administrative Services Department” and consolidate all internal support services into an Administrative Services portfolio, overseen by a new Assistant City Administrator position. This position would provide direct oversight and supervision to HR, the City Clerk, IT, and Finance, which would each be led by individual director-level positions. The Assistant City Administrator could provide additional support for special projects and other strategic initiatives as assigned by the City Administrator. Assigning oversight responsibilities for a subset of City departments to a position that reports to the Chief Administrative Officer (CAO) is an approach utilized by several communities of comparable size in Washington and Oregon, as summarized in the following table.

Table 5: Comparable Communities with an Assistant CAO Position

Community	2018 Population	Position Title	Responsibilities and Oversight
Newburg, OR	23,844	Assistant City Manager	Human Resources Special Projects
Dallas, OR	16,701	Assistant City Manager	Human Resources Risk Management Special Projects
Kenmore, WA	23,093	Assistant City Manager	Public Records Communications Intergovernmental Affairs Economic Development Special Projects
Lacey, WA	50,718	Assistant City Manager	City Clerk Public Affairs Interns Animal Services Liaison

Creating an Assistant City Administrator position would reduce the City Administrator’s span of control by one position and would allow the City Administrator to focus on the operations of the City’s external-facing departments. The Assistant City Administrator would oversee and coordinate the activities of the

City's internal support departments, each of which would be led by a director-level position that would be part of the City's leadership team. The resulting organizational structure is demonstrated in Figure 6 below.

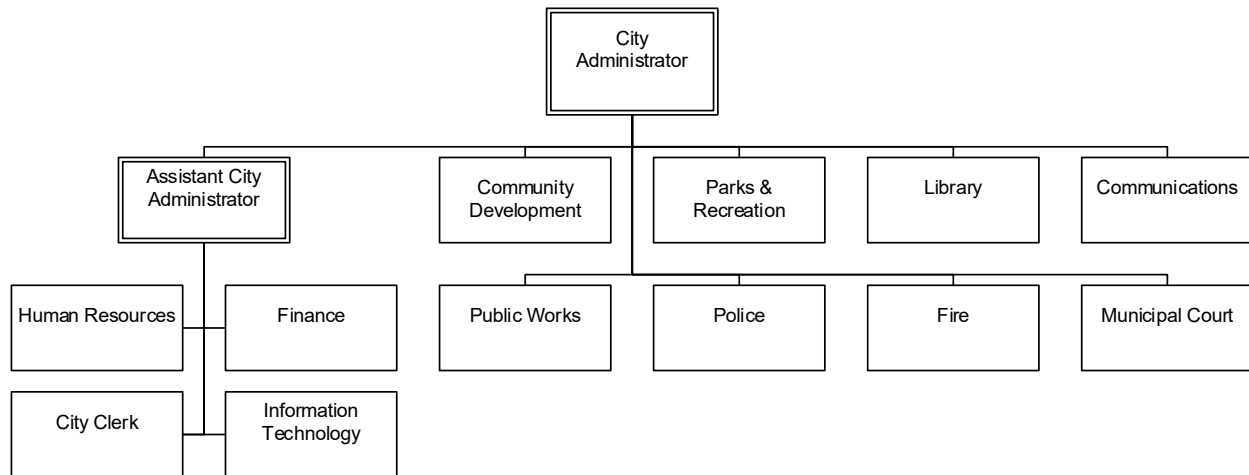


Figure 6: Revised Organizational Structure

Based upon 2020 salary ranges for the City Administrator and the Fire Chief (the highest-paid Director), the total cost of adding an Assistant City Administrator position midway between these two positions, at the middle of the range, would be approximately \$147,500 plus benefits.

Recommendation 9: Complete a staffing and workload assessment of the City's internal service functions.

In addition to the broad administrative structure of internal services, it is also appropriate to evaluate managerial and front-line staffing within the internal services functions. The project team's organizational scan indicates a potential need for additional support personnel. However, to reach reasonable conclusions in this area, it is appropriate to complete a workload-based staffing analysis of the internal service functions that takes best practices and the City's specific workload demands into account. This assessment should include an evaluation of the appropriate department to provide certain internal service functions, such as risk management and billing-related customer service. This assessment will provide the data necessary for the City to evaluate where current staffing levels are high, low, and appropriate and integrate this information into a five-year staffing plan. The City can then continuously review performance metrics for each department/division. If they see slippage, such as processing timelines growing longer or fewer service tickets being addressed, the City will know that a staffing increase or automation may be required.

While it is common for policymakers and executives to focus on customer-facing departments, it is critical that the City ensure commensurate growth in internal services. Such staffing plans should be integrated with the City's strategic priorities; for example, if public communication is a priority, IT staff may need to be supplemented by a website developer or someone who can create online dashboards. Having a sound basis and data-driven means to evaluate future staffing decisions will be critical to ensure equity across departments, efficiency, and the appropriate use of the City's largest expense, its employees.

Recommendation 10: Perform a classification and compensation study.

The Portland metro region, including Camas, has undergone considerable growth in the past decade. According to the Portland Business Alliance 2020 State of the Economy, "Job growth in Portland continues

... to outpace the nation: Portland grew by 2% compared to the U.S. average of 1.6%.”⁸ Investments by large industrial businesses have resulted in the creation of over 23,000 jobs in 2019 alone. The result is a regional job market where competition for talent is stiff, both in the public and private sectors.

To attract and retain talented staff, it is important that the City remain competitive. Feedback from some managers suggests that the City may not be adequately addressing local market factors in the development of its pay plan, causing concerns about pay disparities. Managers reported difficulty filling positions at times, which they attributed to City compensation, housing costs, or a combination of both.

To address this issue, the City should engage an outside firm to perform an update to the City’s 2016 classification and compensation study. A firm specializing in classification and compensation will have both the expertise and the capacity to closely examine the duties associated with each City position to determine whether it is classified and compensated appropriately based on market conditions. Working with a classification and compensation firm will be an additional cost for the City, but an effective compensation system will help reduce turnover, speed up the recruitment process, and provide a basis for classifications in future years.

Recommendation 11: Ensure that all internal services policies and procedures are updated, communicated to staff, and enforced.

The state of the City’s policies and procedures concerning HR, Finance, and IT is mixed. HR policies have been updated as issues arise but not comprehensively, with some still to be addressed. The Purchase Card policy has not been updated since 2015. The Technology Resources policy has not been updated since 2017. The Shared Leave Policy was last updated in 2015. The Wireless Device Usage Policy was approved in 2008.

The Finance Department has also been working to update policies but still have some to address. The Travel Policy is dated 2015. The Cash Management Policy was approved in 2018. The City’s Purchasing Policy is being revised.

IT policies are similarly in mixed condition, and the City lacks collaborative and strategic IT governance to ensure justification, compatibility, and sufficient workload capacity to implement technology projects. While the City does not have a formal intranet for staff, staff utilize a shared drive to communicate and store information.

During interviews, internal service staff in particular noted that, even if updated, policies and procedures were not always enforced. When told no, an operating department would make an informal appeal to the City Administrator and/or Mayor and be given approval to move in a different direction. At times, this could result in additional work or concerns for the internal services operations.

The City should ensure that all critical and important policies within HR, Finance, and IT are updated as soon as possible. They should then distribute them to staff and require an email or written signature confirming receipt. The most recent version of all policies should be available in electronic form to City staff on a shared drive or website. Finally, executive management should enforce and uphold these policies such that operational departments are accountable and part of the City team with internal services departments. A regular cycle for the creation, review, and updating of policies and procedures should be scheduled into the work plan for each area to ensure regular review and updates.

⁸ Portland Business Alliance, 2020 State of the Economy.

Recommendation 12: Develop an Information Technology (IT) governance structure.

Currently, the City does not have a formal process to evaluate and approve new technology initiatives. Staff inside and outside of IT report that departments regularly initiate their own technology projects or purchases, at times without consulting IT. Information Technology may not know about the purchases until it is taken to City Council or are completed and IT is requested to provide support or implementation assistance. Departments are managing Citywide implementations, such as a new financial ERP system, without collaborating with IT.

Departments state that when IT manages projects, progress is made too slowly, if at all. There is a lack of communication on status. They feel that IT tries to become an expert in their operational business processes to determine if this software is most appropriate rather than focusing on the IT aspects of implementation.

It is understandable that departments wish to act quickly when they have identified a potential technological tool that could enhance operations. However, it is vital that IT is part of the process in selecting hardware or software as the technical requirements for ensuring security and ensuring IT infrastructure are critical. Even if departments purchase technology using their own budgets, at some point, they will likely rely on IT to provide support. It is important that IT has the knowledge and capacity available to adequately provide that support; IT may already have a full work plan for the year, including items prioritized in the City's strategic plan, and such purchases do not fit within it. Some employees question how technology selections were made in the past and whether the purchases were influenced by personal relationships with the vendor, resulting in a purchase that may not be in the City's best interest.

The City can address these concerns by requiring that all potential technology purchases go through a governance process for approval. The City's IT governance process should set the framework for decisions impacting City-wide technology strategic direction, policies, and investment priorities. To ensure the effective implementation of this process, it is recommended that the City Administrator establish a multi-departmental IT Governance Committee. Such a committee would be able to address the following:

- How and why was this solution/vendor selected? What are the alternatives?
- Why the project is necessary and the impact if the project were not pursued
- Key objectives for the project and desired outcomes
- Benefit and potential risks associated with the project
- Evaluation of how similar projects have been implemented by other organizations and lessons learned
- Identification and implementation of process improvements for processes impacted by the project
- Total estimated project cost, including upfront and ongoing costs
- An estimated project timeline

The IT Governance Committee should require the requesting department to submit a justification document addressing the issues above on an established format or template for departments to use. Creating this document will not only help ensure that the department has considered the impacts of the project but will provide the Governance Committee the information it needs to evaluate the benefit of this potential investment for the City and how it fits within the City's strategic priorities. Having multiple departments on the Committee will ensure that any potential overlap in benefits or usage of the technology across departments is considered.

For each new project, IT and the requesting department should also consider whether there are any other options for achieving the department's goals, such as modifying an existing technology or changing the process to realize efficiencies. IT and the department should also consider how the current process will have to be modified to accommodate the new technology and how the technology can be used as efficiently

as possible. This will also ensure that existing programs, like laserfische, work order systems, or other key business systems are fully considered for applicability before new software is purchased.

In addition to reviewing IT purchasing requests, the role of the IT Governance Steering Committee will be to identify short- and long-term IT-related issues, needs, and opportunities and to develop and prioritize standards based on the City's strategic goals and operating needs. Additionally, the Committee should be responsible for discussing technology issues, determining high-priority technology focus areas, and coordinating technology initiatives that impact multiple departments. The Committee also serves as a tool and resource for the IT division. Members can solicit needs, ideas, and opinions from other staff members and customers. IT should provide monthly status reports on the progress of budgeted initiatives to the Committee for monitoring.

The Committee should be chaired by the IT Director and include the Finance Director as a permanent member. In addition, representatives from other City departments should rotate on and off the committee. If desired, technical experts from the community could be called upon to participate and provide insight.

Establishing an IT Governance Committee creates several opportunities and benefits for IT and the City organization. First, it establishes a dedicated communications group where staff can discuss and share technology issues across departments. Such a setting often enables IT to better understand how staff across the organization experience technology constraints, concerns, and opportunities. Second, the Committee allows departments to articulate technology priorities that will enable them to provide better services and allows each representative to more fully understand the context of the City's technology operations. This context is important, particularly when the IT division must prioritize numerous complex and time-intensive projects. Discussing and prioritizing these projects through the Committee helps ensure the IT's work plan is aligned with organizational priorities.

Finally, it is important to emphasize that the purpose of the Committee is not to pull staff into additional meetings simply for the sake of meeting. Committee meetings should occur monthly. This schedule provides each department with a formal opportunity to regularly raise complex technology issues, discuss common issues experienced by multiple departments, review the implementation status of IT projects throughout the organization, and participate in IT strategic planning and budget prioritization. Over time, the Committee will become a valuable resource for articulating staff perspectives on technology and prioritizing and communicating technology initiatives to the City Council.

Recommendation 13: Develop a collaborative project management approach for ERP implementation.

The Finance Department is currently seeking funding to implement a new \$1.5 million (ERP) system, starting with permitting and asset management modules, followed by Citywide financials. The City plans to select a vendor to replace the existing Springbrook system, which has been in place for 20 years. Despite its cost and Citywide implementation, the Information Technology Department has not yet been involved in this endeavor.

As noted in the prior recommendation, it is critical that IT play a role in all technology initiatives, particularly one of the size and scope of an ERP implementation. IT will be responsible for assisting the vendor with implementation, potentially with data transfer, and ongoing support of the product.

The City should immediately develop a project management approach for the ERP implementation, already underway, that ensures collaboration with IT and other departments as appropriate. In this way, the concerns and needs of all City departments can be comprehensively addressed by the vendor. Regular ERP project meetings involving the Finance Director, IT Director, and other department representatives should be scheduled to manage the project. As the new system will be used by all departments, they should be involved and at least informed of project status. The Finance Director can prepare the agenda and chair

the meeting, with the goal being to discuss implementation status, data transfer, and what business processes will be automated or changed, and to make plans for ongoing support and maintenance.

One option, used by many jurisdictions, is to contract for a consultant project manager for the ERP implementation. While an additional cost, a skilled technical consultant to assist in creating technical specifications, evaluating vendors, leading a City committee through the process to ensure multi-departmental buy-in, and responsible for overseeing the project and working with the vendor to ensure a timely implementation that meets the City's needs is valuable. This project is very time-intensive, and City staff may not have the time nor technical ability to successfully finalize this implementation while also meeting day-to-day service delivery requirements.

To address departmental concerns regarding the speed and scope of service levels from IT, a written agreement can be established that outlines these items and to which all parties agree. In this way, roles and responsibilities will be clarified for all.

In the future, all technology initiatives such as this should be brought before the IT Governance Committee for approval before any purchasing agreements with the vendor.

Community and Economic Development

Recommendation 14: Create an interdisciplinary economic development working group.

The financial stability and long-term economic success of Camas depend on the City's ability to develop its tax base by attracting and retaining residents and businesses within the City limits. From 2011 to mid-2020, the City of Camas participated in the Camas-Washougal Economic Development Association (CWEDA), which provided regional economic development services for the Cities of Camas and Washougal, as well as the Port of Camas-Washougal. CWEDA promoted business growth in the region, identifying development leads and opportunities, assisting businesses with completing permitting processes, identifying eligible incentive programs, and coordinating access to business development resources. CWEDA was disbanded in mid-2020, and the City of Camas is now responsible for coordinating its own economic development activities.

The City authorized funding for an Economic Development Manager position within the Community Development Department in the FY2020 budget. However, due to the changes in City leadership and the COVID-19 pandemic, this position has not yet been filled. In the meantime, the City Administrator has assigned responsibility for coordinating economic development projects to the Director of Community Development.

Economic development is a multi-faceted pursuit that includes components of planning, zoning, and permitting activities; structuring financial incentives and modeling long-term financial projections; and infrastructure planning and investment. As a result, it is important to involve experts in each of these disciplines in the development and evaluation of economic development strategies and opportunities. Whether economic development activities are led by the Community Development Director or a dedicated new staff position, there is a need for these activities to be guided by the insights and expertise of an interdisciplinary economic development working group. In addition to the Community Development Director and Economic Development Manager, if/when this position is filled, this working group should be made up of the City Administrator, City Engineer, Director of Public Works, and Director of Finance.

The economic development working group should work together to proactively identify economic development priorities, inventory available strategies and incentives, and identify gaps that should be

addressed in policy or legislation to maintain the City's competitive advantages. In addition, this group should be convened to evaluate new economic development prospects and to develop comprehensive incentive packages to promote development in line with the community's priorities and expectations.

Public Works and Infrastructure Management

Recommendation 15: Enhance asset management practices within the Public Works Department.

The Department of Public Works is responsible for maintaining every feature of public infrastructure assets within the City of Camas, including transportation, water, sewer, stormwater, fleet, facilities, and park/open space infrastructure. It is also responsible for delivering many direct services to the public, including refuse and recycling collection, water treatment and distribution, and biowaste collection and treatment. The Department also performs many critical internal services on behalf of other City departments, such as fleet and facility maintenance. The project team's scan of the departmental management and operations practices indicates that the Department has done an excellent job maximizing the use of available resources and executing a culture of continuous improvement. It has also focused much organizational effort on enhancing its asset management practices. Further development of that effort represents the primary opportunity for service enhancements within Public Works and will serve as the basis for much-needed staffing level assessments.

Asset management is the process of evaluating asset condition and developing effective capital investment and maintenance plans that maximize the useful life of public infrastructure assets. The American Public Works Association (APWA) defines several fundamental elements of effective asset management, as summarized below:

- All physical infrastructure systems shall be inventoried and inventories regularly updated.
- Condition assessments shall be provided for all physical infrastructure and regularly updated.
- Planning for and managing activities associated with physical infrastructure needs to be cohesive with all organizational planning, all applicable reporting, and financial processes.
- Physical infrastructure should be managed in a sustainable manner. The total life-cycle cost of physical infrastructure shall be understood and managed in a manner to minimize this cost.
- Asset management objectives shall be established for all physical infrastructure. Objectives should be quantifiable, measurable, and timely. Resources associated with asset management shall be used effectively and in a cost-efficient manner.
- Quantifiable operational service levels for physical infrastructure shall be established along with maintenance and replacement levels.
- Regular performance reports shall be provided on all physical infrastructure.
- Consult with impacted stakeholders where practical.
- Employ best practices where appropriate and follow all applicable laws. Risks should be minimized to users, as well as risks associated with failure. Asset management decisions shall assess social and environmental goals.

Though these criteria appear extensive, they can be tailored to meet the scope and scale of the City's operations and available resources. Ultimately, when distilled down to its essence, asset management is the practice of using condition assessment information to tailor maintenance activities, repair, and replacement to maximize the useful life of each asset.

To date, the Department of Public Works has completed condition assessments for transportation infrastructure and fleet assets and is completing the mapping of above-ground Water and Sewer utility assets as well. The primary opportunity to enhance the asset management process is to complete condition assessments for underground water, sewer, and stormwater utility assets, park assets, and City facilities.

The Department has recognized this and is actively moving forward to develop more refined assessments. For example, Public Works is currently developing a request for qualifications for a facility condition assessment to evaluate the 18 properties managed by the City of Camas.

Once those asset condition assessments are complete, the next step is to utilize those assessments to define clear service level and prioritized maintenance targets. This will provide the basis for the development of annual work plans for each public works crew and program. This will define the baseline expectations for preventive maintenance and should be used to inform an annual work planning process/retreat between the Director of Public Works, City Engineer, Operations Manager, and Utilities Manager. This work planning process should be completed in advance of the budget process and utilized to inform the structure of annual budget requests. This will also provide greater transparency in the budget process by helping the Director of Public Works draw a clean comparison between funding decisions and the service level that can realistically be delivered to the public.

These work plan goals should also be quantifiable and measurable and success evaluated annually to inform management decisions. These plans should then be integrated into a functioning work order management system. Currently, the Department utilizes a modified Customer Resources Management (CRM) system to track service requests but has limited capability to pre-load work plans and track preventive maintenance progress and crew utilization. As such, the City should move toward implementing a work order system that is tailored toward public works operations. This will also require the Department to equip crews with the training and competency to utilize that system to plan their work and track work plan progress. This will also provide an avenue to collect valuable asset condition data that can be used to institutionalize the process of effective asset management.

Work plan success should then be evaluated on a monthly to quarterly basis at the management team level and adjustments made as necessary to adjust to environmental changes. The following provides a sample framework for these meetings:

- **Operations updates** – Describe the status of current or pending projects for each Public Works Crew/program. Effort should be made to discuss progress on the prior week’s work plan, outstanding items and the plan to address them, obstacles or challenges to success, and the requirements to overcome those issues.
- **Financial condition** – Every quarter, each manager should report the status of their operating budget and spending to date as compared to the prior year’s spending. Current or projected unanticipated expenses should be discussed and, if necessary, should be elevated to the City Administrator’s Office for discussion. In addition, unanticipated cost overruns should be reported as they become evident.
- **Customer service/public relations** – Any current or projected issues that could affect the public, internal costumers, City Administrator’s Office, or City Council members should be discussed, and a plan for communication with the appropriate parties should be established.
- **Special project updates** – Status updates on any special projects should be reported during the weekly staff meeting.
- **Performance indicators** – Every quarter, each manager should report the progress of executive-level performance measures for their crew. Executive-level performance measures are high-level indicators of program outcomes and costs compared to prior years and established goals.

This structure should also be replicated and scaled to provide a consistent framework for managers to engage with crew leaders. This will not only provide a consistent structure across each public works program but will provide a mechanism to incorporate the experience and perspective of front-line employees into the asset management decision-making process.

Recommendation 16: Increase staffing within Engineering to support asset management work planning.

The Engineering Division is responsible for managing the capital budget development process, designing and managing civil infrastructure projects, and providing broad support to operations personnel. In addition, the Division is tasked with providing expert plan review and inspection services through the City's development review and building process. The Engineering Division is tasked with ensuring that all development within the City meets code requirements that relate to public infrastructure, such as water/sewer, transportation, and stormwater. In effect, the Engineering Division plays a critical role in both the Public Works and Community Development departments.

In an effort to reflect the importance of these roles, the City has structured the City Engineer position so that it reports to both the Public Works Director and the Community Development Director. This bifurcated reporting relationship presents some management challenges as it relates to work planning and prioritization. However, it has functioned well for the City because of the strong working relationships between the City Engineer, Director of Public Works, and Director of Community Development.

The project team has identified the need to enhance asset management practices within the Department of Public Works, with the specific goal of better integrating condition assessment with operational work planning and work order system data collection. This will require focused commitment from the City Engineer and engineering staff. As such, it will be appropriate to move toward fully assigning the City Engineer to Public Works while also creating additional capacity to ensure that development review and permitting workload continues to receive adequate attention. This can be accomplished by funding additional contractual support for engineering design review, under the direct supervision and oversight of the City Engineer. In the alternative, the City can fund an additional engineering plan review position under the direction of the City Engineer but physically locate the position in the Community Development Department as an embedded employee.

Recommendation 17: Evaluate staffing in key functions of Public Works.

Three primary factors drive staffing needs at the operational level: asset inventory, workload requirements, and service level goals. For example, for a traffic sign maintenance crew, the number of signs that must be maintained represents the inventory. The average number of labor hours required to inspect and replace each sign represent the workload requirements. The frequency with which each sign is inspected and replaced is the service level. The cycle, or the number of years it takes to complete a round of inspections and replacements based on asset condition and anticipated life cycle, ultimately drives the number of labor hours and staff required to support maintenance activities.

Implementation of the asset management tools and processes detailed in the preceding recommendations will equip the Department with the asset condition data and workload requirement data necessary to accurately estimate the Department's capacity to meet service level expectations. This will help the Department quantify staffing and resource gaps and identify whether and how staffing adjustments may impact the life cycle cost of public infrastructure assets. This data should be applied as a mechanism to evaluate the staffing level, deployment, and crew design of each public works crew over time and can be utilized to help the City estimate the operational costs associated with continued community growth. However, our scan of departmental operations indicates a few immediate staffing issues that warrant additional analysis. Those are summarized below, by program area:

- **Administrative Support**—The project team has identified the need to enhance asset management practices in the Department. This will require a significant effort in the area of data collection, data quality control/quality assurance, and performance measurement/reporting. The Department is currently staffed with two administrative support positions. This will be insufficient to effectively take on the additional data management responsibilities associated with asset management. To

that end, it is appropriate for the City to consider the addition of a management analyst or high functioning executive assistant to aid the Department's management team in the development of this system and its associated processes.

- **Water and Sewer**—The City's water and sewer program is staffed with 11 budgeted positions that are tasked with maintaining the water treatment and water and sewer collection and conveyance infrastructure for the City.⁹ The City maintains 27 pump stations, eight water booster pump stations, and 5,300 step tanks, as well as underground distribution and collection pipe. Though some specialization has developed among staff, crew members are largely tasked with responding to maintenance issues across any of the various infrastructure types. This lack of crew specialization and limited crew size makes it difficult to develop and implement preventive maintenance programs, and some important tasks, such as backflow prevention,¹⁰ are not occurring. There is an opportunity to complete a more detailed workload assessment that evaluates the benefit of creating specialized crews by program area.
- **Facilities**—The City manages 18 properties with one dedicated staff member. These facilities include the library, the police station, three fire stations, five historic homes, and other City government facilities. The current facility technician is a generalist, and most large-scale Mechanical Electrical and Plumbing (MEP), HVAC, and remodel projects are contracted. This limited staff capacity makes it difficult to respond to facility-related issues in a timely manner. There is a need to evaluate facilities staffing needs based on the size, composition, and geographic distribution of facility management requirements in the City.

There may also be other areas that deserve a more thorough staffing analysis; however, the areas summarized above represent clear needs as identified within the scope of the organizational scan. One additional area that warrants attention is the parks maintenance function; that area is discussed in more detail in the following section of this report.

Parks and Recreation

Recommendation 18: Evaluate the organizational location of the parks maintenance function.

The Parks and Recreation Department is a relatively small department staffed with a Parks and Recreation Manager, Recreational Facilities Coordinator, and the equivalent of 1.8 FTE Recreation Coordinators who deliver recreation programming. The park and cemetery maintenance function is organized under the Public Works Department and is staffed with 6 FTEs who are responsible for all park maintenance functions, including turf management, horticulture, forestry, cemetery maintenance, and trail/park facility maintenance. The current organization structure, which divides the parks maintenance and recreation function between two departments, offers both advantages and disadvantages.

The advantage of assigning park maintenance to Public Works is that the approach takes advantage of economies of scale with both equipment and staffing. Parks maintenance personnel have more direct access to support from other public works crews and vice versa. This creates organizational flexibility. In addition, cost savings is achieved by sharing heavy equipment and resources in the field. The primary disadvantage of this approach is that it can create a disconnect between recreation program management and park maintenance personnel who prep and manage the infrastructure upon which those programs are delivered. Fortunately, the working relationship between the Public Works Operations Manager and the Parks and Recreation Director has historically been strong. However, it is important to note that the City is now recruiting for a new Parks and Recreation Director following the retirement of the longtime incumbent.

⁹ The Water Treatments plant is constructed but has not yet been activated.

¹⁰ Backflow prevention applies to a series of practices used to protect potable water supplies from contamination or pollution due to backflow resulting from depressurization or pipe failures.

The other alternative is to organize the parks maintenance function under the Parks and Recreation Director. The benefit of this approach is that it provides an organizational link between recreation programming and park maintenance, overseen by one manager. However, it can also diminish staff level resource sharing, especially at the crew level. This can be particularly challenging in a smaller organization like Camas. It can result in some duplication of equipment and can produce an organizational barrier to heavy equipment sharing. Lastly, assigning park maintenance to a much smaller department with fewer professional-level employees will limit the ability to develop proactive maintenance and service level evaluations that are necessary to most efficiently and effectively deliver services.

Ultimately, the approach should reflect the City’s organizational priorities and should be informed by conversations between each director and the City Administrator; however, as the City determines its preferred approach, each of the factors should be clearly analyzed as part of that deliberation and comparable services grouped together. For example, grounds maintenance at parks, right of way mowing, and grounds maintenance at cemeteries have many practical similarities around equipment and labor pool composition. Such services should be grouped together organizationally.

Recommendation 19: Evaluate parks maintenance staffing needs.

The City’s parks and open space inventory has grown significantly over the last decade. Parks and special use acreage increased from 151.06 to 379.18 acres, growing by 151% since 2010. Open space acreage has grown 62% since 2010, increasing from 529 acres to 854.54 acres. Additionally, Clark County, the Department of Natural Resources, and homeowner’s associations own a total of 1,430.33 acres of open space and parks within the City. The City has managed the same number of trail miles since 2010, and the number of parks and special use areas have grown slightly over the years. The following table summarizes the current park inventory.

Table 6: Park and Open Space Inventory Growth

Assets	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Parks/ Special Use Acreage	151.06	151.06	151.06	206.06	206.06	206.06	206.06	206.06	251.56	284.56	379.18
Open Space Acreage	529	591	655	655	655	655	655	660.5	660.5	713.54	854.54
Total Acreage	680.06	742.06	806.06	861.06	861.06	861.06	861.06	866.56	912.06	998.1	1233.72
Parks	13	14	14	14	14	14	14	15	15	15	14
Special Use Areas	3	3	3	3	4	4	4	4	4	3	3
Trail miles	22	22	22	22	22	22	22	22	22	22	22

The 2019 City of Camas Community Survey indicates that Camas residents highly value parks and recreation within the City. Respondents ranked the quality of City parks/trails/open space as the second most important City service out of 14 priority areas, and the quality of the City’s parks and recreation programs was ranked fifth most important. Additionally, respondents indicated that the three parks and recreation services that should receive the most emphasis over the next two years were the appearance and maintenance of existing parks, the quality of facilities in City parks, and the quantity of City trails.

The Department of Public Works has gone through a process of quantifying service level targets in core park maintenance functions. That effort identified areas where the function was insufficiently staffed to effectively meet current service level targets and identified major maintenance activities that are deficient. The project team reviewed the approach utilized by the Department of Public Works and compared it to National Recreation and Parks Association guidelines and found the approach to be valid and appropriate.

That internal analysis correctly indicates that preventive maintenance activities are deficient for certain parks and facilities, including restrooms, playgrounds, and especially trail maintenance. There is a clear need to increase personnel in the parks maintenance function and to proactively address staffing constraints within the context of park and open space expansion.

Law Enforcement

Recommendation 20: Increase patrol supervisor staffing to provide 24-hour supervisory coverage.

The City of Camas enjoys a low crime rate and ranks as one of the safest cities in the State of Washington. The project team's assessment of the Police Department broadly indicates that it is a well-run department that provides high-quality services while taking care to limit expenses. The Camas Police Department, like most police departments, is generally organized around three core functions: 1) patrol, 2) investigations, and 3) support services. Each of those functions is equally important, but the patrol function represents the largest composition of resources and the primary interface with the public.

Patrol officers are tasked with responding to emergency calls for service, proactively enforcing the law, and engaging with the public in a manner that builds trust in the community and establishes strong relationships between the public and the department. The Patrol function is staffed with 24 police officers, including four sergeants, and operates under a 10.6 hour shift schedule. Four sergeants are tasked with providing supervision to patrol officers across all shifts, 24 hours a day. However, the configuration of shifts and the current number of supervisors means that night shift officers are often without a direct supervisor.

First-line supervision in policing is far more than the routine management of a shift. Critical incidents can happen at any hour of any day, requiring immediate decisive action by a trained and experienced supervisor. Tactical decisions must be made. The activity of responding personnel – including officers and supervisors from other agencies on a mutual aid response – must be coordinated. Critical action must be taken long before command personnel can arrive on the scene.

Police activity is under increasing public scrutiny. Police/citizen contacts, in which the actions of the police are challenged, are routinely filmed, publicized, and litigated. The first line supervisor has multiple roles: ensuring that the law is enforced in compliance with statute and policy; ensuring that the rights of both citizens and police personnel are protected; ensuring that the interests of the Department, its members, and the City are protected; ensuring that incidents are adequately documented to ensure that a fair and truthful account of police action is presented; and intervening when police conduct is questionable. The first line supervisor has an even more important long-term role as a mentor to the officers under their command. The Sergeant ensures that officers are current in their understanding of laws, policies, and procedures, and monitors and evaluates their performance to identify strengths and weaknesses, recognizing good performance and correcting deficiencies as appropriate. The Sergeant is the Department's first line of defense in detecting behavioral issues, training needs, or personal issues that have affected the workplace – and conversely, in recognizing officers' unique skills, talents, and career potential.

The impact of the first-line supervisor's role is most significant during long-term supervisory shortages or absences; lack of effective first-line supervision is often cited as an underlying factor in major scandals involving police agencies.¹¹ Given these factors, it is appropriate to increase supervisory staffing to ensure adequate coverage each shift.

¹¹ For examples, see Department of Justice-sponsored reports on incidents involving the San Diego and New Orleans Police Departments, <https://www.sandiego.gov/sites/default/files/legacy/police/pdf/perfrpt.pdf> and https://www.justice.gov/sites/default/files/crt/legacy/2011/03/17/nopd_report.pdf. Both are large agencies, but the underlying concept is relevant.

In addition, it is important to define clear supervisory lines of command when a sergeant is away on leave. The Department currently relies on an informal arrangement whereby the senior officer on duty is considered the “first among equals.” It is appropriate to establish an Officer-in-Charge program that formalizes clear lines of supervision in these circumstances. These interim supervisor designations will also allow the Department to assess an officer’s ability to potentially move into a supervisory role later in their career.

Recommendation 21: Conduct a cost-benefit analysis of the current patrol schedule.

Uniformed patrol officers normally work a 10.6 hour daily shift and work five days in a row, followed by four days off. This schedule configuration is reportedly treasured by patrol officers because it provides for ample time off to decompress and also allows for a reasonable work-life balance during workdays. This schedule also offers benefits to department management. Under this configuration, there is a weekly overlap day where two patrol squads are on duty at a given time, essentially doubling the size of the police force. This provides a recurring window for training to be completed and provides an opportunity for officers to take leave without adversely impacting minimum staffing needs and driving up overtime costs. There are also daily shift overlaps that ensure adequate staffing during shift transition periods and allow patrol officers to complete reports without excessively moving into overtime.

Though there are benefits to this schedule, 10-hour shift configurations typically require more personnel to meet shift staffing targets because shift overlaps often do not align well with peak workload demand periods. In addition, shift configuration has a direct bearing on the number of sergeants that are required to meet a 24-hour supervisory staffing target. Ultimately, a shift schedule must balance the need to support the work-life balance of patrol officers as an important element of morale and employee retention, but it is also important to evaluate these benefits within the framework of cost and applicability to the department’s calls for service demand profile. As such, it is appropriate to complete a comparative analysis of shift schedule alternatives and to determine how 8, 10-hour, and 12-hour schedule models pair with daily call volume trends. It should also clearly define the fully-loaded expense associated with meeting daily patrol officer and supervisory targets under each configuration. This analysis should be completed in collaboration with the police officers labor group but should also provide clear cost comparisons as a basis for framing additional staffing needs.

Recommendation 22: Enhance specialty training within the Police department.

The Camas Police Department has done an effective job focusing on core patrol, investigations, and support service tasks while also taking advantage of specialized services provided by County agencies. For example, the Department relies upon the County for major traffic investigations, drug and vice enforcement, and computer forensic investigative support, to name a few. However, there is an organizational benefit to developing some specializations internally.

Developing special skills among sworn staff provides flexibility in the ability to respond to unusual incidents in a timely manner and also provides professional development opportunities for patrol officers. Special duties can cover a wide array of functions, depending on the priorities of each community, but can be assigned as ancillary duties to existing staff. This helps ensure that core operations are still performed at a high level.

This is something the Department has recognized and is actively moving toward. For example, the Department has indicated an interest in developing some traffic enforcement and investigation specializations in the patrol unit. This is appropriate and should be pursued. However, it is also appropriate to coordinate with the patrol labor group to identify and prioritize other training opportunities that may pair well with community need. These training goals should then be incorporated into employee training

plans and an intentional schedule developed to take advantage of overlap days under the current shift schedule.

Fire and EMS

Recommendation 23: Evaluate the Camas-Washougal Fire Department cost allocation model.

The Camas-Washougal Fire Department (CWFD) provides fire suppression, Emergency Medical Services (EMS), and fire prevention services within the City of Camas and City of Washougal. The CWFD also serves East County Fire and Rescue for EMS and Advanced Life Support (ALS) ambulance transportation. The Fire Department, like each department in the City, is working to maintain service levels within the context of expanding workload associated with community growth. In 2019, the Department contracted with a consulting firm to develop a Fire and EMS Service Master Plan to fully assess how best to meet current service demands and prepare for anticipated growth. The project team reviewed the November 2019 Master Plan in detail and found the analysis and recommendations to be sound and appropriate. However, many of the recommendations included in that assessment will require an increase in funding.

The City of Camas has recognized the need, and the governing body chose to fund four firefighter positions in the City's 2019-20 budget; however, the Department delivers service to multiple jurisdictions and is also funded by direct contributions from the City of Washougal. The current funding and cost allocation model apportions the net cost to operate the CWFD to Camas and Washougal based on the following formula: 50% allocated based on each city's proportion of total assessed value of structures, 25% allocated based on each city's proportion of combined population, and 25% allocated based on each city's proportion of total calls for Fire, EMS, and ALS Transport service. The net cost to operate is the total CWFD expenses less ambulance fees, East County Fire and Rescue payments, and shared revenues. Each city uses its EMS levy and then other General Fund revenue to pay its share of CWFD expenses. The initial annual charge is based on the current year budget using the percentages from the last full year of data (a two-year lag) and then the information is "trued up" by the end of June the following year. At this time, the allocation of the net CWFD expenses is roughly 60/40, but Washougal's share has been increasing slightly due to the growth in its call volume.

Though this formula outlines a balanced method to share the fixed costs of service delivery in an equitable manner, it is the City of Camas that is growing and Washougal city leaders have expressed concern over the ability of the smaller city to pay for their share of the additional hires, under the perception that those additional costs are a result of Camas's growth.

These concerns have prompted the Camas-Washougal Fire Department to evaluate a variety of different operating and funding models, including forming a Regional Fire Authority and forming a Municipal Fire District. These operating model alternatives vary in some respects but would essentially isolate the Fire Department as a standalone agency independent from municipal government, with its own governing board and restricted funding stream.

The primary advantage of these models is that they create a dedicated funding and operational structure that is maintained outside of the competitive budget demands of broader city government. However, these models will not result in savings at the operating level. On the contrary, they would disconnect the Fire Department from corporate support functions such as HR, Finance, IT, and Fleet and would thereby require an additional investment in personnel and corporate management systems. In addition, they do not solve the fundamental perceptions of inequity in the cost share between each agency.

In an effort to offer alternatives within the current service design, the project team completed research to identify if a more equitable approach was commonly applied in other multi-agency departments. That research verified that the fundamental elements of the current funding model are sound and represent the

most equitable approach available to balance the distribution of fixed costs and variable costs related to workload proportionality. However, the North Shore Fire Department in Wisconsin, which utilizes a comparable cost share formula, includes some additional mechanisms that can be replicated in Camas.

The North Shore Fire Department was established in 1995 through an intergovernmental agreement between seven communities. The North Shore Fire Department recently celebrated 25 years of service as a consolidated department. North Shore Fire Department, like CWFD, has a cost allocation formula that considers population, property valuation, and usage. North Shore allocates 30% of the budget share based on the population proportion, 30% based on the equalized valuation proportion (excluding land), and 40% based on usage.¹² This formula was updated in 2013; the original formula equally weighed the three variables. The financing formula calculation is performed every five years, and the change in percentage allocated is incrementally adjusted over the next five-year period. The population, property valuation, and usage are all calculated using an average of the last five years as well. Usage is based on the actual number of personnel hours for each fire or EMS run, rounded to the next one-tenth of one hour. Personnel hours are calculated from the time vehicles leave their stations to the time vehicles return to their stations. Usage is assigned to the municipality in which the call for the service originated, without regard to where personnel responding are stationed.

In both the Camas-Washougal Fire Department and North Shore Fire Department financing calculations, fixed costs of service are covered through the population and property valuation proportions, and the variability of workload is addressed through the usage proportion. The ratio between these elements is likely to be unique to each community. The populations within Camas and Washougal are growing at very different rates, and though the property valuation variable also addresses growth to some extent, the financing calculation should be evaluated to consider alternative allocation percentages to increase perceived equity between the cities. The usage variable calculation should also be reviewed. Currently, it is calculated based on call volume, but usage may be more accurately represented by personnel hours, similar to North Shore Fire Department's model.

Recommendation 24: Enhance the fire impact fee program in Camas.

Development impact fees are one-time charges applied to new developments. Their goal is to raise revenue for the construction or expansion of capital facilities located outside the boundaries of the new development that benefit the contributing development. Impact fees can apply to transportation, water, sewer, stormwater, and public safety infrastructure.

The City of Camas leverages impact fees to offset the community cost of new development. In 2019, Camas and Washougal collected fire impact fees totaling \$322,887 in Camas and \$25,734 in Washougal. However, the impact fee design in Camas has not been updated in years and does not reflect the facility and capital investment needs outlined in the 2019 Master Plan. To update the fee structure, the Department must develop a capital facility plan that identifies specific facility and apparatus investments necessary to support community growth.

Both Camas and Washougal have agreed to update a joint capital facility plan for CWFD. This plan should consider the projected growth within Camas and Washougal and is vital to developing impact fees. The CWFD should also move forward with a fire impact fee study to assess the current facilities and locations and determine the needs to address the gaps in these locations based on growth and the capital facility plan. Each city should develop a separate fire impact fee district based on the study as a means to isolate growth requirements that are specific to Camas. The two districts will jointly fund the capital costs of the new facilities, but by developing separate districts, the fees can be appropriately apportioned based on the service impact for each city. This will also serve to limit the cost increases that are covered through the annual costs share.

¹² North Shore Fire/Rescue 2021 Budget, <https://www.nsfire.org/ArchiveCenter/ViewFile/Item/86>. The financing formula can be found on page 156, Resolution No. 13-03 Amendment No 8.

Recommendation 25: Develop service level targets for existing occupancy inspections.

The City's fire prevention function is staffed with three fire prevention specialists and one administrative support position. They are tasked with performing fire prevention functions, which include development/building plan review and inspection, existing occupancy inspections, fire investigations, and fire education coordination. This is a critical function in that it ensures that new buildings meet all modern fire code requirements and fire and life safety issues are minimized in existing higher risk occupancies.

As the community has grown, the work of fire prevention staff has largely been focused on the development/building permit plan review and inspection process. These tasks are time-sensitive and require immediate attention and the observance of strict cycle time requirements. This workload demand has limited the Department's ability to proactively inspect existing occupancies and, as result, it is only high-risk occupancies, such as assemblies and schools, that consistently receive an annual inspection. Though the building plan review and inspection process is important, existing occupancy inspections are equally important in the broad effort to prevent loss of life and property. As such, it is appropriate for the Department to prioritize this work going forward.

The Department should establish clear service level goals regarding the number of inspections to be performed each year and how it will prioritize inspections. An effective approach used by the Cities of Tempe, Arizona,¹³ and St. Paul, Minnesota,¹⁴ involves classifying occupancies based on the risk of fire, using criteria such as occupant loads, square footage, the presence of hazardous processes/materials, and the nature of activities performed on-site. Occupancies classified as high-risk are inspected more frequently than low-risk occupancies. More recent efforts by the Cities of Atlanta¹⁵ and Vancouver¹⁶ have focused on the use of data beyond simple hazard classification and fire activity to identify those occupancies that are actually more susceptible to fire events and then focusing on those properties. This approach should be replicated in Camas. The highest-risk properties should be inspected annually, while low-risk properties should be inspected at longer intervals, such as every three to five years. To develop risk profiles, the Department should capitalize on existing interactions (such as pre-plan development visits) to gather information about existing structures.

The goal of clarifying service level standards for fire inspections is twofold. First, it aligns the Department's prevention activities more fully with existing City Codes and explains how the Code will be implemented. Second, it informs how the Department should staff inspections activities. If possible, the Department should establish a service level standard that is achievable by existing fire prevention staff. However, if the number of properties that require annual inspections is too significant for existing staff to undertake, the Department can enter into a contract with an engineering/inspections firm to provide additional plan review and inspection capacity for new developments and building processes. This will help generate additional occupancy inspection capacity.

¹³ City of Tempe, Arizona Fire Department. "Tempe Fire Medical Rescue Department Community Risk Assessment Guidelines." November 2016. <https://www.tempe.gov/home/showdocument?id=74085>

¹⁴ National Fire Protection Association (NFPA) and Fire Protection Research Foundation (FPRF). "Measuring Code Compliance Effectiveness for Fire Related Portions of Codes." 2008.

¹⁵ Firebird: Predicting Fire Risk and Prioritizing Fire Inspections in Atlanta. 2016. http://firebird.gatech.edu/KDD16_Firebird.pdf

¹⁶ Fire Underwriters Survey (FUS) Building Fire Risk Prediction Validation Project. FUS/Opta Information Intelligence. December 12, 2018. https://fireunderwriters.ca/media/bb737a67-f53f-4625-9cf8-d91e32c9fb7f/gtJiSg/FUS/Resources/Articles/FUS_Building_Fire_Risk_Validation_Project.pdf

Recommendation 26: Develop a recurring pre-plan review and update process.

The National Fire Protection Association (NFPA) defines a Pre-Incident Plan (pre-plan) as “a document developed by gathering general and detailed data that is used by responding personnel in effectively managing emergencies for the protection of occupants, responding personnel, property, and the environment.” The primary purpose of a pre-plan inspection is to familiarize crews with building layouts and features in the event a structure fire occurs. During a pre-plan visit, fire company staff identify the most appropriate initial actions and procedures that should occur in the event of a structure fire and develop a written plan documenting this information.

The development of pre-plans is a commendable activity that creates opportunities for firefighters to build rapport with the community and increases firefighter safety. However, there are two challenges associated with the Department’s current approach. First, company officers exercise significant discretion about which structures to evaluate for pre-planning purposes, and there is no systematic approach for determining which structures should be prioritized for pre-plan development. This creates a risk that the Department may inadvertently overlook structures that would put first responders at greater risk.

Second, though fire companies are expected to complete pre-plan activities, there is no established pre-plan cycle or performance expectation regarding the number of pre-plan activities that must be completed by each company each year to maintain a reliable and up-to-date inventory.

To maximize its pre-plan program's effectiveness, the Department should determine which structures pose the greatest risk to firefighters and occupants and ensure plans are developed and regularly updated for those structures. First, the Department should review all structures for which pre-plans currently exist and determine the structure’s risk level. Next, it should establish a protocol for regularly updating pre-plans based on risk; for example, pre-plans for high-risk structures should be updated annually, while pre-plans for low-risk structures could be updated after several years. Finally, the Department should create a pre-plan development schedule that prioritizes high-risk structures and structures for which no pre-plan currently exists, followed by low-risk structures.

Additionally, it is important to ensure that first responders are able to reliably access pre-plan information in the field. Without this information, a primary benefit of pre-planning is lost, and the Department is at greater risk of encountering unknown circumstances in a structure fire. Ensuring that pre-plans are readily accessible and that staff understand how to use these documents will help preserve firefighter safety and maximize the Department’s response to structure fires.

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Conclusion

This organizational scan was undertaken to identify key focus areas for the City of Camas and help the City prioritize its effort as the community growth and service demands increase. The recommendations herein were developed to build on the City's high service level and community-focused approach to service delivery, with the goal of protecting the service level as the community grows.

As outlined in this report, effectively staffing and structuring the City organization will require a clear strategic approach to service delivery and organizational management, maximizing the capacity of existing staff and cultivating long-term sustainable solutions to the City's challenges. The recommendations for change were developed to build on the City's strong foundation of service.

Implementation of these recommendations will take time and hard work to be successful. The challenge to the City is to make the decision to implement needed changes and to complete implementation. Given the factors presented, prioritization of these recommendations and thoughtful, planned implementation are needed to ensure resources are expended prudently.

Camas is very fortunate to be staffed with employees who care deeply about the community and are passionate about providing timely, quality customer service. Using this report as a guide, Camas can now further improve its operations and services.

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Appendix A – Performance Management Meeting Framework

Routine One-on-One Meetings

- Purpose:** The primary purpose is to have regularly scheduled, dedicated time for intentional dialogue between the City Administrator and their direct reports.
- Frequency:** May vary – weekly, bi-weekly, monthly, depending on management style
- Method:** In person whenever possible
- Time:** May vary by department size and frequency – 60 to 90 minutes
- Accountability:** Each department director should be responsible for agenda preparation and note-taking

Agenda Elements

Operational Performance

- Operational issues
- Accomplishments
- Horizon – what lies ahead

Employee Performance

- Vacancies
- Employee performance issues

Financial Performance

- Notable expenditures or revenues (i.e., unexpected variances)
- Budget requests and trends

Customer

- Public complaints/requests for service
- Follow-up items from elected officials
- Referrals from the City Administrator

Key Projects and Work Plan

- Review current and upcoming project status and plans
- Discuss status and changes to departmental work plan

FORM OF GOVERNMENT REPORT

TO: Mayor Scott Higgins and Camas City Council
FROM: Form of Government Advisory Committee
DATE: April 24, 2018

SUMMARY AND RECOMMENDATION:

The Form of Government Advisory Committee (Committee) unanimously recommends that the City Council place two measures on the ballot. The measures are (1) adopt the Council-Manager form of city government; and (2) have the Mayor position elected at large, city-wide.

WHEN AND WHY FORMED:

In February 2018, Mayor Scott Higgins established the Form of Government Advisory Committee, in response to a request by City Councilor Greg Anderson, to review the City of Camas' current form of government and to explore alternative forms. Our assignment was to look at government structures and determine which would best suit Camas in the future, while currently not in any leadership crisis.

TYPES OF CODE CITIES:

Mayor – Council Form of Government (RCW 35A.12)

- Elected Mayor seven elected Council Members
- Mayor is chief executive and administrative officer of the city

Council – Manager Form of Government (RCW 35A.13)

- Seven elected Council Members
- Council selects Chair of the Council (Mayor), but Council may put a proposition on the ballot to have an elected Mayor
- Mayor presides over Council Meeting – No administrative duties
- Council selects City Manager
- Requires a majority of the Council to remove the City Manager

COMMITTEE MEMBERSHIP:

The Committee is made up of the following Camas citizens:

- Two former Camas Mayors - Nan Henriksen and Paul Dennis
- Former City of Camas Administrator - Lloyd Halverson
- Camas School Board President and former Camas Public Works Director - Doug Quinn
- Washington State University Vancouver Vice Chancellor for Finance and Operations and City of Camas Civil Service Commissioner - Lynn Valenter
- President of PointNorth Consulting Inc, a leadership development firm - Lisa Schauer

It may be worth noting that Henriksen, Dennis and Quinn were elected and reelected many times by Camas citizens. In addition, Halverson worked 24 years at the City serving under four different mayors.

Camas City Council Member Greg Anderson participated as a liaison from the City Council. Council Member Anderson provided background and context to the City Council's interest in the topic, as well as insight into the City's vision and strategic plan. Pete Capell, City Administrator, served as staff support for the Committee.

TIMELINE AND PROCESS:

The full Committee met five times between March 5, and May 7, 2018. The entire Committee was very engaged and also spent many hours of research and work outside of meetings. In order to establish a shared understanding of the different forms of government and to weigh the advantages and disadvantages, the Committee first reviewed the Council Workshop meeting, where Jim Doherty, Municipal Research and Service Center of Washington (MRSC) Legal Consultant, defined the options that exist today in Washington State. The Committee then assembled a list of questions and identified specific research they tasked City staff to explore and report back to the Committee. The Committee also held a conference call with MRSC Executive Director, Tracy Burrows, who answered the member's questions offering both important state-wide data and insight.

With a focus on future, continuing success for the City, the Committee and experts reviewed two forms of local government described in Washington State law and practiced in communities in our state. They are our current "Mayor-Council" form (Revised Code of Washington, RCW 35A.12) and the "Council-Manager" form (RCW 35A.13). The advantages and disadvantages of each form were reviewed, discussed and analyzed quite intensively at several of our meetings. The trends of adoption and abandonment of the two forms were reviewed. Special attention was given to cities with comparable population and cities which share similar characteristics (i.e. dynamic vital economy, well-regarded schools, attractive residential atmosphere and proximity to urban centers).

Under the Council – Manager form, the Mayor presides over Council Meetings and is recognized as the head of the City for intergovernmental and ceremonial purposes, but has no regular administrative duties. The Council is prohibited from interfering with the City Manager's administration. The City Manager, however, is directly accountable to and can be removed by a majority of the Council at any time. The Council – Manager form requires an active, attentive and strong Council because they are responsible to ensure that the City Manager is carrying out their policy direction. That is why this form is also called a Strong Council form of government.

Attached to the Form of Government Committee Report are the following documents that the committee utilized during their process:

- MRSC Presentation to Council
- Comparable Cities Memo
- Financial Analysis Memo
- Transition Memo
- City Attorney Memo
- Summary Views of Professional Management in Local Government by Lloyd Halverson
- RCW 35A.12 Mayor – Council Plan of Government
- RCW 35A.13 Council – Manager Plan of Government

- March 5, 2018 Committee Meeting Notes
- March 19, 2018 Committee Meeting Notes
- April 2, 2018 Committee Meeting Notes
- April 16, 2018 Committee Meeting Notes
- May 7, 2018 Committee Meeting Notes

DOMINANT THEMES:

Throughout our discussions, a recurrent theme surfaced about the quality of leaders (both elected and appointed professionals) being critically important. There is no city government structure that guarantees good governance. Excellent leaders can make any structure work and vice versa, so we have focused on taking current and past individuals out of the positions, looking at the structures themselves and determining which form provides the best chance for good governance into the future.

Another theme the Committee recognized was that it was customary for Camas to be forward thinking and proactive in examining major choices. The economic diversification vision for Camas was developed from a position of strength, not in reaction to current economic crisis. The expansion of the system of parks, trails and open spaces was done with planning to preserve our excellent quality of life in Camas. Similarly, this examination of forms of government was directed by the current City Council and Mayor for the future success of our community.

A third and equally important theme was that current and prospective citizens, industries and businesses interested in expanding or locating within our City, have shown a preference for a city government whose decisions and actions are fair, consistent and predictable for all, and not just for political favorites.

A fourth theme we recognized was ever increasing demands being placed on local governments by state and federal laws, and growth in the number and complexity of local government services. These changing forces have led many local governments to turn to a more professional management model in the past 30 years.

A fifth theme is the firm belief that the Mayor being elected by the voters is maintained. That person would still be the face of the city and ensure community access to elected leadership. The committee felt so strongly that the elected Mayor be maintained, that they wanted it on the ballot at the same time as the proposition to change the form of government (Mayor-Council to Council-Manager). But, state statute requires that after the Council-Manager change has first passed, the choice to keep an elected Mayor must also be voted on. So, this requirement means that each item will be placed on separate ballots. The Committee though, treats them as one issue for the City; the preferred form of government.

WHY NOW?

The City of Camas has a long history of strategic, progressive and visionary leadership. For decades, the City has maintained a commitment to a strong economic development foundation where vibrant employment centers are balanced with well planned residential development and thriving green spaces. In today's turbulent political climate, the Mayor and City Council are interested in safeguarding the success of our special City recognizing the importance of seeing the risk, knowing the risk, and mobilizing a plan to mitigate the risks. While there is no form of government that can protect against all

political threats, the Committee was charged with the task to review the City's current form of government against other potential forms of government. As the City has grown, and continues to grow, not only do City services need to respond and adjust; the City government too must calibrate as needed to ensure reliant and professional oversight.

This is the window of opportunity to implement the change, as the Mayor and at-large position on the Council will be on the ballot in 2019.

It may be noted, that the City of Camas is actually "behind the times" with regards to its form of government, as more Washington cities have moved to the Strong Council form of government. The Committee recognizes that this is due to the fact that the City's leadership has been strong and secure and has remained so. Other cities likely made the change earlier due to turbulent leadership issues.

RECOMMENDATIONS:

After significant research and discussion, the Form of Government Advisory Committee unanimously believes that the Council-Manager form of government will provide the most predictable, stable and prosperous framework for the long-term vision of the City of Camas. We therefore recommend the following action by the Camas City Council:

1. Place on the November 2018 ballot a measure to adopt the Council-Manager form of government (per RCW 35A.06)
2. Since the RCW does not allow placing both the change of government and the direct election of the mayor on the same ballot, we recommend that if the change of government passes in the November 2018 election; in December 2018, the Council place on the February 2019 ballot a measure to make the mayor position elected at large, city-wide (per RCW 35.13.033)
3. The Council appoint a subcommittee to work with the Mayor, City Administrator and City Attorney to begin preparing a transition plan for the conversion of management structure to be ready to put into effect December 2018, if the voters approve the new form of government in November.



FORMS OF GOVERNMENT

Jim Doherty

MRSC Legal Consultant

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Agenda – FEB. 20TH 2018

1. Background history of various forms of government
2. Basics of Mayor-Council form
3. Pros and Cons of Mayor-Council form
4. Mayor-Council form with City Administrator
5. Basics of Council-Manager form
6. Pros and Cons of Council-Manager form
7. Resources
8. Questions?



Classification and Forms of Government

Class	Mayor-Council	Council-Manager	TOTAL
First	6	4	10
Second	5	0	5
Town	68	0	68
Code	148	49	197
Unclassified	1	0	1
TOTAL	228	53	281



Code City Classification

The optional municipal code was drafted by the legislature in the late 1960s.

Code cities have broad “home rule” authority except in matters of statewide concern.

“Home rule” refers to the authority to carry out responsibilities with a minimum of control by the state legislature.



Mayor-Council Form

Mayor (elected at-large) serves as the city's chief administrative officer

A council (elected either at-large or from districts) serves as the legislative body.

The council formulates and adopts policies and the mayor carries them out.

The mayor attends and presides over council meetings but does not vote, except in the case of a tie.

Pros: Mayor-Council Form

Election of a mayor establishes political leadership.

The city has a political spokesperson with a high degree of visibility.

An elected mayor has higher standing and greater voice in regional affairs.

The mayor has veto power, and can check an unpopular council decision.



Cons: Mayor-Council Form

May give too much power and authority to one person (the mayor).

Permits chief executive to make decisions based on politics and to use office to further political objectives.

A mayor may not have much management training and experience.

If mayor proves to be incompetent they cannot be removed until the end of their term, or after an expensive and divisive recall election.



Mayor-Council Form with CAO

Many mayor-council cities hire professional administrators to assist the mayor with administrative duties.

These cities gain the benefits of professional management, allowing the mayor to focus on policy development and political leadership roles.



Council Manager Form

An elected city council which is responsible for policy making --

A professional city manager, appointed by council, is responsible for administration.

City manager provides policy advice, directs daily operations, handles personnel functions (including appointment and removal of employees) and prepares the city budget.



Council Manager Form

State law prohibits council from interfering with the manager's administration.

Manager is directly accountable to and can be removed by a majority vote of the council at any time.

The mayor presides at council meetings and is head of the city for ceremonial purposes, but has no regular administrative duties.



Pros: Council Manager Form

Administration of city business is removed from politics.

Attention can be given to selecting a qualified manager from a large pool. City managers are paid better than mayors and candidates can be recruited nationwide.

Managers serve at the pleasure of the council and can be removed at any time, limiting the danger of an abuse of authority.

Cons: Council Manager Form

Gives too much power to one person-the city manager.

Managers chosen from outside the city do not know the community.

Councils may leave too much decision making to the manager, who is not directly accountable to the public.

This form is too much like a business corporation which may not be suitable for managing a community.

City managers may cost too much. They may leave when offered higher salaries and greater responsibilities in other cities



Electing Mayor in Council-Manager City

In council-manager cities the council typically chooses, biennially, who shall serve as mayor and chair the meetings.

RCW 35A.13.033 enables a council-manager city to designate one council position as the mayor (or council president) and have the voters choose who shall hold that position.

However, the change to having an elected mayor cannot be done at the same time as making the change to the council-manager form of government.

Resources



MRSC website topic pages:

[City and Town Forms of Government](#)

[Trends in City and Town Forms of Government](#)

Articles linked from the first of the above two pages:

[Common Issues and Pro/Con Arguments in Elections to Change Form of Government](#)

[The Unofficial Role of the Administrator](#)

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Chapter 35A.12 RCW

MAYOR-COUNCIL PLAN OF GOVERNMENT

Chapter Listing

Sections

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35A.12.010

Elective city officers—Size of council.

The government of any noncharter code city or charter code city electing to adopt the mayor-council plan of government authorized by this chapter shall be vested in an elected mayor and an elected council. The council of a noncharter code city having less than twenty-five hundred inhabitants shall consist of five members; when there are twenty-five hundred or more inhabitants, the council shall consist of seven members. A city with a population of less than twenty-five hundred at the time of reclassification as an optional municipal code city may choose to maintain a seven-member council. The decision concerning the number of councilmembers shall be made by the council and be incorporated as a section of the ordinance adopting for the city the classification of noncharter code city. If the population of a city after having become a code city decreases from twenty-five hundred or more to less than twenty-five hundred, it shall continue to have a seven-member council. If, after a city has become a mayor-council code city, its population increases to twenty-five hundred or more inhabitants, the number of council offices in such city may increase from five to seven members upon the affirmative vote of a majority of the existing council to increase the number

of council offices in the city. When the population of a mayor-council code city having five council offices increases to five thousand or more inhabitants, the number of council offices in the city shall increase from five to seven members. In the event of an increase in the number of council offices, the city council shall, by majority vote, pursuant to RCW 35A.12.050, appoint two persons to serve in these offices until the next municipal general election, at which election one person shall be elected for a two-year term and one person shall be elected for a four-year term. The number of inhabitants shall be determined by the most recent official state or federal census or determination by the state office of financial management. A charter adopted under the provisions of this title, incorporating the mayor-council plan of government set forth in this chapter, may provide for an uneven number of councilmembers not exceeding eleven. For the purposes of determining population under this section, cities may include or exclude the population of any state correctional facility located within the city.

A noncharter code city of less than five thousand inhabitants which has elected the mayor-council plan of government and which has seven council offices may establish a five-member council in accordance with the following procedure. At least six months prior to a municipal general election, the city council shall adopt an ordinance providing for reduction in the number of council offices to five. The ordinance shall specify which two council offices, the terms of which expire at the next general election, are to be terminated. The ordinance shall provide for the renumbering of council positions and shall also provide for a two-year extension of the term of office of a retained council office, if necessary, in order to comply with RCW 35A.12.040.

However, a noncharter code city that has retained its old mayor-council plan of government, as provided in RCW 35A.02.130, is subject to the laws applicable to that old plan of government.

[2011 c 14 § 1; 2009 c 549 § 3005; 1997 c 361 § 6; 1994 c 223 § 30; 1994 c 81 § 71; 1985 c 106 § 1; 1983 c 128 § 1; 1979 ex.s. c 18 § 19; 1979 c 151 § 33; 1967 ex.s. c 119 § 35A.12.010.]

NOTES:

Severability—1979 ex.s. c 18: See note following RCW 35A.01.070.

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

35A.12.020

Appointive officers—Duties—Compensation.

The appointive officers shall be those provided for by charter or ordinance and shall include a city clerk and a chief law enforcement officer. The office of city clerk may be merged with that of a city treasurer, if any, with an appropriate title designated therefor. Provision shall be made for obtaining legal counsel for the city, either by appointment of a city attorney on a full-time or part-time basis, or by any reasonable contractual arrangement for such professional services. The authority, duties and qualifications of all appointive officers shall be prescribed by charter or ordinance, consistent with the provisions of this title, and any amendments thereto, and the compensation of appointive officers shall be prescribed by

ordinance: PROVIDED, That the compensation of an appointed municipal judge shall be within applicable statutory limits.

[1987 c 3 § 14; 1967 ex.s. c 119 § 35A.12.020.]

NOTES:

Severability—1987 c 3: See note following RCW 3.70.010.

35A.12.030

Eligibility to hold elective office.

No person shall be eligible to hold elective office under the mayor-council plan unless the person is a registered voter of the city at the time of filing his or her declaration of candidacy and has been a resident of the city for a period of at least one year next preceding his or her election. Residence and voting within the limits of any territory which has been included in, annexed to, or consolidated with such city is construed to have been residence within the city. A mayor or councilmember shall hold within the city government no other public office or employment except as permitted under the provisions of chapter 42.23 RCW.

[2009 c 549 § 3006; 1979 ex.s. c 18 § 20; 1967 ex.s. c 119 § 35A.12.030.]

NOTES:

Severability—1979 ex.s. c 18: See note following RCW 35A.01.070.

35A.12.040

Elections—Terms of elective officers—Numbering of council positions.

Officers shall be elected at biennial municipal elections to be conducted as provided in chapter 35A.29 RCW. The mayor and the councilmembers shall be elected for four-year terms of office and until their successors are elected and qualified and assume office in accordance with RCW 29A.60.280. At any first election upon reorganization, councilmembers shall be elected as provided in RCW 35A.02.050. Thereafter the requisite number of councilmembers shall be elected biennially as the terms of their predecessors expire and shall serve for terms of four years. The positions to be filled on the city council shall be designated by consecutive numbers and shall be dealt with as separate offices for all election purposes. Election to positions on the council shall be by majority vote from the city at large, unless provision is made by charter or ordinance for election by wards. The mayor and councilmembers shall qualify by taking an oath or affirmation of office and as may be provided by law, charter, or ordinance.

[2015 c 53 § 52; 1994 c 223 § 31; 1979 ex.s. c 18 § 21; 1970 ex.s. c 52 § 3; 1967 ex.s. c 119 § 35A.12.040.]

NOTES:

Severability—1979 ex.s. c 18: See note following RCW [35A.01.070](#).

35A.12.050**Vacancies.**

The office of a mayor or councilmember shall become vacant if the person who is elected or appointed to that position fails to qualify as provided by law, fails to enter upon the duties of that office at the time fixed by law without a justifiable reason, or as provided in RCW [35A.12.060](#) or [42.12.010](#). A vacancy in the office of mayor or in the council shall be filled as provided in chapter [42.12](#) RCW. An incumbent councilmember is eligible to be appointed to fill a vacancy in the office of mayor.

[[2008 c 50 § 4](#); [1994 c 223 § 32](#); [1967 ex.s. c 119 § 35A.12.050](#).]

35A.12.060**Vacancy for nonattendance.**

In addition a council position shall become vacant if the councilmember fails to attend three consecutive regular meetings of the council without being excused by the council.

[[1994 c 223 § 33](#); [1967 ex.s. c 119 § 35A.12.060](#).]

35A.12.065**Pro tempore appointments.**

Biennially at the first meeting of a new council, or periodically, the members thereof, by majority vote, may designate one of their number as mayor pro tempore or deputy mayor for such period as the council may specify, to serve in the absence or temporary disability of the mayor; or, in lieu thereof, the council may, as the need may arise, appoint any qualified person to serve as mayor pro tempore in the absence or temporary disability of the mayor. In the event of the extended excused absence or disability of a councilmember, the remaining members by majority vote may appoint a councilmember pro tempore to serve during the absence or disability.

[[2009 c 549 § 3007](#); [1967 ex.s. c 119 § 35A.12.065](#).]

35A.12.070**Compensation of elective officers—Expenses.**

The salaries of the mayor and the councilmembers shall be fixed by ordinance and may be revised from time to time by ordinance, but any increase in the compensation attaching to an office shall not be applicable to the term then being served by the incumbent if such incumbent is a member of the city legislative body fixing his or her own compensation or as mayor in a mayor-council code city casts a tie-breaking vote relating to such ordinance: PROVIDED, That if the mayor of such a city does not cast such a vote, his or her salary may be increased during his or her term of office.

Until the first elective officers under this mayor-council plan of government may lawfully be paid the compensation provided by such salary ordinance, such officers shall be entitled to be compensated in the same manner and in the same amount as the compensation paid to officers of such city performing comparable services immediately prior to adoption of this mayor-council plan.

Until a salary ordinance can be passed and become effective as to elective officers of a newly incorporated code city, such first officers shall be entitled to compensation as follows: In cities having less than five thousand inhabitants, the mayor shall be entitled to a salary of one hundred and fifty dollars per calendar month and a councilmember shall be entitled to twenty dollars per meeting for not more than two meetings per month; in cities having more than five thousand but less than fifteen thousand inhabitants, the mayor shall be entitled to a salary of three hundred and fifty dollars per calendar month and a councilmember shall be entitled to one hundred and fifty dollars per calendar month; in cities having more than fifteen thousand inhabitants, the mayor shall be entitled to a salary of twelve hundred and fifty dollars per calendar month and a councilmember shall be entitled to four hundred dollars per calendar month: PROVIDED, That such interim compensation shall remain in effect only until a salary ordinance is passed and becomes effective as to such officers, and the amounts herein provided shall not be construed as fixing the usual salary of such officers. The mayor and councilmembers shall receive reimbursement for their actual and necessary expenses incurred in the performance of the duties of their office, or the council by ordinance may provide for a per diem allowance. Procedure for approval of claims for expenses shall be as provided by ordinance.

[2009 c 549 § 3008; 1971 ex.s. c 251 § 5; 1967 ex.s. c 119 § 35A.12.070.]

NOTES:

Limitations on salaries: State Constitution Art. 11 § 8.

35A.12.080**Oath and bond of officers.**

Any officer before entering upon the performance of his or her duties may be required to take an oath or affirmation as prescribed by charter or by ordinance for the faithful performance of his or her duties. The oath or affirmation shall be filed with the county auditor. The clerk, treasurer, if any, chief of police, and such other officers or employees as may be

designated by ordinance or by charter shall be required to furnish annually an official bond conditioned on the honest and faithful performance of their official duties. The terms and penalty of official bonds and the surety therefor shall be prescribed by ordinance or charter and the bond shall be approved by the chief administrative officer of the city. The premiums on such bonds shall be paid by the city. When the furnishing of an official bond is required of an officer or employee, compliance with such provisions shall be an essential part of qualification for office.

[2009 c 549 § 3009; 1986 c 167 § 20; 1967 ex.s. c 119 § 35A.12.080.]

NOTES:

Severability—1986 c 167: See note following RCW 29A.16.040.

35A.12.090

Appointment and removal of officers—Terms.

The mayor shall have the power of appointment and removal of all appointive officers and employees subject to any applicable law, rule, or regulation relating to civil service. The head of a department or office of the city government may be authorized by the mayor to appoint and remove subordinates in such department or office, subject to any applicable civil service provisions. All appointments of city officers and employees shall be made on the basis of ability and training or experience of the appointees in the duties they are to perform, from among persons having such qualifications as may be prescribed by ordinance or by charter, and in compliance with provisions of any merit system applicable to such city. Confirmation by the city council of appointments of officers and employees shall be required only when the city charter, or the council by ordinance, provides for confirmation of such appointments. Confirmation of mayoral appointments by the council may be required by the council in any instance where qualifications for the office or position have not been established by ordinance or charter provision. Appointive offices shall be without definite term unless a term is established for such office by law, charter or ordinance.

[1987 c 3 § 15; 1967 ex.s. c 119 § 35A.12.090.]

NOTES:

Severability—1987 c 3: See note following RCW 3.70.010.

35A.12.100

Duties and authority of the mayor—Veto—Tie-breaking vote.

The mayor shall be the chief executive and administrative officer of the city, in charge of all departments and employees, with authority to designate assistants and department heads. The mayor may appoint and remove a chief administrative officer or assistant administrative

officer, if so provided by ordinance or charter. He or she shall see that all laws and ordinances are faithfully enforced and that law and order is maintained in the city, and shall have general supervision of the administration of city government and all city interests. All official bonds and bonds of contractors with the city shall be submitted to the mayor or such person as he or she may designate for approval or disapproval. He or she shall see that all contracts and agreements made with the city or for its use and benefit are faithfully kept and performed, and to this end he or she may cause any legal proceedings to be instituted and prosecuted in the name of the city, subject to approval by majority vote of all members of the council. The mayor shall preside over all meetings of the city council, when present, but shall have a vote only in the case of a tie in the votes of the councilmembers with respect to matters other than the passage of any ordinance, grant, or revocation of franchise or license, or any resolution for the payment of money. He or she shall report to the council concerning the affairs of the city and its financial and other needs, and shall make recommendations for council consideration and action. He or she shall prepare and submit to the council a proposed budget, as required by chapter 35A.33 RCW. The mayor shall have the power to veto ordinances passed by the council and submitted to him or her as provided in RCW 35A.12.130 but such veto may be overridden by the vote of a majority of all councilmembers plus one more vote. The mayor shall be the official and ceremonial head of the city and shall represent the city on ceremonial occasions, except that when illness or other duties prevent the mayor's attendance at an official function and no mayor pro tempore has been appointed by the council, a member of the council or some other suitable person may be designated by the mayor to represent the city on such occasion.

[2009 c 549 § 3010; 1979 ex.s. c 18 § 22; 1967 ex.s. c 119 § 35A.12.100.]

NOTES:

Severability—1979 ex.s. c 18: See note following RCW 35A.01.070.

35A.12.110

Council meetings.

The city council and mayor shall meet regularly, at least once a month, at a place and at such times as may be designated by the city council. All final actions on resolutions and ordinances must take place within the corporate limits of the city. Special meetings may be called by the mayor or any three members of the council by written notice delivered to each member of the council at least twenty-four hours before the time specified for the proposed meeting. All actions that have heretofore been taken at special council meetings held pursuant to this section, but for which the number of hours of notice given has been at variance with requirements of RCW 42.30.080, are hereby validated. All council meetings shall be open to the public except as permitted by chapter 42.30 RCW. No ordinance or resolution shall be passed, or contract let or entered into, or bill for the payment of money allowed at any meeting not open to the public, nor at any public meeting the date of which is not fixed by ordinance, resolution, or rule, unless public notice of such meeting has been given by such notice to each local newspaper of general circulation and to each local radio or television station, as provided in RCW 42.30.080 as now or hereafter amended. Meetings of the council shall be presided

over by the mayor, if present, or otherwise by the mayor pro tempore, or deputy mayor if one has been appointed, or by a member of the council selected by a majority of the councilmembers at such meeting. Appointment of a councilmember to preside over the meeting shall not in any way abridge his or her right to vote on matters coming before the council at such meeting. In the absence of the clerk, a deputy clerk or other qualified person appointed by the clerk, the mayor, or the council, may perform the duties of clerk at such meeting. A journal of all proceedings shall be kept, which shall be a public record.

[2009 c 549 § 3011; 1993 c 199 § 3; 1979 ex.s. c 18 § 23; 1967 ex.s. c 119 § 35A.12.110.]

NOTES:

Severability—1979 ex.s. c 18: See note following RCW [35A.01.070](#).

35A.12.120

Council—Quorum—Rules—Voting.

At all meetings of the council a majority of the councilmembers shall constitute a quorum for the transaction of business, but a less number may adjourn from time to time and may compel the attendance of absent members in such manner and under such penalties as may be prescribed by ordinance. The council shall determine its own rules and order of business, and may establish rules for the conduct of council meetings and the maintenance of order. At the desire of any member, any question shall be voted upon by roll call and the ayes and nays shall be recorded in the journal.

The passage of any ordinance, grant or revocation of franchise or license, and any resolution for the payment of money shall require the affirmative vote of at least a majority of the whole membership of the council.

[2009 c 549 § 3012; 1967 ex.s. c 119 § 35A.12.120.]

35A.12.130

Ordinances—Style—Requisites—Veto.

The enacting clause of all ordinances shall be as follows: "The city council of the city of do ordain as follows:" No ordinance shall contain more than one subject and that must be clearly expressed in its title.

No ordinance or any section or subsection thereof shall be revised or amended unless the new ordinance sets forth the revised ordinance or the amended section or subsection at full length.

No ordinance shall take effect until five days after the date of its publication unless otherwise provided by statute or charter, except that an ordinance passed by a majority plus one of the whole membership of the council, designated therein as a public emergency ordinance necessary for the protection of public health, public safety, public property or the

public peace, may be made effective upon adoption, but such ordinance may not levy taxes, grant, renew, or extend a franchise, or authorize the borrowing of money.

Every ordinance which passes the council in order to become valid must be presented to the mayor; if he or she approves it, he or she shall sign it, but if not, he or she shall return it with his or her written objections to the council and the council shall cause his or her objections to be entered at large upon the journal and proceed to a reconsideration thereof. If upon reconsideration a majority plus one of the whole membership, voting upon a call of ayes and nays, favor its passage, the ordinance shall become valid notwithstanding the mayor's veto. If the mayor fails for ten days to either approve or veto an ordinance, it shall become valid without his or her approval. Ordinances shall be signed by the mayor and attested by the clerk.

[2009 c 549 § 3013; 1967 ex.s. c 119 § 35A.12.130.]

35A.12.140

Adoption of codes by reference.

Ordinances may by reference adopt Washington state statutes and state, county, or city codes, regulations, or ordinances or any standard code of technical regulations, or portions thereof, including, for illustrative purposes but not limited to, fire codes and codes or ordinances relating to the construction of buildings, the installation of plumbing, the installation of electric wiring, health and sanitation, the slaughtering, processing, and selling of meats and meat products for human consumption, the production, pasteurizing, and sale of milk and milk products, or other subjects, together with amendments thereof or additions thereto, on the subject of the ordinance. Such Washington state statutes or codes or other codes or compilations so adopted need not be published in a newspaper as provided in RCW 35A.12.160, but the adopting ordinance shall be so published and a copy of any such adopted statute, ordinance, or code, or portion thereof, with amendments or additions, if any, in the form in which it was adopted, shall be filed in the office of the city clerk for use and examination by the public. While any such statute, code, or compilation is under consideration by the council prior to adoption, not less than one copy thereof shall be filed in the office of the city clerk for examination by the public.

[1995 c 71 § 1; 1982 c 226 § 2; 1967 ex.s. c 119 § 35A.12.140.]

NOTES:

Effective date—1982 c 226: See note following RCW 35.21.180.

35A.12.150

Ordinances—Authentication and recording.

The city clerk shall authenticate by his or her signature and record in full in a properly indexed book kept for the purpose all ordinances and resolutions adopted by the council. Such

book, or copies of ordinances and resolutions, shall be available for inspection by the public at reasonable times and under reasonable conditions.

[2009 c 549 § 3014; 1967 ex.s. c 119 § 35A.12.150.]

35A.12.160

Publication of ordinances or summary—Public notice of hearings and meeting agendas.

Promptly after adoption, the text of each ordinance or a summary of the content of each ordinance shall be published at least once in the city's official newspaper.

For purposes of this section, a summary shall mean a brief description which succinctly describes the main points of the ordinance. Publication of the title of an ordinance authorizing the issuance of bonds, notes, or other evidences of indebtedness shall constitute publication of a summary of that ordinance. When the city publishes a summary, the publication shall include a statement that the full text of the ordinance will be mailed upon request.

An inadvertent mistake or omission in publishing the text or a summary of the content of an ordinance shall not render the ordinance invalid.

In addition to the requirement that a city publish the text or a summary of the content of each adopted ordinance, every city shall establish a procedure for notifying the public of upcoming hearings and the preliminary agenda for the forthcoming council meeting. Such procedure may include, but not be limited to, written notification to the city's official newspaper, publication of a notice in the official newspaper, posting of upcoming council meeting agendas, or such other processes as the city determines will satisfy the intent of this requirement.

[1994 c 273 § 15; 1988 c 168 § 7; 1987 c 400 § 3; 1985 c 469 § 42; 1967 ex.s. c 119 § 35A.12.160.]

35A.12.170

Audit and allowance of demands against city.

All demands against a code city shall be presented and audited in accordance with such regulations as may be prescribed by charter or ordinance; and upon the allowance of a demand, the clerk shall draw a warrant upon the treasurer for it, which warrant shall be countersigned by the mayor, or such person as he or she may designate, and shall specify the fund from which it is to be paid; or, payment may be made by a bank check when authorized by the legislative body of the code city under authority granted by RCW 35A.40.020, which check shall bear the signatures of the officers designated by the legislative body as required signatories of checks of such city, and shall specify the fund from which it is to be paid.

[2009 c 549 § 3015; 1967 ex.s. c 119 § 35A.12.170.]

35A.12.180**Optional division of city into wards.**

At any time not within three months previous to a municipal general election the council of a noncharter code city organized under this chapter may divide the city into wards or change the boundaries of existing wards. No change in the boundaries of wards shall affect the term of any councilmember, and councilmembers shall serve out their terms in the wards of their residences at the time of their elections: PROVIDED, That if this results in one ward being represented by more councilmembers than the number to which it is entitled those having the shortest unexpired terms shall be assigned by the council to wards where there is a vacancy, and the councilmembers so assigned shall be deemed to be residents of the wards to which they are assigned for purposes of those positions being vacant. The representation of each ward in the city council shall be in proportion to the population as nearly as is practicable.

Wards shall be redrawn as provided in chapter 29A.76 RCW. Wards shall be used as follows: (1) Only a resident of the ward may be a candidate for, or hold office as, a councilmember of the ward; and (2) only voters of the ward may vote at a primary to nominate candidates for a councilmember of the ward. Voters of the entire city may vote at the general election to elect a councilmember of a ward, unless the city had prior to January 1, 1994, limited the voting in the general election for any or all council positions to only voters residing within the ward associated with the council positions. If a city had so limited the voting in the general election to only voters residing within the ward, then the city shall be authorized to continue to do so.

[2015 c 53 § 53; 1994 c 223 § 34; 1967 ex.s. c 119 § 35A.12.180.]

35A.12.190**Powers of council.**

The council of any code city organized under the mayor-council plan of government provided in this chapter shall have the powers and authority granted to the legislative bodies of cities governed by this title, as more particularly described in chapter 35A.11 RCW.

[1967 ex.s. c 119 § 35A.12.190.]

Chapter 35a.13 RCW**COUNCIL-MANAGER PLAN OF GOVERNMENT****Chapter Listing****Sections**

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35A.13.230	Powers of council.

35A.13.010**City officers—Size of council.**

The councilmembers shall be the only elective officers of a code city electing to adopt the council-manager plan of government authorized by this chapter, except where statutes provide for an elective municipal judge. The council shall appoint an officer whose title shall be "city manager" who shall be the chief executive officer and head of the administrative branch of the city government. The city manager shall be responsible to the council for the proper administration of all affairs of the code city. The council of a noncharter code city having less than twenty-five hundred inhabitants shall consist of five members; when there are twenty-five hundred or more inhabitants the council shall consist of seven members: PROVIDED, That if

the population of a city after having become a code city decreases from twenty-five hundred or more to less than twenty-five hundred, it shall continue to have a seven-member council. If, after a city has become a council-manager code city its population increases to twenty-five hundred or more inhabitants, the number of council offices in such city may increase from five to seven members upon the affirmative vote of a majority of the existing council to increase the number of council offices in the city. When the population of a council-manager code city having five council offices increases to five thousand or more inhabitants, the number of council offices in the city shall increase from five to seven members. In the event of an increase in the number of council offices, the city council shall, by majority vote, pursuant to RCW 35A.13.020, appoint two persons to serve in these offices until the next municipal general election, at which election one person shall be elected for a two-year term and one person shall be elected for a four-year term. The number of inhabitants shall be determined by the most recent official state or federal census or determination by the state office of financial management. A charter adopted under the provisions of this title, incorporating the council-manager plan of government set forth in this chapter may provide for an uneven number of councilmembers not exceeding eleven.

A noncharter code city of less than five thousand inhabitants which has elected the council-manager plan of government and which has seven council offices may establish a five-member council in accordance with the following procedure. At least six months prior to a municipal general election, the city council shall adopt an ordinance providing for reduction in the number of council offices to five. The ordinance shall specify which two council offices, the terms of which expire at the next general election, are to be terminated. The ordinance shall provide for the renumbering of council positions and shall also provide for a two-year extension of the term of office of a retained council office, if necessary, in order to comply with RCW 35A.12.040.

However, a noncharter code city that has retained its old council-manager plan of government, as provided in RCW 35A.02.130, is subject to the laws applicable to that old plan of government.

For the purposes of determining population under this section, cities may include or exclude the population of any state correctional facility located within the city.

[2011 c 14 § 2; 2009 c 549 § 3016; 1994 c 223 § 35; 1994 c 81 § 72; 1987 c 3 § 16; 1985 c 106 § 2; 1983 c 128 § 2; 1979 ex.s. c 18 § 24; 1979 c 151 § 34; 1967 ex.s. c 119 § 35A.13.010.]

NOTES:

Severability—1987 c 3: See note following RCW 3.70.010.

Severability—1979 ex.s. c 18: See note following RCW 35A.01.070.

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

35A.13.020**Election of councilmembers—Eligibility—Terms—Vacancies—Forfeiture of office—Council chair.**

In council-manager code cities, eligibility for election to the council, the manner of electing councilmembers, the numbering of council positions, the terms of councilmembers, the occurrence and the filling of vacancies, the grounds for forfeiture of office, and appointment of a mayor pro tempore or deputy mayor or councilmember pro tempore shall be governed by the corresponding provisions of RCW 35A.12.030, 35A.12.040, 35A.12.050, 35A.12.060, and 35A.12.065 relating to the council of a code city organized under the mayor-council plan, except that in council-manager cities where all council positions are at large positions, the city council may, pursuant to RCW 35A.13.033, provide that the person elected to council position one shall be the council chair and shall carry out the duties prescribed by RCW 35A.13.030.

[2009 c 549 § 3017; 1994 c 223 § 36; 1975 1st ex.s. c 155 § 1; 1967 ex.s. c 119 § 35A.13.020.]

35A.13.030**Mayor—Election—Chair to be mayor—Duties.**

Biennially at the first meeting of the new council the members thereof shall choose a chair from among their number unless the chair is elected pursuant to RCW 35A.13.033. The chair of the council shall have the title of mayor and shall preside at meetings of the council. In addition to the powers conferred upon him or her as mayor, he or she shall continue to have all the rights, privileges, and immunities of a member of the council. The mayor shall be recognized as the head of the city for ceremonial purposes and by the governor for purposes of military law. He or she shall have no regular administrative duties, but in time of public danger or emergency, if so authorized by ordinance, shall take command of the police, maintain law, and enforce order.

[2009 c 549 § 3018; 1975 1st ex.s. c 155 § 2; 1967 ex.s. c 119 § 35A.13.030.]

35A.13.033**Election on proposition to designate person elected to position one as chair—Subsequent holders of position one to be chair.**

The city council of a council-manager city may by resolution place before the voters of the city, a proposition to designate the person elected to council position one as the chair of the council with the powers and duties set forth in RCW 35A.13.030. If a majority of those voting on the proposition cast a positive vote, then at all subsequent general elections at which position one is on the ballot, the person who is elected to position one shall become the chair upon taking office.

[2009 c 549 § 3019; 1975 1st ex.s. c 155 § 3.]

35A.13.035**Mayor pro tempore or deputy mayor.**

Biennially at the first meeting of a new council, or periodically, the members thereof, by majority vote, may designate one of their number as mayor pro tempore or deputy mayor for such period as the council may specify, to serve in the absence or temporary disability of the mayor; or, in lieu thereof, the council may, as the need may arise, appoint any qualified person to serve as mayor pro tempore in the absence or temporary disability of the mayor. In the event of the extended excused absence or disability of a councilmember, the remaining members by majority vote may appoint a councilmember pro tempore to serve during the absence or disability.

[2009 c 549 § 3020; 1969 ex.s. c 81 § 1.]

NOTES:

Effective date—1969 ex.s. c 81: "This 1969 amendatory act shall take effect July 1, 1969." [1969 ex.s. c 81 § 7.]

35A.13.040**Compensation of councilmembers—Expenses.**

The salaries of the councilmembers, including the mayor, shall be fixed by ordinance and may be revised from time to time by ordinance, but any increase or reduction in the compensation attaching to an office shall not become effective until the expiration of the term then being served by the incumbent: PROVIDED, That compensation of councilmembers may not be increased or diminished after their election nor may the compensation of the mayor be increased or diminished after the mayor has been chosen by the council.

Until councilmembers of a newly organized council-manager code city may lawfully be paid as provided by salary ordinance, such councilmembers shall be entitled to compensation in the same manner and in the same amount as councilmembers of such city prior to the adoption of this council-manager plan.

Until a salary ordinance can be passed and become effective as to elective officers of a newly incorporated code city, the first councilmembers shall be entitled to compensation as follows: In cities having less than five thousand inhabitants—twenty dollars per meeting for not more than two meetings per month; in cities having more than five thousand but less than fifteen thousand inhabitants—a salary of one hundred and fifty dollars per calendar month; in cities having more than fifteen thousand inhabitants—a salary of four hundred dollars per calendar month. A councilmember who is occupying the position of mayor, in addition to his or her salary as a councilmember, shall be entitled, while serving as mayor, to an additional amount per calendar month, or portion thereof, equal to twenty-five percent of the councilmember salary: PROVIDED, That such interim compensation shall remain in effect only until a salary ordinance is passed and becomes effective as to such officers, and the

compensation provided herein shall not be construed as fixing the usual compensation of such officers. Councilmembers shall receive reimbursement for their actual and necessary expenses incurred in the performance of the duties of their office, or the council by ordinance may provide for a per diem allowance. Procedure for approval of claims for expenses shall be as provided by ordinance.

[2009 c 549 § 3021; 1979 ex.s. c 18 § 25; 1967 ex.s. c 119 § 35A.13.040.]

NOTES:

Severability—1979 ex.s. c 18: See note following RCW 35A.01.070.

35A.13.050

City manager—Qualifications.

The city manager need not be a resident at the time of his or her appointment, but shall reside in the code city after his or her appointment unless such residence is waived by the council. He or she shall be chosen by the council solely on the basis of his or her executive and administrative qualifications with special reference to his or her actual experience in, or his or her knowledge of, accepted practice in respect to the duties of his or her office. No person elected to membership on the council shall be eligible for appointment as city manager until one year has elapsed following the expiration of the term for which he or she was elected.

[2009 c 549 § 3022; 1967 ex.s. c 119 § 35A.13.050.]

35A.13.060

City manager may serve two or more cities.

Whether the city manager shall devote his or her full time to the affairs of one code city shall be determined by the council. A city manager may serve two or more cities in that capacity at the same time.

[2009 c 549 § 3023; 1967 ex.s. c 119 § 35A.13.060.]

35A.13.070

City manager—Bond and oath.

Before entering upon the duties of his or her office the city manager shall take an oath or affirmation for the faithful performance of his or her duties and shall execute and file with the clerk of the council a bond in favor of the code city in such sum as may be fixed by the council. The premium on such bond shall be paid by the city.

[2009 c 549 § 3024; 1967 ex.s. c 119 § 35A.13.070.]

35A.13.080**City manager—Powers and duties.**

The powers and duties of the city manager shall be:

- (1) To have general supervision over the administrative affairs of the code city;
- (2) To appoint and remove at any time all department heads, officers, and employees of the code city, except members of the council, and subject to the provisions of any applicable law, rule, or regulation relating to civil service: PROVIDED, That the council may provide for the appointment by the mayor, subject to confirmation by the council, of a city planning commission, and other advisory citizens' committees, commissions, and boards advisory to the city council: PROVIDED FURTHER, That if the municipal judge of the code city is appointed, such appointment shall be made by the city manager subject to confirmation by the council, for a four year term. The council may cause an audit to be made of any department or office of the code city government and may select the persons to make it, without the advice or consent of the city manager;
- (3) To attend all meetings of the council at which his or her attendance may be required by that body;
- (4) To see that all laws and ordinances are faithfully executed, subject to the authority which the council may grant the mayor to maintain law and order in times of emergency;
- (5) To recommend for adoption by the council such measures as he or she may deem necessary or expedient;
- (6) To prepare and submit to the council such reports as may be required by that body or as he or she may deem it advisable to submit;
- (7) To keep the council fully advised of the financial condition of the code city and its future needs;
- (8) To prepare and submit to the council a proposed budget for the fiscal year, as required by chapter 35A.33 RCW, and to be responsible for its administration upon adoption;
- (9) To perform such other duties as the council may determine by ordinance or resolution.

[2009 c 549 § 3025; 1987 c 3 § 17; 1967 ex.s. c 119 § 35A.13.080.]

NOTES:

Severability—1987 c 3: See note following RCW 3.70.010.

35A.13.090**Creation of departments, offices, and employment—Compensation.**

On recommendation of the city manager or upon its own action, the council may create such departments, offices, and employments as it may find necessary or advisable and may determine the powers and duties of each department or office. Compensation of appointive officers and employees may be fixed by ordinance after recommendations are made by the city manager. The appointive officers shall include a city clerk and a chief of police or other

law enforcement officer. Pursuant to recommendation of the city manager, the council shall make provision for obtaining legal counsel for the city, either by appointment of a city attorney on a full time or part time basis, or by any reasonable contractual arrangement for such professional services.

[1967 ex.s. c 119 § 35A.13.090.]

35A.13.100

City manager—Department heads—Authority.

The city manager may authorize the head of a department or office responsible to him or her to appoint and remove subordinates in such department or office. Any officer or employee who may be appointed by the city manager, or by the head of a department or office, except one who holds his or her position subject to civil service, may be removed by the manager or other such appointing officer at any time subject to any applicable law, rule, or regulation relating to civil service. Subject to the provisions of RCW 35A.13.080 and any applicable civil service provisions, the decision of the manager or other appointing officer, shall be final and there shall be no appeal therefrom to any other office, body, or court whatsoever.

[2009 c 549 § 3026; 1967 ex.s. c 119 § 35A.13.100.]

35A.13.110

City manager—Appointment of subordinates—Qualifications—Terms.

Appointments made by or under the authority of the city manager shall be on the basis of ability and training or experience of the appointees in the duties which they are to perform, and shall be in compliance with provisions of any merit system applicable to such city. Residence within the code city shall not be a requirement. All such appointments shall be without definite term.

[1967 ex.s. c 119 § 35A.13.110.]

35A.13.120

City manager—Interference by councilmembers.

Neither the council, nor any of its committees or members, shall direct the appointment of any person to, or his or her removal from, office by the city manager or any of his or her subordinates. Except for the purpose of inquiry, the council and its members shall deal with the administrative service solely through the manager and neither the council nor any committee or member thereof shall give orders to any subordinate of the city manager, either publicly or privately. The provisions of this section do not prohibit the council, while in open session, from fully and freely discussing with the city manager anything pertaining to appointments and removals of city officers and employees and city affairs.

[2009 c 549 § 3027; 1967 ex.s. c 119 § 35A.13.120.]

35A.13.130

City manager—Removal—Resolution and notice.

The city manager shall be appointed for an indefinite term and may be removed by a majority vote of the council. At least thirty days before the effective date of his or her removal, the city manager must be furnished with a formal statement in the form of a resolution passed by a majority vote of the city council stating the council's intention to remove him or her and the reasons therefor. Upon passage of the resolution stating the council's intention to remove the manager, the council by a similar vote may suspend him or her from duty, but his or her pay shall continue until his or her removal becomes effective.

[2009 c 549 § 3028; 1967 ex.s. c 119 § 35A.13.130.]

35A.13.140

City manager—Removal—Reply and hearing.

The city manager may, within thirty days from the date of service upon him or her of a copy thereof, reply in writing to the resolution stating the council's intention to remove him or her. In the event no reply is timely filed, the resolution shall upon the thirty-first day from the date of such service, constitute the final resolution removing the manager and his or her services shall terminate upon that day. If a reply shall be timely filed with the city clerk, the council shall fix a time for a public hearing upon the question of the manager's removal and a final resolution removing the manager shall not be adopted until a public hearing has been had. The action of the council in removing the manager shall be final.

[2009 c 549 § 3029; 1967 ex.s. c 119 § 35A.13.140.]

35A.13.150

City manager—Substitute.

The council may designate a qualified administrative officer of the city or town to perform the duties of manager:

- (1) Upon the adoption of the council-manager plan, pending the selection and appointment of a manager; or
- (2) Upon the termination of the services of a manager, pending the selection and appointment of a new manager; or
- (3) During the absence, disability, or suspension of the manager.

[1967 ex.s. c 119 § 35A.13.150.]

35A.13.160**Oath and bond of officers.**

All provisions of RCW 35A.12.080 relating to oaths and bonds of officers, shall be applicable to code cities organized under this council-manager plan.

[1967 ex.s. c 119 § 35A.13.160.]

35A.13.170**Council meetings—Quorum—Rules—Voting.**

All provisions of RCW 35A.12.110, as now or hereafter amended, and 35A.12.120, relating to council meetings, a quorum for transaction of business, rules and voting at council meetings, shall be applicable to code cities organized under this council-manager plan.

[1979 ex.s. c 18 § 26; 1967 ex.s. c 119 § 35A.13.170.]

NOTES:

Severability—1979 ex.s. c 18: See note following RCW 35A.01.070.

35A.13.180**Adoption of codes by reference.**

Ordinances of cities organized under this chapter may adopt codes by reference as provided in RCW 35A.12.140.

[1967 ex.s. c 119 § 35A.13.180.]

35A.13.190**Ordinances—Style—Requisites—Veto.**

The enacting clause of all ordinances shall be as follows: "The city council of the city of do ordain as follows:" No ordinance shall contain more than one subject and that must be clearly expressed in its title.

No ordinance or any section or subsection thereof shall be revised or amended unless the new ordinance sets forth the revised ordinance or the amended section or subsection at full length.

No ordinance shall take effect until five days after the date of its publication unless otherwise provided by statute or charter, except that an ordinance passed by a majority plus one of the whole membership of the council, designated therein as a public emergency ordinance necessary for the protection of public health, public safety, public property or the

public peace, may be made effective upon adoption, but such ordinance may not levy taxes, grant, renew, or extend a franchise, or authorize the borrowing of money.

[1967 ex.s. c 119 § 35A.13.190.]

35A.13.200

Authentication, recording and publication of ordinances.

Ordinances of code cities organized under this chapter shall be authenticated, recorded and published as provided in RCW 35A.12.150 and 35A.12.160.

[1967 ex.s. c 119 § 35A.13.200.]

35A.13.210

Audit and allowance of demands against city.

RCW 35A.12.170 shall apply to the audit and allowance of demands against the city.

[1967 ex.s. c 119 § 35A.13.210.]

35A.13.220

Optional division of city into wards.

A code city organized under this chapter may be divided into wards as provided in RCW 35A.12.180.

[1967 ex.s. c 119 § 35A.13.220.]

35A.13.230

Powers of council.

The council of any code city organized under the council-manager plan provided in this chapter shall have the powers and authority granted to legislative bodies of cities governed by this title as more particularly described in chapter 35A.11 RCW, except insofar as such power and authority is vested in the city manager.

[1967 ex.s. c 119 § 35A.13.230.]

MEMORANDUM

TO: Pete Capell, City Administrator
FROM: Shawn R. MacPherson
DATE: May 16, 2018
RE: Council/Manager Form of Government

This memorandum is intended to provide a general outline of the procedures for the City to adopt a resolution to submit to the voters a proposition as to whether to abandon the Council/Mayor form of government and adopt the Council/Manager form of government. I have attached to this memorandum the form of Resolution which could be utilized by the City Council in this regard. I will also address the procedures by which the City Council, under RCW 35A.13.033, may by resolution place before the voters the proposition to allow for a city wide election of the chair who, under RCW 35A.13.030, has the title of Mayor. Finally, I also briefly touch on the adopting ordinances which will be necessary to revise city code and other changes which will need to be addressed if the proposition is adopted at the general election this fall.

As to the procedures for a change in the form of government, RCW 35A.06.040 allows for the issue to be presented to the voters either by presentation of a petition with the County Auditor by 10% of the registered voters or upon the adoption of a resolution by the legislative body of a non-charter code city. The City Council in this case will be presented with the form of resolution which is attached. The City of Camas has acted as a non-charter code city for more than six consecutive years and is therefore authorized under RCW 35A.06.030 to adopt a change in the form of government in this manner. If approved by the voters, the City Council members will serve out the remainder of the terms and the Mayor at that point would serve as a council member for the remainder of his term. I would note that there is no intent to change the City's classification as non-charter code city governed by RCW Chapter 35A, the optional municipal code.

The second issue relates to how you designate an elected mayor. The statute relates under RCW 35A.13.030 that the new council chooses a chair, unless the chair is elected pursuant to RCW 35A.13.033. RCW 35A.13.033 indicates that the city council of a Council/Manager City may by resolution place before the voters a proposition to designate the person elected to "council position one" as the chair.

The intent in the City of Camas is for the "at large" position to be the position up for a vote to be

Memo to Pete Capell
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elected as the chair. The statute relates only to “council position one”, so therefore the city has to establish a “council position one” in the City of Camas as the at large position, while maintaining the other wards.

The sequence would then be as follows:

- Adopt the resolution placing this issue on the ballot for the fall general election changing to a Council/Manager form of government, and abandoning the Council/Mayor form of government. If the election is in the affirmative, then the change would be effective as of the certification of the election.
- At the first meeting in December following the election the Council would be asked to adopt an ordinance which formally revises the City Code. Please see the attached.
- There would need to be other accompanying ordinance changes which could be addressed following the election. These would include revisions to Chapter 2.04 and in particular Chapter 2.06 as any reference to “City Administrator” within the code would need to be changed to “City Manager”. Further, any reference to powers reserved by the Mayor would need to be revised to “City Manager”.
- In order to create “Council Position One” Section 2.04.010 would be revised to reflect in the first sentence the following: “There should be elected as members of the City Council, two persons from each ward, and one person at large which position shall be designated as Council Position One; provided, however, election to a position to the city council should be by vote from the City at-large.”
- After the adoption of the ordinance which establishes “Council Position One” the Council would adopt a Resolution under RCW 35A.13.033 to place on the ballot in a February special election the proposition that designates the person elected to Council Position One as the chair of the council.
- In the event in the February election the Resolution to designate the person elected to Council Position One as the chair of the Council passes then I would include a new section under Chapter 2.04 which generally describes their duties in reference to RCW 35A.13.030 for clarification.

An issue which is worth discussion concerns the provisions of RCW 35A.13.030 which relates that at the first meeting of the “new Council” the members shall chose a chair. In our case, there will be an existing mayor, and RCW 35A.06.030 clearly states that the existing mayor converts to a sitting council member upon the change in the form of government. The statute does not clarify whether the “mayor” automatically becomes the new chair, so we would have to go through the process under RCW 35A.13.030 to technically appoint a new chair in the interim.

Please contact me if you have any questions.

RESOLUTION NO.

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CAMAS, WASHINGTON Providing for the submission to the voters of the City, at the general election to be held on November 6, 2018, of a proposition whether the City should adopt the Council/Manager form of government and abandon the Council/Mayor form of government; and requesting the Clark County Auditor to conduct that election on November 6, 2018.

WHEREAS, RCW Chapter 35A.06 authorizes a non-charter code city such as Camas to abandon its plan of government and reorganize under another plan of government, and to pass a resolution requesting that a proposition be submitted to the qualified voters within the City whether the City should abandon its current form of government and reorganize under another plan of government; and

WHEREAS, the City Council had determined that the best interests and general welfare of the City would be served by submitting to the qualified voters in the City the proposition whether the City should adopt the Council/Manager form of government and abandon the Council/Mayor form of government;

WHEREAS, the City of Camas has operated under its current form of government for more than six consecutive years;

WHEREAS, the City Council desires that the proposition be considered at the general election in the City to be held on November 6, 2018 for the purpose of submitting to the qualified voters of the City the proposition whether the City should adopt the Council/Manager form of government and abandon the Council/Mayor form of government;

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF CAMAS, WASHINGTON DOES RESOLVE AS FOLLOWS:

Section 1. In accordance with RCW 35A.06.040 and .050, RCW 29A.04.330 and other applicable state law, the City Council of the City of Camas hereby requests and calls for the Clark County Auditor to conduct and hold an election on November 6, 2018 in the City of Camas for the purposes of submitting to the qualified voters of the City the proposition whether the City should adopt the Council/Manager form of government and abandon the Council/Mayor form of government.

Section 2. The proposition to be submitted at the general election on November 6, 2018 shall be substantially in the form of a ballot title prepared by the City Attorney and to read as follows:

CITY OF CAMAS

PROPOSITION NO.

WHETHER TO ADOPT THE COUNCIL/MANAGER FORM OF GOVERNMENT
WITHIN THE CITY OF CAMAS

Shall the City of Camas Adopt The Council/Manager Form of Government And
Abandon The Council/Mayor Form Of Government?

Yes.....

No.....

The City Attorney is authorized and directed to make such revisions in the
statement of the Proposition as required by the Clark County Auditor and the
Prosecuting Attorney for Clark County.

Section 3. The City Clerk is authorized and directed to file a certified
copy of this Resolution with Clark County Auditor on or before _____,
2018

Section 4. The City Attorney is authorized to take such additional steps
required to cause the election on the proposition to occur.

Section 5. If any section, sentence, clause or phrase of this resolution
should be held to be invalid or unconstitutional by a court of competent
jurisdiction, such invalidity or unconstitutionality shall not affect the validity or
constitutionality of any other section, sentence, clause or phrase of this resolution.

PASSED by the Council of the City of Camas and approved by the Mayor this
_____ day of _____, 2018.

SIGNED: _____
Mayor

ATTEST: _____
Clerk

APPROVED as to form:

City Attorney

ORDINANCE NO.

AN ORDINANCE of the City of Camas, Washington, relating to the form of municipal government; adopting the Council/Manager form of government; and amending Section 1.08.020 of the Camas Municipal Code.

WHEREAS, RCW Chapter 35A.06 authorizes a non-chartered code city to abandon its plan of government and reorganize under a new plan of government, and to pass a resolution requesting that a proposition be submitted to the qualified voters within the City of Camas to decide whether the City should abandon its form of government and reorganize under another plan of government; and

WHEREAS, the City Council determined that the best interest and general welfare of the City would be served by submitting to the qualified voters in the City the proposition of whether the City should adopt the Council/Manager form of government and abandon the Council/Mayor form of government; and

WHEREAS, the City Council passed Resolution No. _____ requesting that the Clark County Auditor at the general election on November 6, 2018, submit to the qualified voters of the City the proposition of whether the City should adopt the Council/Manager form of government and abandon the Council/Mayor form of government; and

WHEREAS, on November 6, 2018, a majority of the voters participating in said general election voted in favor of adopting the Council/manager form of government and abandoning the Council/Mayor form of government;

WHEREAS, the City Council desires to amend Camas Municipal Code Section 1.08.020 to reflect said change in the form of government of the City of Camas;

NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF CAMAS, WASHINGTON, DO ORDAIN AS FOLLOWS:

Section 1. Section 1.08.020 of the Camas Municipal Code is hereby amended to read as follows:

1.08.020 Plan of Government

Pursuant to an election held on November 6, 2018, in accordance with RCW 35A.06.040, 35A.06.050, 29.04.330 and other applicable law, the results of which were certified by the Clark County Auditor on _____, the City adopted the Council/Manager form of government as set forth in RCW Chapter 35A.13, endowed with all the applicable right, powers, privileges, duties and obligations of non-charter code cities as set forth in RCW Title 35A as the same now exists including, but not by way of limitation, those set forth in RCW Chapter 35A.11, and further including any and all supplements, amendments or other modifications of said RCW Title 35A which may hereafter be enacted.

Section 2. This ordinance shall take effect and be in force five (5) days after its passage, approval and publication as provided by law.

PASSED by the City Council this ____ of ____, 2018

SIGNED: _____
Mayor

ATTEST: _____
Clerk

APPROVED as to form:

City Attorney

Summary Views of Professional Management in Local Government

The major forms of local government professional management are well described. Data on the prevalence of the Council-Manager form and the “Strong Mayor” form, and the distribution among Washington Cities is also available. The trends tend toward the Council-Manager form in middle-sized communities, as well as in cities which incorporated in Washington state in the last three decades.

My personal experience includes seven years as City Manager in a small Oregon City (Independence) and twenty-four years as first City Administrator in dynamically developing Camas, Washington. My views are also informed by observations of local governments, in the Pacific Northwest, and overseas. I benefit from a Masters in Public Administration (MPA) and currently serve as a Senior Advisor, appointed by the Washington City Management Association (WCMA) and the International City Management Association (ICMA)

Here are a few summary conclusions in the matter:

1. Leadership matters. The quality and character of elected officials is of paramount importance for effective, democratic local government. Likewise, the skills, character, training, experience and drive of local government professional managers/administrators is also critical to success. ***Either form can work well.*** Communities with either form can and do flounder, drift, and fail.
2. A most critical community choice is to obtain professional, full-time management talent. Cities all have their individual character, history, conditions, etc., and their paths to professional management are varied. Choosing to employ a non-political administrator is a most important step, especially for communities/organizations which experience rapid growth and change. The hiring of a professional can also greatly assist a city in recovering from major difficulties.
In Clark County, Vancouver was the only city with a professional manager prior to 1989. Now, all cities in the county with populations over 3,500 have full-time staff leaders. Some nearby smaller communities, (Kalama, Stevenson, and North Bonneville) also have administrators.
3. As to the question of Council-Manager or “Strong-Mayor”, my considered opinion is that in the long run, the likelihood of sustained community success is better with the Council Manager form. This leads us back to the first point: ***“Leadership matters, and either form can work well.”*** It is also vital to note in our democratic system that elected leaders are voted into office, representing their constituency. And in the nuanced words of another observer: ***“People often get the government they deserve”***.

Respectfully submitted,

Lloyd Halverson

March 31,2018

City of Camas

Form of Government Committee Meeting

Monday, March 5, 2018, 9 am to 11 am
Meeting Notes

Attendees: Chair Nan Henriksen, Paul Dennis, Greg Anderson (phone), Doug Quinn, Lloyd Halverson (phone), Lynn Valenter and Lisa Schauer

Staff: Pete Capell

1. Introductions

2. Mission of committee

Look at the structure that would best suit Camas in the future without having a current crisis in leadership. A structure that has the highest probability to optimize good governance. Provide a report to Council upon completion.

3. Committee process and focus

Conversation and theory.

Take individual people out of the positions when looking at the structure.

Strong Mayor is a daunting position; difficult to do when working full time and raising a family.

4. Membership of committee

Mayor has invited Jim Short to participate; his response has not yet been received.

The current size of the committee is good.

5. Schedule of work

Plan to hold five meetings; on the first and third Mondays at 8:00 am and will last no longer than two hours. Last meeting planned for May 7, 2018, with report to Council during the second Council meeting in May or the first Council meeting in June.

6. Questions the committee would like researched

Why do other cities change their form of government?

What are the goals and vision of the City?

Provide link to City's Strategic Plan and Comprehensive Plan.

What is the level of turnover in each form of government?

7. Next Meeting

Greg to discuss the Council's vision for the future of Camas.

Why did other jurisdictions change their form of government?

9:00 am Tracy Burrows, Executive Director for MRSC to discuss the pros and cons of each type of government, while not being a proponent for either.

City of Camas

Form of Government Committee Meeting

Monday, March 19, 2018, 8 am to 10 am
Meeting Notes

Attendees: Chair Nan Henriksen, Paul Dennis, Greg Anderson (phone), Doug Quinn, Lynn Valenter and Lisa Schauer

Staff: Pete Capell

1. Camas Vision – Greg Anderson

The Comprehensive Plan, completed in June of 2016, creates the vision for Camas. While it is an update, it is also consistent with past plans.

Addressing growth – some support, some oppose

Looking at Level of Service provided by City departments

What is the workload of the Mayor? Depends on the Mayor; how much they are comfortable delegating to others. Difficult for someone with a full-time job and raising a family.

2. Discussion with Tracy Burrows, Executive Director, MRSC

The preferred form of government depends on how your community wants to make decisions.

Most Council – Manager cities are medium to large cities

Mayor – Council form of government

- Highly visible leadership
- Depends on personality of the Mayor
- Mayor may have more clout on regional committees
- Mayor has veto power

Council – Manager form of government

- City Manager accountable to entire Council
- Carry agenda of full Council
- Council has more authority

Skills to get elected are different than skills to run a city.

You need to determine which form is going to be:

- Responsive to the community
- Create a better run city

How important is politics in your community?

Professional City Administrators are a hybrid

Most cities make the change due to problems in the city

3. Questions the committee would like researched

None at this time – contact Pete if you have a question or need some information

4. Next Meeting – Monday, April 2, 2018 8 am – 10 am in the City Hall Council Chambers

Each Committee Member will prepare a paper with their beliefs of the pros and cons of each form of government – Be prepared to discuss

City of Camas
Form of Government Committee Meeting
Monday, April 2, 2018, 8 am to 10 am
Meeting Notes

Attendees: Chair Nan Henriksen, Paul Dennis, Greg Anderson (phone), Lloyd Halverson, Doug Quinn, Lynn Valenter and Lisa Schauer

Staff: Bernie Bacon

1. Committee Members discuss their pros and cons for each form of government

The committee held a lively discussion with significant involvement from all of the members. The summary of the discussion is as follows.

- No form of government is perfect. With the right people, any form will succeed and with the wrong people, any form will fail. The Committee is looking for a form of government that provides the greatest level of certainty of the best possible long term outcomes for the community.
- Both forms of government result in a lot of power in one position, either the Strong Mayor or the City Manager. The difference is that it takes up to four years to replace the Mayor and four votes to replace the City Manager.
- Camas has had stability in the City Administrator position. That is not the case in many cities, where a new Mayor wants to bring in their person for the position.
- The Council–Manager form of government requires an active, attentive and strong Council. They are responsible to ensure that the City Manager is carrying out their policy direction. Instead of a Strong Mayor form of government, it is a Strong Council form of government.
- A wider range of professional choices will be available in the selection of a City Manager. Some potential great candidates might look elsewhere rather than apply for a City Administrator position.
- It is critical for Camas that the Mayor for a Council–Manager form of government still be elected by the community. This is part of the overall recommendation. Even though the decision to elect the Mayor cannot be on the same ballot as the form of government decision, the Committee feels very strongly that both are needed to provide the best possible governance in the future. The elected Mayor by the people under Council–Manager form would help bridge the gap to having the voice of the people.
- The transition from the current to a new form of government is critically important. While the statute states that the change takes effect upon certification of the ballot, a transition plan and time to implement the changes will be critical to the success.
- The MRSC presentation indicated an increased cost to move to the Council–Manager form. That would be true if Camas had not had a City Administrator for so long. In Camas' case, there would be a slight decrease in costs due to a reduction in the Mayor's compensation.
- The citizens of Camas are very satisfied with current operation of the City. It will require some effort to educate the voters about why we should make a change, when the current system is not broken.

2. Questions the committee would like researched

If the citizens approve the proposition the change to a council – manager form of government, how long will it be before the vote could be held to have a citizen elected mayor?

Why and where in the law does it state that we cannot, on one ballot, have a proposed change of government structure; and second, if we change the structure, should we adopt a directly elected mayor?

What's the transition time - details on the timing?

Will the council select an interim manager? Would the City Administrator be the interim City Manager until they select a City Manager?

3. Where does the committee go from here?

Pete will begin compiling all of this information and draft something for the next meeting.

4. Next Meeting – Monday, April 16, 2018, 8 am – 10 am in the City Hall Council Chambers

We could insert a 4/30 meeting if needed.

Suggest prepping an update to Council as soon as possible. Final Report could be drafted to present by the 5/21 meeting.

City of Camas
Form of Government Committee Meeting
 Monday, April 16, 2018, 8 am to 10 am
 Meeting Notes

Attendees: Chair Nan Henriksen, Paul Dennis, Greg Anderson (phone), Lloyd Halverson, Doug Quinn, Lynn Valenter and Lisa Schauer

Staff: Pete Capell and Bernie Bacon

1. Committee Members discuss their pros and cons for each form of government from the last meeting

The committee reviewed the draft meeting notes for the past meeting and continued to discuss the pros and cons of each form of government. Comments were made about the detailed notes provided for the previous meeting. Committee Members clarified their previous comments, highlighted the key points and added additional points. The Meeting Notes will be updated based on their comments and brought back in summary form.

2. Review of Materials provided over the last four meetings

RCW 3A.02.120 states that a change in form of government will be effective upon county auditor issuing certification of election, if the majority of the votes cast supported the change. Therefore, if the council places it on the General Election ballot and it passes, the change would likely take place on the first meeting in December.

RCW 35A13.033 states the city council of a council-manager city may, by resolution, place before the voters of the city, a proposition to designate the person elected to council position one as the chair of the council with powers and duties set forth in RCW 35A.13.030. If a majority of those voting on the proposition cast a positive vote, then at all subsequent general elections at which position one is on the ballot, the person who is elected to position one shall become the chair upon taking office.

Pete interpreted the RCWs that we would become a council-manager city, if the measure passes, at the first meeting in December. If the resolution is passed by council, then we would have adequate time to get the measure on the February Special Election, which would establish the elected Mayor, well before the filing deadline in May.

An email was sent to Jim Doherty, from MRSC, last week to confirm, but have not heard back.

The council will select the manager, whether it is on an interim basis or as the regular manager.

3. Discuss recommendation to Council.

Lisa will prepare a draft portion of the recommendation describing why make the change now.

Nan will prepare a draft recommendation, based on material provided by Lisa and Pete.

The draft recommendation will be available on April 30th and distributed to the committee. A review meeting with some members of the committee will be held on April 25th.

The recommendation to the Council will be moved to June 4th, because Paul Dennis and Mayor Higgins are unavailable on May 21st. It will be at the 7 pm Regular Meeting.

4. Next Meeting – Monday, May 7, 2018, 8 am – 10 am in the City Hall Council Chambers

We hope to finalize the recommendation at that meeting.

City of Camas
Form of Government Committee Meeting
 Monday, May 7, 2018, 8 am to 10 am
 Meeting Notes

Attendees: Chair Nan Henriksen, Paul Dennis, Greg Anderson (phone), Doug Quinn, Lynn Valenter and Lisa Schauer

Staff: Pete Capell and Bernie Bacon

1. Review Meeting Notes from April 2nd and April 16th

The Meeting Notes for April 2, 2018 and April 16, 2018 were approved with no revisions.

2. Review Comparable Cities, Financial Information and Transition Plan Memos

Comparable Cities – No changes

Financial Information – Minor revisions to the document

Transition Plan – add “Other action as determined by the Council” to the Prior to the election, Procedural/Protocol

3. Review Draft Report to Council

Nan recommended additional details about the of the Council – Manager form of government in the Timeline and Process section of the Report.

Lynn recommended a table on the first page for an overview/at-a-glance explanation, definition and differences of both forms of government.

It was recommended that a sentence be added to the Why Now section to discuss the window of opportunity we have now with the Mayor and at-large position will be on the ballot in 2019.

Add the following items to the attachments:

- MRSC - City and Town Forms of Government
- MRSC – Trends in City and Town Forms of Government
- Summary Views in Professional Management in Local Government by Lloyd Halverson
- RCWs for both forms of government

4. Do we need another meeting to sign the final report and planning for a June 4th Council presentation?

Nan will give the presentation

There will be a draft resolution in the packet.

No need for another meeting.



Camas-Washougal Fire Department

Visioning Conference Presentation
January 15, 2021

Who are we?

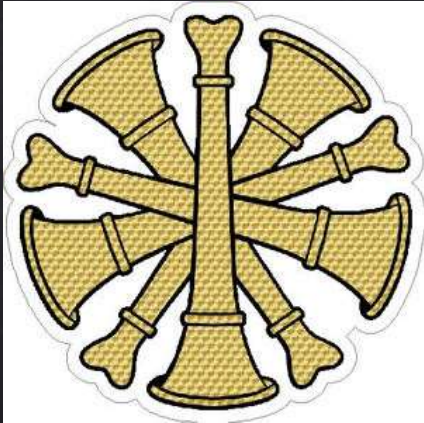
Paramedic/FFs (36)



EMT/FFs (16)



Administration (3)



Prevention/FMO (4)



Where we came from

1991 (2021)

- 7 Firefighters (52)
- 8 Paramedics
- 3 Officers
- 1 Station (3)
- 1,528 calls annually (4853)
- Population: 6,442 (25,000+)



<u>FIRE FIGHTERS</u>	<u>PARAMEDICS</u>
Ken Hill	Don Fulthorp
Laurie Wolk	Dave Krakowiak
Brooks Cooper	Greg Weisser
Greg Payne	Jay Getsfrid
Dale McKenzie	Brad Allen
Gene Marlow	Ted Dedmon
Mark Ervin	Randy Miller
	Garry Alex

Our Mission

To Provide the Highest Quality Service to our Community Through the Protection and Preservation of Life and Property

Our Values

To Serve Our Community's Needs Through

Excellence

Courtesy, Equality and Respect

Professionalism

Readiness, Education, Training,
Competency and Accountability

Integrity

Dependability, Trust and Honesty

Pride

Enthusiasm, Optimism and Recognition

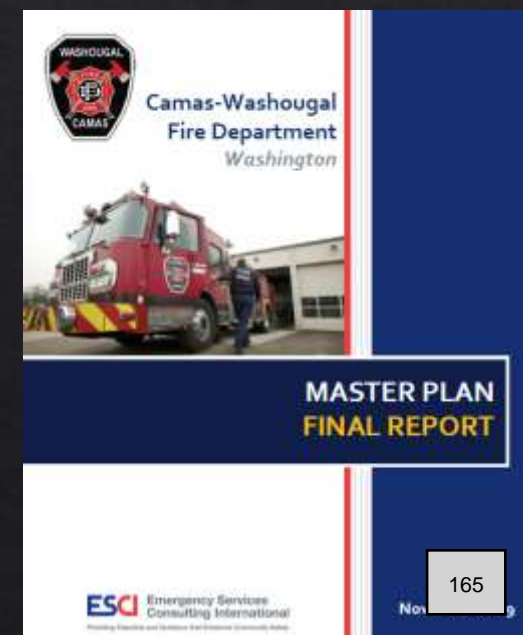
Fire Chief Goals and Vision

We must have a department that can grow with the community. This requires:

- Sufficient staffing for safety and to maintain level of service
- Updated equipment, to include apparatus and rescue gear
- Stable funding mechanism

Master Plan Review

- Add necessary staffing to eliminate cross-staffing at Station 42
- Establish 3-person engine companies
- Plan for capital facilities replacement and expansion
- Develop and adopt a strategic plan
- Establish and fund apparatus replacement plan



Status of Current Partnerships

Merger ILA w/Washougal



EMS ILA w/ECFR





Organizational Scan

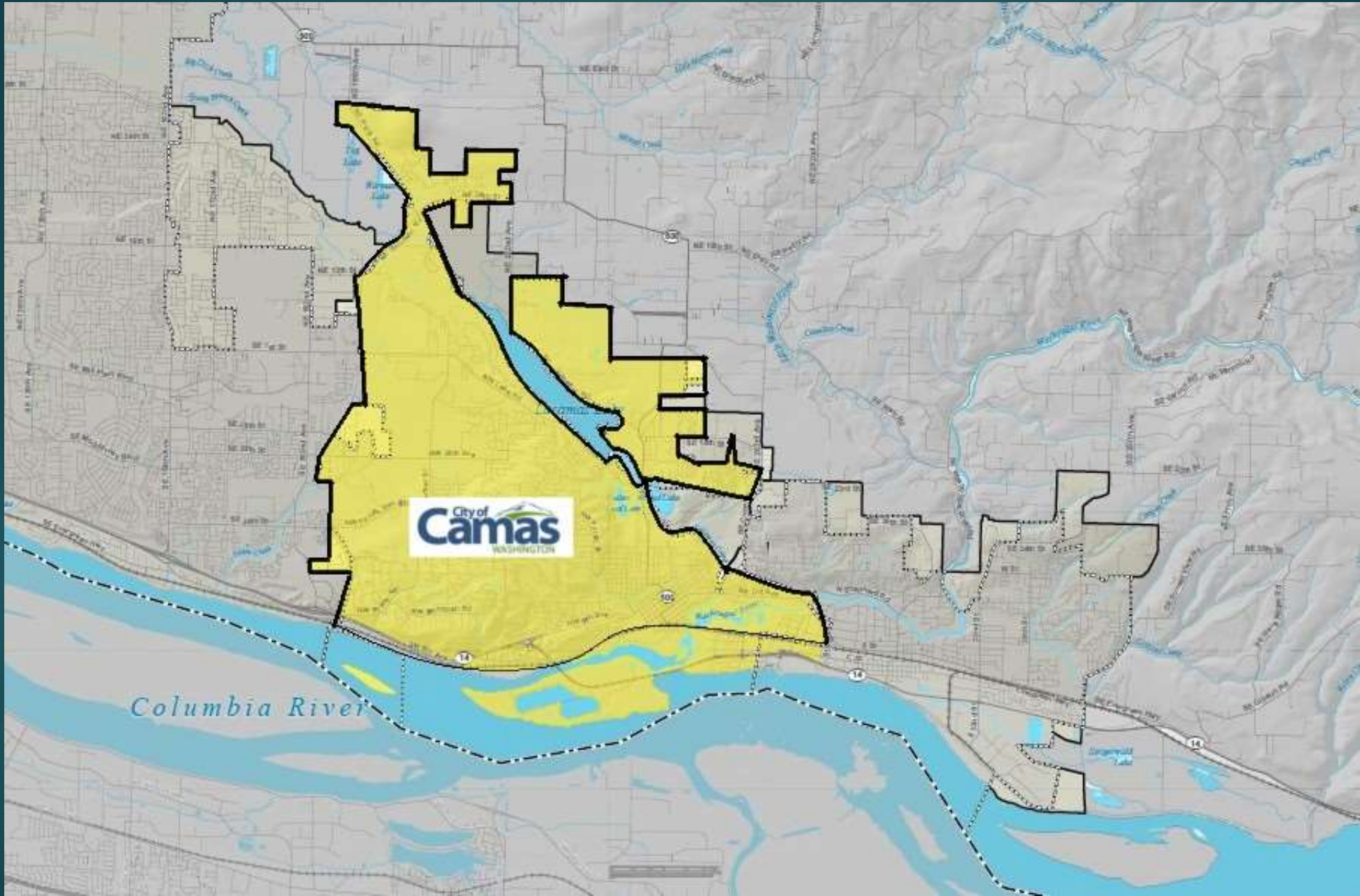
Recommendations:

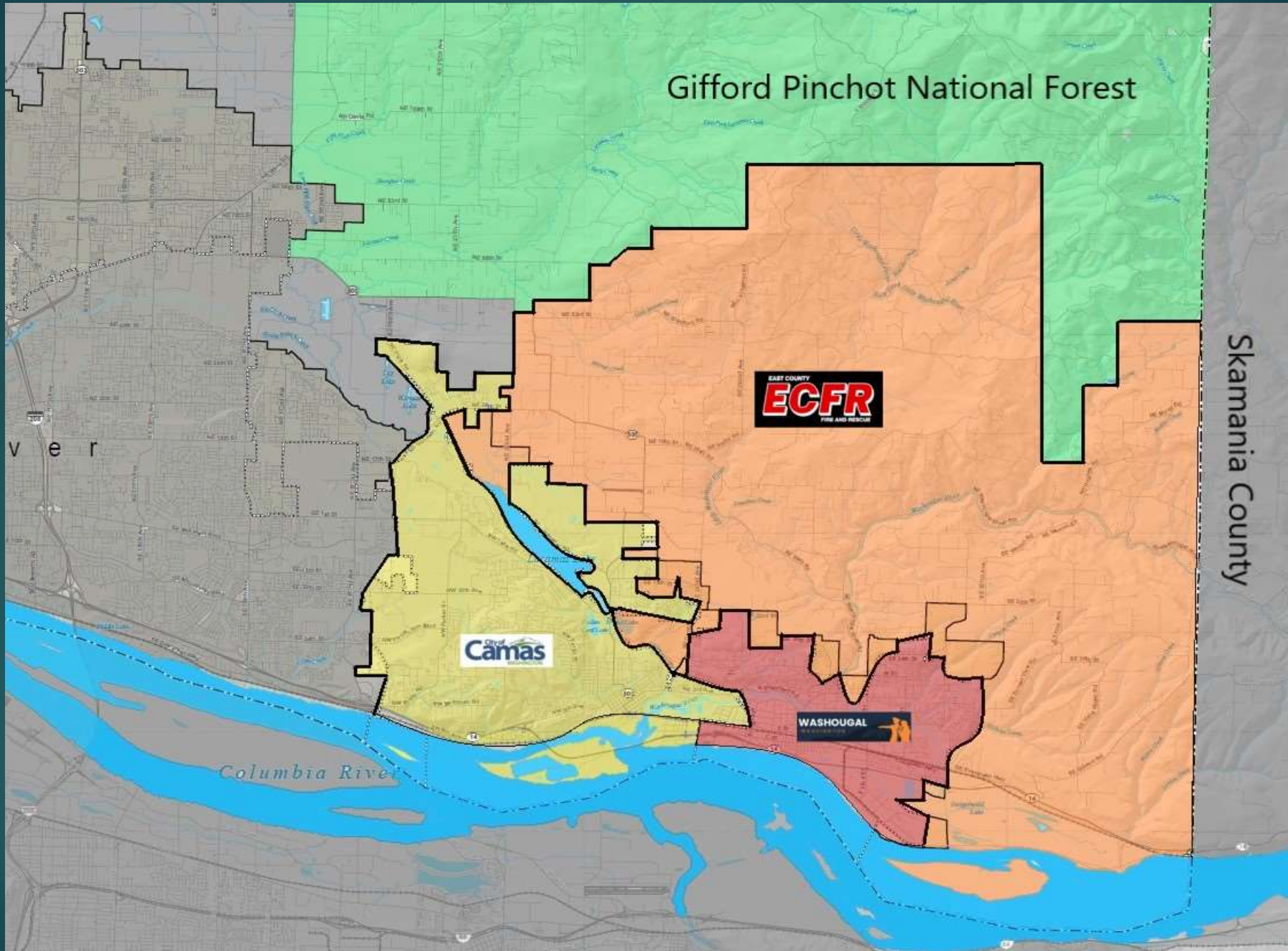
- Evaluate the CWFD cost allocation model
- Enhance fire impact fee program in Camas
- Develop service level target for existing inspections
- Develop a recurring pre-plan review process

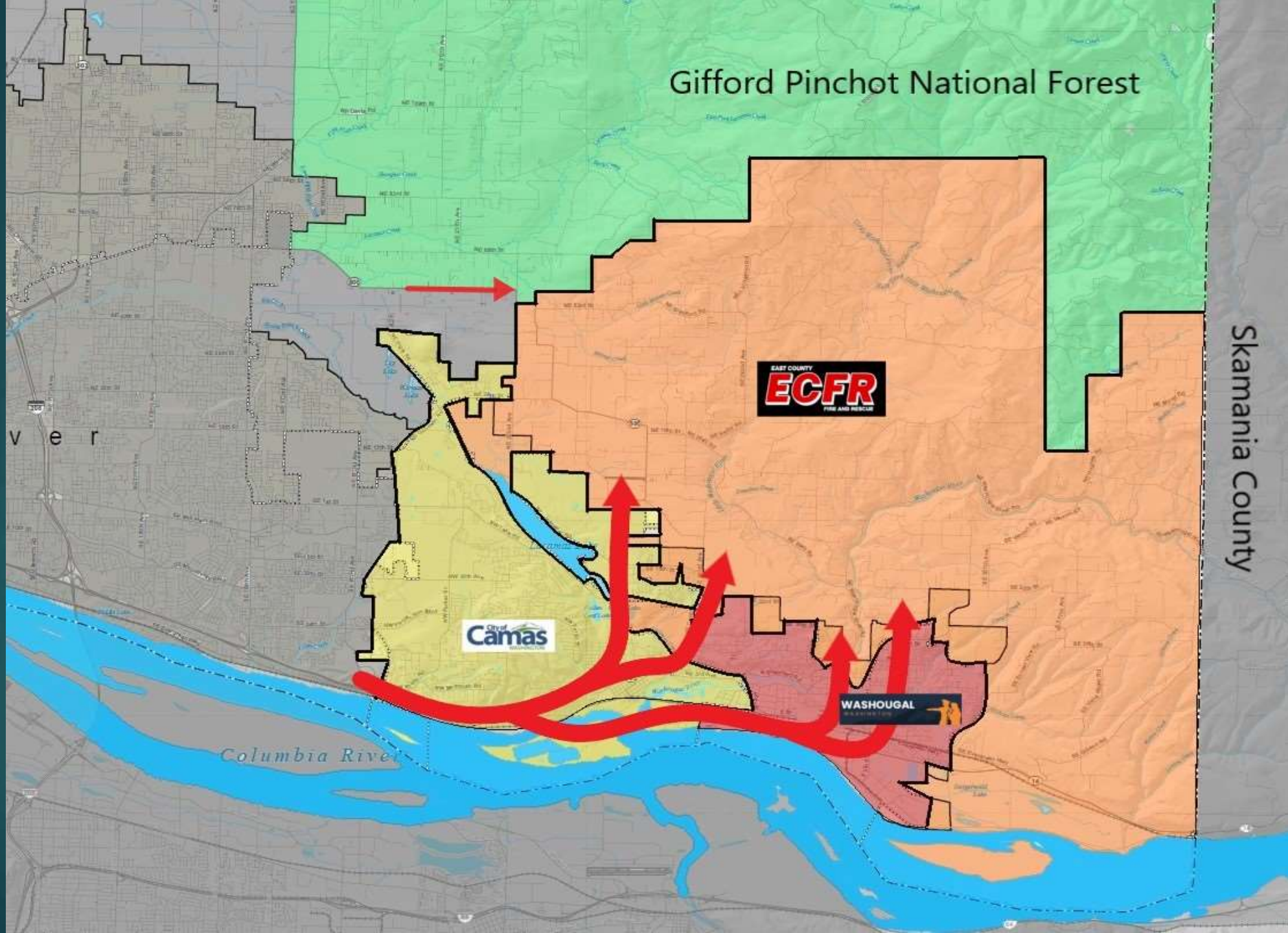
CWFD – A Geographic Perspective



Presented by C. Free, Division Chief of EMS







Camas Ambulance:



Advantages of Camas Ambulance:

- ▶ Quality of patient Care:
 - ▶ Continuity of care
 - ▶ Integration of service
 - ▶ Skills maintenance
 - ▶ Patient Advocacy
 - ▶ Right patient..right medical decision...right destination
 - ...right mode of transport



“Dissolving Camas Ambulance would be dismantling the highest functioning EMS system in the region.” Lynn Wittwer, Clark County Medical Program Director

“After a comprehensive review, we found no compelling financial, operational or other data to support eliminating the provision of emergency medical transport services by CWF” –Assessment of the EMS Delivery System, ESC

“CWF EMS is highly regarded in the region for providing high-quality patient care. Providers are actively engaged in county-wide education, research efforts, and have a rigorous field training program to ensure new paramedics are adequately vetted and trained” –CWF Master Plan, ESC

Benefits of Ambulance Transport:

- ▶ Revenue:
 - ▶ ECFR EMS Levy \$463K
 - ▶ Washougal Contribution \$956K
 - ▶ Ambulance Billing \$1.38M
 - ▶ GEMT Income \$350K

- ▶ Efficiency in Utilizing Existing Resources
 - ▶ Dual purpose personnel
 - ▶ Augments Fire Suppression Capabilities

Options: Structural Governance

- ▶ Current options
 - ▶ RFA/Fire District
 - ▶ Modify Existing Washougal ILA Cost Allocation
 - ▶ Terminating Washougal ILA
 - ▶ Fee for service:
 - ▶ ECFR
 - ▶ Retain current arrangement established through the '3 party agreement'
 - ▶ EMS Levy pass-through to fund EMS Transport to ECFR
 - ▶ Washougal
 - ▶ Fee for service contract
 - ▶ Camas
 - ▶ Independent budgetary control
 - ▶ Stable and Predictable partner revenue contribution
 - ▶ Independent level of service control for the City of Camas
 - ▶ In service to the long term inevitability of a single East Clark County Fire and EMS protection district.

In Closing...

- ▶ I am not here for me, I am here for we...and we are here for them.





2021-2022 Budget Implementation Council Visioning 2021

City of Camas
Summary of Budgeted Revenues, Expenditures and Reserves

	General Fund	Special Revenue Funds	Debt Funds	Capital Funds	Enterprise Funds	Internal Support Funds	Reserve Funds	Total
Estimated Beginning Fund Balance 1/1/2021	\$ 10,095,317	\$ 5,587,867	\$ 10,838	\$ 16,382,957	\$ 40,262,468	\$ 2,453,721	\$ 1,875,112	\$ 76,668,280
Revenues								
Taxes	\$ 39,621,845	\$ 4,888,392	\$ -	\$ 4,417,714				\$ 48,927,951
Licenses and Permits	\$ 1,672,194	\$ 146,676						\$ 1,818,870
Intergovernmental	\$ 1,297,596	\$ 1,273,799		\$ 5,885,118				\$ 8,456,513
Charges for Services	\$ 9,862,182	\$ 10,968,367		\$ 7,818,511	\$ 51,880,678	\$ 3,537,049		\$ 84,066,787
Fines and Forfeitures	\$ 360,095	\$ 35,380						\$ 395,475
Miscellaneous Revenue	\$ 701,659	\$ 170,101		\$ 876,998	\$ 1,322,147	\$ 55,869	\$ 74,221	\$ 3,200,995
Non-Revenues	\$ -			\$ 100,000	\$ -			\$ 100,000
Transfers	\$ -	\$ 13,769,866	\$ 4,862,421	\$ 2,015,874	\$ 2,390,000		\$ 581,393	\$ 23,619,554
Total Revenue	\$ 53,515,571	\$ 31,252,581	\$ 4,862,421	\$ 21,114,215	\$ 55,592,825	\$ 3,592,918	\$ 655,614	\$ 170,586,145
Total Available Resources	\$ 63,610,888	\$ 36,840,448	\$ 4,873,259	\$ 37,497,172	\$ 95,855,293	\$ 6,046,639	\$ 2,530,726	\$ 247,254,425
Expenditures								
Salaries and Benefits	\$ 28,949,264	\$ 22,261,654			\$ 8,725,640	\$ 1,217,938	\$ 588,730	\$ 61,743,226
Supplies and Services	\$ 10,500,642	\$ 6,384,181		\$ 97,704	\$ 17,883,873	\$ 1,429,090		\$ 36,295,490
Intergovernmental	\$ 2,290,098	\$ 423,665			\$ 1,494,672			\$ 4,208,435
Capital	\$ 1,075,069	\$ 3,034,496		\$ 11,510,743	\$ 12,450,250	\$ 1,631,749		\$ 29,702,307
Debt Service		\$ -	\$ 4,862,421		\$ 10,258,550			\$ 15,120,971
Transfers	\$ 14,035,726	\$ 459,320		\$ 6,411,961	\$ 2,544,141		\$ 168,406	\$ 23,619,554
Total Expenditures	\$ 56,850,799	\$ 32,563,316	\$ 4,862,421	\$ 18,020,408	\$ 53,357,126	\$ 4,278,777	\$ 757,136	\$ 170,689,983
Estimated Ending Fund Balance	\$ 6,760,089	\$ 4,277,132	\$ 10,838	\$ 19,476,764	\$ 42,498,167	\$ 1,767,862	\$ 1,773,590	\$ 76,564,442
Total Expenditures and Reserve Balance	\$ 63,610,888	\$ 36,840,448	\$ 4,873,259	\$ 37,497,172	\$ 95,855,293	\$ 6,046,639	\$ 2,530,726	\$ 247,254,425

What is new for 2021-2022?

Department Changes

General Fund Department Changes

- Municipal Court
 - Security Improvements
- Executive
 - Community Survey
 - Facilities Study
 - Equity Training
 - Communications Budget
- IT
 - Phone System
- Community Development
 - Blue Beam
 - Local Intel Eco Dev
 - North Shore Sub-Area Plan
 - Comp Plan
- Parks and Recreation
 - PROS Plan
 - Maintenance Worker
 - Large Equipment
 - Grass Valley Tennis Courts
 - Louis Bloch ADA Improvements
- Facilities
 - Maintenance Worker
 - Truck

Other Department Changes

- Streets
 - Traffic Signal Controller
 - Brady and Grand Ridge Intersection Improvements
 - Trailer Mounter Attenuator
- CWFD
 - 2 FTEs 2021 and 2 FTEs 2022
 - PPEs, shoes, rescue tool sets
 - Increase in drug costs
 - Electronic Patient Care Report
- Cemetery
 - Additional turf treatment

Utilities

- Stormwater
 - Maintenance Worker
 - Heavy equipment
 - Stormwater Drainage Plan
 - DOE Permit
- Solid Waste
 - Sanitation Driver
 - Sanitation Truck
- Water/Sewer
 - Heavy equipment

City-wide Budget Items

Item 5.

Major Building Maintenance

ERP System over 2 years

Facilities Plan

Phone System

Community Survey

Equity Training

Capital Budget

Revenues

- \$6 million in grants and contributions
- \$5.5 million bond proceeds
- \$4.4 million in utility rates and SDCs
- \$4.7 million in growth related revenue
- \$3.8 million in governmental funds

Appropriations

- | | |
|-------------------------------|---------------|
| • Transportation | \$7.2 million |
| • Water | \$6.6 million |
| • Parks and Recreation | \$5.8 million |
| • Storm Drainage | \$1 million |
| • Technology | \$1.5 million |
| • Facilities | \$1.3 million |
| • Fire Engine & Garbage Truck | \$1 million |

TOTAL

\$24.4 million





Capital Projects

- 38th Ave Phase 3 – Design and Right of Way
- NE 3rd Ave Bridge Seismic Retrofit
- Lacamas Lake Trail Segments
- Leadbetter House and Rose Property maintenance
- Lake Water Quality and Dam Improvements
- New fire truck, garbage truck, and vacuum truck
- Lower Prune Hill Booster Station
- 343 Zone Supply Transmission Line

How will this budget be implemented?

Governor Inslee's Phased Approach

- Following Safe Start Washington's Phased Approach provides a clear path forward

WASHINGTON'S PHASED APPROACH Modifying Physical Distancing Measures as we Reopen the State				
INDIVIDUALS AND BUSINESSES SHOULD FOLLOW ALL REQUIREMENTS LISTED ABOVE DURING ALL PHASES				
	 Phase 1	 Phase 2	 Phase 3	 Phase 4
High-Risk Populations*	Continue to Stay Home, Stay Healthy	Continue to Stay Home, Stay Healthy	Continue to Stay Home, Stay Healthy	Resume public interactions, with physical distancing
Recreation	Some outdoor recreation (hunting, fishing, golf, boating, hiking)	Outdoor recreation involving 5 or fewer people outside your household (camping, beaches, etc.)	<ul style="list-style-type: none"> Outdoor group rec. sports activities (50 or fewer people) Recreational facilities at <50% capacity (gyms, public pools, etc.) Professional sports without audience participation (horses racing, baseball, etc.) 	Resume all recreational activity
Gatherings (social, spiritual)	<ul style="list-style-type: none"> None Drive-in spiritual service with one household per vehicle 	Gather with no more than 5 people outside your household per week	Allow gatherings with no more than 50 people	Allow gatherings with >50 people
Travel	Essential travel and limited non-essential travel for Phase 1 permissible activities	Essential travel and limited non-essential travel for Phase 1 & 2 permissible activities	Resume non-essential travel	Continue non-essential travel
Business/Employers	<ul style="list-style-type: none"> Essential businesses open Existing construction that meets agreed upon criteria Landscaping Auto/RV/boat/DRV sales Retail (curb-side pick-up orders only) Car washes Pet walkers 	<ul style="list-style-type: none"> Remaining manufacturing Additional construction phases In-home/domestic services (nannies, housecleaning, etc.) Retail (in-store purchases allowed with restrictions) Real estate Professional services/office-based businesses (telework remains strongly encouraged) Hair and nail salons/barbers Pet grooming Restaurants/taverns <50% capacity table size no larger than 5 (no bar-area seating) 	<ul style="list-style-type: none"> Restaurants/taverns <75% capacity/ table size no larger than 10 Bar areas in restaurant/taverns at <25% capacity Movie theaters at <50% capacity Customer-facing government services (telework remains strongly encouraged) Libraries Museums All other business activities not yet listed except for nightclubs and events with greater than 50 people 	<ul style="list-style-type: none"> Nightclubs Concert venues Large sporting events Resume unrestricted staffing of workplaces, but continue to practice physical distancing and good hygiene

* High-risk populations are currently defined by CDC as persons 65 years of age and older; people of all ages with underlying medical conditions (particularly not well controlled), including people with chronic lung disease or moderate to severe asthma; people who have serious heart conditions; people who are immunocompromised; people with severe obesity; people with diabetes; people with chronic kidney disease; and people with liver disease; people who live in a long-term care facility.



Governor's Phase	Budget Phase	2021 Budget Plan			2022 Budget Plan		
		Revenue	Operating	Capital	Revenue	Operating	Capital
PHASE 1							
Stay Home, Stay Safe	Essential	Property Tax Status Quo	No hirings	2020 Essential Capital	Property Tax Status Quo	No hirings	Essential Capital
No Gatherings		2020 Fee Schedule	No seasonals		2020 Fee Schedule	No seasonals	
Only Essential Travel		No late fees or penalties	No OT		No late fees or penalties	No OT	
Essential Businesses		Limited Com Dev Fees	Work at Home		Limited Com Dev Fees	Work at Home	
Some outdoor recreation		No Recreation Fees/Rentals	Furlough employees		No Recreation Fees/Rentals	Furlough employees	
<i>If a Rollback</i>			No travel Essential expenses		No travel Essential expenses		
PHASE 2							
Limited Reopening	Essential + COVID costs	Property Tax 1%	2020 Limited Budget	2020 Essential Capital	Property Tax 1%	2021 Limited Budget	Essential Capital
5 People Gatherings		2020 Fee Schedule	No seasonals		2021 Fee Schedule	No seasonals	
Limited Travel		No late fees or penalties	Hiring exceptions per Mayor		No late fees or penalties		
New Construction		Com Dev Fees resume	Work at Home		Com Dev Fees resume		
Retail limited		No Recreation Fees/Rentals	Work onsite permitted		No Recreation Fees/Rentals		
50% capacity for restaurants Recreation with fewer than 5			No travel No OT				
PHASE 3							
Moderate Reopening	Limited Budget	Property Tax 1%	2020 Status Quo Budget	2020 Capital Projects Studies	Property Tax 1%	2021 Status Quo Budget	2022 Capital Budget Studies
Gatherings (of 10 to possibly 50)		2021 Fee Schedule			2022 Fee Schedule		
Resume Travel		Late fees and penalties			Late fees and penalties		
Govt, libraries, movie theaters		Com Dev Fees resume			Com Dev Fees resume		
75% capacity for restaurants Outdoor group activities		Recreation Fees/Rentals			Recreation Fees/Rentals		
PHASE 4							
Resume Public Interaction	Full Budget	Property Tax 1%	2021 Proposed	2020-2021 Capital Projects Studies	Property Tax 1%	2022 Proposed Budget	2022 Capital Budget Studies
Allow gatherings >50		2021 Fee Schedule	Decision Packages		2021 Fee Schedule	Decision Packages	
Continue travel		Late fees and penalties			Late fees and penalties		
Resume unrestricted worksites		Comm Dev Fees Recreation Fees/Rentals			Comm Dev Fees Recreation Fees/Rentals		

Healthy Washington - Roadmap to Recovery

Item 5.

Activities	Phase 1	Phase 2
Social and At-Home Gathering Size — Indoor	Prohibited	Max of 5 people from outside your household, limit 2 households
Social and At-Home Gathering Size — Outdoor	Max of 10 people from outside your household, limit 2 households	Max of 15 people from outside your household, limit 2 households
Worship Services	Indoor maximum 25% capacity	Indoor maximum 25% capacity
Retail Stores (includes farmers' markets, grocery and convenience stores, pharmacies)	Maximum 25% of capacity, encourage curbside pick-up	Maximum 25% of capacity, encourage curbside pick-up
Professional Services	Remote work strongly encouraged, 25% capacity otherwise.	Remote work strongly encouraged, 25% capacity otherwise.
Personal Services	Indoor maximum 25% capacity.	Indoor maximum 25% capacity.
Eating and Drinking Establishments (establishments only serving individuals 21+ and no food remain closed)	Indoor dining prohibited. Outdoor dining, 11 PM close, maximum 6 per table, limit 2 households per table	Indoor dining available 25% capacity, 11 PM close. Outdoor dining available, maximum 6 per table, limit 2 households per table
Weddings and Funerals	Ceremonies are limited to a total of no more than 30 people. Indoor receptions, wakes, or similar gatherings in conjunction with such ceremonies are prohibited.	Ceremonies and indoor receptions, wakes, or similar gatherings in conjunction with such ceremonies are permitted and must follow the appropriate venue requirements. If food or drinks are served, eating and drinking requirements apply. Dancing is prohibited.
Indoor Recreation and Fitness Establishments (includes gyms, fitness organizations, indoor recreational sports, indoor pools, indoor K-12 sports, indoor sports, indoor personal training, indoor dance, no-contact martial arts, gymnastics, climbing)	Low risk sports (including dance, no-contact martial arts, gymnastics, and climbing) permitted for practice and training only in stable groups of no more than 5 athletes. Appointment based fitness/training; 45-minute max session, no more than 1 customer/athlete per room or per 500/sq. ft. for large facilities.	Low and moderate risk sports competitions permitted (no tournaments). Fitness and training maximum 25% capacity.
Outdoor Sports and Fitness Establishments (outdoor fitness organizations, outdoor recreational sports, outdoor pools, outdoor parks and hiking trails, outdoor campsites, outdoor K-12 sports, outdoor sports, outdoor personal training, outdoor dance, outdoor motorsports)	Low and moderate risk sports permitted for practice and training only (no tournaments). Outdoor guided activities, hunting, fishing, motorsports, parks, camping, hiking, biking, running, snow sports, permitted.	Low, moderate, and high-risk sports competitions allowed (no tournaments), maximum 200 including spectators.
Indoor Entertainment Establishments (includes aquariums, indoor theaters, indoor arenas, indoor concert halls, indoor gardens, indoor museums, indoor bowling, indoor trampoline facilities, indoor cardrooms, indoor entertainment activities of any kind, indoor event spaces)	Private rentals/tours for individual households of no more than 6 people permitted. General admission prohibited.	Maximum 25% capacity. If food or drinks are served, eating and drinking requirements apply.
Outdoor Entertainment Establishments (includes zoos, outdoor gardens, outdoor aquariums, outdoor theaters, outdoor stadiums, outdoor event spaces, outdoor arenas, outdoor concert venues, rodeos)	Ticketed events only: Groups of 10, limit 2 households, timed ticketing required.	Groups of 15, limit 2 households per group, maximum 200 including spectators.

NOTE: Live entertainment is no longer prohibited but must follow guidance above for the appropriate venue. Long-term Care facilities, professional and collegiate sports remain governed by their current guidance/proclamations separate from this plan.



Item 5.

2021-2022 Implementation Path

Estimated Quarterly Plan

- First Quarter Phase 2 Plan
- Second Quarter Reassess if new Phase 2 Modified budget including 2019-2020 new positions without travel and training
- Third Quarter Reassess if Phase 3(?) Seasonals, travel and training on a case by case basis.
- Fourth Quarter Fully Implement 2021 Budget

Questions