Council Meeting: 10/20/2020

Agenda: Business Item #: 10. a.



MEMORANDUM

To: Kurt Triplett, City Manager

From: Lorrie McKay, Intergovernmental Relations Manager

Andreana Campbell, Management Analyst

Date: October 9, 2020

Subject: PROPOSED DRAFT 2021 STATE LEGISLATIVE PRIORITIES

RECOMMENDATION:

It is recommended that the City Council reviews the Proposed Draft 2021 State Legislative Priorities Agenda (Attachment A) and provides comments to staff, so that a final priorities agenda may be brought back for adoption at the November 4, 2020 special Council meeting.

A redline version of the City's 2020 adopted legislative priorities, showing the proposed changes for 2021 is attached (Attachment B).

BACKGROUND DISCUSSION:

The City Council's Legislative Workgroup, consisting of Mayor Sweet, Deputy Mayor Arnold, and Councilmember Curtis, is staffed by the City Manager and the Intergovernmental Relations Manager, and the CMO's Management Analyst. The legislative process also includes participation from Waypoint Consulting Group, the City's contracted lobbyist. Deputy Mayor Arnold is the Chair of the Legislative Workgroup, which guides the development of the City's legislative priorities and activities on behalf of the full Council. During session, the Workgroup meets weekly to track the status of the City's adopted priorities and provides support and oversight of strategies for achieving the priorities approved by the City Council.

Priority Coalition Advocacy

For over a decade, the City's annual State Legislative Agenda has consisted of three segments: General Principles; the City's top Legislative "Priorities" agenda; and selected Legislative "Support" Items agenda sponsored by other organizations which the City may support. For the coming session, Council's Legislative Workgroup recommends revising this structure to add a new segment to highlight a limited number of key legislative priorities critical to Kirkland and championed by other organizations. For this new segment, tentatively titled the "Priority Coalition Advocacy" agenda, the City may provide support of items as part of a coalition, utilizing city resources, but not taking the lead. The recommended restructured State Legislative Agenda therefore, consists of four segments: General Principles; the City's top Legislative "Priorities" agenda; a newly added "Priority Coalition Advocacy" agenda; and the remaining selected Legislative "Support" Items agenda.

The Priority Coalition Advocacy agenda is recommended to elevate important and timely legislative goals that are not Kirkland specific, and are best championed by organizations with whom the City is allied. Working in coalition, the City could provide a similar level of legislative engagement on these items as it does its top priorities, but the City will not be the lead on the issues. As Council identifies significant legislative policy issues, staff and the City's lobbyist will

identify the appropriate lead organization or coalitions with whom to work. The Workgroup recommends that no more than three items be included on its Priority Coalition Advocacy Agenda to keep efforts focused. Based on council's expressed interests, items proposed for this segment in 2021 are listed later in this memorandum.

The Lay of the Land: 2020 toward 2021

The City's top legislative priorities represent the primary focus for Council's Legislative Workgroup, the City Manager's Office and its contracted lobbyists during session. In 2020, the City began with its priorities generally reflected in four bullet points. As the session progressed, the City's priorities were articulated in aspects of 10 proposed policy and budget related bills. The 2020 regular legislative session ended on March 12, where the City had achieved four priorities including funding for lighting along the Cross Kirkland Corridor in the 45th district, and a partial funding of a school and transit connector sidewalk project in the 48th. One priority was referred for a study, and three others died.

At the moment in mid-March when the regular session closed, COVID-19 had swept into Kirkland and it was rapidly sweeping over the state and the country. As this public health crisis grew and the economy shrank, Washington State and its local governments responded immediately, deploying resources and depleting "rainy day" funds. At the writing of this memorandum, with the loss of revenue from COVID-19 the State is facing a nearly \$4.5 billion dollar budget deficit through 2023. Further, with the 2019 passing of Initiative I-976, the 2021 transportation budget is facing a \$1.8 billion shortfall through FY 2023 as well. The State Supreme Court heard an appeal of the constitutionality of I-976 this summer. Until the Supreme Court issues a ruling, an injunction order prohibiting the implementation of I-976, will remain in effect.

With COVID-19 social distancing protocols and public health guidelines to adhere to, the legislature is working to identify the best course of action to take with regard to how to conduct its business safely and transparently. For example, hearings most likely will be held remotely. At the writing this memorandum, the legislature's plan forward for 2021 are unclear. Staff will keep the Council updated.

Finally, the Legislative Workgroup has been told that given this environment and current financial circumstances, the legislature will likely consider a very limited set of bills in 2021. It is in this context that Council's Legislative Workgroup and staff have drafted a judicious list of legislative priorities for 2021. The regular 2021 legislative session is a long, 105-day session, being the first year of the biennium. The session will begin on Monday, January 11 and end on Friday, April 23.

Development of the Proposed Draft 2021 Legislative Agenda

The process for developing the coming session's legislative agenda begins in the preceding year, with staff maintaining a running list of ideas as they come up throughout the year from Councilmembers, legislators, Directors, staff, and constituents. Additionally, staff proactively reach out to Directors and managers of each City department for potential new issues or ideas in the Spring. Finally, staff and consultants closely monitor and provide feedback as the Association of Washington Cities' (AWC) Legislative Committee identifies its statewide priorities.

In September, after reviewing issues and ideas that had been proposed for the upcoming session, the City Manager developed a preliminary draft set of priorities for the Legislative Workgroup's consideration and feedback. Following the Workgroup's review, staff incorporated its input into the City's proposed draft 2021 legislative priorities, which are presented here for Council's consideration.

General Principles

With the pending expiration of the City's annexation sales tax credit in mid-2021, the Legislative Workgroup recommends striking this language from the principle of protecting shared state revenue sources. If accepted, the principle addressing shared state revenue and potential new revenue options would read as follows:

 Protect shared state revenue sources available to the City and provide new revenue options and flexibility in the use of existing revenues.

Priorities

The Legislative Workgroup recommends carrying over the following priorities from the City's 2020 agenda as priorities in 2021. These items are updated to reflect either legislative gains from last session or updated information gathered in the interim.

- Kingsgate TOD Pilot Project & NE 85th Street Station Area Plan WSDOT recommended RCW changes for TODs such as:
 - Amend RCWs 47.12.080, .063, .120 by removing the requirements that WSDOT must declare the property unused, no longer required for transportation purposes, or held for highway purposes, but not presently needed, prior to allowing the disposal or leasing of such property.
 - Amend RCW 47.04.295 and RCWs 47.12.080, .063, and .120 to grant WSDOT discretion in whether or not to charge fair market value for the lease or disposal of park and ride real property when the lease or disposal is for the purpose of providing affordable housing or multimodal transportation infrastructure
- Allow Code Cities to complete local residential street maintenance projects in-house if no contractors enter a project bid
 - Currently, for work completed in-house, 35.23.352 applies. The thresholds are a little different in the two sections of code. Both of the identified thresholds were raised as of July 28, 2019. The current amount allowed by RCW 35.23.352 for Code Cities is \$75,500 if a single craft or trade is involved with the public works project, and \$116,155 for multi-trade. Kirkland is also limited to no more than 10 percent of the biennial budget amount for public works construction.
 - In 2019, the legislature directed the Capital Projects Advisory Review Board (CPARB) and Department of Enterprise Services (DES) initiate a study to review the public works contracting processes for local governments, including the small works roster and limited public works processes. DES hired the Municipal Research and Services Center of Washington State (MRSC) to complete the study. The study's findings (Attachment C) and preliminary recommendations (Attachment D) were presented to the CPARB on October 6, 2020.
 - The Legislative Workgroup recommends monitoring the outcome of the CPARB report with respect to the direction of Representative Pollet (LD 46) and any bill that he may sponsor. Should a bill be run, the City could advocate for authority or flexibility to complete local residential street maintenance work in-house, if no contractors bid on a project.

- Support capital budget funding for prioritized local infrastructure projects
 - Seven projects have been identified for consideration by delegation members.
 (Attachment E)

New Legislative Priority Items for consideration in 2021:

No new items are proposed on the list of legislative priorities for the City in 2021.

<u>Issues & Items Initially Considered for the 2021 Session but Not Recommended as Priority:</u> The following items considered have either 1) evolved and do not require legislative action, 2) did not gain support last session and/or 3) are not likely to receive support from lawmakers in 2021. The Legislative Workgroup therefore recommends not including them on as priorities:

- 1. Authorizing limited commission officers to review automated traffic safety camera citations. Some cities and legislators feel this authority already exists.
 - HB 2735 died last session, and AWC does not recommend pursuing statutory change.
- 2. Exempting residential street maintenance from the Public Works threshold limitations
 - While, the City adopted this item as a priority in 2019 for the 2020 session. it was later dropped from the priority list as the process of vetting the issue moved forward. Key to this decision was that the Chair of House Local Government would not entertain any bills on this topic in 2020. Rather, a study led by the MRSC, as to be conducted by the CPARB with a report and recommendations delivered to Local Government in December 2020. Further, concerns were communicated to the City by the building trades about the goal and agreed to work with Public Works to try to address the City's issue. The CPARB study was presented October 6, 2020 and after staff review and analysis, it was determined that none of top preliminary recommendations would help achieve the City's desired outcome.
- 3. Allowing both the state and local governments the option of replacing the property tax cap, currently fixed at 1 percent, with a cap that is indexed to both population growth and inflation.
 - The Legislative Workgroup recommends continuing to carry this item on the City's support items agenda, which will be reviewed at a Council meeting in January. As a point of information, the City included this item as a top priority in 2016 and 17 and then carried it over on its support items agenda in 2018, 19, and 20.

Priority Coalition Advocacy Agenda

Priority Coalition Advocacy items for consideration in 2021: Based on council's expressed interests, Kirkland is prioritizing the near-term achievement of policies, general principles, and foundational values of the coalitions and advocacy groups listed below in its Priority Coalition Advocacy agenda. The issues brought forth by these coalitions are critical to Kirkland and our priorities to be achieved. Kirkland recognizes that outcomes are more likely if led by the coalition rather than an individual city. The City will partner with these coalitions to ensure our community's needs are being met. The City could provide a similar level of engagement as it does for its top priority agenda items but, the City would not champion the issues.

1. Advocate for the Washington Low Income Housing Alliance's efforts for new local funding and policy tools to address homelessness and create more affordable housing.

- 2. Advocate for the Alliance for Gun Responsibility's recommendations for gun safety measures that promote safe and responsible gun ownership and reduce gun violence.
 - Include a Kirkland focus on amending state law as necessary, consistent with the Washington State Constitution, to prevent the visible presence of firearms from intimidating those exercising rights to assembly.
- 3. Advocate for the Association of Washington Cities' (AWC) Statewide Policing Reforms priority. (Attachment F)

NEXT STEPS:

Annual Legislative Coffees with Members of the State Delegation

It is the goal of the City Council's Legislative Workgroup to have the City's 2021 legislative priorities adopted before it hosts its annual legislative coffees with the City's delegation. Virtual coffees with all nine members are scheduled for November, with the first one happening on November 10.

State Lobbyists

Waypoint Consulting serves as Kirkland's State lobbyists. Waypoint partners Majken Ryherd and Teresita Torres will participate in the upcoming legislative coffees.

The City's State Legislative Delegation

The City of Kirkland includes three legislative districts – 1st, 45th, and 48th.

Legislative District 1

The 1st Legislative District is represented by Senator Derek Stanford who is up for reelection November 3. The House seats are currently held by Representatives Shelly Kloba and Davina Duerr, both of whom are up for reelection November 3 as well.

Legislative District 45

Voters in the 45th Legislative District are represented by Senator Manka Dhingra. The House seats are currently represented by Representatives Larry Springer and Roger Goodman, both of whom are up for reelection November 3.

Legislative District 48

The 48th Legislative District is represented by Senator Patty Kuderer. The House seats are currently held by Representatives Amy Walen and Vandana Slatter, both of whom are up for reelection November 3.

Proposed Final 2021 Legislative Priorities

After receiving the City Council's feedback, final 2021 Legislative Priorities and Priorities Coalition Advocacy agenda will be prepared for adoption at the Council's November 4, 2020 special meeting. Staff will also provide a draft Resolution adopting the priorities at that time. The Support Items Agenda will be prepared for Council's consideration in January 2021.

Attachments: A. Proposed Draft 2021 Legislative Priorities Agenda

- B. Redline version of city's 2020 Priorities, showing the proposed 2021 Priorities
- C. CPARB Executive Summary: Local Government Public Works Contracting Study
- D. CPARB Recommendations: Local Government Public Works Contracting Study
- E. Prioritized local infrastructure projects
- F. AWC's Adopted 2021 Priorities



General Principles

Kirkland supports legislation to promote the City Council's goals and protect the City's ability to provide basic municipal services to its citizens.

- Protect shared state revenue sources available to the City and provide new revenue options and flexibility in the use of existing revenues.
- Support long-term sustainability efforts related to City financial, environmental and transportation goals.
- Support reestablishing the partnership between cities and the State to ensure that critical mandates are funded, and vital services are provided to all of the residents of the state.

City of Kirkland 2021 Legislative Priorities

- Kirkland supports and legislative actions that facilitate Transit-Oriented Development (TOD) for the Kingsgate Park and Ride TOD Pilot project, the I-405 & NE 85th Street Station Area and future TOD projects at other WSDOT-owned properties. Action such as:
 - Amend RCWs 47.12.080, .063, .120 by removing the requirements that WSDOT must declare the property unused, no longer required for transportation purposes, or held for highway purposes, but not presently needed, prior to allowing the disposal or leasing of such property.
 - Amend RCW 47.04.295 and RCWs 47.12.080, .063, and .120 to grant WSDOT discretion in whether or not to charge fair market value for the lease or disposal of park and ride real property when the lease or disposal is for the purpose of providing affordable housing or multimodal transportation infrastructure
- Kirkland supports allowing Code Cities to complete local residential street maintenance projects inhouse if no contractors enter a project bid
- Kirkland supports capital budget funding for prioritized local infrastructure projects

City of Kirkland 2021 Priority Coalition Advocacy Agenda

- Advocate for the Washington Low Income Housing Alliance's efforts for new local funding and policy tools to address homelessness and create more affordable housing.
- Advocate for the Alliance for Gun Responsibility's recommendations for gun safety measures that promote safe and responsible gun ownership and reduce gun violence.
 - Include a Kirkland focus on amending state law as necessary, consistent with the Washington State Constitution, to prevent the visible presence of firearms from intimidating those exercising rights to assembly.
- Advocate for the Association of Washington Cities' (AWC) Statewide Policing Reforms priority.



General Principles

Kirkland supports legislation to promote the City Council's goals and protect the City's ability to provide basic municipal services to its citizens.

- Protect shared state revenue sources available to the City, including the State Annexation Sales Tax
 Credit, and provide new revenue options and flexibility in the use of existing revenues.
- Support long-term sustainability efforts related to City financial, environmental and transportation goals.
- Support reestablishing the partnership between cities and the State to ensure that critical mandates are funded and vital services are provided to all of the residents of the state.

City of Kirkland 20219 Legislative Priorities

- Kirkland supports new local funding and policy tools to address homelessness and create more affordable housing, such as: (moved to priority coalition advocacy).
 - Exempting homeless shelters from utility connection charges (both HB 2629 and SB 6414 died).
 - Extending the date of a qualifying local tax for an affordable housing levy to November 30, 2021_
 (Governor vetoed HB 2797 because of COVID's impact to the economy. However, 1406 is law).
 - Adding Accessory Dwelling Units as improvements to Single Family Dwellings that qualify for a three year property tax exemption_(Legislature passed SB 6231).
- Kirkland supports authorizing limited commission officers to review automated traffic safety camera citations (HB 2735 died. AWC does not recommend pursuing statutory change).
- Kirkland supports <u>allowing Code Cities to complete local residential street maintenance projects in-house if no contractors enter a project bid exempting street maintenance from the Public Works threshold limitations</u>
- Kirkland supports formalizing procedures to maximize development potential of lands adjacent to the I-405 & NE 85th Street Interchange (Legislature passed HB 2343) Going into 2021, the projects would be included as a priority supporting WSDOT recommended RCW changes to facilitate TODs on its properties Kingsgate and I-405/NE 85th St Station Area Plan.
 - Amend RCWs 47.12.080, .063, and .120 by removing the requirements that WSDOT must declare the property unused, no longer required for transportation purposes, or held for highway purposes, but not presently needed, prior to allowing the disposal or leasing of such property.
 - Amend RCW 47.04.295 and RCWs 47.12.080, .063, and .120 to grant WSDOT discretion in whether or not to charge fair market value for the lease or disposal of park and ride real property when the lease or disposal is for the purpose of providing affordable housing or multimodal transportation infrastructure

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REDLINE 2021 version Amended and Adopted – November 6, 2020

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- > Kirkland supports capital budget funding for prioritized local infrastructure projects.
 - o 90th Ave NE school walk improvements (1st LD) (potential carryover)
 - o Juanita Dr. 79th Way NE to NE 120th St. (1st LD) (potential carryover)
 - ← Lighting at 132nd Square Park (45th LD) (Funded in SB 6248).
 - ← Lighting along CKC south of NE 124th-St. and under I-405 (45th-LD) (partially funded in SB 6248).

City of Kirkland 2021 Priority Coalition Advocacy Agenda

- Advocate for the Washington Low Income Housing Alliance's efforts for new local funding and policy tools to address homelessness and create more affordable housing.
- > Advocate for the Alliance for Gun Responsibility's recommendations for gun safety measures that promote safe and responsible gun ownership and reduce gun violence.
 - Include a Kirkland focus on amending state law as necessary, consistent with the Washington State Constitution, to prevent the visible presence of firearms from intimidating those exercising rights to assembly.
- > Advocate for the Association of Washington Cities' (AWC) Statewide Policing Reforms priority.

Local Government Public Works Contracting Study

Executive Summary

Purpose and Scope

To support the legislative directive in ESSB 5418 which passed in 2019, the Capital Projects Advisory Review Board(CPARB) and Department of Enterprise Services (DES) initiated this study to review the public works contracting processes for local governments, including the small works roster and limited public works processes provided in RCW 39.04.155. The scope of the report from the bill reads as follows:

- "... The report must include the following:
- (a) Identification of the most common contracting procedures used by local governments.
- (b) Identification of the dollar amounts set for local government public works contracting processes;
- (c) Analysis of whether the dollar amounts identified in (b) of this subsection comport with estimated project costs within the relevant industries;
- (d) An analysis of the potential application of an inflation-based increaser, taking regional factors into consideration, to the dollar amounts identified in (b) of this subsection, for example:
- (i) Applying the implicit price deflator for state and local government purchases of goods and services for the United States as published by the bureau of economic analysis of the federal department of commerce; and
 - (ii) Adjusting the bid limit dollar thresholds for inflation, on a regional basis, by the building cost index during that time period;
- (e) Recommendations to increase uniformity and efficiency for local government public works contracting and procurement processes;
- (f) Rates of participation of all contractor types, including qualified minority and women-owned and controlled businesses, in the small works roster and limited public works contracting processes; and
- (g) Barriers to improving the participation rate in the small works roster and limited public works contracting processes."

DES hired the Municipal Research and Services Center of Washington State (MRSC) to complete the study outlined in ESB5418.

Methodology and Data Sources

The report includes four major data sources:

- Literature Review: MRSC reviewed applicable data and previous studies done in the area of Washington State Public Works Contracting. This process was intended to ensure that the project team is fully aware of the current processes, major studies completed, and interested parties. This review included the recent Washington State Disparity Study and the Department of Commerce report, The Impact of Rural Procurement Study.
- Stakeholder Interviews: MRSC conducted a series of 30 stakeholder phone interviews to
 discuss the following areas of interest in regards to public works contracting: decision-making
 in choice of contracting procedures, typical projects for each relevant industry, impacts of a
 regional bid threshold, specific challenges posed by the contracting processes, factors that
 drive up costs of projects and steps local government take to ensure competition in the
 contracting process.
- **State Data Sources:** MRSC identified multiple data sources to find the most comprehensive insight to public works contracting available. The most critical data source came from

- Washington State Labor & Industries. MRSC analyzed 184,454 records of public works projects from FY July 2013 June 2019 and a second data set, as available, from FY July 2019 June 2020. Other data sources included: The Office of Minority and Women Owned Business Enterprises.
- Local Government and Business Survey: In order to get additional feedback and data from
 agencies and businesses, MRSC created a survey to collect information from local government
 employees and businesses on the barriers they face in public works contracting and perceived
 improvements to the current process. This information is meant to supplement the more
 detailed stakeholder interviews and data collection efforts, in order to substantiate our results
 and fill in any gaps in the project team's thinking. The survey completed with over 350 local
 government participants and 95 business participants.

Study Findings

Most Commonly Used Contract Procedures

To understand the public works landscape, it is critically important to know which of the defined public works contracting procedures are being used most often. Because the current available data that came through the Labor and Industries does not include a field to indicate which contracting procedure was used, the team applied two separate approaches to this question: using dollars as a proxy for contracting procedure, and agency reporting on average use through the survey.

Figure A. Count of Public Works Projects by Contracting Procedure, Fiscal Year 2013-2019

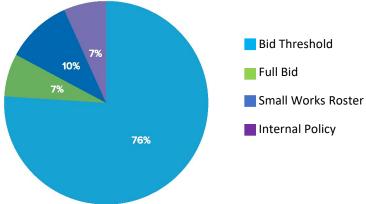
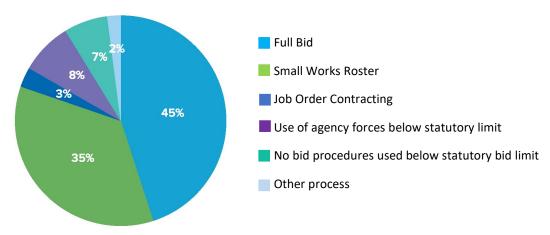


Figure B. Survey Results[:] Approximately what percent of your public works projects are done using the following process?



Public Works Bid Thresholds

The project team was tasked with indicating whether changing thresholds would be a benefit to all stakeholders and what the best process for changing those thresholds should be. First, there must be a definition of the current threshold landscape. Thresholds for cities, counties and many special purpose district groups are set by the legislature. Included **on page ##** is a bid matrix which displays the current bid thresholds, day labor limits and authority for public works contracting for each agency type. Below is a simplification of this chart, using blue to indicate below statutory requirements threshold, green to indicate the small works roster threshold and yellow to indicate that the process is set by internal policy.

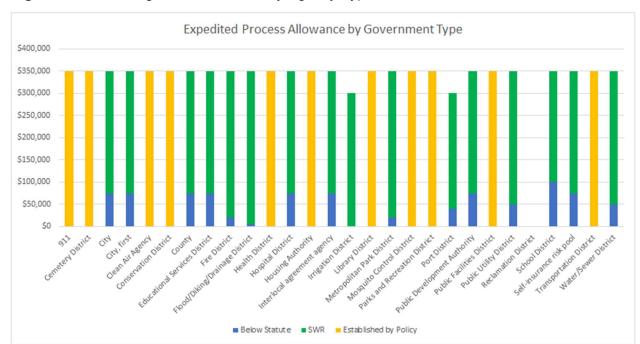


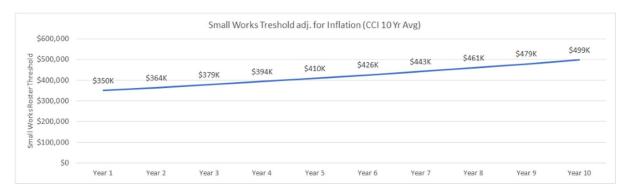
Figure C. Contracting Process allowed by Agency Type

Threshold Changes and Inflation Factor

The majority of local government employees surveyed saw a benefit to raising both the small works roster threshold and the below statutory requirement threshold. Businesses raised some concerns around thresholds, but most concerns were not on what number the threshold was, but the clarity and transparency of the process.

Due to current research limitations and feedback received from local governments across the state, the project team determined that, if an inflation factor were to be implemented, it should be implemented state-wide using the Construction Cost Index (CCI).

Figure D. Example of Small Works Thresholds adjusted for Inflation using the CCI 10-year average



Rates of Participation and Diversity

There is currently no definition of small business in the public works statute (RCW 39.04) Therefore, participation of small businesses in local government public works contracts is not currently measured by any data collection effort. Further, in historical records, there is no data collection effort that displays whether minority and/or women-owned businesses participated in a project as a sub-contractor. At the prime level, minority and/or women-owned businesses participated in 4% of projects, totaling 2% of the dollars spent.

Many barriers were identified for small, minority and/or women-owned businesses, however, none of the identified barriers were specifically tied to thresholds. Identified barriers of participation include:

- Paperwork and requirements are difficult for small and minority and/or women owned businesses to understand and complete
- Lack of availability of minority and/or women-owned businesses in rural areas and the difficulty for firms to know how to find new business
- Lack of understanding of where to look for opportunities or not being contacted for opportunities

Improving Efficiency

Many improvements to make the public works process more effective were o shared by local government agencies and businesses in interviews and the survey. Ideas for further public contracting efficiencies include:

- Better categorization on the small works roster
- The ability to sort contractors by region/location on the small works roster
- Better outreach/marketing specifically to minority and/or women owned businesses
- Better data transparency to show how bid and who won the project
- Decreasing paperwork associated with the process
- Processing payments faster for small businesses
- Decreasing advertising requirements for public agencies
- Increasing training for public agencies in public works contracting

Recommendations

Based on the findings in the report and further discussion, the CPARB committee and the project team compiled the following list of actions for submittal to the CPARB Board to consider as legislative recommendations:

- Adjust Port District and Irrigation District Statutes to refer to RCW 39.04.155
- Tie threshold increases to state-wide inflation factor based on CCI
- Expand the 'no-bid response' process to all agencies
- Give unit price contracting authority to all public agencies
- Remove retainage and bond requirements for projects under \$5,000
- Create a centralized list of rosters
- Create list of certification/registration programs for disadvantaged businesses
- Define small business in the public works contracting statute
- CPARB update to supplemental bidder responsibility guidelines
- Coordinated schedule for significant outreach events between public agencies and other stakeholders
- Provide professional assistance to local government for Contracting guidance and Marketing and outreach to contractors
- In addition, the CPARB committee submit to the CPARB Board the following suggestions for future studies related to public works contracting: Review threshold limits below the statutory designation
- Review how the bidding structure is set for various types of local government
- Review the impact of a master governing statute for threshold limits
- Review for consolidation of county thresholds
- Increase the base SWR threshold amount
- Evaluate advertisement requirements for formal competitive bids (i.e. Newspapers vs. other formats)
- Review the impact of a centralized state-wide roster
- Evaluate the potential program for sub-contractors to express interest in projects
- Evaluate possibilities for electronic solicitations for all competitive bidding (currently this
 appears to only be available in the SWR process)
- Expand data collection efforts by L&I (contract types) and OMWBE (participation rates) through a sustained funding model
- Identify how State and OMWBE studies relate to local government

CPARB Public Works Committee: Recommendations for consideration

Recommendation 1: Adjust Port District and Irrigation District Small Works Roster Statutes to refer to RCW 39.04.155 (Keith Motion, Kristen 2nd) Unanimous

Currently, Port and Irrigation Districts authorizing statutes refer to number values for a small works roster limit. Revise authorizing statues 58.08.130(2)(a,b) and 87.03.436 to refer to RCW 39.04.155 and remove any reference to a threshold dollar amount. For more information, see the "Uniform Thresholds" section of the report.

Recommendation 2: Tie Small Works Roster threshold increases to state-wide inflation factor based on CCI (Kristen Motion, Jane 2nd) (Yes, Kristen, Chris, Karen, Jane, Andy) Abstain (Jolene) (No, Michael, Keith)

Implement an inflation-based increase to public works contracting thresholds every 5 years. This process is explained below in more detail (see "Possible Phased Approach to Managing Threshold Increases based on Inflation"). For more information on this topic, see the "Inflation Rate" section of the report.

Recommendation 3: Expand the 'no-bid response' process to all local agencies (Kristen Motion, Keith 2^{nd}) No (Michael with caveat that may be able to increase transparency)

Code cities are authorized in RCW 35.23.352(1) to when they receive no-bid in any contracting process, reach out to a single contractor and negotiate a contract. Expand this process to all agencies. For more information, see the "increasing efficiencies" section of the report.

Recommendation 4: Give unit price contracting authority to all local government agencies (Jane Motion, Kristen 2nd) Abstain (Michael) (No, Jolene)

Currently only PUDs, cities, port districts, water & sewer districts, transportation benefit districts, and counties with purchasing departments are authorized to use unit-price contracting. The current process for authorizing additional local government types to use the contracting process is dependent on each agency petitioning the legislature.

Recommendation 5: Remove retainage and bond requirements for projects under \$5,000 (Chris Motion, Kristen, 2nd) Unanimous

Paying retainage and for performance bonds were identified both as a barrier to small and minority-and-women owned businesses as well as causing more paperwork and less efficiency for local government. For more information on this topic, see the "Barriers to Participation" section of the report.

Recommendation 6: Create a centralized list of rosters (Michael Motion, Kristen 2nd) Unanimous *(clarifying points needed)

Require any agency, collection of agencies or roster service to register in a centralized list of all small works rosters in the state for businesses to understand what sources of work are available. For more information, see the "Barriers to Participation" and "Increasing Efficiencies" section of the report.

Recommendation 7: Create list of certification/registration programs for disadvantaged businesses (Michael Motion, Kristen 2nd) Unanimous

Require any agency, collection of agencies or service to register in a centralized list of all small business, minority, women, disadvantaged business enterprises and veteran-owned programs in the state for businesses to understand what resources are available. For more information, see the "Barriers to Participation" section of the report.

Recommendation 8: Define small business in the public works contracting statute (Chris Motion, Kristen 2nd) Unanimous

Currently there is no small business definition referred to in public works contracting statute. It is recommended to either define this for local government or refer to the definition found in the state goods and services statute 39.26.010. For more information, see the "Small Business Participation Rate" section of the report.

Recommendation 9: CPARB update to supplemental bidder responsibility guidelines (Jane Motion, Michael 2nd) (No – Kristen, Karen, Keith, Andy) Split vote

CPARB guidelines have not been updated since 2014 and should be funded to review and update to provide better guidance to public agencies and ensure supplemental criteria are project specific.

Recommendation 10: Coordinated schedule for significant outreach events between public agencies and other stakeholders (Michael Motion, Andy 2nd) Unanimous

Designate or establish an agency, collection of agencies or service as a resource to create a calendar of major outreach events as a central place for businesses to find outreach information and to ensure similar events do not conflict.

Recommendation 11: Provide professional assistance to local government for Contracting guidance and Marketing and outreach to contractors (Michael Motion, Jane 2nd) (No – Andy, Keith, Kristen, Karen) Split vote

Designate or establish an agency, collection of agencies or service as a resource to provide assistance to public agency employees, specifically in the areas of writing scope and bid documents, marketing and outreach. For more information, see the "Increasing Efficiencies" section of the report

Potential Future Studies for Review

Future Study Recommendation 1: Review thresholds below statutory designation

Currently the project amounts below a statutory threshold for public works is unclear. Study the process for setting that amount and the impact of creating a more uniform threshold for current agency types. For more information, see the "Public Works Bid Thresholds" section of the report.

Future Study Recommendation 2: Review structure of current types of local government

When a new local government type is authorized, it is unclear how their procurement thresholds (or lack of) are set. Review and study this process to set logic for setting procurement thresholds. For more information, see the "Public Works Bid Thresholds" section of the report.

Future Study Recommendation 3: Impact of a master statute

Each local government type has certain public works contracting rules and thresholds through their own authorizing statute. Review and study the impact and process to create one master statute. For more information, see the "Public Works Bid Thresholds" section of the report.

Future Study Recommendation 4: Review consolidation of county thresholds

There are currently four different statutes outlining county public works requirements based on their organizational structure. Review the impact of creating one uniform threshold for all counties. For more information on this topic, see the "Public Works Bid Thresholds" section of the report.

Future Study Recommendation 5: Increase base SWR threshold amount *Priority (Karen)

In order to understand what the base small works roster threshold should be, there needs to be better data collection that connects contracting type to project type. Labor and Industries started collecting this data in FY2019-2020. Future review and study is suggested to use this data and other analysis to determine the logic behind which projects should be within each contracting type and discuss impact of increasing the base threshold. For more information, see "Increasing efficiencies" and "Public works thresholds" sections of the report.

Future Study Recommendation 6: Evaluate advertisement requirements for formal competitive bids (i.e. Newspapers vs. other forms) *Priority (Kristin)

Review and study current advertising requirements for potential efficiencies including, but not limited to, changing the newspaper requirement to a different centralized place or other form. For more information, see "increasing efficiencies" section of the report.

Future Study Recommendation 7: Review impact of centralized state-wide roster Businesses find the current network of roster systems difficult to navigate. Review and study the impact of creating one state-wide roster for all local government agencies. For more information, see "Barriers to Participation" and "Increasing Efficiencies" section of the report

Future Study Recommendation 8: Determine potential program for sub-contractors to express interest in projects

On the small works roster and other bid processes, small businesses feel as though they are unable to express interest because they are not set up to be a prime contractor. Study and

review the potential for creating a platform or process for contractors to express interest in becoming a sub-contractor. For more information, see "barriers to participation" section of the report.

Future Study Recommendation 9: Evaluate possibilities for electronic solicitations for all competitive bidding (only available for SWR) *Priority (Kristin)

Electronic bidding is not specifically authorized in statutes and conflicts in part with requirements for sealed bids. However, recent technological advances have proven that electronic bids can be sealed and provide other efficiencies as well. Review impact and potentially change statutes to allow electronic submissions for all public works bids.

Future Study Recommendation 10: Expand data collection efforts by L&I (contract types) and OMWBE (participation rates) through a sustained funding model

Labor and Industries and The Office of Minority and Women Owned Business Enterprises are spearheading data collection efforts that are critical to continuing study in the area of local government procurement. Continue to expand on these data collection efforts to ensure future studies recommended in this section can be successful.

Future Study Recommendation 11: Identify how State and OMWBE studies relate to local government

Many studies currently issued by the state and state agencies are state process specific but are looked to as an example for local government. Review and study what requirements at the state level are relevant to local government and identify resources to aid in their implementation.

Recommendation 2: Possible Phased Approach to Managing Threshold Increases based on Inflation

Phase I – Inflation Guided Increases to Existing Thresholds

(1) When to present suggested increases to Legislature, and (2) how the suggested changes are calculated (3) Who prepares legislative revisions at the designated intervals.

An idea has been floated of review threshold increases every 5 years.

To make the calculations for recommended increases, start with threshold levels as they exist presently. Verify the state-wide inflation factor (assumed at this time to be the Construction Cost Index), and make a calculation that applies the inflation factor to existing thresholds for each year that has passed to demonstrate the amount of increase applicable

EXAMPLE CHART

current annualized inflation factor at 4%

Agency	Threshold on 1/1/21	Inflation factor	Calculated threshold (Yr 1) 1/1/22	Calculated threshold (Yr2) 1/1/23	Possible Recommended threshold increase
First class City					
Single craft	\$75,500	4%	\$78,520	\$81,661	\$80,000
Multi craft	\$150,000	4%	\$156,000	\$162,240	\$160,000
Code Cities					
Single craft	\$75,500	4%	\$78,520	\$81,661	\$80,000
Multi craft	\$116, 155	4%	\$162,617	\$169,121	\$170,000

The timing for the increase recommendation to be presented to the legislature may need to be given consideration as well.

For example, if the recommendation demonstrated above were to be presented to the Legislature in 2024, you may want to make the 2024 (Yr 3) calculation and add it to the recommended increase so as not to miss a year in the process.

This would also be calculated for the small works roster threshold.

Here, the intent from discussions, would be to first bring all agencies up to the current \$350,000 threshold enjoyed by most agencies. An immediate recommendation would be to amend the independent statutes of Ports and Irrigation Districts to accomplish this, and possibly include a revision that directs these statues to align with the small works roster statute (RCW 39.04.155)

Applying the same process as described above, calculations to the small works roster thresholds are demonstrated below:

Small Works	Threshold on	Inflation	Calculated	Calculated	Possible
Roster	1/1/21	factor	threshold (Yr 1)	threshold (Yr2)	Recommended
			1/1/22	1/1/23	threshold
					increase
SWR threshold	\$350,000	4%	\$364,000	\$378,560	\$380,000
Limited Public					
Works					
threshold					
LPW threshold	\$50,000	4%	\$52,000	\$54,080	\$54,000

Phase II – Study to Determine Setting Uniform Thresholds Across Agency Types

A separate study could be recommended to research the varying threshold levels with an eye to assessing the feasibility for more uniform thresholds across the agency types. Some initial considerations to be explored might be

- 1) The history of how thresholds for specific agency types were initiated
- 2) Are there agency types whose operations would preclude expansion of thresholds
- 3) How individual agency internal policies might be impacted (would extensive re-write of ordinances, resolutions, and internal policy be required)

Attachment E Updated: 10/09/20

Potential 2021 Capital Projects

LD 1

1. Fire training facility at the site of new Fire Station 24 (**REQUEST:** \$500,000 for design and construction)

- 2. Nonmotorized Improvements on NE 131st Way/90th Ave NE from 97th Ave NE to NE 134th St. (**REQUEST:** Up to \$500,000 for construction)
- 3. Sidewalk improvements on 90th Ave., from NE 134th St. to NE 138th St. (**REQUEST:** Up to \$500,000 for construction)

LD 45

 Standby Generators - Peter Kirk Community Center & Teen Union Building and the Parks Maintenance & Operations Center (REQUEST: \$550,000 for design, purchase and installation of a new commercial facility standby generators)

 Peter Kirk Community Center Roof (REQUEST: \$450,000 for design and construction of a new roof)

LD 48

- Sidewalk Improvements on east side of 116th Ave. NE from NE 73rd to north of NE 75th Pl. (REQUEST: Up to \$500,000 for scope, design and construction of as much sidewalk as possible)
- 2. Rapid Flashing Beacon on State Street at 7th Ave. S (REQUEST: Up to \$130,000 for design and construction)

(12 pages to follow)



District 1 Local Project – Fire training facility at the site of new Fire Station 24

REQUEST: \$500,000 for design and construction (*Project can be scaled or phased as funding allows*)

Kirkland Fire is in need of a training facility reflective of the growth and new conditions methods present in our community. Furthermore, we are unable to complete training requirements manded by WAC or NFPA without leaving our jurisdiction.

The training ground, consisting of three containerized buildings, would represent townhomes, center hallway apartments, and large commercial structures. Each prop is designed to present

similar challenges and conditions firefighter would encounter during real emergencies. The building would be equipped with propane burn props to simulate fire and smoke found inside building on fire. Live Fire training is an annual training requirement for all firefighters.

The building would include interior and exterior stairs, standpipes and sprinkler systems, have floor plans similar to actual buildings, and areas for specialized training like rope rescue, confined space and firefighter safety and survival.



Containerized training facilities are cost effective. Reconfiguration of buildings allows departments to alter or change training building layout based on training needs, alterations in building construction methods, or to "renew" interest in training buildings.

KFD envisions a all hazards training facility that could support regional training opportunities for multiple King County fire departments.

Timeline: Design and construction would begin in 2021.



District 1 Local Project - Nonmotorized Improvements on NE 131st Way/90th Avenue NE from 97th Avenue NE to NE 134th Street

REQUEST: Up to \$500,000 for construction (*Project can be scaled or phased as funding allows*)

The preliminary 2021-2026 Capital Improvement Program includes \$439,000 for design, permits, and partial construction of both this section and along 90th Avenue NE. Contributions from the legislature will help fund construction of this project. The project can be scaled to match the funding level.

Broken curbs and inadequate pedestrian and bicycle facilities: Many years ago, King County installed sections of extruded curb along the north side of 90th Avenue NE/131st Way as a form of surface water control. The original purpose of the curb was to stop surface water run-off from entering the roadway where it would sheet-flow across to the other side and occasionally freeze in winter months. The curb is now broken in many places and no longer functions as intended. The broken extruded curb also presents a hazard for people walking, biking and driving in the corridor.



Pedestrian and bicycle connection from Finn Hill to rest of Kirkland: The missing pedestrian and bicycle facility leads to school and Metro bus stops and connects Finn Hill to 100th Avenue NE business district, Juanita Village, parks and schools.

Timeline: Design is expected to be complete in 2021 with construction in 2021/2022.

Safer Routes to School Initiative: This project ranks #1 in the Safer Routes to School initiative for Finn Hill. The project received the most votes from the Community than any other project in Finn Hill.

From April 2019 to August 2020, City staff worked in partnership with various stakeholders to develop Safer Routes to School Action Plans, which improve safety along key pedestrian school walk routes while inspiring more students to walk, bike and ride the bus to school. The action plans include 134 improvements, including 59 enhanced crossings and 75 new or improved sidewalk segments.

There was a high level of community engagement to develop these plans. Staff sought input both in person and via Zoom through targeted outreach at neighborhood association meetings, walk and bike to school events, community events, interest group meetings, and community meetings at City Hall, reaching an estimated 2,090 stakeholders. Additional outreach took place across the City's various social media platforms, including Nextdoor, Facebook and Twitter, plus the City's website, YouTube channel and weekly newsletter.

District 1 – Local Project





District 1 Local Project - Sidewalk on 90th Ave. NE from NE 134th St. to NE 138th St.

REQUEST: Up to \$500,000 for construction (*Project can be scaled or phased as funding allows*)

The preliminary 2021-2026 Capital Improvement Program includes \$439,000 for design, permits, and partial construction of both this section and along NE 131st Way/90th Avenue NE. Contributions from the legislature will help fund construction of this project. The project can be scaled to match the funding level.

Three missing sidewalk sections: 90th Avenue NE is a north/south neighborhood collector with high traffic volumes (4,800 average daily trips) and limited and intermittent pedestrian facilities. Three sections of sidewalk are missing between NE 134th Street and 138th Street. Cars often park on the shoulder forcing pedestrians to walk into the street between existing sidewalk segments. The sidewalk sections lead to school and Metro bus connections. When both projects (90th Avenue NE and NE 131st Way) are complete, this nonmotorized facility will connect Finn Hill to 100th Avenue NE business district, Juanita Village, parks and schools.

Connecting neighborhoods to schools: This north/south collector leads children to NE 134th Street and ultimately to three schools along 84 Avenue NE; Thoreau Elementary, Sandburg Elementary, and Finn Hill Middle School. Over 1,500 students attend these three schools (all within 2 miles of each other). Thoreau Elementary School is one of two schools in the City without bus service (walk only).

Timeline: Design is expected to be complete in 2021 with construction in 2021/2022.



Safer Routes to School Initiative: This project ranks #4 in the Safer Routes to School initiative for Finn Hill (with NE 131st Way/90th Avenue NE ranking #1). *Priority #1 is included in the 2020 Legislative ask. Priority #2 and #3 are being addressed through the City's 2021-2026 Preliminary Capital Improvement Program.*

From April 2019 to August 2020, City staff worked in partnership with various stakeholders to develop Safer Routes to School Action Plans, which improve safety along key pedestrian school walk routes while inspiring more students to walk, bike and ride the bus to school. The action plans include 134 improvements, including 59 enhanced crossings and 75 new or improved sidewalk segments.

There was a high level of community engagement to develop these plans. Staff sought input both in person and via Zoom through targeted outreach at neighborhood association meetings, walk and bike to school events, community events, interest group meetings, and community meetings at City Hall, reaching an estimated 2,090 stakeholders.

District 1 Local Project





<u>District 45 Local Project</u> – Standby Generators: Peter Kirk Community Center & Teen Union Building and the Parks Maintenance & Operations Center

TOTAL REQUEST: \$550,000 for design, purchase and installation of a new commercial facility standby generators (*Project can be scaled or phased as funding allows*)

Peter Kirk Community Center/Teen Union Building Generator

REQUEST: \$300,000 for design, purchase and installation of a new commercial facility standby generator for the Peter Kirk Community Center/Teen Union Building.

The lack of emergency power at this location makes the space nearly useless when the City and community would need it most. An investment in generation as these facilities, would build resiliency and redundancy for essential City operations and serve the Kirkland community,

particularly our most vulnerable residents, during the most challenging of times. A vital resource to community members daily is the Peter Kirk Community Center, including the Teen Union Building. This facility is a tremendous asset for mass care efforts such as sheltering, community feeding, disaster recovery services, emotional and health support needs, and distribution of essential supplies to the community, however, without power none of these necessary offerings can be achieved.





Timeline: The generator would be purchased as soon as funding were available.



Parks Maintenance and Operations Center Generator

REQUEST: \$250,000 for design, purchase and installation of a new commercial facility standby generator at the Parks Maintenance and Operations Center.

Parks leads and provides support to several mission critical tasks during weather situations and most importantly post-earthquake restoration and recovery. Through emergency operations

exercises and response efforts, the lack of emergency power at critical City facilities was identified as a gap in City's ability to deliver essential services for restoration and recovery and support the community during crisis. The new Parks Maintenance and Operations Center increased the overall functionality and efficiency of Parks operations, however a facility specific or regional power outage, would limit the capability of the staff and resources to



respond to and recover from a disaster.



Timeline: Generator would be purchased as soon as funding were available.



District 45 Local Project – New Roof for the Peter Kirk Community Center

REQUEST: \$450,000 for design and construction of a new roof on the Peter Kirk Community Center. (*Project can be scaled or phased as funding allows*)

A vital resource to community members daily is the Peter Kirk Community Center, including the Teen Union Building. The Peter Kirk Community Center is our community's hub of activity for people age 50 and over. Every year, thousands of residents enjoy programs provided at these facilities. Adult fitness, adult dance, preschool activities, special interest, special activities,

gymnastics, and movement is just a small list of the many activities provided. Meals, comradery with peers and a sense of community happen in the Peter Kirk Community Center. By investing in the aging infrastructure, the Peter Kirk Community Center would have many more years of community and provide a vital service to the community.

Timeline: Design and construction would begin in 2021.







District 48 Local Project – Sidewalk on east side of 116th Avenue NE from NE 73rd to north of NE 75th Place

Request: Up to \$500,000 for scope, design and construction of as much sidewalk as possible along 116th Avenue NE from NE 73rd to north of NE 75th Place. The project can be scaled to match funding level.

Four missing sidewalk sections: 116th Avenue NE is a major north/south collector with high traffic volumes (7,800 average daily trips) adjacent to I405. The collector serves the NE 85th Street Business District as well as the new Washington State Department of Transportation NE 85th Street freeway interchange. The collector leads directly to Lake Washington High School.

Because of crash history, this street is considered Level II (second highest) risk factor in Kirkland's Road Safety Plan. The sidewalk sections lead to school and Metro bus connections.

Pedestrian connection from South Rose Hill to the rest of Kirkland: This missing sidewalk connects the neighborhood to schools, Houghton Park and Ride, Kirkland Greenway, and over 1405 to the waterfront and downtown Kirkland.



Safer Routes to School Initiative: This project ranks #1 in the Safer Routes to School initiative for South Rose Hill/Bridle trails.

From April 2019 to August 2020, City staff worked in partnership with various stakeholders to develop Safer Routes to School Action Plans, which improve safety along key pedestrian school walk routes while inspiring more students to walk, bike and ride the bus to school. The action plans include 134 improvements, including 59 enhanced crossings and 75 new or improved sidewalk segments.

There was a high level of community engagement to develop these plans. Staff sought input both in person and via Zoom through targeted outreach at neighborhood association meetings, walk and bike to school events, community events, interest group meetings, and community meetings at City Hall, reaching an estimated 2,090 stakeholders. Additional outreach took place across the City's various social media platforms, including Nextdoor, Facebook and Twitter, plus the City's website, YouTube channel and weekly newsletter.

District 48 Local Project





District 48 Local Project – Rapid Flashing Beacon on State St. at 7th Avenue S

REQUEST: \$130,000 for design and construction of a rapid flashing beacon on State Street at 7th Avenue S.

Crossing minor arterial: State Street is a minor arterial with high traffic volumes leading to downtown Kirkland. With over 8,000 average daily trips, this arterial is difficult to cross especially during peak hours. The crossing leads to school and Metro bus connections. Because of crash history, streets like this in the downtown are considered Level I (highest) risk factor in Kirkland's Road Safety Plan.

Pedestrian connections: This crosswalk connects the neighborhood to Lakeview Elementary School, Houghton Shopping Center, the Cross Kirkland Corridor, Feriton Spur Park, Google, waterfront Parks, and downtown Kirkland.

Timeline: Design and construction is expected to be complete in 2021.

Safer Routes to School Initiative: This project ranks #1 in the Safer Routes to School initiative for Moss Bay and #2 priority in all of Kirkland. *The City has submitted a grant application to the State of Washington Department of Transportation for the first priority project in the City.*

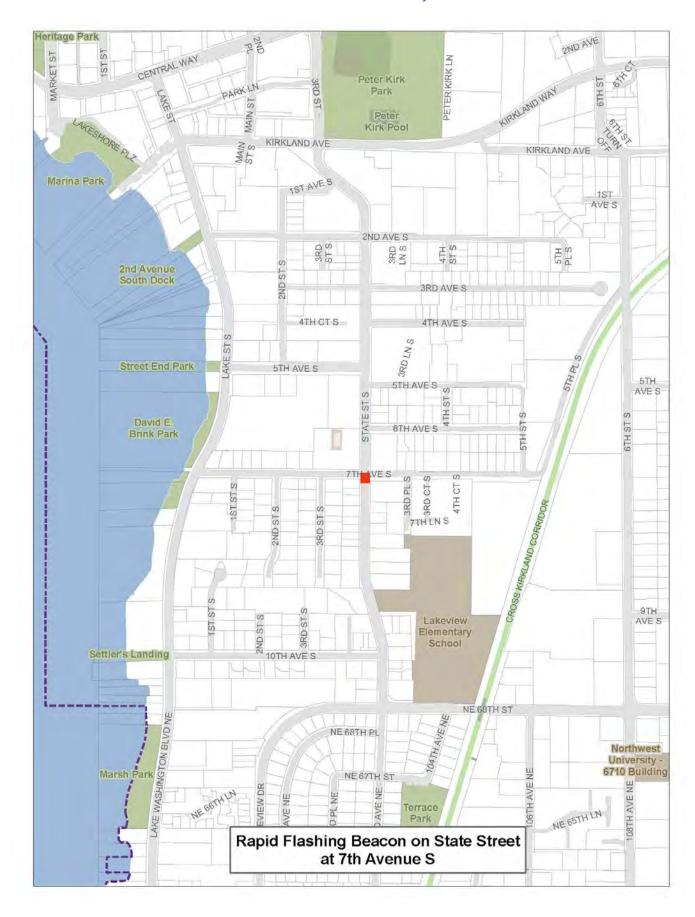
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District 48 Local Project



2021

City Legislative Priorities

State-shared revenues

Maintain revenue sharing with cities. Cities support increased shared revenue distributions to cities (if the state sees increased shared revenues) and ask the state to look for other opportunities to expand revenue sharing.

Adopt a new transportation revenue package Adopt a new transportation revenue package that emphasizes maintenance/preservation funding and provides an equitable level of local funding as well as additional local revenue options for cities.



Fiscal flexibility

Provide cities greater flexibility to use funds from existing revenue sources

to help cities manage the impacts of the current economic downturn. This will allow cities to direct scarce resources where they are most needed when responding to pressing community conditions.

Housing instability assistance
Work in a coalition to develop additional resources to address housing instability created by the economic impacts of the COVID-19 pandemic, including rent assistance and foreclosure/eviction prevention assistance.

AWC's advocacy is guided by the following core principles from our Statement of Policy:

- Local decision-making authority
- · Fiscal flexibility and sustainability
- Equal standing for cities
- Diversity, equity, and inclusion
- Strong Washington state partnerships
- Nonpartisan analysis and decision-making

Statewide policing reforms

Support local control over city law enforcement policy decisions to meet the needs of each community and appropriately contain costs. Cities understand our obligation to address racial equity in policing – both state requirements and local policies.

Cities support the following statewide reforms:

- Develop a statewide standard for use of force that preserves the right of local jurisdictions to enact more restrictive standards based on community input.
- Create a database to track officers who have been fired for misconduct.
- Expand grounds for decertification to include use of force violations.
- Require that officer misconduct investigations be completed, regardless of an officer's resignation.
- Establish a duty for all law enforcement officers to immediately intervene and report misconduct or illegal activity by a fellow police officer.
- Require that all officers receive regular support for vicarious trauma and mental well-being, including peer support, mental health counseling, and appropriate mental health screenings. Officers involved in any fatal use of force must undergo a mental health screening prior to returning to duty.



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