



City of Lacey, Washington
Community Relations & Public Affairs Committee Agenda

Refer to the bottom of the agenda for meeting information.

Monday, June 5, 2023

11:00 AM

Council Chambers and Online

1. Agenda Items

A. **LaceyLife Overview**

(Donna Feliciano, Communication Specialist)

B. **Advisory Board Stipend Program**

(Shannon Kelley-Fong, Assistant City Manager)

2. Adjourn

Attend Remote or In Person

The public may attend the meeting in person, or you may view or listen to the meeting using one of the following platforms:

In Person: Council Chambers at Lacey City Hall, 420 College Street SE, Lacey, WA 98503

Via Zoom: <https://us02web.zoom.us/j/87371815801>

City Website: <https://cityoflacey.org/upcoming-meetings/>

Facebook: <https://www.facebook.com/cityoflacey>

YouTube: <https://www.youtube.com/watch?v=NlcZOVyth6w>

TC Media: Channel 3 with your local cable provider

By Phone: (888) 788-0099 or (877) 853-5247 (Webinar ID 873 7181 5801)



COMMUNITY RELATIONS & PUBLIC AFFAIRS COMMITTEE

June 5, 2023

SUBJECT: Advisory Board Stipend Program

RECOMMENDATION: Review the Advisory Board Stipend Program and forward to the full Lacey City Council for review at a Worksession.

STAFF CONTACT: Rick Walk, Interim City Manager *RW*
Shannon Kelley-Fong, Assistant City Manager *SKF*

ATTACHMENTS: 1. [Draft Advisory Board Stipend Program](#)

PRIOR REVIEW: [Commission on Equity – 01/23/2023](#)
[Planning Commission – 02/21/2023](#)
[Parks, Culture, and Recreation Board – 03/01/2023](#)
[Historical Board – 03/15/2023](#)
Lacey Youth Council – 03/16/2023
[Commission on Equity – 04/24/2023](#)

FISCAL IMPACT: Approximately \$20,000 (around 40 participants) to \$45,000 (around 90 participants) to implement depending on opt-in rate and number of ad hoc boards.

**WORK PLAN GOAL:
AND STRATEGY** An Engaged Community (L)

COMM. PLAN: Goal 2 (C) – Create Relationships and continue to build capacity with historically underrepresented communities to ensure barriers to participation are eliminated allowing individuals to participate in decisions that impact the community, as desired.

**COE
RECOMMENDATION:** Implement an Advisory Board Stipend Program.

BACKGROUND: The City of Lacey’s (“City”) advisory boards (including boards, commissions, task forces, etc.) serve as a critical point of community input in the City’s decision-making processes. The

Lacey City Council confirms the appointments of advisory board members (with the exception Civil Service Commission and some members of Law Enforcement Officers Fire Fighters Disability Board). At the City, advisory boards review and make recommendations to the City and Lacey City Council on issues related to land use, zoning, parks, culture, recreation, library services, historical matters, and diversity, equity, and inclusion, animal services, lodging tax funding, youth perspectives, civil service appeals, etc.

Currently, all advisory board members serve as volunteers and do not receive a stipend to offset expenses that may occur to participate on the City's advisory boards. Expenses to participate on the City's advisory boards could include: childcare, transportation, internet access, etc. These expenses could serve as barriers for community members to participate on advisory boards. To try to mitigate barriers to participation on advisory boards, some local and state governments are starting to provide community members with stipends for serving on advisory boards. The purpose of these programs are often to try to offset incurred expenses for their participation on these boards. More information on advisory board stipends programs are provided below.

City Advisory Boards

The City has nine (9) permanent advisory boards (11 including regional boards) and can at times have ad hoc bodies, such as the Workgroup on Homelessness. Many of the City's permanent advisory Boards are codified in [Lacey Municipal Code Chapter 2, Administration and Personnel](#). The [City Council Policies-Procedures Manual](#), Section 2.14, provides an overview of all of the City's permanent advisory boards as well. This information can also be accessed in the [Boards and Commissions Handbook](#).

Depending on the work plan and purview, advisory boards can meet anywhere between 1 and 25+ times per year, see **Table A**.

TABLE A				
City of Lacey - Advisory boards including regional board				
Advisory Board	Members^{^^}	General Meeting Frequency	Total meetings anticipated per year	Total meetings 2022 (includes joint meetings)
Parks, Culture and Recreation Board (formerly Board of Park Commissioners)	7	1x monthly	12	13
Capital Area Regional Public Facilities District Board*	1	As needed	1	1
Civil Service Commission	3	4x annually	4	4
Commission on Equity	7	1x monthly	12	16
Historical Commission	7	1x monthly	12	11
Law Enforcement Officers & Fire Fighters (LEOFF 1) Disability Board [^]	1	As needed	4-6	6
Library Board	5	4-6x annually	6	6
Planning Commission	9	2x monthly	24	18
Youth Council	15	2x monthly	18	20
Lodging Tax Committee (LTAC)	4	4x annually	4-6	7
JASCOM**	3	1x monthly	12	10
<p>* Regional advisory board with one representative from Lacey, in addition to general representatives.</p> <p>[^] Consists of five members, two members are Councilmembers, two members are active or retired City law enforcement, one member is general public.</p> <p>^{^^} Does not include Youth Council members (except for Youth Council).</p> <p>** Regional advisory aboard.</p> <p>*** There are currently no active temporary or ad hoc advisory boards established by the Lacey City Council.</p>				

Looking at data from 2022, **Table B** provides the total number of meetings (not including joint meetings), the total time expended at meetings, and the average meeting duration for each permanent City advisory board. Notably, the meeting times indicated below do not include pre-meeting preparation time, e.g., reviewing staff reports, supporting documents, etc., as well as, time for travel or childcare arrangements.

TABLE B				
2022 Advisory Board Meeting Data				
Advisory Board	Members	Total meetings 2022 (does not include joint meetings)	Total hours expended	Average hours expended per meeting
Parks, Culture and Recreation Board (formerly Board of Park Commissioners)	7	11	14.9	1.4
Capital Area Regional Public Facilities District Board	1	1	0.7	0.7
Civil Service Commission	3	4	2.4	0.6
Commission on Equity	7	14	32.6	2.3
Historical Commission	7	10	11.7	1.2
Law Enforcement Officers & Fire Fighters (LEOFF 1) Disability Board	1	6	2.6	0.4
Library Board	5	6	4.0	0.7
Planning Commission	9	17	21.1	1.2
Youth Council	15	20	20	1
Lodging Tax Committee (LTAC)	4	7	8.3	1.2
JASCOM	3	10	7.6	1.2
TOTALS / AVERAGE	62	109	105.9	1.23

FIGURE 1: 2022 Advisory Board Meetings
 Total Number of Meetings (not including joint meetings)

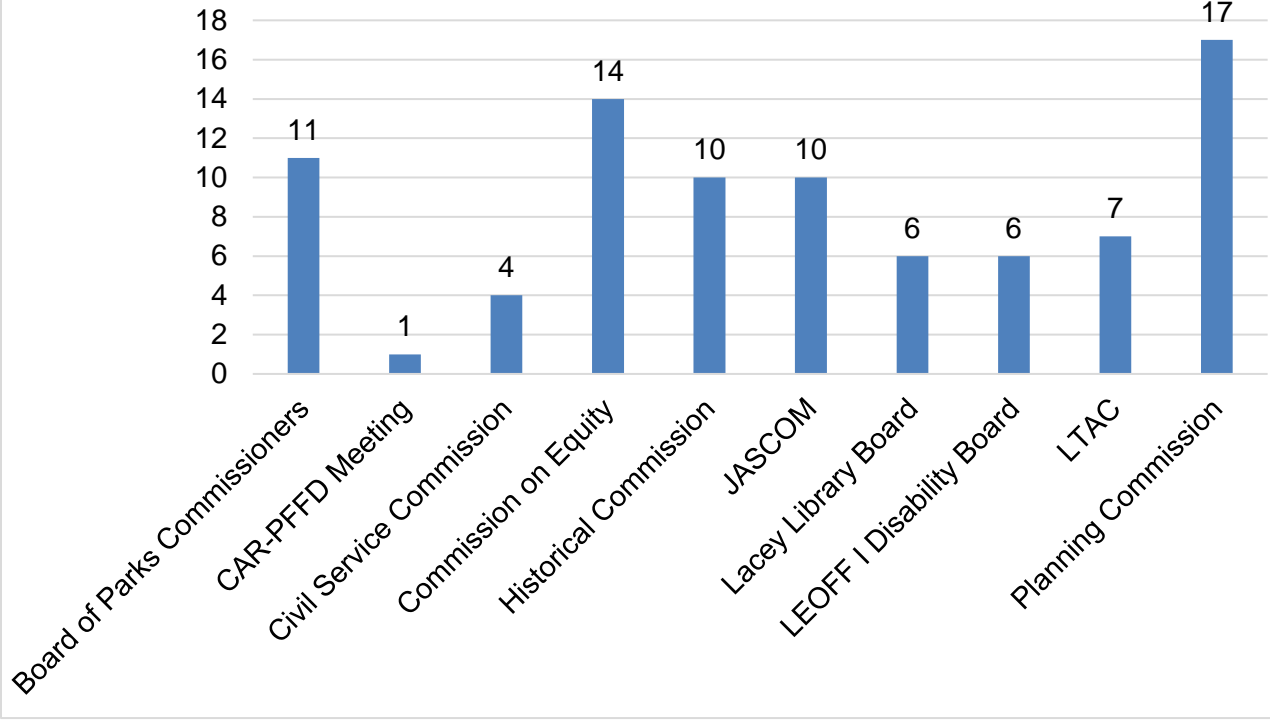
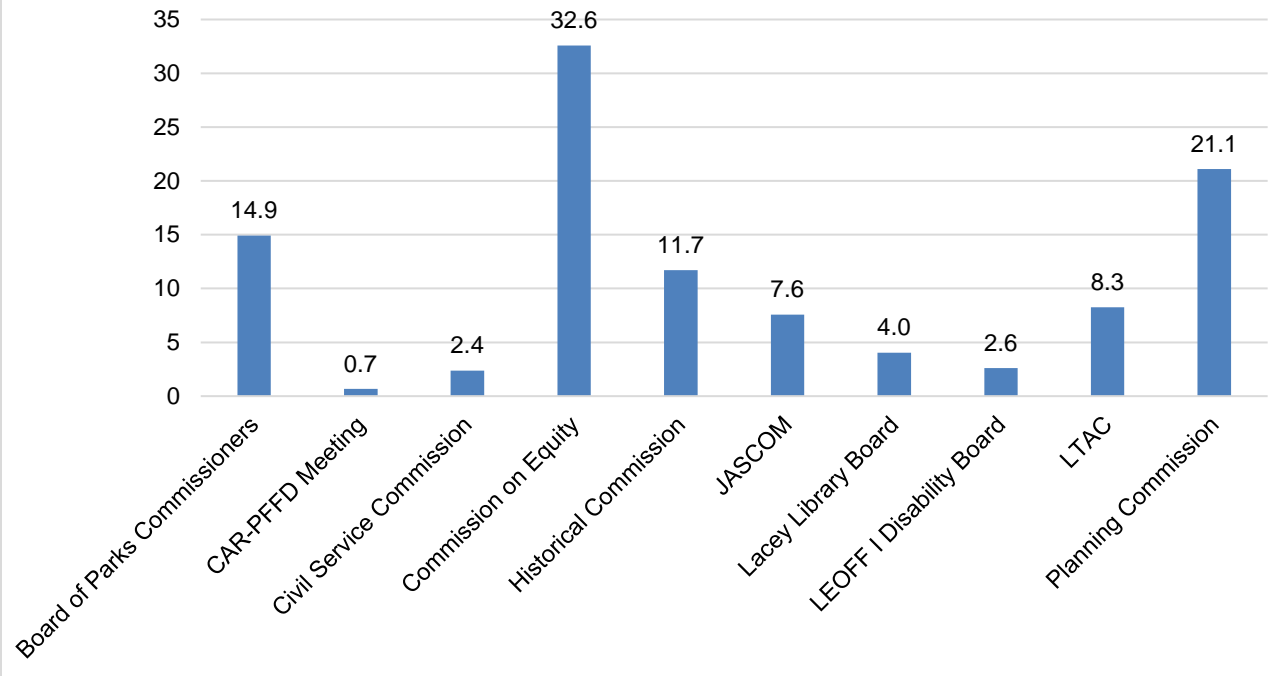
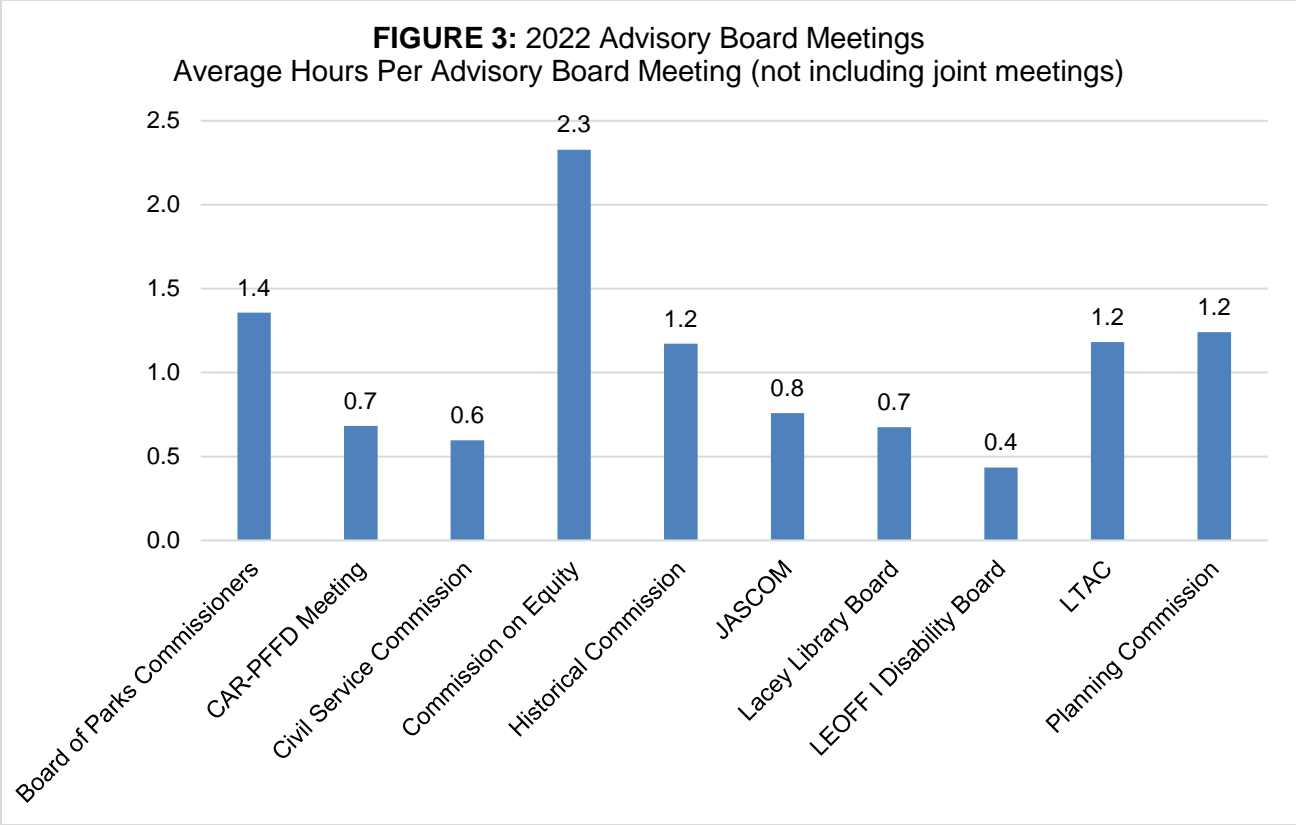


FIGURE 2: 2022 Advisory Board Meetings
 Total Hours Expended on Advisory Board meetings (not including joint meetings)





Stipend Program Overview. To try to reduce barriers to participation in government and increase representation on advisory boards, government agencies are introducing stipend programs for advisory body members. The purpose of stipends are to offset potential costs incurred by participating on the City’s advisory bodies, including:

- Financial impact of attending meetings;
- Expenses for childcare coverage during the meetings;
- Expenses for transportation to meetings;
- Expenses for internet access to meetings; and
- Other direct financial impacts.

In many cases, advisory board stipend programs are not compensation or payment for services but are a nominal fee to cover incurred expenses incidental to the volunteer activity performed by advisory board members. Advisory board members remain volunteers and are not employees of the government entity.

In addition, by getting more individuals serving on government advisory bodies, stipend programs may also benefit government entities by reducing potential burnout of community leaders currently serving on boards.

As part of the evaluation of advisory board stipend programs, the City reviewed the following elements:

1. **Stipend Amounts.** Stipend awards vary by government entity, e.g., some jurisdictions provide all members the same stipend, others jurisdictions provide stipends only to members experiencing financial hardships, and other jurisdictions provide tiers of stipends

based financial circumstances. For example, the following provides a few select examples of existing advisory board stipend programs:

City of Bend: Provides stipends of \$40 for every advisory body member with attendance requirements, up to \$500.00 annually.

City of Durham: Provides stipends for members of advisory bodies at a flat rate of \$50 per meeting with attendance requirements.

City of Olympia: Provides stipends of \$25 per meeting attended with the option to waive. Participants who self-certify as low-income receive \$50 per meeting attended.

2. **Liability and the Volunteer Protection Act.** The Volunteer Protection Act (VPA), a federal law adopted in 1997, protects volunteers from personal liability if, among other requirements, volunteers do not receive anything of value in lieu of compensation in excess of \$500 on an annual basis. Offering more than this threshold means volunteers will not benefit from these protections. As seen above, some entities place a cap on stipend awards at \$500.00 per year while others have no cap.
3. **Application.** Jurisdictions vary on the application of stipends for advisory boards, e.g., some jurisdictions provide stipends to all advisory boards, while other do not include certain advisory boards, like temporary or ad hoc advisory boards.
4. **Tax Requirements.** Advisory board Stipend programs must comply with all federal tax requirements. For payment, many existing programs consider advisory board members as vendors (required W-9 form).

Commission on Equity Review and Recommendation. The Commission on Equity (COE), an advisory board to the Lacey City Council, is tasked with:

- Identifying and advancing opportunities that create a more welcoming community;
- Continuing critical conversations on race and equity;
- Seeking greater participation from underrepresented community members; and
- Identify existing gaps and barriers which could prevent full participation in government and public policy.

The COE's adopted 2023 Work Plan identifies the following work item:

“Q1 – 5 “Research and review potential compensation opportunities for advisory body members; create a recommendation for the Lacey City Council.”

The COE reviewed Advisory Board Stipend Programs at their January 23, 2023 meeting. After the City performed some additional follow-up, including getting additional feedback from other City advisory boards (more information provided below), the COE recommended the adoption of an Advisory Board Stipend Program at their April 24, 2023 meeting.

Feedback from Other City Advisory Boards. At the January 23, 2023 meeting, the COE recommended presenting information to other City advisory boards to get their input and feedback on a possible Advisory Board Stipend Program at the City.

In brief, feedback from these presentations included:

- Several advisory board members commented that they served on boards because they wanted to help the community, not because of a stipend.
- Several advisory board members commented that a program like this could help lower barriers to participation in government and policy and increase underrepresented or unheard voices in the community.
- There were questions about how demographic data would be collected and who would be able access this information. There were concerns that this information could be used to make decisions on future appointments. There was discussion on how requesting this data could also become an unanticipated barrier to participation.
- There was a question about what happened if there is no quorum at a public meeting.
- There was a question about the effectiveness of a potential tiered system and also concerns that \$25 per a meeting could be too low to account for incurred costs. There was also a question on how individuals would meet low-income qualifications.
- There was a question about if there are existing gaps in representation in City community engagement and on City advisory boards.
- There was a question about other efforts being performed by the City to increase representation and remove barriers to government participation.
- There were questions about how the City would track metrics for the program and what benchmarks it would use to determine if the program was or was not successful. This included discussion on making this a pilot program with standardized reporting
- There were questions about how the program was going to be funded if it moved forward.
- There were questions about if this program applies to Lacey Youth Council (LYC) members, particularly for advisory board representatives on the LYC. There were questions about how receiving this stipend would impact LYC community service/volunteer hours.

Draft Advisory Board Stipend Program. Based on the feedback from the City's advisory boards, City staff created a draft Advisory Board Stipend Program for consideration, see **Attachment 1**. In brief, the program includes the following elements:

- Participants would need to *opt-in* to the program on an annual basis.
- \$50.00 stipend per meeting attended for most advisory board members; \$25.00 stipend per meeting attended for Lacey Youth Council members.
- Stipends would be distributed to advisory board members at minimum twice a year.
- Stipends would follow all relevant tax requirements.
- Regional advisory board members, Councilmembers, and City employees would not be eligible to receive a stipend.
- Annual reporting to the Lacey City Council on the impacts of the program.

- Implementation led by the City Manager’s Office with the Finance Department and City Clerk’s Office.

The COE recommended the adoption of an Advisory Board Stipend Program at their April 24, 2023 meeting.

Budget Impact. The budget impact would be dependent on opt-in participation rate and number of ad hoc advisory boards. It is estimated that the implementation of the stipend program would total \$20,000 (around 40 participants) to \$45,000 (around 90 participants) annually.

Municipal Code updates. If a stipend program is pursued, the City would need to update several sections of the Lacey Municipal Code (LMC) related to advisory boards as outlined in **Table C**.

Table C
LMC References That Likely Need Updates for an Advisory Board Stipend Program
LMC 2.32 City Planning Commission – 2.32.010 Created – Term- Vacancies
LMC 2.34 Commission on Equity – 2.34.030 Memberships Terms
LMC 2.42 Historical Commission- 2.42.202 Membership Terms
LMC 2.44 Parks, Culture and Recreation Board – 2.44.020 Membership Terms
LMC 2.46 Library Board- 2.46.020 Membership Terms
LMC 2.52 Police Department Civil Service and Civil Service Commission – 2.25.040 Civic Service Established- Qualifications-Terms-Removal
LMC 3.03 Lodging Tax - 03.03.045 Lodging Tax Advisory Committee

As an example, for the City Planning Commission, [LMC 2.32.010\(B\)](#) states:

“Vacancies occurring otherwise than through the expiration of terms shall be filled for the unexpired terms. The members shall be selected without respect to political affiliations and they shall serve without compensation.”

For the Board of Park Commissioners, [LMC 2.44.020\(D\)](#) states:

“The commission members shall not receive any salary or other compensation for services rendered on the commission, but necessary expenses actually incurred and within the budget as set by the annual budget ordinance shall be paid.

Demographic Data Collection. While implementing a stipend program, the City would also implement a strategy to capture demographic information of advisory boards to get a better sense of who is participating, or not participating, on City advisory boards. This information would be helpful for future annual reporting and to determine the degree of unheard or underrepresented voices in the community. This data would be used to help inform future programs and policies aimed at helping close gaps in representation on advisory boards and other forms of community engagement and outreach.

Attachment 1

DRAFT

2.17 Advisory Board Stipend Program

This program is to offset incurred expenses for participating on City advisory boards, e.g., travel costs, parking costs, internet costs, childcare costs, etc. These costs may present barriers to participation for community members.

This program is not compensation or payment for services but is a nominal fee to cover incurred expenses incidental to the volunteer activity performed by advisory board members.

Advisory board members remain volunteers and are not employees of the City.

Definitions

“Meetings” mean all regularly or special scheduled advisory board public meetings and joint public meetings between the advisory board and the City Council. “Meetings” do not include informal discussion or planning sessions with City staff. “Meetings” would not include engagement activities.

“Opt-in” means the voluntary enrollment of an advisory board member in the Advisory Board Stipend Program. To opt-in, advisory boards members would have to complete all forms as determined by the City. Advisory board members will have the ability to opt-in within 60 days of appointment or annually from January 1 to February 28.

Program Scope

This program applies to the following advisory boards:

- A. Board of Park Commissioners
- B. Civil Service Commission
- C. Commission on Equity
- D. Historical Commission
- E. Law Enforcement Officers & Fire Fighters (Disability Board)
- F. Library Board
- G. Planning Commission
- H. Youth Council
- I. Lodging Tax Committee
- J. Ad hoc advisory boards or task forces created by the Lacey City Council

This program would not apply to Lacey City Councilmembers or current City employees serving on any of the above listed advisory boards.

Stipends Amounts

Advisory board members must opt-in to the program to receive the following stipends:

- A. \$50 per meeting attended per person, whether virtually or in-person, not to exceed \$500.00 annually (from January to December).

- B. For Lacey Youth Council, \$25 per meeting attended per person, not to exceed \$500.00 annually (from January to December). Meetings include public meetings attended by Lacey Youth Council liaisons to other advisory boards, including: Library Board, Commission on Equity, Parks, Culture and Recreation Board, and Historical Board.

The City shall provide stipends to advisory board members at an interval determined by the City Manager's Office, but distributed no fewer than two (2) times annually. All payments will comply with applicable federal tax requirements.

Benchmarks

The City shall determine reporting metrics for this program and provide an annual review of the program to the Lacey City Council. Due to advisory board term lengths and various term limits, impacts of the program may not be discernable immediately.

Implementation

The City Manager's Office will work with the City Clerk's Office, advisory board staff liaisons, and the Finance Department to establish a reporting process for the program, including the development of an attendance verification system to document meeting attendance.