

November 24, 1993
93-839.Mot

Introduced by: Greg Nickels
Bruce Laing

Proposed No.: 93-839

MOTION NO. 9187

1
2 A MOTION recommending adoption of the
3 report entitled, "Implementation of the
4 Regional Policy Committees" by the new
5 Metropolitan King County Council as the
6 basis for operation of these committees.

7 WHEREAS, Section 270.10 of the King County Charter as
8 amended in 1992 to effect the consolidation of the governments
9 of King County and the Municipality of Metropolitan Seattle
10 requires establishment of three regional committees (the
11 regional transit, regional water quality and regional policies
12 committees) to develop, review and recommend regional plans and
13 policies for consideration by the Metropolitan King County
14 council, and

15 WHEREAS, Section 270.20 of the King County Charter as
16 amended in 1992 specifies that each regional committee shall be
17 made up of twelve voting members, six Metropolitan King County
18 councilmembers appointed by the chair of the council and six
19 local elected officials appointed by cities in the case of the
20 regional transit and regional policies committees and by cities
21 and local sewer districts in the case the regional water
22 quality committee, and

23 WHEREAS, the Consolidation Transition Committee (CTC) was
24 established with representation from the county, the cities and
25 local sewer districts to make recommendations regarding
26 consolidation during the transition period before the
27 Metropolitan King County council and the regional committee
28 structure take effect, and

29 WHEREAS, the King County councilmembers appointed to the
30 CTC developed and reviewed the committee recommendations
31 regarding the implementation of the regional committees
32 including further specification of roles and responsibilities,
33 specific types of issues to be assigned, initial work programs,
34 procedures and staffing, and

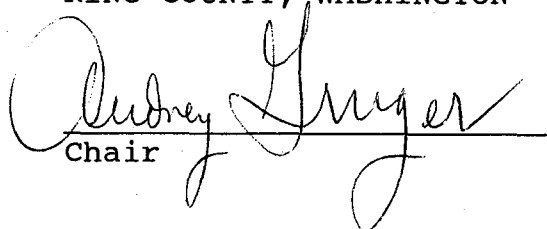
1 WHEREAS, the county council members of the CTC responded
2 to issues and suggestions raised in the committee's review and
3 the committee voted unanimously on October 29, 1993 to support
4 the recommendations embodied in the resulting report entitled,
5 "Implementation of the Regional Policy Committees";

6 NOW, THEREFORE, BE IT MOVED by the Council of King County:


7 The King County council has reviewed the report entitled,
8 "Implementation of the Regional Policy Committees" dated
9 November 1993 and recommends to the Metropolitan King County
10 council that, as one of the first items of business in 1994, it
11 review and adopt this report as the basis for operation of the
12 regional committees.

13 PASSED this 13th day of December, 1993.

14 KING COUNTY COUNCIL
15 KING COUNTY, WASHINGTON

16 
17 Chair

18 ATTEST:

19 
20 Clerk of the Council

21 Attachments:

22 Implementation of the Regional Policy Committees -- A Report to
23 the King County Council. November 1993
24

IMPLEMENTATION OF THE REGIONAL POLICY COMMITTEES**Report to the Metropolitan King County Council****November 1993****CONTENTS**

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- **General Approach to Implementation -- Excerpt from First Report to the Consolidation Transition Committee**
- **Background -- Expectations and Understandings from Summits I & II -- Excerpt from First Report to the Consolidation Transition Committee**
- **Regional Committee Sections of the King County Charter**
- **Legislation**

A Motion recommending adoption of the report entitled, "Implementation of the Regional Policy Committees", by the new Metropolitan King County Council as the basis for operation of these committees.

An Ordinance establishing the Regional Transit, Regional Water Quality and Regional Policies Committees.

DEVELOPMENT AND PURPOSE OF THE REPORT

This report was developed through a process of interaction among King County Council, Seattle, suburban city and local sewer district members of the Metro/King County Consolidation Transition Committee. The County Councilmembers presented and discussed two earlier drafts of recommendations with the CTC at its September and October meetings, responding each time to comments, issues and suggestions from other committee members. This third and final draft represents the consensus recommendations of the county, city and local district representatives reached at the October meeting of the CTC regarding implementation of the three regional policy committees required by the 1992 Charter amendments consolidating the Metro and King County governments.

This report and its recommendations are made to the new Metropolitan King County Council taking office at the beginning of 1994. A King County Council motion recommending adoption of the report by the new Metropolitan King County Council is attached. An ordinance making the minimum changes necessary to existing county code to allow the new Council to begin operations with increased membership and three new regional committees is also attached. The report and legislative action by the current Council are intended to provide a basis and framework the new Council to begin its work while respecting the prerogative of the new body to make the final decisions regarding how these committees will operate within the constraints of the amended charter.

REGIONAL POLICY COMMITTEE IMPLEMENTATION RECOMMENDATIONS

Committee Roles and Responsibilities in Regional Planning and Policy Development

The focus of the regional committees is on planning and policy setting in program areas where it has been determined that regional service and/or facility planning is required and in areas where it is agreed the opportunity and need for such planning exist.

Regional Transit and Water Quality Committees

- The Regional Transit and Water Quality Committees will be responsible for development, review and recommendation to the Metropolitan King County Council of policies and plans guiding the operation of the regional public transit and water pollution control utilities assigned by state law to Metro and consolidated with King County by the 1992 Charter amendments; and,
- The Regional Transit and Water Quality Committees will not be responsible for routine review and recommendation on a number of operational/administrative matters which have in the past gone to the Metro Council, including:
 - Contracts, which with a few exceptions are the responsibility of the Executive to approve.
 - Annual budgets, supplemental appropriations, interlocal agreements with other governmental entities, setting of fares and rates and approval of personnel

classifications for higher level positions, which will be handled by the Council committee(s) responsible for fiscal management and administration.

The Regional Transit and Water Quality Committees, however, will be responsible for dealing with service development and financial and rate setting policies to guide these operational decisions and for recommending evaluation and oversight processes to assure appropriate implementation of the policies and to include periodic reports back to the committees and council.

Regional Policies Committee

- **The Regional Policies Committee will be responsible for:**
 - **Identifying additional service areas which could benefit from an agreed upon regional planning and program development process and recommending such areas and proposed processes. The agreed upon processes may vary from a simple agreement to coordinate related local services to development of a full blown regional policy plan and establishment of new regional service authority and variations in between; and**
 - **Making recommendations on major Metro transition/consolidation issues, particularly those involving potential changes in organization and responsibilities vis-a-vis other county, city or regional organizations.**
- **Identifying an area for regional planning does not presuppose how regional versus local services will be defined in that area or what role the county, cities or other entities may ultimately play in the planning, funding and delivery of services. These are questions for the Regional Policies Committee to deal with either as part of its initial recommendation to the Council or as issues identified for the proposed process to resolve.**
- **Unlike the Regional Transit and Water Quality Committees, the Regional Policies Committee does not have a specified subject area (other than consolidation transition) where there is agreement on regional governance and financing responsibilities and methods. Instead, it is charged with looking at the wide range of subject areas, where the county and other jurisdictions are involved, and coming up with proposed changes in regional vs. local responsibilities. In most cases this will require consideration not only by the county but by the other affected jurisdictions.**

While the Regional Policies Committee is working to develop recommended approaches in one or more subject areas, the county will need to continue business under current authority and arrangements. Legislation in such areas will, therefore, not routinely be assigned to the REC but rather continue for the most part to go to regular Council committees until such time as a new agreement is reached and the subject area is assigned to a regional committee. This does not preclude the Council from assigning particular items on an individual basis, however, nor the Regional Policies Committee from requesting assignment of a particular item per the provisions of the amended charter.

- **In developing proposed planning processes and work programs the Regional Policies Committee will be responsible for seeking local jurisdiction and Executive input and agreement to participate in and/or cooperate with the process.**

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Issue Assignments

Regional Transit Committee

- Long Range Transit System and Capital Improvement Plans and Processes
- Current Implementation Policies/Plans and Processes: Service Design, Development and Allocation Policies, including service development priorities for use of existing and potential RTA pass-through dollars and current capital program/project priorities
- Budgeting and Financing Policies and Process
- Fare Policy and Plan
- Facility Siting Policy and Major Facilities Siting Process
- Review and comment on RTA plans
- Public Input Plan/Processes

Regional Water Quality Committee

- Water Quality Comprehensive and Long Range Capital Improvement Plans and Processes
- Current Implementation Policies/Plans and Processes, including service area and extension policies, capital facility priorities and spending priorities for water quality projects
- Budgeting and Financing Policies and Process
- Rate Policy and Plan, including the relationship of Metro and local service budgeting processes
- Facility Siting Policy and Major Facilities Siting Process
- Public Input Plan/Processes

Regional Policies Committee

- Metro Transition Issues, including issues affecting the organization of the Metropolitan Services Department or the charge to the Regional Transit and Water Quality Committees
- Significant Regional Policy Planning and Development Processes and Agreements in such areas as:
 - Public Health including governance and financing
 - Human Services
 - Criminal Justice, including jail and district court services
 - Financing of Regional Services
 - Major Regional Facility Siting Policy and Process
 - Open Space
 - Housing
 - Surface Water Management
 - Alternative for Solid Waste Interlocal Forum
 - Fish Habitat Preservation/Restoration

Initial Work Programs

Regional Transit and Water Quality Committees

- Each committee will be charged with developing a first year policy planning work program and reporting it to the Council during the first quarter of 1994. This will be done by reviewing a staff report jointly developed by the Department of Metropolitan Services and Executive and Council staff identifying existing policies and plans (both long and shorter range) and planning and budgeting processes and, based on that review, determining which items need development and review in what order.
- The initial work program will specifically include review and recommendation of financial and rate/fare policies prior to the submission of proposed rates and fares and the 1995 budget.

Regional Policies Committee

- The Regional Policies Committee will be charged with developing a first year work program during the first quarter of 1994 which lays out a process for reviewing and selecting areas for regional planning and policy development and proposing the specific policy development processes and identifies anticipated Metro transition issues. The committee will be asked to review the work of the Consolidation Transition Committee in developing the Metro transition portion of its work program.
- The initial work program will specifically include developing recommendations on a regional position and strategy vis-a-vis the Public Health financing and governance provisions of the 1993 Washington State Health Care Reform Act. A joint city/county staff group has recently been formed and will have materials for committee review in early 1994.

Procedures and Process Considerations

- To the maximum extent possible Metropolitan King County Council membership on the Regional Transit and Water Quality Committees should overlap with membership on the Council's regular committees dealing with local transportation and utilities matters.
- A request by either the Regional Transit Committee or the Regional Water Quality Committee to expand the scope of its assigned program area will be routed to the Regional Policy Committee for its recommendation for final recommendation to the Council.
- Assigning a particular regional policy issue to more than one committee should be avoided. If a committee has an interest in an issue assigned to another committee, it should be encouraged to work with the assigned committee to see that its concerns are addressed. Regular committee chair reports at Council meetings could provide a means for identifying areas of overlapping interest and ways of working to identify and resolve issues within a process rather than setting up separate, competing processes.
- Members and chairs and vice chairs of the regional committees will be appointed for two year terms beginning January 1994. Of the twelve memberships for each regional

committee six shall be filled by local elected officials appointed by their jurisdictions in accord with the provisions of Section 270.20 of the King County Charter. These provisions currently allow for Seattle to appoint three members of the Regional Transit and Regional Policies Committees and two members of the Regional Water Quality Committee; the cities other than Seattle collectively to appoint the same numbers as Seattle but with the option to appoint double the number of representatives and split their votes in half; and, local sewer districts to appoint two members to the Regional Water Quality Committee. Six Metropolitan King County Council members and a Chair and Vice Chair will be appointed for each regional committee by the Metropolitan King County Council in accord with the provisions of Section 270.20 of the King County Charter and Section 1.24.010 of the King County Code.

- City and local district appointees to the regional committees who are not paid on a full time basis by their jurisdiction will be offered appropriate compensation for their committee work.
- Regular meeting dates and times will be established for the regional committees. The actual frequency of meetings will be based upon the specific committee work program and the actual flow of proposed legislation. Provisions will be made for calling special meetings of the regional committees within the week following Council action to amend legislation regarding countywide policies or plans recommended by a regional committee. This will help to minimize delays related to the requirement to return all Council amendments for committee review and recommendation before final action.
- The regional committees will hold public hearings on all assigned ordinances and motions adopting, repealing or amending countywide policies and plans prior to taking action on a recommendation to the Council.
- In making recommendations to the Council on assigned legislation affecting countywide policies and plans the regional committees will provide a written committee report for each such piece of legislation. This report will include a brief summary of the original proposed legislation, a summary listing of the issues, if any, identified by the committee, including significant issues identified in the public hearing and committee discussion, the recommendation and, if necessary, a brief rationale for the recommendation in light of the issues.

Staffing

- Each regional committee will be served by a staff team including an assigned clerk and an assigned program staff advisor whose capacities and capabilities will be augmented on specific issues where needed, and as appropriate and available, by other staff expertise from a wide variety of sources including the Council, the Executive and city and other local jurisdictions. The staff team will be charged with serving the committee as a whole and working to see that all members, regardless of jurisdiction, receive the same information and levels of staff support.
- Beginning January 1, 1994 the Metro Clerks will report as a unit to the Clerk of the Metropolitan King County Council for work assignment and supervision while continuing, for a transition period, to be paid and receive benefits from the Metropolitan Services Department under existing Metro employment arrangements. Members of the Metro Clerks Unit will be assigned as clerks to each of the regional committees.

- **As soon as possible in 1994 a new section will be formed within Council Program Staff to support the new regional policy review and development functions associated with the regional committees. New staff will be recruited and hired to form this section. Their primary duties will be to staff the regional committees. They will also be responsible for obtaining and coordinating needed staff expertise not available within the unit. Specifically the staff will assist the committees with agenda preparation, provide or coordinate staff analysis, respond to research requests from the committee and coordinate input and review by appropriate Seattle, Suburban City and Executive staff. City and local district representatives will be included in the screening and interview processes for hiring the new section staff.**
- **Individual committee member requests for significant, additional staff work beyond what is normally provided in the course of handling assigned issues will be coordinated through the committee chair. The chair will be responsible to see that committee work priorities as a whole are not compromised and that all members have the opportunity to benefit from such work.**

ATTACHMENTS

- **General Approach to Implementation**
- **Background -- Expectations and Understandings from Summits I & II**
- **Regional Committee Sections of the King County Charter**
- **A Motion recommending adoption of the report entitled, "implementation of the Regional Policy committee", by the new Metropolitan King County Council as the basis for operation of these committees.**
- **An Ordinance establishing the Regional Transit, Regional Water Quality and Regional Policies Committees.**

GENERAL APPROACH (Excerpt from First Draft Report to CTC, September 1993)

The current King County Council recognizes that the consolidation of Metro and King County requires significant changes in its own operations. The expansion of county business as well as the expansion of the Council itself cannot be handled simply by adding on the new people and requirements. Current schedules and agendas are already full to overflowing.

The operations of the new regional policy committees are, therefore, being addressed in the context of a review of existing Council organization and procedures and development of a more comprehensive set of recommendations intended to help the new Metropolitan King County Council begin operations as expeditiously as possible in 1994.

1993 Council Legislative Action

- Adopt a motion by early November recommending a specific set of organizational and procedural rules and guidelines to the new Metropolitan King County Council for its consideration and adoption as early as possible in January 1994. The recommendations will be designed to help the Council:
 - Focus Regional Committees on countywide policy and planning issues as opposed to local and operational issues;
 - Handle significantly increased workload and complexity of process; and
 - Stand up to increased public expectation and scrutiny.
- Adopt an ordinance in early November implementing the minimum changes required in the King County Code by the 1992 Charter amendments regarding establishment and operation of the Regional Policy Committees and the increase to 13 members. This ordinance will literally translate the specifics of the charter into the code. Any further specifications regarding the Regional Policy Committees will be included as recommendations in the motion described above.

Process for Development of the Recommendations

Develop recommendations regarding regional policy committees with the involvement of city jurisdictions through discussions with and review by the Consolidation Transition Committee and with staff coordination and input through the Intergovernmental Staff Group.

- September 10 CTC Meeting. Discuss general approach; expectations and understandings from the two Regional Governance Summits; and, initial outline of regional policy committee roles, assignments, procedures and staffing.
- October 1 CTC Meeting. Review King County Council draft recommendations regarding roles and responsibilities, subject area assignments, initial work programs, procedures and staffing for the Regional Transit, Water Quality and Policy Committees and proposed ordinance codifying Charter requirements.
- October 26th Council Retreat. Presentation and discussion of proposed recommendations in Committee-of-the-Whole session.
- November 1 Council Meeting. Adopt motion with recommendations to the new Metropolitan King County Council and ordinance codifying Charter requirements.

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Orientation of New Members

Provide orientation for new Council members in early December by individual briefing and group program. Inform final candidates of schedule and general content immediately after primary. Involve representatives of the City of Seattle and the Suburban Cities Association in the discussion of the regional policy committees.

BACKGROUND -- EXPECTATIONS AND UNDERSTANDINGS (Except from First Draft Report to CTC, September 1993)**Summit I**

The initial summit conceptualized a countywide, intergovernmental planning and policy development process described in its report. Intergovernmental committees of county and city council members were to develop and/or review and recommend countywide policies and plans including the "comprehensive policy plan, transportation plan, transit plan, water quality plan and surface water management plan".

An attachment to the report grouped this planning work into 3 broad areas: comprehensive policies, transportation and water quality. Comprehensive policies spoke to most of the work subsequently covered by the Growth Management Act and the specific process developed to carry out its requirements. Transportation and water quality were defined broadly to include not only the mandated transit and water pollution control functions of Metro but other related areas such as roads and surface water management.

It was envisioned that work would begin on these 3 subject areas immediately and that subsequently other subject areas would be identified for regional planning through this kind of intergovernmental process. The area of health and human services was identified as the most likely one to be taken up next.

Summit II and the Charter Amendments

Summit II focussed more specifically on the consolidation of Metro and King County. The report recommends creation of 3 regional committees composed of 6 County Council members and 6 local elected officials appointed by local jurisdictions:

- The Regional Transit Committee;
- The Regional Water Quality Committee; and
- The Regional Policy Committee.

These committees are charged with developing, reviewing and recommending action to the County Council on regional plans and policies in their assigned areas.

The first two committees are named and described in ways which focus them on the specific Metro functional areas of transit and water pollution control as opposed to the broader description of transportation and water quality (including surface water management) in the initial Summit Report. Examples of the kinds of policies and plans to be assigned to first two committees include: long range transit and water quality plans and policies; financial and rate and fare setting policies; long range capital improvement plans; capital facilities siting policies; and, more particular service design and service allocation and extension policies.

The Regional Policy Committee is assigned Metro transition issues and other regional service areas including such areas as health and human services, criminal justice, siting of regional facilities and regional services financial policies. The Regional Policy Committee is clearly intended to deal with issues which arise in emerging regional planning areas while the other two committees focus on issues associated with the continuation and further development of plans and policies in two long established regional service areas. The joint membership of the regional committees is intended to provide a strong voice for local representatives in the development of regional policies affecting all citizens and communities throughout the county.

ARTICLE 2

THE LEGISLATIVE BRANCH

Section 270. Regional Committees.

270.10. Regional Committees.*

Three regional committees shall be established by ordinance to develop, recommend and review regional policies and plans for consideration by the metropolitan county council: one for transit, one for water quality and one for other regional policies and plans. (Ord. 10530, 8/24/92)

270.20. Composition of regional committees.

Each regional committee shall consist of twelve voting members. Six members shall be metropolitan county councilmembers appointed by the chair of the council, and shall include councilmembers from districts with unincorporated residents. The remaining six members of each committee except the water quality committee shall be local elected city officials appointed from and in proportion to the relative populations of: (i) the city with the largest population in the county and (ii) the other cities and towns in the county. Committee members from the city with the largest population in the county shall be appointed by the legislative authority of that city. Committee members from the other cities and towns in the county shall be appointed in a manner agreed to by and among those cities and towns representing a majority of the populations of such cities and towns, provided, however, that such cities and towns may appoint two representatives for each allocated committee membership, each with fractional (1/2) voting rights.

The special purpose districts providing sewer service in the county shall appoint two members to serve on the water quality committee in a manner agreed to by districts representing a majority of the population within the county served by such districts. The remaining four local government members of the water quality committee shall be appointed in the manner set forth above for other regional committees. Allocation of membership of each committee's members who are city and town representatives shall be adjusted January 1 of each even-numbered year beginning in 1996 based upon current census information or, if more recent, official state office of financial management population statistics.

In the event any areas are annexed pursuant to powers granted to metropolitan municipal corporations under state law, the populations of any cities and towns in such annexed areas shall be considered as if they were within the county for purposes in this section with regard to regional committee participation on policies and plans which would be effective in such annexed areas. (Ord. 10530, 8/24/92).

* This section will be effective January 1, 1994.

270.30 Powers and Duties.

Each regional committee shall develop, review and recommend ordinances and motions adopting, repealing, or amending county-wide policies and plans relating to the subject matter area for which a regional committee has been established. The regional policies committee may, by majority vote, request that the county council assign to the committee proposed policies and plans concerning other regional issues including but not limited to public health, human services, regional services financial policies, criminal justice and jails, and regional facilities siting.

The metropolitan county council shall assign each such proposed ordinance or motion to a regional committee for review. When a proposed policy or plan is referred to a regional committee for review, a time limit for such review shall be 120 days or such other time as is jointly established by the metropolitan county council and the committee, which shall be confirmed in the form of a motion by the metropolitan county council. If the committee fails to act upon the proposed policy or plan within the established time limit, the metropolitan county council may adopt the proposed policy or plan upon eight affirmative votes. The committee may request, by motion to the county council, additional time for review.

A proposed policy or plan recommended by a regional committee may be adopted, without amendment, by the metropolitan county council by seven affirmative votes. If the metropolitan county council votes prior to final passage thereof to amend a proposed policy or plan that has been reviewed or recommended by a regional committee, the proposed policy or plan, as amended, shall be referred back to the appropriate committee for further review and recommendation. The committee may concur in, dissent from, or recommend additional amendments to the policy or plan. After the regional committee has had the opportunity to review all metropolitan county council amendments, final action to adopt any proposed policy or plan which differs from the committee recommendation shall require eight affirmative votes of the metropolitan county council.

The council shall not call a special election to authorize the performance of an additional metropolitan municipal function under state law unless such additional function is recommended by a regional policy committee, notwithstanding the provisions of Section 230.50.10 of this charter. Such recommendation shall require an affirmative vote of at least two-thirds of the membership of each of: (1) metropolitan councilmembers of the committee; (2) members from the city with the largest population in the county; and (3) other city or town members of the committee. Nothing in this section prohibits the metropolitan county council from calling a special election on the authorization of the performance of one or more additional metropolitan functions after receiving a valid resolution adopted by city councils as permitted by RCW 35.58.100(1)(a) and RCW 35.58.100(1)(b), or a duly certified petition as permitted by RCW 35.58.100(2). (Ord. 10530, 8/24/92).

270.40 Invalidity-Development of Proposed Amendment.

If any provision of section 270 of this charter is declared invalid, the metropolitan county council shall initiate a process with representatives of cities and towns within the county to develop a proposed charter amendment providing for effective city, town, and unincorporated area participation in regional decisions. (Ord. 10530, 8/24/92).