

Excerpted from . . .

1987 KING COUNTY
CHARTER REVIEW COMMISSION
REGIONAL ISSUES AND RECOMMENDATIONS
(June 1988)

King County Charter Review Commission
Regional Issues Committee
Dale Ramerman, Chair
Tim Edwards
Sue Kernan
Lonnie McLean
Constance Rice
Winifred Sargent

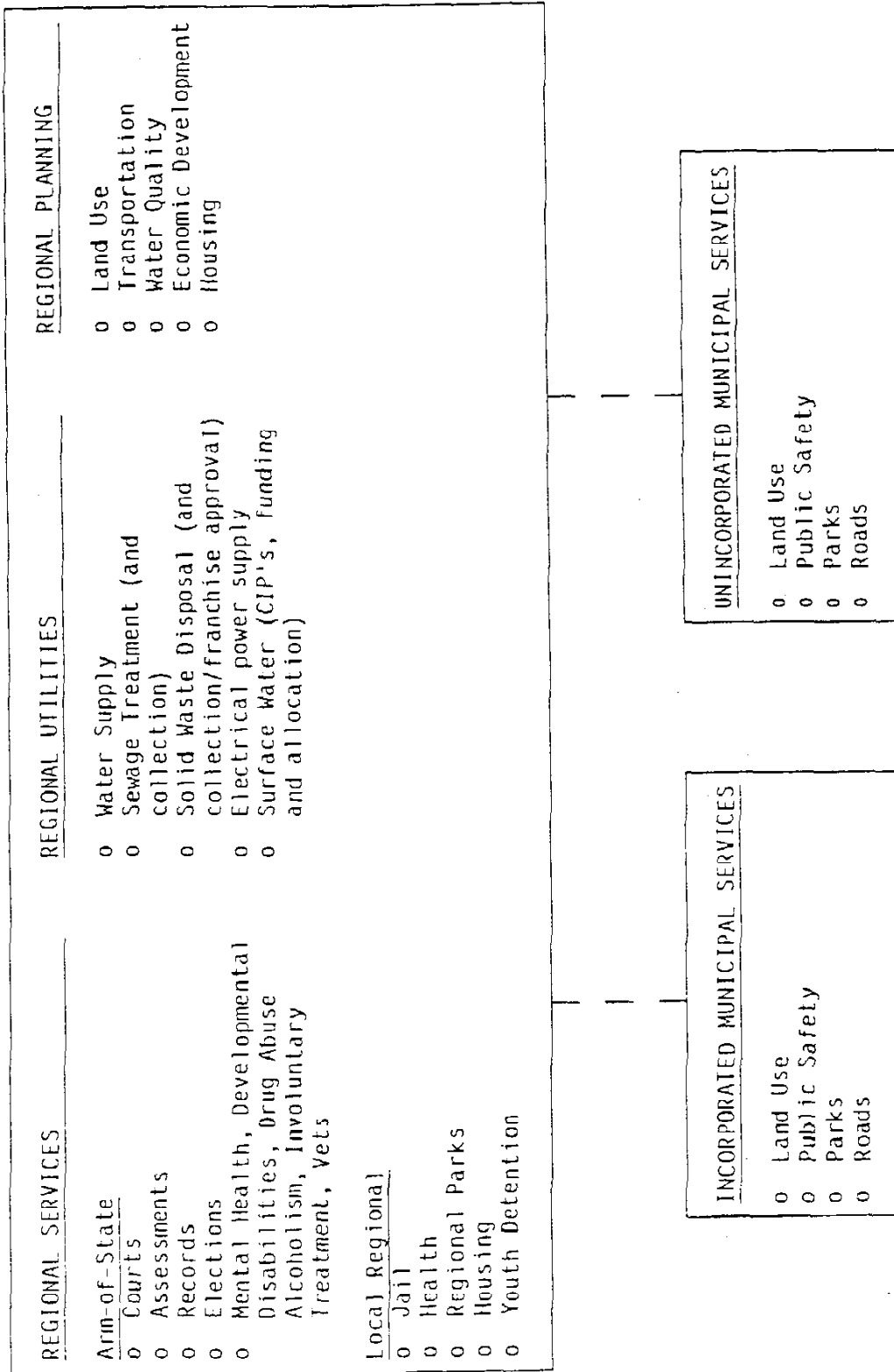
Staff: Donna Gordon, Program Analyst
King County Executive's Office

TABLE 1: CATEGORIES OF KING COUNTY SERVICES

There are many ways in which to categorize King County's large and complex array of services. This listing of the County's services is divided into three categories: (1) Direct regional; (2) functionally regional, and (3) unincorporated area municipal services. Those services which are locally implemented by the County on behalf of the State (the County's arm-of-the-State role) are noted with an asterisk (*). Those services which the County provides by its own as opposed to mandated to do so are printed in italics. Those services which exist specifically because of voter approval are noted by the letter "V". Those services which have a strong intergovernmental aspect such as contractual agreements or funding are noted by (IG).

<u>DIRECT REGIONAL</u>	<u>FUNCTIONALLY REGIONAL SERVICES</u>	<u>UNINCORPORATED AREA (MUNICIPAL) SERVICES</u>
<p><u>Direct regional services</u> are those services which the County provides on a countywide basis without regard to jurisdictions. It should be noted that for the most part, these services have not been part of the regional services and governance issues debate.</p> <ul style="list-style-type: none"> *Records *Elections *Assessments *Superior Court *Judicial Administration *Prosecutor *Adult Detention (felons) *Juvenile Detention <p>Public Safety</p> <ul style="list-style-type: none"> -*Civil Warrants -*Criminal Warrants -Automated Fingerprint Identification System (IG) (V) -*Emergency Service Coordination -Search and Rescue *Mental Health *Developmental Disabilities *Involuntary Treatment *Alcoholism and Substance Abuse (IG) *Veterans Assistance *Boundary Review Board Regional Parks and Pools Stadium (V) *Medical Examiner *Vital Statistics Harborview Hospital County Fair *Treasurer Emergency Medical Services (IG) Women's Programs Arts Program *Licensing (auto, marriage) Airport *Cooperative Extension Flood Control 	<p><u>Functionally regional services</u> are those services which are the responsibility of the individual city or county to provide (municipal services), but which are provided by the county on a countywide basis (or balance of the county outside Seattle) through contracts or interlocal agreements with cities, Metro, the Puget Sound Council of Governments and other entities. It should be noted that it is this category of services which has received the greatest attention in current discussions of regional service provision and governance.</p> <ul style="list-style-type: none"> Solid Waste Disposal (IG) Surface Water (IG) Land Use Planning (by PSCOG) (IG) Transportation Planning (by PSCOG) (IG) Animal Control (IG) Senior Centers Youth Service Bureaus *Public Health (IG) Adult Detention (pretrial) (IG) Public Safety (IG) -Marine Patrol -K-9, SWAT -Criminal Investigation District Court (municipal cases) (IG) Public Defense Housing and Community Development Block Grant Consortium Groundwater protection (IG) Economic Development (IG) Job Training (IG) 	<p><u>Unincorporated area (municipal) services</u> are those basic public services which the County provides in unincorporated areas similar to the basic public services which cities provide in incorporated areas. A county can provide (but may not choose to do so) almost all of the municipal services a city can provide. In King County's case, fire suppression, sewage collections, and water supply are provided by special districts. The County has responsibility for solid waste disposal, but no responsibility or authority for solid waste collection.</p> <p>It should be noted that most of the County/city issues in this category of services are over (1) differences in service levels or standards between the cities and the County, and (2) use of one jurisdiction's services by residents of another jurisdiction. For a more complete listing of County municipal service responsibilities, also include the listing of functionally regional services.</p> <ul style="list-style-type: none"> Public Safety Public Defense (county cases) Prosecutor (county cases) Roads Land Use Controls Neighborhood Parks Fire Code Historic Preservation Farmlands Preservation Licensing (County)

EXTREME TWO-TIER



MODIFIED TWO-TIER

REGIONAL SERVICES	REGIONAL UTILITIES	UNINCORPORATED MUNICIPAL SERVICES
<ul style="list-style-type: none"> o Arm-of-State o Courts o Assessments o Records o Elections o Mental Health, Developmental Disabilities, Drug Abuse o Alcoholism, Involuntary Treatment, Vets 	<ul style="list-style-type: none"> o Water Supply o Sewage Treatment (and collection) o Solid Waste Disposal (and collection/franchise approval) o Electrical power supply o Surface Water (CIP's, funding and allocation) 	<ul style="list-style-type: none"> o Land Use o Public Safety o Parks o Roads o Water o Sewer
<ul style="list-style-type: none"> o Local Regional o Jail o Health o Regional Parks o Housing o Youth Detention 	<p><u>REGIONAL PLANNING</u></p> <ul style="list-style-type: none"> o Land Use o Transportation o Water Quality o Economic Development o Housing 	

INCORPORATED MUNICIPAL SERVICES
<ul style="list-style-type: none"> o Land Use o Public Safety o Parks o Roads

TWO WAY REGIONAL SPLIT

CHART 2

REGIONAL UTILITIES	REGIONAL PLANNING
<ul style="list-style-type: none"> o Water Supply o Sewage Treatment (and collection) o Solid Waste Disposal (and collection/franchise approval) o Electrical power supply o Surface Water (CIP's, funding and allocation) 	<ul style="list-style-type: none"> o Land Use o Transportation o Water Quality o Economic Development o Housing

member?

PORT

REGIONAL SERVICES	UNINCORPORATED MUNICIPAL SERVICE
<ul style="list-style-type: none"> o Arm-of-State Courts o Assessments o Records o Elections o Mental Health, Developmental Disabilities, Drug Abuse Alcoholism, Involuntary Treatment, Vets o Local Regional Jail o Health o Regional Parks o Housing o Youth Detention 	<ul style="list-style-type: none"> o Land Use o Public Safety o Parks o Roads

INCORPORATED MUNICIPAL SERVICES
<ul style="list-style-type: none"> o Land Use o Public Safety o Parks o Roads

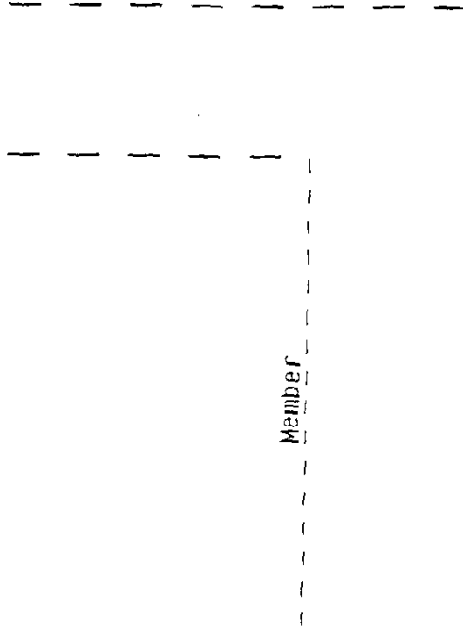
REGIONAL UTILITIES
<input type="checkbox"/> Water Supply
<input type="checkbox"/> Sewage Treatment (and collection)
<input type="checkbox"/> Solid Waste Disposal (and collection/franchise approval)
<input type="checkbox"/> Electrical power supply
<input type="checkbox"/> Surface Water (CIP's, funding and allocation)

member
imposes regional plans

REGIONAL PLANNING
<input type="checkbox"/> Land Use
<input type="checkbox"/> Transportation
<input type="checkbox"/> Water Quality
<input type="checkbox"/> Economic Development
<input type="checkbox"/> Housing

member?

PORT



REGIONAL SERVICES
<u>Arm-of-State</u>
<input type="checkbox"/> Courts
<input type="checkbox"/> Assessments
<input type="checkbox"/> Records
<input type="checkbox"/> Elections
<input type="checkbox"/> Mental Health, Developmental Disabilities, Drug Abuse
<input type="checkbox"/> Alcoholism, Involuntary Treatment, Vets
<u>Local Regional</u>
<input type="checkbox"/> Jail
<input type="checkbox"/> Health
<input type="checkbox"/> Regional Parks
<input type="checkbox"/> Housing
<input type="checkbox"/> Youth Detention
<u>UNINCORPORATED MUNICIPAL SERVICE</u>
<input type="checkbox"/> Land Use
<input type="checkbox"/> Public Safety
<input type="checkbox"/> Parks
<input type="checkbox"/> Roads

INCORPORATED MUNICIPAL SERVICES
<input type="checkbox"/> Land Use
<input type="checkbox"/> Public Safety
<input type="checkbox"/> Parks
<input type="checkbox"/> Roads

CHART 4

MULTI-LAYER SPLIT

COURTY CITIES SPECIAL PURPOSE GOVTS/AUTHORITIES OTHER ENTITIES

<p>COURTY - REGIONAL ARM OF THE STATE</p> <ul style="list-style-type: none"> o Courts o Assessor o Records o Elections o Mental Health, Developmental Disabilities, Drug Abuse/Alcoholism, Involuntary Treatment, Veterans <p>COURTY - OTHER REGIONAL</p> <ul style="list-style-type: none"> o Airport o Stadium o Public Safety - AFIS, SWAT Search/Rescue o Regional Parks and Pools 	<p>PUCET SOUND AIR POLLUTION CONTROL BOARD</p> <ul style="list-style-type: none"> o Air Quality <p>METRO</p> <ul style="list-style-type: none"> o Water Quality/Sewage Treatment o Public Transportation <p>PORT OF SEATTLE</p> <ul style="list-style-type: none"> o Airport o Harbor o Economic Development 	<p>PUGET SOUND COUNCIL OF GOVERNMENTS</p> <ul style="list-style-type: none"> o Comp. Land Use Planning o Comp. Transportation Planning o Regional Data Base o Forum <p>PRIVATE INDUSTRY COUNCIL</p> <ul style="list-style-type: none"> o Job Training <p>SEATTLE-KING COUNTY ECONOMIC DEVELOPMENT COUNCIL</p> <ul style="list-style-type: none"> o Economic Development
<p>COURTY - FUNCTIONALLY REGIONAL</p> <ul style="list-style-type: none"> o Jail o Health o Water Supply (Seattle) o Electrical Supply (Seattle) o Surface Water o Solid Waste o District Court 	<p>WATER DISTRICTS</p> <p>FIRE DISTRICTS</p> <p>LIBRARY DISTRICTS</p> <p>HOSPITAL DISTRICTS</p> <p>PARKS AND RECREATION</p> <p>HOUSING AUTHORITIES</p>	
<p>COURTY - UNINCORPORATED AREA MUNICIPAL</p> <ul style="list-style-type: none"> o Land Use o Public Safety o Parks o Roads o Sewage Collection o Water Distribution o Library (Seattle, some cities) o Economic Development (some cities) 		

REGIONAL SERVICES

FUNCTIONALLY REGIONAL SERVICES

MUNICIPAL SERVICES

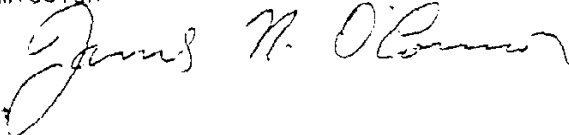
APPENDIX A:

May 9, 1988

To: Charter Review Commission

From: James N. O'Connor

Re: Regional Government



To follow up on my comments to the Charter Review Commission on May 3rd, I am enclosing proposed revisions to Article 2 (Legislative Branch), Sections 210-24, replacing current Sections 210-220.40, of the Charter. Although some additional revisions are necessary to implement my proposal, Article 2 is primarily affected. In summary, the proposed revisions would facilitate effective policy making for matters of regional concern by:

1. Creating a policy making body with a county-wide orientation;
2. Having that body of a size conducive to collaborative decision making, with opportunity for a variety of points of view to be expressed;
3. Providing that body with the time and support to be well-informed concerning the matters it should decide; and
4. Assuring that the regional policy making body is responsive to the electorate, consistent with general principles of democratic government.

ARTICLE 2

THE LEGISLATIVE BRANCH

Section 210. Composition.

The legislative branch shall be composed of the metropolitan council and the local council, which shall together constitute the county council. Except as otherwise provided by this charter, each body shall have the sole legislative authority for those matters within its purview.

Section 220. The Metropolitan Council

220.10. Composition and Terms of Office.

The metropolitan council shall consist of seven members, who shall be nominated and elected at large and by position. The term of each council member, following the period of transition, shall be four years.

220.11. Powers

The metropolitan council shall be the policy determining body of the county for those matters of county-wide concern specifically set forth in this section, and shall have all legislative powers of the county directly related thereto. Those matters which are within the scope of authority of the metropolitan council are:

County-wide comprehensive planning and growth management, which shall provide guidelines for the development of community and functional plans for all areas of the county;

Mass transportation;

Arterial road construction and maintenance;

Except to the extent that the following activities are within the jurisdiction of other units of government:

Sewage transport, treatment and disposal;

Solid waste transportation and disposal; and

Domestic water supply and distribution;

Acquisition, development and maintenance of regional facilities, which includes those intended to serve primarily persons residing throughout the county;

Establishing the compensation to be paid to all county employees, and providing for the reimbursement of expenses;

Filling vacancies in county-wide elective offices; and

Any additional functions required by the constitution and general laws of the state to be exercised by the legislative body of the county, when those functions directly affect the citizens of the entire county (rather than the citizens residing within one or more defined areas or districts of the county).

Section 221. The Local Council.

221.10. Composition and Terms of Office.

The local council shall consist of nine members. The unincorporated area of the county shall be divided into nine districts, and one council member shall be nominated and elected by the voters of each district. The term of each council member, following the period of transition, shall be four years.

221.11. Powers.

The local council shall be the policy determining body of the county for all matters not within the scope of authority of the metropolitan council, and shall have all legislative powers of the county related thereto.

Section 222. Operation.

Each body of the county council shall exercise its legislative power by the adoption and enactment of ordinances. Except as otherwise provided herein, each body shall have the power to establish, abolish, combine and divide administrative offices and executive departments related to its respective authority, and to establish their powers and responsibilities; shall adopt by ordinance plans for the present and future development of the county; shall have the power to conduct public hearings . . . etc., as in existing Section 220.30)

Section 223. Organization.

Each body of the county council . . . (etc., as in Section 220.30)

New Section 224. Rules of Procedure.

Each body of the county council . . . (etc., as in Section 220.40)

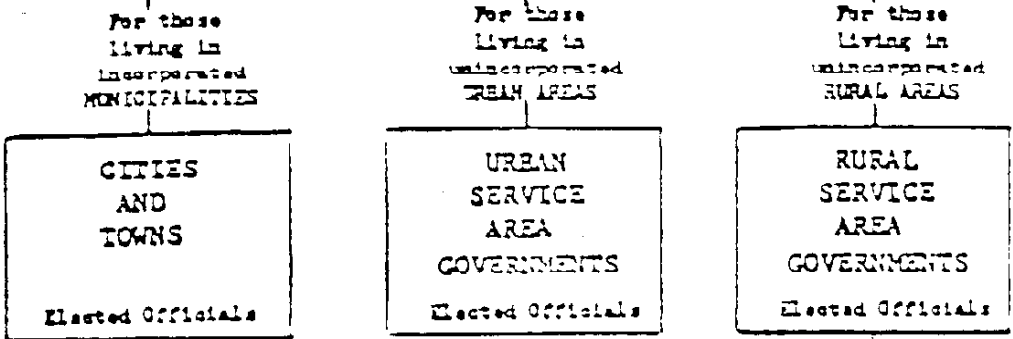
Notes: No changes are necessary in the remaining sections of Article 2.

I believe it is appropriate for the annual budget to be reviewed together with the capital budget, by both the metropolitan council and local council, with the approval of both bodies required for passage. Other appropriation ordinance, with some limitation, should be acted on by the legislative body within whose authority the subject matter lies.

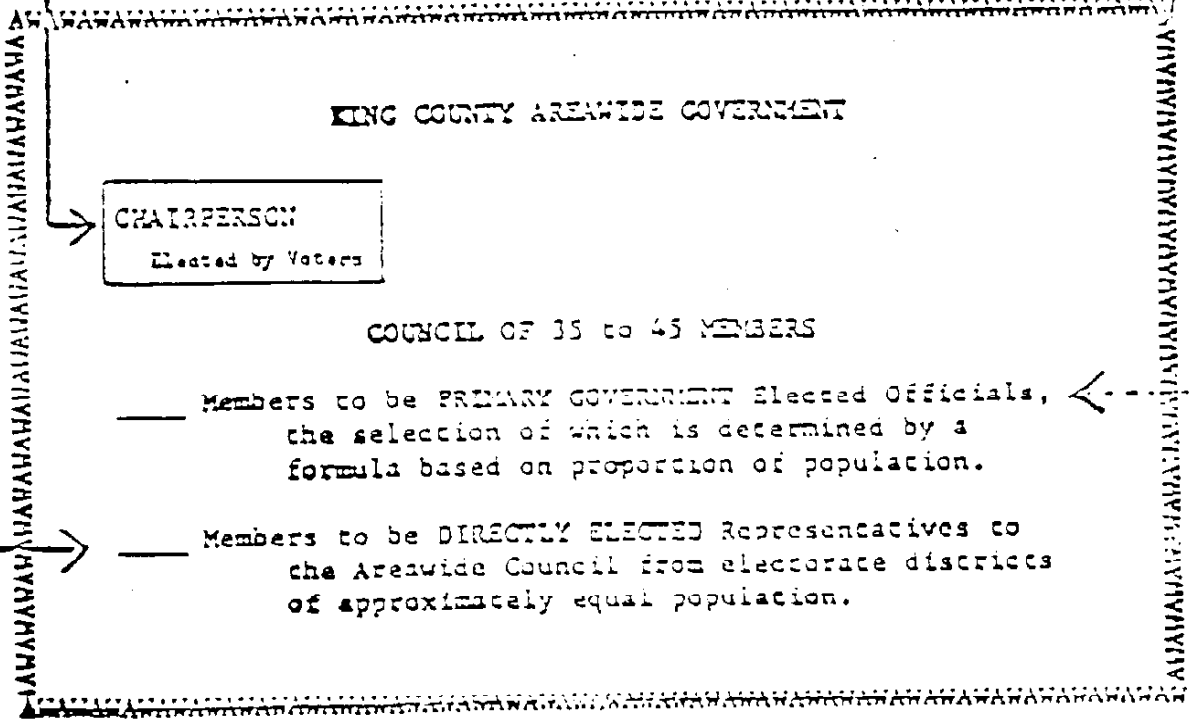
TWO-TIER GOVERNMENT FOR KING COUNTY

VOTERS VOTERS VOTERS VOTERS

1st Tier
LOCAL GOVERNMENT
General purpose, performing LOCAL functions



2nd Tier
AREAWIDE GOVERNMENT
Assigned areawide functions



CHIEF ADMINISTRATIVE OFFICER
Appointed by Council

Some King County government functions to be performed by areawide government, others by service area governments.
Municipality of Metropolitan Seattle functions to be performed by the areawide government.
Some special district functions would probably be performed by urban service area and rural service area governments.

APPENDIX B:
CHRONOLOGY OF GOVERNMENTAL REORGANIZATION/REGIONAL MANAGEMENT EFFORTS
IN KING COUNTY, WASHINGTON
(June 1988)

The purpose of this chronology is to list the major events and achievements of local governments in King County, Washington, which concern government reorganization, and management of regional problems. This list is updated similar list developed by the 1977 Charter Review Committee. Future groups addressing regional service delivery and governance issues are encouraged to add to this list.

- 1948 Amendment 21, Washington State Constitution, permitting home rule for counties.
- Amendment 23, Washington State Constitution, permitting county-city consolidation.
- 1952 Proposed King County Charter (manager form) failed by a 2 to 1 majority.
- 1957 Puget Sound Government Conference established by King, Pierce, Snohomish and Kitsap Counties.
- 1957 State enabling legislation passed to allow metropolitan municipal corporations.
- March
1958 Metro election to establish three of the six functions countywide failed.
- September
1958 Metro election proposal was changed to one function, sewage disposal, and the boundaries of the district were reduced. Approved by a majority of those voting in the central city and those outside Seattle.
- 1962 Washington State Legislature established 82 member Citizens' Advisory Committee which recommended "limited metro government".
- 1966 Committee to Modernize County Government was formed and petitions were circulated to request a Freeholder election. Failed on a legal challenge of definition of general election and to the adequacy of the number of petition signatures.
- 1967 King County Commissioners authorize Freeholder's primary and general elections. 15 King County Freeholders elected.
- February
1968 Forward Thrust countywide bond issues for parks, stadium, and highways passed. \$385 million Metro Public Transit Bonds failed.
- November
1968 Proposed King County Charter (executive/9 councilmembers) received over 80% voter approval.
- 1970 Proposed \$440 million Metro Public Transit Bonds failed.

- 1971 Washington State Legislature amended Metro's enabling legislation to permit metros in Class AA counties the authority to levy a .3% sales tax, with a major voter approval, for public transportation in lieu of household tax.
- The Legislature also extended the boundaries of Metro to be conterminous with King County. Enabling amendments also allowed for the adjustment of the size of the Metro Council from 21 to 36.
- June 1971 The next meeting of the enlarged Metro Council canceled the 25% sewage treatment surcharge for those areas which had been outside of the original Metro boundaries.
- August 1971 The first King County Charter Review Committee recommended the King County/Metro merger in principle.
- 1972 King County voters authorized the levying of the .3% sales tax countywide and Metro Transit was established.
- 1972 Seattle conducted a study of fiscal and program relationships between King County and Seattle as basis for possible consolidation of some services. No formal report was issued.
- November 1972 Amendment 58 to the Washington State Constitution to revise the County-City home rule amendment to allow a city/county not to be constitutionally restricted from including a graduated income tax in a proposed charter was approved by State voters.
- 1973 Washington State Legislature authorized MVET (Motor Vehicle Excise Tax) on a dollar for dollar match against a household or transit tax. Metro was authorized by the Legislature to issue General Obligation Bonds for public transit provided no bonds secured by the MVET could mature later than June 30, 1981.
- 1973 County established the Emergency Medical Services Program (Ord. 1596) to develop a program similar to Seattle's throughout the balance of the county.
- 1973 Seattle 2000 was established to develop goals for Seattle through the year 2000.
- 1974 The Seattle 1972 fiscal study was updated and included in a draft report referred to as the Consolidation Study. The study concluded that both Seattle and King County contribute, directly and indirectly, more to each other's revenues than they consume of each other's services.
- March 1974 Seattle Freeholders elected to write a new Seattle Charter
- November-December, 1974 RIBCO: The Growth Issue Report
 Part I Water Resources Report
 Part II Environmental Management for Metropolitan Area Cedar-Green River Basins, Washington
 Part III Water Quality Report
 Part IV Solid Waste Report

October 1974 Ad Hoc Committee report on Representation Alternatives in King County.

1975 King County completed the Fiscal Management Study which concluded that overall, rough equity existed between unincorporated and incorporated areas in terms of revenues generated and the value of services received.

January 1975 Washington State Attorney General's opinion on Amendment 58 for Clark County.

February 1975 Metropolitan Study Commission issued its final report.

1975 Attempt by local elected officials to receive a national Academy of Public Administration grant for the study of reorganization of government failed, primarily because of lack of consensus in the community on the need for the study.

November 1975 Proposed Seattle City Charter failed.

1976 County Council staff complete the Subcounty Service Areas Feasibility Study.

1976 City of Seattle completes the Seattle organization Study. (unpublished)

February 1976 Metro/King County merger discussion paper circulated for review and comment by Ad Hoc Committee of elected officials in King County. Comments requested by March 1976.

April 1976 Letter from County Executive John Spellman to King County Subregional Council Chairwoman Phyllis Lamphere requesting the Ad Hoc groups of elected officials study the King County merger.

May 1976 Chairwoman Lamphere wrote a memo recommending the study and the County Subregional Council agreed to study the issue on May 13, 1976.

October 1976 King County Subregional Council (KSRC) issued report. After discussion at the November 1976 meeting of the KSRC, the report was signed by KSRC Chairwoman Lamphere and Auburn Mayor Stan Kersey, Chairman of the Subcommittee on Organization for Charter Review Committee.

December 1976 Twenty-member King County Charter Review Committee was appointed by King County Executive John Spellman.

January 1977 Senate Bill 2430 submitted to enable King County/Metro reorganization. Amended Substitute Senate Bill 24530 passed the House and Senate on June 7, 1977 and signed into law by Governor Ray effective after July 1, 1978.

1977 Puget Sound Governmental Conference is reorganized with four autonomous subregional councils and renamed Puget Sound Council of Governments.

July 1977 King County Charter Review Committee issues two reports: #1 includes recommendation to Charter under existing County government organization, and #2 recommends functional merger of King County and Metro and includes Charter amendments to accomplish this.

March 1978 King County establishes Citizens Advisory Committee for United Countywide Government to review merger proposal.

July 1978 Citizens Advisory Committee for United Countywide Government recommends merger of King County and Metro.

1979 King County's 1975 Fiscal Management Study is updated. The unpublished 1979 Fiscal Equity of County Services Study concluded that there continued to be rough, unplanned fiscal equity between the cities and the County.

November 1979 King County/Metro merger on ballot but fails by a vote of nearly 2 to 1.

November 1979 Voters approved a countywide six-year regular property tax levy for support of emergency medical services.

November 1981 Voters approved special telephone excise tax to support a countywide single number emergency telephone number system (Enhanced 911) after fifteen years' study and negotiation among the County, cities and fire districts. Seattle and Mercer Island had the only 911 systems prior to this time.

1983 Legislature establishes 21-member Puget Sound Water Quality Authority. Members appointed by Governor.

1983 King Subregional Council is asked by County Executive Randy Revelle and Suburban Cities Association to study fiscal equity issue. Assigned to Organization Committee. Technical staff committee established for detailed work.

1984 Puget Sound Water Quality Authority issues report recommending long range study and management solutions.

1984 King Subregional Council approves Countywide Cost of Services Study which, for the first time, articulates in writing the county's and cities' positions on fiscal equity. No resolution.

May 1985 State Legislature establishes reorganized 7-member Puget Sound Water Quality Authority.

1985 State Legislature established the 21-member Local Governance Study Commission to study the development and problems of local government organization and to make recommendations for improvements.

1985 King County 1985 Comprehensive Land Use Plan adopted after ten years' work.

November 1985 Voters reapproved countywide six-year property tax levy for emergency medical services.

November 1985 \$40 million countywide bond issue for the Woodland Park Zoo received voter approval, but generated ill will between suburban cities, King County and Seattle over suburban city participation in regional bond issue decisions.

January 1986 King County surface water management utility established effective January 1, 1987.

July 1986 Puget Sound Water Quality Authority issues State of the Sound report.

August 1986 King Subregional Council appoints Ad Hoc Committee on Financing Regional Services to review 1984 Cost of Countywide Services and negotiate resolutions to outstanding issues.

January 1987 Puget Sound Water Quality Authority issues Puget Sound Water Quality Management Plan which includes making counties lead agencies in the development of basin-wide surface water management plans.

April 1987 King Subregional Council completes the Funding Regional Services Study without much success in resolving outstanding issues.

February 1987 King County 2000 Organization established to develop list of regional capital priorities and make recommendations and to study regional governance issues.

April 1987 Fifteen-member King County Charter Review Committee appointed by Executive Tim Hill.

May 1987 King County 2000 Organization issues report and recommendations for public review and comment.

September 1987 King County 2000 Implementation Committee recommends formation of regional capital projects review committee, reorganization of Metro Council, and continuation of governance study.

1987 Municipal League issues draft report of Transportation Task Force which recommends a two-tier government organization at least for transportation planning.

1987 Puget Sound Water Pollution Control Authority issues report and recommendations, making counties the lead agency in development basin-wide surface water management plans.

1987 Bond issue for Harborview Hospital improvements proposed. Seattle Mayor Royer requests addition of Pacific Medical Hospital improvements. Suburban cities request addition of health district office improvements.

- September 1987 Local Governance Study Commission issues a series of reports and recommendations which are introduced as bills in the 1988 Legislative Session.
- January-March 1988 Legislature considers several proposals to reorganize the Metro Council, but all fail. House Bill 85 proposed that the Metro Council include the county executive and council and elected members for each of the council districts. Senate Bill 5006 proposed a directly elected 35-member Metro Council. House Bill 1726 proposed to reduce the size of the Metro Council to 21, with 9 directly elected from county council districts and the balance county and city elected officials.
- Local Governance Study Commission bills fail in Legislative Session. House Bill 1631 proposed to implement amendments to the State Constitution (by HJR 4227) establishing and requiring local government service agreement between local governments. House Bill 1632 proposed to implement amendments to the State Constitution (by HJR 4227) to create elected freeholders to review and place on the ballot proposals for reorganizing local government. Substitute House Joint Resolution proposed to amend the State Constitution to provide for model county home rule charters which may be place on the ballot without the freeholder process.
- January 1988 County Councilmember Paul Barden issues first proposal to merger Metro and King County under King County's existing governmental structure.
- March 1988 County Councilmember Paul Barden issues revised proposal to reorganize Metro and King County under a new County government with an expanded 17-member County Council.
- June 1988 King County establishes the Regional Capital Review Committee to review regional capital bond proposals. Members: County Executive and 2 Council, Seattle Mayor and 1 Council, 2 suburban city representatives, and 4 citizens.
- June 1988 1987 Charter Review Commission issues final reports and recommendation including recommendation that King County and Metro be governed by a single, directly elected governing body--specifically 13-member Council.

DG\88