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February 23, 2015

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Sponsor: \_\_\_\_\_

Proposed No.: 2015-0041.2

1 **AMENDMENT TO PROPOSED MOTION 2015-0041, VERSION 2**

2 Delete Attachment A, King County Metro Transit, Service Guidelines Task Force  
3 Work Plan, dated February 11, 2015, and insert Attachment A, King County  
4 Metro Transit, Service Guidelines Task Force Work Plan, dated February 23,  
5 2015.

6

7 **EFFECT:**

8 Clarifies that the 50%-Productivity, 25%-Social Equity and 25%-  
9 Geographic Value policy basis for setting service target levels is a foundation  
10 for the Task Force and not a subject of their recommendations and addresses  
11 task force work plan items.

## **King County Metro Transit**

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### **Service Guidelines Task Force Work Plan**

*A regional stakeholder transit Task Force charged with reviewing and making recommendations regarding service types, geographic value and social equity, as well as financial policies for purchase of additional services and alternatives services implementation.*

**February 23, 2015**

***Prepared for:***  
**King County Council**

***Prepared by:***



**King County**  
**METRO**

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## Introduction

Ordinance 17941, which adopted the 2015/2016 King County Biennial Budget included proviso (P1), stating:

*Of this appropriation \$1,000,000 may not be encumbered until the executive transmits a motion establishing a regional stakeholder transit Task Force and adopting a detailed Task Force work plan and the motion is passed by the council. The motion shall reference the subject matter, the proviso's ordinance, ordinance section and proviso number in both the title and body of the motion.*

*A. The work plan shall provide for convening a Task Force by March 31, 2015 that is charged with reviewing and making recommendations regarding:*

- 1. How transit service performance is measured as specified in the Metro Service Guidelines to reflect the varied purposes of different types of transit service;*
- 2. Approaches to evaluating how the goal of geographic value is included in the Metro Service Guidelines, including minimum service standards;*
- 3. Approaches to evaluating how the goal of social equity is included in the Metro Service Guidelines;*
- 4. Outline financial policies for purchase of additional services within a municipality or among multiple municipalities;*
- 5. Outline guidelines for alternative services implementation; and*

*B. The work plan shall reflect integration with long range transit system planning and reflect corridor analyses including of Sound Transit corridors as well as Metro Transit System corridors.*

*C. The work plan shall include a scope of work, tasks, schedule, milestones, budget, Task Force membership criteria and the creation of an interbranch working group to support the Task Force process.*

*The executive must file the work plan and motion approving it by January 14, 2015, in the form of a paper original and an electronic copy with the clerk of the council, who shall retain the original and provide an electronic copy to all councilmembers, the council chief of staff, the policy staff director and the lead staff for the regional transit committee and the transportation, economy and environment committee, or its successor.*

This work plan addresses the requirements of Proviso 1 from Section 113 of Ordinance 17941.

## Scope of Work

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This section outlines the scope of work, including project background and the objectives of the Task Force.

### Background

In 2009, in response to Metro's ongoing financial challenges and the increasing regional interest in improving efficiency of the system, the first Regional Transit Task Force (RTTF) was convened. The work of the award-winning Task Force was the foundation for the adopted Strategic Plan for Public Transportation, 2011-2021 and King County Metro Service Guidelines that are in place today.

The RTTF called for transparent, performance-based guidelines emphasizing productivity, social equity, and geographic value. To this end, the Service Guidelines list 64 transit activity centers, 17 regional growth centers, and four manufacturing/industrial centers, that are distributed throughout King County and are connected by transit corridors. Target service levels on these transit corridors are identified through a scoring system, with points assigned as follows:

- 50 percent of points are based on household, job, and college student proximity to the corridor;
- 25 percent of points are based on the share of boardings in census tracts with higher than average low-income and minority populations; and
- 25 percent of the points are awarded for corridors that are the primary connections between centers.

Analysis of total points scored establishes an initial service level in one of six service families a corridor belongs in: very frequent, frequent, local, hourly, peak, or alternative service. The results of this analysis inform investment and reduction priorities for specific routes, which also take into account the actual performance of each route.

In the three years since these planning documents were adopted, Metro has completed four Service Guidelines Reports and adjusted service ten times. The County also updated the Service Guidelines in 2013. Building on the lessons of the past three years, further refinements to the Guidelines could help to ensure that future transit investments reflect the intent of the RTTF's policy guidance. The Service Guidelines Task Force that will be convened starting early in 2015 will use the solid foundation developed in the 2009 effort to further analyze how transit service is allocated and measured across the region. The success of the RTTF was, in part, due to the tremendous collaboration by King County, partner cities, regional decision makers, and diverse stakeholders. This same approach will help to develop recommendations that improve the regional transit system.

The Service Guidelines are a living document that will evolve over time, and after three years of their use, now is an opportune time to evaluate them in advance of the next update to the Strategic Plan and Service Guidelines, scheduled for 2015.

### Objectives of the Service Guidelines Task Force

The Task Force will consider the varied purposes and performance characteristics of different types of transit service, which could include definitions of types of service beyond the market based service types (Seattle core versus non-Seattle core) that are currently in the guidelines. Given the policy basis for setting target service levels of 50 percent productivity, 25 percent social equity and 25 percent geographic value, the Task Force will review how the geographic value and social equity standards have been incorporated into the adopted guidelines. The Task Force will build upon existing work completed for the Community Mobility Contracts (CMC)

program to outline financial policies for the purchase of additional services within a municipality or among multiple municipalities. The Task Force will also build upon work completed for the Alternative Services Program to outline guidelines for alternative services implementation. The discussion of alternative services will be incorporated into the discussion on service types, social equity, and geographic value.

Given the robust nature of the above discussion topics, Metro would like to provide clarity about the Task Force process. Metro recommends that the discussion focus on the following aspects (see the Proposed Schedule on page 11 for the order that these topics would be presented to the Task Force):

1. **Transit service types:** The proviso asks Metro to review and make recommendations on “how transit service performance is measured as specified in the Metro Service Guidelines to reflect the varied purposes of different types of transit service.”

**Definition:** In 2010, the RTTF recommended that Metro create and adopt a new set of performance measures by service type. As Metro developed the Service Guidelines, Metro identified two types of service, based on the market served – those that serve the Seattle core (downtown Seattle, First Hill, Capitol Hill, South Lake Union, the University District or Uptown) and those that do not serve the Seattle core. Metro evaluates performance by service type and by whether the service operates all-day or during peak-periods. In addition, Metro is currently following policies updated in 2013 by incorporating alternative services more fully into performance measurement and evaluating these services separately. As noted in the American Public Transportation Association (APTA) peer review of Metro Transit, “Metro could continue to evaluate opportunities to revise the service guidelines to compare service productivity by service type as this enables a more appropriate analysis of service.”

With Task Force guidance, Metro could introduce a different or expanded way of defining service types beyond services that do or do not serve the Seattle core. Different types of fixed route transit services serve different purposes depending on the transportation needs of an area, land use characteristics, density of population and trip-generating attractions. Transit that serves these different purposes could be held to different productivity standards.

**Task Force work:** The Task Force will review and consider the transit service types that are currently included in the guidelines and make recommendations on potential additional service types, performance measures, (and how to serve different areas of the county, considering and analyzing prior service change decisions. For each suggested service type, including alternative services, the Task Force will review potential performance measures, such as crowding standards, rides per hour (platform and revenue), costs per trip, et al, and may recommend modifications to achieve desired outcomes that could be incorporated into the service guidelines. Within the context of the policy basis for setting target service levels of 50 percent productivity, 25 percent social equity and 25 percent geographic value, the Task Force shall discuss the tensions between productivity, geographic value and social equity, and consider the trade-offs of different performance measures for different types of service. Desired outcomes shall address the appropriate balance between meeting these different goals in service allocation.

2. **Geographic value:** The proviso asks Metro to review and make recommendations on “approaches to evaluating how the goal of geographic value is included in the Metro Service Guidelines, including minimum service standards.”

**Definition:** In 2010, the RTTF recommended that the policy guidance for making service reduction and service growth decisions should be based on three principles, one of which is to provide geographic value throughout the county. According to the RTTF, service allocation decisions (for both reductions and growth) must be perceived as “fair” throughout the county and should be represented by three elements – balancing access with productivity, tax equity, and economic vitality. As Metro developed the service guidelines, Metro identified 64 Transit Activity Centers that are distributed throughout King County and include major destinations and transit attractions, such as large employment sites, significant healthcare institutions and major social service agencies.

These Transit Activity Centers, taken together with the 17 regional growth centers and four manufacturing/industrial centers, represent activity nodes throughout King County that form the basis for an interconnected transit network throughout the urban growth area of King County. Metro identifies primary connections between centers as warranting a higher level of service – these connections are the predominant transit connections between centers, based on a combination of ridership and travel time.

The guidelines also incorporate geographic value by classifying routes by market served – Seattle core and non-Seattle core – as described in the social equity section above. This classification allows us to compare similar routes when assessing productivity. Routes that serve the Seattle core are expected to perform at a higher level because their market potential is greater than routes serving other parts of King County.

With Task Force guidance, Metro could look at how geographic value is represented in the transit system, including potential introduction of minimum service levels on the primary connections between centers to ensure that the more dispersed transit activity centers are connected at usable service levels to the main destinations that people travel. Metro could also examine whether the function that park-and-rides play in providing access to the transit network is adequately reflected in the guidelines.

**Task Force work:** In reviewing the geographic value standards and performance measures, the Task Force will consider and make recommendations on minimum levels of service established by the service guidelines or added through future Long Range Planning efforts, including as they affect local jurisdictions and unincorporated areas. The Task Force will also consider and make recommendations on the role of park-and-rides in providing geographic value. Within the context of the policy basis for setting target service levels of 50 percent productivity, 25 percent social equity and 25 percent geographic value, the Task Force shall discuss the tensions between productivity, geographic value and social equity, and consider the trade-offs of different performance measures for different types of service. Desired outcomes shall address the appropriate balance between meeting these different goals in service allocation.

3. **Social equity:** The proviso asks Metro to review and make recommendations on “approaches to evaluating how the goal of social equity is included in the Metro Service Guidelines.”

**Definition:** In 2010, the RTTF recommended that the policy guidance for making service reduction and service growth decisions should be based on three principles, one of which is to ensure social equity. As Metro developed the service guidelines, Metro determined that it would identify areas where low-income and minority populations are concentrated as warranting higher levels of service. Metro determines low-income and minority census tracts using census data, and then compares the

percentage of people who board buses in these areas with the county average. Metro evaluates changes to its service network using Federal Transit Administration requirements, including Title VI, which calls for changes not to cause a disparate impact on minority populations or a disproportionate burden on low-income populations. In 2013, Metro updated its service guidelines to include information about Title VI. Metro's evaluation of productivity and ridership in the service guidelines also reinforces the targeting of service where transit dependent communities exist.

With Task Force guidance, Metro could expand the social equity measures in the guidelines to include more specific information about where services are located where such information exists. Metro could also examine incorporating destination information about where social services are located, not just where people are traveling from, into the service guidelines process.

**Task Force work:** in reviewing the social equity goal, the Task Force will consider and make recommendations on additional ways to incorporate social equity measures in the guidelines, such as incorporating social service agencies into the analysis. The Task Force may examine the available information and data on social and human services, shifting land uses and demographic trends. Within the context of the policy basis for setting target service levels of 50 percent productivity, 25 percent social equity and 25 percent geographic value, the Task Force shall discuss the tensions between productivity, geographic value and social equity, and consider the trade-offs of different performance measures for different types of service. Desired outcomes shall address the appropriate balance between meeting these different goals in service allocation.

- 4. Financial policies for purchase of additional services:** The proviso asks Metro to "outline financial policies for purchase of additional services within a municipality or among multiple municipalities."

**Definition:** Metro has established the Community Mobility Contract (CMC) program that allows cities or entities to purchase transit service beyond what Metro is able to provide given financial constraints.

With Task Force guidance, Metro could build on the work that is being completed for the CMC program and identify guidelines that could be included in the Service Guidelines update.

**Task Force work:** The Task Force will consider the newly established CMC program and the current financial policies for the purchase of additional services within a municipality or among multiple municipalities as it relates to the Service Guidelines. The Task Force may make recommendations on changes to the guidelines as they relate to the CMC program.

- 5. Guidelines for alternative services implementation:** The proviso asks Metro to "outline guidelines for alternative services implementation."

**Definition:** The 2015-2016 Transit budget earmarks \$12 million over two years for alternative services implementation. Metro is developing an alternative services program and has identified a service family for alternative service in the service guidelines.

With Task Force guidance, Metro could build on the work that is being done for the Alternative Services Program and identify guidelines that could be included in the Service Guidelines update. Metro's Five-Year Implementation Plan for Alternatives to Traditional Transit Service Delivery (Alternative Services Plan) was adopted in 2012. This plan is intended to guide Metro's decision-making about the provision



of alternatives to fixed route service in King County between 2012 and 2017 and provides additional detail on product types, outreach process, and candidate areas for alternative service delivery. Building on this plan, the 2015-2016 budget includes funding to expand the program to mitigate for fixed route transit service reductions, right-size for cost-efficiency and provide complementary services.

**Task Force work:** The Task Force will build on the work completed for the Alternative Service Delivery five-year implementation plan and the 2015-2016 budget. The Task Force will review the alternative service type and guidelines for implementation as part of the service types and geographic value discussions. The Task Force may make recommendations on changes to the Service Guidelines as they relate to the alternative services program.

## **Roles and Responsibilities**

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This section outlines the roles and responsibilities of the facilitator/mediator, Metro staff and the Service Guidelines Task Force members.

### **Responsibilities of the Facilitator/Mediator**

We propose using a facilitator modeled after the Regional Transit Task force effort. The facilitator/mediator will be responsible for the following list of tasks. This task list may be updated in the future.

#### Lay the Process Foundation

- Conduct initial communication with Task Force members and County Councilmembers.
- Help with preparation of initial materials for Task Force members.
- Prepare and review materials and agendas for Task Force meetings.

#### Build the Framework of Consensus

- Facilitate Task Force meetings.
- Conduct ongoing communication with Task Force members.
- Facilitate sub-committee meetings as needed.
- Communicate and meet with Project Coordination Team and Interbranch Working Group.

#### Finalize the Recommendations

- Prepare final recommendations and summary report for regional, local and unincorporated areas.
- Participate in and prepare for briefings and updates of County Executive, County Council, and other stakeholders.

### **Responsibilities of Metro Staff**

Metro staff will be responsible for the following list of tasks. This task list may be updated in the future.

#### Lay the Process Foundation

- Set up Task Force meetings and frameworks.
- Prepare initial materials for Task Force members.
- Prepare materials and agendas for Task Force meetings.

#### Build the Framework of Consensus

- Handle meeting logistics and materials preparation for all meetings.
- Respond to requests for information.

#### Finalize the Recommendations

- Prepare final recommendations and summary report for regional, local and unincorporated areas.
- Participate in and prepare for briefings and updates of County Executive, County Council and other stakeholders.

## **Responsibilities of Task Force Members**

Task Force Members will be engaged in the following list of activities. This list may be updated in the future.

### Lay the Process Foundation

- Participate in initial interviews with Facilitator and:
  - Express opinions, perspectives, and interests.
  - Identify possible solutions that might be proposed during the meetings.

### Build the Framework of Consensus

- Attend Task Force meetings between February and May. Meetings are expected to be three hours each.
- Communicate as needed with Facilitator between meetings.
- Attend sub-committee meetings as needed.
- Keep an open mind about possible solutions that could reflect a consensus among Task Force members.
- Work together to identify a consensus set of recommendations to the Facilitator and Metro.

### Finalize the Recommendations

- Review and provide comments on recommendations.

## **Responsibilities of Project Coordination Team**

The Project Coordination Team will consist of members of Metro staff, the Facilitator, County Council central staff, and County Executive staff, and will be engaged in the following list of activities. This list may be updated in the future.

### Lay the Process Foundation

- Prepare agendas and review materials for Service Guidelines Task Force meetings.

### Build the Framework of Consensus

- Attend Task Force meetings between February and May. Meetings are expected to be three hours each.
- Prepare agendas and review materials for Service Guidelines Task Force meetings.

### Finalize the Recommendations

- Review final recommendations and summary report for regional, local and unincorporated areas.
- Participate in and prepare for briefings and updates of County Executive, County Council and other stakeholders.

## **Responsibilities of Interbranch Working Group**

We propose using an Interbranch Working Group, with staff representatives of all nine King County Councilmembers, County Council Central staff, County Executive staff, Metro staff and the facilitator, modeled after the Regional Transit Task force effort. The Interbranch Working Group will be responsible for the following list of tasks. This task list may be updated in the future.

### Lay the Process Foundation

- Attend meetings and inform stakeholders about process.

Build the Framework of Consensus

- Attend Interbranch Working Group meetings between February and May. Meetings are expected to be an hour and a half each.
- Communicate as needed with Metro staff between meetings.
- Communicate with and inform stakeholders about the process.

Finalize the Recommendations

- Review final recommendations and summary report for regional, local and unincorporated areas.
- Participate in briefings and updates of County Council and other stakeholders.

## Tasks, Deliverables, Milestones and Budget

The table below outlines the tasks involved in supporting the Task Force, as well as deliverables, and milestones.

### Tasks, Deliverables, and Milestones

Tasks	Deliverables	Responsibility	Milestones
<b>Lay the Process Foundation</b>			
Prepare & Reach Agreement on Scope of Work and Schedule	Final invitation letter to Task Force members	Facilitator	Mid-January, 2015
Conduct initial communication with Task Force Members	Initial interviews w/ Task Force members and County Councilmembers	Facilitator	Mid-February, 2015
	Memo that summarizes members interests, and provides a statement of key findings and mutual interests	Facilitator	End of February, 2015
Set up Task Force meetings and framework	Schedule meetings for Task Force, Interbranch Working Group and Project Coordination Team	Metro Project Manager	Mid-January, 2015
	Provide all materials, logistic support for meetings	Metro Project Manager	Ongoing
Prepare initial materials for Task Force	Create background notebook	Metro Project Manager	Mid-February, 2015
	Review and shape background notebook	Facilitator	Mid-February, 2015
Prepare Materials for Task Force Meetings	Work with Project Coordination Team to prepare and establish Task Force meeting agendas	Facilitator	1-2 times per month
	Prepare meeting materials, presentations	Metro Project Manager	1-2 times per month
	Review and comment on meeting agendas, materials and presentations	Facilitator	1-2 times per month

Tasks	Deliverables	Responsibility	Milestones
<b>Build the Framework of Consensus</b>			
<b>Facilitate Task Force Meetings</b>	Prepare for, facilitate and follow-up on Task Force meetings	Facilitator	1-2 times per month
	Prepare ground rules	Facilitator	Mid-February, 2015
	Prepare and distribute meeting summaries	Facilitator	1-2 times per month
	Handle meeting logistics and materials preparation	Metro Project Manager	Ongoing
<b>Conduct ongoing communication with Task Force members</b>	Build relationships with Task Force members	Facilitator	Ongoing
	Communicate with members between meetings	Facilitator	Ongoing
	Respond to requests for information	Metro Project Manager	Ongoing
<b>Facilitate sub-committee meetings (if needed)</b>	Facilitate and support sub-committees as needed	Metro/Facilitator	As needed
<b>Communicate with Staff and Leadership Teams</b>	Project Coordination Team logistics	Metro Project Manager	1-2 times per month
	Interbranch Working Group meeting logistics	Metro Project Manager	Monthly
	Attend Project Coordination Team and Interbranch Working Group meetings	Metro/Facilitator	2-4 times per month
	Coordinate with county staff on a regular basis	Facilitator	Ongoing
<b>Finalize the Recommendations</b>			
<b>Approve Final Recommendations</b>	Task Force Final summary, recommendations	Task Force	Early June, 2015
<b>Prepare Final Summary Report</b>	Develop outline of draft recommendations	Facilitator	End of June, 2015
	Draft and support preparation of summary report	Metro/ Facilitator	Mid June, 2015
	Final summary report/Task Force recommendations	Metro/ Facilitator	Early July, 2015
<b>Approve Final Recommendations and Summary Report</b>	Final Summary report/Task Force recommendations	Task Force	Early July, 2015
<b>Participate in and prepare for briefings and updates</b>	Prepare presentation materials summarizing Task Force work	Metro/ Facilitator	Early July, 2015



of County Executive, County Council and Other Stakeholders	Presentations to stakeholders as needed	Metro/ Facilitator	As needed
Participate in final meeting to review update to Strategic Plan and Service Guidelines	Strategic Plan and Service Guidelines update	Task Force	September, 2015

**Budget**

The budget for the Task Force is \$150,000.

## Schedule and Timeline

This section shows the expected schedule for the Task Force process. There will be six full Task Force meetings, with sub-committee meetings as needed. This schedule is aligned with the Long Range Plan schedule and the Strategic Plan and Service Guidelines update schedule. The outcome of the Task Force process will influence both of these processes; Metro needs adequate time to produce a report and allow time for County Council review and adoption.

### Proposed Schedule\*

	M	T	W	Th	F	Full Task Force Meeting Topic
January	5	6	7	8	9	
	12	13	14	15	16	
	19	20	21	22	23	
	26	27	28	29	30	
February	2	3	4	5	6	
	9	10	11	12	13	
	16	17	18	19	20	Overview and introductions
	23	24	25	26	27	
March	2	3	4	5	6	Service guidelines, frame social equity discussion
	9	10	11	12	13	
	16	17	18	19	20	
	23	24	25	26	27	
April	30	31	1	2	3	Social equity, frame service types & alternative services discussion
	6	7	8	9	10	
	13	14	15	16	17	
	20	21	22	23	24	
May	27	28	29	30	1	Service types & alternative services, frame geographic value discussion
	4	5	6	7	8	
	11	12	13	14	15	
	18	19	20	21	22	Geographic value, financial policies for purchase of additional services
June	25	26	27	28	29	
	1	2	3	4	5	Continued policy discussion, final discussion, closing remarks
	8	9	10	11	12	
	15	16	17	18	19	
	22	23	24	25	26	

SGTF meetings
Project Coordination Team meetings
Interbranch meetings

\* A Task Force meeting will be held in July to review and approve the Final Recommendations and Summary Report; and a final Task Force meeting will be in September 2015 to review how the recommendations are incorporated into the Strategic Plan and Service Guidelines.



### Materials Distribution

The initial Task Force notebook will be available one week in advance of the first meeting. Subsequent meeting materials will be available one week prior to the meeting. These materials will be sent out to Task Force members, County Councilmembers, County Council staff, County Executive staff, and Metro staff.

## Integration with Long Range Plan and Other Planning Efforts

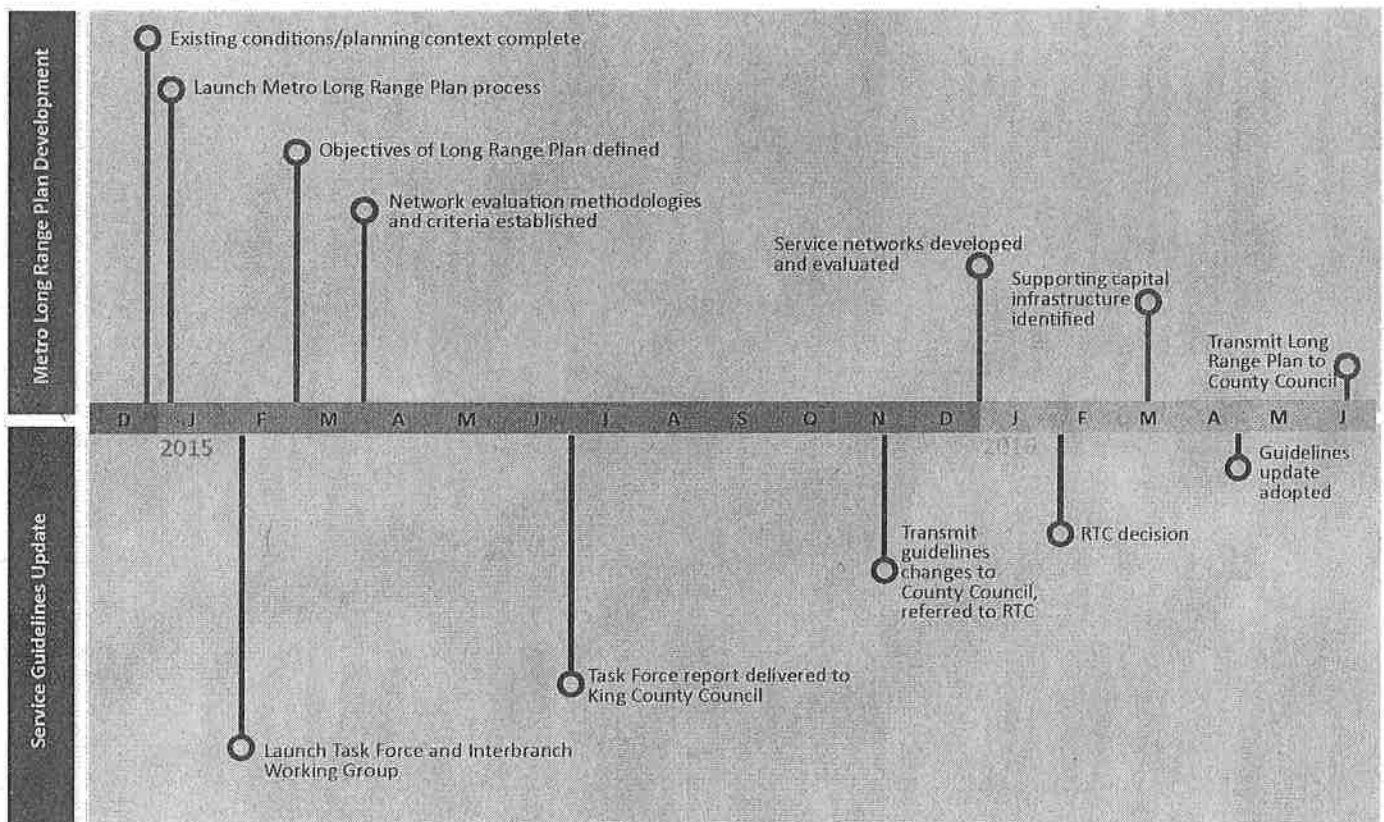
This section shows how the Task Force will be integrated with Long Range Planning efforts.

### Metro's Long Range Plan

The Service Guidelines Task Force will take place in the first part of 2015 so that it can influence the long range planning work, scheduled to be complete by mid-2016, and the Service Guidelines update, scheduled to be complete by April 2016. Metro's Long Range Plan is coordinated with regional planning efforts being undertaken by Sound Transit, the Puget Sound Regional Council, local jurisdictions and stakeholders. Corridor analyses that are completed as part of the Task Force work will include Sound Transit as well as Metro corridors.

A high-level timeline that shows how the Long Range Plan and Service Guidelines update will take place in the same timeframe is shown below. As we move through the Long Range Plan process, updates to the Council and other stakeholders will take place on a regular basis.

**Metro Coordinated Planning Efforts: Long Range Plan and Service Guidelines Update**



## **Task Force Membership Criteria**

Membership of the Task Force includes 20-30 executive level participants representing a variety of interests throughout King County. Members are not necessarily transit experts, but are reasonably familiar with how the transportation system affects quality of life, and transit's relationship to land use and mobility.

Membership includes a mix of elected officials representing jurisdictions across King County, corporate/business leaders, labor, major institutions, human and social services, large employers, environmental groups, Transit Advisory Commission members, mobility advocates, and the metropolitan planning organization. Members have been identified through consultation with the King County Council and have been recruited by the County Executive's office and the King County Department of Transportation.