

Proposed Ordinance 2021-0286 Summary of Amendments

As approved by the Regional Transit Committee, November 17, 2021

At its meeting on November 17, 2021, the Regional Transit Committee (RTC) approved 13 amendments to Proposed Ordinance 2021-0286 and its three attachments (King County Metro Strategic Plan for Public Transportation, Service Guidelines, and Metro Connects long-range plan). This document shows the changes that were made.

Amendments made to the text of the ordinance

✓ **Metro Connects Implementation Report (lines 94-105).** A Metro Connects Implementation report is required to be transmitted by May 5, 2022, for acceptance by motion. It must include:

- A description of the funding needed to implement Metro Connects, the gap between the funding that is available and the total amount needed and a description of potential funding sources that could be used to fill the funding gap; and
- A description of the strategy the King County executive has implemented to consult with community members and regional leaders to develop a plan to implement Metro Connects, which should describe outreach and engagement with representatives from communities historically lacking in access to or underserved by transit, the Sound Cities Association, the city of Seattle, King County's regional transportation boards and any other organization necessary to ensure that a broad representation of regional leaders is consulted.

✓ **RapidRide Prioritization Plan (lines 106-116).** A RapidRide Prioritization Plan is required to be transmitted by June 30, 2024, for acceptance by motion. It must include:

- Corridor evaluations of RapidRide candidate corridors based on the five factors used in Metro Connects (equity, sustainability, service demand, capital and implementation);
- Preplanning level studies of candidate corridors that consider route alignment, capital investment needs and cost estimates;
- A description of stakeholder engagement with community members, affected jurisdictions and partner agencies; and
- A list of the RapidRide candidate lines organized by tier, with a description of the priority level.

✓ **RapidRide status information added to System Evaluation (lines 120-122).** The annual System Evaluation report must now include:


- A summary of the performance of current equivalent routes for routes identified as RapidRide candidates; and
- A status update on planned RapidRide lines.

✓ **Growth management information added to annual oral report on performance measures (lines 137-139).** The annual oral report on the Strategic Plan performance measurement dashboard must now include data and a description of how Metro's plans and policies are aligned with VISION 2050.

Amendments made to the Strategic Plan (Attachment A)



Performance measures related to growth and planned growth (pp. 9, 80). Two new measures are added to the performance measures in the Transit Oriented Communities goal. Language in context:

Goal: Support thriving, equitable, transit-oriented communities that foster economic development (TRANSIT ORIENTED COMMUNITIES) 		
<p>Support healthy communities, a thriving economy, and a sustainable environment.</p> <p>Outcome:</p> <p>Investments support equitable economic development and vibrant, sustainable, mixed-use, and mixed-income transit-oriented communities.</p>	<p>Support Metro’s equitable transit-oriented communities’ policy, using Metro’s authority and influence as a transit provider and property owner.</p> <p>Support jurisdictions and planning organizations in implementing the regional growth strategy that envisions an integrated transportation system linking cities and centers.</p> <p>Support equitable economic development and improved regional mobility through Metro’s mobility services, use of transportation infrastructure, and partnerships.</p> <p>Encourage transit-supportive land use.</p>	<ul style="list-style-type: none"> ▪ Housing Units: At Metro-owned properties used for transit-oriented development broken down by: <ul style="list-style-type: none"> – Completed – In development – In planning – Number of affordable housing units ▪ Commercial Space: At Metro-owned properties used for transit-oriented development commercial space square feet by year. ▪ Growth: <u>Measure the percentage of housing units and jobs in regionally or county-designated growth centers and the percentage of jobs within regionally or county-designated manufacturing/industrial centers that are within ½ mile of frequent transit service stops or stations.</u> ▪ Planned Growth: <u>To be developed. Coordinate with the Puget Sound Regional Council to map the alignment of transit service with planned growth.</u>



Flexible service (p. 23). Flexible services are added to the list of Metro’s family of services. Language in context:

An Integrated Network



Metro and its partners jointly plan and operate a regional mobility network: one easy-to-use system that enables people to move seamlessly throughout the region using different modes and mobility services.

As a mobility agency, Metro combines its high-capacity, fixed-route transit services with other mobility options. As envisioned in Metro Connects, this integrated transit network includes connections among different services owned and operated by different partners. These include Metro’s RapidRide, frequent, express, local transit, **flexible**, vanpool, and water taxi services; Sound Transit’s Link light rail, bus rapid transit, express bus, and Sounder services; and the Seattle Streetcar.

Amendments made to the Service Guidelines (Attachment B)



Equity metrics (pp. 4, 6). Route-level equity metrics (Equity Prioritization Score, EPS, and Opportunity Index Score, OIS) are added to the required metrics to be reported in the annual System Evaluation. Bus-stop level Census block group Equity Priority Area (EPAS) scores are required to be made available on request. Language in context:

Table 1 Performance Measures for Fixed-Route Service

Type of Measure	Measures Used
Ridership	Average daily ridership
Productivity	Rides per platform hour
	Passenger miles per platform mile
Passenger loads	Average of maximum load per trip
Reliability	Trips arriving more than 5 minutes late at a time point
Equity	<u>Equity Prioritization Score</u>
	<u>Opportunity Index Score</u>

Measuring Equity

Equity factors show how well a route serves equity priority areas, which are areas where historically underserved populations are concentrated, as identified in the Mobility Framework and Metro's 2021-2031 Strategic Plan. This ensures that transit service growth needs consider equity. Equity priority areas are identified using equity priority area scores (EPAS), which use demographic information for the census block groups in which each bus stop is located. These EPAS scores are described in more detail in the "Setting Target Service Levels" section of the Service Guidelines. EPAS scores will be made available to community members or jurisdiction staff or officials upon request.

Each bus route receives two route-level equity scores to measure how well the route serves equity priority areas: the equity prioritization score (EPS) is calculated based on the average of the route's equity prioritization area scores; and the opportunity index score (OIS) is calculated based on the percentage of stops along a route that have the highest equity priority area score. These route-level equity scores are used to help prioritize service investments and reductions and will be included in the annual System Evaluation report.

✓ **Very low productivity routes: change in service type (p. 5).** Language is added to clarify that very low productivity routes (less than 10 rides per hour) may be considered for potential changes in system type, for example changing from fixed-route service to DART service. These very low productivity routes will be identified in the annual System Evaluation report. Language in context:

Fixed-route transit services that have very low productivity likely have an adverse impact on climate change. ~~((A Metro analysis of emissions by vehicle type found that a 40-foot diesel hybrid bus with less than 10 rides per hour likely emits more greenhouse gasses than if all of those passengers drove vehicles for their trips. When the annual System Evaluation Report identifies fixed-route service that attracts fewer than 10 rides per hour within a given time period, Metro will consider transitioning the service to DART or other lower emission options. Metro will consider changing service that falls within the threshold of less than 10 rides per hour at any point.))~~ Metro found that fixed-route transit services with very low productivity, less than 10 rides per hour, likely emit more greenhouse gasses than if all of those passengers drove vehicles for their trips. These routes would be candidates for potential changes in service type. For example, fixed route bus service may transition to a DART route. Routes with this level of very low productivity are identified in the annual System Evaluation report as candidates for potential changes in service type.

✓ **Service reductions: alternatives to reductions (p. 16).** Language is added to clarify that Metro considers adjustments to fixed-route service to reduce the impacts of reductions on riders and may also consider flexible service as an alternative (through the process outlined in the “Planning Flexible Services” section of the Service Guidelines) if it is likely to result in significant cost savings and be successful. Language in context:

Some factors that Metro considers when reducing service include:

- **The relative impacts to all areas of the county to minimize or mitigate significant impacts in any one area.** Metro seeks to balance reductions throughout the county so that no one area experiences significant negative impacts beyond what other areas experience.
- **Ways to minimize impacts through restructuring service.** Metro considers restructuring service to make it more efficient and equitable. By consolidating service to eliminate duplication, and by closely matching service with demand, Metro may be able to provide needed trips at reduced cost and minimize impacts on riders. Metro also considers potential adjustments to fixed-route service in order to reduce the impact of service reductions on riders. If adjustments to fixed-route service will not likely result in productive service, Metro may consider flexible service as an alternative to low-productivity fixed-route service if it is likely to result in significant cost savings and be successful based on evaluation criteria and considerations outlined in the “Planning Flexible Services” section.



Productivity metrics (p. 17). Language is added to clarify how productivity is calculated and how productivity and equity are used to prioritize reductions. Language in context:

- Route productivity. Metro uses two measures to determine the productivity of each route: rides per platform hours measures the number of riders who board a transit vehicle relative to the total number of hours that a vehicle operates; and passenger miles per platform mile measures the total miles riders travel on a route relative to the total miles that a vehicle operates. Routes' productivity measures are organized into three service families (urban, suburban, and rural/DART) and three time periods (peak, off-peak, and nighttime). Low performance is defined as route productivity that ranks in the bottom 25 percent of all routes within a service family and time period.

Reduction Priorities

Priorities for reduction are listed in Table 6. Productivity and equity measures are used to prioritize candidates for service reduction. Routes with low performance on the productivity measures, and specifically those that also have low equity scores, are generally the first to be prioritized for reduction. Within all priorities, Metro ensures that equity is a primary consideration in any reduction proposal, complying with all state and federal regulations.



Service restructures (pp. 19-20). Language is added to:

- Clarify how goals are set for service restructures
- Add common restructure goals,
- State that restructure project areas can be refined based on feedback
- State that equity priority areas will be identified within each restructure project area
- Require Metro to provide a description of all transit services in the project area, both before and after the proposed restructure
- Clarify that Metro service fully or partially “replaced” by another agency’s service is defined using the Service Guideline’s definition of duplicative service
- Clarify that Metro can redeploy service that is replaced if the restructure goals can be met
- Require Metro to describe how restructure goals have been met and the progress toward achieving the vision of Metro Connects. Language in context:

~~((Restructure projects will draw from common goals but will also have area-specific goals that respond to the specific needs and issues in the community served by the project. One of Metro’s goals for any service restructure is to provide service connections, frequencies, travel times, and span that are at least similar to existing Metro service. Other common goals for restructures include:))~~All project areas are different. Metro will develop area-specific goals and strategies for each restructure with affected jurisdictions, partner agencies, and community stakeholders. Common goals for all restructures include:

- Improve mobility for historically disadvantaged populations
- Inform, engage, and empower current and potential customers in decision-making
- Move toward Metro’s long-range vision, Metro Connects

- Deliver integrated service that responds to changes ~~((the transit network and community needs))~~ community needs and the transit network, such as connections to high-capacity transit services
- When under stable or growing resource scenarios, provide service connections, frequencies, travel times, and span at least similar to existing Metro service unless community-defined priorities in the project area suggest different service characteristics that will better meet their needs
- Increase transit ridership and productivity to reduce greenhouse gas emissions in the county, and potentially reduce services where transit is not providing a net reduction of emissions over car travel
- Focus frequent service on the service segments with the highest ridership
- Improve transit access to opportunities and address unmet needs of priority populations
- Create convenient opportunities for customers to transfer between services
- ~~((Move toward Metro's long-range vision, Metro Connects.))~~

Metro may refine a restructure project area based on feedback from community stakeholders, affected jurisdictions, and partner agencies. Equity priority areas will be identified within each restructure project area.

Data Considered for Service Restructures

When considering restructures, Metro evaluates data including but not limited to:

- Current and expected future travel patterns
- Service in equity priority areas, compared to the rest of the restructure area
- Existing housing, jobs, and other generators of ridership and the location and density of permitted future development
- Passenger capacity of routes relative to projected ridership
- The cost of added service to meet projected ridership demand relative to cost savings from reductions of other services.

As part of the process of developing a proposed service restructure, Metro will provide a description of all transit services in the project area, both before and after the proposed restructure. This will give jurisdictions, community members, riders, and other stakeholders a clear indication of the transit services that are currently available and that are proposed to be available after the restructure, whether those services are provided by Metro, Sound Transit, or another transit partner. In some instances, Sound Transit or another agency's service may fully or partially replace an existing Metro service and thereby potentially free up Metro service hours to be deployed elsewhere. For example, a Link light rail extension or a new Sound Transit or another agency's service that will offer an option that can replace all or a portion of a Metro route, meeting the standard of duplicative service as defined in the "Route Spacing and Duplication" subsection of the "Planning and Designing Service" section of this document, may make Metro service hours available for redeployment.

If Metro can meet the goals outlined above and have ~~((resources))~~ service hours left over, it may redeploy ~~((resources))~~ service hours from services replaced by other agencies. By doing so, Metro could meet countywide needs according to the service investment priorities outlined in this document. This approach aligns with guidance in Metro's Strategic Plan and will help the County advance equity, address climate change, and build toward the Metro Connects system.

Metro will describe how the restructure goals have been met and the progress toward achieving the long-range vision of Metro Connects. After a service restructure, Metro will regularly evaluate the resulting transit services as part of the ongoing management of Metro's transit system.



Duplicative service (p. 24). Language is added to provide additional considerations to the determination about whether routes are considered duplicative: Metro should consider transit access based on the frequency of service, for frequent service considering locations within ½ mile of a stop or station as having access and for other services, considering locations within ¼ mile of a stop or station. Language in context:

Routes are defined as duplicative in the following circumstances:

- Two or more parallel routes operate less than 1/2 mile apart for at least one mile, excluding operations within a regional growth center or approaching a transit center where pathways are limited((-)), or
- A rider can choose between multiple modes or routes connecting the same origin and destination at the same time of day.

Metro should consider transit access in defining a route or route segment as duplicative. Access should be based on the frequency of service. For frequent service, locations within ½ mile of a stop or station should be considered as having access. For all other services, locations within ¼ mile of a stop or station should be considered as having access. These measures are important because they indicate what percent of King County residents could potentially reach transit service within a 5- to 10-minute walk.



Marine service (pp. 31,32). Language is added to clarify that future marine services will be funded by the dedicated sources or other sources dedicated to marine travel and to state that planning for marine expansion should consider the cost-benefit comparison of water taxi to land-based transit services. Language in context:

PLANNING MARINE SERVICES

Metro's Marine Division operates King County Water Taxi services. The division is funded by a dedicated property tax levy, passenger fares, and federal and state grants. Future marine services will be funded by these sources or other sources dedicated to marine travel. It is responsible for the operation and maintenance of the passenger ferry service and its vessels and terminals.

Adding Service

Additional service may be needed to accommodate high demand. The passenger load measure will be the primary indicator for when and where to add service. The Marine Division will also conduct rider outreach via surveys and other outreach methods to inform decisions about service additions. Planning for any expansion of new marine service routes

should also consider the cost-benefit comparison of water taxi service to land-based transit services, including fixed-route and flexible service options.

Amendments made to Metro Connects (Attachment C)

✓ **RapidRide lines K & R (pp. 23, 24).** Language is added to clarify that the K (Kirkland) and R (Rainier) RapidRide lines are the next to be developed and will not be subject to the prioritization process. Language in context:

Prioritization of RapidRide lines

Metro currently operates six RapidRide lines (A-F). Four additional lines (G-J) are being developed and are expected to be in operation by 2026.

An additional two lines, the K Line (Corridor 1027 between Totem Lake, Eastgate, and Kirkland) and the R Line (Corridor 1071 between Rainier Beach, Mount Baker, and the Seattle Central Business District), had been selected for investment, and community engagement and capital planning efforts were underway for those lines when those efforts were paused as part of King County’s 2021-2022 budget in response to the financial impacts of the COVID-19 pandemic. Metro has prioritized the K and R lines as the next RapidRide lines to be implemented and has identified these lines in the Metro Connects future network maps (Figures 7, 8, 13, and 14) as being in operation by the time of the Interim Network. Because the K and R lines have already been prioritized for investment, they are not considered to be candidate lines and are not subject to the prioritization process described below

- **Expand and enhance the RapidRide network.**
Building on the current A to F lines and planned G to J lines, Metro will complete at least three new projects as part of the interim network and at least nine new projects by 2050. The H Line will launch in 2022, and planning for the G, I, and J lines is underway. The R and K Lines, which had started planning before being paused during the COVID-19 pandemic, are planned to be two of the projects in the interim network. Additional RapidRide lines for the interim network will be identified through the prioritization plan. All existing lines will be upgraded to meet the RapidRide Expansion Program standards.

✓ **Service restructures (pp. 36).** Language about service restructures has been removed from the description of local service for consistency with the description of other types of service. Language in context:

- ~~**((Deploy new fixed-route and flexible services as part of broader service restructures. Restructuring can improve mobility and connections to the regional transit network. Restructures, particularly those related to Link and RapidRide expansions, provide opportunities to add new flexible services.))**~~



Marine service (pp. 40, 41). Language is added to clarify that future marine services will be funded by the dedicated sources or other sources dedicated to marine travel, to state that planning for marine expansion should consider the cost-benefit comparison of water taxi to land-based transit services, and to require additional strategic planning for the future of marine services. Language in context:

MARINE SERVICE (WATER TAXI)

Expansion of new passenger ferry service routes on Puget Sound and Lake Washington, in appropriate locations, could provide ~~((will give people))~~ more reliable options for getting around and connecting to the regional transit network. Passenger ferries can also allow people to avoid traffic congestion.

What will passenger ferry service look like?

Passenger ferry service ~~((will be an important))~~ represents one component of the region's transportation system, ~~((providing))~~ and can provide fast and reliable connections in appropriate locations. Ferries serve as a supplement to the countywide transportation system in locations where it serves the network as well as, or better than, traditional fixed-route transit service. ((between locations on Puget Sound and Lake Washington. Ferries will primarily serve commuter markets during peak times, year-round.)) Service hours could be extended during summer and special events to accommodate rider demand.

Ferry service can complement ~~((s))~~ bus and rail service; it is not constrained by the road and rail network and traffic congestion. For example, when the West Seattle bridge closed in 2020, the water taxi became an essential connection for West Seattle residents. Planning for additions or changes to ferry service will consider Metro's core values: safety, equity, and sustainability. As a technical report to the Strategic Plan for Public Transportation, King County should update the King County Ferry District 2014-2018 Strategic Plan to complete the policy-level analysis and decision-making to determine the level of service desired for water taxis and the property tax rate needed to provide that level of service. Until updated strategic planning answers these questions, planning for expanded new marine service routes must use the county's adopted Service Guidelines and consider the cost-benefit comparison of water taxi service to land-based transit services, including fixed-route and flexible service options.

As with all service envisioned in Metro Connects, Metro will need additional funding to expand passenger ferry service. Marine services are funded by a dedicated property tax levy, passenger fares, and federal and state grants. Future marine services will be funded by these sources or other sources specifically dedicated to marine travel. Each new route will require investments in capital infrastructure, including a terminal at each landing, mooring docks, transit connection improvements, and vessels.

What will it take?

- As a technical report to the Strategic Plan for Public Transportation, update the King County Ferry District 2014-2018 Strategic Plan to account for current conditions, including changes in the Marine Division's organizational structure and

management, of the regional transit system and to King County transit policies and procedures for planning and providing transit service, including an equity analysis.

- **As recommended in the King County Ferry District 2014-2018 Strategic Plan, determine the desired level of service for passenger ferries and required property tax level to deliver that level of service.**
- **Build on the update to the 2014-2018 Strategic Plan and update past studies to determine the role of ((expand fast and reliable)) passenger ferry service as part of the regional transit network.**
Evaluate connectivity and service to further the time and cost competitiveness of passenger ferries as well as parking and land use compatibility.
- **Engage with communities and partner with jurisdictions to complete strategic planning for ((and locate)) routes and terminals that enhance the regional transit system. ((meet their needs.**
- ~~Invest in terminal infrastructure and new vessels to support service expansion. Use new methods to reduce greenhouse gas emissions while maintaining speed and reliability.~~
- ~~Coordinate with fixed-route and flexible services for improved transit connectivity. Provide an integrated transit solution as ferry service is added in King County.)~~



RapidRide prioritization (pp. 99, 100). Language has been added to clarify the status of the K & R RapidRide lines and to describe the RapidRide Prioritization Plan and decisions about prioritization of investments for both future and existing lines in more detail. Language in context:

Prioritizing RapidRide implementation

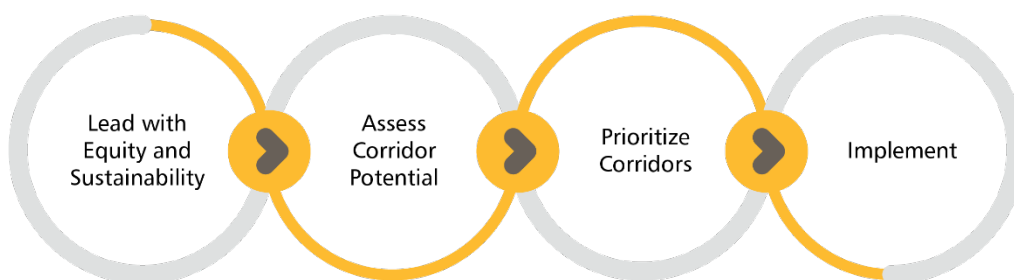
As described in the “RapidRide service” section, the 2021 update to Metro Connects moved to a programmatic approach for identifying future RapidRide lines. Metro identified a pool of candidate lines for the interim and 2050 RapidRide networks rather than a specific set of routes. Metro will develop a prioritization plan to select the specific RapidRide lines for the interim network, which will be informed by updated corridor ~~((analyses))~~ evaluation, ((partner)) stakeholder engagement, and corridor studies. The corridor evaluation will use the same five factors used in the updated Metro Connects, which are equity, sustainability, service demand, capital, and implementation. Stakeholder engagement will include community stakeholders, affected jurisdictions, and partner agencies.

Metro will develop a RapidRide prioritization plan based on corridor studies that will include a pre-planning level study of candidate corridors that consider route alignment, capital investment needs, and cost estimates. The prioritization plan will organize RapidRide candidate lines into tiers by their priority and potential timeframe for implementation. The top tier RapidRide candidates will include those planned to be implemented for the interim network and the second tier will be the lines next to be developed if funded. Work on the first RapidRide prioritization plan will begin in 2022 and the plan will be presented to the Regional Transit Committee and Council for acceptance by motion upon its completion.

Decisions about RapidRide implementation will be made through Metro's biennial budget process, in alignment with the RapidRide prioritization plan, and adopted by the King County Council. Metro will provide an oral report to the Regional Transit Committee on its proposed

capital program at least once each biennium, following the transmittal of the Executive's proposed biennial budget. Metro will also provide relevant data and status updates on RapidRide in the annual System Evaluation report. In addition, Metro will maintain ongoing consultation with community stakeholders, affected jurisdictions, and partner agencies to discuss quantitative and qualitative data informing the future of all candidate routes. Such consultation will enable Metro to work with affected jurisdictions to facilitate transit supportive land uses and right-of-way improvements that are critical to RapidRide implementation. Decisions about investment in existing RapidRide lines will be prioritized based on the factors used for evaluating candidates, such as equity and sustainability, and other factors such as safety, age and facility condition. This approach will allow Metro to make decisions about RapidRide that are more informed by timely data and community input.

Figure 1 RapidRide Prioritization Process



Metro will identify and implement future RapidRide lines by:

1. Leading with equity and sustainability in identifying the top candidates
2. Assessing the potential of candidate corridors based on community engagement, consultation with jurisdictions and partner agencies, updated information from corridor studies and analysis, and other implementation factors
3. Prioritizing and grouping the selected candidates into tiers and including this information in the RapidRide prioritization plan
4. Implementing corridors via the biennial budget process and Capital Improvement Plan

Figure 31 illustrates this process, which is explained in detail in Technical Report C. RapidRide Expansion Report. The K Line (Corridor 1027 between Totem Lake, Eastgate, and Kirkland) and the R Line (Corridor 1071 between Rainier Beach, Mount Baker, and the Seattle Central Business District) have been identified by Metro as the next RapidRide lines to be implemented. These lines are identified in the Metro Connects future network maps (Figures 7, 8, 13, and 14) as being in operation by the time of the Interim Network. Because the K and R lines have already been prioritized for investment, they are not considered to be candidate lines and are not subject to the prioritization process described above.