



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

September 18, 2018

Ordinance 18790

Proposed No. 2018-0399.1

Sponsors Balducci

1 AN ORDINANCE approving March 2019 public
2 transportation service changes for King County.

3 STATEMENT OF FACTS:

4 1. The proposed changes to Metro's fixed route transit network include
5 changes that affect service in the cities of Bellevue, Bothell, Clyde Hill,
6 Hunts Point, Kirkland, Medina, Mercer Island, Redmond, Seattle and
7 Yarrow Point.

8 2. The proposed changes are consistent with the policy direction and
9 priorities adopted in Ordinance 18301, enacted June 16, 2016, in the 2015
10 update to King County Metro's Strategic Plan for Public Transportation
11 2011-2021 and associated Service Guidelines.

12 5. Construction of the final phase of the SR-520 floating bridge
13 replacement project will close the Montlake Freeway Station at Montlake
14 Blvd and SR-520 in Seattle, requiring changes to all routes that currently
15 serve these stops.

16 7. The Service Guidelines direct Metro to reduce duplication of service
17 where routes overlap or serve common destinations.

18 8. In 2018, Metro conducted public outreach concerning proposed
19 changes to service on Mercer Island provided by routes 201 and 204.

20 9. The proposed service changes would eliminate Route 201 with the
21 March 2019 service change. A related administrative change would
22 reinvest hours from the eliminated Route 201 into Route 204 in order to
23 provide Saturday service.

24 10. The proposed service changes would also convert Route 204 from a
25 fixed-route service to a Dial-A-Ride-Transit (DART) route. This would
26 allow DART vehicles operating on Route 204 to pick up and drop off
27 riders by reservation within a designated flexible service area off of the
28 fixed route.

29 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

30 SECTION 1. The March 2019 public transportation service changes for King

31 County, substantially as described in Attachment A to this ordinance, are hereby
32 approved and shall be implemented effective March 23, 2019.
33

Ordinance 18790 was introduced on 8/20/2018 and passed by the Metropolitan King County Council on 9/17/2018, by the following vote:

Yes: 8 - Mr. von Reichbauer, Ms. Lambert, Mr. Dunn, Mr. McDermott, Mr. Dembowski, Mr. Upthegrove, Ms. Kohl-Welles and Ms. Balducci
No: 0
Excused: 1 - Mr. Gossett

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

J. Joseph McDermott, Chair

ATTEST:

Melani Pedroza, Clerk of the Council



APPROVED this 19 day of SEPTEMBER 2018.

Dow Constantine, County Executive

RECEIVED
2019 SEP 20 PM 3:21
CLERK
KING COUNTY COUNCIL

Attachments: A. March 2019 Public Transportation Service Changes for King County July 23, 2018, B. March 2019 Public Transportation Service Changes Title VI Service Analysis

July 23, 2018

MARCH 2019
PUBLIC TRANSPORTATION SERVICE CHANGES
FOR KING COUNTY

ROUTES: 252, 255, 257, 268, 311

OBJECTIVES:

Revise service due to closure of the Montlake Freeway Station due to the final phase of construction on SR-520. These changes are in accordance with the Strategic Plan for Public Transportation, 2011-2021 and King County Metro Service Guidelines:

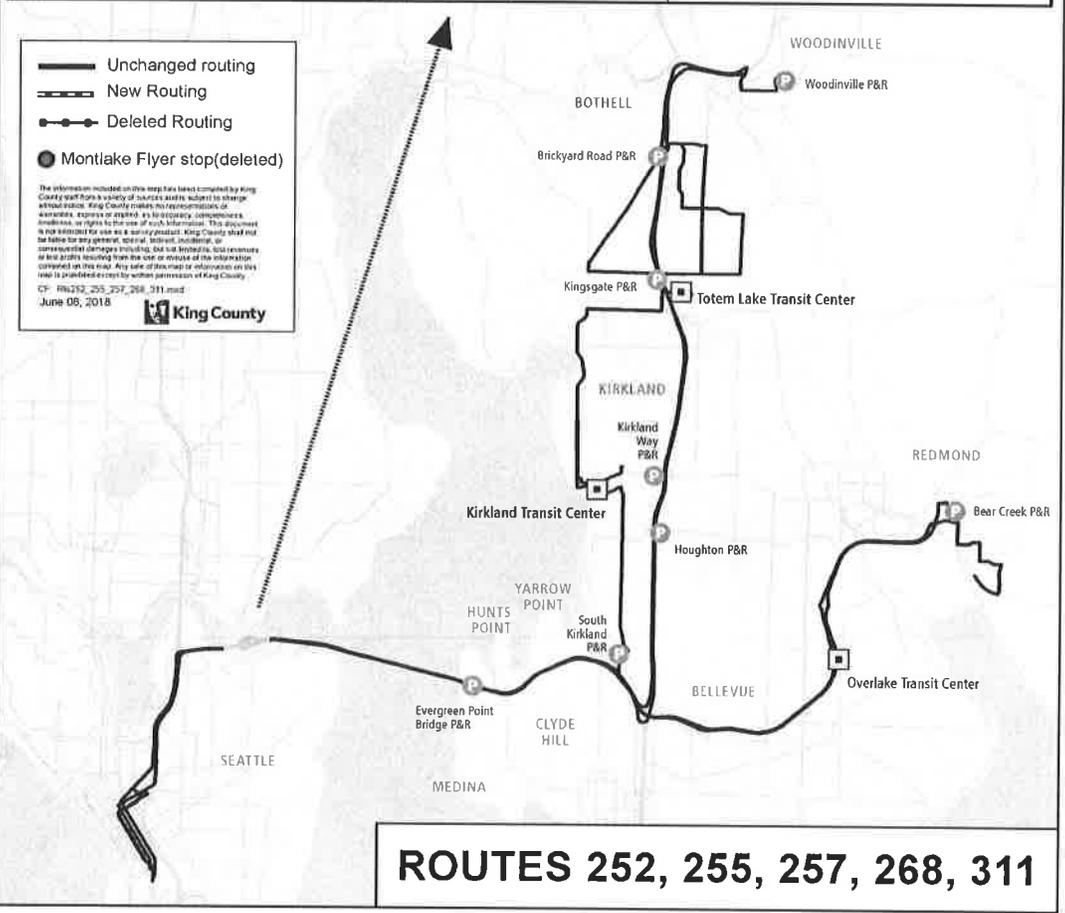
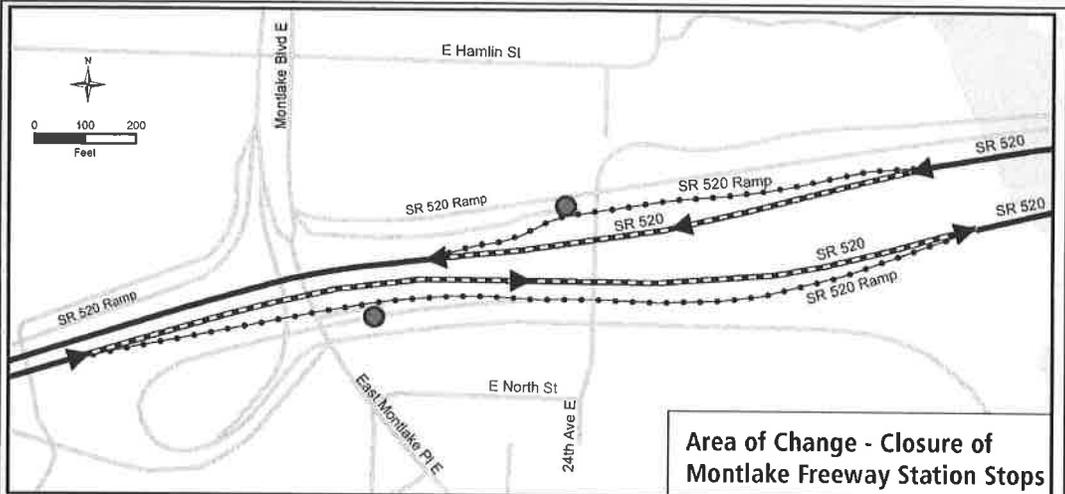
- *Strategic Plan Strategy 3.2.2:* Coordinate and develop services and facilities with other providers, local jurisdictions, and the private sector to create an integrated and efficient regional transportation system that takes innovated approaches to improving mobility.
- *Strategic Plan Strategy 5.1.3:* Improve transit speed and reliability.

IMPACTED SERVICE AREA:

Bellevue, Bothell, Clyde Hill, Hunts Point, Kirkland, Medina, Redmond, Seattle and Yarrow Point

SERVICE CHANGE:

Eastbound and Westbound: All routes will remain on SR-520 without stopping at Montlake. There will be no replacement stops located within a half-mile of the Montlake Freeway Station stops.



ROUTE: 201

OBJECTIVES:

Redistribute service hours on Mercer Island in order to reduce duplicative service while maintaining transit connections, in accordance with the Strategic Plan for Public Transportation, 2011-2021, the long range transit plan METRO CONNECTS, and King County Metro Service Guidelines:

- *Strategic Plan Strategy 6.1.1: Manage the transit system through service guidelines and performance measures.*
 - *Service Design Guideline 1: Network connections.* Routes should be designed in the context of the entire transportation system.
 - *Service Design Guideline 2: Multiple purposes and destinations.* Routes are more efficient when designed to serve multiple purposes and destinations rather than specialized travel demands.
- *Strategic Plan Strategy 6.1.2: Establish and maintain a long-range transit service and capital plan developed in collaboration with local comprehensive and regional long-range transportation planning.*
- *Strategic Plan Strategy 6.2.1: Continually explore and implement cost efficiencies including operational and administrative efficiencies.*

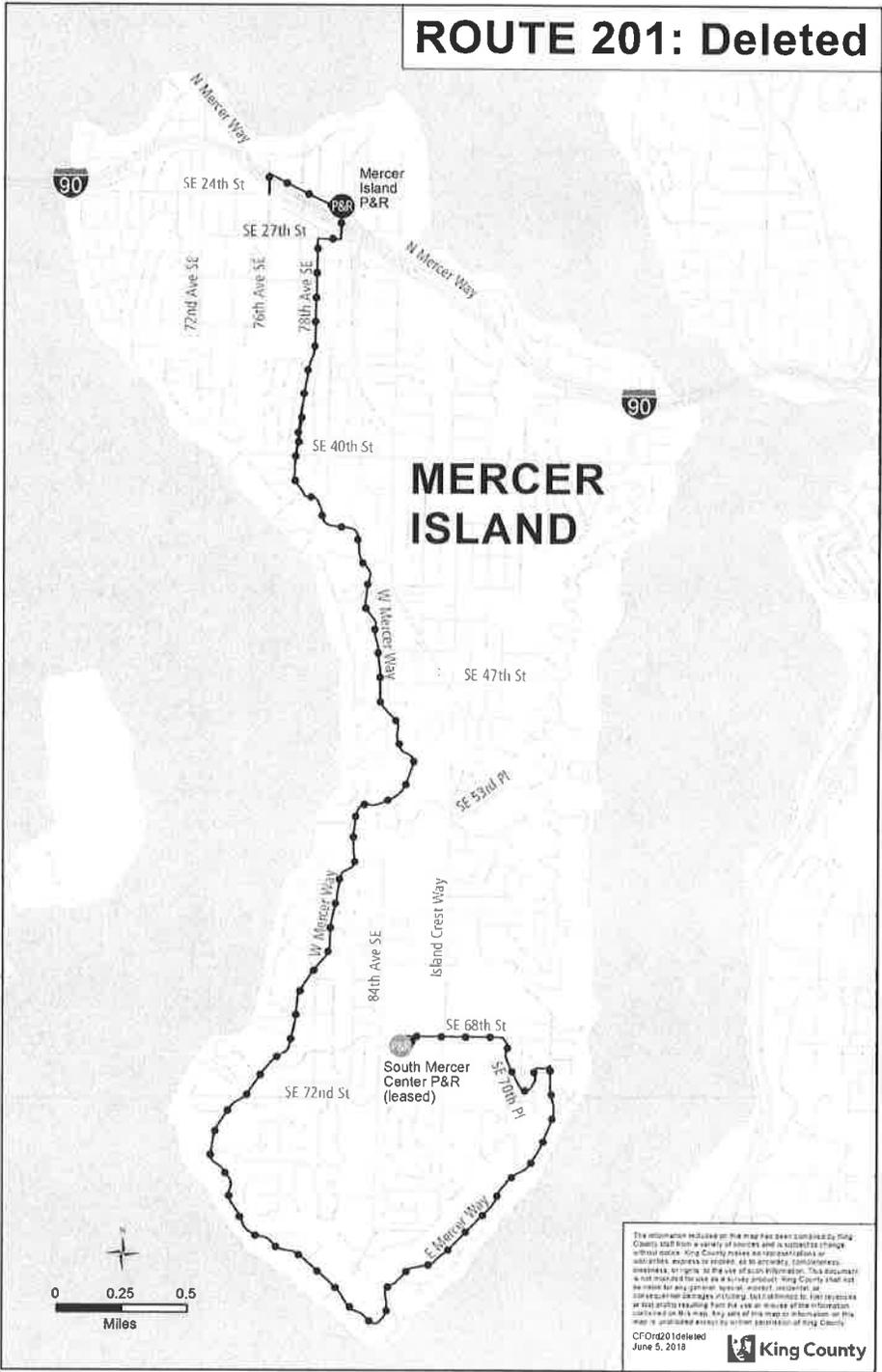
IMPACTED SERVICE AREA:

Mercer Island

SERVICE CHANGE:

Discontinue Route 201.

ROUTE 201: Deleted



March 2019 Public Transportation Service Changes

Title VI Service Analysis

June 2018



Introduction

Federal Transit Administration (FTA) Circular 4702.1B, Chapter V, Section 7 requires transit agencies serving large urbanized areas to evaluate major service changes and to determine whether proposed changes would have a discriminatory impact as defined in the United States Department of Transportation's Title VI regulations.

In accordance with these FTA regulations, this report summarizes Metro's service analysis of changes proposed for the March 2019 service change submitted to the King County Council for approval. As part of the ordinance, Metro is proposing to discontinue Route 201 and reinvest those hours in Route 204 for more Saturday service on Mercer Island; and revise routes that serve SR-520 due to Washington State Department of Transportation (WSDOT) construction. WSDOT has indicated that safety concerns during the final phase of construction on the SR-520 project require stops at Montlake Freeway Station to close. This report details the results of the Title VI analysis of these three sets of changes which impact the Cities of Mercer Island and Seattle.

Service Guidelines Overview

The 2015 update to King County Metro's *Strategic Plan for Public Transportation, 2011-2021* and related service guidelines outline the methodology Metro uses to evaluate service changes, consistent with FTA Title VI requirements (FTA Circular 4702.1B). The most relevant excerpts from the service guidelines are included below.

Implementation

Metro revises service twice a year—in spring and fall. Major and minor service revisions occur during the spring and fall service changes. In rare cases of emergency or time-critical construction projects, Metro may make changes at times other than the two regularly scheduled service changes. However, such situations are kept to a minimum because of the high level of disruption and difficulty they create. Many alternative service projects can be implemented at any time and do not need to follow the same schedule as fixed-route service.

Proposed route changes are subject to approval by the Metropolitan King County Council except as follows (per King County code 28.94.020):

- Any single change or cumulative changes in a service schedule which affect the established weekly service hours for a route by 25 percent or less.
- Any change in route location which does not move the location of any route stop by more than one-half mile.
- Any changes in route numbers.

Each year, Metro publishes a System Evaluation report, based on Metro's Service Guidelines, that outlines the analysis of target service levels and route performance

management. The annual report will include a comprehensive list of the prior years' service changes and will identify and discuss service changes that address performance-related issues. Metro works to provide transparency in Metro's process and help jurisdictions plan for the future by conducting regular outreach throughout the county about the results of the System Evaluation Report.

Adverse Effect of a Major Service Change

An adverse effect of a major service change is defined as a reduction of 25 percent or more of the transit trips serving a census tract, or 25 percent or more of the service hours on a route. Title VI of the Civil Rights Act of 1964 requires all transit agencies to evaluate major service change impacts on minority and low-income populations.

Disparate Impact Threshold

A disparate impact occurs when a major service change results in adverse effects that are significantly greater for minority populations than for non-minority populations. Metro's threshold for determining adverse effects is when the percentage of routes or tracts adversely affected by a major service change and classified as minority is 10 or more percentage points higher than the percentage of routes or tracts classified as minority in the system as a whole. Should Metro find a disparate impact, consideration will be given to modifying the proposed changes in order to avoid, minimize or mitigate the disparate impacts of the proposed changes.

Metro will measure disparate impacts by comparing changes in the number of trips serving minority or non-minority census tracts, or by comparing changes in the number of service hours on minority or non-minority routes. Metro defines a minority census tract as one in which the minority population percentage is greater than that of the county as a whole. For regular fixed-route service, Metro defines a minority route as one for which the percentage of inbound weekday boardings in minority census tracts is greater than the average percentage of inbound weekday boardings in minority census tracts for all Metro routes.

Disproportionate Burden Threshold

A disproportionate burden occurs when a major service change results in adverse effects that are significantly greater for low-income populations than for non-low-income populations. Metro's threshold for determining adverse effects is when the percentage of routes or tracts adversely affected by a major service change and classified as low-income is 10 or more percentage points higher than the percentage of routes or tracts classified as low-income in the system as a whole. Should Metro find a disproportionate burden, consideration will be given to modifying the proposed changes in order to avoid, minimize or mitigate the disproportionate burden of the proposed changes.

Metro will measure disproportionate burden by comparing changes in the number of trips serving low-income or non-low-income census tracts, or by comparing changes in the number of service hours on low-income or non-low-income routes. Metro defines a low-income census tract as one in which the percentage of low-income population is

greater than that of the county as a whole. For regular fixed-route service, Metro defines a low-income route as one for which the percentage of inbound weekday boardings in low-income census tracts is greater than the average percentage of inbound weekday boardings in low-income census tracts for all Metro routes.

I. Service Change Area and Routes

Affected Areas

The proposed changes will affect five census tracts with a total population of about 25,886 residents.

Affected Routes

The Freeway Station at the western edge of Lake Washington, just south of the Montlake Bridge, will permanently close in March 2019 due to WSDOT completing the final section of SR-520. All routes that serve the Freeway Stations will now continue on SR-520 without deviating. There will not be a replacement stop within half a mile of the current Montlake Freeway Station. The proposed ordinance would revise routes that currently serve the Montlake Freeway Station on SR-520 in Seattle (Routes 252, 255, 257, 268, and 311). In a related change, custom bus routes 982 and 986 and other partner agencies' routes (including Sound Transit and Community Transit) will no longer serve the Montlake Freeway Station.

The proposed ordinance would also discontinue Route 201, which operates between the Mercer Island Park and Ride in the north and the Mercer Village Shopping Center on the southern end of the island. Route 201 operates two trips in the a.m. and one trip in the p.m. peak. In terms of ridership, Route 201 is among the worst performing routes in Metro's system, with an average of six riders per day. By comparison, Route 204 runs along the spine of Mercer Island (Island Crest Way) and is the island's only regular fixed route. However, Route 204 does not currently operate on the weekend. By deleting Route 201, Metro will be able to reapply its service hours to operate Route 204 hourly on Saturdays, over a span of roughly nine hours. The City of Mercer Island and Metro have both received requests for weekend service; this would serve that need. At the same time, Route 204 will also be converted from regular fixed route service to a DART (Demand Area Responsive Transit) route. This will allow Metro to incorporate a demand-responsive area which will allow the vehicle to travel off of its fixed route to pick up and drop off passengers by request within the designated area.

II. Threshold 1: Is this a Major Service Change? YES

For the purposes of complying with FTA Circular 4702.1B, Chapter IV, Metro defines any change in service as "major" if King County Council approval of the change is required pursuant to KCC 28.94.020.

The proposed changes meet all criteria for a major service change by Metro and FTA definitions. Appendix A lists the specific routes being changed in March 2019.

III. Threshold 2: Are Minority or Low-Income Census Tracts Affected? NO

Classifying minority and low income census tracts

For the Title VI analysis, Metro classifies census tracts as minority tracts if the percentage of the population that is minority within a tract is greater than the percentage for King County as a whole. Based on the American Community Survey five-year average for 2012 - 2016 data, 37.8 percent of the population is classified as minority within the county as a whole. Similarly, Metro classifies census tracts as low-income tracts if the percentage of the population classified as low-income (based on the population below 200% of federal poverty line) within a tract is greater than the percentage for King County as a whole.

In line with recommendations made by the Service Guidelines Task Force, Metro recently changed the definition of “low-income” that is used to determine census tract designations from 100% to 200% of the federal poverty line, which aligns with the threshold of other programs, including ORCA LIFT. Based on the American Community Survey five-year average for 2012 - 2016, under Metro’s revised definition (200% of the federal poverty line), 23.1 percent of the population is classified as low-income within the county as a whole.

Per the Title VI analysis, the proposed service changes addressed in this report will affect the level of service provided to five King County census tracts currently served by Metro; however, no low-income or minority census tracts are impacted per the Title VI analysis as provided in Table 1 below.

Table 1. Low-Income and Minority Characteristics of Affected Census Tracts

Total Census Tracts Affected	Census Tract Classification			
	Minority & Low-income	Minority ONLY	Low-income ONLY	Neither Minority nor Low-income
5	0	0	0	5

IV. Threshold 3: Is there a Disproportionate Burden on Low-Income Populations or a Disparate Impact on Minority Populations? NO

For the Title VI analysis, the determination as to whether the proposed changes resulting in a reduction in service would have a disparate impact on minority populations was made by comparing changes in the number of Metro bus trips serving minority or non-minority census tracts. Similarly, the determination as to whether the proposed changes resulting in a reduction in service would have a disproportionate burden on low-income populations was made by comparing changes in the number of Metro bus trips serving low-income and non-low-income census tracts. The March 2019 service change was used as the baseline for calculating the change in trips.

The proposed changes together affect five census tracts, none of which are minority or low-income tracts. Furthermore, none of the tracts have a reduction in trips greater than the 25 percent reduction in trips or service hours threshold used to determine whether there is a disparate impact on minority populations or disproportionate burden on low-income populations. The closure of the Montlake Freeway Station will impact one of the

five affected tracts. The remaining four tracts, on Mercer Island, are affected by discontinued service on Route 201 and the addition of weekend service hours on the Route 204, described in Section 1 of this report.

While the elimination of the Montlake Freeway Station was found to have neither a disparate impact nor a disproportionate burden per the Title VI analysis, the proposed changes do eliminate access to service along SR-520 from the Montlake neighborhood and discontinue three daily trips on Route 201. However, the reduction in Route 201 service on Mercer Island will be reinvested in weekend service on Route 204. Section 5 discusses alternatives available to riders in these areas.

Notes for Tables 2 and 3

1. An adverse effect is defined as a reduction of 25 percent or more in trips per week.
2. Tracts are classified as low-income or minority when the percentage of low-income or minority persons in the tract is greater than the percentage of low-income or minority persons in the county as a whole.
3. A disproportionate burden occurs when the percentage of low-income tracts with adverse effects is more than 10 percentage points greater than the county-wide percentage of low-income tracts.
4. A disparate impact occurs when the percentage of minority tracts with adverse effects is more than 10 percentage points greater than the county-wide percentage of minority tracts.

Title VI Analysis Results for Proposed Changes for March 2019

Table 2. March 2019 Service Change Title VI Analysis - Low-Income Populations

Category ²	Tracts with Adverse Effects ¹	% of tracts adversely affected	% of tracts system-wide	Difference	Disproportionate Burden ³ ?
Low-Income	0	0%	42%	N/A	NO
Non-Low-Income	0	0%	58%		
Total	0	0%	100%		

Table 3. March 2019 Service Change Title VI Analysis - Minority Populations

Category ²	Tracts with Adverse Effects ¹	% of tracts adversely affected	% of tracts system-wide	Difference	Disparate Impact ⁴ ?
Minority	0	0%	44%	N/A	NO
Non-Minority	0	0%	56%		
Total	0	0%	100%		

Figure 1. Impact of proposed changes on minority census tracts.

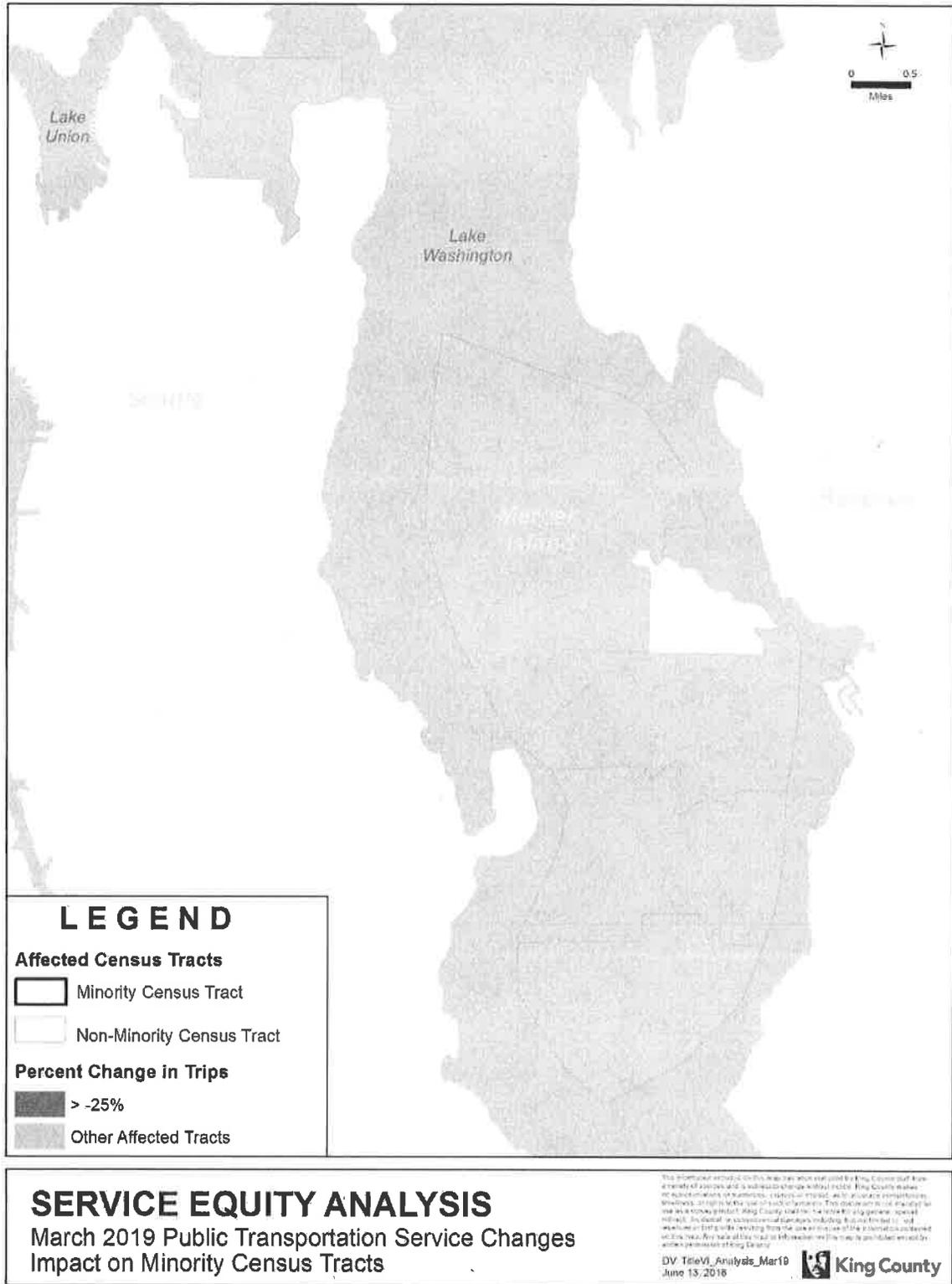
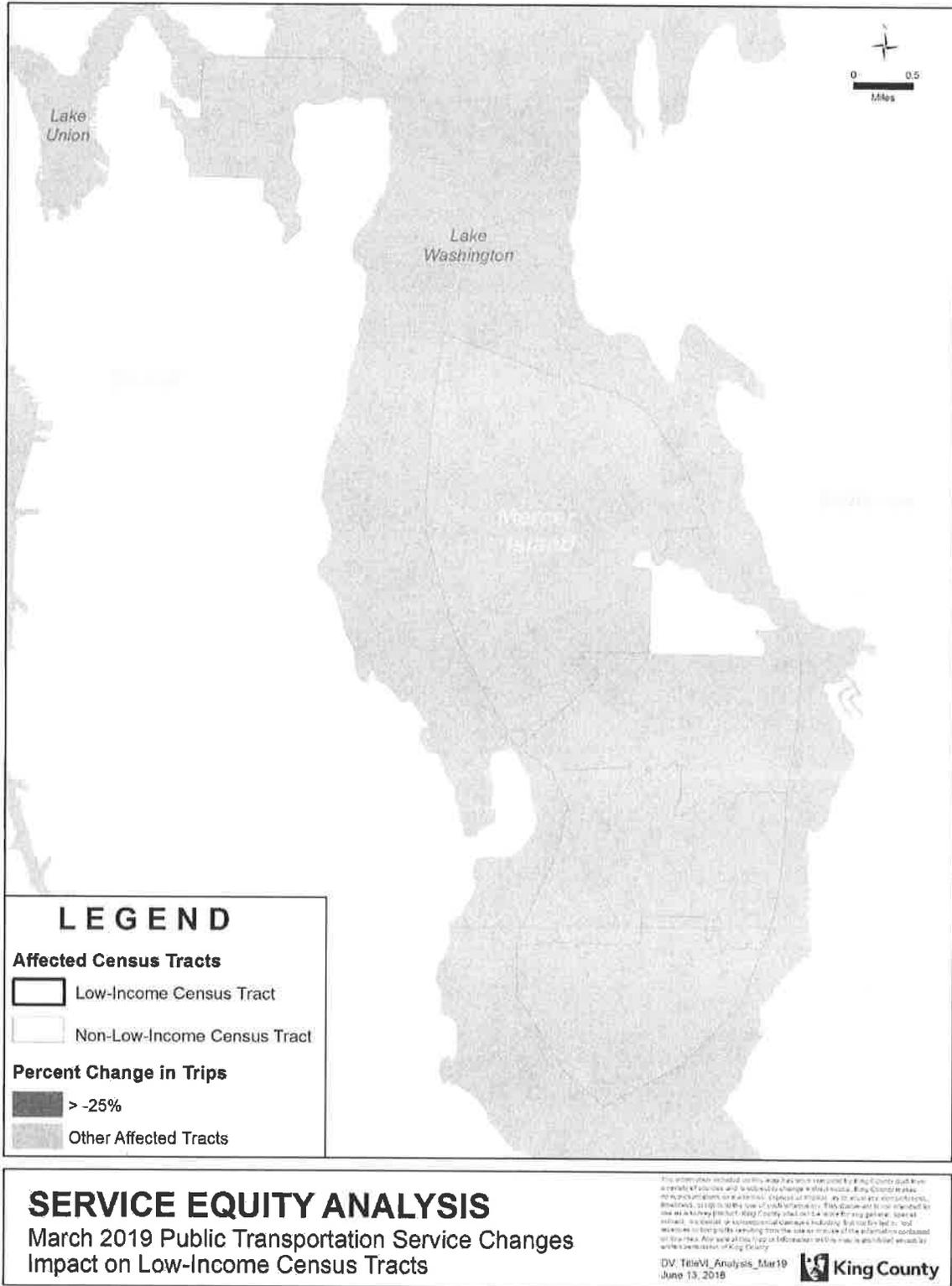


Figure 2. Impact of proposed changes on low-income census tracts.



V. Threshold 4: Alternatives and Mitigation

As stated in Section IV, there are no adverse effects as defined by the Title VI regulations for the proposed closure of the Montlake Freeway Station and elimination of service on Route 201 in March 2019. As shown in Figures 1 and 2, per the Title VI analysis, no low-income or minority census tracts are impacted.

Nonetheless, the closure of the Montlake Freeway Station will eliminate service to the Montlake area from Route 252, 257, 268, and 311, with no replacement stop within half a mile. Some alternative service options are available, but no direct service replacement is proposed. The deletion of Route 201 will eliminate service on two existing a.m. trips and one p.m. trip. However, the Route 201 is the lowest ridership route in Metro's system with an average of six riders per day. In a related change, the Route 201 service hours will be reinvested to add weekend service to the Route 204 and convert this service from regular fixed-route service to a DART (Demand Area Responsive Transit) route.

Figure 3. Proposed Change – Closure of Montlake Freeway Station Stops

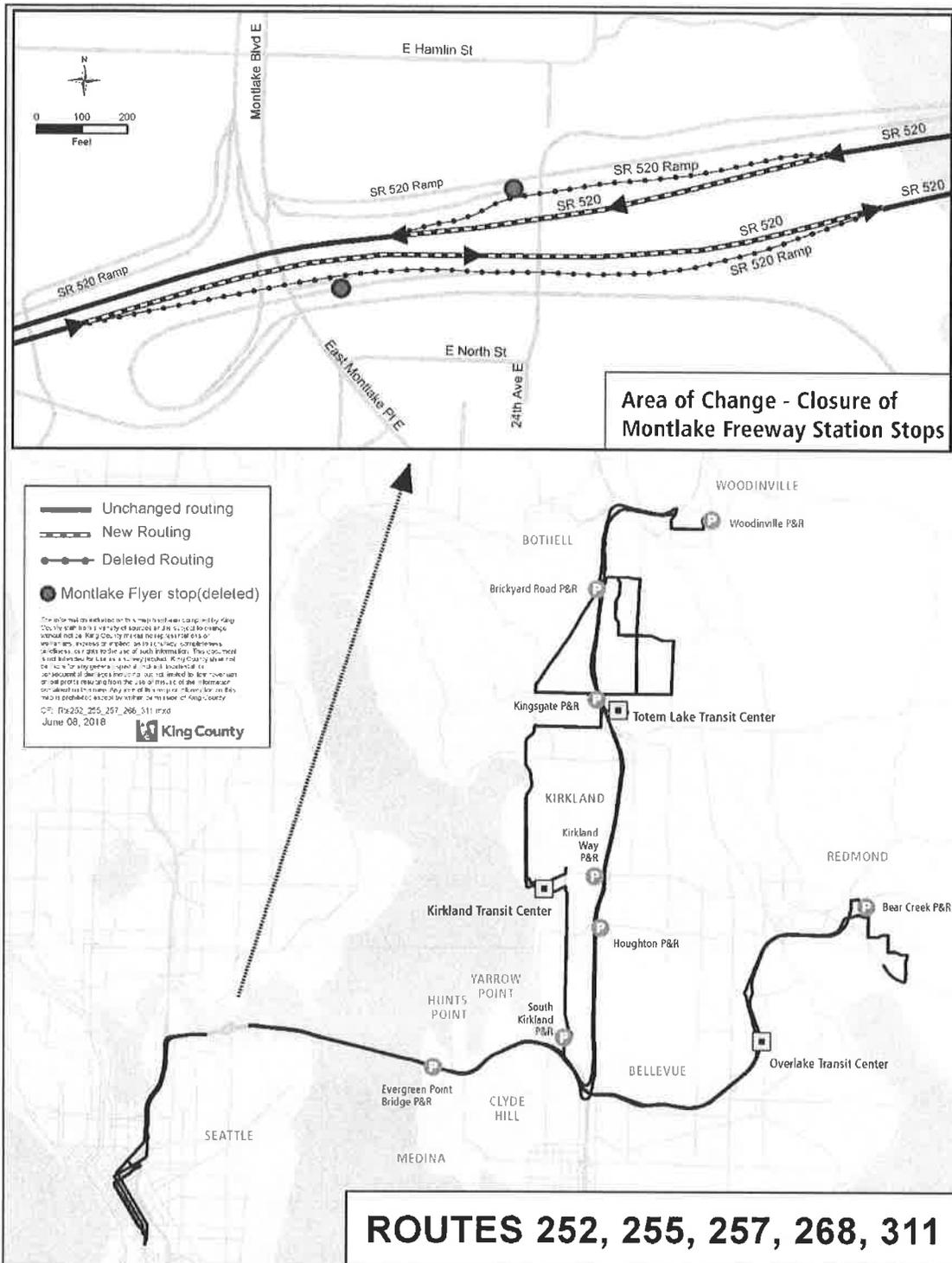
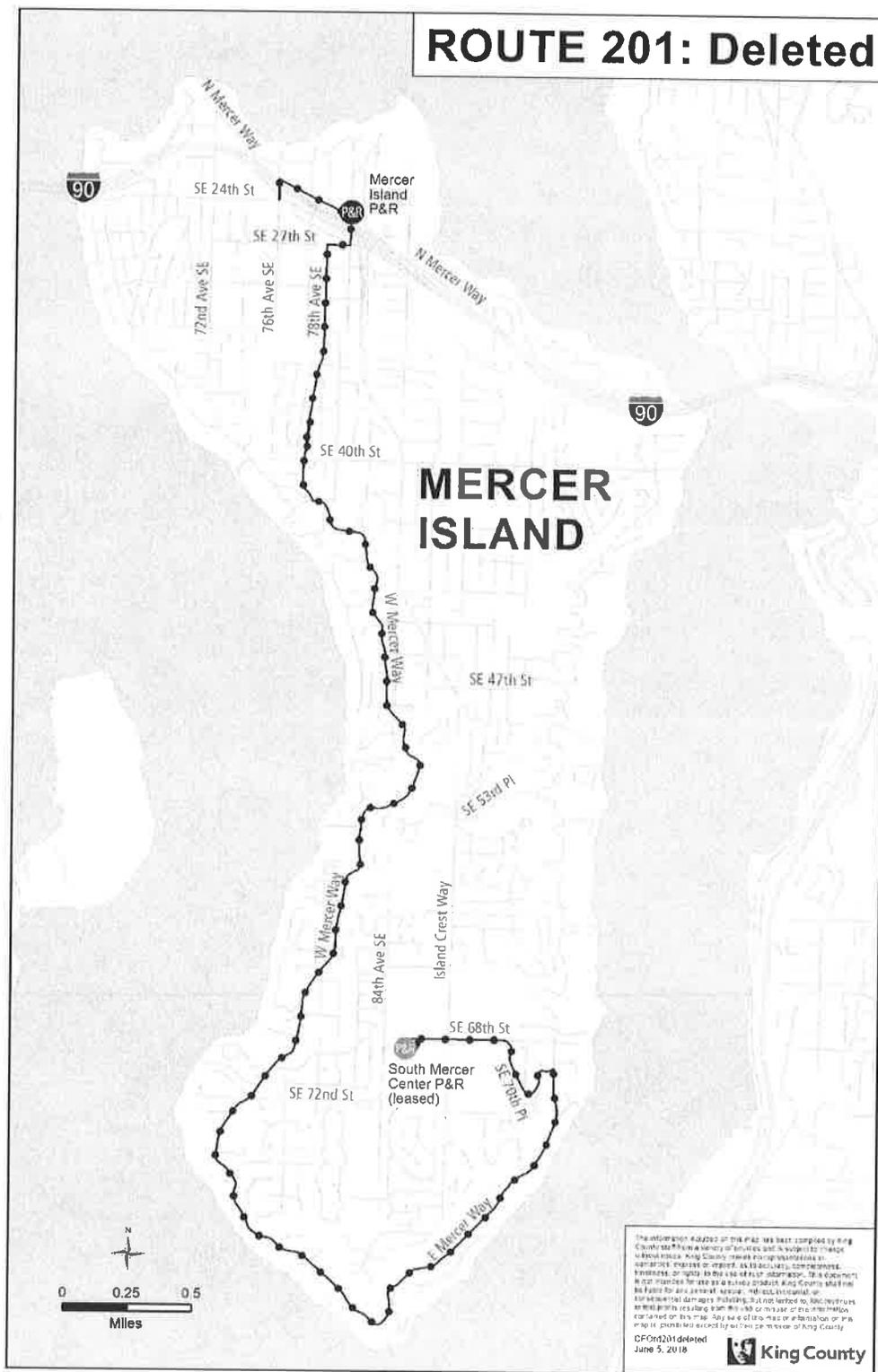


Figure 4. Proposed Change – Deletion of Route 201



APPENDIX A: Affected Routes and Alternatives

Route	Action	Alternatives
252	Revise route to remain on SR-520.	There will be no replacement stops within a half mile of the Montlake Freeway Station. If riders remain on Route 252, they will have to transfer in Downtown Seattle to Link or a local route. To reach the Montlake and University District, Route 252 riders could travel from the Evergreen Point Freeway Station on Routes 167, 271, or 277. Only Route 271 provides all-day service. Sound Transit provides weekday service between the Eastside and University District on Routes 540, 541, 542, and 556. Routes 541 and 542 provide all-day service.
255	Revise route to remain on SR-520.	There will be no replacement stops within a half mile of the Montlake Freeway Station. If riders remain on Route 255, they will have to transfer in Downtown Seattle to Link or a local route. To reach the Montlake and University District, Route 255 riders could travel from the Evergreen Point Freeway Station on Routes 167, 271, or 277. Only Route 271 provides all-day service. Sound Transit provides weekday service between the Eastside and University District on Routes 540, 541, 542, and 556. Routes 541 and 542 provide all-day service.
257	Revise route to remain on SR-520.	There will be no replacement stops within a half mile of the Montlake Freeway Station. If riders remain on Route 257, they will have to transfer in Downtown Seattle to Link or a local route. To reach the Montlake and University District, Route 257 riders could travel from the Evergreen Point Freeway Station on Routes 167, 271, or 277. Only Route 271 provides all-day service. Sound Transit provides weekday service between the Eastside and University District on Routes 540, 541, 542, and 556. Routes 541 and 542 provide all-day service.
268	Revise route to remain on SR-520.	There will be no replacement stops within a half mile of the Montlake Freeway Station. If riders remain on Route 268, they will have to transfer in Downtown Seattle to Link or a local route. To reach the Montlake and University District, Route 268 riders could travel from the Evergreen Point Freeway Station on Routes 167, 271, or 277. Only Route 271 provides all-day service. Sound Transit provides weekday service between the Eastside and University District on Routes 540, 541, 542, and 556. Routes 541 and 542 provide all-day service.

Route	Action	Alternatives
311	Revise route to remain on SR-520.	<p>There will be no replacement stops within a half mile of the Montlake Freeway Station. If riders remain on Route 311, they will have to transfer in Downtown Seattle to Link or a local route. To reach the Montlake and University District, Route 311 riders could travel from the Evergreen Point Freeway Station on Routes 167, 271, or 277. Only Route 271 provides all-day service. Sound Transit provides weekday service between the Eastside and University District on Routes 540, 541, 542, and 556. Routes 541 and 542 provide all-day service.</p>
201	Discontinue route.	<p>Some Route 201 riders may be able to use Route 204 as an alternative. Routes 201 and 204 share common terminals. In addition, the City of Mercer Island is currently operating a pilot project involving Uber and Lyft. It is designed to be a "first and last mile" service to get riders to and from the Mercer Island Park and Ride.</p>