



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

August 19, 2013

Ordinance 17641

Proposed No. 2013-0230.2

Sponsors Dembowski

1 AN ORDINANCE relating to public transportation;
2 adopting updates to the Strategic Plan for Public
3 Transportation 2011-2021 and King County Metro Service
4 Guidelines; and amending Ordinance 17143, Section 4.

5 STATEMENT OF FACTS:

- 6 1. The King County council adopted the King County Metro Strategic
7 Plan for Public Transportation 2011-2021 ("the strategic plan") and the
8 King County Metro Service Guidelines ("service guidelines") in July 2011
9 via Ordinance 17143.
- 10 2. The regional transit task force recommended that the strategic plan and
11 service guidelines focus on the balancing of productivity, social equity and
12 geographic value in the distribution of transit service.
- 13 3. The strategic plan and service guidelines are meant to be living
14 documents, setting the policy for and guiding the implementation of the
15 Metro transit service network by responding to growth throughout the
16 county and incorporating regular review of policies by the regional transit
17 committee. The proposed 2013 updates of the strategic plan and service
18 guidelines address the following concerns:

19 A. The adoption of certain system-wide service standards, policies and
20 methodologies to determine whether proposed changes will have a
21 discriminatory impact based on race, color or national origin or will result
22 in a disproportionate burden on low-income populations, as required by
23 Title VI of the Civil Rights Act of 1964 and Federal Transit
24 Administration Circular 4702.1B;

25 B. Implementation of alternative services methodologies by updating of
26 the service guidelines consistent with strategies 2.1.4 and 6.2.4 adopted by
27 Ordinance 17386 in July 2012;

28 C. Revisions of the service guidelines to clarify language and policy
29 intent to provide greater transparency; and

30 D. Updating the strategic plan and service guidelines to better link
31 growth in transit service with growth and changes in communities in order
32 to implement Ordinance 17143, Section 8.

33 4. Access to transit is affected by many factors such as land use and
34 development, roadways, bikeways and pedestrian facilities, park and rides
35 and transit connectivity. Currently, Metro evaluates and estimates access
36 to transit through two key measures: the number of jobs and households
37 within one-quarter mile of a transit corridor and the number of jobs and
38 households within two miles of a park-and-ride facility. These measures,
39 however, do not account for the quality, availability or utilization of the
40 infrastructure that supports access to transit, in particular park-and-rides
41 and their role in aggregating transit riders in lower and moderate density

42 areas. Additionally, the infrastructure is owned or operated by a diverse
43 list of organizations, including the Washington state Department of
44 Transportation, Sound Transit and other transit agencies, King County,
45 individual cities, private organizations, including for-profit and not-for-
46 profit organizations, and a variety of partnerships. As a result of the
47 diversity of ownership, cross-organizational planning tends to focus on
48 project-specific access to transit, leaving an opportunity for a multiagency
49 planning initiative that addresses the broader issue of access on a system-
50 wide basis.

51 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

52 SECTION 1. The King County Metro Transit Strategic Plan for Public
53 Transportation 2011-2021 is hereby updated to incorporate one new strategy, an update
54 to strategy 2.1.2 and updates to performance measures as provided in Attachment A to
55 this ordinance.

56 SECTION 2. Ordinance 17143, Section 4, is hereby amended to read as follows:
57 The King County Metro Service Guidelines, dated July 17, 2013, which is
58 Attachment B to (~~Ordinance 17143~~) this ordinance, are hereby adopted.

59 SECTION 3. A.1. By December 31, 2013, the executive shall transmit to the
60 council and the regional transit committee, for acceptance by motion, a work plan to
61 identify potential updates to the King County Metro Transit Strategic Plan for Public
62 Transportation 2011-2021, related to park and rides and other infrastructure supporting
63 access to transit.

64 2. The executive shall convene a work group, including representation from the
65 Puget Sound Regional Council, Washington state Department of Transportation, Sound
66 Transit, the transit division, executive and legislative branch staff, individual cities and
67 private-sector representatives, to develop the work plan.

68 3. The work plan shall include the timelines, milestones, lead agency or
69 jurisdiction and scope to identify:

70 a. the role of park and rides and other community infrastructure related to
71 access to transit;

72 b. industry best practices and innovative approaches to improve access to
73 transit capacity including but not limited to parking management, technology, non-
74 motorized corridors, and transportation demand management;

75 c. options for regional needs reporting and funding of access to transit
76 infrastructure;

77 d. model policy language that supports access to transit through transit-
78 oriented communities and infrastructure; and

79 e. potential updates to the Strategic Plan for Public Transportation and Metro
80 Service Guidelines to clarify the role, measurement and funding of access to transit as
81 they relate to the King County Metro transit system.

82 4. The work plan shall be filed in the form of a paper original and electronic
83 copy with the clerk of the council, who shall retain the original and provide an electronic
84 copy to all councilmembers and members of the regional transit committee.

85 B. A report on the subjects described in subsection A.3.a. and b. of this section
86 shall be transmitted by December 31, 2014, for consideration by the regional transit

87 committee and receipt of the report shall be acknowledge by the council by motion. The
88 report shall be filed in the form of a paper original and electronic copy with the clerk of
89 the council, who shall retain the original and provide an electronic copy to all
90 councilmembers and members of the regional transit committee.

91 C. A report or reports on the subjects described in subsection A.3. c., d. and e. of
92 this section shall be transmitted by December 31, 2015, for consideration by the regional
93 transit committee and receipt of the report or reports shall be acknowledged by the
94 council by motion. The report or reports shall be filed in the form of a paper original and
95 electronic copy with the clerk of the council, who shall retain the original and provide an
96 electronic copy to all councilmembers and members of the regional transit committee.


97 SECTION 4. By April 30, 2014, the executive shall transmit to the council and
98 regional transit committee, for acknowledgement of receipt by motion, a report
99 evaluating alternative measures for use in identifying crowded services and the related
100 transit service investment needs. These could include capacity measures that are not
101 based on the number of seats on the bus. The intent of this work is to consider whether
102 alternative measures or further changes of thresholds for passengers to seats should be
103 used to determine overcrowding. The report shall be filed in the form of a paper original
104 and electronic copy with the clerk of the council, who shall retain the original and

105 provide an electronic copy to all councilmembers and members of the regional transit
106 committee.
107

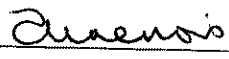
Ordinance 17641 was introduced on 5/6/2013 and passed by the Metropolitan King County Council on 8/19/2013, by the following vote:

Yes: 9 - Mr. Phillips, Mr. von Reichbauer, Mr. Gossett, Ms. Hague, Ms. Patterson, Ms. Lambert, Mr. Dunn, Mr. McDermott and Mr. Dembowski
No: 0
Excused: 0

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

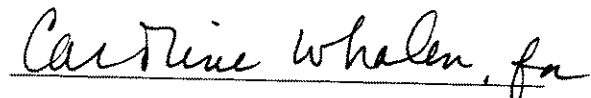

Larry Gossett, Chair

ATTEST:


Anne Noris, Clerk of the Council

RECEIVED
2013 AUG 30 PM 3:51
CLERK
KING COUNTY COUNCIL

APPROVED this 30 day of August, 2013.


Dow Constantine, County Executive

Attachments: A. Updates to the Strategic Plan for Public Transportation, 2011-2021 dated 7-17-13, B. King County Metro Service Guidelines dated 7-17-13

Delete Strategy 2.1.2 and insert the following revised Strategy 2.1.2:

Strategy 2.1.2: Provide travel opportunities and supporting amenities for historically disadvantaged populations, such as low-income people, students, youth, seniors, people of color, people with disabilities, and others with limited transportation options.

Metro serves historically disadvantaged populations with a wide variety of public transportation services and supporting amenities such as bus stops, bus shelters, seating, lighting, waste receptacles, and public information. All buses on the fixed-route system are accessible for people using mobility devices; complementary paratransit services are available for eligible individuals with disabilities; and facilities are accessible in compliance with the Americans with Disabilities Act. Metro offers other services as well, such as the innovative Community Transportation Program which includes the Taxi Scrip Program, Transit Instruction Program, and Community Access Transportation (CAT). Metro also provides programs such as Jobs Access and Reverse Commute (JARC), a federal program that is intended to connect low-income populations with employment opportunities through public transportation. Metro also works with local school districts to respond to student transportation needs. Metro regularly reports on its services in compliance with Title VI of the Civil Rights Act of 1964.

Insert New Strategy 6.1.2 as follows:

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.

To implement the vision for public transportation, as established in the Strategic Plan for Public Transportation, King County shall establish and maintain a long-range plan that: (1) reflects regional transit service and capital plans identified through Sound Transit's adopted long-range plan and incorporates transit service needs identified through adopted local comprehensive and other transportation plans; (2) uses, as a starting point, today's transit network and needs as defined by the King County Metro Service Guidelines; and (3) remains consistent with the policies and values of the Strategic Plan for Public Transportation. The Metro transit long-range plan, adopted by the King County Council, should include the unmet transit service needs throughout King County as identified by the existing Metro Service Guidelines, as well as the service and capital elements of a future Metro transit network at various funding levels that support local jurisdiction and regional plans. The plan shall take into consideration the Puget Sound Regional Council's economic, growth management, and transportation plans.

King County shall develop the long-range plan in coordination with local jurisdictions and regional transit agencies. Development of the long range plan shall be based on the principle that jurisdiction comprehensive and transportation plans inform the long range plan and the long range plan informs jurisdiction comprehensive and transportation plans. The specific approach to coordination shall be subject to the financial and staffing constraints of Metro as specified at the time of developing or updating the plan. In order to provide a realistic funding framework for addressing existing unmet and future system needs, this plan shall reflect resource availability and financial estimates of the total Metro transit need to support regional and local comprehensive and other transportation plans.

This strategy shall be implemented within the approved financial, staffing and policy framework of King County Metro, especially as it pertains to inputs from other plans and jurisdictions. Nothing in this strategy is intended to infer a responsibility for jurisdictional planning beyond King County's direct authority.

Amend the performance measures to reflect the following list of performance measures by Goal area:

Goal	Measure
Goal 1: Safety. Support safe communities.	Preventable accidents per million miles
	Operator and passenger incidents and assaults
	Customer satisfaction regarding safety and security
	Effectiveness of emergency responses
Goal 2: Human Potential. Provide equitable opportunities for people from all areas of King County to access the public transportation system.	Population with ¼-mile walk access to a transit stop or 2-mile drive to a park-and-ride, reported separately
	Number of jobs with ¼-mile walk access to a transit stop or 2-mile drive to a park-and-ride, reported separately
	Number of students at universities and community colleges that are within a ¼ mile walk of transit
	Percentage of Households in low income census tracts within a quarter-mile walk of a transit stop or a 2-mile drive to a park-and-ride, reported separately
	Percentage of Households in minority census tracts within a quarter-mile walk of a transit stop or a 2-mile drive to a park-and-ride, reported separately
	Accessible bus stops
	Transit mode share by market
	Student and reduced-fare permits and usage
	Access applicants who undertake fixed-route travel training
	Access boardings / number of trips provided by the Community Access Transportation (CAT) program
	Access registrants
	Requested Access trips compared to those provided
	Vanpool boardings
Goal 3: Economic Growth and Built Environment. Encourage vibrant, economically thriving and sustainable communities.	Transit rides per capita
	Park-and-ride capacity and utilization (Individually and systemwide)
	Employees at CTR sites sharing non-drive-alone transportation modes during peak commute hours
	Employer-sponsored passes and usage

Goal	Measure
	All public transportation ridership in King County (rail, bus, Paratransit, Rideshare) Ridership in population/business centers HOV lane passenger miles Per capita vehicle miles traveled (VMT)
Goal 4: Environmental Sustainability. Safeguard and enhance King County's natural resources and environment.	Transit mode share Average miles per gallon of the Metro bus fleet Energy use at Metro facilities / kWh and natural gas used in facilities normalized by area and temperature Total facility energy use Vehicle energy (diesel, gasoline, kWh) normalized by miles Vehicle fuel (diesel, gasoline, kWh) normalized by boardings
Goal 5: Service Excellence. Establish a culture of customer service and deliver services that are responsive to community needs.	Customer satisfaction Customer complaints per boarding On-time performance by time of day Crowding Utilization of Metro web tools and alerts
Goal 6: Financial Stewardship. Exercise sound financial management and build Metro's long term sustainability.	Boardings per revenue hour Cost per boarding Cost per hour Service hours operated Asset condition assessment Fare revenues Farebox recovery Service hours and service hour change per route Ridership and ridership change per route Boardings per vehicle hour Passenger miles per vehicle mile Passenger miles per revenue mile ORCA use Cost per vehicle mile Cost per vanpool boarding Cost per Access boarding Public participation rates
Goal 7: Public Engagement and Transparency. Promote robust public engagement that informs, involves, and empowers people and	Customer satisfaction regarding Metro's communications and reporting Social media indicators Conformance with King County policy on communications accessibility and translation to other languages

Attachment A: Updates to the Strategic Plan for Public Transportation, 2011-2021
July 17, 2013 - 17641

Goal	Measure
communities.	Demographics of Metro employees
Goal 8: Quality Workforce. Develop and empower Metro's most valuable asset, its employees.	Employee job satisfaction
	Promotion rate
	Probationary pass rate

King County Metro Service Guidelines

Introduction

Metro has developed service guidelines that it will use to design and modify transit services in an ever-changing environment. The guidelines will help Metro make sure that its decision-making is objective, transparent, and aligned with the regional goals for the public transportation system. These guidelines enable Metro to fulfill Strategy 6.1.1 in its *Strategic Plan for Public Transportation 2011-2021*, which calls for Metro to "Manage the transit system through service guidelines and performance measures."

Metro will use the guidelines to make decisions about expanding, reducing and managing service, to evaluate service productivity, and to determine if service revisions are needed because of changes in rider demand or route performance. Guidelines are also intended to help Metro respond to changing financial conditions and to integrate its services with the regional transportation system.

The guidelines are designed to address productivity, social equity and geographic value. These factors are applied within the guidelines in a multi-step process to identify the level and type of service, along with additional guidelines to measure service quality, define service design objectives and to compare the performance of individual routes within the Metro service network to guide modifications to service following identified priorities. The guidelines work as a system to emphasize productivity, ensure social equity and provide geographic value in a balanced manner through the identification of measurable indicators associated with each factor and the definition of performance thresholds that vary by market served, service frequency and locations served. They are also intended to help Metro respond to changing financial conditions and to integrate its services with the regional transportation system.

A central piece of the service guidelines is the All-Day and Peak Network, which establishes target service levels for transit corridors throughout King County. Productivity, social equity and geographic value are prioritized in this three-step process:

- **Step one** establishes initial service levels for corridors based on how well they meet measurable indicators reflecting productivity, social equity, and geographic value. Indicators of high productivity (using measurable land use indicators closely correlated with transit productivity) make up 50 percent of the total score, while geographic value and social equity indicators each comprise 25 percent of the total score in this step.
 - **Productivity** indicators demonstrate market potential of corridors using land use factors of housing and employment density.
 - **Social Equity** indicators provide an evaluation of how well corridors serve concentrations of minority and low-income populations by comparing boardings in these areas along each corridor against the systemwide average of all corridor boardings within minority and low-income census tracts.
 - **Geographic Value** indicators establish how well corridors preserve connections and service throughout King County.

The cumulative score from this step indicates the initial appropriate frequency for service in the corridor.

- **Step two** makes adjustments to the assigned step-one service family based on current ridership, productivity, and night network completeness. Adjustments are only made to assign corridors to a higher service level; service frequencies are not adjusted downward in this step.
- **Step three** defines the peak overlay for the All-Day and Peak Network. This step evaluates whether or not peak service provides a significant ridership or travel time advantage over the local service.

The All-Day and Peak Network will be analyzed annually concurrent with Metro's reports on the application of the service guidelines. Using this network as a baseline and as resources allow, Metro will work to adjust service levels to better meet the public transportation needs of King County.

Other guidelines are grouped into the following categories:

- **Performance management**
These guidelines establish standards for productivity, passenger loads, and schedule reliability. Metro will use these guidelines to evaluate individual routes and recommend changes to achieve efficient and effective delivery of transit service as part of ongoing system management and in planning for growth or reduction.
- **Service restructures**
These guidelines define the circumstances that will prompt Metro to restructure multiple routes along a corridor or within an area.
- **Service Design**
These are qualitative and quantitative guidelines for designing specific transit routes and the overall transit network.
- **Use and implementation**
This section describes how Metro will use all guidelines, how they will be prioritized to make recommendations about adding, reducing or adjusting service, and how the performance of individual bus routes and the Metro system as a whole will be reported.

The service guidelines provide Metro with tools to ensure that decisions about Metro's service network are transparent, consistent, and clear. These guidelines will be reported on and reviewed annually to ensure that they are consistent with Metro's strategic plan and other policy goals.

All-day and peak network

Metro strives to provide high-quality transit service to a wide variety of travel markets and a diverse group of riders. Metro designs its services to meet a number of objectives:

- Support regional growth plans
- Respond to existing ridership demand
- Provide productive and efficient service
- Ensure social equity
- Provide geographic value through a network of connections and services throughout King County.

Metro is building a network of services to accomplish these objectives. The foundation of the All-Day and Peak Network is a set of two-way routes that operate all day and connect designated regional growth centers, manufacturing/industrial centers, and other areas of concentrated activity. All-day service is designed to meet a variety of travel needs and trip purposes throughout the day. Whether riders are traveling to work, appointments, shopping, or recreational activities, the availability of service throughout the day gives them the ability to travel when they need to. The All-Day and Peak Network also includes peak service that provides faster travel times, accommodates very high demand for travel to and from major employment centers, and serves park-and-ride lots in areas of lower population density.

A key step in developing the All-Day and Peak Network is to determine the service levels that meet the needs of King County's diverse communities. Metro determines these service levels through a three-step process:

First, service levels are set by scoring all corridors using six measures addressing land use, social equity, and geographic value. Corridors with higher scores are assigned higher levels of service. Second, service levels are adjusted based on existing ridership. Corridor service levels are increased when the service level suggested in step-one would not be adequate to accommodate existing riders, would be inconsistent with service levels set for RapidRide services, or would leave primary connections without night service. Third, peak service that enhances the all-day network is determined using travel time and ridership information.

These steps provide broad guidance for establishing a balance of all-day service levels and peak services and may change as conditions do. The target service levels may also be revised as areas of King County grow and change. Metro does not have sufficient resources to fully achieve the All-Day and Peak Network today. The service-level guidelines, used in combination with the guidelines established for managing the system, will help Metro make progress toward the All-Day and Peak Network.

Service levels are defined by corridor rather than by route to reflect the fact that there may be multiple ways to design routes to serve a given corridor, including serving a single corridor with more than one route. The desired service levels can be achieved through service by a single route or by multiple routes.

Metro evaluated 113 corridors where it provides all-day service today and 94 peak services provided today. The services in these corridors include those linking regional growth centers,

manufacturing/industrial centers, and transit activity centers; services to park-and-rides and major transit facilities; and services that are geographically distributed throughout King County. The same evaluation process could be used to set service levels for corridors that Metro does not currently serve.

All-day and peak network assessment process

STEP-ONE: SET SERVICE LEVELS	
Factor	Purpose
Land Use	Support areas of higher employment and household density
Social Equity and Geographic Value	Serve historically disadvantaged communities
	Provide appropriate service levels throughout King County

STEP-TWO: ADJUST SERVICE LEVELS	
Factor	Purpose
Loads	Provide sufficient capacity for existing transit demand
Use	Improve effectiveness and financial stability of transit service
Service Span	Provide adequate levels of service throughout the day

STEP-THREE: IDENTIFY PEAK OVERLAY	
Factor	Purpose
Travel Time	Ensure that peak service provides a travel time advantage compared to other service alternatives
Ridership	Ensure that peak service is highly used

OUTCOME: ALL-DAY AND PEAK NETWORK

Step-One: Set service levels

Service levels are determined by the number of households and jobs in areas with access to a corridor, by the proportion of historically disadvantaged populations near the corridor, and by the geographic distribution of regional growth, manufacturing/industrial, and transit activity centers in King County. These factors give Metro a way to take into account the elements that make transit successful as well as the populations and areas that must be served to support social equity and deliver geographic value. Each corridor is scored on six factors, and the total score is used to set service levels in a corridor. Each corridor is intended to have the identified frequency during some or all of the time period listed.

Land use factors

The success of a transit service is directly related to how many people have access to the service and choose to use it. Areas where many people live and work close to bus stops have higher potential transit use than areas where few people live and work close by. Areas that

have interconnected streets have a higher potential for transit use than areas that have fewer streets or have barriers to movement, such as hills or lakes. The land-use factors Metro uses to determine service levels are the number of households and jobs located within a quarter-mile walking access of stops. The quarter-mile calculation considers street connectivity; only those areas that have an actual path to a bus stop are considered to have access to transit. This is an important distinction in areas that have a limited street grid or barriers to direct access, such as lakes or freeways. The use of land-use factors is consistent with Metro's *Strategic Plan for Public Transportation 2011-2021* because it addresses the need for transit to serve a growing population (Strategy 3.2.1) and encourages land uses that transit can serve efficiently and effectively (Strategy 3.3.1)

Social equity and geographic value factors

As it strives to develop an effective transit network that ensures social equity and provides geographic value, Metro considers how the network will serve historically disadvantaged populations, transit activity centers, regional growth centers, and manufacturing/industrial centers. As a way to achieve social equity, Metro identifies areas where low-income and minority populations are concentrated as warranting higher levels of service. Metro also identifies primary connections between centers as warranting a higher level of service, to achieve both social equity and geographic value. Primary connections are defined as the predominant transit connection between centers, based on a combination of ridership and travel time.

Centers represent activity nodes throughout King County that form the basis for a countywide transit network. The term "centers," as defined in the strategic plan, refers collectively to regional growth centers, manufacturing/industrial centers, and transit activity centers. Regional growth centers and manufacturing/industrial centers are designated in the region's *Vision 2040* plan. Metro identified transit activity centers beyond the Puget Sound Regional Council (PSRC)-designated centers to support geographic value in the distribution of its transit network throughout King County. Transit activity centers include major destinations and transit attractions such as large employment sites, significant healthcare institutions and major social service agencies. Transit activity centers represent activity nodes throughout King County that form the basis for an interconnected transit network throughout the urban growth area of King County.

Each transit activity center identified in Appendix I meets one or more of the following criteria:

- Is located in an area of mixed-use development that includes concentrated housing, employment, and commercial activity
- Includes a major regional hospital, medical center or institution of higher education located outside of a designated regional growth centers
- Is located outside other designated regional growth centers at a transit hub served by three or more all-day routes.

The size of these transit activity centers varies, but all transit activity centers represent concentrations of activity in comparison to the surrounding area.

The use of factors related to social equity and geographic value is consistent with the *Strategic Plan for Public Transportation 2011-2021*. The use of social equity factors guides transit service to provide travel opportunities for historically disadvantaged populations (Strategy 2.1.2). Factors concerning transit activity centers and geographic value guide service to areas of concentrated activity (Strategy 3.4.1) and ensure that services provide value in all areas of King County. Regional growth centers, manufacturing/industrial centers, and transit activity centers are listed in Appendix 1.

Revisions to Appendix 1 Centers in King County

The list of centers associated with the All-Day and Peak Network is adopted by the King County Council as part of Metro's service guidelines. However, the region's growth and travel needs are anticipated to change in the future. The following defines centers and guides additions to this list.

Regional Growth and Manufacturing/Industrial Centers

Additions to and deletions from the regional growth and manufacturing/industrial Centers lists should be based on changes approved by the PSRC and defined in *Vision 2040*, or subsequent regional plans.

Transit Activity Centers

Additional transit activity centers may be designated in future updates of the service guidelines. Additions to the list of transit activity centers will be nominated by the local jurisdictions and must meet one or more of the above criteria, plus the following additional criteria:

- Pathways through the transit activity center must be located on arterial roadways that are appropriately constructed for transit use.
- Identification of a transit activity center must result in a new primary connection between two or more regional or transit activity centers in the transit network, either on an existing corridor on the All-Day and Peak Network or as an expansion to the network to address an area of projected all-day transit demand. An expansion to the network indicates the existence of a new corridor for analysis.
- Analysis of a new corridor using step-one of the All-Day and Peak Network assessment process must result in an assignment of 30-minute service frequency or better.

Factor	Measure	Threshold	Points
Productivity (Land Use)	Households within ¼ mile of stops per corridor mile	>3,000 HH/Corridor Mi	10
		>2,400 HH/Corridor Mi	8
		>1,800 HH/Corridor Mi	6
		>1,200 HH/Corridor Mi	4
		>600 HH/Corridor Mi	2
	Jobs & student enrollment at universities & colleges within ¼ mile of stops per corridor mile	>10,250 Jobs & students/Corridor Mi	10
		>5,500 Jobs & students/Corridor Mi	8
		>3,000 Jobs & students/Corridor Mi	6
		>1,400 Jobs & students/Corridor Mi	4
		>500 Jobs & students/Corridor Mi	2
Social Equity	Percent of boardings in low-income census tracts ¹	Above system average	5
		Below system average	0
	Percent of boardings in minority census tracts ²	Above system average	5
		Below system average	0
Geographic Value	Primary connection between regional growth, manufacturing/industrial centers	Yes	5
		No	0
	Primary connection between transit activity centers	Yes	5
		No	0

Thresholds and points used to set service levels

Frequency based on total score

Scoring Range	Peak Service Frequency (minutes)	Off-Peak Service Frequency (minutes)	Night Service Frequency (minutes)
25-40	15	15	30
19-24	15	30	30
10-18	30	30	--
0-9	60 or less frequent (≥60)	60 or less frequent	--

Step-Two: Adjust service levels

After setting service levels on the basis of the six factors in step-one, Metro adjusts the levels to ensure that the All-Day and Peak Network accommodates current ridership levels. Corridor service levels are increased if providing service at the levels established under step-one would not accommodate existing riders, would be inconsistent with policy-based service levels set for RapidRide services or would result in an incomplete network of night service³.

¹ Low-income tracts are those where a greater percentage of the population than the countywide average has low incomes, based on current American Community Survey data.

² Minority tracts are defined as tracts where a greater percentage of the population than the Countywide average is minority (all groups except White, non-Hispanic), based on current census data.

³ An incomplete network of night service is defined as a network in which night service is not provided on a primary connection between regional growth centers or on a corridor with frequent peak service. Provision of night service on such corridors is important to ensure system integrity and social equity during all times of day.

Thresholds used to adjust service levels

Factor	Measure	Threshold	Adjustment to warranted frequency		
			Service level adjustment	Step 1 frequency (minutes)	Adjusted frequency (minutes)
Cost recovery	Estimated cost recovery by time of day - if existing riders were served by step-one service levels	>100% in any time period	Adjust two levels	15 or 30	<15
		Peak >50% Off-peak >50% Night >33%	Adjust one level	≥60	15
				15	<15
				30	15
		Night >16%	Add night service	--	30
Night >8%	Add night service	--	≥60		
Load	Estimated load factor ⁴ by time of day - if existing riders were served by step-one service levels	>1.5	Adjust two levels	15 or 30	<15
		>0.75	Adjust one level	≥60	15
				15	<15
				30	15
≥60	30				
Service span	Connection at night	Primary connection between regional growth centers	Add night service	--	≥60
		Frequent peak service	Add night service	--	30

Metro also adjusts service levels on existing and planned RapidRide corridors to ensure that identified service frequencies are consistent with policy-based service frequencies for the RapidRide program: more frequent than 15 minutes during peak periods, 15 minutes during off-peak periods, and 15 minutes at night. Where policy-based service frequencies are more frequent than service frequencies established in step-two, frequencies are improved to the minimum specified by policy.

The combined outcome of steps one and two is a set of corridors with all-day service levels that reflect factors concerning land use, social equity, geographic value, and ridership. These corridors are divided into families based on the frequency of service, as described in the Service Families section below. Corridors with the highest frequency would have the longest span of service.

Step-Three: Identify peak overlay

⁴ Load factor is calculated by dividing the maximum load along a route by the total number of seats on a bus, to get a ratio of riders to seats.

Peak service adds value to the network of all-day service by providing faster travel times and accommodating very high demand for travel to and from major employment centers. Peak service thresholds ensure that peak service is well-used and provides benefits above the network of all-day service. Service levels on peak routes are established separately from the all-day network because they have a specialized function within the transit network.

Thresholds for peak services

Factor	Measure	Threshold
Travel Time	Travel time relative to alternative service	Travel time should be at least 20% faster than the alternative service
Ridership	Rides per Trip	Rides per trip should be 90% or greater compared to alternative service

Metro considers travel time and ridership to determine where peak service is appropriate. Peak service in a corridor that also has all-day service should have higher ridership and faster travel times than the other service to justify its higher cost. If peak service does not meet the load and travel-time thresholds but serves an area that has no other service, Metro would consider preserving service or providing service in a new or different way, such as connecting an area to a different destination or providing alternatives to fixed-route transit service, consistent with Strategy 6.2.3.

Peak service generally has a minimum of eight trips per day on weekdays only. Peak service is provided for a limited span compared to all-day service. The exact span and number of trips are determined by demand on an individual route basis.

Evaluating new service

Metro has defined the current All-Day and Peak Network on the basis of appropriate levels of service for all-day and peak services within King County today. However, the service assessment processes described in the guidelines should also be used when Metro is considering and evaluating potential or proposed new services, including new service corridors. They should also be applied over time to determine appropriate levels of service, including the need for new services and service corridors as areas of King County change.

Service families

All-Day and Peak Network services are broken down by level of service into five families. Service families are primarily defined by the frequency and span of service they provide. The table below shows the typical characteristics of each family. Some services may fall outside the typical frequencies, depending on specific conditions.

Summary of typical service levels by family

Service Family	Frequency ⁵ (minutes)			Days of service	Hours of service ⁶
	Peak ⁷	Off-peak	Night		
Very frequent	15 or more frequent	15 or more frequent	30 or more frequent	7 days	16-20 hours
Frequent	15 or more frequent	30	30	7 days	16-20 hours
Local	30	30 - 60	--*	5-7 days	12-16 hours
Hourly	60 or less frequent	60 or less frequent	--	5 days	8-12 hours
Peak	8 trips/day minimum	--	--	5 days	Peak
Alternative Services	Determined by demand and community collaboration process				

*Night service on local corridors is determined by ridership and connections.

- **Very frequent** services provide the highest levels of all-day service. Very frequent corridors serve very large employment and transit activity centers and high-density residential areas.
- **Frequent** services provide high levels of all-day service. Frequent corridors generally serve major employment and transit activity centers and high-density residential areas.
- **Local** services provide a moderate level of all-day service. Local corridors generally serve regional growth centers and low- to medium-density residential areas.
- **Hourly** services provide all-day service no more frequently than every hour. Corridors generally connect low-density residential areas to regional growth centers.
- **Peak** services provide specialized service in the periods of highest demand for travel. Peak services generally provide service to a major employment center in the morning and away from a major employment center in the afternoon.
- **Alternative** service is any non-fixed route service directly provided or supported by Metro. Alternative services provide access to local destinations and fixed route transit service on corridors that cannot be cost-effectively served by fixed route transit at target service levels. The service type and frequency for Alternative services are determined through collaborative community engagement regarding community travel needs balanced against costs, which shall not exceed the estimated cost to deliver fixed route service at target service levels. Performance for Alternative services shall be determined individually for each service through a cost-effectiveness measure based on cost per rider.

⁵ Frequency is the number of minutes between consecutive trips in the same direction. A trip with four evenly spaced trips per hour would have an average headway of 15 minutes and a frequency of four trips per hour.

⁶ Hours of service, or span, is defined as the time between first trip and last trip leaving the terminal in the predominant direction of travel.

⁷ Time period definitions: Peak 5-9 a.m. and 3-7 p.m. weekdays; Off-peak 9 a.m. to 3 p.m. weekdays; 5 a.m. to 7 p.m. weekends; Night 7 p.m. to 5 a.m. all days.

Target Service Comparison The service guidelines compare the target service levels identified through the corridor analysis with existing levels of service. A corridor is determined to be either 'below', 'at' or 'above' its target service level. This process is called the target service comparison.

The target service comparison is a factor in both the investment and reduction priorities, as described in the 'Use and Implementation' section of the guidelines.

While the service families are based on frequency, Metro also classifies individual routes by their major destinations when comparing productivity. These classifications are based on the primary market served. Regional growth centers in the core of Seattle and the University District are significantly different from markets served in other areas of King County. Services are evaluated based on these two primary market types to ensure that comparisons reflect the service potential of each type of market.

- **Seattle core** routes are those that serve downtown Seattle, First Hill, Capitol Hill, South Lake Union, the University District, or Uptown. These routes serve regional growth centers with very high employment and residential density.
- **Non-Seattle core** routes are those that operate only in other areas of Seattle and King County. These routes provide all-day connections between regional growth or transit activity centers outside of Seattle or provide service in lower-density areas.

Performance management

Metro uses performance management to improve the efficiency and effectiveness of the transit system. Performance management guidelines are applied to individual routes to identify high and low performance, areas where investment is needed, and areas where resources are not being used efficiently and effectively.

Productivity

Productivity measures identify routes where performance is strong or weak as candidates for addition, reduction, or restructuring. High and low performance thresholds differ for routes that serve the Seattle core areas⁸ and those that do not. Routes serving the Seattle core are expected to perform at a higher level because the potential market is much greater than for routes serving other areas of King County.

The measures for evaluating routes are rides per platform hour⁹ and passenger miles per platform mile¹⁰. Two measures are used to reflect the fact that services provide different values

⁸ Seattle core areas include the regional growth centers in downtown Seattle, First Hill/Capitol Hill, South Lake Union, Uptown, and the University District.

⁹ Rides per platform hour is a measure of the number of people who board a transit vehicle relative to the total number of hours that a vehicle operates (from leaving the base until it returns).

¹⁰ Passenger miles per platform mile is a measure of the total miles riders travel on a route relative to the total miles that a vehicle operates (from leaving the base until it returns).

to the system. Routes with high ridership relative to the amount of investment perform well on the rides-per-platform-hour-measure. Routes with full and even loading along the route perform well on the passenger-miles-per-platform-mile measure; an example is a route that fills up at a park-and-ride and is full until reaching its destination.

Low performance is defined as having productivity that ranks in the bottom 25 percent of routes within a category and time period. High performance is defined as having productivity levels in the top 25 percent of routes within a category and time period. Routes in the bottom 25 percent on both productivity measures are identified as the first candidates for potential reduction.

Thresholds for the top 25 percent and the bottom 25 percent are identified for the following time periods and destinations for each of two performance measures – rides/platform hour and passenger miles/platform mile.

Time period	Route destination
Peak	Seattle core
	Not Seattle core
Off-peak	Seattle core
	Not Seattle core
Night	Seattle core
	Not Seattle core

Passenger loads

Passenger loads are measured to identify crowded services as candidates for increased investment. Overcrowding is a problem because buses may pass up riders waiting at stops, riders may choose not to ride if other transportation options are available, and overcrowded buses often run late because it takes longer for riders to board and get off at stops.

Passenger loads are averaged using observations from a complete period between service changes. Trips must have average loads higher than thresholds for an entire service change period to be identified as candidates for investment. Load factor is calculated by dividing the maximum load along a route by the total number of seats on a bus, to get a ratio of riders to seats.

- When a route operates every 10-minutes or more frequently, or on all RapidRide services, an individual trip should not exceed a load factor of 1.5.
- When a route operates less than every 10-minutes, or is not a RapidRide service, an individual trip should not exceed a load factor of 1.25.
- No trip on a route should have a standing load for 20 minutes or longer.

Other considerations: Vehicle availability

Action alternatives:

- Assign a larger vehicle
- Add or adjust the spacing of trips within a 20-minute period

Schedule reliability

Metro measures schedule reliability to identify routes that are candidates for remedial action due to poor service quality.

Schedule adherence is measured for all Metro services. Service should adhere to published schedules, within reasonable variance based on time of day and travel conditions. When measuring schedule adherence, Metro focuses on routes that are regularly running late. On-time is defined as a departure that is five minutes late or better at a scheduled time point.

Time period	Lateness threshold (Excludes early trips)
Weekday average	> 20%
Weekday PM peak average	> 35%
Weekend average	> 20%

Investment can include route design, schedule, or traffic operations improvements. Routes that operate with a headway less frequent than every 10-minutes that do not meet performance thresholds will be prioritized for schedule adjustment or investment. Routes that operate with a headway of every 10-minutes or more frequent that do not meet performance thresholds will be prioritized for traffic operations (speed and reliability) investments. It may not be possible to improve through-routed routes that do not meet performance thresholds because of the high cost and complication of separating routes.

Other considerations: External factors affecting reliability

Action alternatives:

- Adjust schedules
- Adjust routing
- Invest in speed and reliability improvements.

Service restructures

Service restructures are changes to multiple routes along a corridor or within an area, including serving new corridors, in a manner consistent with service design criteria found in this service guidelines document. Restructures may be prompted for a variety of reasons and in general are made to improve the efficiency and effectiveness of transit service or to reduce net operating costs when Metro's operating revenue is significantly reduced from historic levels.

- Under all circumstances, whether adding, reducing or maintaining service hours invested, service restructures shall have a goal to focus service frequency on the highest ridership and productivity segments of restructured services, to create convenient opportunities for transfer connections between services and to match service capacity to ridership demand to improve productivity and cost-effectiveness of service.

- In managing the transit system, service restructures shall have a goal of increasing ridership.
- Under service reduction conditions, service restructures shall have an added goal of resulting in an overall net reduction of service hours invested.
- Under service addition conditions, service restructures shall have added goals of increasing service levels and ridership.

When one or more key reasons trigger consideration of restructures, Metro specifically analyzes:

- Impacts on current and future travel patterns served by similarly aligned transit services;
- Passenger capacity of the candidate primary route(s) relative to projected consolidated ridership; and
- The cost of added service in the primary corridor to meet projected ridership demand relative to cost savings from reductions of other services.

Restructures will be designed to reflect the following:

- Service levels should accommodate projected loads at no more than 80 percent of established loading guidelines.
- When transfers are required as a result of restructures, the resulting service will be designed for convenient transfers and travel time penalties for transfers should be minimized.
- A maximum walk distance goal of 1/4 mile in corridors where service is not primarily oriented to freeway or limited-access roadways. Consideration for exceeding this goal may be given where the walking environment is pedestrian-supportive.

Based on these considerations, Metro recommends specific restructures that have compatibility of trips, capacity on the consolidated services to meet anticipated demand and that achieve measurable savings relative to the magnitude of necessary or desired change.

Following the implementation of restructures, Metro will regularly evaluate the resulting transit services and respond to on-time performance and passenger loads that exceed the performance management guidelines as part of the regular ongoing management of Metro's transit system.

Key reasons that will trigger consideration of restructures include:

Sound Transit or Metro service investments

- Extension or service enhancements to Link light rail, Sounder commuter rail, and Regional Express bus services.
- Expansion of Metro's RapidRide network, investment of partner or grant resources, or other significant introductions of new Metro service.

Corridors above or below All-Day and Peak Network frequency

- Locations where the transit network does not reflect current travel patterns and transit demand due to changes in travel patterns, demographics, or other factors.

Services compete for the same riders

- Locations where multiple transit services overlap or provide similar connections.

Mismatch between service and ridership

- Situations where a route serves multiple areas with varying demand characteristics or situations where ridership has increased or decreased significantly even though the underlying service has not changed.
- Opportunities to consolidate or otherwise reorganize service so that higher ridership demand can be served with improved service frequency and fewer route patterns.

Major transportation network changes

- Major projects such as SR 520 construction and tolling and the Alaskan Way Viaduct replacement; the opening of new transit centers, park-and-rides, or transit priority pathways; or the closure of facilities like the South Park Bridge.

Major development or land use changes

- Construction of a large-scale development, new institutions such as colleges or medical centers, or significant changes in the overall development of an area.

Service design

Metro uses service design guidelines to develop transit routes and the overall transit network. Guidelines reflect industry best practices for designing service. The use of service design guidelines can enhance transit operations and improve the rider experience. Some guidelines are qualitative considerations that service development should take into account. Other guidelines have quantitative standards for comparing and measuring specific factors.

1. Network connections

Routes should be designed in the context of the entire transportation system, which includes local and regional bus routes, light-rail lines, commuter rail lines and other modes. Metro strives to make transfers easy as it develops a network of services. Network design should consider locations where transfer opportunities could be provided, and where provision of convenient transfers could improve the efficiency of the transit network. Where many transfers are expected to occur between services of different frequencies, timed transfers should be maintained to reduce customer wait times.

2. Multiple purposes and destinations

Routes are more efficient when designed to serve multiple purposes and destinations rather than specialized travel demands. Routes that serve many rider groups rather than a single group appeal to more potential riders and are more likely to be successful. Specialized service should be considered when there is sizeable and demonstrated demand that cannot be adequately met by more generalized service.

3. Easy to understand, appropriate service

A simple transit network is easier for riders to understand and use than a complex network. Routes should have predictable and direct routings and should provide frequency and span appropriate to the market served. Routes should serve connection points where riders can connect to frequent services, opening up the widest possible range of travel options.

4. Route spacing and duplication

Routes should be designed to avoid competing for the same riders. Studies indicate that people are willing to walk one-quarter mile on average to access transit, so in general routes should be no closer than one-half mile. Services may overlap where urban and physical geography makes it necessary, where services in a common segment serve different destinations, or where routes converge to serve regional growth centers. Where services do overlap, they should be scheduled together, if possible, to provide effective service along the common routing.

Routes are defined as duplicative in the following circumstances:

- Two or more parallel routes operate less than one-half mile apart for at least one mile, excluding operations within a regional growth center or approaching a transit center where pathways are limited.
- A rider can choose between multiple modes or routes connecting the same origin and destination at the same time of day.
- Routes heading to a common destination are not spaced evenly (except for operations within regional growth centers).

5. Route directness

A route that operates directly between two locations is faster and more attractive to riders than one that takes a long, circuitous path. Circulators or looping routes do not have competitive travel times compared to walking or other modes of travel, so they tend to have low ridership and poor performance. Some small loops may be necessary to turn the bus around at the end of routes and to provide supplemental coverage, but such extensions should not diminish the overall cost-effectiveness of the route. Directness should be considered in relation to the market for the service.

Route deviations are places where a route travels away from its major path to serve a specific destination. For individual route deviations, the delay to riders on board the bus should be considered in relation to the ridership gained on a deviation. New deviations may be considered when the delay is less than 10 passenger-minutes per person boarding or exiting the bus along the deviation.

$$\frac{\text{Riders traveling through X Minutes of deviation}}{\text{Boardings and exitings along deviation}} \leq 10 \text{ minutes}$$

6. Bus stop spacing

Bus stops should be spaced to balance the benefit of increased access to a route against the delay that an additional stop would create for all other riders. While close stop-spacing

reduces walk time, it may increase total travel time and reduce reliability, since buses must slow down and stop more frequently.

Service	Average stop spacing
RapidRide	½ mile
All other services	¼ mile

Portions of routes that operate in areas where riders cannot access service, such as along freeways or limited-access roads, are excluded when calculating average stop spacing. Additional considerations for bus stop spacing include the pedestrian facilities, the geography of the area around a bus stop, passenger amenities, and major destinations.

7. Route length and neighborhood route segments

A bus route should be long enough to provide useful connections for riders and to be more attractive than other travel modes. A route that is too short will not attract many riders, since the travel time combined with the wait for the bus is not competitive compared to the time it would take to walk. Longer routes offer the opportunity to make more trips without a transfer, resulting in increased ridership and efficiency. However, longer routes may also have poor reliability because travel time can vary significantly from day to day over a long distance. Where many routes converge, such as in regional growth centers, they may be through-routed¹¹ to increase efficiency, reduce the number of buses providing overlapping service, and reduce the need for layover space in congested areas.

In some places, routes extend beyond regional growth centers and transit activity centers to serve lower density residential neighborhoods. Where routes operate beyond centers, ridership should be weighed against the time spent serving neighborhood segments, to ensure that the service level is appropriate to the level of demand. The percent of time spent serving a neighborhood segment should be considered in relation to the percent of riders boarding and exiting on that segment.

$$\frac{\text{Percent of time spent serving neighborhood segment}}{\text{Percent of riders boarding/exiting on neighborhood segment}} \leq 1.2^{12}$$

8. Operating paths and appropriate vehicles

Buses are large, heavy vehicles and cannot operate safely on all streets. Buses should be routed primarily on arterial streets and freeways, except where routing on local or collector streets is necessary to reach layover areas or needed to ensure that facilities and fleet used in all communities is equivalent in age and quality. Bus routes should also be designed to avoid places where traffic congestion and delay regularly occur, if it is possible to avoid such

¹¹ "Through-routing" means continuous routing of vehicles from one route to another such that a rider would not have to transfer from one route to reach a destination on the other.

¹² The value of the service extended into neighborhoods beyond major transit activity centers should be approximately equal to the investment made to warrant the service. A 1:1 ratio was determined to be too strict, thus this ratio was adjusted to 1.2.

areas while continuing to meet riders' needs. Bus routes should be routed, where possible, to avoid congested intersections or interchanges unless the alternative would be more time-consuming or would miss an important transfer point or destination. Services should operate with vehicles that are an appropriate size to permit safe operation while accommodating demand. Appropriate vehicles should be assigned to routes throughout the county to avoid concentrating older vehicles in one area, to the extent possible given different fleet sizes, technologies and maintenance requirements. All new vehicles will be equipped with automated stop announcement systems.

9. Route terminals

The location where a bus route ends and the buses wait before starting the next trip must be carefully selected. Priority should be given to maintaining existing layover spaces at route terminals to support continued and future service. People who live or work next to a route end may regard parked buses as undesirable, so new route terminals should be placed where parked buses have the least impact on adjoining properties, if possible. Routes that terminate at a destination can accommodate demand for travel in two directions, resulting in increased ridership and efficiency. Terminals should be located in areas where restroom facilities are available for operators, taking into account the times of day when the service operates and facilities would be needed. Off-street transit centers should be designed to incorporate layover space.

10. Fixed and variable routing

Bus routes should operate as fixed routes in order to provide a predictable and reliable service for a wide range of potential riders. However, in lower-density areas where demand is dispersed, demand-responsive service may be used to provide more effective service over a larger area than could be provided with fixed-route service. Demand-responsive service may be considered where fixed-route service is unlikely to be successful or where unique conditions exist that can be met more effectively through flexible service.

11. Bus Stop Amenities and Bus Shelters

Bus stop amenities should be installed based on ridership, in order to benefit the largest number of riders. Bus stop amenities include such things as bus shelters, seating, waste receptacles, lighting, and information signs, maps, and schedules. In addition to ridership, special consideration may be given to areas where:

- high numbers of transfers are expected;
- waiting times for riders may be longer;
- stops are close to facilities such as schools, medical centers, or senior centers; or
- the physical constraints of bus stop sites, preferences of adjacent property owners, and construction costs could require variance from standards.

Major infrastructure such as elevators and escalators will be provided where required by local, state, and federal regulations.

RapidRide Routes

Level of amenity	Boardings
Station	150+

Enhanced stop	50-149
Standard stop	Less than 50

Other Routes

Location	Boardings
City of Seattle	50
Outside Seattle	25

Use and implementation

Metro uses the following guidelines when adding or reducing service as well as in the ongoing development and management of transit service.

Guidelines for adding or reducing service

Guideline	Measures
Productivity	Rides per platform hour
	Passenger miles per platform mile
Passenger loads	Load factor
Schedule reliability	On-time performance
	Headway adherence
	Lateness
All-Day and Peak Network	Current service relative to All-Day and Peak Network

Adding Service

Metro invests in service by using guidelines in the following order:

1. Passenger Loads
2. Schedule Reliability
3. All-Day and Peak Network
4. Productivity

Passenger Loads and Schedule Reliability

Metro first uses the passenger load and schedule reliability guidelines to assess service quality. Routes that do not meet the standards are considered to have low quality service, which has a negative impact on riders and could discourage them from using transit. These routes are the highest priority candidates for investment. Routes that are through-routed but suffer from poor reliability may be candidates for investment, but because of the size and complexity of changes to through-routes, they would not be automatically given top priority.

All-Day and Peak Network

Metro next uses the All-Day and Peak Network guidelines and the target service comparison (as described on p. SG-8) to determine if corridors are below their target levels, meaning a corridor in which the all-day Service Family assignment (see SG-9) is a higher level of service than the corridor currently has. If a corridor is below the target service level it is an investment priority. Investments in corridors below their target service levels are prioritized primarily using the geographic value score. Investments are ordered for implementation on the basis of geographic value score, followed by the land use score, then the social equity score. Other constraints or considerations such as fleet availability or restructuring processes could be used to suggest order of implementation.

When planning improvements to corridors that are below their target service levels or that perform in the bottom 25 percent, Metro will consider the use of alternative services. These alternative services will be used to replace or to supplement the fixed route service in the corridor and cost-effectively maintain or enhance the access to transit for those who live in the corridor.

Also with growing resources, Metro could identify candidate alternative service areas based on feedback from communities about unmet travel needs. Alternative services could respond to travel needs not easily accommodated by fixed-route transit, or could be designed to make the fixed-route service more effective. This could involve adding service in corridors below their target service levels.

As development or transit use increase in corridors with alternative services, Metro will consider converting alternative service into fixed route service. Conversion of alternative service to fixed route service will be guided by alternative service performance thresholds and the cost effectiveness of the alternative service compared to that of fixed route.

Metro will measure the cost per rider for alternative service as one of the measures that can be compared to fixed route service. Other alternative service performance measures and

thresholds will be developed as Metro evaluates the demonstrations called for in the five-year plan. Appropriate measures will be used to evaluate each alternative service and will be included as part of the service guideline report.

Metro is open to forming partnerships with cities and private companies that would fully or partially fund transit service, and will make exceptions to the established priorities to make use of partner funding. Metro's partners are expected to contribute at least one-third of the cost of operating service. Partnerships will be considered according to the following priorities:

1. Service funded fully by Metro's partners would be given top priority over other service investments.
2. On corridors identified as below their target service levels in the All-Day and Peak Network, service that is between one-third and fully funded by Metro's partners would be given top priority among the set of investments identified in corridors below their target service levels. However, this service would not be automatically prioritized above investments to address service quality problems.

Productivity

The final guideline Metro uses to determine if additional service is needed is productivity. Routes with productivity in the top 25 percent perform well in relation to other routes; investment in these services would improve service where it is most efficient.

Reducing service

The service guidelines identify the steps for evaluation when Metro is reducing service. Routes that are in the bottom 25 percent in one or both productivity measures and operate on corridors that are above their target service levels have a higher potential for reduction than routes on corridors that are at or below their target service level. While the guidelines form the basis for identifying services for reduction, Metro also considers other factors such as system efficiencies, simplification, and potential changes to other service in an area. The use of these other factors means that some routes may not be reduced in the priority order stated below.

Metro also considers restructures when making large reductions, to identify areas where restructuring can lead to more efficient service. Reduction of service can range from reduction of a single trip to elimination of an entire route. While no route or area is exempt from change during large-scale system reductions, Metro will seek to maintain service at All-Day and Peak Network levels, and to avoid reducing service on corridors already identified as below their target service levels.

Service restructuring allows Metro to serve trip needs at a reduced cost by consolidating and focusing service in corridors such as those in the All-Day and Peak Network. Restructuring allows Metro to make reductions while minimizing impacts to riders. Metro strives to eliminate duplication, and match service to demand during large-scale reductions. As a result of service consolidation some routes may increase in frequency to accommodate projected loads, even while the result of the restructure is a reduction in service hours.

Metro serves some urbanized areas of east and south King County adjacent to or surrounded by rural land. Elimination of all service in these areas would result in significant reduction in the coverage that Metro provides. To ensure that Metro continues to address mobility needs, ensure social equity and provide geographic value to people throughout King County, connections to these areas would be preserved when making service reductions, regardless of productivity.

During service reductions Metro will consider the use of alternative services that can reduce costs on corridors with routes that are in the bottom 25 percent in one or both productivity measures. In this way, alternative services may help maintain public mobility in a cost-effective manner. These alternative services will be evaluated according to the measures and performance thresholds developed through the evaluation of the demonstrations called for in the five-year plan.

Priorities for reduction are listed below. Within all of the priorities, Metro ensures that social equity is a primary consideration in any reduction proposal, complying with all state and federal regulations.

1. Reduce service on routes that are below the 25 percent productivity threshold for a given time period. Routes that are below the 25 percent productivity threshold on both measures are considered for reduction before routes that are below the 25 percent productivity threshold for only one measure in the following order:
 - All-day routes that duplicate or overlap with other routes on corridors on the All-Day and Peak Network.
 - Peak routes failing one or both of the criteria.
 - All-day routes that operate on corridors that are above their target service levels, meaning corridors in which the all-day service family assignment (see SG-9) is a lower level of service than the corridor currently has.
 - All-day routes that operate on corridors which are at their target service levels. This worsens the deficiency between existing service and the All-Day and Peak Network service levels.
2. Restructure service to improve efficiency of service.
3. Reduce service on routes that are above the 25 percent productivity threshold for a given time period. Routes that are between the 25 and 50 percent productivity threshold on both measures are considered for reduction before routes that are above the 50 percent productivity threshold for either measure, in the following order:
 - All-day routes that duplicate or overlap with routes on the All-Day and Peak Network.
 - Peak routes that meet both peak criteria or are above the 25 percent threshold.
 - All-day routes on corridors that are above their target service levels.
 - All-day routes on corridors which are at their target service levels. This worsens the deficiency between existing service and the service levels determined through the All-Day and Peak Network analysis.
4. Reduce services on routes that are below the 25% productivity threshold for a given time period on corridors identified as below their target service levels. Routes that

are below the 25 percent productivity threshold on both measures are considered for reduction before routes that are below the 25 percent productivity threshold for only one measure. This worsens the deficiency between existing service and the All-Day and Peak Network service levels.

In many areas of the county, and especially in urbanized areas adjacent to or surrounded by rural land, Metro may provide service in different ways in the future, including with alternatives to fixed-route transit service (Strategy 6.2.3). These services could include fixed-route with deviations or other Dial-a-Ride Transit, or other alternative services that offer mobility similar to the fixed-route service provided. Services such as Community Access Transportation also provide alternatives to fixed-route service by allowing Metro to partner with local agencies or jurisdictions to provide service in a way that meets the needs of the community and is more efficient and cost-effective than fixed-route transit. This approach is consistent with the *Strategic Plan for Public Transportation 2011-2021* because it considers a variety of products and services appropriate to the market (Strategy 2.1.1).

Implementation

Metro revises service three times each year—in spring, summer, and fall. The summer service change coordinates with the summer schedule for the University of Washington, because service is adjusted each summer on routes serving the UW. In cases of emergency or time-critical construction projects, Metro may make changes at times other than the three regularly scheduled service changes. However, these situations are rare and are kept to a minimum because of the high level of disruption and difficulty they create. Metro will identify and discuss service changes that address performance-related issues in its annual route performance report.

Any proposed changes to routes 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.

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.

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 whether adverse effects are significantly greater for minority

compared with non-minority populations is ten percent. Should Metro find a disparate impact, Metro will consider 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 percentage of minority population 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 whether adverse effects are significantly greater for low-income compared with non-low-income populations is ten percent. Should Metro find a disproportionate burden, Metro will consider 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.

Public outreach

Metro conducts outreach to gather input from the public when considering major changes. Outreach ranges from relatively limited activities, such as posting rider alerts at bus stops, to more extensive outreach including mailed informational pieces and questionnaires, websites, media notices and public open houses.

For service changes that affect multiple routes or large areas, Metro may convene a community-based sounding board. Sounding board members attend public meetings, offer advice about public outreach, and provide feedback about what changes to bus service would be best for the local communities. Metro considers sounding board recommendations as it develops recommendations.

Proposed changes may require County Council approval, as described above. The Council holds a public hearing before making a final decision on changes.

Future guidelines

As the transit system changes over time, Metro may need to change some guidelines as well. Updates to the guidelines will be considered along with updates to Metro's *Strategic Plan for Public Transportation 2011-2021*.

As part of the required 2013 review and re-adoption of the strategic plan and service guidelines, the results of a collaborative process that addresses the factors, methodology and prioritization of adding service consistent with Strategy 6.1.1 will be included. Key goals include:

- A. More closely align factors used to serve and connect centers in the development of the All-Day and Peak Network and resulting service level designations, including consideration of existing public transit services, with jurisdictions' growth decisions, such as zoning, and transit-supportive design requirements, and actions, associated with but not limited to permitting, transit operating enhancements, parking controls and pedestrian facilities; and
- B. Create a category of additional service priority, complementary to existing priorities for adding service contained within the King County Metro Service Guidelines, so that priorities include service enhancements to and from, between and within *Vision 2040* Regionally Designated Centers, and other centers where plans call for transit-supportive densities and jurisdictions have invested in capital facilities, made operational changes that improve the transit operating environment and access to transit and implemented programs that incentivize transit use.

Appendix 1: Centers in King County

Regional Growth Centers

Auburn
Bellevue Downtown
Burien
Federal Way
First Hill/Capitol Hill
Kent
Northgate
Overlake
Redmond
Renton
SeaTac
Seattle CBD
South Lake Union
Totem Lake
Tukwila
University District
Uptown

Manufacturing/Industrial Centers

Ballard/Interbay
Duwamish
Kent
North Tukwila

Transit Activity Centers

Alaska Junction
Aurora Village Transit Center
Ballard (Ballard Ave NW/NW Market St)
Beacon Hill Station
Black Diamond
Bothell (UW Bothell/Cascadia Community College)
Carnation
Central District (23rd Ave E/E Jefferson St)
Children's Hospital
Columbia City Station
Covington (172nd Ave SE/SE 272nd St)
Crossroads (156th Ave NE/NE 8th St)
Crown Hill (15th Ave NW/NW 85th St)
Des Moines (Marine View Dr/S 223rd St)
Duvall

Eastgate (Bellevue College)
Enumclaw
Factoria (Factoria Blvd SE/SE Eastgate Wy)
Fairwood (140th Ave SE/SE Petrovitsky Rd)
Maple Valley (Four Corners, SR-169/Kent-Kangley Rd)
Fremont (Fremont Ave N/N 34th St)
Georgetown (13th Ave S/S Bailey St)
Green River Community College
Greenwood (Greenwood Ave N/N 85th St)
Harborview Medical Center
Highline Community College
Issaquah Highlands
Issaquah (Issaquah Transit Center)
Juanita (98th Ave NE/NE 116th St)
Kenmore (Kenmore Park and Ride)
Kent East Hill (104th Ave SE/SE 240th St)
Kirkland (Kirkland Transit Center)
Kirkland (South Kirkland Park and Ride)
Lake City
Lake Forest Park
Lake Washington Technical College
Madison Park (42nd Ave E/E Madison St)
Magnolia (34th Ave W/W McGraw St)
Mercer Island
Mount Baker Station
Newcastle
North Bend
North City (15th Ave NE/NE 175th St)
Oaktree (Aurora Ave N/N 105th St)
Othello Station
Rainier Beach Station
Renton Highlands (NE Sunset Blvd/NE 12th St)
Renton Technical College
Roosevelt (12th Ave NE/NE 65th St)
Sammamish (228th Ave NE/NE 8th St)
Sand Point (Sand Point Way/NE 70th St)
Shoreline (Shoreline Community College)
Snoqualmie
SODO (SODO Busway/Lander St)
South Mercer Island
South Park (14th Ave S/S Cloverdale St)
South Seattle Community College
Tukwila International Blvd Station

Twin Lakes (21st Ave SW/SW 336th St)
Valley Medical Center
Vashon
Wallingford (Wallingford Ave N/N 45th St)
Westwood Village
Woodinville (Woodinville Park and Ride)

Appendix 2: Corridors evaluated for All-Day and Peak Network

Connections		
Between	And	Via
Admiral District	Southcenter	California Ave SW, Military Rd, TIBS
Alki	Seattle CBD	Admiral Way
Auburn	Pacific	Algona
Auburn	Burien	Kent, SeaTac
Auburn/GRCC	Federal Way	15th St SW, Lea Hill Rd
Aurora Village	Seattle CBD	Aurora Ave N
Aurora Village	Northgate	Meridian Av N
Avondale	Kirkland	NE 85th St, NE Redmond Wy, Avondale Wy NE
Ballard	Seattle CBD	15th Ave W
Ballard	University District	Green Lake, Greenwood
Ballard	Lake City	Holman Road, Northgate
Ballard	Seattle CBD	W Nickerson, Westlake Av N, 9th Ave
Ballard	University District	Wallingford (N 45th St)
Beacon Hill	Seattle CBD	Beacon Ave
Bellevue	Eastgate	Lake Hills Connector
Bellevue	Redmond	NE 8th St, 156th Ave NE
Bellevue	Renton	Newcastle, Factoria
Burien	Seattle CBD	1st Ave S, South Park, Airport Wy
Burien	Seattle CBD	Delridge, Ambaum
Burien	Seattle CBD	Des Moines Mem Dr, South Park
Capitol Hill	Seattle CBD	15th Ave E
Capitol Hill	Seattle CBD	Madison St
Capitol Hill	White Center	South Park, Georgetown, Beacon Hill, First Hill
Central District	Seattle CBD	E Jefferson St
Colman Park	Seattle CBD	Leschi, Yesler
Cowen Park	Seattle CBD	University Way, I-5
Discovery Park	Seattle CBD	Gilman Ave W, 22nd Ave W, Thorndyke Av W
Eastgate	Bellevue	Newport Wy, S. Bellevue, Beaux Arts
Eastgate	Overlake	Phantom Lake
Eastgate	Bellevue	Somerset, Factoria, Woodridge
Enumclaw	Auburn	Auburn Wy S, SR 164
Fairwood	Renton	S Puget Dr, Royal Hills
Federal Way	Kent	Military Road
Federal Way	SeaTac	SR-99
Fremont	Broadview	8th Av NW, 3rd Av NW
Fremont	Seattle CBD	Dexter Ave N
Fremont	University District	N 40th St
Green River CC	Kent	132nd Ave SE
Greenwood	Seattle CBD	Greenwood Ave N
High Point	Seattle CBD	35th Ave SW
Issaquah	North Bend	Fall City, Snoqualmie
Issaquah	Eastgate	Newport Way
Issaquah	Overlake	Sammamish, Bear Creek
Kenmore	Totem Lake	Finn Hill, Juanita
Kenmore	Kirkland	Juanita
Kenmore	Shoreline	Lake Forest Park, Aurora Village TC
Kenmore	University District	Lake Forest Park, Lake City

Connections		
Between	And	Via
Kennydale	Renton	Edmonds Av NE
Kent	Renton	84th Av S, Lind Av SW
Kent	Renton	Kent East Hill
Kent	Burien	Kent-DM Rd, S. 240th St, 1st Av S
Kent	Maple Valley	Kent-Kangley Road
Kent	Seattle CBD	Tukwila
Kirkland	Factoria	Overlake, Crossroads, Eastgate
Kirkland	Bellevue	South Kirkland
Lake City	University District	35th Ave NE
Lake City	University District	Lake City, Sand Point
Lake City	Seattle CBD	NE 125th St, Northgate, I-5
Laurelhurst	University District	NE 45th St
Madison Park	Seattle CBD	Madison St
Madrona	Seattle CBD	Union St
Magnolia	Seattle CBD	34th Ave W, 28th Ave W
Mercer Island	S Mercer Island	Island Crest Way
Mirror Lake	Federal Way	S 312th St
Mount Baker	Seattle CBD	31st Av S, S Jackson St
Mountlake Terrace	Northgate	15th Ave NE, 5th Ave NE
Mt Baker	University District	23rd Ave E
Northeast Tacoma	Federal Way	SW 356th St, 9th Ave S
Northgate	Seattle CBD	Green Lake, Wallingford
Northgate	University District	Roosevelt
Northgate	University District	Roosevelt Way NE, NE 75th St
Othello Station	Columbia City	Seward Park
Overlake	Bellevue	Bell-Red Road
Overlake	Bellevue	Sammamish Viewpoint, Northup Way
Queen Anne	Seattle CBD	Queen Anne Ave N
Queen Anne	Seattle CBD	Taylor Ave N
Rainier Beach	Seattle Center	Martin Luther King Jr Wy, E John St, Denny Way
Rainier Beach	Seattle CBD	Rainier Ave
Rainier Beach	Capitol Hill	Rainier Ave
Redmond	Eastgate	148th Ave, Crossroads, Bellevue College
Redmond	Fall City	Duvall, Carnation
Redmond	Totem Lake	Willows Road
Renton	Enumclaw	Maple Valley, Black Diamond
Renton	Seattle CBD	Martin Luther King Jr Wy, I-5
Renton	Renton Highlands	NE 4th St, Union Ave NE
Renton	Burien	S 154th St
Renton	Seattle CBD	Skyway, S. Beacon Hill
Renton	Rainier Beach	West Hill, Rainier View
Renton Highlands	Renton	NE 7th St, Edmonds Av NE
Richmond Beach	Northgate	Richmond Bch Rd, 15th Ave NE
Sand Point	University District	NE 55th St
Shoreline	University District	Jackson Park, 15th Av NE
Shoreline CC	Greenwood	Greenwood Av N
Shoreline CC	Northgate	N 130th St, Meridian Av N
Shoreline CC	Lake City	N 155th St, Jackson Park
Totem Lake	Seattle CBD	Kirkland, SR-520

Connections		
Between	And	Via
Tukwila	Des Moines	McMicken Heights, Sea-Tac
Tukwila	Seattle CBD	Pacific Hwy S, 4th Ave S
Tukwila	Fairwood	S 180th St, Carr Road
Twin Lakes	Federal Way	S 320th St
Twin Lakes	Federal Way	SW Campus Dr, 1st Ave S
University District	Seattle CBD	Broadway
University District	Seattle CBD	Eastlake, Fairview
University District	Seattle CBD	Lakeview
University District	Bellevue	SR-520
UW Bothell	Redmond	Woodinville, Cottage Lake
UW Bothell/CCC	Kirkland	132nd Ave NE, Lake Washington Tech
Vashon	Tahlequah	Valley Center
Wedgwood	Cowen Park	View Ridge, NE 65th St
West Seattle	Seattle CBD	Fauntleroy, Alaska Junction
White Center	Seattle CBD	16th Ave SW, SSCC
White Center	Seattle CBD	Highland Park, 4th Ave S
Woodinville	Kirkland	Kingsgate