Regional Transit Task Force
Final Report and Recommendations

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King County Metro Transit – Department of Transportation

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Shiv Batra		Riders – East
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Ron Tober* (starting in Sept. replaced by Greg Walker)	Sound Transit	Ex Officio
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Recommendation 1:	The policy guidance for making service reduction and service growth decisions should be based on the following priorities: 　　1) Emphasize productivity due to its linkage to economic development, land use and financial sustainability; 　　2) Ensure social equity; and 　　3) Provide geographic value throughout the county.
Recommendation 2:	Create clear and transparent guidelines to be used for making service allocation decisions, based upon the recommended policy direction.
Recommendation 3:	Use the following principles to provide direction for the development of service guidelines: • Transparency, Clarity and Measurability • Use of Multiple System Design Factors • Flexibility to Address Dynamic Financial Conditions • Integration with the Regional Transportation System • Decision-Making and Network Changes
Recommendation 4:	Metro should create and adopt a new set of performance measures by service type, and report at least annually on the agency's performance on these measures. The performance measures should incorporate reporting on the key system design factors, and should include comparisons with Metro's peer transit agencies.
Recommendation 5:	The County and Metro management must control all of the agency's operating expenses to provide a cost structure that is sustainable over time. Cost control strategies should include continued implementation of the 2009 performance audit findings, exploration of alternative service delivery models, and potential reduction of overhead and internal service charges.

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Section 1: Introduction

In late 2008, a severe recession struck the region and the nation and has changed the road ahead for Metro. The accompanying precipitous decline in economic activity has meant a dramatic fall in sales tax receipts. This has had a significant effect on Metro's operating budget, beginning with the 2008/2009 biennial budget and continuing through the 2010/2011 biennial budget. At the same time, public expectations for transit service remain high.

When revenues started to fall in 2008, Metro also experienced significant ridership growth, spurred in part by high gas prices. Ridership in 2008 reached nearly 120 million, a record for Metro. Although ridership was not quite as high as in 2009 (112 million), it was considerably higher than earlier in the decade (approximately 95 million in 2002).

When developing its 2010/2011 biennium budget, Metro and King County officials made a number of decisions to avoid large reductions in transit service. Most of the budget decisions involved difficult choices and trade-offs, but some of the actions were temporary, one-time fixes. As a result, based on the County's revenue forecast, dramatic transit service reductions are forecast for the next several years, beginning in 2012.

Charge to the Task Force. The King County Council formed the Regional Transit Task Force (RTTF) in February 2010 for the purpose of considering a policy framework to guide the potential future growth and, if necessary, contraction of King County's transit system. (See Attachment 1.) The Council's charge to the Regional Transit Task Force is to develop recommendations that will "identify short-term and long-term objectives for transit service investment, and formulate a service implementation policy implementing those objectives" (Expenditure Restriction [ER] 3 of 2010 King County Metro Transit budget, Ordinance 16717, Section 131, November 23, 2009).

As described in the Regional Stakeholder Task Force Work Plan (February 2010), the primary objective of the Task Force is to recommend to the King County Executive and County Council a policy framework that reflects the prioritization of key system design factors (see below), and to make recommendations about transit system design and function. The overall framework is to include:

- Concurrence with, or proposed changes to, the vision and mission of Metro;
- Criteria for systematically growing the transit system to achieve the vision;
- State and federal legislative agenda issues to achieve the vision;
- Strategies for increasing the efficiency of King County Metro; and
- Criteria for systematically reducing the transit system should revenues not be available to sustain it.

Work Plan. The work plan set out six transit system design factors. The Task Force, in its discussions, added a seventh. These design factors are as follows:
1. Land use
2. Social equity and environmental justice
3. Financial sustainability

4. Geographic equity
5. Economic development
6. Productivity and efficiency
7. Environmental sustainability (added by the Task Force)

The work plan did not define these factors, but left it to the Task Force to determine "how and to what extent these considerations should be reflected in the design of King County's transit system."

Section 2 of this report describes the process used by the Task Force to develop its recommendations. Section 3 provides an overview of the background information provided to the Task Force that provided the context for their deliberations. Section 4 provides the Task Force's recommendations.

Section 2: Task Force Process

Structure and Roles. The February 2010 Work Plan for the Task Force set out the appointment of Task Force members by the County Executive, and the supporting structure of an Executive Committee, a project manager, an Interbranch Working Group and a third-party professional facilitator. Task Force members were selected to represent a broad diversity of interests and perspectives. (See the list of Task Force members, p. iii.) The Executive Committee, consisting of the King County Executive and three County Council members, was responsible for ensuring that the Task Force carried out its approved work plan objectives and charge. The King County Metro Transit Manager of Service Development was designated as the project manager to oversee the Task Force's day-to-day needs, supervise the contract with an outside facilitator, and coordinate development of materials for the Task Force. The Interbranch Working Group, consisting of staff members representing the King County Executive, Transit Division and the County Council, was to support the Executive Committee and Task Force's review and preparation of materials. John Howell of Cedar River Group was hired as the facilitator, with the general roles of laying the foundation for the Task Force's deliberations, building consensus among Task Force members, and drafting and finalizing the recommendations.

The Task Force itself decided to create two subgroups to delve further into two topics: performance measures and cost control/efficiencies. These subgroups each consisted of several Task Force members, with the support of Metro staff and the Task Force facilitator, John Howell. The subgroup meetings were open to any interested Task Force member. Subgroup members reported on their work at the full Task Force meetings, and Mr. Howell provided written meeting summaries. The performance measures subgroup met three times and the cost control/efficiency subgroup met five times between June and August.

Meeting Schedule and Topics. The full Task Force began meeting monthly, starting on March 30, 2010. In light of the time needed to accomplish the tasks laid out in the scope of work, the Task Force opted to meet twice a month starting in June. The original schedule called for the

Task Force to complete work and provide a final report in September 2010. However, in early August, given the significant work being developed both by the subgroups and in Task Force meetings, the Task Force requested an extension through October. The County Executive and County Council granted this extension in a letter dated August 19, 2010.

The flow of topics in the meetings was as follows:

- Establish Task Force ground rules and procedures (March 30, April 20)
- Build a common base of knowledge and understanding about Metro, the County Auditor's recent performance audit of Metro, and regional growth forecasts (March 30, April 20, May 13)
- Definitions of the six key transit system design factors, and discussion of how they have influenced and should influence the system (May 13, June 3)
- Discussion of peer agency comparisons; definition of Metro's different "families" or types of services (June 3)
- Reports from subgroups on performance measures and on cost control/efficiency (June 17, July 1, July 15, August 5)
- Discussion of initial service scenarios by service type for growth and for reduction, including key policy trade-offs (June 17)
- Discussion of draft statements of emerging policy direction (July 1, July 15, September 16)
- Draft policy direction for potential service reductions; review of draft service reduction scenario (July 1, July 15, September 2, September 16)
- Draft policy direction for potential service additions; review of draft service growth scenario (August 5, August 19, September 16)
- Sustainable funding options (August 19, September 16)
- State and federal legislative agenda to accommodate recommendations (September 16, October 7)
- Review draft and final reports (October 7, October 21)

Consensus Approach and Ground Rules. The County Council–adopted work plan suggests a consensus-based decision-making approach for the Task Force, to be established in its ground rules and procedures. The Task Force itself adopted a set of ground rules at its second meeting on April 20, 2010 (see Attachment 2) and defined consensus as a goal of reaching unanimous agreement on the Task Force's recommendations. The ground rules defined consensus as "all members can support or live with the Task Force recommendations." However, the ground rules included the provision that if the Task Force could not reach unanimous consensus, the differences of opinion would be noted and included as part of the final recommendations.

Public Information and Comment. The Task Force meetings were open to the public. All meetings except one were held at the Mercer Island Community Center. The Task Force has a Web page on the King County Department of Transportation Web site. Metro staff posted on this Web page the Task Force meeting schedule, the list of Task Force members, and the materials from each meeting. The Task Force also set aside time at the end of each meeting to hear comments from anyone in the public who wished to speak. Public comments were offered at each meeting. These comments were included as part of the meeting summaries, which were

also posted on the Task Force's web site. In addition, the web site included an online comment form. Comments that were made on the web site were distributed to the Task Force at its next meeting.

Statements of Policy Direction. As the Task Force delved into the transit design factors, the work of the two subgroups, and the service reduction and growth scenarios, their discussion began to suggest important policy directions. As the process progressed, Mr. Howell developed "statements of emerging policy direction" for the Task Force to review as a way of refining ideas and testing the level of consensus. Also, the statements gave Metro staff the direction needed to develop more detailed reduction scenarios and to flesh out the service reduction and growth concepts. The Task Force further revised the statements of policy direction in September. These statements formed the core of the Task Force's recommendations.

Section 3: Background Information

The Task Force spent much of its early work learning about Metro's operations and budget, its relationship to the regional transit system, and employment and population forecasts for the Central Puget Sound region. This provided the necessary framework for developing their recommendations. This section provides an overview of this information as context for the Task Force's recommendations.

I.   *Overview of Metro Services and Budget*

Metro Services. King County Metro Transit, one of the 10 largest bus systems in the nation, is the biggest public transportation agency in Washington state. Metro provides transit service to 2,134 square miles, with more than 1.8 million residents. Metro's transit system is part of an integrated public transportation network that serves residents in the Central Puget Sound region. Metro explores innovative ways to reduce pollution with hybrid diesel-electric buses, electric trolleybuses, and cleaner fuels, and by equipping all buses with bicycle racks. Metro also works to encourage people to use transit through Transportation Demand Management strategies.

Metro manages a variety of programs to serve the public transportation needs of King County residents, employers and major institutions. The most visible and by far the largest portion of the network is fixed route bus service that provides connections between multiple centers throughout the county (i.e., cities and towns, and employment, retail, educational and civic centers, etc.). Metro also operates smaller vehicles on a Dial-a-Ride (DART) service that operates on a fixed route with some fixed time points, but deviates from the route to pick up or drop off passengers before heading back to the next established time point.

In 2009 Metro carried approximately 112 million riders (boardings), with passengers traveling an estimated 495 million miles. Metro operates a fleet of about 1,100 vehicles on more than 220 fixed routes. The fleet is operated by nearly 2,700 full- and part-time bus drivers. Metro has approximately 9,500 bus stops and 130 park-and-ride facilities with more than 25,000 parking

stalls. The overall utilization rate for all park-and-ride lots has remained relatively constant since 2002, at 74 percent, although the total number of parking stalls has increased from approximately 19,000 in 2002 to more than 24,000 in 2009. Four of six planned bus rapid transit lines, RapidRide, will start service between 2010 and 2012 to provide frequent, all-day service in busy transit corridors. To ease traffic congestion in downtown Seattle, Metro operates a 1.3-mile transit tunnel with five downtown stops. Metro's buses and Sound Transit's Link light rail share this tunnel. Metro also operates 10 transit centers, and has seven transit bases and approximately 69 lane-miles of overhead two-way wire for electric trolleybuses, which serve almost one-fifth of Metro ridership.

Metro serves riders who are disabled or who have special needs in four ways: by accessible, fixed-route service (all Metro buses have wheelchair lifts or ramps, and all routes and trips are accessible), with contracted American Disabilities Act (ADA) paratransit van service (called Access), community vans operated by local nonprofits (known as Community Access Transportation – CAT), and with a taxi scrip program. In 2009 there were approximately 1.2 million paratransit boardings, 211,400 CAT boardings, and 34,000 taxi scrip passenger rides.

Metro operates the largest publicly owned vanpool program in the nation. By the end of 2009, Metro had more than 1,100 vans serving on an average weekday approximately 6,100 people. These rides eliminate approximately 5,000 vehicle trips a day. Metro also supports the regional Ridematch program, which helps commuters form and sustain new vanpools and carpools in seven counties by matching names in a computer database.

Metro provides extensive commute trip reduction (CTR) services to 480 major employers, sells transit and commuter-van passes to more than 2,000 employers, and offers a Custom Bus Program for employers and educational institutions that need service outside of fixed route transit.

Customer Satisfaction. Overall rider satisfaction with Metro's variety of services has remained relatively strong during the past decade. For each year between 2000 and 2009, 93 percent or 94 percent of riders surveyed described themselves as either "very satisfied" or "somewhat satisfied" with Metro's services. The results are similar across Metro's three planning subareas (East King County, Seattle and North King County, and South King County), although rider satisfaction is somewhat lower in the south county planning area. (In 2009, 89 percent of riders in that subarea described themselves as very or somewhat satisfied.)

Integrated Regional Transit System. Besides Metro, seven other transit agencies provide service in the Central Puget Sound region. These are Community Transit (Snohomish County), Pierce Transit, Sound Transit (connecting the urban areas of King, Snohomish and Pierce counties), Washington State Ferries, City of Seattle (monorail and South Lake Union Streetcar), Everett Transit, and Kitsap Transit. (Pierce, Everett and Kitsap Transit do not provide service in King County but coordinate with the other agencies on intracounty services). Metro works closely with the other transit and transportation agencies in the Puget Sound region on planning, service and operations, fare coordination, joint facility construction, and major project implementation. This coordination results in route restructures, service integration to create connections between and among he different systems, efficient use of resources (such as

reducing duplicative services), capital facility design and construction collaboration, and coordination of a regional fare system (the ORCA card). Additionally, Metro is the contract operator of Sound Transit's Express commuter bus service and Link light rail, and of the City of Seattle's South Lake Union Streetcar.

The bus service provided by Community Transit in King County is primarily commuter service to and from major employment or education centers in King County. Sound Transit manages Sounder Commuter Rail service, Link light rail, and regional express bus service. Sound Transit bus service is focused on the corridors that connect residential and employment centers in Pierce, King and Snohomish counties (I-90, I-5, I-405, SR167, SR522 and SR 520). Sound Transit provides service with high frequencies, in both directions, all day long.

Figure 1 compares the ridership of these agencies.

Figure 1. Ridership of Central Puget Sound Transit Agencies (2009)
(in millions)
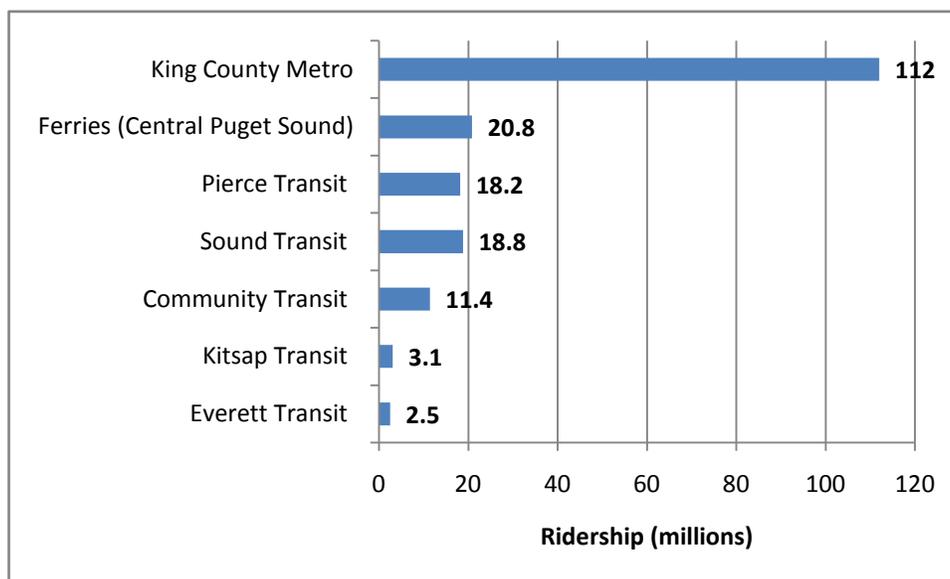
Budgeted Revenues and Expenses. Metro's total 2010/2011 biennial operating budget includes $968 million in operating revenues and $1.2 billion in total operating expenses. Metro receives most of its operating revenue (62 percent) from a local options sales and use tax. The sales tax rate, 0.9 percent, has been in effect since late 2006 when voters approved a 0.1 percent increase as part of the Transit Now program. King County raises the full 0.9 percent currently available to local transit agencies. Another 26 percent of Metro's revenue is generated from farebox, advertising, and partnership revenues. See Figure 2 below.

Figure 2. King County Metro's Operating Revenue Sources
(by percent, for 2010/11)
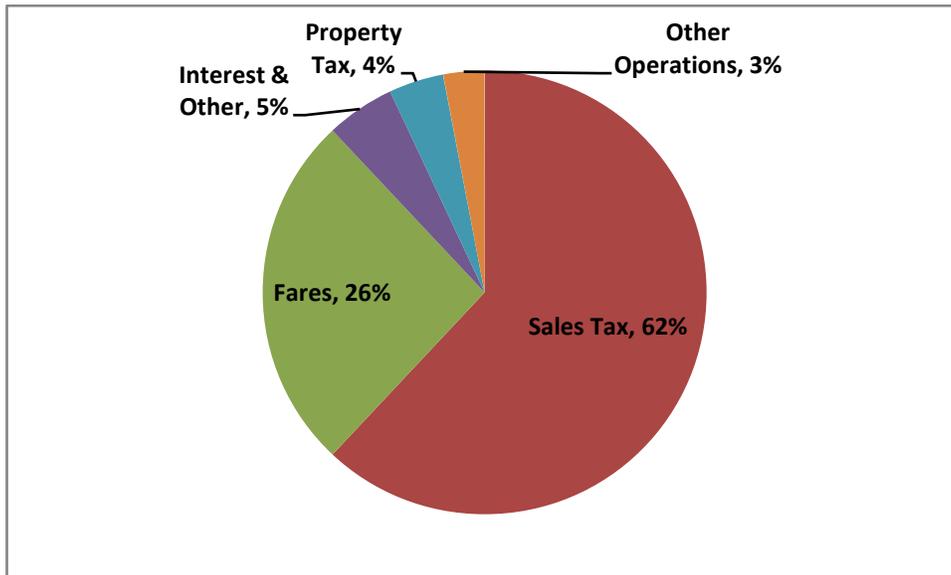
The largest category of expenditure (see Figure 3 below) is related to the personnel required to provide Metro's services and programs – 65 percent of operating expenses are for wages and benefits. The Task Force reviewed data regarding operator pay rates for Metro and 29 other public transit agencies around the country, including seven in Washington state. Metro ranked second in the percentage increase in the top hourly rate for operator wages between 2004 and 2009. Six other transit agencies in Washington state were in the top 15. Nine percent of Metro's operating expenses are comprised of payments to King County government for overhead charges and internal services purchased by Metro from other County departments.

Figure 3. King County Metro's Operating Expenses
(by percent, for 2010/11)
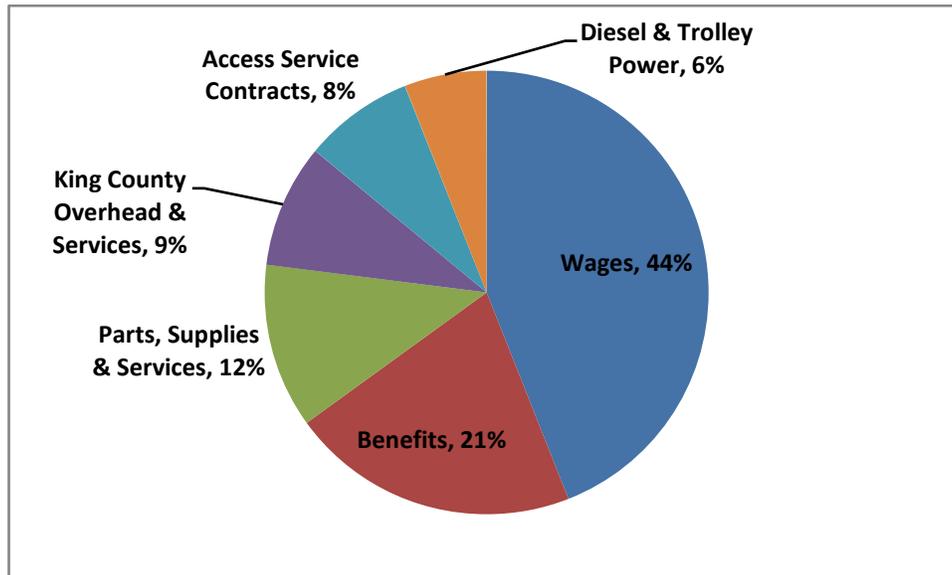
Metro's capital program for 2009 – 2015 totals $1.28 billion. The largest category of capital expenditure (59 percent) is for fleet replacement (bus, vanpool and paratransit). Another 14 percent is used for corridor and passenger facilities, and 9 percent for asset maintenance.

## II.   *Challenges Facing Metro and Other Transit Agencies*

Metro. In the latter part of 2008 the economic recession began to impact sales tax receipts, Metro's largest source of revenue. As a result, during the 2008/2009 mid-biennial budget process the County took a series of actions to address the decline in revenues. The actions included cutting the capital program by more than $65 million, freezing hiring and reducing more than 25 regular and term-limited positions, raising regular transit and paratransit fares, and reorganizing some activities.

In the current 2010/2011 biennial budget period, the County has developed a nine-point plan to cut costs, increase revenues and avoid major service reductions. Some of the key elements of the 2010/2011 operating budget included increasing fares, eliminating 70 staff positions, cutting bus service by 75,000 hours, deferring bus service expansion (including suspension of Transit Now service improvements, except for Rapid Ride and approved partnership agreements), reducing operating reserves for four years, using fleet replacement reserves, and implementing 125,000 hours of schedule efficiencies identified by the County Auditor in a 2009 performance audit of Metro.

 Based on the reductions in projected sales tax revenue, Metro anticipates a shortfall of $1.176 billion in projected revenue between 2009 and 2015. At the time the 2010/2011 budget was adopted, the County projected that if no additional actions were taken, 400,000 hours of existing service would need to be cut by 2013, and another 200,000 hours by 2015. Even if tax revenues were able to recover to the early 2008 level next year, there would still be a sizable and continuing gap between revenue collected and the revenue projected See Figure 4 below.

Figure 4. Metro's Projected Sales Tax Revenue Shortfall

King County Metro - Sales Tax Shortfall

Additional Shortfall by Year (millions $)	($ 6)	($23)	($25)	($18)	($11)	($11)	($13)
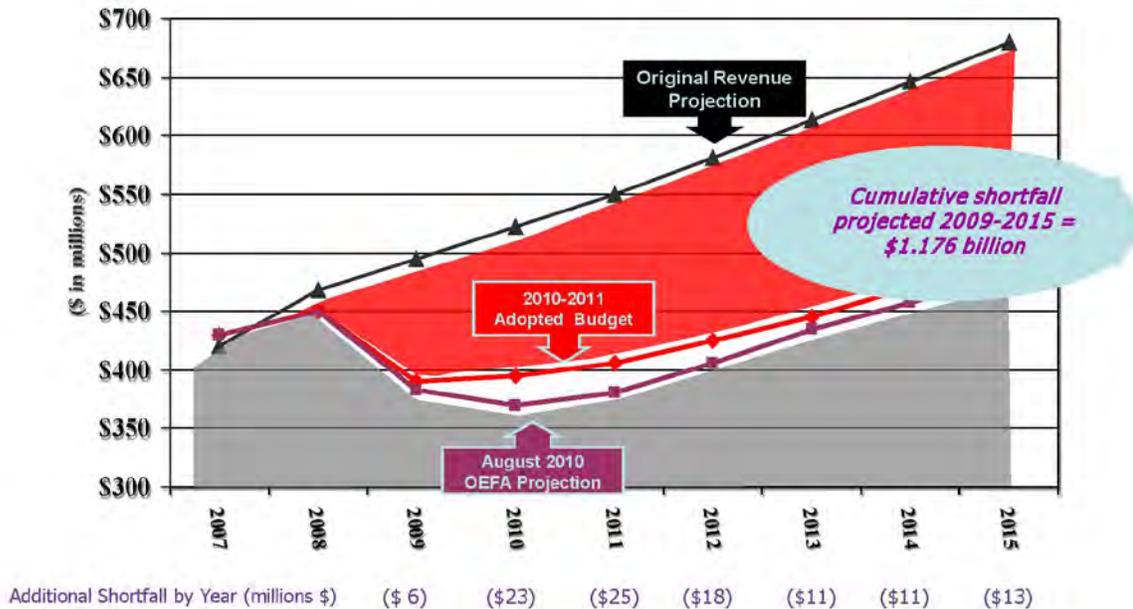
National Trends. Transit agencies across the nation face similar funding crises. They, too, have had to make tough choices, such as service cuts, worker layoffs and fare increases. A 2009 report by Transportation for America and the Transportation Equity Network, *Stranded at the Station: The Impact of the Financial Crisis in Public Transportation,* describes the conundrum of historic ridership levels coupled with the worst funding crisis in decades. It reports that 90 percent of transit systems have had to raise fares and/or cut service in the past year. A *New York Times* article on July 24, 2010 ("Aging Transit Systems Face Budget Crunch") described "two seemingly paradoxical trends: greater ridership but limits on the money available to improve the transit system." Transit agencies in many cities are considering or have already made cutbacks in service while also trying to serve growing demand.

Puget Sound Region. Regional transit systems are also facing similar challenges. Intercity Transit in Olympia has taken cost conservation measures and increased fares by 33 percent since the recession started. To avert cuts to service and possibly provide a modest service improvement, the agency asked for voter approval on the August 2010 ballot of a 0.2 percent sales tax increase. Sales tax makes up more than 76 percent of its revenues. The ballot measure was approved with approval from 64 percent of voters (Intercity Transit news release,

"Transit Ballot Measure Passes," September 3, 2010). This tax increase will raise the agency's portion of sales tax to 0.8 percent, or 0.1 percent below the ceiling set by state law.

Community Transit in Snohomish County, facing a 20 percent drop in sales tax revenue since 2007, suspended Sunday and holiday service and made route modifications that began in June 2010. The agency is proposing some service restructures when Sound Transit opens new or improved transit centers and service in Mountlake Terrace and Edmonds in 2011 (Community Transit news releases, April 2 and August 10, 2010). Community Transit, like Metro Transit, already utilizes the full 0.9 percent sales tax available to local transit agencies.

Since 2008, Pierce Transit in Pierce County has reduced its staff by 5 percent, delayed or eliminated capital projects, reduced service by nearly 6 percent, raised fares (regular adult fares increased 25 cents), and instituted operating efficiencies. The agency's Board of Directors has directed the staff to develop a ballot proposition for the February 2011 election. This measure would enable the agency to exercise the final 0.3 percent sales tax authority available to it in order to meet current service demands (Pierce Transit news release, July 12, 2010).

Sound Transit updated its long-term revenue forecasts in September 2010, predicting that funding levels for Sound Transit 2 will be down by 25 percent, or $3.9 billion. The agency has concluded that it is no longer possible to complete the entire Sound Transit 2 program within 15 years. The staff has proposed a way to prioritize project and service adjustments for the 2011 budget (Sound Transit news release, "ST kicks off project and service realignment in response to recession impacts," September 23, 2010). Sound Transit receives the bulk of its funding through sales tax revenues within the urban areas of King, Pierce and Snohomish counties. Voters had approved the $18 billion Sound Transit 2 plan in late 2008 to expand the regional mass transit system.

State. In the legislature, the Joint Transportation Committee undertook a study in May 2010 on the state's role in public transportation. The study will explore public transportation efficiency and accountability measures to inform future state investment, and consider a process for establishing priorities for state investment. The final study report is due in mid-December 2010.

III.   *Regional Growth Forecast*

Growth Plans. As part of the foundation for considering the future transit needs of King County, the Task Force was briefed on regional growth plans. The Puget Sound Regional Council (PSRC) recently adopted a regional growth strategy for the Central Puget Sound region (Snohomish, King, Pierce and Kitsap counties), published in *VISION 2040,* and a corresponding action plan for transportation, *Transportation 2040.* The plan projects that in the next 30 years, the region will grow by roughly 1.5 million people and support more than 1.2 million new jobs. The growth strategy calls for more growth in the existing large and medium-sized cities, especially in designated urban and manufacturing centers. This is a change from the past, where there was a substantial amount of growth in unincorporated portions of the counties, smaller cities and towns, and in rural areas.

For King County, the PSRC Regional Growth Strategy projects a 42 percent increase in population from 2000 to 2040, and a 57 percent increase in the number of jobs. Most of that growth is expected to occur in King County's urban centers. Seventeen of the 27 designated regional growth centers, and four of the eight designated regional manufacturing/industrial centers, are located in King County. The plan forecasts that 73 percent of King County's population growth and 83 percent of its employment growth by 2040 will occur in its 12 largest cities. Because the level of employment growth in King County is by far the largest among the four counties in the Central Puget Sound region, the plan projects that more people will be commuting to King County from other counties for work.

Transportation Plan. The transportation plan calls for aggressive expansion of local and regional transit, with between 80 percent and 100 percent increases in bus transit, plus 68 new miles of light rail. It envisions that transit will see a 63 percent increase in the share of the region's total daily trips, and a 74 percent to 90 percent increase in the share of trips to and from work.

Section 4: Task Force Recommendations

I.   *Overall Policy Guidance for Service Reduction and Service Growth*

A.   Introduction

King County is facing potentially unprecedented reductions in transit service based on a sizeable shortfall in sales tax revenues that began in 2008 and is expected to continue at least through 2011. At the same time, the Puget Sound Regional Council has recently adopted the Vision 2040 regional land use and transportation plan that forecasts dramatic population and employment growth during the next 30 years. Significant expansion of the existing transit system will be required to support that growth. As a consequence of this dichotomy, the charge to the Task Force included the development of policy guidance for both the potential reduction and the future growth of Metro's transit services. The work plan for the Task Force adopted by the King County Council states: "Preserving Metro's current system and finding a way to continue with plans for growth became priorities for King County."

As the Task Force discussions evolved, its members came to two important realizations about overall policy direction. They began by discussing separate broad policy statements for service reductions and service growth. Members considered having a separate policy direction for service restoration (the restoration of transit service after hours have been reduced or suspended). However, as the Task Force discussions progressed, members felt that the policy statements they were crafting should provide the foundation for future decisions about the reduction, growth and restoration of transit service.

In addition to the recommended overall policy direction, the Task Force is recommending a new approach to implement its policy guidance. The approach, described below, represents a fundamental change in the way transit service allocation decisions are made by King County.

Current Policy Context for Service Reduction and Service Growth. The background materials provided to the Task Force included a description of the history and evolution of Metro service allocation policies. The policy basis for allocating transit services based on three subareas (east, west and south) was established in Metro's 1993 Comprehensive Plan for Public Transportation. The policy evolved over the years from one based on the proportion of each subarea's population, to one based on a formula for the distribution of service hours when the system is growing or shrinking. In Metro's 2002 – 2007 Six-Year Transit Development Plan, the current policy guidance for service growth and reduction was established. For service growth, that policy states that for every 200,000 hours of new transit service, 40 percent of that new service will go to the east subarea, 40 percent to the south subarea, and 20 percent to the west subarea. This is commonly referred to as the 40/40/20 policy. For service reductions, the policy states that "any system-wide reduction in service investment shall be distributed among the subareas in proportion to each subarea's share of the total service investment." Based on the current hours of service provided in each region, 62 percent of the reduction would have to come from the west, 21 percent from the south and 17 percent from the east. This is commonly referred to as the 60/20/20 policy.

B.   Common Themes Shaped Task Force Recommendations

There were several themes that emerged during the months of conversation among Task Force members that influenced the group's thinking. Each of these themes was raised by Task Force members on numerous occasions as rationale for the set of recommendations that follow. It is also fair to say that the current economic recession had an effect on shaping the themes that emerged.

➢ **Take a Regional Perspective.** Task Force members often stated that solutions must be found that can strike the right balance among: (a) the best interest of the region as a whole, (b) the needs of riders of the system, and (c) the interests and needs of local communities to insure support for the transit system from all portions of the county.

➢ **Transparency.** During times of major transition (such as reducing or expanding the transit system), Task Force members felt that it is particularly important for the decision-making process to be clear, transparent, and based on criteria and objectives that are easy to understand and applied consistently. Members felt that decisions made using this kind of transparency will help build trust and ultimately acceptance of the decisions that are made.

➢ **Time for a Change**. The size of the potential service reductions and the large gap in available revenues to maintain current service levels suggested to Task Force members that Metro and King County should change the policy guidance for making service allocation decisions, as well as the process used for making those allocation decisions.

➢ **Balanced Approach**. The depth and breadth of the recession has caused nearly all public agencies and many private businesses to consider a balance of cost reduction and revenue enhancement strategies to maintain core services and meet the needs of those served. Task Force members often stated that to avoid the forecasted large

reductions in transit services and meet future demand will require a combination of expense reductions, efficiencies and securing new revenues.

> *Recommendation 1: The policy guidance for making service reduction and service growth decisions should be based on the following priorities:*
> 1) *Emphasize productivity due to its linkage to economic development, land use and financial sustainability;*
> 2) *Ensure social equity; and*
> 3) *Provide geographic value throughout the county.*

The enabling legislation adopted by the King County Council requests that the Task Force develop a policy framework that establishes priorities for the key system design factors mentioned earlier in this report. As the Task Force discussed the key factors, they reached the conclusion that one of the factors, productivity and efficiency, has a strong correlation to several of the other factors, particularly land use, economic development and financial sustainability. As a result, the Task Force is recommending adoption of a new policy framework to make service allocation decisions. The policy guidance described above is intended to optimize efficiency of transit services, meet the needs of those that are most dependent on transit services, and create a system that is perceived as a fair distribution of service throughout the county.

The Task Force has attempted to provide clarity about this policy statement by defining each of the three terms as follows.

➢ **Emphasize Productivity**. Metro should create a system that results in high productivity and service efficiency based on performance measures for different families, or types, of transit services (see Recommendation 4 regarding performance measures). The Task Force felt that establishing a highly cost-effective system, particularly in these challenging economic times, is essential for reducing the gap between revenues and expenses, and for building public confidence and trust in the transit system. A focus on productivity will also help accomplish other key policy objectives:

- Economic Development – A highly productive system will achieve the largest number of work trips at all times of the day and days of the week via transit. Transit service will also create connections to/from "demand collectors" such as high-use park-and-ride lots, and colleges and universities.
- Land Use – An emphasis on productivity will result in support for regional and local growth plans by concentrating transit service coverage and higher service levels in corridors where residential and job density are greatest.
- Financial Sustainability – Productivity will result in higher ridership and fare revenues, and lower cost per rider. A premium will be placed on serving the most number of people. In addition, highly productive service will result in decisions that create greater service efficiency, such as combining routes that serve the same corridor, or modifying local service to feed high ridership corridors or locations.

➤ **Ensure Social Equity.** <mark>[NOTE: The description of Social Equity in this draft is what was discussed by the RTTF on September 16. Further refinement to address the meaning of several terms used below is to be considered at the October 7 RTTF meeting.]</mark> The Task Force felt that it is imperative for any future allocation of service to provide transit services to those who have no, or limited, transportation options. They defined Social Equity and Environmental Justice to mean the <mark>prioritization</mark> of transit service to address gaps in mobility, and to avoid or mitigate disproportionately high and adverse social, economic or human health impacts for historically disadvantaged populations, including <mark>youth, elderly,</mark> disabled, minority and economically disadvantaged communities. In addition to considering origins, priority should be given to destinations for employment, education, healthcare, social services and civic engagement.

➤ **Provide Geographic Value**. Service allocation decisions (for both reductions and growth) must be perceived as "fair" throughout the county. To accomplish the appropriate balance, Metro should use a multi-faceted approach to achieve an integrated regional transit system. As such, the distribution of transit services should be influenced by the value delivered to all areas of King County, as represented by the following:

- Balancing Access with Productivity – The public in all corners of the county expects government services to be run as cost efficiently and effectively as possible. Public investments in transit services should be appropriate to the land use, employment densities, housing densities and transit demand in various communities. This will require a variety of service strategies including traditional fixed route and other transit and rideshare products appropriate to the community and the level of ridership demand. Some form of transit service should be available in all communities served by transit today.
- Tax Equity – There should be some relationship (but not an exact formula) between the tax revenue created in a subarea and the distribution of services. There should also be recognition of all of the revenues (taxes and fares) generated in the various areas of the county.
- Economic Vitality – Transit investments are critical for economic recovery and future growth of the region. Transit services should get the most number of workers to and from job centers and support access to destinations that are essential to countywide economic vitality (such as centers for post-secondary education or major medical centers).

II. *Implementation of Policy Direction: Use of Guidelines and Performance Measures*

As the Task Force members discussed the statements of broad policy guidance, they came to the belief that a new approach to decision making is needed to successfully implement their recommended policy direction. Members felt strongly that if King County no longer uses a formula-based approach to allocate service, stakeholders must understand the basis for initial service allocation decisions, and how those decisions will be evaluated and adjusted over time. Therefore, the Task Force is recommending the development and adoption of service guidelines

and performance measures as essential elements for carrying out the new policy direction. The following graphic describes this approach.

Figure 5. Overall Approach
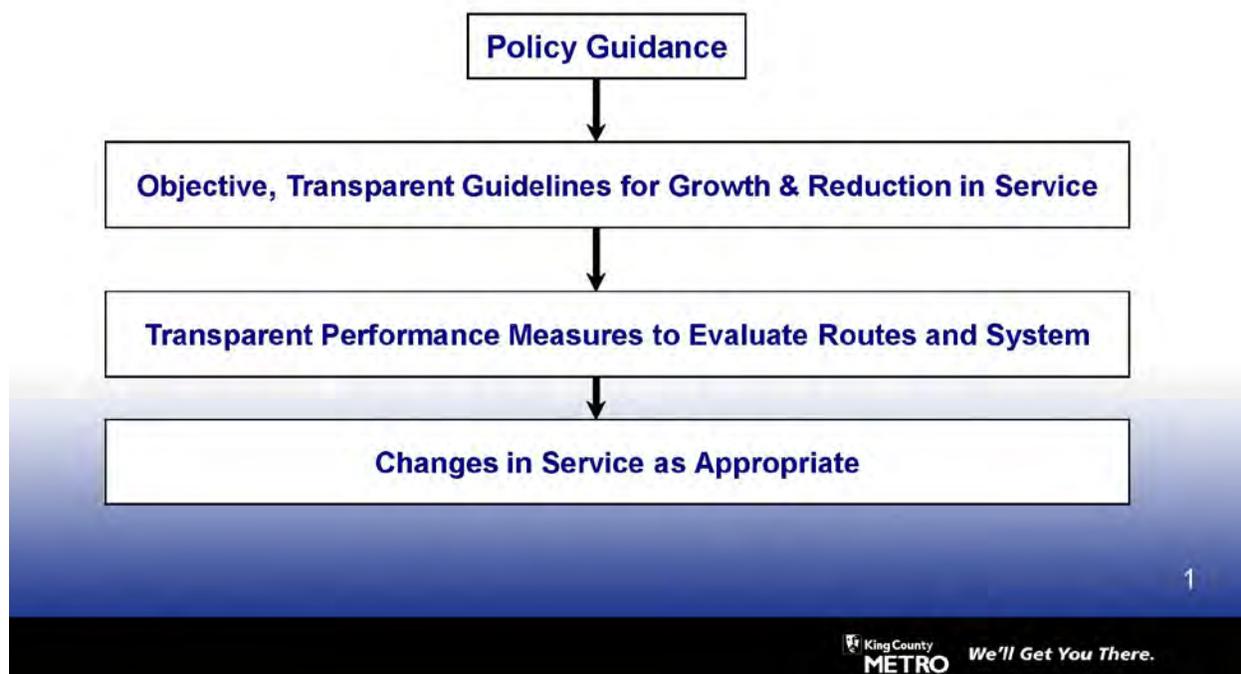
A. Service Guidelines

> ***Recommendation 2: Create clear and transparent guidelines to be used for making service allocation decisions, based upon the recommended policy direction.***

Service guidelines establish the objective metrics for making service allocation decisions. Guidelines should be used to help the public, Metro and King County decision makers determine the appropriate level and type of service for different corridors and destinations, and for varying employment and population densities throughout the county. The guidelines should be applied consistently and fairly on a systemwide basis to make decisions that are easy to understand and that reflect the overall policy guidance established by the County.

Guidelines will be established for each of the different types (families) of Metro transit services. (See section B below for a description of Metro's different service types.) The guidelines should

be used to help Metro to make decisions such as the frequency of service, route spacing, the directness of the service (i.e., whether transfers are appropriate), stop spacing, and the appropriate speed and loading of routes. The Task Force supports Metro's proposal to incorporate newly developed guidelines into Metro's Comprehensive and Strategic Plan to be submitted to the County Council in February 2011. This will insure prompt development and use of this new approach.

Metro will develop guidelines that can be applied for service reduction and for service growth, as well as for ongoing management of the transit network during times of stability.

Principles. The Task Force did not develop recommended guidelines. They did, however, create a set of principle statements that should be used to shape the creation of the guidelines. The following statements should apply to all guidelines.

Recommendation 3: Use the following principles to provide direction for the development of service guidelines.

➢ *Transparency, Clarity and Measurability* – Guidelines will be based in data that are understandable to the public, will use industry best practices, and will be used to measure the relative performance of service investments and the transit system's progress toward achieving King County goals and objectives. The process for making service allocation decisions should be transparent and replicable by internal and external stakeholders.

➢ *Use of Multiple System Design Factors* – Guidelines will use multiple system design factors to determine appropriate service design, service investment, service type and service delivery method.

➢ *Flexibility to Address Dynamic Financial Conditions* – Guidelines should apply in times of financial health, when Metro is managing and growing services, as well as in times of financial difficulties, when Metro is reducing services. Guidelines will be used to determine when service changes will be made and will apply for normal system adjustments, increases, decreases, restructure, start-up and ongoing management of bus routes.

➢ *Integration with the Regional Transportation System* – Guidelines will address the fact that King County's transit system is a network of services provided by Metro, Sound Transit, ferries, and other public and private providers, and should insure that the regional transportation system serves population and employment centers identified in the regional growth plan. The integration with light rail, commuter rail, ferry and bus services provided by partner agencies, employers and others is required to provide an efficient network of services that is attractive to use.

➢ *Decision-Making and Network Changes* – Guidelines will identify conditions or performance thresholds for Metro to respond to changes in demand prompted by household and employment growth, economic conditions, or related to route and/or system performance.

Examples of Guidelines for Conceptual Service Reduction Scenarios. The Task Force requested that Metro staff create conceptual scenarios for service reduction using the draft policy guidance and a set of accompanying example guidelines to make service reduction decisions. Although this work was presented as illustrative of what an actual service reduction proposal could look like, the Task Force wanted to see the results of this work in order to understand the practical implications of how service would be affected across King County. Metro presented a sample set of guidelines but stated that they were developed quickly, and that a formal proposed set of guidelines would take several months to create for public review and comment. Nonetheless, the five sample guidelines were instructive for the Task Force. These guidelines included:

> (1) household density per acre, defining the level of service for different population densities;
> (2) network connections, to determine if a route provides a unique connection between at least two other bus routes where transfers are expected;
> (3) provides service to high utilization park-and-ride lots;
> (4) the service is part of a partnership agreement or future RapidRide route; and
> (5) serves low-income and minority populations, defined as 50 percent of a census tract identified as low income or minority.

The Task Force supported the general approach, but also stated that when the guidelines are developed for service reductions, they should also include provisions for supporting employment and economic development.

Metro described the approach to using the guidelines as a three-step process. The first step was to screen for productivity, eliminating the least productive routes. The second step was to assess network considerations after the first step. Routes (and service hours) were added back based on consideration of social equity, system connectivity, and addressing gaps in geographic coverage. Since the second step added back service hours, the third step was to identify opportunities for efficiencies in the system (for example, shortening a route if the beginning or end of the service had low ridership, or using local service to connect riders to ST Express bus service). The Task Force encouraged Metro to continue to develop this type of approach for utilizing the guidelines to make service reduction decisions.

Examples of Guidelines for Conceptual Service Growth Scenario. The Task Force went through a similar exercise with service growth guidelines. Metro staff presented a sample set of guidelines to demonstrate how they could be used to make transit service growth decisions. The Task Force identified two different types of future service growth: (a) response to ridership demand (providing new service to address over-crowded bus routes), and (b) support for regional growth (providing new service to connect identified population, employment and activity centers).

> ➢ *Response to Ridership Demand.* The sample guidelines for responding to high ridership established thresholds for passenger loads for each type of service. For example, for commuter or hourly service, if the number of seats filled and the number of standees exceeded the threshold, then action would be taken. Actions could include adding trips

to the schedule, working with jurisdictions to improve transit speed and reliability, or reallocating service from less productive routes.

➤ *Support for Regional Growth.* For service that supports regional growth, Metro presented conceptual guidelines that would create a point system to determine minimum levels of service for corridors and communities. Metro would set the minimum frequency of service for a route based on the number of points scored. The conceptual approach for supporting regional growth included six guidelines:

(1) metropolitan cities with more than 15,000 jobs;
(2) corridors serving core city urban centers with points based on different employment levels;
(3) corridors serving high-density residential neighborhoods, with points based on different household densities per acre;
(4) service that provides a unique network connection;
(5) corridors serving low-income and/or minority populations, with the most points awarded when a census block has more than 50 percent minority and low-income population; and
(6) corridors serving large ridership generators outside of urban centers, with points awarded based on the number of ridership generators served.

Task Force members liked this approach because it would allow for service allocation decisions to respond to changed conditions over time, and it would enable the transit system to support local and regional growth and development plans as they are implemented. The guidelines would provide clear, transparent criteria for how and when service frequency could be increased. This would allow local communities to understand the public transportation implications of their land use, planning and development decisions. The use of these types of guidelines could create an incentive for local communities considering higher density residential or employment growth.

Like the service reduction guidelines, the sample service growth guidelines will require additional work before they could be incorporated into Metro's proposed Comprehensive and Strategic Plan for public review.

B. Performance Measures

Enhancing Metro's use of and reporting on a system of performance measures is integral to creating the kind of transparency in decision making that builds public confidence in the transit system. The task force concluded that performance measures should be used to evaluate Metro transit services, and help the public, Metro managers and King County decision makers understand if the transit system is meeting operational and policy objectives. The use of performance measures as an evaluation tool will help establish a strong rationale for difficult policy choices, including the inevitable trade-offs that result from making service allocation decisions with limited resources.

> *Recommendation 4: Metro should create and adopt a new set of performance measures by service type, and report at least annually on the agency's performance on these measures. The performance measures should incorporate reporting on the key system design factors, and should include comparisons with Metro's peer transit agencies.*

The system of performance measures will have three purposes:

➢ *Evaluate individual routes* – This will allow for analysis and comparison of each Metro route by service type.

➢ *Evaluate overall system performance* – This will allow for a better understanding of how the system as a whole is performing, including the ability to achieve some broader policy goals, such as the seven key system design factors.

➢ *Evaluate performance against peer agencies* – This will allow for a metrics-based comparison with other transit agencies that will help Metro understand how it might improve performance of its transit system.

Families of Metro Service Types. Modifying Metro's current method of compiling and reporting on performance measures will enable Metro managers, King County decision makers and the public to compare and evaluate the effectiveness of similar service types, or families. The performance measurement system should include the following types of services: fixed route (i.e., Frequent Arterial, Peak Commuter, Local, and Hourly service), Dial-A-Ride Transit (DART), Access, vanpool, etc. Reporting by type is important because the different service types provide different functions within the system, and perform very differently. (See Figure 6 below.)

For example, the Frequent Arterial bus routes have the highest riders per platform hour (the number of people who board a bus relative to the total number of hours that bus is operating – from when it leaves the base until it returns). This is because these routes generally operate in higher density communities and have strong ridership in both directions and over a relatively shorter distance. The Peak Commuter routes have the highest passenger miles per platform hour (this measures the total number of rider miles relative to the total number of service hours the bus operates – from when it leaves the base until it returns). This is because these routes have fewer stops and are likely to have strong ridership in only one direction over a relatively longer distance. Hourly routes have the lowest riders per platform hour and rider miles per platform hour because this is infrequent service that provides transit access in low-density areas.

In addition to enabling Metro and the public to compare the different types of service against one another, the use of performance measures for the different families of service will ultimately allow decision makers to determine the appropriate amount of each type of service.

Figure 6. Service Families and Productivity Measures

Metro Fixed Route Service Families and Productivity Measures
By Area of King County
7/1/10

2009 Service Types

Frequent Arterial		**Peak Commuter**	
30 minute headways or better, 16-18 hours a day		Operates only in peak weekday travel periods	
Connect centers		Connect regional employment centers	
56 routes		99 routes	
73.8 million rides		10.5 million rides	
37.4 riders per platform hour		20.8 riders per platform hour	
144 rider miles per platform hour		198 rider miles per platform hour	
Local		**Hourly**	
Operate no better than every 30 minutes		Operate no better than every 60 minutes	
Connect to other services and neighborhood centers		Provides basic transit access and coverage in low density areas	
60 routes		25 routes	
30 million rides		1.2 million rides	
25.1 riders per platform hour		12 riders per platform hour	
97 rider miles per platform hour		60 rider miles per platform hour	

Key:

Riders per Platform Hour: A measure that identifies the number of people who board a transit vehicle relative to the total number of hours the vehicle is operating (including traveling to and from its route). Transit services that operate in dense areas on arterial streets and frequently pick up large numbers of people will perform well on this measure.

Rider Miles per Platform Hour: A measure that identifies the number of miles riders travel relative to the total number of hours the vehicle is operating (including traveling to and from its route). Transit services that quickly fill up with passengers, such as at a park-and-ride, and travel full at high speeds to their destination will perform well on this measure.

Bubbles: The small bubbles in the graph represent the average performance within each subarea for the particular service type. The large bubbles represent the average for all the subareas for each service type. The shaded areas around the bubbles show that route performance in each of the subareas is roughly similar for the four different service types.

Peer Comparisons. The Task Force reviewed the performance measures that Metro currently uses to assess its transit services, as well as a variety of measures comparing Metro's services to those of 30 other transit agencies in U.S. metropolitan areas. Metro's performance measures selected for this purpose should be consistent with the national transit database to allow for meaningful comparisons with peer transit agencies. In addition, as the Task Force learned from reviewing current comparisons with peers, for these data to be useful will require a detailed and thorough analysis of why there are differences in performance measure results between Metro and the peer agencies, including exploration of similarities and differences in public policy goals, transit system objectives and system operations. This work should be completed within the next year, and it should be used to inform decisions by Metro and policy makers.

Sources and Uses. To understand the service performance of the transit system also requires an understanding of the source and use of the financial resources that support those services. Metro should provide information to decision makers and the public about the sources and uses of funds. To better understand how Metro is using its resources to provide transit services, the Task Force helped Metro staff create a series of charts showing how much of which funding sources support each service family. (See Attachment 3.) The Task Force found this to be a useful way to review how Metro is deploying funding resources and what it takes to support each family of service. This should become part of the information Metro provides to the public.

Establish Targets. This work should also include establishment of targets or objectives for each measure, so that evaluation and reporting includes actual performance against those identified targets. This will help all parties understand if individual routes and the system as a whole are achieving desired outcomes. Based on the evaluation results, Metro would decide whether to take action to adjust services, or explain why there are variations and what actions are needed to improve performance.

Reporting. Reporting on the performance measures will be instrumental in leading to increased productivity within the system. The reports should help create a focus on which portions of the system are not performing up to desired standards. The format for reporting on the performance measures should be clear and easy to understand for the public and decision makers. The reports should be posted on Metro's Web site and readily available to the public.

The Task Force subgroup on performance measures worked with Metro staff to develop an initial example of metrics for overall system performance and an easy-to-understand reporting format. (See Attachment 4.) This was a good start on that work. The Task Force recommends that Metro continue developing performance measures using the draft measures as a model. In addition to developing performance measures for route evaluation and peer comparisons, the Task Force is suggesting that Metro develop performance measures that help evaluate all of Metro's operations, for example performance against budget, customer service, vehicle maintenance, etc. Metro currently reports on a number of these measures, but they are included in different reports and locations. The Task Force supports Metro's suggestion to include recommendations for the performance measurement system in Metro's Strategic and Comprehensive Plan scheduled for submittal to the County Council by February 2011.

Add a Seventh Key System Design Factor. As mentioned previously, the King County Executive and County Council identified six key system design factors, and asked the Task Force to recommend how and to what extent these factors should influence the design of Metro's transit system. In discussing the factors, the Task Force concluded that an additional policy consideration should be added: environmental sustainability. The Task Force developed the following definition for the additional factor:

> ➢ *Environmental Sustainability* – Transit carries an adequate number of passengers so that the greenhouse gas emissions generated are less than would be generated if the same number of people traveled by automobile.

The system of performance measures should be used to report on how the transit system is doing on achieving this policy objective, as well as the other key system design factors.

III. Cost Control and Efficiency

In addition to the efficiencies Metro can find in restructuring transit routes, the Task Force believes it is essential for the County and Metro to continue to find efficiencies in the administration and operation of the agency. The Task Force believes that Metro's financial model, with current revenue sources and Metro's expense structure, is not sustainable over the long-term. The subgroup that focused on cost control and efficiency explored four categories of potential cost control during their deliberations: (1) process improvements, (2) reducing the growth of expenses, (3) reducing the growth of nondirect service costs, and (4) improving bus service productivity.

> *Recommendation 5: King County and Metro management must control all of the agency's operating expenses to provide a cost structure that is sustainable over time. Cost control strategies should include continued implementation of the 2009 performance audit findings, exploration of alternative service delivery models, and potential reduction of overhead and internal service charges.*

King County Performance Audit. The Task Force was briefed on the findings of the King County Auditor's 2009 performance audit of Metro, and the County Executive's response to that audit, including Metro's planned follow-up actions. The auditor identified the potential for $30 million to $37 million in annual cost savings, up to $54 million in potential increased annual revenue ($51 million would have to come from an additional fare increase), and $105 million in one-time savings by postponing fleet replacement and using the available fund balance.

Metro incorporated $12.5 million in annual savings in the 2010/2011 biennial budget based on anticipated savings from implementation of schedule efficiencies. The Auditor identified another $3.5 million to $8.5 million in potential annual savings from schedule efficiencies. Adult bus fares were increased in the 2010/2011 biennial budget (raising an additional $10.8 million), but the other potential fare increases identified by the Auditor (increased monthly pass price, elimination of off-peak fare discounts, elimination of free transfers, and increased paratransit

fares) have not been adopted. The one-time use of the fleet replacement fund balance was also incorporated into the budget.

Metro should continue efforts to further reduce costs, create efficiencies and implement savings strategies, including those identified in the audit. Metro should provide regular updates on the progress it is making and its expected timetable to implement the 2009 audit findings. Additional cost control and efficiency measures could free up resources to increase the amount of service provided, reduce the scale of needed hours of service cuts or reduce the amount of new revenue needed to sustain or expand existing service.

Alternative Service Delivery Products and Models. Metro should explore opportunities to provide alternative service products and service delivery models, including contracting out for some of its underperforming fixed route services. However, the Task Force learned that under the terms of the existing labor contract Metro may only contract out for services up to 3 percent of Metro's total service hours. Preliminary analysis suggests that additional contracting out could create some financial efficiencies for Metro. However, further analysis will have to consider implications of existing contracts and agreements, quality and availability of service providers, and consistency with County policies. Any contracting out of services should be consistent with broad labor harmony principles.

Alternative service delivery products (such as carpools, Community Access Transportation, Vanpools, Dial-a-Ride Transit (DART), taxi scrip or ACCESS paratransit) should be considered as options for fixed route service, particularly in lower density communities. These options should be considered in locations where fixed route services are costly and are less likely to meet the travel needs of local transit users.

King County Overhead and Internal Service Charges. Metro's operating budget includes nearly $12 million in charges for County overhead, and approximately $42 million in charges for internal services (services Metro purchases from various County departments). The methodologies for how these charges are allocated to Metro vary. Overhead charges are based on Metro's full-time equivalent (FTE) staff count, Metro's budget as a percentage of the County's budget[1], and other means. The internal services charges tend to be based on the actual recorded value of services provided, although in several cases proxies are used to estimate actual services. The overhead charges for County agencies that provide services to Metro as "enterprise" functions (e.g., the departments that charge Metro for internal services) become particularly difficult to track. In short, the internal service and overhead allocation charges are complex and not transparent.

King County should be able to provide the public with clear explanations for how and why overhead and internal service charges are allocated to County departments. In addition, in these difficult economic times, the County must continue to explore ways to reduce overall

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[1] It is not clear that these percentages equate to the relative costs of providing the services to Metro, However, many of those costs are difficult to determine, and in some cases the cost differences may not be worth the cost of assessing them.

overhead and internal service charges. There must be more direct accountability for the control of overhead costs because the agencies that have to pay for those costs (such as Metro) either do not have, or have not been granted the option of finding alternative, lower cost providers of service.

IV.   *Legislative Agenda to Address Future Service Needs*

[To be determined based on Task Force conversation in October.}

Section 5: Conclusion

[To be developed in the second draft]

Abbreviations

ADA: Americans with Disabilities Act

CAT: Community Access Transportation

CTR: Commute trip reduction

DART: Dial-A-Ride Transit

FTE: Full-time equivalent

HOV: High-occupancy vehicle

PSRC: Puget Sound Regional Council

RTTF: Regional Transit Task Force

Glossary

Access (paratransit) service: A van service with no fixed route or schedule that provides trips to customers who have difficulty using Metro's regular service. Access service provides next-day, shared rides within three-quarters of a mile on either side of noncommuter fixed route bus service during the times and on the days those routes are operating. The program serves persons age 6 and up. Eligibility is based on whether a disability *prevents* the person from performing the tasks needed to ride regular bus service some or all of the time. Those

interested must apply and be found eligible ahead of time to use this program. Potential applicants must complete a pre-application prior to receiving an application. Applications must be co-signed by a health care professional.

Boarding: A passenger who gets onto a transit vehicle. The number of boardings is a count of the number of people who have ridden on the vehicle.

Deadhead time: The scheduled time of a transit vehicle spent driving to and from the base or between trips on different routes.

Family of service (or "service type"): Distinct types of fixed route transit service, as defined by such characteristics as routing, areas served, frequency, and hours/days of service. Includes: Frequent Arterial, Hourly, Local, and Peak Commuter.

Frequent Arterial service: A family of transit service that includes the planned RapidRide bus rapid transit corridors and other routes that operate frequently (5 to 20 minutes) during at least some period during the day, and at least every 30 minutes for a span of 16 to 18 hours per day. The Frequent Arterial routes provide two-way service primarily on principal arterials, providing connections to, between and within the region's major employment and commercial centers. These routes have the highest riders per platform hour.

Hourly service: A family of transit service that expends the minimal resources needed to provide basic transit service access and coverage in low-density, low-use areas, providing frequencies no better than every 60 minutes at any time of the day. Hourly routes provide connection to activity within the local community or where connections to other transit services are available.

Key System Design Factors: A set of policy factors identified by the County Executive and County Council in the enabling legislation for the Regional Transit Task Force. The Task Force was asked to make recommendations on how and to what extent these policy factors should be reflected in the design of King County's transit system. Originally six key factors were identified, and the Task Force added a seventh (environmental sustainability). The Task Force defined the factors as follows:

1. *Land use:* Support for regional and local growth plans by concentrating transit service coverage and higher service levels in corridors where residential and job density is greatest.

2. *Social equity and environmental justice:* Providing transit services to those who have no or limited transportation options. Addresses gaps in mobility, and avoids or mitigates disproportionately high and adverse social, economic or human health impacts for historically disadvantaged populations, including youth, elderly, disabled, minority and economically disadvantaged communities. In addition to considering origins, gives priority to destinations for employment, education, healthcare, social services and civic engagement.

3. *Financial sustainability:* Higher ridership and fare revenues, and lower cost per rider. Transit design places a premium on serving the most number of people, and creates

greater service efficiency, such as combining routes that serve the same corridor, or modifying local service to feed high ridership corridors or locations.

4. **Geographic value:** Service allocation decisions (for both reductions and growth) that are perceived as "fair" throughout the county. To accomplish the appropriate balance, Metro should use a multi-faceted approach to achieve an integrated regional transit system. The distribution of transit services influenced by the value delivered to all areas of King County, as represented by the following factors.
   o *Balancing access with productivity:* The public in all corners of the county expect government services to be run as cost efficiently and effectively as possible. Public investments in transit services should be appropriate to the land use, employment densities, housing densities and transit demand in various communities. This will require a variety of service strategies including traditional fixed route and other transit and rideshare products appropriate to the community and the level of ridership demand. Some form of transit service should be available in all communities served by transit today.
   o *Tax equity:* There should be some relationship (but not an exact formula) between the tax revenue created in a subarea and the distribution of services. There should also be recognition of all of the revenues (taxes and fares) generated in the various areas of the county.
   o *Economic vitality:* Transit investments are critical for economic recovery and future growth of the region. Transit services should get the most number of workers to and from job centers and support access to destinations that are essential to countywide economic vitality (such as centers for post-secondary education or major medical centers).

5. **Economic development:** Achieving the largest number of work trips at all times of the day and days of the week via transit, and creating connections to/from "demand collectors," such as high-use park-and-ride lots, and colleges and universities..

6. **Productivity and efficiency:** A system that results in high productivity and service efficiency based on performance measures for different families, or types of transit services. A highly cost-effective system is essential for reducing the gap between revenues and expenses, and for building public confidence and trust in the transit system. A focus on productivity will also help accomplish other key policy objectives: economic development, land use and financial sustainability.

7. **Environmental sustainability** (added by the Task Force): Transit that carries an adequate number of passengers so that the greenhouse gas emissions generated are less than would be generated if the same number of people traveled by automobile.

Local service: A family of transit service that .operates no better than every 30 minutes at any time of day and often operates primarily in daytime hours or less than seven days per week. Local routes serve lower density residential and smaller activity areas, and connect to Frequent Arterial and Peak Commuter services that provide regional connections and mobility. Local routes operate on principal and minor arterials, and may favor access (the number of stops)

over speed of the service. The time between buses (headway) may be based on policy rather than demand.

Metric: A standard of measurement, such as for assessing performance in a particular area.

Peak Commuter service: A family of transit service that operates during the peak weekday travel periods to provide direct service to regional employment centers. These routes are designed to meet the peak of commuter demand and to provide competitive travel options to driving alone. Peak Commuter routes operate primarily on the region's high-occupancy vehicle (HOV) system or principal arterials in areas where densities are sufficient to support access by foot. Peak Commuter routes in suburban areas often pick up riders at park-and-ride lots, but may have "tails" that end in neighborhoods. These routes have a target average of 0.8 passengers to seats ratio (80 percent average load) through the peak demand period.

Performance measure: A numeric description of an agency's work and the results of that work, which helps the agency identify what is working well, and what may need to be improved or changed.. "Performance measures are based on data, and tell a story about whether an agency or activity is achieving its objectives and if progress is being made toward attaining policy or organizational goals. . . . The best performance measures start conversations about organizational priorities, the allocation of resources, ways to improve performance, and offer an honest assessment of effectiveness" (State of Washington Office of Financial Management, 2009, pp. 2-3).

Platform hours: The number of hours buses are on the road for a given route. This includes time on the scheduled trip (revenue hours), layover time and time spent driving to and from the base or between different routes (deadhead time). (Compare to revenue hours, which *does not* include layover and deadhead time.)

Productivity: The efficiency and effectiveness of a bus service or network. Often expressed as "rides per platform hour" or "rides per revenue hour." Colloquially, riders on the bus (the more riders, the more productive the route is).

Revenue hours: The number of hours buses are operating scheduled trips for a given route. Does *not* include layover or deadhead time. (Compare to platform hours, which *does* include layover and deadhead time.)

Ride: A single passenger using a single transit vehicle for a segment of that passenger's trip.

Rider miles per platform hour: A measure of productivity of transit service that provides the total number of rider miles relative to the total number of service hours a transit vehicle operates (from leaving the base until it returns). Services that have a strong ridership and fewer stops over a longer distance, such as Peak Commuter service, will rate well on this measurement.

Riders per platform hour: A measure of productivity of transit service that provides the number of people who board a transit vehicle relative to the total number of hours that vehicle operates (from leaving the base until it returns). Services in high-density communities with a fairly high

number of riders over a relatively short distance, such as Frequent Arterial service, will rate well on this measurement.

Ridership: A way of measuring the success of a bus service or network. Often expressed in average number of passengers getting on a transit vehicle (boardings) per weekday.

Scenario: A summary that illustrates what effect a concept or projected course of action would have.

Target: The level or degree of improvement, or desired level of performance, on a specific performance measure, usually stated in numerical terms.

Transparency/transparent: Making government processes, information and decisions open, accessible and understandable to the public. The federal government's Transparency and Open Government directive says: "Transparency promotes accountability and provides information for citizens about what their government is doing."Transparency in decision making will allow all stakeholders to understand why and how decisions are made.

Trip: A single passenger's movement from the point where that person gets on a transit vehicle (origin) to where the person gets off the vehicle (destination). A trip may include several rides.

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Attachment 1: Enabling Legislation

King County

King County

King County

1200 King County
Courthouse
516 Third Avenue
Seattle, WA 98104

Legislation Text

File #: 2009-0649, Version: 2

Drafter

Clerk 02/02/2010

Title

A MOTION relating to a regional task force on King County's transit system.

Body

WHEREAS, King County operates a transit system comprised of more than three million annual service hours delivering more than one hundred ten million rides per year, and

WHEREAS, this transit system is an important element of meeting regional growth management objectives through the high-occupancy movement of people throughout the county and region, and

WHEREAS, this transit system, due to its dependence on the volatile revenue source of sales tax, has been assailed by financial challenges associated with the global recession, and

WHEREAS, the King County council has worked in close collaboration with the executive to address more than a $200 million deficit for the 2010/2011 biennium, and

WHEREAS, Ordinance 16717 was adopted requiring the executive to transmit a work plan for a regional task force to consider a policy framework to guide the growth and, if necessary, contraction of King County's transit system;

NOW, THEREFORE, BE IT MOVED by the Council of King County:

A. The executive should develop a work plan that convenes a task force by March 2010 that is charged with:

1. Exploring the transit system in King County based on key system design factors of land use, social equity and environmental justice, financial sustainability, geographic equity, economic development and productivity and efficiency;

2. Making recommendations on how and to what extent these factors should be reflected in the design of King County's transit system;

3. Exploring system integration and making recommendations regarding King County Metro's role within the region's public transportation and overall transportation system; and

4. Recommending a policy framework to the executive and council that reflects prioritization of the key system design factors. The framework should include:

a. concurrence with, or proposed changes to, the vision and mission of the King County transit system;

b. criteria for systematically growing the transit system to achieve the vision;

c. state and federal legislative agenda issues to achieve the vision;

d. strategies for increasing efficiency of the King County transit system; and

e. criteria for systematically reducing the transit system should revenues not be available to sustain the King County transit system.

B.1. The executive should transmit by February 10, 2010, for council confirmation by motion, task force membership with the following executive-level representation:

a. six currently elected officials with equal representation from each of the three King County transportation subareas, provided that at least one south subarea representative shall be an elected official of a city on the southwestern ridge and no more than one west subarea representative shall be an elected official of the city of Seattle, and no more than one east subarea representative shall be an elected official of the city of Bellevue;

b. three representatives of business and economic development interests with equal representation from each of the three King County transportation subareas;

c. two representatives of organized labor;

d. six representatives of countywide rider interests with equal representation from each of the three

King County transportation subareas and including two representatives of educational interests with representatives from different King County transportation subareas, two representatives of social service interests with representatives from different King County transportation subareas, and two large employers representing commuter and commute trip reduction interests with representatives from different King County transportation subareas;

> e. one representative of a good government civic organization;
>
> f. two representatives of environmental concerns;
>
> g. two transportation experts;
>
> h. three rider or citizen representatives with equal representation from each of the three King County transportation subareas;
>
> i. one member of the transit advisory committee representing the range of views of the committee; and
>
> j. one representative of the Puget Sound Regional Council.

2. The executive should strive to identify task force members who are broad thinkers that understand multiple stakeholder views, committed to livable communities, collectively represent a balanced geographic distribution, including rural representation and representation from the Rapidly Developing Areas as defined in the Strategic Plan for Public Transportation, and are open to addressing the charge of the task force without being bound by previously held positions. Additionally, the overall task force membership should reflect the racial, gender and economic diversity of King County.

3. The King County transit division manager, the Sound Transit senior staff member and a Washington state Legislature Joint Transportation Committee staff member shall be nonvoting members of the task force.

C. A third-party facilitator, who is not an employee of King County at time of hiring, should be hired by the executive to lead the work of the task force based on the guidance of the executive committee and the

support of the interbranch working group.

D.1. The executive committee should consist of the King County executive and three King County councilmembers with equal representation from each of the three King County transportation subareas, without designees.

2. The chair of the regional transit committee, without designee, should be the alternate to the executive committee.

3. The King County councilmembers shall be appointed to the executive committee by the chair of the King County council per OR-1-020 of the council's Organizational Compilation.

4. In a balanced legislative and executive branch approach, the executive committee is charged with overseeing the task force schedule and process relative to the council-approved work plan objectives and charge as transmitted by the executive in accordance with Ordinance 16717, without influencing the substance or content of task force deliberations; and offering to act as a sounding board during the development of actionable recommendations.

E.1. An interbranch working group shall support the executive committee and the task force through comprehensive review and preparation of data and materials.

2. The interbranch working group shall consist of King County executive, transit division and council staff.

F. The work plan transmitted by the executive in accordance with Ordinance 16717 should contain subject areas for meetings with the goals of:

1. Achieving task force comprehension of transit system building blocks by May 2010;

2. Developing policy options for discussion by July 2010; and

3. Adopting final policy recommendations by September 2010.

G. The agendas for the task force meetings shall be developed by the facilitator with guidance from the executive committee and support from the interbranch working group to achieve the objectives in subsection A.

of this motion.

  H. The work plan should designate a project manager to oversee the day-to-day

needs of the transit task force program, oversee the facilitator contract and coordinate the development and

review of materials for the task force.

Attachment 2: Task Force Ground Rules

FINAL 04/21/10

Ground Rules

Regional Transit Task Force

1. All meetings will be open to the public.

2. Meetings will start and end on time.

3. The Task Force is comprised of people with a variety of perspectives and interests. Differences of opinion are to be expected and will be respected by the Task Force and its members. Task Force discussions will be characterized by careful deliberation and civility.

4. The Task Force is encouraged to think creatively about potential solutions for the issues the group has been asked to address. Task Force members will agree to keep an open mind to possible new ideas that meet the interests of all parties. Task Force members will work to understand the different points of view and perspectives of other members. Questions to better understand each member's interests are encouraged.

5. The Task Force will operate by consensus. The goal will be to reach unanimous consensus in which all members can support, or live with the Task Force recommendations. If unanimous consensus cannot be reached differences of opinion will be noted and included as part of the Task Force final recommendations.

6. The Task Force is advisory to the County Council and County Executive. It is not a decision-making body.

7. The Task Force does not plan to take formal public testimony. However, the Task Force will accept questions or comments from the public at the conclusion of meetings.

8. Task Force members are strongly encouraged to participate in every meeting to achieve continuity in discussions from one meeting to the next. If members cannot attend a meeting it is his/her responsibility to be informed about the topics discussed by the next meeting. An absent member may ask someone to attend a meeting on their behalf to listen to the discussion, but that person will not be able to participate in discussions or votes.

9. If a Task Force member cannot attend a meeting and wishes to make a statement regarding an issue that is on the agenda for that meeting, he or she may provide the facilitator or the project manager with a written statement, which will be read to the full group when the issue is being considered by those present at the meeting.

10. Meeting materials will be sent via email to Task Force members in advance whenever possible. Any handouts at meetings will be emailed to members who were not present.

11. Meeting summaries will be prepared and distributed via email to all Task Force members in a timely manner. The summaries will also be posted on the project web site.

12. Any member may speak to the media or other groups or audiences regarding issues before the Task Force, provided s/he speaks only for her or himself. Inquiries from the media or others can be directed to the facilitator or project manager. Members are encouraged to let the process reach its conclusion before describing potential strategies or ideas as Task Force recommendations. Members agree to bring issues or concerns to the Task Force before raising them with others in a public fashion.

13. It is understood that Task Force members cannot unilaterally make commitments on behalf of their respective organizations. However, each member will work hard to understand any issue or concern raised by their organization and will communicate those issues in a timely fashion to the full Task Force.

14. The facilitator will communicate with Task Force members between meetings to understand issues and search for consensus on solutions.

15. Metro staff will be responsive to the information requests from the Task Force. However, it may not be possible to meet all information requests. Any information requests outside of the Task Force meetings should be made through the Metro project manager or the facilitator.

Role of the Facilitator

- In addition to the roles described above, the facilitator will work with the Task Force and Metro staff to set the agendas for meetings.
- Work to resolve issues regarding process or schedule
- Open the meetings and manage the flow and timing of the topics on the agenda
- Prepare any draft recommendations based on Task Force discussions
- Serve as a Task Force liaison with County elected officials

Attachment 3: Draft Sources and Uses of Funds

METRO SERVICE PRODUCT SOURCES AND USES SUMMARY SHEET – DRAFT FOR DISCUSSION PURPOSES ONLY - August 2010

**Transit Program Funding (Preliminary 2009 Actuals)**

Legend:
- Fares/Advertising/Partnerships
- Federal Stimulus
- Reimb/Contract Revenue
- Use of Reserves/Capital Transfer
- Operating Grants/Other
- Prevent. Maintenance
- Sales Tax
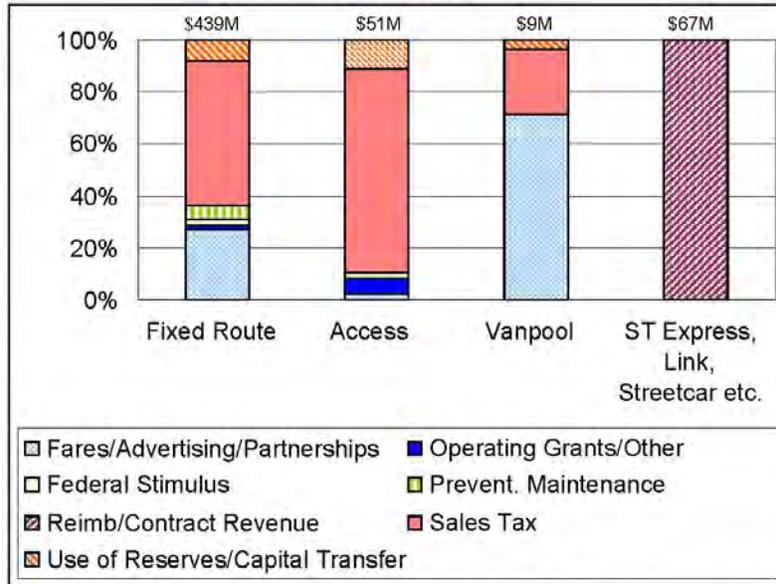
Metro Service Products and Service Outputs

Service Outputs	FIXED ROUTE	ACCESS	VANPOOL	Metro Operated ST Regional Express
Hours (% of Total)	3,516,000 (71%)	743,000 (15%)	347,215 (7%)	340,000 (7%)
Passenger Mi (% of Total)	499,774,000 (77%)	11,780,000 (2%)	60,215,000 (9%)	75,651,000 (12%)
Total Operating Cost*	$439	$51	$9	$67
Total Fare Revenue[†]*	$118.5	$1.2	$6.4	N/A

Metro Fixed Route Families and Performance Metrics

Performance Metrics	FIXED ROUTE	ACCESS	VANPOOL	Metro Operated ST Regional Express
Boardings* (% of Total)	111.7 (90%)	1.1 (1%)	3.7 (3%)	8.1 (6%)
Boardings/ Plat Hr	32	2	9	21
Pass Mi/ Plat Hr	142.1	15.9	173.4	217.4
Cost – Fares / Rider	$2.87	$43.48	$0.82	N/A

* Reported in millions
[†] Fare revenue includes Advertising and Partnerships

FIXED ROUTE OPERATING SOURCES – TOTAL $439

- $9.6, 2%
- $24.3, 6%
- $244.7, 55%
- $35.0, 8%
- $118.5, 27%
- $6.7, 2%
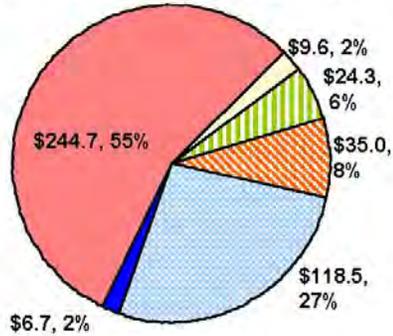
Legend:
- ☐ Fares/ Advert./ Partnerships
- ■ Op. Grants/ Other
- ■ Sales Tax
- ☐ Federal Stimulus
- ☐ Prevent. Maintenance
- ■ Reserves/Capital Transfer

FIXED ROUTE OPERATING USES – TOTAL $439

- $13.0, 3%
- $32.7, 7%
- $34.7, 8%
- $29.0, 7%
- $245.6, 56%
- $83.9, 19%
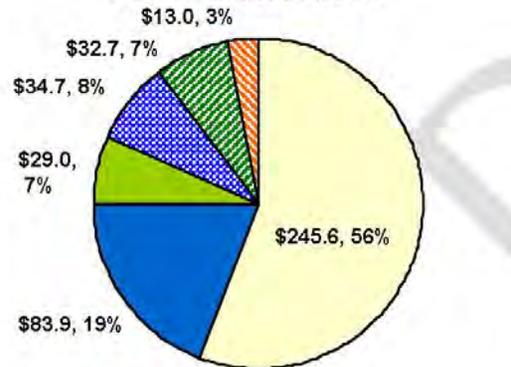
Legend:
- ☐ Operations
- ▨ KC Services
- ▨ Administration
- ▦ Facilities Maintenance
- ■ Vehicle Maintenance
- ▨ KC OH

Farebox Recovery of Fixed Route Families

PEAK / COMMUTER
TOTAL $76.0
- $15.6, 21%
- $60.4, 79%

FREQUENT
TOTAL $236.7
- $74.2, 31%
- $162.5, 69%

HOURLY
TOTAL $11.6
- $1.2, 10%
- $10.4, 90%
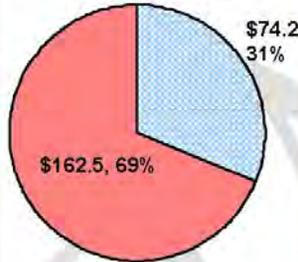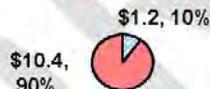
LOCAL
TOTAL $114.7
- $27.5, 24%
- $87.2, 76%
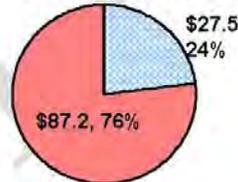
Legend:
- ☐ Fares/ Advertising/ Partnerships
- ■ All Other

Metro Fixed Route Families With Service Outputs & Performance Metrics

Service Family	Hours (% of Total)	Passenger Mi (% of Total)	Total Operating Cost*	Total Fare Revenue[†*]
	Boardings (% of Total)	Pass Mi/ Plat Hr	Boardings/ Plat Hr	Cost – Fares / Rider
Peak / Commuter	543,000 (15%)	107,162,000 (21%)	$76,000,000 (17%)	$15,600,000 (13%)
	11,900,000 (11%)	197.1	22	$5.11
Frequent	1,893,000 (54%)	288,749,000 (58%)	$236,700,000 (54%)	$74,200,000 (63%)
	72,300,000 (65%)	152.6	38	$2.25
Hourly	100,000 (3%)	6,035,000 (1%)	$11,600,000 (3%)	$1,200,000 (1%)
	1,200,000 (1%)	60.2	12	$8.50
Local	980,000 (28%)	97,828,000 (20%)	$114,700,000 (26%)	$27,500,000 (23%)
	26,300,000 (24%)	99.9	27	$3.37
Fixed Route Total	3,516,000 (100%)	499,774,000 (100%)	$439,000,000 (100%)	$118,500,000 (100%)
	111,700,000 (100%)	142.1	32	$2.87

* Reported in millions
[†] Fare revenue includes Advertising and Partnerships

FIXED ROUTE SOURCES AND USES SUMMARY SHEET – DRAFT FOR DISCUSSION PURPOSES ONLY

Fixed Route Operating Sources by Subarea

East
TOTAL $97.6
$12.5, 13%
$85.1, 87%

South
TOTAL $97.3
$21.7, 22%
$75.6, 78%

West
TOTAL $168.3
$84.3, 50%
$84.0, 50%

☐ Fares/ Advertising/ Partnerships   ■ Sales Tax

Not Applicable by Subarea
$75.9

▨ Reserves/ Preventative Maintenance/ Federal Stimulus/ Capital Transfer/ Op. Grants/ Other

Fixed Route Operating Costs by Subarea

East
TOTAL $72.9
$11.7, 16%
$4.6 6%
$14.5 20%
$42.1 58%

South
TOTAL $99.7
$15.7, 16%
$5.6 6%
$20.7 21%
$57.7 57%

West
TOTAL $266.3
$43.4, 16%
$20.9 8%
$49.9 19%
$152.2 57%

☐ Operations
▨ Administration
■ Vehicle Maintenance
▨ Facilities Maintenance

Metro Service Outputs and Performance Metrics by Subarea

Service Family	Hours (% of Total)	Passenger Mi (% of Total)	Total Operating Cost*	Total Fare Revenue[†*]
	Boardings (% of Total)	Pass Mi/ Plat Hr	Boardings/ Plat Hr	Cost – Fares / Rider
East	601,000 (17%)	68,969,000 (14%)	$74,100,000	$12,500,000
	10,835,000 (10%)	114.7	18	$5.68
South	767,000 (22%)	134,439,000 (27%)	$97,300,000	$21,700,000
	20,106,000 (18%)	175.4	26	$2.27
West	2,148,000 (61%)	296,366,000 (59%)	$267,300,000	$84,300,000
	80,759,000 (72%)	137.9	38	$3.76
Fixed Route Total	3,516,000 (100%)	499,774,000 (100%)	$439,000,000	$118,500,000
	111,700,000 (100%)	142.1	32	$2.87

*Reported in millions

+ Fare revenue includes Advertising and Partnershipsttachment4: Draft Performance Measures

Attachment 4: Draft Performance Measures

King County Metro Transit Performance Measurement

A useful and transparent performance measurement system will help Metro gauge how effective it is at meeting its goals and objectives. Metro will consider route-level, system-level, and peer comparison measures in order to gain a more complete picture of how well the system performs, and to identify and evaluate adjustments to the system over time.

Performance Measurement System:

Standards and Guidelines: Metro will develop a Standards and Guidelines document that will specify the criteria for designing the system. These criteria will include appropriate locations of the different types of routes, as well as various operating characteristics such as appropriate service levels, hours of operation, and stop distances. The guidelines will specify how service will be designed, measured and the circumstances that call for service modifications.

Once integrated, Metro will use performance measures to evaluate the performance of the system. Metro will be able to measure its achievement of established goals and objectives, provide a basis for comparison and change to individual routes in the system, and provide a basis for comparison of Metro's system to identified peer systems.

Route Level Performance Measures: Route level performance measures will indicate the efficiency and effectiveness of individual routes within the system. Metro will evaluate individual routes, compare the routes to one another, and then decide whether or not further action is needed. If improvement is needed, Metro will seek to take further action to adjust the route, as resources permit.

This cycle is an iterative process with targets that change with each evaluation, since the performance of an individual route is compared to the performance of a group of similar routes.

System Level Performance Measures: System level performance measures can indicate how well Metro is meeting its goals and objectives. If improvements are needed on the system level, Metro will seek to take further or different actions or to change the standards and guidelines, as resources permit.

Peer Performance Comparisons: Metro can use performance measures to gain some insight into thresholds for performance and acceptable levels of performance based on how well other transit agencies are doing. The measures used to compare against peer agencies should be based on data available through the National Transit Database (NTD) and should be explained or normalized to account for varying operating or policy conditions at peer agencies.

This cycle of performance measurement at the system level and in comparison to peers is also an iterative process, which impacts and is impacted by the overall goals and objectives established for Metro's system.

Metro System Performance Measures

These measures are designed for system-level use, but some may also be used to examine route performance.

√Identifies Relevant Key Factor(s)

	Current (2009)	Target* (TBD)	Productivity/Efficiency	Financial Sustainability	Social Equity	Econ. Development	Land Use	Geographic Balance	Environmental Sustainability	Comments
Annual Boardings *Measure of the scale of the system and its contribution to people's travel needs.*	111.7ml		√			√			√	Reported annually: Actual hours delivered within a year, reported by service type. Source: APC Data
Boardings per Platform Hour *Measure of the productivity of transit services.*	31		√							Reported Annually: Can be reported by service type. Source: APC Data
Passenger Miles per Platform Hour *Measure of the productivity of transit services. It speaks to the strength of Metro's services especially in productive service delivery on long-distance commute-heavy routes.*	142.1		√						√	Reported Annually: Can be reported by service type. Source: APC Data
Operating Cost minus Fare Revenue per Boarding *Measure of the cost-effectiveness of different services.*	$2.94		√	√						Reported Annually: Can be reported by service type. Source: APC Data
Operating revenue/operating cost *Measure of operating cost supported by fares and revenue directly associated with operations.*	27%			√						Report Annually: Can be reported by service type. Source: APC Data
Percentage of HOV use to CTR employment sites *Surrogate measure of Metro's contribution to economic development and congestion relief.*	44.9%					√				Report biennially: Source: CTR employer surveys
Percentage of households that use transit (measures both regular and infrequent riders) *Measure of Metro's market penetration and mobility.*	37.0%							√		Report biennially: Source Metro Rider/non- Rider surveys
Percent of population in minority/low income census blocks within 1/4 mile of a bus stop served by Frequent Arterial or Local services compared to percentage of population in non minority/low Income census blocks served by Frequent Arterial or Local services *Measure proportionate delivery of service (per Federal Civil Rights Act and USDOT rules).*	80.6% / 51.6% = 1.6				√					Report Annually. *(Minority and/or low income census tracts are defined as a higher percentage than the King County average.)* Source: Census

Metro System Performance Measures

These measures are designed for system-level use, but some may also be used to examine route performance.

DRAFT -- 8/4/10

√Identifies Relevant Key Factor(s)

	Current (2009)	Target* (TBD)	Productivity/Efficiency	Financial Sustainability	Social Equity	Econ. Development	Land Use	Geographic Balance	Environmental Sustainability	Comments
Percentage of population within census blocks with a density of 15 households per acre or greater within 1/4 of mile of a bus stop of Frequent Arterial service. *Measure of geographic distribution of service within moderate and high population density.*	83.0%						√	√		Report Annually. Source: Census
Percentage of population within census blocks with a density of 7 households per acre or greater within 1/4 of mile of a bus stop of Local service or better. *Measure of geographic distribution of service within moderate and high population density.*	91.4%						√	√		Report Annually. Source: Census
Percentage of Population within census blocks with a density of 3 households per acre or less within 1/4 of mile of a bus stop of Houly service or better. *Measure of geographic distribution of service within areas of low population density.*	45.9%						√	√		Report Annually. Source: Census
Transit vehicle CO2 per passenger mile divided by the average King County automobile CO2 use per mile *Measure of the contribution of Metro transit's investment and use to the reduction of overall transportation inefficiency and fossil fuel use/greenhouse gas emissions.*									√	Reported Annually. Calculation uses average Metro bus CO2 emissions and the average automobile CO2 emissions per mile.

Actual performance measured against projected targets must account for external factors especially gas prices and employment levels

Key Factor Definitions

Land Use – *Transit serves existing land uses and responds to the planned residential and employment densities, and commercial activities that support the adopted Regional Land Use Plan.*

Economic Development – *Transit's contribution to a thriving regional economy.*

Productivity and Efficiency – *Effectiveness of meeting the travel needs of the population and that service is delivered cost effectively.*

Geographic Equity – *Distribution and delivery of services, including fixed route bus service as well as other transit and ridesharing services within King County's urbanized area, is appropriate to the land use and the market.*

Social Equity and Environmental Justice – *The proportionate distribution of transit service among people of color and those of low income within areas that have more than the county's proportion of these populations.*

Financial Sustainability – *The establishment of revenues and financial policies that account for economic cycles and that keep revenues and cost in relative balance.*

Environmental Sustainability – *Transit carries an adequate number of passengers so that the greenhouse gas emissions generated is less than would be genrated if the same number traveled by automobile.*