



Summary Minutes

Executive Committee Meeting February 6, 2020

Call to order

The meeting was called to order at 10:35 a.m. by Committee Chair Kent Keel, in the Ruth Fisher Boardroom, 401 South Jackson Street, Seattle, Washington.

Roll call of members

| Chair | Vice Chair |
|---|---|
| (P) Kent Keel, University Place Councilmember | (P) Paul Roberts, Everett Councilmember (P) Dow Constantine, King County Executive |

| Board Members | |
|--|---|
| (P) Claudia Balducci, King County Councilmember (A) Bruce Dammeier, Pierce County Executive | (P) Jenny Durkan, Seattle Mayor (P) Dave Somers, Snohomish County Executive (P) Victoria Woodards, Tacoma Mayor |

Katie Flores, Board Administrator, announced that a quorum of the Committee was present at roll call.

Chair Keel announced that he approved a request from Boardmembers Somers and Woodards to participate in the meeting by telephone.

Report of the Chair

CEO Report

Chief executive officer Peter Rogoff gave the CEO Report.

Connect 2020 Update

Mr. Rogoff announced that the Connect 2020 process was in its fifth week, marking its half-way point. The second of three weekend closures would take place the following weekend beginning at 9:00pm that Friday evening. King County Metro would support Sound Transit by supplying shuttle bus service between SODO and Capitol Hill Stations beginning at 8:00pm that Friday evening and lasting through the weekend.

After the closure single track operations would switch to the opposite track. Ambassadors and updated signage would aid passengers with the change. Trains would continue to operate at the 13 to 15 minute headways as they did before the platform switch.

While the project was on schedule, the upcoming closure would represent the most challenging phase for remaining on schedule during Connect 2020. The project team needed to certify brand new track and overhead power before bringing it online by Monday.

Souder North Service Disruption

Souder Northline service from Everett to Seattle was severely delayed the morning of Tuesday February 4th after a BNSF freight train struck an automobile in Edmonds. Thankfully, the driver was able to walk away from the collision, but all four trains from Everett to Seattle were delayed between 20 and

60 minutes. Two trains already in route to Seattle were advanced to Mukilteo station and some passengers were assisted to connecting bus routes. Service was finally restored around 7:15am.

Mr. Rogoff added that the agency found it necessary to cancel Sounder North Service for both the evening of the meeting, Thursday February 6 and the following morning, Friday, February 7 due to an increased chance of landslides along the rail line following heavy rains. The agency was working on preparing a bus bridge but passengers were encouraged to take regularly scheduled bus routes which stopped at the Sounder stations.

Olympia Update

On February 4th Mr. Rogoff and Chair Roberts attended a hearing of the Senate Transportation Committee to testify on several bills which posed significant concerns to the interests of the Board as outlined in the legislative agenda adopted in December 2019. Their testimony focused on Senate Bill 6606 and echoed previously articulated interest in continuing to work with the state legislature to identify solutions related to MVET collections while ensuring that any changes were equally offset by cost reductions and/or new revenues that maintained the agency's financial capacity for completing voter-approved transit expansions on time.

Mr. Rogoff addressed references at the hearing which referred to Sound Transit revenue collections exceeding previous assumptions by explaining that the regions challenging construction market drove costs further above expectations than the revenue growths. That pressure required the agency's Long Range Plan to assume increased borrowing to enable on-time completion of voter approved projects. He added that any reductions to the agency's financial capacity posed great concerns for that priority.

2020 Annual Progress Report

Beginning around Presidents Day, residents throughout the Sound Transit taxing district received the 2020 Annual Progress Report in the mail. Each subarea received a version which highlighted local projects, though all five included agency-wide project and financial information. This report was Sound Transit's second, and the goal was to keep taxpayers informed about progress over the year and upcoming milestones. Direct mail was the best way to reach all district residents, regardless of their access or comfort levels with technology.

Encouragement to read the report in physical or electronic form were provided through digital ads and on social media, lasting approximately three weeks. Nearly one-third of the ad buy was directed to non-English language speakers, for which translated content was made available online.

Black History Month at Sound Transit

Through the month of February, Sound Transit was honoring Black History Month. Sound Transit's Blacks Empowering Success in Transit employee resource group hosted a full line-up of events throughout the month, beginning with a kickoff celebration which occurred the day before the meeting. The events were a testament to the power of the employee resource groups to bring the agency together and celebrate its employees.

Public comment

Joe Kunzler

Kelsey Mesher

Alex Tsimerman

Business items

Items for Committee final action

January 16, 2020, Executive Committee minutes

It was moved by Boardmember Roberts, seconded by Boardmember Millar, and carried by unanimous vote that the minutes of January 16, 2020, Executive Committee Meeting be approved as presented.

Items for Recommendation to the Board

Motion No. M2020-07: adopting performance goals and objectives for Peter M. Rogoff, Sound Transit chief executive officer.

It was moved by Boardmember Roberts, seconded by Boardmember Millar that Motion No. M2020-07 be forwarded to the Board with a do-pass recommendation.

Chair Keel opened the floor to discussion.

Boardmember Millar praised the goals but expressed concern that they were not measurable. He suggested that by the February Board meeting, Chair Keel and the chief executive officer Rogoff should work together to create measurable targets for performance.

Boardmember Durkan agreed with Boardmember Millar's statement and added that separate goal related to safety in all aspects of the agency's operations should be included.

Boardmember Roberts asked if there were measurable goals for subdivisions within the agency. Mr. Rogoff informed the committee that the strategic priorities included within the action's staff report were newly developed by the agency over 2019. Goals to achieve those strategic priorities were being developed through all of the departments at the time. Julie Honeywell, chief human resources officer, added that ten strategic goals were created to address the five strategic priorities and that each department had written "SMART" goals to align to the strategic goals. The departmental goals would be finalized in the coming weeks so that individual employees could create personal goals which aligned with the departmental goals. Boardmember Roberts agreed with the creation of measurable goals, so long as they were aligned with the agency's strategic goals.

Chair Keel suggested adding language to the motion which stated that the Sound Transit organizational goals should be included within the chief executive officer's performance goals and objectives. He added that it may be prudent to work together with chief executive officer Rogoff to create measurable targets for the performance goals.

Boardmember Balducci warned that if measurable performance goals were to be set, they should be done so in a timely manner so that chief executive officer knows what he was measured against.

Mr. Rogoff added that he was advised in the agency's strategic planning process that best human resources practice dictates that an individual should only be held to, at most, five measurable goals. The

proposed action had 22 performance objectives. As measurable goals were set, it would be important to determine whether some of those would fall away.

Boardmember Roberts advised that the 22 performance objectives were not of equal weight, so work would need to be done to synthesize the key elements from the objectives to an appropriate amount of measurable goals.

It was moved by Chair Keel, seconded by Boardmember Balducci, and carried by unanimous vote to postpone Motion No. M2020-07 until the February 27, 2020 Board of Directors Meeting.

Reports to the Board

Fare Enforcement Survey Results

Carrie Avila-Mooney, Director of Regional Government and Community Relations, Jackie Martinez-Vasquez, Chief Equal Employment Opportunity, Equity and Inclusion Officer, and Brian Brooke, Deputy Director of Innovation and Performance, provided the presentation.

Ms. Avila-Mooney provided an overview of the policy update process to-date. She explained that the next steps in the process following the meeting would be to continue external stakeholder engagement through a meeting scheduled for February 19, to roll out administrative actions following the March Executive Committee meeting, and to advance associated Board actions and budget amendments at the March Board of Directors meeting. She reviewed the work group's vision and mission, and outlined its objectives. She then provided a brief overview of the outreach process. 1,100 onboard surveys and 8,000 completed online surveys were received, and staff held six listening sessions in Pierce, King, and Snohomish counties. A draft report was provided to Boardmembers containing a summary of the findings as well as detailed results of the surveys and listening sessions. She emphasized that the findings which were going to be presented were preliminary, so analysis would continue through the process.

Mr. Brooke provided the onboard and online survey objectives and results. He explained that the goal in conducting the survey was to determine the primary reasons for non-payment, to measure customer experience of fare enforcement, and to identify any differences in customer experience across demographic groups. After detailing the onboard survey methodology, he discussed the demographics first.

Survey results were structured to be random and unbiased, with riders interviewed as Fare Enforcement Officers encountered them. The sample was representative of Link and Sounder ridership as compared to the last large-scale rider survey conducted in 2018, although respondents tended to skew slightly whiter and higher income.

Regarding the results themselves, the percentage of riders without proof of payment was highest with Hispanic or Latinx riders, followed by African American or Black riders. It was also highest for riders below the age of 25. Other demographic groups with relatively high rates without proof of payment were those with incomes below \$50,000, those with disabilities, and those with no working vehicles. Household income was the primary demographic characteristic that differentiated those surveyed who were able to provide proof of payment and those who were not able to do so. The high rates within other demographic groups were coincident with income. The top reasons for not having proof of payment were related to issues with payment processes and logistics rather than inability to pay. As such, there was no obvious connection between the top reasons for non-payment and the primary factor driving the demographically disproportionate outcomes. Riders were also asked to rank the encounters they just had with fare enforcement officers on a scale ranging from "strongly disagree" to "strongly agree" for three factors regarding the professionalism and fairness of the officers. While differences existed

between riders who did and did not have proof of payment, respondents overall felt that officers were professional and fair.

The online survey provided information on the perceptions of fare enforcement and preferences for proposed changes. An important caveat, however, was that the survey was made available to anybody who wished take it, so the results were based on self-selected responses and not random response. Therefore they should not be considered statistically representative. Compared to the 2017 Sound Transit District census, the demographics of this survey showed an underrepresentation of people of color, lower income, and younger age groups.

A list of six potential program changes was presented to the survey respondents and they were asked to pick their top three. The most selected was to reduce fines from \$124, followed by increasing the number of warnings. Both options received a majority of support from respondents at 82 percent and 57 percent respectively. 40 percent of respondents preferred reducing the warning period from 12 months to six months. Reducing the amount of time for citations to accumulate, reducing the number of warnings to no warnings, and increasing the fine from \$124 were all preferred by 11 percent or fewer respondents. When asked about Sound Transit fare enforcement practices, 85 percent of respondents agreed that the agency should help riders who cannot afford to pay, 76 percent agreed that Sound Transit should expand outreach to hard-to-reach communities, and 72 percent agreed that Sound Transit should forgive fines if the rider enrolls in the ORCA LIFT program. Questions regarding fare enforcement officers' interactions with riders received support for offering on the spot information about reduced fare programs. Little support, only 33 percent, was provided for less intimidating uniforms, though. When asked if fare enforcement should be suspended during severe weather, 90 percent of respondents gave their support. Similarly, 77 percent supported suspending fare for students on the first day of school. Major construction or service disruptions received 67 percent support and suspending enforcement for individuals experiencing homelessness and needed to get out of the cold received 60 percent.

Comparing answers to the questions between riders and non-riders provided useful data as well. When asked about offering alternative means of resolving fines for non-payment of fare, non-riders were consistently less supportive of doing-so. Non-riders were also less certain whether people may be unaware of programs which could help them afford to pay fare and were much less supportive of measures to help those who could benefit from the programs.

Ms. Martinez-Vasquez explained that the six listening sessions conducted by the agency were intended to seek community input from those who were usually marginalized in conversations, to identify any differences in attitudes and preferences across demographic groups, and to ask for opinions about program priorities. Six standard questions were asked in each of the sessions which included, how often they rode; if they usually paid; if it was easy to navigate; how they would improve the experience; their perception of the current program; and how they would prioritize program goals. Demographically, the sessions were able to reach their target audiences. Community participants asked that staff emphasized the importance of centering humanity as the conversations were reported, the re-traumatization that occurred as participants retold their experiences.

Throughout the conversations perceptions of fare enforcement officers uniforms, conduct, and recommendations were received. Challenges with transfers was a common response across all three counties. Better alignment between agencies was requested along with increased transfer windows. Participants reported the need to increase access for reloading ORCA cards, expressing frustration with the 24-hour wait period after reloading and the closure of the Westlake Station booth.

Conversations at the listening sessions validated some of the feedback received through the online surveys regarding changes to the program. Involvement of law enforcement and the manner in which identification is requested were some concerns voiced at the sessions. An unexpected and previously

unreported concern was lack of awareness in how one could file a complaint or report issues to Sound Transit. Young riders were present in most of the conversations and provided valuable input and perspectives. Much discussion was had regarding creation of a separate program, procedures, and consequences for younger riders.

Ms. Avila-Mooney reviewed the proposals to change the program which were under consideration at that time. Proposals were categorized to best address the findings gathered from the surveys and the listening sessions. The first category were proposals to address the differences in demographics of riders without proof of payment, which focused on informational outreach, improved fare enforcement officer training and potential participation in a very low income fare program. To address reasons for riding without proof of payment, proposals like outreach, increasing the number of warnings, and altering modal transfer procedures were under consideration. To address public support for policy and program updates, proposals like suspension of inspections under certain circumstances, reduction of fines, and new methods to resolve citations were under consideration. To address perceptions of fare enforcement officers, proposals like modifying the fare enforcement officer role to become more customer service oriented and expanding fare checks onto platforms was under consideration. New proposals under consideration included renaming "enforcement" to "monitoring" or "customer service", and promotion of Title VI programs which investigate complaints about enforcement and security.

The agency work group would evaluate each proposal for consideration based upon several criteria developed directly from its vision, mission, and objectives. It would come to the committees and Board in March to present and roll out the proposals it chose and to advance required actions.

Boardmember Constantine asked how the amount of the fines was determined. Ms. Avila-Mooney explained that the fine was established in 2009 when Central Link opened and was informed by fines from similar agencies across the country. Mr. Rogoff added that the amount of the fine was intended to approximate the costs of the court system which handled the fines. He explained that unlike other agencies, Sound Transit did not receive the funds collected from fines.

Boardmember Balducci informed the Committee that the work on fare enforcement recently done by King County Metro was driven by agency data, and not by rider surveys and asked if Sound Transit's work is informed by agency gathered data as well. Mr. Brooke informed the Committee that Sound Transit had data from fare enforcement encounters and it was reviewing that as well. He explained that the agency learned that while the program is structured to be unbiased, the results showed that Black and African American riders were disproportionately affected. He advised that the agency was continuing to analyze the data. Boardmember Balducci expressed concern that the results of King County Metro's research and the outcomes of the surveys appeared to come to different conclusions regarding fare enforcement. Mr. Rogoff explained that the reasons for the onboard surveys were to understand the disparity in question. Boardmember Balducci asked for a specific comparison between fare enforcement data and survey results.

Boardmember Roberts pointed out that the data received on online and onboard surveys were only perceptions of the encounters with fare enforcement. He agreed with Boardmember Balducci's comments and expressed concern about remedying problems of which the Board did not fully understand.

Boardmember Durkan asked for more information regarding the effect enforcement had on fare collection and the affect enforcement action had on riders. She supported the idea of a more customer service oriented approach.

Mr. Rogoff informed the committee that the data presented to the committee would be much more detailed when reports from the third party contractors used to collect the data were completed. He advised that staff was preparing to provide proposals for action in March, so Boardmembers would need to consider altering the timeline if more data was required.

System Access Program Overview

Alex Krieg, Deputy Director of Planning and Integration, provided the presentation. Mr. Krieg gave an overview of the status of the system access program as it existed. There existed 21 light rail and Tacoma Link stations, 12 Sounder stations, more than 40 ST Express-served transit centers and Park-and-Rides, and around 13,000 parking spaces. He explained that riders accessed the facilities in many ways. As the system grew, access challenges would evolve alongside. An example was the University of Washington Station, which at the time was the most northern Central Link Light Rail station. When Northgate Station opened, it would become the most northern station, shifting the terminus, likely leading to changes in the way riders accessed the University of Washington Station.

In 2025 the system would include 50 light rail and Tacoma Link stations, 26 Bus Rapid Transit stations, 12 Sounder Stations, and around 25,000 parking spaces. The expansion would bring many new riders into the system and would see significant changes to local and ST Express bus service to facilitate bus-train-integration. At the completion of the ST3 projects in 2041, the system will include 83 light rail and Tacoma Link stations, 26 Bus Rapid Transit pairs, 14 Sounder stations, and around 30,000 parking spaces. That the agency was approaching the planning phase for many of the ST3 projects provided an opportunity to address future access challenges in advance.

Every three to four years, the agency conducts an origin-destination survey to gather data about how riders get to and from Sound Transit service modes and the system as a whole. The most recent survey was conducted in 2018, but data from the previous survey in 2015 was also included to provide trend analysis. ST Express ridership remained mostly stable between 2015 and 2018, as did most access and egress modes, although transit transfers decreased by four percent while driving alone and parking increased by three percent. Tacoma Link ridership showed similar trends, with transit transfer decreases and driving alone and parking increases. Sounder ridership showed an increase in total ridership of 22 percent, and increase in various mode shares. Rates for those mode shares, however fluctuated, showing an increase in driving alone and parking with decreases in rates of walking and transit transfers. Link Ridership more than doubled with the opening of the Angle Lake University of Washington and Capitol Hill Stations. Given that two of the new stations were located in dense, walkable neighborhoods, rates of walking access increased. While transit transfer rates decreased, the total number of transit transfers increased over that time. As a whole more than 60 percent of riders access the system by foot or by bicycle, 20 percent arrive by transit, and the final 20 percent arrive by vehicle.

In spring 2019, the agency conducted a passenger access intercept survey in which nearly 2,600 riders at 29 facilities were asked how they accessed the system and about the ease or difficulty they had with accessing the system. 86 percent of respondents stated that it was easy or very easy to get to the station. An important caveat to consider, though, was that all riders surveyed were at a station, so non-riders were not accessible for this survey. When asked what prevented them from using other modes to access the stations, 61 percent stated that they were happy with their commute, but notable responses included 16 percent stating that there was poor or no transit service to the stop or station, 15 percent stating it was too far to walk, and 14 percent stating it was difficult to find parking.

Mr. Krieg reviewed the existing System Access Policy adopted in 2013 and the overall direction dictated by the ST3 System Plan adopted in 2016 which included Project-specific components the Nonmotorized Access Allowance of \$270 million, Bus-Rail Integration Allowance of \$100 million, Parking Access funding of approximately \$500 million.

It was anticipated that the Executive Committee would be briefed on two System Access matters in 2020. The first was a review of the process for and the criteria by which Sound Transit would deploy ST3 access resources including future rounds of the System Access Fund as well as the Access

Allowances included in more than 10 ST3 capital projects. The second briefing would relate to next steps for parking management.

Boardmember Millar expressed concern that 60 percent of riders accessed the system as pedestrians and only 20 percent accessed by car, however only 30 percent of the station access budget addressed pedestrian access while 60 percent of the access budget addressed car access. He suggested that the agency's funding priorities were not aligned with the needs of riders.

Chair Keel spoke to the many cities in the Sound Transit Taxing District which did not receive direct service and were therefore forced to take a car to access the system. He asked if there was data about how those riders specifically gained access to the system. Mr. Krieg informed the committee that the agency collected license plate data from vehicles using Sound Transit parking facilities, which could act as a proxy to determine where riders' commutes originated.

Boardmember Roberts supported Boardmember Millar's desire to have the conversation about increased funding of transit and pedestrian access. He asked to see ridership access data for the fringes of the system to see whether parking was being used by people who were not paying into the taxing district.

Boardmember Balducci supported a broader policy discussion on the philosophy of system access.

Executive session

None.

Other business

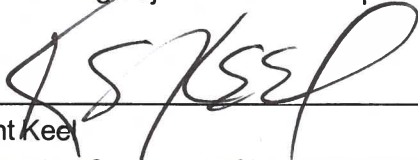
Boardmember Balducci informed the committee that she would bring a reconsideration of the motion to rename the University Street Station to the February Board Meeting.

Next meeting

Thursday, March 5, 2020
10:30 a.m. to 12:00 p.m.
Ruth Fisher Boardroom

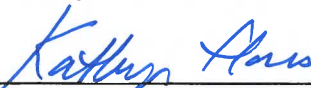
Adjourn

The meeting adjourned at 12:17 p.m.



Kent Keel
Executive Committee Chair

ATTEST:



Kathryn Flores
Board Administrator

APPROVED on March 5, 2020. AM