

# **Johnson County Transit Strategic Plan**

**Updated March 2010**

Prepared for:

**Johnson County Transportation Council  
and the  
Johnson County Board of County Commissioners**



Prepared by:

**Johnson County Transit**



## Table of Contents

<b>PREFACE .....</b>	<b>E-3</b>
<b>EXECUTIVE SUMMARY .....</b>	<b>E-4 through E-9</b>
<b>Section 1. Introduction .....</b>	<b>1</b>
<b>Section 2. Background .....</b>	<b>6</b>
• Current Transit Services.....	6
• Kansas City Area Transportation Authority.....	6
• Unified Government Transit .....	7
• JCT - <i>The JO</i> .....	7
• Smart Moves Regional Transit Plan.....	10
• I-35 Fixed Guideway Alternatives Analysis.....	11
<b>Section 3. The Community .....</b>	<b>12</b>
• Elderly Population .....	17
<b>Section 4. The Governance Structure for Transit .....</b>	<b>18</b>
• Johnson County .....	18
• Kansas City Area Transportation Authority.....	18
• Unified Government Transit .....	19
• Regional Information.....	19
• Future Governance Possibilities.....	21
<b>Section 5. Transit Services.....</b>	<b>23</b>
• Transit Service Needs.....	23
• Project Objectives and Service Priorities.....	23
• Transit Service Plan .....	24
• Phasing Considerations .....	26
• Transit Service Priorities .....	27
<b>Section 6. Capital Improvements .....</b>	<b>28</b>
<b>Section 7. Program Costs.....</b>	<b>29</b>
• Fixed Route and Local Link Services .....	29
• Paratransit Services .....	29
• Capital Costs.....	30
• Total Cost .....	31
<b>Section 8. Planning for the Future.....</b>	<b>32</b>
<b>Section 9. Financing the Plan.....</b>	<b>40</b>
<b>Section 10. Management Considerations.....</b>	<b>42</b>
• System Image.....	42
• Performance Monitoring and Accountability .....	42
• Strategic Focus .....	43
• On-going Efforts.....	45
<b>Appendix A. Glossary of Transit Terms .....</b>	<b>46</b>
<b>Appendix B. Individual Service Strategies .....</b>	<b>47</b>
<b>Appendix C. Service Strategies by Year .....</b>	<b>76</b>

## PREFACE

Although the JCT's Strategic Plan has been fully embraced by JCT staff, members of the Johnson County Transit Council and the Johnson County Board of Commissioners, the implementation timeline and process, as well as the success of the plan, are dependent upon short-term and long-term funding strategies. The recent economic downturn, along with revenue shortfall, increases in the cost of fuel and other community priorities have posed challenges to the implementation of the department's plan. However, even without dedicated funding, the JCT is prepared to advance its plan and looks forward to reviewing the plan regularly and making adjustments as needed. Funding for identified projects and strategies will enhance the department's efforts to meet deadlines, implement additional services and amenities, and foster critical relationships with surrounding cities. The timeline to fully implement this plan is, therefore, dependent upon the amount of future funding available.



### JOHNSON COUNTY TRANSPORTATION COUNCIL

Front row, left-right: Mark Greene; Donna Owens; Steve Klika, Chair; and Cindy Green.  
Back row, left –right: Ray Makalous; Kurt Ruf; Phil Perry; Wayne Flaherty; and Jim Allen, County Commissioner Liaison.  
Not pictured: George Lafferty, Vice Chair; Allen Roth; John Lamble; and Marge Vogt, KCATA ex-officio member.

## EXECUTIVE SUMMARY

*The benefits of public transit impact everyone, even those who may never board a bus. Transit builds economic revenues, increases property values and allows employers to tap into larger workforces.*

Public transit was an integral component to the growth of the Kansas City area many years ago. Transit, as in the fixed-guideway Strang Line system, was also a vital part of the establishment and growth of the Johnson County we know today. On a national level, public transit supports our nation's goals and policies, including reducing our dependence on foreign oil and providing critical response in emergencies. On an individual level, public transit saves money, supports environmental goals, and provides people with *choices, freedom and opportunity*.

- ♦ *In 2009, Americans took nearly 10.3 billion trips on public transit.*
- ♦ *Since 1995, public transit ridership in the U.S. has grown by more than 32 percent, faster than highway travel or the U.S. population.*
- ♦ *Between 2004 and 2009, JCT fixed route, **The JO***

In Johnson County, public transit has historically played a relatively small role. However, in the last few years county residents have increasingly requested expansion of transit options. More importantly, county residents have shown that they will ride public transit if it is timely and convenient to

use.

Over the years, Johnson County has developed plans for improved and expanded transit service in the County, yet physical and service level improvements have been limited. Johnson County has many competing needs and there has been a lack of consensus on transit as a priority. This, and the absence of a dedicated funding source, has been the primary obstacle to realizing an improved transit system in Johnson County.

The Strategic Plan was developed jointly by the Johnson County Transportation Council (Transportation Council) and the staff of Johnson County Transit (JCT). The Strategic Plan is intended to be a living document, updated annually, to reflect changing realities and changing demographics. This rolling plan is intended to outline strategies to address the demands of and for transit in Johnson County. It is based on the following six strategic points:

### Vision Statement

*Johnson County Transit is committed to providing convenient, reliable and safe mobility options. The JCT team strives to deliver responsive, environmentally responsible and efficient transit services that constantly exceed customer expectations. JCT will develop and implement transportation-related environmental, social and economic sustainability strategies.*

1. The focus of transit in Johnson County is intended to be broader than the downtown Kansas City commuter market;
2. The Transportation Council supports the concept of dedicated funding for transit services;
3. The Transportation Council supports collaboration among the region's transit systems;
4. JCT staff is committed to enhancing the quality and utility of **The JO—Special Edition** services for seniors and persons with disabilities;
5. JCT staff will develop and maintain management systems to support effective transit services; and

6. Both, the Transportation Council and JCT staff are committed to working with cities within the county that are redeveloping portions of their community in ways that are consistent with transit supportive development principles.

From the six strategic points, the following objectives were developed to guide the Strategic Plan.

1. Expand transit service in Johnson County to provide more choices for individuals. The expanded services should include local routes serving intra-county needs, as well as regional service such as I-35 Commuter Express Service. Special services, including **The JO-Special Edition**, for limited mobility populations should be increased along with fixed route services.
2. Build trust in transit by providing effective service tailored to the specific Johnson County market and needs.
3. Use transit to promote economic development by providing services to support Johnson County employment (reverse commute service), industry and access to educational institutions.
4. Enhance the quality of transit services by focusing on reliability and customer service. Provide passenger amenities at stops, transit centers and on-board buses. Provide effective and seamless connections to the larger regional transit system.
5. Secure dedicated funding for transit by proactively working with cities, the business sector and civic organizations to establish transit as a priority. The funding should be reliable and predictable to allow for effective planning of future service enhancements.
6. Enhance effective governance for transit focusing on the internal needs of Johnson County while maintaining flexibility to adapt to future changes, including regional transit governance.
7. Develop and implement transportation-related environmental, social and economic sustainability strategies.

JCT has continued to improve public transit in Johnson County, both on a local and regional level. At the local level, JCT has developed new routes and services cooperatively with city officials. As a department, JCT reports directly to the County Manager's Office. The Transportation Council also provides strong leadership to JCT staff and provides input regarding local and regional transit issues affecting Johnson County.

In March 2008, JCT completed a transportation study of the I-35 Corridor with the objective of a future major transit investment in this important transportation corridor. A follow-up phased implementation study is currently underway. JCT is also currently involved with the cities of Mission and Overland Park in developing transit alternatives in a corridor extending from Johnson County into Kansas City, Missouri along Metcalf Avenue and Shawnee Mission Parkway. The preliminary Phase I study determined that the construction of a BRT fixed guideway was the locally preferred alternative. During 2010, the JCT and its consultant will begin to implement Phase II of this project, which includes an Alternative Analysis Study. Phase II will be designed to satisfy the Federal Transit Administration's Alternative Analysis (AA) requirements and will include more defined operations plans and conceptual engineering plans for sections of this corridor. This study is expected to take approximately 12 months. Estimated costs associated with the Metcalf/Shawnee Mission





Parkway Study and the I-35 Bus on Shoulder project are not included in the Strategic Plan budget projections.

**What do residents want regarding public transit?** Market research performed over the years uncovered a number of significant findings relative to county residents' expectations regarding transit. County residents want:

*Increased Service Levels:* The limited service levels in the County were found to be the deficiency cited by most residents.

*Midday Service:* Because JCT service is currently limited to the peak periods, working half-days, or adjusting to minor emergencies, preclude using the transit system.

*Later Evening Service:* Service on most JCT routes terminates around 6:30 p.m. The limited flexibility to work late, or handle additional business after hours was cited as a shortcoming.

*Paratransit Service:* Service for residents with mobility disabilities are limited and should be offered during evenings and weekends.

*Intra-County Service:* Services for travel within the County are limited and should be expanded.

*Service to the Country Club Plaza:* Transit service between Johnson County and the Country Club Plaza is limited. The importance of the Plaza as a destination for Johnson County residents was frequently cited in the survey responses.

*Connections with Other Services:* The need for better connections with transit service operating in Kansas City was expressed by County residents.

**The Community has changed.** Johnson County, with an estimated population of 540,000 in FY 2008, is the largest county on the Kansas side of the metropolitan area. The County has long been a preferred residential area in the region and in the last 25 years has become a growing employment center. The county is home to thousands of jobs attracting employees from across the metropolitan area, as well as Johnson County residents. The dramatic growth in population, and especially employment, will have a substantial effect on travel patterns in the future.

**The County's demographics are changing.** The size of the elderly population in Johnson County is increasing. Between 1990 and 2000, the number of Johnson County residents age 65 years and older increased from about 33,000 to more than 45,000, representing nine percent and 10 percent of the total population, respectively. This trend is expected to continue with the number of seniors increasing to 80,000 by 2030, representing 12 percent of the total population. As the population ages, there is an increase in the demand for public transportation.

### **Transit Program Objectives and Service Priorities**

The Transportation Council believes that a balanced transit system must be a priority, thus it is not necessary, or even possible, to identify a single priority. These service priorities represent a place to start in defining updated priorities for transit service design.

- Transit services to support Johnson County employment centers should be established. In the past, emphasis has been placed on serving the downtown commuter market and service in the I-35 corridor. While I-35 commuters are still viewed as an important market, there is a feeling that serving County employers should be a higher priority.
- Local transit services (i.e., Local Links) should be established. The Transportation Council expressed the need for services to serve intra-Johnson County trips rather than focusing entirely on one market segment. These local services should include evening and weekend service.
- Reverse commute services should remain a priority. It was acknowledged that services designed to transport employees from other parts of the metropolitan area were important in addressing the county's labor imbalance.

- Paratransit service for persons with mobility limitations was acknowledged to be a very important priority. As fixed route service is expanded to include non-express service, JCT will be required to add ADA complementary paratransit service.
- Commuter service in the I-35 corridor should be a priority. Planning for this service should include a future vision for fixed guideway transit service.
- Transit service to KCI Airport was cited as a service need to support Johnson County businesses.

### **Transit Service Plan**

The JCT service plan includes several service types recognizing that needs vary throughout the County and all market segments cannot be served by the same type of service. In keeping with the direction of the Transportation Council for a balanced transit system, the plan includes commuter express, intra-county services, Local Links, and services for the elderly and disabled. The service plan includes major transit investments in the I-35 and Metcalf/Shawnee Mission Parkway corridors. In addition, the plan includes the following services:

- I-35 Fixed Guideway Services – Commuter express services operating in the I-35 Corridor utilizing bus on shoulder (BOS) operation, transit signal priority and other priority treatments. Premium commuter transit in this corridor has long been a priority for Johnson County. Services include BRT routes from Olathe, Lenexa, Overland Park, Merriam, Shawnee and other communities to downtown Kansas City, Missouri.
- Intra-County and Commuter Express Services – Services designed to meet the needs of county residents and other commuters wishing to travel and work in Johnson County. Strategies include services within Johnson County as well as services between counties. A significant strategy is BRT service from 135<sup>th</sup> St. and Metcalf Ave. to the Country Club Plaza via Metcalf, Shawnee Mission Pkwy. and Broadway.
- Community Services – Community Services include Local Links and elderly and disabled services. Local Links are an array of fixed and flexible route services designed to provide maximum access to the transit system by operating on local streets and within communities. These services are important because they provide a distribution network for other services, including regional services. Elderly and disabled services provide elderly and disabled residents with access to jobs, services and other life enhancing venues. These services provide mobility options for a growing elderly population within the County. Elderly and disabled services will be expanded each year.
- Other Amenities and Capital Needs – This category includes new facilities such as transit centers, facility improvements, park and ride lots, bus shelters, technology and other amenities.

As approved at the May 2009 regular meeting, the Transportation Council identified the following broad themes for inclusion in the Strategic Plan annual update:

#### **Year 1**

- Implement North/South spines with Metcalf/Shawnee Mission Parkway and I-35 service
- Begin implementation of one East/West service

#### **Year 2**

- Continue implementation of North/South services
- Expand implementation of East/West services

#### **Year 3**

- Finish implementation of East/West services
- Expand service on existing routes



#### Year 4

- Expand service in the southern part of the county
- Implementation of weekend service

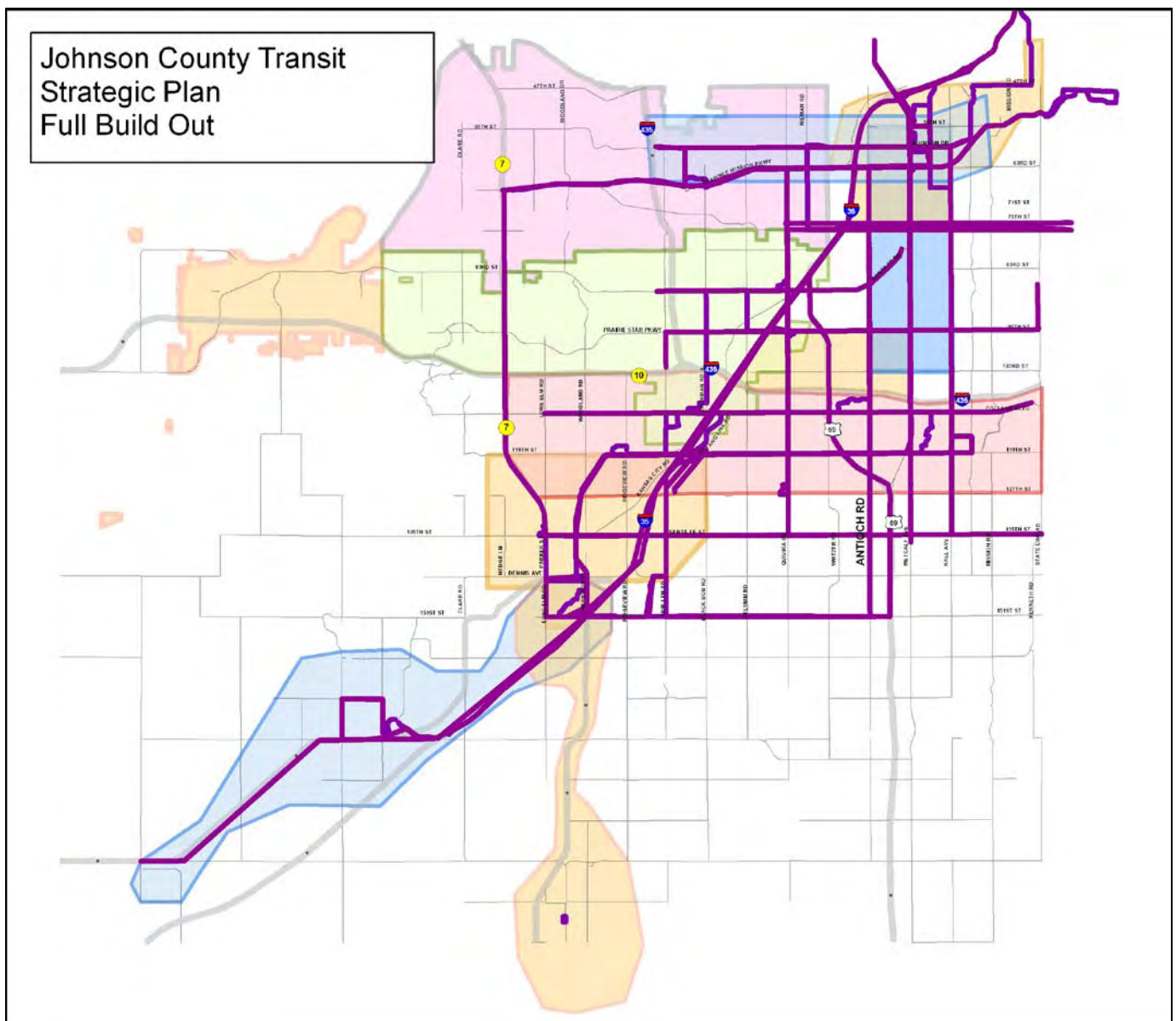
#### Years 5, 6 and 7

- Implementation of new and expanded intercounty connections to Douglas, Leavenworth and Wyandotte Counties to include services along K-7, K-10, and I-435

#### All Years

- Foster environmental, social, economic sustainability strategies and scalable services
- Expand services to the elderly and disabled
- Proactively expand Local Link services through partnerships with cities and agencies
- Expand transit facilities and passenger amenities
- Continue to develop partnerships with the Kansas Department of Transportation (KDOT), Kansas City Area Transportation Authority (KCATA), cities and private developers

Individual service strategies have been developed for each year of the plan. The combined plan service strategies at full build out are shown on the following map:



## **Phasing Considerations**

It is recognized that the services and capital improvements included in the service plan cannot be implemented at once, so each system is scalable and can be implemented over time. Considerations relative to the deployment of transit services and capital improvements include funding availability; managerial capacity; scheduling and lead times; transit system considerations including critical links and service connections. System growth and phasing will also require support facilities.

## **Capital Improvements**

In addition to transit routes and services, it is also important to invest in capital equipment and facilities needed to support the operation and provide amenities for transit passengers. JCT's current capital program will be expanded to include capital investment in the following categories:

- **Bus Fleet** - A modern, attractive bus fleet is fundamental to the provision of high quality transit service. The bus fleet will include buses of different sizes and types as appropriate for the variety of transit services provided.
- **Operating Facilities** - JCT is fortunate to have a modern operating and maintenance facility. The current facility was designed with expansion capability.
- **Transit Centers** - The integrated transit service plan concept includes transit centers at several locations in the County to allow transit passengers to conveniently transfer between routes.
- **Passenger Amenities** - These facilities are important elements of any commuter transit service plan. Park and ride lots serve as the point of transfer for riders from autos to transit service.
- **Intelligent Transportation Systems (ITS)** - The Transportation Council and JCT staff recognizes that the use of advanced technology is important to both support the operation and provide a higher level of customer service. ITS applications such as automatic vehicle location (AVL)/commuter aided dispatch (CAD) are tools that can be used to improve the reliability and efficiency of transit service.

## **Program Financing**

Future funding for transit is at the core of the Strategic Plan. It is not likely that funding from FTA or KDOT will increase significantly in the foreseeable future. The current federal program runs through FY 2009 and funding levels are set. The current KDOT Comprehensive Transportation Program (CTP) runs through FY 2009 and there are no expected increases in funding with the new CTP. A regional transit fund initiative is not expected to materialize in the near term either.

If transit is to be expanded and improved in Johnson County, funding will most likely have to come from local sources, either the County or its cities.

One of the most important priorities articulated by the Transportation Council is to identify and secure a local funding source that is dedicated and predictable. Given the need for increased funding to cover even some of the desired service expansion projects, this should be one the Transportation Council's highest priorities for the continued deployment of the Strategic Plan.

## Section 1. INTRODUCTION

Over the years, Johnson County has developed plans for improved and expanded transit service in the County, yet physical and service level improvements have been limited. Service levels were increased significantly to implement some of the recommendations from a 1999 expanded service proposal (the Comprehensive Service Analysis), and increased availability of state and federal funding has benefited the service. An emergency funding request approved in November 2008 by the Johnson County Board of County Commissioners also allowed for the expansion of transit services in FY 2009. However, these transit service increases have not kept pace with the demand for additional transit service in the county. Johnson County has many competing needs and there has been a lack of consensus on transit as a priority. This, and the absence of a dedicated funding source, has been the primary obstacle to realizing an improved transit system in Johnson County.

In April 2006, the Transportation Future Focused Task Force created by the Board of County Commissioners to study transportation issues in the County<sup>1</sup> presented a citizen report on transportation to the County Commission. The report is significant because it recognized the value of transit to Johnson County and offers suggested objectives to “encourage ridesharing, transit use, and provide additional financial resources.” The report also suggested the expansion of transit choice through the implementation of a regional transit system. The Task Force report noted that the 2005 Johnson County Community Survey identified public transportation as an area with one of the greatest potentials for improvement<sup>2</sup>. A subsequent Johnson County Community Survey completed in 2007 also identified public transportation as one of four top priorities in the county<sup>3</sup>.

JCT was established in 1986 to administer the county's transit system. Between 1982 and 1986, the system was completely contracted (including management) and operated as *Commuteride*. From the late 1960s through 1981, the Kansas City Area Transportation Authority (KCATA) operated service in Johnson County.

JCT administers **The JO**, which provides fixed-route commuter express public transportation, **The JO-Special Edition**, provides demand-response, curb-to-curb transportation service, and **SWIFT** (Sheltered Workshop Industrial Fixed Transportation) service that provides home to worksite commute trips for Johnson County Developmental Supports clients. JCT also administers a type of Local Link service open to the general public in DeSoto (**De Soto FlexRide**), Olathe (**Route K – Olathe**), Overland Park (**Route J – JoFlex**), Shawnee (**Shawnee CityRide**), Spring Hill (**Spring Hill Shuttle**) and the cities in northeast Johnson County (**EasyRide**).

In January 2007, JCT began operating as a department, no longer a division of the county's Public Works Department. As a department, JCT reports directly to the County Manager's Office. The Johnson County Transportation Council (Transportation Council) also provides strong leadership to JCT staff. The Transportation Council meets monthly to discuss, strategize, review and provide input regarding local and regional transit issues affecting Johnson County. Transit staff also relies on input from various Transportation Council committees (Operations, Marketing, Finance, Strategic Planning and Accessibility) that meet as needed to strategize, discuss issues and forward recommendations to the full Council.

JCT has continued to work over the past several years to improve public transit in Johnson County, both on a local and regional level. At the local level, JCT has developed new routes and services cooperatively with city officials. JCT has also strengthened the position of transit within Johnson County government, a benefit to residents who expect better transit services as well as those who rely

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<sup>1</sup> Transportation Future Focused Task Force, report presented to the Johnson County Board of County Commissioners, April 13, 2006.

<sup>2</sup> ETC Institute, 2005 Community Survey, April 2005.

<sup>3</sup> ETC Institute, 2007 Community Survey, November 2007.

on current services. On a regional level, JCT has worked with the Mid-America Regional Council (MARC), the Kansas City Area Transportation Authority (KCATA) and Unified Government Transit to further transit initiatives and improve the cooperation among agencies involved in transit matters in the Kansas City metropolitan area.

Who does JCT serve? The customers and clients of JCT vary from affluent to low-income; healthy to not-so-healthy; young to old; resident to visitor; employee to employer; and, large business to small. Nearly 2,300 times each weekday, a customer steps aboard a **JO** vehicle. Who are those riders? Although not statistically valid, the annual JCT rider survey conducted in FY 2008<sup>4</sup> provided the following information:

The typical **JO** rider:

- ♦ Is male (57%)
- ♦ Is age 36-55 (48%)
- ♦ Has an annual income of more than \$50,000 (56%)
- ♦ Drives one to five miles to a Park and Ride (51%)
- ♦ Walks to a bus stop (31%)
- ♦ Rides five days per week (51%)
- ♦ Has two or more working cars at home (56%)
- ♦ Could have used a car instead of **The JO** (76%)
- ♦ Is going to work (92%)
- ♦ Is management or administrative support staff (55%)

In addition to **JO** riders, another 500 riders each weekday take advantage of **The JO - Special Edition** or **SWIFT** services. The majority of those riders are disabled residents of Johnson County using transit services to commute between home and work. Without **The JO - Special Edition** and **SWIFT**, many of those riders would have to discontinue their employment.

Obviously, riders are JCT's primary customers, but there are others that benefit from public transit, as well. Area businesses and schools rely on employees, faculty and students who, in turn rely on transit. Providing a quality transit service supports the 'Community of Choice' that Johnson County residents expect. Whether a resident rides **The JO**, or benefits from someone else who does, JCT considers residents of the entire region as customers.

In March 2008, JCT completed a transportation study in the I-35 Corridor with the objective of a future major transit investment in this important transportation corridor. A follow up phased implementation study is currently underway. JCT has also been one of the leaders of the Smart Moves Regional Transit Initiative. Smart Moves is the regional transit plan that would improve transit services and facilities throughout the metropolitan area. Along with the KCATA, Unified Government Transit, and the Mid-America Regional Council (MARC), JCT laid the groundwork for more than three years of transit planning to develop a region-wide transit service. The proposal, Smart Moves, was then elevated (along with a regional trails and streetlight coordination projects) to a regional initiative level that had regional funding as a core issue. The Johnson County Board of County Commissioners (BOCC) endorsed the Smart Moves Plan concept on May 15, 2005. Johnson County was the first local government in the metropolitan area to take such an action on the Smart Moves Regional Transit Plan. The BOCC's endorsement of the Smart Moves Plan has been heralded as an important strategic step for improved transit in Johnson County and the metropolitan area.

Authorizing legislation for a regional transit fund was passed in the Missouri legislation, but has not passed in Kansas. A lack of consensus and direction among Johnson County municipalities related to governance, finance, administration, need, etc., has kept potential Kansas-side authorization at

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<sup>4</sup> JCT, FY 2008 Annual JO Rider Survey, March 2008.

bay. While the regional initiative is currently in a state of hiatus, the Smart Moves component related to regional transit cooperation, operation and planning continues among the area's transit providers.

The Smart Moves plan calls for bus rapid transit (BRT) in several corridors including Metcalf Avenue and Shawnee Mission Parkway. JCT is involved with the cities of Mission and Overland Park in a study to evaluate transit alternatives along the Metcalf Avenue and Shawnee Mission Parkway corridors.

### **The Strategic Plan**

The purpose of the Strategic Plan is to serve as a guide for transit improvement projects in Johnson County. The Strategic Plan will also be used to promote Johnson County's transit program, both internally and throughout the metropolitan area.

The original Strategic Plan, prepared in FY 2007, drew from prior transit related projects in Johnson County, re-evaluated those plans and re-packaged them into a single cohesive plan. JCT staff has had substantial input into the Smart Moves service plan, particularly for Johnson County services. The service plan was based in part on transit planning from the 1999 JCT Comprehensive Service Analysis (CSA). The 1999 CSA was a transit route planning study commissioned by JCT to assist with a system-wide redevelopment process. It also reflects the findings from market research that has been conducted in Johnson County over the past several years. The Smart Moves service plan is a logical starting point for the Strategic Plan.

This annual update of the Strategic Plan builds on the original plan and provides updated costs and strategies based on changing priorities and demographics.

It is recognized that the environment in the County and the metropolitan area is very dynamic and the Strategic Plan must be capable of responding to a changing environment and changing demands. The Strategic Plan will be updated regularly and detail will be added to elements or projects as they move closer to implementation. As with the first version of the Strategic Plan, this document will not provide answers to all of the questions that exist.

In May 2009, the Transportation Council approved revisions to JCT's Vision Statement and the Strategic Plan goals. JCT's Vision Statement was modified to include a focus on sustainability, the triple bottom line, and the development and implementation of transportation-related environmental, social, and economic sustainability strategies. The triple bottom line is central to transit's success and viability. Public transit promotes mobility options that lead to less vehicle miles traveled, encourages bicycle use and pedestrian activities. Public transit service is important to the County's quality of life, the environment, air quality and to support the growing demand for pedestrian friendly and transit oriented developments (TOD). An aging population will continue to expect additional transit options. As communities move from planning and developing for only the automobile, to embracing TOD, pedestrian traffic and transit in general, JCT must be in a position to not only be proactive but be able to respond to these demands. The following represents the Strategic Plan goals as refined by the Transportation Council:

1. Expand transit service in Johnson County to provide more choices for individuals. The expanded services should include local services serving intra-county needs, as well as regional service such as I-35 commuter transit service. Special services, including ***The JO - Special Edition***, for mobility-limited populations should be increased along with fixed route services.
2. Build trust in transit by providing effective service tailored to the specific Johnson County market and needs.



3. Use transit to promote economic development by providing services to support Johnson County employment (reverse commute service), industry and access to educational institutions.
4. Enhance the quality of transit services by focusing on reliability and customer service. Provide passenger amenities at stops, transit centers and on-board buses. Provide effective and seamless connections to the larger regional transit system.
5. Secure dedicated funding for transit by proactively working with cities, the business sector and civic organizations to establish transit as a priority. The funding should be reliable and predictable to allow for effective planning of future service enhancements.
6. Enhance effective governance for transit focusing on the internal needs of Johnson County while maintaining flexibility to adapt to future changes, including regional transit governance.
7. Develop and implement transportation-related environmental, social and economic sustainability strategies.

### Strategic Points

This Strategic Plan was developed under the guidance of the Transportation Council and is based on six strategic points. The seven goals listed above are meant to be long term objectives of the Strategic Plan. The following strategic points were established to provide near term actions for moving the Plan forward.

1. **The focus of transit in Johnson County is intended to be broader than the downtown Kansas City commuter market.** Although the majority of transit trips made today in Johnson County are oriented to downtown, the vision for improved transit includes other markets and service areas. New transit services must reflect the changing travel patterns in Johnson County. Johnson County has become a significant employment center for the metropolitan area, attracting trips with origins in every community in the region, as well as Johnson County. Transit services must be designed to support Johnson County employment and other activities such as retail commercial and convention business. Municipal, county and state boundaries must not be allowed to be barriers for transit services.
2. **The Transportation Council supports the concept of dedicated funding for transit services.** A dedicated funding plan must be equitable in terms of balancing costs and benefits. Also, it is important that sufficient controls are in place to ensure that publicly generated funding is used in a responsible manner. In lieu of a dedicated funding program, JCT still must receive sufficient federal, state and local funding to provide the quantity and quality of services County residents and businesses expect.
3. **The Transportation Council supports the concept of collaboration among the Region's transit systems, including consolidation of management systems.** Improved connectivity through shared passenger facilities and timed transfer points, along with cooperative efforts to improve travel times through technology and information sharing between providers are a few of the direct measures that can impact passenger services. Consolidation of management systems like marketing, communications, and maintenance should be explored. Transportation Council also is resolute in its support for local decision-making and maintenance of the public/private partnerships in service delivery.
4. **JCT will enhance the quality and utility of *The JO – Special Edition* services for seniors and persons with disabilities.** As the types of transit services in Johnson County are expanded beyond today's commuter express services, JCT will have obligations under the Americans with Disabilities Act of 1990 (ADA). These ADA mandated complementary Para transit services must be integrated with other Para transit services JCT provides. Expansion



of transit services will also provide additional opportunities for individuals with disabilities and older residents to take advantage of less expensive transit options.

5. **JCT will develop and maintain management systems to support effective transit services.** Service measurement and monitoring will be employed to ensure services meet standards for efficiency and effectiveness. Marketing programs are necessary for transit services to be effective in the Johnson County discretionary market.
6. **The Johnson County Transportation Council and JCT are committed to working with cities in the county that are redeveloping portions of the community in ways that are consistent with transit supportive development principles.** Whether it is the creation of multi-use developments or developments with higher densities, transit is considered important to the success of these new communities. Bicycle and pedestrian friendly environments will be strongly advocated and supported by both staff and the Council.

### **Structure of this Report**

This report is intended to provide an overview of the Strategic Plan without including all of the detail that is part of this type of project. Additional detailed information is available from other sources such as the Smart Moves Regional Transit Plan, I-35 Fixed Guideway Alternatives Analysis, I-35 Fixed Guideway Phased Implementation Plan, and Metcalf/Shawnee Mission Parkway Transit Planning Study.

Sections 2, 3, and 4 provide background information on the current JCT system, the Johnson County community itself, and the current management and governance structure for transit. Care was taken to accurately document the current condition of transit in Johnson County to provide a sound basis for the future plans. Sections 5, 6, 7, and 8 represent the Strategic Plan, including recommended transit services, capital improvements to support improved transit, an assessment of the cost of the plan, and finally financing options for the improvements. Section 9 addresses management considerations for an expanded transit system in Johnson County.



dispatched from the KCATA's garage at 17<sup>th</sup> and Forest in Kansas City, Missouri. On weekdays, KCATA vehicles operate approximately 36,000 miles per day. During Saturday and Sunday operations, KCATA vehicles travel approximately 20,000 and 9,500 miles, respectively. Complimentary paratransit services required by the Americans with Disabilities Act (ADA) and other paratransit services are provided through contract operators.

In 2005, the KCATA implemented the first bus rapid transit (BRT) route, called Metro Area Express (MAX). MAX connects the City Market, Central Business District, Crown Center, Westport, Plaza and Waldo. Since MAX was implemented, transit ridership in this corridor has increased by about 50 percent. A second MAX line is scheduled to open on Troost Avenue in FY 2010.

Average weekday ridership on the KCATA system during FY 2008 was approximately 56,500 passenger trips. In 2008, Saturday average ridership was approximately 29,200 and Sunday average ridership was approximately 13,900.

In March 2009, KCATA implemented a fare increase that made \$1.50 the standard base fare and \$0.75 the standard reduced fare for all local and express routes serving Kansas City, Raytown, Gladstone, Independence and Kansas City, Kansas. Three express services, the Lee's Summit/Raytown Express, the Blue Spring Express and the Liberty Express have a fare of \$3. Unified Government also adopted the \$1.50 base fare, and Metro monthly passes are valid for both KCATA and Unified Government services.

Funding for KCATA services is primarily from a 5/8-cent sales tax levied in Kansas City, Missouri. This includes a 1/2-cent sales tax levied since 1971 and an additional 3/8-cent first passed in FY 2003 and renewed for fifteen years in April 2008. Other local funding is provided by other cities through purchase of service contracts. Funding for these contracts is generally from general revenue sources.

KCATA also receives funding from the Federal Transit Administration (FTA) and is the designated recipient of funds. The state of Missouri provides limited transit funding.

### **Unified Government Transit**

Unified Government Transit (a/k/a The Bus) provides a variety of services including fixed-route, paratransit and aging transit services that provide transit service to the disabled and elderly. Unified Government Transit operates primarily within Wyandotte County, although some service does link to Johnson County. In addition to the service that The Bus provides directly, the Unified Government also contracts with KCATA to operate fixed-route transit service within Wyandotte County.

Service is available Monday through Friday. Limited evening, Saturday and Sunday fixed-route service is provided by KCATA. Approximately 30 vehicles are needed for the services operated by the Unified Government's Transportation Division. Fixed routes operated by Unified Government Transit serve approximately 1,100 passenger trips a day.

Fares are \$1.50 base fare or \$0.75 reduced fare.

Unified Government Transit services are funded through general revenues and federal and state transit funding.

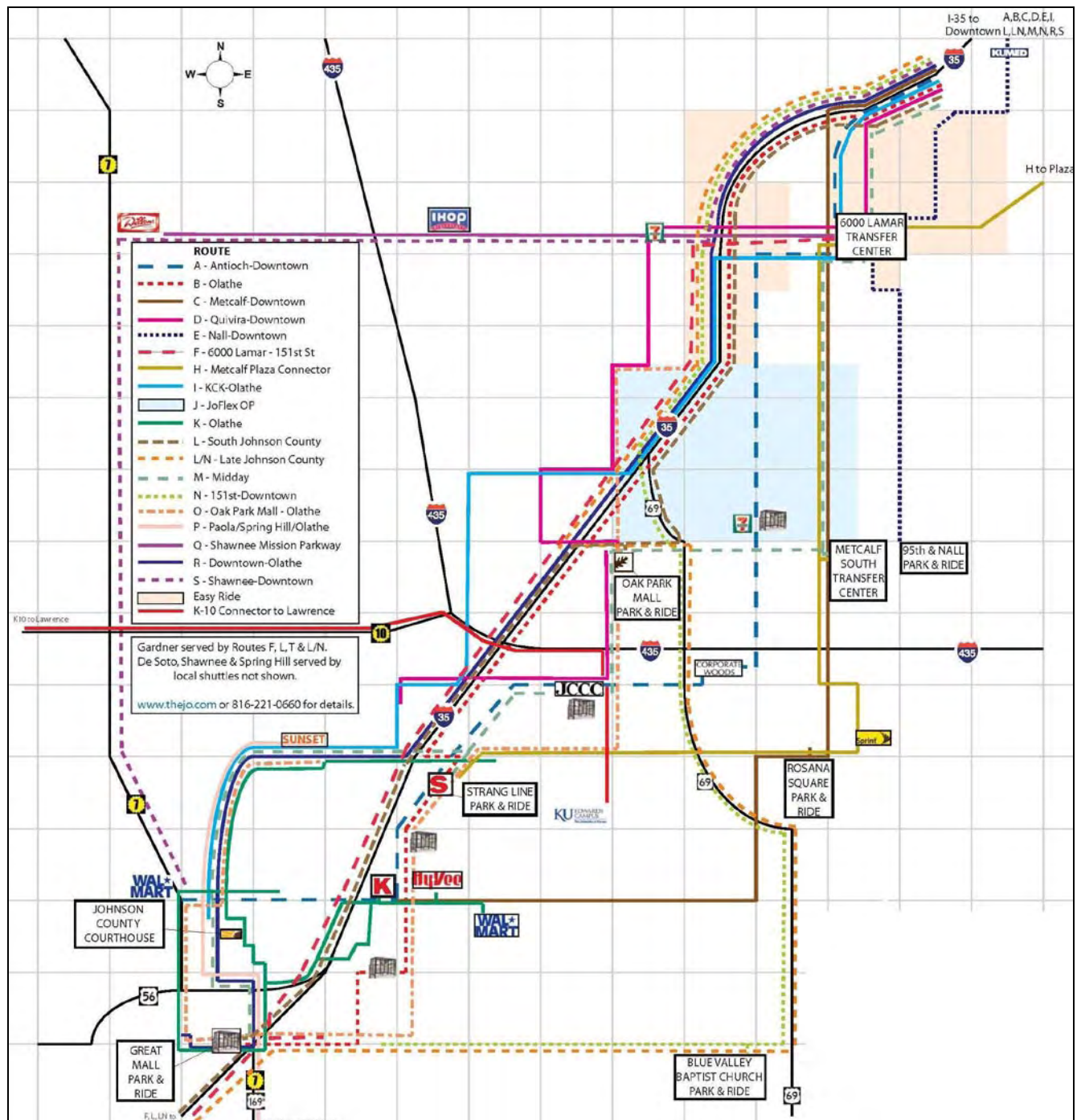
### **JCT – The JO**

JCT operates twenty-three (23) fixed routes. These routes are primarily designed to move commuters between Johnson County and downtown Kansas City, Missouri, although other major employment concentrations are also served. Most of **The JO's** services are provided during the weekday peak periods, with some flexible Local Link and fixed routes operating in the middle of the day. JCT operates service in Kansas City, Missouri, Unified Government of Wyandotte County and several Johnson County communities Monday through Friday. JCT maintains a fleet of approximately 100



vehicles. During peak periods, approximately 47 vehicles are dispatched to provide fixed-route service. JCT does not operate night service or weekend service. Figure 2-2 is a schematic of the JCT system. JCT operates an expansive paratransit service for persons with mobility limitations, although it is believed these specialized services fall far short of meeting overall needs<sup>5</sup>. Thirty-eight vehicles are used to provide paratransit service.

**Figure 2-2. The JO Routes**



<sup>5</sup> For example, a 1999 survey of Special Edition users found that 30% had a need to travel on weekends and 20% had a need to travel during the evening. Also, a 1999 survey of County residents signed up for Special Edition found that 46% did not use the service because they prefer to rely on family and others for transportation.

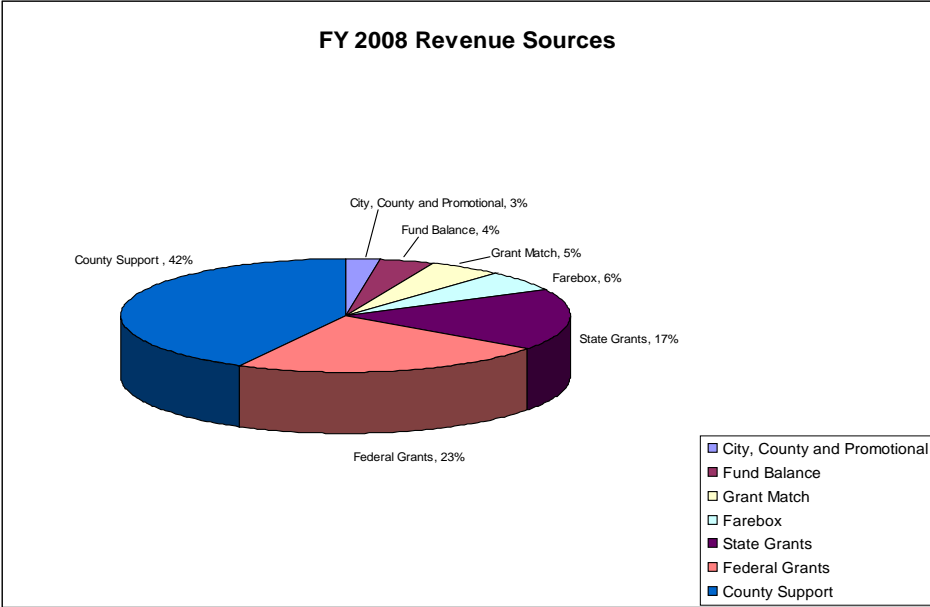
JCT provides approximately 2,300 trips each weekday. Customers using *The JO* pay \$1.75 for express service and \$1.25 for intra-county services.

On May 28, 2009, a fare increase was approved by the Johnson County Board of County Commissioners which took effect on July 6, 2009. Fares were increased to \$1.00 per day. In January 2010, fares for the Local Link service increased to \$1.00 per trip and fares for the K-10 Connector increased to \$3.00 per trip.

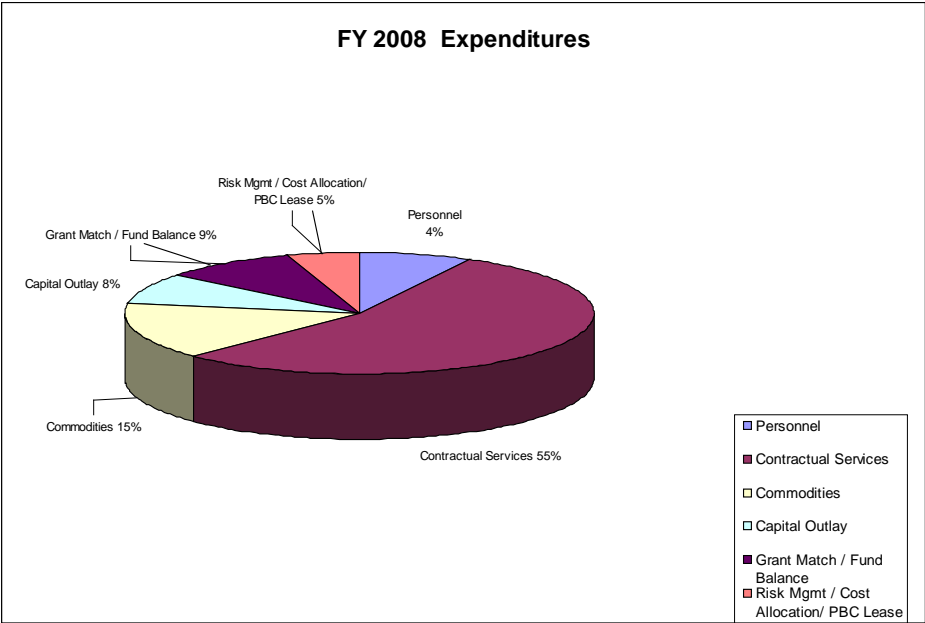
JCT services are funded through Johnson County general revenues and federal and state transit funding. Funding is also provided by cities for certain local link routes. Figure 2-3 shows revenue sources for FY 2008. JCT expenses for FY 2008 are shown in Figure 2-4.

**Figure 2-3. JCT FY 2008 Revenue Summary**

Source: JCT FY 2008 Financial Reports



**Figure 2-4. JCT FY 2008 Expense Summary**

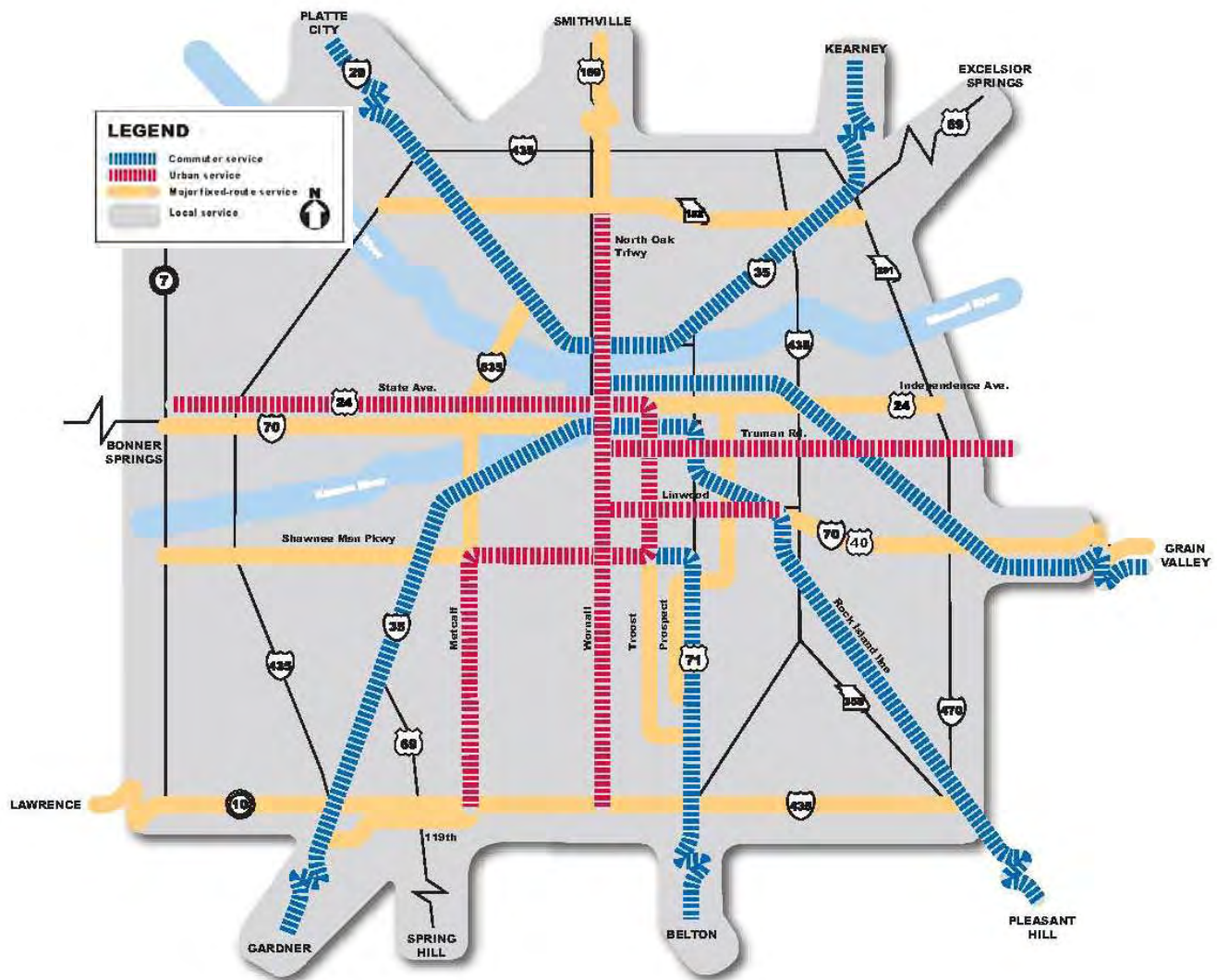


## Smart Moves Regional Transit Plan

Smart Moves has provided a regional concept that many Johnson County leaders believe is the correct approach to creating an improved regional transit system. This Strategic Plan is intended to provide additional detail on the concept and how to achieve improved transit service.

Smart Moves is metropolitan Kansas City's vision for expanded and enhanced public transportation services. It is a regional plan, providing service in seven of the metro area counties. JCT, along with KCATA, the Unified Government and the Mid-America Regional Council (MARC), has pursued Smart Moves and a much needed regional funding base. Figure 2-5 shows the schematic route map that was created as part of the June 2008 update to the Smart Moves Plan.

**Figure 2-5. Smart Moves Concept Graphic**



Smart Moves builds on extensive prior transit plans and studies. It also reflects services that residents and businesses want and need in a public transit system. The Plan incorporates service models and best practices from across the country for modern, effective and efficient public transportation services. Smart Moves represents the evolution and bright future of transit policy in the Kansas City region. The benefits include increased mobility options for residents through new routes



and new technologies; a strengthened economy through connecting major employment and activity centers; and an improved environment by reducing air pollution and dependency on automobiles.

Smart Moves integrates previous regional initiatives by developing detailed service plans for the seven-county area, linking them together, and defining the amenities consumers would enjoy and the strategies envisioned to fund the plan. It is a bus-based plan that includes bus rapid transit in major commuter corridors. Smart Moves builds on existing, proven transit routes of the three area public transit providers. It then introduces new transit services to the region and connects them together through the use of transit centers. The plan expands on the existing transit routes and facilities operated by JCT, KCATA and Unified Government Transit (UGT) to form an integrated seven-county transit system. The ten-year Smart Moves plan would more than double transit service in the metropolitan area and increase transit service levels in Johnson County nearly seven-fold.

Smart Moves utilizes four coordinated systems to build the regional movement service:

- ♦ *Commuter Service* provides new, direct, express-type service between residential areas and major employment centers during the peak hours using the metropolitan area's expansive freeway system;
- ♦ *Urban Service* provides new bus rapid transit limited-stop service along major regional arterials;
- ♦ *Major Fixed-Route Service* provides service along other major regional highways and arterials; and
- ♦ *Local Service* provides service to local destinations within communities and to transit centers that link to the entire region.

Regional funding initiatives were introduced in the Kansas and Missouri legislatures during the FY 2006 legislative session. The initiative passed in Missouri and but did not advance in the Kansas Legislature in FY 2007.

JCT is currently involved with the cities of Mission and Overland Park in a study to evaluate transit alternatives in a corridor extending from Johnson County into Kansas City, Missouri along Metcalf Avenue and Shawnee Mission Parkway. Enhanced transit service along these two corridors is included as part of the Smart Moves plan. The ongoing study led to the development of a preferred transit strategy for the corridors. The preferred strategy involves a phased implementation of enhanced and expanded transit that would initially involve commuter express bus service and bus rapid transit service operating in mixed-traffic. Over time, the service would utilize a fixed guideway for a large portion of each corridor.

### **I-35 Fixed Guideway Alternatives Analysis**

The major commuter travel corridor in Johnson County is I-35, which runs diagonally through the County into downtown Kansas City. Since the early 1990s, a concept for commuter rail transportation has been pursued, without positive results. An I-35 Fixed Guideway Alternatives Analysis completed in FY 2007 concluded bus rapid transit was the preferred alternative for transit in the I-35 Corridor. In FY 2008, JCT staff initiated a study to develop as a bus on shoulder operation a phased implementation plan for I-35 BRT service. The phased implementation plan was completed in FY 2009.

The bus on shoulder operation will provide JO buses the ability to move to the outside shoulder of I-35 at those times when prevailing traffic speeds are less than 35 miles per hour. JCT staff and consultants have been working with Kansas Department of Transportation (KDOT) officials, as well as the Kansas Highway Patrol to draft legislation allowing such operation. That draft legislation has been proposed and will be introduced during the 2010 Kansas legislative session. The JCT Strategic Plan does not include a capital component for the I-35 bus on shoulder infrastructure, which may include some shoulder updates and park and ride facilities that are addressed in the specific I-35 project.

### Section 3. THE COMMUNITY

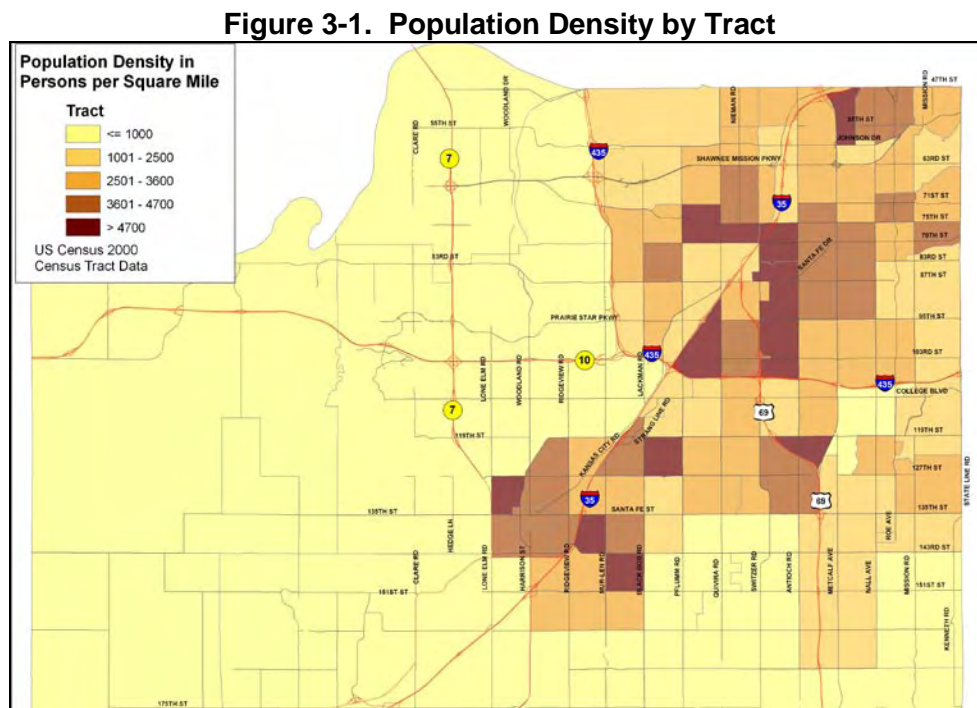
The air quality in the Kansas City Metropolitan Area has improved in recent years, largely due to federal, state and local mandates and proactive measures taken by concerned residents and businesses. The Environmental Protection Agency (EPA) raised the standards that define clean air in 2003. The new regulations put Kansas City dangerously close to non-attainment status. If the metro area falls below the new minimum standard and loses the clean air status, the entire metropolitan area may be penalized with a cutback or loss of funds needed for civic improvements such as road and bridge construction. In addition, this might discourage new businesses from locating in Kansas City and the jobs could go to cities with better air quality.

Increased use of transit, rather than driving alone, is one of the measures individuals can take to help maintain the current acceptable clean air status. Local and state governments can contribute to better air quality by providing an improved transit system.

Johnson County, with an estimated population of 540,000 in FY 2008, is the largest county on the Kansas side of the metropolitan area. The County has long been a preferred residential area in the region and in the last 25 years has become a growing employment center. Areas such as College Boulevard, Olathe and south Lenexa are home to thousands of jobs attracting employees from across the metropolitan area, as well as Johnson County residents.

Most of Johnson County developed in the 1950s or later with the land use and development patterns reflecting a suburban development style. Population densities are in the 2,000 to 3,000 persons per square mile range and land uses are typically separated from each other.<sup>6</sup> This is particularly the case in portions of the County outside of the I-435 loop.

Figure 3-1 illustrates Johnson County's density for FY 2000. The densest tracts are located in the northeastern part of the county. The area within I-435 is mostly developed and a definite pattern around I-35 and US-69 highways exists.



Source: Census 2000

<sup>6</sup> US 2000 Census and TranSystems Corporation.

Johnson County is one of the most affluent counties in the country.<sup>7</sup> However, the county is characterized by a diversity of income levels (see Table 3-1). In addition, the population of Johnson County is expected to age considerably in the future with the parallel increase in persons with mobility limitations.

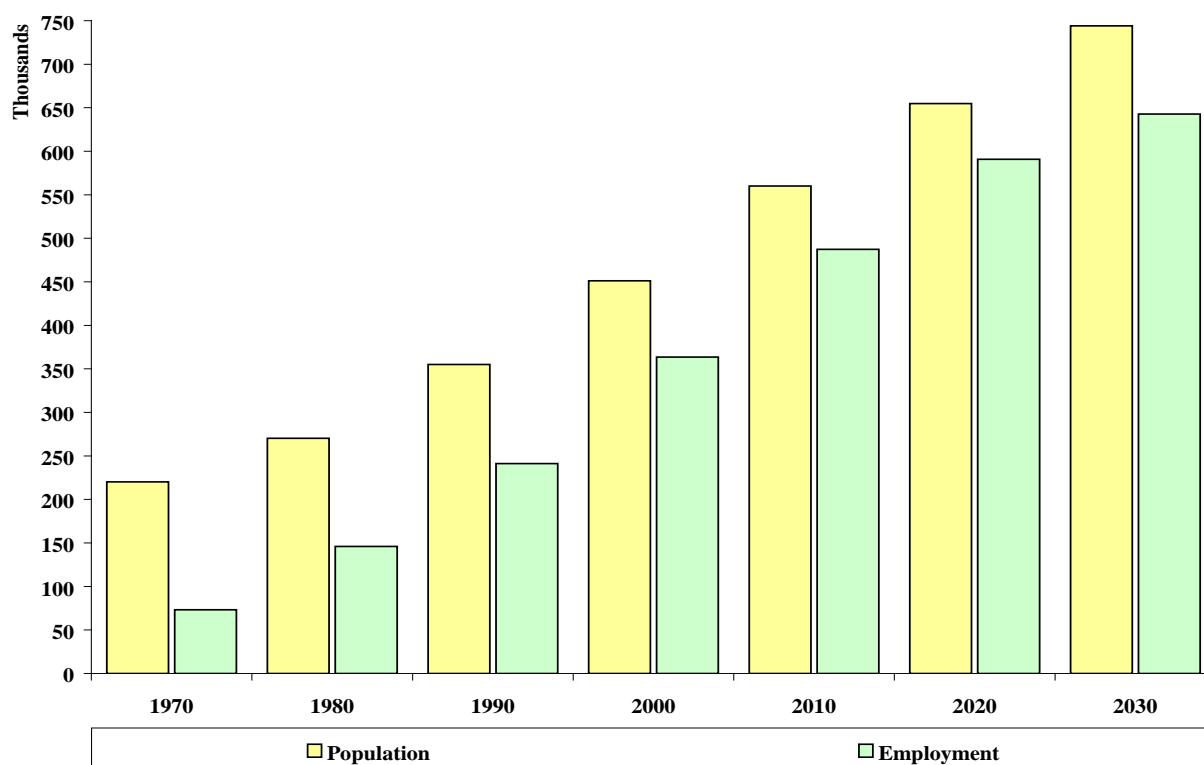
**Table 3-1. Johnson County Household Income and Poverty Levels**

Households	Median Household Income	Households Below Poverty Level	Percent Below Poverty Level
174,570	\$67,102	6,257	3.6%

Source: U.S. Census, 2000

The Mid-America Regional Council's Long Range Forecast for the Kansas City Metropolitan Area shown in Figure 3-2 and Table 3-2 show the actual growth of Johnson County employment and population from 1970 to 2000 and projections for the next 30 years.

**Figure 3-2. Johnson County Employment and Population 1970 to 2030**



**Table 3-2. Johnson County Employment and Population 1970 to 2030**

	1970	1980	1990	2000	2010	2020	2030
Employment	73,232	145,973	241,291	363,616	487,210	590,731	642,695
Population	220,073	270,269	355,054	451,086	560,098	654,774	744,059

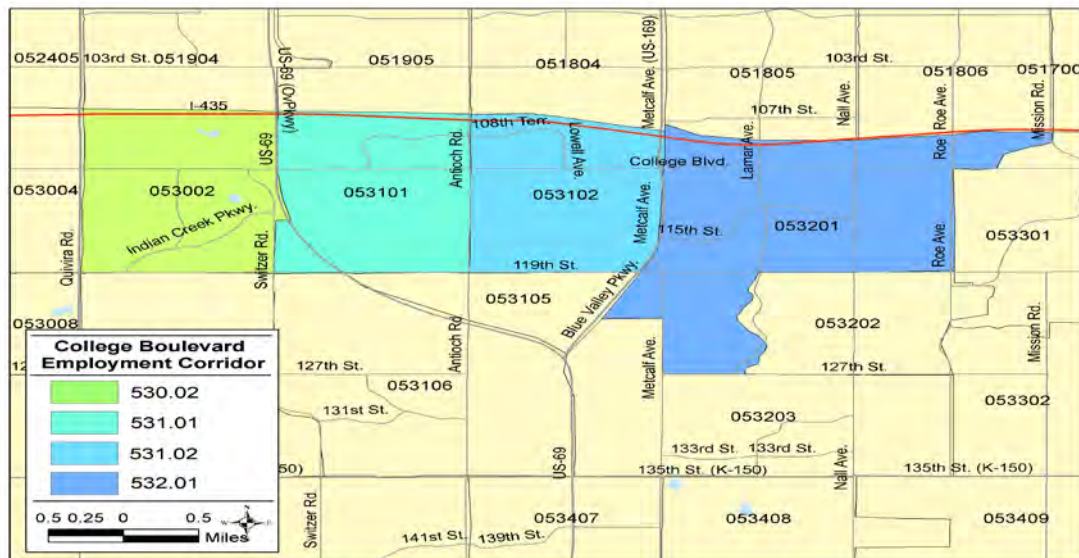
Source: MARC Forecasts

<sup>7</sup> Recently the American City Business Journals ranked Johnson County as the 67<sup>th</sup> most affluent out of more than 3,000 counties. The ACBJ analysis used six categories of income, education and employment measures.

The dramatic growth in population, and especially employment, will have a substantial effect on travel patterns in the future.

The highest level of employment concentration in Johnson County is centered on College Boulevard between Quivira Rd. and Nall Ave. Figure 3-3 and Table 3-3 show the location and number of employees from MARC's Long Range Forecast.

**Figure 3-3. College Boulevard Employment**



Source: MARC Employment History and Projections

The total employment in the College Boulevard area represents about 25 percent of the total employment in Johnson County. As this trend continues into the future, this will be the greatest concentration of employment in the metropolitan area eclipsing even downtown Kansas City.<sup>8</sup>

**Table 3-3. Total Employment for Census Tracts along College Boulevard**

1990 Census Tract	History			Estimate	Forecast		
	1970	1980	1990	2000	2010	2020	2030
530.02	16	1,355	4,138	6,713	10,465	13,573	14,451
531.01	189	1,458	11,868	18,995	28,018	35,552	39,005
531.02	228	1,765	14,554	22,527	27,139	30,924	32,532
532.01	118	6,834	17,114	39,765	55,849	69,012	75,396
<b>Total</b>	<b>551</b>	<b>11,413</b>	<b>47,674</b>	<b>88,000</b>	<b>121,472</b>	<b>149,061</b>	<b>161,384</b>

<sup>8</sup> The traditional downtown area, which includes Crown Center, had about 114,000 employees in FY 2000 and is expected to grow to 140,000 by 2030. According to MARC employment projections, College Boulevard will surpass the downtown area sometime after 2010.

The Metcalf Avenue corridor is another important employment corridor in Johnson County. Table 3-4 shows employment trends and projections for this important commercial corridor. Employment is expected to grow by 30 percent by 2030, to more than 70,000 jobs.

**Table 3-4. Total Employment in the Metcalf Avenue Corridor**

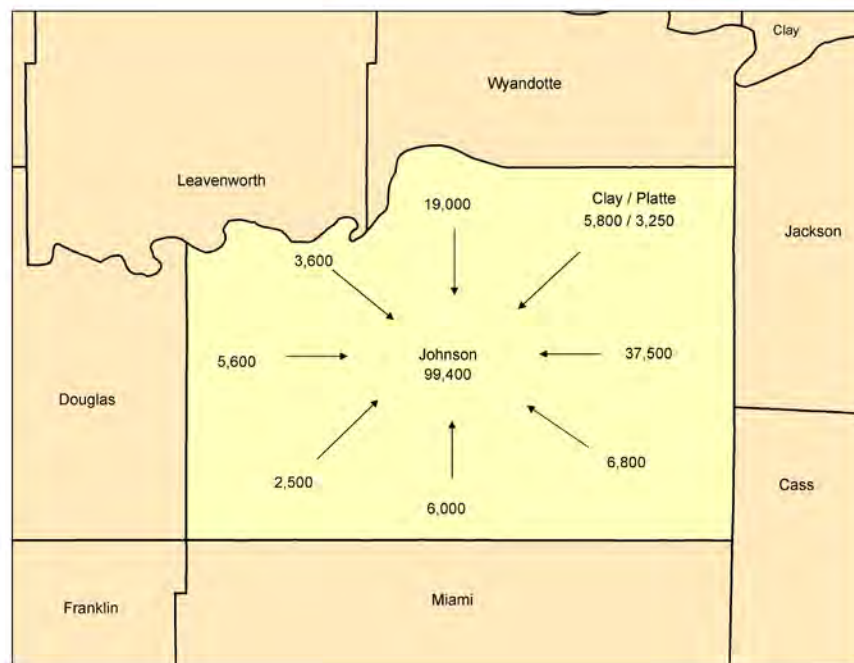
Corridor Segment	History			Estimate	Forecast		
	1970	1980	1990	2000	2010	2020	2030
I-35 to Johnson Drive	7,167	12,123	14,401	17,463	19,185	20,531	21,069
Johnson Drive to West 87th Street & East 83rd St.	6,043	10,469	9,948	12,026	13,570	14,576	14,859
West 87th Street & East 83rd Street to I-435	5,271	11,211	18,916	24,883	30,316	33,375	34,750
<b>TOTAL</b>	<b>18,481</b>	<b>33,803</b>	<b>43,265</b>	<b>54,372</b>	<b>63,071</b>	<b>68,482</b>	<b>70,678</b>

Johnson County has a total of about 87,000 commuters per day coming into the county. The majority of the incoming employees, approximately 37,500 are from Jackson County, while Wyandotte County adds another 19,000 commuters. These two counties contribute the largest portion of commuters coming from outside Johnson County<sup>9</sup>.

Unlike downtown, the employment is lower density and the development patterns are less transit and pedestrian friendly. Parking is also in plentiful supply and is available at no cost to the employees of the area. Thus, the College Boulevard area presents a challenge to transit service.

Commute patterns have changed significantly as Johnson County has developed as an employment center. Figure 3-4 shows the employment inflows from adjacent counties. As shown, there are a significant number of employment trips destined to Johnson County from Jackson and Wyandotte counties. This commute pattern should be addressed by transit, although more detailed information is needed about the specific origins in Jackson County.

**Figure 3-4. Johnson County Employment Inflows**



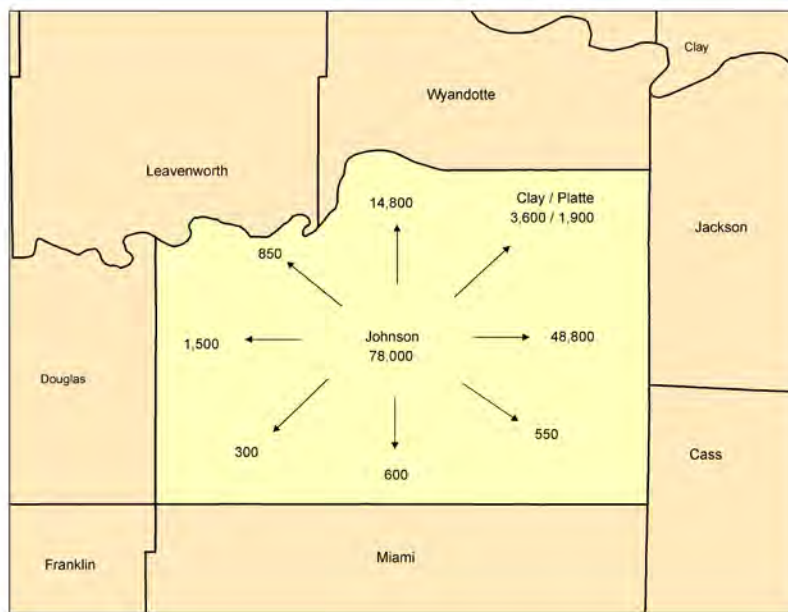
Source: Kansas Department of Labor – 2005

<sup>9</sup> 2000 US Census Journey to Work and Kansas Department of Labor.



Johnson County also has a significant number of residents who work outside the county. There are about 48,800 commuters going to Jackson County, and another 14,000 going to Wyandotte County. The total out flow is about 78,000 commuters.

**Figure 3-5. Johnson County OUTFLOW**



Source: Kansas Department of Labor – 2005

The April 2006 Transportation Future Focused Task Force Report concluded that “We know that we will have realized our vision when we have achieved the following benchmarks to support local and regional connectivity:”

- **Sustainability**

- Improved air quality and other environmental conditions through management of mobile sources.
- More efficient use of energy to transport people and goods.

- **Modal Choice**

- More people using transit (as a percent of the population).
- Greater use of bicycles for all trips.
- Reduced travel time between destinations on public transit.
- Increased numbers of people sharing rides to work.
- Increased numbers of people walking to work, shopping, and doing errands.

- **Mobility Index**

- Improved mobility.
- Reduction in costs of moving supplies and finished products for local businesses.
- Reduced vehicle miles traveled per capita.
- Fewer miles traveled by single-occupancy vehicles per capita.

These Measures of Success demonstrate Johnson County’s commitment to improved transportation in general, and improved transit in particular<sup>10</sup>.

<sup>10</sup> Transportation Future Focused Task Force, report presented to the Johnson County Board of County Commissioners, April 13, 2006.



## Elderly Population

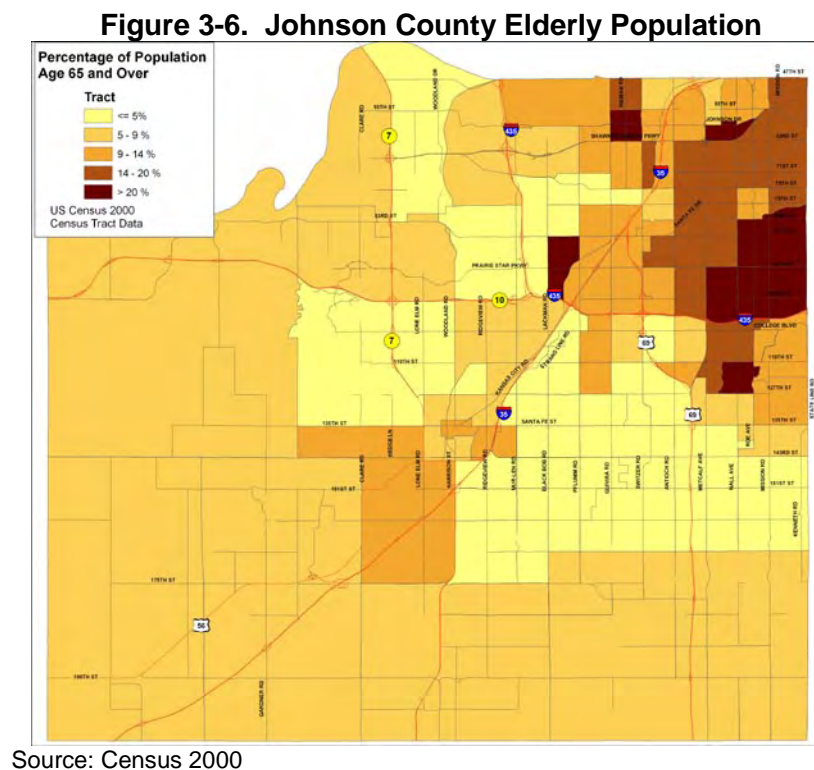
The size of the elderly population in Johnson County is increasing. Between FY 1990 and FY 2000, the number of Johnson County residents age 65 years and older increased from about 33,000 to more than 45,000, representing nine percent and 10 percent of the total population, respectively. This trend is expected to continue with the number of seniors increasing to 80,000 by 2030, representing 12 percent of the total population.

As the population ages (sometimes becoming less able or willing to drive), there is an increase in the demand for public transportation. The aging of the “baby boomer” generation is expected to affect Johnson County in the next 25 years.

Development of a lifelong community where people can age in place will require a significant investment in public transit. Transit seems to be the common thread that is missing for people as they age, become disabled or choose not to drive as much as they once did. Transit is a fundamental component to the success of a lifelong community and will provide additional mobility options for residents, tourists and people who commute to and from work in Johnson County. The Kansas Department on Aging’s **Lifelong Community Initiative**<sup>11</sup> defines a lifelong community as one that prepares and develops its community to better serve elders through collaboration among local leaders, businesses, organizations and government agencies. This initiative encourages successful aging and ensures the security, dignity and independence for Kansans of all ages.

Elders, along with all citizens of a community, benefit from this initiative. The quality of life for people of all ages in the community is enhanced by having access to quality health care, an efficient transportation system, universal designed housing for the continuum of life, community-based services and activities, and customer-friendly businesses.

Figure 3-6 shows the current concentrations of elderly (age 65 and older).



<sup>11</sup> <http://www.agingkansas.org/Choices/LifeLong/lifelongcommunity.htm>

## Section 4. THE GOVERNANCE STRUCTURE FOR TRANSIT

### Current Governance Structure

#### *Johnson County*

JCT is one of three transit operators in the metropolitan area. All transit service in the County is operated by private contractors with funding and policy direction provided by the Johnson County Board of County Commissioners (BOCC) through the Johnson County Transportation Council. Johnson County works closely with KCATA and UGT on transit-related matters including service and fare coordination. In recent years, a number of steps have been taken to ensure transit riders can move across state and county boundaries with few impediments.

Transit in Johnson County has always been a County function; the cities have had little or no involvement in the past. JCT is operated as a department of County government. KCATA operated all the fixed route transit service in Johnson County until 1981 when the County decided an independent operation would be more efficient. From 1982 through 1985, service was provided by a private contractor and operated as *Commuteride*. From 1986 to the present, the system has been known as JCT. JCT administers both ***The JO***, which provides fixed-route commuter express public transportation, and ***The JO-Special Edition***, which provides demand-response and curb-to-curb transportation service.

JCT is a unit of Johnson County Government, with the Transportation Director reporting to the County Manager's Office. The original Johnson County Transportation Advisory Council was created in 1979 by the Board of County Commissioners to advise the Commission on public transportation matters. Over the years, the Transportation Council went through several re-organizations. The most recent change occurred in March 2005 when the Board of County Commissioners gave the Council the ability to oversee the daily operations of the Transportation Department and to make recommendations to the Board on local, regional, state and federal transit issues.

The Transportation Council, in its current structure, is comprised of 12 members, one of whom is a non-voting member who serves as the Johnson County representative to the Kansas City Area Transportation Authority (KCATA) Board of Commissioners. The remaining eleven (11) members are appointed by the Johnson County Board of County Commissioners in the following manner:

- 1) Each Commissioner (including the Chairperson) shall appoint one (1) member;
- 2) The Board shall appoint four (4) members who shall have received the recommendation of the Transportation Council. In making such appointments, the Board may appoint, to the extent they are willing to serve, individuals that represent the disabled community, business interests, municipalities, legislative interest groups, transit system users and the general public; and
- 3) The Transportation Council Chair may recommend individuals for Board of County Commissioners consideration for appointment to the Council.

#### ***Kansas City Area Transportation Authority***

The KCATA is a bi-state quasi-governmental authority empowered to develop and operate transit systems in the counties of Johnson, Wyandotte and Leavenworth in Kansas, and Jackson, Clay, Platte and Cass counties in Missouri. Policy direction and oversight are provided by a 10-member Board of Commissioners appointed from the counties and the cities of Kansas City, Kansas and Kansas City, Missouri. There are five members from each state.

At the time KCATA was created, the legislation did not provide a dedicated source of revenue to support transit. The only dedicated source of revenue for transit service is provided by the city of Kansas City, Missouri, which began collecting a half-cent sales tax within the city limits in 1972. KCATA contracts with individual communities or counties in the metropolitan area to support transit services. One result of this method of transit financing is that primary decision-making regarding routes, levels of service and fares rests with the local communities that contract for specific service levels. Consequently, service levels vary significantly from community to community, and there have been issues with inter-community travel in the past. In recent years KCATA has been able to address issues regarding inter-community travel through cooperative efforts among the KCATA, local governments and the other transit operators.

### ***Unified Government Transit***

The Unified Government of Wyandotte County is the third public transit provider in the metropolitan area. Unified Government Transit is a unit of the Unified Government of Wyandotte County and Kansas City, Kansas. The Transit Manager reports to the city manager's office. Unlike JCT, Unified Government Transit does not have a policy or advisory group, other than the Commission.

In addition to the service that Unified Government Transit provides directly, the Unified Government also contracts with KCATA to operate fixed-route transit service within Wyandotte County.

### **Regional Cooperation**

Despite the fact that transit services are provided by three different organizations, there has been effective coordination among the operators that has led to improved customer services for the metro area's transit users. For example, the systems accept each other's transfers facilitating transfer connections and extending travel options. The systems also have collaborated on a regional transit call center so that the public can access information on transit services in all metro area jurisdictions. Managers also meet regularly on transit matters and have cooperated on the development of the Smart Moves Regional Transit Plan and many other regional initiatives.

### **Regional Transit Governance**

This section presents general information on the advantages of establishing a regional transit authority. Although all of these reasons may not apply in the Kansas City metropolitan area, the Transportation Council and the County may still find it useful to examine the various reasons why regional transit organizations have been formed around the country. As JCT and other agencies in the metropolitan area continue to pursue an improved transit system, it may be possible to achieve many of the advantages of a regional transit authority while maintaining separate governance systems similar to the current situation.

### **Regional Transit Advantages**

Because travel is not limited to municipal or county boundaries, there has been a growth in the formation of regional entities to be responsible for public transportation services over the past half century. A regional authority can have many advantages. A recent report by the North Carolina State University Institute for Transportation Research and Education (ITRE) lists many of these advantages which include:

***Benefits to riders*** - a regional transportation agency can more easily accommodate trips that cross county or municipal lines than can an agency that serves a single county or municipality. A regional authority can be a benefit to riders by providing a single contact point to arrange for trips and a coordinated or integrated fare system.

***Coordination or consolidation with special or rural public transportation services*** - a regional transportation agency is able to more efficiently provide human service agency transportation, or to coordinate with the service provided by these agencies. Like fixed route services, special services should not be limited to jurisdictional boundaries, or operate in a balkanized manner. Persons with disabilities have a need for inter-community travel just as much as the general population.

***Operational and administrative economies*** - a regional system can provide operating benefits such as eliminating duplicate routes, coordinating schedules, and achieving operational economies of scale. There are also potential savings from consolidating administrative functions into a single agency. There are also opportunities to develop and implement more efficient and effective marketing, fare, and other programs at the regional level. Facilities can be used more efficiently.

***Adequate funding for public transportation*** - a regional transportation agency can be created with its own dedicated funding source. This can result in new service in areas that have no service or are underserved. Dedicated funding usually results in a more consistent level of service across the metropolitan area. Dedicated funding can also insure that the transit system can provide matching funds for state and federal grant opportunities.

***Building fixed guideway systems*** - a major advantage of a regional transit agency in an urban area is its ability to plan, design, fund and build a regional rail system.

***Ability to address regional transportation problems*** - a regional transportation agency can provide an effective mechanism for addressing important regional problems such as traffic congestion and air pollution.

***More effective regional planning*** - the functions of a Metropolitan Transportation Planning Organization (MPO) can be facilitated when there is a regional agency that can develop a regional program for public transportation operations and investment.

***Transportation and land use planning*** - an effective regional transportation agency can enable more integrated and balanced land use planning. Land use objectives should include being served by a balanced transportation system where walking, bicycling and riding transit work in harmony with the private automobile.

***Develop specialized professional staff*** - by centralizing administrative functions, a regional or multi-county agency is more likely to be able to meet the expense of and develop more specialized professional staff.

## **Regional Transit in the Kansas City Metropolitan Area**

The Johnson County Transportation Council (Transportation Council) and JCT staff acknowledges the advantages of a regional approach to transit and supports the related principles of dedicated funding and regional cooperation and governance. There has been significant progress in regional cooperation, but it is not likely that regional governance with a regional transit funding source will become a reality in the near term. Concerns have been raised over how a regional transit fund will be managed, especially concerning oversight, and equity, ensuring Johnson County will receive service and benefits commensurate with revenues generated in Johnson County.

Thus, it is important to identify strategies and tactics to achieve the advantages of regional transit. Table 4-1 below lists the attributes of a regional transit system along with strategies for achieving these benefits.

**Table 4-1. Regional Transit Attributes and Strategies**

<b>Regional Transit Attribute</b>	<b>Strategy</b>
More effective service planning; avoidance of jurisdictional barriers.	<ul style="list-style-type: none"> <li>• Inter-agency service planning committee.</li> <li>• Inter-agency service agreements.</li> <li>• Inter-agency cost sharing and funding agreements.</li> </ul>
Integrated fare and transfer policies.	<ul style="list-style-type: none"> <li>• Elements of an integrated fare structure are largely in place.</li> <li>• Secure reciprocal monthly pass.</li> </ul>
Seamless transfer connections between routes.	<ul style="list-style-type: none"> <li>• Inter-agency service planning committee.</li> <li>• Improved inter-agency communications.</li> <li>• Use of technology.</li> </ul>
Coordination of special services.	<ul style="list-style-type: none"> <li>• MARC's Special Transportation Advisory Committee (STAC) provides forum currently.</li> <li>• Inter-agency special service planning committee.</li> </ul>
Cost efficiency – management and administrative functions.	<ul style="list-style-type: none"> <li>• Joint marketing and advertising programs.</li> <li>• Joint procurement programs.</li> </ul>
Cost efficiency – facilities.	<ul style="list-style-type: none"> <li>• Joint use agreements for passenger facilities.</li> <li>• Collaboration on maintenance functions.</li> </ul>
Administration of regional funding mechanisms.	<ul style="list-style-type: none"> <li>• To be determined.</li> </ul>
Achieving major transit investments.	<ul style="list-style-type: none"> <li>• Working with KCATA, Unified Government and MARC on American Recovery and Reinvestment Act (ARRA) grants.</li> </ul>
Consistent policy and decision-making.	<ul style="list-style-type: none"> <li>• Working with KCATA, Unified Government and MARC on ARRA grants.</li> </ul>
Adherence to regional priorities and objectives.	<ul style="list-style-type: none"> <li>• Working with KCATA, Unified Government and MARC on ARRA grants.</li> </ul>
Avoidance of political interference.	<ul style="list-style-type: none"> <li>• Transportation Council should address concern.</li> </ul>
Transportation and land use planning integration.	<ul style="list-style-type: none"> <li>• Working with city partners.</li> </ul>
Transit staff development.	<ul style="list-style-type: none"> <li>• The Transit Department was restructured in FY 2007. Restructure included a reporting change from Public Works to the County Manager's Office; expansion of staff; and staffing priorities and assignments.</li> </ul>

### **Future Governance Possibilities**

The Smart Moves Regional Transit Plan recommends a regional governance system model for the Kansas City regional transit system. The nature of transit service provision is such that a regional approach is considered most effective. A regional approach is more likely to allow the deployment of transit routes that span city, county and state boundaries, enhance transfer connections among routes and have coordinated fare structures.



Although officials representing the jurisdictions and agencies involved in transit in the Kansas City metropolitan area have been unable to reach consensus on the form of the regional transit governance system, substantial progress has been made. There is widespread agreement that a regional transit system is needed and the Smart Moves transit service plan has been accepted as a guide for development of transit services. Management and oversight of a regional transit fund is one of the difficult questions that have not been resolved. The matter remains open and is the subject of constructive discussions.

Included in the progress that has been made in recent years is the passage of a 3/8-cent sales tax in Kansas City, Missouri indicating the willingness of metro area voters to enact new revenue sources for transit improvements. In November 2006, Kansas City voters redirected the transit tax towards a light rail system for the city. However, the City Council rejected that plan. During the FY 2006 legislative session, the Missouri State Legislature passed Smart Moves enabling legislation. If the KCATA and participating jurisdictions decide to move forward and succeed in a referendum, the Missouri side may take a significant step towards a regional transit structure. In this event, it may be possible for the Kansas counties to develop a complementary coordinated transit structure. This possibility is included for consideration in the Strategic Plan.

If the status quo is maintained for the initial two to three years of the Strategic Plan, progress will be made in the form of increased coordination between the metro area's transit systems and transit improvements within Johnson County. The changes in JCT's position in County government, and the new role of the Transportation Council, make the status quo arrangement more effective in terms of directing and managing an effective urban transit system.

However, the status quo is not considered acceptable for the future. It has been clearly demonstrated that the status quo has been unable to deliver on the vision of a comprehensive transit system for the metro area. Public transit has been identified as one of the County services that should be emphasized in the near future. As noted in the Johnson County Community Survey completed in 2007, public transportation in Johnson County was rated among the top services with the greatest opportunity for improvement based on the Importance – Satisfaction Assessment Index<sup>12</sup>.

An important element of the Strategic Plan in subsequent years is to continue to work on the concept of regional transit governance, accepting that the status quo is inadequate for the longer term.

The Strategic Plan recognizes four futures relative to regional governance:

1. Short term. Status quo with respect to structure, but make improvements in regional coordination and collaboration, and local funding for transit.
2. Regional transit. Transit becomes the responsibility of a new regional transit agency and Johnson County's role as a direct provider of transit is reduced or eliminated.
3. If the initiative to create a bi-state regional entity fails to materialize, Johnson County will likely work to develop transit on a county basis with the possibility of a Kansas side collaborative effort with Wyandotte County.
4. A regional transit system could also be formed through a series of contractual inter-local arrangements which could maintain accountability while sharing resources to achieve some of the economies of scale that a single transit authority could provide.

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<sup>12</sup> ETC Institute, 2007 Community Survey, November 2007.



## Section 5. TRANSIT SERVICES

### Transit Service Needs

Market research performed for the Metropolitan Transit Initiative<sup>13</sup> and the 1999 Comprehensive Service Analysis, as well as subsequent research uncovered a number of significant findings relative to transit design matters. These findings have been incorporated into the service design where possible and are fundamental to the transit concepts developed for the Strategic Plan. The following is a summary of these transit design principles.

**Increased Service Levels:** The limited service levels in the County were found to be the deficiency cited by most residents. Riders and potential transit users requested more choices (trips), earlier trips, later trips and service during the midday.

**Midday Service:** Because JCT service is currently limited to the peak periods, working half-days or adjusting to minor emergencies preclude using the transit system. Most residents understand that full service cannot be offered during the midday because of the costs. Requests for “a trip or two during the midday” to allow a downtown worker to return to the County were frequently heard.

**Later Evening Service:** Service on most JCT routes terminates around 6:30 p.m. The limited flexibility to work late, or handle additional business after hours was cited as a shortcoming.

**Paratransit Service:** Service for residents with mobility disabilities are limited and should be offered during evenings and weekends.

**Intra-County Service:** Services for travel within the County are limited and should be expanded.

**Service to the Country Club Plaza:** Transit service between Johnson County and the Country Club Plaza is limited and oriented to meet the needs of Kansas City residents commuting to jobs in Johnson County. The importance of the Plaza as a destination for County residents was frequently cited in the survey responses.

**Connections with Other Services:** The need for better connections with transit service operating in Kansas City was expressed by County residents.

### Project Objectives and Service Priorities

General priorities for transit service expansion emerged as part of the Transportation Council strategic planning sessions in December 2008, April 2009 and October 2009. The discussion on transit needs and priorities in Johnson County was based at least in part on the concern that most of the current service provided by JCT is oriented to downtown commuters. Several members of the Transportation Council expressed the opinion that transit service should be more comprehensive to meet the needs of more residents and businesses in the County. Based on previous market research and prior work, including the 1999 Comprehensive Service Analysis, the following service priorities were discussed during the strategic planning session:

- Transit services to support Johnson County employment centers should be established. In the past, emphasis has been placed on serving the downtown commuter market and service in the I-35 corridor. While I-35 commuters are still viewed as an important market, there is a feeling that serving County employers should be a higher priority.

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<sup>13</sup> The Metropolitan Transit Initiative was a study commissioned by MARC and the Kansas City Chamber of Commerce to determine the need for transit in the metropolitan area. The study was concluded in 1998.

- Local transit services (i.e., Local Links) should be established. The Transportation Council expressed the need for services to serve intra-Johnson County trips rather than focusing entirely on one market segment. These local services should include evening and weekend service.
- Reverse commute services should remain a priority. It was acknowledged that services designed to transport employees from other parts of the metropolitan area were important in addressing the county's labor imbalance.
- Paratransit service for persons with mobility limitations was acknowledged to be a very important priority. As fixed route service is expanded to include non-express service JCT will be required to add ADA complementary paratransit service.
- Commuter service in the I-35 corridor should be a priority. Planning for this service should include a future vision for fixed guideway transit service.
- Transit service to KCI Airport was cited as a service need to support Johnson County businesses.

The Transportation Council believes that a balanced transit system must be a priority, thus it is not necessary, or even possible, to identify a single priority. These service priorities represent a place to start in defining updated priorities for transit service design.

### **Transit Service Plan**

The JCT service plan includes several service types recognizing that needs vary throughout the County and all market segments cannot be served by the same type of service. In keeping with the direction of the Transportation Council for a balanced transit system, the plan includes commuter express, intra-county services, Local Links, and services for the elderly and disabled.

The service plan includes major transit investments in the I-35 and Metcalf/Shawnee Mission Parkway corridors. In addition, the plan includes the following services:

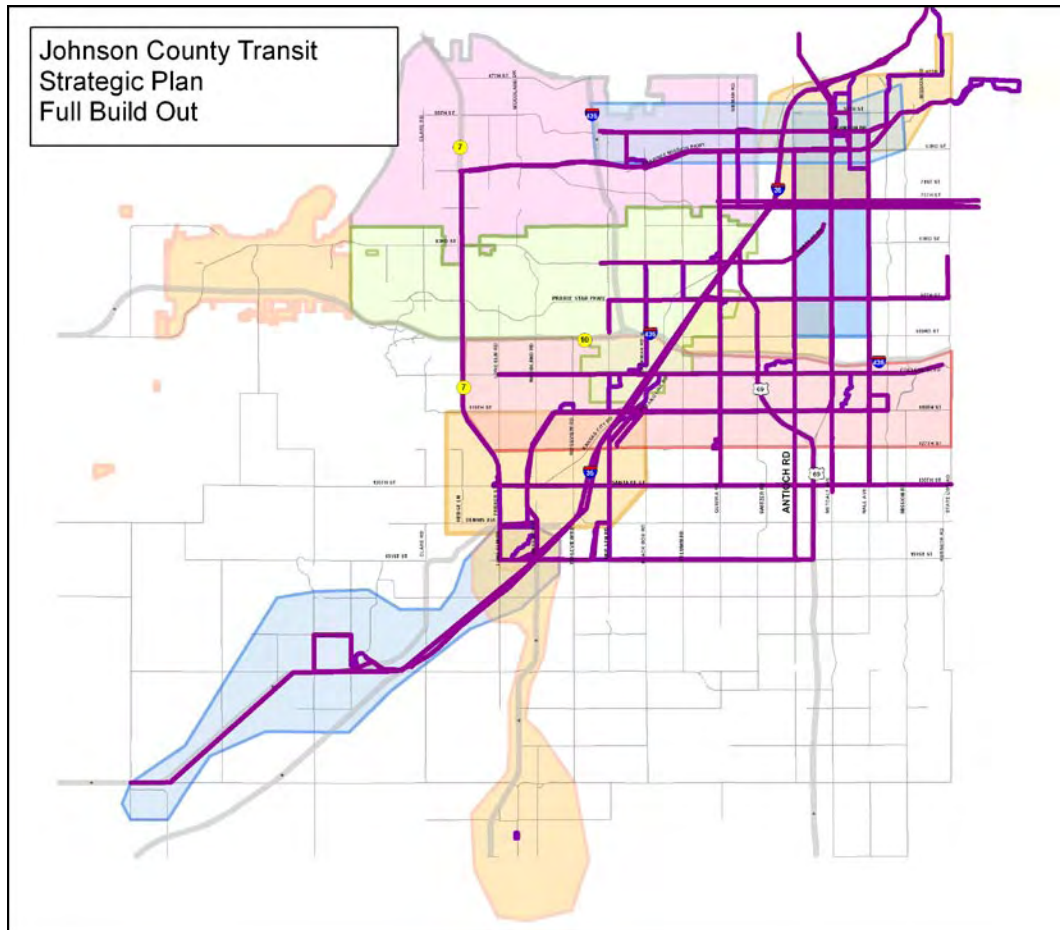
- *I-35 Fixed Guideway Services* – Commuter express services operating in the I-35 Corridor utilizing bus on shoulder operation, transit signal priority and other priority treatments. Premium commuter transit in this corridor has long been a priority for Johnson County. Services include BRT routes from Olathe, Lenexa, Overland Park, Merriam, Shawnee and other communities to downtown Kansas City, Missouri.
- *Intra-County and Commuter Express Services* – Services designed to meet the needs of county residents and other commuters wishing to travel and work in Johnson County. Strategies include services within Johnson County, as well as services between counties. A significant strategy is BRT service from 135<sup>th</sup> St. and Metcalf Ave. to the Country Club Plaza via Metcalf Ave., Shawnee Mission Pkwy. and Broadway.
- *Community Services* – Community Services include Local Links and elderly and disabled services. Local Links are an array of fixed and flexible route services designed to provide maximum access to the transit system by operating on local streets and within communities. These services are important because they provide a distribution network for other services, including regional services. Elderly and disabled services provide residents with access to jobs, services and other life enhancing venues. These services provide mobility options for a growing elderly population within the County. Elderly and disabled services will be expanded each year.
- *Other Amenities and Capital Needs* – This category includes new facilities such as transit centers, facility improvements, park and ride lots, bus shelters, technology and other amenities.

As approved at the May 2009 regular meeting, the Transportation Council identified the following broad themes for inclusion in the Strategic Plan annual update:

- **Year 1**
  - Implement critical North/South spines with Metcalf/Shawnee Mission Parkway and I-35 service
  - Begin implementation of one East/West service
- **Year 2**
  - Continue implementation of North/South services
  - Expand implementation of East/West services
- **Year 3**
  - Finish implementation of East/West services
  - Expand service on existing routes
- **Year 4**
  - Expand service in the southern part of the county
  - Implementation of weekend service
- **Years 5, 6, and 7**
  - Implementation of new and expanded intercounty connections to Douglas, Leavenworth and Wyandotte Counties to include services along K-7, K-10, and I-435
- **All Years**
  - Foster environmental, social and economic sustainability strategies
  - Scalable services
  - Expand services to the Elderly and Disabled
  - Proactively expand Local Link services through partnerships with cities and agencies
  - Expand transit facilities and passenger amenities
  - Continue to develop partnerships with the Kansas Department of Transportation (KDOT), Kansas City Area Transportation Authority (KCATA), cities and private developers

*Individual* strategy details are included as Appendix B. The *combined* Strategic Plan service strategies are shown on the following map, as well as in Appendix C.

**Figure 5-1. Full Build Out**



It should be noted that these services will require capital improvements, such as transit centers, park-and-ride lots and operational facilities needed to support the services. The required capital improvements are detailed in Section 6.

It is also important to note that Local Link Services have been deployed in:

- De Soto
- Northeast Johnson County (Fairway, Merriam, Mission and Roeland Park)
- Olathe
- Overland Park
- Shawnee
- Spring Hill

### **Phasing Considerations**

It is recognized that the services and capital improvements included in the service plan cannot be implemented at once. The annual operating cost alone would exceed \$56 million annually and a fleet of more than 250 buses would be required. This compares to a current JCT budget of \$10.9 million and JCT's fleet of 101 vehicles

There are a number of factors that must be considered relative to the deployment of transit services and capital improvements.

**Funding Availability:** It is not likely that funding will be available to implement all the services and facilities at once. At a minimum, there is a practical limit on the amount of federal funding that can be expected in any one year. In addition, the local funding source is expected to require the phased implementation.

**Managerial Capacity:** This includes the administrative and management capability of the transit system to implement new services and facilities. Time must be allowed for the planning, design, equipment acquisition, construction, workforce development and operations preparation. Staffing requirements for the day-to-day operation and the long-term strategic development of the system must be met. Even when the transit operators mobilize for the task of implementing the new services, there is a practical limit on how many new services and facilities can be implemented each year.

**Scheduling and Lead Times:** Facility development and major equipment purchases have relatively long lead times to accommodate the FTA grant process, procurement and construction or manufacturing steps. For example, the acquisition of a transit bus requires 2 ½ - 3 years from the start of the process until the time the vehicle is put into revenue service. Similarly, the time to develop a facility such as a large transit center or an operating facility is approximately three years or more.

**Transit System Considerations - Critical Links and Services:** Certain services in the plan require early implementation because they are part of the foundation structure of the plan. For example, several of the Intra-County and Commuter Express services should be in place prior to the local services. In suburban areas, transit centers should be in place at the time new services are implemented.

**Transit System Considerations - Interdependence of Services:** It is the nature of the service plan that the services are interdependent and operate as a system; thus, the entire network of services in an area should be implemented. Some services, such as Commuter Express, are more independent, and can be implemented without supporting services. However, in most cases, Park and Ride lots should be in place at the time Commuter Express services are implemented.

**Support Facilities:** In some cases, services cannot be implemented without certain support facilities. Transit centers are critical to the effective operation of services in some areas as previously noted. Full deployment of the service plan will require additional operating and maintenance facility capacity beyond that which is available today with existing facilities.

### **Transit Service Priorities**

**Transit Needs** - Some areas may have a greater need for the transit service based on development patterns and demographics.

**Performance** - Services and service networks that are likely to perform better in terms of ridership based on planning analysis should have a greater priority than other routes.

**Political** - The political process may require certain priorities based on equity, coverage, return on investment, etc.



## **Section 6. CAPITAL IMPROVEMENTS**

In addition to transit routes and services, the Transportation Council understands that it is important to invest in capital equipment and facilities needed to support the operation and provide amenities for transit passengers. JCT currently has a capital program. The Strategic Plan includes capital investment in the following categories.

**Bus Fleet:** A modern, attractive bus fleet is fundamental to the provision of high quality transit service. The bus fleet will include buses of different sizes and types as appropriate for the variety of transit services provided.

**Operating Facilities:** JCT is fortunate to have a modern operating and maintenance facility. The current facility was designed with expansion capability. Expansion requirements will be identified based on the growth in services and bus fleet. JCT anticipates that future growth will require a satellite facility in the northeast part of the county.

**Transit Centers:** The integrated transit service plan concept includes transit centers at several locations in the County to allow transit passengers to conveniently transfer between routes. These transit centers range from large regional facilities to smaller local or neighborhood facilities. The transit service plan assumes a regional transit center facility in the vicinity of Shawnee Mission Parkway and I-35 or in northeast Johnson County to replace the existing Transit Center at 6000 Lamar. Smaller facilities will be needed throughout the County's service area including key locations such as Johnson County Community College, KU Edwards, Metcalf South Shopping Center and Oak Park Mall. It is expected that the private sector, with potential incentives, will partner in the development of some of these facilities as part of a Transit Oriented Development (TOD).

**Park and Ride Lots:** An important element of the I-35 Fixed Guideway service is a park and ride lot strategy. Park and ride lots will serve as the point of transfer for riders from typically single occupant vehicles to transit. The park and ride lot network must be extensive enough to be accessible to Johnson County residents and thereby encourage and promote the use of transit for trips oriented to downtown Kansas City and other employment concentrations. Proposed park and ride lots are included as part of an internal JCT Bus Shelter and Passenger Amenities plan. The proposed park and ride lots will be incorporated as part of the Strategic Plan. It is expected that the private sector, with potential incentives, will partner in the development of some of these facilities as part of a TOD.

**Intelligent Transportation Systems (ITS):** The Transportation Council and JCT staff recognizes that the use of advanced technology is important to both support the operation and provide a higher level of customer service. ITS applications such as automatic vehicle location (AVL)/commuter aided dispatch (CAD) are tools that can be used to improve the reliability and efficiency of transit service. Other applications such as real time bus arrival signs at key stops and transit centers, web-based itinerary planning and real time schedule information can make transit service much more attractive to the Johnson County travel market. JCT has been involved in the planning of ITS applications for the transit system in the County.

## Section 7. PROGRAM COSTS

This section provides an overview of the total cost associated with expanding transit services in Johnson County. Costs include both capital costs for procuring buses and other equipment and developing facilities, and the ongoing cost for operations.

### Fixed Route and Local Link Services

For the purpose of this report, fixed route services refer to transit services operated for the general public, as differentiated from special services operated for specific population groups such as the elderly or persons with disabilities. Generally, these services are those referred to as **The JO**.

The transit service plan described in Section 5 would have a cost significantly higher than the current Johnson County transit system. Table 7-1 shows the estimated capital and operating costs for the fixed route services included in the service plan.

**Table 7-1. Projected Annual Operating Cost for Transit Service Plan  
Fixed Route Services**

<b>Service Category</b>	<b>Operating Cost</b>
I-35 Fixed Guideway <sup>1</sup>	\$5,112,000
Intra-County and Commuter Express	\$23,247,424
Local Links	\$8,544,451
ADA Complementary Paratransit	\$3,284,793
<b>Total</b>	<b>\$37,070,161</b>

<sup>1</sup>Costs as developed for the I-35 Fixed Guideway Alternatives Analysis completed in March 2008. Net operating costs may be less because several existing routes operating in the I-35 Corridor can be redeployed as I-35 Fixed Guideway Services.

For perspective, the FY 2008 JCT operating cost for **The JO** was \$5.1 million including contract and fuel. The service plan would require a substantial increase for fixed route operating costs. The ADA complementary paratransit service will be required when JCT begins operating service throughout the day. *Currently, JCT is not required to provide Complimentary Paratransit services (as set forth in the Americans with Disabilities Act), because the transit service is Commuter Express and does not operate during the midday, evenings and weekends.*

### Paratransit Services

For the purpose of this report, paratransit services refer to transit services operated for specific population groups such as the elderly or persons with disabilities, as differentiated from transit services operated for the general public. Generally these services are those currently referred to as "**The JO - Special Edition**" and "**SWIFT**."

There has not been as much planning work done for paratransit services compared to planning for fixed route services. However, it is generally recognized that the current level of paratransit service is inadequate and the services should be expanded. In addition, it is likely the County would be required to provide additional paratransit service under the provisions of the ADA complementary paratransit requirements as fixed route services are expanded.

In FY 2004, JCT worked with MARC and KCATA to define the demand for paratransit services and develop conceptual plans for improved paratransit service for the Region's mobility impaired population. Three scenarios were developed ranging from one that minimally addresses the demand for these services to one that meets virtually all of the demand.

Table 7-2 shows the estimated capital and operating cost for expanded paratransit service based on this work using the mid-range scenario. Specifically, the concept would meet 90 percent of the estimated demand by persons with disabilities and 25 percent of the estimated demand by seniors.

**Table 7-2. Annual Operating Cost for Transit Service Plan  
Paratransit Services**

<b>Service Category</b>	<b>Operating Cost</b>
Elderly and Disabled Services	\$4,600,000
<b>Total</b>	<b>\$4,600,000</b>

For perspective, the FY 2008 JCT operating cost for *The JO-Special Edition* was \$3.1 million (an additional \$600,000 was expended on SWIFT services), including contract and fuel.

### Capital Costs

Table 7-3 shows an estimate of the capital cost investment required to achieve the level of service expansion outlined in Section 5 and Section 6.

**Table 7-3. Total Capital Cost for Transit Service Plan  
Fixed Route and Paratransit Services**

<b>Capital Improvement</b>	<b>Total Cost</b>
Buses	\$47,400,000
Murray L. Nolte Facility Improvements	\$859,388
New Northeast Transit Facility	\$19,000,000
Other Amenities	\$1,335,200
<b>Total</b>	<b>\$68,594,588</b>

The capital costs in Table 7-3 do not include the \$49,188,000 in capital costs identified for the I-35 Fixed Guideway Corridor as part of the I-35 Fixed Guideway Alternatives Analysis. A substantial capital investment is also called for as part of the Metcalf/Shawnee Mission Parkway BRT service. Table 7-3 reflects only some of the costs associated with this major transit investment. Approximately \$16,000,000 in capital costs have been identified for the Metcalf/Shawnee Mission Parkway corridor and only \$3,600,000 is included in Table 7-3.

The estimates included in Table 7-3 do not include "routine" capital costs that are part of the ongoing costs of operating a transit system. These routine capital costs include acquisition of maintenance equipment, service vehicles and major facility renovation projects. These costs are estimated at \$2 million to \$3 million per year.

The costs shown in Table 7-3 would accrue over a period of years as the transit system is expanded and improved. For example, if the improvements were phased in over a period of ten years the annual cost would be approximately \$ 6.8 million. For perspective, the FY 2008 JCT capital budget was \$1.4 million.

## Total Cost

For illustration purposes, Table 7-4 shows the approximate annual capital and operating costs assuming the transit service plan was implemented over a seven-year period.

**Table 7-4. Total Annual Cost for Transit Service Plan  
Fixed Route and Paratransit Services**  
(millions)

	<b>Current</b>	<b>Completion</b>
Fixed Route Service	\$4.7	\$39.1
Paratransit Service/ADA	\$2.7	\$7.9
Routine Capital Program	\$3.6	\$3.6
New Capital Projects	<u>\$0</u>	<u>\$5.4</u>
<b>Total Cost</b>	<b>\$11.0</b>	<b>\$56.0</b>

By the time the plan reaches completion, nearly five times the current level of spending will be required to accomplish the expanded transit service plan.

## Section 8. PLANNING FOR THE FUTURE

Serving Johnson County constituents in the most efficient manner possible is a priority of the Transportation Council and JCT staff. Both are aware that there are several projects and regional points of interest that are either currently being developed or may be developed in the near future that will have a direct impact on the direction and development of projected route strategies. Examples of such points of interest include, but are not limited to:

- The Legends/Village West in Wyandotte County including;
  - Kansas City Wizards soccer stadium;
  - A new Wyandotte County casino;
  - Cerner Corporation;
- The Research Triangle; and,
- The Lenexa City Center (currently planned to receive service via the 87<sup>th</sup> St. Strategy and the Lenexa Local Link).

The \$400 million development around the Kansas Speedway, including an 18-field complex for amateur soccer and a new 600,000 sq. ft. office park for Cerner employees, will make this area a desirable destination for many people in Johnson County. Although financing strategies have not been developed yet to provide connectivity to The Legends from points in Johnson County, JCT is carefully monitoring these points of interest. Providing transit connectivity to these destinations would require a collaborative effort between Johnson and Wyandotte counties, with **JO-routes** eventually tying into the State Avenue BRT.

Other major projects in the area include the I-35 Bus on Shoulder (BOS) project and the development of the Metcalf/Shawnee Mission Parkway BRT.

### **I-35 Corridor**

The I-35 Corridor in the Kansas City metropolitan area is located primarily in Johnson County, Kansas. The study area for the proposed project is bounded by downtown Kansas City, Missouri on the north and Olathe, Kansas on the south (159th Street). The I-35 Corridor parallels the Burlington Northern Santa Fe (BNSF) Railway for a majority of its length. This corridor has been the historical connection between the downtown Kansas City Central Business District (CBD) and the Johnson County suburbs.

The I-35 Corridor has local, regional and national significance as a primary route for automobile, truck and rail travel. As the primary connection between the CBD and Johnson County, the corridor serves people commuting to and from work, and also people traveling to other destinations within and outside of the corridor. This area is home to national corporate offices and industrial areas, along with a variety of retail shops, residential housing, senior citizen housing, schools, and cultural and historic districts.

The I-35 Corridor continues to experience an increase in transportation problems including increased traffic congestion, growth in vehicle miles traveled (VMT), parking shortages, population and employment growth, and rapid new development. Concerns about the corridor are high, as these existing and potential problems could affect the vitality of the local communities and inhibit economic development.

Growth in traffic volumes on I-35 will result in further congestion and increased travel times, especially during the commuter peak periods. Projections prepared for the 1999 KDOT I-35/US 69 Major Investment Study (MIS) show that peak period travel times will double by 2020 without improvements



to the freeway. While some improvements to I-35 are programmed and funded, KDOT does not expect to complete all of the improvements recommended in the MIS.

Leadership in Johnson County is committed to improving transit in the I-35 Corridor. This commitment is evident by participation in various studies during the past decade and efforts at the state and federal levels to secure funding for a major transit investment in this corridor. Commuter rail service using tracks owned by the BNSF Railway has been regarded as the favored transit investment for I-35. Johnson County, in conjunction with FTA and KDOT, funded the I-35 Commuter Rail Advanced Planning Project and the Preliminary Engineering Phase I for the Commuter Rail Project that was completed in October 2001. Two main issues were unresolved: ridership estimates and BNSF's willingness to allow passenger operations on their freight tracks. As part of the preliminary engineering project, negotiations with the BNSF did not produce an acceptable agreement for use of the tracks. The alternative would have been to add tracks instead of using existing tracks. The cost for track capacity improvements was higher than anticipated and the nature of the negotiations raised concerns about the long term viability of a partnership with BNSF.

While commuter rail is not a viable option at this time, Johnson County along with many jurisdictions in the metropolitan area considers the I-35 Corridor to be a prime candidate for enhanced transit service.

Johnson County Transit decided to further analyze transit options in the I-35 Corridor after commuter rail failed to advance during the preliminary engineering phase in 2001. While some perceived further analysis as a step backward, it was necessary due to higher than expected costs for commuter rail. The decision to reenter the Alternatives Analysis phase was based on several factors:

- Concerns about the long term viability of commuter rail;
- The emergence of Bus Rapid Transit (BRT) as an option in corridors like I-35; and,
- KDOT's interest in exploring transit options for the I-35 Corridor.

The Alternatives Analysis (AA) consisted of an evaluation of a range of transit options that identified the option that best meets the needs of the I-35 Corridor along with the goals and objectives of Johnson County, FTA and KDOT. The overarching goal of the I-35 Fixed Guideway AA was to identify a Locally Preferred Alternative (LPA) for public transportation for the I-35 Corridor in Johnson County.

The I-35 AA project began in September 2004 and was completed a year later. The Project Management Team consisted of staff the following agencies: TranSystems, HNTB, Corporate Communications Group, ETC Institute, and JCT. During the course of the project, FTA required recalibration of the regional demand forecasting model maintained by the Mid-America Regional Council (MARC). Ridership forecasting was an important and fundamental task of the Alternatives Analysis. Work on the project was suspended for about 18 months while the model was recalibrated, which delayed the project's completion. In addition, JCT staff worked closely with MARC staff regarding the Alternatives Analysis of the I-70 Corridor. This similar study of the corridor from downtown Kansas City to Odessa, Missouri reached similar conclusions, which was to advance the BRT option as opposed to rail. Both I-70 and I-35 project management teams coordinated projects and project schedules.

The I-35 Fixed Guideway AA study began by addressing the purpose and need for the project. The Purpose and Need Statement for the Alternatives Analysis included seven goal statements, which were largely based on previous I-35 Corridor studies. The draft Purpose and Need Statement for the project was submitted to the Federal Transit Administration (FTA) on October 20, 2004. The FTA accepted the draft Purpose and Need Statement with minimal comment.

The I-35 Corridor experiences multiple transportation problems that threaten economic growth and limits development in the southwestern part of the metropolitan area. I-35 not only supports existing development along the corridor, but is also expected to support continued future population and commercial growth in Lenexa, Olathe, Overland Park, Gardner and communities to the south.

Increasingly, Johnson County businesses have drawn from Kansas City's labor pool making the "reverse commute" an important consideration in any analysis of transportation and transit alternatives. Transit service is considered part of the solution to provide access to Johnson County jobs for residents in other communities; however, current transit options are extremely limited and a challenge.

The I-35 BRT service plan consisted of 16 separate routes that would use I-35 for the express portion of the route. Unlike commuter rail, the buses were assumed to circulate in residential areas to provide direct service and avoid the need to transfer from automobiles. The buses were also assumed to circulate through the downtown Kansas City, Missouri and Crown Center areas to provide direct service to employment concentrations, which would preclude the need to transfer to distributor buses. The ridership estimates for I-35 Bus on Shoulder (utilizing a Bus Rapid Transit concept) was more than 4,000 daily rides.

The Locally Preferred Alternative (LPA) is a BRT system tailored to the I-35 Corridor in Johnson County. BRT is a flexible, high performance rapid transit mode that combines a variety of physical, operating, and system elements into a permanently integrated system with a quality image and unique identity. The buses would operate on I-35 and would be express in nature between communities in Johnson County and downtown Kansas City, Missouri.

A network of routes in the I-35 Corridor would provide broad service coverage and direct service for many commuters. The bus operations would include priority treatment such as the ability to operate on the freeway shoulders. In other cities, this technique has allowed buses to bypass congested traffic on the freeway, improving travel times and reliability.

The estimated I-35 BRT capital cost of \$49 million compares with more than \$320 million for commuter rail. Operating costs for the I-35 BRT service were estimated at \$5,112,000 in 2007 dollars compared with \$6.6 million for commuter rail. Signage, pavement markings and an effective public information campaign, along with bus driver training are also parts of a successful BRT operation employing BOS. Total project costs are estimated to be \$49,188,000 to deploy this expanded service along approximately 23 miles of I-35 Corridor between central Johnson County, Kansas and downtown Kansas City, Missouri.

#### **Total Projected Costs and Ridership Comparisons**

<b>Alternative</b>	<b>Total Capital Cost</b>	<b>Annual Operating Cost</b>	<b>Daily Ridership</b>	
			<b>I-35 Corridor</b>	<b>Total System</b>
Commuter Rail	\$323,205,000	\$6,561,000	776	11,863
I-35 BRT	\$49,188,000	\$5,112,000	4,286	14,873
TSM (Transportation Systems Management)*	\$26,855,000	\$5,285,000	2,293	12,880

\*TSM is a strategy to make a transportation system more efficient without investing in major capital improvements and includes technologies such as traffic signal timing, ramp metering and traffic signal upgrades.

The I-35 BRT service plan was refined and two alternative approaches were developed; Alternative 1 with four BRT routes, and Alternative 2 with five routes. The routes in both alternatives would serve

the south Overland Park and Olathe areas. Subsequent BRT phases will include service in other communities such as Lenexa and Shawnee. The shoulders along the I-35 corridor were evaluated to determine their suitability for Bus on Shoulder operations. The evaluation was performed from two perspectives: 1) the physical characteristics of the shoulder and 2) traffic operations. The evaluation concluded that, in general, the shoulders along I-35 are suitable for BOS use; however, there are a few locations that, for a variety of reasons, do not lend themselves to this type of operation. KDOT was involved throughout the project. The Project Team met with KDOT officials and managers to explain the BRT/BOS concept, and present preliminary conclusions regarding the BOS evaluation and the traffic analysis. The Project Team also worked with KDOT and the Kansas Highway Patrol on various institutional and legal issues associated with the bus use of shoulders and enforcement and safety concerns. The project included a preliminary evaluation of new park and ride lot locations. The concepts call for larger lots with passenger amenities such as passenger shelters and electronic information signs.

### **I-35 Phased Implementation Plan**

#### **Capital Costs**

<b>Item</b>	<b>Alternative 1</b>	<b>Alternative 2</b>
Buses	\$10,080,000	\$11,340,000
Stations	1,760,000	2,200,000
Park and Ride Lots	1,600,000	2,000,000
Shoulder Preparation	2,360,000	2,360,000
Other*	<u>788,000</u>	<u>985,000</u>
Sub-total	\$16,588,000	\$18,885,000
Soft Costs	<u>\$1,046,000</u>	<u>\$1,189,000</u>
<b>TOTAL</b>	<b>\$17,634,000</b>	<b>\$20,074,000</b>

\*Other includes ITS enhancements such as electronic signs, transit signal priority and queue jumper applications.

#### **Operating Costs**

<b>Item</b>	<b>Existing Service</b>	<b>BRT Alternative 1</b>	<b>BRT Alternative 2</b>
Total Cost	\$692,000	\$1,777,000	\$1,878,000
Fare Revenue	<u>\$207,000</u>	<u>588,000</u>	<u>629,000</u>
Operating Deficit	\$485,000	\$1,189,000	\$1,249,000

The benefits to Bus on Shoulder (BOS) implementation include an improvement in schedule reliability, a significant travel time savings on normal travel days and an increased opportunity for greater time savings. Enhanced express bus service in the I-35 Corridor requires a means for providing buses an advantage over automobiles. The BOS concept is straightforward: Buses are permitted to use the shoulder in designated sections of the freeway when traffic congestion reduces traffic speeds below 35 mph. The designated BOS sections are predetermined based on the physical and operational characteristic of the shoulder and the freeway. Interchange areas are evaluated on a case-by-case basis to determine how buses can best operate through the interchange. BOS operation is only permitted where it can be used safely.

The shoulder remains a shoulder in terms of its functions. If the shoulder is in use by a disabled vehicle or an emergency vehicle the bus cannot use the shoulder and must merge back into the adjacent traffic stream.

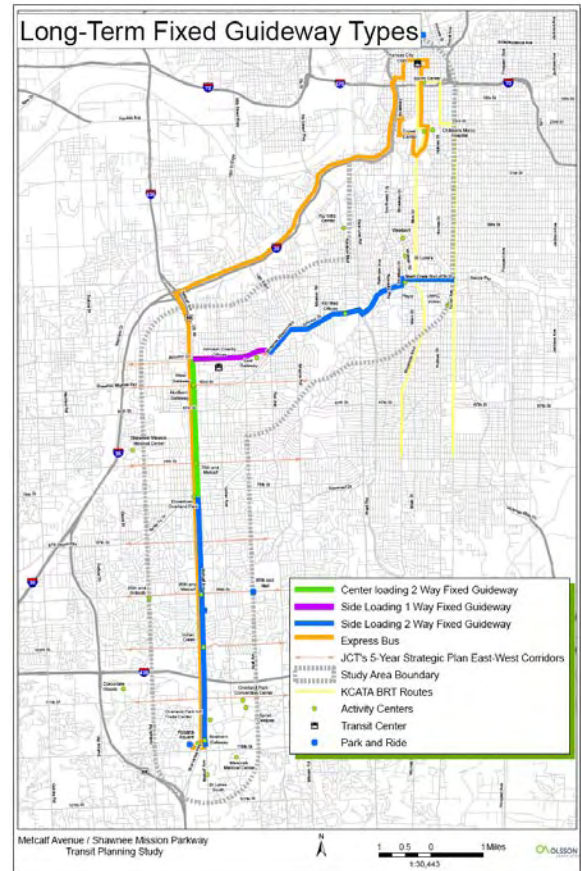
The safety of BOS is further enhanced by restrictions on transit operations. The speed differential is limited to 10 mph. Thus, if traffic is at 30 mph, buses can only travel at 40 mph. Buses can pass stopped traffic at 10 mph. Bus on Shoulder legislation that authorizes the Kansas Secretary of Transportation to designate areas within the state where operators can utilize highway shoulders is being introduced by the Kansas Legislature during the 2010 session.

### **Metcalfe/Shawnee Mission Parkway Transit Planning**

Transit is seen by community leaders as an important component for the success of planned major redevelopment projects. These redevelopment projects include Vision Metcalf in Overland Park, Kansas and the East and West Gateway Projects in Mission, Kansas. These plans call for higher population densities and employment concentrations than what currently exist in each corridor. There is a concern that the densities envisioned in each plan will not be able to be achieved without a substantial increase in transit service, ridesharing and walking.

A synergy exists within the study corridor between activity centers located along Metcalf Avenue and Shawnee Mission Parkway and the population concentrations and activity centers located in Kansas City, Missouri and in Kansas City, Kansas. On the north and east end of the combined corridor is the County Club Plaza, midtown Kansas City, Missouri, the Kansas City, Missouri Central Business District (CBD) and the Kansas City, Kansas CBD.

Within the south end of the study area is the Corporate Woods office park, the Sprint Headquarters and campus, Overland Park Convention Center, and International Trade Center. Shawnee Mission Parkway, located in the middle of the study area, serves as a major thoroughfare. It also provides access to several employment and retail centers including the Johnson County Northeast Government Offices.



The Kansas portion of the study corridor has been the focus of several intensive planning studies whose combined overarching goal is to ensure future growth and development. This Metcalf / Shawnee Mission Parkway Transit Planning Study builds upon the emphasis of BRT and traditional transit set forth in earlier plans and studies that took place within the Metcalf Avenue / Shawnee Mission Parkway Corridor.

Vision Metcalf is a long range corridor study that examines land use, transportation, urban design and streetscape elements. The overall Vision Metcalf transportation is to "Develop a balanced transportation system that provides multimodal travel options within the Corridor." By any measure, Bus Rapid Transit appears as a significant option in Vision Metcalf's transportation component. Vision Metcalf describes a high capacity transit route that would operate in the Metcalf Avenue / Shawnee



Mission Parkway corridors. This higher capacity transit route was shown in Vision Metcalf to use a median arterial bus way that would physically separate bus lanes from vehicular traffic. The proposed transit route in Vision Metcalf would tie into east-west feeder bus lines running on major cross streets like College Boulevard, 103rd Street, 95th Street, 75th Street, and Shawnee Mission Parkway, as well as future regional rapid transit and regional BRT running respectively along I-435 and I-35. The Indian Creek subarea identified in Vision Metcalf centers on I-435 and Metcalf Avenue. It is envisioned as a major transit hub for regional rapid transit running on I-435 and local transit serving attractions on Metcalf Avenue.

The focus on improved transit is further emphasized in the City of Mission's West Gateway Vision Plan, which encompasses the vision for the northeast corner of Metcalf Avenue and Shawnee Mission Parkway. BRT is one of the five key elements of the redevelopment concept, along with pedestrian-friendly streets, innovative parking strategies, a wide building-type range and signature parks. The plan's executive summary states, "Bus Rapid Transit (BRT) will serve as a backbone of the transportation network, and it will connect the West Gateway to Downtown and East Gateway." It is further envisioned in the West Gateway Vision Plan that this transportation system will tie into a proposed BRT system, and existing transit systems, connecting Mission to the greater Kansas City area.

In the planning process, 71 percent of respondents either agreed or highly agreed with the statement "We should plan for a transit system that will move people easily between the East and West Gateways along Johnson Drive and would also connect to a future BRT connecting to adjacent regional centers". The plan states that The West Gateway area will incorporate components such as benches, shelters, landscaping and a pedestrian scale that will make people comfortable waiting for transit service.

The Cities of Mission, Fairway, and Roeland Park created an East Gateway Redevelopment Plan concentrating on redeveloping the north-east corner of Nall Avenue and Shawnee Mission Parkway. This plan makes provisions for redeveloping Martway from a street flanked by two large, surface parking lots to a parkway equipped with a roundabout designed to allow bus circulation, and which would accommodate a future transit center for a BRT stop located between Johnson Drive, Shawnee Mission Parkway, Roe Boulevard, and Nall Avenue. While the plan doesn't focus on BRT to the same extent as the West Gateway Vision Plan or Vision Metcalf, the East Gateway Redevelopment Plan recommends having an "easily assembled and designed site in an appropriate place" if and when the BRT is constructed. The geographical focus of this plan is on Shawnee Mission Parkway and Nall Avenue. Improved transit in the Metcalf Avenue / Shawnee Mission Parkway Corridor would likely also access this area, and would be supported by elements in the East Gateway Redevelopment Plan.

The Metcalf/Shawnee Mission Parkway BRT project will allow buses to operate in mixed traffic with some transit priority, such as signal priority, and will provide 15-30 minute service frequency to its riders. This project is in conjunction with Overland Park's Vision Metcalf proposal, which supports a more pedestrian friendly environment. The Metcalf/Shawnee Mission Parkway BRT project also supports the two Gateway studies performed by the city of Mission, which will eventually provide transit options from the city of Mission to the County Club Plaza.

The Metcalf Avenue and Shawnee Mission Parkway Transit Planning Study analyzes and presents options to evolve transit service along the Metcalf Avenue and Shawnee Mission Parkway corridors in the context as presented in Vision Metcalf, the West Gateway Vision Plan, and the East Gateway Redevelopment Plan. The purpose of this study is to provide a more detailed assessment of potential strategies that would improve transit services within these two corridors. This study was a collaborative effort by Johnson County Transit (JCT), the City of Mission, Kansas, and the City of Overland Park, Kansas. The study was completed with the assistance of the Kansas Department of Transportation (KDOT) and the Mid-America Regional Council (MARC). Phase I of the study was



completed in October 2009 and accepted by the Board of County Commissioners in December 2009. At that time, the BOCC also authorized JCT to finalize the FTA Alternative Analysis Scope of Services Study required by the federal government. This Phase II study will include a more rigorous definition of the transit alternatives, as well as more defined operations plans. It will also include conceptual engineering plans for sections of the corridor in which a fixed guideway alternative will be developed.

Significant changes are anticipated for the land use and density of the Metcalf Avenue and Shawnee Mission Parkway corridors. Vision Metcalf, the West Gateway Vision Plan, and the East Gateway Redevelopment Plan seek to revitalize the corridor and show a conversion to a more dense development character. The higher density development will provide an opportunity for transit to serve a portion of mobility needs in these corridors. In addition, transit service along Metcalf Avenue and Shawnee Mission Parkway is seen as becoming the spine of an enhanced transit network for Johnson County. Projected capital costs to complete the Metcalf/Shawnee Mission Parkway project are estimated to be \$238,000,000. Near-term projections are for a Mixed BRT (no special lane dedicated to bus travel) and long-term projections are for a Fixed BRT (dedicated lane assigned to bus travel only).

### **Metcalf/Shawnee Mission Parkway Comparative Costs**

	<b>Near-term BRT Mixed</b>	<b>Long-term BRT Fixed</b>
Estimated annual ridership	342,000	1,315,350
Annual operating costs	\$ 2,025,000	\$ 2,924,075
Capital Costs		
Rolling Stock	\$12,802,500	\$18,321,250
Infrastructure	\$ 8,172,765	\$219,800,000
Total Capital Costs	\$ 20,975,265	\$238,121,250

### **Capital Funding Sources**

A variety of potential funding sources are available to fund the near-term and long-term phases. Each funding source has distinct qualifications, requirements, and application procedures. While not all-inclusive, the following list of programs and mechanisms are typically used to fund transit capital or operation costs.

#### *American Recovery and Reinvestment Act (ARRA)*

The ARRA provides funding through the Federal Transit Administration for transit capital projects. Two new discretionary programs were created – an energy program with \$100 million in funding and a multi-modal program with \$1.5 billion in funding. One or both of these programs could be utilized to provide funding that could be used for capital expenditures related to the development of BRT service in the corridor. This funding requires no local funding match. There are quick deadlines for application even though full information about the programs has not been finalized.

In February 2010, JCT was awarded \$10.5 million from the FTA as part of the regional TIGER (Transportation Investment Generating Economic Recovery) Grant Proposal, which allows JCT to begin moving forward on the Metcalf/Shawnee Mission Parkway Project. Funds were allocated as follows:

- Rosana Square Park and Ride                      \$ 300,000
- Metcalf South Park and Ride                      300,000
- East Gateway Transit Center                      2,000,000
- Transit Signal Priority System                      500,000
- BRT Transit Stations                                  3,414,000
- Pedestrian Crossings                                4,000,000

**Corridor Total:                      \$10,514,000**

*Federal Transit Administration Section 5307 urban area formula funding*

This program provides funding to urban areas for transit capital and for transportation related planning. Planning, engineering design, capital investments such as bus replacement, bus overhaul, construction or maintenance, passenger facilities, and capital investments in new and existing fixed guideway systems including rolling stock, vehicle overhaul or rebuilding, track, signals, and communications are all eligible for urban area formula funding.

## **SECTION 9. FINANCING THE PLAN**

### **Current Transit Funding**

Transit service and facilities in Johnson County are funded through a mix of local, state and federal funding. Federal funding is through grants from the Federal Transit Administration (FTA). These grants are from the Section 5309 formula program and discretionary grants from the Section 5307 program and others, such as the Congestion Mitigation Air Quality (CMAQ) program. These federal grants vary from year to year but have averaged about \$2.3 million annually. Federal funding is used primarily for capital projects and planning studies.

State funding is through the Kansas Department of Transportation's (KDOT) Comprehensive Transportation Program (CTP). Funding from KDOT is \$1.3 million, annually.

Johnson County provides the majority of funding for JCT from general revenues. In FY 2008, funding from the County was \$5.5 million.

JCT also uses operating revenues from passenger fares and advertising fees to fund the transit operation.

### **Future Funding Options**

Future funding for transit is at the core of the Strategic Plan. It is not likely that funding from FTA or KDOT will change (or increase) in the foreseeable future. The federal program which ran through 2009 has been depleted. The KDOT CTP which ran through FY 2009 has also expired and there are no expected increases in funding with the new CTP. A regional transit fund initiative is not expected to materialize in the near term either.

Thus, if transit is to be expanded and improved in Johnson County, funding will have to come from local sources, either the County or cities in Johnson County.

One of the most important priorities identified by the Transportation Council is to identify and secure a local funding source that is dedicated and predictable. Given the need for increased funding to cover even some of the desired service expansion projects, this should be one the Transportation Council's highest priorities for the continued deployment of the Strategic Plan.

### **Involvement of the Private Sector**

Involvement of the private sector in transit in the County is one of the ideas expressed during the Transportation Council's December 2006 strategic planning session. Private sector involvement has become a very important component of funding for transit in some metropolitan areas. In Dallas, for example, the private sector led the initial successful drive to secure funding for the light rail system. The private sector has led successful transit referendums in Salt Lake City for increased funding that allowed their light rail system to be built. Another example is the Portland Streetcar which is run by a non-profit group of downtown stakeholders called Portland Streetcar Inc. However, two-thirds of the funding comes from the transit agency, and TriMet actually operates the Portland Streetcar under agreement with Portland Streetcar Inc. The public image is of private sponsorship, however, and TriMet is not recognized as playing a role in the streetcar.

It may not be likely that the business community in Johnson County accepts a role as broad as these examples, but the private sector's support should be secured for any funding initiative.

The private sector can also be involved in transit funding through joint development projects. An example of this approach is a transit center that is developed as part of a commercial development with the private developer contributing to the cost of the transit center. Transit can participate by attracting federal or state funds that can be leveraged by using the private contribution.

This possibility should be considered as JCT moves forward with major passenger facilities.

## Future Funding Scenario

The increase in funding required to fully fund the expanded transit service plan, using the figures from Table 7.4, is substantial. As previously explained, it is not reasonable to assume significant increases in funding from either KDOT or FTA. Even assuming that FTA funding could be obtained for all eligible capital projects, the increase in funding from Johnson County (and County cities) would be substantial. Table 8-1 shows the required funding increase based on the figures from Table 7.4.

**Table 9-1. Future Estimated Local Funding Requirement for the Expanded Transit System**  
(millions)

	<b>Current</b>	<b>Full Build Out</b>
Local (County)	\$5.5	\$37.8
State	\$1.3	\$2.0
Federal	\$2.3	\$9.0
Other	\$1.9	\$7.2
<b>Total Cost</b>	<b>\$11.0</b>	<b>\$56.0</b>

As shown, even with the very optimistic assumption that FTA funding will increase to \$9 million annually, funding from local sources would still have to increase to almost \$38 million by the final year of implementation. This magnitude of increase is not likely without a restructuring of transit funding in Johnson County or JCT's Agreement with KCATA.

It is important to mention that there would be an increase in farebox revenues; however, the percentage of farebox revenue to operating costs will continue to be low.

If it is not possible to fund the total plan, there are different ways to approach the issue:

- Scale back the plan by refining priorities and limiting service expansion, or
- Extend the timeframe of the plan. For example, by assuming it is a 10-year plan instead of a 7-year plan.

Another way to approach the matter of funding increases is to “back into” expanded services by assuming some reasonable or attainable funding increase with the current transit funding structure. Then a determination can be made as to what expanded services can be funded.

## SECTION 10. MANAGEMENT CONSIDERATIONS

JCT has developed an effective management capability. As the transit system in the County grows, the management capability must grow as well. The Transportation Council recognizes that the goal of an expanded transit system cannot be realized unless the community trusts the management of the system. Building the public's trust is one of the goals identified by the Transportation Council

**System Image:** Even the best run public transportation system (as recognized on a national level) may be criticized at home for inadequate service, inadequate communication, operating empty buses, and many other perceived transgressions. How then do we create an entity to provide public transportation with a new image and how do we maintain that image? Some ideas are:

- Be active in providing services that help a large number of people in the area—such as running special services for special events. In this way, more of the taxpayers directly benefit from the service;
- Involve the business community: if they are interested in advocating for a particular service and are willing to help campaign for funds, they can help keep public opinion positive. Participate in business events as much as possible to keep in communication;
- Limit services to what the authority can do well. In the tradeoff between route coverage and service headways, try to provide better service in fewer corridors;
- Try to keep the service simple and easy to understand;
- Paint the buses bright colors so they are noticed. In Knoxville, people thought that there were many more buses when they were painted bright orange and purple; and
- Use appropriate size buses so that there will not be the impression that the transit system runs many empty buses.

**Performance Monitoring and Accountability:** How can performance be monitored and accountability ensured in a transit system? Ideas include:

- Creating structure that ensures that municipalities have control over service provided, and that the municipalities pay for the services that they approve. This ensures that those receiving the service have a stake in that service being efficient and effective. In a sense, that is what happens now under a contract for service. Communities explicitly contract for and pay for the services provided.
- If a subsidy is provided through a regional mechanism (such as a county tax) or a state subsidy, using incentive mechanisms to distribute the subsidy once the costs have been allocated. Different mechanisms to consider include:
  - Matching the contribution of each municipality proportionally. That is, if half the cost of service comes from community A, allocate half of the subsidy amount to that community. This approach is used in several areas.
  - Using an incentive formula to distribute the subsidy. For example the subsidy might be distributed by route proportional to the ratio of unlinked passenger trips per hour compared to a system average for that type of route. This means that if a municipality wishes to keep a poorly performing route, they will pay more per hour than for a well performing route. This concept comes from the performance portion of the North Carolina system for allocating revenues between transit authorities statewide. Sixty percent of the funding is allocated based on performance, thirty percent is based on local commitment, and ten percent is shared equally among the systems.



- Creating service and performance standards, and adjusting service in accordance with the standards. The standards would not affect how subsidies are distributed, but be used to determine whether a route is retained or not. The standards could also spell out a procedure to follow for monitoring service, taking remedial action, and reducing or increasing service. There are many examples of performance standards that could be adopted for Johnson County.
- Creating a comprehensive communications plan that will identify the communication strategies needed to effectively communicate and implement the goals and objectives of the Strategic Plan. As with the Plan itself, the communications plan will be revisited on an as needed basis, or at least annually, for assessment and updates.

**Strategic Focus:** The Transportation Council is aware of the importance of marketing and promotion in the “choice” market of Johnson County. Most residents of and other travelers in Johnson County do not have to rely on transit. They have private automobiles or the means to secure transportation on their own. Thus, transit service must be marketed and promoted.

JCT has a marketing program that, although somewhat limited by budget considerations, has been effective in marketing *The JO*. The FY 2009 Johnson County Community Survey<sup>14</sup> found that nearly one out of every two (47%) residents was familiar with services provided by JCT.

The intent of this section is to outline a process for JCT to be more strategically customer-focused. These ideas stem from strategic planning sessions with the Transportation Council and JCT staff.

#### Definition of Customer Focus

An organization is customer focused if it successfully addresses the actual and perceived needs of its key constituencies. JCT’s customers fall within three groups with a number of sub-groups. They are:

- *Consumers*
  - Current riders
  - Potential Riders
  - Social Service Agencies
  - Businesses
- *Funding Sources*
  - Riders
  - General public
  - Board of County Commissioners
  - County units of government, namely cities but could include school districts
  - Missouri units of government to the extent there is regional financing or cooperation to access other intergovernmental financing (like earmarks or cooperative service agreements).
  - State of Kansas
  - State of Missouri (to the extent funding or regulatory processes contribute to intra-regional cooperation or service cost sharing)
  - Federal Transit Administration

<sup>14</sup> ETC Institute, 2007 Community Survey, November 2007.

- *Ancillary Stakeholders*
  - Convention and Visitors Bureaus
  - Chambers of Commerce and the business community
  - Economic Development agencies
  - Environmental Advocacy groups
  - Disability Advocacy groups
  - Senior Advocacy groups

### Customer Stakes in Transit

Each customer group has a set of stakes or desired outcomes in transit. The stakes can be overlapping or not. It is important that JCT understand what its customers expect of it. This can be done through surveys, focused interviews or based on past experience. Some sample expectations are:

- Consumers
  - Service meets an important transportation need. Service frequencies, geographic coverage, reliability, correct price, reasonable travel time versus other choices are among the key factors.
- Funding Sources
  - Transit should be providing some tangible and vital benefit to taxpayers. Ideally the funding should be an easy decision for the agencies involved, even with the competition for governmental funding.
  - Assurance that JCT is a good steward of public funds.
- Ancillary Stakeholders
  - Overland Park Convention and Visitors Bureau—help make the Overland Park Convention Center appealing to travelers by providing transportation options (to and from KCI, within geographic area of convention center and hotels).
  - Chambers—support in obtaining and retaining employees and customers.
  - Economic development—quality of life issues.
  - Environmental advocates—contribution to air quality and energy conservation.

### Focus on Solving Transportation Problems

With unlimited resources, JCT could meet a variety of transportation problems and needs. Reality requires that JCT focus on only some of them. The needs that are targeted will affect one or more of the above customer groups. For example, if I-35 looks like it will experience a major decline in capacity in the coming years, which will affect a number of the above stakeholders, then focusing on solving the I-35 dilemma becomes a priority for JCT.

Other transportation issues may be emerging, as well. Those should be identified and prioritized according to importance to the above groups. A plan, including a financial strategy, should be developed that addresses the problems and JCT's solution(s).

Transportation priorities can be determined through discussions with planning and business professionals as well as from documented studies and local plans.

## On-going Efforts:

In addition to emerging issues, it needs to be acknowledged that **The JO** is already serving a useful purpose; otherwise it would not have the support it has. What support?

- ♦ The single largest indicator of growing support – steady ridership growth. From FY 2006 to FY 2007 and from FY 2007 to FY 2008, ridership growth was 32% and 35%, respectively.
- ♦ According to the FY 2007 Johnson County Community Survey, improving public transit in the county ranked as the number two priority, behind emergency preparedness.

Surveys done regarding JCT services during the past several years often show results that the public appreciates the *quality* of **The JO** system, but wants more *quantity*. Taking care of the current constituency is as important as broadening services and support. Steps to be taken include:

- Prioritizing the above customer list;
- Determining their desired outcome for transit; and
- Developing and distributing messages accordingly.

For example, if the Board of County Commissioners is a high priority customer, then a regular report would be an effective means of highlighting the benefits **The JO** is providing the County citizens. Statistics on JCT's stewardship would be valuable as well. For example, statistics could highlight that JCT's costs are lower than other area transit providers or providers of similar scope elsewhere.

Some suggested communication mechanisms by customer type include:

Customer	Messages	Mechanism
County Municipalities	Benefits provided, public stewardship	Monthly reports and/or updates to various councils/boards and other interested organizations
General Public	Benefits provided, public stewardship	Advertisements, direct mail
Riders	Customer appreciation, reinforce their decision to ride <b>The JO</b>	On-board advertising cards, newsletters, Twitter updates, Facebook postings and e-mail blasts

## APPENDIX A

### GLOSSARY OF TRANSIT TERMS

**ADA:** The **Americans with Disabilities Act of 1990** was signed into law on July 26, 1990, by President George H. W. Bush, and later amended with changes effective January 1, 2009. This Act prohibits discrimination against people with disabilities in employment, transportation, public accommodation, communications and governmental activities.

**ADA Complementary Paratransit Service:** In general, ADA complementary paratransit service must be provided within 3/4 of a mile of a bus route or rail station, at the same hours and days, for no more than twice the regular fixed route fare. This applies to full, fixed-route transit systems. Currently, JCT is exempt due to the commuter express nature of its service.

**AM peak:** The time period from 5:00 a.m. - 8:30 a.m., during which the majority of morning commuters travel.

**BRT:** The acronym for *Bus Rapid Transit*, a route that usually has a lane set aside for buses only and usually has at least 20-minute headways.

**Commuter Express:** Buses/routes that take riders to and from work with limited stops in between, typically during a.m. and p.m. peak periods.

**Evening:** The time period from 8:00 p.m.-11:00 p.m.

**Express Route:** Buses on express routes travel with fewer stops along a corridor to enable a shorter travel time. Express routes are used most often for traveling longer distances.

**Flex Route:** A route with scheduled stops where the bus also picks up riders who have called requesting travel to a specific destination. This route has time built in between the scheduled stops to pick up riders who have made an “on demand” request at least 24 hours in advance.

**Fixed Route:** A route that travels along one designated path, in which passengers board at scheduled stop locations.

**Headway:** The time between one bus arriving for pickup and the next bus on the same route arriving for pickup (a/k/a frequency).

**KCATA:** The abbreviation for Kansas City Area Transportation Authority (a/k/a Metro). This is a bi-state, quasi-governmental authority empowered to develop and operate transit systems in the counties of Johnson, Wyandotte and Leavenworth in Kansas, and Jackson, Clay, Platte and Cass counties in Missouri.

**Local Link:** Community-based services providing transportation options for accessing employment, civic, and other life-enhancing venues. Costs for Local Link routes are generally covered by city investment.

**Midday:** The time period from 9:00 a.m.-3:00 p.m. in which fewer commuters travel. Transit service on particular routes may be less frequent during this period, with less demand for transit shown.

**PM peak:** The time period from 4:00 p.m.-7:00 p.m., in which the majority of evening commuters travel.

**U.G.:** Unified Government (Kansas City, Kansas and Wyandotte County) Transit (a/k/a The Bus). Unified Government Transit is a unit of the Unified Government of Wyandotte County and Kansas City, Kansas and is one of three public transit providers in the metropolitan area.

## APPENDIX B

### INDIVIDUAL ROUTE STRATEGIES

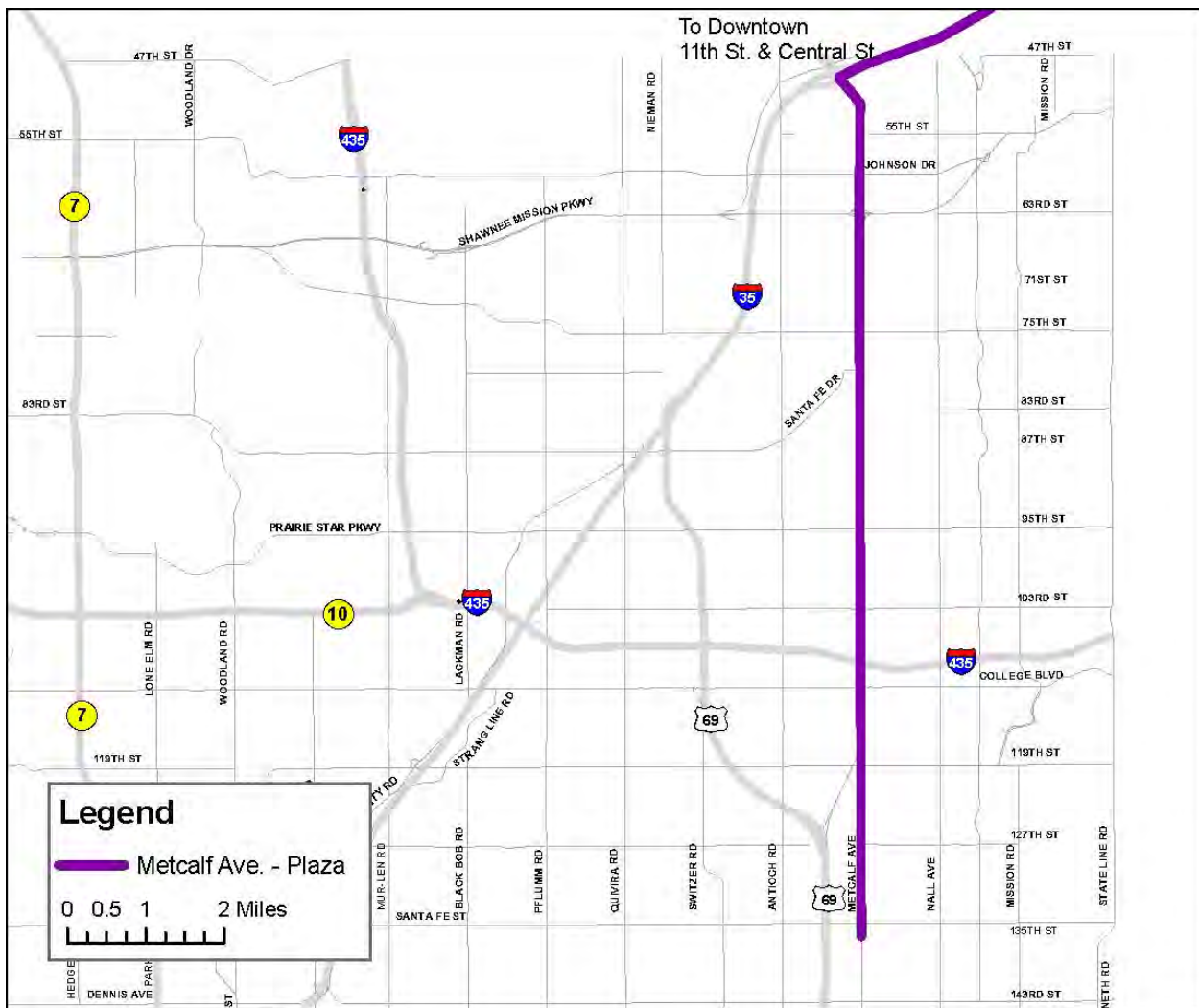
Strategy: Metcalf Ave. – Downtown (fixed route)

Route Description: This route will provide service from 135<sup>th</sup> St. and Metcalf Ave. to 11<sup>th</sup> St. and Central in downtown Kansas City, Missouri via Metcalf Ave. and I-35. This is an express service along Metcalf Ave. that will stop at designated express stops and will only operate during AM and PM peak commute times.

Current Service: **Route C** currently provides service between 135<sup>th</sup> St. and Mur-Len and downtown Kansas City, Missouri, via 135<sup>th</sup> St., Antioch Rd., 119<sup>th</sup> St., Metcalf Ave. and I-35. There are seven trips daily, Monday through Friday. Annual operating costs are \$284,807.

Year 1: **Route C** will be absorbed by the Metcalf-Downtown service. There will be 11 trips added, Monday through Friday. Additional costs are projected to be \$330,424.

### Metcalf Ave. – Downtown Service Map





Route	This route will provide service from 135 <sup>th</sup> St. and Metcalf Ave. to the Country Club Plaza in Kansas City, Missouri via Metcalf Ave., Shawnee Mission Pkwy. and 47 <sup>th</sup> St.
Description:	This route is currently a commuter express service, but will eventually become an official BRT service route. This service has been developed in conjunction with the Shawnee Mission Parkway BRT Study. This route will connect with the MAX and the Troost MAX.

Year 1: **Route H** will be replaced with this service strategy, which will extend to 135<sup>th</sup> St. and Metcalf Ave. There will be nine trips added, Monday through Friday. Additional costs are projected to be \$247,903.

Year 4: Begin evening service and add hours on regular and ADA service Monday through Friday. Add hours to regular Saturday service and begin ADA service on Saturdays. Begin regular and ADA service on Sundays. There will be 20 trips added, Monday through Friday. Additional costs are projected to be \$1,140,290.

This map shows the Metcalf Ave. - Plaza area. Major roads include Metcalf Ave. (highlighted in purple), Shawnee Mission Pkwy, Prairie Star Pkwy, and Johnson Dr. Highways shown are I-435, I-36, and US-89. Landmarks include the To Country Club Plaza and various streets like 47th St, 55th St, 63rd St, 71st St, 75th St, 83rd St, 87th St, 95th St, 103rd St, 118th St, 127th St, 135th St, 143rd St, 15th St, 16th St, 17th St, 18th St, 19th St, 20th St, 21st St, 22nd St, 23rd St, 24th St, 25th St, 26th St, 27th St, 28th St, 29th St, 30th St, 31st St, 32nd St, 33rd St, 34th St, 35th St, 36th St, 37th St, 38th St, 39th St, 40th St, 41st St, 42nd St, 43rd St, 44th St, 45th St, 46th St, 47th St, 48th St, 49th St, 50th St, 51st St, 52nd St, 53rd St, 54th St, 55th St, 56th St, 57th St, 58th St, 59th St, 60th St, 61st St, 62nd St, 63rd St, 64th St, 65th St, 66th St, 67th St, 68th St, 69th St, 70th St, 71st St, 72nd St, 73rd St, 74th St, 75th St, 76th St, 77th St, 78th St, 79th St, 80th St, 81st St, 82nd St, 83rd St, 84th St, 85th St, 86th St, 87th St, 88th St, 89th St, 90th St, 91st St, 92nd St, 93rd St, 94th St, 95th St, 96th St, 97th St, 98th St, 99th St, 100th St, 101st St, 102nd St, 103rd St, 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Strategy: 75<sup>th</sup> St. (fixed route)

Route Description: This route will provide service from 75<sup>th</sup> St. and Quivira Rd. in Overland Park to 75<sup>th</sup> St. and Wornall Rd. in Kansas City, Missouri, and will connect with the MAX. This route will also service Quivira Rd., from 75<sup>th</sup> St. to 127<sup>th</sup> St. until the Quivira Rd. fixed route service begins in Year 3. Services on the Metcalf Ave. routes need to have full build out in order to realize the projected ridership for this route.

Current Service: None

Year 1: Begin AM peak and PM peak service, Monday through Friday. There will be 16 trips. Costs are projected to be \$420,974.

Year 2: Begin regular midday and ADA service Monday through Friday. There will be five trips added. Additional costs are projected to be \$298,646.

Year 3: Transfer service along Quivira Rd. to the Quivira Rd. Route. 75<sup>th</sup> St. service will provide east and west travel from Quivira Rd. to Wornall Rd. Increase AM peak, midday, and PM peak levels of service Monday through Friday. Begin weekday evening service. There will be 21 trips added. Additional costs are projected to be \$340,333.

Year 5: Begin regular and ADA services on Saturday and Sunday. Additional costs are projected to be \$216,087.

### 75<sup>th</sup> St. – Route Map



Strategy: KCK-State Ave. Connector (fixed route)

Route Description: This route will provide service from Indian Springs Transit Center in downtown Kansas City, Kansas to Johnson County's Northeast Transit Center via I-635 and Metcalf Ave. Both transit centers provide significant transfer opportunities with Metro, Unified Government and **JO** systems. This route will also support connections between BRT service in Johnson County and the proposed State Avenue BRT.

Current Service: None

Year 2: Begin AM peak and PM peak service, Monday through Friday. There will be 22 trips. Costs are projected to be \$128,138.

### Route KCK – State Ave. Connector Service Map



Strategy: Quivira Rd. (fixed route)

Route Description: This route will provide service from 135<sup>th</sup> St. and Quivira Rd. to the Northeast Transit Center via Quivira Rd. and Shawnee Mission Pkwy. The Quivira Rd. route will replace the service along Quivira Rd. that the 75<sup>th</sup> St. route provides in Years 1 and 2.

Current Service: **Route D** currently serves 116<sup>th</sup> St. and Renner Rd. to downtown Kansas City, Missouri via College Blvd., Quivira Rd., 95<sup>th</sup> St., Pflumm, 87<sup>th</sup> St, 75<sup>th</sup> St., Nieman Rd., Johnson Dr., Lamar and I-35. There are currently 16 trips per day, Monday through Friday. The current annual operating cost is \$449,848.

Year 3: **Route D** will be absorbed into the Quivira Rd. Route. Add regular and ADA service during AM peak, midday, PM peak, and evening hours, Monday through Friday. There will be 20 trips added. Additional costs are projected to be \$1,448,295.

### Quivira Rd. – Route Map



Strategy: Metcalf Ave. – Local (fixed route)

Route Description: This route will provide service from 135<sup>th</sup> St. and Metcalf Ave. to the Northeast Transit Center via Metcalf Ave. and Shawnee Mission Pkwy. Local service offers more stops along Metcalf Ave. and takes longer to travel the corridor.

Current Service: None

Year 3: Begin regular and ADA service Monday through Friday during AM peak, midday, PM peak, and evening hours. There will be 28 trips. Costs are projected to be \$1,137,861.

### Metcalf Ave. – Local Service Map





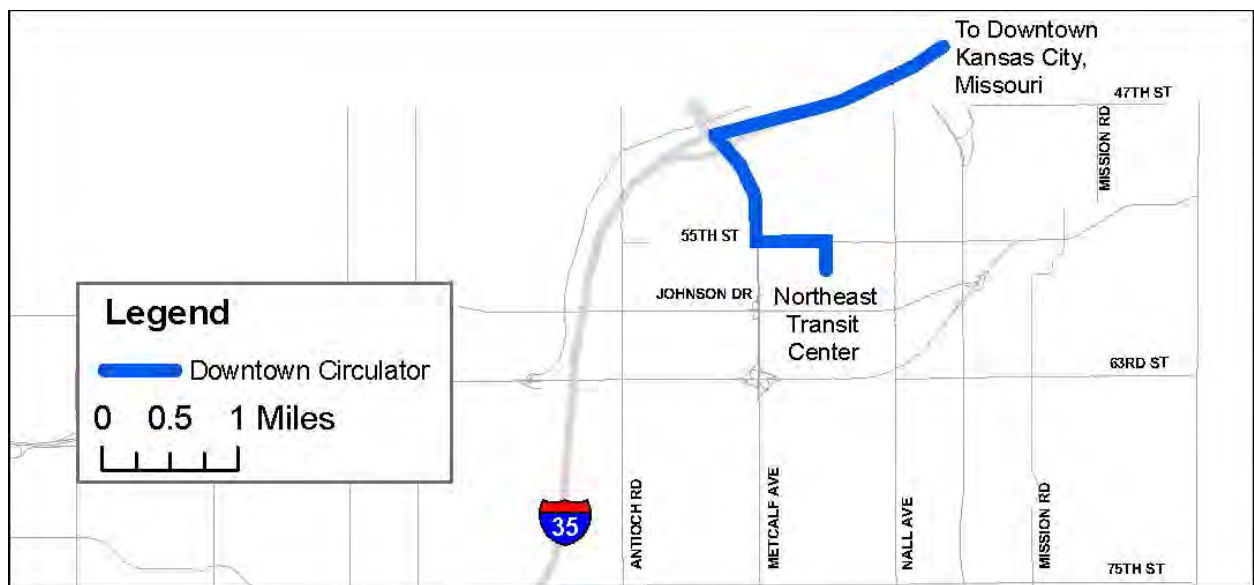
Strategy: Downtown Circulator (fixed route)

Route Description: This route will provide service during midday and evening hours from the Northeast Transit Center to downtown Kansas City, Missouri via Metcalf Ave. and I-35. This route allows riders from the Johnson Dr. Route, the Metcalf Ave. Local Route, the Antioch Rd. Route and the Quivira Rd. Route to transfer to a downtown Kansas City, Missouri route.

Current Service: None

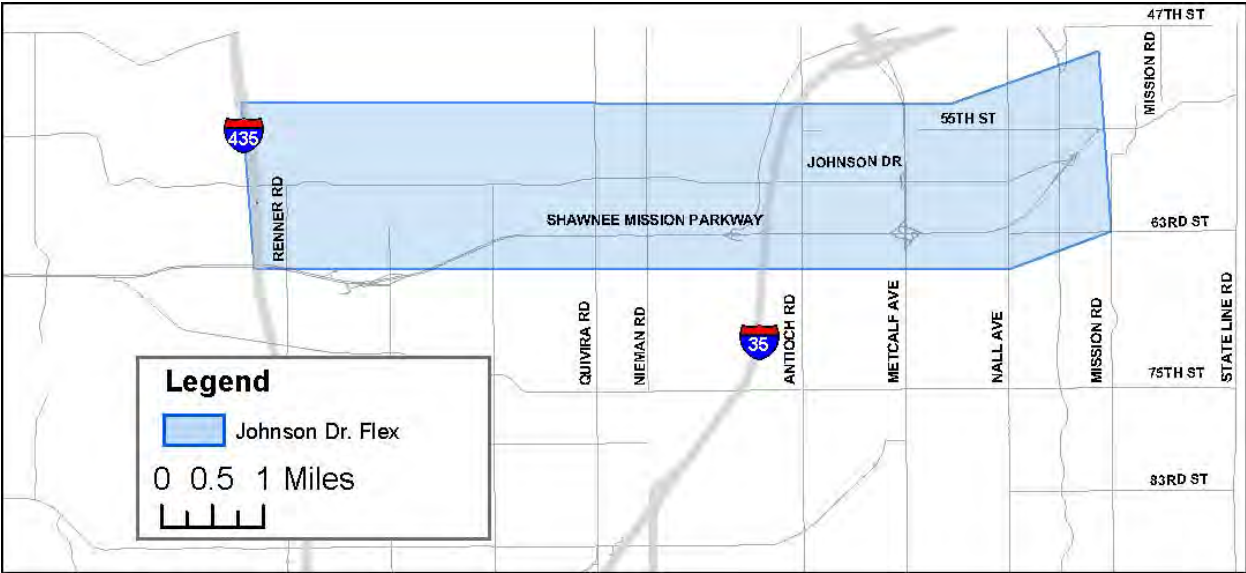
Year 3: Begin regular and ADA service during midday and evening service Monday through Friday. There will be 30 trips. Costs are projected to be \$492,048.

### Downtown Circulator – Route Map



Strategy:	Johnson Dr. Flex
Route Description:	This route will provide flex services along Johnson Dr. from Mission Rd. to Renner Rd. This route is supportive of the city of Mission's goals and is part of the proposal for the East and West Gateway projects. This service will require local funding from the cities of Shawnee, Merriam and Mission.
Current Service:	None
Year 3:	Begin AM peak, midday, and PM peak service, Monday through Friday. Costs are projected to be \$802,995.
Year 5:	Add service on Saturdays and Sundays. Additional costs are projected to be \$199,646.

Johnson Dr. Flex – Route Map



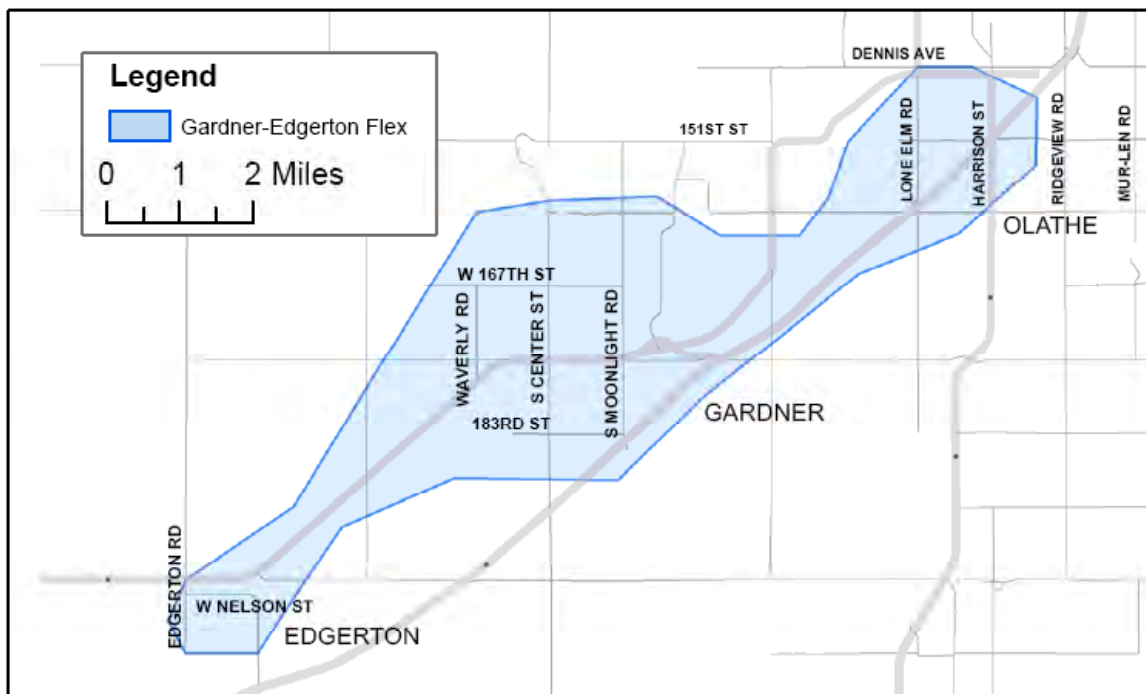
Strategy: Gardner Edgerton Flex (Local Link)

Route Description: This route will provide flex service from Edgerton to Gardner to Olathe via Highway 56 and I-35. This route offers rural residents the opportunity to shop at larger shopping centers within Olathe. This service will require local funding from the cities of Gardner and Edgerton.

Current Service: None

Year 3: Begin midday service five days a week, Monday through Friday. Costs are projected to be \$102,510.

### Gardner Edgerton Flex – Route Map



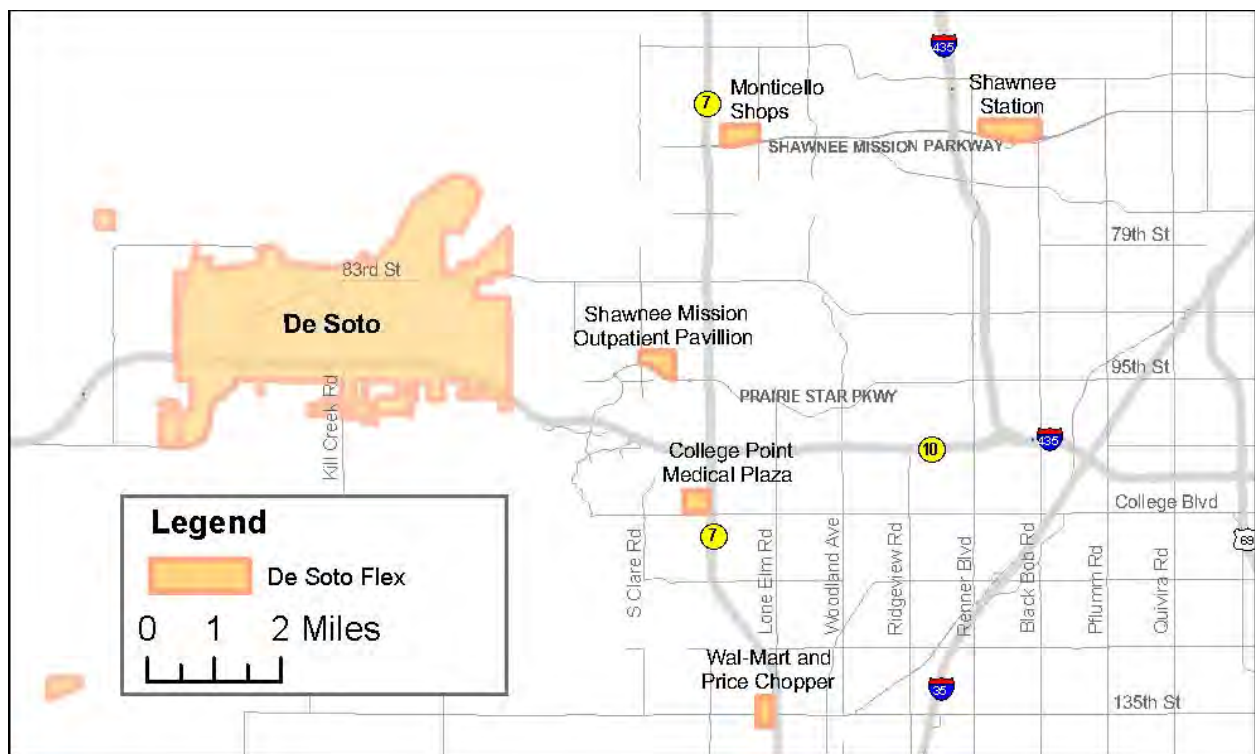
Strategy: De Soto Flex (Local Link)

Route Description: This route will provide flex service from De Soto to the cities of Shawnee and Olathe via K-10 and I-435. This service requires local funding from the city of De Soto.

Current Service: The current **De Soto FlexRide** operates from 9:30 AM to 2:30 PM on Tuesday and Wednesday. Riders travel to locations within De Soto and Shawnee on Tuesdays. On Wednesdays, riders travel to locations within De Soto and Olathe. The current annual operating cost for this route is \$41,858.

Year 3: Service will increase from two to five days a week. Hours will be added to midday service. Additional costs are projected to be \$60,652.

### De Soto Flex – Route Map



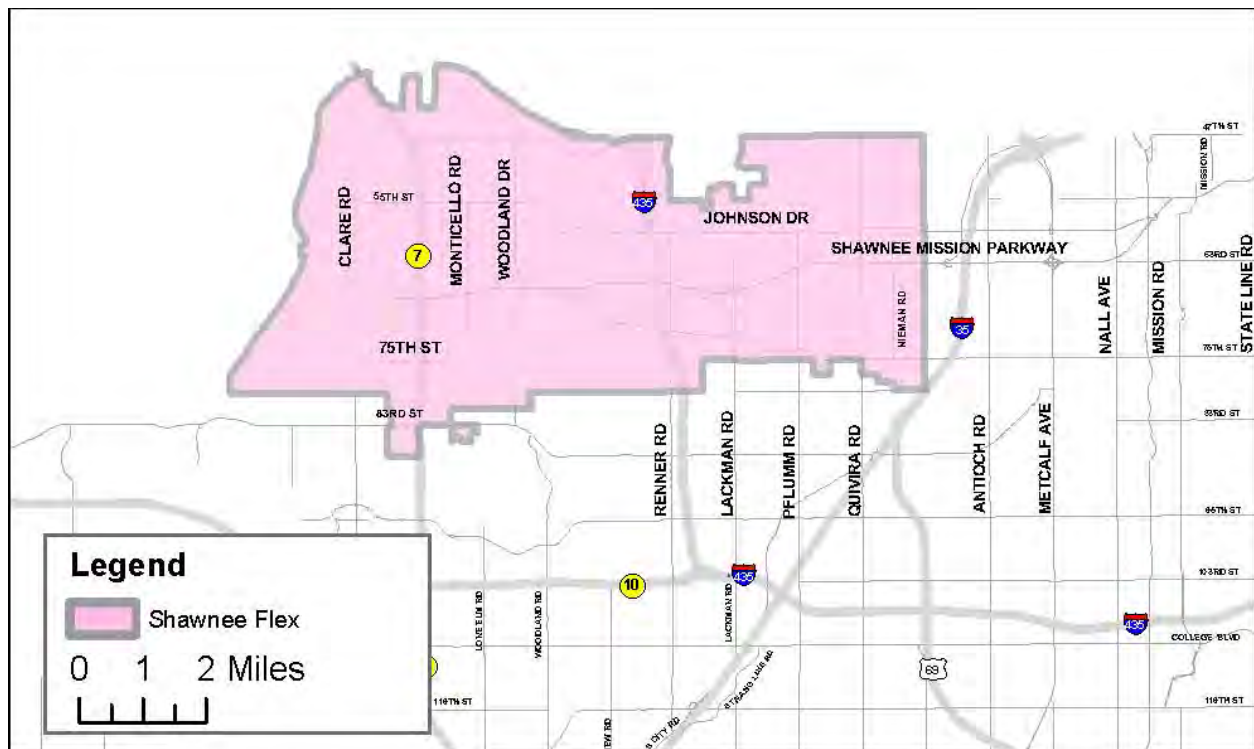
Strategy: Shawnee Flex (Local Link)

Route Description: This route will provide flex service throughout the city of Shawnee and requires local funding from the city of Shawnee.

Current The current **Shawnee CityRide** provides two buses on Tuesdays and Fridays from 10 AM – 3:00 PM that travel within the city of Shawnee. The current annual operating cost for this service is \$83,546.

Year 3: Service will increase from two to five days a week. Hours will be added to midday service. Additional costs are projected to be \$121,474.

### Shawnee Flex – Route Map





Strategy: Spring Hill Flex (Local Link)

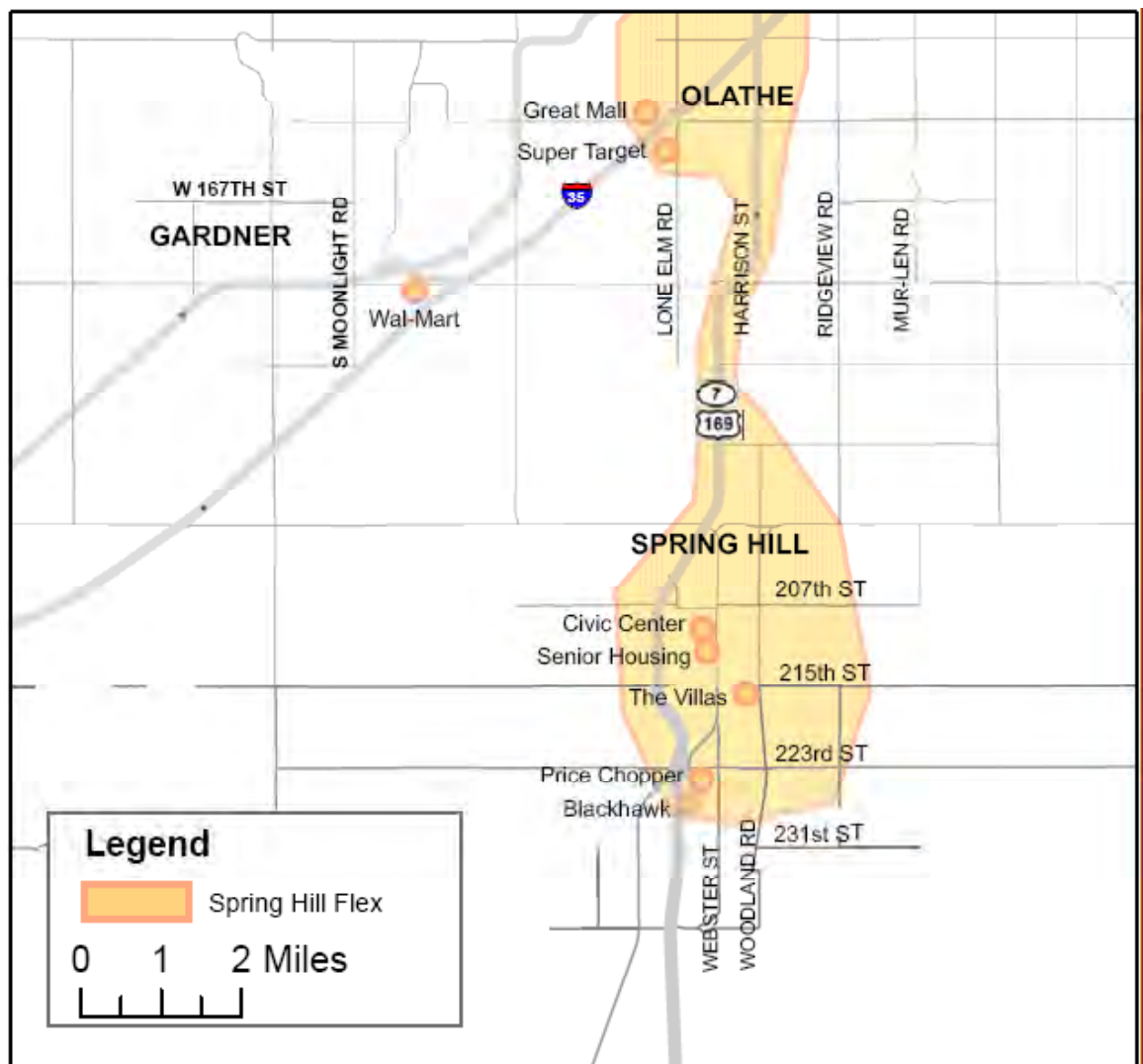
Route Description: This route will provide flex service from Spring Hill to Gardner and Olathe.

This route requires local funding from the city of Spring Hill.

Current Service: The current **Spring Hill Shuttle** provides service on Tuesdays and Fridays from 10 AM to 3:20 PM. Tuesday service travels to Gardner and Friday service travels to Olathe. The current operating cost for this route is \$30,753.

Year 3: Service will increase from two to five days a week. Hours will be added to midday service. Additional costs are projected to be \$71,757.

### Spring Hill Flex – Route Map



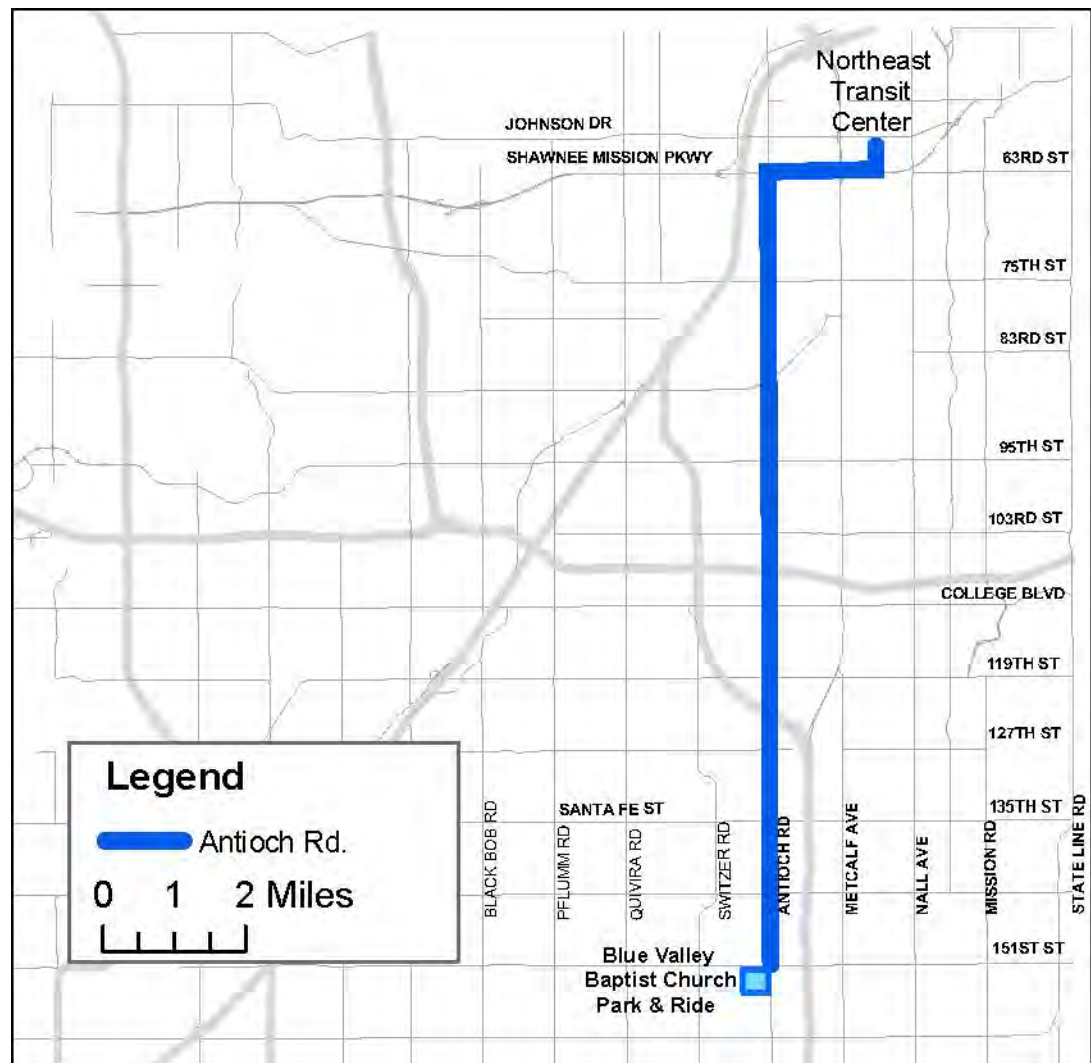
Strategy: Antioch Rd. (fixed route)

Route Description: This route will provide service from 151<sup>st</sup> St. and Antioch Rd. to the Northeast Transit Center via Antioch Rd. and Shawnee Mission Pkwy.

Current Service: **Route A** currently provides service on Antioch Rd. from 63<sup>rd</sup> St. to College Blvd. during AM peak and PM peak travel times. The route extends from K-7 and Santa Fe St. to downtown Kansas City, Missouri, via Santa Fe St., Mur-Len Rd., Strang Line Rd., College Blvd., Antioch Rd., Shawnee Mission Pkwy., Foxridge Dr. and I-35. There are 20 daily trips. The current annual operating cost is \$632,145.

Year 4: **Route A** will be absorbed by the Antioch Rd. Route. Add regular and ADA service during AM peak, midday, PM peak, and evening service hours, Monday through Friday. There will be 16 trips added. Additional costs are projected to be \$988,811.

### Antioch Rd. – Route Map



Strategy:	119 <sup>th</sup> St. (fixed route)
Route Description:	This route will provide service from Leawood Town Center at Nall Ave. to downtown Olathe via 119 <sup>th</sup> St. and Northgate St.
Current Service:	None
Year 4:	Begin regular and ADA service during AM peak, midday, PM peak, and evening service hours, Monday through Friday. There will be 40 trips. Costs are projected to be \$1,351,013.

119<sup>th</sup> St. – Route Map



Strategy: College Blvd. (fixed route)

Route Description: This route will provide service from State Line Rd. to Lone Elm Rd. via College Blvd., serving the K-State Innovation Campus, a portion of the Research Triangle.

Current Service: None

Year 4: Begin regular and ADA service during AM peak, midday, PM peak, and evening hours, Monday through Friday. There will be 40 trips. Costs are projected to be \$1,351,013.

## College Blvd. – Route Map



Strategy:	87 <sup>th</sup> St. (fixed route)
Route Description:	This route will provide service from Lenexa City Center to downtown Overland Park via 87 <sup>th</sup> St. and Santa Fe Dr. This route will require an Alternative Analysis study to upgrade to a future BRT service.
Current Service:	None
Year 5:	Begin regular and ADA service during AM peak, midday, PM peak, and evening hours Monday through Friday. There will be 56 trips. Costs are projected to be \$1,013,586.

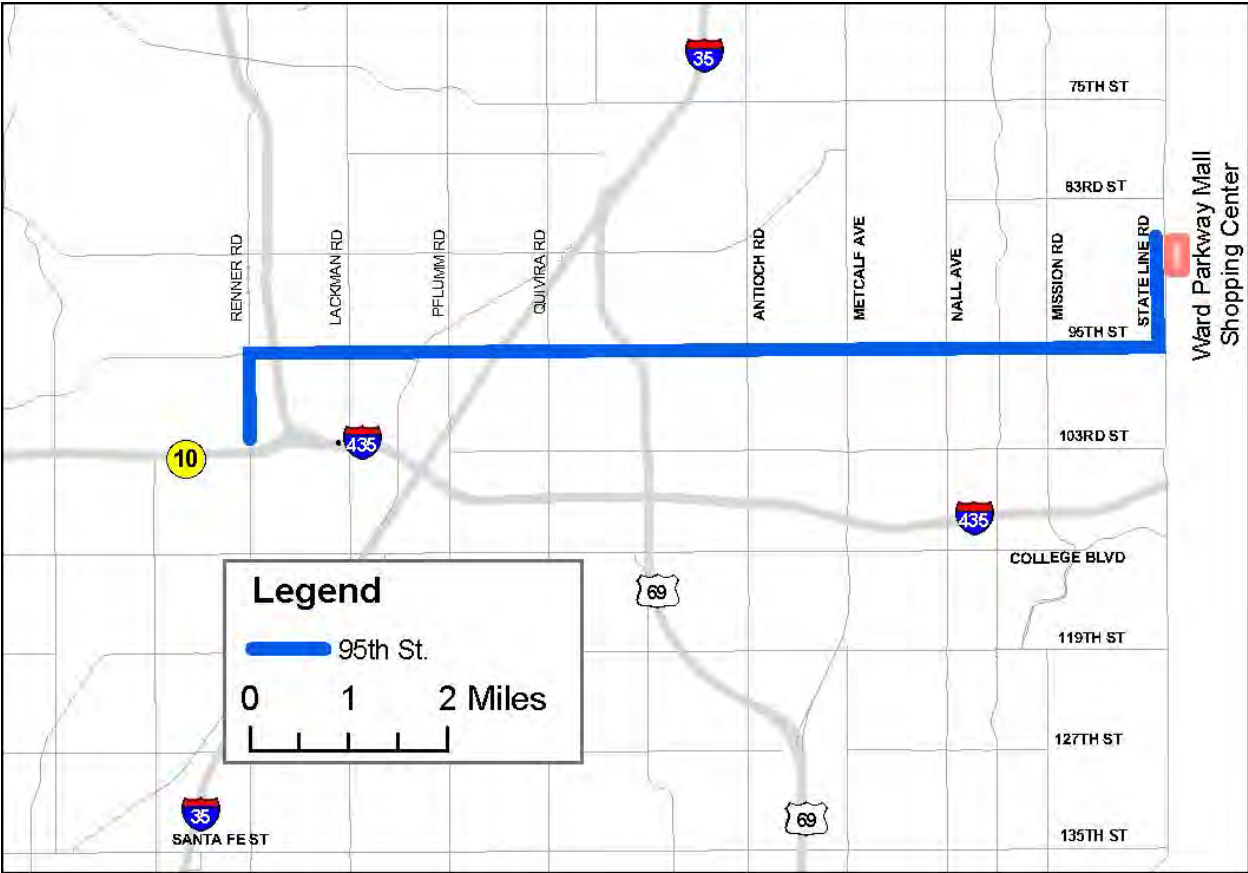
**87<sup>th</sup> St. – Route Map**





Strategy:	95 <sup>th</sup> St. (fixed route)
Route Description:	This route will provide service from Renner Rd. to State Line Rd. via 95 <sup>th</sup> St. This route makes connections with the Metro at the Ward Parkway Mall Shopping Center.
Current Service:	None
Year 5:	Begin regular and ADA service during AM peak, midday, PM peak, and evening hours, Monday through Friday. There will be 40 trips. Costs are projected to be \$1,290,019.

95<sup>th</sup> St. – Route Map



Strategy: Nall Ave. (fixed route)

Route Description: This route will provide service from 135<sup>th</sup> St. to the Northeast Transit Center via Nall Ave. during AM peak and PM peak service hours.

Current Service: **Route E** currently provides service between 95<sup>th</sup> St. and Nall Ave. and downtown Kansas City, Missouri via Nall Ave., 67<sup>th</sup> St., Lamar, Johnson Dr., Roe, 47<sup>th</sup> St., Rainbow and I-35. There are four daily trips. The current operating cost is \$128,992.

Year 5: **Route E** will be absorbed by the Nall Ave. Route. Add hours to AM peak and PM peak service, Monday through Friday. There will be 14 trips added. Additional costs are projected to be \$835,057.

### Nall Ave. – Route Map



Strategy: College Blvd. – 119<sup>th</sup> St. Flex

Route Description: This route will provide flex service between State Line Rd. to K-7 and between I-435 to 127<sup>th</sup> St. This route will connect to the fixed route services and will compliment the Overland Park Convention Center, as well as businesses along College Blvd. This route may require local funding.

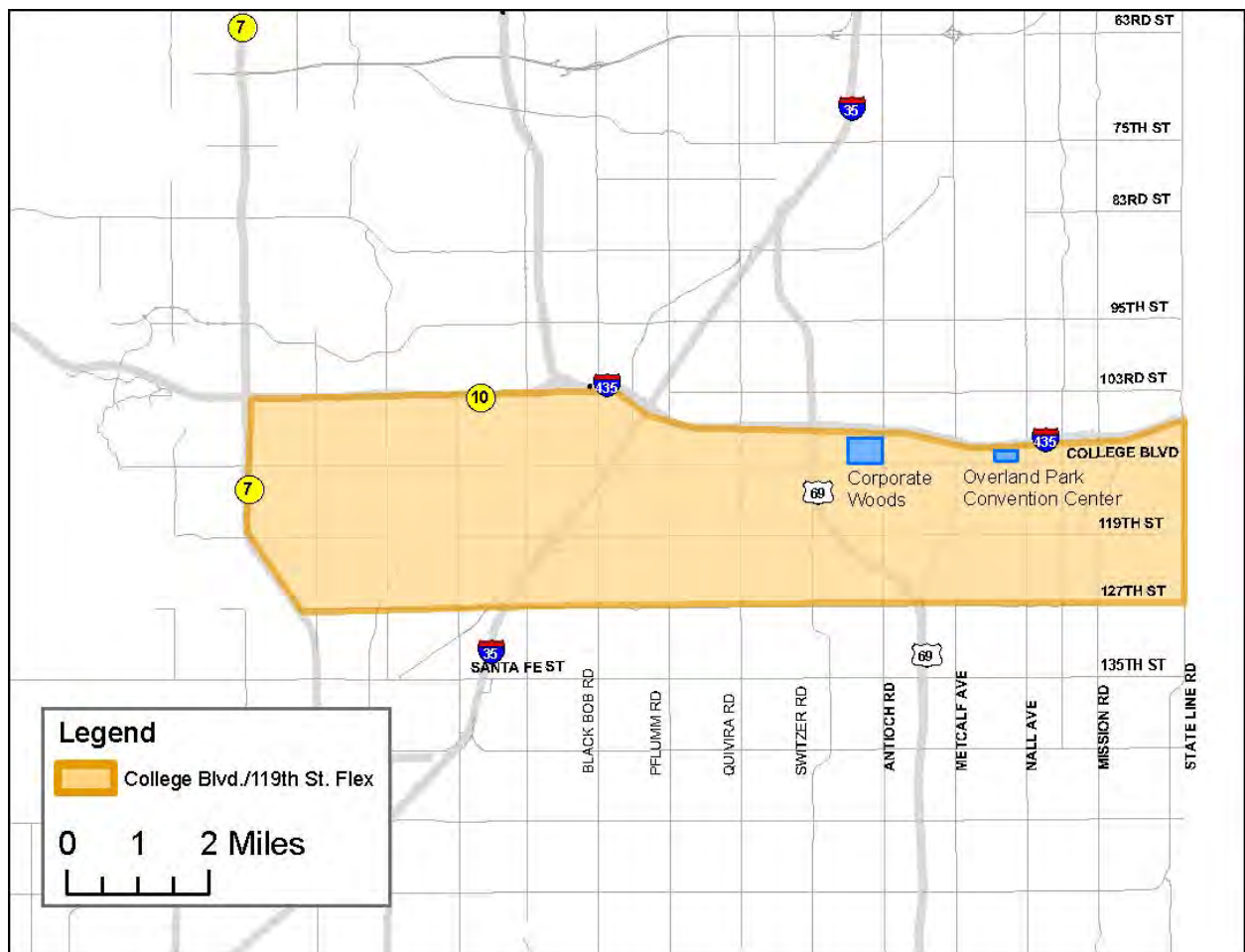
Current Service: None

Year 5: Begin AM peak, midday, PM peak, and evening hours, Monday through Friday. Costs are projected to be \$1,209,392.

Year 6: Add AM peak, midday, PM peak, and evening hours, Monday through Friday. Additional costs are projected to be \$640,978.

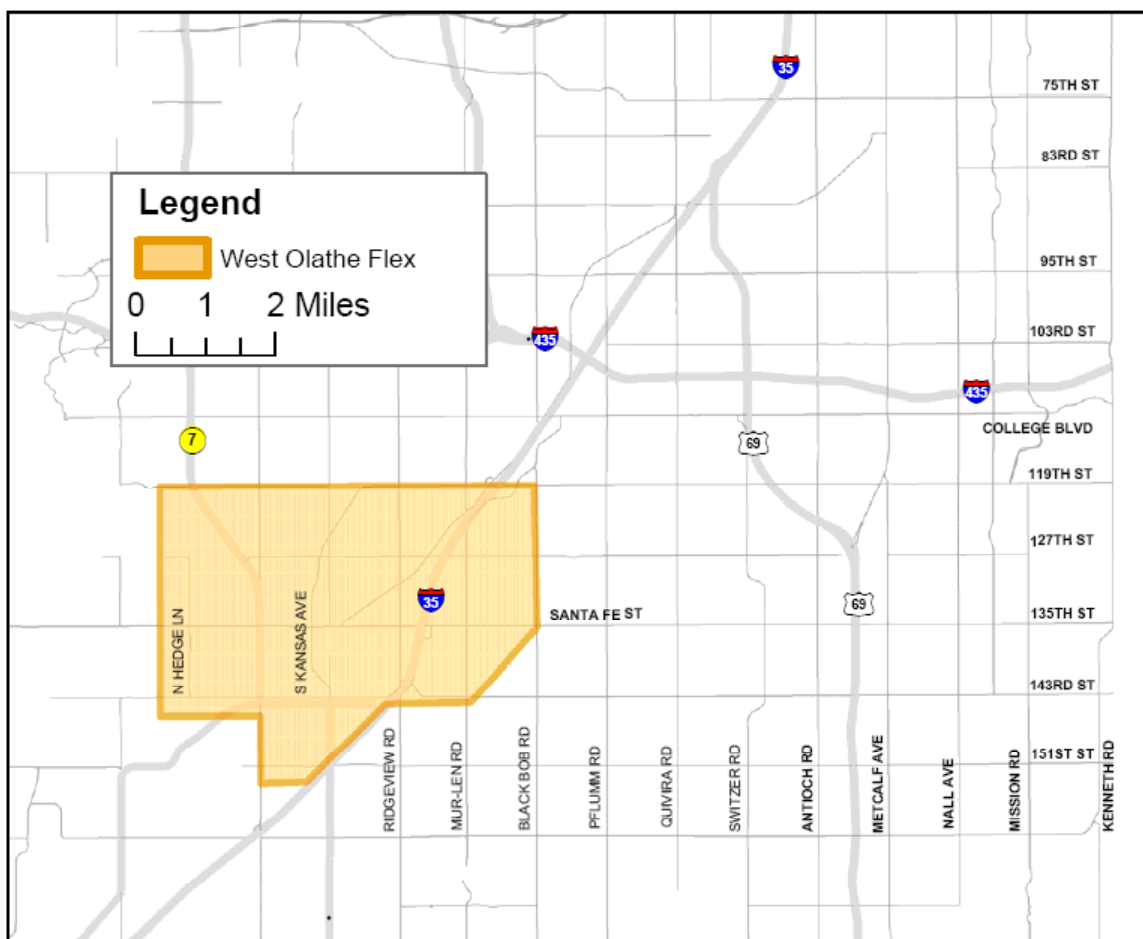
Year 7: Add hours to Monday through Friday service. Begin service on Saturdays and Sundays. Additional costs are projected to be \$1,268,832.

### College Blvd. / 119<sup>th</sup> St. Flex – Route Map



- Strategy: West Olathe Flex
- Route Description: This route will provide flex service between Black Bob Rd. and Hedge Ln. and between 127<sup>th</sup> St. and 143<sup>rd</sup> St. This service requires local funding from the city of Olathe.
- Current Service: The **Route K-Olathe** currently provides service three days a week from 9 AM to 2 PM. The **Route K-Olathe** runs three cutaways on three different loops during this time. The annual operating cost is \$197,844.
- Year 5: **Route K-Olathe** service will be absorbed by the West Olathe Flex. Service will increase from two to five days a week. Add AM peak, midday and PM peak service hours, Monday through Friday. Additional costs are projected to be \$545,570.
- Year 6: Add hours to midday service, Monday through Friday. Additional costs are projected to be \$223,834.
- Year 7: Begin service on Saturdays. Additional costs are projected to be \$153,946.

### West Olathe Flex – Route Map



Strategy:	135 <sup>th</sup> St. (fixed route)
Route Description:	This route will provide service from State Line Rd. to Parker Rd. via 135 <sup>th</sup> St. Local service offers more stops along 135 <sup>th</sup> St. and takes longer to travel the corridor.
Current Service:	None
Year 6:	Begin regular and ADA weekday service during AM peak, midday, PM peak, and evening service hours. There will be 40 trips. Costs are projected to be \$1,367,420.

135<sup>th</sup> St. – Route Map





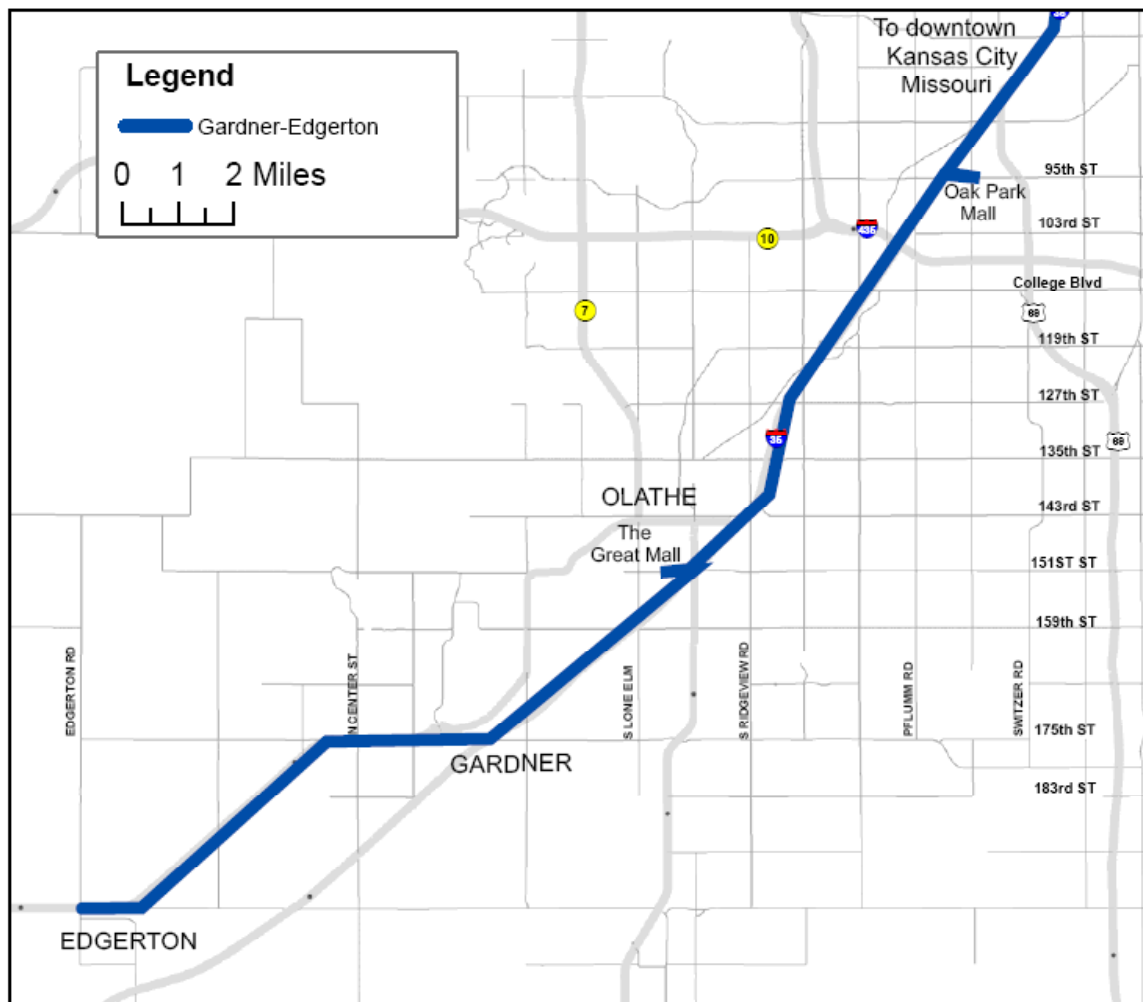
Strategy: Gardner-Edgerton (fixed route)

Route Description: This route will provide service from Edgerton, Kansas to downtown Kansas City, Missouri via Hwy. 56 and I-35. This route is one part of the I-35 Strategies.

Current Service: **Route L** currently provides service from Gardner, Kansas to downtown Kansas City, Missouri via I-35. There are 10 daily trips, Monday through Friday. The current annual operating cost is \$384,412.

Year 6: **Route L** will be absorbed by the Gardner-Edgerton Route. Add hours to AM peak and PM peak service, Monday through Friday. There will be eight trips added. Additional costs are projected to be \$345,925.

### Gardner- Edgerton – Route Map



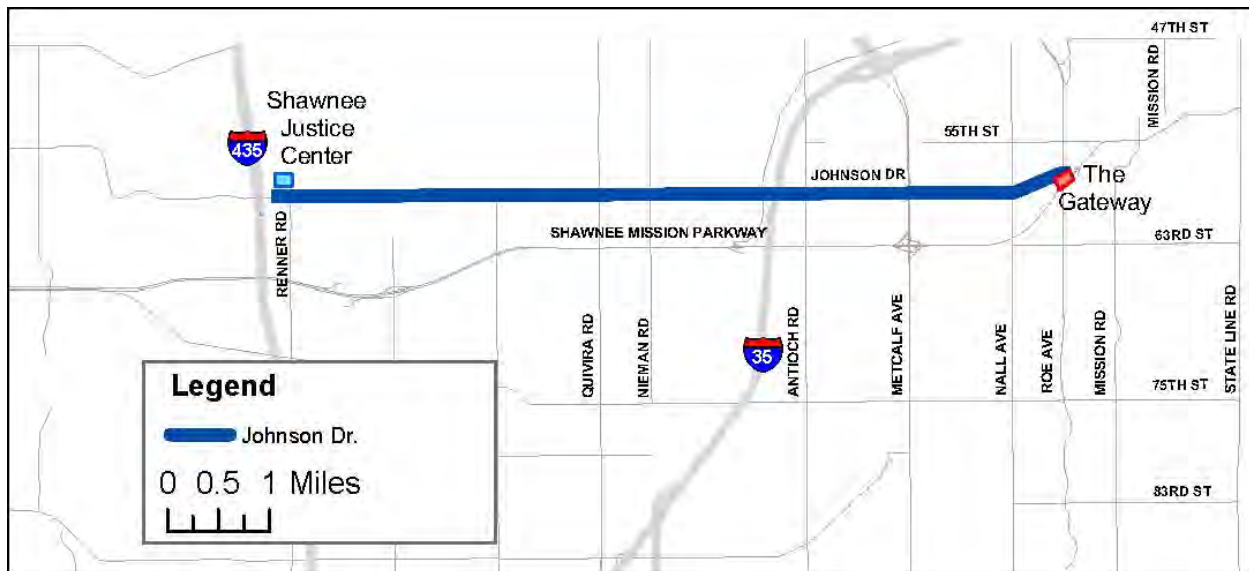
Strategy: Johnson Dr. (fixed route)

Route Description: This route will provide service from The Gateway in Mission at Johnson Dr. and Roe Ave. to the Shawnee Justice Center at I-435 via Johnson Dr. This route is supportive of the city of Mission's goals and is part of the proposal for the East and West Gateway projects.

Current Service: None

Year 6: Begin regular and ADA service during AM peak, midday and PM peak service hours, Monday through Friday. There will be 32 trips. Costs are projected to be \$1,172,074.

### Johnson Dr. – Route Map



Strategy: Lenexa Flex

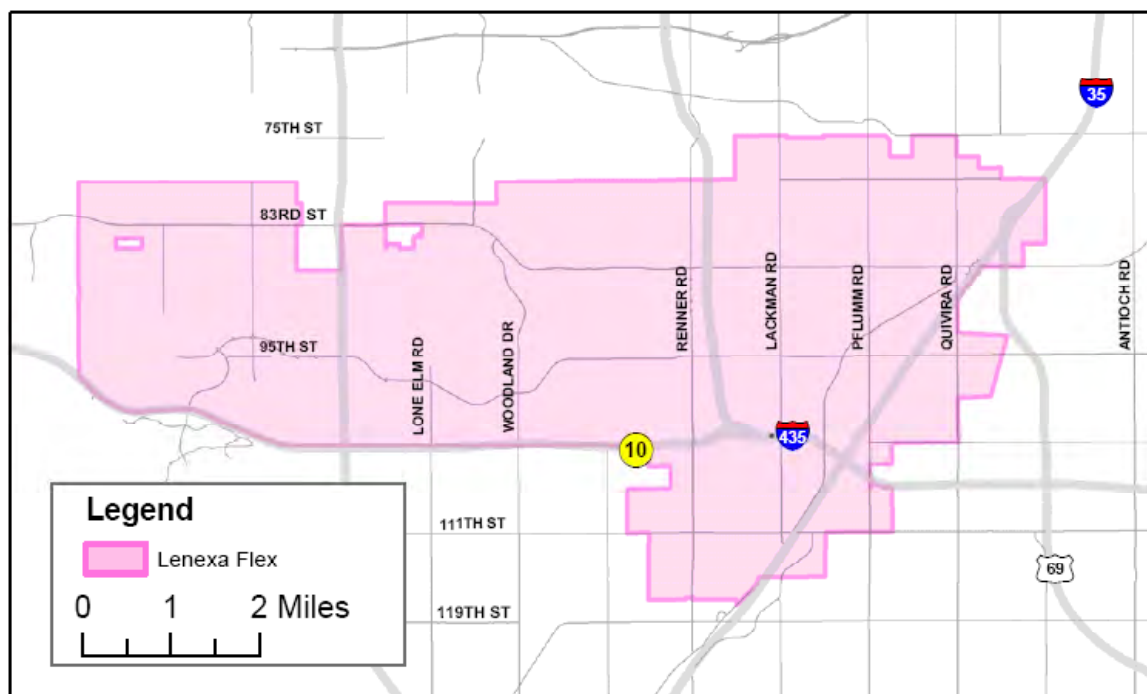
Route Description: This route will provide service throughout the city of Lenexa during midday and evening hours. This route will require local funding from the city of Lenexa.

Current Service: None

Year 6: Begin midday service, Monday through Friday. Costs are projected to be \$508,713.

Year 7: Add hours to Monday through Friday service. Begin service on Saturdays. Additional costs are projected to be \$693,182.

### Lenexa Flex – Route Map



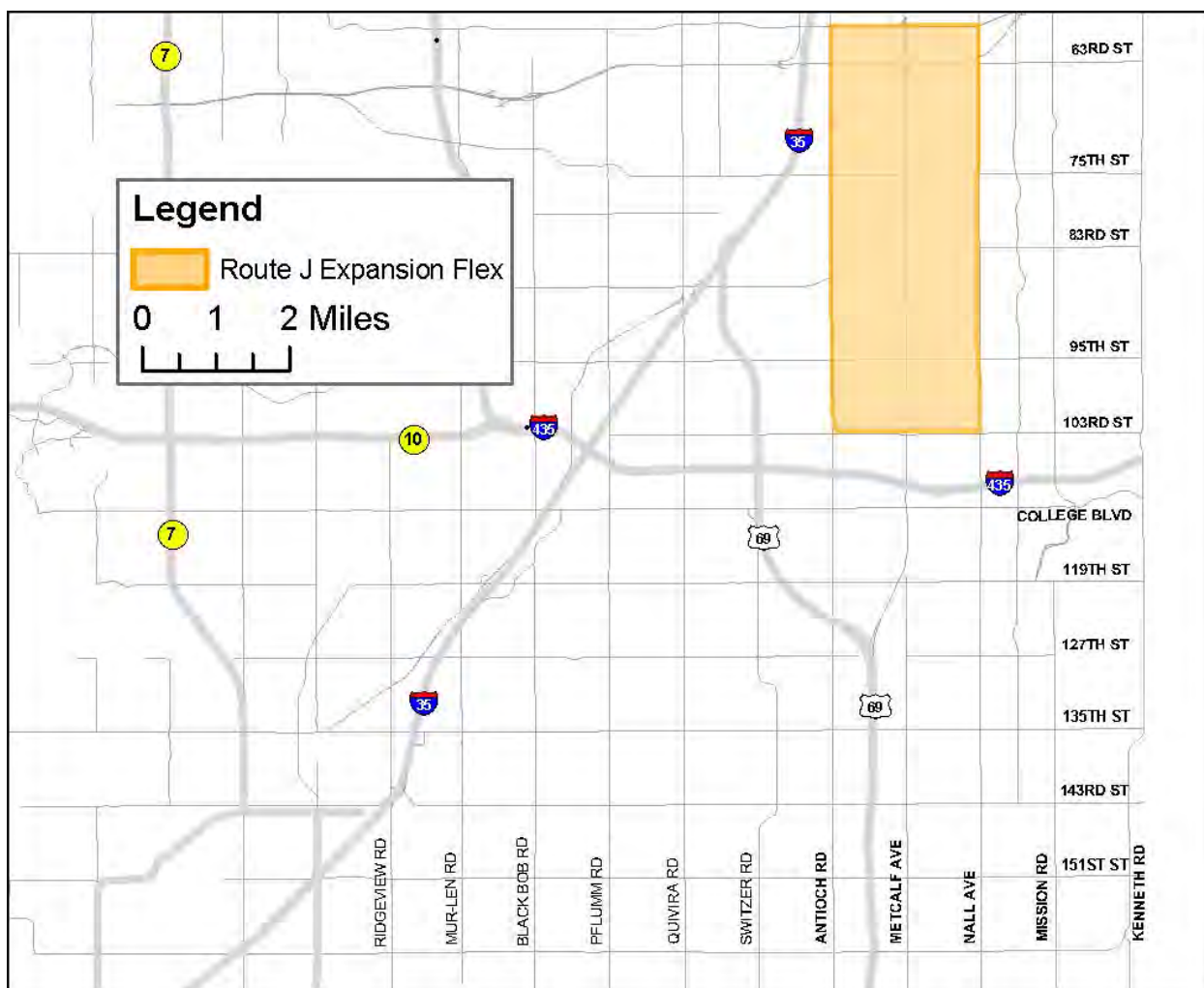
Strategy: Route J Expansion Flex

Route Description: This route will provide service along Metcalf Ave. from 63<sup>rd</sup> St. down to 103<sup>rd</sup> St. and between Nall Ave. and Antioch Rd. This service requires local funding from the city of Overland Park.

Current Service: **Route J** currently provides service from 75<sup>th</sup> St. to 95<sup>th</sup> St. and from Quivira Rd. to Lamar Ave. Service is provided from 10 AM to 2 PM on Monday, Wednesday and Friday. The current annual operating cost is \$50,401.

Year 6: **Route J** service will increase from three to five days a week, Monday through Friday. Additional costs are projected to be \$62,063.

### Route J Expansion Flex – Route Map



Strategy: Northeast Flex

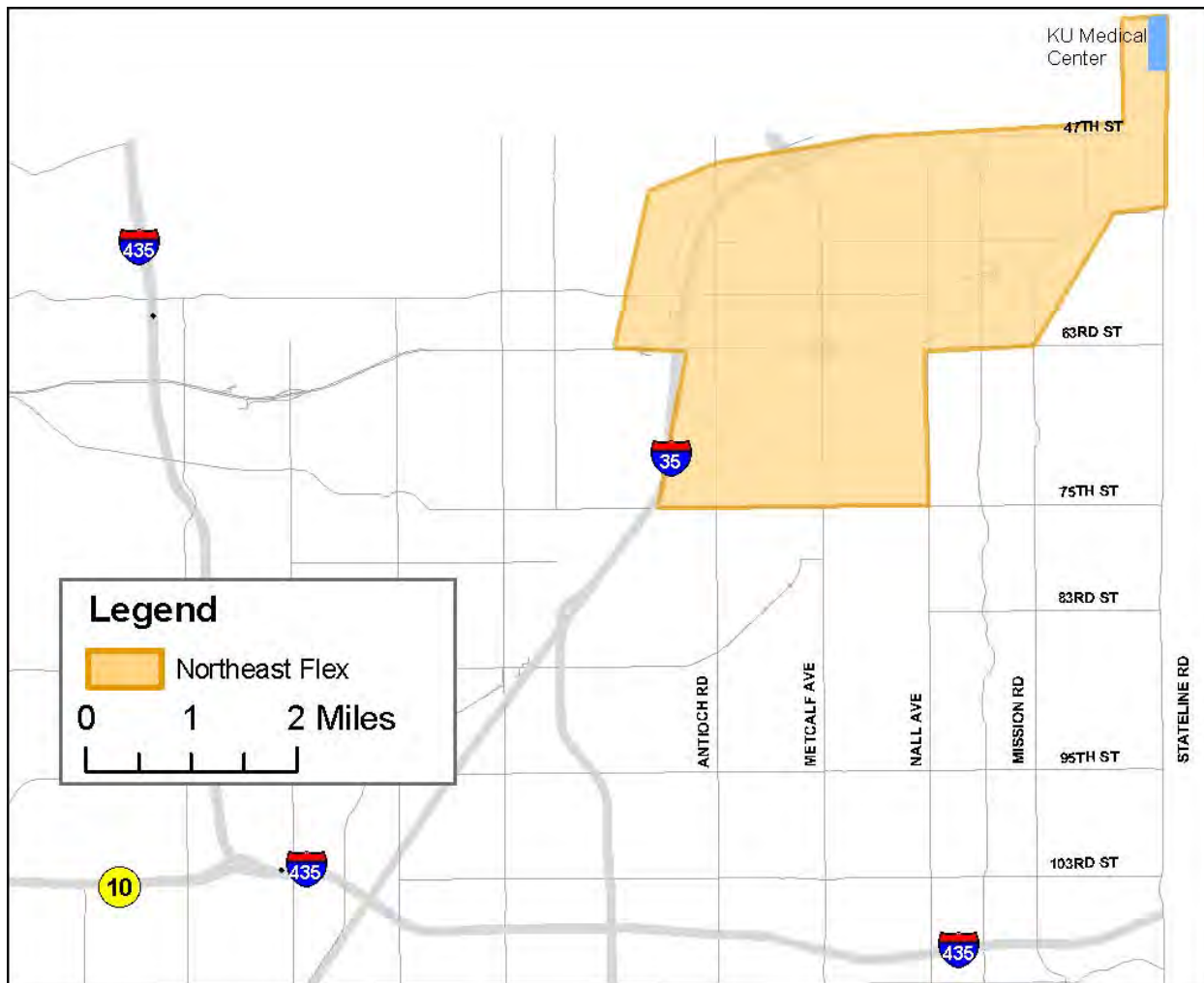
Route Description: This route will expand upon the current **EasyRide** service area. This service requires local funding from current participants of Fairway, Merriam, Mission and Roeland Park, as well as the city of Overland Park.

Current Service: The **EasyRide** service picks up and/or drops off at any location within the cities of, Fairway, Merriam, Mission or Roeland Park. This service runs Monday through Friday from 9 AM to 1:30 PM. The annual operating cost is \$93,968.

Year 6: The Northeast Flex will absorb the **EasyRide** service. Add hours to midday service Monday through Friday. Additional costs are projected to be \$50,871.

Year 7: Begin service on Saturdays and Sundays. Additional costs are projected to be \$70,376.

### Northeast Flex – Route Map





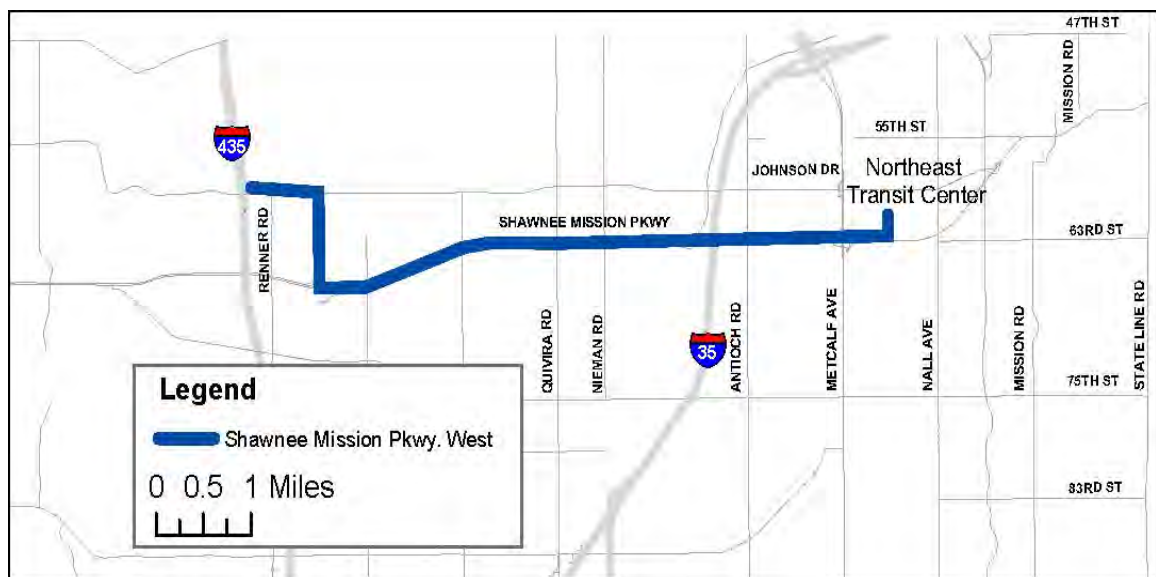
Strategy: Shawnee Mission Pkwy. West

Route Description: This route will provide service from Shawnee Station to the Northeast Transit Center via Shawnee Mission Parkway. This route will require an Alternative Analysis study to upgrade to a future BRT service.

Current Service: **Route Q** currently serves from 66<sup>th</sup> St. and Hilltop in Shawnee to the Northeast Transit Center. There are two daily trips. The annual operating cost for the **Route Q** is \$30,753.

Year 7: This route will absorb the current **Route Q**. Begin regular and ADA service during AM peak, midday, PM peak and limited evening hours, Monday through Friday. There will be 62 trips added. Additional costs are projected to be \$1,087,099.

### Shawnee Mission Pkwy. West – Route Map



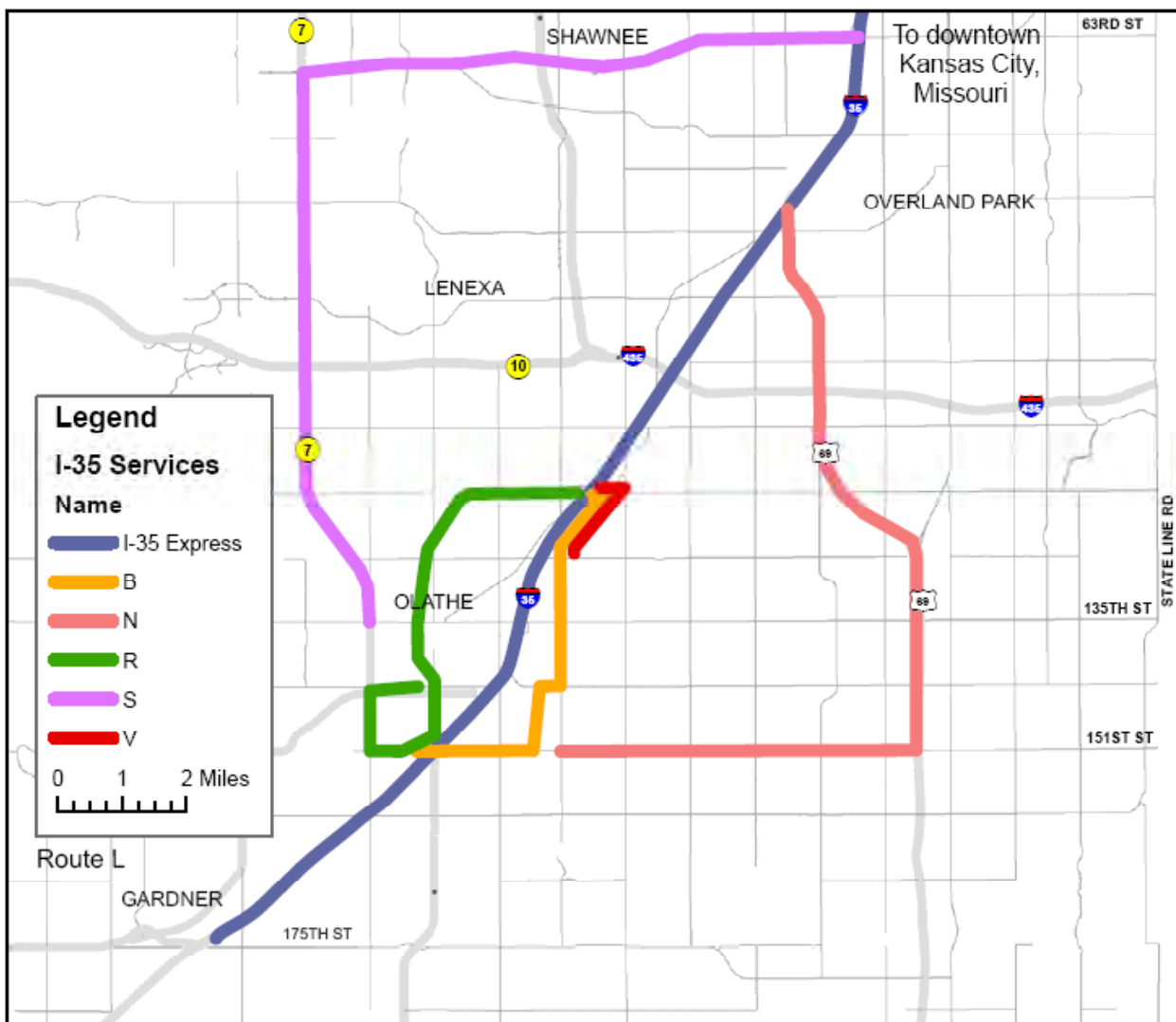
Strategy: I-35 Services

Route Description: These service expansions will support the I-35 strategies including **Routes B, L/N, N, R, S and V**. These routes provide commuter express service from cities within Johnson County to downtown Kansas City, Missouri.

Current Service: **Routes B, L/N, N, R, S and V** are shown below on the map. The current annual operating cost for all five routes is approximately \$1,000,840 with 32 trips per day.

Year 7: Add hours to AM peak and PM peak service, Monday through Friday. There will be 26 trips added. Additional costs are projected to be \$1,002,978.

### I-35 Services – Route Map



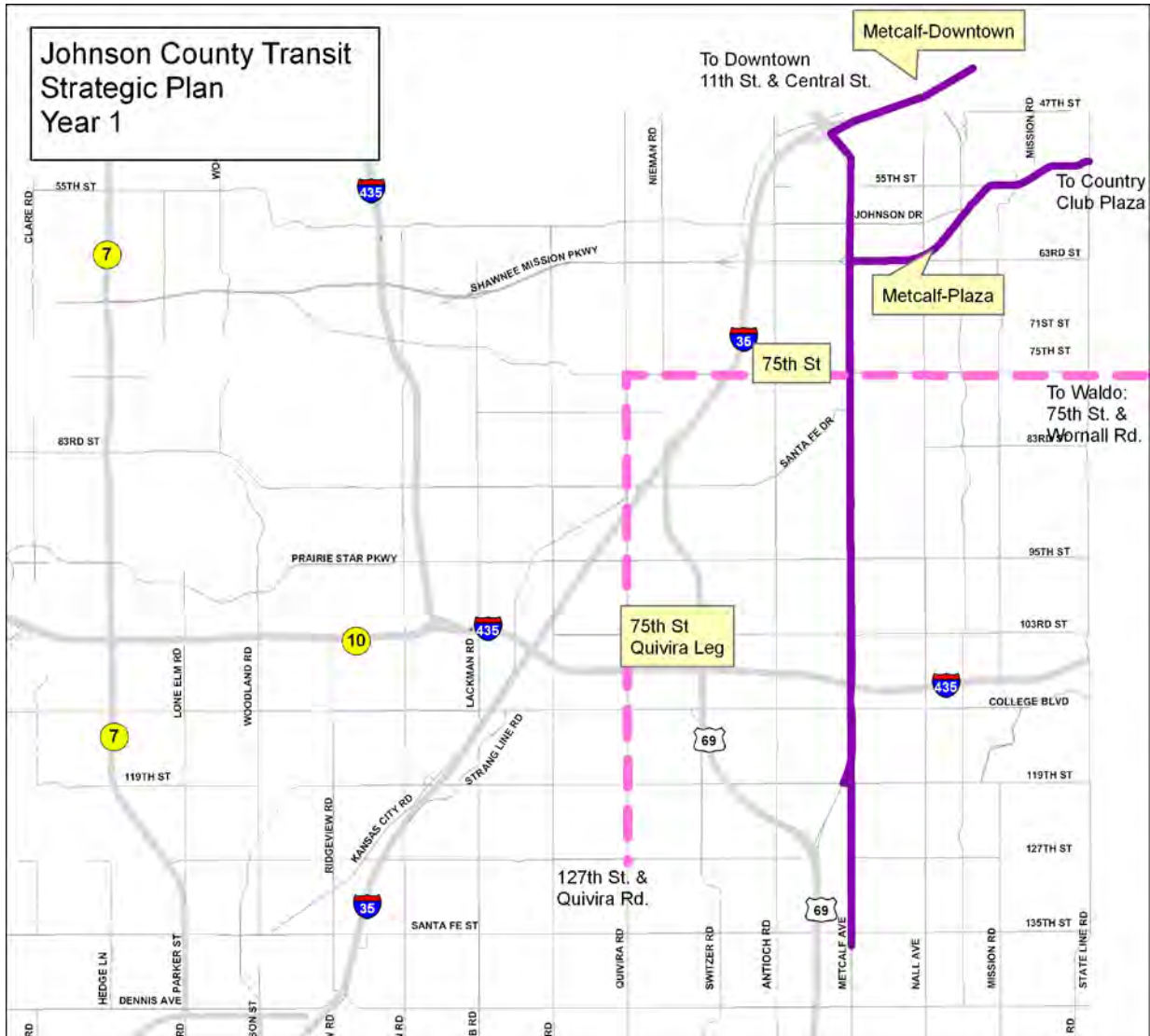
Strategy:	103 <sup>rd</sup> St. Flex
Route Description:	This route will provide service from Metcalf Ave. to I-35 and from 95 <sup>th</sup> St. to I-435. The route overlaps with part of the Lenexa Flex strategy and requires local funding from the city of Overland Park.
Current Service:	None
Year 7:	Begin midday service Monday through Friday and on Saturdays. Costs are projected to be \$493,390.

103<sup>rd</sup> St. Flex – Route Map



## ROUTE STRATEGIES BY YEAR

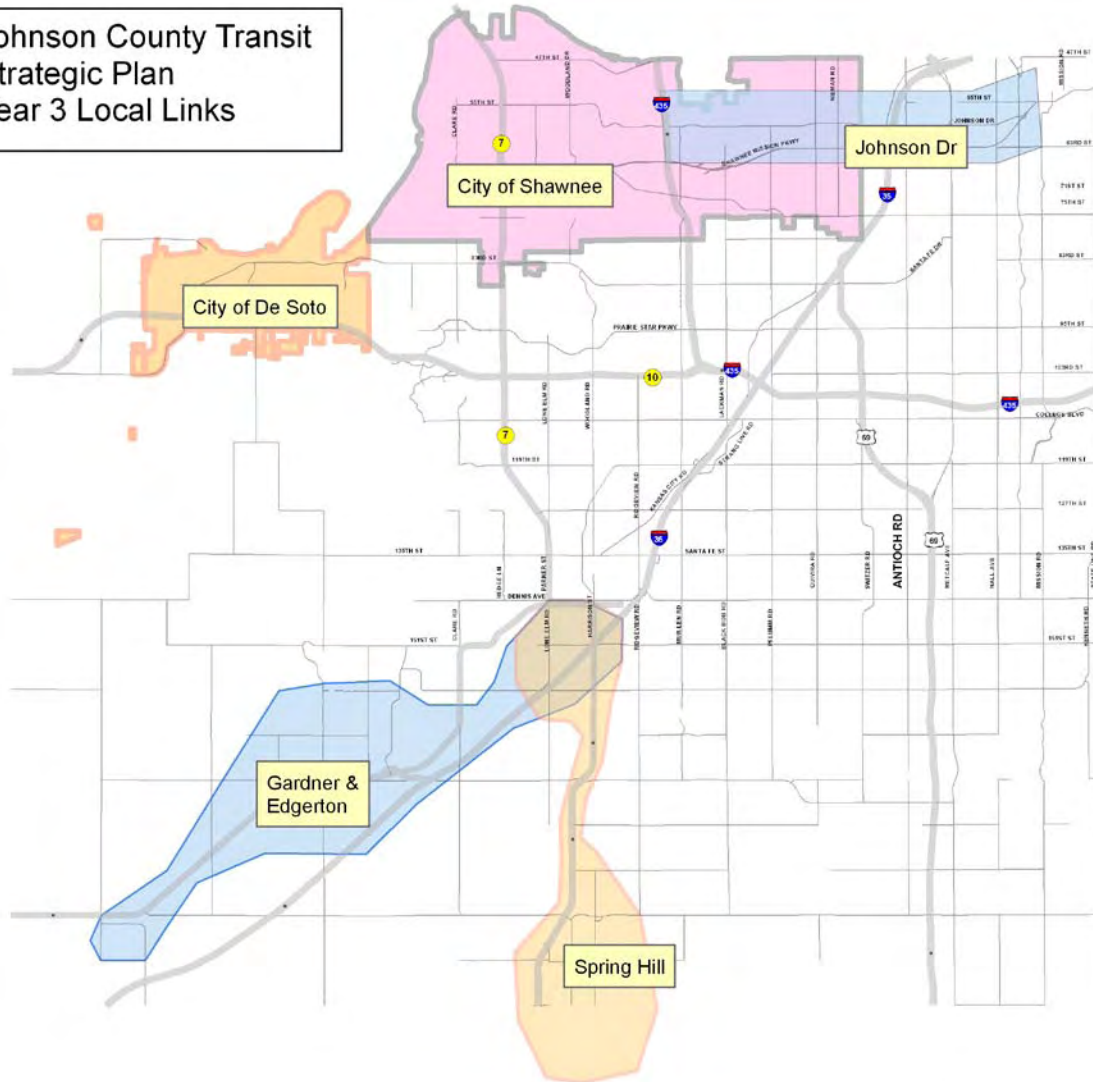


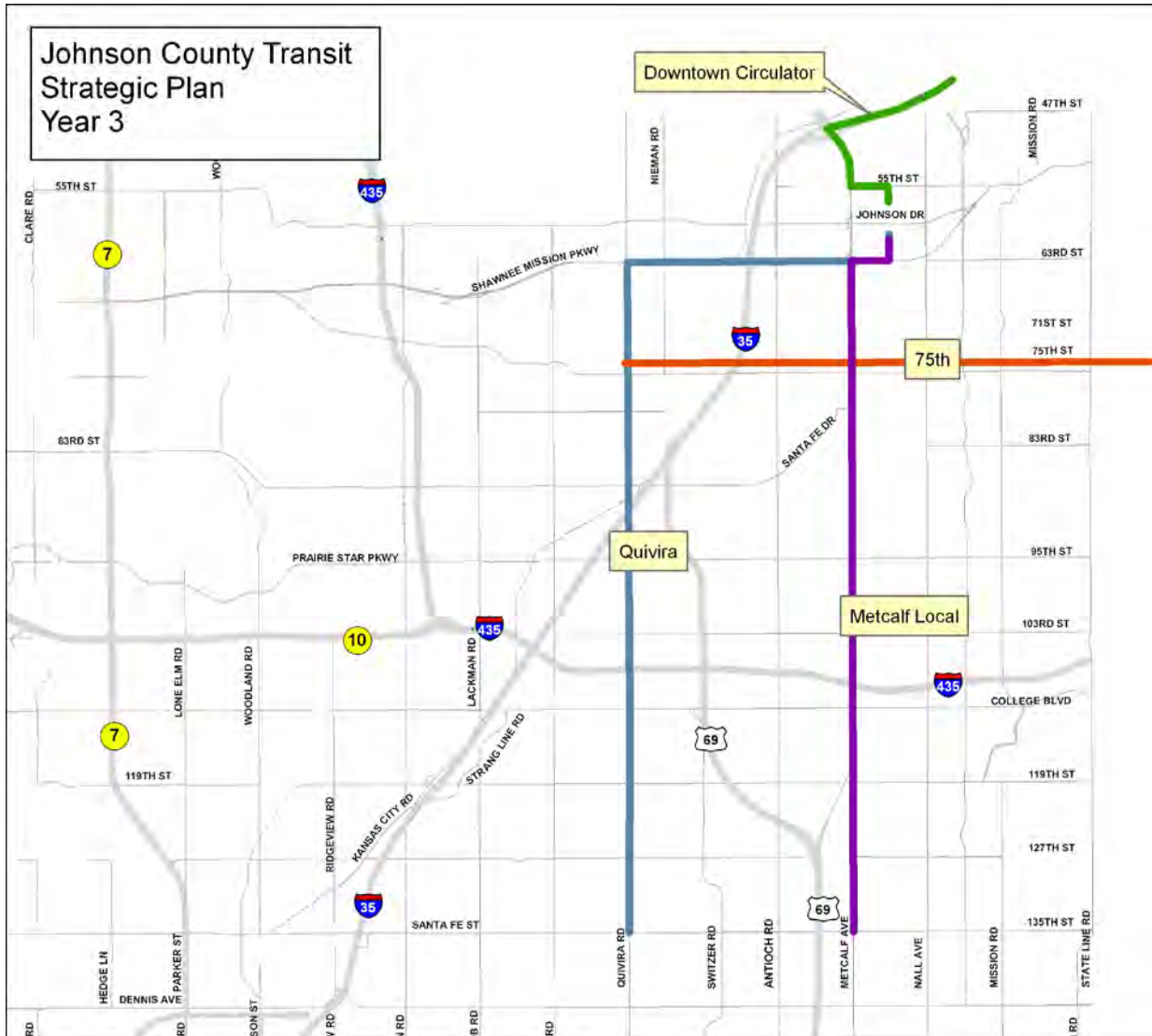






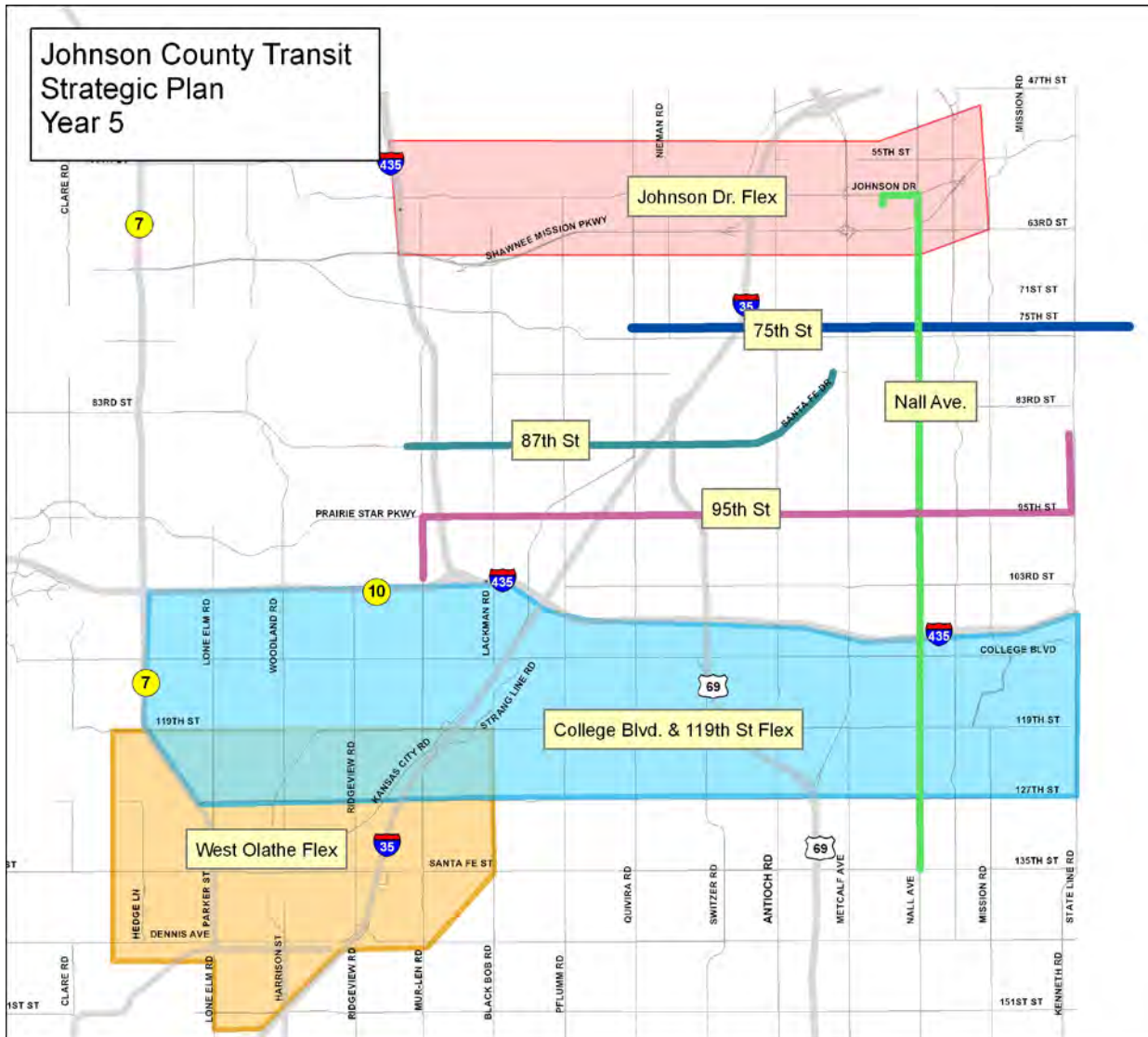
Johnson County Transit  
Strategic Plan  
Year 3 Local Links



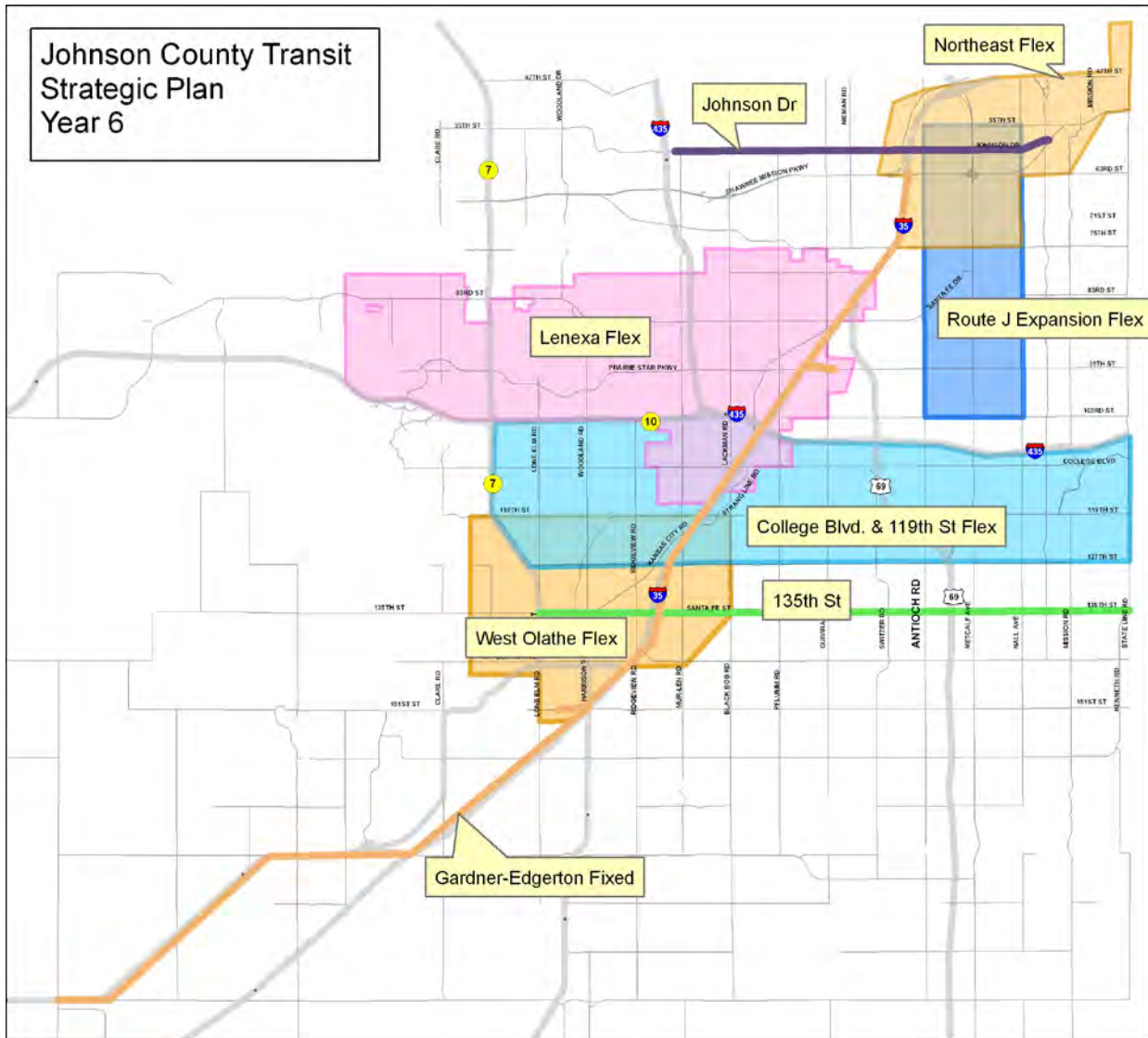


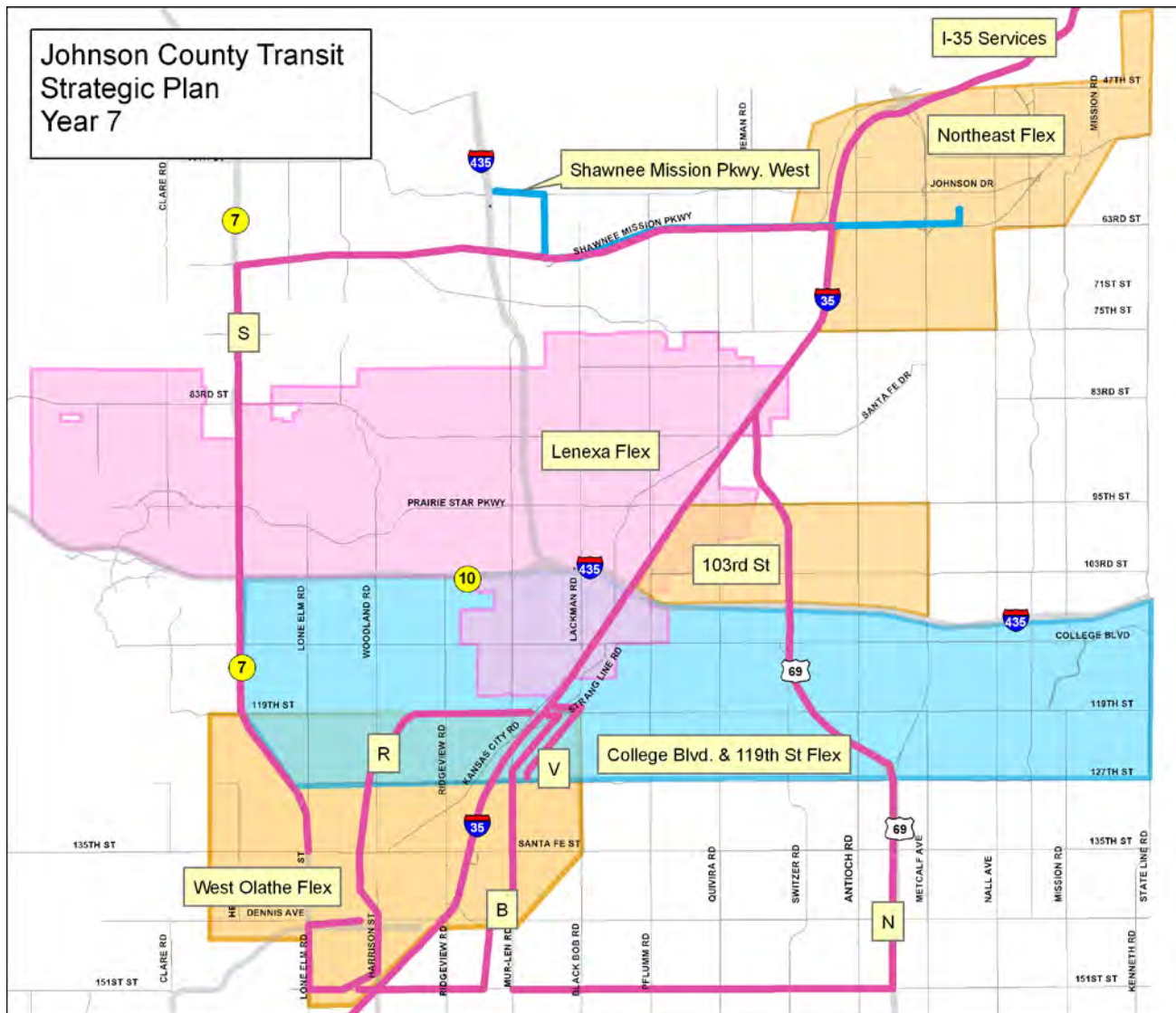
# Johnson County Transit Strategic Plan Year 4











# Johnson County Transit Strategic Plan Full Build Out

