



King County

Transportation, Economy and Environment Committee

REVISED STAFF REPORT

Agenda Item:	8	Name:	Paul Carlson John Resha
Proposed No.:	2011-0495	Date:	January 10, 2012

SUBJECT

An ordinance approving the June 2012 Metro Transit bus service changes.

COMMITTEE ACTION

On January 10, the Transportation, Economy and Environment Committee approved Proposed Substitute Ordinance 2011-0495, as amended, with a “do pass” recommendation (expedited).

SUMMARY

Proposed Ordinance 2011-0495 approves transit service changes for June 2012.

- This is the first service change based on the adopted policies of the Strategic Plan for Public Transportation 2011-2021 (“Strategic Plan”) and King County Metro Service Guidelines (“Service Guidelines”). These policies establish the process by which bus service hours from low performing bus routes may be reinvested in higher performing bus routes to address overcrowding, schedule reliability and other unmet needs, with the goal of making the overall bus system more productive.
- The County’s Congestion Reduction Plan reaffirms this service reallocation approach, calling for maintaining the current transit system level but reallocating the least productive services to address overcrowding and unreliable service during the 2012-2013 biennium.
- Ordinance 17169, approving the Congestion Reduction Charge, reaffirms this service allocation approach, calling for at least 100,000 service hours currently used for low-performing bus routes to be reinvested into more productive services in 2012-2013.
- As an initial step in implementing this policy direction, the proposed ordinance would eliminate 11 bus routes, reduce service on five bus routes, and reinvest the service hours in higher performing routes.
- **Overall, the proposed ordinance reallocates about 40,000 service hours, leaving a requirement of at least 60,000 more hours to be reallocated later in the**

biennium. The next phase of the reallocation process will be the spring, when the Executive is expected to transmit a September 2012 service change ordinance for Council review that will reinvest additional low-performing service hours and restructure transit service in conjunction with implementation of the RapidRide C and D Lines connecting West Seattle and Ballard with downtown Seattle.

BACKGROUND

A. Policy Direction in the Transit Strategic Plan and Service Guidelines

The Strategic Plan outlines a comprehensive set of strategies and goals for the County's transit system to be productive and responsive to social equity and geographic values. Strategy 6.1.1 of the Strategic Plan requires that the transit system be managed through service guidelines and performance measures. The Service Guidelines were adopted along with the Strategic Plan and they provide specific details on how to create and refine this transit system.

As the first service change implementing both the policies of the Strategic Plan and the Congestion Reduction Plan, the following are some key elements that make this service change different from previous service change legislation.

B. Evaluating the System

- The All-Day and Peak Network is a system of corridors connecting Regional Growth Centers, Manufacturing/Industrial Centers, and Transit Activity Centers, all of which are designated in the Strategic Plan.
- Corridors are awarded points for land use (households and jobs within ¼ mile of bus stops along the corridor), Social Equity (percent of boardings in low-income census tracts and minority census tracts), and Geographic Value (points are added if the corridor is a primary connection). The scores are then used to assign service frequencies for the peak, off-peak and night periods. With this information, the Transit Division can determine if a corridor is underserved, overserved, or has an appropriate level of service. This provides a basis for determining where to allocate service hours.
- Performance management guidelines are applied to individual bus routes to determine candidates for addition, reduction or restructuring. Bus route productivity is measured by rides per platform hour¹ and passenger miles per platform mile.²
- Two different productivity standards are applied to routes. Seattle Core routes, defined as serving downtown Seattle and adjacent areas (Capitol Hill, First Hill, South Lake Union, Uptown) or the University District, have a higher standard

¹ Rides per platform hour is a measure of the number of people who board a transit vehicle relative to the number of hours that a vehicle operates (from leaving the base until it returns).

² Passenger miles per platform mile is a measure of the total miles riders travel on a route relative to the total miles that a vehicle operates (from leaving the base until it returns).

than Non Seattle Core routes. Because the Seattle Core areas have very high job and/or housing densities, it is reasonable to expect higher productivity from the routes serving them.

- Routes are evaluated for possible reduction if they fall in the bottom 25 percent of routes measured by rides per platform hour and passenger miles per platform mile. For this evaluation, routes are evaluated within their categories (for example, a Seattle Core night route is compared to other Seattle Core night routes). However, hours freed up may be reinvested in other categories (an unproductive midday service hour could be reinvested in a peak route).
- Peak routes are evaluated separately: Compared to the all-day bus route that is an alternative for the corridor, a peak route should have 20 percent faster travel time than the alternative and ridership should be 90% or greater compared to the alternative service.

C. Investment Priorities at issue for June 2012

- The three highest reinvestment priorities in the Metro Service Guidelines, in priority order, are: (1) Passenger loads (standees); (2) Schedule reliability (on-time performance); (3) All Day and Peak Network (underserved corridors). The June 2012 service change addresses each of these three priorities.

D. June 2012 Changes

The proposal would:

- delete 11 bus routes and reduce service on five bus routes;
- expand service to provide coverage on two routes;
- expand service to relieve overcrowding on 11 bus routes;
- make up for an Eastside service imbalance in the October 2011 service change; and
- improve on-time performance by investing 15,000 hours on multiple bus routes from a list of 66 routes.

Below is a series of charts showing the different categories of bus routes proposed to be changed. Alternative service options for routes that are being eliminated, except as noted.

Fourteen rides/platform hour is the average for the bus routes proposed for deletion or reduction, 34 rides/platform hour is the average for the bus routes receiving investment.

1. Service Reductions

Route Deletions: Routes 38, 42, 79, 129, 162, 175, 196, 219, 600, 912, 925

Route	Hours	Between	Alternatives
38	(2,100)	Beacon Hill and Mount Baker	Walking less than 1/2 mile to Link Light Rail stations
42	(2,100)	Pioneer Square and Columbia City	Link Light Rail, Routes 7, 7X, 8 or 39
79EX	(2,700)	Lake City and Seattle CBD	Routes 66, 70, 71, 72, 73, 306, 312 or 522
129	(1,400)	Riverton Heights and Tukwila	Routes 128 and 132 (portions of Route 129 lose coverage)
162	(2,200)	Kent and Seattle CBD	Sounder Train, Routes 150, 158, 159 or 192
175	(3,600)	W Federal Way and Seattle CBD	Alternative service provided by Routes A Line, 177, 179, 190, DART 901, 577 or 578
196	(5,900)	S Federal Way and Seattle CBD	Alternative service provided by new Route 178, resulting a net service hour reduction of 4,400 hours ³
219	(2,400)	Newcastle and Factoria	Routes 114 or 240 (portions of Route 219 lose coverage)
600EX	(600)	Group Health Tukwila and Seattle CBD	See footnote on potential Vanshare option ⁴
912	(1,900)	Enumclaw and Covington	Routes 168 or DART 907 (formerly 149) (portion of Route 912 loses coverage)
925	(2,600)	Newcastle and Factoria	Route 114 or 240 (portions of Route 925 service area lose coverage)

Service Reductions: Routes 25, 99, 119, 139, 935

Route	Hours	Between	Reduction description
25	(4,000)	Laurelhurst and Seattle CBD	Reduce frequency from 30 to 60 min. in the peak period
99	(5,800)	International District and Waterfront	Delete off-peak, night and weekend service
119	(900)	Vashon Island	Delete service after 7 PM
139	(500)	Burien and Highline Community Hospital	Delete service after 8:15PM
935	(2,800)	Kenmore and Totem Lake	Delete off-peak service

³To provide replacement service for the Route 196, 6 morning and 6 afternoon trips of the Route 177, connecting the S 320th Park-and-Ride with downtown Seattle, are proposed to serve the South Federal Way Park and Ride as well. These trips will be renumbered as the "Route 178."

⁴ This route serves the Group Health Tukwila site and Metro Transit staff suggests that expanded use of Vanshare service could be explored as an alternative option.

2. Proposed Investment in Passenger Loads

As noted above, the preeminent re-investment priorities are to address overcrowding and on-time performance. The legislation proposes to take 40,000 hours from the routes eliminated or reduced and re-invest them as follows:

a. Overcrowding - 8,000 hours

The Service Guidelines set standards for passenger loads which vary based on the frequency of service and the duration of the trip. The June 2012 service change would add service to those routes, which have trips that do not meet the standards and thus have too many passengers standing for too long. An investment of an estimated 8,000 service hours invested in those routes identified as being overcrowded. The following table lists these routes and the hours estimated to be invested in each. Note: the Service Guidelines allow 50 percent more riders than seats on service that operates at least every ten minutes, allow 25 percent more riders than seats on routes that operate less frequently than every ten minutes, and no trip on a route should have a standing load for 20 minutes or longer.

Estimated Additional Hours Invested to Address Overcrowding on 11 Routes

Route	Est. Hrs.	Day	Between	Fall 2010 Ridership
1	300	Weekday	Queen Anne Hill and Seattle CBD	3,656
8	500	Weekday	Rainier Beach and Queen Anne	8,143
9EX	400	Weekday	Rainier Beach and Capitol Hill	2,429
41	400	Weekday	Northgate and Seattle CBD	7,740
44	1,300	Weekday	Ballard and University District	6,287
128	1,000	Weekday	South Center and Admiral District	3,667
169	500	Weekday	Renton and Kent	3,246
218	500	Weekday	Issaquah Highlands P&R and Seattle CBD	1,489
372EX	900	Weekday	U District and Woodinville	3,812
36	300	Sunday	Othello station and Seattle CBD	8,960
73	1,900	Sunday	Jackson Park and Seattle CBD	5,140
Additional Investment of Hours	8,000			

Future adjustments will be required as other routes become overcrowded.

b. On-time Performance - 15,000 hours

The proposed ordinance also would invest 15,000 service hours in schedule reliability, as determined by the Transit Division. Attachment 4 is the list of candidate routes. Under the King County Code,⁵ the Director of the Transportation Department has the

⁵K.C.C. 28.94.020.B. "Changes to regular routes shall be subject to approval by the council except as specifically provided in this section.

discretion to make changes to service routes pursuant to certain limitations. This legislation would authorize the Director to re-invest up to 15,000 service hours to address the Strategic Plan priority of On-time Performance. Additionally, these changes represent applying the needed time to the route schedules so that drivers have the opportunity for scheduled breaks and necessary layovers between trips.

Attachment 4 is the list of 66 routes that are candidates for service reinvestments to address on-time performance. As noted in the Attachment, Metro estimates it would take about 30,000 hours to address on-time performance on all of these routes. The June 2012 service change proposal represents a 15,000 hour "down payment" to improve on-time performance.

c. Route 180 – Underserved Corridor - 11,000 hours

Route	Est. Hrs.	Time	Between
180	11,000	Night	Burien-SeaTac-Kent-Auburn

The Route 180 is an existing route linking Burien, SeaTac, Kent and Auburn; evening service is only between Kent and Auburn and the corridor is underserved for that time period. The additional service hours will extend the evening service coverage to the Burien-SeaTac-Kent portion of the Route. Fall 2010 daily ridership on the Route 180 was 3,886. Metro expects the extension of service between Kent and Burien at night to increase daily ridership to about 4,800.

d. Eastside - 6,000 hours

A major Eastside service restructuring took place in conjunction with the RapidRide B Line opening just this past October. When the Transit Division finalized the service hours needed to operate the bus routes and frequencies approved by the Council, 6,000 more annual service hours were required than had been estimated. The proposed June 2012 service change would address this error by allocating to it 6,000 hours of the 40,000 hours to be reduced.

ANALYSIS

How does Proposed Ordinance 2011-0495 implement direction contained in the Transit Strategic Plan and Service Guidelines?

A. Comparison of Deleted/Reduced Service and Passenger Load Investments

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1. The director is authorized to approve and implement the following changes of established routes and schedules and to update the 'Public Transit Regular Routes' document accordingly:
 - a. any single change or cumulative changes in a service schedule that affect the established weekly service hours for a route by twenty-five percent or less;
 - b. any change in route location that does not move the location of any route stop by more than one half mile; and
 - c. any changes in route numbers."

Council staff reviewed Metro's proposed changes and found, based on the information provided by Metro regarding each route's performance that the deleted and reduced bus routes are among the lower-performing routes as measured by one or both productivity measures. The one exception is Route 99, which is discussed below. The bus routes proposed for additional investments to relieve overcrowding are among the more productive routes. The two charts, one for routes serving the non-Seattle core and one for the Seattle core routes, show how these bus routes measure up with respect to the two productivity measures. These are attached to this staff report as Attachments 5 and 6.

In the charts, the lower left quadrant contains the routes in the bottom 25 percent of productivity for both measures. As the charts indicate, the deleted/reduced routes are less productive and the routes receiving additional service hour investments are generally more productive.

The June 2012 service change is not intended to address all underperforming routes. Transit Division staff have reported that many low productivity routes are not being addressed at this time due to those particular routes being:

- Part of the September 2012 restructuring of bus routes accompanying RapidRide C and D Line implementation;
- The only service in a particular area and therefore not to be proposed for restructuring per the Strategic Plan and Guidelines; or
- A potential part of a future efficiency change or restructures for specific areas (such as implementation of RapidRide Routes E and F).

For the 2012-2013 biennium, with overall system service levels preserved due to the temporary Congestion Reduction Charge, the Division's proposal to preserve many of these other lower productivity services appears to be financially and technically feasible. However, this analysis will be done in connection with the Fall service change proposal later this year.

B. On-Time Performance Investments

The Transit Division has provided a list of 66 candidate routes that have on-time performance issues, with an estimated 30,000 hours of investments potentially needed to address these issues. This list is Attachment 4 to the staff report. The Route 16, connecting Northgate and downtown Seattle via the Green Lake and Wallingford neighborhoods, is estimated to need 3,100 hours, more than any other route. Some 24 routes would only require 100 additional hours each.

This proposed service change ordinance would recognize the Director's use of 15,000 hours to address these issues. This approach would be consistent with the King County Code provision that authorizes the Director of the Department of Transportation to make certain minor changes in transit routes.

C. Routes Proposed for Elimination

Parts C and D of the staff report provide more information on the routes proposed for deletion or reduction on the grounds that they are lower-performing routes. In addition to describing the service hour impact and the trips affected, the weekday ridership figure for Fall 2010 is provided. A rider who travels both in the morning and then in the afternoon is counted twice.

GENERAL NOTE:

A bus route may be a low-performing route but still carry a full load of passengers on one or more trips. Accordingly, individual riders may question why a particular bus route qualifies as low-performing. Additionally, the alternative service options for riders on low-performing routes may take more time or require a connection (“two-seat ride”). Many recent service changes, such as the major Eastside restructuring effective in October 2011, eliminated lower performing “one-seat ride” routes so that service hours could be reinvested in higher performing routes. For some riders, the alternative was a two-seat ride. In some cases, a rider may not have another reasonable option.

ROUTE 38: -2,100 service hours

This Route currently provides 20 trips in each direction between 9:00 a.m. and 4:00 p.m., between the Mount Baker Transit Center and the Beacon Hill Link Light Rail Station. It serves 136 weekday rides. This Route configuration was established in 2009.

A few commentators⁶ expressed support for the proposed deletion.

ROUTE 42: -2,100 service hours

This route provides 8 trips in each direction – hourly service – between about 9:20 a.m. and 4:20 p.m. northbound and about 9:40 a.m. and 4:40 p.m. southbound, directions. It serves 121 weekday rides.

In its current configuration, this Route connects the International District with Columbia City via S. Dearborn Street, Rainier Avenue S. between Dearborn and the Mt. Baker Transit Center, Martin Luther King Jr. Way S. to S. Alaska Street, and Rainier Avenue S. between S. Alaska Street and S. Genesee Street. Before the 2009 service change, this Route extended from downtown Seattle to Rainier Heights and had more service hours and higher ridership. As several commentators discussed at the December 7, 2011 TrEE Committee meeting, the 2009 changes to the Route 42 are still of concern to many in the Southeast Seattle community. See separate discussion and background regarding this Route starting on page 15.

⁶ Commentators include individuals who contacted the Committee, testified at the December 7 Committee meeting, or contacted the Transit Division regarding proposed changes.

ROUTE 79: -2,700 service hours

The Route 79 has four morning peak trips and three afternoon peak trips with 215 daily rides. The Route 79 provides a peak-direction, peak-period⁷ connection from Lake City to the Seattle Central Business District ("CBD") along Lake City Way and Ravenna; south of 65th there are limited stops until the CBD. The Route travels on the I-5 Express Lanes to 5th and Cherry, so in the morning it arrives at the south part of the CBD and then travels north on 3rd Avenue. In the afternoon it travels south on 3rd Avenue and then enters the Express lanes northbound.

Commentators questioned how the Route 79 could be a lower performing route and stated that many buses are full. Support for Route 79 was expressed as a more convenient and quicker option than the alternatives.

Transit staff states that all stops served by Route 79 would continue to have service to downtown Seattle although the service may be slower and perhaps crowded so a seat may not always be available. Route 79 provides a relatively fast trip downtown and has a travel time advantage for those in the southern part of the CBD.

Alternative service is available along the corridor on routes that enter and leave the north end of the CBD. In Lake City, alternatives are Routes 72, 306, 312, and ST Express 522 (Route 72 would be the slowest option) in Ravenna, Route 72; along N.E. 65th Street, Routes 64 and 76; along the Roosevelt couplet, Routes 66 and 67; and, in the University District, Routes 66 and 355. Routes 71, 72, 73, and 74 combine to provide frequent service between the Downtown Seattle Transit Tunnel and the University District -- northbound in the afternoon peak period, this 70s series of busses serve a common stop with the current Route 79 on N.E. 42nd Street. Southbound in the morning peak period, this 70s series of busses serve stops a few blocks south of stops currently served by Route 79.

Since Route 79 enters and exits the I-5 express lanes at 5th and Cherry, for riders oriented to/from the south part of downtown Route 79's elimination will probably result in these riders experiencing longer travel times. Route 79 riders to/from the north end of downtown Seattle may notice little difference in their travel time.

ROUTE 129: -1,400 service hours

This Route provides four morning peak and four afternoon peak trips in each direction, with 38 daily rides. The Route 129 service between Tukwila International Boulevard Link Station to the Riverton Heights neighborhood, via Military Road S., S. 144th Street, 24th Avenue S., S. 128th Street, Des Moines Memorial Drive S., Military Road S., and 24th Avenue S. (See Route map on page 36.)

⁷The peak period consists of the morning (6:00 a.m. to 9:00 a.m. weekdays) and afternoon (3:00 p.m. to 6:00 p.m. weekdays) periods, and the peak direction is service to an employment center in the morning and away from the employment center in the afternoon.

Alternative service is available on Route 128 on the southern part of Military Road S. connecting to the Tukwila International Boulevard Link Station, and on Route 132 on S. 128th Street. Other parts of Route 129 do not have alternative coverage.

ROUTE 162: -2,200 service hours

The Route 162 provides four morning peak and two afternoon peak trips and has 161 daily rides. This Route provides peak-direction, peak-period service between the Kent Sounder Station and downtown Seattle with a stop at Kent-Des Moines Park-and-Ride. Alternative service from the Kent Sounder Station is available on the Sounder Commuter Train and the Routes 150, 158 and 159 (Routes 158 and 159 provide neighborhood service in parts of Kent and then follow the same route as the Route 162 from the Kent Sounder Station to downtown Seattle). Alternative service between Kent-Des Moines Park-and-Ride and downtown Seattle is available on Routes 158, 159 and 192.

One commentator stated that the bus is always full and should be retained. One commentator who rides the Route 158 expressed support for retention of the Route 162. Another commentator expressed support for the proposed deletion.

ROUTE 175: -3,600 hours

The Route 175 provides four morning peak-direction, peak-period trips and four afternoon peak-direction peak-period trips, with 193 daily rides. This Route provides services from Federal Way's Mirror Lake neighborhood and along Pacific Highway South to Kent-Des Moines Road, then expresses to the Seattle CBD on I-5. Alternative service on this Route would be two-seat rides (Route 901 to the Federal Way Transit Center, connecting to Route 179 to the Seattle CBD; RapidRide A Line service to the Tukwila International Boulevard Link Station; or drive to the Redondo Heights or Star Lake Park-and-Rides to catch the Route 190 one-seat ride. This is an example of a low-performing route that current riders may find convenient and preferable to the alternatives.

A few commentators expressed support for this one-seat ride.

ROUTE 196: -5,900 hours

NEW ROUTE 178: +1,500 hours

The Route 196 provides seven morning and six afternoon peak-direction, peak-period trips for 304 daily rides. This Route provides peak-period, peak-direction service from the South Federal Way Park-and-Ride to the Seattle CBD and back.

While the Transit division proposed to eliminate the Route 196, as part of this service change it also proposes to redirect additional hours to a new Route 178, which will provide alternative service to the eliminated Route 196. Proposed replacement service

would be to extend 6 morning trips on the Route 177 (connecting the S. 320th Park-and-Ride with the Seattle CBD) and six afternoon southbound trips on the Route 177. The buses serving the South Federal Way Park-and-Ride would be renumbered as the Route 178. Transit staff estimates that this trip would be 8-10 minutes longer than the current Route 196.

Several commentators expressed support for retention of this one-seat direct trip as more convenient. Concern about standees on the freeway was also mentioned, as well as the impact on current riders of the Route 177. According to Transit staff, the proposal includes additional southbound afternoon peak service on the Route 177 to provide additional capacity in the afternoon to address this capacity concern in accordance with the Guidelines.⁸

ROUTE 219: -2,400 hours

This Route connects Factoria Mall with parts of south Bellevue and Newcastle in a circular route, with buses traveling in both directions. (See Route map on page 48.) There are two morning peak and two afternoon peak "Direction A/Clockwise" trips, and two morning peak and three afternoon peak "Direction B/Counterclockwise" trips. The Route serves 54 daily rides.

Alternate service is available on the Routes 240 and 114 for the portion of this Route on Factoria Boulevard S.E., 119th Avenue S.E. in the Newport Hills neighborhood and the southern segment of Coal Creek Parkway S.E. in Newcastle. The Route 240 provides 30-minute all-day service in both directions, connecting Renton and downtown Bellevue via Newcastle, Newport Hills, Factoria, Eastgate/Bellevue College, and Richards Road. The Route 114 provides a peak-direction, peak-period service from the southern segment of Coal Creek Parkway S.E. and 119th Avenue S.E. .

One commentator expressed concern that this change (together with elimination of the Route 925) would negatively affect his ability to use transit.

ROUTE 600: -600 hours

The proposal would delete five morning and five afternoon peak-direction trips; there are 60 daily rides.

This Route connects downtown Seattle with the Group Health Administrative facility in Tukwila located off of East Marginal Way near the Metro Transit South Base. The Route 600 began in 2001 as a demonstration project using "deadhead" buses traveling

⁸The Metro Service Guidelines state that no route should have standees for more than 20 minutes (standing loads are evaluated over the period of a service change, approximately four months). Because service to Federal Way is longer than 20 minutes, the Service Guideline policy direction is that additional service would be prioritized (first priority per the Metro Service Guidelines) if there are standees.

between South Base and the start or endpoint of a bus route and has been retained since that time.

Information on the proposed change was provided to the Group Health Commute Trip Reduction staff and resulted in a large number of commentators expressing opposition to the deletion of Route 600. One commentator testified at the December 7 Committee hearing that: (a) the service is provided through an agreement between Metro Transit and Group Health; (b) the service is “profitable” because it puts riders on buses that would otherwise be empty as they deadhead between downtown Seattle and South Base; (c) alternative services options provided by Transit are not viable; and (d) Transit staff proposed to delete the Route based on faulty analysis.

Transit staff responses to these points:

- a. Group Health, like many other large employers, has an agreement with the region’s transit service providers to supply ORCA cards and other transit services to employees. This agreement does not specifically address the Route 600.
- b. It is not correct that Route 600 is “profitable” because the riders are filling seats that would otherwise be empty. Because all transit service is subsidized (i.e. not profitable) this might reduce the amount of subsidy but would not turn a profit. There are other costs to providing the Route 600, which include the costs of added travel time between South Base and the Group Health administrative center and one bus trip that is not deadhead service. Another concern is that the Division’s scheduling system shows the service hours as unavailable/assigned to Route 600, and consequently these hours are no longer “deadhead” hours and cannot be assigned to other routes as part of the overall rescheduling efficiencies implemented in response to the 2009 Performance Audit.
- c. Transit Division informational materials have indicated that alternative service may be available from the Route 124 along Tukwila International Boulevard and the Route 150, which stops at the Tukwila Park-and-Ride on Interurban Avenue S. Transit staff clarifies that the Route 124 is potentially useful for one building but not convenient for most of the complex, and concurs that the Tukwila Park-and-Ride is further away than some Transit Division materials indicate. Transit staff notes that vanshare programs are the most feasible alternative – the Group Health transit benefit agreement covers \$35 per month for vanshares, so if five employees form a vanshare, the \$175 monthly cost would be covered under the Group Health agreement.
- d. The Transit staff position is that the analysis is consistent with the Service Guidelines.

The Transit staff is continuing to explore options to provide Group Health employees with access to some deadhead service using a bus adjacent to South Base that would minimize the added costs of providing the service.

ROUTE 912: -1,900 hours

This Route connects Covington and Enumclaw via Black Diamond, providing one peak morning and two peak afternoon trips in each direction. There are 15 daily rides. (See Route map on page 52.)

Transit staff states that alternative service is available along the Black Diamond-Enumclaw Road on Route 907 and along Southeast 272nd Street (Kent-Kangley Road) on Route 168.

ROUTE 925: -2,600 hours

This Route is a Dial-A-Ride-Transit (“DART”)⁹ route serving Newcastle and the Coal Creek Parkway-Factoria area. (See Route coverage area map on page 54.) It is the lowest performing bus route in the entire Metro Transit system, with 9 daily rides.

For part of the area that would lose coverage, alternate service is available on the Route 240 serving Factoria Boulevard S.E., 119th Avenue S.E. in the Newport Hills neighborhood and connecting to the Newcastle Transit Center and the southern segment of Coal Creek Parkway S.E. in Newcastle. The Route 240 provides 30-minute all-day service in both directions, connecting Renton and downtown Bellevue via Newcastle, Newport Hills, Factoria, Eastgate/Bellevue College, and Richards Road. The Route 114 provides a peak-direction, peak-period service from the southern segment of Coal Creek Parkway S.E. and 119th Avenue S.E.

A commentator expressed concern that elimination of this Route and Route 219 would prevent him from using transit for his trip needs.

D. Routes Proposed for Reduction

ROUTE 25: -4,000 hours

The proposed change would reduce peak period service from every 30 minutes to hourly. This Route connects Laurelhurst and Children’s Hospital with downtown Seattle via the University District, Montlake, Portage Bay, North Capitol Hill, and East Lake Union neighborhoods. Comments on this Route were mixed: some supporting the reduction due to concern about the impact of a bus driving on residential streets; some requesting the current level of service remain. During the peak period, Transit staff reports 293 “ons and offs” on this service. It is anticipated that some of the rides would be affected by the reduction in the number of trips, though with service continuing on this route it will just be less convenient or timely with hourly service.

⁹ When a Metro Transit route is operated as DART service, customers can request service to and from destinations in designated portions of the route.

ROUTE 99: -2,200 hours

As amended by the Committee, the proposed change would retain off-peak and weekend trips in the summer months (June-September) and eliminate them in the rest of the year. This Route is the replacement service for the discontinued Waterfront Streetcar, connecting the Waterfront with Pioneer Square and serving the International District on S. Jackson Street. Alternative service is available on the northbound, First Avenue portion of the alignment between Pine Street and Marion Street (Routes 10 and 12) and on part of S. Jackson Street (Route 14). The Routes 16 and 66 serve Alaskan Way alignment between Madison Street and Yesler Way.

Commentators expressed concern that ridership is higher during the summer months and provides an economic boost to the area in terms of increasing mobility for tourists. The impact of Viaduct replacement work in the Central Waterfront was also cited.

Staff reviewed this issue with the Transit Division and found that for the summer months this Route's productivity is in the top quartile of route performance. The Committee amended the proposed ordinance to retain the off-peak and weekend service during the summer months (June through September) while discontinuing off-peak and weekend service during the rest of the year.

ROUTE 119: -900 hours

The proposal would delete all evening trips, which is two trips in each direction. This Route connects downtown Seattle and Maury Island via central and north Vashon Island. The Route 118 provides alternative service between downtown Seattle and central-north Vashon Island (Valley Park-and-Ride/SW 204th Street) which is part of the Vashon-Tahlequah Corridor. However, evening service along S.W. 204th to Maury Island would be eliminated. The Transit Division reports that 9 daily rides would not have replacement coverage.

ROUTE 139: -300 hours

The proposal would delete service after 8:15 pm, which is the last three trips of the current 30 trips per day. This Route provides a connection from the Burien Transit Center to neighborhoods in Burien, including the Highline Medical Center. It is a loop that travels in a clockwise direction (south from the Transit Center on 4th Avenue South to Highline Medical Center, then west on SW 160th Street/14th Avenue SW/SW 164th Street, then north on 21st Avenue SW, then east on S.W. 152nd Street/8th Avenue S.W./S.W. 150th Street. Ridership on the evening trips is low. On 4th Avenue SW between S.W. 150th Street and S.W. 156th Street only, alternative service is available on Route 140 for the later ride times.

ROUTE 935: -2,800 hours

This Route is DART service for the corridor connecting Kenmore with Totem Lake via Finn Hill and Juanita. The reduction would reduce all midday off-peak trips, which is approximately 8 trips from Kenmore to Totem Lake between 9:00 a.m. and 3:00 p.m. and approximately 7 trips from Totem Lake to Kenmore between approximately 9:00 a.m. and 3:00 p.m. The weekday ridership for the midday period is 38 according to Transit staff. Alternative service during off-peak hours on weekdays is available on Route 234 along Juanita Drive N.E. between N.E. 155th Street and N.E. 181st Street, and along 84th Avenue N.E. between N.E. 132nd Street and N.E. 141st Street. Alternative service is available on Route 255 between 98th Avenue N.E. and the Totem Lake Transit Center via N.E. 124th Street.

ISSUES

Specific questions raised during the December 7 TrEE Committee meeting included: (1) What would the cost be to the Transit Division if changes proposed for June 2012 were instead to take effect in September 2012; (2) Could the Route 42 be saved by reconfiguring it with the Route 8; and (3) what role does Social Equity play in the evaluation of Routes.

1. Delay Proposed Service Changes Until September 2012

At the December 7 Committee meeting, Councilmember McDermott asked what the costs would be to the Transit Division if the June changes were to take effect in September, simultaneously with the RapidRide C and D Line-related restructure and the elimination of the Ride-Free Area in downtown Seattle.

Transit division staff have responded that the dollar cost of a delay would be relatively minimal as the same number of service hours would be budgeted – the service hours would just be expended on lower-performing routes and the reinvestment into higher-performing routes would be delayed. However, Transit staff also added that the June 2012 proposed reductions are “stand-alone” changes; that is, they can be implemented in isolation and are not connected to a larger restructure. Therefore, Transit staff opined that there would be no benefit by waiting as these changes are not to be integrated into the larger restructuring that is anticipated in September.

Transit Division staff also stated that there are limits to the organization’s capacity to make significant changes in a single service change. The September 2012 service change is expected to include a large restructuring along with implementation of the RapidRide C and D Lines. In addition, the Ride Free Area will be eliminated at this time, requiring additional changes to many routes. The Transit staff reported that the decision to defer June 2012 service changes would add to the complexity of the September 2012 changes and could result in delaying service changes proposed for September until February 2013. This could result in a cascade of service change delay,

including the Division's ability to begin addressing on-time performance issues and the related driver concerns.

It is important to note that the Council's specific policy direction was reinvestment of lower-performing service states of at least 100,000 service hours in the 2012-2013 biennium. Therefore, a deferral of some or all of June 2012 changes to later in the biennium would not, in and of itself, be inconsistent with the Council direction.

ROUTE 42 – ROUTE 8 REVISION CONCEPT

At the December 7, 2011 TrEE Committee meeting, several persons testifying were Southeast Seattle community group representatives and/or residents. Collectively they urged the Council to modify the ordinance to include a Route 42 in some configuration. Some testified that the County should reinstate the pre-2009 alignment; but with 15-minute headways (prior to 2009 the Route had 30-minute headways). Some encouraged a look at coupling the north end of the old route 42 with a revision to the Route 8 so that it would terminate at the Mount Baker Transit Station, but allow to sync up with the Route 42 to the International district. Background and policy implications of these proposals are discussed in this section of the staff report.

Any change to reinstate the Route 42 would not be hours-neutral, as the amount of hours required for a reconfigured Route 42 would be more than the hours taken from a shortened Route 8.

Background – 2009 Service Change

When Sound Transit was created, it entered into cooperative agreements with the King County Transit Division and other local transit agencies. Motion 10584, adopted in 1998, approved Service Redeployment Guidelines for modifying Metro Transit service when Sound Transit services were brought on line. The Guidelines include priorities of:

- maintaining local service in those portions of corridors served by Sound Transit where riders would otherwise experience a net loss of transit service;
- service improvements that connect with regional service, to enhance service integration; and
- redeployed resources should not be used for service that duplicates any Sound Transit service, or competes for the same travel market, unless Sound Transit and the partner agency agree to jointly improve service levels along a corridor.

These Guidelines have been the basis for Metro Transit service changes affected by Sound Transit since Link Light Rail went into service.

In early 2009, the Council reviewed and approved a major restructuring of bus routes in areas that were to be served by Link Light Rail, including Southeast Seattle. These changes were implemented in Fall 2009 in conjunction with the opening of Link Light Rail (some changes were effective in February 2010).

For Southeast Seattle, key changes included adding bus service to Link Light Rail Stations and reconfiguring some of the highest ridership routes serving the area:

- Route 8, connecting Queen Anne east to Capitol Hill and then south on Martin Luther King Jr. Way, was extended south of Mount Baker Transit Center (located at Rainier Avenue S. and S. McClellan Street, across Rainier from the Mount Baker Link Station) to provide local service on Martin Luther King Jr. Way at 15-minute intervals. The new alignment extended down to S. Henderson Street. Hours were substantially increased, in part with Transit Now Partnership hours from the City of Seattle.
- Route 9X, connecting Capitol Hill and Rainier Beach via Broadway and Rainier Avenue, had a minor change to serve the Rainier Beach Link Station and received additional service hours for 30-minute midday service.
- Route 14S, connecting the Summit neighborhood of Capitol Hill and downtown Seattle with the Mount Baker neighborhood via S. Jackson Street and 31st Avenue S., received a minor revision to serve the Mount Baker Transit Center.
- Route 36 was revised to connect Othello Link Station with downtown Seattle via Beacon Avenue S. and S. Jackson Street, and Saturday frequency was increased.
- Route 42 was proposed for deletion. The Council approved a modified smaller version as discussed below.
- Route 48S, serving Loyal Heights, the University District, the Central District, and the Rainier Valley, was modified to terminate at the Mount Baker Transit Center. The change was proposed in part to improve reliability. This change eliminated a one-seat ride between the University District and areas south of the Mount Baker Transit Center, but the Routes 7 and 8 provided frequent connections to the south.
- Route 106, connecting Renton and downtown Seattle, was revised to serve the Rainier Beach and SODO Link stations, and peak-direction frequencies were increased.
- Route 107, connecting Renton Transit Center and Rainier Beach, was revised to replace part of the Route 42 coverage at the south end of the old Route 42 alignment, and frequencies were increased.
- The Route 7, connecting downtown Seattle and Rainier Beach via Rainier Avenue S. and S. Jackson Street, was largely unchanged (the Route 7 Express service was reduced).

Route 42 – prior to the 2009 change, the Route 42 connected downtown Seattle and the Rainier View neighborhood via the International District, Dearborn, Rainier Avenue S. to the intersection with Martin Luther King Jr. Way, then down Martin Luther King Jr. Way to Renton Avenue S. and then down 51st Avenue S. to the Rainier View neighborhood. This Route had 29,900 service hours (26,900 service hours on the Route 42 plus 3,000 service hours on the Route 42 Express) and totaled 3,780 riders in Fall 2008. The Transit Division proposed to delete the Route as part of the restructuring, based on the service to be provided by Link Light Rail, the revised Route

8, and the revised Route 107 as alternatives for some of the trips taken on the Route 42.

The Council amended the proposal to include the Route 42 in its current alignment and service level (hourly service on a portion of the old alignment). This Route is now proposed for deletion.

Attachment 7 illustrates the 2008 “before” and Fall 2010 “after” ridership on bus routes serving Southeast Seattle. The Fall 2010 Link Light Rail ridership is also included. This table indicates that overall, more than one hundred thousand service hours have been added in the Southeast Seattle area after the service changes made in 2009 and the opening of the Link Light Rail system.

Supporters of a restored Route 42 opined that this renewed alignment would meet a significant, currently unmet trip need that is particularly important to senior citizens, immigrants, longtime residents of the area, and others for whom Link light rail and two-seat bus rides are not viable options.

Policy questions relating to their proposal include the following:

- How many service hours would be needed to restore the Route 42 (either at its old 30-minute headways or at the requested 15-minute headways)?
- Where would additional service hours come from, if terminating the Route 8 at Mount Baker Transit Center would not generate enough service hours?
- What impacts would the reinvestment have on the rest of the system (i.e., would this be the most productive use of the service hours)?
- Would this change be consistent with the Strategic Plan and Service Guidelines?

ISSUE – SOCIAL EQUITY

Several commentators supporting Route 42 expressed support for the inclusion of social equity as a factor in the Strategic Plan and asked the Council to ensure that it is being implemented properly. The following provides background on how Social Equity is utilized in implementing the Strategic Plan. Social Equity is one of three factors – along with productivity and geographic value – used to shape the All Day and Peak Network which is made up of a system of corridors that connect Regional Growth Centers, Manufacturing/Industrial Centers and Transit Activity Centers. Individual routes are not subjected to this analysis. It is done at the higher level of corridors.

The first step in evaluating corridors for the All Day and Peak Network is to assign points based on productivity (housing density and job access worth up to 20 points – 50% of the total – included in this category), Social Equity, and Geographic Value (up to 10 points – 25% of the total – are added if a corridor is served by a bus route that is a primary connection between activity centers).

Social equity is incorporated into the All-Day and Peak Transit network by reference to census tracts with a higher percentage of lower-income or minority populations than the

county as a whole. If a corridor serves a lower-income census tract it receives 5 additional points, and if a corridor serves a minority census tract, it receives 5 additional points (10 points received if both categories apply). When all points are added up in Step One of the Corridor Review Process, these additional points may result in a corridor being qualified for more frequent service than would otherwise be the case. Of the 13 corridors serving Southeast Seattle, four move up two service family categories and seven move up one service family category because of the social equity evaluation.

During consideration of the Strategic Plan by the Regional Transit Committee, Transit Division staff explained that data on senior citizens and young people was not available but that use of minority and low-income census tracts would function as a proxy for the needs of these individuals.

Under the Strategic Plan, the key guarantee of Social Equity is the award of additional points to the corridors that serve minority and low-income census tracts.

Southeast Seattle All Day and Peak Network Corridors:

The Strategic Plan list of corridors includes the following corridors serving Southeast Seattle:

From	To	Via	Points	Social Equity Points
Beacon Hill	Seattle CBD	Beacon Avenue	21	5
Capitol Hill	White Center	South Park, Georgetown, Beacon Hill	24	10
Central District	Seattle CBD	E. Jefferson	35	10
Colman Park	Seattle CBD	Leschi, Yesler	27	10
Mt. Baker	Seattle CBD	31 st Ave S, S Jackson	24	10
Mt. Baker	University District	23 rd Ave	19	10
Othello Station	Columbia City	Seward Park	9	5
Rainier Beach	Seattle Center	Martin Luther King Jr. Way-E. John-Denny	22	10
Rainier Beach	Seattle CBD	Rainier Avenue	23	10
Rainier Beach	Capitol Hill	Rainier Avenue	14	10
Renton	Seattle CBD	Martin Luther King Jr. Way, I-5	24	10
Renton	Seattle CBD	Skyway-S Beacon Hill	19	10
Renton	Rainier Beach	West Hill-Rainier View	10	10

REASONABLENESS

Council staff have reviewed the service changes in Proposed Ordinance 2011-0495 and concluded, based on the information provided, bus routes proposed for deletion and revision are among the lower-performing routes (with the possible exception of a summer only Route 99). These eliminations and reductions in service to the specific routes meet the guidelines. Staff also concluded that the proposed reinvestments are

consistent with the Strategic Plan and the priorities in the Service Guidelines. Therefore, adoption of the proposed service changes to go into effect in June would appear reasonable.

ATTACHMENTS

1. ~~Proposed Ordinance 2011-0495~~
2. ~~Executive's Transmittal Letter~~
3. ~~Fiscal Note~~
4. On-Time Performance – List of Candidate Bus Routes
5. Peak Service Non-Seattle Core Productivity Chart
6. Peak Service Seattle Core Productivity Chart
7. Central Link Restructure Table – Ridership before and after the restructure
8. ~~Synopsis of comments received by the Committee~~

Routes Not Achieving Schedule Reliability Thresholds

Improving on-time performance is Metro's second investment priority. Guidelines establish "lateness" thresholds that identify routes that require remedial action to improve on-time performance. Metro estimates that it would take approximately 30,000 annual service hours to address on-time performance on routes that reliability is below the established threshold. Metro is planning to reinvest 15,000 hours in June 2012, and proposing to invest 5,000 added hours and make additional schedule improvements through the September 2012 process of restructuring Seattle-area transit networks. The table below lists the routes that are candidates for investment based on their past year's performance. Investments may occur on weekdays or weekends.

Please note that the results of the September 2012 restructure process may influence which routes receive investments in June 2012.

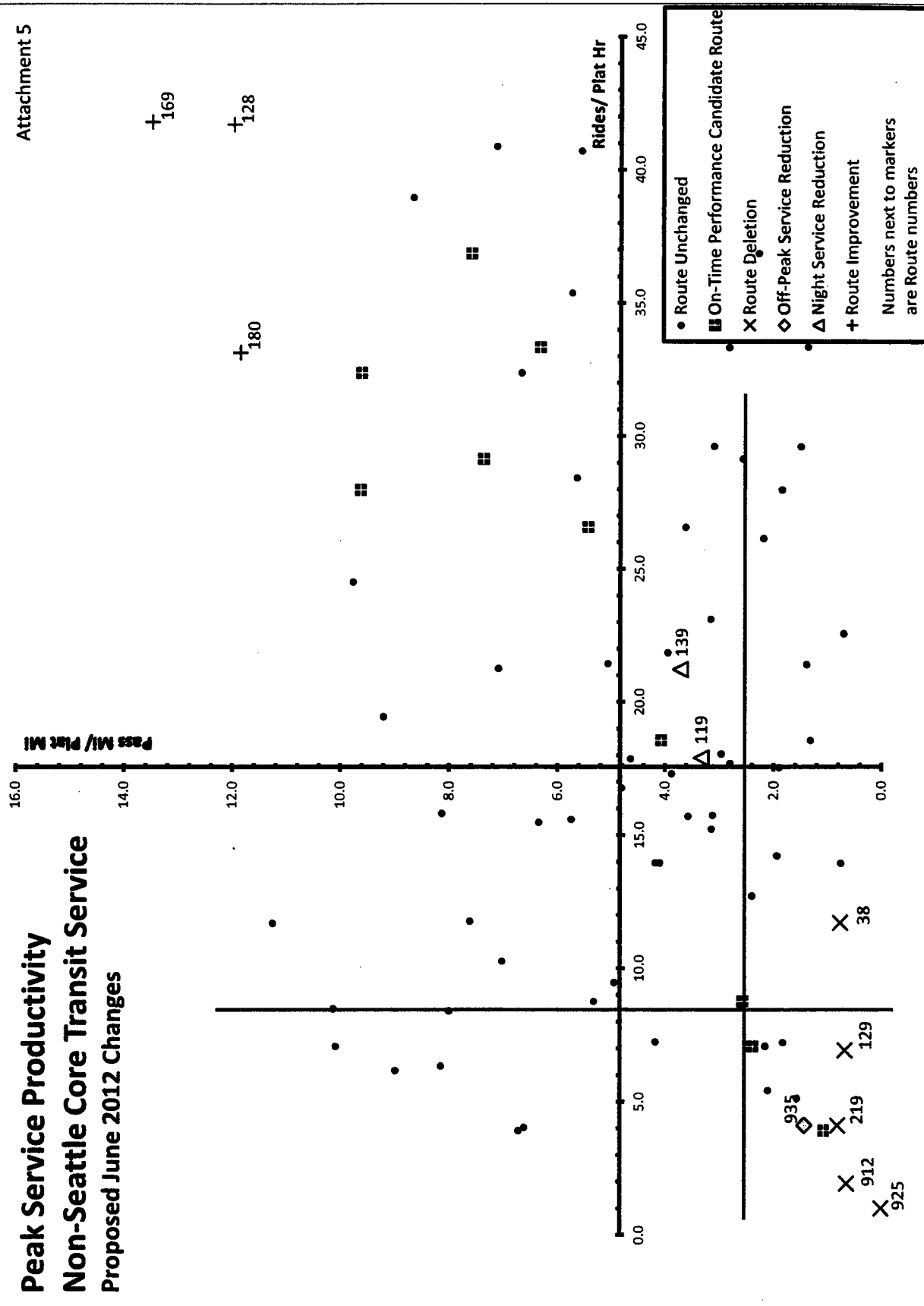
Route	Between
2N & 2S	Queen Anne Hill and Madrona via Seattle CBD
5	Greenwood and Seattle CBD
7	Rainier Beach and Seattle CBD
8	Rainier Beach and Queen Anne
15	Blue Ridge and Seattle CBD
16	Northgate and Seattle CBD
17	Loyal Heights and Seattle CBD
18	N Beach and Seattle CBD
21EX	Arbor Heights and Seattle CBD
21	Arbor Heights and Seattle CBD
22	White Center and Seattle CBD
23	White Center and Seattle CBD
24	Magnolia and Seattle CBD
26	Wallingford and Seattle CBD
27	Colman Park and Seattle CBD
28	Broadview and Seattle CBD
30	Sand Point and Queen Anne
31	Magnolia and U District
33	Magnolia and Seattle CBD
37	Alaska Junction and Seattle CBD
38	Beacon Hill and Mount Baker
39	Rainier Beach and Seattle CBD
43	University District and Seattle CBD
48N & 48S	Loyal Heights and Mount Baker via U District
49	University District and Seattle CBD
54EX	Fauntleroy and Seattle CBD
54	White Center and Seattle CBD
55	Admiral District and Seattle CBD

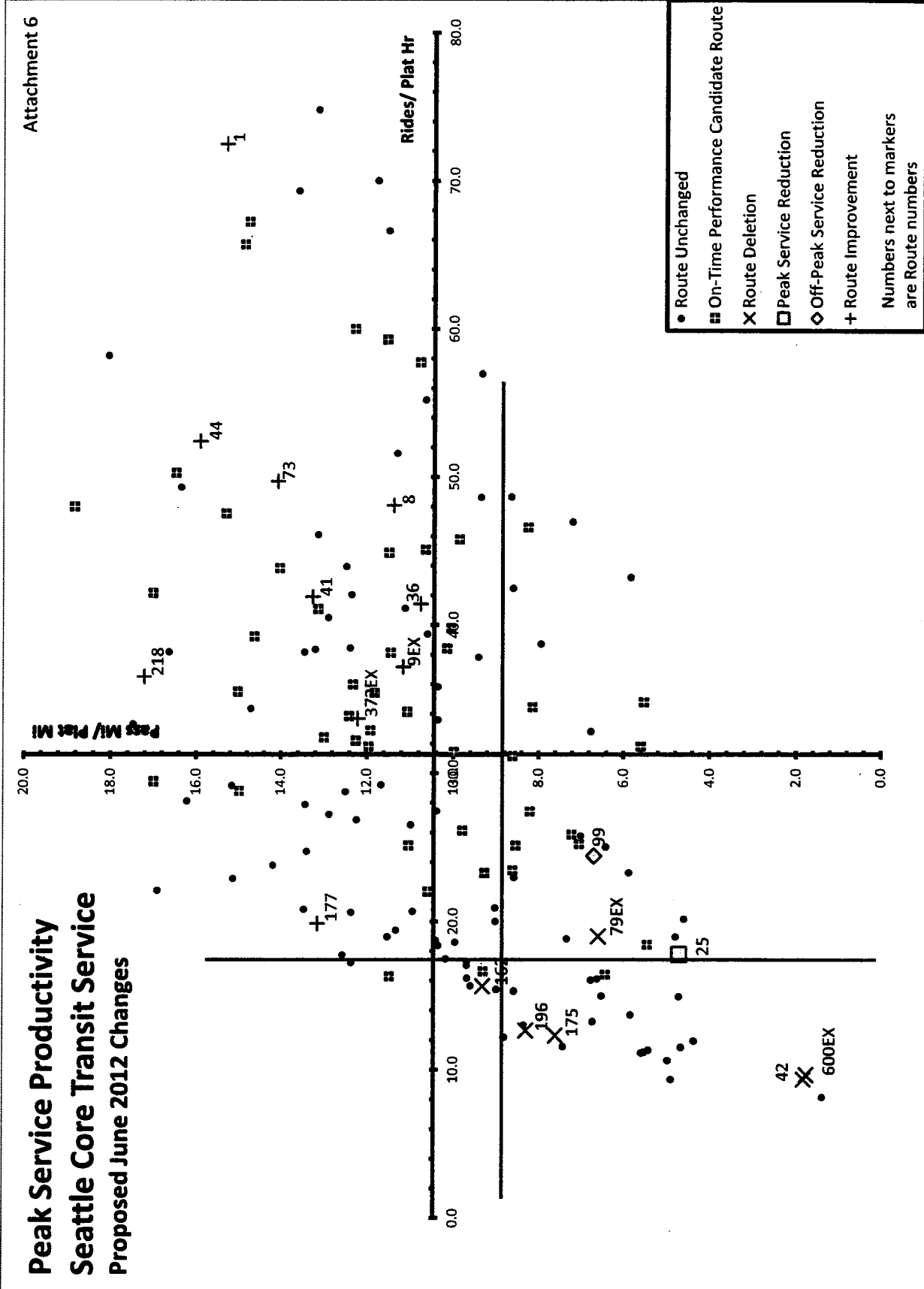
Routes Not Achieving Schedule Reliability Thresholds (continued)

57	Alaska Junction and Seattle CBD
60	Broadway and White Center
66EX	Northgate and Seattle CBD
68	Northgate and U District
71	Wedgwood and U District
72	Lake City and Seattle CBD
81	Owl: Seattle CBD and Loyal Heights
105	Renton Highlands and Renton Transit Center
106	Renton and Seattle CBD
113	Shorewood and Seattle CBD
119EX	Seattle CBD and Vashon Heights and Dockton
120	Burien and Seattle CBD
121	Des Moines and Seattle CBD
122	Highline Community College and Seattle CBD
124	SeaTac and Seattle CBD
125	Shorewood and Seattle CBD
128	South Center and Admiral District
131	Midway/Des Moines and Seattle CBD
132	Burien and Seattle CBD
150	Kent and Seattle CBD
166	Des Moines and Kent
169	Renton and Kent
181	Federal Way and Auburn
182	Federal Way and Twin Lakes
187	Twin Lakes and Federal Way
205EX	Mercer Island and U District
209	North Bend and Issaquah
224	Redmond and Fall City
240	Bellevue and Renton
251	Bothell and Redmond
255	Brickyard P&R and Seattle CBD
280	Owl: Seattle CBD and Renton
309	Kenmore to First Hill via Lake City
311	Duvall and Seattle CBD
330	Shoreline and Lake City
358EX	Aurora Village and Seattle CBD
373EX	Aurora Village Transit Center and U District

Attachment 5

**Peak Service Productivity
Non-Seattle Core Transit Service
Proposed June 2012 Changes**





**Central Link Restructure
Ridership Before and After the Restructure**

Route	Period	Fall 2008			Fall 2010			Net Difference 2008-2010		
		Rides	PlatHrs	Rides/PlatHr	Rides	PlatHrs	Rides/PlatHr	Rides	PlatHrs	Rides/PlatHr
7	Night	431,859	15,208	28	671,654	26,765	25	239,795	11,557	-3
7	OffPeak	1,865,370	37,253	50	1,751,744	34,548	51	-113,627	-2,705	1
7	Peak	1,054,932	24,619	43	855,172	19,131	45	-199,760	-5,488	2
7EX	Peak	221,559	6,245	35	91,559	3,660	25	-130,000	-2,585	-10
8	Night	132,806	4,438	30	511,586	18,731	27	378,779	14,292	-3
8	OffPeak	391,947	9,459	41	1,082,458	25,936	42	690,512	16,477	1
8	Peak	490,365	10,787	47	931,494	17,565	53	441,129	6,779	6
9EX	OffPeak	163,761	3,499	47	283,322	7,622	37	119,561	4,122	-10
9EX	Peak	284,791	6,990	41	320,966	8,168	39	36,175	1,178	-1
14S	Night	159,835	5,368	30	141,503	6,552	22	-18,332	1,184	-8
14S	OffPeak	495,021	7,644	65	338,104	8,718	39	-156,917	1,074	-26
14S	Peak	399,998	8,141	49	279,621	7,836	36	-120,377	-305	-13
32EX	Peak	97,318	2,717	36				-97,318	-2,717	
34EX	Peak	64,467	2,878	22	41,320	1,774	23	-23,147	-1,103	1
36	Night	293,788	11,938	25	490,787	20,302	24	196,999	8,364	0
36	OffPeak	1,574,367	30,246	52	1,445,727	30,695	47	-128,640	449	-5
36	Peak	1,154,467	24,438	47	872,454	19,583	45	-282,013	-4,855	-3
38	Night	7,156	1,040	7				-7,156	-1,040	
38	OffPeak	63,873	2,792	23	35,588	2,302	15	-28,285	-490	-7
38	Peak	50,235	1,930	26				-50,235	-1,930	
39	Night									
39	OffPeak	283,181	11,285	25	41,287	3,842	11	-241,894	-7,443	-2
39	Peak	240,720	8,449	28	157,018	6,935	23	-126,163	-4,351	-1
42	Night	178,359	6,617	27	169,058	6,105	28	-9,301	-512	-1
42	OffPeak	555,190	12,753	44				-178,359	-6,617	-33
42	Peak	479,329	10,542	45	30,864	2,890	11	-524,327	-9,863	-42
42EX	Peak	127,182	3,053	42				-127,182	-3,053	
48S	Night	178,102	5,224	34						
48S	OffPeak	1,219,891	20,374	60	381,762	10,599	36	-838,129	-11,775	-2
48S	Peak	1,227,056	17,515	70	855,876	13,421	64	-364,015	-6,953	-4
60	Night	48,705	2,346	21	899,516	12,847	70	-850,811	-4,668	-4
60	OffPeak	588,627	14,053	42	635,392	21,662	29	-98,227	6,341	-13
60	Peak	467,636	10,076	46	472,747	14,139	33	-5,111	4,063	-13
106	Night	224,932	8,977	25	260,471	13,018	20	-35,539	4,041	-5
106	OffPeak	601,740	15,133	40	567,590	17,119	33	-34,150	1,986	-7
106	Peak	566,865	11,904	48	427,099	12,754	33	-139,766	850	-14
107	Night	30,004	2,612	11	99,540	6,504	15	-69,536	3,892	4
107	OffPeak	122,555	4,325	28	183,664	7,671	24	-61,109	3,347	-4
107	Peak	125,967	4,020	31	179,927	7,006	26	-53,960	2,986	-6
126	Peak	50,141	5,669	9				-50,141	-5,669	
Link	All				7,045,790	80,247	88	7,045,790	80,247	88
TOTAL		16,714,098	392,554	43	22,699,591	505,334	45	5,985,494	112,779	2

Metro only systemwide productivity 32.6

