

**SOUND TRANSIT
STAFF REPORT**

RESOLUTION NO. R2002-07

2002 Service Implementation Plan

Meeting:	Date:	Type of Action:	Staff Contact:	Phone:
Executive Committee	5/2/02	Discussion/Possible Action to Recommend Board Approval	Agnes Govern, Regional Express Director	(206)398-5037
Finance Committee	5/2/02	Discussion/Possible Action to Recommend Board Approval	Mike Bergman, Project Manager, Regional Bus	(206)398-5358
Board	5/9/02	Action	Gloria Overgaard, Deputy Director, Regional Express	(206)689-4909

Contract/Agreement Type:		Requested Action:	
Competitive Procurement	3	Execute New Contract/Agreement	3
Sole Source		Amend Existing Contract/Agreement	
Memorandum of Agreement		Contingency Funds Required	
Purchase/Sale Agreement		Budget Amendment Required	

4 Applicable to proposed transaction.

OBJECTIVE OF ACTION

- Approval of the 2002 Regional Express Bus Service Implementation Plan (SIP).

ACTION

- Approve the proposed 2002 SIP that authorizes staff to implement new ST Express bus routes and revisions to existing ST Express bus routes starting in September 2002.

KEY FEATURES

- Defines one new route, one demonstration route, and revisions to existing routes scheduled for implementation in September 2002, February 2003, and September 2003 which will bring the number of total ST Express bus routes to 19.
- Maintains program total of 3.6M bus platform hours through 2006. The proposed 2002 SIP has a program budget through 2006 of \$506M (YOES), compared to the Adopted 2002 Budget of \$498M (YOES).
- Identifies funding source to address the East King subarea's budget shortfall of \$8M due to higher than planned costs for replacement tunnel buses used on Route 550.
- Explains a new budget line item for major mid-life fleet overhauls that has no budget impact.
- Shifts a portion of the East King subarea's Regional Mobility Fund to schedule maintenance hours and to extend Route 554, Issaquah/Seattle, to the Issaquah Highlands.

- Provides options and a staff recommendation regarding early morning Route 574 service per Board amendment.
- As part of SIP approval, authorize staff to work with the Eastside Transportation Partnership (ETP) to identify \$8M (YOES) from East King Unanticipated Revenue to address the capital shortfall caused by higher than planned costs for replacement tunnel buses used on Route 550.

BUDGET IMPACT SUMMARY

Action Outside of Adopted Budget:	Y/N	Y Requires Comment
This Line of Business	N	
This Project	Y	Board action needed to approve budget shortfall due to higher than planned cost of replacement buses for Route 550. Depending on Board direction, this can take place as part of Board action on the 2003 budget (see discussion below).
This Phase	Y	Budget shortfall for vehicle phase in East King subarea.
This Task	-	
Budget amendment required	Y	No budget amendment for this action but potential for future amendment depending on Board direction. This can take place as part of Board action on the 2003 budget.
Key Financial Indicators:	Y/N	Y Requires Comment
Contingency funds required	N	
Subarea impacts	Y	\$8M capital shortfall in East King subarea due to higher than planned costs for replacement tunnel buses used on Route 550.
Funding required from other parties other than what is already assumed in financial plan	Y	Potential funding from East King Unanticipated Revenue.

N = Action is assumed in current Board-adopted budget. Requires no budget action or adjustment to financial plan

BUDGET DISCUSSION

The total operating and bus capital cost over the ten-year program is estimated to be \$506M (YOES). The Sound Transit budgets through 2001 had been developed using 1995\$. Beginning in 2002, the agency standard changed to YOES. The new baseline is the adopted 2002 Budget.

REVENUE, SUBAREA, AND FINANCIAL PLAN IMPACTS

With the exception of the \$8M capital shortfall in the East King County subarea, the proposed action is consistent with the current 2002 Adopted Budget and is affordable within Sound Transit's current long-term plan and subarea financial capacity.

The unanticipated additional costs associated with replacing the current tunnel buses with new hybrid tunnel buses for Route 550 (Bellevue-Seattle Express) will create a shortfall in the capital budget of \$8M in the East King County Subarea. King County Metro is replacing their current tunnel fleet with these hybrids that are approximately twice the cost of conventional articulated

buses. Sound Transit budgeted \$9M for the replacement buses but the estimated cost is \$17M (including two additional buses for ridership growth), which is \$8M more than currently budgeted.

Staff is recommending that the Board consider using unanticipated East King revenue to address this shortfall. Consultation is in process with the ETP to identify priorities for the use of the unanticipated revenue. It is expected that this process will be completed prior to the submittal of the draft 2003 agency budget. A decision must be made on fleet replacement this year in order to initiate the procurement process and ensure delivery before the current tunnel buses are at the end of their useful life in late 2004.

BUDGET – ALL (YOES)

The overall ten-year costs in the proposed 2002 SIP total is \$506M, compared to the 2002 Adopted Budget of \$498M. The 2002 SIP budget is balanced with the exception of the East King Subarea. The capital shortfall of \$8M in the East King subarea is due to unanticipated additional costs associated with replacing the tunnel Breda coaches with hybrid coaches. This is the first time that the 2002 SIP budget is stated in YOES instead of 1995\$ to be consistent with the agency and the approved 2002 baseline budget. The table below shows the comparison between the 2002 Adopted Budget and the proposed 2002 SIP.

Subarea	Adopted 2002 Budget (A)	Proposed 2002 SIP¹ (B)	Surplus (Shortfall) (A-B)
Snohomish County	\$70	\$70	\$0
East King County	\$218	\$226	\$(8)
South King County	\$53	\$53	\$0
Pierce County	\$157	\$157	\$0
Total	\$498	\$506	\$(8)

(1) Based on 2002 SIP. The SIP Financial Plan assumes that the hourly rate increases by estimated CPI of 3% annually.

Snohomish County

2002 rate negotiations with Community Transit are nearly complete so the 2002 proposed rate will be used until the rate is finalized. The proposed hourly rate is less than estimated in the 2001 SIP financial model resulting in additional schedule maintenance hours. Snohomish County’s overall costs match the 2002 Adopted Budget of \$70M. The total program platform hours increased from 519,822 in 2001 to 563,309 in 2002 and the total schedule maintenance hours for the program are 18,669.

East King

King County Metro’s 2002 hourly rate is less than estimated in the 2001 SIP financial plan and allows for additional schedule maintenance hours. The estimated plan has overall costs of \$226M, which is \$8M more than the 2002 Adopted Budget of \$218M. The capital shortfall of \$8M is due to the unanticipated additional costs associated with replacing the Breda coaches with hybrid coaches. In addition, staff recommends that the East King Regional Mobility Fund be reduced by \$4.5M to fund the extension for Route 554 (Issaquah – Seattle Express) and

maintain schedule maintenance hours of 5% of the total hours or 66,782 hours. The total program platform hours increased from 1,407,798 in 2001 to 1,487,686 in 2002.

South King

King County Metro's 2002 hourly rate is less than estimated in the 2001 SIP financial plan and allows for additional schedule maintenance for a program total of 33,225 hours. South King's overall costs match the 2002 Adopted Budget of \$53M, and the subarea's \$100,000 operations/maintenance surplus is used to offset the \$100,000 capital shortfall. The total program platform hours increased from 431,849 in 2001 to 437,353 in 2002.

Pierce County

Pierce Transit's 2002 hourly rate is slightly less than estimated in the 2001 SIP financial plan. The estimated plan has overall costs of \$157M, which is within the 2002 Adopted Budget of \$157M. The subarea's \$0.5M operations/maintenance surplus is used to offset the \$0.5M capital shortfall. There are 77,226 scheduled maintenance hours in the program total. The total platform hours increased from 1,126,234 in 2001 to 1,128,862 in 2002.

PROGRAM BACKGROUND

Service Implementation Plan (SIP)

Sound Move established the conceptual network of the 20 ST Express bus routes and the 1998 SIP provided a detailed implementation and financial plan. The 1999 SIP refined the network to 18 routes, and with the 2000 SIP the Board allocated \$24.5M (1995\$) from East King unanticipated revenues to offset the budget shortfall and create schedule maintenance hours. The 2001 SIP created the Mobility Initiative Program from a portion of the Regional Mobility Fund and approved the use of the remaining fund to be used for service and equipment per subarea; funded the Spot Improvement Program from the 10% reserves; approved the funding of a new route from the East King schedule maintenance hours; added a line item for ongoing operations/maintenance costs for Sound Transit owned facilities funded from the 10% reserves; and used the South King Regional Mobility Fund to offset the budget shortfall in that subarea.

Route 550 (Bellevue/Seattle) Replacement Buses

Route 550 is Sound Transit's most heavily used route, and the only ST Express bus service operating in the downtown transit tunnel. Due to the enclosed tunnel environment, special low-emission "Breda" buses are used with Sound Transit leasing 20 buses from King County Metro for Route 550. These tunnel buses, delivered in 1989-1990, are near the end of their useful life and are scheduled for replacement. The tunnel was to have been closed for bus use in 2004, and staff had budgeted sufficient funds for the replacement articulated diesel buses.

However, in November 2001, the tunnel joint operations plan was approved by the Sound Transit Board, which means that King County Metro will need to replace the Bredas with other buses that can operate in the tunnel environment. In order to continue operating Route 550 in the tunnel after 2004, Sound Transit will need to purchase the designated tunnel buses. King County Metro is evaluating hybrid buses as replacements and the costs are almost twice that of conventional diesel buses. Sound Transit is working closely with King County Metro during their

testing and decision making on the buses. The estimated costs are based on King County Metro's current estimates but also include taxes.

In the 1999 SIP the Sound Transit Board approved the implementation of Route 550 as a tunnel service and staff recommends this continue for the following reasons:

- Decreased travel time through downtown Seattle (up to 12 minutes during peak periods).
- Improved on-time performance and reliability.
- Maintaining downtown street capacity (15 additional buses per peak hour would be added to downtown Seattle streets).
- Reduced platform hour requirements and improved schedule efficiency.

To maintain Route 550 tunnel service beyond 2004 and allow for expanded ridership, staff recommends the acquisition of 22 new tunnel buses (20 replacements plus 2 for growth) with an estimated total cost of \$17M in YOES\$. This will require additional funding of \$8M.

Regional Mobility Fund

When the ST Express budget was developed, 15% of the each subarea budget (known as the Regional Mobility Fund) was set aside in the event the service had a paratransit requirement. In 1999 after a through review of the service characteristics, in consultation with FTA and with the concurrence of the Executive Committee, Sound Transit sent a letter to the FTA notifying them that ST Express met the characteristics of commuter bus and thus did not require a paratransit component. In the 2001 SIP, the Sound Transit Board approved the use of \$8M of Regional Mobility funds for the Mobility Initiative Program, leaving \$30.3M in the subareas to be used for ST Express service and equipment. The Board approved using the \$3.5M in South King subarea Regional Mobility Funds to offset the \$3M subarea budget shortfall and the remainder was placed in the schedule maintenance hours.

In the proposed 2002 SIP, staff is recommending that the Board approve the use of \$4.5M of the \$14.8M East King subarea Regional Mobility Fund to fund the extension of Route 554 to the Issaquah Highlands and to maintain an East King schedule maintenance budget equal to 5% of total East King platform hours.

New routes and revisions: See Attachment A.

Prior Board or Committee Actions and Relevant Board Policies

Motion or Resolution Number	Summary of Action	Date of Action
R2001-04	Adoption of the 2001 SIP.	5/10/01
R2000-06	Adoption of the 2000 SIP.	6/8/00
R99-15	Approval of 1999 SIP, including Service Standards and Performance Measures for ST Express.	7/8/99
R98-46	Adoption of the 1998 SIP.	11/12/98

CONSEQUENCES OF DELAY

Sound Transit has been working closely with the transit partner agencies on service planning and start-up activities. A significant delay in adopting the proposed 2002 SIP would mean that service improvements planned for September 2002 would occur at the next regular service change instead (February 2003). Such a delay would also affect the startup schedule of local transit service improvements planned by Sound Transit partner agencies, since the local and express improvements are closely integrated.

A significant delay in the procurement process for the new Route 550 buses could affect Sound Transit's ability to "piggyback" the order with King County Metro, resulting in additional contract and administrative costs.

REGIONAL PARTNERSHIP AND COOPERATION

Sound Transit worked closely with King County Metro on development of alternatives for the SR-522 service. King County Metro set up a public Sounding Board for the restructuring of the service along SR-522. In addition, Community Transit and Pierce Transit allowed Sound Transit access to their facilities to share with coach operators the upcoming changes in ST Express service.

Sound Transit has been an ongoing partner with King County Metro in the development and testing of hybrid buses, which are proposed as replacements for the current tunnel bus fleet.

PUBLIC INVOLVEMENT

Three editions of the publication called *Regional Transit News* outlining the proposed changes and options were produced. The first two editions described the new route along SR-522 and approximately 68,000 of each edition were mailed out along the corridor. Five public meetings were conducted and the public was encouraged to respond via survey to the transit options they wanted to see along the corridor. The *Regional Transit News* contained a survey card, which the public could mail or go on-line to share their comments and suggestions. King County Metro and Sound Transit received over 1,900 comments. A summary of the public outreach responses is included in the 2002 SIP.

The third edition of the *Regional Transit News* identified the rest of the changes to other routes that Sound Transit is considering revisions and the proposed demonstration service for Route 586 in Pierce County. Riders were met where they ride, live, and work with visits to park-and-ride lots, malls, stores, and employment sites. In addition, staff went to meet with coach operators who drive the affected routes to discuss the proposed service changes. This edition also contained a survey card, which the public could mail in to share their comments and suggestions.

LEGAL REVIEW

JW 4-18-02

SOUND TRANSIT

RESOLUTION NO. R2002-07

A RESOLUTION of the Board of the Central Puget Sound Regional Transit Authority adopting the ST Express 2002 Service Implementation Plan and authorizing the Executive Director to implement the Plan. In the case of Route 574, no more than one trip will be eliminated; staff shall do a thorough analysis to determine which trip elimination would have the least impact on ridership.

WHEREAS, a regional transit authority ("Sound Transit") has been created for the Pierce, King, and Snohomish County region by action of their respective county councils pursuant to RCW 81.11.030; and

WHEREAS, on November 5, 1996, Central Puget Sound area voters approved local funding for Sound Move, the ten-year plan for regional high-capacity transit in the Central Puget Sound Region; and

WHEREAS, Sound Move called for new high-speed regional express bus routes to offer frequent two-way service throughout the day, serving major regional centers and destinations and providing connections to other transportation components of Sound Move; and

WHEREAS, Sound Move included \$506M (YOES) to fund regional express bus service and associated capital investments; and

WHEREAS, Sound Move represented Sound Transit's preferred system based on extensive system-level planning and public involvement conducted to date; and

WHEREAS, on July 8, 1999, by Resolution No. R99-15, the Sound Transit Board of Directors adopted the 1999 Service Implementation Plan; and

WHEREAS, on June 8, 2000, by Resolution No. R2000-06, the Sound Transit Board of Directors adopted the 2000 Service Implementation Plan; and


WHEREAS, on May 10, 2001, by Resolution No. R2001-04, the Sound Transit Board of Directors adopted the 2001 Service Implementation Plan; and

WHEREAS, Regional Express routes will be implemented in a phased manner, and provide a program for route implementation and service increases over time which meets the commitment in Sound Move in a cost-effective manner; and

WHEREAS, the Sound Transit Board has further determined it is in the best interest of the citizens of the region to adopt the ST Express 2002 Service Implementation Plan.

NOW, THEREFORE, BE IT RESOLVED that the Board of the Central Puget Sound Regional Transit Authority hereby adopts the ST Express 2002 Service Implementation Plan and authorizes the Executive Director to implement the Plan. In the case of Route 574, no more than one trip will be eliminated; staff shall do a thorough analysis to determine which trip elimination would have the least impact on ridership.

ADOPTED by the Board of the Central Puget Sound Regional Transit Authority at a regular meeting thereof held on May 9, 2002.



Ron Sims
Board Chair

ATTEST:

Marcia Walker
Marcia Walker
Board Administrator

SOUND TRANSIT

RESOLUTION NO. R2002-07 ATTACHMENT A NEW ROUTES AND REVISIONS

With the implementation of new Routes 522 and 586 proposed in the 2002 SIP, Sound Transit will complete the startup of all 19 routes in the Phase I ST Express network. This is one more than planned in 1999.

Snohomish Subarea

- Northgate-Everett Express (Route 505/506) Delete Everett Mall stops and reduce service due to low ridership.
- Seattle-Everett Express (Route 510/512): Add 4 trips to meet demand, using the savings from the above reductions in Route 505/506.
- Everett-Bellevue Express (Routes 530/532): Delete Everett Mall stops due to low ridership and extend route to Everett Station.

East King Subarea

- **NEW** - Downtown Seattle-Woodinville Express (Route 522): begins September 2002.
- Bear Creek-University District Express (Route 540): Add 12 peak trips to meet service demand using schedule maintenance fund and savings from weekend efficiencies.
- Issaquah-Seattle Express (Route 554): Extend to the Issaquah Highlands in 2003. Finance from the East King Regional Mobility Fund.
- Federal Way-Bellevue Express (Route 565): Delete stops at Kent Park-and-Ride and Auburn Park-and-Ride and revise to serve the new Auburn and Kent Commuter Rail Stations.

South King Subarea

- Federal Way-Bellevue Express (Route 565): See East King Subarea.

Pierce Subarea

- **NEW** - Defer implementation of the Pacific Avenue Express and, using the budget from the route deferral, initiate a demonstration service (Route 586) from the Tacoma Dome to either the University of Washington Seattle campus or downtown Bellevue.
- Lakewood-Puyallup-Auburn Express (Route 585): Eliminate 2 low ridership trips; delete the Auburn-Boeing stop; and reschedule for better connections with Pierce Transit local service at South Hill Mall Transit Center.
- Lakewood-Seattle Express (Route 592): Extend to the new Dupont Park-and-Ride Lot when it opens in 2003.
- Delay start-up of midday service on Bonney Lake-Tacoma Express (Route 582) from September 2002 to February 2003 to coordinate with planned local service changes.

Pierce County and South King Subareas

Lakewood/Tacoma/SeaTac Airport (Route 574)

Current status: The Board is to determine if funding will continue for the six existing pre-5:00 a.m. trips. Staff spoke with the four airlines and none of them wished to create a funding partnership.

Options to consider:

- Continue to operate all pre-5:00 a.m. trips using the current budget allocation.
- Eliminate the pre-5:00 a.m. trips.

Eliminate those trips with low productivity, based on the ST Express Service Standards (staff recommendation). This is affordable under current budget.