

First Hill Action Plan: A Unique Public/Private Approach to Transportation Demand Management

KATHLEEN L. SNOW

This paper describes a unique public/private approach to providing medical and university employees in an urban activity center with a package of transportation demonstration programs tailored to meet their commuting needs. The joint pooling of resources among eight major institutions and a cooperative arrangement with the Municipality of Metropolitan Seattle allows for the custom-designed program. The package of services includes experimental peak-hour transit service from outlying park-and-ride lots to the urban activity center, mid-day emergency backup through regular transit routes, and a taxi rider insurance program. It also provides program participants with 1 day of free parking per month, which allows for greater flexibility in trip planning. Expected benefits for the private sector include substantially reduced costs for employee transportation provision from what the institutions were individually paying; direct transit service to the institutions, reducing travel times by one-half over regular transit service; more parking availability for clients; and ability to enhance efforts in meeting the city of Seattle's required 50 percent high-occupancy-vehicle mode split. Expected benefits for the public sector include guaranteed 80 percent farebox recovery, guaranteed 274,000 annual riders, ability to test new strategies with minimum risk, and trip reduction on the King County road network and in the First Hill urban activity center. Follow-up papers in 1989 will evaluate the progress and success of the program and describe marketing techniques used to attract the unique population that the program is designed to serve.

Growth patterns in urban and suburban areas creating more dispersed employment activity are changing the way transportation professionals look at and serve these emerging activity centers.

This paper describes the process through which public transportation professionals and private institutions formed a partnership in the city of Seattle to develop a package of transportation services. The package was created specifically to serve a population characterized by variable work shifts. The programs were designed to meet the clients' needs for flexibility, improved commuting times, affordability, and convenience.

The First Hill Action Plan has several unique features:

- The union of competing medical institutions that face a nursing shortage and a diminishing labor pool for the benefit of all employees.

- Agreement by the institutions to collectively support the program by funding 80 percent of transit operating costs through a guaranteed minimum-pass-purchase arrangement.

- Programs that address the needs of employees with variable work shifts, allow for flexibility in their daily trip planning, and reduce travel times by one-half over existing transit travel times.

- Reduced financial risk for the public transportation provider with a guaranteed 80 percent operating cost recovery. The result is an additional 274,000 annual riders to the public transportation system.

- The ability to test new transportation strategies with minimum risk to the institutions and the public transportation provider.

PROGRAM COMPONENTS

The First Hill Action Plan is a demonstration program, which began November 1, 1988, for an initial period of 8 months. The following "package of services" is offered:

- *Peak-hour express service.* Service from the six park-and-ride lots north, south, and east of First Hill with ½ hr headways to meet institution start times of 6:30, 7:00, 7:30, 8:00, and 8:30 a.m. Monthly passes are priced at \$46 with a guaranteed minimum purchase by the institutions who will resell the passes to employees at a substantial discount. The service is also open to the general public who may purchase the monthly pass or pay a one-way cash fare of \$1.30.

- *Midday and evening back-up service.* Three off-peak options are available to participating institution employees who purchase a monthly pass for the First Hill peak-hour express service.

- *Metro regular transit back-up option.* Anyone who purchases a pass for the First Hill express service may use the pass for any regular Metro transit service anytime at no additional cost. This will provide hourly service to or near the park-and-ride locations.

- *Rider insurance program taxi option.* This program provides taxi service to participating institutions' employees to reach their vehicles at park-and-ride lots when the First Hill express service is not in operation. Participation by the institution is optional. Institutions choosing this option guarantee all trip costs but may use their discretion in setting use limitations and the

TABLE 1 INSTITUTIONS' PROGRAM CRITERIA AND SUBSIDY LEVELS

| Institution | Express Service Monthly Pass Purchase Guarantee at \$46 per Pass | Express Service Employee Transit Pass Subsidy | Rider Insurance Trips/Subsidy | Parking Credit Days/Subsidy |
|-------------|--|---|------------------------------------|---|
| 1 | 122 | 57% | As needed | Not participating SOV parking = \$36-80 per month |
| 2 | 116 | 100% | 1 trip per month 100% subsidy | As needed/60% subsidy (\$3.00 day) SOV parking = \$35 per month |
| 3 | 116 | 50% | 1 trip per month 100% subsidy | 2 days per month/100% subsidy Raised SOV parking rates to \$30 per month |
| 4 | 99 | 50% | Trips as necessary 100% subsidy | 1 day per month/100% subsidy SOV parking = \$30 per month |
| 5 | 37 | 50% | Not participating | Not participating SOV parking = \$50 per month |
| 6 | 22 | 50% | Not participating | Not participating |
| 7 | 16 | 33% | 1 trip per quarter 40% subsidy | 1 day per month/58% subsidy SOV parking = \$55 per month |
| 8 | 11 | 50% | 1 trip per month 100% subsidy | 1 day per month/100% subsidy Raised SOV parking rates to \$30 per month |

amount, if any, an employee pays toward each trip. The taxi contract, which Metro negotiated on behalf of the institutions, provides a flat rate of \$10 to all park-and-ride locations.

— *Parking credit program.* This program provides for 1 to 2 parking days per month at the employee's place of employment for each person who participates in the First Hill express service to allow for flexibility in trip planning. Participation in the program by the institution is optional. Institutions choosing to offer this program pay for all associated costs of the parking but may use discretion in setting usage limitations and the amount, if any, an employee pays toward parking fees.

Table 1 represents each institution's guaranteed monthly pass purchase, use limitations for the rider insurance and parking credit programs, and associated subsidies.

BACKGROUND

First Hill, about seven blocks east of downtown Seattle, provides employment for 14,600 commuters. They work in the area's seven medical institutions, one university, and several medical office buildings and support clinics. Access to the area is primarily by single occupancy vehicle (SOV) with transit trips representing only 16 percent of the work-trip mode split. This figure is significantly less than the 44 percent transit mode split for downtown Seattle, only seven blocks away.

Over the last 10 years, Metro has served the 4½ sq mi activity center with various high-occupancy-vehicle (HOV) modes such as vanpools, custom buses, neighborhood origin

express buses direct to First Hill, and regular transit service. The majority of fixed-route transit routes serving the area involve a transfer in the Seattle central business district (CBD). The custom bus and neighborhood origin express bus did not meet agency productivity standards and were discontinued. The varying work shifts of the nursing population, ample and inexpensive parking availability, and inefficient transit travel times were identified by market research as significant factors that worked against the success of HOV travel modes.

As part of a comprehensive overhaul of its zoning code, in 1983 the city of Seattle established a special category for major institutions such as hospitals and universities. One of the primary reasons for a separate zoning category for major institutions was their traffic impact on surrounding neighborhoods. Working with Commuter Pool, the regional ridesharing agency at the time, the city established a performance standard that no major institution could have more than 50 percent of its commuters access the institution in SOVs. To achieve this goal, institutions were forced to examine their parking policies, initiate transit pass subsidy programs, establish parking discounts for carpools, and increase rates for long-term single occupancy employee parking. This work has been formalized in the form of a Transportation Management Plan, signed by each institution, the city of Seattle, and Metro.

In addition to stringent transportation system management (TSM) programs with substantial HOV subsidies, several of the institutions also chose to operate their own shuttle/park-and-ride systems from close-in parking lots to accommodate employee transportation. Although successful in transporting employees, these systems have proven extremely expensive, costing the institution \$80 or more per month per employee. Consistent service has been impaired by cancelled park-and-

ride leases and the inability to find suitable parking for operating the private shuttle services. Also, more importantly, since the institutions' park-and-ride systems are just over 1 mi away from the neighborhood, the shuttles do little to reduce travel on crowded freeways and arterials, thus frustrating city of Seattle transportation objectives.

Despite aggressive programs that have increased total HOV commuting from about 15 to 30 percent in recent years, the SOV remains the mode of choice, and congestion continues. Transportation and traffic continue to be a major issue for the institutions, employees, and the community. Variable employee work shifts and indirect transit service requiring a transfer with an average travel time of 1 hr continue to discourage HOV travel.

One of the larger institutions, which operates its own shuttle system, approached Metro in December 1987 to see whether transit service could be improved. In evaluating current service for possible enhancements, Metro staff concluded that service enhancements would not necessarily be productive, and any restructuring would be impossible without ridership guarantees from the institution.

After further consideration and knowledge of the continuing transportation problems confronting the institutions on First Hill, Metro concluded that a collective effort by all of the institutions would be needed to successfully design new services. Metro brought top administrators together from eight First Hill institutions to initiate the formation of a consortium that would jointly analyze, develop, and implement a package of TSM services.

FIRST HILL ACTION PLAN ORGANIZATION

In January 1988, the First Hill Consortium was formed. The institutions and Metro agreed that Metro would guide plan development with input and guidance from the administrators' group. An existing group of employee transportation coordinators representing each institution would serve as the employee technical advisors. Metro's in-house team consisted of management at the administrator level and staff representing market development, service planning, facilities, sales, and research.

From the beginning, Metro requested full commitment from the institutions if the agency was to invest staff time into developing a plan. At the same time, because of budget constraints, Metro made it clear that it was constrained in offering additional transit service hours. The institutions, however, were individually contributing significant resources to their own systems and felt that, by pooling resources, they could support new services to the area. Regular monthly meetings with all groups were held. Particular attention was paid toward seeking the institutions' guidance and concurrence throughout the analysis and plan development.

GOALS AND OBJECTIVES

Historically, the institutions have been highly competitive. Therefore, it was important to rally them around common goals and objectives. These then became the guiding force for plan development.

The primary goal was to consolidate the eight First Hill major institutions into one consortium to provide efficient transportation services for their employees to the First Hill urban activity center, particularly those with variable work schedules.

The objectives were to

- Provide consistent flexible service to the area for less cost than some of the hospitals are currently doing on their own, by pooling resources among the eight institutions.
- Help the institutions reach the city of Seattle's Major Institution Code HOV performance standard of 50 percent.
- Provide flexible backup for employees by
 - Using Metro's transit pass as the fare medium;
 - Locating any shuttle system park-and-ride lots along existing transit routes; and
 - Providing an emergency transportation back-up program should regular transit not be convenient.
- Relieve traffic and parking congestion in the area.

SCOPE OF WORK

From the goals and objectives, the teams developed the initial scope of work. Metro agreed to look at previously tried modes such as custom bus, vanpools, and additional regular service, which would require a transfer. Metro also agreed to consider some form of direct transit service.

DEMAND ANALYSIS

The following information was gathered from each institution and evaluated to determine potential demand for new services to First Hill.

- Employee zip codes and work start times;
- Current HOV mode split information;
- Current transit pass sales and HOV subsidy levels;
- Current parking rates; and
- Private shuttle system ridership, costs, and operations.

Two focus groups were held with employees from each institution to discover attitudes about carpools, vanpools, travel times, and direct service from park-and-ride lots and their particular problems in using HOV modes. The first group was composed of employees with fixed daytime hours. The second group was composed of employees with rotating shifts or irregular or changing hours.

Peak-Hour Trip Demand

Analysis of more than 4,500 pieces of information confirmed that employees lived north, south, and east of First Hill with the largest concentrations in the north and south.

Trip demand and time of demand from each of the three origin areas were calculated by adding the number of employees reasonably able to use targeted park-and-ride lots who began work at 6:30, 7:00, 7:30, 8:00, and 8:30 a.m. The existing 16 percent transit HOV mode split was deducted, and

then 20 percent of the remaining figure was calculated to become what Metro staff perceived to be a "conservative demand figure" of 539 daily round trips. Peaking characteristics occurred for the 7:00 and 8:00 a.m. work starts from all origin areas with enough demand to also warrant trips from the north and south for the 6:30, 7:30, and 8:30 a.m. start times.

Demand from the east warranted an additional trip for the 7:30 a.m. work start only. Typically, work shifts were 8½ hr including ½ hr for lunch.

Midday and Evening Trip Demand

Characteristic of the medical community are variable and often-changing work shifts because of staffing according to patient loads. Subsequently, on "low census" days staff may be sent home before completing regular shifts, or they may be required to extend their shifts if patient loads rise. Therefore, demand for midday and evening service was difficult to predict. The lack of available data did not support requests for costly direct midday and evening transit service. However, Metro agreed that some type of service provision was necessary to meet this need.

Institutions' HOV Mode Split

The latest mode-split information available was from a 1985 health center survey. These figures were probably outdated because of institutional growth. A 30 percent total HOV mode split was established through the use of regional journey-to-work data correlated with travel projections to the area. The city of Seattle surveyed each institution during Fall 1988 to determine baseline commuting information.

HOV Subsidies and Transit Pass Sales

All institutions offered HOV subsidies for transit and carpool parking. Staff analyzed the potential transit ridership increase if the institutions were to offer a 75 percent subsidy. Resulting figures indicated a marginal increase of only 101 new riders per month for Metro's existing system, which constituted a less than 1 percent increase in mode split.

Parking

All charges for employee parking ranged from \$20 to \$80/month. Market rate in the area averaged \$30/month for uncovered long-term parking. Institutions with lower rates had plans to at least meet market rates within the next year. Parking was in short supply and in most cases was available only to those employees who had a demonstrated need for using their vehicles for work purposes. Those who continued to drive alone parked on streets and in lots scattered throughout the neighborhood.

Focus Groups/Technical Advisory Committees

The research suggested that, of the modes explored, express bus service to First Hill from outlying park-and-ride lots with midday service would be the best alternative. Vanpools were undesirable because of changing work shifts, costs, and the perceived difficulty in coordinating a vanpool. Increased bus service was not desirable because of the need to transfer in downtown Seattle, increasing travel time. Security while waiting for the buses was also a concern.

SERVICE ANALYSIS—REDUCING THE ALTERNATIVES

The employees told us what it would take to get them on the bus, and Metro and the institutions were determined to develop services they would use. Vanpools and carpools did not offer enough flexibility for these employees. Regular transit requiring a transfer in the Seattle CBD was also not an appealing choice for those who continued to be committed to their automobiles.

The Metro project team, based on employee input and previous service analysis, recommended a peak-hour express service from outlying park-and-ride lots with midday and evening service. The administrators, when presented with the findings, agreed that direct service options should be pursued. They were also advised that the costs for providing such a system may prohibit its implementation, leaving them with no obvious alternatives to solve parking and transportation problems.

Given the go-ahead to analyze direct transit service options, the next step in the process was to determine how to achieve a fast, safe, convenient system at the least cost. The following subsections describe the factors examined to determine the package of services offered in the First Hill express service program.

Park-and-Ride Selection

Individual employees' zip codes charted on a regional map showed heavy concentrations north, south, and east of First Hill. The distribution suggested trip origins would best be served by locating park-and-ride lots in these areas with the intent of capturing the majority of these commuters.

Staff focused on choosing existing park-and-ride lots with available capacity within a reasonable distance from First Hill. Figure 1 shows the location of the agreed-upon lots in relation to the First Hill Activity Center. Those lots were also served by regular Metro transit routes.

North

Two lots were chosen from the north. Greenlake park-and-ride, 5 mi from First Hill, was an ideal candidate. With an expected travel time of 24 min, transit travel times were reduced by one-half. Although the lot was at 60 percent capacity, the state Department of Transportation was willing to

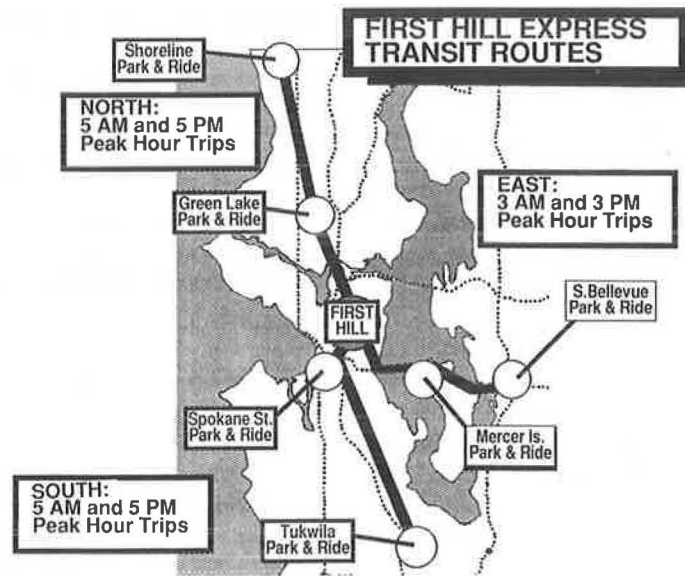


FIGURE 1 Location of park-and-ride lots in relation to the First Hill Activity Center.

terminate a lease they had with the Seattle Public Schools on adjacent land that would provide an additional 110 spaces when developed. Metro agreed to fund the \$15,000 cost to develop the already asphalted area to allow for the extra capacity. Several sites nearby were also located to allow further expansion because demand from the north was the greatest. These sites were located with routes in mind so annual operating hours would not be increased. The sites, if needed, will be leased from churches for an average cost of \$4/month per stall. Including the 110-space expansion, another 60 spaces are available in the existing lot and on adjacent streets signed for commuter parking.

Addition of the Shoreline park-and-ride lot was added 1 week before service implementation because of numerous requests from the institutions. Although demand was less from Shoreline, being 12 mi from First Hill, it was believed a sufficient market could be captured. That would further reduce SOV travel along Interstate 5. The Shoreline lot also had over 150 available parking spaces.

East

Two lots were chosen from east of First Hill with available capacity for more than 200 vehicles. They are adjacent to Interstate 90, the major east/west interstate highway with easy transit access. Travel times are expected to be about 35 min.

South

Two lots were chosen from south of First Hill with a combined available capacity for 250 vehicles. The lots are sited along the Interstate 5 corridor, the major north/south interstate highway, with an expected travel time of 30 min.

Service Options and Funding Mechanism

Metro looked at how the service should be designed, given the geographical distribution of employees, the calculated demand, and the availability of park-and-ride spaces within a reasonable distance of First Hill. Because travel times from identified park-and-ride lots were acceptable, the institutions were now most concerned with frequency of service, costs, equity of funding, and service consistency. Metro, facing rising costs of service provision, lower ridership figures, and decreasing farebox revenues, was most interested in providing a service with appealing amenities such as smaller 30-passenger vehicles with such features as high-back seats, schedules that would serve the needs of the unique community, and guaranteed farebox recovery higher than the Metro governing board's goal of 25 percent.

Peak-Hour Express Service

Three basic peak-hour express service options were analyzed with compromises made by all parties.

Option 1—Contracted Peak-Hour Express Service—The High-Cost Option Option 1 represented the "cadillac system," including peak-hour service frequencies of 15 to 20 min with midday and evening hourly headways and 30-passenger custom vehicles. The Urban Mass Transportation Administration tentatively agreed to fund 75 percent of the capital vehicle costs through a challenge grant if the system were contracted to a private provider. These features were appealing to the institutions and Metro. With the promise of the one-time-only 75 percent capital grant, operating costs were calculated to be \$30/hr. This figure seemed reasonable; however, long-term service provision, including vehicle replacement costs,

brought the overall figure to more than \$70/hr. This figure was confirmed by bids received for a similar service with similar vehicles. In addition, contracting meant a possible 3-year commitment, which the institutions were not willing to make.

Option 2—Custom Bus Option 2 evaluated service provision through the use of custom (subscription) buses. Metro requires a minimum of 33 riders per vehicle before custom service can be implemented. Within a reasonable time, ridership must increase to recover costs of the service. Although the cost was reasonable, calculated at \$39/month per passenger, this option did not offer flexibility to meet the needs of the targeted employees. Requiring employees to sign up in advance for specific trips did not allow for early service implementation and did not give employees access to different subscription buses on demand in case their work shift changed.

Option 3—Metro-Provided Peak-Hour Express Service To bring costs down while maintaining flexibility, Metro proposed a baseline, no-frills, Metro-operated peak-hour express system. This option was designed to meet work start times with half-hour headways using standard 40-passenger coaches. The ability to meet increased demand was made possible by the availability of articulated 70-passenger vehicles.

Service hours were calculated to be 9,500 hr at a marginal operating cost of \$37.47/hr. Based on the calculated demand of 539 daily round trips and the Metro objective of recovering about 80 percent through the farebox for experimental services, passes were priced at \$46 each. This price was higher than that charged for regular Metro service.

Although the system would not provide customized buses or 20-min headways, it would provide direct express service at a reasonable cost with the flexibility to grow with demand. Because of Metro's governing board's commitment to experimental service that would "reasonably recover costs," the service could be implemented outside the normal service change process, which meant the service could be implemented earlier. The service could also be terminated or revised quickly if it proved to be unproductive. Following UMTA guidelines, the service was also offered for bid to private operators to ensure the most cost-effective operation. No bids for private operation were received.

In the face of agencywide budget cuts, a Metro Council objective to raise declining farebox revenues, and an inability to justify additional service hours for First Hill, Metro could offer little in the way of additional operating funds to this project. However, Metro could obtain approval to operate the program and provide park-and-ride spaces, vehicles, marketing materials, and service evaluation with the institutions' guarantee to provide 80 percent of the operating costs and a guaranteed ridership.

Daytime employee populations ranged from a high of 2,100 at the largest institution to a low of 180 at the smallest. Because of differing employee populations, demand for the service would be different for each institution. Metro staff recommended an equitable arrangement so that the calculated demand of 539 daily round trips for the peak-hour service was allocated on the basis of each institution's share of the total daytime

employee population of all the institutions. The institutions agreed this was equitable, recognizing that actual use may vary. Metro agreed to evaluate the split after a demonstration period of 8 months and would adjust the allocation based on actual use. Refer to Table 1 for the proposed guarantee by each institution.

The institutions agreed to resell the passes to employees at a price below their current SOV parking rate and provide a subsidy at least equal to their current two-zone transit pass subsidy to ensure that the pass cost to the employee would be reasonable. Two of the institutions also raised their SOV parking rates as a part of the process. Refer to Table 1 for the institutions' current SOV parking rates.

Midday and Evening Service

The institutions believed that, besides allowing any pass purchaser access to any Metro regular route anytime, another alternative for midday and evening service was necessary to provide quick access to vehicles should the need arise. Three options were explored, with the last one, the rider insurance taxi option, chosen for implementation.

Option 1—Transit Shuttle Service Because two of the institutions provided midday and evening shuttle service up to 12:30 a.m. with 20 to 30 min headways, Metro was asked to provide costs for a similar back-up service. Analysis revealed that with hourly headways to 7:00 p.m., an additional 5,100 annual operating hr would be necessary bringing the monthly pass price to \$69. The price, less than what the two institutions were paying per month per employee (\$80 or more), was uncomfortably high for the other institutions. Rough midday demand estimates gathered from all of the institutions and actual midday use figures for the existing institutional shuttles indicated most of the proposed midday or evening trips would be unproductive and the vehicles needed could be put to better use in Metro's regular system.

Option 2—Use of Institutions' Vans About one-half of the institutions had security vans available that could be used occasionally to transport employees to park-and-ride lots. Price analysis per trip taking into consideration driver salary, maintenance, and fuel indicated a \$10 per trip cost. This option, though cost-effective, was unacceptable to the institutions. Most of the vans were for security uses and would not necessarily be available on demand for their employees. Those institutions that did not have vans available would incur additional costs by adding vans and staff to operate their own systems.

Option 3—Rider Insurance Taxi Option—The Preferred Option Metro, having recently participated in a successful taxi emergency-ride-home program, looked at the feasibility of offering a modified version. This service would provide emergency taxi rides to the park-and-ride lots for program participants should regular transit service not be available. With the average trip cost to the park-and-ride calculated at

\$10 and 24-hour-a-day on-demand taxi service, this option was adopted.

Metro agreed to negotiate a flat rate with a taxi provider to all of the selected park-and-ride lots from First Hill. The agreement included a substantial discount off the actual trip costs on behalf of the institutions. Because demand for this service was unpredictable, the institutions agreed to be responsible for all trip costs.

Participation by the institutions was optional allowing those who did not believe they needed the service to not offer it to their employees. Because the institutions all had different perceived demands and, thus, different potential costs, each was able to determine its own liability by setting use criteria and the amount, if any, the employee would contribute. In addition, if demand exceeded expectations, institutions could change the program to keep costs in line. Six out of eight institutions opted to offer the program as an incentive for employees to ride the First Hill express. Table 1 shows the wide variety of criteria adopted by the institutions. Most offered one trip per month at a 100 percent subsidy increasing potential total program costs per employee by about \$10.

Metro proposed that each institution pay for actual costs because demand for this service was unpredictable. Metro negotiated the taxi contract on behalf of the institutions and achieved substantial reductions in actual trip costs with a flat rate of \$10 to all park-and-ride lots from First Hill.

Besides negotiating the taxi contract, Metro also agreed to assist in the development of program policies and operational guidelines and to provide marketing materials and program evaluation.

Option 4—Parking Credit Program—An Extra Incentive The parking credit program was suggested by one of the institutions to provide both an extra incentive and flexibility in trip planning. This program provides employees with 1 to 2 days of guaranteed parking per month at their place of employment. Demand was theoretically limited by the number of passes each institution was required to sell. Therefore, each institution calculated that its costs would be limited to passes purchased times its parking fee. Although this program was optional with each institution able to set use criteria, five out of the eight institutions opted to participate. Table 1 shows the array of criteria adopted by the institutions. The program offers further flexibility in that institutions will be able to change their criteria if necessary to limit program costs, especially if demand is more than expected.

Each institution, having control over its own parking supply, agreed to fund this program 100 percent. Metro agreed to assist in developing program policies and marketing materials, and in evaluating the program.

SERVICE IMPLEMENTATION

On June 15, 1988, each institution verbally agreed to participate in the First Hill express service program. The service

start date was set at November 1, 1988, which was 3 months earlier than the original target date of February 1, 1989. Metro staff began drafting contracts, refining service routings, expanding park-and-ride facilities, and developing marketing and promotional strategies.

A trial period from November 1, 1988, through June 1989 was agreed on to allow for a gradual buildup of ridership and the ability to evaluate the program over a reasonable length of time.

As of October 1988, all of the contracts with the institutions had been signed and implementation plans were well under way for service to begin November 1, 1988.

With careful attention to demand, customer needs, incentives, and HOV subsidies, all parties are optimistic that the program will prove successful in increasing HOV ridership. Metro is committed for the trial period to meet demand as it grows by adjusting vehicle sizes or adding additional routes from alternate park-and-ride locations, if necessary.

PROMOTIONS AND EVALUATION

The promotional strategy includes easy-to-use material that outlines service options including routes, schedules, stops, and Metro regular transit also serving the park-and-ride lots, and it describes the rider insurance and parking credit programs. Transportation promotions will be held at each institution, news releases will be sent to local community papers, and a system kickoff celebration will be held.

Evaluation of the first 6 months of service will focus on ridership, cost recovery, effectiveness of promotional strategies, and recommendations for program improvements. The institutions' employee transportation coordinators will be the primary contact for employee feedback, and on-board surveys will be conducted to assess how the programs worked. Valuable information will also be available to assess the effectiveness of the rider insurance and parking credit programs as incentives for HOV travel because each institution was able to set its own criteria, which varied widely.

Follow-up papers in 1989 will describe promotional strategies and evaluation results.

ACKNOWLEDGMENTS

The First Hill Action Plan was made possible through the persistent and cooperative efforts of many people. The author would like to thank the following organizations for their participation and contribution: Fred Hutchinson Cancer Research Center, Harborview Medical Center, Providence Medical Center, Puget Sound Blood Center, Saint Cabrini Hospital, Seattle University, Swedish Hospital Medical Center, Virginia Mason Medical Center, the Municipality of Metropolitan Seattle, and the city of Seattle Engineering Department.