

# REGIONAL TRANSIT ISSUE PAPER

Agenda Item No.	Board Meeting Date	Open/Closed Session	Information/Action Item	Issue Date
8	08/22/11	Open	Information	08/12/11

Subject: Potential Service Restoration Pending Determination of Sufficient Revenue

## ISSUE

Provide Information on the Potential Service Restoration Pending Determination of Sufficient Revenue

## RECOMMENDED ACTION

None, as a result of this action.

## FISCAL IMPACT

None at this time.

## DISCUSSION

On Monday, July 25, 2011, a service restoration plan for FY 2012 was presented to the Board of Directors and released publicly for review. On Monday, August 8, 2011, a public hearing was held to receive comments on the service restoration plan and a Title VI equity assessment was presented which found that the service restoration plan would have no adverse disparate impacts on low-income and minority populations. Multiple Board members expressed concern at that time about adopting service improvements while RT's federal funding levels remain uncertain.

## **Public Comments**

RT received twelve emails, one voicemail, and six spoken comments at the public hearing, all of which are summarized in Table 1. Table 2 lists the bus and light rail trips that would be eliminated and the loss in daily boardings associated with each. The entire list of proposed changes has also been included, with the estimated change in daily boardings, as Attachment 1. All ridership figures represent what the ridership was on each trip prior to elimination. Bus ridership estimates come from automatic passenger counter devices installed in the front and rear doorway of each bus. Light rail ridership estimates come from manual counts conducted by Planning Department personnel. The equity assessment presented on August 8th has been included (unchanged) as Attachment 2, along with an addendum (Attachment 3) discussing the impact of trips that were proposed for elimination, which was prepared in response to requests made by members of the public.

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Approved:

Presented:

Final 8/12/11

General Manager/CEO

**AGM, Planning and Transit System Development**

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Table 1 - Public Comments

#	Source	Summary
1	Email	Additional evening service needed on light rail on Sundays/Holidays Please do not cut first morning Blue Line trip on Sundays/Holidays Evening service not necessary to McClellan Park (Route 1) Update materials to say Florin Towne Centre (rather than Florin Mall) Restored Route 56 trips should go all the way to Pocket Transit Center Additional evening service needed on Route 82
2	Email	Additional morning and evening service needed on #55 Additional evening service needed on #67
3	Email	Extend Route 22 to Carmichael on weekends Realign Route 88 to serve Gateway Oaks Drive north of El Camino Avenue
4	Email	Reinstate bus service on Power Inn Road Turn Route 34 into an express bus or Neighborhood Ride
5	Email	Adjust timing of light rail with Capitol Corridor
6	Email	Supporting Route 1 and Blue Line evening service
7	Email	Supporting Route 1 headway improvements
8	Email	Later evening service needed on light rail
9	Email	Supporting evening service on light rail
10	Email	Reinstate Route 73
11	Email	Provide service to Del Campo High School
12	Email	Additional trips needed on Rancho Cordovan (forwarded to Rancho Cordova)
13	Phone	Do not cut early morning trip on Route 81 Supporting evening service on light rail
14	Hearing	General support for restored routes and times Please explain why some data in equity assessment is five years old
15	Hearing	Please provide ridership figures in equity assessment Please discuss effects of eliminated trips in equity assessment
16	Hearing	Restored Route 56 trips should go all the way to Pocket Transit Center Update materials to say Florin Towne Centre (rather than Florin Mall) Additional evening service needed on Route 82
17	Hearing	Additional evening service needed on Routes 67 and 68
18	Hearing	Additional service needed to Social Security offices
19	Hearing	Additional evening service needed on Route 82

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Table 2 - Bus and Light Rail Trips Proposed for Elimination

Route	Service Day	Proposal	Daily Boardings
#81	Weekdays	Eliminate trip from 65th Street at 5:28 a.m.	6
Blue Line	Saturday	Eliminate trip from Swanston to Meadowview at 4:31 a.m. Eliminate trip from Meadowview to Watt/I-80 at 5:20 a.m.	8 18
Blue Line	Sunday/ Holiday	Eliminate trip from Swanston to Meadowview at 5:01 a.m. Eliminate trip from Meadowview to Watt/I-80 at 5:50 a.m.	5 15
Gold Line	Saturday	Eliminate trip from Sac Valley to Sunrise at 4:50 a.m. Eliminate trip from Sunrise to Sac Valley at 5:43 a.m.	15 10
Gold Line	Sunday/ Holiday	Eliminate trip from Sac Valley to Sunrise at 4:50 a.m. Eliminate trip from Sunrise to Sac Valley at 5:43 a.m.	15 10

## Next Steps

Under the assumptions in RT's Financial Forecast Model, RT will restore bus and light rail service to its pre-June 2010 level over the course of five years, beginning with partial service restoration in Fiscal Year 2013. RT's FY 2012 budget does not assume that there will be any increases in bus or light rail service in FY 2012, with the exception of the Green Line to Richards Boulevard. The service restoration plan for FY 2012 that was presented on August 8th was originally developed to take advantage of what appeared to be a potential windfall in revenue, specifically, that local sales tax revenues appeared likely to exceed expectations.

While local sales tax revenue has continued to exceed expectations, several events at the federal level are now casting doubt upon RT's federal funding levels, including the debate about the debt ceiling, the downgrade of the U.S. Treasury's credit rating, and the failure to pass a new reauthorization bill to replace SAFETEA-LU. At this time, it appears unlikely that RT's federal funding levels for the entirety of FY 2012 will be known until September or later.

Given the uncertainty regarding federal funding, it appears prudent to monitor federal developments over the next few months, along with other major elements of RT's operating budget (including fare revenue and operating cost), to ensure any potential early service restoration is financially sustainable.

## Proposed Service Changes for FY 2012

## Light Rail

Start times may be adjusted per schedule-making considerations  
Daily boardings are an estimate based on route checks conducted prior to June 2010 service reductions

Service	Route	Day	Recommendation	Daily Boardings
LRT	Blue Line	Weekday	Add trip I-80 to Meadowview starting at 9:29 p.m.	113
			Add trip I-80 to Meadowview starting at 9:59 p.m.	76
			Add trip I-80 to Meadowview starting at 10:29 p.m.	50
			Add trip I-80 to Meadowview starting at 10:59 p.m.	38
			Add trip Meadowview to I-80 starting at 10:20 p.m.	170
			Add trip Meadowview to I-80 starting at 10:50 p.m.	116
			Add trip Meadowview to I-80 starting at 10:20 p.m.	80
			Add trip Meadowview to I-80 starting at 11:50 p.m.	58
LRT	Gold Line	Weekday	Add trip Sac Valley to Sunrise starting at 9:28 p.m.	94
			Add trip Sac Valley to Sunrise starting at 9:58 p.m.	72
			Add trip Sac Valley to Sunrise starting at 10:28 p.m.	52
			Add trip Sac Valley to Sunrise starting at 10:58 p.m.	32
			Add trip Sunrise to Sac Valley starting at 10:13 p.m.	99
			Add trip Sunrise to 8th & K starting at 10:43 p.m.	56
			Add trip Sunrise to 8th & K starting at 11:13 p.m.	22
			Add trip Sunrise to 8th & K starting at 11:43 p.m.	11
LRT	Blue Line	Saturday	Cut trip Swanston to Meadowview starting at 4:31 a.m.	-8
			Cut trip Meadowview to I-80 starting at 5:20 a.m.	-18
			Add trip I-80 to Meadowview starting at 9:29 p.m.	105
			Add trip I-80 to Meadowview starting at 9:59 p.m.	93
			Add trip I-80 to Meadowview starting at 10:29 p.m.	66
			Add trip I-80 to Meadowview starting at 10:59 p.m.	16
			Add trip Meadowview to I-80 starting at 10:20 p.m.	60
			Add trip Meadowview to I-80 starting at 10:50 p.m.	24
			Add trip Meadowview to I-80 starting at 10:20 p.m.	14
Add trip Meadowview to I-80 starting at 11:50 p.m.	10			
LRT	Gold Line	Saturday	Cut trip Sac Valley to Sunrise starting at 4:50 a.m.	-15
			Cut trip Sunrise to Sac Valley starting at 5:43 a.m.	-10
			Add trip Sac Valley to Sunrise starting at 9:28 p.m.	76
			Add trip Sac Valley to Sunrise starting at 9:58 p.m.	86
			Add trip Sac Valley to Sunrise starting at 10:28 p.m.	50
			Add trip Sac Valley to Sunrise starting at 10:58 p.m.	30
			Add trip Sunrise to Sac Valley starting at 10:13 p.m.	36
			Add trip Sunrise to 8th & K starting at 10:43 p.m.	46
			Add trip Sunrise to 8th & K starting at 11:13 p.m.	20
			Add trip Sunrise to 8th & K starting at 11:43 p.m.	10
LRT	Blue Line	Sun/Hol	Cut trip Swanston to Meadowview starting at 5:01 a.m.	-5
			Cut trip Meadowview to I-80 starting at 5:50 a.m.	-15
LRT	Gold Line	Sun/Hol	Cut trip Sac Valley to Sunrise starting at 4:50 a.m.	-15
			Cut trip Sunrise to Sac Valley starting at 5:43 a.m.	-10

## Proposed Service Changes for FY 2012

## Bus

Start times may be adjusted per schedule-making considerations  
Daily boardings are an estimate based upon Automatic Passenger Counter data  
collected prior to June 2010 service reductions

Service	Route	Day	Recommendation	Daily Boardings
Bus	1	Weekday	Restore to previous 15-minute peak frequency.	325
Bus	1	Weekday	Add inbound trip from Sunrise Mall at 8:55 p.m. Add inbound trip from Sunrise Mall at 9:25 p.m. Add inbound trip from Sunrise Mall at 9:55 p.m. Add inbound trip from Sunrise Mall at 10:25 p.m. Add outbound trip from McClellan at 9:04 p.m. Add outbound trip from McClellan at 9:34 p.m. Add outbound trip from McClellan at 10:04 p.m. Adjust start times if necessary.	20 15 11 n/a* 19 14 9 Total = 89
Bus	23	Weekday	Add inbound trip from Sunrise Mall at 9:26 p.m. Add outbound trip from Arden/Del Paso at 9:47 p.m. Adjust start times if necessary.	16 30 Total = 46
Bus	51	Weekday	Add inbound trip from Florin Mall at 9:10 p.m. Add inbound trip from Florin Mall at 9:55 p.m. Add outbound trip from 7th & G at 9:08 p.m. Add outbound trip from 7th & G at 9:38 p.m. Add outbound trip from 7th & G at 10:08 p.m. Adjust start times if necessary.	16 16 12 17 16 Total = 77
Bus	56	Weekday	Add inbound trip from CRC at 9:11 p.m. to Meadowview LRT Add inbound trip from CRC at 9:41 p.m. to Meadowview LRT Add inbound trip from CRC at 10:11 p.m. to Meadowview LRT Add outbound trip from Meadowview LRT at 9:47 p.m. Add outbound trip from Meadowview LRT at 10:17 p.m. Adjust start times if necessary.	15 12 9 12 15 Total = 49
Bus	80	Weekday	Add northbound trip from Watt/Manlove at 9:02 p.m. Adjust start time if necessary.	21
Bus	81	Weekday	Cut westbound trip from 65th Street at 5:28 a.m. Add westbound trip from 65th Street at 9:20 p.m. Add westbound trip from 65th Street at 9:50 p.m. Adjust start times if necessary.	-6 20 15 Total = 29

\* The Route 1 trip leaving Sunrise Mall at 10:25 p.m. did not previously exist but is recommended for addition due to a bus already being at the far end of the route and needing to travel most of the route to return to the garage.

TITLE VI EQUITY ANALYSIS  
OF  
FY 2012 SERVICE RESTORATION PLAN

In order to comply with 49 CFR Section 21.5(b)(2), 49 CFR Section 21.5(b)(7) and Appendix C to 49 CFR part 21, Regional Transit (RT) is required to evaluate major system-wide service changes and proposed improvements to determine whether those changes have a discriminatory impact.

The Federal Transit Administration (FTA) recommends following a four step process for meeting this requirement:

- (1) Assess the effects of the proposed service change on minority and low-income populations.
- (2) Assess the alternatives available for people affected by the service change.
- (3) Describe the actions the agency proposes to minimize, mitigate, or offset any adverse effects on minority and low-income populations.
- (4) Determine which, if any of the proposals under consideration would have a disproportionately high and adverse effect on minority and low-income riders.

The following assessment pertains to the service restoration package presented to the RT Board of Directors on July 25, 2011 and scheduled for public hearing on August 8, 2011.

### **Project Description**

The proposed service restoration package consists primarily of improvements to bus and light rail service, including two additional hours of evening service on light rail on weekdays and Saturdays, additional evening service on six bus routes, and an improvement in frequency on one bus route. Weekend light rail service would be reduced in the morning, due to low ridership, with the first round trip on both lines being eliminated, resulting in approximately 30 minute later start times for both lines. The proposed restoration plan is anticipated to increase ridership by 203,855 boardings in the first year and by 413,211 boardings per year in subsequent years. Figure 1 summarizes the proposed changes.

**Figure 1.  
Proposed Bus and Light Rail Service Changes.**

Service	Route	Day	Recommendation
Bus	#1 Greenback	Weekday	Restore to previous 15-minute peak frequency.
Bus	#1 Greenback	Weekday	Restore 4 inbound evening trips and 3 outbound evening trips.
Bus	#23 El Camino	Weekday	Restore last inbound and last outbound trips.
Bus	#51 Stockton - Broadway	Weekday	Restore 2 inbound evening trips and 3 outbound evening trips.
Bus	#56 Pocket -CRC	Weekday	Restore 3 inbound evening trips and 2 outbound evening trips. These evening trips will only operate from CRC to Meadowview LRT station. Coordinate schedules to allow for convenient connections with LRT service at Meadowview LRT station.
Bus	#80 Watt - Elkhorn	Weekday	Restore last inbound evening trip. Coordinate schedules to allow for convenient connections with LRT service at Manlove LRT station.
Bus	#81 Florin - 65th Street	Weekday	Discontinue first outbound morning trip (5:28 a.m.); Restore two outbound evening trips after 9:00 p.m.
LRT	Blue Line	Weekday	Restore all 4 evening round trips
LRT	Gold Line	Weekday	Restore 4 evening round trips; do not restore last round trip due to low ridership
LRT	Both	Saturday	Restore 4 evening round trips; discontinue first morning trip due to low ridership
LRT	Both	Sun/Hol	Discontinue first morning trip due to low ridership and to match Saturday service

**Geographical Analysis**

RT’s service area totals 220.7 square miles and 965,114 persons.<sup>1</sup> An estimated 15.7 percent of persons in RT’s service area live in a low-income household.<sup>2</sup> Minority persons make up an estimated 48.6 percent of the population in RT’s service area.<sup>3</sup>

**Figure 2. Disadvantaged Populations in RT Service Area.**

	Population	Percent
All Persons	965,114	100.0%
Low-Income Persons	151,523	15.7%
Minority Persons	469,045	48.6%

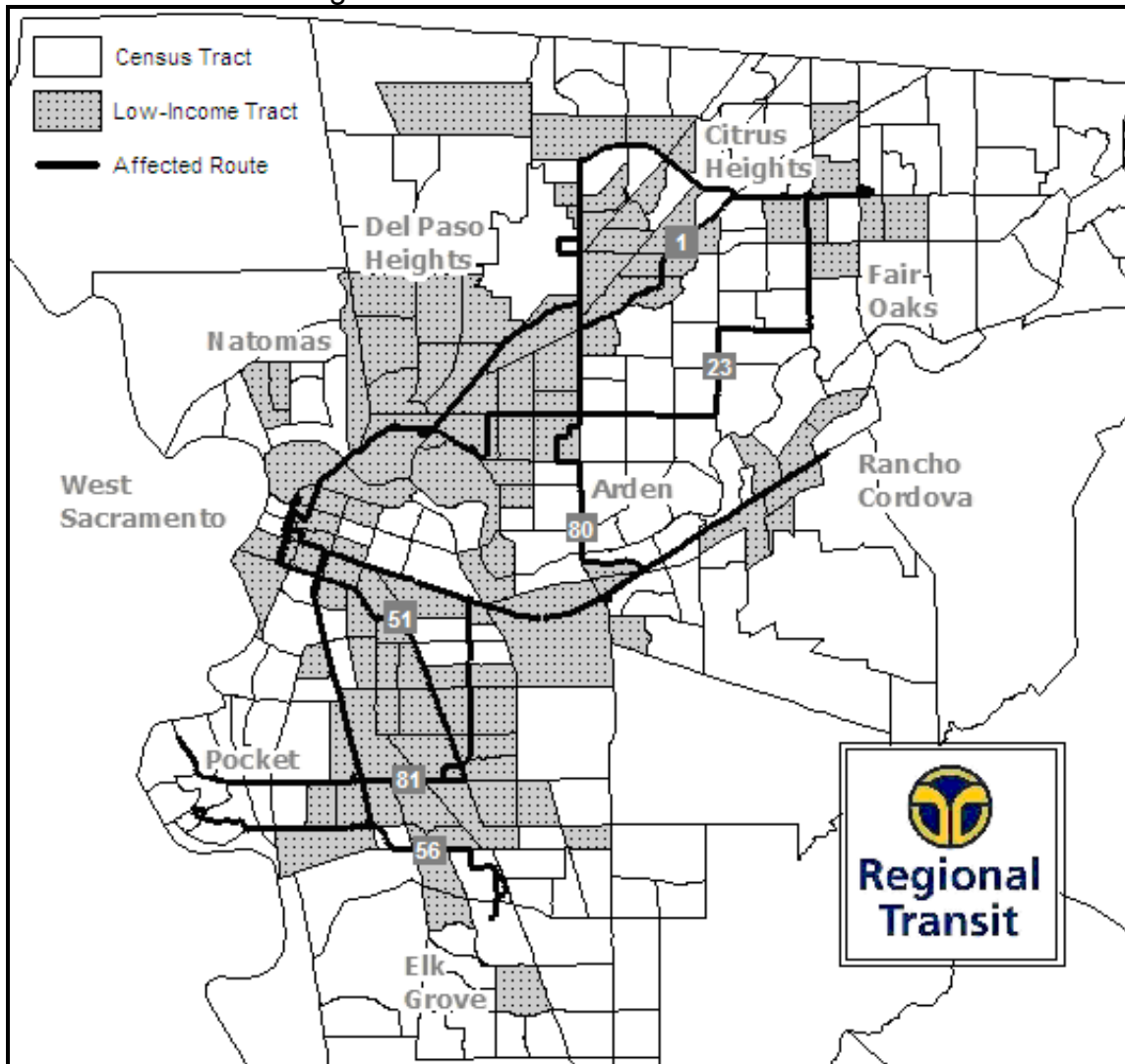
<sup>1</sup> RT’s service area is defined as the area within three quarters of a mile of a bus route or a light rail station, less areas outside of RT’s jurisdiction, e.g., Yolo County or Placer County. Population figures are from the U.S. Census Bureau’s 2005-2009 American Community Survey.

<sup>2</sup> Low-income status depends on the size of the household and is established by the U.S. Department of Health and Human Services. As an example, a family of four with annual household income less than \$22,350 is considered low-income.

<sup>3</sup> Minorities include all non-White/Caucasian persons as well as White/Caucasian persons who self-identify as Hispanic.

Figure 3 identifies low-income census tracts within RT’s service area. The official thresholds for low-income status are defined by the U.S. Department of Health and Human Services, and vary based upon household size. For example, in 2011, a family of four with annual household income less than \$22,350 is considered low-income. A low-income census tract is defined as a census tract in which the percent of residents in low-income households exceeds the average for the overall area. In the case of RT’s service area, this means that a low-income census tract (shaded gray on the map) is any census tract where over 15.7 percent of the population resides in a low-income household.

Figure 3. Low-Income Census Tracts.

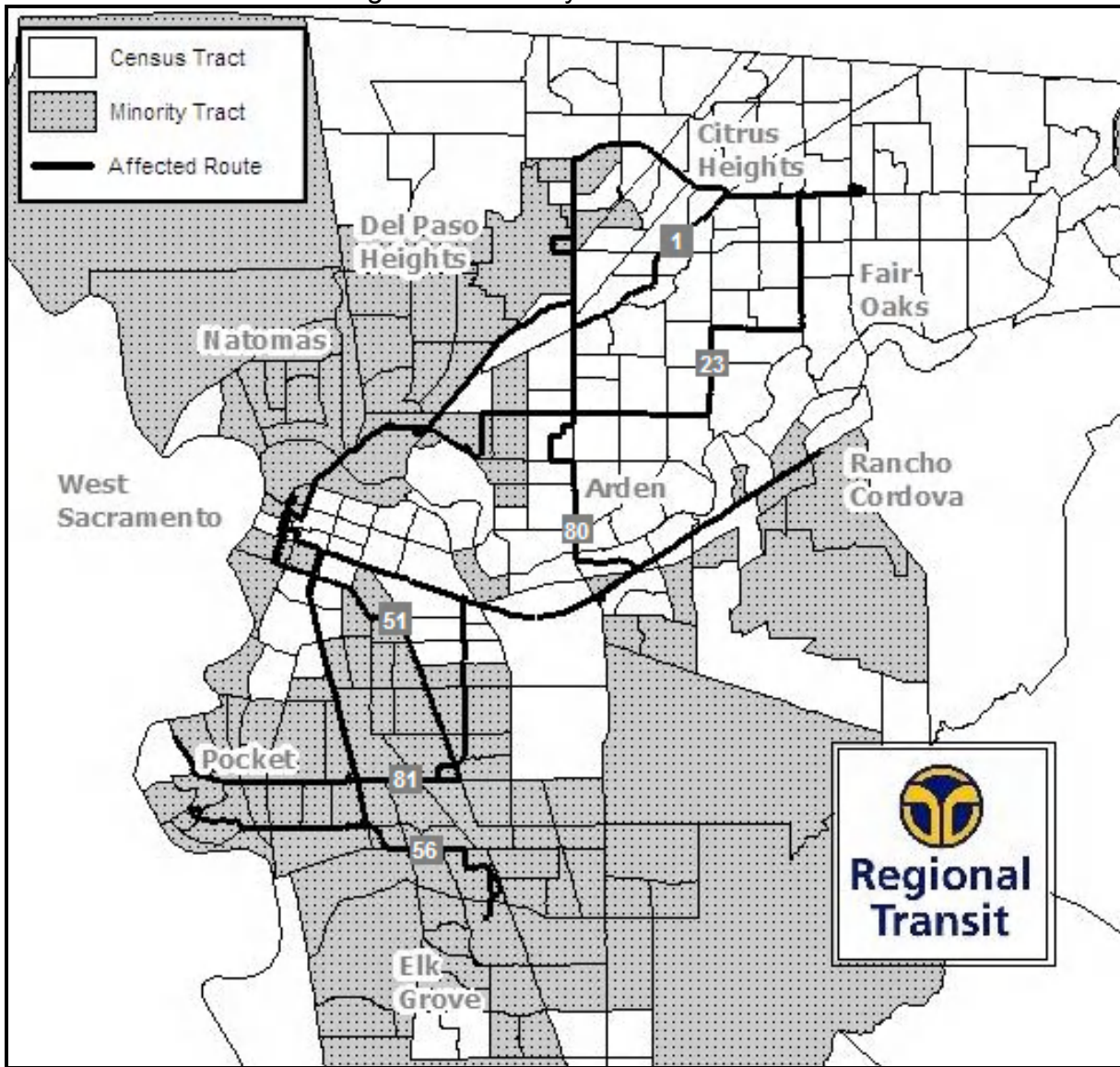


Affected bus and light rail routes are shown on the map in a heavy black line. Note that light rail is shown going only to Sunrise, as the segment from Sunrise to Folsom is unaffected by evening service restoration. As the figure also shows, low-income census tracts as well as service improvements are spread out geographically throughout the RT service area.



Figure 4 identifies minority census tracts within RT’s service area. A minority person is defined as any person that is either not White/Caucasian or any White/Caucasian person self-identified as Hispanic. A minority census tract is defined as a census tract in which the percent of minority residents exceeds the average for the overall area. In the case of RT’s service area, this means that a minority census tract (shaded gray on the map) is any census tract where over 48.6 percent of residents are minorities.

Figure 4. Minority Census Tracts.



Most of RT’s service area north of Interstate 80 and south of Broadway is made up of minority census tracts. East Sacramento and the area north of the American River and east of Watt Avenue have few minority census tracts. The routes that are being proposed for restoration are spread out geographically throughout RT’s service area in both minority and non-minority census tracts. As in Figure 3, affected bus and light rail routes are shown in a heavy black line.

## Demographics by Route

Using demographic data from the U.S. Census Bureau's 2005-2009 American Community Survey, a demographic analysis was prepared for each affected route, based on the population residing within three quarters of a mile of the route.

As shown in Figure 5, six out of eight affected routes serve areas in excess of 15.7 percent low-income residents (the RT system average). Most routes were fairly close to the system average, with Route 51 (Stockton/Broadway) serving the highest percent of low-income residents at 23.0 percent and Route 23 (El Camino) serving the lowest percent of low-income residents at 14.2 percent. Four out of eight affected routes serve areas in excess of 48.6 percent minority residents (the RT system average). There was more variation among the routes in terms of minority concentration, with Route 81 (Florin/65th Street) serving the highest percent of minority residents at 70.0 percent and Route 1 (Greenback) serving the lowest percent of minority residents at 31.9 percent.

Figure 5. Low-Income/Minority Populations by Route.

Route	Population Served	Low-Income Population	Percent Low-Income	Minority Population	Percent Minority
#1 - Greenback	75,554	12,504	16.5%	24,121	31.9%
#23 - El Camino	111,611	15,815	14.2%	36,418	32.6%
#51 - Stockton/Broadway	82,645	18,988	23.0%	51,125	61.9%
#56 - Pocket/CRC	85,435	16,003	18.7%	66,108	77.4%
#80 - Watt/Elkhorn	105,136	16,443	15.6%	38,019	36.2%
#81 - Florin/65th Street	96,095	19,237	20.0%	67,243	70.0%
Blue Line	106,048	24,036	22.7%	63,962	60.3%
Gold Line	110,543	17,798	16.1%	44,302	40.1%
Total Area Affected	540,059	95,449	17.7%	272,955	50.5%
RT Service Area	965,114	151,523	15.7%	469,045	48.6%

Overall, the total area affected included a population of 540,059 and was 17.7 percent low-income and 50.5 percent minority, exceeding the average for the RT service area in both categories.<sup>4</sup>

## Demographics of Evening Riders

In 2005, an on-board survey was conducted of over 8,800 bus and light rail passengers was conducted which included questions on household income and ethnicity. The survey found that approximately 44 percent of bus passengers and 37 percent of light rail passengers have household incomes below \$15,000 and that approximately 61 percent of bus passengers and 55 percent of light rail passengers are minorities, as shown in Figure 6.

<sup>4</sup> Note that many of these routes have overlapping service areas. The population of the total area affected has been calculated so as not to double-count any persons.

Figure 6.  
Income and Ethnicity of RT Riders (2005).

	Bus	Light Rail
Income Less Than \$15,000	44%	37%
Minority	61%	55%

The on-board survey found that compared to the system average, riders boarding after 7:00 p.m. were at least as likely to be from disadvantaged populations, and in some cases, more likely. Bus passengers after 7:00 p.m. were more likely to have household incomes less than \$15,000 and light rail passengers after 7:00 p.m. were more likely to be minorities. Based on these differences, improvements to evening service are therefore more beneficial to low-income and minority riders.

Figure 7.  
Income and Ethnicity of RT Riders After 7:00 p.m. (2005).

	Bus	Light Rail
Income Less Than \$15,000	55%	38%
Minority	62%	72%

**Findings**

The proposed service restoration plan would provide benefits to a total population of over 540,000 persons, mostly from expanded evening service hours. The concentration of low-income and minority persons in the affected population exceeds the average for RT’s system area. Moreover, low-income and minority persons are likely to receive a more than proportionate share of the benefits from expanded evening hours. Collectively, the proposed restoration plan has no adverse disparate impacts on low-income or minority persons.

FIRST ADDENDUM TO  
TITLE VI EQUITY ANALYSIS  
OF  
FY 2012 SERVICE RESTORATION PLAN

On August 8, 2011, the Regional Transit Board of Directors was presented with a Title VI Equity Analysis for a service restoration plan prepared for implementation in Fiscal Year 2012. Since the service restoration plan consisted primarily of improvements to bus and light rail service, the Equity Analysis focused on the equitable distribution of benefits.

While the service restoration plan consists primarily of service improvements, some project costs were offset by the proposed elimination of low-ridership bus and light rail trips, specifically, the first two round trips on both the Blue Line and the Gold Line on weekends, as well as the elimination of a trip on Route 81 - 65th Street/Florin leaving 65th Street light rail station at 5:28 a.m. This addendum to the original Equity Analysis has been prepared in order to determine the existence and magnitude of adverse disparate impacts on low-income and minority populations due to these reductions in service.

The demographics of the routes that would have eliminated trips are shown in Figure 8. All three routes exceed the average for the overall RT service area for percent low-income residents. Route 81 and the Blue Line also exceed the average for the overall RT service area for percent minority residents.

Figure 8. Routes with Proposed Service Reductions.

Route	Population Served	Low-Income Population	Percent Low-Income	Minority Population	Percent Minority
#81 - Florin/65th Street	96,095	19,237	20.0%	67,243	70.0%
Blue Line	106,048	24,036	22.7%	63,962	60.3%
Gold Line	110,543	17,798	16.1%	44,302	40.1%
RT Service Area	965,114	151,523	15.7%	469,045	48.6%

In order to quantify positive and negative impacts, the estimated ridership loss from the service reductions was multiplied by the low-income and minority percentages for the service area of each affected route. Note that in order to properly compare weekday changes with weekend changes, all ridership figures have been annualized. For service improvements, the ridership figures represent the estimate for annual ridership after the first year, based on an assumption that it will take one year for ridership to grow to equilibrium.

Overall, the proposed service changes were estimated to negatively impact 1,343 low-income passengers per year and 3,748 minority passengers per year, as shown in Figure 9. On the other hand, service improvements were estimated to benefit 77,645 low-income passengers and 193,982 minority passengers, as shown in Figure 10.

Figure 9. Negative Impacts from Proposed Service Reductions.

Route	Percent Low-Income	Percent Minority	Ridership Loss (Annual Boardings)		
			Total	Low-Income	Minority
#81 - Florin/65th Street	20.0%	70.0%	1,524	305	1,067
Blue Line	22.7%	60.3%	2,532	575	1,527
Gold Line	16.1%	40.1%	2,879	464	1,154
Total	-	-	6,935	1,343	3,748

Figure 10. Positive Impacts from Proposed Service Improvements.

Route	Percent Low-Income	Percent Minority	Ridership Gain (Annual Boardings)		
			Total	Low-Income	Minority
#1 - Greenback	16.50%	31.90%	105,000	17,325	33,495
#23 - El Camino	14.20%	32.60%	11,500	1,633	3,749
#51 - Stockton/Broadway	23.00%	61.90%	19,500	4,485	12,071
#56 - Pocket/CRC	18.70%	77.40%	12,500	2,338	9,675
#80 - Watt/Elkhorn	15.60%	36.20%	5,300	827	1,919
#81 - Florin/65th Street	20.00%	70.00%	5,676	1,135	3,973
Blue Line	22.70%	60.30%	127,872	29,027	77,107
Gold Line	16.10%	40.10%	129,660	20,875	51,994
Total	-	-	417,008	77,645	193,982

Based upon this analysis, even though the negatively affected routes impacted by the proposed service restoration plan have a high concentration of low-income and minority residents, because the reductions will have only a minor effect on ridership, the overall negative affect from the service reductions will be more than adequately offset by the overall positive affect on low-income and minority passengers from the service improvements.