SR 99 PERFORMANCE MONITORING
ONE YEAR OF TOLLING DURING THE PANDEMIC NOVEMBER 2019 - OCTOBER 2020
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1 Introduction

1.1 Background, purpose, and effort to date

In close coordination with the City of Seattle, the Port of Seattle, King County Metro, Sound Transit and others, WSDOT replaced the Alaskan Way Viaduct with the State Route (SR) 99 tunnel in a multiphase project. The project corridor has undergone many changes in the last 10 years and will continue to change with the completion of the Central Waterfront and Colman Dock Replacement projects.

WSDOT monitors how traffic patterns change when a new roadway opens or significant changes are made to its operations, and how they change once that facility is tolled. Given the existing traffic congestion and constraints in downtown Seattle, WSDOT and the partner agencies staffed and supported a team of traffic analysts to monitor and assess the changes. This interagency technical team was essential to collect, review, analyze, and share the data to tell a comprehensive story.

In March 2020, the onset of the pandemic in Washington state significantly altered regional travel and the data for this report. The pandemic obscured the data and our ability to draw conclusions about travel during the first year of tolling. Despite the challenging year, WSDOT and our partner agencies continued to collaboratively work together to deliver this final report.

Data collection milestones

Traffic, transit, and other mobility data was collected, analyzed and reported to capture the changes to traffic and mobility at key milestones. Data collection milestones include:

- Opening of the SR 99 tunnel on Feb. 4, 2019 to replace the aging Viaduct. The tunnel changed the overall access to and through downtown Seattle.
- Start of tolling on the SR 99 tunnel on Nov. 9, 2019 after nine months of operating as a toll-free tunnel.
- Onset of the pandemic in Washington state in early March 2020 significantly altered regional travel. February 2020 became the intermediate milestone for travel pattern comparisons relative to the toll-free tunnel.

The COVID-19 pandemic reached Washington state in March 2020 and led to state-wide pandemic-related restrictions which drastically impacted our transportation network. Throughout the report we will use this icon to signify data that was impacted by the pandemic and serve as a reminder of this unusual year.
1.2 Overview of analysis periods


The SR 99 Alaskan Way Viaduct provided two mid-town access points within downtown, one northbound off-ramp to Seneca Street and one southbound on-ramp from Columbia Street. Single direction ramps at the south and north end of the viaduct provided additional access into the downtown area.


The SR 99 Tunnel has no mid-town access points but provides northbound/southbound ramps at the south end of the tunnel at Royal Brougham Way, and at the north end of the tunnel at Harrison Street. Once the tunnel opened, traffic volumes and travel times, and transit and water taxi ridership returned to baseline conditions in most places. SR 99 tunnel volumes continued to steadily increase during the toll-free period.

Three Month Tolling (Feb. 2020)

Many seasonal factors and special events affected trends during the first three months of tolling. For most routes, traffic volumes and average travel times continued to fluctuate with the typical ranges after tolling began. While daily volumes indicated that drivers experimented with alternative routes and modes, most changes were temporary and remained close to baseline averages.

One Year Tolling (Sept. 2020 – Oct. 2020)

Traffic slowly began to return to the roadways but with noticeable changes from 2019 baseline conditions both in commute habits and travel times. The pandemic and resulting school closures, transitions to remote working, statewide restrictions, and the West Seattle High-Rise bridge closure influenced travel behaviors from March 2020 onwards. As traffic patterns continue to adjust during this unprecedented and prolonged pandemic, clearer trends may emerge once we enter a post-pandemic world and a new normal.

For consistency in reporting, the same baseline reference period months of September and October were used. For pre-tolling reports, we used a September and October 2018 baseline. For post-tolling reports we used a September and October 2019 baseline. Exceptions to the baseline reference period are indicated throughout the report.

Noted Exceptions to Analysis Period Ranges:

Baseline Reference Periods for King County Water Taxi, King County Metro buses, Sound Transit Sounder and Link, Washington State Ferries, and City of Seattle bicycles incorporate a shifting baseline of the equivalent month, year over year, to account for seasonality in ridership trends.

Pre-toll tunnel period date ranges on SR 99 was limited to Sept. 23, 2019 to Oct. 31, 2019 due to roadway configuration and operational changes in early September.
2 Tolling period trend summary analyses by mode

2.1 Volume Trends

Volumes were close to baseline levels prior to the pandemic and are slowly trending back to baseline levels.

The following screenlines were used to monitor northbound and southbound volume changes on I-5 and SR 99 in the downtown Seattle area:

- I-5 at:
  - Mercer Street (northbound screenline), Olive Way (southbound screenline)
  - University Street (northbound and southbound)
  - South Atlantic Street (northbound screenline), South Holgate Street (southbound screenline)

- SR 99 at:
  - Comstock Street
  - Mid-tunnel
  - South Lander Street

Note
The pre-tolling baseline is Sept./Oct. 2018; the tolling baseline is Sept./Oct. 2019. Refer to section 1.1 and 1.2 for baseline reference and analysis period information.
I-5 trends

Average weekday volumes remained close to baseline levels up through the first three months of tolling. Volumes experienced a large decrease during the beginning of the pandemic but are slowly trending back to baseline levels.

Comparing the three month tolling period to the pre-toll tunnel period, average weekday volumes experienced minor increases, with trends showing traffic diverting from the tunnel but with no indication of major disruptions on I-5 outside of typical variations.

Comparing the one year tolling period to the pre-toll tunnel period, while traffic volumes declined sharply after the three month tolling period, were slowly trending back to baseline levels with an average decrease of 15 percent.

**Note**
The pre-tolling baseline is Sept./Oct. 2018; the tolling baseline is Sept./Oct. 2019. Refer to section 1.1 and 1.2 for baseline reference and analysis period information.
**SR 99 trends**

Average weekday volumes remained close to baseline levels during the pre-toll tunnel period, then decreased around 28 percent in the early months of tolling and even further during the pandemic. SR 99 volumes are slowly recovering towards baseline levels, but at a slower pace than toll-free roads in the region.

During the Viaduct closure, traffic on SR 99 north of downtown decreased to about half of its Viaduct baseline volume. After tunnel opening, northbound average daily volumes in the tunnel steadily trended towards baseline levels, while the southbound direction stayed consistently above baseline from mid-2019 onwards. SR 99 traffic north and south of the tunnel had average weekday total volumes that exceeded baseline levels for both directions of SR 99, with this increase attributable in part to the temporary reconfigurations of SR 99 transit and general purpose lanes.

Comparing the three month tolling period to the pre-toll tunnel period, the number of daily vehicles using the tunnel decreased by 28 percent. This decrease was less noticeable during peak periods, while the off-peak periods experienced most of the decrease in volume likely stemming from drivers choosing less congested, alternate routes for a toll-free trip.

Comparing the one year tolling period to the pre-toll tunnel period, average weekday traffic in the tunnel experienced a sharp decrease, averaging 64 percent below baseline levels. North and south of the tunnel, SR 99 traffic decreased by 50 percent. Volumes are slowly beginning to recover towards baseline levels, but at a slower pace than toll-free roads in the region.

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**FIGURE 3: AVERAGE WEEKDAY TOTAL VOLUME, SR 99 SCREENLINES (NB+SB)**

- **Comstock**
- **Mid Tunnel**
- **Lander**

*relative to Sept-Oct 2018
**relative to Sept-Oct 2019

**Note**

The pre-tolling baseline is Sept./Oct. 2018; the tolling baseline is Sept./Oct. 2019. Refer to section 1.1 and 1.2 for baseline reference and analysis period information.
City street trends

Average weekday volumes were about the same during the first three months of tolling, with less than 10 percent change on average. One year into tolling, volumes decreased at each screenline on average around 30 percent below baseline levels.

- Mercer at:
  - Elliott Ave West
  - Dexter Ave North
  - Westlake Ave North
  - Fairview Ave North

- Madison at:
  - Alaskan Way
  - First Ave
  - Second Ave
  - Fourth Ave
  - Fifth Ave

- Holgate at:
  - East Marginal Way/ S. Hanford St
  - First Ave South
  - Fourth Ave South
  - Airport Way South

Note
The pre-tolling baseline is Sept./Oct. 2018; the tolling baseline is Sept./Oct. 2019. Refer to section 1.1 and 1.2 for baseline reference and analysis period information.
Average Weekday Volume Trends

Comparing the three month tolling period to the pre-toll tunnel period, average weekday daily screenline volumes on city streets were very similar with less than 10 percent change on average. Some locations had more pronounced changes such as:

- Southbound Fairview Ave North at Mercer increased by 23 percent.
- Northbound Alaskan Way at Madison Street increased by 22 percent.
- Southbound Alaskan Way at Madison Street increased by 27 percent.
- Northbound 1st Ave South at South Holgate Street decreased by 38 percent.

Comparing the one year tolling period to the pre-toll tunnel period, average weekday daily screenline volumes on city streets decreased at all locations on average around 30 percent. The decreases were more pronounced during the peak periods than non-peaks and even more so in the AM peak than the PM peak. Some of the largest decreases observed occurred at:

- Southbound 5th Ave at Madison Street decreased by 52 percent.
- Northbound Airport Way South at South Holgate Street decreased by 47 percent.
- Northbound East Marginal Way at South Hanford Street decreased by 43 percent.

Note
The pre-tolling baseline is Sept./Oct. 2018; the tolling baseline is Sept./Oct. 2019. Refer to section 1.1 and 1.2 for baseline reference and analysis period information.
Average weekend volume trends

Comparing the three month tolling period to the pre-toll tunnel period, weekend daily volumes remained similar at the Mercer and Madison screenlines, but decreased at the Holgate screenline on average around 19 percent on Saturdays and 25 percent on Sundays.

Comparing the one year tolling period to the pre-toll tunnel period, weekend daily volumes decreased at all locations. The weekend decreases at the Mercer and Madison screenlines were proportional to the weekday decreases, and slightly more so at the Holgate screenline. The Holgate screenline decreased by 38 percent for both Saturdays and Sundays compared to a 31 percent decrease for weekdays.

Note
The pre-tolling baseline is Sept./Oct. 2018; the tolling baseline is Sept./Oct. 2019. Refer to section 1.1 and 1.2 for baseline reference and analysis period information.
2.2 Travel Time Trends

Travel times generally remained consistent with baseline averages through the first three months of tolling, with reductions in travel times mirroring reductions in volumes one year after tolling.

The routes monitored are shown in Figure 6. The green highlighted routes represent segments with SDOT travel times and the purple highlighted routes represent segments supplemented with INRIX data. Representative regional routes monitored include the I-5 and I-405 corridors spanning from Federal Way to Everett.

Average weekday totals

I-5 trends

Travel times on I-5 were consistent with baseline averages three months of tolling and decreased one year after tolling.

Travel times on I-5 within the downtown Seattle core increased less than a minute across all periods through the first three months of tolling, when compared to their respective baselines. The largest changes were observed in the northbound PM period from the I-90 interchange to Mercer St, with an average of one additional minute of travel time (up 24 percent). As with other regional highways, travel times improved during the pandemic on all I-5 downtown core monitored segments, up to two minutes faster (down 22 percent in the AM peak period and 39 percent in the PM peak period) from the West Seattle Bridge to the I-90 interchange following one year of tolling.

SR 99 trends

Travel times on SR 99 experienced mixed trends between the pre-toll tunnel period and the Viaduct period but remained close to the Pre-Toll Tunnel baseline levels three months after tolling. Travel times one year after tolling were reduced on average of 51 percent.

Comparing the pre-toll tunnel period to the Viaduct period, SR 99 travel times experienced mixed trends. Northbound AM peak period travel times experienced a 50 percent (1.8 minute) increase between Thomas Street and S Royal Brougham Way, while southbound PM peak period travel times experienced a 37 percent (4.2 minutes) decrease in the same segment. The mixed travel time changes could be attributable to motorists adjusting to new routes following the tunnel opening.

Note

The pre-tolling baseline is Sept./Oct. 2018; the tolling baseline is Sept./Oct. 2019. Refer to section 1.1 and 1.2 for baseline reference and analysis period information.
The three month tolling period travel times remained relatively close to its Pre-Toll Tunnel baseline. Northbound PM peak period travel times increased by 9 percent (.5 minutes) between Thomas St and S Royal Brougham Way, while the southbound PM peak period decreased by 4 percent (.3 minutes). Trends could likely be attributed to seasonal adjustments.

Comparing the one year tolling period to the pre-toll tunnel period, travel times experienced significant changes. Southbound PM Peak period travel times decreased by 51 percent (3.6 minutes) between Thomas Street and S Royal Brougham Way, while the northbound direction decreased by 34 percent (1.9 minutes).

**Representative regional routes**

**Travel times into the downtown core remained close to baseline averages, with reductions in travel times mirroring reductions in volumes one year after tolling.**

The AM peak period experienced the largest increase in southbound travel time when comparing the pre-toll tunnel period to the Viaduct period, while PM peak period travel times experienced minor changes from baseline. The first three months of tolling saw minor improvement in both peak periods. The most improvement was observed one year after tolling, with travel behaviors influenced by the pandemic.

**City street trends**

**Average weekday travel times on city streets generally remained consistent when comparing the pre-toll tunnel period to the Viaduct period, and when comparing the first three months of tolling to the pre-toll tunnel period. Travel times decreased following one year of tolling.**

Comparing the pre-toll tunnel period to the Viaduct period, average weekday travel times generally remained consistent. Northbound PM peak period travel times on Boren Ave increased by approximately one minute. Southbound travel times during both peak periods on Second Ave reduced by about two minutes. Weekend travel time changes were variable.

Comparing the three month tolling period to the pre-toll tunnel period, average weekday travel times generally remained consistent. Northbound AM peak period travel times on 4th Ave South increased by approximately two minutes. Weekend travel times on average decreased slightly.

Comparing the one year tolling period to the pre-toll tunnel period, average weekday travel times generally experienced a decrease. Southbound PM peak period travel times on 5th Ave decreased by approximately seven minutes. Weekend travel times on average decreased slightly. Spokane St experienced increased travel times during most periods, this is likely due to traffic diverting to this roadway due to the West Seattle Bridge closure.

**Note**
The pre-tolling baseline is Sept./Oct. 2018; the tolling baseline is Sept./Oct. 2019. Refer to section 1.1 and 1.2 for baseline reference and analysis period information.
Transit trends

King County Metro bus speeds

Average weekday transit speeds generally remained consistent year over year. The West Seattle routes experienced the most change across the periods.

Average weekday transit speeds across the seven bidirectional routes (Figure 7) analyzed generally decreased when comparing the pre-toll tunnel period to the Viaduct period. The routes that had the most significant decreases in speeds were C Line and Route 120. The C Line speed decreased by 40 percent (11.3 minutes) during the southbound AM peak period while southbound Route 120 also decreased by a similar amount (35 percent or 6.3 minutes) during the PM peak period. This is consistent with past reports; these two routes were rerouted a few times since the Viaduct period due to the closure of the Alaskan Way Viaduct and construction impacts from its demolition and the subsequent reconstruction of Alaskan Way. These route changes resulted in additional travel on downtown surface streets, additional stops and therefore decreases in transit operating speeds. Weekend speed changes generally remained consistent outside of those two routes.

Comparing the three month tolling period to February 2019, speeds remained consistent. Both the C Line and Route 120 generally had minor decreases in speed. The most significant change was C Line heading southbound during the PM peak, which had a decrease of 18 percent (3.3 minutes). Route 120 heading southbound decreased speed by 17 percent (2.4 minutes) in the PM peak. Weekend speeds generally had minor increases.

Comparing the one year tolling period to the pre-toll tunnel period, most routes experienced an increase in speeds due to the lower traffic volumes on the roadways. The most significant increases in speeds were C Line and Route 120. Both routes experienced an increase of 33 percent (4.6 minutes and 1.9 minutes respectively) during the southbound PM peak period. Weekend speeds also generally increased.
2.3 Multi modal ridership trends

The routes monitored are shown in Figure 7. The purple highlighted routes represent King County Metro route segments approaching the north and south SR 99 tunnel portal areas. The green highlighted routes represent downtown transit routes and data collected and provided by the Downtown Transit Mobility Reports.

Transit Trends

**King County Metro Water Taxi ridership**

Water Taxi average weekday daily ridership experienced mixed trends year over year.

When comparing ridership numbers from the pre-toll tunnel period to the Viaduct period, both routes experienced increases.

- West Seattle ridership increased by 13 percent (160 passengers).
- Vashon ridership increased by 5 percent (50 passengers).

When comparing the three month tolling period to February 2019, Water Taxi routes experienced a mixture of changes. Snowy and icy weather conditions in around the region in 2019 affected commuter travel into downtown, and the West Seattle water taxi provided enhanced service to accommodate traveler adjustments to the new SR 99 tunnel. West Seattle ridership decreased while Vashon ridership increased.

- The West Seattle route decreased by 31 percent (350 passengers).
- Vashon route increased by 38 percent (300 passengers).

West Seattle and Vashon ridership both decreased significantly when comparing the one year tolling period to the pre-toll tunnel period.

**King County Metro bus ridership**

**King County Metro ridership in 2019 and early 2020 generally remained consistent relative to prior years, then decreased during the pandemic.**

Daily weekday ridership was compared to the month-to-month and year-over-year baseline for the seven bidirectional routes analyzed.

Average weekday transit ridership generally remained consistent when comparing the pre-toll tunnel period to the Viaduct period. The route that had the most significant change was C Line, where daily total ridership numbers heading northbound decreased by 52 percent (3,070 passengers).
Average weekday transit ridership generally increased from the three month tolling period to February 2019. The most significant increase was Route 40 (30 percent or 300 passengers) heading northbound during the AM peak.

Average weekday transit ridership on routes monitored for this report decreased significantly when comparing the one year tolling period to the pre-toll tunnel period. The routes that had the most significant decreases were Route 40 and Route 62. Route 40 heading southbound decreased by 83 percent (1,910 passengers) during the AM peak, while Route 62 heading southbound decreased by 86 percent during the AM peak. Generally, daily total ridership numbers had similar decreases as the peak period numbers. King County Metro transit ridership declined roughly 68 percent systemwide from late 2019 to late 2020 as a result of the pandemic. In the context of these significant broader declines in transit ridership in 2020, it is not possible to determine what portion, if any, of the ridership changes on routes monitored in this report were a result of the Alaskan Way Viaduct Replacement Project.

**Sound Transit Sounder and Link Light Rail ridership**

*Sounder ridership remained consistent year over year prior. Link ridership increased when comparing the three month tolling period to 2019, but otherwise also remained consistent. Both decreased significantly during the pandemic.*

When comparing the three month tolling period to February 2019 numbers, Sounder ridership experienced negligible change, while Link ridership experienced a 33 percent (24,000 passengers) increase. When comparing the pre-toll tunnel period to the Viaduct period, Sounder ridership increased by 6 percent (1,000 passengers), while Link ridership increased by 3 percent (2,000 passengers). When comparing the one year tolling period to the pre-toll tunnel period, Sounder ridership decreased by 89 percent (17,000 passengers), while Link ridership decreased by 76 percent (61,000 passengers).

**Ferry ridership trends**

*The Bremerton and Bainbridge routes experienced minor decreases in vehicle volumes when compared to the same months from the previous year, while Bainbridge walk-on ridership experienced the most reductions in ridership three months after tolling.*

The Bainbridge route vehicle volumes decreased by 4 percent (100 vehicles) when comparing the pre-toll tunnel period to the Viaduct period and experienced a 24 percent (440 vehicles) increase in the three month tolling period when compared to the previous year. Walk-on passenger ridership significantly decreased by 81 percent (3780 passengers) when comparing the one year tolling period and decreased by a lesser amount, 6 percent (203 passengers), in the three month tolling period the one year tolling period when compared to the previous year.

The Bremerton route vehicle volumes decreased by 9 percent (80 passengers) when comparing the pre-toll tunnel period to the Viaduct period and experienced a lesser decrease of 7 percent (50 passengers) in the three month tolling period when compared to the previous year. Walk-on passenger ridership decreased by 82 percent (1570 passengers) in the one year tolling period when compared to the same months from the previous year, and increased by 14 percent (240 passengers) in the three month tolling period compared to the previous year.
Bike ridership trends

**Weekday ridership decreased by 57 percent during the one year tolling period when compared to the same months from the previous year, while weekend ridership increased at each count location except Second Ave.**

Average weekday bicycle counts at four monitored locations - Second Ave, Myrtle Edwards Park, Fremont Bridge and Spokane St - during September-October of 2019 increased by 14 percent (1150 riders) compared to the same months from the previous year. However, weekday counts during September-October 2020 decreased by 57 percent (5400 riders) compared to 2019. The 2020 decreases were observed at each of the four count locations, although to the least extent along Spokane Street and to the greatest extent along Second Ave. Comparing weekday counts during the three month tolling period to the pre-toll tunnel period, there was a 33 percent (3130 riders) decrease which is likely due to seasonality.

Average weekend bicycle counts during the one year tolling period increased at three of the four locations compared to 2019 with Spokane Street seeing the most growth at 50 percent (220 riders), however Second Ave weekend counts decreased by 62 percent (510 riders).

Freight vehicle classification

**Freight traffic in the SR 99 tunnel appeared to decrease slightly at the start of tolling in November 2019 and then held mostly steady near the same level throughout the first year of tolling.**

In addition to counts collected before and soon after tolling began, freight traffic was counted and assessed at the lower Spokane Bridge in September 2020 and found no clear impact from tolling distinct from effects of the pandemic or West Seattle Bridge closure.
3 Conclusion and next steps

The first year of tolling did not occur as anyone would have imagined. While efforts to monitor and report the traffic and system performance data were successful and now complete, the data and conclusions are obscured due to the drastic changes that state-wide pandemic-related restrictions had on our transportation network, as well as the West Seattle Bridge closure.

What we do know is that trends three months after tolling were generally consistent relative to previous years. At the anniversary of SR 99 tolling and in the midst of a worldwide pandemic, traffic volumes are slowly returning to baseline averages on I-5 and city streets, while SR 99 tunnel volumes are recovering at a slower pace. Multimodal ridership saw reductions across all modes and is also slow to recover.

This is the final report for the WSDOT SR 99 performance monitoring effort. We anticipate it will take months or years to fully realize the impacts of the pandemic and the West Seattle Bridge closure. Future monitoring and interagency coordination will be handled by a City of Seattle and Sound Transit joint effort. Updates on the SR 99 tunnel will be included in future WSDOT Toll Division Annual Reports.

This performance monitoring effort was a success because of the work of many within WSDOT and across our partner agencies. We’d like to acknowledge our partners who helped make this collaborative effort a success.
**TABLE 1:** HIGH LEVEL TREND SUMMARIES BY MODE, BY PERIOD, AND BY PEAK DIRECTION

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<th>One Year Tolling*</th>
<th>Three Month Tolling**</th>
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