

ALAMEDA-CONTRA COSTA TRANSIT DISTRICT



STAFF REPORT

MEETING DATE: 8/7/2019

Staff Report No. 19-171a

TO: AC Transit Board of Directors
FROM: Michael A. Hursh, General Manager
SUBJECT: Public Hearing for FY 2019/20 Service Changes

ACTION ITEM

RECOMMENDED ACTION(S):

Hold Public Hearing to receive public comment regarding a set of proposed service changes for FY 2019/20. The proposed changes include:

- Bus Rapid Transit (BRT) Elimination of Line 1 and replacement with BRT, truncation of Line 801, and service on new streets for Lines 14 and 47.
- Proposed service changes to Lines 71, 376, 60, and 96, and associated service on new streets.

BUDGETARY/FISCAL IMPACT:

The changes considered for FY 2019/20 cover a wide range of issues and fall into several distinct groupings:

- BRT: Replacement of Line 1 with new BRT service, shortening Line 801, and re-routing portions of Lines 14 and 47.
- Navigability and reliability: adjustment of lines 71/376 in Parchester Village.
- Partnerships: frequency improvement on Line 60 and extension and frequency improvement Line 96.

All adjustments made in conjunction with the BRT grouping are funded through the BRT project. Any differential in operating cost for BRT versus Lines 1 and 801 will be detailed in a separate report to the Board following an update of the Operations & Maintenance Plan. The costs associated with BRT operations include categories beyond just service hours, such as safety, security, fare collection, public outreach, and communications etc. There are no additional costs associated with the routing change for Lines 14 and 47.

There are no additional costs associated with the routing change for Lines 71 and 376 in Parchester Village. There may be some run-time savings which will be re-invested into other portions of the Line to improve reliability.

All proposals in the Partnerships grouping include increases in operating costs. The Line 60 expansion is a potential partnership with California State University East Bay (CSUEB) and would cost an estimated \$1.5 million annually, funded largely by CSUEB through the elimination of their shuttle service from Hayward BART. Staff updated the Board regarding the status of the potential partnership with CSUEB on May 8, 2019. The Line 96 proposed change is a partnership with the Alameda Transportation Management Association (ATMA) to extend Line 96 in Alameda Point and add additional service between Alameda Point and downtown

Oakland, which would improve headways on that segment from every 30 minutes to every 15 minutes. This service expansion will cost approximately \$1.4 million annually and will be funded through fees from the developer plus the potential for some District funds, depending upon the final amount from the developer. Both the Line 60 and Line 96 expansions will have funding agreements similar to the existing Line 19 service expansion between the District and ATMA. Any estimated costs to the District will be included in the staff report for approval of the proposals in September. The implementation of these proposals is entirely contingent upon receiving funding to cover the costs of their respective expansions.

BACKGROUND/RATIONALE:

On May 22, 2019, the Board set a Public Hearing for August 7, 2019 for the following set of proposals from multiple projects that are slated for implementation in FY 2019/20.

Bus Rapid Transit - When implemented in the middle of FY 2019/20, BRT will be a new service type for the District. Line 1 will be eliminated and replaced with the BRT line which will differ from Line 1 in downtown Oakland where it will serve Broadway from 11th to 20th whereas the Line 1 currently travels along 12th Street west of Broadway and serves Lafayette Square. Peak headways on BRT are proposed at every seven minutes during the peak versus the 10-minute peak headways currently in place on Line 1. For the corresponding Owl service, BRT will operate along the current Line 801 alignment from downtown Oakland to San Leandro, replacing that section of Line 801, and there will be a timed connection to the truncated Line 801 for riders who wish to continue toward Fremont BART.

In addition to the new service, minor adjustments to Lines 14 and 47 will be necessary given buses will not be able to make some turns on International Boulevard with the new BRT configuration. These lines will now use San Leandro Street from Fruitvale BART to High Street, which they will then use to continue onto their current alignment. The street segments not previously cleared through the environmental review process can be found in Attachment 1.

Navigability and Reliability - Lines 71 and 376 operate through Parchester Village in Richmond. The community has narrow streets with increased on-street parking that make bus access difficult. Based on community and bus operator input, staff is proposing to adjust the routing of Lines 71 and 376 through the neighborhood to operate on a shorter, more easily navigated loop along one or more of the street segments outlined in Attachment 1.

Partnerships - The District is in discussions with a number of partners for new or expanded service in key areas. CSUEB is interested in discontinuing its own dedicated shuttle service and providing alternative transportation options. To support this, they would fund the AC Transit EasyPass program for all students, staff, and faculty, and also fund additional service to improve headways on existing Line 60 from every 20 minutes to as often as every 17 minutes. If the proposal for additional frequency on Line 60 is approved by the Board, staff will still need to bring a separate funding agreement with CSUEB to the Board for review and approval, and improvements to Line 60 are dependent on the Board's approval of this funding agreement.

The second partnership is with ATMA to support the redevelopment of the former Naval Air Station in Alameda, now known as Alameda Point. The City requires developers in Alameda Point to provide transit service operating every 15 minutes. AC Transit is working with the City to finalize a phased approach to

serving the new development. The first phase will feature an extension of Line 96 and an improvement of the extension's headway to 15-minute frequency. Given the uncertainty on the exact routing of the Line, this Public Hearing will consider clearing the street segments detailed in Attachment 1 for any new service to the area.

Public Engagement Related to Proposals

The proposed changes on Lines 71 and 376 in Parchester Village are part of an ongoing dialogue with the community. In addition, staff have been regularly attending meetings of the Neighborhood Council. Since the Board set the Public Hearing, staff attended a meeting of the Parchester Village Neighborhood Council and a meeting of the Parchester Village Neighborhood Association in early July. At these two meetings staff presented alternative routing options for Lines 71 and 376 and solicited feedback from attendees regarding their preferences.

As part of the outreach associated with this public hearing, AC Transit staff hosted the following community meetings to provide additional opportunities for all customers, stakeholders, and the impacted neighborhoods to provide input regarding the proposed service changes:

July 23, 2019 6:00 p.m. - 8:00 p.m.

Parchester Community Center
900 Williams Drive
Richmond, CA 94806

July 25, 2019 6:00 p.m. - 8:00 p.m.

Bus Rapid Transit Information Center
3322A International Boulevard
Oakland, CA 94601

July 31, 2019 6:00 p.m. - 8:00 p.m.

Alameda City Hall
2263 Santa Clara Avenue
Alameda, CA 94501

August 1, 2019 6:00 p.m. - 8:00 p.m.

Hayward City Hall
777 B Street
Hayward, CA 94541

These four AC Transit-sponsored meetings were promoted using the following strategies in four languages - English, Spanish, Chinese, and Vietnamese:

- Designated project page on the AC Transit website
- At-stop signage placed at every bus stop along the lines being considered for changes
- Brochures onboard buses and mailed to community organizations in the area and elected officials
- Posters at the Customer Service Center and the BRT Office
- Signage at the monitors at the Customer Service Center
- eNews and social media posts

- Distribution via external stakeholders' newsletters and social media channels
- Announcements and brochure distribution at community events and meetings

Spanish, Chinese, and Vietnamese interpreters were provided at the AC Transit-sponsored meetings and notice of their availability was included in marketing materials advertising the meetings.

The Board will be asked to approve the proposals at the September 11 Board meeting. For that meeting, staff will include a summary of feedback received throughout the engagement process. This will include comments received in written form, verbal comments made at meetings, messages left on the multi-lingual dedicated phone line, emails and other correspondence related to the proposals being considered by the Board.

Environmental Analysis

Legal staff evaluated the changes listed and determined they are not substantial enough to require a full California Environmental Quality Act (CEQA) analysis; rather, the changes fall under a general exemption. As such, there is no requirement to consider this in the public hearing process.

Title VI

Staff will complete the Title VI analysis for any necessary items prior to Board consideration in September 2019 so the information will be available when the Board makes a decision. In addition, if Title VI impacts are identified, staff will have the ability to propose alternatives or mitigations for the Board's consideration in conjunction with final approval of the entire plan.

Schedule

- May 22, 2019 - Request Setting Public Hearing for August 7, 2018
- June through August 6, 2019 - Notice the Public Hearing and engage with community, customers, and stakeholders
- August 7, 2019 - Hold Public Hearing
- September 11, 2019 - Request Board acceptance of Title VI equity analysis and adoption of proposals
- December 2019 - Begin implementation of proposals

ADVANTAGES/DISADVANTAGES:

The FY 2019/20 proposals will permit the District to implement BRT, and fill service gaps and increase ridership through new partnerships. These proposals are critical to ensuring major projects and initiatives - both the District's and those of its partners - can advance to improve mobility in the service area and reduce reliance on automobiles.

The main disadvantage of the plan will be the same as with any proposed service changes: change can be controversial and impact residents, property owners, and business owners on streets with new service, as well as riders on existing routes. However, the changes are largely positive and will increase mobility for existing customers while opening markets to new customers.

ALTERNATIVES ANALYSIS:

Staff considered not implementing the proposals but does not recommend it as it will result in BRT service not

launching on schedule and leaving areas under-served or unserved.

PRIOR RELEVANT BOARD ACTION/POLICIES:

- Board Policy 110 - Public Hearing Process for the Board of Directors
- Board Policy 333 - Fare Policy: Fares, Fare Structure, and Fare Increases
- Board Policy 518 - Title VI and Environmental Justice Service Review and Compliance Report Policy
- Staff Report 19-165 - Possible Line 60 Partnership with California State University, East Bay
- Staff Report 19-171 - Set Public Hearing for Changes in FY 2019/20

ATTACHMENTS:

1. Service Change Proposals
2. Public Hearing Notice

Approved by:

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Denise C. Standridge, General Counsel
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