

SERVICE RECOVERY PRIORITIES

Staff prioritized the service types to return to pre-pandemic levels as funding levels and operator ranks return across the next 12-18 months until the District implements a new service network in August 2022. These priorities only apply to the recovery of service until that new network is approved and implemented.

It is critical to note AC Transit served an irreplaceable role during the pandemic, carrying essential workers to and from the critical jobs that kept the region functioning and allowed others to continue to make essential trips. Prior to the pandemic, AC Transit's ridership comprised a majority of low-income customers and people of color. While our ridership dropped from 190,000 riders per weekday to about 44,000 per weekday at the onset of the pandemic, we continued to provide more than 75 percent of pre-pandemic service levels. AC Transit had the third-largest ridership pre-pandemic in the region – behind SF MUNI and BART – once the shelter-in-place orders went into place but has become the second-highest ridership agency behind SF MUNI. During the pandemic, AC Transit has been providing critical mobility for those who have no other options, and this forms the foundation for restoring service for our riders. Ridership has since rebounded to 65,000 riders per weekday and continues to increase despite vehicle capacity restrictions.

Staff developed a set of criteria and priorities for the restoration of suspended service with equity as the core guiding principle for how staff proposes the District will make decisions on what service to recover and when to do it.

CRITERIA

The District has developed the following criteria that will drive the service recovery process across the next 12 to 18 months. The criteria are listed in order of importance.

- 1) Is the line below pre-pandemic service levels?

While AC Transit increased service back to pre-pandemic service levels in August 2020, some still have 7-day Sunday service, shortened service days, or no service on weekends, while other lines aren't operating at all. Staff will prioritize recovering service on lines that are below their pre-pandemic levels.

- 2) Does the line serve a Disadvantaged Community?

The District is focused on socio-economic equity as a key guide to where to recover service. The State of California produces maps based on definitions included in SB 535. Maps of the service area's Disadvantaged Communities (DACs) is below.

Exhibit 1 – Disadvantaged Communities in Northern Service Area

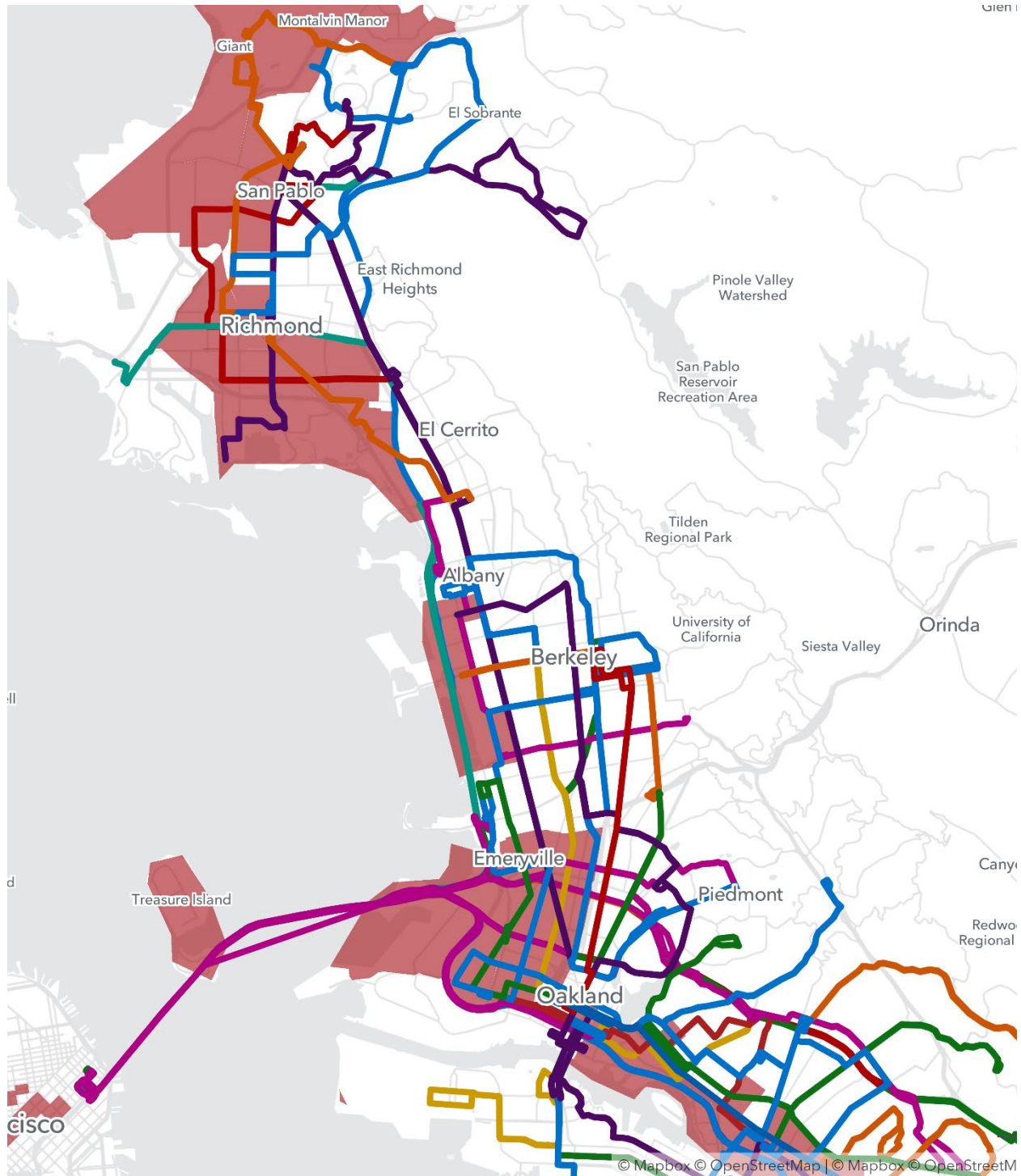


Exhibit 2 – Disadvantaged Communities in Central Service Area

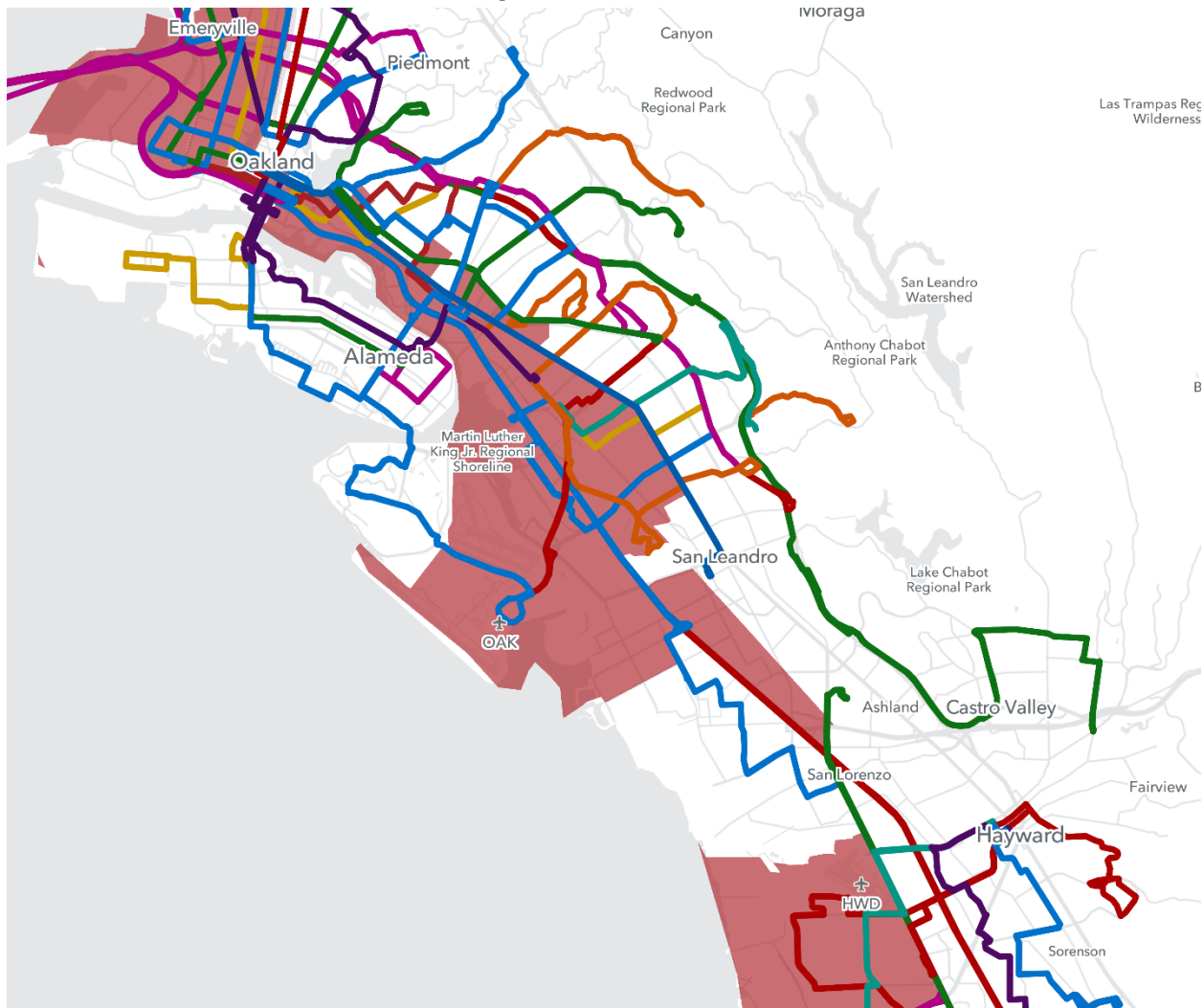
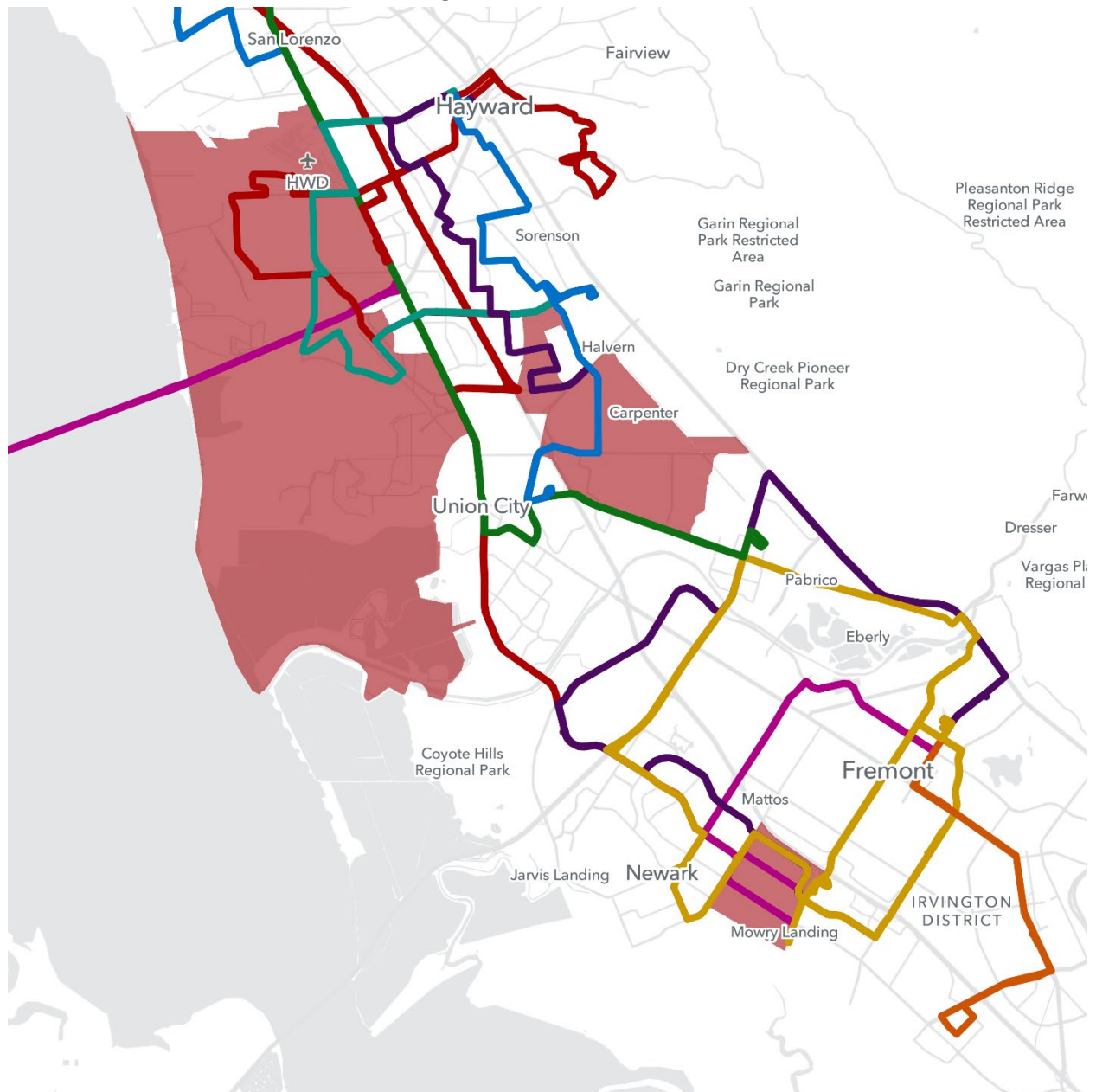


Exhibit 3 – Disadvantaged Communities in Southern Service Area



3) Does the line have high ridership or pass-ups?

Creating a sustainable service network means providing reliable, frequent service in high-ridership areas. Staff will monitor ridership and prioritize recovering service on lines with higher ridership. There are limited operator resources available and every bus added back needs to be as cost-effective as possible.

4) Does the line provide critical coverage in the network?

While not as productive as other services, some lines fill in coverage gaps in the service area and will be brought back to restore the service network as resources allow.

Additional Considerations

The following considerations factor into the service recovery approach for the District across the next 12 to 18 months. They are not mutually exclusive and reflect the many different factors staff must consider as they make decisions about what to prioritize in recovery.

- Does the District have enough operators to cover a service increase?

The Board heard Staff Report 21-213 in April 2021. That report included the table below which is a breakdown of the number of operators needed to provide different levels of service. Service is being increased from 75 percent of pre-pandemic to 83 percent in August 2021 and the next increase to 85 percent is planned for March 2022. To get there, AC Transit needs to have an additional 20 operators available by August 2021 and then another 22 by March 2022.

Exhibit 4 – Service Level Requirements

SERVICE LEVEL	PLANNED		UNPLANNED		TOTAL OPERATOR NEED
	Scheduled Service	Contractual & Regulatory Needs	Unscheduled Needs	Line Management	
75%	800	112	175	45	1,132
83%	866	121	191	17	1,195
85%	882	123	194	18	1,217
90%	926	130	204	19	1,279
95%	972	136	214	19	1,341
100%	1021	143	225	20	1,409

- Balance service hours and miles between Special District 1 and Special District 2 per annexation agreement. This will require adding service on some lower-productivity lines in Fremont and Newark to balance additions elsewhere in the service area.
- Schedule coordination with other agencies to ensure that as service improvements may lag, options for getting to critical destinations in the region will be available. As schedules are re-built, staff will seek to ensure that even if frequency is not back to pre-pandemic levels, transfers work better for customers.

- Ensure that supplementary service to school sites matches pre-pandemic levels wherever possible. This is contingent on school districts staggering bell times to the same degree as pre-pandemic in order maximize service efficiency.
- Maintain lifeline services such as:
 - BART Early Bird Express
 - All-Nighter 800-series service
- Maintain outside-funded services provided we continue to receive funding and have a full funding plan.
- Ensure scheduled running times are accurate and reflect traffic conditions.

The District plays a critical role in the mobility opportunities for the communities we serve. It is critical to note we have the highest proportion of disadvantaged communities in the state and our service is a lifeline to those we serve.

RECOVERY PRIORITIES

Priorities were determined by an index of the aforementioned criteria.

- Any line at or above pre-pandemic levels was excluded and placed in the “Full Service” category.
- Transbay lines were separated out into a separate category to be implemented as opportunity hooks become available.
- Lines serving DACs were assigned a score of 1 or 0.
- Lines with high ridership were assigned a score of 2, medium ridership (near the average system productivity) a 1, and lines with low ridership a 0.
- Lines providing coverage to low-density areas were assigned a 1 and lines serving dense areas a 0.
- Shuttle lines were separated out as the Broadway Shuttle and Early Bird Express (700s) are operated under contract and the 300-series and Flex lines carry very few riders.
- Supplementary Service will be turned on starting in August 2021.

Priority 1

These lines are the first priority for service recovery given they are operating below their pre-pandemic levels, have high ridership and they serve DACs.

Priority 2

These lines provide critical connections to major corridors and transit hubs for dense communities in Oakland and points north. These lines are operating below their pre-pandemic levels and are candidates for service increases as the District continues to hire operators. These lines are the second priority for service recovery given some are not fully recovered, they have high ridership, and they serve DACs.

Priority 3

These lines generally operate in the hills and in Central Alameda County (San Leandro, Castro Valley, Hayward, unincorporated Alameda County). They are operating at reduced service levels so that critical resources could be used on higher-ridership lines during the pandemic and to address pass-ups elsewhere in the network. There is a wide range of production from these lines but all are below the system-wide average for productivity. About half of the lines in this group serve DACs and most provide critical coverage in the network. These lines are the third priority for service recovery given many are not fully recovered, some serve DACs, and they provide critical coverage.

Mixed Priority: Transbay Service

Transbay service is more difficult to fit into the prioritization framework as it generally serves a higher-income demographic than the rest of the network but also plays a key role in regional congestion mitigation. In addition, some Transbay service can be added back efficiently when the service can be tied to Supplementary service. Staff plan to turn on the Transbay network incrementally as resources and opportunities allow, with trips prioritized for the most productive Transbay lines. As a result, some additional Transbay service will be reactivated in August.

Priority 5: Shuttles

AC Transit operates a number of lines that don't fit neatly into other groupings. Some of these lines are governed by service contracts (Broadway Shuttle, Early Bird Express, etc.) while others are designed with a narrow purpose in mind (314, 339, 356). Decisions about recovery for the contracted services are made by the organization with whom the District holds the contract. The other shuttles are generally a low priority given low ridership and overlap with other lines. These shuttles are the fifth priority for service recovery given they don't meet any key criteria beyond not being at pre-pandemic service levels.

Mixed Priority: Supplementary Service

AC Transit is planning to turn on supplementary service with the Fall 2021 sign-up and this category generally falls outside of the prioritization framework.

Full Service

These lines are already at or above pre-pandemic service levels and are not candidates for increased service during the recovery process.

Service Adjustments

While the goal of the district is to restore service to pre-pandemic levels as much as possible, staff is taking advantage of the restoration planning process to also adjust, fix or improve existing routes that are unproductive, inefficient, outdated, unresponsive to changing conditions, or create gaps in the network. Staff is able to make minor adjustments to routes per Board Policy 544. For major adjustments, staff will pilot these service changes over the next 12-18 months in order to help inform permanent changes in the proposed new network in August 2022.

APPENDIX A – SERVICE RECOVERY STATUS

PRIORITY	LINES
Full Service	1T, 6, 10, 14, 39, 40, 46L, 51A, 51B, 54, 62, 72, 72M, 72R, 74, 200, 215, 239, 376, 800, 801, 802, 805, 840, 851, F, NL
Supplementary	600s and Trippers – August 2021
Priority 1	12, 18, 20, 21, 29, 33, 36, 45, 57, 60, 70, 71, 73, 76, 86, 88, 90, 96, 97, 98
Priority 2	28, 34, 35, 41, 47, 52, 56, 65, 67, 80, 99, 217, 232
Priority 3	7, 19, 46, 79, 83, 93, 94, 95, 210, 212, 216, 251
Transbay	B, C, CB, E, FS, G, H, J, L, LA, M, NX, NX1, NX2, NX3, NX4, O, OX, P, S, SB, U, V, W, Z
Shuttle	314, 339, 356, 701, 702, 703, 705, 707, 710, FLEX, Broadway Shuttle

APPENDIX B – PRIORITY INDEX SCORES

Route	Ward	Resources		Index Scoring					
		Vehicles for Full Service	Operators for Full Service	Service Level Points	DAC Points	High Ridership Points	Coverage Route	Index Total	Priority Group
1T	2+3	0	0	0	1	2	0	3	Full Service
6	1	0	0	0	1	2	0	3	Full Service
7	1	2	5	3	0	0	1	4	3
10	3+4	0	0	0	1	2	0	3	Full Service
12	1+2	2	5	3	1	2	0	6	1
14	2+3	0	0	0	1	2	0	3	Full Service
18	1+2	3	7	3	1	2	0	6	1
19	2+3	2	5	3	1	0	0	4	3
20	2+3	1	2	3	1	2	0	6	1
21	3	0	0	3	1	2	0	6	1
28	3+4	2	5	3	1	1	0	5	2
29	2+3	2	5	3	1	2	0	6	1
33	2+3	4	9	3	1	2	0	6	1
34	3+4	2	5	3	1	0	1	5	2
35	3+4	1	2	3	1	0	1	5	2
36	2	0	0	3	1	2	0	6	1
39	3	0	0	0	1	1	0	2	Full Service
40	2+3+4	0	0	0	1	2	0	3	Full Service
41	4	1	2	3	1	0	1	5	2
45	3	0	0	3	1	2	0	6	1
46	3	1	2	3	1	0	0	4	3
46L	3	0	0	0	1	0	1	2	Full Service
47	3	1	2	3	1	0	1	5	2
51A	2+3	0	0	0	1	2	0	3	Full Service
51B	1+2	0	0	0	1	2	0	3	Full Service
52	2	2	5	3	1	1	0	5	2
54	3	0	0	0	1	2	0	3	Full Service
56	4	1	2	3	1	0	1	5	2
57	2+3		0	3	1	2	0	6	1
60	4	2	5	3	1	1	1	6	1
62	2+3	0	0	0	1	2	0	3	Full Service
65	1+2	1	2	3	0	1	1	5	2
67	1+2	0	0	3	0	1	1	5	2
70	1	3	7	3	1	2	1	7	1
71	1	0	0	3	1	1	1	6	1
72	1+2	0	0	0	1	2	0	3	Full Service
72M	1+2	0	0	0	1	2	0	3	Full Service
72R	1+2	0	0	0	1	2	0	3	Full Service
73	3	1	2	3	1	2	0	6	1
74	1	0	0	0	1	2	1	4	Full Service
76	1	0	0	3	1	2	0	6	1

Route	Ward	Resources		Index Scoring					
		Vehicles for Full Service	Operators for Full Service	Service Level Points	DAC Points	High Ridership Points	Coverage Route	Index Total	Priority Group
79	1+2	1	2	3	0	1	0	4	3
80	1+2	5	12	3	1	0	1	5	2
83	4+5	4	9	3	1	0	0	4	3
86	4+5	1	2	3	1	1	1	6	1
88	2	1	2	3	1	2	0	6	1
90	3	0	0	3	1	2	0	6	1
93	4	1	2	3	0	0	1	4	3
94	4	1	2	3	0	0	1	4	3
95	4		0	3	0	0	1	4	3
96	2+3	0	0	3	1	1	1	6	1
97	4+5	1	2	3	1	2	0	6	1
98	3	0	0	3	1	2	0	6	1
99	4+5	1	2	3	1	1	0	5	2
200	5	0	0	0	0	1	0	1	Full Service
210	5	0	0	3	0	1	0	4	3
212	5	2	5	3	0	0	1	4	3
215	5	0	0	0	0	0	1	1	Full Service
216	5	0	0	3	0	0	1	4	3
217	5	2	5	3	0	1	1	5	2
232	5	1	2	3	1	0	1	5	2
239	5	0	0	0	1	0	1	2	Full Service
251	5	0	0	3	0	0	1	4	3
314	2+3	1	2	3	1	0	0	4	Shuttle
339	2	1	2	3	1	0	0	4	Shuttle
356	3	1	2	3	1	0	0	4	Shuttle
FLEX	5+6	3	6	3	0	0	1	4	Shuttle
376	1	0	0	0	1	0	1	2	Full Service
800	1+2	0	0	0	1	1	1	3	Full Service
801	3+4+5	0	0	0	1	0	1	2	Full Service
802	1+2	0	0	0	1	1	1	3	Full Service
805	2+3	0	0	0	1	0	1	2	Full Service
840	2+3	0	0	0	1	0	1	2	Full Service
851	2+3	0	0	0	1	0	1	2	Full Service
BSD	2	3	7	3	1	2	0	6	Shuttle
B	3	3	7	3	0	1	0	4	Transbay
C	2	5	12	3	1	1	0	5	Transbay
CB	2	3	7	3	0	1	0	4	Transbay
E	2	3	7	3	0	1	0	4	Transbay
F	2	0	0	0	1	1	0	2	Full Service
FS	1+2	4	9	3	0	1	0	4	Transbay
G	1+2	3	7	3	0	1	0	4	Transbay
H	1+2	6	14	3	0	1	0	4	Transbay
J	1+2	4	9	3	1	1	0	5	Transbay

Route	Ward	Resources		Index Scoring					
		Vehicles for Full Service	Operators for Full Service	Service Level Points	DAC Points	High Ridership Points	Coverage Route	Index Total	Priority Group
L	1	6	14	3	1	1	0	5	Transbay
LA	1	5	12	3	1	1	0	5	Transbay
M	4+5	3	7	3	1	0	1	5	Transbay
NL	2+3	0	0	0	1	1	0	2	Full Service
NX	3	4	9	3	1	1	0	5	Transbay
NX1	3	3	7	3	1	1	0	5	Transbay
NX2	3	4	9	3	1	1	0	5	Transbay
NX3	3+4	6	14	3	1	1	0	5	Transbay
NX4	3+4	8	19	3	1	1	0	5	Transbay
O	3	8	19	3	1	1	0	5	Transbay
OX	3	7	17	3	0	1	0	4	Transbay
P	2	7	17	3	0	1	0	4	Transbay
S	4	4	9	3	1	0	0	4	Transbay
SB	5	8	19	3	1	0	0	4	Transbay
U	5	1	2	3	1	1	0	5	Transbay
V	2	6	14	3	0	1	0	4	Transbay
W	3	2	5	3	0	1	0	4	Transbay
Z	2	0	0	3	1	0	0	4	Transbay

APPENDIX C – PRIORITY MAPS

Exhibit C.1 – Priority 1 Lines

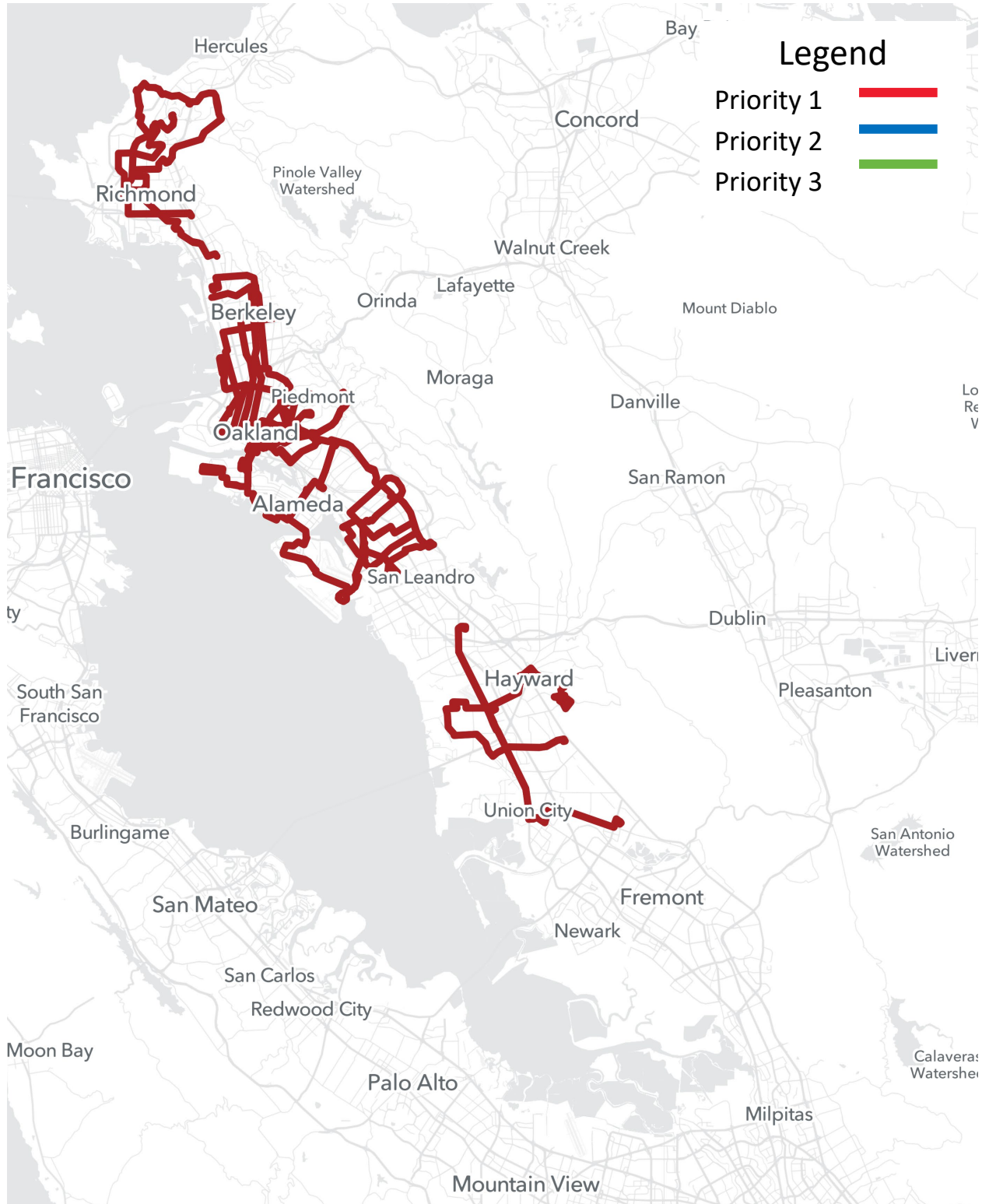


Exhibit C.2 – Priority 1 & 2 Lines

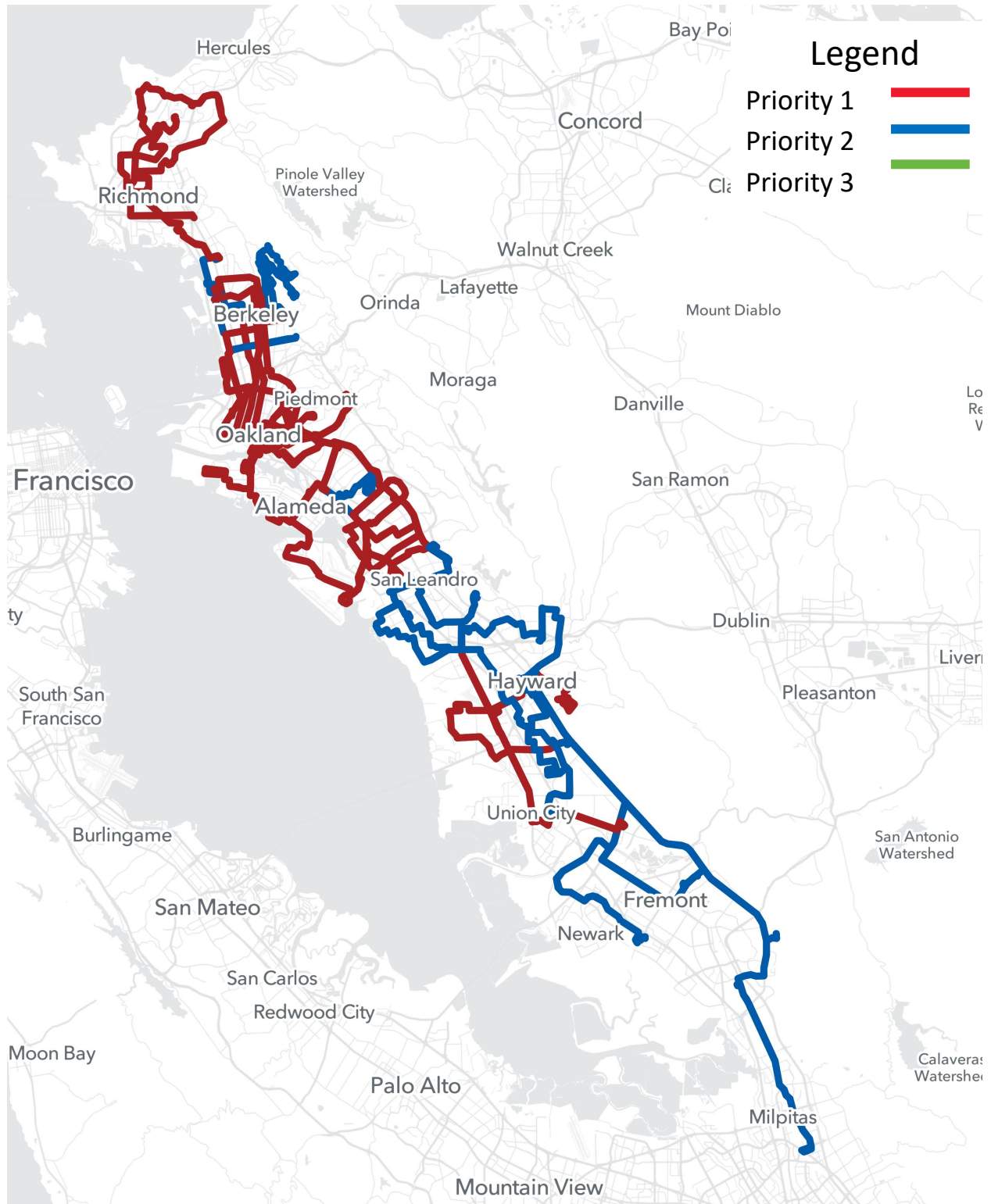


Exhibit C.2 – Priority 1, 2, & 3 Lines

