

STAFF REPORT

SUBJECT: BART Early-Morning Service Plan and Bus Bridge
FROM: Cyrus Sheik, Senior Transit Planner
DATE: December 3, 2018

Action Requested

Authorize the Executive Director to enter into an agreement between LAVTA and BART for an early-morning bus service between the East Dublin/Pleasanton and Bay Fair BART stations.

Background

The BART District will be implementing a schedule change to accommodate early morning repair- and upgrade work, starting in February 2019, anticipated to last at least 3 ½ years. This schedule change will see train service generally starting one hour later on weekday mornings than currently, pushing service start times from a 4AM to a 5AM timeframe.

Earlier this year, BART staff began reviewing potential mitigation options related to the planned pushout of morning train service, and concluded that an early-morning bus bridge network would be the most efficient and cost-effective way to preserve regional transit trip access for early-morning riders.

In the summer, BART reached out to the principal bus operators that regularly provide service to its stations, asking for reimbursed assistance with a bus bridge. Following discussions between BART and LAVTA staff - the Projects & Services Committee and, subsequently, the Board of Directors earlier this fall reviewed and approved in concept a proposal for LAVTA to operate a limited express service between the East Dublin / Pleasanton and Bay Fair BART stations, and directed Staff to negotiate a draft agreement with the BART District that fully compensates LAVTA for the additional services rendered. (The full background and description of the proposed service was outlined in a 10/01/18 staff report, which is provided for reference as Attachment 1.)

At its October 25, 2018 meeting, the BART Board of Directors formally authorized its General Manager to enter into agreements with bus operators for the purpose of establishing the early-morning bus bridge network. The main goal in drafting the agreements has been to keep their structure simple, and to allow LAVTA and the other participating bus operators to operate under their own general brand, policies, and fares. It sets forth a straightforward

compensation mechanism whereby BART reimburses LAVTA for the fully allocated cost of operating the service, minus fare revenues collected by LAVTA.

Rate and duration. The initial duration of the agreement would be one (1) year, with two optional one-year extensions. LAVTA anticipates to operate 2.8 vehicle hours daily, and would charge BART for the service at a rate of \$112.19 per vehicle hour - or approximately \$80,000 annually, minus farebox revenue collected by LAVTA. This rate represents the fully allocated operating cost, taking into account all general overhead costs of the agency – plus a 5% markup to account for smaller incremental costs directly related to the bus bridge, such additional administration and early-morning dispatching.

Passengers would pay the regular local Wheels fare and be able to use all regular LAVTA-accepted fare media, including cash and the region-wide Clipper card.

The following table summarizes these numbers.

RECOMMENDED BAY FAIR BUS BRIDGE	
Cost estimate, annually	
Daily vehicle hours	2.80
Number of days operated (est)	252
Total annual vehicle hours	705.60
Fully allocated hourly rate	\$112.19
Total fully allocated cost	\$79 161

Service time, frequency, and schedule. The exact service schedule will be based on departure times requested by BART, with service operating weekday mornings excluding holidays. A draft schedule, used for estimation purposes, has two inbound trips departing Dublin/Pleasanton at 3:54a and 4:24a, with return departures from Bay Fair at 4:31a and 5:25a. Service would operate nonstop via I-580, with estimated travel times of 22-24 minutes per direction.

The following table summarizes the parameters of the service.

RECOMMENDED EARLY-MORNING BAY FAIR BUS BRIDGE	
General service parameters	
<i>Days operated</i>	Weekdays, year-round, excluding holidays
<i>Service start/end</i>	February 11, 2019, anticipated thru at least 08/2022
<i>Hours of operation</i>	3:50a--5:30a
<i>Frequency / # trips</i>	30 min, 2 roundtrips
<i># Buses</i>	2
<i>Termini</i>	E Dublin/ Pleasanton BART Bay Fair BART
<i>via</i>	(nonstop I-580 freeway express)
<i>Fare</i>	Regular Wheels fixed route local fare

Budget

The service as proposed and recommended amounts to approximately 700 vehicle hours annually. For the remainder of FY2019, the marginal cost for operating this service – which is less than the *fully allocated rate* that would be charged to BART – is estimated to be approximately \$13,000 between the service startup in mid-February 2019 and the end of the fiscal year in June 2019. Should the Board approve of the agreement, the Executive Director will reallocate the necessary funds within the existing budget, consistent with his signing authority. As such, no budget amendment would be necessary at this time.

For FY2020 and beyond, the anticipated costs and revenues from operating the bus bridge service would be part of the regular annual budget recommendation to the Board. The yearly marginal cost of operating the service is estimated at approximately \$32,000, while the fully allocated cost – which is what would be billed to BART, minus farebox revenues – would be approximately \$80,000 on an annual basis.

Next Steps

Should the Board of Directors approve Staff's recommendation, the Executive Director will finalize the agreement with the BART District, and commence operation of the bus bridge in conjunction with the BART train schedule change in 02/2019.

Recommendation

Staff recommends that the Board of Directors authorize the Executive Director to enter into an agreement between LAVTA and BART for an early-morning bus bridge service between the East Dublin / Pleasanton and Bay Fair BART stations, as outlined above, beginning on Monday, February 11, 2019, in effect for one (1) year, with two optional one-year extensions.

Attachments:

1. Staff Report: BART Early-Morning Service Plan and Bus Bridge, October 1, 2018
2. Concept of Operations
3. Reimbursement Schedule

Approved: _____

LIVERMORE AMADOR VALLEY TRANSIT AUTHORITY

STAFF REPORT

SUBJECT: BART Early-Morning Service Plan and Bus Bridge

FROM: Cyrus Sheik, Senior Transit Planner

DATE: October 1, 2018

Action Requested

Approve in concept the request by the BART District for LAVTA to operate an early-morning bus bridge route on weekdays between the East Dublin / Pleasanton and Bay Fair stations, and direct staff to negotiate a draft agreement with BART District that fully compensates LAVTA for the additional services rendered.

Background

The San Francisco Bay Area Rapid Transit District (BART) has embarked on a multi-year program to rehabilitate aging infrastructure, including track replacements and seismic upgrades to the Transbay Tube and other line sections. In order to be able to carry out the necessary work, the District plans to increase its night time out-of-service window by starting the service day on weekdays one hour later in the morning, systemwide. The change, which is anticipated to take effect in February 2019 and to last for 3 ½ years, would see the train service ramp-up begin at 5AM as opposed to the current 4AM.

Discussion

The BART District estimates that approximately 2,900 riders would be impacted across its system by starting the weekday service one hour later. Although this number is small compared with total BART ridership, the profiles of the early-morning riders tend to be that of lower-income commuters who lack alternative means of getting to their jobs. With that in mind, the District has reached out to all BART-connecting bus transit operators and asked for their potential participation in a regional bus bridge network.

The early-morning bus bridge network would serve 9 of the 48 BART system stations, including *one* of the two Tri-Valley stations – (East) Dublin/Pleasanton. Most, but not all, routes would operate to the new Salesforce Transit Center (STC) in downtown San Francisco, and would be point-to-point express service with no intermediate stops. The map on the following page shows the conceptual network:



The BART District staff has proposed two routes from the East Dublin/Pleasanton station – one that would go nonstop to the STC in the City, and one that would go nonstop to the Bay Fair BART station in San Leandro. The route to the STC would operate eight (8) inbound trips and no outbound trips, while the route to Bay Fair would operate two (2) inbound and two (2) outbound trips each weekday morning.

Of those two routes from Dublin/Pleasanton, *BART would only be asking LAVTA to provide the operation of the service to Bay Fair*, while AC Transit would be asked operate the longer route to SF/STC. Details are subject to finalization, but the basic assumptions are for the Bay Fair service running approximately between 3:40a and 5:40a each weekday morning, requiring two buses to operate. This service is not anticipated to add to the peak vehicle requirement for LAVTA, as it occurs in the early hours prior to ramp-up of the local Wheels service, to which the buses can then be linked (interlined).

The following table outlines the basic parameters of the proposed route between East Dublin/Pleasanton and Bay Fair:

POTENTIAL LAVTA-OPERATED BUS BRIDGE TO BAY FAIR	
General service parameters	
<i>Days operated</i>	Weekdays, starting February, 2019
<i>Hours of operation</i>	3:40a--5:40a
<i>Frequency / # trips</i>	30 min, 2 roundtrips
<i># Buses</i>	2
<i>Termini</i>	E Dublin/ Pleasanton BART Bay Fair BART
<i>via</i>	(nonstop freeway express)
<i>Fare</i>	Regular Wheels fixed route local fare

Budget

BART has stated that it will draft proposed agreements with bus bridge operators such that they cover the full cost of providing the service. In order to keep agreements simple and manageable, no separate fare structure would be required; rather, LAVTA would be able to apply its own local fare, the revenues from which would be credited back to BART.

LAVTA staff’s internal estimate shows that the service would require approximately 4.3 gate-to-gate vehicle hours per day – or 1,100 hours annually – to operate. Typically, a LAVTA billable service rate would be based only on revenue time; however, due to the large proportion of deadhead time involved with this type of service, the regular revenue hour rate would likely not be suitable; rather an agreement would entail a blended rate of revenue and deadhead time that represents fair compensation to LAVTA.

Next Steps

Should the Committee approve in concept LAVTA’s participation in the early-morning bus bridge as outlined above, Staff would proceed to discuss a business agreement with BART for this purpose, and return to the full Board with a final recommendation. Due to the relatively limited time remaining for an 02/2019 start, BART staff is planning to go to their Board in September to request authorization for the General Manager to enter into agreements with the bus operators, with signing targeted for November.

Recommendation

Approve in concept the request by the BART District for LAVTA to operate an early-morning bus bridge route on weekdays between the East Dublin / Pleasanton and Bay Fair stations, and direct staff to negotiate a draft agreement with BART District that fully compensates LAVTA for the additional services rendered. It is anticipated that the draft agreement would be considered by the LAVTA Board at a future meeting.

Approved: _____

Attachment 2
Early Morning Bus Services
Concept of Operations- DRAFT
11/02/2018

Below is a description of the Concept of Operations to provide Early Morning Bus Service for the duration of the agreement.

Principles of Service Design

1. Network design: The network is designed to replicate BART train service during the 0400-0500 from specific nodes in the system. To accomplish this, the network is built around bus arrivals and departures from downtown San Francisco's Salesforce Transit Center. Timed transfers will also be available at 19th and Broadway in Oakland, at Bay Fair Station in San Leandro and at Pittsburg/Bay Point Station. For LAVTA, the junction at Bay Fair Station will be the most important.
 - a. Salesforce Transit Center transfer junction
 - i. Arrival/departure pulses
Buses traveling between Fremont and Oakland and Dublin/Pleasanton and Bay Fair are designed to meet at Bay Fair Station in the northbound direction. This will allow passengers traveling from Dublin/Pleasanton to have a seamless connection with another bus to travel within the East Bay.
 - ii. Bay Fair Station
LAVTA will work with AC Transit and other partner agencies to identify stop locations that will facilitate a safe and easy transfer to connecting services.
 - b. Schedules
 - i. LAVTA will work with BART and partnering agencies to adjust service and schedules. Changes to the running times must be coordinated with BART to ensure the preservation of connections with partner agencies.

Bus Service Routes

1. Service:
 - Route 711: Dublin/Pleasanton to Bay Fair

LAVTA EBX Network Map:



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Attachment 3 – Reimbursement Schedule
Calendar Year 2019 Bus Bridge Services

Hourly Reimbursement Rates for buses

1. Hourly bus rates include all costs to provide the bus service (driver, supervision, support, administration, overhead, and all other LAVTA Corporate costs). The hourly cost per bus hour shall be the standard NTD \$112.19 cost rate. The NTD cost rates listed are based on FY 201X NTD data. The rate used for invoicing will be based on the most recently published NTD data for the period in effect during the bus service.
2. Driver-Only rate: If the quantity of buses on a route is reduced in the daily service plan due to low ridership, incremental costs for the driver of that bus will be reimbursed until the effective date of the next scheduled crew bid. The hourly rate for a bus operator is currently \$25.74 per hour, and may be adjusted periodically to coincide with LAVTA labor contract rates.

Calculation of Bus Hours

1. Bus hours to be reimbursed will be the time from when a bus departs from a yard in route to the first stop, until the bus returns to the yard or transitions into a regular service route not covered by this Agreement. Initial estimates have been calculated below, but these estimates can be adjusted by mutual agreement after the first three months then annually, based upon field data and actual conditions.

Estimated Chargeable Bus Time, by route:

Route	TO	FROM	Deadhead	Service	Hook	Total Time (Daily)
711	Bay Fair	Dublin/Pleasanton	43 minutes	122 minutes	0 minutes	2:80

2. LAVTA will track the number of one-way and round-trip runs for each bus route for each day. Invoices will roll up daily hours into daily costs, weekly costs, etc.

Passenger Counting and Fare Collection

1. Using a combination of Fare collection data and APC data, LAVTA will collect and report passenger counts per bus, by route, by day.
2. Passenger data shall take account of total passengers/day Transbay and Local total passengers/day. Invoices shall summarize passenger counts and calculate total Transbay and Local revenues.
3. According to the terms in the agreement BART may validate the accuracy of this data through surveys and audits.

Operating Cost above Net Revenues

1. Invoices shall also take account of costs in excess of revenue on a quarterly basis. BART will reimburse LAVTA for costs that exceed revenues and that are not covered by the Hourly Reimbursement Rate described above.

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