SUBJECT: East Bay Bus Rapid Transit Project – Quarterly Update

RECOMMENDED ACTION:  ☒ Briefing Item  ☐ Recommended Motion

Budgetary/Fiscal Impact: None due to this briefing

Background/Discussion:

This quarterly update includes October, November and December 2010 and the months of January and February 2011.

Status of Environmental Clearance
District Staff delivered the Administrative Final Environmental Impact Statement/Environmental Impact Report (FEIS/R) to Federal Transit Administration (FTA) on February 3, 2011. FTA is expected to take up to 60 days to review the document and provide comments. A public release of the document is expected for June 1, 2011. This will be a major milestone in securing project approval.

FTA Coordination
Staff and Consultants continue to meet with the FTA designated Project Management Oversight (PMO) consultant. The PMO consultant is an agent of the FTA, responsible for ensuring that the project will be implemented successfully. A BRT quarterly kick-off meeting has been scheduled for March 8th between the District's management and the FTA regional office.

Status of Caltrans Project Report
The Project Report (PR) is a requirement of project approval by Caltrans for the portion of the BRT project on State right-of-way. A draft PR was submitted to Caltrans and response to their comments was completed in February.

Outreach
Staff continues to meet with corridor stakeholders.
✓ Asian Health Services (2 meetings for Mandarin speakers and Cantonese speakers)
✓ Cycles of Change
✓ Walk Oakland Bike Oakland
✓ Lockwood/Havencourt School parents and administration (2 meetings)
✓ Metropolitan Oakland Chamber of Commerce (2 meetings)
✓ Northgate/Koreatown Business Improvement District
In addition, there is an independent effort being undertaken by the city of Oakland to prepare a Transit Oriented Develop (TOD) plan for International Boulevard focusing on BRT as a catalyst for new development and neighborhood revitalization. Staff has attended both public meetings and the project’s Technical Advisory Committee. The Oakland City Council is expected to approve the plan in March.

District staff continues to have monthly coordination meetings with Caltrans and weekly meetings with City of Oakland Staff. City of San Leandro staff coordination has largely centered on the San Leandro BART station capacity. However, now that draft traffic analyses are available for both cities as part of the FEIS/R, meetings with San Leandro will be more regular.

Funding
A new funding allocation of $25 million for the BRT project is included in the President’s proposed FY 2012 Budget to Congress for the Department of Transportation. The project was previously allocated $15 million for FY 2011. The project is included in the New Starts program.

Prior Relevant Board Actions/Policies:
GM 10-186: Quarterly Update of BRT Activities.

Attachments:
None

Approved by: Mary V. King, Interim General Manager
Reviewed by: Tina Spencer, Director of Service Development
Prepared by: Jim Cunradi, Manager of Special Projects
Date Prepared: February 14, 2011
SUBJECT: East Bay Bus Rapid Transit Quarterly Update

RECOMMENDED ACTION: ☑ Briefing Item ☐ Recommended Motion

Budgetary/Fiscal Impact:
No fiscal impact at this time.

Background/Discussion:
This memo provides a summary of activities related to the East Bay Bus Rapid Transit project. Included are schedule changes, an update on technical work and a summary of public outreach efforts.

FEIS/R Schedule
The cities delayed selection of their locally preferred alternative (LPA) from April until May. This resulted in a delay to the review and adoption by the Board, which acted in June and issued a revision in September. The two month delay has added two months to the Final Environmental Impact Statement/Report (FEIS/R) schedule. Consequently, the delivery of the Administrative FEIS to the Federal Transit Administration (FTA) is delayed from October until December. Release of the FEIS to the public is expected in early 2011; again, approximately two months later than last reported to the Board.

Technical Work
The following is a summary of the technical work performed in the last quarter:
✔ Transportation demand modeling is complete
✔ Traffic analysis is complete for the entire BRT route and other intersections identified by the cities and Caltrans
✔ Historic resources assessment complete
✔ Ridership, engineering and cost updates complete
✔ Noise & vibration, air quality, seismic and other technical work products are substantially complete

The schedule for the FEIS/R also assumes that continual coordination with the local jurisdictions will occur during the development of the technical work products to ensure that issues are discussed throughout the process and delays can be managed. Staff has already begun meeting with the City of Oakland, who will be reviewing the greatest volume of technical work.
Outreach
Staff and consultants have prepared updated public outreach materials on subject areas such as the environment and economy, as well as updates of general information on the project in English, Spanish and Chinese. English examples are provided, attached.

In addition, staff has met with several community organizations to confirm their support for the project and address any outstanding issues that were voiced during the outreach conducted by the local jurisdictions. To date, staff has met with the Unity Council, La Alianza de Fruitvale, St. Bertrand's Church, Oakland Community Organizations, Urban Habitat, Chinatown Chamber of Commerce, Metropolitan Oakland Chamber of Commerce, the Business Improvement Districts of Fruitvale and Temescal, East Bay Asian Local Development Corporation, Asian Health Services, parents and teachers at Havenscourt campus and La Clinica. Stakeholder outreach will include dozens of organizations throughout the corridor and is expected to continue through the remainder of the year.

FTA Coordination
District staff and consultants have been in close coordination with FTA regarding the project. FTA has hired an outside consultant to act as the District's Project Management Oversight firm (PMO). The PMO is an agent of FTA, responsible for helping the District ensure that the project will be implemented successfully. The consultants will provide an update of the Project Management Plan (PMP) which guides project implementation and develop an overall project schedule.

Small Starts Update
District Staff submitted its original application for Federal Small Starts funding in fall 2008. Every year, the FTA requires Small Starts project sponsors to update any information that has changed since the last Small Starts update. In October, 2010 a small starts update was submitted to FTA. The update included a revised project definition based on the Locally Preferred Alternative definitions approved by the cities. In addition, revised construction costs and operating and maintenance costs were developed. FTA will review the submittal and rank the project based on the information submitted.

Prior Relevant Board Actions/Policies:
Resolution No. 10-033 selecting the Locally Preferred Alternative for East Bay Bus Rapid Transit for study in the Final Environmental Impact Statement

Attachments:
Attachment: Draft outreach materials

Approved by: Mary V. King, Interim General Manager
Reviewed by: Tina Spencer, Director of Service Development and Planning
Prepared by: Jim Cunradi, Manager of Special Projects
Date Prepared: November 8, 2010
East Bay Bus Rapid Transit (BRT)

The Future of AC Transit

Traffic

The East Bay is growing and so is traffic congestion. Transit experts across the US and world have identified BRT as a cost-effective way to improve transit, increase ridership and provide a more equitable transportation system.

Effects to Traffic and Circulation

BRT involves trade-offs between using our surface roads to move people and passengers, or to move cars and trucks. Although improving transit will slow down car travel speed, transit allows more people to travel along the same road.

What if we don’t build BRT?

- **Traffic and congestion will get worse** unless we can encourage new people to take transit.
- **Unless our buses are upgraded to work more like light rail**, the bus systems on busy roads will get worse as traffic increases.
- **If the bus system gets worse**, all bus riders will suffer from delays and inconveniences.
- **If the bus system gets worse**, many existing bus riders will choose to drive and increase car traffic even more.

Addressing Traffic congestion impacts

- **Because BRT dedicates one lane of existing car traffic in each direction to the bus**, in some areas the car traffic will be more congested. The road will still meet city standards for congestion.
• Depending on the trip length (anywhere from 1 mile to 17 miles), some drivers may need to add an additional 1 to 5 minutes of travel time on the road.

• BRT will reduce automobile trips by 9,300 trips/day and attract as many as 6,820 new transit riders each day.

• Drivers will no longer feel “stuck behind a bus,” because the bus will be in its own lane.

• Buses will have dedicated lanes and no longer merge across car traffic to pick up/drop off riders.

• BRT reduces the need for current bus riders to use a car, which benefits people that drive.

**Addressing Traffic flow impacts**

• BRT will build new medians in some locations that will prevent some left turns.

• With fewer left-turns, there will be fewer car accidents. New medians are a common traffic safety improvement.

• Because buses can carry so many more people than cars, BRT will dramatically increase the overall capacity of the road without making the road wider.

• Some drivers may decide to take other streets instead of the BRT corridor. However, BRT will not significantly increase traffic on side streets.

• If a car breaks down in the traffic lane, regular drivers will be able to briefly enter the BRT lane to go around.

• BRT would improve police and ambulance response time by giving emergency vehicles access to the dedicated lane (buses would pull over).

**What is BRT?**

Bus Rapid Transit (BRT) is a transportation technology being implemented across the US and internationally. AC Transit has designed East Bay BRT to bring its transit benefits to Oakland, Berkeley and San Leandro.

An upgraded form of transit, BRT is essentially light rail without the tracks. Service will reliably run every 5 minutes on weekdays from 6 am to 7 pm.

1. Upgraded buses
2. Dedicated, bus-only lanes
3. Traffic signal priority
4. Step-free, level bus entry
5. “Proof-of-payment” fare system (similar to CalTrain)
6. Real-time arrival information

Contact the BRT Project Team: by web: www.actforme.org; by phone: Jim Cunradi - (510) 891-4755 or planning@actransit.org; Oakland - (510) 238-3792 or brt@oaklandnet.com; Berkeley - brt@cityofberkeley.info; San Leandro - (510) 577-3371
Environment

The East Bay is growing and so is traffic congestion. Transit experts across the US and world have identified BRT as a cost-effective way to improve transit, increase ridership and provide a more equitable transportation system.

Effects on the Environment & Our Community

BRT provides a healthy transportation alternative that helps our vibrant East Bay communities to grow more sustainably. As the only transportation method approved by the Kyoto Protocol, BRT will help the East Bay achieve their goals to reduce emissions and air pollution.

Helping our environment

- Berkeley, Oakland and San Leandro have all created Climate Action Plans requiring GHG emissions reduction, and BRT will help meet those goals.
- Oakland has explicitly included BRT in its Climate Action Plan, and San Leandro has included BRT in its plans for transit-oriented development.
- BRT will bring multiple benefits to our communities:
  - reduce fuel consumption in the corridor by 210,000 gallons/year
  - decrease the production of greenhouse gases by 1,900 tons/year
  - reduce automobile trips by 9,300 trips/day
  - improve air quality and reduce noise and other pollution from street traffic.
Encouraging pedestrians and bikes

- **BRT will calm speeding traffic and install new crosswalks** and pedestrian islands, making crossing the street much safer.
- **BRT will widen sidewalks** in some neighborhoods, add sidewalk bulb-outs at some corners, and add sidewalk curb cuts (crosswalk ramps) where needed.
- **BRT will implement bike lanes** throughout much of Oakland, creating safe, healthy and family-oriented transportation choices.
- **BRT will install new benches**, bus stops and lighting to create safer transit stops.

Building community spaces

- **By encouraging walking** and putting more “eyes on the streets,” our streets will become safer for everyone.
- **Many communities place a high value on their street medians, and AC Transit does too.** We’re funding new medians and working to make minimal impacts on existing medians.
- **BRT is particularly useful to youth** as it provides access to hundreds of churches, schools and youth centers along the corridor.
- **BRT will improve police and ambulance response time** by giving emergency vehicles access to a traffic-free dedicated lane (buses will continue to pull over to allow emergency vehicles to pass).

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East Bay Bus Rapid Transit (BRT)

The Future of AC Transit

Accessibility

The East Bay is growing and so is traffic congestion. Transit experts across the US and world have identified BRT as a cost-effective way to improve transit, increase ridership and provide a more equitable transportation system.

Effects on Seniors and Accessibility Concerns

BRT will make it safer and easier to get around town by increasing bus speed and reliability. Although the plan increases walking distance between some existing 1 Line bus stops, the overall transit benefits support youths, seniors and disabled people that choose not to drive, cannot drive, or cannot afford to drive.

Getting to the BRT

- **Eighty percent of riders will use the same stops they use today.** BRT will combine the 1 and 1R Lines. There will be more bus stops than the 1R currently has, but fewer stops than the 1 currently has.

- **Getting to the stop will be more pleasant.** Car traffic will be a little bit slower, the sidewalk will be wider and repaved in some areas, and there will be new crosswalks and benches at every stop.

- **Crossing the street will be easier.** Median bus stops create “pedestrian islands” for people that need more time to cross, and bus stops will have new, high-visibility crosswalks.

- **Peastrians will be safer from cars.** BRT will reduce the number of car lanes, which discourages speeding and reduces dangerous driving.

- **In general, BRT stops will be four to five blocks apart.** Because some stops will be removed, some people will need to go a little farther to get to a bus.
At the BRT stop

- **Getting on and off the bus will be faster and easier.** Raised bus stop platforms mean that people with wheelchairs and strollers can roll into the bus without using a ramp or navigating stairs. Ticket machines at every BRT stop will allow riders to purchase tickets without feeling rushed.

- **For new BRT stops in the median,** riders will cross just one lane of traffic at a time, eliminating the need to cross four lanes of traffic.

- **All BRT stops will have shelter, seating and lighting for security.**

- **The dedicated lanes will eliminate bus “bunching.”**

Riding the BRT

- **BRT bus fare will cost the same as regular local bus fare.**

- **The BRT will arrive every 5 minutes on weekdays,** from 6 am – 7 pm. It will arrive less often during the evenings, late at night and on weekends.

- **Riders will arrive at their destinations more quickly.** Although the bus will still follow regular speed limits, it will stop at fewer red lights and get stuck behind fewer cars.

Improve Emergency Response Time

- **BRT will improve police and ambulance response time by giving emergency vehicles access to a traffic-free dedicated lane** (buses will continue to pull over to allow emergency vehicles to pass).

- **In an emergency such as a traffic accident,** the dedicated lane will be available for use by drivers if needed.

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East Bay Bus Rapid Transit (BRT)  
The Future of AC Transit

Parking & Businesses

The East Bay is growing and so is traffic congestion. Transit experts across the US and world have identified BRT as a cost-effective way to improve transit, increase ridership and provide a more equitable transportation system.

Effects on Small Businesses & Parking

BRT will provide a sustainable transportation method that will attract more travelers to this vital East Bay commercial corridor. Although some parking will be impacted, BRT will prioritize moving more people rather than more cars, all while encouraging increased foot traffic in front of local shops.

Parking impacts

- In some locations, BRT will reduce the on-street parking supply to make room for dedicated bus, bike and left-turn lanes.
- Even after parking reductions, there will be street parking for customers within about a block of your business.
- AC Transit is actively working with representatives from local businesses and community organizations to find smart ways to mitigate parking impacts.
- Some unmetered spaces may be converted to metered spaces, creating continually shifting parking for local business customers.
- Some people that currently drive will take BRT instead, reducing the demand for parking to some degree.

Examples of East Bay BRT at Key Locations

- International Blvd. & 82nd Ave.
- Telegraph Ave. & 24th St.
- Telegraph Ave. & 31st St.
- International Blvd. and 98th Ave.
Increasing foot traffic

- **BRT** will invest in attractive new benches, bus stop shelters, lighting and sidewalk curb cuts to make the sidewalk more pleasant.
- **BRT** will calm speeding, creating a safer neighborhood destination.
- **BRT** will improve aesthetics with a new median in some places and repaved streets.
- Two-thirds of local merchants reported increased foot traffic when similar pedestrian elements and street amenities were implemented along Valencia Street in San Francisco.

Addressing small business impacts

- **BRT** will create new business delivery zones so that delivery drivers won’t be ticketed.
- **BRT** will implement bike lanes. Bicyclists are more likely to shop locally.
- The primary construction impacts would occur when AC Transit repaves the streets, a project that is desperately needed and otherwise unfunded.
- The secondary construction impacts would occur during the bus stop construction. AC Transit would work with small business owners to minimize impacts.

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6. Real-time arrival information
Why BRT?

The East Bay is growing and so is traffic congestion. Transit experts across the US and world have identified BRT as a cost-effective way to improve transit, increase ridership and provide a more equitable transportation system.

BRT breaks the traffic cycle.

We’re trapped in a traffic congestion cycle. As population grows and more drivers are on the road, traffic gets worse. This makes the bus less reliable and creates unsatisfied customers, which causes some riders to switch to driving. This adds more cars to the road, which increases traffic and makes the bus even less reliable. This creates more unsatisfied bus riders… and so on.

BRT breaks this cycle by giving the bus its own lane. This ensures that the bus is a reliable option for people that cannot or do not want to drive, preventing ridership from going down. In fact, BRT systems have been proven to attract new riders to sustainable transportation.

Avoiding Gridlock, Building Community

BRT asks East Bay drivers to make a few changes today so that we can all help avoid gridlocked streets tomorrow. In addition, the project provides other enhancements that will encourage pedestrians and promote community development.

Cost-effective and Reliable Service

Bus Rapid Transit (BRT) is a transportation alternative that is being implemented across the U.S. and internationally. Mixing the cost-effectiveness of buses and the reliability of light rail, BRT is essentially light rail without the tracks.

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In the East Bay, BRT will replace the current 1/1R route to provide faster, highly reliable service with buses every five minutes (see inside for a route map). BRT will increase transit ridership in the corridor by as many as 6,820 riders each day.

At many points along the route, BRT will dedicate one lane of traffic in each direction to bus-only lanes. At some points, BRT also will reduce the number of street parking spaces. AC Transit is working with local businesses and community groups to reduce these impacts and maximize BRT’s benefits.

Examples of East Bay BRT at Key Locations

International Blvd. & 82nd Ave.
Telegraph Ave. & 24th St.
Telegraph Ave. & 31st St.

Project Timeline

Winter 2010: Final Environmental Impact Report is distributed for public review
Spring 2010: Cities and AC Transit draft an agreement on the final project terms
2012: Construction begins
2014: BRT service begins

For More Info

Since 1999, AC Transit has gathered community input on how and where to implement transportation improvements in its service area. The I and IR routes have the highest ridership of any bus line in the East Bay, so for this and many other reasons BRT has been in development here since 2004.

The BRT project has grown out of suggestions and feedback from local businesses, City governments, local community groups and other stakeholders. Please visit www.actforme.org for updated information.

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Community Benefits

- **Upgraded Sidewalks**: New curb cuts (intersection ramps)
- **Safer Crosswalks**: Fewer traffic lanes, new crosswalks and new pedestrian islands
- **Better Bus Stops**: All stops have benches, lighting and NextBus signs
- **Healthier Businesses**: Adequate street parking and more foot traffic
- **New Delivery Zones**: No need to double-park
- **Greener Medians**: AC Transit will support development of new medians
- **Safer Driving**: AC Transit will repave potholed streets
- **Fewer Car Accidents**: Slower traffic and fewer lanes
- **Faster Emergency Response**: Ambulances and police can use traffic-free bus lane
- **Safer Bicyclists**:

BRT is Environmentally Friendly

BRT is the only transportation method supported by the Kyoto Protocol.

BRT will Save or Prevent:

- 210,000 gallons of gas a year
- 1,900 tons of greenhouse gases a year
- 3,310,000 car trips a year

BRT will support the Climate Action Plans in Berkeley, Oakland and San Leandro.

**Complete Streets Are Better for Everyone**

The “Complete Streets” approach is a way of creating streets that are a community resource for everyone that uses the road. The approach enables safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. This encourages more activity on the street, including pedestrians and bicyclists, which stirs local business development.

For example, when parts of San Francisco’s Valencia Street were modified to follow the Complete Streets model, two-thirds of local merchants reported that the increased foot traffic and street amenities improved their business and sales.

BRT helps to create Complete Streets in the East Bay by implementing strong transit and pedestrian elements, including new lighting and crosswalks, in connection with existing roads. By making it easier for everyone to use the public sidewalks and streets, BRT will encourage thriving community development along the corridor.

**What Will Change?**

- **Pedestrians**: New and safer crosswalks, pedestrian islands at crosswalks, fewer potholes in crosswalks, safer and more accessible sidewalks, slower car traffic, new medians with planted trees/greenery, new lighting
- **Bus riders**: Buses every five minutes, faster travel, bus stops one or two blocks farther apart, level or “step-free” bus boarding, ticket machines and NextBus signs at every stop, benches and shelter signs at every stop
- **Drivers**: One less lane of traffic in each direction, increase in traffic congestion during peak commute hours, relocated parking areas, new delivery zones along the corridor, some restricted left turns due to new medians

BRT is the only transportation method supported by the Kyoto Protocol.
SUBJECT: Consider Receiving a Report on the Potential Use of Dual Door Buses for the Bus Rapid Transit (BRT) Project

RECOMMENDED ACTION:

☒ Information Only ☐ Briefing Item ☐ Recommended Motion

Consider Receiving Report on the Potential Use of Double-Sided Buses for BRT, Including How Much Parking is Saved and the Eugene, Oregon and Cleveland, Ohio experiences

Fiscal Impact:
Not at this time.

Background/Discussion:
Dual door buses have the potential to lower infrastructure-related capital costs and parking impacts of Bus Rapid Transit systems. Dual Door buses have doors on both sides permitting passenger access/egress from either side. Additionally, these vehicles provide for the potential to reduce impacts on both parking loss and traffic compared to standard right-side buses.

In January 2010, the Board supported a funding application for the Federal Transit Administration's Urban Circulator program to be used for the purchase of dual sided door buses for use on the BRT project. Subsequently, this issue was presented and discussed with the BRT Policy Steering Committee (PSC) in February, 2010. Attachment A is the staff memo presented to the PSC and providing staff's then-understanding of the decision-making process and how dual door buses would be studied. At the time, the PSC showed great interest in the exploration of use of these buses due to the potential reduced impacts to parking loss along the corridor and the preservation of existing medians in the Elmwood and Fruitvale Districts of Oakland.
Attachment B is a memorandum developed by the District's environmental consultant, Cambridge Systematics, that provides further detail about elements associated with dual door buses that include:

- Pros and Cons of this vehicle type
- Implications of:
  - Design
  - Vehicle-Type
  - Operations
  - Parking
  - Cost

The overview by Cambridge Systematics is intended to provide general information until the issue can be studied with more rigor and should not be looked at as a definitive document. Further detailed review of all of the subject areas, including safety implications and other relevant issues will be completed as part of the Final Environmental Impacts Report/Statement (FEIR/S) process. As such, forecast parking loss savings are anecdotal until the final analysis work is complete.

As stated previously, the memorandum to the PSC (Attachment A) reflected staffs then-understanding of the process for study of dual door buses. Attachment C is recent correspondence between the District and Federal Transit Administration (FTA) that proposes a process for adequate study and disclosure of the potential use of dual door buses. FTA has subsequently approved the proposed process and the use of this style of bus will be considered as a part of the FEIR/S.

Staff has not yet received any information on the success of the grant application.

**Prior Relevant Board Actions/Policies:**

GM Memo 10-035: Consider The Adoption of Resolution 10-004 Authorizing the Interim General Manager or her Designee, to File an Application for Federal Transit Administration (FTA) Section 5309 Discretionary Grants for an Urban Circulator System for the East Bay Bus Rapid Transit Project (BRT), Committing the Necessary Local Match Funds for the Project, and Stating the Assurance of Alameda-Contra Costa Transit District To Complete The Project.

**Attachments:**
- Attachment B: Memo from Cambridge Systematics – East Bay Bus Rapid Transit Dual Door Buses, June 2010
- Attachment C: Cambridge Systematics Memorandum – Disclosure of Possible Dual Door Bus Design
MEMORANDUM

TO: Policy Steering Committee  
FROM: Tina Spencer, Long Range Planning Manager  
DATE: February 22, 2010

SUBJECT: AGENDA ITEM 8: Request for Information – Decision Making Regarding Dual Door Buses

SUMMARY

This memorandum is in response to a request by the PSC for information regarding decision-making aspects relative to the proposal to seek funds for dual side door buses, and how such decisions may impact the BRT project.

Introduction

At the January 20, 2010 Policy Steering Committee, the issue of dual side door buses was raised as the result of a grant proposal from AC Transit to investigate the purchase of new and different vehicles for the BRT corridor. This memo is intended to provide an explanation of how decisions related to the BRT project—such as the consideration of dual door buses or other technological advancements—are integrated into the overall decision making that the cities will be involved with over the next few months and years.

BRT Decision Making

It is important to note that decisions made by the cities and Caltrans only begin with the selection of the Locally Preferred Alternative (LPA). Throughout the project development process to construction, the cities' and Caltrans' input is not only crucial, it is required as part of the federal process. To help explain the anticipated city and Caltrans decision points, AC Transit has developed a graphic depiction that explores the types of review and decision-making by BRT development phase (Attachment A).

Below is a summary, by phase of the major decision points, recognizing that the city-sponsored process may be slightly different from city to city; and recognizing that actions involving Caltrans may be slightly different than the cities, due to the federal requirements for participation.

FEIS/FEIR

As stated earlier, city and Caltrans input and decision making does not end with the selection of the LPA; it is only the beginning of the joint decision-making process between AC Transit and its local jurisdictions.

The major action after the selection of the LPA will be the development and adoption of a Memorandum of Understanding (MOU). In some cases, the cities may want to have a "master MOU" for the project to ensure that all related negotiated items are captured in one master document. This approach was taken with the "Smart Corridor" project that included cities along
MEMORANDUM

the San Pablo, Telegraph, International and E.14th Street corridors. The MOU for the BRT project should lay out the following:

- Selection of the project for the Record of Decision (ROD) in order for the project to proceed into Preliminary Engineering
- Roles and Responsibilities of the Cities/Caltrans and AC Transit relative to the further development of the BRT project

Design (Preliminary Engineering and Final Design):
Because the Design Phase includes both Preliminary Engineering (P.E.) and Final Design (F.D.), there are a number of very important decision points that cities will be making throughout the process. Most notably, this phase will include Design Review and Concurrence of station location and streetscape features. Also during this phase, the cities and Caltrans will be negotiating and adopting a "Joint Use Agreement" that identifies items such as: how the roadway and stations will be maintained; how the investments will be recapitalized in the long range plan; or other functional areas that need agreement between the parties. Additionally, during F.D., cities will be reviewing and concurring on construction phasing plans and more refined design features of the stations and streetscape.

However, early in P.E. there is a need for consideration of Technological Innovations that could improve the BRT project or increase the District's ability to mitigate impacts. The timing of these decisions is dependent on the timing and availability of funding, project schedule, current information about and readiness of available technologies. The approach in the environmental evaluation has always been to use conservative assumptions in the technology area so that impacts are not underestimated and benefits are not overestimated.

These Technological Innovations include:
- Buses with doors on both sides;
- Alternative propulsion such as hybrids or non-petroleum-fueled vehicles
- Electronic guidance

Each of these elements could improve the project by reducing costs, reducing parking and traffic impacts and improving emissions. In all these instances, however, there are circumstances that make it impossible to evaluate these technologies in the EIS/R. Because of their potential benefits, it is important to allow for these technologies to be evaluated or implemented at the appropriate time in the decision-making process.

Dual Side Buses
Dual side door buses and alternative propulsion both refer to characteristics of the vehicle. Dual side door buses have the potential to reduce BRT infrastructure costs and reduce parking impacts. Hybrid or alternative fuel vehicles have the potential to reduce air pollution and gases that contribute to climate change. Because of the constraints of Federal Small Starts funding, the BRT was designed to use existing vehicles and then transition to a new fleet as current buses are retired. This allows use of available funding for the infrastructure, and replacement of buses using conventional sources. However, a recent announcement of unallocated Bus Discretionary funds raised the possibility of purchasing buses with doors on both sides. These buses may also be powered with hybrid drives. If the District is successful in its application for these funds (unknown at present), the BRT design could be modified to utilize these vehicles. Because the more impactful project would already have been environmentally cleared, a late improvement like this could be incorporated into the project during the P.E. phase. This
MEMORANDUM

decision will likely be made after a ROD has been issued in the Fall 2010. Currently, staff cannot conclude that the buses would be available and that the benefits could be accounted for in the FEIS.

Electronic Guidance
The District has faced a similar situation regarding the use of electronically guided buses. There are two electronic guidance technologies (GPS & magnets) currently being evaluated by AC Transit in cooperation with UC Berkeley Partners for Advanced Transit & Highways, Caltrans, Lane County Transit and several private companies. A real-world test of the technology was conducted in 2008 along East 14th Street in San Leandro. AC Transit intends to test the technology in revenue service in 2010-2011. This technology promises to allow narrower bus lanes, potentially freeing up road space to accommodate traffic, bike lanes, wider sidewalks or parking. It could also provide a smoother, more rail-like ride for passengers and increase safety. However, there are no firms that are offering market-ready products that use this technology. Consequently, staff cannot conclude that the guidance technology would be available and that the benefits could be accounted for in the FEIS. Other guidance technologies, such as those in used in Cleveland and other cities, will need to be discussed during the early P.E. phase.

Construction:
By the time the project reaches the construction phase, many of the decisions regarding the project will be negotiated and agreed upon. However, there still is an important role for the cities: on-going construction consultation. During this phase, construction permits are issued for improvements based on the construction phasing plan. Additionally, there will be consultation with the cities and Caltrans on minor issues and project features that arise during construction.
Memorandum

TO: Tina Spencer, Cory LaVigne, Jim Cunradi, AC Transit
FROM: Andrew Tang
DATE: 17 June 2010
RE: East Bay Bus Rapid Transit
     Dual-Door Buses

The East Bay Bus Rapid Transit (BRT) project as currently designed assumes the use of buses with passenger entry and exit doors only on the right side of the vehicle. This memorandum describes the implications of modifying the design to use buses with doors on both sides of the vehicle, as is currently done in Cleveland, Ohio (Healthline BRT) and in Eugene, Oregon (Emerald Express BRT). The Van Ness Avenue BRT currently under study by the San Francisco County Transportation Authority is also favoring a design with dual-door buses.

In summary, the use of dual-door buses has several advantages and disadvantages over right-door only buses. The primary advantages are:

- Roughly 100 fewer parking spaces displaced;
- Potential to place BRT stations on existing medians, preserving more of the existing median; and
- Construction cost lowered on the order of $10 million.

Primary disadvantages:

- Vehicle cost increased on the order of $4-11 million;
- Only dual-door buses could operate in the bus lanes;
- More complex to procure, operate and maintain fleet; and
- Might reduce effectiveness of transit signal priority (TSP), though this is minimized by BRT’s low dwell time variability and the use of newer “smart” TSP technology.

Design Implications

The most significant implication of dual-door buses on the design of the East Bay BRT project is allowing flexibility in the design and location of station platforms. With regular right-door only
buses, BRT station platforms are generally located between the bus lane and the adjacent travel lane. This requires having two platforms at each BRT station, one for each direction of travel. The left figures in Figures 1 through 3 show the current split twin platform design at three locations on International Boulevard.

Figure 1    Right-Door Versus Dual-Door Station Design - International at High

Figure 2    Right-Door Versus Dual-Door Station Design - International at 66th
With dual-door buses, the BRT station platform could be located between the two opposing bus lanes, allowing a single platform to serve both directions of travel (see the right figures in Figures 1 through 3).

Having a single center platform has several advantages.

1. A single center platform costs less than two platforms, lowering the capital cost of the project. This topic is discussed further later in this memorandum.

2. Parking displacement is often required to accommodate BRT station platforms. As illustrated in Figures 1 and 3, having a single platform can in some cases result in less parking displacement than two platforms. This topic is discussed further later in this memorandum.

3. A single platform in the middle of the roadway could allow BRT platforms to be located on existing medians, for example in Fruitvale and in East Oakland. However, some tree removal would likely be needed in East Oakland to accommodate the station structures. Figure 3 shows how this could be done for the BRT station at International and 87th, where a center median is currently in existence.

We note that having dual-door buses allows use of the single center platform BRT station design where beneficial, but allows other BRT stations to retain the split twin platform design if that works better.

Another advantage of the single center platform is a wider “throat” between the center platform and sidewalk curbs. As shown in Figures 1 and 2, this eliminates the pinch point created by the split twir platform design, and provides for improved truck turning and the opportunity to pass stalled or double-parked vehicles.
The width of the platform under the single center platform design would be greater than with the split twin platform design. Split station platforms are typically 9 to 10' wide. For a single center platform, the platform would ideally be a minimum of 12' wide to accommodate the added passenger load and to include adequate width for additional station amenities (e.g., additional ticket vending machines, more seating, more security cameras, etc.), and tactile warning strips on both edges of the platform. In addition, clear spaces need to be provided on the platform at the locations of wheelchair boardings and alightings, and accessible routes maintained. With a center platform, these clear spaces and accessible routes would need to be on both sides of the platform, which results in a somewhat larger platform.

BRT station platforms would likely need to be somewhat higher to accommodate dual-door buses. Our current design for the East Bay BRT project assumes 13" high station platforms, or just high enough to allow level boarding with AC Transit’s existing Van Hool buses. The dual-door buses used in Cleveland, Ohio and in Eugene, Oregon have a 15.1 to 15.8" door height above pavement. The cost to provide the additional 2.1 to 2.8" of platform height is not expected to be significant.

**Vehicle Implications**

A dual-door bus could generally accommodate fewer seats than a right-door only bus with a similar seating arrangement. However, the dual-door bus used by the Cleveland HealthLine BRT has 47 seats on-board, similar if not somewhat more than AC Transit’s existing articulated Van Hool buses. The seating layout for the Cleveland bus is shown in Figure 5.

AC Transit is considering accommodating bicycles on-board BRT buses. This could be done on the Cleveland bus by replacing four seats near the rear door with a bicycle rack able to hold three bicycles. The replaced seats are identified as 7 and 8 in Figure 5. Bicycles would enter the bus through the rear doors.

To accommodate wheelchairs, buses would need one set of ADA-compliant doors on both sides of the bus. In Cleveland, wheelchairs enter the bus through the forward right door or the middle left door. In Eugene, they enter through the middle doors. In both Cleveland and Eugene, wheelchairs are accommodated near the front of the bus, using flip-up seats at locations 3 or 20 in Figure 5.

In order to have precision docking, buses would also require guidance equipment on both sides of the bus.
Operations Implications

AC Transit's operations and maintenance would be made more complex by the introduction of dual-door buses into its fleet. The dual-door buses could operate anywhere in the AC Transit system, both in the BRT bus lanes and elsewhere. While outside the bus lanes, only the right-side doors would be used. However, AC Transit's regular right-door only buses could not operate in those portions of the BRT bus lanes requiring left-side entry. Thus, only dual-door buses could be dispatched for the East Bay BRT service. This will require AC Transit to have a full fleet of 31 dual-door buses plus spares available on the opening day of the East Bay BRT system. AC Transit could not phase in BRT vehicles over time as would be possible with a system employing right-side door buses only.
Dispatching drivers may also be more complex because only those drivers trained on dual-door buses could operate them.

AC Transit would also need to determine whether its existing maintenance facilities could accommodate dual-door buses. If not, modifications or expansion of facilities would be needed.

There may also be implications regarding the effectiveness of transit signal priority (TSP) on bus operations. TSP is more effective with stations located on the far side of signalized intersections. This is because it is easier to predict when the bus will “need TSP assistance” if the bus travels through the intersection before stopping at the station. Thus, with a single center platform, TSP effectiveness is reduced in one of the two directions.

The diminishment in near side TSP effectiveness can be reduced by two factors:

1. Lower dwell time variability with BRT than with 1R. TSP can be effective with near side stops if dwell time variability is minimized. Because dwell time variability for the 1R is relatively high, near side TSP is ineffective. However, because BRT minimizes dwell time variability with proof-of-payment ticketing and level boarding, near side TSP can be effective, though still not as effective as with far side stations.

2. Newer TSP technology. Existing Opticom TSP is a “dumb” infrared emitter-based bus detection system letting traffic signals know the bus is within approximately X feet of the intersection. Newer TSP systems employ GPS with “smart” programming, providing more accurate and situation dependent information to traffic signals. These features would increase near side TSP effectiveness, though still not to the level of far side effectiveness.

Parking Implications

As described earlier, the use of dual-door buses allows the possibility of using single center platform BRT stations, which in turn can result in a less parking displacement to accommodate stations. More detailed design work is needed to properly understand the effect on parking. However, we estimate that parking displacement in Oakland and San Leandro caused by the East Bay BRT project could be reduced from 872 with regular right-door only buses to approximately 781 with dual-door buses, or 91 fewer spaces displaced. Table 1 shows estimates by corridor segment. Over half of the reduction in parking displacement is in East Oakland, south of 40th.
Table 1 Right-Door Versus Dual-Door Design Parking Displacement (Oakland and San Leandro)

<table>
<thead>
<tr>
<th></th>
<th>Existing Spaces</th>
<th>Displaced (Right-Door Design)</th>
<th>Displaced (Dual-Door Design)</th>
<th>Reduction in Parking Displacement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Oakland - Telegraph</td>
<td>687</td>
<td>374</td>
<td>363</td>
<td>11</td>
</tr>
<tr>
<td>Oakland – International (North of 40th)</td>
<td>848</td>
<td>192</td>
<td>176</td>
<td>16</td>
</tr>
<tr>
<td>Oakland – International (South of 40th)</td>
<td>866</td>
<td>285</td>
<td>232</td>
<td>53</td>
</tr>
<tr>
<td>San Leandro – East 14th St (North of Davis)</td>
<td>146</td>
<td>21</td>
<td>10</td>
<td>11</td>
</tr>
<tr>
<td>TOTAL</td>
<td>2,547</td>
<td>872</td>
<td>781</td>
<td>91</td>
</tr>
</tbody>
</table>

Cost Implications

Dual-door buses are generally more expensive than equivalent right-door only buses. There is also greater variation in the prices for dual-door buses than for right-door only buses. The cost of a diesel-hybrid articulated dual-door bus similar to those used in Cleveland and Eugene is roughly $0.85-1.2 million. The cost of a comparable diesel-hybrid right-door only bus is $0.75-0.90 million, or roughly $100-300 thousand less per bus. The East Bay BRT requires 31 buses to operate, or 36 with spares. Thus, the total incremental vehicle cost is approximately $3.6-11 million.

As described earlier, the East Bay BRT project would require fewer station platforms if dual-door buses were used. Further engineering work is needed to develop a proper estimate for the number of platforms needed. However, we roughly estimate that 29 fewer station platforms would be required. Assuming the cost per station platform is $0.5 million, but that the wider center platforms are 20 percent more expensive than the two platform design because of the increased size of platform, canopies and number of seats required, the total savings to the project would be on the order of $10 million. Additional cost savings would result from the reduced maintenance associated with fewer platforms, ticket vending machines, and other platform amenities.

1 Existing spaces and displaced spaces with right-door bus design based Kimley-Horn parking data, May 2010.
2 Includes East 12th Street between 1st Avenue and 14th Avenue.
3 Existing spaces and displaced spaces with right-door bus design based on designs presented during City of San Leandro public meetings, October 2009.
Memorandum

TO: Dwayne Weeks, Ray Sukys, FTA
FROM: Jim Cunradi, AC Transit
DATE: April 7, 2010
RE: AC Transit East Bay BRT
Disclosure of Possible Dual Door Bus Design

AC Transit has developed a proposed plan for providing adequate public disclosure for a possible dual door bus design for the East Bay Bus Rapid Transit (BRT) project. This plan was developed in response to guidance from the Federal Transit Administration (FTA) regarding adequate disclosure of design changes. AC Transit is seeking FTA's comments on the adequacy of the proposed plan.

Background

AC Transit's current design for the East Bay BRT project is based on the use of buses with right side doors only. This design has been developed collaboratively with the stakeholder cities of Berkeley, Oakland, and San Leandro and has been refined several times based on comments received from city staff, policymakers, and the public. The City Councils of Berkeley, Oakland and San Leandro are scheduled to take actions later this month on the Locally Preferred Alternative (LPA) for the East Bay BRT project.

During the last month, City of Oakland staff have suggested the possibility of the East Bay BRT project considering the use of dual door buses in the project's design to address specific concerns the City of Oakland has regarding the project's effect on parking and existing medians. City of Oakland staff are willing, however, to await the results of the Final Environmental Impact Statement (FEIS) - both in terms of impact analysis and mitigation measures - before making a final determination on the need/use of dual door buses. AC Transit believes the City of Oakland's suggestion has merit and is seriously considering this possible design element. AC Transit has also discussed the possibility of dual door buses with City of Berkeley and San Leandro staff. They are also interested in this possibility and are willing to await the release of the FEIS before making a final determination.

An important item to note is based on preliminary dual door bus investigations, AC Transit believes that the environmental impacts of a dual door bus design would be the same as or less than the impacts of the current right door bus design.
Proposed Disclosure Plan

In order to meet FTA’s desire to complete the FEIS stage of the East Bay BRT project as expediently as possible while also addressing the need to provide adequate disclosure of the possible dual door bus design, AC Transit proposes the following:

1. The cities would adopt the current right door bus design as their LPA. AC Transit in turn would adopt a LPA that reflects the current right door bus design.

2. The FEIS would be written with the right door bus design as the LPA, but would also disclose a possible dual door bus variant. The FEIS would describe the dual door bus design, provide representative designs for a few selected representative locations, describe the likely effects on station platform locations, and disclose the likely effects on operations, cost, and environmental impacts.

3. Following public release of the FEIS, should AC Transit and the cities jointly determine that the dual door bus design is the most prudent alternative, AC Transit and the cities could jointly decide to change the LPA to the dual bus design. This decision would be based on impacts and mitigation measures disclosed in the FEIS, comments received on the FEIS as well as the financial feasibility of the dual door bus design. Should this occur, AC Transit would seek a Record of Decision (ROD) based on the dual door bus design disclosed in the FEIS.

AC Transit believes this plan would allow the East Bay BRT FEIS to be completed in an expedient fashion while providing disclosure of a possible dual door bus design to the public. Because the dual door bus design would have the same or lesser environmental impacts than the right door bus design, AC Transit would seek concurrence from the FTA that a Supplemental FEIS would not be needed should the design be changed to dual door buses following release of the FEIS.
**SUBJECT:** Consider Recommendations for Changes in the Composition and Role of the Bus Rapid Transit (BRT) Policy Steering Committee (PSC)

**RECOMMENDED ACTION:** □ Briefing Item  □ Recommended Motion

Consider Approving Staff Recommendations Regarding BRT PSC Committee Membership, Role and Meeting Schedule

**Budgetary/Fiscal Impact:**

None

**Background/Discussion:**

In 1998, a Board subcommittee was formed to oversee the Oakland-Berkeley-San Leandro Major Investment Study and to make policy-related decisions. In 1999, the Board of Directors adopted membership criteria for the Berkeley, Oakland, San Leandro Major Investment Study (MIS) Policy Steering Committee. Based on the early needs of the project, the PSC included the mayors of each city and the city council members that serve on the Alameda County Congestion Management Agency (CMA) Board. In addition, a commissioner from the Metropolitan Transportation Commission, and an Alameda County Supervisor were appointed. The Director of Caltrans District 4 was added later in a non-voting, ex-officio capacity.

In June 2009, the Board changed the composition to better reflect the city representation needs of the PSC: an alternate member was added for the City of Oakland in the event that neither of the two appointed representatives were able to attend; and the Alameda county Supervisor was changed from a voting member to a non-voting, ex-officio member because the project was not being implemented in the unincorporated portion of Alameda County.

There are a number of reasons to again review the composition and roles of the BRT PSC. Now that the Board has adopted a Locally Preferred Alternative (LPA) to be studied in the Final Environmental Impact Study/Report (FEIS), there will be less corridor-level decision making for the PSC. Decisions about local issues will be discussed with individual jurisdictions. Additionally, because the LPA does not include a build alternative for one of the three cities, the composition warrants a review to better reflect the current needs of the District. There have also been elections that may have altered the PSC representation.

As a result, staff recommends the following:
1) Confirm Oakland’s desire to maintain or change their current participation on the PSC.
2) Remove the City of Berkeley representation from the PSC
3) Change the status of the PSC, from being an advisory to the Board, to being an informational committee
4) Hold meetings quarterly, in lieu of monthly

All other aspects of the PSC will remain unchanged. Upon Board direction, staff will work with the local jurisdictions regarding their PSC member designation.

**Prior Relevant Board Actions/Policies:**
GM 09-158: June 24

**Attachments:**
None

**Approved by:** Mary V. King, Interim General Manager

**Prepared by:** Tina Spencer, Director of Service Development and Planning

**Date Prepared:** January 10, 2011
SUBJECT: Consider Authorizing Issuance of a Request For Qualifications and Proposal to Provide Design and Engineering Services for the East Bay Bus Rapid Transit Project.

RECOMMENDED ACTION: □ Briefing Item □ Recommended Motion

Authorize Staff to issue a Request for Qualifications and Proposal to Provide Design and Engineering Services for the East Bay Bus Rapid Transit Project

Budgetary/Fiscal Impact: Up to $20 Million in Grant Funds for the entire design contract; first phase is anticipated to be approximately $5 Million for Preliminary Engineering. All costs associated with the design work will be covered by federal, local or regional grants.

Background/Discussion:

On Dec. 8, 2008, the District received approval from the Federal Transit Administration (FTA) to enter into the “Project Development” phase of the Telegraph/International/East 14th BRT project. This notice provided an FTA determination of the project’s readiness and allowed the District “pre-award authority” to begin activities related to refining and preparing the project for future design and construction phases, prior to a full funding grant agreement.

The District has submitted an administrative draft of the Final Environmental Impact Statement/Report (FEIS/R) FTA for review. It is anticipated that the FTA review will be completed as early as April 1, 2011 with public release of the FEIS/R slated for June 2011. FTA has encouraged the District to move forward with preliminary engineering work in parallel with completion of the environmental review process.

To move forward with the BRT project, there is a need to retain the services of an engineering and design firm to assist the District in Preliminary Engineering and Final Design aspects of the project. We anticipate awarding a multi-year contract with two major phases—Preliminary Engineering and Final Design. Adoption of a Record of Decision (ROD) of the FEIS/R is anticipated by December 2011 coincident with completion of PE. The engineering design contract with allow the District to complete the PE, then evaluate whether to proceed to Final Design, (including delivery of design specifications, cost estimates and bid documents) under this contract or pursue design/build alternatives that would require a new solicitation.

The selected Consultant team will be expected to provide engineering, architectural and urban design, planning, support for public outreach and marketing, third party and utility
coordination, and design project management services for the following primary project elements:

- BRT Transitways and Roadway Modifications
- BRT Stations and Platforms (with associated accessibility improvements)
- Architecture, Urban Design, Signage, Branding and Landscaping
- Safety/Security, Fare Collection and Communications Systems
- Intelligent Transportation Systems (ITS)
- Traffic Studies, Signal Timing and Coordination
- Parking Studies and Facilities Design
- Public Outreach and Marketing
- City (Oakland, San Leandro and Berkeley) Agreements and Permits
- Agreements and Permits with Caltrans and other Authorities with Jurisdiction on the corridor
- Technical Advisory Committee (TAC) Meetings
- Construction Contract Packaging and Phasing
- Design Project Management, including a Quality Control Program, Project Integration Program, and Contract and Project Administration

Staff anticipates that the engineering design contract will provide substantial opportunities for Disadvantaged Business Enterprise (DBE) and Small and Local Business (SLBE) participation. Every effort will be made to reach out to these business entities and highlight this contracting opportunity. As part of the solicitation, staff will advertise in relevant trade journals and websites, as well as hold pre-proposal conferences to assist smaller firms in making contact with primes. Purchasing staff will review the solicitation and provide a list of relevant small business and DBE firms to solicit.

Prior Relevant Board Actions/Policies:
GM 10-212: Resolution No. 10-049 amending Resolution No. 10-033 on the Locally Preferred Alternative for the East Bay BRT
Board Policy 350

Attachments:
None.

Approved by: Mary V. King, Interim General Manager
Prepared by: Tina Spencer, Director of Service Development and Planning
             Sharon Dennis, Purchasing
             Carol Babington, Interim General Counsel

Date Prepared: March 14, 2011