



Agenda Item No. (6)

To: Finance-Auditing Committee/Committee of the Whole  
Meeting of September 26, 2019

From: Ron Downing, Director of Planning  
Joseph M. Wire, Auditor-Controller  
Denis J. Mulligan, General Manager

Subject: **APPROVE ACTIONS RELATIVE TO ADOPTION OF THE MEANS-BASED FARE PROGRAM FOR GOLDEN GATE BUS AND GOLDEN GATE FERRY, APPROVAL OF THE TITLE VI EQUITY ANALYSIS, AND AMEND THE MASTER ORDINANCE**

### **Recommendation**

The Finance-Auditing Committee recommends that the Board of Directors approve actions relative to adoption of the Means-Based Fare Program as follows:

1. Adopt the Means-Based Fare Program for Golden Gate Bus and Golden Gate Ferry;
2. Approve the associated Title VI Equity Analysis; and,
3. Amend the Master Ordinance accordingly.

This matter will be presented to the Board of Directors at its meetings on September 27, 2019, for appropriate action.

### **Summary**

Transit affordability has been highlighted as an issue in the Bay Area, particularly for regional trips that are much longer and more expensive than local trips.

On May 23, 2018, the Metropolitan Transportation Commission (MTC) approved implementation of a pilot Regional Means-Based Fare Program as a way to provide greater mobility options for low-income persons on participating transit systems in the Bay Area. Persons with income below 200% of the Federal Poverty Level (approximately \$70,000 per year for a family of four in the Bay Area) would be eligible. The pilot program is funded for 12 to 18 months, depending on how quickly the available MTC funds (which partially offset the cost of the pilot program) are expended.

Participating agencies in the program as adopted by MTC are the Golden Gate Bridge, Highway and Transportation District (District), BART, Caltrain, and SFMTA. Each agencies' participation

requires governing board approval, and the District's Board approved a resolution of support for participating in the program on July 27, 2018. The program is expected to begin in early 2020 and, as noted above, would be solely based on fares paid using Clipper cards.

The proposed means-based fares would provide a fifty percent reduction from adult cash fares as a way to provide greater mobility options for low-income persons. These fares would be available to low-income passengers on regular Golden Gate Ferry service and on all Golden Gate Transit bus trips, with two exceptions. Fares for local travel solely within Marin County and the East Bay fares that have already been reduced to accommodate BART's "Early Bird Express" service that Golden Gate Transit operates on behalf of BART will not be part of this program due to already being discounted below regular GGT fares. Because MTC's demonstration project could span more than one fiscal year, the proposed means-based fares for the current fiscal year (FY 19/20), along with fares effective July 1, 2020 for FY 20/21, and fares effective July 1, 2021 for FY 21/22, are shown in Appendix A, if the program continues into that fiscal year. If adopted, the Master Ordinance will be amended accordingly to reflect the means-based fares for these three fiscal years. Should the means-based fare program continue beyond June 30, 2021, which is the end of the current Five-Year Fare Program, the means based fares could be reflected in the fare tables for the next Five-Year Fare Program.

### **Public Involvement Process and Comments Received**

#### ***Public Notification***

Outreach on the proposal to implement a pilot program for means-based fares began on July 26, 2019 when the Board approved holding a public hearing on August 22, 2019, and the public comment period closed at 4:30 p.m. on Friday, August 23, 2019.

Public notification activities included:

- Advertisements in local publications (*Marin Independent Journal, Santa Rosa Press Democrat, San Francisco Chronicle, and La Voz*);
- Ferry terminal signage advertising the Public Hearing;
- Posters placed onboard buses;
- Press Releases to local media;
- Social media postings on Facebook and Twitter; and,
- Email blast to customers and community-based organizations.

Translation of all printed materials and handouts in Spanish will be available, per the District's Limited English Proficiency (LEP) Plan.

### **Public Comment Process**

Public comments on this proposal to establish a means-based fare for Golden Gate Transit Bus and Golden Gate Ferry service, service could have been submitted in several different ways:

1. Attend the public hearing;
2. E-mail [publichearing@goldengate.org](mailto:publichearing@goldengate.org); and/or,
3. Send written comments to the District Secretary.

The District's practice is to treat all comments equally without regard to the manner in which the comments are submitted or received. Therefore, individuals do not have to attend the public hearing and provide testimony in person if they have commented through e-mail or written forms. All comments received through the above methods will be considered in the final recommendation, provided that they were received by close of business, at 4:30 p.m. on Friday August 23, 2019.

### ***Comments Received***

Eighteen (18) comments were received regarding the proposal to adopt means-based fares. Eleven (11) commenters supported the proposal, stating either that they were in favor of it because of the benefit that would be made available to low-income riders, or they would personally benefit from the reduced fares. Four (4) commenters were opposed, one (1) was opposed to the fares being available during peak periods but supported means based fares during off-peak periods, and two (2) comments were received that were unrelated to the proposal). Staff responses to the comments received in opposition to the proposal and those neither in support of nor opposed to the proposal are shown in Appendix B.

### **Title VI Equity Analysis**

Because this proposal creates a new fare, the proposal is required to undergo a Title VI Equity Analysis to accompany the final recommendation to the Board, which is expected to occur on September 27, 2019. This analysis was completed after the Public Hearing in order to reflect any public comments received on the proposal to implement this service.

In accordance with the Federal Transit Administration regulations and guidance implementing Title VI of the Civil Rights Act of 1964 as well as the District's Title VI Policies, staff conducted a Title VI Equity Analysis to determine whether the proposed means-based fare would result in a disparate impact to minority populations or impose a disproportionate burden on low-income populations in the District's service area.

Overall, the staff analysis concluded that low-income riders would benefit from the program, and though non-minority riders would benefit slightly more than minority riders, the discrepancy between the benefits was very small, only 1.25% on Ferry and 2.7% on Bus. These percentages are well within the 10% threshold the District has established for determining a Disparate Impact. Therefore, the proposal results in neither a Disproportionate Burden on low-income riders nor a Disparate Impact on minority riders.

The detailed Title VI Equity Analysis of the proposed means-based fares discount is shown in Appendix C.

**Fiscal Impact**

The extent of annual revenue loss has been estimated by MTC to be approximately between \$500,000 and \$1,000,000 per year for the District's bus and ferry services. Of this amount, regional funding of between \$300,000 and \$500,000 would be available to offset a portion of the lost revenue. Again, these amounts are solely estimates and are dependent on actual participation rates by the District's low-income customers. MTC's estimates do not include any assumptions for fare elasticities or ridership changes. The offset funds currently are programmed by MTC from SB-1 funds, the statewide gas tax. Nonetheless, the fiscal impact to the District could be between \$200,000 and \$500,000 per year and will be confirmed once there is actual operating experience after the means-based fare program is launched.

Attachments: Appendix A, Proposed FY Means-Based Fare Program Fare Tables– FY 19/20 through FY 21/21  
Appendix B, Public Comments and Staff Responses to the Proposal for Means-Based fares  
Appendix C, Title VI Equity Analysis

**APPENDIX A  
MEANS-BASED FARE TABLES**

**BUS FY19-20**

		San Francisco	Marin County			Sonoma County		East Bay
	Bus Zone	1	2	3	4	5	6	7
San Francisco	1	\$2.25	\$3.50	\$3.75	\$4.25	\$6.50	\$6.50	\$3.50
Marin County	2	\$3.50		\$1.80		\$4.25	\$4.75	\$3.00
	3	\$3.75				\$4.00	\$4.25	
	4	\$4.25				\$3.50	\$3.50	
Sonoma County	5	\$6.50	\$4.25	\$4.00	\$3.50	\$2.25		\$5.75
	6	\$6.50	\$4.75	\$4.25	\$3.50			\$5.75
East Bay	7	\$3.50		\$3.00		\$5.75	\$5.75	\$2.00

**FERRY FY19-20**

Larkspur	\$6.25
Sausalito	\$6.50
Tiburon	\$6.50

**BUS FY20-21**

		San Francisco	Marin County			Sonoma County		East Bay
	Bus Zone	1	2	3	4	5	6	7
San Francisco	1	\$2.25	\$3.75	\$3.75	\$4.50	\$6.75	\$6.75	\$3.50
Marin County	2	\$3.75	\$1.80			\$4.50	\$4.75	\$3.25
	3	\$3.75				\$4.25	\$4.50	
	4	\$4.50				\$3.50	\$3.50	
Sonoma County	5	\$6.75	\$4.50	\$4.25	\$3.50	\$2.25		\$6.00
	6	\$6.75	\$4.75	\$4.50	\$3.50			\$6.00
East Bay	7	\$3.50	\$3.25			\$6.00	\$6.00	\$2.00

**FERRY FY20-21**

Larkspur	\$6.50
Sausalito	\$6.75
Tiburon	\$6.75

**BUS FY21-22**

	Bus Zone	San Francisco	Marin County			Sonoma County		East Bay
		1	2	3	4	5	6	7
San Francisco	1	\$2.50	\$4.00	\$4.00	\$4.50	\$7.00	\$7.00	\$3.50
Marin County	2	\$4.00	\$1.80			\$4.50	\$4.50	\$3.25
	3	\$4.00				\$4.50	\$4.50	
	4	\$4.50				\$3.75	\$3.75	
Sonoma County	5	\$7.00	\$4.50	\$4.50	\$3.75	\$2.50		\$6.25
	6	\$7.00	\$4.50	\$4.50	\$3.75			\$6.25
East Bay	7	\$3.50	\$3.25			\$6.25	\$6.25	\$2.00

**FERRY FY21-22**

Larkspur	\$6.75
Sausalito	\$7.00
Tiburon	\$7.00

## APPENDIX B

### Staff Responses to Public Comments

#### Summary

At the close of the public comment period on August 22, 2019, there were 18 unique comments received by the Golden Gate Bridge, Highway and Transportation District (District). Of these 18 comments, 11 (61%) expressed support for the proposal (“Proposal”), 4 (22%) expressed opposition to the Proposal, 2 (11%) expressed an opinion unrelated to the Proposal, and 1 (6%) expressed opposition to the proposal but supported off-peak means-based fares.

#### Comments on the Proposal

##### **Comments Made in Support of the Proposal**

The District received 11 comments in support of the Proposal. Of the 11 comments, eight (8) comments were in favor of the Proposal in general and three (3) comments were in support of the Proposal, indicating they would utilize the program.

##### **Comments Neither Opposed nor in Favor to the Proposal**

Two (2) comments were received neither in support of the Proposal nor in opposition to the Proposal. Of these, one (1) comment expressed support for a higher bridge toll and lower transit fare. The second commenting individual made comments but did not address the Proposal.

##### **Comments Made in Opposition to the Proposal**

The District received four (4) comments expressing opposition to the Proposal. Of the four comments received in opposition to the Proposal, several specific themes were mentioned. The themes of these four unique comments are addressed below.

##### ***Comment: Not in Favor of Full-Fare Paying Riders Cross-Subsidizing Means-Based Fare Paying Riders (2)***

Two individuals commented that they were under the impression that full-fare paying bus and ferry riders will be cross-subsidizing the lower means-based fare riders through higher fares or through their current fares. In actuality, no fare increase is proposed to offset the means-based fare Proposal and the program will be partially funded through the Metropolitan Transportation Commission (MTC). This offset could be up to half or higher to cover any revenue lost through the means-based Proposal. The remaining revenue loss is not expected to be significant and will be covered by the District’s operating budget, which is primarily funded by bridge tolls.

##### ***Comment: The Metropolitan Transportation Commission Should Run Program and Finance the Discount (1)***

One comment was received expressing support for a means-based program run by the MTC, not the District. This comment suggests MTC offer a 25 percent discount but fails to take into account that as part of the Proposal, MTC will be funding up to half or more

of the estimated revenue losses. Overall, the estimated revenue loss to the District is expected to represent less than ½ (one half) of a percent of the District's operating budget.

***Comment: The Non-Profit Sector Should Run Program and Finance the Discount (1)***

One individual expressed support for a means-based program run by a non-profit sector organization so that the District is not burdened with the logistics of administering the program. The Proposal does recognize that there may be some costs incurred to the District from program administration but does not expect them to be significant. The MTC will be reimbursing the District as much as half of fare revenue loss or more based on initial estimates, which could offset program administration costs.

**Comments Expressing Partial Support for the Proposal**

The District received one (1) comment expressing partial support for the means-based fare discount Proposal during the off-peak period.

***Comment: In Favor of Means-Based Fares on Off-Peak Ferry Trips Only (1)***

One comment expressed support for the Proposal during the off-peak ferry period. This individual was concerned that during the peak period there may be an increase in demand that would at times displace full-fare paying riders on already crowded and sold-out ferry departures. Comment noted. The intent of the program is to make transit more affordable for low-income individuals on all trips, including during commute times when low-income individuals may be travelling to work.



**APPENDIX C**  
**Title VI Equity Analysis: Means-Based Fare Program**  
**Presented to the Golden Gate Bridge, Highway and Transportation District**  
**Finance-Auditing Committee**  
**September 26, 2019**

**I. Background**

On May 23, 2018, the Metropolitan Transportation Commission (MTC) approved implementation of a pilot Regional Means-Based Fare Program as a way to provide greater mobility options for low-income persons on participating transit systems in the Bay Area. Persons with income below 200% of the Federal Poverty Level (approximately \$70,000 per year for a family of four in the Bay Area) would be eligible. MTC has funded the program for 12 to 18 months, depending on how quickly the available funds (which partially offset the cost of the program) are expended.

The proposed means-based fares would establish a fifty percent reduction from the regular cash fares for low income persons for all Golden Gate Transit (GGT) bus and Golden Gate Ferry (GGF) fares. The District's proposed program will exclude fares for local travel solely within Marin County; East Bay fares that have already been reduced to accommodate BART's "Early Bird Express" service that Golden Gate Transit operates on behalf of BART; as well Oracle Park Special Event ferry service and Chase Center ferry service fares. The proposed fares would only be available through the use of a Clipper® card.

Title VI of the Civil Rights Act of 1964 (Title VI) prohibits discrimination on the basis of race, color, and national origin by recipients of federal financial assistance. Before the Golden Gate Bridge, Highway and Transportation District's (District) Board of Directors (Board) can adopt the proposed fare changes and opt into the program, the Board must consider whether the proposed changes will disparately impact minority populations and/or disproportionately burden low-income populations in the District's service area. The required components of this Title VI Equity Analysis are set forth in the Federal Transit Administration's regulations and FTA Circular 4702.1B ("Title VI Requirements and Guidelines for Federal Transit Administration Recipients") implementing Title VI of the Civil Rights Act of 1964, and in the District's Title VI Policies. This analysis indicates that the proposed Means Based Fare Program does not have a disparate impact on minority riders nor a disproportionate burden on low-income riders of either GGT or GGF services.

**II. Adopted District Title VI Policies**

The District adopted its Major Service Change, Disparate Impact and Disproportionate Burden Policies (together referred to as "Title VI Policies") on August 9, 2013. The latter two policies set forth the standards used in fare equity analyses. The District's Disparate Impact policy provides:

- The District defines its Disparate Impact Threshold for determining whether the burdens or benefits of a major service change or a fare adjustment are equitable to be 10%, based on the cumulative impact of the proposed service and/or fare changes. This threshold applies to the difference of the impacts borne by minority populations compared to the same impacts borne by non-minority populations.

The District's Disproportionate Burden Policy provides:

- The District defines its Disproportionate Burden Threshold for determining whether the burdens or benefits of a major service change... or a fare adjustment are equitable to be 10%, based on the cumulative impact of the proposed service and/or fare changes. This threshold applies to the difference of the impacts borne by low-income populations compared to the same impacts borne by non-low-income populations.

The public outreach process, comments received and the resolution evidencing the Board's discussion and approval of the policies is attached as Exhibit A.

### **III. Golden Gate Transit Bus and Golden Gate Ferry Services**

The fare change proposal concerns both GGT and GGF services, which are summarized by mode below.

#### ***GGT Bus Services***

GGT bus services are generally delineated as "Commute" and "Basic." Generally, "Commute" bus service is peak-period, one-directional service between Sonoma or Marin County and San Francisco, plus shuttle-type routes designed specifically to take passengers from their places of origin to/from the primary Commute routes. "Basic" bus service, on the other hand, operates seven days a week over most of the day/night to provide basic mobility throughout the District's service area. More specifically:

- *Transbay Commute Service* provides commute service during morning and afternoon peak-hour periods. Commute routes operate Monday through Friday, except designated holidays, and serve San Francisco, Marin, and Sonoma counties. Commute routes include Routes 2, 4, 8, 18, 24, 25, 27, 31, 38, 44, 54, 56, 58, 72, 72X, 74, 76, 92, and 101X. Route 72X is supported by MTC Regional Measure 2 (RM2) funds generated through regional bridge tolls administered by the Bay Area Toll Authority (BATA).
- *Transbay Basic Service* provides daily service throughout the day and evening between San Francisco, Marin, Sonoma, and Contra Costa counties. Basic routes include Routes 30, 40, 40X, 70, and 101. Route 40 service, which operates between Marin and Contra Costa Counties, is supported by RM2 funds. Route 101 also receives some RM2 funding.

#### ***Golden Gate Ferry Services***

The District's GGF service includes five routes between Marin County and San Francisco: Sausalito, Larkspur, Tiburon commute service, Special Event service to Oracle Park, and Chase Center Special Event service. Regular Ferry service operates daily except on Thanksgiving, Christmas, and New Year's Day.

- *Sausalito Ferry Service* provides daily connections between the GGF landing in Sausalito and the San Francisco Ferry Terminal. This 5.5 nautical-mile route has been in operation since 1970 and currently provides 18 crossings on weekdays and 12 crossings on weekends and holidays. The service operates between 7:10 am and 8:20 pm on weekdays, and between 10:40 am and 7:15 pm on weekends and holidays.
- *Larkspur Ferry Service* features an 11.25 nautical-mile route between the Larkspur Ferry Terminal and the San Francisco Ferry Terminal. The 40 weekday and eight weekend/holiday crossings require a fleet of five vessels. Services operate between 5:45 a.m. and 10:05 p.m. on weekdays, and between 9:30 a.m. and 8:10 p.m. on weekends and holidays.
- *Tiburon Ferry Commute Service* provides weekday trips in both directions during the commute hours only (5:35 a.m. to 9:10 a.m. and 4:25 p.m. to 7:55 p.m.). This 6.84 nautical-mile route was previously operated by the Blue and Gold Fleet since 1997 and before that by the Red and White Fleet.
- *Special Event Service to Oracle Park* is offered during all San Francisco Giants' home games and a number of other special events. The 13.1 nautical-mile route between the Larkspur Ferry Terminal and the dock at Oracle Park requires approximately 60 minutes. One round trip is offered for each event served, which typically totals between 80 and 90 trips per year.
- *Special Event Service to Chase Center* will be offered during all Golden State Warriors' home games and a number of other special events beginning in October 2019. The 13.1 nautical-mile route between the Larkspur Ferry Terminal and the dock at Oracle Park requires approximately 60 minutes. One round trip is expected to be offered for most events, depending on the schedule of Golden State Warriors games and other special events as well as the availability of ferry boats. While event schedules are still being finalized for the 2019-2020 season, it appears that they will be in the range of about 200 events per year.

Note that the means-based fare program will not apply to the Oracle Park or Chase Center Special Event Service.

**Map 1. Golden Gate Transit and Ferry Service Area**



**IV. The Proposed Means-Based Fare Program Outreach**

***Public Notification***

Outreach on the proposal to add this service began after the Board authorization to hold this public hearing on July 26, 2019, and continued into mid-August prior to the public hearing. Public notification activities included:

- Advertisements in local publications (*Marin Independent Journal, Santa Rosa Press Democrat, San Francisco Chronicle, and La Voz*);
- Ferry terminal signage advertising the Public Hearing;
- Posters placed onboard buses;
- Press Releases to local media;

- Social media postings on Facebook and Twitter; and,
- Email blast to customers and community-based organizations.

Translation of all printed materials and handouts in Spanish will be available, per the District's Limited English Proficiency (LEP) Plan.

### ***Public Comment Process***

Public comments on this proposal to establish a means-based fare for Golden Gate Transit Bus and Golden Gate Ferry service, service could be submitted in several different ways:

1. Attend the public hearing;
2. E-mail [publichearing@goldengate.org](mailto:publichearing@goldengate.org); and/or,
3. Send written comments to the District Secretary.

The District's practice is to treat all comments equally without regard to the manner in which the comments are submitted or received. Therefore, individuals do not have to attend the public hearing and provide testimony in person if they have commented through e-mail or written forms. All comments received through the above methods will be considered in the final recommendation, provided that they were received by close of business, at 4:30 p.m. on Friday August 23, 2019.

### ***Comments Received***

Eighteen comments were received regarding the proposal to adopt means-based fares. Eleven commenters supported the proposal, stating either that they were in favor of it because of the benefit that would be made available to low-income riders, or they would personally benefit from the reduced fares. Four commenters were opposed; two were opposed to the fares being available during peak periods but supported means based fares during off-peak periods, and two comments were received that were unrelated to the proposal. Staff responses to the comments received in opposition to the proposal and those neither in support of nor opposed to the proposal are shown in Appendix B.

## **V. Title VI Equity Analysis Methodology**

Based on FTA Circular 4702.1B, the District must analyze any available information generated from ridership surveys that indicates whether minority and low-income passengers are more likely to use the payment types subject to the proposed fare changes.

The proposed Means-Based Fare Program includes two components:

1. A means-based fare discount on GGT Bus (with the exception of local fares within Marin County and East Bay fares already discounted to accommodate BART's Early Bird Express Service.)

2. A means-based fare discount on GGF (with the exception of Oracle Park and Chase Center special event service)

The Regional Means-Based Fare Program has been proposed in order to provide greater mobility options for low-income persons on participating transit systems in the Bay Area. Persons with income below 200% of the Federal Poverty Level (approximately \$70,000 per year for a family of four in the Bay Area) would be eligible. The program would have a duration of 12 to 18 months, depending on how quickly the available MTC funds (which partially offset the cost of the program) are expended. Participants will be required to apply for the discount through a process to be established by MTC.

Participating agencies in the program as adopted by MTC are the Golden Gate Bridge, Highway and Transportation District (District), BART, Caltrain, and SFMTA. Each agencies' participation requires governing board approval, and the District's Board approved a resolution of support for participating in the program on July 27, 2018. The program is expected to begin in early 2020 and, as noted above, would be solely based on fares paid using Clipper cards.

The proposed means-based fares would provide a fifty percent reduction from adult cash fares as a way to provide greater mobility options for low-income persons. These fares would be available to low-income passengers on regular Golden Gate Ferry service and on all Golden Gate Transit bus trips, with two exceptions. Fares for local travel solely within Marin County and the East Bay fares that have already been reduced to accommodate BART's "Early Bird Express" service that Golden Gate Transit operates on behalf of BART will not be part of this program due to already being discounted below regular GGT fares.

<b>BUS FY19-20</b>		San Francisco	Marin County		Sonoma County		East Bay	
	Bus Zone	1	2	3	4	5	6	7
San Francisco	1	\$2.25	\$3.50	\$3.75	\$4.25	\$6.50	\$6.50	\$3.50
Marin County	2	\$3.50		\$1.80		\$4.25	\$4.75	\$3.00
	3	\$3.75			\$4.00	\$4.25		
	4	\$4.25			\$3.50	\$3.50		
Sonoma County	5	\$6.50	\$4.25	\$4.00	\$3.50	\$2.25		\$5.75
	6	\$6.50	\$4.75	\$4.25	\$3.50		\$5.75	
East Bay	7	\$3.50		\$3.00		\$5.75	\$5.75	\$2.00

**FERRY FY19-20**

Larkspur	\$6.25
Sausalito	\$6.50
Tiburon	\$6.50

**BUS FY20-21**

	Bus Zone	San Francisco	Marin County			Sonoma County		East Bay
		1	2	3	4	5	6	7
San Francisco	1	\$2.25	\$3.75	\$3.75	\$4.50	\$6.75	\$6.75	\$3.50
Marin County	2	\$3.75	\$1.80			\$4.50	\$4.75	\$3.25
	3	\$3.75				\$4.25	\$4.50	
	4	\$4.50				\$3.50	\$3.50	
Sonoma County	5	\$6.75	\$4.50	\$4.25	\$3.50	\$2.25		\$6.00
	6	\$6.75	\$4.75	\$4.50	\$3.50			\$6.00
East Bay	7	\$3.50	\$3.25			\$6.00	\$6.00	\$2.00

**FERRY FY20-21**

Larkspur	\$6.50
Sausalito	\$6.75
Tiburon	\$6.75

**BUS FY21-22**

	Bus Zone	San Francisco	Marin County			Sonoma County		East Bay
		1	2	3	4	5	6	7
San Francisco	1	\$2.50	\$4.00	\$4.00	\$4.50	\$7.00	\$7.00	\$3.50
Marin County	2	\$4.00	\$1.80			\$4.50	\$4.50	\$3.25
	3	\$4.00				\$4.50	\$4.50	
	4	\$4.50				\$3.75	\$3.75	
Sonoma County	5	\$7.00	\$4.50	\$4.50	\$3.75	\$2.50		\$6.25
	6	\$7.00	\$4.50	\$4.50	\$3.75			\$6.25
East Bay	7	\$3.50	\$3.25			\$6.25	\$6.25	\$2.00

**FERRY FY21-22**

Larkspur	\$6.75
Sausalito	\$7.00
Tiburon	\$7.00

As a result, the District is required to conduct multiple Title VI Equity Analyses to determine whether any elements of the proposal will result in a disparate impact to minority populations or a disproportionate burden on low-income populations using both GGT and GGF, based on the District's Title VI Policies.

Staff developed and applied the following methodology:

**1. Identify Ridership Data Sources**  
*Data: 2018 District System-wide Survey*

In 2018, the District participated in the MTC's region-wide survey. The consultant selected by MTC and by District Staff surveyed all of the District's services, including GGT and GGF. Data was collected on board a sample of bus and ferry trips. Questionnaires were in Spanish and English and included questions about the trip being taken and demographics.

**2. Analyze the percent change of the proposed fare adjustment for each fare payment method.**

As described above, terms of the District's proposed participation in the program would establish a fifty percent reduction from the regular cash fares for low income persons for all GGT and GGF fares, with the exception of fares for local travel solely within Marin County; the East Bay fares that have already been reduced to accommodate BART's "Early Bird Express" service that GGT operates on behalf of BART; and Oracle Park and Chase Center Special Event ferry services. The proposed means-based fares would only be available through the use of a Clipper card.

Accordingly, all fare payment media and fare types for the non-exempt services were examined for the level of use by low-income and minority patrons. The media and fare types examined were: Adult Cash fare, Adult Clipper fare, and Senior/Youth/Disabled ("Discount") fare. Clipper Discount fares were not analyzed separately, but were grouped with cash Discount fares, as the Discount fare amounts are the same whether the customer pays with cash or Clipper, and are not subject to further discount with the program. The means-based fare was added as a category in order to determine what percentage of patrons of each type (low-income, non-low-income, minority, and non-minority) would benefit from its introduction.



For the most conservative analysis, it was assumed that no cash-paying customers would convert to Clipper usage to take advantage of the discount.

- 3. Define the term "low-income" as those with an annual household income at or below \$50,000, which is approximately 90% of the median for the service area.**

Marin County and Sonoma Counties, which are included in the District's service area, have a comparatively high income (median income was \$97,815 for Marin County and \$60,430 for Sonoma County as of the 2012-2016 American Community Survey). In the District's most recent Title VI Program, District staff used \$54,387 for the annual income cut-off for defining low income for Marin County and Sonoma County. This figure is derived by taking 90% of the median annual income by census tract using the most recent statistics available. For this equity analysis, staff decreased the low-income threshold to \$50,000, which is the closest income strata break in the survey data, and which provides a more protective assessment of disproportionate burden for lower-income earners.

- 4. Define the term "minority" to mean those who self-identified as any ethnicity other than "white" alone in the 2018 District System-Wide Survey.**
- 5. Determine the usage of each fare product by minority, non-minority, low-income and non-low-income riders.**
- 6. Derive the differential between the usage of the means-based fare for minority riders relative to riders overall, and low-income riders relative to riders overall.**
- 8. Compare the differential between minority and riders overall to the disparate impact threshold, and the differential between low-income and riders overall to the disproportionate burden threshold.**

## **VI. Title VI Equity Analysis Findings**

Impacts of proposed fare changes were analyzed separately for GGT and GGF.

### ***1. GGT Bus Fare Equity Analysis***

As GGT has a complex fare structure with a total of seven zones with varying fares between each zone pair, a relatively complex analysis was required. Fares vary based on three characteristics:

1. The zone pair (origin and destination);
2. The fare category (Adult Cash, Adult Clipper, Discount, and Means-Based Discount fares);
3. The fare media (Cash vs. Clipper).

Adult category passengers receive a discount when using the Clipper card, so Clipper and cash fares are different. As referenced above, because Senior, Youth, and Disabled category riders are already receiving a discount, the Clipper fare for these categories is not discounted further and is the same as the cash fare. Accordingly, the Discount fare group represents those receiving a Senior, Disabled, or Youth discount whether using cash or Clipper.

First, using data from the 2018 District System-Wide Survey, staff compared percentages of minority riders to non-minority riders by fare media and fare payment category, as well as system-wide. For the 2018 District System-Wide Survey, 1630 bus passengers provided responses to all questions required for the analysis below. As demonstrated in Table 1, 571 out of 1630 GGT riders (35%) self-identified as belonging to an ethnic minority, and 1059 (65%) identified as non-minority. The far right column in Table 2 shows that the most frequently used fare payment type on GGT is an adult Clipper fare, used by 61% of all customers. (This excludes low-income passengers, who for the purposes of this analysis have been assigned to the “Means-Based Fare” category). Following that are Adult Cash, and Means-Based fares, used by 16%, then Discount fares (Senior, Disabled, and Youth combined), at 6%.

**Table 1: Bus Fare Product Usage Survey Data—Minority vs. Non-Minority**

Payment Type	Minority	Non-Minority	Total
Cash Adult	131	134	265
Discount	28	71	99
Clipper Adult	324	677	1001
Means-Based	88	177	265
<b>Total</b>	571	1059	1630

**Table 2: Bus Fare Product Usage by Percentage—Minority vs. Non-Minority**

Payment Type	Minority	Non-Minority	Total
Cash Adult	8%	8%	16%
Discount	2%	4%	6%
Clipper Adult	20%	42%	61%
Means-Based	5%	11%	16%
<b>Total</b>	35%	65%	100%

Applying the same type of analysis to income status as to minority status, Tables 3 and 4 show that of 1,558 riders responding to the income question on the survey, 570 or 37% identified themselves as having a household income of \$50,000 or less and are considered low-income. Further, 988 riders (63%) responded as having an annual income over \$50,000. Though users of the program could potentially have an income of as high as \$70,000 annually, since data on family size is not currently available for GGT or GGF ridership, using \$50,000 as the income cap provides a more conservative estimate of usage.

**Table 3: Bus Fare Product Usage Survey Data—Low-Income vs. Non-Low Income**

<b>Payment Type</b>	<b>Low-Income</b>	<b>Non-Low-Income</b>	<b>Total</b>
Cash Adult	201	144	345
Discount	93	66	159
Clipper	0	778	778
Means-Based	276	0	276
<b>Total</b>	<b>570</b>	<b>988</b>	<b>1558</b>

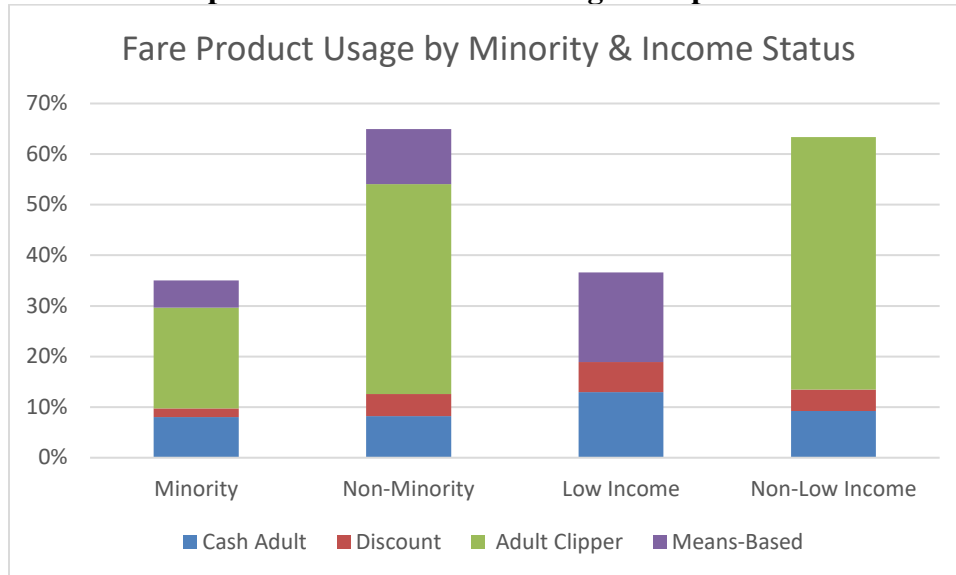
**Table 4: Bus Fare Product Usage by Percentage— Low-Income vs. Non-Low Income**

<b>Payment Type</b>	<b>Low-Income</b>	<b>Non-Low-Income</b>	<b>Total</b>
Cash Adult	13%	9%	22%
Discount	6%	4%	10%
Clipper	0%	50%	50%
Means-Based	18%	0%	18%
<b>Total</b>	<b>37%</b>	<b>63%</b>	<b>100%</b>

Next, staff compared the percentage of minority riders vs. non-minority riders and of low-income vs. non-low-income riders using all fare products.

Graph 1 shows the use of each fare payment type for each category of riders: minority, non-minority, low-income, and non-low-income. Note that for the purposes of this analysis, all low-income riders who use Clipper were assumed to use the Means-Based Fare discount, and so the graph shows no low-income riders paying the Adult Clipper fare. Similarly, no non-low-income customers will use the means-based fare.

**Graph 1: Bus Fare Product Usage Comparison**



As a last step, the Golden Gate Transit Disparate Impact and Disproportionate Burden Table (GGT DI DB Table), attached at the end of this report, illustrates the methodology for calculating effects of the Means-Based Fare Program proposal on GGT passengers. The FTA Circular states that for fare changes the appropriate comparison for a disproportionate burden analysis is between differences for each fare media between low-income riders and overall riders. Based on the charts above, the disproportionate burden analysis compares the percentage of low-income users anticipated to use the means-based fare against the usage as a percentage of all riders.

Similarly, the appropriate comparison for a disparate impact analysis is between minority riders and overall riders. Based on the charts above, the disparate impact analysis compares the percentage of low income users anticipated to use the means-based fare against the usage as a percentage of all riders.

**Table 5: Bus Fare Impact Summary—Low Income and Non-Low Income**

% Low Income in Overall Ridership	% of Means Based Fare Users Who Are Low Income	% of Non-Low-Income in Overall Ridership	% of Means Based Fare Users Who Are Non-Low Income	Difference between Low-Income Riders and Overall Riders	Exceeds Disproportionate Burden Threshold? (>10%)
36.60%	100%	63.40%	0%	-63.40%	No

**Table 6: Bus Fare Impact Summary—Minority and Non-Minority**

<b>% Minority in Overall Ridership</b>	<b>% Means-Based Fare Users Who Are Minority</b>	<b>% Non-Minority in Overall Ridership</b>	<b>% of Means-Based Fare Users Who Are Non-Minority</b>	<b>Difference between Minority Riders and Overall Riders</b>	<b>Exceeds Disparate Impact Threshold? (&gt;10%)</b>
35.21%	32.51%	64.79%	64.79%	-2.70%	No

As expected, the positive impact of this fare proposal will be enjoyed by a greater proportion of low-income riders than their share of the overall ridership. While low-income riders are 36.6% of the ridership, they are anticipated to constitute 100% of the riders using the Means-Based Fare Program. This is a differential of -63.4%, which is less than the District's disproportionate burden threshold of 10%. Therefore the proposal doesn't constitute a disproportionate burden on low-income riders.

Minority riders are 35.21% of the ridership, and are anticipated to constitute 32.51% of means-based fare users. Accordingly, the means-based fare will disproportionately benefit non-minority riders by 2.70%. However, since the disparate impact threshold is 10%, this proposal does not constitute a disparate impact on minority riders.

**2. GGF Fare Equity Analysis**

GGF's fare structure is less complicated than GGT's because it does not involve various zones. The analysis of the fares is still based on three characteristics:

1. The ferry route (Sausalito, Larkspur, Tiburon);
2. The fare category (Adult, Discount, i.e., Senior, Youth and Disabled fares, and Means-Based fares);
3. The fare media: Clipper or Limited Use Tickets.

Limited Use Tickets allow passengers to purchase with cash a one-way fare, which is the fare media that replaced cash in 2011. As such, these fares will be represented by the label "Cash" in the tables for brevity's sake. Adult category passengers receive a discount when using the Clipper card, so Clipper and cash fares are different for Adult passengers. Just as with GGT, the Discount fare is the same when paying with cash or when using a Clipper card. The Discount fare group represents those receiving a Senior, Disabled, or Youth discount whether using cash or Clipper. As with the bus analysis, low-income users of Clipper fares will be assumed to enjoying the Means-Based fare in this analysis.

Using data from the 2018 District System-wide Survey, staff compared percentages of minority riders to non-minority riders by fare payment category as well as system-wide.

Tables 7 and 8 below show that 2,120 ferry passengers who used a revenue fare product (that is not a transfer or a pass) provided responses to all questions required for the analysis below. 117 Sausalito riders, 214 Larkspur riders, and 41 Tiburon riders self-identified as an ethnic minority, representing a total of 372 passengers or 17.5%. Additionally, 496 Sausalito riders, 1,079 Larkspur riders and 173 Tiburon riders identified as non-minority, representing a total of 1,748 passengers or 82.4%.

**Table 7: Ferry Fare Product Usage Survey Data—Minority vs. Non-Minority**

		Minority	Non-Minority	Total
<b>Sausalito</b>	Cash Adult	28	76	103
	Discount	10	69	79
	Clipper Adult	60	268	328
	Means-Based	19	83	102
<b>Larkspur</b>	Cash Adult	13	46	59
	Discount	28	120	148
	Clipper Adult	139	731	870
	Means-Based	34	181	215
<b>Tiburon</b>	Cash Adult	12	32	43
	Discount	4	29	33
	Clipper Adult	17	78	95
	Means-Based	8	35	43
<b>Total</b>		372	1748	2120

**Table 8: Ferry Fare Product Usage by Percentage—Minority vs. Non-Minority**

		Minority	Non-Minority	Total
<b>Sausalito</b>	Cash Adult	1.31%	3.57%	4.88%
	Discount	0.49%	3.24%	3.73%
	Clipper Adult	2.83%	12.66%	15.49%
	Means-Based	0.87%	3.92%	4.79%
<b>Larkspur</b>	Cash Adult	0.61%	2.19%	2.80%
	Discount	1.32%	5.66%	6.97%
	Clipper Adult	6.55%	34.51%	41.06%
	Means-Based	1.62%	8.54%	10.15%
<b>Tiburon</b>	Cash Adult	0.55%	1.50%	2.05%
	Discount	0.21%	1.36%	1.57%
	Clipper Adult	0.82%	3.67%	4.49%
	Means-Based	0.37%	1.65%	2.01%
<b>Total</b>		18%	82%	100%

As with the bus fares analysis, staff compared the percentage of minority riders vs. non-minority riders and overall percentages for passenger ethnicity data for all fare products, including the anticipated use of the Means-Based Fare. Staff also compared the percentage of low-income riders vs. non-low-income riders and overall percentages for passenger income data for all fare products.

Applying the same type of analysis to income categories as to minority status, Tables 9 and 10 show that 2,239 riders responded to the income question on the survey. Of these passengers, 161 Sausalito riders, 301 Larkspur riders, and 68 Tiburon riders identified as having a household income of less than \$50,000, for a total of 530 passengers or 23.66% of all ferry riders. In addition, 470 Sausalito riders, 1,043 Larkspur riders, and 197 Tiburon riders for a total of 1,710, or 76.34 percent, responded as having an annual income over \$50,000.

**Table 9: Ferry Fare Product Usage Survey Data— Low-Income vs. Non-Low Income**

		<b>Low-Income</b>	<b>Non-Low Income</b>	<b>Total</b>
<b>Sausalito</b>	Cash Adult	37	70	107
	Discount	23	58	81
	Clipper Adult	0	341	341
	Means-Based	102	0	102
<b>Larkspur</b>	Cash Adult	25	35	60
	Discount	61	93	154
	Clipper Adult	0	915	915
	Means-Based	215	0	215
<b>Tiburon</b>	Cash Adult	15	30	45
	Discount	10	25	34
	Clipper Adult	0	143	143
	Means-Based	43	0	43
<b>Total</b>		530	1710	2239

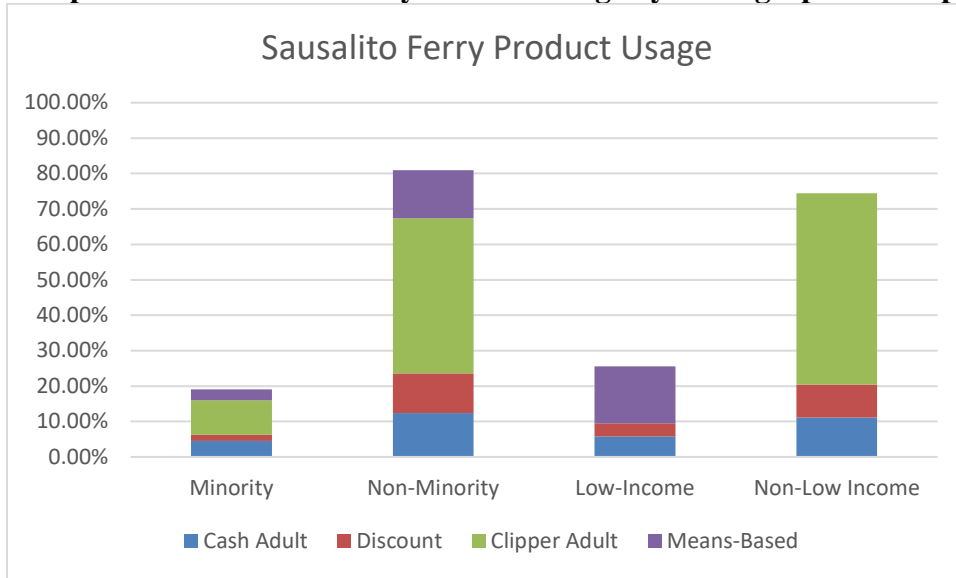
**Table 10: Ferry Fare Product Usage by Percentage— Low-Income vs. Non-Low Income**

		<b>Low-Income</b>	<b>Non-Low Income</b>	<b>Total</b>
<b>Sausalito</b>	Cash Adult	1.64%	3.14%	4.78%
	Discount	1.02%	2.61%	3.63%
	Clipper Adult	0.00%	15.22%	15.22%
	Means-Based	4.54%	0.00%	4.54%
<b>Larkspur</b>	Cash Adult	1.10%	1.58%	2.68%
	Discount	2.74%	4.14%	6.87%
	Clipper Adult	0.00%	40.84%	40.84%
	Means-Based	9.61%	0.00%	9.61%
<b>Tiburon</b>	Cash Adult	0.69%	1.32%	2.01%
	Discount	0.43%	1.09%	1.52%
	Clipper Adult	0.00%	6.39%	6.39%
	Means-Based	1.91%	0.00%	1.91%
<b>Total</b>		23.66%	76.34%	100.00%

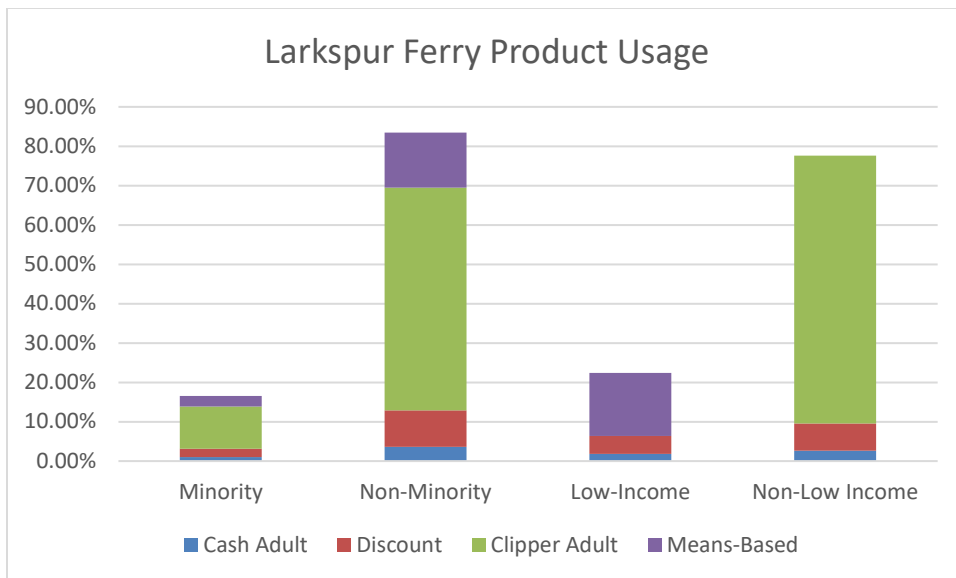
Graphs 2, 3, and 4 on pages 17 and 18 show the frequency of use of each fare payment type on Sausalito, Larkspur, and Tiburon Ferry services for each category of riders: minority, non-minority, low-income, and non-low-income, by ferry route. For each ferry route, Clipper usage is high, and low-income customers who are already using Clipper are assumed to benefit from the Means-Based Fare. Current Limited-Use ticket users may also benefit from the Means-Based Fare if they qualify.



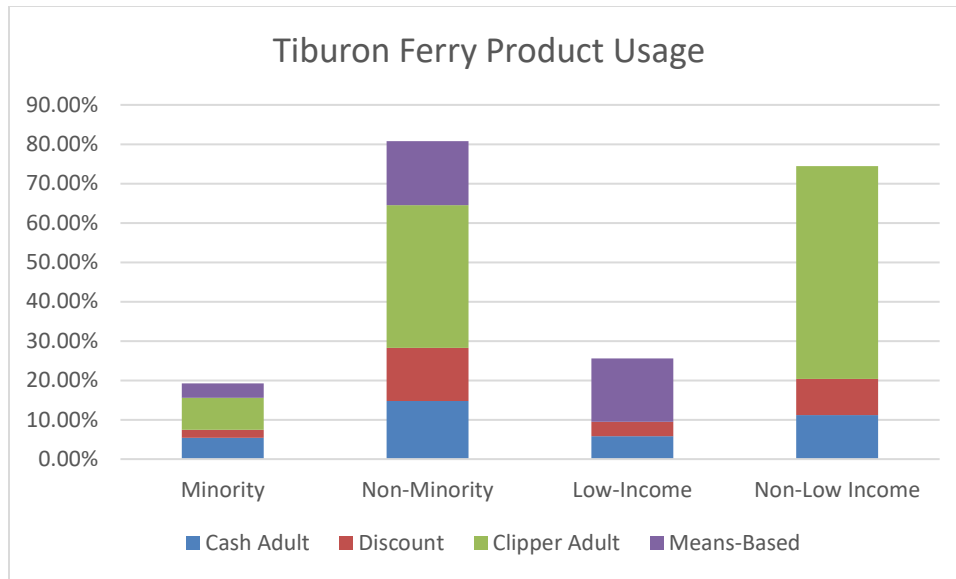
**Graph 2: Sausalito Ferry Product Usage by Demographic Group**



**Graph 3: Larkspur Ferry Product Usage by Demographic Group**



**Graph 4: Tiburon Ferry Product Usage by Demographic Group**



As a last step in the process of the equity analysis, the Disparate Impact and Disproportionate Burden Table (GGF DI DB Table), attached at the end of this report, illustrates the methodology for calculating effects of the Means-Based Fare Program proposal on GGF passengers. Based on the charts above, the disproportionate burden analysis compares the percentage of low-income users anticipated to use the means-based fare against the usage as a percentage of all riders. Similarly, the disparate impact analysis compares the percentage of low-income users anticipated to use the means-based fare against the usage as a percentage of all riders. These percent utilizations are then compared with each passenger type’s overall ridership to determine whether the impact of the fare increase is felt proportionally to the overall ridership, or rather, whether a disparate impact or disproportionate burden exists.

The tables below depict the difference in impact for each rider category from that category’s representation among bus ridership:

**Table 11: Ferry Fare Impact Summary—Low Income and Non-Low-Income**

% of Low Income Riders in Overall Ridership	% Low Income Riders Among Means-Based Fare Riders	% Non-Low Income Riders in Overall Ridership	% Non-Low Income Riders Among Means-Based Fare Riders	Difference Low-Income Users of Means-Based Fare and Percentage of Ridership	Exceeds Disproportionate Burden Threshold? (>10%)
23.66%	100%	76.34%	0%	-76.34%	No

**Table 12: Ferry Fare Impact Summary—Minority and Non-Minority**

<b>% of Minority Riders in Overall Ridership</b>	<b>% Minority Riders Among Means-Based Fare Riders</b>	<b>% Non-Minority Riders in Overall Ridership</b>	<b>% Non-Minority Riders Among Means-Based Fare Riders</b>	<b>Difference between % Minority Users of Means-Based Fare and % of Ridership</b>	<b>Exceeds Disparate Impact Threshold?</b>
17.57%	16.32%	82.43%	83.68%	1.25%	No

As expected, the positive impact of this fare proposal will be enjoyed to a greater extent by low-income riders than by non-low-income riders. While low-income riders are 23.85% of the ridership, they are anticipated to constitute 100% of the riders using the means-based fare program. This is a differential of -76.15%, which is less than the District's disproportionate burden threshold of 10%. Therefore the proposal doesn't constitute a disproportionate burden on low-income riders.

Minority riders are 17.57% of the ridership, and are anticipated to constitute 16.32% of means-based fare users. Accordingly, the means-based fare will disproportionately benefit non-minority riders by 1.25%. However, since the disparate impact threshold is 10%, this proposal does not constitute a disparate impact on minority riders.

**C. Conclusion**

GGT: As can be seen on Tables 5 and 6 on pages 12 and 13 of this report, the proposed Means-Based Fare Program will have a positive impact on low-income customers, and its impact on minority customers, though slightly less than its positive impact on non-minority customers, is within the 10% threshold established by the District. This demonstrates that there is neither a disparate impact on minority GGT riders nor a disproportionate burden on low-income GGT riders resulting from the proposed program.

GGF: As shown on Tables 11 and 12, immediately above, the proposed Means-Based Fare Program will have a positive impact on low-income customers, and its impact on minority customers, though slightly less than its positive impact on non-minority customers, is within the 10% threshold established by the District. This demonstrates that there is neither a disparate impact on minority GGF riders nor a disproportionate burden on low-income GGF riders resulting from the proposed program.

***Public Outreach on the District's Proposed Title VI Policies (2013)***

Prior to Board adoption of the District's Title VI Policies, public outreach regarding the policy proposals included:

- Informational meetings on July 8, 9 and 10, 2013, in Marin City, Novato and Rohnert Park, respectively, between 4:30 p.m. and 6:30 p.m.
- Legal notices published in the *Marin Independent Journal*, the *San Francisco Examiner* and the *Santa Rosa Press Democrat* on June 18 and 25, 2013
- Signage posted onboard the ferryboats, at the Ferry Terminals, at transit hubs in Marin and Sonoma counties, at major bus stops and at the Customer Service Center at the San Rafael Transit Center
- Display boards, staff report and comment forms, including Spanish translations
- A press release issued and posted to the District's web site on June 17, 2013, including links to the staff report in both English and Spanish
- A public hearing agenda and an associated staff report posted to the District's web site on July 8, 2013
- Information e-blasted to the Bus and Ferry Subscriber's list on June 20 and July 2, 2013
- Information posted to transit-specific social media channels on July 2 and July 8, 2013
- A public hearing agenda mailed to organizations and individuals on the District's mailing list on July 8, 2013, and posted on District bulletin boards.

***Comments Received on the District's Proposed Title VI Policies (2013)***

Of the comments received by the District, one alerted the District to the need to apply Title VI principles to the allocation of resources between bus and ferry services; one commented on the inconvenience of the time and location of the public hearing, service reliability, and driver attitudes; and another urged the District to reach out to community partners and agencies to get the word out about Title VI-related public hearings.

**Attachments:** Exhibit A: Public Outreach Process, Comments Received and the Resolution Adoption of Title VI Policies

Exhibit B: Bus and Ferry Disparate Impact-Disproportionate Burden Tables for Means-Based Fare Program

EXHIBIT A

**GOLDEN GATE BRIDGE, HIGHWAY AND TRANSPORTATION DISTRICT**

**RESOLUTION NO. 2013-078**

**APPROVE ADOPTION OF POLICIES FOR GOLDEN GATE TRANSIT  
AND GOLDEN GATE FERRY SERVICE AND FARE CHANGES,  
UNDER TITLE VI OF THE CIVIL RIGHTS ACT OF 1964, AS AMENDED**

August 9, 2013

**WHEREAS**, the Board of Directors (Board) of the Golden Gate Bridge, Highway and Transportation District (District) operates Golden Gate Transit (GGT) bus service and Golden Gate Ferry (GGF) service, both of which are public transportation services that occasionally receive federal funding to maintain or improve service scope and quality; and,

**WHEREAS**, on November 15, 2012, staff presented the Transportation Committee (Committee) with an overview of Title VI as applied to federal funding recipients, such as the District, subject to the new Circular Order issued by the Federal Transit Administration (FTA); and,

**WHEREAS**, on February 22, 2013, the Board approved the first action required by the new FTA Circular by adopting the required service standards and policies; and,

**WHEREAS**, to further comply with the new FTA Circular, the District must establish the following three policies: a Major Service Change Policy, a Disparate Impact Policy and a Disproportionate Burden Policy (Three Policies); and,

**WHEREAS**, the Three Policies will guide when and how the District analyzes the effects of potential future fare and service changes on minority and low-income populations and, in the event the District finds disparities, the District must evaluate whether there is an alternative that has a more equitable impact; and,

**WHEREAS**, the new FTA Circular requires transit providers, such as the District, to solicit and consider public input before establishing such policies; and,

**RESOLUTION NO. 2013-078**  
**BOARD OF DIRECTORS MEETING OF AUGUST 9, 2013**  
**PAGE 2**

**WHEREAS**, staff presented the Three Policies to the Committee on June 13, 2013, and the Committee recommended and the Board, by Resolution No. 2013-054 at its meeting of June 14, 2013, authorized the setting of a public hearing on a proposal to establish policies for Golden Gate Transit and Golden Gate Ferry Service and for fare changes under Title IV of the Civil Rights Act of 1964 as amended; and,

**WHEREAS**, the District conducted outreach relative to this proposal, as follows: (1) a press release was issued on July 17, 2013; (2) information was posted on the District's website, emailed to District's opt-in subscription lists and community-based organizations, posted on District's social media sites, and published as advertisements and legal notices in several periodicals including *San Francisco Chronicle*, *Marin Independent Journal* and the *Santa Rosa Press Democrat*; (3) Public Outreach Meetings were held on July 8, 2013 in Marin City, on July 9, 2013 in Novato, and on July 10, 2013 in Rohnert Park; and, (4) Spanish translations of printed materials, website information, and community meetings were available at all public outreach meetings and at the public hearing; and,

**WHEREAS**, public comments on the Three Policies could be submitted by either attending the public hearing or the public outreach meetings, emailing [publichearing@goldengate.org](mailto:publichearing@goldengate.org) or sending written comments to the District; and,

**WHEREAS**, due to concerns about Marin City residents not having received sufficient advance notice of the opportunity to comment on the Three Policies, the District extended the comment period by two weeks and held an additional public outreach meeting at the Marin City Library on July 25, 2013; and,

**WHEREAS**, seven public comments were received by the District as of July 25, 2013, and while several comments were related to the overall topic of Title VI, none of the comments were specific to the Three Policies; and,

**WHEREAS**, complete copies of the Three Policies and staff's underlying analysis, as well as a summary of the comments received and staff responses, are included herein as Attachments; and,

**WHEREAS**, the Transportation Committee at its meeting of August 2, 2013, has so recommended; now, therefore, be it

**RESOLVED** that the Board of Directors of the Golden Gate Bridge, Highway and Transportation District hereby approves adoption of policies for Golden Gate Transit and Golden Gate Ferry Service and fare changes, under Title VI of the Civil Rights Act of 1964, as amended, and attached hereto.

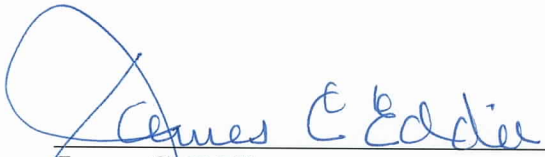
**RESOLUTION NO. 2013-078**  
**BOARD OF DIRECTORS MEETING OF AUGUST 9, 2013**  
**PAGE 3**

**ADOPTED** this 9<sup>th</sup> day of August 2013, by the following vote of the Board of Directors:


**AYES (15):** Directors Arnold, Belforte, Breed, Cochran, Fredericks, Moylan, Pahre, Rabbitt, Reilly, Sears, Snyder, Sobel and Theriault; Second Vice President Stroeh; President Eddie

**NOES (0):** None

**ABSENT (4):** Directors Campos, Wiener and Yee; First Vice President Grosboll

  
**James C. Eddie**  
**President, Board of Directors**

**ATTEST:**

  
**Janet S. Tarantino**  
**Secretary of the District**

Attachment 1 - Three Policies and Analysis

Attachment 2 - Summary of Comments Received and Staff Responses

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## ATTACHMENT 1

# Proposed Title VI Policies Pertaining to Major Service Changes, Disparate Impacts, and Disproportionate Burdens

### *Major Service Change Policy*

The District must ensure that its services are provided equitably, without discrimination based on race, color, national origin or socio-economic status. To that end, the District must evaluate potential “major” service changes and all fare changes (except for those specifically exempt in the FTA Title VI Circular, such as Spare-the-Air Days and short-term promotional service demonstrations or fare decreases) for their impact on low-income and minority populations in its service area. Before this can occur, the District must adopt a Major Service Change policy to provide a concrete basis for determining which service changes need to be analyzed for equity.

Staff proposes the following for the District’s Major Service Change Policy:

- A major service change is defined as a reduction or increase of 25 percent (25%) or more in total vehicle revenue miles in service on any specific route, with the change(s) occurring at one time or over any twenty-four month period.

Staff further proposes the following exemptions such that these changes would not be subject to a Title VI Equity Analysis:

- Changes to service on a route with fewer than 10 total trips in a typical service day are not considered “major” unless service on that route is eliminated completely on any such day.
- The introduction or discontinuation of short- or limited-term service (such as promotional, demonstration, seasonal or emergency service, or service provided as mitigation or diversions for construction or other similar activities) is not considered “major,” as long as the service will be/has been operated for no more than twelve months.
- If District-operated transit service is replaced by a different mode or operator providing a service with the same or better headways, fare, transfer options, span of service, and stops served, the change is not considered “major.”

The following examples will assist the public in understanding the impact of the proposed policy.

- Example 1: If Route 11 has 20 trips a day, and the District proposes to cancel six of those trips (30%) in January 2014, then that is a major service change, and a Title VI Equity Analysis must be completed. However, if only four trips are proposed for cancellation (20%), then no analysis is required. If the District cancels these four trips and then decides to cancel two more trips in January 2015 on this same Route 11, then the percentage will again be 30% over a twenty-four month period, and an analysis will be required.
- Example 2: If Route 12 has eight trips per day and four trips are proposed for cancellation, then under the proposed policy, a Title VI Analysis is not required because the route has fewer than ten total trips per day. However, if the entire route is proposed for cancellation, then an analysis is required.
- Example 3: If Route 13 is introduced in January 1, 2014 as a demonstration service, and the District proposes to discontinue it effective December 31, 2015, then no analysis

is required when the service is introduced or discontinued. However, if the District proposes to continue the service beyond January 1, 2015, then an analysis is required for it to continue, and for it to be discontinued thereafter.

- Example 4: If Route 14 operated four times a day from Corte Madera to Petaluma, and the District planned to cease operating this trip while another transit system planned to operate the same route four times a day at the same times, with the same or better fares and transfer options, then no analysis would be required.

### ***Disparate Impact and Disproportionate Burden Policies***

When a fare change or major service change is proposed, the District must analyze whether the change will result in a fair distribution of both negative effects (such as service cuts or fare increases) and positive effects (service expansions or fare reductions, such as new discounts).

In the case of the Disparate Impact Policy, the analysis focuses on whether minority riders or residents bear a disproportionately greater burden – or receive a disproportionately lesser benefit – than non-minority riders or residents.

Similarly, in the case of the Disproportionate Burden Policy, the analysis focuses on whether low-income riders or residents bear a disproportionately greater burden – or receive a disproportionately lesser benefit – than non-low-income riders or residents.

### ***Disparate Impact Policy***

In conducting equity analyses, the Disparate Impact policy provides the threshold used to determine whether greater negative impacts – or lesser positive impacts – on **minority** riders and residents are significant.

If a proposed action would have a negative impact that affects minorities more than non-minorities with a disparity that exceeds the adopted Disparate Impact Threshold, or a benefit that would be available to non-minorities more than minorities with a disparity that exceeds the adopted Disparate Impact Threshold, the District must evaluate whether there is an alternative that has a more equitable impact. If no option with a less disparate effect exists, the District must take measures to mitigate the impact of the proposed action on the affected minority population **and** demonstrate that a legitimate business purpose cannot otherwise be accomplished.

Staff proposes the following for the District’s Disparate Impact Policy:

1. The District defines its Disparate Impact Threshold for determining whether the burdens or benefits of a major service change (as defined in the first part of this document) or a fare adjustment are equitable to be 10%, based on the cumulative impact of the proposed service and/or fare changes. This threshold applies to the difference of the impacts borne by minority populations compared to the same impacts borne by non-minority populations.

The question that must be answered for every major service change and every fare change is: are minority riders more negatively affected (or less positively affected) by this change than riders as a whole? This is determined primarily by calculating the percentage of minority riders on

Golden Gate buses (or ferries, for a ferry service or fare change) and by calculating the percentage of minority riders affected by the change. If minorities represent a higher percentage in the impacted group than in the general ridership as a whole, the question is, how much higher? If the difference is ten percent or higher, then there is a disparate impact. As a secondary aspect of, and important precursor to, this comparative analysis, the District must define the adverse effects and/or benefits being measured for the change in question.

Some hypothetical examples of how the policy could be applied follow:

- Example 1: The District proposes to discontinue Route 16. Fifty percent of Route 16’s riders belong to a minority group. If ridership on the District’s bus service as a whole is 35% minority, the difference in the percentage of affected riders who are minorities and the percentage of all bus riders who are minorities is 15 percentage points. That indicates that there is a disparate impact on minority riders, and in this situation, the District would be required to evaluate whether there is an alternative with a less disparate impact on minority riders. If there is no other alternative, the District would need to mitigate the negative impact of the service cancellation on minority riders **and** demonstrate that the service reduction serves a legitimate business purpose that cannot be accomplished with less impact on minority riders.
- Example 2: The District proposes to raise fares from Zone 4 to Zone 1 by 10% and the rest of the fares only 5%. Whereas the overall ridership is 35% minority, if Zone 4 to Zone 1 riders is, for example, 46% minority, then the difference between the two groups is 11 percentage points, exceeding the 10% threshold, and there would be a disparate impact. The District would have to seek alternatives with a more equitable impact. If no such alternatives are available, then the District would have to mitigate the impact on minority riders **and** demonstrate that this fare increase serves a legitimate business purpose that cannot be accomplished in another less-discriminatory way.

### ***Disproportionate Burden Policy***

As with the Disparate Impact Policy, the Disproportionate Burden Policy comes into play when a fare change or major service change is analyzed for its equity. In this case, staff determines whether **low-income** riders and residents bear a disproportionate burden of the negative effects of – or enjoy a disproportionately low benefit from – the proposed change.

The proposed Disproportionate Burden Policy is very similar to the proposed Disparate Impact Policy and reads as follow:

2. The District defines its Disproportionate Burden Threshold for determining whether the burdens or benefits of a major service change (as defined in the first part of this document) or a fare adjustment are equitable to be 10%, based on the cumulative impact of the proposed service and/or fare changes. This threshold applies to the difference of the impacts borne by low-income populations compared to the same impacts borne by non-low-income populations.

If, in the course of performing a Title VI Equity Analysis, the District finds that a proposed fare or major service change has a negative impact that affects low-income riders as compared to

non-low-income riders with a disparity that exceeds the adopted Disproportionate Burden Threshold, or that benefits non-low-income riders more than low-income riders with a disparity that exceeds the adopted Disproportionate Burden Threshold, the District must evaluate whether there is an alternative that has a more equitable impact. Otherwise, the District must take measures to mitigate the impact of the proposed action on the affected low-income population.

Again, illustrative examples can make the uses of the policy more transparent:

- Example 1: The District proposes to discontinue Route 16. The ridership of Route 16 is 66% low-income. If ridership on the District’s bus service as a whole is 50% low-income, then the difference between the low-income ridership of the Route 16 and the overall bus ridership is 16 percentage points, which means this change exceeds the threshold for disproportionate burden, or in other words, that low-income riders are bearing a disproportionate burden of this service change. In this situation, the District would be required to take measures to mitigate or lessen the impact of this change on the low-income riders of Route 16.
- Example 2: The District proposes to cut four trips on Route 21. The ridership of Route 21 is 45% low-income. If the ridership on the District’s bus service as a whole is 50% low-income, then the difference is negative five percentage points (meaning the affected ridership is five percent less low-income than the overall ridership), and the burden of this change does not fall more on low-income riders than on riders as a whole.
- Example 3: The District proposes to add a new route. The residents of the areas served are 25% low-income. If the District’s ridership as a whole is 50% low-income, those benefiting from the service addition are 25% less low-income than the overall ridership. There is a disproportionate benefit, and the District would be required to consider options for mitigating this disproportion.

## ATTACHMENT 2

### Summary of Comments Received and Staff Responses

1. **Comment:** Special fares for minorities?? Racism of the worst order.

**Staff response:** The public comment process is not about setting special fares for minorities but instead setting a framework for evaluating the impacts of future service or fare changes on disadvantaged communities.

2. **Comment:** I have been advocating for Title VI populations in Marin City. In order to get proper notification to minority and low-income populations adequate communication must be provided as an outreach mechanism to ensure against a community not being left out. Inasmuch as this did not happen in Marin City, where both low-income and minority residents were left out with no notification of an Open House on July 8 at the Senior Center, there is a violation of Title VI. I noticed an 8 1/2 by 11 inches poster (only one hour before the meeting) at the Marin City Hub. This was another disappointment to me and others in our community. Our shuttle service is inadequate for serving our community because of the hilly terrain.

**Staff response:** Given concern about the adequacy of the notification process for Marin City residents, the public comment period was extended by two weeks, additional communications were sent out, notices were posted at all bus stops in that community, and leaflets were handed out to bus riders advising that an additional public outreach meeting was scheduled in Marin City. The proposed policies are specific to regional bus and ferry services operated by the Golden Gate Bridge Highway and Transportation District. Shuttle and other fixed route and demand responsive service operated by Marin Transit and policies related to those services are the responsibility of Marin Transit.

3. **Comment:** I'm glad that you're having an additional comment period for Marin City, but in the future it's important that more advertising and outreach is implemented. Many residents were unaware about the meeting and the comment period.

**Staff response:** See response to Comment #2. Future outreach efforts in Marin City will include more extensive communication efforts.

4. **Comment:** It appears the proposals brought to the hearing are all about raising fares and arguing about whether or not the District can raise some and not others without discrimination. The point should be THERE SHOULD BE NO FARE INCREASES, BUT FARE DECREASES.

**Staff response:** The proposed policies provide a framework to evaluate future potential service and fare changes. No fare changes are proposed at this time.

5. **Comment:** The District's Allocation of resources between bus and ferry services needs to be re-evaluated in view of Title VI. There is a disproportionate amount of resources going to wealthy ferry riders and not to low-income bus riders.

**Response:** Duly noted. The proposed policies do not address specific to the District's allocation of transit resources between modes. The District plans to analyze the demographic characteristics of its ferry and regional bus riderships.

6. **Comment:** The job of the Golden Gate Transit District is to provide public transportation, in order to reduce automobile traffic and provide a reasonable-cost alternative to driving. The job of the District is transportation, NOT social justice, affirmative action or welfare. All this would do is raise the cost of transportation due to the additional resources needed to determine, implement and monitor these Title VI items. It is ridiculous to put the Transit District into this situation. The \$5,000 to conduct this initial public hearing will be pocket change to the cost of implementation. The bottom line is stick to your primary objective and tell the feds to make their own determinations that the Transit District is discriminatory, and make them prove it. Focus on serving the communities you service, while keeping costs down, and not on Washington D.C's social justice schemes.

**Response:** The proposed policies and overall compliance with Title VI is a condition of the District continuing to receive federal financial assistance for its public transportation programs.

7. **Comment:** I oppose any fare increases for the Golden Gate transit ferries, buses and bridge. The fares are exorbitant as they are now and are a huge burden on the average person's finances. This is supposed to be PUBLIC transportation, not ELITE transportation. It is only affordable to the rich.

**Response:** The proposed policies are not specific to any fare increase at this time. They will be used to evaluate future fare increase proposals.

# **EXHIBIT B**

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**Impact table for Ferry Fares Means-Based Fare Program**

Zone to Zone	Payment Method	Pax Category	Cost Existing 7/19	Proposed 1/20	Change Absolute	Change Percent	Usage by Group (number)					Usage by Group (percent)					Cumulative Current fare				Cumulative Proposed Fare				Fare Change Experienced by Group				
							Low Income	Non-Low Income	Non Minority	Non Minority	Overall	Low Income	Non-Low Income	Non Minority	Non Minority	Overall	Low Income	Non-Low Income	Non Minority	Non Minority	Low Income	Non-Low Income	Non Minority	Non Minority	Low Income	Non-Low Income	Non Minority	Non Minority	
Sausalito Ferry	Cash	Adult	\$13.00	\$13.00	\$0.00	0.00%	36.69	70.40	27.84	75.60	107.1	6.73%	4.05%	7.31%	4.23%	4.69%	\$477.02	\$915.23	\$361.91	\$982.78	\$477.02	\$915.23	\$361.91	\$982.78	\$0.00	\$0.00	\$0.00	\$0.00	
		Discount*	\$6.50	\$6.50	\$0.00	0.00%	22.89	58.36	10.38	68.73	81.2	4.20%	3.35%	2.73%	3.85%	3.56%	\$148.80	\$379.32	\$67.45	\$446.77	\$148.80	\$379.32	\$67.45	\$446.77	\$0.00	\$0.00	\$0.00	\$0.00	
		Other					0.00	1.07	0.00	1.07	1.1	0.00%	0.06%	0.00%	0.06%	0.05%													
	Clipper	Adult	\$7.00	\$7.00	\$0.00	0.00%	0.00	340.93	59.94	268.41	340.9	0.00%	19.59%	15.75%	15.03%	14.92%	\$0.00	\$2,386.52	\$419.58	\$1,878.87	\$0.00	\$2,386.52	\$419.58	\$1,878.87	\$0.00	\$0.00	\$0.00	\$0.00	
		Means	\$7.00	\$6.50	-\$0.50	-7.14%	101.59	0.00	18.54	83.05	101.6	18.64%	0.00%	4.87%	4.65%	4.45%	\$711.13	\$0.00	\$129.81	\$581.32	\$660.34	\$0.00	\$120.54	\$539.80	-\$50.80	\$0.00	-\$9.27	-\$41.52	
		Other					3.66	6.94	1.45	9.15	10.6	0.67%	0.40%	0.38%	0.51%	0.46%													
	Larkspur Ferry	Cash	Adult	\$12.50	\$12.50	\$0.00	0.00%	24.53	35.40	12.93	46.32	59.9	4.50%	2.03%	3.40%	2.59%	2.62%	\$306.64	\$442.50	\$161.65	\$579.02	\$306.64	\$442.50	\$161.65	\$579.02	\$0.00	\$0.00	\$0.00	\$0.00
			Discount*	\$6.25	\$6.25	\$0.00	0.00%	61.28	92.67	27.91	119.91	153.9	11.24%	5.33%	7.33%	6.72%	6.74%	\$382.97	\$579.16	\$174.42	\$749.41	\$382.97	\$579.16	\$174.42	\$749.41	\$0.00	\$0.00	\$0.00	\$0.00
			Other					0.00	0.00		0.00	0.0	0.00%	0.00%	0.00%	0.00%	0.00%												
Clipper		Adult	\$8.00	\$8.00	\$0.00	0.00%	0.00	914.54	138.81	731.39	914.5	0.00%	52.56%	36.47%	40.96%	40.02%	\$0.00	\$7,316.31	\$1,110.48	\$5,851.12	\$0.00	\$7,316.31	\$1,110.48	\$5,851.12	\$0.00	\$0.00	\$0.00	\$0.00	
		Means	\$8.00	\$6.25	-\$1.75	-21.88%	215.24	0.00	34.33	180.91	215.2	39.48%	0.00%	9.02%	10.13%	9.42%	\$1,721.92	\$0.00	\$274.66	\$1,447.26	\$1,345.25	\$0.00	\$214.58	\$1,130.67	-\$376.67	\$0.00	-\$60.08	-\$316.59	
		Other					5.42	13.60	4.75	13.59	19.0	0.99%	0.78%	1.25%	0.76%	0.83%													
Tiburon Ferry		Cash	Adult	\$13.00	\$13.00	\$0.00	0.00%	15.41	29.57	11.69	31.75	45.0	2.83%	1.70%	3.07%	1.78%	1.97%	\$200.35	\$384.40	\$152.00	\$412.77	\$200.35	\$384.40	\$152.00	\$412.77	\$0.00	\$0.00	\$0.00	\$0.00
			Discount*	\$6.50	\$6.50	\$0.00	0.00%	9.61	24.51	4.36	28.87	34.1	1.76%	1.41%	1.15%	1.62%	1.49%	\$62.49	\$159.31	\$28.33	\$187.64	\$62.49	\$159.31	\$28.33	\$187.64	\$0.00	\$0.00	\$0.00	\$0.00
			Other					0.00	0.45	0.00	0.45	0.4	0.00%	0.03%	0.00%	0.03%	0.02%												
	Clipper	Adult	\$7.00	\$7.00	\$0.00	0.00%	0.00	143.19	17.38	77.85	143.2	0.00%	8.23%	4.57%	4.36%	6.27%	\$0.00	\$1,002.34	\$121.66	\$544.95	\$0.00	\$1,002.34	\$121.66	\$544.95	\$0.00	\$0.00	\$0.00	\$0.00	
		Means	\$7.00	\$6.50	-\$0.50	-7.14%	42.67	0.00	7.79	34.88	42.7	7.83%	0.00%	2.05%	1.95%	1.87%	\$298.67	\$0.00	\$54.52	\$244.15	\$277.34	\$0.00	\$50.63	\$226.71	-\$21.33	\$0.00	-\$3.89	-\$17.44	
		Other					1.54	2.91	0.61	3.84	4.5	0.28%	0.17%	0.16%	0.22%	0.19%													
	Other	Discount					0.16	0.45	0.16	0.45	0.6	0.03%	0.03%	0.04%	0.03%	0.03%													
		Other					0.00	0.00	0.00	0.00	0.0	0.00%	0.00%	0.00%	0.00%	0.00%													
<b>TOTALS</b>							<b>545.2</b>	<b>1740.1</b>	<b>380.6</b>	<b>1785.4</b>	<b>2285.3</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.0%</b>													

<b>Total Cumulative Current Fare</b>	\$4,310.01	\$13,565.09	\$3,056.48	\$13,906.06
<b>Average Cumulative Current Fare</b>	\$7.91	\$7.80	\$8.03	\$7.79

<b>Total Cumulative Proposed Fare</b>	\$3,861.21	\$13,565.09	\$2,983.23	\$13,530.51
<b>Average Cumulative Proposed Fare</b>	\$7.08	\$7.80	\$7.84	\$7.58

\*Discount includes Senior, Youth, and Disabled fares paid both in cash and by Clipper  
 "Other" is generally a non-cash fare such as a transfer or an employee's free ride

<b>Total Change in Fare per Group</b>	-\$448.80	\$0.00	-\$73.25	-\$375.55
<b>Average Change in Fare per Group</b>	-\$0.82	\$0.00	-\$0.19	-\$0.21
<b>Percent Change in Fare per Group</b>	100.00%	0.00%	16.32%	83.68%
<b>Percentage Ridership of each Group (Based on all 2018 Survey Respondents)</b>	23.85%	76.15%	17.57%	82.43%
<b>Difference from Exact Proportional Impact of Fare Change</b>	76.15%	-76.15%	-1.25%	1.25%
<b>Findings</b>	disproportionate		disparate	

\*Threshold for Disparate Impact and Disproportionate burden is 10%.

The positive impact on low-income riders is 76.15% higher than on riders in general. The positive impact on minority riders is 1.25% lower than on riders in general.