



# **SHORT-RANGE TRANSIT PLAN**

**Fiscal Years 2005-2014**

**DRAFT**  
**June 4, 2004**

**Golden Gate Bridge, Highway and Transportation District  
Box 9000, Presidio Station, San Francisco, CA 94124-0601**

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

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Federal transportation statutes require that the Metropolitan Transportation Commission (MTC), in partnership with state and local agencies, develop and periodically update a long-range Regional Transportation Plan (RTP), and a Transportation Improvement Program (TIP) which implements the RTP by programming federal funds to transportation projects contained in the RTP. In order to effectively execute these planning and programming responsibilities, MTC requires that each transit operator in its region, which receives federal funding through the TIP, prepare, adopt, and submit to MTC a biennial Short-Range Transit Plan (SRTP).

The preparation of this report has been funded in part by a grant from the United States Department of Transportation (DOT), through section 5303 of the Federal Transit Act. The contents of this SRTP reflect the views of the Golden Gate Bridge, Highway, and Transportation District, and are not necessarily those of the DOT, the Federal Transit Administration, or MTC. Golden Gate Bridge, Highway, and Transportation District is solely responsible for the accuracy of the information presented in this SRTP.

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The DRAFT Short-Range Transit Plan will be reviewed by the public in GGBHTD's service area, GGBHTD's Advisory Committee on Accessibility and Bus and Ferry Passengers Advisory Committees, and then adopted in final form by GGBHTD's Board of Directors.

**(SIGNED RESOLUTION)**

## GLOSSARY OF ACRONYMS

<b>Acronym</b>	<b>Definition</b>
AA	Alternatives Analysis
AB	Assembly Bill
AC Transit	Alameda-Contra Costa Transit District
ACA	Advisory Committee on Accessibility
ADA	Americans with Disabilities Act of 1990
AVL	Automatic Vehicle Location
BAAQMD	Bay Area Air Quality Management District
BART	San Francisco Bay Area Rapid Transit District
BPAC	Bus Passengers Advisory Committee
Caltrans	California Department of Transportation
CARB	California Air Resources Board
CBTP	Community-based Transportation Planning Program
CEQA	California Environmental Quality Act
CIP	Capital Improvement Plan
CMA	Congestion Management Agency
CMAQ	Congestion Mitigation and Air Quality
CPI	Consumer Price Index
CPUC	California Public Utilities Commission
CRIP	Commuter Rail Implementation Plan
DBE	Disadvantaged Business Enterprise
DEIR	Draft Environmental Impact Report
DEIS	Draft Environmental Impact Study
DMV	Department of Motor Vehicles
DOT	U.S. Department of Transportation
EH&S	Environmental Health and Safety
FPAC	Ferry Passengers Advisory Committee
FRA	Federal Railroad Administration
FRR	Fare Revenue Ratio
FTA	Federal Transit Administration
FY	Fiscal Year
GGB	Golden Gate Bridge
GGBHTD	Golden Gate Bridge, Highway and Transportation District
GGNRA	Golden Gate National Recreation Area
GGT	Golden Gate Transit
HOV	High-Occupancy Vehicle
LFT	Larkspur Ferry Terminal

LIFT	Low Income Flexible Transportation Program
MCTD	Marin County Transit District
MTC	Metropolitan Transportation Commission (San Francisco Bay Region)
MTS	Metropolitan Transportation System
Muni	San Francisco Municipal Railway
NCRA	North Coast Railroad Authority
NPS	National Park Service
NTD	National Transit Database
NWP	Northwestern Pacific Railroad
NWPRA	Northwestern Pacific Railroad Authority
PM	Particulate Matter
PTCC	Partnership Transit Coordinating Committee
REB	Regional Express Bus
RFP	Request For Proposals
RM-2	Regional Measure-2
RTP	Regional Transportation Plan
SamTrans	San Mateo County Transit District
SCT	Sonoma County Transit
SFCC	San Francisco Civic Center
SFFD	San Francisco Financial District
SMART	Sonoma-Marin Area Rail Transit District (formerly Commission)
SRTC	C. Paul Bettini San Rafael Transit Center
SRTM	Santa Rosa Transit Mall
SRTP	Short-Range Transit Plan
STA	State Transit Assistance
STP	Surface Transportation Program
TAM	Transportation Authority of Marin
TDA	Transportation Development Act
TDD	Telecommunications Device for Deaf Persons
TIP	Transportation Improvement Program
Transtat	Transportation Statistics
TTT	Transbay Transit Terminal
UCSF	University of California at San Francisco
WestCAT	Western Contra Costa Transit Authority
WSW	Whistlestop Wheels

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FISCAL YEARS 2005 - 2014**

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# CHAPTER 1. OVERVIEW OF TRANSIT SYSTEM

## SECTION 1. BRIEF HISTORY

Golden Gate Bridge, Highway and Transportation District (GGBHTD) was formed under authority of the Golden Gate Bridge and Highway Act of 1923 and incorporated on December 4, 1928, to include, within its boundaries, the City and County of San Francisco, the counties of Marin, Sonoma, and Del Norte, most of Napa and part of Mendocino counties. These boundaries, which remain unaltered to the present day, are shown in **Exhibit 1-1**. GGBHTD was formed in order to build and operate the Golden Gate Bridge, which opened to pedestrians and motor vehicles in May 1937.

In 1969, the California State Legislature authorized GGBHTD to use bridge tolls to develop transit service in the U.S. Highway 101 Golden Gate Corridor as a means of managing traffic congestion and avoiding costly highway expansion. In August 1970, GGBHTD inaugurated ferry service between Sausalito and the San Francisco Ferry Building. In December 1970, GGBHTD initiated a shuttle bus service to Sausalito Ferry using five (5) leased Greyhound coaches and 4 drivers on 4 bus routes. In September 1971, GGBHTD received 20 of 132 newly purchased buses and hired 30 experienced Greyhound drivers. Local Marin County bus service was initiated in December 1971. In January 1972, GGBHTD established GGT transbay commute service with 152 buses (20 leased) and facilities in Novato and Santa Rosa, and a temporary facility in San Rafael. Since inception of bus and ferry transit service using “surplus” Golden Gate Bridge toll revenues, GGBHTD has marked the following key events:

- 1974, opened bus administration and central maintenance facility in San Rafael.
- 1976, initiation of ferry service between Larkspur in central Marin and San Francisco.
- 1981, Larkspur Ferry service scaled back to “austere” level in response to increasing fuel costs associated with gas-turbine engines.
- 1982, Ferry ridership increased twelve-fold when severe storms closed approaches to the Golden Gate Bridge, severing the direct link between San Francisco and the North Bay. Additional vessels were chartered to carry the increased load.
- 1985, Larkspur Ferries converted to efficient diesel engines and service expanded.
- 1987, transbay commute bus service reduced significantly in response to declining ridership as San Francisco jobs relocate to the suburbs.
- 1989, Ferry ridership jumped dramatically when the Bay Bridge was closed for a month following the Loma Prieta earthquake.
- 1990, initiation of intercounty “commute” service from Sonoma County to Marin County employment centers.
- 1992, opening of the C. Paul Bettini Transit Center in San Rafael, Golden Gate Transit’s (GGT) busiest transit station and transfer point.
- 1993, GGT, acting on behalf of MTC, began operation of regional bus service between Marin and Contra Costa counties via the Richmond-San Rafael Bridge.
- 1993, initiation of Americans with Disabilities Act (ADA) intercounty complementary paratransit service through an agreement with Marin County and its paratransit contractor.
- 1998, introduction of *M.V. Del Norte*, a high-speed catamaran ferry, on the Larkspur-San

Francisco service, reducing trip time by a third. A second high-speed ferry, *M.V. Mendocino*, was put into service in 2001.

- 2000, introduction of a special ferry service to all San Francisco Giants home games and special events at the new Pac Bell (now SBC) Park.
- 2002, high-speed catamaran *M.V. Mendocino* goes into long-term dry-docking for warranty repair work; out of service for 12 months.
- 2003, two significant reductions in bus service – the first in March followed by a much more extensive restructuring in November – in response to fiscal emergency.

## **CURRENT STATUS**

GGBHTD is currently in its third year of deficit operations, which is placing a heavy burden on its reserves. This operating deficit came about primarily due to external events. After a long period of growth, the economy fell into recession and the nation suffered a security threat, which drove up costs and fueled declines in transbay transit passengers and Bridge traffic. GGBHTD is able to operate in a deficit because of reserves built up when revenues exceeded operating expenses. These reserves, however, are projected to be depleted in FY 2005. To reverse the present situation requires that the operating budget be balanced.

In 2002 the Board approved the staff-developed *Strategic Plan for Achieving Long-term Financial Stability* which committed GGBHTD to reduce annual expenditures by \$25 million in light of a \$202 million budget shortfall projected over the next five years. Golden Gate Bridge tolls were increased from \$3 to \$5 in September 2002 and staff developed a proposal to reduce transit service expenses and increase fare revenues. The first phase of the plan, implemented in March 2003, was a modest (5%) reduction in transit service with the elimination of the following bus routes:

- Ferry feeder Routes 3 (Sausalito); 13, 15, 29, 31, 41 (Larkspur); 67 and 69 (San Francisco).
- Basic Routes 30 (San Rafael – San Francisco) and 90 (Sonoma Valley – San Francisco).
- Commute Routes 71 (Santa Rosa – San Rafael) and 78 (Sebastopol – San Francisco).
- Recreational (weekend only) Routes 65 (Inverness) and 63 (Stinson Beach – winter service).

GGBHTD staff continued the process and developed a second and more extensive phase of transit service reductions. This second phase redesigned transit service to decrease operating expenses by approximately \$20 million over the next year. Since the primary source of transit operating subsidy is Golden Gate Bridge toll revenues, GGBHTD placed its highest priority on retaining transit services that reduce traffic congestion on the Bridge. It follows that a lower priority is on off-peak transbay transit services and inter-county services that improve mobility along the Golden Gate corridor between Marin and Sonoma counties. Local transit services within Marin County and regional services across the Richmond Bridge do not receive Golden Gate Bridge toll support, are subsidized by others, and, therefore, were not subject to this service reduction phase.

Recognizing that intercounty bus routes are closely coordinated with Marin County local bus routes, GGBHTD and county staff and consultants worked collaboratively to seek additional cost efficiencies by exploring new approaches to local and regional service integration. GGBHTD

non-commute transbay bus routes carry nearly three (3) million local Marin riders each year – twice the number carried on local bus routes. Three scenarios for restructured service were developed for presentation to the public. Each was estimated to reduce service by nearly 175,000 hours or by 25% to 33% of total service and thus reduce operating expenses by the target \$20 million annually. Public outreach and review included a series of public workshops, trip planning sessions, and an extensive Title VI analysis.

In July 2003, the Board approved a plan for bus service reductions and restructuring. The plan was developed in collaboration with Marin County Transit District (MCTD) and reflected input received at five public workshops. These service reductions, described later in this chapter, were implemented in November 2003.

Through these and other cost reduction and revenue generation actions implemented in 2002 and 2003, the projected five-year shortfall has been reduced to \$131 million.

**Exhibit 1-1.**

**Map of Golden Gate Bridge, Highway and Transportation District**

