

# SHORT-RANGE TRANSIT PLAN

FISCAL YEARS 2022/23 - 2027/28

FINAL REPORT, DECEMBER 2022



GOLDEN GATE BRIDGE,  
HIGHWAY &  
TRANSPORTATION  
DISTRICT



# **Short-Range Transit Plan**

## **Fiscal Years 2022/23 – 2027/28**

Final Report  
Adopted December 16, 2022, by the  
Golden Gate Bridge, Highway and Transportation District Board of Directors  
Denis J. Mulligan, General Manager

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## List of Abbreviations and Acronyms

ACA	Advisory Committee on Accessibility
AC Transit	Alameda-Contra Costa Transit District
ADA	Americans with Disabilities Act
ARP	American Rescue Plan
BART	Bay Area Rapid Transit
BATA	Bay Area Toll Authority
BPAC	Bus Passengers Advisory Committee
COA	Comprehensive Operational Analysis
COVID-19	Coronavirus Disease 2019
CPUC	California Public Utilities Commission
DMV	Department of Motor Vehicles
FPAC	Ferry Passengers Advisory Committee
FTA	Federal Transit Administration
FY	Fiscal Year
GGB	Golden Gate Bridge
GGBHTD	Golden Gate Bridge, Highway and Transportation District
GGF	Golden Gate Ferry
GGT	Golden Gate Transit
HOV	High-Occupancy Vehicle
MCTD	Marin County Transit District
MTC	Metropolitan Transportation Commission
Muni	San Francisco Municipal Railway
NTD	National Transit Database
PBAC	Pedestrian and Bicycle Advisory Committee
RM2	Regional Measure 2
RTC	Regional Transit Connection
SamTrans	San Mateo County Transit District
SMART	Sonoma-Marín Area Rail Transit
SolTrans	Solano County Transit
SRTC	San Rafael Transit Center
SRTP	Short-Range Transit Plan
TSP	Transit Sustainability Project
WestCAT	Western Contra Costa Transit Authority



## 1. Transit System Overview

### 1.1. History

The Golden Gate Bridge and Highway District was formed under the authority of the Golden Gate Bridge and Highway District Act of 1923. It was incorporated as a Special District of the State of California as the entity established to design, construct, finance, and operate the Golden Gate Bridge (GGB) in 1928. Construction of the GGB began in 1933, and it opened in 1937.

In 1969, the California State Legislature passed Assembly Bill 584 authorizing the Golden Gate Bridge and Highway District to develop a transportation facility plan for implementing a mass transit program in the U.S. Highway 101 Golden Gate Corridor. The multi-modal mass transit plan was meant to manage traffic congestion across the GGB, which had reached capacity, and avoid the need for costly highway expansion. The Golden Gate Bridge and Highway District was renamed the Golden Gate Bridge, Highway and Transportation District (GGBHTD) at this time to reflect its new commitment to providing public transportation.

The GGBHTD began operating ferry service between Sausalito and San Francisco in 1970. During this period, regional bus service in the Golden Gate Corridor was provided by Greyhound Lines as a supplement to its intercity bus service. However, the regional routes connecting Marin and Sonoma Counties to San Francisco were unprofitable, and Greyhound submitted a petition to the California Public Utilities Commission (CPUC) to abandon the routes.

In 1971, the California State Legislature passed Assembly Bill 919 requiring the GGBHTD to develop a long-range mass transit program. Following 21 public hearings, a multi-modal system of buses and ferries emerged as the best means to effectively serve communities and reduce congestion. Shortly thereafter, the Sausalito ferry was supplemented by connecting shuttle service using buses leased from Greyhound. The GGBHTD then procured vehicles and hired drivers, contracted with Marin County Transit District (MCTD) to provide local bus service within Marin County starting in 1971, and began operating regional bus service in 1972.

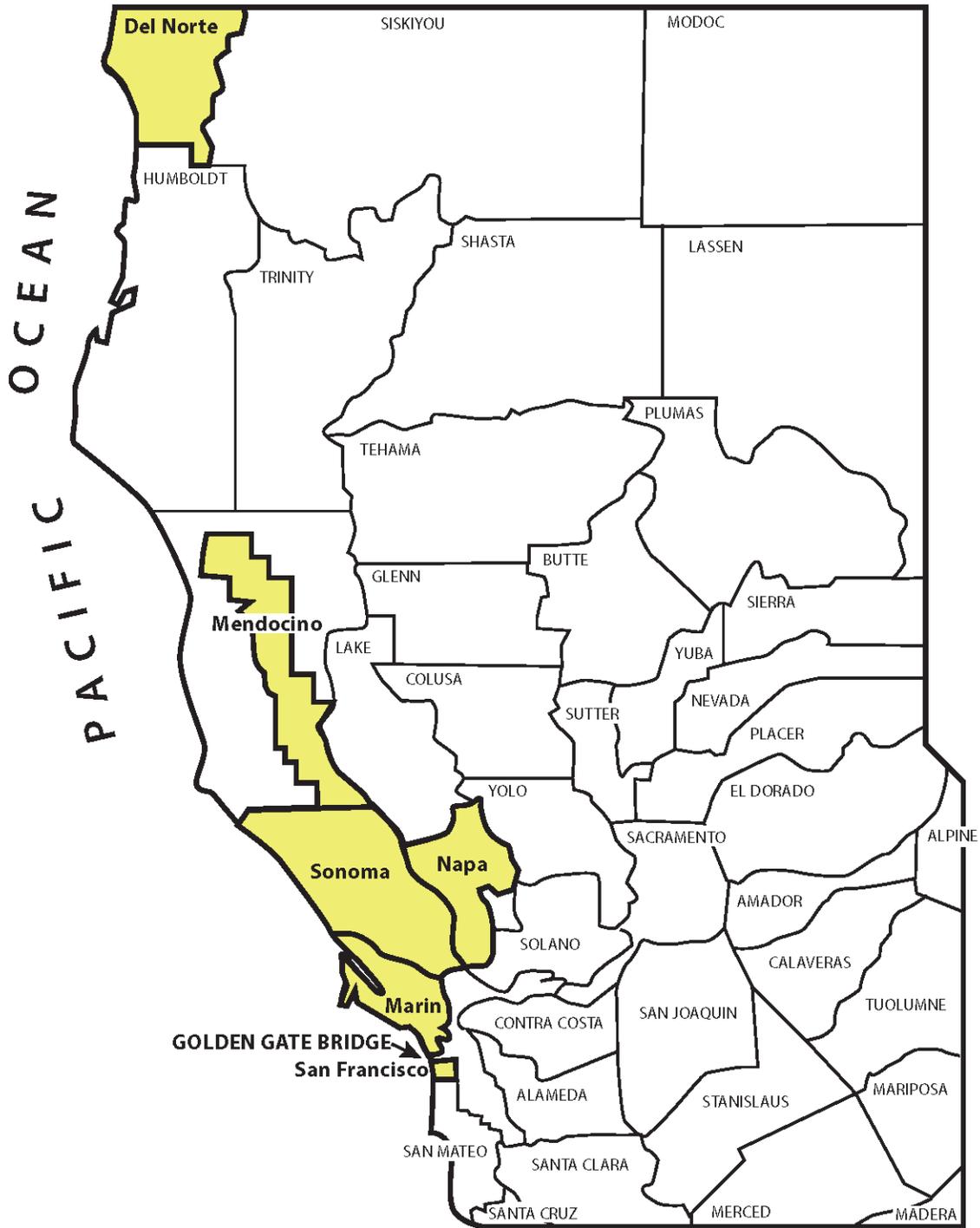
Ferry service expanded to Larkspur in 1976. In 1993, bus service was extended across the Richmond-San Rafael Bridge to provide a direct public transit connection between Marin County and the East Bay. Blue & Gold Fleet petitioned the CPUC to abandon its Tiburon and Angel Island ferry routes, and as a result, the GGBHTD expanded ferry service to Tiburon in two parts in 2017 and 2022 and to Angel Island in 2021.

Public transit service currently provided by the GGBHTD includes eight bus routes, six ferry routes, and paratransit service. The GGBHTD also operates six local bus routes under contract with MCTD (now known as Marin Transit) and two express bus routes under contract with Bay Area Rapid Transit (BART).

### 1.2. Governance and Organizational Structure

The GGBHTD is a Special District of the State of California encompassing the City and County of San Francisco; the entirety of Marin, Sonoma, and Del Norte Counties; most of Napa County; and portions of Mendocino County. The GGBHTD boundaries, which have remained unchanged since incorporation in 1928, are depicted on Figure 1.1.

Figure 1.1: District Boundaries



### **1.2.1. Board of Directors**

Policy making lies with an appointed 19-member Board of Directors, which is structured as follows:

Nine directors from the **City and County of San Francisco**. One director is appointed by the mayor, four directors are elected members of the Board of Supervisors, and four directors are non-elected members of the public appointed by the Board of Supervisors. Current members include:

- Michael Theriault (President)
- Elbert (Bert) Hill (Second Vice President)
- Annemarie Conroy
- Dick Grosboll
- Sabrina Hernández
- Catherine Stefani
- Three vacancies

Four directors from **Marin County**. Two directors are elected members of the Board of Supervisors, one director is an elected member of the Council of Mayors and Councilmembers and is appointed by the Board of Supervisors, and one director is a non-elected member of the public appointed by the Board of Supervisors. Current members include:

- Judy Arnold
- Patricia (Patty) Garbarino
- Dennis Rodoni
- Holli Thier

Three directors from **Sonoma County**. One director is an elected member of the Board of Supervisors, one director is an elected member of the Council of Mayors and Councilmembers and is appointed by the Board of Supervisors, and one director is a non-elected member of the public appointed by the Board of Supervisors. Current members include:

- Gerard Giudice
- David A. Rabbitt
- Chris Snyder

One director from **Napa County**, who is a non-elected member of the public appointed by the Board of Supervisors. Current member:

- Barbara L. Pahre

One director from **Mendocino County**, who is a non-elected member of the public appointed by the Board of Supervisors. Current member:

- James Mastin

One director from **Del Norte County**, who is a non-elected member of the public appointed by the Board of Supervisors. Current member:

- Gerald D. Cochran (First Vice President)

Directors serve two-year terms. Regular meetings are held monthly, with additional meetings convened on an as-needed basis. All meetings are open to the public. The Board of Directors currently has five standing committees:

- Building and Operating Committee (nine directors)
- Finance and Auditing Committee (nine directors)
- Governmental Affairs and Public Information Committee (nine directors)
- Rules, Policy and Industrial Relations Committee (six directors)
- Transportation Committee (nine directors)

### ***1.2.2. Public Advisory Committees***

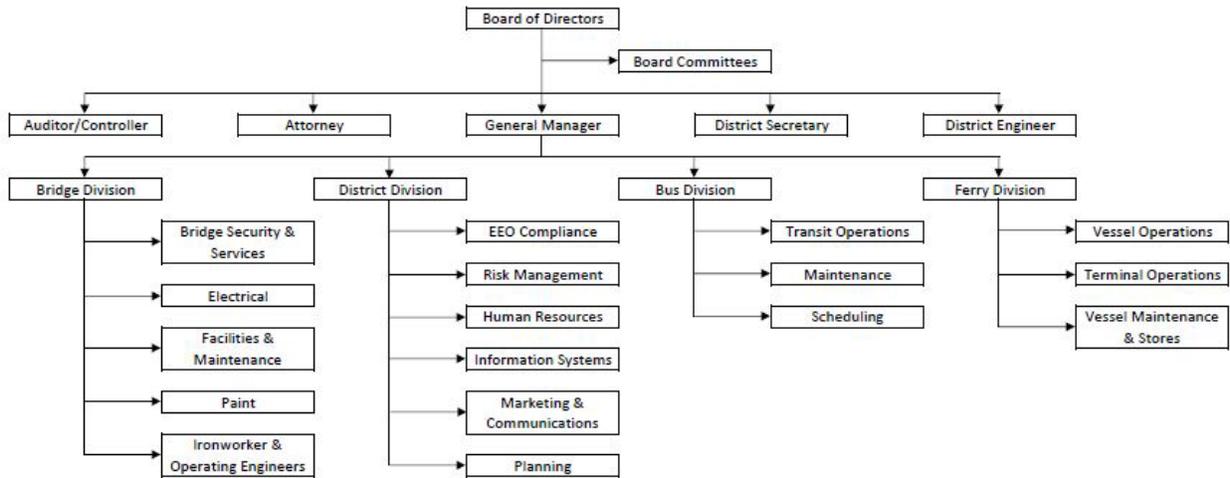
The GGBHTD sponsors four advisory committees to encourage public inclusiveness on day-to-day operations and the planning process:

- The Bus Passengers Advisory Committee (BPAC) and Ferry Passengers Advisory Committee (FPAC) provide the public with the opportunity to give feedback on Golden Gate Transit (GGT) bus service and Golden Gate Ferry (GGF) service, respectively, and are intended to ensure that riders and GGBHTD staff can work together to maintain effective transit services.
- The Advisory Committee on Accessibility (ACA) is tasked with ensuring the needs of seniors and individuals with disabilities are adequately addressed on all GGBHTD transit services.
- The Pedestrian and Bicycle Advisory Committee (PBAC) advises the GGBHTD on bicycle and pedestrian issues for the GGB and its approaches, as well as within its transit facilities and on board buses and ferries. PBAC is new for 2022.

### ***1.2.3. Management and Staff***

The GGBHTD's organizational structure is represented in Figure 1.2. There are five officers: Auditor-Controller, Attorney, General Manager, District Secretary, and District Engineer. Deputy General Managers for each of the three operating divisions (Bridge, Bus, and Ferry) and a Deputy General Manager for Administration and Development report to the General Manager.

**Figure 1.2: District Organizational Structure**



Employees are organized by department, and the reporting protocol for positions under three of the four Deputy General Managers is shown in Figures 1.3 through 1.5. The Bridge Division is not shown because it does not provide transit service.

**Figure 1.3: Administration and Development Organizational Structure**

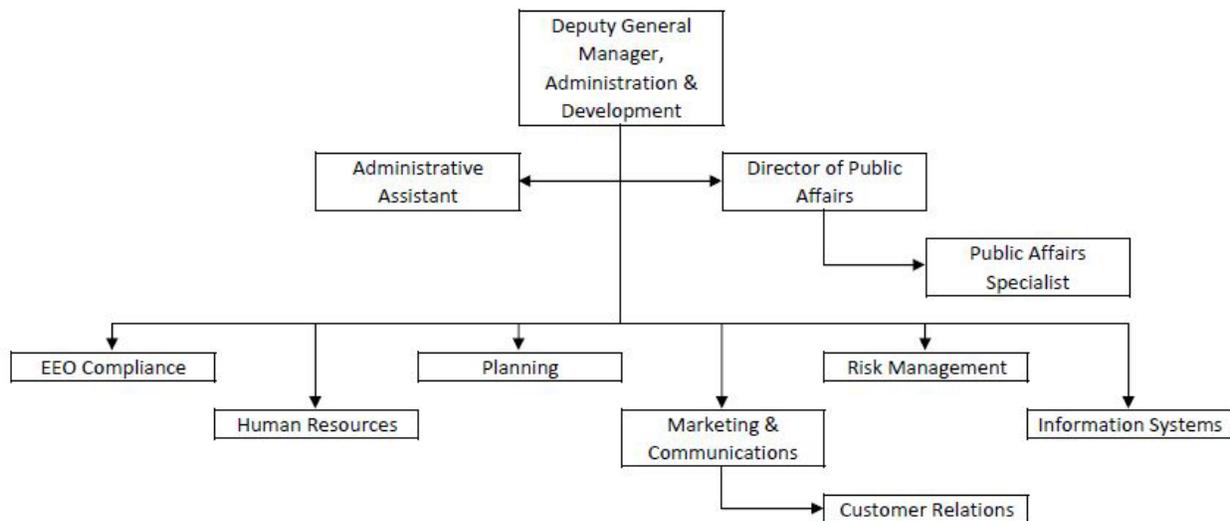


Figure 1.4: Bus Organizational Structure

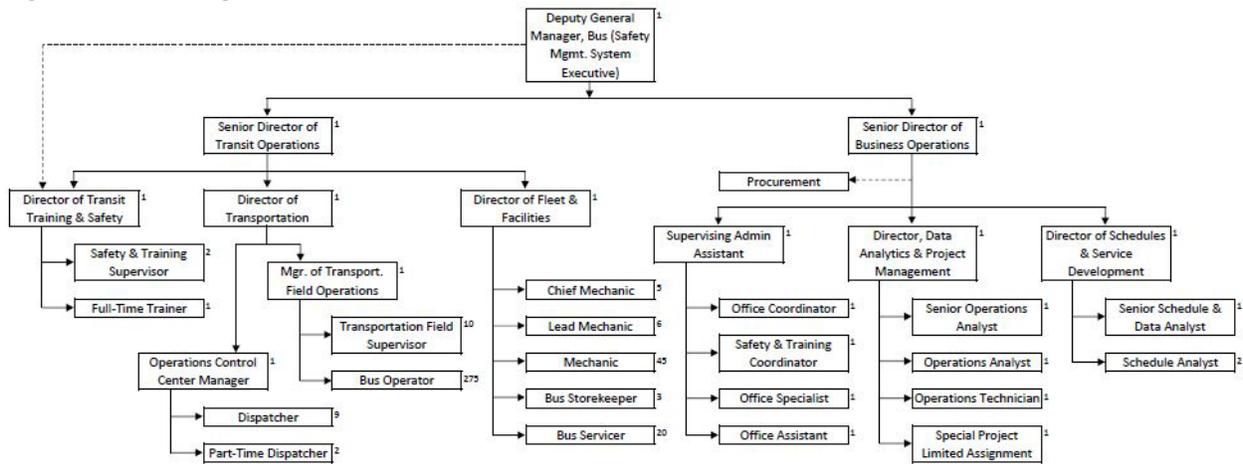
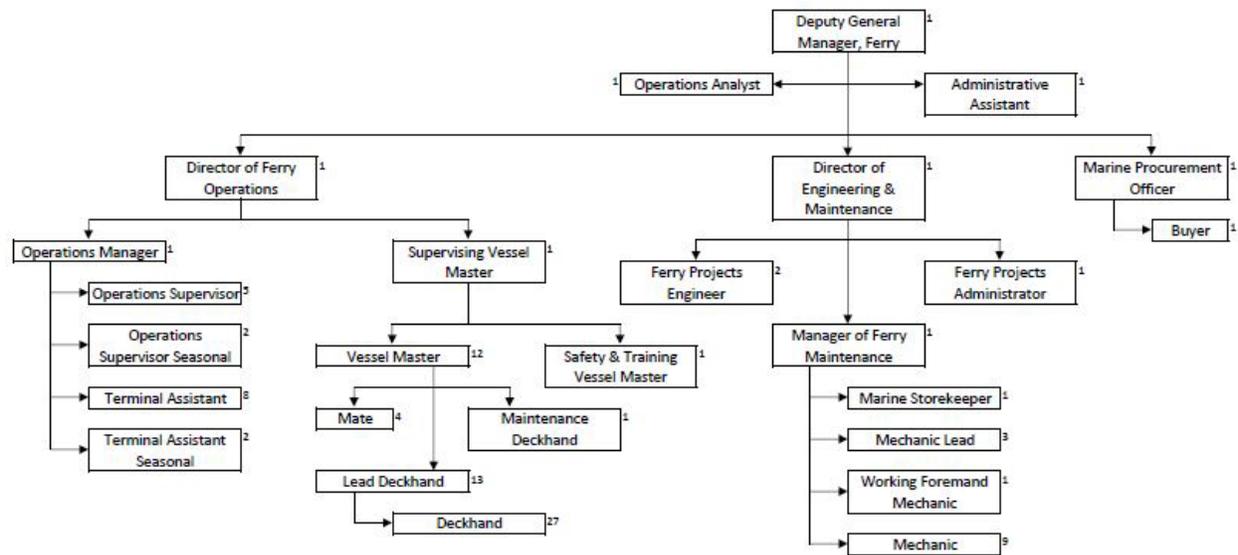


Figure 1.5: Ferry Organizational Structure



1.2.4. Labor Agreements

Labor unions representing employees of the Administration and Development Division include:

- Customer Service Representatives: International Brotherhood of Teamsters, Local 856
- Engineers, Technicians, Administrative Personnel: International Federation of Professional and Technical Engineers, Local 21

Labor unions representing employees of the Bus Division include:

- Bus Operators: Amalgamated Transit Union, Local 1575
- Mechanics: International Association of Machinists, Local 1414
- Servicers: International Brotherhood of Teamsters, Local 665
- Transportation Field Supervisors, Dispatchers: International Brotherhood of Teamsters, Local 856

Labor unions representing employees of the Ferry Division include:

- Deckhands, Terminal Assistants: Inlandboatmen’s Union of the Pacific
- Ferry Operations Supervisors: International Brotherhood of Teamsters, Local 856
- Mechanics: International Association of Machinists, Local 1414
- Vessel Masters: District No. 1-PCD, Marine Engineers’ Beneficial Association

Labor unions representing Bridge Division employees are not listed above because the division does not provide transit service covered by the SRTP.

The Amalgamated Transit Union contract expired August 31, 2022. All other contracts are negotiated as part of the Union Coalition and are currently effective through June 30, 2024.

### **1.2.5. Contracted Services**

The GGBHTD contracts with Marin Transit for paratransit service, which is provided by a third-party contractor. The current contract with the third-party contractor, Transdev, took effect February 1, 2022.

## **1.3. Transit Services Provided**

The GGBHTD directly operates two fixed-route transit services: GGT bus service and GGF. It is also responsible for Americans with Disabilities Act (ADA) complementary paratransit service, which is operated by a private contractor. All fare and service policies are established by the GGBHTD.

### **1.3.1. Golden Gate Transit Bus Service**

Bus service is provided on eight fixed routes. These routes fall into two categories, as shown below and on Figure 1.6. A map of transit services is included on Figure 1.8.

- **Regional** routes provide daily service between San Francisco, Marin, Sonoma, and Contra Costa Counties. Routes 101, 130, and 150 operate along the U.S. Highway 101 Golden Gate Corridor. Route 580, which operates along the Richmond-San Rafael Bridge Corridor, is funded by MTC using Regional Measure 2 (RM2) funds generated through regional bridge tolls administered by the Bay Area Toll Authority (BATA).
- **Commuter** routes provide weekday service between San Francisco, Marin, and Sonoma Counties along the U.S. Highway 101 Golden Gate Corridor. Routes 114, 132, and 154 connect Marin County with San Francisco, and Route 172 connects Sonoma County with San Francisco.

A third route category exists but is not currently in use:

- **Commuter Shuttle** routes provide weekday service and supplement other GGBHTD services, typically by providing first- and last-mile connections to other GGT routes and GGF.

The GGBHTD occasionally operates **Ferry Substitute** bus service to replace or supplement ferry service. Routes 196, 197, and 198 are the bus route designations used for the Sausalito, Larkspur, and Tiburon Ferry routes, respectively, and are treated as Commuter routes for reporting purposes. These routes do not count towards the eight fixed routes identified above and on Figure 1.6.

The GGBHTD operates additional fixed-route bus service under contract with Marin Transit and BART. Service is provided for Marin Transit on six **Local** routes using Marin Transit buses, and for BART on two **Early Bird Express** routes using GGT buses. These services are excluded from this SRTP because Marin Transit and BART prepare their own SRTPs.

**Figure 1.6: Golden Gate Transit Bus Routes**

Route	Category	Description	Service Hours	
			Weekday	Weekend
101	Regional	Santa Rosa – San Francisco	3:50a – 1:30a	3:45a – 1:30a
114	Commute	Mill Valley – San Francisco	6:15a – 8:55a, 3:00p – 7:50p	N/A
130	Regional	San Rafael – San Francisco	5:10a – 12:25a	6:00a – 12:25a
132	Commute	San Anselmo – San Francisco	4:45a – 9:30a, 3:10p – 7:05p	N/A
150	Regional	San Rafael – San Francisco	4:50a – 9:55p	7:30a – 7:55p
154	Commute	Novato – San Francisco	5:40a – 9:00a, 3:30p – 7:05p	N/A
172	Commute	Santa Rosa – San Francisco	4:10a – 9:30a, 2:05p – 7:45p	N/A
580	Regional	El Cerrito – San Rafael	5:45a – 10:05p	6:20a – 10:05p

### 1.3.2. Golden Gate Ferry

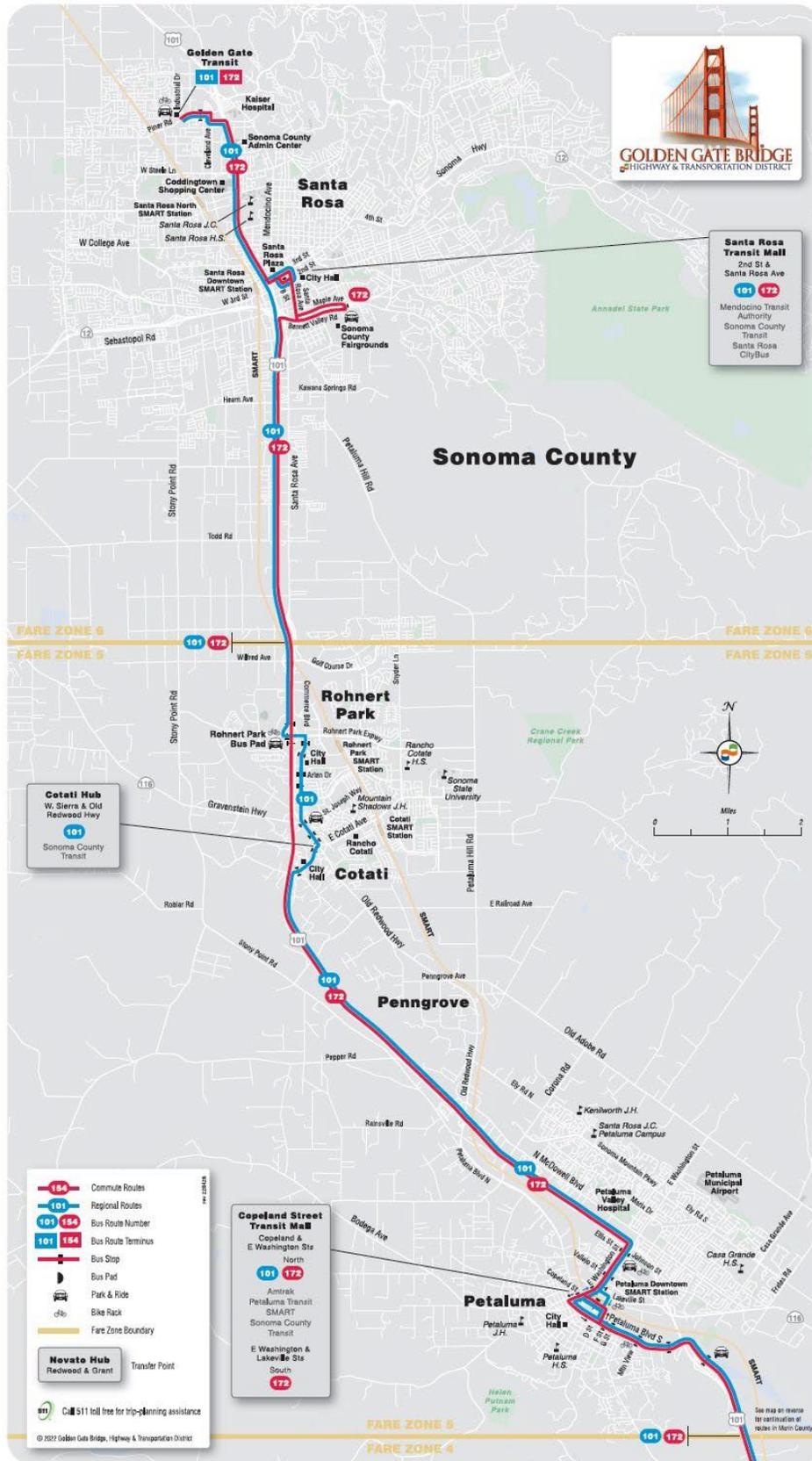
Ferry service is provided on six fixed routes. These routes fall into two categories, as shown below and on Figure 1.7. A map of transit services is included on Figure 1.8.

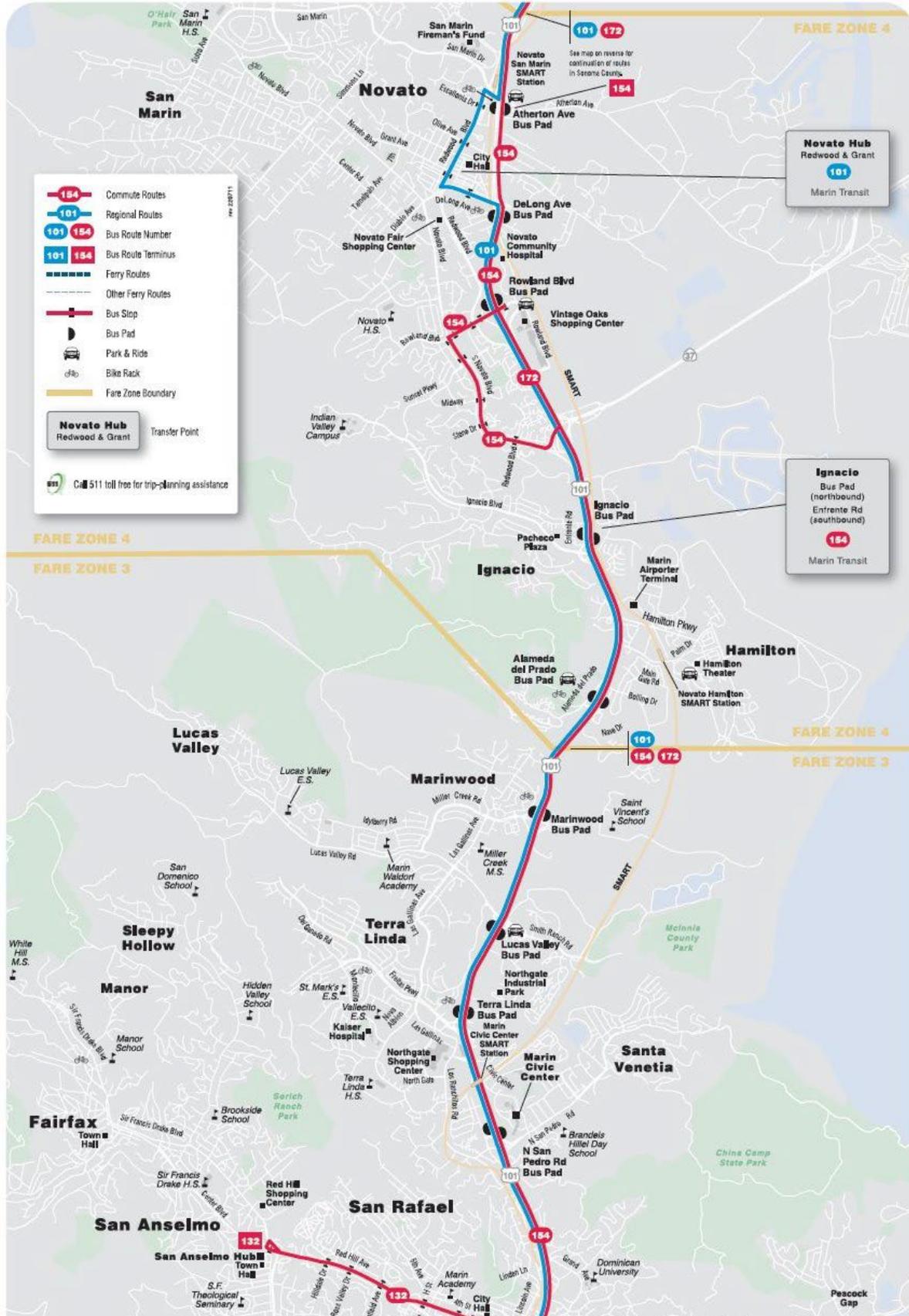
- **Regular** routes provide daily service between Marin County and San Francisco. All regular fares and fare discounts apply.
- **Special Event** routes provide service between Marin County and San Francisco for special events at Chase Center and Oracle Park. Special event fares apply, and no fare discounts are available.

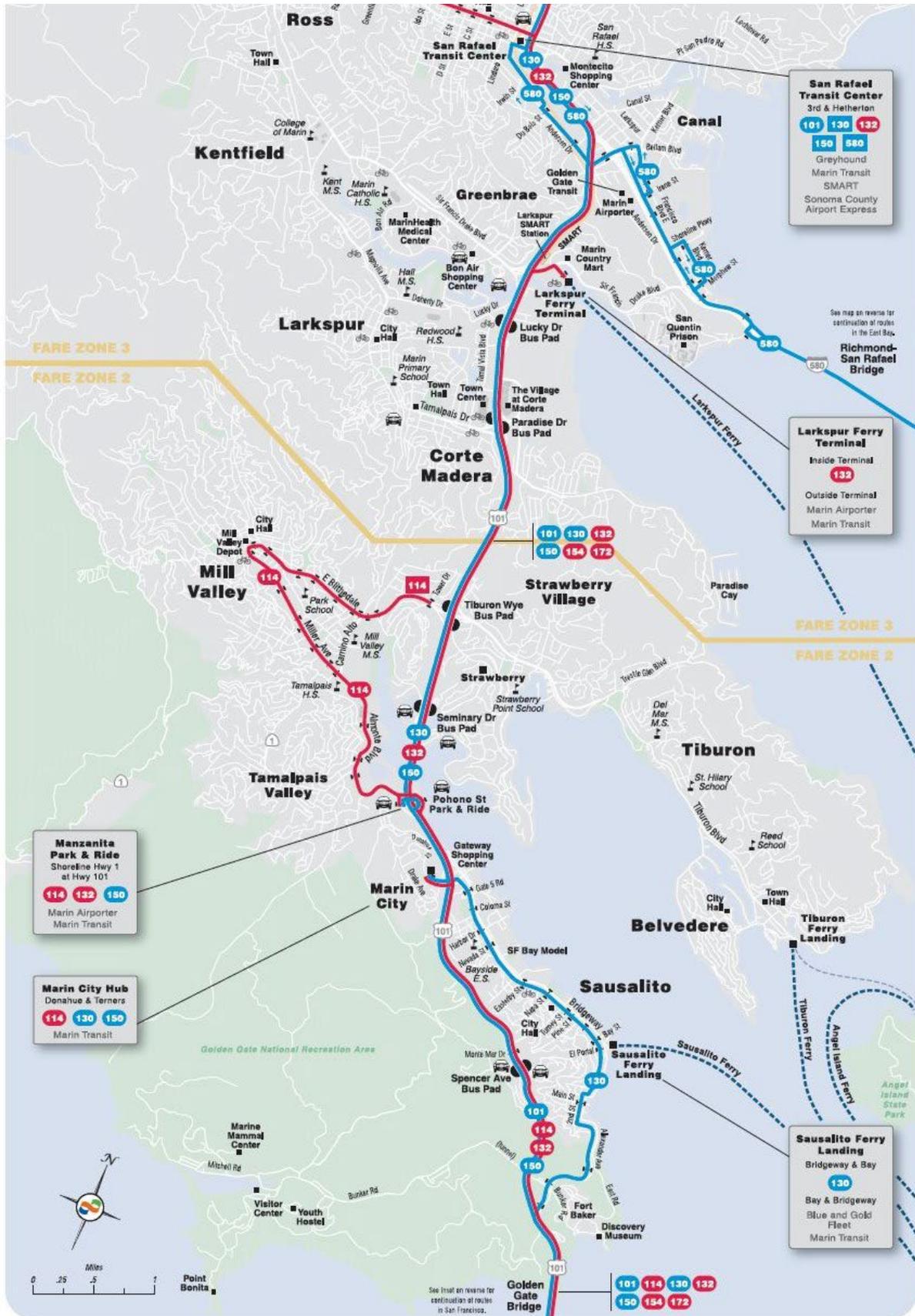
**Figure 1.7: Golden Gate Ferry Routes**

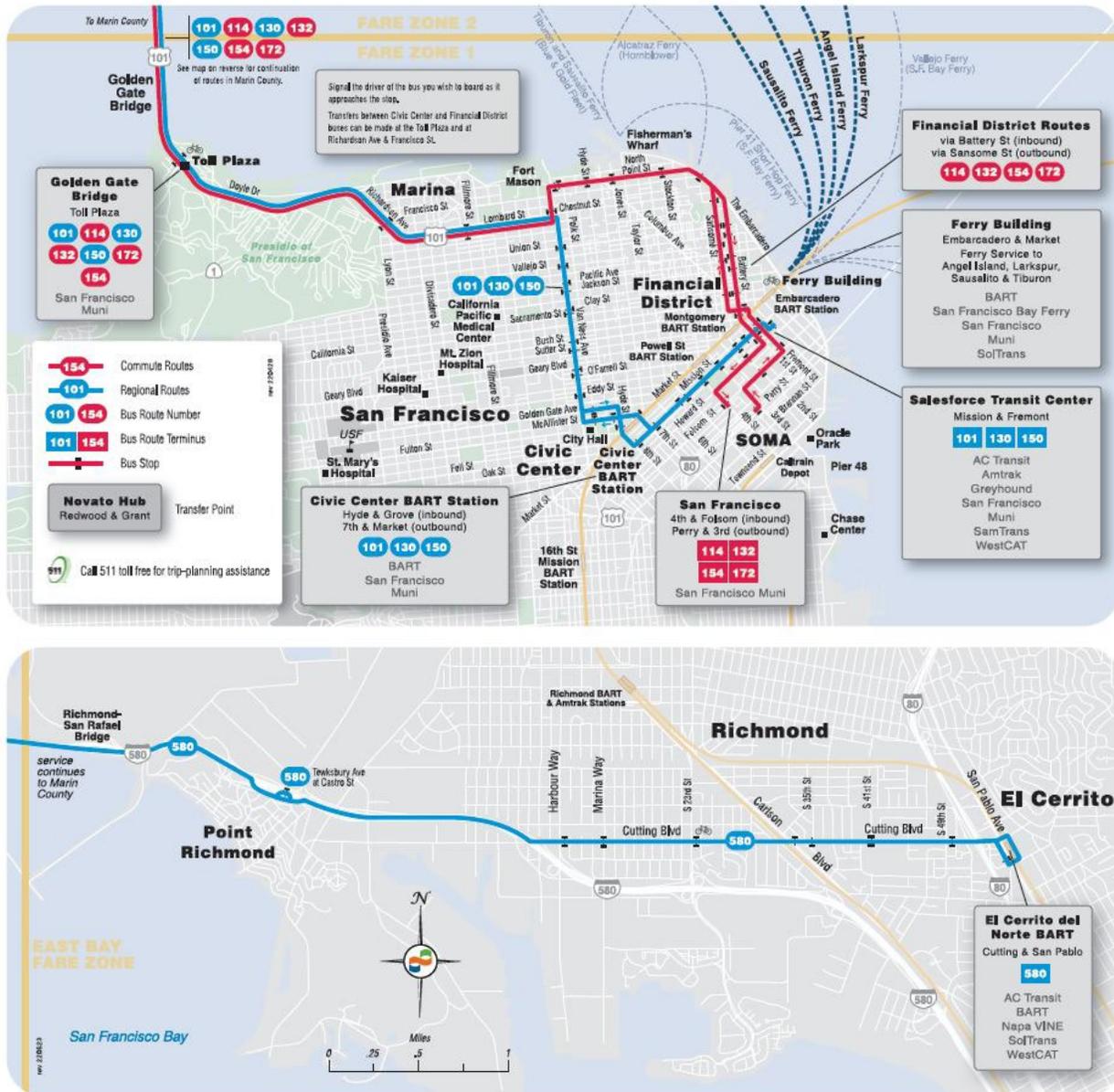
Route	Category	Route Length		Crossings Per Day	
		Statute Miles	Nautical Miles	Weekday	Weekend
Angel Island – San Francisco	Regular	7.75	6.73	8	8
Larkspur – San Francisco	Regular	12.95	11.25	25	10
Sausalito – San Francisco	Regular	6.33	5.5	14	10
Tiburon – San Francisco	Regular	6.84	5.94	14	7
Larkspur – Chase Center	Special Event	15.42	13.4	2 (Event Days Only)	
Larkspur – Oracle Park	Special Event	15.08	13.1	2 (Event Days Only)	

Figure 1.8: Golden Gate Transit and Golden Gate Ferry System Map









**1.3.3. ADA Complementary Paratransit**

The GGBHTD has provided ADA complementary paratransit since 1994. Service is contracted with Marin Transit, and Transdev operates combined paratransit service for both agencies as **Marin Access**.

Service is available for inter-county (i.e., regional) travel within ¾-mile of all GGT Regional routes during the same service hours. As allowed by law, service does not complement Commute routes.

Intra-county (i.e., local) travel is available in Sonoma County during the limited hours that local transit service is not available. Intra-county travel within San Francisco and Contra Costa County is not provided because the local transit operators have longer operating hours than GGT. The GGBHTD currently assumes responsibility for approximately 20% of the demand for mandated local paratransit trips within Marin County.

The GGBHTD-controlled portion of Marin Access has an active revenue vehicle fleet of 17 cutaway buses.

## 1.4. Fare Structure

The GGBHTD sets fares in fare programs adopted by the Board of Directors. The fare programs typically run for several years and call for annual increases in bus, ferry, and paratransit fares. The most recent fare program took effect July 1, 2017, and established various fare changes through March 27, 2022. No subsequent fare changes have been approved.

### 1.4.1. Bus Fares

Golden Gate Transit fares are determined by the number of zones traveled. There are seven zones, as shown on Figure 1.9. Adult cash fares are shown on Figure 1.10. A 20% discount is offered to Clipper customers for most trip types, as shown on Figure 1.11; Clipper fares within Marin County are discounted 10% to match the Marin Transit discount, and select Clipper fares are set in consultation with BART.

Discounted fares are available at 50% off the cost of adult cash fares, rounded down to the nearest 25¢ as shown on Figure 1.12, for the following passengers:

- Seniors ages 65 and over – with a senior Clipper card, Regional Transit Connection (RTC) discount card, Medicare card, Department of Motor Vehicles (DMV) identification card, or senior identification card from another transit operator.
- Persons with disabilities – with an RTC Clipper card or discount card, DMV disabled placard identification card, Medicare card, or disabled identification card from another transit operator.
- Medicare cardholders.
- Youths ages five through 18 – with a youth Clipper card or when paying cash.
- Adults participating in the means-based Clipper START program.

Up to two children ages four and under can ride free when accompanied by a fare-paying adult. Additional children pay the youth fare.

Free transfers between GGT routes are available to complete one-way journeys across county lines. Round-trips are allowed within each county. Transfers are valid for two hours for intra-county trips and three hours for inter-county trips.

Figure 1.9: Golden Gate Transit Fare Zones



Figure 1.10: Golden Gate Transit Adult Cash Fares

Zone	SF	Marin County		Sonoma County	East Bay
	1	2 & 3	4	5 & 6	7
1	\$5.00	\$8.00	\$9.25	\$14.00	\$12.75
2 & 3	\$8.00	\$2.00		\$9.25	\$6.75
4	\$9.25			\$7.50	
5 & 6	\$14.00	\$9.25	\$7.50	\$5.00	\$12.75
7	\$12.75	\$6.75		\$12.75	\$5.00

**Figure 1.11: Golden Gate Transit Adult Clipper Fares**

Zone	SF	Marin County		Sonoma County	East Bay
	1	2 & 3	4	5 & 6	7
1	\$4.00	\$6.40	\$7.40	\$11.20	\$3.50
2 & 3	\$6.40	\$1.80		\$7.40	\$5.40
4	\$7.40			\$6.00	
5 & 6	\$11.20	\$7.40	\$6.00	\$4.00	\$10.20
7	\$3.50	\$5.40		\$10.20	\$2.00

**Figure 1.12: Golden Gate Transit Discount Fares**

Zone	SF	Marin County		Sonoma County	East Bay
	1	2 & 3	4	5 & 6	7
1	\$2.50	\$4.00	\$4.50	\$7.00	\$6.25*
2 & 3	\$4.00	\$1.00		\$4.50	\$3.25
4	\$4.50			\$3.75	
5 & 6	\$7.00	\$4.50	\$3.75	\$2.50	\$6.25
7	\$6.25*	\$3.25		\$6.25	\$2.50*

\*Note: Lower fares are available on Clipper (\$1.00-\$1.75) and Clipper START (\$2.00-\$3.50).

### 1.4.2. Ferry Fares

Golden Gate Ferry fares differ by route, as show on Figure 1.13.

Discount fares are provided to seniors, persons with disabilities, Medicare cardholders, youths, and Clipper START program participants at 50% off adult single-ride fares, rounded down to the nearest 25¢, except for special event services where discounts are not available. Adults who use Clipper cards are entitled to specific Clipper fares. Group tickets are also available.

Up to two children ages four and under are permitted to ride free when accompanied by a fare-paying adult. Additional children pay the youth fare.

Free transfers are available to Clipper card users to complete one-way journeys. Transfers are valid for three hours.

**Figure 1.13: Golden Gate Ferry Fares**

Fare Category	Angel Island	Larkspur	Sausalito, Tiburon	Chase Center	Oracle Park
Adult Single Ride	\$14.00	\$13.50	\$14.00	\$15.00	\$15.50
Adult Clipper	\$9.00	\$8.50	\$7.50	\$15.00	\$15.50
Discount	\$7.00	\$6.75	\$7.00	\$15.00	\$15.50
Child	Free	Free	Free	Free	Free

### 1.4.3. Paratransit Fares

Paratransit fares are set at double the adult cash fares for GGT buses, as allowed by law. The same zone structure as GGT is used, as shown on Figure 1.9, but fares are charged at the rates shown on Figure 1.14.

**Figure 1.14: Paratransit Fares**

Zone	SF	Marin County		Sonoma County	East Bay
	1	2 & 3	4	5 & 6	7
1	N/A	\$16.00	\$18.50	\$28.00	\$25.50
2 & 3	\$16.00	\$3.00		\$18.50	\$13.50
4	\$18.50			\$15.00	
5 & 6	\$28.00	\$18.50	\$15.00	\$10.00	\$25.50
7	\$25.50	\$13.50		\$25.50	\$10.00

#### 1.4.4. Inter-Agency Transfer Arrangements

The GGBHTD has transfer agreements that provide fare credits when transferring between GGT or GGF and these public transit systems:

- Alameda-Contra Costa Transit District (AC Transit)
- Marin Transit
- Petaluma Transit
- San Francisco Municipal Railway (Muni)
- Santa Rosa CityBus
- Sonoma-Marín Area Rail Transit (SMART)
- Solano County Transit (SolTrans)
- Sonoma County Transit
- Western Contra Costa Transit Authority (WestCAT)

Fare credits are available for cash and Clipper card users for most systems; Muni and SMART fare credits are available only to Clipper card users.

#### 1.4.5. Pass Products

The GGBHTD does not offer pass products for use on GGT and GGF. However, GGT accepts Marin Transit one-day and 31-day passes for unlimited rides entirely within Marin County. In addition, the Clipper BayPass is accepted on GGT and GGF's regular service for unlimited rides. The BayPass is a pilot program administered by MTC and made available to a limited number of users.

### 1.5. Revenue Fleet

Golden Gate Transit has an active revenue vehicle fleet of 147 buses, including 80 over-the-road coaches and 67 transit buses, as shown on Figure 1.15. All transit buses have a suburban seating configuration and are equipped with wheelchair ramps and front-mounted bicycle racks, and all over-the-road coaches are equipped with wheelchair lifts and luggage bay bicycle racks.

**Figure 1.15: GGT Revenue Vehicle Fleet**

Fleet Numbers	Quantity	Year	Manufacturer	Length (feet)	Propulsion	Bus Type
901-923	23	2010	MCI	45	Diesel	Over-the-road coach
924-955	32	2011				
956-980	25	2015				
1901-1967	67	2019	Gillig	40	Diesel-electric hybrid	Suburban transit

Golden Gate Ferry has an active revenue fleet of seven vessels, including three Spaulding Class vessels and four catamarans, as shown on Figure 1.16. All vessels are wheelchair accessible and equipped with bicycle racks.

**Figure 1.16: GGF Revenue Vessel Fleet**

Vessel	Year	Ferry Type	Propulsion	Service Speed (knots)	Decks	Passenger Capacity
M.S. Marin	1975	Spaulding Class (Monohull)	Fixed pitch propellers	20.5	3	750
M.S. Sonoma	1976					752
M.S. San Francisco	1977					750
M.V. Del Norte	1998	Catamaran	4 waterjets	36	2	400
M.V. Mendocino	2001				3	450
M.V. Napa	1999				2	450
M.V. Golden Gate	1998				2	450

The GGBHTD-controlled portion of Marin Access has an active revenue vehicle fleet of 17 cutaway buses, as shown on Figure 1.17. All buses are equipped with wheelchair lifts.

**Figure 1.17: Marin Access Revenue Vehicle Fleet**

Fleet Numbers	Quantity	Year	Manufacturer	Length (feet)	Propulsion	Bus Type
673-689	17	2020	Starcraft	22	Gasoline	Cutaway

## 1.6. Existing Facilities

The GGBHTD owns and operates several administration, maintenance, and operations facilities as well as a handful of park-and-ride and station facilities.

### 1.6.1. Administrative

Golden Gate Transit administrative offices are located at 1011 Andersen Drive in San Rafael, which is also the site of GGT's primary bus storage, operations, and maintenance facility. Constructed in 1974, the offices house GGT administrative personnel, dispatchers, drivers, and supervisors. An additional structure was built in 1984, and it houses a majority of the GGBHTD's District Division and a portion of the Auditor/Controller's office.

Golden Gate Ferry administrative offices are located at 101 East Sir Francis Drake Boulevard in Larkspur, which also serves as the site of GGF's operations and maintenance facility.

### **1.6.2. Maintenance and Operations**

GGT's primary bus storage, operations, and maintenance facility, known as **Division 1**, is located at 1011 Andersen Drive in San Rafael. This facility houses administrative offices and a heavy maintenance center, upholstery shop, bus wash rack facility, transmission shop, motor repair and engine rebuild units, and body component area. The facility operates 24 hours a day, seven days a week.

Additional GGT bus facilities include:

- **Division 2** – 4 Golden Gate Place, Novato  
This facility includes bus parking, bus wash, and repair unit. It was in use primarily on weekdays prior to the COVID-19 pandemic but is currently non-operational except for bus parking.
- **Division 3** – 3211 and 3225 Industrial Drive, Santa Rosa  
This facility operates daily and includes bus parking, bus wash, park-and-ride lot, and customer waiting area.
- **Division 4** – 101 Perry Street, San Francisco  
This facility operates primarily on weekdays and includes bus parking.
- **Manor Turnaround** – Olema Way, Fairfax  
This facility provides a bus turnaround, bus stop, and shelter.

GGF's primary maintenance and operations facility is co-located with administrative offices at the Larkspur Ferry Terminal. Built on the site of the former Hutchinson's Rock Quarry, the terminal includes four vessel berths and the ability to store additional vessels via rafting.

### **1.6.3. Park-and-Ride Lots**

The GGBHTD owns and operates two park-and-ride lots.

The first GGBHTD-owned facility is located at the Larkspur Ferry Terminal and includes approximately 1,808 parking spaces. The ferry terminal's satellite lot, which is located at 300 Larkspur Landing Circle, provides an additional 207 parking spaces. Reserved spaces are provided for carpools, electric vehicle charging, and persons with disabilities. Parking is available on a first-come, first-served basis at a rate of \$2.00 per day (weekdays from 5 a.m. to 1 p.m.). A monthly permit is available for \$20.00. Parking is free after 1 p.m. and on weekends.

The second GGBHTD-owned facility is located at Division 3 in Santa Rosa and includes 216 parking spaces, including spaces reserved for persons with disabilities. Parking is free at all times.

In addition to the two park-and-ride lots owned and operated by the GGBHTD, GGT buses currently serve 14 park-and-ride lots operated by other agencies, as shown on Figure 1.18. Most of these facilities are owned and operated by Caltrans, and all of them offer free parking.

**Figure 1.18: Park-and-Ride Lots Served by Golden Gate Transit**

Name	Location	City	Parking Spaces
Spencer	U.S. 101 at Spencer Ave.	Sausalito	47
Manzanita	U.S. 101 at Shoreline Hwy.	Mill Valley	279
Pohono	Shoreline Hwy. at Pohono St.	Mill Valley	54
Seminary	U.S. 101 at Seminary Dr.	Mill Valley	59
Downtown San Rafael	U.S. 101 at 4th St. and Mission Ave.	San Rafael	28
Smith Ranch	U.S. 101 at Smith Ranch Rd.	San Rafael	207
Alameda del Prado	U.S. 101 at Alameda del Prado	Novato	102
Rowland	U.S. 101 at Rowland Blvd.	Novato	239
Atherton	U.S. 101 at Atherton Ave.	Novato	60
Petaluma South	U.S. 101 at Petaluma Blvd. S.	Petaluma	36
Petaluma Fairgrounds	E. Washington St. at Fairgrounds Dr.	Petaluma	248
Cotati	St. Joseph Way at Old Redwood Hwy.	Cotati	167
Rohnert Park	U.S. 101 at Rohnert Park Expwy.	Rohnert Park	314
Veterans	Hwy. 12 at Brookwood Ave.	Santa Rosa	179

#### 1.6.4. Transit Centers and Bus Stops

The GGBHTD owns and operates two bus stations:

- San Rafael Transit Center (SRTC)** – 850 Tamalpais Avenue, San Rafael  
 SRTC is on the block bounded by Second, Third, and Hetherton Streets and Tamalpais Avenue and is bisected by SMART tracks. This bus station includes a customer service center, passenger waiting room, public restroom, bicycle rack, and café. Bus service is provided by GGT, Marin Transit, Greyhound, and Sonoma County Airport Express, and a SMART station is located across the street on the north side of Third Street.
- Division 3** – 3211 and 3225 Industrial Drive, Santa Rosa  
 Division 3 is on the northwest corner of Piner Road and Industrial Drive. This bus station includes a park-and-ride lot, passenger waiting room, public restroom, and bicycle rack. Bus service is provided by GGT, and an on-street bus stop served by Santa Rosa CityBus is located on Piner Road.

GGT currently serves approximately 260 bus stops. Almost all stops are under the jurisdiction of Caltrans or local cities. Fewer than 10 bus stops are under the jurisdiction of the GGBHTD. All stops include a sign or decal with a GGT logo as an identifier. Some signs include stop identification numbers and route numbers. Additional stop amenities vary by location and may include display cases or kiosks with additional service information, shelters, trash cans, or bicycle racks.

#### 1.6.5. Ferry Terminals

The GGBHTD owns and operates the **Larkspur Ferry Terminal**, which includes a park-and-ride lot, satellite parking lot, bus stops, ticket vending machines, passenger waiting area, public restroom, and bicycle racks. The facility also includes an on-street bus stop served by Marin Transit and Marin Airporter.

GGF also serves the following locations:

- **San Francisco Ferry Terminal** – 1 Ferry Plaza, San Francisco  
This facility is leased to the GGBHTD by the Port of San Francisco and includes two ferry berths, ticket vending machines, a passenger waiting area, and bicycle racks. The terminal is closed for repairs, and all GGF service currently operates out of adjacent Gate B, which is shared with the Treasure Island Ferry. San Francisco Bay Ferry serves Gates E, F, and G, and nearby bus and streetcar stops are served by Muni, SamTrans, and SolTrans.
- **Angel Island Ferry Landing** – Ayala Cove, Angel Island State Park  
This facility, which is shared with a private ferry operator (Angel Island – Tiburon Ferry), includes a passenger waiting area and nearby public restroom.
- **Sausalito Ferry Landing** – Anchor Street and Humboldt Avenue, Sausalito  
This facility is shared with a private ferry operator (Blue & Gold Fleet). Nearby features include GGT and Marin Transit bus stops, a paid parking lot, and bicycle racks.
- **Tiburon Ferry Landing** – Tiburon Boulevard and Main Street, Tiburon  
Nearby features include a Marin Transit bus stop, paid parking lot, and adjacent dock for the privately operated Angel Island – Tiburon Ferry.
- **Chase Center Landing**, Pier 48, San Francisco  
This temporary facility is located just south of Pier 48 in the Mission Bay neighborhood, and its single berth is shared with San Francisco Bay Ferry. GGF service at this location has been suspended since March 2020.
- **Oracle Park Landing** – Second and King Streets, San Francisco  
This facility is located just behind the ballpark in the SOMA neighborhood, and its two berths are shared with San Francisco Bay Ferry.

## 2. Transit Service Performance

### 2.1. Service Metrics

The GGBHTD maintains a set of goals and objectives for its transit services. The success of each goal and objective is measured through performance measures that should meet specific standards. The GGBHTD uses the SRTP as the principal means by which these metrics are created and modified.

#### 2.1.1. GGBHTD Metrics

The GGBHTD's goals, objectives, performance measures, and standards are listed below.

#### **Goal 1: Provide reliable, safe, and effective regional transit services.**

##### Objective 1

Strive to enhance the productivity of transit services, equipment, and operating labor to maximize the use of available resources.

*Performance Measure 1.1:*      Passengers per service (revenue) hour  
*Standard 1.1:*                      Bus – 15  
     Ferry – 170 (excluding special event service)

*Performance Measure 1.2:*      Passengers per trip  
*Standard 1.2:*                      Bus (entire route, Transbay portion of route, or overlapping route segments) – 20 for Regional and Commute routes; 10 for Commute Shuttle routes  
     Bus (non-overlapping route segments) – 10  
     Ferry – 100 (excluding special event service)

##### Objective 2

Meet or exceed operations and maintenance standards to attract and retain choice riders and meet the needs of transit-dependent riders.

*Performance Measure 2.1:*      Service operated as a percentage of scheduled service  
*Standard 2.1:*                      Bus and ferry – 99%

*Performance Measure 2.2:*      On-time performance  
*Standard 2.2:*                      Bus – 85% (no more than 5 minutes late or 1 minute early, excluding allowable early times)  
     Ferry – 95% (no more than 5 minutes late during peak periods and 10 minutes late during non-peak periods)

*Performance Measure 2.3:*      Miles between in-service mechanical failures  
*Standard 2.3:*                      Bus and ferry – no more than 1 per 20,000 revenue miles

*Performance Measure 2.4:*      Accidents (NTD-reportable major events) per year  
*Standard 2.4:*                      Ferry – none

*Performance Measure 2.5:* Transit mode share for Transbay commutes  
*Standard 2.5:* Bus and ferry combined – 30%

*Performance Measure 2.6:* Passenger complaints  
*Standard 2.6:* Bus and ferry combined – no more than 1 per 2,000 boardings (0.05%)

### Objective 3

Provide equity in serving the mobility needs of transit-dependent riders.

*Performance Measure 3.1:* Provide required level of paratransit service  
*Standard 3.1:* Paratransit – deny no ADA-mandated trips

*Performance Measure 3.2:* Passenger no-shows and late cancellations  
*Standard 3.2:* Paratransit – no more than 2% of total scheduled pick-ups

*Performance Measure 3.3:* Maintain or improve productivity of paratransit service  
*Standard 3.3:* Paratransit – Year-to-year percentage increase in service hours not to exceed percentage increase in passengers carried

*Performance Measure 3.4:* Do not discriminate in the provision of transit services  
*Standard 3.4:* All modes – submit and receive approval of Title VI program as required by FTA mandate

### Objective 4

Operate transit services in a fiscally responsible manner that considers the limited availability of fares and subsidies.

*Performance Measure 4:* Farebox recovery rate (fare revenue as a percentage of operating expense)  
*Standard 4:* Bus – 25%  
 Ferry – 40% (excluding special event service)

### **2.1.2. TSP Metrics**

MTC has suspended its Transit Sustainability Project (TSP) metrics in light of COVID-19 pandemic impacts to public transit funding and ridership levels. Therefore, the SRTP no longer contains any goals, objectives, performance measures, or standards associated with the TSP.

### **2.1.3. Changes from Previous SRTP**

The metrics included in Sections 2.1.1 and 2.1.2 are unchanged from the previous SRTP, prepared for Fiscal Years 2018/19 – 2027/28, with four exceptions:

- Standards 1.2 and 3.1 – References to “Basic” routes have been changed to “Regional” routes to provide consistency with other public information.
- Performance Measure 2.4 and Standard 2.4 – Due to new FTA requirements, the GGBHTD has established bus safety metrics in its *Agency Safety Plan*. Therefore, the performance measure and standard related to accidents (NTD-reportable major events) for bus service have been removed

from the SRTP. The *Agency Safety Plan* does not apply to ferry service, so the ferry safety metric is unchanged.

- Performance Measure 3.1 and Standard 3.1 – The District does not receive Lifeline funding from MTC, so the performance measure and standard related to the program have been removed. Due to this change, previous Performance Measures and Standards 3.2-3.5 have been renumbered to Performance Measures and Standards 3.1-3.4.
- Goal 2, Objective 5, Performance Measures 5.1-5.3, and Standard 5 – TSP metrics have been removed because MTC has suspended these requirements.

## 2.2. Service Evaluation

The metrics outlined in Section 2.1 provide the framework for the GGBHTD to measure the quality of its transit services. The performance measures are evaluated by comparing actual data to service standards. The GGBHTD evaluation includes the past four fiscal years, as shown on the following pages. Fiscal Year (FY) 2018/19 runs from July 1, 2018, through June 30, 2019, etc.

The ridership, revenue hours, revenue miles, and number of trips outlined on Figure 2.1 serve as the basis for understanding the performance of the GGBHTD's transit services. The pandemic had a fundamental impact on these statistics, which generally resulted in negative performance of transit service across many performance measures, as shown in subsequent figures. Changes to the performance measures and standards will be considered in a future SRTP; post-pandemic travel patterns are still developing, and it is too soon to establish a new baseline of expectations for the GGBHTD's bus and ferry service.

Figure 2.1: System-Wide Performance Indicators

Mode	Ridership			
	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
<b>Bus</b>				
30/130*	309,478	246,253	124,353	239,898
40/580*	157,798	128,881	76,129	105,593
40X	32,374	26,761	377	-
70/150*	397,304	320,003	198,225	217,965
101	485,488	376,034	194,581	304,461
<b>Regional Subtotal</b>	<b>1,382,442</b>	<b>1,097,932</b>	<b>593,665</b>	<b>867,917</b>
2	78,539	60,282	117	-
4/114*	351,520	241,161	6,537	10,108
4C	16,195	15,859	-	-
8	16,961	10,015	30	-
18	133,188	93,345	1,354	-
24	125,253	92,346	1,619	-
24C	8,354	8,272	-	-
24X	57,768	30,148	-	-
27/132*	161,203	118,165	14,709	65,119
38	56,865	32,716	455	-
38A	-	8,203	14	-
44	17,001	8,176	-	-
54/154*	165,043	96,981	12,066	41,814
54C	14,582	10,484	-	-
56/56X*	60,419	50,985	1,452	-
58	34,717	25,283	44	-
72/172*	18,228	11,050	17,905	52,900
72X	126,782	85,411	378	-
74	68,494	44,302	78	-
76	58,128	43,390	80	-
96	78	-	484	-
97	81	-	-	-
101X	21,368	16,120	26	-
<b>Commute Subtotal</b>	<b>1,590,767</b>	<b>1,102,694</b>	<b>57,348</b>	<b>169,941</b>
25	36,170	24,657	137	-
31/301/335/370	28,455	9,408	-	68
41	4,999	-	-	-
92	62,488	44,986	381	-
93	4,002	-	-	-
801	257	124	-	-
<b>C. Shuttle Subtotal</b>	<b>136,371</b>	<b>79,175</b>	<b>518</b>	<b>68</b>
<b>Bus Total</b>	<b>3,109,580</b>	<b>2,279,801</b>	<b>651,531</b>	<b>1,037,926</b>
<b>Ferry</b>	<b>FY 2018/19</b>	<b>FY 2019/20</b>	<b>FY 2020/21</b>	<b>FY 2021/22</b>
Angel Island	-	-	-	53,102
Larkspur	1,593,816	1,117,145	73,848	318,349
Sausalito	629,954	423,991	6,663	207,294
Tiburon	195,467	139,535	7,277	50,911
<b>Regular Subtotal</b>	<b>2,419,237</b>	<b>1,680,671</b>	<b>87,788</b>	<b>629,656</b>
Chase Center	-	7,367	-	-
Oracle Park	50,967	24,469	2,073	60,706
<b>Sp. Event Subtotal</b>	<b>50,967</b>	<b>31,836</b>	<b>2,073</b>	<b>60,706</b>
<b>Ferry Total</b>	<b>2,470,204</b>	<b>1,712,507</b>	<b>89,861</b>	<b>690,362</b>
<b>Paratransit</b>	<b>FY 2018/19</b>	<b>FY 2019/20</b>	<b>FY 2020/21</b>	<b>FY 2021/22</b>
Regional	6,855	4,474	2,494	4,639
Local Share	29,331	21,705	8,026	12,507
<b>Paratransit Total</b>	<b>36,186</b>	<b>26,179</b>	<b>10,520</b>	<b>17,146</b>

\*Note: Routes were renumbered in December 2019 (56 to 56X) and December 2021 (all others).

Mode	Revenue Hours			
	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
<b>Bus</b>				
30/130*	26,577	25,580	23,380	24,869
40/580*	12,927	12,646	12,524	13,037
40X	2,257	2,576	88	-
70/150*	30,384	29,626	32,703	22,419
101	49,256	50,426	46,554	43,679
<b>Regional Subtotal</b>	<b>121,401</b>	<b>120,854</b>	<b>115,249</b>	<b>104,004</b>
2	4,738	4,728	108	-
4/114*	20,525	19,673	2,848	784
4C	1,030	1,111	-	-
8	1,121	1,156	35	-
18	6,267	6,310	567	-
24	8,105	8,463	750	-
24C	636	716	-	-
24X	2,577	1,590	-	-
27/132*	13,083	12,612	3,245	4,397
38	3,064	2,882	353	-
38A	-	891	53	-
44	1,693	789	-	-
54/154*	11,237	8,685	2,897	3,076
54C	654	710	-	-
56/56X*	5,043	6,599	850	-
58	2,969	2,905	75	-
72/172*	1,791	1,579	7,700	8,479
72X	10,237	8,477	217	-
74	6,281	5,502	118	-
76	4,813	4,213	129	-
96	4	-	228	-
97	6	-	-	-
101X	2,288	2,329	18	-
<b>Commuter Subtotal</b>	<b>108,164</b>	<b>101,918</b>	<b>20,189</b>	<b>16,736</b>
25	3,234	2,951	82	-
31/301/335/370	1,375	584	-	7
41	1,360	-	-	-
92	6,430	5,769	153	-
93	524	-	-	-
801	4	4	-	-
<b>C. Shuttle Subtotal</b>	<b>12,927</b>	<b>9,308</b>	<b>235</b>	<b>7</b>
<b>Bus Total</b>	<b>242,492</b>	<b>232,080</b>	<b>135,673</b>	<b>120,747</b>
<b>Ferry</b>				
Angel Island	-	-	-	1,326
Larkspur	8,483	6,780	2,496	4,408
Sausalito	4,376	3,268	390	2,765
Tiburon	2,036	1,605	757	1,973
<b>Regular Subtotal</b>	<b>14,895</b>	<b>11,653</b>	<b>3,644</b>	<b>10,473</b>
Chase Center	-	86	-	-
Oracle Park	151	72	5	150
<b>Sp. Event Subtotal</b>	<b>151</b>	<b>158</b>	<b>5</b>	<b>150</b>
<b>Ferry Total</b>	<b>15,046</b>	<b>11,811</b>	<b>3,650</b>	<b>10,623</b>
<b>Paratransit</b>				
Regional	7,429	4,766	2,430	4,307
Local Share	14,729	10,743	4,479	6,841
<b>Paratransit Total</b>	<b>22,158</b>	<b>15,508</b>	<b>6,909</b>	<b>11,148</b>

\*Note: Routes were renumbered in December 2019 (56 to 56X) and December 2021 (all others).

Mode	Revenue Miles			
	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
<b>Bus</b>				
30/130*	325,819	318,540	295,319	293,805
40/580*	210,269	207,476	214,745	206,497
40X	33,409	36,242	1,188	-
70/150*	449,641	438,879	499,427	342,137
101	1,033,976	1,033,908	1,012,318	924,888
<b>Regional Subtotal</b>	<b>2,053,112</b>	<b>2,035,044</b>	<b>2,022,997</b>	<b>1,767,327</b>
2	48,675	48,148	1,084	-
4/114*	255,810	241,261	36,197	10,936
4C	13,839	15,843	-	-
8	17,159	16,425	449	-
18	88,125	86,965	8,323	-
24	125,329	132,365	12,340	-
24C	9,608	10,789	-	-
24X	42,969	26,718	-	-
27/132*	191,500	180,923	46,750	66,647
38	55,883	49,644	6,429	-
38A	-	16,978	1,017	-
44	29,806	13,144	-	-
54/154*	229,670	175,706	59,276	65,954
54C	15,214	15,450	-	-
56/56X*	100,060	131,874	19,466	-
58	58,352	55,773	1,399	-
72/172*	47,273	38,197	169,582	188,166
72X	306,275	251,743	6,470	-
74	172,482	146,359	3,192	-
76	117,551	103,076	3,159	-
96	92	-	2,872	-
97	138	-	-	-
101X	61,455	59,413	497	-
<b>Commuter Subtotal</b>	<b>1,987,266</b>	<b>1,816,793</b>	<b>378,504</b>	<b>331,704</b>
25	29,574	28,884	864	-
31/301/335/370	14,248	9,286	-	95
41	20,969	-	-	-
92	66,938	60,935	1,668	-
93	3,899	-	-	-
801	34	37	-	-
<b>C. Shuttle Subtotal</b>	<b>135,662</b>	<b>99,142</b>	<b>2,532</b>	<b>95</b>
<b>Bus Total</b>	<b>4,176,040</b>	<b>3,950,980</b>	<b>2,404,033</b>	<b>2,099,125</b>
<b>Ferry</b>				
Angel Island	-	-	-	13,392
Larkspur	143,810	116,628	45,597	69,917
Sausalito	38,170	29,036	4,444	23,098
Tiburon	23,673	18,967	6,867	18,598
<b>Regular Subtotal</b>	<b>205,653</b>	<b>164,631</b>	<b>56,908</b>	<b>125,005</b>
Chase Center	-	1,511	-	-
Oracle Park	2,458	1,176	90	2,473
<b>Sp. Event Subtotal</b>	<b>2,458</b>	<b>2,687</b>	<b>90</b>	<b>2,473</b>
<b>Ferry Total</b>	<b>208,111</b>	<b>167,318</b>	<b>56,998</b>	<b>127,478</b>
<b>Paratransit</b>				
Regional	156,479	106,323	70,367	99,580
Local Share	227,397	173,757	84,333	113,817
<b>Paratransit Total</b>	<b>383,876</b>	<b>280,080</b>	<b>154,700</b>	<b>213,397</b>

\*Note: Routes were renumbered in December 2019 (56 to 56X) and December 2021 (all others).

Mode	Trips			
	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
<b>Bus</b>				
30/130*	13,754	13,480	13,314	13,360
40/580*	15,069	14,855	15,096	13,964
40X	2,530	2,650	88	-
70/150*	14,119	13,864	15,924	11,020
101	16,961	16,585	15,835	14,397
<b>Regional Subtotal</b>	<b>62,433</b>	<b>61,434</b>	<b>60,257</b>	<b>52,741</b>
2	3,449	3,483	78	-
4/114*	14,170	13,469	1,985	598
4C	816	937	-	-
8	756	757	23	-
18	4,565	4,501	423	-
24	5,132	5,491	517	-
24C	408	460	-	-
24X	1,833	1,144	-	-
27/132*	9,066	8,431	2,331	3,036
38	2,157	1,815	221	-
38A	-	534	32	-
44	1,008	444	-	-
54/154*	6,246	5,156	1,831	2,024
54C	408	461	-	-
56/56X*	2,772	3,609	526	-
58	1,763	1,713	43	-
72/172*	756	610	3,004	3,541
72X	4,956	4,160	107	-
74	2,770	2,384	52	-
76	2,520	2,217	68	-
96	2	-	304	-
97	4	-	-	-
101X	1,008	958	8	-
<b>Commuter Subtotal</b>	<b>66,565</b>	<b>62,734</b>	<b>11,553</b>	<b>9,199</b>
25	3,982	3,237	120	-
31/301/335/370	2,928	1,335	-	13
41	2,853	-	-	-
92	4,536	4,230	116	-
93	622	-	-	-
801	17	16	-	-
<b>C. Shuttle Subtotal</b>	<b>14,938</b>	<b>8,818</b>	<b>236</b>	<b>13</b>
<b>Bus Total</b>	<b>143,936</b>	<b>132,986</b>	<b>72,046</b>	<b>61,953</b>
<b>Ferry</b>				
Angel Island	-	-	-	1,728
Larkspur	11,105	9,006	3,521	5,399
Sausalito	6,030	4,587	702	3,649
Tiburon	3,461	2,773	1,004	2,719
<b>Regular Subtotal</b>	<b>20,596</b>	<b>16,366</b>	<b>5,227</b>	<b>13,495</b>
Chase Center	-	98	-	-
Oracle Park	163	78	6	164
<b>Sp. Event Subtotal</b>	<b>163</b>	<b>176</b>	<b>6</b>	<b>164</b>
<b>Ferry Total</b>	<b>20,759</b>	<b>16,542</b>	<b>5,233</b>	<b>13,659</b>

\*Note: Routes were renumbered in December 2019 (56 to 56X) and December 2021 (all others).

*Performance Measure 1.1:* Passengers per service (revenue) hour  
*Standard 1.1:* Bus – 15  
 Ferry – 170 (excluding special event service)

**Figure 2.2: Passengers per Service (Revenue) Hour**

Mode	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Regional Routes	11.4	9.1	5.2	8.3
Commute Routes	14.7	10.8	2.8	10.2
Commute Shuttle Routes	10.5	8.5	2.2	9.6
Bus (Combined)	12.8	9.8	4.8	8.6
Ferry	162.4	144.2	24.1	60.1

Figure 2.2 shows that both GGT and GGF failed to meet the passengers per service hour standard all four years. However, the standard was met for Commute Shuttle routes and nearly met for Commute routes in FY 2018/19.

*Performance Measure 1.2:* Passengers per trip  
*Standard 1.2:* Bus (entire route, Transbay portion of route, or overlapping route segments) – 20 for Regional and Commute routes; 10 for Commute Shuttle routes  
 Bus (non-overlapping route segments) – 10  
 Ferry – 100 (excluding special event service)

**Figure 2.3: Passengers per Trip**

Mode	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Regional Routes	22.1	17.9	9.9	16.5
Commute Routes	23.9	17.6	5.0	18.5
Commute Shuttle Routes	9.1	9.0	2.2	5.2
Bus (Combined)	21.6	17.1	9.0	16.8
Ferry	117.5	102.7	16.8	46.7

GGT exceeded the passengers per trip standard for entire routes in FY 2018/19, including within the Regional and Commute route categories, and GGF exceeded the standard in FY 2018/19 and FY 2019/20, as shown on Figure 2.3. The standard was not met in other years.

The previous SRTP developed plans to improve passengers per service hour and passengers per trip that were subsequently implemented. However, the pandemic had a significant impact on service and patronage that could not be anticipated, and the parameters of a post-pandemic recovery remain unclear.

*Performance Measure 2.1:* Service operated as a percentage of scheduled service  
*Standard 2.1:* Bus and ferry – 99%

**Figure 2.4: Percentage of Scheduled Service Operated**

Mode	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Bus	99.9%	99.2%	100.0%	99.5%
Ferry	99.7%	99.9%	99.9%	99.6%

Figure 2.4 shows that both GGT and GGF regularly operate more of their scheduled services than the minimum standard requires.

*Performance Measure 2.2:* On-time performance  
*Standard 2.2:* Bus – 85% (no more than 5 minutes late or 1 minute early, excluding allowable early times)  
 Ferry – 95% (no more than 5 minutes late during peak periods and 10 minutes late during non-peak periods)

**Figure 2.5: On-Time Performance**

Mode	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Bus	76.8%	79.8%	84.4%	76.8%
Ferry	94.5%	93.4%	97.4%	93.4%

GGT nearly met the on-time performance standard for one of the past four years, as shown on Figure 2.5. GGT struggled to meet its schedules due to variability in traffic congestion throughout its service area, except during the height of the pandemic when traffic was consistently light. GGF met its on-time performance one of the past four years, and nearly met the standard in the other three years.

Recent San Francisco roadway improvements, which include 24-hour bus lanes on Mission Street and Van Ness Avenue and weekday high-occupancy vehicle (HOV) lanes on Lombard Street, may help with GGT on-time performance. Additional improvements are expected when the HOV lanes on U.S. Highway 101 between Novato and Petaluma are completed in 2026. Remaining hurdles include limited HOV lane hours on U.S. Highway 101 in Marin County and the configuration of the Richmond-San Rafael Bridge Toll Plaza, and the GGBHTD continues to support improvements in both areas.

*Performance Measure 2.3:* Miles between in-service mechanical failures  
*Standard 2.3:* Bus and ferry – no more than 1 per 20,000 revenue miles

**Figure 2.6: Mechanical Failure Rate**

Mode	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Bus	1 per 22,696 miles	1 per 26,696 miles	1 per 29,317 miles	1 per 45,633 miles
Ferry	1 per 17,343 miles	1 per 83,659 miles	1 per 28,499 miles	1 per 127,478 miles

Figure 2.6 shows that GGT continues to keep mechanical failures to a minimum. While GGF exceeded the mechanical failure standard for FY 2018/19, its maintenance and refurbishment program allowed it to keep mechanical failures to a minimum the following three years.

*Performance Measure 2.4:* Accidents (NTD-reportable major events) per year  
*Standard 2.4:* Ferry – none

**Figure 2.7: Accident Rate**

Mode	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Ferry	2	0	0	2

GGF met its accident standard for two of the past four years, as shown on Figure 2.7. Of the four events that occurred over the past four years, three appeared to be outside the control of ferry operations.

*Performance Measure 2.5:* Transit mode share for Transbay commutes  
*Standard 2.5:* Bus and ferry combined – 30%

**Figure 2.8: Transbay Commute Transit Mode Share**

Mode	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Bus and Ferry	23.3%	20.6%	2.4%	5.8%

Figure 2.8 shows that the GGBHTD's transit services consistently carry less than 30% of the total number of people crossing the GGB southbound during the 5 – 9 a.m. peak period on weekdays. This trend was exacerbated by the onset of the pandemic, which significantly altered traditional commuting patterns. While transit ridership is down significantly, GGB traffic has also decreased and there is no longer congestion during the weekday morning peak period measured by this standard.

*Performance Measure 2.6:* Passenger complaints  
*Standard 2.6:* Bus and ferry combined – no more than 1 per 2,000 boardings (0.05%)

**Figure 2.9: Passenger Complaints**

Mode	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Bus and Ferry	0.05%	0.05%	0.09%	0.08%

GGT and GGF met the passenger complaint standard of 0.05% for FY 2018/19 and FY 2019/20, as shown on Figure 2.9. However, complaints exceeded this standard in FY 2020/21 and FY 2021/22, corresponding to the pandemic. While complaints decreased during the pandemic, ridership declined more significantly. Complaints during the first year of the pandemic centered on social distancing issues, and complaints during the pandemic's second year focused on requests for additional service as people began traveling again.

*Performance Measure 3.1:* Provide required level of paratransit service  
*Standard 3.1:* Paratransit – deny no ADA-mandated trips

**Figure 2.10: Paratransit Trip Denials**

Mode	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Paratransit	0	1	0	0

The GGBHTD complies with ADA regulations and maintains a no-denial policy for eligible ride requests for paratransit service. However, there was one trip denial in FY 2019/20, as shown on Figure 2.10.

*Performance Measure 3.2:* Passenger no-shows and late cancellations  
*Standard 3.2:* Paratransit – no more than 2% of total scheduled pick-ups

**Figure 2.11: Passenger No-Shows and Late Cancellations**

Mode	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Paratransit	3.5%	3.0%	4.3%	5.2%

Figure 2.11 shows that the number of passenger no-shows and late cancellations, including cancellations at the door, as a percentage of total paratransit ride requests continues to exceed the standard.

*Performance Measure 3.3:* Maintain or improve productivity of paratransit service  
*Standard 3.3:* Paratransit – Year-to-year percentage increase in service hours not to exceed percentage increase in passengers carried

**Figure 2.12: Paratransit Service Productivity**

Rate of Change	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Service Hours	-3.1%	-30.0%	-55.5%	61.4%
Ridership	-4.2%	-27.7%	-59.8%	63.0%

The productivity of paratransit service improved for two of the past four years relative to the previous year, as shown on Figure 2.12.

*Performance Measure 3.4:* Do not discriminate in the provision of transit services  
*Standard 3.4:* All modes – submit and receive approval of Title VI program as required by FTA mandate

The GGBHTD has submitted and received approval for its Title VI program every three years, as mandated by the FTA, since 2006. The most recent Title VI program was submitted on March 21, 2022, and received a “concur with comments” assessment on April 21, 2022.

*Performance Measure 4:* Farebox recovery rate (fare revenue as a percentage of operating expense)  
*Standard 4:* Bus – 25%  
 Ferry – 40% (excluding special event service)

**Figure 2.13: Farebox Recovery Rate**

Mode	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Bus	18.8%	13.8%	3.8%	7.0%
Ferry	47.6%	35.6%	2.3%	17.2%

Figure 2.13 shows that the farebox recovery rate for GGT was below the 25% standard during all four years. However, the GGF rate exceeded its 40% standard in FY 2018/19. Despite having a program of annual fare increases, the pandemic greatly diminished the farebox recovery rates for both modes.



### 3. Transit System Status

#### 3.1. Pre-Pandemic Service Structure

At the onset of the COVID-19 pandemic in March 2020, the GGBHTD operated 27 bus routes and five ferry routes, as shown on Figures 3.1 and 3.2. A map of transit services at the time is included on Figure 3.3.

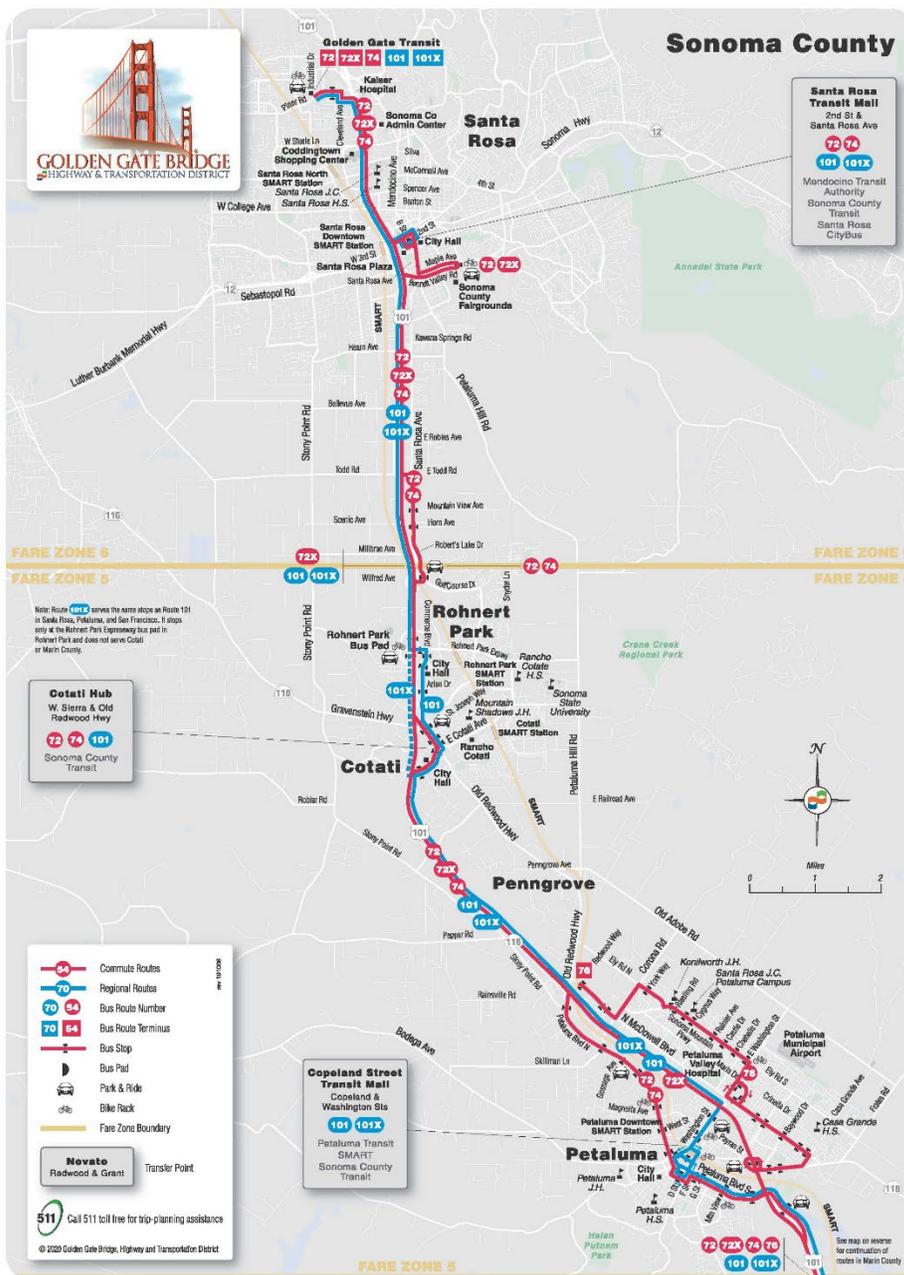
**Figure 3.1: Golden Gate Transit Bus Routes, March 2020**

Route	Category	Description	Service Hours	
			Weekday	Weekend
2	Commute	Marin City – San Francisco	6:00a – 10:05a, 4:25p – 7:20p	
4	Commute	Strawberry – San Francisco	4:55a – 8:55p	
4C	Commute	Mill Valley – San Francisco	6:55a – 8:55a, 4:00p – 6:00p	
8	Commute	Tiburon – San Francisco	6:30a – 8:35a, 5:00p – 6:15p	
18	Commute	College of Marin – San Francisco	5:55a – 10:00a, 3:25p – 8:05p	
24	Commute	Fairfax/Manor – San Francisco	4:30a – 10:10a, 2:30p – 8:05p	
24C	Commute	Fairfax/Manor – San Francisco	7:15a – 8:35a, 5:20p – 6:55p	
24X	Commute	Fairfax/Manor – San Francisco	6:50a – 8:40a, 4:20p – 6:15p	
25	Commute Shuttle	Fairfax/Manor – Larkspur Ferry Terminal	7:05a – 8:20p	
27	Commute	San Anselmo – San Francisco	4:30a – 7:50p	
30	Regional	San Rafael – San Francisco	5:10a – 2:05a	
38	Commute	Marinwood – San Francisco	6:05a – 9:25a, 3:30p – 7:05p	
38A	Commute	Marinwood – San Francisco	6:25a – 8:55a, 4:00p – 6:40p	
40	Regional	El Cerrito – San Rafael	5:45a – 10:30p	
40X	Regional	El Cerrito – San Rafael	6:30a – 9:40a, 3:45p – 6:20p	
54	Commute	Novato – San Francisco	4:50a – 10:00a, 2:30p – 8:25p	
54C	Commute	Novato – San Francisco	6:35a – 8:00a, 5:00p – 6:30p	
56X	Commute	San Marin – San Francisco	4:35a – 10:00a, 2:55p – 8:30p	
58	Commute	Novato – San Francisco	6:05a – 9:00a, 3:55p – 6:55p	
70	Regional	Novato – San Francisco	5:00a – 1:20a	
72	Commute	Santa Rosa – San Francisco	6:50a – 9:30a, 6:25p – 8:30p	
72X	Commute	Santa Rosa – Francisco	3:55a – 8:50a, 2:05p – 7:35p	
74	Commute	Santa Rosa – San Francisco	4:35a – 9:00a, 3:00p – 7:40p	
76	Commute	East Petaluma – San Francisco	5:05a – 8:35a, 3:00p – 7:20p	
92	Commute Shuttle	Manzanita – San Francisco	6:35a – 11:30a, 1:50p – 6:50p	
101	Regional	Santa Rosa – San Francisco	4:00a – 2:30a	
101X	Regional	Santa Rosa – San Francisco	6:00a – 9:55a, 3:10p – 7:25p	

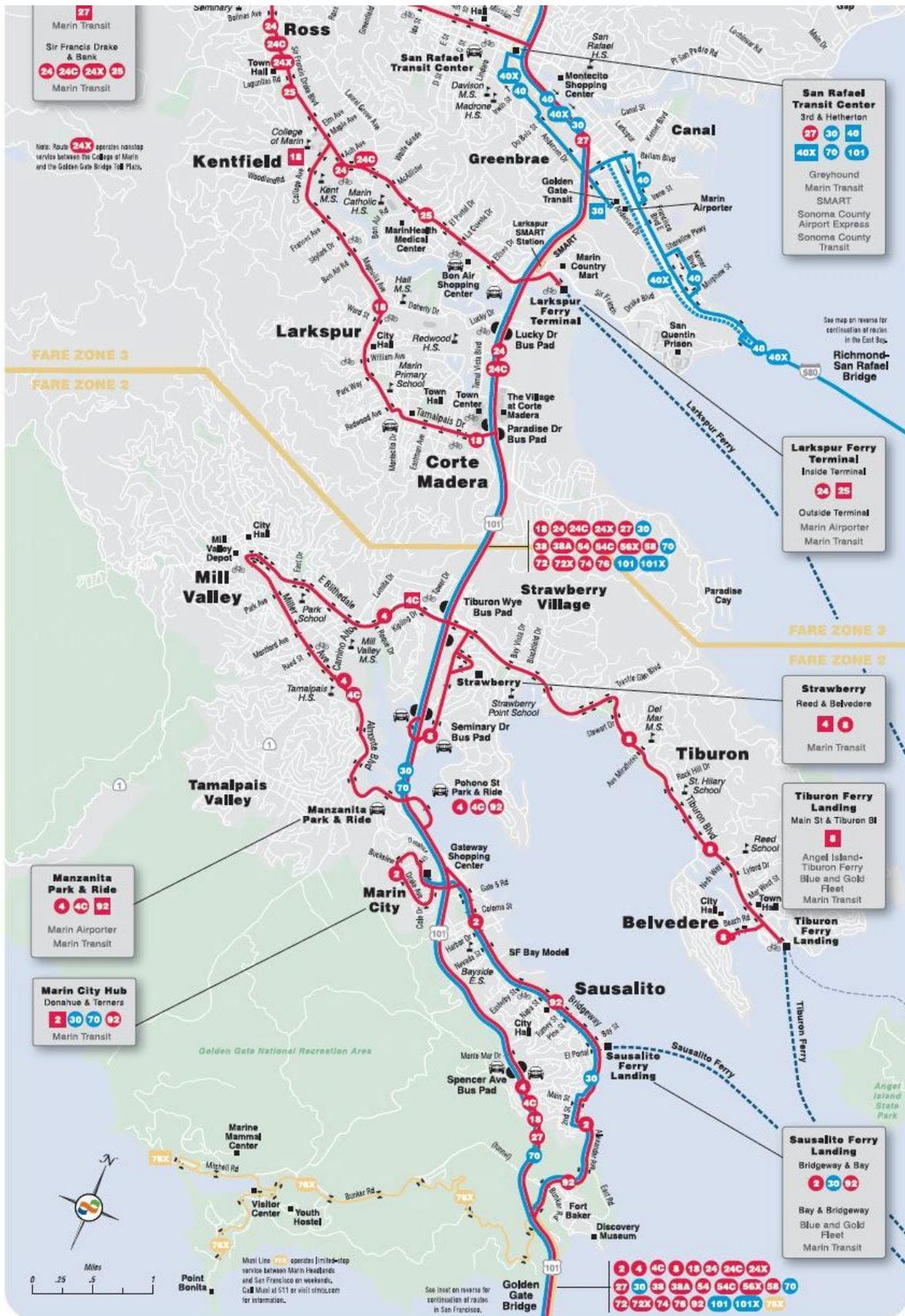
Figure 3.2: Golden Gate Ferry Routes, March 2020

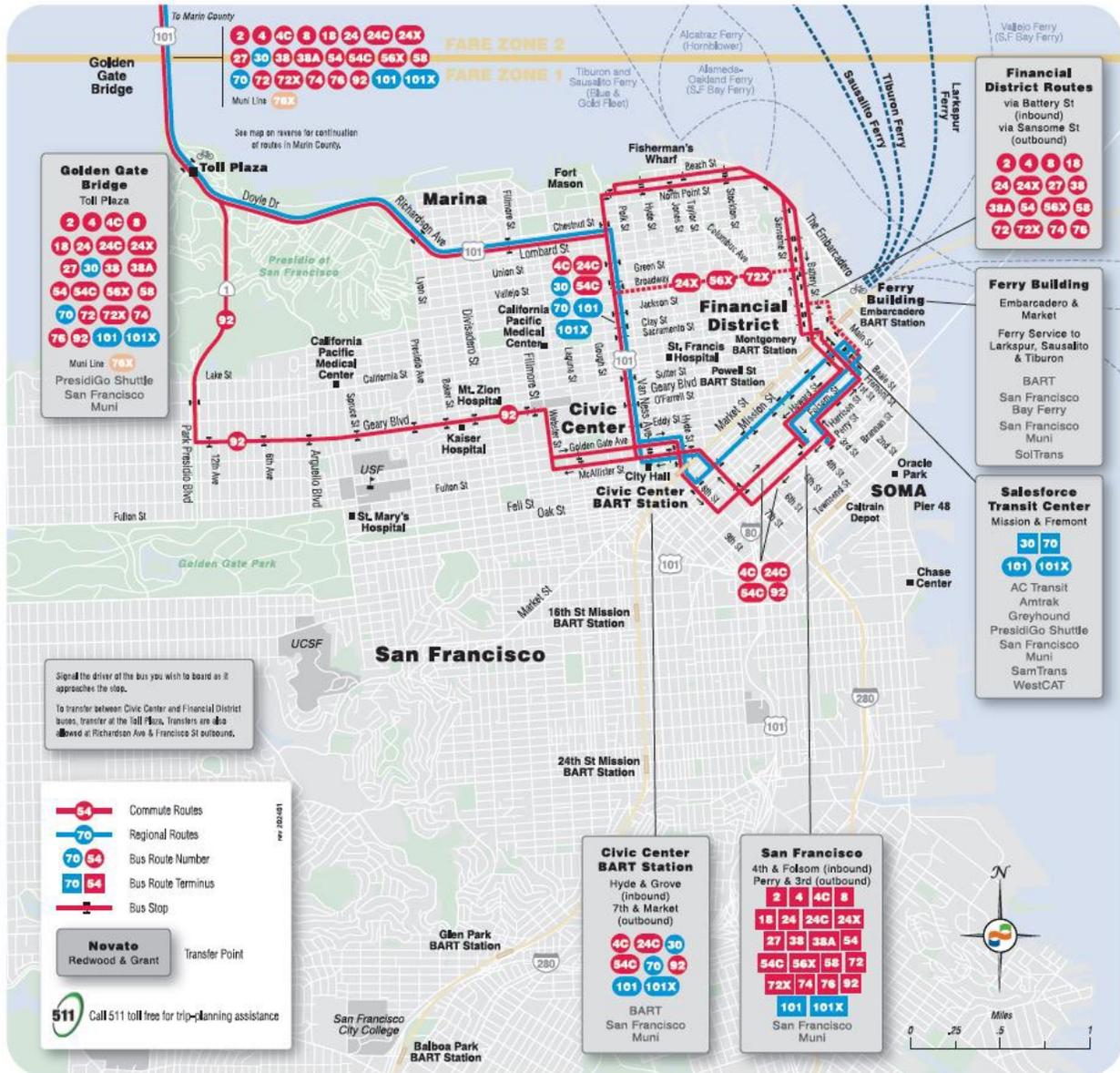
Route	Category	Crossings Per Day	
		Weekday	Weekend
Larkspur – San Francisco	Regular	42	14
Sausalito – San Francisco	Regular	18	12
Tiburon – San Francisco	Regular	14	N/A
Larkspur – Chase Center	Special Event	2 (Event Days Only)	
Larkspur – Oracle Park	Special Event	2 (Event Days Only)	

Figure 3.3: Golden Gate Transit and Golden Gate Ferry System Map, March 2020









### 3.2. Pandemic Period Service Changes

The GGBHTD reduced service levels beginning March 17, 2020, in conjunction with the Bay Area’s COVID-19 stay-at-home order, to orient the GGBHTD’s transit services to essential trips only and accommodate reduced demand and limited staff availability. Initial service reductions included:

- Suspension – select trips across most GGT and GGF routes
- Suspension – GGF weekend service and GGF special event service to Chase Center and Oracle Park

Due to an approximate 88% reduction in GGT ridership and 99% reduction in GGF ridership and subsequent changes to ridership demand over the course of the pandemic, additional changes occurred as follows:

- April 2020:
  - Policy change – local travel permitted in San Francisco on all GGT routes to assist Muni with its service reductions
  - Reduction – Sausalito and Tiburon Ferries interlined
- June 2020:
  - Suspension – Routes 4C, 24C, 24X, 25, 54C, and 101X
- July 2020:
  - Suspension – Routes 2, 8, 38A, 58, 72X, 74, 76, and 92; midday and reverse-commute trips on Route 27
  - Increase – half-hourly peak headways on Routes 30, 40, 70, and 72
  - Reduction – hourly headways on Route 101
- September 2020:
  - Suspension – Routes 24 and 38
  - Restoration – Route 25
  - Modification – Route 72 service to Cotati and Roberts Lake eliminated
- October 2020:
  - Suspension – Routes 25 and 56X
  - Modification – Route 54 realigned to serve Atherton Bus Pad and Rowland Park & Ride
- December 2020:
  - Suspension – Routes 4 and 18
  - Modification – Route 27 shortened to San Rafael Transit Center, and Manzanita Park & Ride stop added; Route 101 stop added at Spencer Bus Pad
  - Reduction – peak and evening service levels on Routes 30 and 70; weekend service levels on Route 40
- June 2021:
  - Restoration – evening service on Route 30; hourly weekday evening and weekend headways on Route 40; GGF service to Oracle Park
  - Modification – Route 70 stop added at Manzanita Park & Ride; Route 72 realigned through downtown Petaluma
- July 2021:
  - Restoration – weekend service on the Larkspur and Sausalito Ferries

- September 2021:
  - Restoration – Route 27 service to San Anselmo Hub
  - Increase – additional weekday peak trips on Route 40; half-hourly weekday peak headways on Route 101; additional weekday morning peak trips on Larkspur Ferry
- December 2021:
  - Reduction – hourly headways on Route 101
  - Renumbering – Routes 27, 30, 40, 54, 70, and 72 renumbered to 132, 130, 580, 154, 150, and 172, respectively, to differentiate them from overlapping local transit system routes
  - Addition – new GGF route between San Francisco and Angel Island
  - Increase – interlining of Sausalito and Tiburon Ferries discontinued
- January 2022:
  - Increase – new midday and weekend service on Tiburon Ferry
- March 2022:
  - Suspension – Route 150 weekend service
  - Addition – Route 114, which provides Commute service to areas previously served by Routes 2 and 4
- June 2022:
  - Increase – half-hourly weekday peak headways on Route 101 between San Rafael and San Francisco
  - Restoration – Route 150 weekend service
  - Modification – Route 101 truncated at Salesforce Transit Center; Routes 130 and 150 truncated at San Rafael Transit Center
- September 2022:
  - Increase – Route 132 early morning service with added stop at Larkspur Ferry Terminal; Route 580 later evening service on weekends
- October 2022:
  - Increase – additional weekday afternoon peak trips on Larkspur Ferry

GGBHTD maintained minimum service levels to facilitate essential travel throughout the pandemic. This included the continuation of all non-express Regional bus routes as well as skeletal coverage on Commute bus routes and GGF. At the maximum extent of reduced service levels in December 2020, remaining GGT passenger traffic was focused directly along the U.S. Highway 101 and Richmond-San Rafael Bridge corridors. While ridership off these two corridors had evaporated due to the pandemic, any GGT customers who did wish to access low-density residential neighborhoods not directly along the highway were able to transfer to/from local transit systems to complete their journeys. These free connections were provided with Marin Transit, Petaluma Transit, Santa Rosa CityBus, and Sonoma County Transit in accordance with GGT's existing transfer policy.

In addition to the changes outlined above, GGT service was adjusted on a weekly basis to provide additional bus trips when necessitated by social distancing requirements in effect through June 14, 2021. No social distancing-related service adjustments were necessary for GGF.

Paratransit service continued to be provided as a complement to all Regional bus routes, as required by law, throughout the pandemic.

### 3.3. Service Changes Identified in Previous SRTTP

The previous SRTTP indicated that the GGBHTD would prepare a comprehensive operational analysis (COA) of bus service in 2020. However, a COA was not conducted due to the pandemic. The report also identified several bus and ferry service changes that would be considered in the future. These recommendations and subsequent actions are described below:

#### 1. Expand Larkspur Ferry service

The GGBHTD hired a consultant to conduct an environmental review of the maximum number of allowable ferry crossings per day on the Larkspur Ferry route. The ongoing analysis includes related landside improvements as well as potential service expansion to San Francisco's Mission Bay neighborhood. The environmental review process is expected to conclude in early 2024.

#### 2. Implement ferry service to Chase Center for special events

GGF began ferry service between Larkspur and Mission Bay for special events at the Chase Center in October 2019. Service was suspended in March 2020.

#### 3. Discontinue Route 31

SMART opened its rail extension from San Rafael to Larkspur in December 2019, and Route 31 was discontinued in conjunction with this change. However, limited Route 31 service was provided in July 2021 to support a fare-free promotion for the Independence Day weekend.

#### 4. Replace Route 44 with enhanced service on Routes 38 and 58

Route 44 was discontinued in December 2019. In conjunction with this change, service levels were enhanced on Routes 38 and 58. Route 38 was extended from Terra Linda to Marinwood, with selected trips designated Route 38A also providing service to Lucas Valley. Routes 38A and 58 were suspended in July 2020, and Route 38 was suspended in September 2020.

#### 5. Modify the alignments of Routes 54 and 56 in Novato

The alignments of Routes 54 and 56 were modified in December 2019, and Route 56 was designated 56X at this time. Route 56X was suspended in October 2020. Also in October 2020, Route 54 was realigned to serve the busiest stops along both routes. Route 54 was renumbered to 154 in December 2021.

#### 6. Adjust the balance of service on Routes 24 and 24X

Routes 24 and 24X were adjusted in December 2019. Route 24X was suspended in June 2020, and Route 24 was suspended in September 2020.

#### 7. Modify the alignment of Route 27

The portion of Route 27 between San Anselmo and Sleepy Hollow was discontinued in December 2019. Route 27 was renumbered to 132 in December 2021. Due to Central Subway construction delays and ongoing curb space limitations surrounding the Caltrain station in San Francisco, an extension to Fourth

and Townsend Streets is no longer planned. Connections to the Central Subway will be available at Fourth and Folsom Streets.

### **8. Review bus and ferry service levels in Tiburon**

Route 8 was suspended in July 2020. Tiburon Ferry service was expanded in January 2022 and is now available seven days per week throughout the day.

### **9. Establish “recreational” service levels on Route 2 and add service to Vista Point**

Route 2 seasonal weekend service ended in December 2019. The demonstration project met GGBHTD expectations, but seasonal service did not return due to depressed demand resulting from the pandemic. The GGBHTD continues to support the future provision of bus service at the Golden Gate Bridge Vista Point to meet the needs of tourists.

### **10. Adjust service levels on Regional routes**

Service levels have fluctuated on these routes over the course of the pandemic. The current configuration of Routes 101, 130, and 150 support the GGBHTD’s mission of providing Transbay service while reducing overlap with Muni, Marin Transit, and Sonoma County Transit. In addition, Route 580 service levels have been adjusted to meet reduced demand and funding levels. The performance of Regional routes will continue to be monitored, and further adjustments could be made to respond to changes in overlapping service and shifting demographics in the GGBHTD service area.

## **3.4. Current Service Structure**

Current transit service is operated by the GGBHTD as shown in Chapter 1. Service levels are approximately 51.5% of pre-pandemic levels, with the entirety of the reduction occurring on GGT.

### **3.4.1. Emerging Travel Patterns**

As of the end of September 2022, 25.5% of all office space in San Francisco is vacant. This vacant office space, which is roughly equivalent to 20 Salesforce Towers, is especially acute in the central SOMA area, where the vacancy rate reached 46.1%. This coupled with many employers allowing or encouraging hybrid work schedules results in significantly less commute travel between the North Bay and San Francisco on GGT and GGF as well as across the GGB itself. Approximately 50% of subleased office space is set to expire in 2025, which could further reduce travel demand. While the amount of unleased office space will likely decline in future years, hybrid work trends seem likely to continue, resulting in uncertain demand for what had been a significant portion of the GGBHTD’s transit services prior to the pandemic.

Compared to pre-pandemic GGT service, current GGT service is more closely oriented to the U.S. Highway 101 and Richmond-San Rafael Bridge corridors. GGT Commute routes provide limited service within neighborhoods due to the ongoing lack of demand for transit service from low-density residential areas to San Francisco’s traditional job centers. GGT Regional routes have been modified to focus service on areas closer to the Golden Gate Bridge itself; supplemental peak service on Route 101 and all Route 150 service now terminate at San Rafael Transit Center, with timed connections to/from Marin Transit routes available for customers wishing to travel further north.

Compared to pre-pandemic GGF service, current GGF service has been tailored to meet the recreational travel demand generated by Bay Area residents. This includes new service to Angel Island State Park and an increase in off-peak service elsewhere, particularly to/from Tiburon. Limited commute-oriented ferry service continues to be available, but passenger demand during traditional commute periods continues to be depressed. Similarly, demand for Sausalito Ferry service on summer weekends, which was especially popular with out-of-area visitors, has not seen substantial growth.

### **3.4.2. Equity Considerations**

The GGBHTD's non-commute transit services carry a larger proportion of passengers who have lower incomes and are more ethnically diverse. While GGT and GGF are intended to alleviate congestion on the Golden Gate Bridge and to a lesser degree the U.S. Highway 101 Golden Gate Corridor, these services were reoriented during the pandemic to provide basic mobility for equity priority communities.

As defined by MTC, equity priority communities are established at the census tract level using American Community Survey 2014-2018 data based on these eight characteristics:

1. People of color – 70% threshold
2. Low income – 28% threshold
3. Limited English proficiency – 12% threshold
4. Seniors, ages 75 and over – 8% threshold
5. Zero-vehicle household – 15% threshold
6. Single-parent families – 18% threshold
7. People with a disability – 12% threshold
8. Rent-burdened households – 14% threshold

Tracts that exceed both threshold values for people of color and low income, or exceed the threshold for low income and also exceed the threshold values for three or more variables (3-8), are considered equity priority communities.

Equity priority communities in the GGBHTD service area include:

- San Francisco – portions of the SOMA, Tenderloin, Civic Center, Financial District, and Fisherman's Wharf neighborhoods
- Marin City
- San Rafael – Canal and to the southeast, Terra Linda
- Richmond – all except Point Richmond
- Rohnert Park – northwest area
- Santa Rosa – downtown and near GGT's Piner & Industrial facility

While traffic congestion has begun returning to the GGBHTD service area, a larger proportion of GGT and GGF service continues to be tailored to basic mobility compared to pre-pandemic levels. Equity is an emerging area of interest in the GGBHTD's transit service, and further policy development is anticipated.

## 4. Transit Service Plan

### 4.1. Current Operating Budget and Plan

The GGBHTD’s transit services are traditionally funded by GGB toll subsidies; fare revenue; and state, federal, and local operating grants. During the pandemic, the GGBHTD saw revenues from bridge tolls and transit fares decline by an average of about \$1 million per week compared to pre-pandemic levels. Fortunately, the GGBHTD received several rounds of one-time federal funds to support its transit operations during the pandemic.

#### 4.1.1. Toll, Fare, and Emergency One-Time Federal Revenues

The amount of bridge toll funding for transit operations is projected to grow during FY 2022/23, but it will remain below pre-pandemic levels due to ongoing reduced traffic levels on the GGB.

Prior to the pandemic, annual transit fare revenues amounted to approximately \$35.7 million. However, in FY 2020/21, transit fare revenues dropped to just \$3.8 million. Revenue from transit fares is expected to increase from that extreme low and is budgeted to be approximately \$9.9 million in FY 2022/23.

The GGBHTD has received a net total of \$282.5 million in one-time federal grants to offset the loss of toll subsidy and drop in fare revenue for its transit services. This one-time funding was used to avert layoffs in January 2021 and balance the transit budgets in FY 2020/21 and FY 2021/22, and it will be used to balance the FY 2022/23 transit budget too.

#### 4.1.2. Financial Impacts and Recovery Assumptions

The pandemic and subsequent slow economic recovery of the region have had a significant negative impact on the main sources of revenue used to cover GGT and GGF expenses. Prior to the pandemic, GGB tolls typically subsidized about 50% of the GGT budget and 40% of the GGF budget, and fare revenues also contributed significantly. The funding shortfall for FY 2022/23 shown on Figure 4.1 will be offset using one-time American Rescue Plan (ARP) funds, with the remainder funded with available GGB tolls.

**Figure 4.1: FY 2022/23 Revenues and Expenses**

Revenues and Expenses	Bus Division	Ferry Division
Total Revenues	\$32,012,700	\$9,272,500
Total Expenses	\$109,023,300	\$49,967,800
<b>Revenues Over/(Under) Expenses</b>	<b>(\$77,010,600)</b>	<b>(\$40,695,300)</b>
Toll Subsidy	\$27,902,300	\$14,730,000
ARP-2nd tranche	\$28,673,700	\$15,164,700
ARP-3rd tranche	\$20,434,600	\$10,800,600

#### 4.1.3. Bus and Ferry Operating Budgets

The budgets shown on Figure 4.2 assume a growth in GGT ridership from 32% of pre-pandemic levels to 33% of pre-pandemic levels and a growth in GGF ridership from 25% of pre-pandemic levels to 29% of pre-pandemic levels. It also assumes the rate of service restoration will increase faster than ridership. The

budget is built with conservative growth assumptions for increased revenue but with sufficient expense authority to adjust transit service levels according to demand.

**Figure 4.2: FY 2022/23 Bus and Ferry Operating Budgets**

Operating Budget	Bus Division	Ferry Division
<b>Revenues</b>		
Regional Transit Fares	\$4,845,000	\$5,116,600
Other Operating Income	\$2,840,000	\$172,500
State Operating Income	\$13,407,300	\$3,732,400
Federal Operating Income	\$0	\$251,000
Marin Transit Contract Revenue	\$10,920,400	\$0
Subtotal	\$32,012,700	\$9,272,500
Toll Subsidy	\$27,902,300	\$14,730,000
ARP-2 <sup>nd</sup> Tranche	\$28,673,700	\$15,164,700
ARP-3 <sup>rd</sup> Tranche	\$20,434,600	\$10,800,600
Subtotal	\$77,010,600	\$40,695,300
<b>Total Revenues</b>	<b>\$109,023,300</b>	<b>\$49,967,800</b>
<b>Expenses</b>		
Salaries	\$43,250,800	\$14,237,800
Fringe Benefits	\$38,459,400	\$10,017,300
Professional Services	\$6,710,900	\$7,272,100
Fuel & Related Taxes	\$4,637,300	\$6,684,600
Repair & Operating Supplies	\$4,092,700	\$1,635,700
Insurance, Taxes & Permits	\$3,265,000	\$2,917,700
Purchased Transportation	\$2,012,000	\$0
Other	\$492,000	\$154,900
Lease & Rentals	\$987,100	\$109,000
Subtotal	\$103,907,200	\$43,029,100
Capital Contribution	\$2,000,000	\$4,000,000
Depreciation	\$3,116,100	\$2,938,700
<b>Total Expenses</b>	<b>\$109,023,300</b>	<b>\$49,967,800</b>

#### 4.1.4. Anticipated Service Changes

The GGBHTD has been adding back bus and ferry service as customers return and will continue to do so as funding is available. GGT and GGF have not been restored to pre-pandemic service levels because running empty buses and ferries is bad for the environment, and this would rapidly spend down one-time federal funds that could be used to maintain transit service further into the future.

GGT service levels budgeted for FY 2022/23 are not currently being provided due to depressed travel demand, especially on Commute routes. Even if demand were to rapidly increase, the difficulty of recruiting new bus operators would limit the ability to increase GGT service levels. Currently, bus service is operating at approximately 63% of budgeted levels. Only minor bus service adjustments are planned for the remainder of this fiscal year to account for these issues.

In contrast, GGF's unions provide "hiring halls" that negate staffing issues as an impediment to adding ferry service. Therefore, customer demand is the determining factor in making service adjustments and

GGF is currently operating at its fully budgeted level for FY 2022/23. Demand for commute-oriented ferry service is growing slowly, and only minor ferry service adjustments are planned for this fiscal year.

Current service levels require operation of 55 buses and five ferry vessels, which increases to 66 buses and six ferry vessels when factoring in an industry-standard 20% spare ratio. Budgeted service levels would necessitate 101 buses and five ferry vessels to meet revenue service needs, with 121 buses and six ferry vessels including a 20% spare ratio.

## **4.2. Projected Operating Budget and Plan**

The GGBHTD expects that its transit services will continue to be funded by GGB toll subsidies; fare revenue; and state, federal, and local operating grants. However, due to pandemic-related declines in bridge tolls and transit fares coupled with the lack of additional one-time federal funds to support transit operations, operating deficits are anticipated for the five years included in the SRTP's budget projection.

### ***4.2.1. Toll, Fare, and Emergency One-Time Federal Revenues***

The projected budgets assume GGB traffic will remain 15% below pre-pandemic levels due to ongoing and unknown future changes in commuting patterns. Bridge tolls are used to maintain, operate, and protect the GGB, and surplus tolls are used to subsidize the GGBHTD's transit service. The amount of bridge toll funding for transit operations is projected to grow over the next two years compared to current depressed levels, but this subsidy remains below pre-pandemic levels and is expected to begin declining further in FY 2025/26 due to increases in Bridge Division operating expenses.

Revenue from transit fares is expected to increase over the next five years, but fare revenue will likely continue to account for a smaller percentage of total revenue compared to pre-pandemic years.

One-time federal grants have offset the loss of toll subsidy and drop in fare revenue associated with the GGBHTD's transit services. These one-time funds were used to balance the transit budgets in FY 2020/21, FY 2021/22, and FY 2022/23. The remaining one-time funds are likely to be exhausted in FY 2023/24 when they are used to offset the ongoing deficit.

### ***4.2.2. Transit Operating Budget Projections***

The budget projections shown on Figure 4.3 assume operation of pre-pandemic transit service levels and incorporate the GGB toll increase scheduled for July 1, 2023. No fare increases are currently approved, so no additional revenue is included in the projections.

A significant transit operating deficit is expected over the next five years. The cost savings associated with operating 63% of budgeted bus service levels during FY 2022/23 should allow the use of one-time federal funds to continue into FY 2023/24. This would likely result in a fiscal cliff starting in FY 2024/25, rather than FY 2023/24, when the funding shortfall to provide pre-pandemic service levels would be 46.7%.

**Figure 4.3: Transit Operating Budget, 5-Year Projection**

<i>Dollar amounts shown in thousands</i>	Year 1	Year 2	Year 3	Year 4	Year 5	5-Year Total
	FY 2023/24	FY 2024/25	FY 2025/26	FY 2026/27	FY 2027/28	
<b>Bus Division</b>						
Revenue	\$40,521	\$41,443	\$42,048	\$42,763	\$43,413	\$210,189
Available Toll Subsidy	\$32,517	\$30,209	\$28,877	\$27,789	\$25,320	\$144,711
One-Time Federal Revenue	\$28,468	\$0	\$0	\$0	\$0	\$28,468
Expense	\$127,838	\$132,182	\$134,943	\$138,696	\$142,498	\$676,156
<b>Total Surplus/Deficit</b>	<b>(\$26,332)</b>	<b>(\$60,530)</b>	<b>(\$64,017)</b>	<b>(\$68,144)</b>	<b>(\$73,766)</b>	<b>(\$292,788)</b>
<b>Ferry Division</b>						
Revenue	\$16,245	\$16,389	\$16,538	\$16,625	\$16,693	\$82,490
Available Toll Subsidy	\$13,936	\$12,947	\$12,376	\$11,909	\$10,851	\$62,019
One-Time Federal Revenue	\$15,297	\$0	\$0	\$0	\$0	\$15,297
Expense	\$55,298	\$57,219	\$58,739	\$58,744	\$59,764	\$289,763
<b>Total Surplus/Deficit</b>	<b>(\$9,820)</b>	<b>(\$27,883)</b>	<b>(\$29,825)</b>	<b>(\$30,210)</b>	<b>(\$32,220)</b>	<b>(\$129,958)</b>

**4.2.3. Potential Service Reductions**

GGF service would need to be significantly reduced in FY 2024/25 to reflect the forecasted reduction in funding levels. GGT currently operates about 51% of pre-pandemic service, so bus service changes would be limited in scope. To reduce GGF service by 46.7%, changes could include:

- Angel Island Ferry – elimination of midday service daily.
- Larkspur Ferry – elimination of midday service on weekdays, elimination of one weekday evening round-trip, and a 50% reduction in weekend service.
- Sausalito Ferry – elimination of first weekday morning round-trip, and elimination of most afternoon service and last evening round-trip daily. Weekday peak service would be interlined with service to Tiburon.
- Tiburon Ferry – elimination of first morning round-trip and last evening northbound trip on weekdays, and elimination of most midday service daily. Weekday peak service would be interlined with service to Sausalito.

Modest GGT service cuts could be made to offset the most drastic changes to GGF service, such as:

- Regional routes – reduce frequencies from every 30 minutes to every 60 minutes in certain cases and/or reduce early morning or late evening service span.
- Commute routes – reduce number of trips in operation.

Additional service changes would be needed beyond FY 2024/25 to ensure operating costs do not exceed projected revenue levels. While these changes would be minor in theory, the scope of initial GGF service reductions may result in significant ridership loss that results in the need to cut additional service to meet expected funding levels.

### 4.3. MTC Planning Scenarios

To facilitate consistent analysis of the potential future of transit service across the Bay Area, MTC requires that three additional planning scenarios be included in this SRTP. The GGBHTD does not consider these scenarios realistic based on current expense and revenue trends. However, they provide a snapshot of how GGT and GGF services could be configured should certain future funding levels be met.

#### 4.3.1. Scenario 1

Scenario 1 assumes the GGBHTD's revenues return to FY 2018/19 levels and escalates those revenues 2.2% annually over the next five years to provide consistency with Plan Bay Area 2050 projections, as shown on Figure 4.4. This results in an overall transit funding deficit of 31.3%. Scenario 1 includes a 31.7% reduction in GGF funding and a 31.1% reduction in GGT funding compared to pre-pandemic levels. However, the GGF and GGT budgets would likely be adjusted to provide more equitable service decreases for both modes.

**Figure 4.4: Transit Operating Budget, MTC Scenario 1**

Dollar amounts shown in thousands	Year 1	Year 2	Year 3	Year 4	Year 5	5-Year Total
	FY 2023/24	FY 2024/25	FY 2025/26	FY 2026/27	FY 2027/28	
Total Revenue*	\$127,400	\$130,300	\$133,100	\$136,000	\$139,000	\$665,800
<b>Bus Division</b>						
Revenue*	\$89,180	\$91,210	\$93,170	\$95,200	\$97,300	\$466,060
Expense	\$127,838	\$132,182	\$134,943	\$138,696	\$142,498	\$676,156
<b>Total Surplus/Deficit</b>	<b>(\$38,658)</b>	<b>(\$40,972)</b>	<b>(\$41,773)</b>	<b>(\$43,496)</b>	<b>(\$45,198)</b>	<b>(\$210,096)</b>
<b>Ferry Division</b>						
Revenue*	\$37,852	\$38,714	\$39,545	\$40,407	\$41,298	\$197,817
Expense	\$55,298	\$57,219	\$58,739	\$58,744	\$59,764	\$289,763
<b>Total Surplus/Deficit</b>	<b>(\$17,446)</b>	<b>(\$18,506)</b>	<b>(\$19,193)</b>	<b>(\$18,337)</b>	<b>(\$18,465)</b>	<b>(\$91,947)</b>

\*Revenue values are overstated compared to the Projected Operating Budget.

An approximate 31.3% decrease in overall transit funding could result in the following service changes:

- GGT – potentially modest service additions, such as additional trips on existing routes to accommodate increased passenger loads.
- GGF – elimination of select trips that do not carry large passenger loads, such as during the midday on weekdays or in the winter season. Select weekday trips on the Larkspur Ferry would be extended to a new ferry landing in the Mission Bay neighborhood of San Francisco.

Vehicles needed for revenue service would include 88 buses and six ferry vessels. The GGBHTD would need to maintain a fleet of 105 buses and seven ferry vessels when accounting for a 20% spare ratio. The revenue vehicle fleet size could be reduced by retiring or transferring ownership of 42 buses.

### 4.3.2. Scenarios 2 and 3

Scenario 2 assumes the GGBHTD’s revenues are impacted by fare losses due to reduced ridership and escalates the remaining revenues 2.2% annually over the next five years, as shown on Figure 4.5. This results in a 42.1% overall decrease in transit funding. Scenario 2 includes a 42.5% reduction in GGF service and a 41.9% decrease in GGT service. However, the GGF and GGT budgets would likely be adjusted to provide more equitable service decreases for both modes.

**Figure 4.5: Transit Operating Budget, MTC Scenario 2**

<i>Dollar amounts shown in thousands</i>	Year 1	Year 2	Year 3	Year 4	Year 5	5-Year Total
	FY 2023/24	FY 2024/25	FY 2025/26	FY 2026/27	FY 2027/28	
Total Revenue*	\$107,400	\$109,700	\$112,100	\$114,600	\$117,100	\$560,900
<b>Bus Division</b>						
Revenue*	\$75,180	\$76,790	\$78,470	\$80,220	\$81,970	\$392,630
Expense	\$127,838	\$132,182	\$134,943	\$138,696	\$142,498	\$676,156
<b>Total Surplus/Deficit</b>	<b>(\$52,658)</b>	<b>(\$55,392)</b>	<b>(\$56,473)</b>	<b>(\$58,476)</b>	<b>(\$60,528)</b>	<b>(\$283,526)</b>
<b>Ferry Division</b>						
Revenue*	\$31,910	\$32,593	\$33,306	\$34,049	\$34,792	\$166,650
Expense	\$55,298	\$57,219	\$58,739	\$58,744	\$59,764	\$289,763
<b>Total Surplus/Deficit</b>	<b>(\$23,388)</b>	<b>(\$24,626)</b>	<b>(\$25,432)</b>	<b>(\$24,695)</b>	<b>(\$24,972)</b>	<b>(\$123,114)</b>

\*Revenue values are overstated compared to the Projected Operating Budget.

Scenario 3 assumes the GGBHTD’s revenues return to 85% of FY 2018/19 levels and escalates those revenues 2.2% annually over the next five years, as shown on Figure 4.6. This results in a 41.6% overall decrease in transit funding. Scenario 3 includes a 42.0% reduction in GGF service and a 41.4% decrease in GGT service. As with the other MTC scenarios, the GGF and GGT budgets would likely be adjusted to provide more equitable service decreases for both modes.

**Figure 4.6: Transit Operating Budget, MTC Scenario 3**

<i>Dollar amounts shown in thousands</i>	Year 1	Year 2	Year 3	Year 4	Year 5	5-Year Total
	FY 2023/24	FY 2024/25	FY 2025/26	FY 2026/27	FY 2027/28	
Total Revenue*	\$108,300	\$110,700	\$113,100	\$115,600	\$118,200	\$565,900
<b>Bus Division</b>						
Revenue*	\$75,810	\$77,490	\$79,170	\$80,920	\$82,740	\$396,130
Expense	\$127,838	\$132,182	\$134,943	\$138,696	\$142,498	\$676,156
<b>Total Surplus/Deficit</b>	<b>(\$52,028)</b>	<b>(\$54,692)</b>	<b>(\$55,773)</b>	<b>(\$57,776)</b>	<b>(\$59,758)</b>	<b>(\$280,026)</b>
<b>Ferry Division</b>						
Revenue*	\$32,177	\$32,890	\$33,603	\$34,346	\$35,119	\$168,135
Expense	\$55,298	\$57,219	\$58,739	\$58,744	\$59,764	\$289,763
<b>Total Surplus/Deficit</b>	<b>(\$23,120)</b>	<b>(\$24,329)</b>	<b>(\$25,135)</b>	<b>(\$24,398)</b>	<b>(\$24,645)</b>	<b>(\$121,628)</b>

\*Revenue values are overstated compared to the Projected Operating Budget.

Scenarios 2 and 3 provide a similar funding picture for the GGBHTD's transit services, and potential service modifications would not differ significantly between them. An approximate 41.6-42.1% decrease in overall transit funding could result in the following service changes:

- GGT – no significant changes to current service levels.
- GGF – elimination of select trips on all routes daily through the day, prioritized based on ridership demand and staffing efficiency. An expansion of the Larkspur Ferry to Mission Bay would not be included in these scenarios.

The number of vehicles needed for revenue service would be 74-75 buses and five ferry vessels. Accounting for a 20% spare ratio, the GGBHTD would need to maintain a fleet of 88-90 buses and six ferry vessels. The revenue vehicle fleet could be adjusted to the necessary size by retiring or transferring ownership of 57-59 buses and retiring one catamaran.