

GOLDEN GATE BRIDGE, HIGHWAY AND TRANSPORTATION DISTRICT

RESOLUTION NO. 2013-014

**APPROVE SERVICE STANDARDS AND POLICIES
FOR GOLDEN GATE TRANSIT BUS AND GOLDEN GATE FERRY SERVICE,
AS REQUIRED BY TITLE VI GUIDELINES**

February 22, 2013

WHEREAS, on October 1, 2012, the Federal Transit Administration (FTA) issued a new circular to guide transit agencies and other aid recipients in complying with Title VI of the Civil Rights Act of 1964 (Title VI), which ensures that public services, including transportation, are provided in a nondiscriminatory manner; and,

WHEREAS, in order to comply with the requirements of Title VI, the Golden Gate Bridge, Highway and Transportation District (District) must adopt service standards and policies by March 31, 2013; and,

WHEREAS, once adopted, the service standards and policies will be used to monitor the District's provision of services to minority and non-minority riders and residents of its service area in a non-discriminatory fashion; and,

WHEREAS, the Transportation Committee, at its meeting of February 21, 2013, has so recommended; now, therefore, be it

RESOLVED that the Board of Directors of the Golden Gate Bridge, Highway and Transportation District hereby adopts the service standards and policies for Golden Gate Transit bus service and Golden Gate Transit Ferry service, as required under Federal Transit Administration Circular 4702.1B Title VI Requirements and Guidelines for Direct Federal Recipients, as outlined in Attachment A.

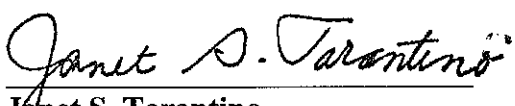
ADOPTED this 22nd day of February 2013, by the following vote of the Board of Directors:

AYES (15): Directors Arnold, Campos, Chu, Cochran, Fredericks, Mar, Moylan, Pahre, Rabbitt, Sears, Snyder, Sobel and Theriault; Second Vice President Stroeh; President Eddie

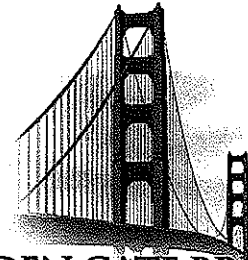
NOES (0): None

ABSENT (2): Director Reilly; First Vice President Grosboll


James C. Eddie
President, Board of Directors

ATTEST: 
Janet S. Tarantino
Secretary of the District

Attachment



GOLDEN GATE BRIDGE
HIGHWAY & TRANSPORTATION DISTRICT

Agenda Item No. 3

To: Transportation Committee/Committee of the Whole
Meeting of February 21, 2013

From: Ron Downing, Director of Planning
Kellee Hopper, Deputy General Manager, Administration & Development
Denis J. Mulligan, General Manager

Subject: **APPROVE SERVICE STANDARDS AND POLICIES FOR GOLDEN GATE TRANSIT BUS AND GOLDEN GATE FERRY SERVICE, AS REQUIRED BY TITLE VI GUIDELINES**

Recommendation

Adopt the service standards and policies described below for Golden Gate Transit bus service and Golden Gate Ferry service, as required under FTA Circular 4702.1B Title VI Requirements and Guidelines for Direct Federal Recipients.

Background

The FTA (Federal Transit Administration) issued new guidance to federal aid recipients in the form of a new circular on October 1, 2012. The circular guides transit agencies and other aid recipients on how to comply with Title VI of the Civil Rights Act of 1964, which ensures that public services, including transportation, are provided in a nondiscriminatory manner.

On October 12, 2012, staff briefed the Transportation Committee on what is required by FTA for the District's transit programs to comply with the Title VI requirements, and the specific new actions mandated by the October 1, 2012 circular. Staff indicated that there were several actions that the Board would need to take to comply with the new requirements. The adoption of service standards and policies is the first of those actions, and the FTA requires that it be completed by March 31, 2013. Other new program requirements will be brought to the Board during the next one to two years, as appropriate, before the District's next Title VI triennial program submittal in 2015.

Once adopted, the service standards and policies will be used to monitor whether the District is providing its services to minority and non-minority riders and residents of its service area in a non-discriminatory fashion. Staff will analyze how our services perform according to each of these standards and policies for minority and non-minority populations. Staff will present its findings to the Board, and the board will be required to give input on mitigations for any negative findings. The policies, monitoring results and evidence of Board input will be submitted to the FTA as part of the District's Title VI Program submittal every three years.

Discussion

Several standards required by the FTA have been formally adopted previously by the District and are published in the District's Short-Range Transit Plan (SRTP). Other standards and policies

have been applied informally. The new guidance from the FTA has given the District an opportunity to review existing standards and policies and to adopt new ones that will assist us in providing service in a nondiscriminatory way. While the Title VI service standards and policies do not replace the standards and policies in the existing SRTP, they will be incorporated into future versions of the SRTP and other reports that address the topics covered by the Title VI service standards and policies.

Planning Department staff met with staff from both Bus and Ferry divisions to review existing standards and policies and developed the following proposed standards and policies:

For Golden Gate Transit, these standards and policies apply only to regional bus service under the District's control. Local bus service, which operates under contract with Marin Transit, is subject to the Title VI standards and policies developed by Marin Transit.

Service Standards

1. Vehicle load

The vehicle load standard is designed to ensure that the passenger seats or space on board transit vehicles is provided in an equitable manner. Vehicle loads are measured using an average maximum load factor, which is the ratio of passengers to seats (buses) or vessel capacity (ferries) at the busiest point on a trip. For example, a bus with 20 passengers and 40 seats has a load factor of 0.5 (20/40), and a ferry with 300 passengers and a listed capacity of 400 has a load factor of 0.75 (300/400).

Recommended standards:

- Bus – Average maximum load factor for regional service should be 1.0, as measured by total seats on board buses.
- Ferry – Average maximum load factor should be set to 1.0, as measured by the maximum load permitted by the Coast Guard in consultation with the District for each vessel.

Buses in Golden Gate Transit's fleet currently used in regional service have seating capacities of:

Length	Make	Model	Seats
40 ft.	Nova	82VN	39
	Orion	V	41
45 ft.	MCI	102DL3	57
	MCI	D4500	57

As determined jointly by the District and the Coast Guard, Golden Gate Ferry's vessels have maximum capacities of:

Vessel(s)	Capacity
Del Norte	400
Golden Gate, Napa, Mendocino	450
San Francisco, Sonoma	634
Marin	750

2. Vehicle headway

The vehicle headway standard is designed to ensure that passengers have equitable wait times for transit vehicles. Vehicle headways are measured as the amount of time between the departure of two subsequent buses or ferries along the same route or service corridor.

The District differentiates between two types of bus service: Basic routes generally provide bi-directional service all day while Commute routes generally provide service during peak periods in the commute direction only. A breakdown of existing bus routes is listed below.

Service Type	Bus Routes
Basic	10, 40, 42, 70, 80, 101
Commute	2, 4, 8, 18, 24, 27, 38, 44, 54, 56, 58, 72, 74, 76, 92, 93, 97

Recommended standards:

- Bus – The standard should be a maximum headway of 60 minutes during peak and off-peak periods along all Basic service corridors. Headway standard should be 60 minutes during peak periods only and in the commute direction only along all Commute service corridors. A service corridor is defined as a primary street and any parallel roadway facilities within ½ mile, which can be served by any number of bus routes. Improved headways will be considered along Basic service corridors in cases where the maximum load factor is exceeded and resources are available to improve service. Commute bus service will be considered in the commute and/or reverse-commute directions along service corridors with a demonstrated or projected daily ridership that supports at least two round-trips carrying 30 passengers per trip on average (120 passengers per day) when resources are available to improve service.
- Ferry – The standard should be a maximum headway of 120 minutes during peak and off-peak periods on all routes. Improved headways will be considered in cases where the maximum load factor is exceeded and resources are available to improve service.

Thresholds for adding Commute bus service are higher than they are for Basic bus service because of the substantial expense associated with service during peak commute periods. Note that the headway standard does not apply to special event services, such as ferry service that operates to/from San Francisco Giants home games.

3. On-time performance

The on-time performance standard is designed to ensure that the reliability of transit service is equitable for passengers. On-time performance is measured as the percentage of trips that depart timepoints within a certain number of minutes of published schedules.

Recommended standards:

- Bus – Standard for regional bus service should be 90%. Buses are considered on time if they are no more than 5 minutes late or 1 minute early.
- Ferry – Standard should be 95%. Ferries are considered on time if they are no more than 5 minutes late during peak periods and 10 minutes late during off-peak periods. Ferries that depart even 1 minute early are not considered on time.

The on-time performance standard for bus service for Title VI purposes differs from the standard identified in the SRTP. The SRTP standard applies to all bus service operated by Golden Gate Transit, including service operated under contract with Marin Transit. The Title VI standard applies only to service under the control of Golden Gate Transit; Marin Transit sets its own Title VI standards.

4. Service availability

The service availability standard is a broadly defined measure of geographic access to transit services. The District proposes measuring availability of bus service in a manner that reflects the ability of bus service to be modified, while ferry service availability would be measured in a manner that acknowledges (a) that ferry terminals are at fixed locations, and (b) that the District has minimal discretion to alter service availability in areas around the ferry terminals.

Recommended standards:

- Bus – Golden Gate Transit regional bus service should be provided to communities within the Highway 101 corridor between Santa Rosa and San Francisco on the following basis: At least one bus stop will be served in each city that touches Highway 101 if a bus stop exists (1) at a highway interchange or (2) within three blocks of a highway interchange, so long as the travel time associated with using such stop is no more than five minutes longer than it would be if the stop were located on the highway. Additionally, service will be provided to transit hubs located within three-quarters of a mile of a highway interchange. A transit hub is defined as a bus stop that provides scheduled connections to at least two local bus routes and has passenger amenities (i.e., signage, seating, and/or shelter).
- Ferry – Multimodal access to Golden Gate Ferry service should be provided to communities within two miles of each ferry terminal. Multimodal access is defined as public transit service or bicycle facilities (paths or bicycle lanes). For communities located within three quarters of a mile of a ferry terminal, multimodal access also includes pedestrian facilities (paths or sidewalks). The District will be responsible for the provision of multimodal access only on its own property. In situations where the District does not have control over property within two miles of a ferry terminal, the District should work with the responsible local agency to develop multimodal access to the best ability of the local agency.

Service Policies

1. Distribution of transit amenities for each mode

The transit amenities policy is designed to provide the framework for the distribution of bus stop and ferry terminal amenities equitably throughout the system. The District does not have a formal policy regarding the distribution of transit amenities in the SRTP or elsewhere. Informally, the District's practice is to install amenities at locations with the highest number of boarding passengers. The District also weighs other factors, such as transfers between routes and access to surrounding land uses. Formalization of this policy would allow the District to quantify the factors that go into siting amenities.

Recommended policy: In situations where the District has the authority and available resources to site new amenities at multiple bus stops or ferry terminals, amenities will be programmed for placement at those stops or terminals based on a ranked score. Amenities may include, but are not limited to, shelters, seating, trash receptacles, and transit information displays. Rankings are based on total scores assigned to each candidate stop or terminal and are based on weighted factors, including passenger boardings, transfer opportunities, and access to major activity nodes. While the District will use rankings to program the installation of amenities, external factors (e.g., site limitations, regulations of local jurisdictions, etc.) may dictate that amenities be installed out of order or not at all. Maintenance and replacement of existing amenities will not be subject to ranked scoring.

2. Vehicle assignment for each mode

The vehicle assignment policy is designed to provide the framework for the distribution of buses and ferries in an equitable fashion throughout the system. This policy is complementary to the preceding policy and allows the District to demonstrate equitable provision of amenities throughout the entire passenger experience, both before and during a trip. The District currently has a policy on the assignment of higher capacity buses to trips that average 35 or more passengers, which has been incorporated into this policy.

Recommended policies:

- Bus – All trips on regional routes will be assigned 40-foot buses of similar age with air conditioning, reclining seats, luggage racks, overhead reading lights, and bicycle racks. For trips that average 35 or more passengers, comparably equipped 45-foot buses of similar age will be assigned instead. In the event that the District acquires new or refurbishes existing buses, the buses will be distributed equitably throughout the system so long as the distribution does not have a negative impact to load factors.
- Ferry – All trips will be assigned vessels with air conditioning, upholstered indoor seating, bicycle racks, restrooms, and snack bar service. Vessels will be assigned to routes based on infrastructure and environmental limitations, and vessels of similar age will be assigned to routes in situations where there are no external limiting factors. Limitations include but are not limited to the inability of some vessels to dock at the Sausalito Ferry Terminal, and the need for higher speed vessels to operate to/from Larkspur during peak periods to provide faster vessel turnaround, which results in increased service capacity. In the event that the District acquires new or refurbishes existing vessels, the vessels will be distributed equitably throughout the system in situations where there are no external limiting factors.

Fiscal Impact

There will be no financial impact as a result of adopting these service standards and policies.