

# **Triennial Performance Audit**

*of the*

## **Golden Gate Bridge, Highway and Transportation District (GGBHTD)**

**Fiscal Years 2017/18, 2018/19 and 2019/20**

**FINAL AUDIT REPORT**

*prepared for the*



**METROPOLITAN  
TRANSPORTATION  
COMMISSION**

*by*



**Pierlott & Associates, LLC**  
*Management Consulting*

**June 2021**

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NOTE:

*All exhibits in this report are presented at the end of the associated discussion in each section.*

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## EXECUTIVE SUMMARY

This executive summary highlights the findings from the performance audit of the Golden Gate Bridge, Highway, and Transportation District (GGBHTD). In California, a performance audit must be conducted every three years of any transit operator receiving Transportation Development Act (TDA) Article 4 funds, to determine whether the operator is in compliance with certain statutory and regulatory requirements, and to assess the efficiency and effectiveness of the operator's services. The three service modes operated by GGBHTD, bus, ferry, and paratransit, are the focus of this performance audit. The audit period is Fiscal Years 2018 through 2020 (from July 1, 2017 through June 30, 2020). **NOTE: Due to the COVID-19 emergency it is recognized that performance in the latter part of FY2020 is anomalous with the earlier part of the audit period. As such, trend analyses in this report do not place much emphasis on performance beyond FY2019 for the purposes of drawing conclusions and formulating recommendations.**

### Performance Audit and Report Organization

The performance audit was conducted for MTC in accordance with its established procedures for performance audits. The final audit report consists of these sections:

- An assessment of data collection and reporting procedures;
- A review of performance trends in TDA-mandated indicators and component costs;
- A review of compliance with selected PUC requirements;
- An evaluation of the District's actions to implement the recommendations from the last performance audit;

- An evaluation of functional performance indicator trends; and
- Findings, conclusions, and recommendations to further improve GGBHTD's performance based on the results of the previous sections.

Comments received from GGBHTD and MTC staff regarding the draft report were incorporated into this final report. Highlights from the key activities are presented in this executive summary.

## **Results and Conclusions**

Review of TDA Data Collection and Reporting Methods - The purpose of this review is to determine if GGBHTD is compliant with the TDA requirements for data collection and reporting. The review is limited to the five data items needed to calculate the TDA-mandated performance indicators. This review has determined that the District is compliant with the data collection and reporting requirements for all five TDA statistics. In addition, the statistics collected over the six-year review period appear to be consistent with the TDA definitions, and indicate general consistency in terms of the direction and magnitude of the year-to-year changes across the statistics.

Performance Indicators and Trends – The District's bus service performance trends for the five TDA-mandated indicators were analyzed. A six-year analysis period was used for all the indicators. In addition, component operating costs were analyzed.

- Bus Service – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2015 through FY2020:
  - Operating cost per vehicle service hour increased substantially over the six-year period. While the impacts of the pandemic greatly

influenced performance in FY2020, cost per hour had been increasing through FY2019.

- Passenger productivity showed negative trends, with passengers per vehicle service hour decreasing overall by 8.0 percent annually, and passengers per vehicle service mile decreasing by 7.9 percent per year. These trends were largely the result of ridership losses due to the pandemic.
- The cost per passenger increased on average by 15.1 percent per year, which amounted to an average annual increase of 11.9 percent in constant FY2015 dollars.
- Employee productivity increased an average 3.6 percent per year.
- The impacts of the COVID-19 pandemic were most clearly observed in the ridership and passenger productivity trends.

The following is a summary of the component operating costs trend highlights for the bus service between FY2015 and FY2020:

- The changes in total operating costs were most heavily influenced by the labor and fringe benefits cost categories. Together, these categories represent over 80 percent of the total operating costs.
- Services costs comprise about six percent of total operating costs, and increased significantly in FY2018 and FY2019.
- Fuels and lubricants costs decreased an average of 6.1 percent over the analysis period going from approximately six percent of total operating costs down to slightly more than three percent.
- Mixed results were observed in the remaining cost categories with some modest increases and decreases within in each category. However, these other costs together represent less than 10 percent of total operating expenses.

- Ferry Service – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2015 through FY2020:
  - Operating cost per hour was fairly steady through FY2018, but increased 6.4 percent in FY2019, largely due to a commensurate increase in total operating costs in that year.
  - Passenger productivity exhibited declining trends throughout the review period, with passengers per vessel service hour decreasing from 180.9 in FY2015 to 164.2 in FY2019.
  - The cost per passenger increased steadily through FY2019 in terms of both actual (i.e., nominal) dollars and constant (i.e., inflation-adjusted dollars).
  - Employee productivity, despite some year-to-year variations, decreased only slightly over the six-year period.

The following is a summary of the component operating costs trend highlights for paratransit between FY2015 through FY2020:

- Overall, operating costs increased by 2.7 percent annually, but there were larger increases in most component cost categories.
  - Labor and fringe benefits costs contribute the most significantly to the operating costs increases as these categories together comprise approximately 60 percent of the total.
  - Fuels and lubricants decreased an average of 4.6 percent per year over the review period, the result of significant decreases in these costs in FY2016 and FY2020.
- Paratransit – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2015 through FY2020:
    - Cost efficiency exhibited an overall improvement over the six-year period, with cost per vehicle service hour decreasing an average of 6.7 percent per year in actual dollars, and 9.2 percent per year in constant dollars.

- Passengers per vehicle service hour and vehicle service mile both remained fairly steady throughout much of the six-year period, despite recent declines in ridership.
- Cost effectiveness improved significantly as a result of the improvement in cost efficiency combined with the steady performance of passenger productivity.

The following is a summary of the component operating costs trend highlights for paratransit between FY2015 through FY2020:

- Paratransit total operating costs increased an average of five percent annually, and are driven by purchased transportation expenses, – by far the largest component cost category.
- Purchased transportation costs continued to comprise at least 98 percent of all costs between FY2015 and FY2019, and 100 percent in FY2020.

Compliance with Statutory Requirements – The District is in compliance with the sections of the state PUC that were reviewed as part of this performance audit. The sections reviewed included requirements concerning CHP safety inspections, labor contracts, reduced fares, Welfare-to-Work, revenue sharing, and evaluation of passenger needs.

Status of Prior Audit Recommendations – – The recommendation from the prior audit is considered to have been implemented.

Functional Performance Indicator Trends - To further assess the District's performance over the past three years, a detailed set of systemwide and modal (bus service) functional area performance indicators was defined and reviewed.

- Systemwide – The following is a brief summary of the systemwide

functional trend highlights between FY2018 and FY2020:

- Administrative costs varied somewhat throughout the audit period, as administrative costs share of total operating costs decreased slightly, and cost per vehicle service hour increased in the first two years of the audit period.
- Marketing costs remained steady between five and six percent overall compared to total administrative costs and increased compared to passenger trips.
- The systemwide farebox recovery ratio decreased approximately 31 percent during the audit period. While the trend had been declining slightly on FY2019, this was exacerbated by the decrease in ridership in response to the COVID emergency.
- Bus Service – The following is a brief summary of the bus service functional trend highlights between FY2018 and FY2020:
  - Service Planning results showed generally steady performance over the audit period. The one exception was the decline in farebox recovery, which decreased from 21 percent to 16 percent between FY2018 and FY2020 due to the impacts of the COVID emergency on ridership and fare revenue.
  - Operations performance exhibited steady trends in operator absence rates, but increases in vehicle operations costs per service hour. Again, the increase in the latter was largely the result of reductions in service levels due to the COVID emergency.
  - Maintenance results showed substantial improvement in mean distance between major failures, but a slight decline in mean distance between all failures. Maintenance employee absence rates were generally steady during the audit period, while pay hours per service hour increased.
  - The rate of preventable accidents improved considerably decreasing nearly 50 percent over the audit period. While casualty and liability cost measures held steady, the lost days due to industrial accidents rose sharply.



- Ferry Service – The following is a brief summary of the ferry service functional trend highlights between FY2018 and FY2020:
  - Service Planning results showed operating cost per passenger mile increasing 9.3 percent between FY2018 and FY2019, then increasing 40 percent in FY2020. Vessel miles and hours as a percentage of total miles and hours were steady throughout the audit period. Farebox recovery decreased in each year of the audit period.
  - Vessel operations cost as a percentage of total operating cost decreased four percent over the audit period, while vessel operations cost per service hour increased 27 percent, largely the result of reductions in service levels in FY2020. Operator scheduled absences improved over the audit period, but unscheduled absences increased in FY2020. On-time performance was consistently greater than 90 percent.
  - Maintenance costs as a percentage of total costs increased 36 percent, and vessel maintenance costs per service mile increased 58 percent. Maintenance employee pay hours remained steady, however, reduction in service level in FY2020 resulted in an unusually large increase in the ratio of pay hours to service hours in that year. Maintenance employee scheduled and unscheduled absence rates both improved overall. Mean distance between failures also exhibited improvement.
  - Preventable accidents increased over the audit period, but the actual number of incidents remained relatively low (i.e., five or fewer). Although the casualty/liability cost rates increased during the audit period, this was due to reductions in service levels rather than increases in costs. Lost days due to industrial accidents exhibited a 45 percent improvement over the audit period.
- Paratransit Service – The following is a brief summary of the paratransit service functional trend highlights between FY2018 and FY2020:
  - Service Planning results showed the operating cost per passenger mile increasing by 12 percent between FY2018 and FY2019, followed by a further 11 percent increase in FY2020. Farebox recovery ratio

remained steadily at about 7.5 percent in FY2018 and FY2019, but fell to 6.3 percent in FY2020.

- Vehicle operations costs per hour was variable with cost per hour increasing by 25 percent in FY2019, but decreasing 21 percent in FY2020. On-time performance slipped from 72 percent to 55 percent. The number of ADA capacity denials was negligible. Although trip cancellations increased between FY2018 and FY2020, the rates of late trip cancellations and no-shows improved by 29 and 24 percent, respectively.
- Maintenance performance was variable. There was a decrease in maintenance costs as a percent of total costs in FY2019, followed by an increase in FY2020. Likewise, mean distance between failures (both major and total) dropped in FY2019, but were followed by increases in FY2020.
- Safety results were positive in both injury accidents and total accidents. There were no injury accidents reported during the audit period, and total accidents per 100,000 miles showed an 18 percent improvement.

## **Recommendations**

No recommendations are suggested for GGBHTD at this time based on the results of this triennial performance audit.

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## I. INTRODUCTION

Public Utilities Code (PUC) Section 99246 requires that a performance audit be conducted every three years of each public transit operator in California. The audit requirement pertains to recipients of Transportation Development Act (TDA) funds, and is intended to assure that the funds are being used efficiently. The substance and process of the performance audit is defined by the Regional Transportation Planning Agency (RTPA).

In the San Francisco Bay Area, the Metropolitan Transportation Commission (MTC) has been designated the RTPA and has this responsibility. By statute, the audit must be conducted in accordance with the U.S. Comptroller General's "Standards for Audit of Governmental Organizations, Programs, Activities, and Functions" (the "yellow book"). The performance audit is a systematic review to determine the extent to which a transit operator has complied with pertinent laws and regulations, and conducted operations in an efficient and economical manner. Relative to system compliance testing, all findings are reported regardless of materiality.

This report has been prepared as part of the performance audit of the Golden Gate Bridge, Highway and Transportation District (GGBHTD). GGBHTD operates bus service under the banner of Golden Gate Transit (GGT). GGBHTD also operates Golden Gate Ferry (GGF) service between San Francisco and Marin County (Larkspur and Sausalito). GGBHTD provides ADA complementary paratransit through an agreement with the Marin County Transit District (MCTD). All of these modes are included in this performance audit. The audit period is Fiscal Years 2018 through 2020 (from July 1, 2017 through June 30, 2020). **NOTE: Due to the COVID-19 emergency it is recognized that performance in the latter part of FY2020 is anomalous with the earlier part of the audit**

**period. As such, trend analyses in this report do not place much emphasis on performance beyond FY2019 for the purposes of drawing conclusions and formulating recommendations.**

An overview of GGBHTD is provided in Exhibit 1. This is followed by a high-level agency organization chart in Exhibit 2, which reflects the organizational structure of the District.

### **Performance Audit and Report Organization**

This performance audit of GGBHTD is being conducted for MTC in accordance with its established procedures for performance audits. The audit consists of two discrete steps:

1. Compliance Audit – Activities in this phase include:
  - An overview of data collection and reporting procedures for the five TDA performance indicators;
  - Analysis of the TDA indicators; and
  - A review of compliance with selected state Public Utilities Code (PUC) requirements.
  
2. Functional Review – Activities in this phase include:
  - A review of actions to implement the recommendations from the prior performance audit;
  - Calculation and evaluation of functional performance indicator trends; and
  - Findings, conclusions, and the formulation of recommendations.

This report presents the findings from both phases. Comments received from the District and MTC staff regarding the draft report were incorporated into this final audit report.

## Exhibit 1: System Overview

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<b>Location</b>	Golden Gate Bridge: PO Box 9000, Presidio Station San Francisco, CA 94129-0601 Golden Gate Transit: 1011 Andersen Drive San Rafael, CA 94901-5318 Golden Gate Ferry: 101 East Sir Francis Drake Boulevard Larkspur, CA 94939-1803
<b>Establishment</b>	GGBHTD is a special district of the State of California, formed under authority of the Golden Gate Bridge and Highway Act of 1923 and incorporated in 1928. Originally designed to build and operate the Golden Gate Bridge, mass transportation service was added to the District's authorization in 1969. The District encompasses the City and County of San Francisco, the Counties of Marin, Sonoma, and Del Norte, most of Napa County, and part of Mendocino County.
<b>Board</b>	The District is governed by a Board of Directors. The 19-member Board is comprised of the following: nine members from San Francisco; four from Marin; three from Sonoma; one each from Napa, Mendocino, and Del Norte.
<b>Facilities</b>	GGBHTD's Administrative offices are located at the Golden Gate Bridge Toll Plaza in San Francisco. Bus Administration, Operations and Maintenance facilities are located in San Rafael. The Ferry Administration facility is located at the Larkspur Ferry Terminal. GGBHTD owns and operates two Park and Ride lots in Larkspur and Santa Rosa, along with a bus station at the San Rafael Transit Center. Another bus station, the Santa Rosa Transit Mall, is owned by the City of Santa Rosa. In addition to the Larkspur Ferry Terminal, Golden Gate Ferry leases ferry facilities in Sausalito, at the San Francisco Ferry Terminal, and in Tiburon.
<b>Service Data</b>	<p>The District operates bus service under the name Golden Gate Transit (GGT). During the audit period, it had an active fleet of 147 clean diesel and diesel-electric hybrid buses. Three categories of services are operated:</p> <ul style="list-style-type: none"><li>• Basic routes (i.e., Regional routes) operate daily service between San Francisco, Marin, Sonoma, and Contra Costa Counties. Services are provided along the U.S. Highway 101 Golden Gate Corridor, and along the Richmond-San Rafael Bridge Corridor.</li><li>• Commute routes operate predominantly during morning and afternoon peak periods between San Francisco, Marin, and Sonoma Counties along the U.S. Highway 101 Golden Gate Corridor.</li><li>• Commute Shuttle routes operate weekday service during morning and afternoon peak periods and are designed to supplement other GGBHTD services.</li></ul> <p>The Golden Gate Ferry (GGF) operates daily service (except New Year's, Thanksgiving, and Christmas days) between Sausalito, Larkspur or Tiburon in</p>

Marin County and San Francisco, at varying intervals of 15 to 120 minutes, depending on the time of the day, day of the week, and season.

- Larkspur Ferry is an 11.25-nautical mile route connecting the Larkspur Ferry Terminal and San Francisco Ferry Building. This route has been in operation since 1976.
- Sausalito Ferry is a 5.50-nautical mile route has been in operation since 1970 and connects downtown Sausalito and the San Francisco Ferry Building.
- Tiburon Ferry is a 5.94-nautical mile route that connects downtown Tiburon and the San Francisco Ferry Building. This service started in March 2017.
- Special Event Service to Oracle Park (formerly AT&T Park) is offered for San Francisco Giants baseball games and various special events along a 13.1-nautical mile route, which connects the Larkspur Ferry Terminal with Oracle Park. This service started in 2000. Special Event Service has also recently expanded to Chase Center in Mission Bay for Golden State Warriors games.

ADA complementary paratransit is provided under contract with Marin Transit, who administers the service for both agencies. The service is operated by Whistlestop, a local non-profit organization, and is publicly known as Marin Access. Service is available for intercounty (i.e., regional) travel within ¾-mile of all GGT Basic routes during the same service days and hours as the fixed-route operation. Service also is available in Sonoma County during the limited hours that local transit operators are not in service. As of July 1, 2015, the GGBHTD assumed responsibility for approximately 25% of the demand for mandated local paratransit trips within Marin County. This arrangement reflects the fact that GGT carries a significant number of local riders on its bus services in Marin County.

Bus fares are based on a seven-zone system. Adult fares range from \$4.75 to \$13.50 depending upon the zones traveled. Passengers using a Clipper card receive a discount of 20 percent for intercounty travel and 10 percent when travelling within Marin County. Reduced fares are available for seniors, persons with disabilities, Medicare cardholders and youth (ages 5 to 18). Children ages four and under ride free when accompanied by an adult. Intercounty paratransit fares are no more than twice the equivalent GGT full adult fare. The regular one-way fare on the Sausalito and Tiburon ferries is \$13.50 at all times; the regular one-way fare on the Larkspur Ferry is \$13.00 at all times. Seniors, persons with disabilities, Medicare cardholders, youth (ages 5 through 18) and Clipper cardholders receive discounted fares, and children under the age of five ride free when accompanied by an adult on all ferry routes. The Giants Ferry fare is \$13.50 each way.

## **Recent Changes**

The following operational changes were identified in GGBHTD's FY2019 SRTP:

- Commute Shuttle Route 31 was reinstated in September 2017 to provide connections between SMART trains in San Rafael and ferries in Larkspur. Select trips were extended to Peacock Gap starting in June 2018.



- Starting in June 2018, most trips on Commute Route 27 were extended from San Rafael to San Anselmo and Route 44 began bypassing San Rafael to accommodate the reconfiguration of San Rafael Transit Center.
- Commute Routes 72, 72X, and 74 were reconfigured in June 2018 to match service levels with passenger demand throughout Sonoma County. Most service was shifted from Route 72 to Routes 72X and 74. A stop at Veterans Park-and-Ride Lot was added to Route 72X. Route 74 was adjusted to serve Roberts Lake Park-and-Ride Lot and Santa Rosa Transit Mall and bypass Rohnert Park Expressway. Route 72 was adjusted to serve the same bus stops as Route 74 in Petaluma and to bypass Mendocino Avenue in Santa Rosa.
- Commute Shuttle Route 41 began in June 2018 as a demonstration project and was discontinued due to low ridership in March 2019.
- The San Francisco terminal of Basic routes was moved to the new Salesforce Transit Center in September 2018. After an extended closure forced these routes to detour, service returned to the facility in July 2019.
- Commute Shuttle Route 93 was discontinued due to low ridership in September 2018. In conjunction with this change, new service was implemented on Commute Route 4C, and service to the San Francisco Civic Center on Commute Routes 24 and 54 was renumbered to 24C and 54C to improve passenger understanding.
- Commute Route 2 was expanded to operate on weekends as a demonstration project beginning in March 2019.

## **COVID-19 Response**

GGBHTD is a member of the “Riding Together – Bay Area Healthy Transit Plan”, designed to align the region’s public transportation providers around transit-related health and safety standards. In response to the Bay Area shelter-in-place orders, the District continues to maintain essential functions, including Golden Gate Bridge security, maintenance, toll collection, and traffic management; and Golden Gate Transit and Golden Gate Ferry public transportation services.

Bus and ferry service levels were reduced to match ridership demand and are limit the number of passengers on board vehicles and vessels to maintain adequate social distancing. Service reductions include reduced weekday and weekend bus services, reduced weekday ferry service, and the suspension of weekend ferry service and ferry service to the Chase Center and Oracle Park. Starting February 24, 2021, Golden Gate Transit and Ferry, in a joint effort with Marin Transit and SMART, are offering free rides to customers taking transit to and from vaccination sites in order to reduce transportation and cost barriers for community members to receive the vaccine.

## **Planned Changes**

In its most recent SRTP, the District identified the following projects:

The District is undertaking a comprehensive operational analysis (COA) of bus service in anticipation of its switch to alternative fuel buses.

The District is undertaking an environmental review of the number of Larkspur Ferry crossings per day to determine appropriate service levels. The environmental

review process will also consider peak-period crossings to/from San Francisco's Mission Bay.

The District also is considering a variety of service changes, including additions and deletions of service along various corridors and routes.

- Discontinue Route 31
- Replace Route 44 with enhanced service on Routes 38 and 58
- Modify the alignments of Routes 54 and 56 in Novato
- Adjust the balance of service on Routes 24 and 24X
- Modify the alignment of Route 27
- Review bus and ferry service levels in Tiburon
- Establish "recreational" service levels on Route 2 and add service to Vista Point
- Adjust service levels on Basic routes

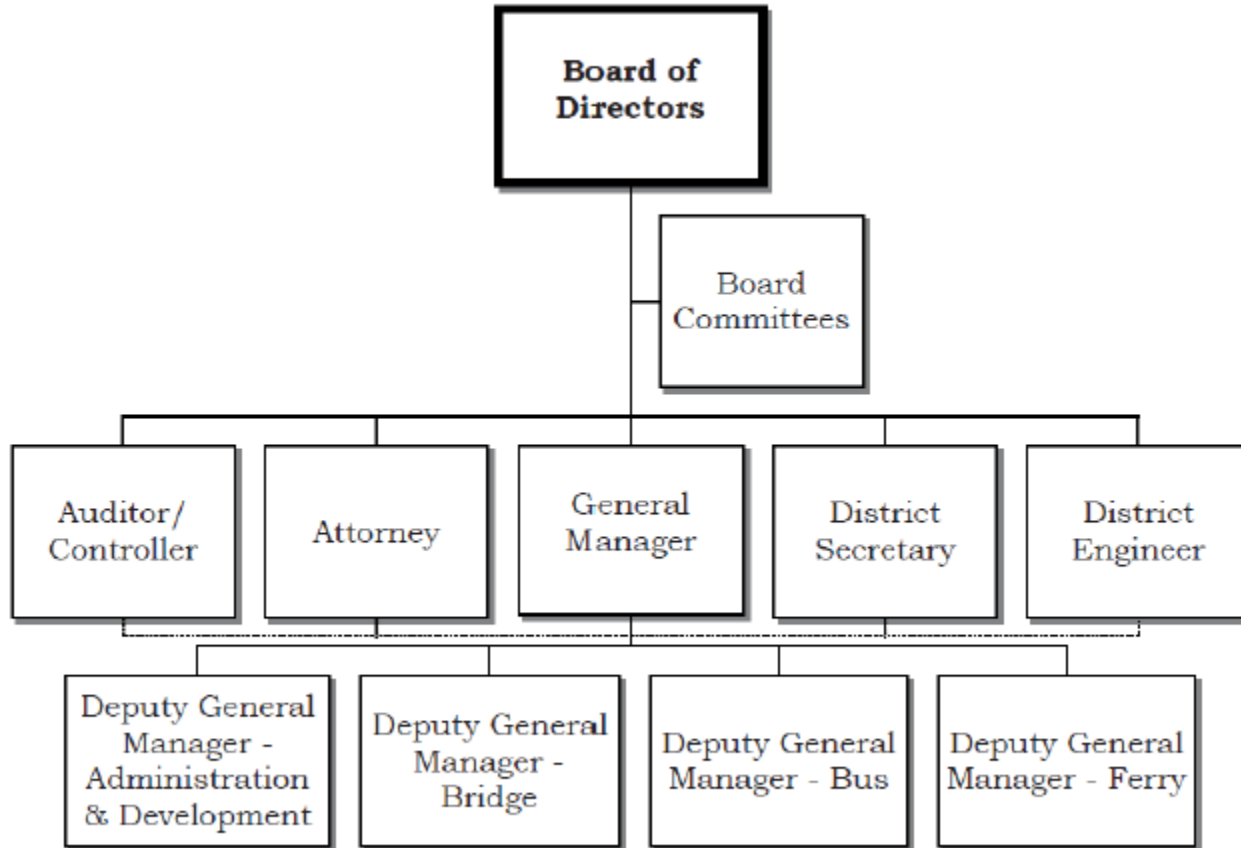
These planned changes are subject to revision and change resulting from the disruptions to service caused by the COVID-19 pandemic.

**Staff**

GGBHTD's staff is organized into four divisions: Bridge, Bus, Ferry and District Administration; each headed by a Deputy General Manager who reports to the General Manager. The FY2019/20 Budget listed a total of 828 full and part time budgeted positions. The breakdown by operating division was as follows:

Bridge:	179
Bus:	400
Ferry:	102
Dist. Admin.:	<u>147</u>
Total:	828

**Exhibit 2: Organization Chart**



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## II. REVIEW OF TDA DATA COLLECTION AND REPORTING METHODS

This section focuses on the five performance indicators required by TDA law. These indicators have been defined by the state PUC to evaluate the transit operator's efficiency, effectiveness and economy. The purpose of this review is to determine if GGBHTD is compliance with the data collection and reporting requirements necessary to calculate the TDA performance indicators. The review is limited to the data items needed to calculate the indicators:

- Operating costs
- Vehicle/Vessel service hours
- Vehicle/Vessel service miles
- Unlinked passengers
- Employees (full-time equivalents)

The TDA indicator analysis is based on these operating and financial statistics in the National Transit Database (NTD) reports submitted annually to the Federal Transit Administration (FTA). The information reported by GGBHTD covering the audit period has been reviewed. GGBHTD's NTD reports generally include its bus, ferry and paratransit services. However, consistent with FTA reporting requirements, GGBHTD does not submit employee hour information for purchased transportation service to the NTD.

### Compliance with Requirements

To support this review, GGBHTD also provided information to confirm and/or update its data collection and reporting procedures, using the descriptions in the prior

performance audit as a reference. There were minor changes. The staff indicated that the definitions and procedures used to derive the TDA indicator statistics generally are consistent with those used for the NTD reporting system.

Based on the information provided, as shown in Exhibit 3.1, GGBHTD is in compliance with the data collection and reporting requirements for all five TDA statistics.

### Consistency of the Reported Statistics

The resulting TDA statistics for GGBHTD's services are shown by mode in Exhibits 3.2 through 3.4. Included are statistics covering each fiscal year of the three-year audit period, plus the immediately preceding three fiscal years, resulting in a six-year trend. Certain potential inconsistencies which were identified are discussed below, along with explanations that have been provided:

- Bus Service – Most of the operating statistics remained steady throughout the six-year review period. Service levels exhibited only modest changes leading up to FY2020. There was a significant increase in operating costs in FY2019, primarily associated with fringe benefits. Ridership during most of the audit period was steady, with a significant drop in FY2020 due to the impacts caused by the pandemic. Employee full-time equivalents increased in FY2018 and FY2019, but decreased slightly in FY2020.
- Ferry Service – Similar to bus service, most of the operating statistics remained steady throughout the six-year review period. There were some increases in service levels leading up to FY2019, but declined precipitously in response to the pandemic in FY2020. Ridership also exhibited the same trend. Employee full-time equivalents varied from year-to-year between FY2015 and FY2019 with a very sharp decline in FY2020.

- Paratransit Service – The operating statistics for paratransit service were generally steady from FY2016 through FY2019. All statistics decreased significantly in FY2020 as a result of the impacts due to the pandemic.

Overall, the statistics collected over the period appear to be consistent with the TDA definitions. Further, they indicate general consistency in terms of the direction and magnitude of the year-to-year changes across the statistics. For example, increases or decreases in annual operating costs are relatively proportional to increases or decreases in annual vehicle service hours and miles.

### Exhibit 3.1: Compliance with TDA Data Collection and Reporting Requirements

TDA Statistic	TDA Definition	Compliance Finding	Verification Information
Operating Cost	“Operating cost” means all costs in the operating expense object classes exclusive of the costs in the depreciation and amortization expense object class of the uniform system of accounts and records adopted by the Controller pursuant to Section 99243, and exclusive of all subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission and of all direct costs for providing charter services, and exclusive of all vehicle lease costs.	In Compliance	<ul style="list-style-type: none"> <li>• Defined as the cost of labor, services, depreciation, materials and supplies used exclusively for a particular mode.</li> <li>• NTD reporting guidelines are followed. Joint expenses allocated to modes based on a ratio of mode revenue plus expense to total revenue plus expense.</li> <li>• Contract/paratransit service operating costs based on financial data provided by the contractor.</li> </ul>
Vehicle Service Hours	“Vehicle service hours” means the total number of hours that each transit vehicle is in revenue service, including layover time.	In Compliance	<ul style="list-style-type: none"> <li>• <u>Bus</u> – Actual hours traveled in revenue service including layover time. Bus Division inputs scheduled bus revenue trip data into the Hastus system. Cancelled trips are subtracted and extra trips are added in Hastus, and this data is fed into the TranStat system, which verifies data and produces the monthly Trip Summary Report of accumulated actual vehicle service hours. It is anticipated that beginning with data for FY 2022, TranStat will also use data generated by INIT to make adjustments to this data to reflect the differences between scheduled and actual data, such as if a particular trip operates ahead of or behind schedule.</li> <li>• <u>Ferry</u> – Actual hours in revenue service including layover time. Out-of-service time between commute periods is not included. Monthly “AM – PM Commute” report includes hours derived by calculating average trip time and average layover time for six trip categories. Report includes missed service, cancellations, and extra service (e.g., Oracle Park service).</li> </ul>



TDA Statistic	TDA Definition	Compliance Finding	Verification Information
			<ul style="list-style-type: none"> <li>• <u>Paratransit</u> – Hours operated by vehicle in revenue service, that is from first passenger pick-up to last passenger drop-off. Contractor’s “Monthly Statistical Report for Transportation” includes cumulative statistics from daily driver manifests and dispatcher logs.</li> </ul>
Vehicle Service Miles	“Vehicle service miles” means the total number of miles that each transit vehicle is in revenue service.	In Compliance	<ul style="list-style-type: none"> <li>• <u>Bus</u> – Actual miles that buses travel while in revenue service. Bus Division inputs scheduled bus revenue trip data into the Hastus system. Cancelled trips are subtracted and extra trips are added in Hastus, and this data is fed into the TranStat system, which verifies data and produces the monthly Trip Summary Report of accumulated actual vehicle service miles. It is anticipated that beginning with data for FY 2022, TranStat will also use data generated by INIT to make adjustments to this data to reflect the differences between scheduled and actual data, such as if a particular trip operates along a detour.</li> <li>• <u>Ferry</u> – Actual miles that vessels travel while in revenue service. Ferry Division inputs fixed route miles into the TranStat system, with miles derived by multiplying actual trips by miles per trip (Sausalito 6.33 miles, Larkspur 12.95 miles, Tiburon 6.84 miles, Larkspur-Chase Center 15.42 miles, Larkspur-Oracle Park 15.08 miles).</li> <li>• <u>Paratransit</u> – Miles operated by vehicles while in revenue service, that is from first passenger pick-up to last passenger drop-off. Contractor’s “Monthly Statistical Report for Transportation” includes cumulative statistics derived from daily driver manifests and dispatcher logs.</li> </ul>

TDA Statistic	TDA Definition	Compliance Finding	Verification Information
Unlinked Passengers	“Unlinked passengers” means the number of boarding passengers, whether revenue producing or not, carried by the public transportation system.	In Compliance	<ul style="list-style-type: none"> <li>• <u>Bus</u> – Actual number of persons boarding buses in revenue service, whether revenue producing or not. Operators count passengers on electronic registering fareboxes and automated Clipper reader counts; data is recorded by the fareboxes in electronic data files for all revenue trips. Data is downloaded daily into the TranStat system, which verifies trip level data based on Hastus scheduled trip data and produces the monthly Trip Summary Report on unlinked passenger trips.</li> <li>• <u>Ferry</u> – Actual number of persons boarding ferries in revenue service, whether revenue producing or not. Ferry staff count passengers when boarding each ferry trip. Planning staff inputs data into TranStat, which produces the monthly Trip Summary Report on unlinked passenger trips.</li> <li>• <u>Paratransit</u> – Actual number of persons boarding vehicles in revenue service, whether revenue producing or not. Passengers are counted by vehicle operators; data is recorded on daily driver manifests and cover sheets; contractor reports monthly passenger data.</li> </ul>
Employee Full-Time Equivalents	2,000 person-hours of work in one year constitute one employee.	In Compliance	<ul style="list-style-type: none"> <li>• GGBHTD uses the NTD rules for reporting employees for both the NTD report and the MTC TDA application. This is the actual employee count of full and part-time employees who hold approved and filled positions at year-end. Actual hours are also reported by function.</li> </ul>

### Exhibit 3.2: TDA Statistics – Bus Service

TDA Statistic	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020
Operating Cost (Actual \$)	\$61,338,768	\$65,085,966	\$69,837,631	\$70,563,355	\$76,984,587	\$78,078,710
<i>Annual Change</i>	- -	6.1%	7.3%	1.0%	9.1%	1.4%
Vehicle Service Hours	242,130	249,002	248,288	249,334	242,492	232,393
<i>Annual Change</i>	- -	2.8%	-0.3%	0.4%	-2.7%	-4.2%
Vehicle Service Miles	4,161,563	4,266,294	4,248,934	4,228,479	4,176,041	3,956,479
<i>Annual Change</i>	- -	2.5%	-0.4%	-0.5%	-1.2%	-5.3%
Unlinked Passengers	3,612,638	3,498,627	3,137,403	3,159,082	3,109,580	2,279,801
<i>Annual Change</i>	- -	-3.2%	-10.3%	0.7%	-1.6%	-26.7%
Employee Full-Time Equivalents	500.3	348.9	332.4	367.2	424.7	403.2
<i>Annual Change</i>	- -	-30.3%	-4.7%	10.5%	15.7%	-5.1%

Sources: FY2015 through FY2017 - Prior Performance Audit Report  
FY2018 through FY2020 - NTD Reports

### Exhibit 3.3: TDA Statistics – Ferry Service

TDA Statistic	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020
Operating Cost (Actual \$)	\$30,224,047	\$29,893,726	\$31,138,174	\$33,269,493	\$35,311,368	\$34,471,837
<i>Annual Change</i>	- -	-1.1%	4.2%	6.8%	6.1%	-2.4%
Vessel Service Hours	14,043	13,614	14,184	15,081	15,046	11,811
<i>Annual Change</i>	- -	-3.1%	4.2%	6.3%	-0.2%	-21.5%
Vessel Service Miles	187,179	190,060	196,380	209,210	208,111	167,318
<i>Annual Change</i>	- -	1.5%	3.3%	6.5%	-0.5%	-19.6%
Unlinked Passengers	2,540,691	2,545,122	2,523,077	2,578,137	2,470,204	1,712,507
<i>Annual Change</i>	- -	0.2%	-0.9%	2.2%	-4.2%	-30.7%
Employee Full-Time Equivalents	113.3	120.2	143.1	127.4	141.0	100.9
<i>Annual Change</i>	- -	6.1%	19.0%	-10.9%	10.7%	-28.5%

Sources: FY2015 through FY2017 - Prior Performance Audit Report  
FY2018 through FY2020 - NTD Reports

### Exhibit 3.4: TDA Statistics – Paratransit

TDA Statistic	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020
Operating Cost (Actual \$)	\$1,293,031	\$2,125,383	\$1,904,122	\$2,001,792	\$2,011,483	\$1,647,384
<i>Annual Change</i>	- -	64.4%	-10.4%	5.1%	0.5%	-18.1%
Vehicle Service Hours	10,158	23,726	22,351	22,875	22,158	18,260
<i>Annual Change</i>	- -	133.6%	-5.8%	2.3%	-3.1%	-17.6%
Vehicle Service Miles	228,132	427,200	375,851	389,273	383,876	280,080
<i>Annual Change</i>	- -	87.3%	-12.0%	3.6%	-1.4%	-27.0%
Unlinked Passengers	9,539	40,048	38,481	37,762	36,186	26,179
<i>Annual Change</i>	- -	319.8%	-3.9%	-1.9%	-4.2%	-27.7%
Employee Full-Time Equivalents	(a)	(a)	(a)	(a)	(a)	(a)
<i>Annual Change</i>	- -	- -	- -	- -	- -	- -

Sources: FY2015 through FY2017 - Prior Performance Audit Report  
 FY2018 through FY2020 - NTD Reports

(a) Not available (contracted services)

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### III. TDA PERFORMANCE INDICATORS AND TRENDS

The performance trends for the GGBHTD's bus, ferryboat and paratransit service modes are presented in this section. Performance is discussed for each of the five TDA-mandated performance indicators:

- operating cost per vehicle/vessel service hour
- passengers per vehicle/vessel service hour
- passengers per vehicle/vessel service mile
- operating cost per passenger
- vehicle/vessel service hours per full-time equivalent employee (FTE)

The performance results in these indicators were developed from the information in the NTD reports filed with the FTA for the three years of the audit period by GGBHTD. The NTD reports were the source of all operating and financial statistics. However, since the NTD does not require transit systems to report employee work hours for contracted services, no FTE information was available for GGBHTD's contracted paratransit service.

In addition to presenting performance for the three years of the audit period (FY2018 through FY2020), this analysis features two enhancements:

- Six-Year Time Period – While the performance audit focuses on the three fiscal years of the audit period, six-year trend lines have been constructed for GGBHTD's service to provide a longer perspective on performance and to clearly present the direction and magnitude of the performance trends. In this analysis, the FY2018 to FY2020 trend lines have been combined with those from the prior audit period (FY2015 through FY2017) to define a six-year period of performance.
- Normalized Cost Indicators for Inflation – Two financial performance indicators (cost per hour and cost per passenger) are presented in both constant and current dollars to illustrate the impact of inflation in the Bay

Area. The inflation adjustment relies on the All Urban Consumer Price Index for Urban Wage Earners and Clerical Workers (CPI-W) for the San Francisco Metropolitan Area. The average CPI-W percent change for each fiscal year has been calculated based on the bi-monthly results reported on the U.S. Department of Labor – Bureau of Labor Statistics website. The CPI-W is used since labor is the largest component of operating cost in transit. Since labor costs are typically controlled through labor contracts, changes in normalized costs largely reflect those factors that are within the day-to-day control of the transit system.

The following discussion is organized to present an overview of GGBHTD's performance trends in each of the five TDA performance indicators. The discussion is organized by service mode – bus service is discussed first, followed by ferry service and then paratransit. For all service modes, the analysis is expanded to include a breakdown of the various component costs that contributed to the total and hourly operating costs during the last six years.

#### Bus Service Performance Trends

This section provides an overview of the performance of GGBHTD's bus service over the past six years. The trends in the TDA indicators and input statistics are presented in Exhibit 4. The six-year trends are illustrated in Exhibits 4.1 through 4.4.

- Operating Cost per Vehicle Service Hour (Exhibit 4.1)
  - A key indicator of cost efficiency, the cost per hour of the bus service increased an average of 5.8 percent annually.
  - The cost per hour ranged from a low of \$253.33 in FY2015 to a high of \$335.98 in FY2020. However, the increase in FY2020 appear to be the result of reductions in service levels in response to the pandemic.



- The largest single-year increase in FY2019 was due to a 9.1 percent increase in operating costs in that year. Cost per hour rose 12.2 percent to \$317.47 in FY2019.
- There was an average annual increase in cost per vehicle service hour of 2.9 percent in inflation-adjusted dollars.
- Passengers per Vehicle Service Hour (Exhibit 4.2)
  - A key indicator of passenger productivity, passengers per hour dropped from 14.9 in FY2015 to 12.6 in FY2017, and remained steady through most of the current audit period.
  - Due to a 26.7 percent loss of ridership in FY2020 due to the impacts of the pandemic, productivity fell to 9.8 passengers per hour.
  - The negative impact of the pandemic on bus ridership in FY2020 resulted in an 8.0 percent average annual decrease over the entire analysis period.
- Passengers per Vehicle Service Mile (Exhibit 4.2)
  - The six-year trend in this indicator showed a similar pattern as passengers per hour with productivity remaining steady through most of the current audit period.
  - In FY2020, the loss in ridership resulted in a 22.6 percent decline in passenger per vehicle mile from 0.74 in FY2019 to 0.58 in FY2020.
  - The impacts of the pandemic resulted in an average annual decline in passengers per mile of 7.9 percent over the review period.
- Operating Cost per Passenger (Exhibit 4.3)
  - A key measure of cost effectiveness, the bus cost per passenger rose from \$16.98 in FY2015 to \$24.75 in FY2019, the result of increasing costs combined with declining productivity between the prior audit period and this audit period.

- While the overall increase averaged 15.1 percent annually, this high annual change was largely the result of a 38.3 percent single-year increase in cost per passenger in FY2020.
- With the impact of inflation removed from the cost side (normalization), the result was an average annual increase of 11.9 percent in the cost per passenger.
- Vehicle Service Hours per Employee (FTE) (Exhibit 4.4)
  - A measure of employee productivity, this indicator increased an average 3.6 percent per year over the six years.
  - Hours per FTE increased overall from 484 in FY2015 to 576 in FY2020.
  - The trend was driven mostly by changes in FTEs over the analysis period, which decreased an average of 4.2 percent annually.

\* \* \* \* \*

The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2015 through FY2020:

- Operating cost per vehicle service hour increased substantially over the six-year period. While the impacts of the pandemic greatly influenced performance in FY2020, cost per hour had been increasing through FY2019.
- Passenger productivity showed negative trends, with passengers per vehicle service hour decreasing overall by 8.0 percent annually, and passengers per vehicle service mile decreasing by 7.9 percent per year. These trends were largely the result of ridership losses due to the pandemic.

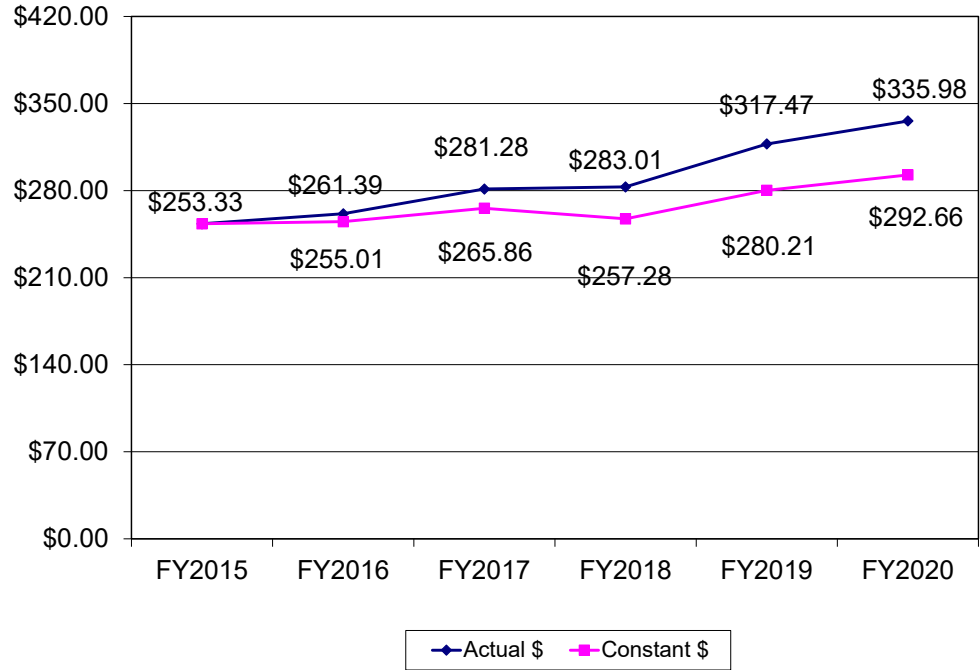
- The cost per passenger increased on average by 15.1 percent per year, which amounted to an average annual increase of 11.9 percent in constant FY2015 dollars.
- Employee productivity increased an average 3.6 percent per year.
- The impacts of the COVID-19 pandemic were most clearly observed in the ridership and passenger productivity trends.

### Exhibit 4: TDA Indicator Performance – Bus Service

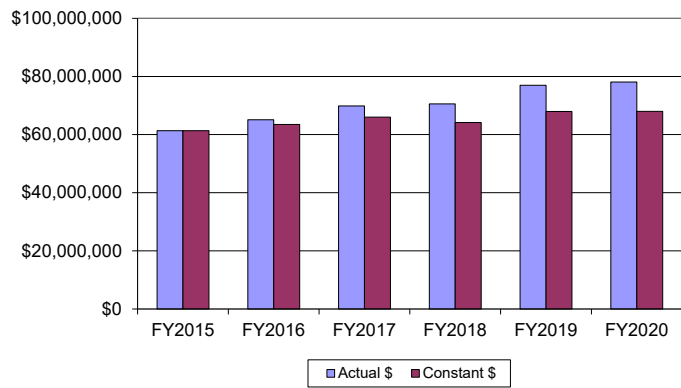
	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	Av. Ann. Chg.
<b>Performance Indicators</b>							
Op. Cost per Vehicle Svc. Hour (Actual \$)	\$253.33	\$261.39	\$281.28	\$283.01	\$317.47	\$335.98	--
<i>Annual Change</i>	--	3.2%	7.6%	0.6%	12.2%	5.8%	5.8%
Op. Cost per Vehicle Svc. Hour (Constant \$)	\$253.33	\$255.01	\$265.86	\$257.28	\$280.21	\$292.66	--
<i>Annual Change</i>	--	0.7%	4.3%	-3.2%	8.9%	4.4%	2.9%
Passengers per Vehicle Service Hour	14.9	14.1	12.6	12.7	12.8	9.8	--
<i>Annual Change</i>	--	-5.8%	-10.1%	0.3%	1.2%	-23.5%	-8.0%
Passengers per Vehicle Service Mile	0.87	0.82	0.74	0.75	0.74	0.58	--
<i>Annual Change</i>	--	-5.5%	-10.0%	1.2%	-0.3%	-22.6%	-7.9%
Op. Cost per Passenger (Actual \$)	\$16.98	\$18.60	\$22.26	\$22.34	\$24.76	\$34.25	--
<i>Annual Change</i>	--	9.6%	19.7%	0.3%	10.8%	38.3%	15.1%
Op. Cost per Passenger (Constant \$)	\$16.98	\$18.15	\$21.04	\$20.31	\$21.85	\$29.83	--
<i>Annual Change</i>	--	6.9%	15.9%	-3.5%	7.6%	36.5%	11.9%
Vehicle Service Hours per FTE	484	714	747	679	571	576	--
<i>Annual Change</i>	--	47.5%	4.7%	-9.1%	-15.9%	1.0%	3.6%
<b>Input Data</b>							
Operating Cost (Actual \$)	\$61,338,768	\$65,085,966	\$69,837,631	\$70,563,355	\$76,984,587	\$78,078,710	--
<i>Annual Change</i>	--	6.1%	7.3%	1.0%	9.1%	1.4%	4.9%
Operating Cost (Constant \$)	\$61,338,768	\$63,498,503	\$66,009,103	\$64,148,505	\$67,947,561	\$68,012,814	--
<i>Annual Change</i>	--	3.5%	4.0%	-2.8%	5.9%	0.1%	2.1%
Vehicle Service Hours	242,130	249,002	248,288	249,334	242,492	232,393	--
<i>Annual Change</i>	--	2.8%	-0.3%	0.4%	-2.7%	-4.2%	-0.8%
Vehicle Service Miles	4,161,563	4,266,294	4,248,934	4,228,479	4,176,041	3,956,479	--
<i>Annual Change</i>	--	2.5%	-0.4%	-0.5%	-1.2%	-5.3%	-1.0%
Unlinked Passengers	3,612,638	3,498,627	3,137,403	3,159,082	3,109,580	2,279,801	--
<i>Annual Change</i>	--	-3.2%	-10.3%	0.7%	-1.6%	-26.7%	-8.8%
Employee Full-Time Equivalents	500.3	348.9	332.4	367.2	424.7	403.2	--
<i>Annual Change</i>	--	-30.3%	-4.7%	10.5%	15.7%	-5.1%	-4.2%
Bay Area CPI - Annual Change	--	2.5%	3.3%	4.0%	3.0%	1.3%	--
- Cumulative Change	--	2.5%	5.8%	10.0%	13.3%	14.8%	2.8%

Sources: FY2015 through FY2017 - Prior Performance Audit Report  
FY2018 through FY2020 - NTD Reports  
CPI Data - U.S. Department of Labor, Bureau of Labor Statistics

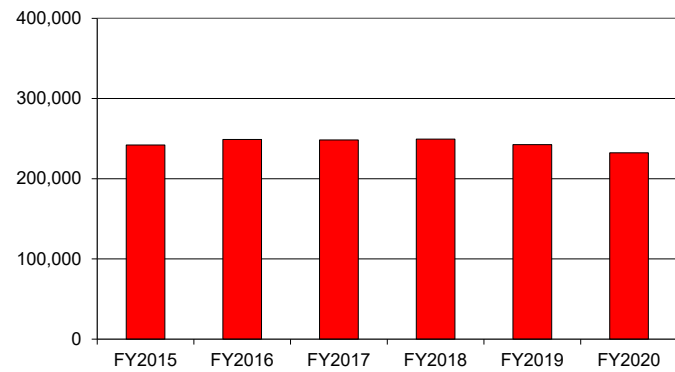
**Exhibit 4.1: Operating Cost per Vehicle Service Hour – Bus Service**



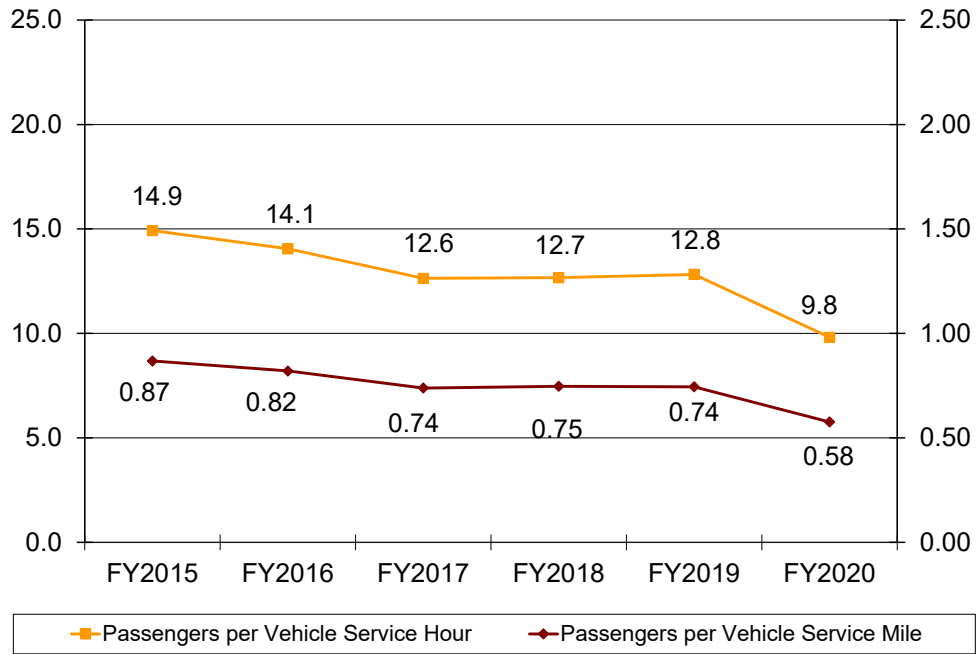
**Operating Cost**



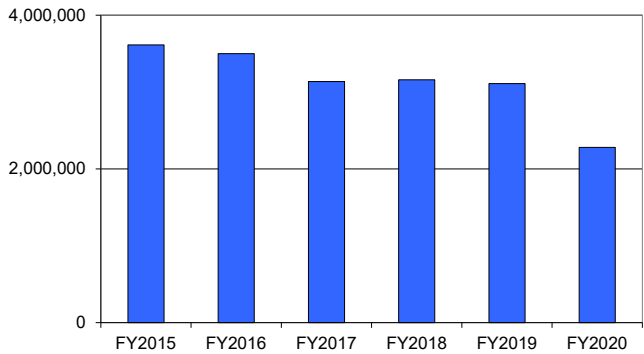
**Vehicle Service Hours**



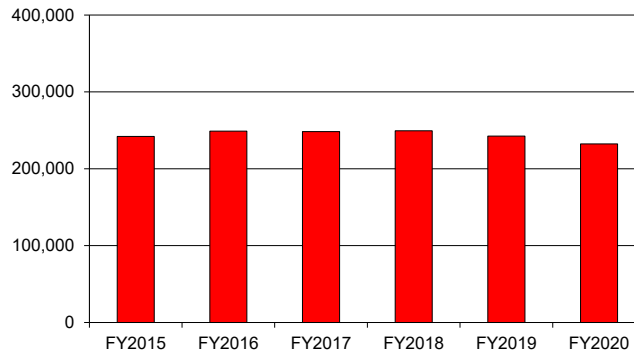
### Exhibit 4.2: Passengers per Hour and per Mile –Bus Service



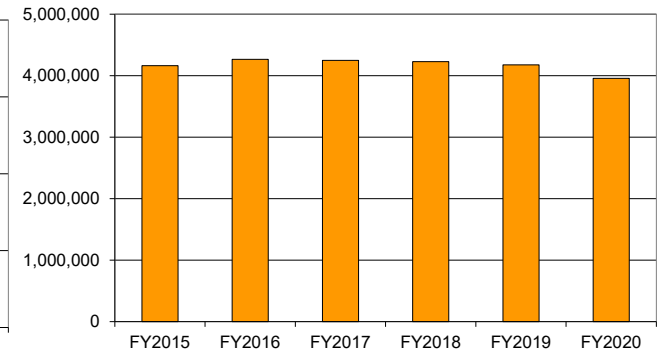
**Unlinked Passengers**



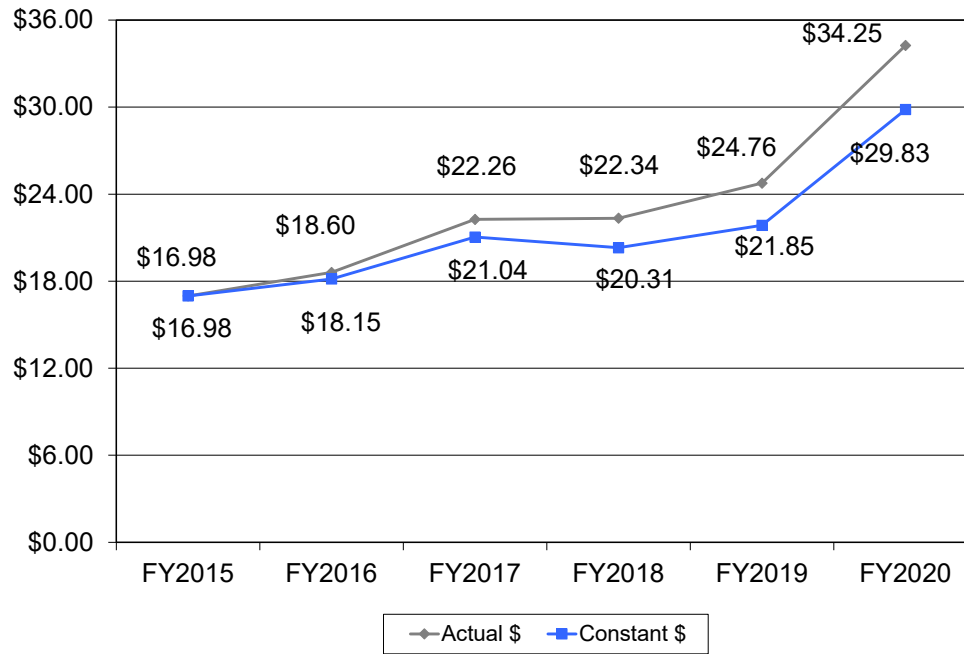
**Vehicle Service Hours**



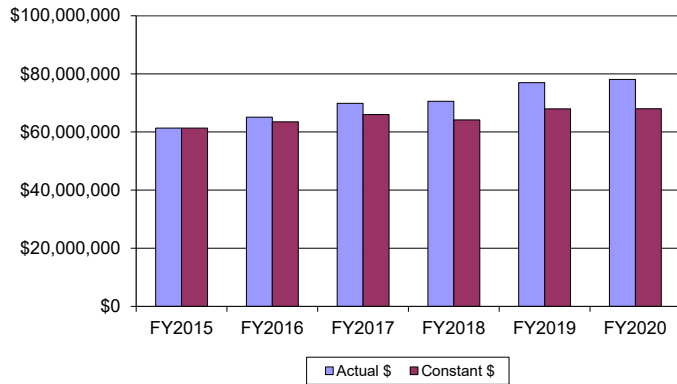
**Vehicle Service Miles**



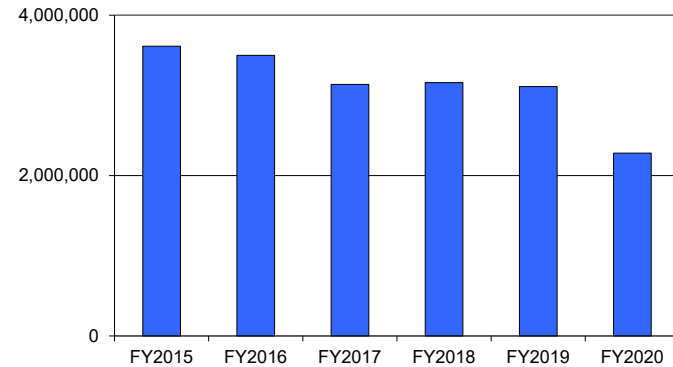
### Exhibit 4.3: Operating Cost per Passenger – Bus Service



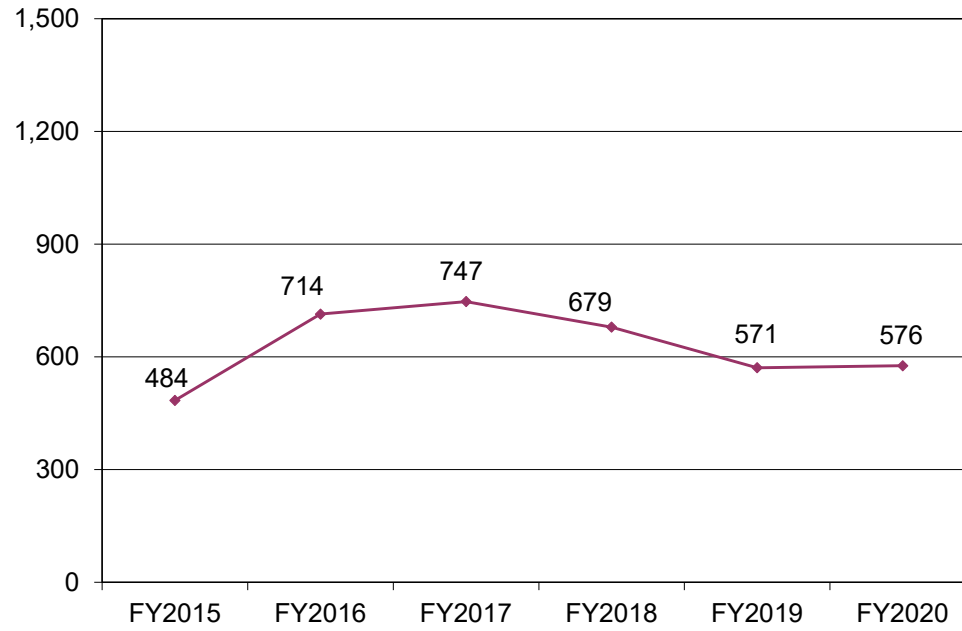
#### Operating Cost



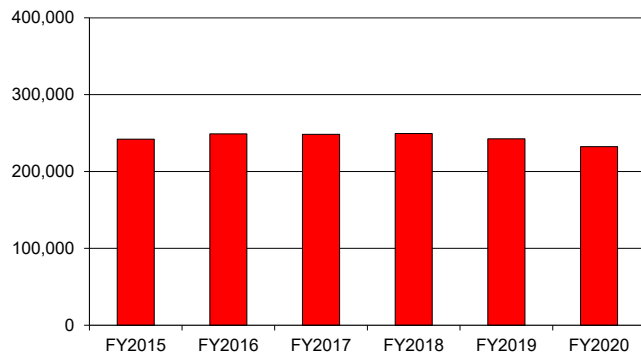
#### Unlinked Passengers



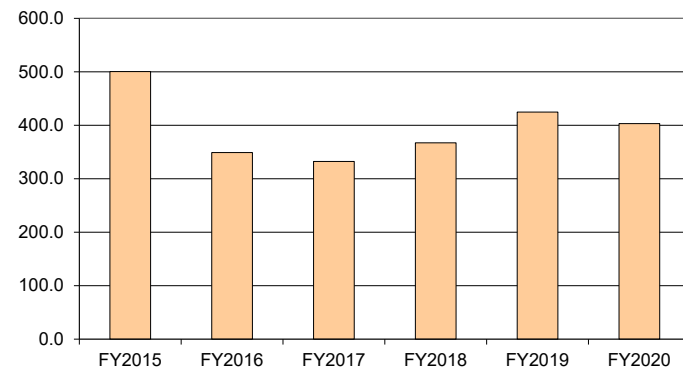
### Exhibit 4.4: Vehicle Service Hours per FTE – Bus Service



**Vehicle Service Hours**



**Full-time Equivalents**





## Bus Service Component Costs

Year-to-year changes in selected operating cost categories over the past six years are presented in Exhibit 4.5. Examining components of operating costs (e.g., labor, fringes, fuel, and casualty/liability) may determine what particular components had the most significant impacts on the operating costs. Exhibit 4.5 also shows the concurrent changes in vehicle service hours and Exhibit 4.6 illustrates the portion of the cost per bus service hour that can be attributed to each included cost component.

- Total operating costs increased throughout the review period. Most component costs categories exhibited some level of increase.
- Labor and fringe benefits costs increased annually an average of 3.9 percent and 7.0 percent, respectively. These categories together comprise more than 80 percent of the total operating cost.
- Services costs increased in average of 4.6 percent per year between FY2015 and FY2020. The majority of this increase was observed in FY2018 and FY2019 when these costs increase 17.7 percent and 20.4 percent, respectively.
- Costs for fuels and lubricants decreased an average of 6.1 percent per year largely due to significant reductions in FY2016 (27.6 percent decrease) and FY2020 (30.6 percent decrease).
- Materials and supplies represent between 3.5 and 3.9 percent of total operating costs. These costs exhibited an average annual increase of 6.3 percent over the six-year period.
- Casualty and liability costs exhibited an average annual decrease of 7.4 percent. In general, this cost category is subject to annual fluctuations based on claims and settlements that occur each year.
- The remaining cost categories exhibited an average change of 4.9 percent per year, however these costs represent only about two percent of total operating costs.

\* \* \* \* \*

The following is a brief summary of the component operating costs trend highlights between FY2015 and FY2020:

- The changes in total operating costs were most heavily influenced by the labor and fringe benefits cost categories. Together, these categories represent over 80 percent of the total operating costs.
- Services costs comprise about six percent of total operating costs, and increased significantly in FY2018 and FY2019.
- Fuels and lubricants costs decreased an average of 6.1 percent over the analysis period going from approximately six percent of total operating costs down to slightly more than three percent.
- Mixed results were observed in the remaining cost categories with some modest increases and decreases within in each category. However, these other costs together represent less than 10 percent of total operating expenses.

### Exhibit 4.5: Component Cost Trends – Bus Service

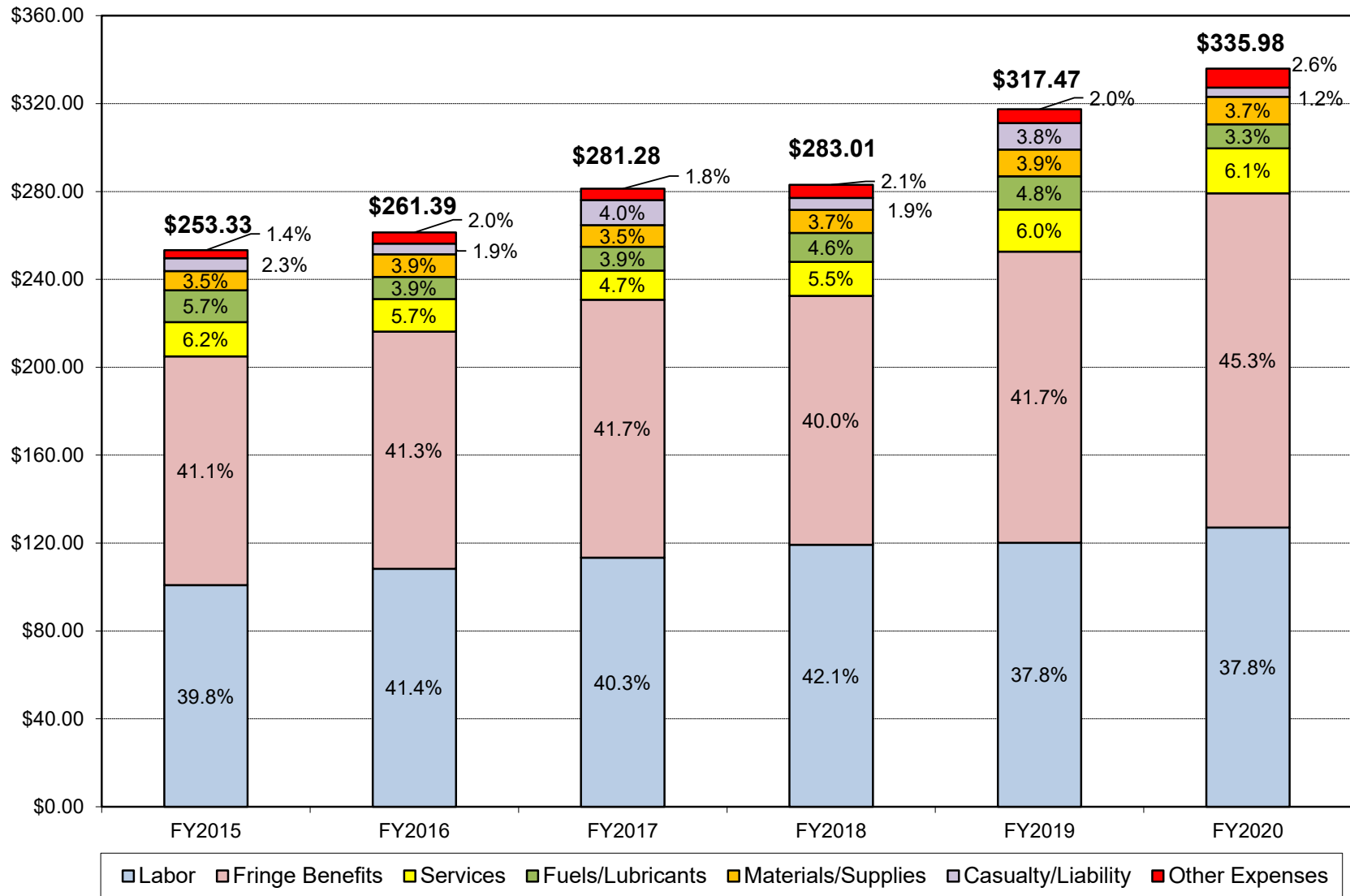
	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	Av. Ann. Chg.
<b>COST CATEGORIES</b>							
Labor (Salaries/Wages)	\$24,418,571	\$26,966,923	\$28,153,109	\$29,740,715	\$29,124,131	\$29,532,340	--
<i>Annual Change</i>	--	10.4%	4.4%	5.6%	-2.1%	1.4%	3.9%
Fringe Benefits	\$25,198,870	\$26,876,844	\$29,145,624	\$28,243,634	\$32,133,789	\$35,355,308	--
<i>Annual Change</i>	--	6.7%	8.4%	-3.1%	13.8%	10.0%	7.0%
Services	\$3,797,984	\$3,688,166	\$3,277,294	\$3,858,196	\$4,645,252	\$4,751,371	
<i>Annual Change</i>	--	-2.9%	-11.1%	17.7%	20.4%	2.3%	4.6%
Fuels/Lubricants	\$3,484,642	\$2,523,432	\$2,709,588	\$3,270,816	\$3,669,959	\$2,546,007	--
<i>Annual Change</i>	--	-27.6%	7.4%	20.7%	12.2%	-30.6%	-6.1%
Materials/Supplies (a)	\$2,138,397	\$2,552,958	\$2,445,723	\$2,619,693	\$2,968,166	\$2,901,451	--
<i>Annual Change</i>	--	19.4%	-4.2%	7.1%	13.3%	-2.2%	6.3%
Casualty/Liability	\$1,420,606	\$1,206,330	\$2,827,056	\$1,342,622	\$2,907,939	\$965,042	--
<i>Annual Change</i>	--	-15.1%	134.4%	-52.5%	116.6%	-66.8%	-7.4%
Other Expenses (b)	\$879,698	\$1,271,313	\$1,279,237	\$1,487,679	\$1,535,351	\$2,027,191	--
<i>Annual Change</i>	--	44.5%	0.6%	16.3%	3.2%	32.0%	18.2%
<b>Total</b>	\$61,338,768	\$65,085,966	\$69,837,631	\$70,563,355	\$76,984,587	\$78,078,710	--
<i>Annual Change</i>	--	6.1%	7.3%	1.0%	9.1%	1.4%	4.9%
<b>OPERATING STATISTICS</b>							
Vehicle Service Hours	242,130	249,002	248,288	249,334	242,492	232,393	--
<i>Annual Change</i>	--	2.8%	-0.3%	0.4%	-2.7%	-4.2%	-0.8%

(a) Includes tires/tubes, and other materials/supplies

(b) Includes utilities, taxes, and miscellaneous expenses

### Exhibit 4.6: Distribution of Component Costs – Bus Service

*Operating Cost per Vehicle Service Hour*



## Ferry Performance Trends

This section provides an overview of the performance of GGBHTD's ferry service over the past six years. The trends in the TDA indicators and input statistics are presented in Exhibit 5. The six-year trends are illustrated in Exhibits 5.1 through 5.4.

- Operating Cost per Vessel Service Hour (Exhibit 5.1)
  - GGBHTD's ferry cost per hour remained fairly steady throughout the six-year period, increasing by 6.4 percent in FY2019, and by 24.4 percent in FY2020.
  - While the average annual change over the analysis period was 6.3 percent, this was largely due to the impacts of the pandemic on ferry service levels in FY2020, resulting in a large increase in cost per hour.
  - Inflation-adjusted results exhibit an average annual increase of 3.4 percent per year in constant FY2015 dollars. However, inflation-adjusted cost per hour decreased through FY2018, with only a modest 3.3 percent increase in FY2019.
- Passengers per Vessel Service Hour (Exhibit 5.2)
  - Passengers per vessel service hour declined throughout the six-year analysis period, posting an average annual decrease of 4.3 percent.
  - The trend in this indicator were the result of steady ridership through much of the period, combined with increasing service levels.
  - Ridership declined slightly in FY2019 resulting in a 4.0 percent decrease in passengers per hour.
  - The impacts of the pandemic resulted in an 11.7 percent decline due to shrinking ridership and cutbacks in service levels.
- Passengers per Vessel Service Mile (Exhibit 5.2)

- Similar to passengers per hour, passengers per mile declined steadily throughout the six-year period.
- Passengers per mile declined from 13.57 in FY2015 to 11.87 in FY2019, largely the result of steady ridership combined with increasing service levels.
- The pandemic impacts were similar to passengers per hour with a 13.8 percent decline in passengers per mile in FY2020.
- Operating Cost per Passenger (Exhibit 5.3)
  - The ferry cost per passenger was \$11.90 in the first year of the review period. This was followed by a steady increase to \$14.29 per passenger in FY2019.
  - In FY2019, there was a 10.8 percent increase over the previous year, as total operating costs increased by 6.4 percent, but passengers fell by 4.2 percent.
  - With the impact of inflation removed, cost per passenger still posted a 7.5 percent increase in FY2019.
- Vessel Service Hours per FTE (Exhibit 5.4)
  - Employee productivity remained somewhat steady over the review period, decreasing an average of 1.1 percent per year over the six years.
  - While there was some year-to-year fluctuation in this measure, hours per FTE decreased only slightly from 124 in FY2015 to 117 in FY2020.

\* \* \* \* \*

The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2015 through FY2020:

- Operating cost per hour was fairly steady through FY2018, but increased 6.4 percent in FY2019, largely due to a commensurate increase in total operating costs in that year.
- Passenger productivity exhibited declining trends throughout the review period, with passengers per vessel service hour decreasing from 180.9 in FY2015 to 164.2 in FY2019.
- The cost per passenger increased steadily through FY2019 in terms of both actual (i.e., nominal) dollars and constant (i.e., inflation-adjusted dollars).
- Employee productivity, despite some year-to-year variations, decreased only slightly over the six-year period.

### Exhibit 5: TDA Indicator Performance – Ferry Service

	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	Av. Ann. Chg.
<b>Performance Indicators</b>							
Op. Cost per Vessel Svc. Hour (Actual \$)	\$2,152.25	\$2,195.81	\$2,195.30	\$2,206.05	\$2,346.89	\$2,918.62	--
<i>Annual Change</i>	--	2.0%	0.0%	0.5%	6.4%	24.4%	6.3%
Op. Cost per Vessel Svc. Hour (Constant \$)	\$2,152.25	\$2,142.25	\$2,074.96	\$2,005.50	\$2,071.40	\$2,542.35	--
<i>Annual Change</i>	--	-0.5%	-3.1%	-3.3%	3.3%	22.7%	3.4%
Passengers per Vessel Service Hour	180.9	186.9	177.9	171.0	164.2	145.0	--
<i>Annual Change</i>	--	3.3%	-4.8%	-3.9%	-4.0%	-11.7%	-4.3%
Passengers per Vessel Service Mile	13.57	13.39	12.85	12.32	11.87	10.24	--
<i>Annual Change</i>	--	-1.3%	-4.1%	-4.1%	-3.7%	-13.8%	-5.5%
Op. Cost per Passenger (Actual \$)	\$11.90	\$11.75	\$12.34	\$12.90	\$14.29	\$20.13	--
<i>Annual Change</i>	--	-1.3%	5.1%	4.6%	10.8%	40.8%	11.1%
Op. Cost per Passenger (Constant \$)	\$11.90	\$11.46	\$11.66	\$11.73	\$12.62	\$17.53	--
<i>Annual Change</i>	--	-3.7%	1.8%	0.6%	7.5%	39.0%	8.1%
Vessel Service Hours per FTE	124	113	99	118	107	117	--
<i>Annual Change</i>	--	-8.6%	-12.5%	19.4%	-9.8%	9.7%	-1.1%
<b>Input Data</b>							
Operating Cost (Actual \$)	\$30,224,047	\$29,893,726	\$31,138,174	\$33,269,493	\$35,311,368	\$34,471,837	--
<i>Annual Change</i>	--	-1.1%	4.2%	6.8%	6.1%	-2.4%	2.7%
Operating Cost (Constant \$)	\$30,224,047	\$29,164,611	\$29,431,166	\$30,244,994	\$31,166,256	\$30,027,733	--
<i>Annual Change</i>	--	-3.5%	0.9%	2.8%	3.0%	-3.7%	-0.1%
Vessel Service Hours	14,043	13,614	14,184	15,081	15,046	11,811	--
<i>Annual Change</i>	--	-3.1%	4.2%	6.3%	-0.2%	-21.5%	-3.4%
Vessel Service Miles	187,179	190,060	196,380	209,210	208,111	167,318	--
<i>Annual Change</i>	--	1.5%	3.3%	6.5%	-0.5%	-19.6%	-2.2%
Unlinked Passengers	2,540,691	2,545,122	2,523,077	2,578,137	2,470,204	1,712,507	--
<i>Annual Change</i>	--	0.2%	-0.9%	2.2%	-4.2%	-30.7%	-7.6%
Employee Full-Time Equivalents	113.3	120.2	143.1	127.4	141.0	100.9	--
<i>Annual Change</i>	--	6.1%	19.0%	-10.9%	10.7%	-28.5%	-2.3%
Bay Area CPI - Annual Change	--	2.5%	3.3%	4.0%	3.0%	1.3%	--
- Cumulative Change	--	2.5%	5.8%	10.0%	13.3%	14.8%	2.8%

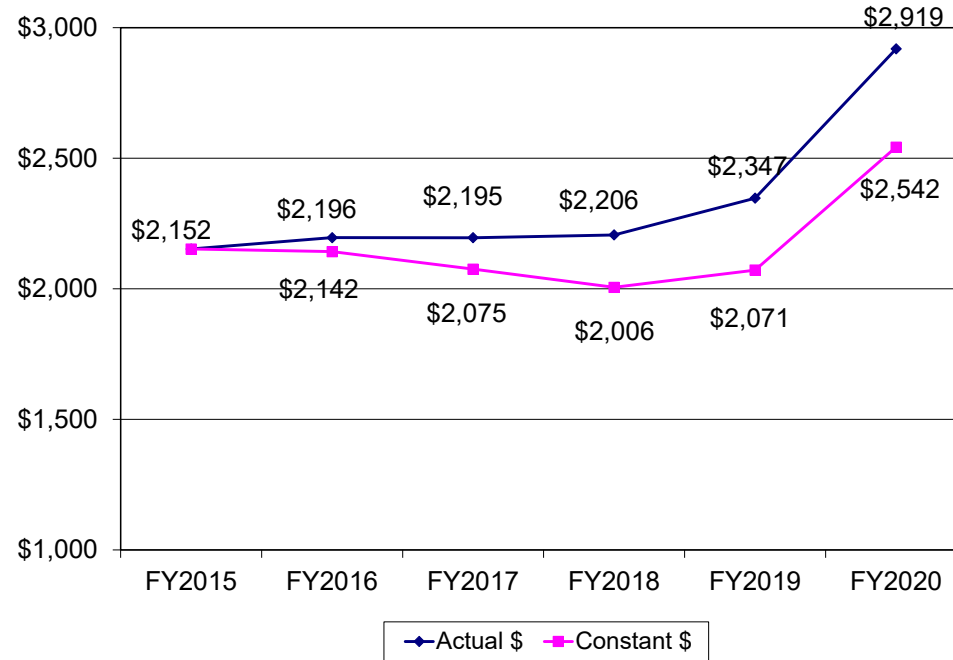
Sources: FY2012 through FY2014 - Prior Performance Audit Report

FY2015 through FY2017 - NTD Reports (FY2017 - Original Submission except Operating Costs - Revision 1)

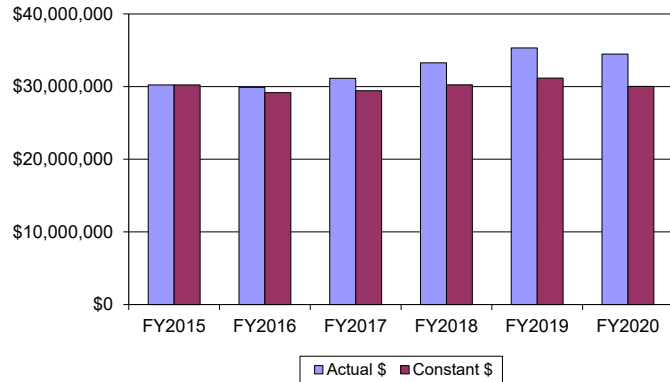
CPI Data - U.S. Department of Labor, Bureau of Labor Statistics



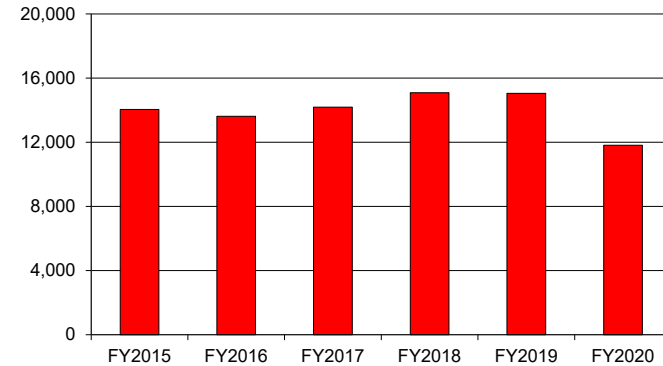
**Exhibit 5.1: Operating Cost per Vessel Service Hour – Ferry Service**



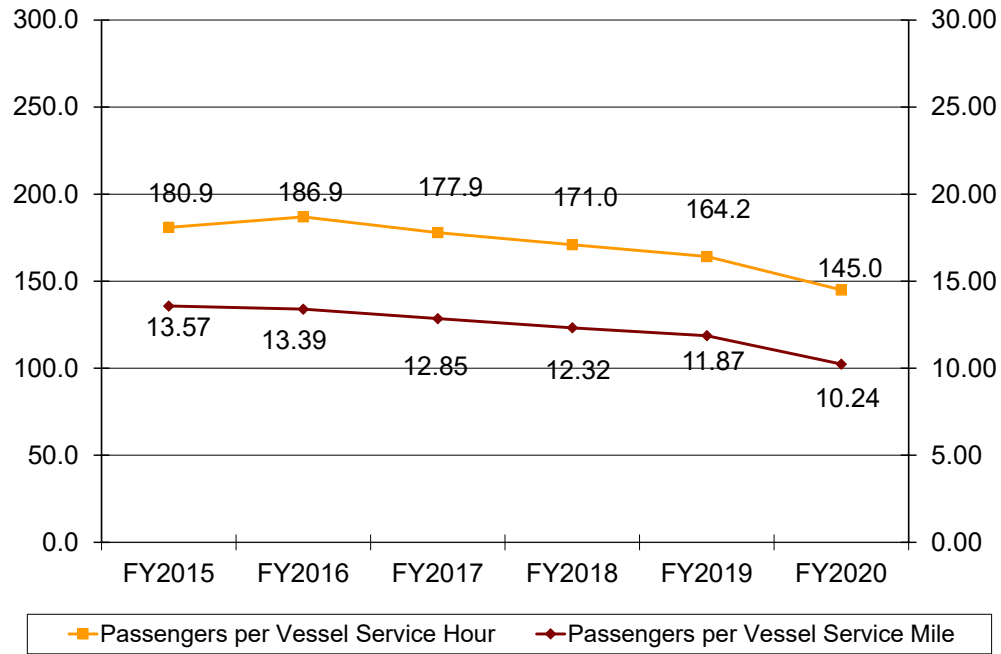
**Operating Cost**



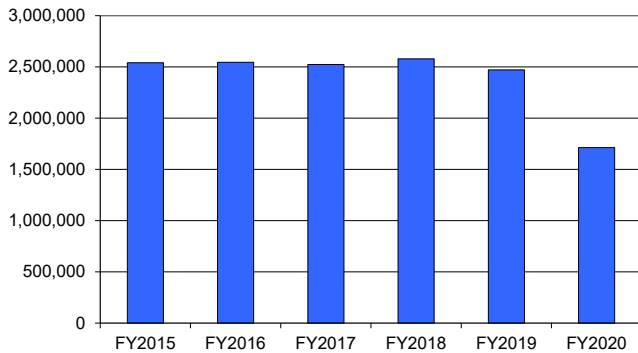
**Vessel Service Hours**



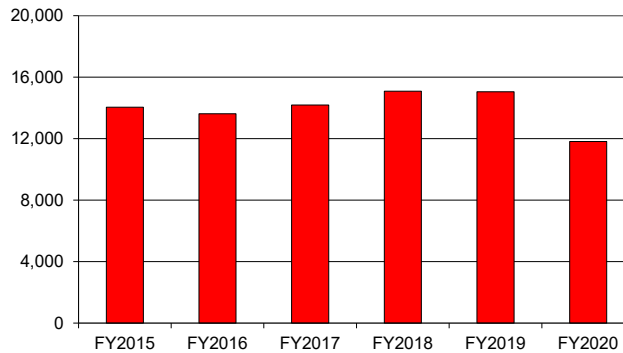
### Exhibit 5.2: Passengers per Hour and per Mile – Ferry Service



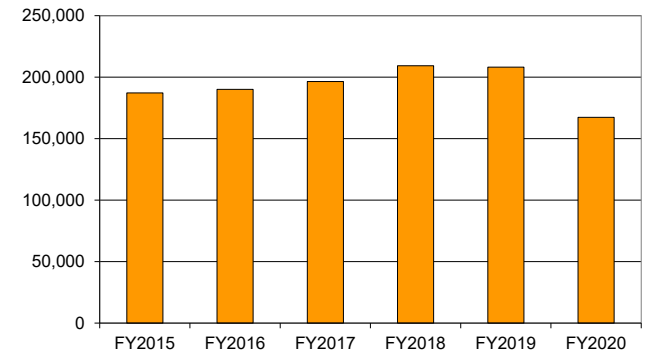
**Unlinked Passengers**



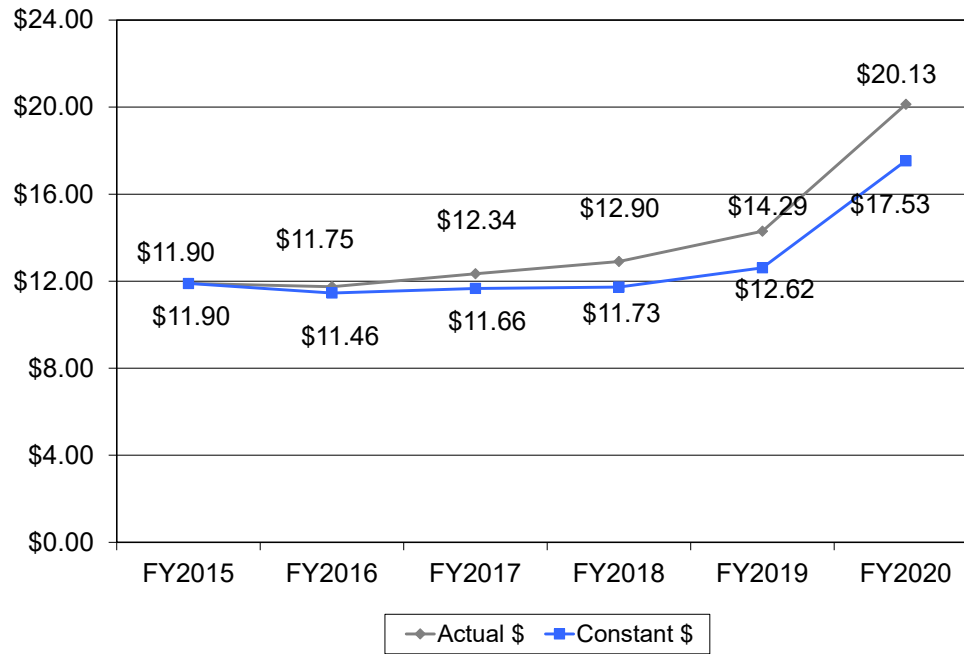
**Vessel Service Hours**



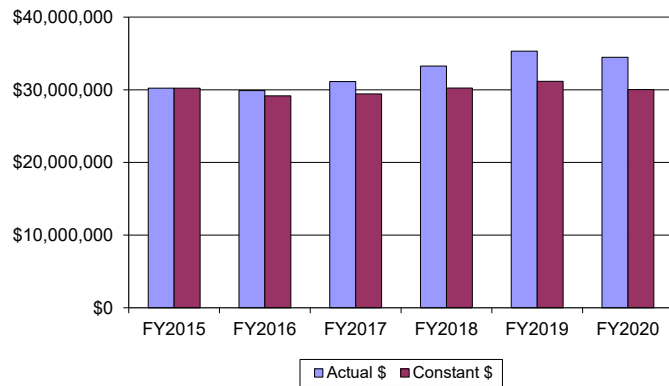
**Vessel Service Miles**



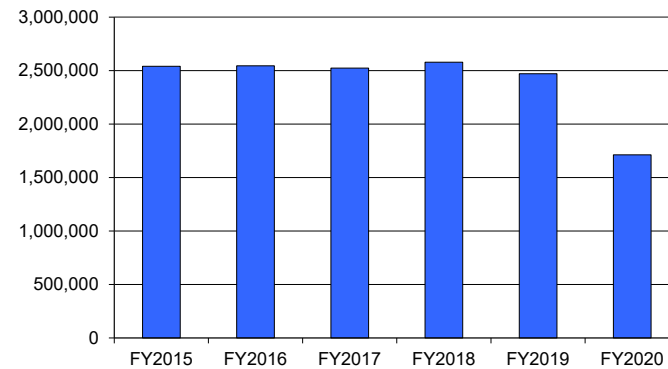
### Exhibit 5.3: Operating Cost per Passenger – Ferry Service



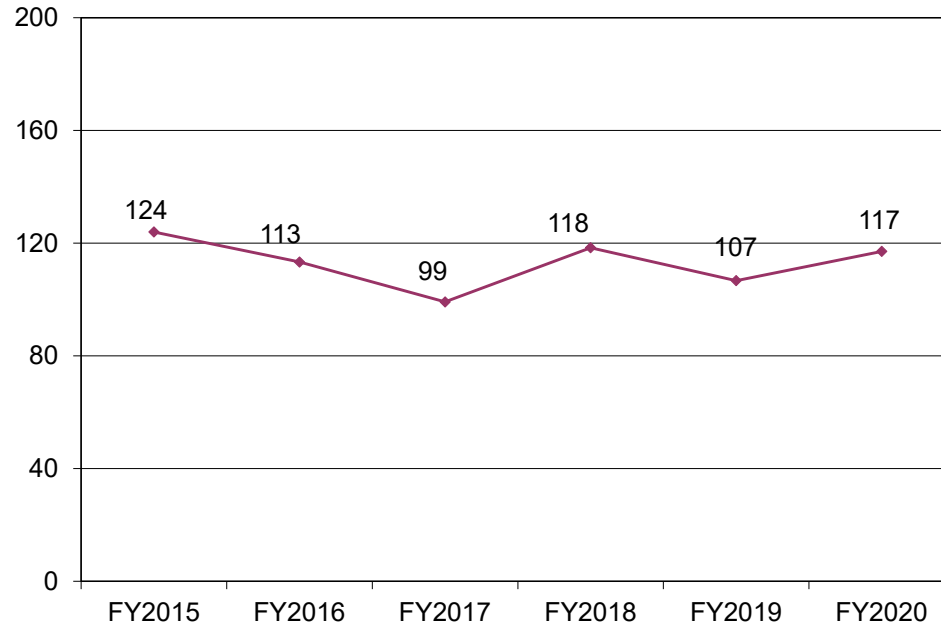
#### Operating Cost



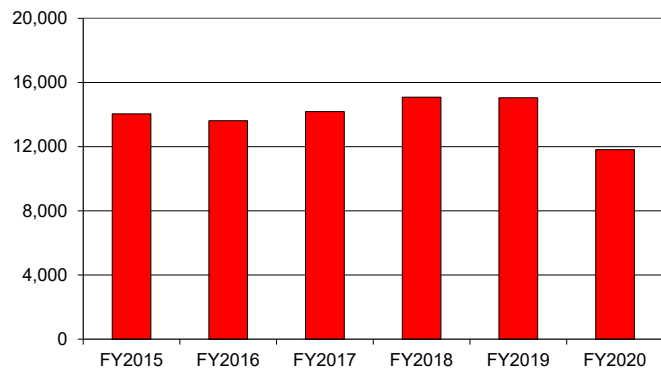
#### Unlinked Passengers



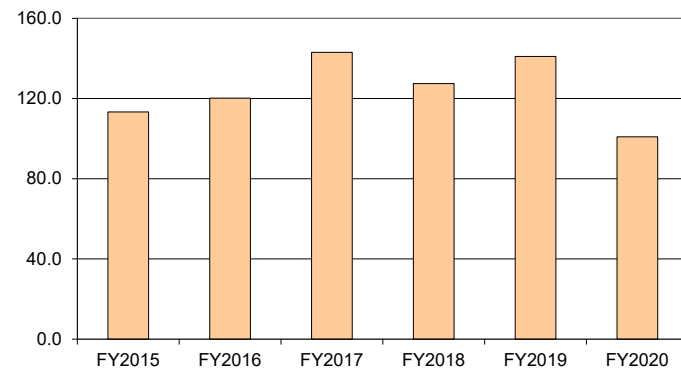
### Exhibit 5.4: Vessel Service Hours per FTE – Ferry Service



**Vessel Service Hours**



**Full-time Equivalents**



## Ferry Component Costs

The year-to-year changes in selected operating cost categories are presented in Exhibit 5.5, along with the concurrent changes in vessel service hours. The portions of the cost per vessel service hour that can be attributed to each included cost component are shown in Exhibit 5.6.

- Overall, between FY2015 and FY2020, ferry operating costs increased an average of 2.7 percent annually.
- Labor and fringe benefits, which represents approximately 60 percent of total operating costs exhibited average increases of 4.6 percent and 5.2 percent per year, respectively.
- Services, which represented the third largest cost category increased an average of 1.1 percent per year, with large annual increases in FY2018 (19.3 percent) and FY2019 (16.0 percent)
- Fuels and lubricants increased in nearly every year of the six-year period, except for FY2016 when these costs dropped by 28.46 percent and FY2020 when these costs dropped by 16.9 percent.
- Materials and supplies increased moderately throughout the six-year period by an average of 4.7 percent per year.
- Casualty and liability costs varied significantly from year-to-year increasing an average of 4.6 percent per year.
- Other expenses increased an average of 7.6 percent per year over the review period, however these costs only represent approximately two percent of total operating costs.

\* \* \* \* \*

The following is a brief summary of the component operating costs trend highlights between FY2015 and FY2020:

- Overall, operating costs increased by 2.7 percent annually, but there were larger increases in most component cost categories.
- Labor and fringe benefits costs contribute the most significantly to the operating costs increases as these categories together comprise approximately 60 percent of the total.
- Fuels and lubricants decreased an average of 4.6 percent per year over the review period, the result of significant decreases in these costs in FY2016 and FY2020.

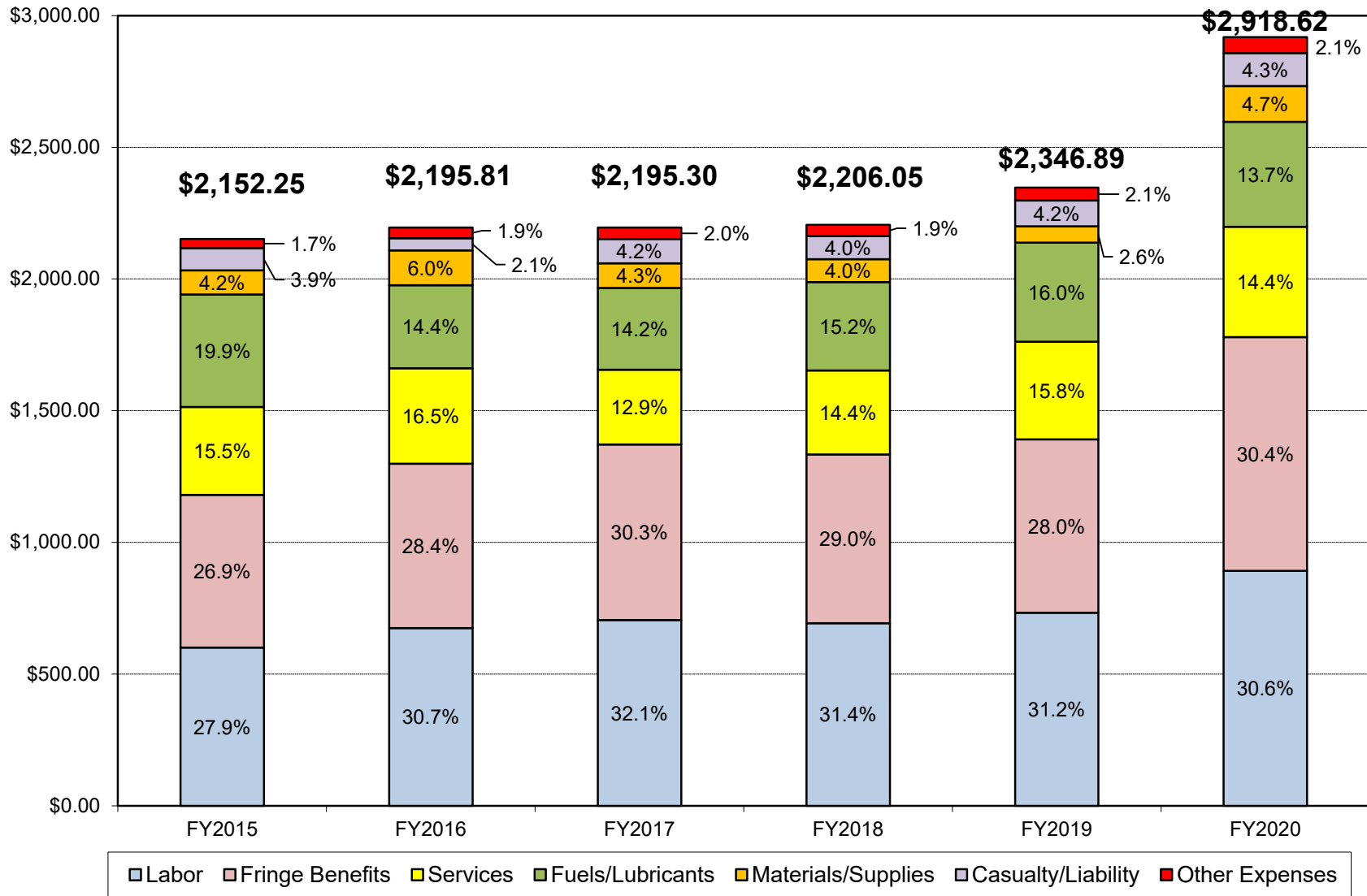
### Exhibit 5.5: Component Cost Trends – Ferry Service

	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	Av. Ann. Chg.
COST CATEGORIES							
Labor (Salaries/Wages)	\$8,429,865	\$9,187,348	\$10,003,810	\$10,457,368	\$11,031,634	\$10,531,200	--
<i>Annual Change</i>	--	9.0%	8.9%	4.5%	5.5%	-4.5%	4.6%
Fringe Benefits	\$8,144,768	\$8,491,189	\$9,448,080	\$9,659,325	\$9,896,295	\$10,484,267	--
<i>Annual Change</i>	--	4.3%	11.3%	2.2%	2.5%	5.9%	5.2%
Services	\$4,682,717	\$4,929,912	\$4,027,091	\$4,804,995	\$5,575,468	\$4,947,492	--
<i>Annual Change</i>	--	5.3%	-18.3%	19.3%	16.0%	-11.3%	1.1%
Fuels/Lubricants	\$6,008,962	\$4,301,198	\$4,416,313	\$5,061,067	\$5,665,536	\$4,706,428	--
<i>Annual Change</i>	--	-28.4%	2.7%	14.6%	11.9%	-16.9%	-4.8%
Materials/Supplies	\$1,282,650	\$1,795,127	\$1,324,797	\$1,320,819	\$929,423	\$1,612,537	--
<i>Annual Change</i>	--	40.0%	-26.2%	-0.3%	-29.6%	73.5%	4.7%
Casualty/Liability	\$1,173,942	\$634,019	\$1,299,089	\$1,325,332	\$1,474,421	\$1,468,099	--
<i>Annual Change</i>	--	-46.0%	104.9%	2.0%	11.2%	-0.4%	4.6%
Other Expenses (a)	\$501,143	\$554,933	\$618,994	\$640,587	\$738,591	\$721,814	--
<i>Annual Change</i>	--	10.7%	11.5%	3.5%	15.3%	-2.3%	7.6%
<b>Total</b>	\$30,224,047	\$29,893,726	\$31,138,174	\$33,269,493	\$35,311,368	\$34,471,837	--
<i>Annual Change</i>	--	-1.1%	4.2%	6.8%	6.1%	-2.4%	2.7%
OPERATING STATISTICS							
Vessel Service Hours	14,043	13,614	14,184	15,081	15,046	11,811	--
<i>Annual Change</i>	--	-3.1%	4.2%	6.3%	-0.2%	-21.5%	-3.4%

(a) Includes utilities, taxes, and miscellaneous expenses

### Exhibit 5.6: Distribution of Component Costs – Ferry Service

*Operating Cost per Vessel Service Hour*





## Paratransit Performance Trends

This section provides an overview of the performance of GGBHTD's Intercounty paratransit service over the past six years. The trends in the TDA indicators and input statistics are presented in Exhibit 6. The six-year trends are illustrated in Exhibits 6.1 through 6.3.

- Operating Cost per Vehicle Service Hour (Exhibit 6.1)
  - Paratransit cost efficiency improved an average of 6.7 percent per year from FY2015 (\$127.29 per hour) to FY2020 (\$90.22 per hour).
  - The cost per hour decreased through the end of the prior audit period, and increased modestly during the current audit period.
  - Inflation-adjusted results exhibited an average annual decrease in the cost per hour over the six years of 9.2 percent. Changes in cost per hour were held below the rate of inflation throughout the entire six-year period.
  
- Passengers per Vehicle Service Hour (Exhibit 6.2)
  - Passengers per vehicle service hour remained fairly steady through most of the six-year period at around 1.7 passengers per hour, but declined to 1.4 percent in FY2020 due to ridership losses resulting from the pandemic.
  - Ridership in FY2020 fell 27 percent resulting in a 12.2 percent reduction in passengers per revenue hour.
  
- Passengers per Vehicle Service Mile (Exhibit 6.2)
  - The six-year trend in this indicator was similar to passengers per hour, with performance at around 0.09 to 0.10 passengers per mile.

- Despite a large decrease in ridership in FY2020 due to the pandemic, performance remained steady, reflecting very little change in average trip length.
- Operating Cost per Passenger (Exhibit 6.3)
  - Due to the improvement in cost efficiency, and somewhat steady performance in passenger productivity, cost effectiveness exhibited significant improvement, as well.
  - In FY2015, the cost per passenger was \$135.55, but decreased to \$62.93 per passenger by FY2020, an average improvement of 14.2 percent per year.
  - With the impact of inflation removed, the results are even more pronounced with an average annual decrease in cost per passenger of 16.6 percent per year.

\* \* \* \* \*

The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2015 through FY2020:

- Cost efficiency exhibited an overall improvement over the six-year period, with cost per vehicle service hour decreasing an average of 6.7 percent per year in actual dollars, and 9.2 percent per year in constant dollars.
- Passengers per vehicle service hour and vehicle service mile both remained fairly steady throughout much of the six-year period, despite recent declines in ridership.
- Cost effectiveness improved significantly as a result of the improvement in cost efficiency combined with the steady performance of passenger productivity.

### Exhibit 6: TDA Indicator Performance – Paratransit

	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	Av. Ann. Chg.
<b>Performance Indicators</b>							
Op. Cost per Vehicle Svc. Hour (Actual \$)	\$127.29	\$89.58	\$85.19	\$87.51	\$90.78	\$90.22	--
<i>Annual Change</i>	--	-29.6%	-4.9%	2.7%	3.7%	-0.6%	-6.7%
Op. Cost per Vehicle Svc. Hour (Constant \$)	\$127.29	\$87.40	\$80.52	\$79.55	\$80.12	\$78.59	--
<i>Annual Change</i>	--	-31.3%	-7.9%	-1.2%	0.7%	-1.9%	-9.2%
Passengers per Vehicle Service Hour	0.9	1.7	1.7	1.7	1.6	1.4	--
<i>Annual Change</i>	--	79.7%	2.0%	-4.1%	-1.1%	-12.2%	8.8%
Passengers per Vehicle Service Mile	0.04	0.09	0.10	0.10	0.09	0.09	--
<i>Annual Change</i>	--	124.2%	9.2%	-5.3%	-2.8%	-0.8%	17.5%
Op. Cost per Passenger (Actual \$)	\$135.55	\$53.07	\$49.48	\$53.01	\$55.59	\$62.93	--
<i>Annual Change</i>	--	-60.8%	-6.8%	7.1%	4.9%	13.2%	-14.2%
Op. Cost per Passenger (Constant \$)	\$135.55	\$51.78	\$46.77	\$48.19	\$49.06	\$54.82	--
<i>Annual Change</i>	--	-61.8%	-9.7%	3.0%	1.8%	11.7%	-16.6%
Vehicle Service Hours per FTE	(a)	(a)	(a)	(a)	(a)	(a)	--
<i>Annual Change</i>	--	--	--	--	--	--	--
<b>Input Data</b>							
Operating Cost (Actual \$)	\$1,293,031	\$2,125,383	\$1,904,122	\$2,001,792	\$2,011,483	\$1,647,384	--
<i>Annual Change</i>	--	64.4%	-10.4%	5.1%	0.5%	-18.1%	5.0%
Operating Cost (Constant \$)	\$1,293,031	\$2,073,544	\$1,799,737	\$1,819,811	\$1,775,360	\$1,435,003	--
<i>Annual Change</i>	--	60.4%	-13.2%	1.1%	-2.4%	-19.2%	2.1%
Vehicle Service Hours	10,158	23,726	22,351	22,875	22,158	18,260	--
<i>Annual Change</i>	--	133.6%	-5.8%	2.3%	-3.1%	-17.6%	12.4%
Vehicle Service Miles	228,132	427,200	375,851	389,273	383,876	280,080	--
<i>Annual Change</i>	--	87.3%	-12.0%	3.6%	-1.4%	-27.0%	4.2%
Unlinked Passengers	9,539	40,048	38,481	37,762	36,186	26,179	--
<i>Annual Change</i>	--	319.8%	-3.9%	-1.9%	-4.2%	-27.7%	22.4%
Employee Full-Time Equivalent	(a)	(a)	(a)	(a)	(a)	(a)	--
<i>Annual Change</i>	--	--	--	--	--	--	--
Bay Area CPI - Annual Change	--	2.5%	3.3%	4.0%	3.0%	1.3%	--
- Cumulative Change	--	2.5%	5.8%	10.0%	13.3%	14.8%	2.8%

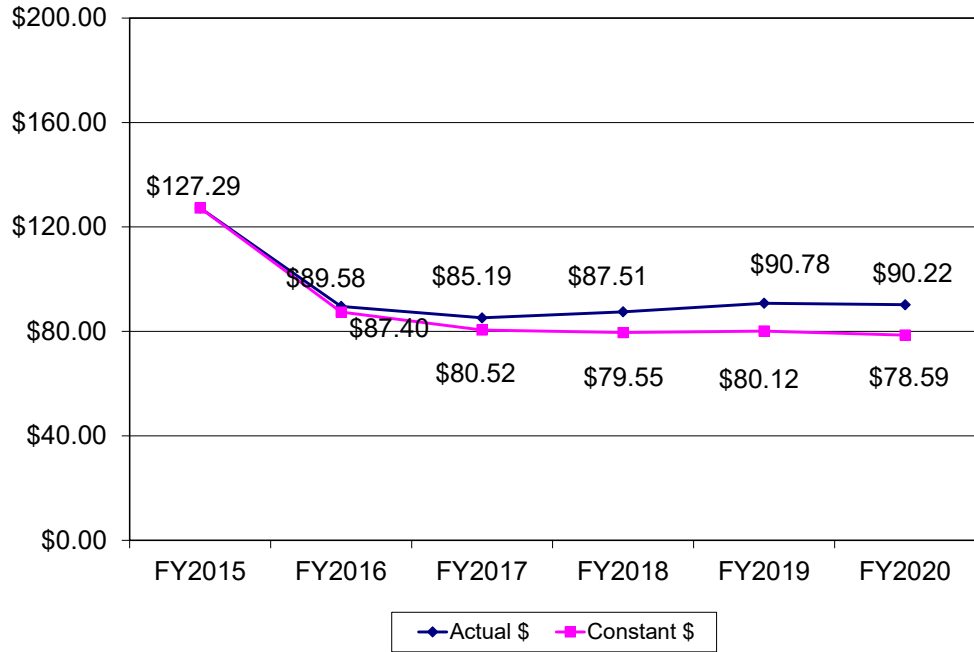
Sources: FY2012 through FY2014 - Prior Performance Audit Report

(a) Not available (contracted services)

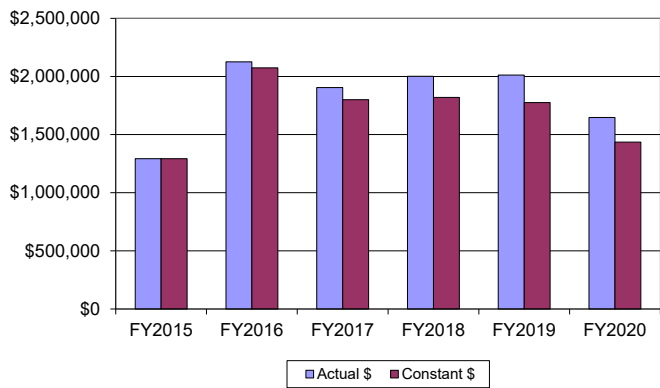
FY2015 through FY2017 - NTD Reports (FY2017 - Original Submission except Operating Costs - Revision 3)

CPI Data - U.S. Department of Labor, Bureau of Labor Statistics

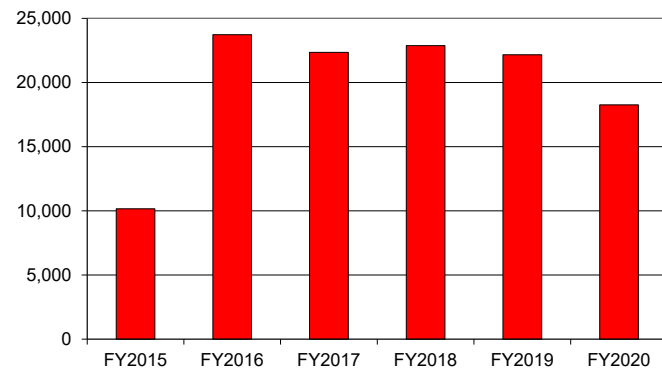
**Exhibit 6.1: Operating Cost per Vehicle Service Hour – Paratransit**



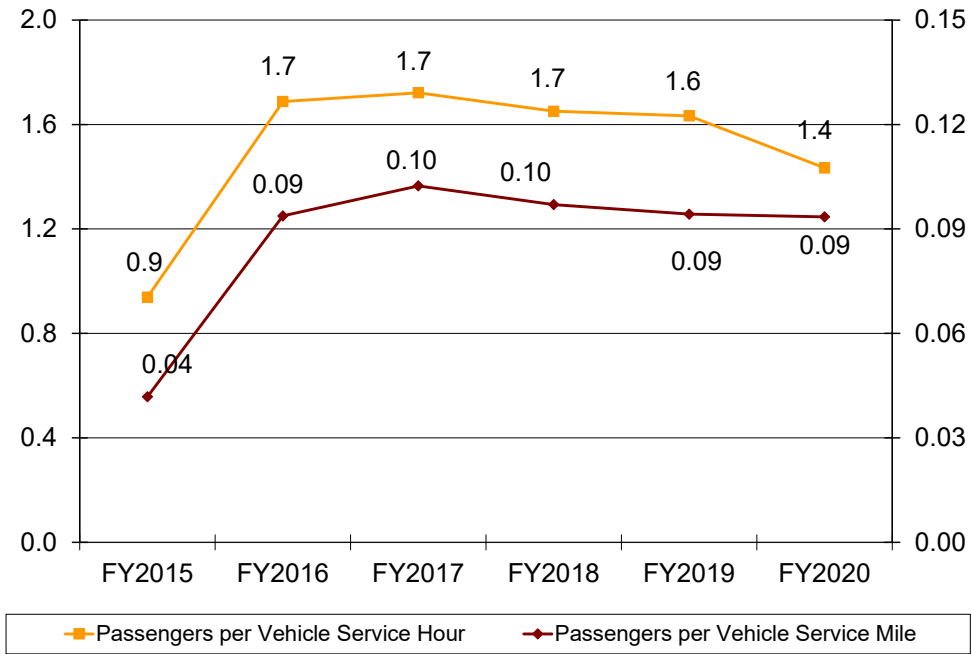
**Operating Cost**



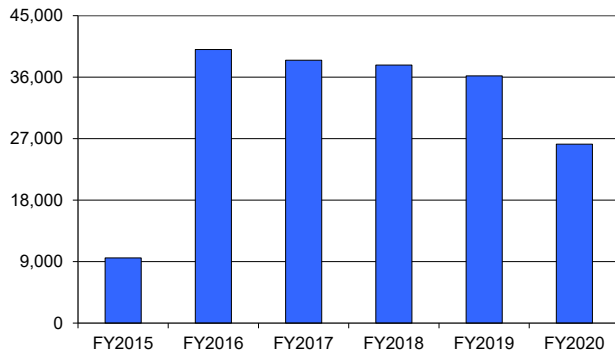
**Vehicle Service Hours**



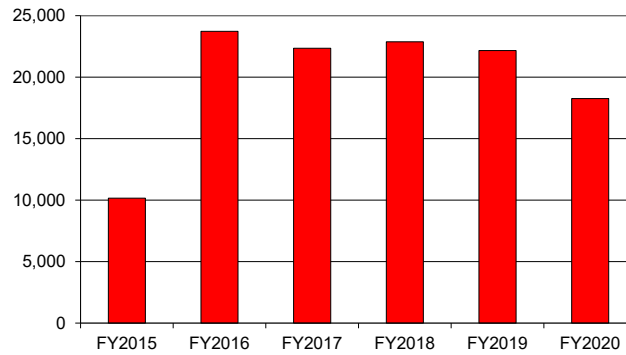
### Exhibit 6.2: Passengers per Hour and per Mile – Paratransit



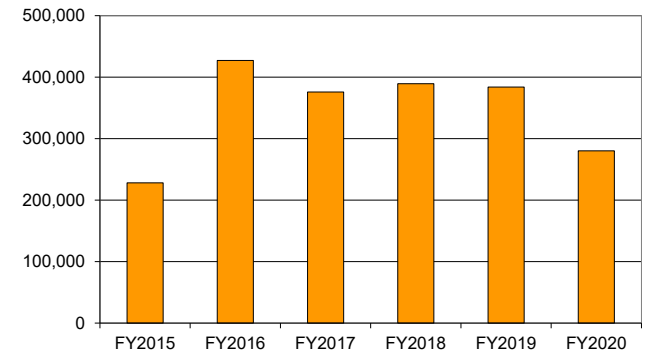
**Unlinked Passengers**



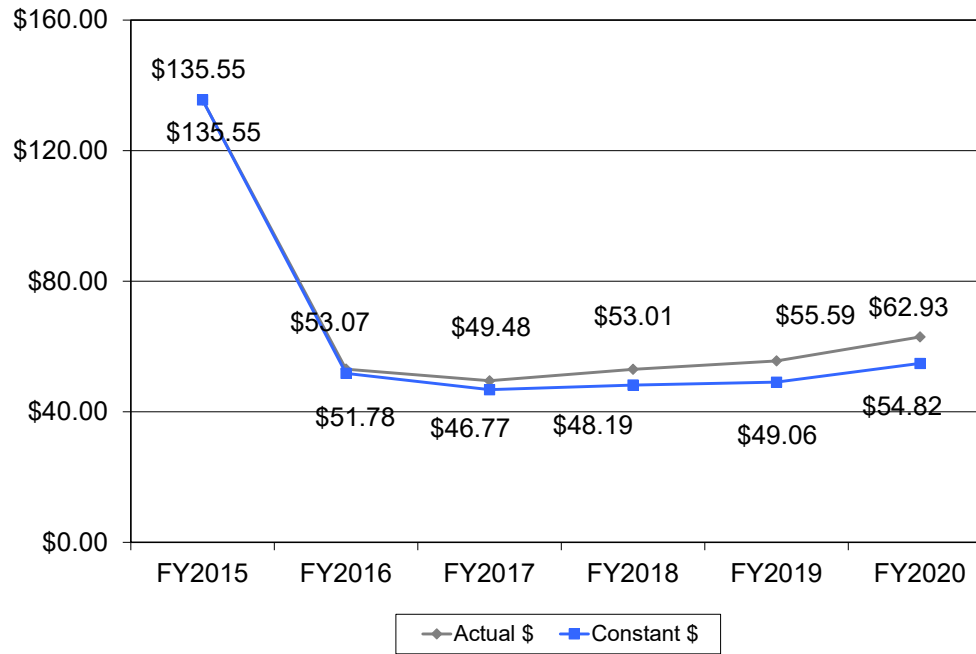
**Vehicle Service Hours**



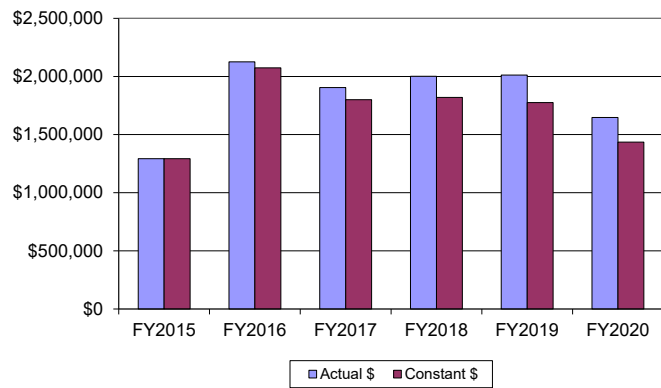
**Vehicle Service Miles**



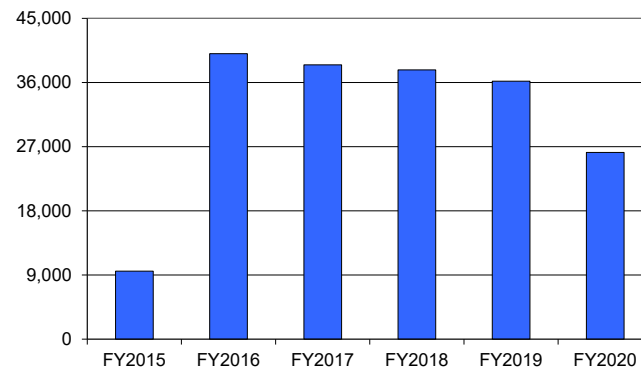
### Exhibit 6.3: Operating Cost per Passenger – Paratransit



#### Operating Cost



#### Unlinked Passengers



## Paratransit Component Costs

The year-to-year changes in selected operating cost categories are presented in Exhibit 6.4, along with the concurrent changes in vehicle service hours. The portions of the cost per vehicle service hour that can be attributed to each included cost component are shown in Exhibit 6.5.

- Between FY2015 and FY2020, the total annual paratransit costs increased 5.0 percent per year on average. This was driven by a corresponding increase in purchased transportation costs, which is by far the largest component cost category.
- Purchased transportation costs represented 98 percent of all costs in all five of the six years of the review period, and were 100 percent of paratransit costs in FY2020.
- In-house labor and fringe benefits costs were between one and two percent of total operating costs from FY2015 through FY2019.
- Casualty/liability and other expenses were only reported in four of the last six years, and even then, these expenses were negligible.

\* \* \* \* \*

The following is a brief summary of the component operating costs trend highlights between FY2015 and FY2020:

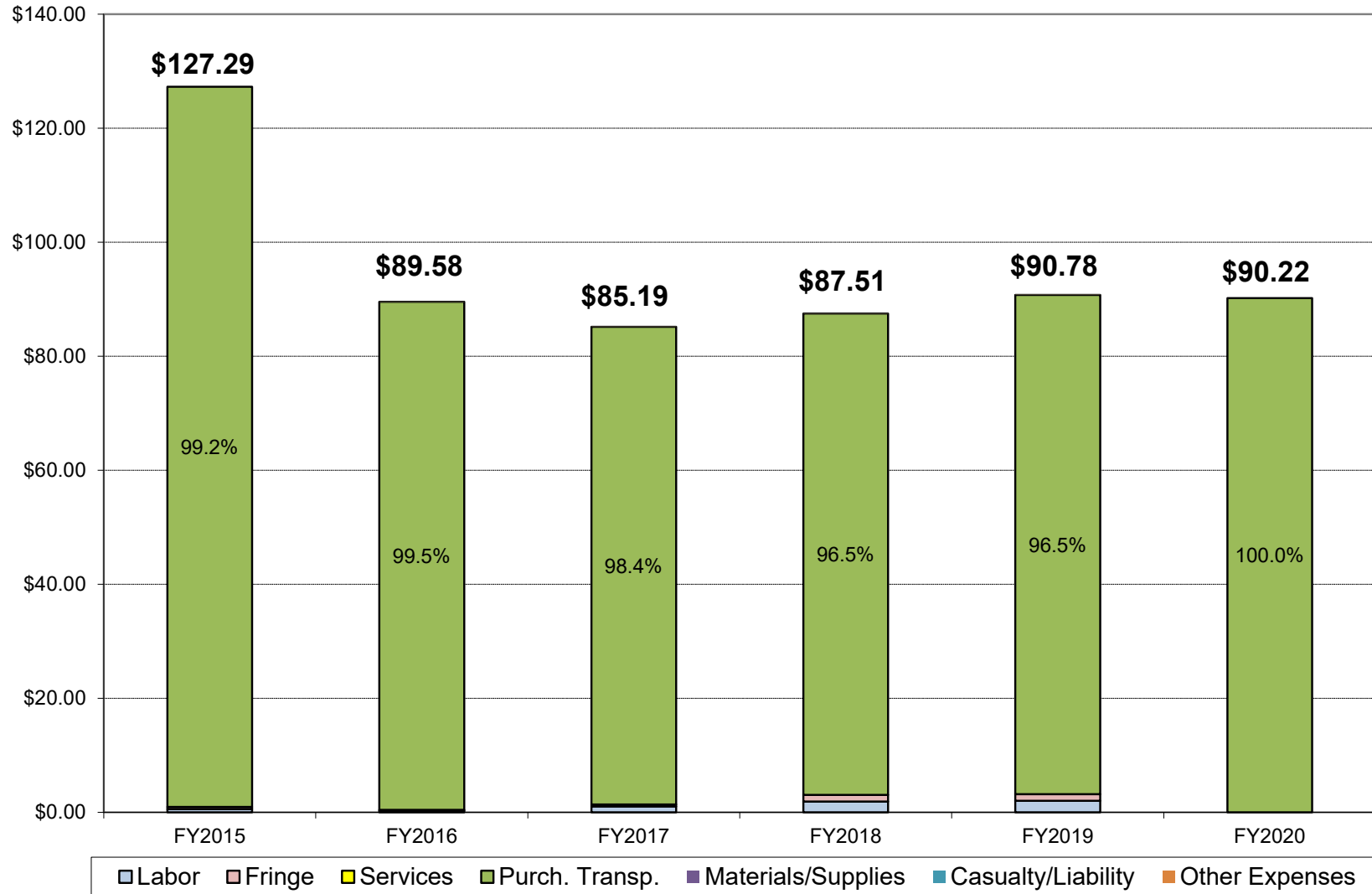
- Paratransit total operating costs increased an average of five percent annually, and are driven by purchased transportation expenses. – by far the largest component cost category.
- Purchased transportation costs continued to comprise at least 98 percent of all costs between FY2015 and FY2019, and 100 percent in FY2020.

### Exhibit 6.4: Component Costs Trends – Paratransit

	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	Av. Ann. Chg.
COST CATEGORIES							
Labor (Salaries/Wages)	\$5,800	\$5,899	\$22,790	\$43,244	\$44,387	\$0	--
<i>Annual Change</i>	--	1.7%	286.3%	89.7%	2.6%	-100.0%	-100.0%
Fringe Benefits	\$4,000	\$3,997	\$7,667	\$26,842	\$26,352	\$0	--
<i>Annual Change</i>	--	-0.1%	91.8%	250.1%	-1.8%	-100.0%	-100.0%
Services	\$0	\$0	\$0	\$0	\$0	\$0	--
<i>Annual Change</i>	--	--	--	--	--	--	--
Purchased Transportation	\$1,283,231	\$2,115,313	\$1,873,480	\$1,931,565	\$1,940,618	\$1,647,384	--
<i>Annual Change</i>	--	64.8%	-11.4%	3.1%	0.5%	-15.1%	5.1%
Materials/Supplies	\$0	\$0	\$0	\$0	\$0	\$0	--
<i>Annual Change</i>	--	--	--	--	--	--	--
Casualty/Liability	\$0	\$103	\$110	\$58	\$55	\$0	--
<i>Annual Change</i>	--	--	--	--	--	-100.0%	--
Other Expenses	\$0	\$71	\$75	\$83	\$71	\$0	--
<i>Annual Change</i>	--	--	--	--	--	-100.0%	--
<b>Total</b>	\$1,293,031	\$2,125,383	\$1,904,122	\$2,001,792	\$2,011,483	\$1,647,384	--
<i>Annual Change</i>	--	64.4%	-10.4%	5.1%	0.5%	-18.1%	5.0%
OPERATING STATISTICS							
Vehicle Service Hours	10,158	23,726	22,351	22,875	22,158	18,260	--
<i>Annual Change</i>	--	133.6%	-5.8%	2.3%	-3.1%	-17.6%	12.4%



**Exhibit 6.5: Distribution of Component Costs – Paratransit**  
*Operating Cost per Vehicle Service Hour*



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## IV. COMPLIANCE WITH PUC REQUIREMENTS

An assessment of GGBHTD's compliance with selected sections of the state Public Utilities Code (PUC) has been performed. The compliance areas included in this review are those that MTC has identified for inclusion in the triennial performance audit. Other statutory and regulatory compliance requirements are reviewed by MTC in conjunction with its annual review of GGBHTD's TDA-STA claim application.

The results from this review are detailed by individual requirement in Exhibit 7. GGBHTD is in compliance with all seven sections of the state PUC that were reviewed as part of this performance audit. These sections included requirements concerning CHP terminal safety inspections, labor contracts, reduced fares, Welfare-to-Work, revenue sharing, and evaluating passenger needs.

## Exhibit 7: Compliance with State PUC Requirements

Code Reference	Operator Compliance Requirements	Compliance Finding	Verification Information
PUC99251	<u>CHP Certification</u> - The CHP has, within the 13 months prior to each TDA claim submitted by an operator, certified the operator's compliance with Vehicle Code Section 1808 following a CHP inspection of the operator's terminal	In Compliance	<p>Satisfactory Inspections:</p> <ul style="list-style-type: none"> <li>• 2018: GGT – 7/26/2018 Whistlestop – 7/12/2018</li> <li>• 2019: GGT – 12/10/2019 Whistlestop – 7/16/2019</li> <li>• 2020: GGT - 12/15/2020 Whistlestop – 7/6/2020</li> </ul>
PUC99264	<u>Operator-to-Vehicle Staffing</u> - The operator does not routinely staff with two or more persons public transportation vehicles designed to be operated by one person	In Compliance	<ul style="list-style-type: none"> <li>• ATU Local 1575 agreement expired 8/31/2018.</li> <li>• The new MOU was ratified by the ATU on 3/30/2020 and was made retroactively effective to the ratification date.</li> <li>• No provision for excess fixed route bus staffing in contract agreements with ATU Local 1575.</li> <li>• No provision for excess staffing in agreements with MCTD for operation of Paratransit Services (December 21, 2015), nor Amendment (December 15, 2017).</li> </ul>
PUC99314.5(e) (1)(2)	<u>Part-Time Drivers and Contracting</u> - If the operator receives STA funds, the operator is not precluded by contract from employing part-time drivers or from contracting with common carriers.	In Compliance	<ul style="list-style-type: none"> <li>• <u>Part Time Drivers</u> – Article 45 (Part-Time Help) of contract agreements with ATU Local 1575.</li> <li>• <u>Contracting</u> – GGBHTD contracts with Marin County Transit District to administer the contract with Senior Coordinating Council (dba Whistlestop) to provide Intercounty paratransit service.</li> </ul>

Code Reference	Operator Compliance Requirements	Compliance Finding	Verification Information
PUC99155	<p><u>Reduced Fare Eligibility</u> - For any operator who received TDA Article 4 funds, if the operator offers reduced fares to senior citizens and disabled persons, applicant will honor the federal Medicare identification card, the California Department of Motor Vehicles disability ID card, the Regional Transit Connection Discount Card, or any other current identification card issued by another transit operator that is valid for the type of transportation service or discount requested; and if the operator offers reduced fares to senior citizens, it also offers the same reduced fare to disabled patrons</p>	In Compliance	<p>Fare information in public information materials:</p> <ul style="list-style-type: none"> <li>• Golden Gate Bus – Fares <a href="https://www.goldengate.org/bus/bus-fares-payment/">https://www.goldengate.org/bus/bus-fares-payment/</a></li> <li>• Golden Gate Ferry – Fares <a href="https://www.goldengate.org/ferry/ferry-fares-payment/">https://www.goldengate.org/ferry/ferry-fares-payment/</a></li> </ul>
PUC99155.1(a) (1)(2)	<p><u>Welfare-to-Work</u> - The operator coordinates with county welfare departments in order to ensure that transportation moneys available for purposes of assisting recipients of aid are expended efficiently for the benefit of that population; if a recipient of CalWORKs program funds by the county, the operator shall give priority to the enhancement of public transportation services for welfare-to-work purposes and to the enhancement of transportation alternatives, such as, but not limited to, subsidies or vouchers, van pools, and contract paratransit operations, in order to promote welfare-to-work purposes.</p>	In Compliance	<p>GGBHTD reports that, as an inter-county transit service, it does not have a welfare to work program per se. Local transit providers in the service area (e.g., Marin Transit, AC Transit, Santa Rosa CityBus and SFMTA) would handle any local human service-related transportation issues for local work or medical travel.</p>
PUC99314.7, Govt Code 66516, MTC Res. Nos. 3837, 4073	<p><u>Joint Revenue Sharing Agreement</u> - The operator has current joint fare revenue sharing agreements in place with transit operators in the MTC region with which its service connects, and submitted copies of agreements to MTC</p>	In Compliance	<p>Valid revenue sharing/transfer agreements are still maintained with:</p> <ul style="list-style-type: none"> <li>• MCTD (2009);</li> <li>• AC Transit (1991, 1993, 1994);</li> <li>• Peninsula JPB (1993);</li> <li>• SFMTA (2010 w/ GGF);</li> <li>• SamTrans (1991);</li> <li>• Sonoma Co. Interoperator Agreement (1981), extended to SMART in 2016;</li> <li>• Vallejo Transit (1994) (now SolTrans);</li> <li>• WCCTA (2003) (now WestCAT);</li> </ul>

Code Reference	Operator Compliance Requirements	Compliance Finding	Verification Information
			<ul style="list-style-type: none"> <li>• GGBHTD also has a reciprocal revenue agreement with Blue &amp; Gold Ferry.</li> </ul> <p>The following agreements have been discontinued due to Clipper agreement:</p> <ul style="list-style-type: none"> <li>• BART/Vallejo (1994);</li> <li>• Sonoma Co. Superpass (1991).</li> </ul>
PUC99246(d)	<p><u>Process for Evaluation of Passenger Needs</u> - The operator has an established process in place for evaluating the needs and types of passengers being served</p>	In Compliance	<p>The following mechanisms are utilized to evaluate passenger needs:</p> <ul style="list-style-type: none"> <li>• Title VI policy requirements</li> <li>• Customer comments and complaints via Customer Service Center walk-ins, telephone calls, emails, letters, and social media postings directed to the GGBHTD</li> <li>• Operations assessments</li> <li>• Advisory committees</li> <li>• Special planning projects</li> <li>• MTC on-board passenger survey</li> <li>• Internally conducted passenger surveys</li> <li>• Traffic checker passenger counts</li> <li>• Open houses (related to service changes)</li> <li>• Public hearings and public comments at Board of Directors meetings</li> </ul>

## V. STATUS OF PRIOR AUDIT RECOMMENDATIONS

The District's prior performance audit was completed in May 2018. Generally, MTC has used the audit recommendations as the basis for developing the Productivity Improvement Program (PIP) projects the operator is required to complete. MTC tracks PIP project implementation as part of its annual review of the operator's TDA-STA claim application. This section provides an assessment of actions taken by TDA-STA recipients toward implementing the recommendations advanced in the prior audit. This assessment provides continuity between the current and prior audits, which allows MTC to fulfill its obligations where the recommendations were advanced as PIP projects.

This review addresses GGBHTD's responses to the recommendations made in the prior performance audit, and whether GGBHTD made reasonable progress toward their implementation. There was one recommendation made in GGBHTD's prior audit. A summary of the recommendation and the actions taken by GGBHTD in response is presented in Exhibit 8. A determination of the status of the recommendation also is provided, using one of the following four evaluation categories:

- Implemented – appropriate actions have been taken and the issue has been sufficiently addressed.
- Implementation in Progress – actions have been taken to address the issue, but the recommendation remains open until further actions are completed.
- Not Implemented – no actions have been taken to address the issue, and the recommendation remains open.
- Closed – no actions have been taken to address the issue, but changes in circumstances have impacted the need to implement the recommendation.

During the prior audit it was recommended that GGBHTD take steps to determine the impact congestion delays had on the reported service hours data, and determine how these hours could be accounted for in order to report vehicle service hours more accurately. While GGBHTD staff indicated that the definitions and procedures used to derive the TDA indicator statistics generally were consistent with those used for the NTD reporting system, it was learned that delays in the schedule resulting from traffic congestion -- primarily on the Highway 101 corridor, Interstate 580/Richmond Bridge corridor, and in the City of San Francisco -- were not being captured in the calculation of vehicle service hours. Rather, the District's Bus Division attempted to correct for delays in the system every three months during the "quarterly shake-up," by adding additional running time on routes that regularly ran late due to congestion.

The recommendation from the prior audit is considered to have been implemented. A summary of the steps taken to implement the recommendation are presented in Exhibit 8.



### Exhibit 8: Status of Prior Audit Recommendations

Recommendation	Actions Taken	Evaluation
<p>Take steps to account for congestion delays in the calculation of vehicle service hours for the bus system.</p>	<p>The District’s Bus Division began incorporating actual data collected by the District’s INIT Computer-Aided Dispatch (CAD) / Automatic Vehicle Location (AVL) system, rather than basing calculations on schedules less missed trips, which had been the method being used in FY2018. Since this method relied on schedules rather than actual data, congestion delays and other service variability were not accurately captured in regular reporting data.</p> <p>Since the new calculation methodology minimizes use of schedule data to those situations where actual data are inaccurate or missing, the Bus Division is now able to report actual VSH data for approximately 90% of all routes with VSH data based on actual service hours, inclusive of congestion delays and other service interruptions. The new methodology will further be incorporated into reporting generated by the Planning Department in FY2022.</p> <p>The new method will allow the District to monitor Actual vs. Scheduled VSH and Actual vs. Free-Flow VSH. For the former, the District will be able to measure the number of extra hours that are incurred on trips that are known to exceed scheduled running time (Actual vs. Scheduled). For the latter, the District will be able to measure the number of extra hours that are built into the existing schedule to account for “normal” congestion plus extra hours due to daily congestion variation (Actual vs. Free-Flow).</p>	<p>Implemented</p>

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## VI. FUNCTIONAL PERFORMANCE INDICATOR TRENDS

To further assess the District's performance over the past three years, a detailed set of functional area performance indicators was defined. This assessment consists of a three-year trend analysis of the functions in each of the following areas:

- Management, Administration and Marketing
- Service Planning
- Operations
- Maintenance
- Safety

The indicators selected for this analysis were primarily those that were tracked regularly by GGBHTD, or for which input data were maintained by the District on an on-going basis, such as performance reports, contractor reports, annual financial reports and NTD reports. As such, there may be some overlap with the TDA indicators examined earlier in the audit process, but most indicators will be different. Some indicators were selected from the California Department of Transportation's Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities as being appropriate for this evaluation. The input statistics for the indicators, along with their sources, are contained in Appendix A at the end of this report.

The trends in performance are presented over the three-year audit period to give an indication of which direction performance is moving for these indicators. The remainder of this section presents the findings from this review. The discussion presents the highlights of systemwide and modal (bus service, ferry service, and paratransit)

performance, each followed by an exhibit illustrating the indicators by function as applicable.

As stated earlier, due to the COVID-19 emergency it is recognized that performance in the latter part of FY2020 is anomalous with the earlier part of the audit period, with overall reductions in service miles and hours, and especially ridership, experienced in FY2020. As such, functional performance measure trends in this report do not place much emphasis on performance beyond FY2019 for the purposes of drawing conclusions and formulating recommendations.

### Systemwide

For the purposes of this review, GGBHTD's functional indicators relating to Management, Administration and Marketing have been included generally on a systemwide basis. Audit period performance is discussed below and presented in Exhibit 9.

- Administrative costs as a percentage of total costs decreased from 23.6 percent to 22.4 percent over the audit period.
- Administrative costs per vehicle service hour increased by 12.3 percent from \$86.91 in FY2018 to \$97.59 in FY2020, largely a result of decreasing service levels in FY2020.
- The portion of administrative costs attributed to marketing activities remained between five and six percent throughout the audit period.
- In terms of passenger trips, marketing expenditures increased from \$0.25 to \$0.34 per passenger trip between FY2018 and FY2020, an increase of 33.5 percent overall.

- The systemwide farebox recovery ratio declined from 34.5 percent in FY2018 to 23.7 percent in FY2020. This reflects the combined effect of declining ridership and fare revenue resulting from the COVID emergency.

\* \* \* \* \*

The following is a summary of the systemwide functional trend highlights between FY2018 and FY2020:

- Administrative costs varied somewhat throughout the audit period, as administrative costs share of total operating costs decreased slightly, and cost per vehicle service hour increased in the first two years of the audit period.
- Marketing costs remained steady between five and six percent overall compared to total administrative costs and increased compared to passenger trips.
- The systemwide farebox recovery ratio decreased approximately 31 percent during the audit period. While the trend had been declining slightly on FY2019, this was exacerbated by the decrease in ridership and fare revenue as a consequence of the COVID emergency.

## Exhibit 9: Functional Performance Trends – Systemwide

FUNCTION/Indicator	Actual Performance		
	FY2018	FY2019	FY2020
<b>MANAGEMENT, ADMINISTRATION &amp; MARKETING</b>			
Administrative Cost/Total Operating Cost	23.6%	24.6%	22.4%
<i>Annual Percent Change</i>	--	4.3%	-8.8%
<i>Three Year Percent Change</i>	--	--	-4.9%
Administrative Cost/Vehicle Service Hour	\$86.91	\$100.41	\$97.59
<i>Annual Percent Change</i>	--	15.5%	-2.8%
<i>Three Year Percent Change</i>	--	--	12.3%
Marketing Cost/Total Administrative Cost	5.9%	4.6%	5.3%
<i>Annual Percent Change</i>	--	-21.1%	14.8%
<i>Three Year Percent Change</i>	--	--	-9.5%
Marketing Cost/Unlinked Passenger Trip	\$0.25	\$0.23	\$0.34
<i>Annual Percent Change</i>	--	-8.7%	46.3%
<i>Three Year Percent Change</i>	--	--	33.5%
Farebox Recovery Ratio (Farebox Rev./Oper. Cost)	34.5%	31.5%	23.7%
<i>Annual Percent Change</i>	--	-8.5%	-24.9%
<i>Three Year Percent Change</i>	--	--	-31.2%

## Bus Service

The District's bus service functional area trends represent areas of cost efficiency, safety, productivity and service reliability. Audit period performance is discussed below and presented in Exhibit 10.

- Service Planning
  - Operating costs per passenger mile increased 9.7 percent, from \$1.21 in FY2018 to \$1.32 in FY2019. Due to declining ridership in FY2020, performance in FY2020 declined a further 37.4 percent with \$1.82 per passenger mile in FY2020.
  - Vehicle service miles and hours per total miles remained steady throughout the audit period at approximately 85 percent and 89 percent, respectively.
  - Bus farebox recovery ratio declined slightly from 21.4 percent in FY2018 to 20.3 percent in FY2019. Similarly to the systemwide recovery ratio, the impacts of the COVID emergency on ridership and fare revenue resulted in a further decline in this measure.
  
- Operations
  - Vehicle operations cost as a percent of total operating cost remained steady at approximately 61 percent during the audit period.
  - Vehicle operations cost per service hour increased 8.1 percent between FY2018 and FY2019, from \$177.31 per hour to \$191.61 per hour. Reductions in service hours in FY2020 resulted in a further 6.9 percent increase in this measure.
  - Operator scheduled absences increased slightly (by 6.7 percent) between FY2018 and FY2019, while unscheduled absences decreased by 14.2 percent over the same period.

- Schedule adherence declined slightly from 83.2 percent in FY2018 to 77.0 percent in FY2019, but rebounded in FY2020, finishing at 80.7 percent.
  - The rate of complaints per 100,000 trips from 78.6 to 84.7 between FY2018 and FY2019. Performance improved significantly in FY2020 with a reduction in the rate of complaints of 41.0 percent.
  - Correspondingly, the rate of commendations per 100,000 passenger trips exhibited a similar trend as complaints with an increase observed in FY2019, followed by a reduction in FY2020.
  - The incidence of missed trips was less than one-tenth of one percent in FY2018 and FY2019. Although the percentage of missed trips increased substantially in FY2020, it remained below one percent of total trips. This performance reflected the reductions in service in response to the COVID emergency.
- Maintenance
    - Total maintenance costs as a percentage of total operating costs increased during the period, from 15.6 percent in FY2018 to 17.5 percent in FY2020.
    - Vehicle maintenance costs per service mile also increased over the audit period from \$2.33 in FY2018 to \$3.20 in FY2020, an increase of 37.0 percent overall.
    - Maintenance pay hours per vehicle service hour increased from 47.0 percent in FY2018 to 56.9 percent in FY2020.
    - Maintenance employee scheduled absences remained fairly steady throughout the audit period at 7.4 percent during the first two years, but decreasing slightly to 6.7 percent in FY2020.
    - Maintenance employee unscheduled absences ranged from 4.0 to 4.6 percent over the audit period.
    - The vehicle spare ratio increased from 13.6 percent in FY2018 to 19.8 percent in FY2019, before decreasing to 16.7 percent in FY2020.



- Mean distance between major failures improved significantly over the audit period, increasing more than 180 percent.
- Mean distance between all failures declined from 35,312 in FY2018 to 29,858 in FY2020, an overall decrease of 15.4 percent.
- Safety
  - The rate of preventable accidents per 100,000 vehicle miles decreased substantially from 3.1 in FY2018 to 1.6 in FY2020, an overall reduction of 49.4 percent.
  - Casualty/liability costs per service hour and mile both decreased by approximately 23 percent between FY2018 and FY2020.
  - Lost days due to industrial accidents for the District’s Bus Division increased 84.7 percent over the audit period. However, this was greatly influenced by the pandemic when employees filed claims over concerns of being laid-off. However, these claims were eventually withdrawn after the District received relief funding, and ultimately no employees were laid-off.

\* \* \* \* \*

The following is a summary of the bus service functional trend highlights between FY2018 and FY2020:

- Service Planning results showed generally steady performance over the audit period. The one exception was the decline in farebox recovery, which decreased from 21 percent to 16 percent between FY2018 and FY2020 due to the impacts of the COVID emergency on ridership and fare revenue.
- Operations performance exhibited steady trends in operator absence rates, but increases in vehicle operations costs per service hour. Again, the increase in the latter was largely the result of reductions in service levels due to the COVID emergency.

- Maintenance results showed substantial improvement in mean distance between major failures, but a slight decline in mean distance between all failures. Maintenance employee absence rates were generally steady during the audit period, while pay hours per service hour increased.
- The rate of preventable accidents improved considerably decreasing nearly 50 percent over the audit period. While casualty and liability cost measures held steady, the lost days due to industrial accidents rose sharply.

## Exhibit 10: Functional Performance Trends – Bus Service

FUNCTION/Indicator	Actual Performance		
	FY2018	FY2019	FY2020
<b>SERVICE PLANNING</b>			
Total Operating Cost/Passenger Mile	\$1.21	\$1.32	\$1.82
<i>Annual Percent Change</i>	--	9.7%	37.4%
<i>Three Year Percent Change</i>	--	--	50.7%
Vehicle Service Miles/Total Miles	85.5%	84.6%	85.5%
<i>Annual Percent Change</i>	--	-1.1%	1.0%
<i>Three Year Percent Change</i>	--	--	-0.1%
Vehicle Service Hours/Total Hours	89.1%	88.3%	88.4%
<i>Annual Percent Change</i>	--	-0.8%	0.1%
<i>Three Year Percent Change</i>	--	--	-0.7%
Farebox Recovery Ratio (Farebox Rev./Oper. Cost)	21.4%	20.3%	15.9%
<i>Annual Percent Change</i>	--	-4.8%	-21.6%
<i>Three Year Percent Change</i>	--	--	-25.4%
<b>OPERATIONS</b>			
Vehicle Operations Cost/Total Operating Cost	62.7%	60.4%	61.0%
<i>Annual Percent Change</i>	--	-3.7%	1.0%
<i>Three Year Percent Change</i>	--	--	-2.7%
Vehicle Operations Cost/Vehicle Service Hour	\$177.31	\$191.61	\$204.80
<i>Annual Percent Change</i>	--	8.1%	6.9%
<i>Three Year Percent Change</i>	--	--	15.5%
Operator Sched. Absences/Total Hours Worked	13.6%	14.5%	15.2%
<i>Annual Percent Change</i>	--	6.7%	5.0%
<i>Three Year Percent Change</i>	--	--	12.1%
Operator Unsched. Absences/Total Hours Worked	14.6%	12.5%	15.1%
<i>Annual Percent Change</i>	--	-14.2%	21.0%
<i>Three Year Percent Change</i>	--	--	3.8%
On-Time Performance	83.2%	77.0%	80.7%
<i>Annual Percent Change</i>	--	-7.5%	4.8%
<i>Three Year Percent Change</i>	--	--	-3.0%
Complaints/100,000 Unlinked Passenger Trips	78.6	84.7	50.0
<i>Annual Percent Change</i>	--	7.8%	-41.0%
<i>Three Year Percent Change</i>	--	--	-36.4%
Commendations/100,000 Unlinked Passenger Trips	5.29	5.40	1.97
<i>Annual Percent Change</i>	--	2.2%	-63.5%
<i>Three Year Percent Change</i>	--	--	-62.7%
Missed Trips/Total Trips	0.1%	0.1%	0.8%
<i>Annual Percent Change</i>	--	-30.1%	936.5%
<i>Three Year Percent Change</i>	--	--	624.9%

FUNCTION/Indicator	Actual Performance		
	FY2018	FY2019	FY2020
<b>MAINTENANCE</b>			
Vehicle + Non-Veh. Maint. Cost/Total Operating Cost	15.6%	16.7%	17.5%
<i>Annual Percent Change</i>	--	6.8%	4.8%
<i>Three Year Percent Change</i>	--	--	11.9%
Vehicle Maintenance Cost/Vehicle Service Mile	\$2.33	\$2.80	\$3.20
<i>Annual Percent Change</i>	--	19.9%	14.3%
<i>Three Year Percent Change</i>	--	--	37.0%
Maintenance Pay Hours/Vehicle Service Hours	47.0%	51.9%	56.9%
<i>Annual Percent Change</i>	--	10.4%	9.7%
<i>Three Year Percent Change</i>	--	--	21.1%
Maintenance Employee Scheduled Absences	7.4%	7.4%	6.7%
<i>Annual Percent Change</i>	--	-0.3%	-9.3%
<i>Three Year Percent Change</i>	--	--	-9.5%
Maintenance Employee Unscheduled Absences	4.6%	4.0%	4.1%
<i>Annual Percent Change</i>	--	-12.5%	0.5%
<i>Three Year Percent Change</i>	--	--	-12.0%
Spare Vehicles/Peak Vehicles (Spare Ratio)	13.6%	19.8%	16.7%
<i>Annual Percent Change</i>	--	45.5%	-16.0%
<i>Three Year Percent Change</i>	--	--	22.2%
Mean Distance between Major Failures (Miles)	58,160	59,449	165,287
<i>Annual Percent Change</i>	--	2.2%	178.0%
<i>Three Year Percent Change</i>	--	--	184.2%
Mean Distance between All Failures (Miles)	35,312	26,817	29,858
<i>Annual Percent Change</i>	--	-24.1%	11.3%
<i>Three Year Percent Change</i>	--	--	-15.4%
<b>SAFETY</b>			
Preventable Accidents/100,000 Vehicle Miles	3.1	3.5	1.6
<i>Annual Percent Change</i>	--	12.7%	-55.1%
<i>Three Year Percent Change</i>	--	--	-49.4%
Casualty & Liability Cost/Vehicle Service Hour	\$5.38	\$11.99	\$4.15
<i>Annual Percent Change</i>	--	122.7%	-65.4%
<i>Three Year Percent Change</i>	--	--	-22.9%
Casualty & Liability Cost/Vehicle Service Mile	\$0.32	\$0.70	\$0.24
<i>Annual Percent Change</i>	--	119.3%	-65.0%
<i>Three Year Percent Change</i>	--	--	-23.2%
Lost Days Due to Industrial Accidents (Bus Division)	5,388	6,996	9,951
<i>Annual Percent Change</i>	--	29.8%	42.2%
<i>Three Year Percent Change</i>	--	--	84.7%

## Ferry Service

The District's ferry service functional area performance was examined in the areas of cost efficiency, safety, productivity and service reliability. Audit period performance is discussed below and presented in Exhibit 11.

- Service Planning
  - Operating costs per passenger mile increased 9.3 percent, from \$1.21 in FY2018 to \$1.32 in FY2019, and ending the audit period at \$1.85 in FY2020.
  - Vessel service miles and hours per total miles held steady throughout the audit period, with service miles at 87 percent of total miles, and service hours at 90 percent of total hours.
  - The farebox recovery ratio declined from 63.9 percent in FY2018 to 57.2 percent in FY2019. Losses in ridership and passenger fare revenue due to the COVID emergency resulted in a further decrease to 42.1 percent in FY2020.
  
- Operations
  - Vessel operations cost as a percent of total operating cost decreased from 56.1 percent in FY2018 to 53.8 percent in FY2020.
  - Vessel operations cost per service hour increased about 5.5 percent between FY2018 and FY2019, with an additional 20.3 percent increase in FY2020. The latter increase was largely due to a drop in service hours in response to the COVID emergency.
  - Operator scheduled absences improved from about 14 percent of total hours worked to 12 percent over the audit period.

- Unscheduled absences increased from 8.8 percent in FY2018 to 13.0 percent in FY2020. This increase was likely due to the District's COVID response.
  - Schedule adherence remained over 90 percent throughout the audit period.
  - The rate of complaints per 100,000 passenger trips decreased 56 percent over the audit period, dropping from 12.6 in FY2018 to 5.5 in FY2020.
  - Commendations per 100,000 passenger trips held steady at 0.35 during most of the audit period.
  - The percentage of missed trips increased from 0.1 percent in FY2018 to 0.3 percent in FY2019, but decreased back to 0.1 percent in FY2020.
- Maintenance
    - Total maintenance costs as a percentage of total operating costs increased during the period, from 15.9 percent in FY2018 to 21.7 percent in FY2020.
    - Vessel maintenance costs per service mile were steady during the first two years of the audit period at approximately \$18 per service mile, but increased more than 50 percent to \$29 per service mile in FY2020. This increase was the result of increases in maintenance costs combined with reductions in service miles observed in FY2020.
    - Maintenance pay hours per vessel service hour increased in each year of the audit period from 126 percent in FY2018 to 193 percent in FY2020. Although maintenance employee pay hours did not substantially increase, the large increase in this measure was due to the reduction in service levels in FY2020.
    - Maintenance employee scheduled and unscheduled absences showed improvements over the audit period with scheduled absences decreasing by 15 percent and unscheduled absences decreasing nearly 20 percent.

- The vessel spare ratio went from zero in FY2018 to 25 percent in FY2019 and FY2020. It is noted that this is based on NTD data which are a snapshot of the last day of each fiscal year. As such, these numbers do not reflect the District’s dry docking and refurbishment schedules.
- Both mean distance between major failures and all failures showed substantial improvement over the audit period, increasing more than 178 percent.
- Safety
  - The rate of preventable accidents per 100,000 vessel miles increased from 0.4 in FY2018 to 2.1 in both FY2019 and FY2020.
  - Casualty/liability costs per service hour and mile both increased at nearly the same rate between FY2018 and FY2019 at about 12 percent. Although these measures increased substantially in FY2020, this was the largely the result of reductions in service levels due to the public health emergency in that year.
  - Lost days due to industrial accidents decreased over the audit period from 376 in FY2018 to 207 in FY2020.

\* \* \* \* \*

The following is a summary of the ferry service functional trend highlights between FY2018 and FY2020:

- Service Planning results showed operating cost per passenger mile increasing 9.3 percent between FY2018 and FY2019, then increasing 40 percent in FY2020. Vessel miles and hours as a percentage of total miles and hours were steady throughout the audit period. Farebox recovery decreased in each year of the audit period.
- Vessel operations cost as a percentage of total operating cost decreased four percent over the audit period, while vessel operations cost per service hour increased 27 percent, largely the result of reductions in service levels in FY2020. Operator scheduled absences improved over the audit period, but

unscheduled absences increased in FY2020. On-time performance was consistently greater than 90 percent.

- Maintenance costs as a percentage of total costs increased 36 percent, and vessel maintenance costs per service mile increased 58 percent. Maintenance employee pay hours remained steady, however, reduction in service level in FY2020 resulted in an unusually large increase in the ratio of pay hours to service hours in that year. Maintenance employee scheduled and unscheduled absence rates both improved overall. Mean distance between failures also exhibited improvement.
- Preventable accidents increased over the audit period, but the actual number of incidents remained relatively low (i.e., five or fewer). Although the casualty/liability cost rates increased during the audit period, this was due to reductions in service levels rather than increases in costs. Lost days due to industrial accidents exhibited a 45 percent improvement over the audit period.



## Exhibit 11: Functional Performance Trends – Ferry Service

FUNCTION/Indicator	Actual Performance		
	FY2018	FY2019	FY2020
<b>SERVICE PLANNING</b>			
Total Operating Cost/Passenger Mile	\$1.21	\$1.32	\$1.85
<i>Annual Percent Change</i>	--	9.3%	40.4%
<i>Three Year Percent Change</i>	--	--	53.5%
Vessel Service Miles/Total Miles	87.4%	87.4%	87.8%
<i>Annual Percent Change</i>	--	0.0%	0.5%
<i>Three Year Percent Change</i>	--	--	0.5%
Vessel Service Hours/Total Hours	89.9%	90.0%	90.1%
<i>Annual Percent Change</i>	--	0.2%	0.1%
<i>Three Year Percent Change</i>	--	--	0.3%
Farebox Recovery Ratio (Farebox Rev./Oper. Cost)	63.9%	57.2%	42.1%
<i>Annual Percent Change</i>	--	-10.4%	-26.5%
<i>Three Year Percent Change</i>	--	--	-34.1%
<b>OPERATIONS</b>			
Vessel Operations Cost/Total Operating Cost	56.1%	55.6%	53.8%
<i>Annual Percent Change</i>	--	-0.8%	-3.3%
<i>Three Year Percent Change</i>	--	--	-4.0%
Vessel Operations Cost/Vessel Service Hour	\$1,237.33	\$1,305.67	\$1,570.89
<i>Annual Percent Change</i>	--	5.5%	20.3%
<i>Three Year Percent Change</i>	--	--	27.0%
Operator Sched. Absences/Total Hours Worked	14.4%	12.9%	12.0%
<i>Annual Percent Change</i>	--	-10.4%	-7.4%
<i>Three Year Percent Change</i>	--	--	-17.0%
Operator Unsched. Absences/Total Hours Worked	8.8%	7.1%	13.0%
<i>Annual Percent Change</i>	--	-19.0%	83.4%
<i>Three Year Percent Change</i>	--	--	48.6%
On-Time Performance	95.8%	94.5%	93.4%
<i>Annual Percent Change</i>	--	-1.4%	-1.2%
<i>Three Year Percent Change</i>	--	--	-2.5%
Complaints/100,000 Unlinked Passenger Trips	12.6	10.2	5.5
<i>Annual Percent Change</i>	--	-19.1%	-45.6%
<i>Three Year Percent Change</i>	--	--	-56.0%
Commendations/100,000 Unlinked Passenger Trips	0.35	0.32	0.35
<i>Annual Percent Change</i>	--	-7.2%	8.2%
<i>Three Year Percent Change</i>	--	--	0.4%
Missed Trips/Total Trips	0.1%	0.3%	0.1%
<i>Annual Percent Change</i>	--	196.7%	-48.5%
<i>Three Year Percent Change</i>	--	--	52.9%

FUNCTION/Indicator	Actual Performance		
	FY2018	FY2019	FY2020
<b>MAINTENANCE</b>			
Vessel + Non-Veh. Maint. Cost/Total Operating Cost	15.9%	15.9%	21.7%
<i>Annual Percent Change</i>	--	0.0%	36.3%
<i>Three Year Percent Change</i>	--	--	36.3%
Vessel Maintenance Cost/Vessel Service Mile	\$18.44	\$18.68	\$29.07
<i>Annual Percent Change</i>	--	1.3%	55.7%
<i>Three Year Percent Change</i>	--	--	57.7%
Maintenance Pay Hours/Vessel Service Hours	126.4%	154.7%	193.2%
<i>Annual Percent Change</i>	--	22.4%	24.9%
<i>Three Year Percent Change</i>	--	--	52.8%
Maintenance Employee Scheduled Absences	7.3%	6.0%	6.2%
<i>Annual Percent Change</i>	--	-17.8%	3.1%
<i>Three Year Percent Change</i>	--	--	-15.3%
Maintenance Employee Unscheduled Absences	5.9%	6.1%	4.7%
<i>Annual Percent Change</i>	--	2.7%	-21.9%
<i>Three Year Percent Change</i>	--	--	-19.8%
Spare Vessels/Total Vessels	0.0%	25.0%	25.0%
<i>Annual Percent Change</i>	--	--	0.0%
<i>Three Year Percent Change</i>	--	--	--
Mean Distance between Major Failures (Miles)	34,208	19,854	95,251
<i>Annual Percent Change</i>	--	-42.0%	379.8%
<i>Three Year Percent Change</i>	--	--	178.4%
Mean Distance between All Failures (Miles)	34,208	19,854	95,251
<i>Annual Percent Change</i>	--	-42.0%	379.8%
<i>Three Year Percent Change</i>	--	--	178.4%
<b>SAFETY</b>			
Preventable Accidents/100,000 Vessel Miles	0.4	2.1	2.1
<i>Annual Percent Change</i>	--	402.5%	0.0%
<i>Three Year Percent Change</i>	--	--	402.8%
Casualty & Liability Cost/Vessel Service Hour	\$87.88	\$97.99	\$124.30
<i>Annual Percent Change</i>	--	11.5%	26.8%
<i>Three Year Percent Change</i>	--	--	41.4%
Casualty & Liability Cost/Vessel Service Mile	\$6.33	\$7.08	\$8.77
<i>Annual Percent Change</i>	--	11.8%	23.8%
<i>Three Year Percent Change</i>	--	--	38.5%
Lost Days Due to Industrial Accidents	376	409	207
<i>Annual Percent Change</i>	--	8.8%	-49.4%
<i>Three Year Percent Change</i>	--	--	-44.9%

## Paratransit

The District's paratransit service functional area performance was examined in the areas of cost efficiency, safety, productivity, and service reliability. Audit period performance is discussed below and presented in Exhibit 12.

- Service Planning
  - Operating costs per passenger mile increased from \$4.92 in FY2018 to \$5.51 in FY2019. Costs increased further to \$6.12 per passenger mile in FY2020, resulting in a 24.4 percent increase overall.
  - The percentage of service miles and hours to total miles and hours remained steady throughout the audit period.
  - The farebox recovery ratio was stable during the first two years of the audit period at approximately 7.5 percent.
  
- Operations
  - Vehicle operations costs as a percent of total operating cost increased from 68.5 percent in FY2018 to 82.7 percent in FY2020. In FY2020 the percentage decreased to 65.9 percent.
  - Vehicle operations cost per service hour went from \$59.95 in FY2018 to \$75.12 in FY2019, but decreased to \$59.48 in FY2020.
  - Schedule adherence declined slightly throughout the audit period from 94 percent in FY2018 to 88 percent in FY2020, a decrease of six percent overall.
  - The rate of complaints ranged from 8.0 complaints per 10,000 passenger trips to 13.0 complaints per 10,000 passenger trips.
  - The incidence of missed trips was less than one-tenth of a percent in all years of the audit period.

- ADA capacity denials reported in during the audit period were negligible, with only six being reported in FY2019, which represents 0.01 percent of all trips scheduled. Scheduled trip denials dropped from 0.17 percent in FY2018 to 0.05 percent in FY2020.
- The trip cancellation rate increased slightly from 22.9 percent in FY2018 to 34.5 percent in FY2020. However, late trip cancellations showed improvement throughout the audit period.
- The passenger no-show rate also showed improvement declining from 1.3 percent in FY2018 to 1.0 percent in FY2020.
- Maintenance
  - Total maintenance costs as a percentage of total operating cost decreased from 16.6 percent in FY2018 to 9.5 percent in FY2019. In FY2020 this measure increased to 15.2 percent.
  - Vehicle maintenance costs per service mile was steady during the first two years of the audit period, but rose sharply in FY2020 due to reductions in service levels that year.
  - The vehicle spare ratio held steady at about 17 percent throughout the audit period.
  - The mean distance between major failures dropped 60 percent in FY2019, but rose substantially in FY2020, more than 260 percent. The mean distance between all failures declined overall during the audit period. Despite the changes in these measures, the number of failures was never greater than 12 per year during the audit period.
- Safety
  - The number of injury accidents (major and non-major) was zero throughout the entire audit period.
  - The rate of total accidents per 100,000 vehicle miles improved from 3.7 in FY2018 to 3.0 in FY2020.

\* \* \* \* \*

The following is a summary of the paratransit functional trend highlights between FY2018 and FY2020:

- Service Planning results showed the operating cost per passenger mile increasing by 12 percent between FY2018 and FY2019, followed by a further 11 percent increase in FY2020. Farebox recovery ratio remained steadily at about 7.5 percent in FY2018 and FY2019, but fell to 6.3 percent in FY2020.
- Vehicle operations costs per hour was variable with cost per hour increasing by 25 percent in FY2019, but decreasing 21 percent in FY2020. On-time performance slipped from 94 percent to 88 percent. The number of ADA capacity denials was negligible. Although trip cancellations increased between FY2018 and FY2020, the rates of late trip cancellations and no-shows improved by 29 and 24 percent, respectively.
- Maintenance performance was variable. There was a decrease in maintenance costs as a percent of total costs in FY2019, followed by an increase in FY2020. Likewise, mean distance between failures (both major and total) dropped in FY2019, but were followed by increases in FY2020.
- Safety results were positive in both injury accidents and total accidents. There were no injury accidents reported during the audit period, and total accidents per 100,000 miles showed an 18 percent improvement.

## Exhibit 12: Functional Performance Trends – Paratransit

FUNCTION/Indicator	Actual Performance		
	FY2018	FY2019	FY2020
<b>SERVICE PLANNING</b>			
Total Operating Cost/Passenger Mile	\$4.92	\$5.51	\$6.12
<i>Annual Percent Change</i>	--	12.0%	11.1%
<i>Three Year Percent Change</i>	--	--	24.4%
Vehicle Service Miles/Total Miles	84.0%	84.5%	84.2%
<i>Annual Percent Change</i>	--	0.6%	-0.4%
<i>Three Year Percent Change</i>	--	--	0.2%
Vehicle Service Hours/Total Hours	85.2%	85.0%	117.7%
<i>Annual Percent Change</i>	--	-0.2%	38.5%
<i>Three Year Percent Change</i>	--	--	38.2%
Farebox Recovery Ratio (Farebox Rev./Oper. Cost)	7.4%	7.5%	6.3%
<i>Annual Percent Change</i>	--	0.8%	-16.4%
<i>Three Year Percent Change</i>	--	--	-15.8%
<b>OPERATIONS</b>			
Vehicle Operations Cost/Total Operating Cost	68.5%	82.7%	65.9%
<i>Annual Percent Change</i>	--	20.8%	-20.3%
<i>Three Year Percent Change</i>	--	--	-3.7%
Vehicle Operations Cost/Vehicle Service Hour	\$59.95	\$75.12	\$59.49
<i>Annual Percent Change</i>	--	25.3%	-20.8%
<i>Three Year Percent Change</i>	--	--	-0.8%
On-Time Performance	93.6%	89.8%	88.0%
<i>Annual Percent Change</i>	--	-4.1%	-2.0%
<i>Three Year Percent Change</i>	--	--	-6.0%
Complaints/10,000 Unlinked Passenger Trips	11.9	8.0	13.0
<i>Annual Percent Change</i>	--	-32.7%	62.1%
<i>Three Year Percent Change</i>	--	--	9.0%
Missed Trips/Total Trips Scheduled	0.08%	0.06%	0.03%
<i>Annual Percent Change</i>	--	-20.7%	-47.1%
<i>Three Year Percent Change</i>	--	--	-58.0%
Capacity Trip Denials/Total Trips Scheduled	0.00%	0.01%	0.00%
<i>Annual Percent Change</i>	--	--	-100.0%
<i>Three Year Percent Change</i>	--	--	--
Scheduled Trip Denials/Total Trips Scheduled	0.17%	0.11%	0.05%
<i>Annual Percent Change</i>	--	-32.9%	-53.8%
<i>Three Year Percent Change</i>	--	--	-69.0%

FUNCTION/Indicator	Actual Performance		
	FY2018	FY2019	FY2020
<b>OPERATIONS (continued)</b>			
Trip Cancellations/Total Trips Scheduled	22.9%	22.9%	34.5%
<i>Annual Percent Change</i>	--	-0.1%	50.9%
<i>Three Year Percent Change</i>	--	--	50.7%
Late Trip Cancels (No Shows)/Total Trips Scheduled	1.8%	1.5%	1.3%
<i>Annual Percent Change</i>	--	-17.0%	-14.9%
<i>Three Year Percent Change</i>	--	--	-29.4%
Total No Shows/Total Trips Scheduled	1.3%	1.2%	1.0%
<i>Annual Percent Change</i>	--	-6.3%	-19.4%
<i>Three Year Percent Change</i>	--	--	-24.4%
<b>MAINTENANCE</b>			
Vehicle + Non-Veh./Facility Maint. Cost/Total Op. Cost	16.6%	9.5%	15.2%
<i>Annual Percent Change</i>	--	-42.7%	59.6%
<i>Three Year Percent Change</i>	--	--	-8.5%
Vehicle Maintenance Cost/Vehicle Service Mile	\$0.45	\$0.49	\$0.83
<i>Annual Percent Change</i>	--	8.9%	70.7%
<i>Three Year Percent Change</i>	--	--	85.8%
Spare Vehicles/Total Vehicles	16.7%	16.7%	16.7%
<i>Annual Percent Change</i>	--	0.0%	0.0%
<i>Three Year Percent Change</i>	--	--	0.0%
Mean Dist. betw. Major Failures (Miles)	115,847	45,442	166,399
<i>Annual Percent Change</i>	--	-60.8%	266.2%
<i>Three Year Percent Change</i>	--	--	43.6%
Mean Dist. betw. All Failures (Miles)	77,232	37,869	47,543
<i>Annual Percent Change</i>	--	-51.0%	25.5%
<i>Three Year Percent Change</i>	--	--	-38.4%
<b>SAFETY</b>			
Major/Non-major (Injury) Accidents/100,000 Veh. Miles	0.0	0.0	0.0
<i>Annual Percent Change</i>	--	--	--
<i>Three Year Percent Change</i>	--	--	--
Total Accidents/100,000 Vehicle Miles	3.7	2.4	3.0
<i>Annual Percent Change</i>	--	-34.0%	24.1%
<i>Three Year Percent Change</i>	--	--	-18.1%

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## VII. CONCLUSIONS

This report has presented the findings of the compliance audit portion of the performance audit of GGBHTD's transit services. The primary focus was the three-year audit period of FY2018 through FY2020 (July 1, 2017 through June 30, 2020). It has focused on TDA compliance issues including trends in TDA-mandated performance indicators and compliance with selected sections of the state Public Utilities Code (PUC). It also provides the findings from an overview of GGBHTD's data collection activities to support the TDA indicators. Performance results from the previous three years have also been included as applicable to provide a longer perspective on performance.

The key findings and conclusions from the individual sections of this performance audit are summarized below:

- Data Collection – GGBHTD is in compliance with the data collection and reporting requirements for all five TDA statistics. In addition, the statistics collected over the six-year review period appear to be consistent with the TDA definitions, and indicate general consistency in terms of the direction and magnitude of the year-to-year changes across the statistics.
- TDA Performance Trends

GGBHTD's performance trends for the five TDA-mandated indicators were analyzed by mode. A six-year analysis period was used for all the indicators. In addition, component operating costs were analyzed.

Bus Service – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2015 through FY2020:

- Operating cost per vehicle service hour increased substantially over the six-year period. While the impacts of the pandemic greatly

influenced performance in FY2020, cost per hour had been increasing through FY2019.

- Passenger productivity showed negative trends, with passengers per vehicle service hour decreasing overall by 8.0 percent annually, and passengers per vehicle service mile decreasing by 7.9 percent per year. These trends were largely the result of ridership losses due to the pandemic.
- The cost per passenger increased on average by 15.1 percent per year, which amounted to an average annual increase of 11.9 percent in constant FY2015 dollars.
- Employee productivity increased an average 3.6 percent per year.
- The impacts of the COVID-19 pandemic were most clearly observed in the ridership and passenger productivity trends.

The following is a brief summary of the component operating costs trend highlights for the bus service between FY2015 and FY2020:

- The changes in total operating costs were most heavily influenced by the labor and fringe benefits cost categories. Together, these categories represent over 80 percent of the total operating costs.
- Services costs comprise about six percent of total operating costs, and increased significantly in FY2018 and FY2019.
- Fuels and lubricants costs decreased an average of 6.1 percent over the analysis period going from approximately six percent of total operating costs down to slightly more than three percent.
- Mixed results were observed in the remaining cost categories with some modest increases and decreases within in each category. However, these other costs together represent less than 10 percent of total operating expenses.

Ferry Service – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2015 through FY2020:

- Operating cost per hour was fairly steady through FY2018, but increased 6.4 percent in FY2019, largely due to a commensurate increase in total operating costs in that year.
- Passenger productivity exhibited declining trends throughout the review period, with passengers per vessel service hour decreasing from 180.9 in FY2015 to 164.2 in FY2019.
- The cost per passenger increased steadily through FY2019 in terms of both actual (i.e., nominal) dollars and constant (i.e., inflation-adjusted dollars).
- Employee productivity, despite some year-to-year variations, decreased only slightly over the six-year period.

The following is a brief summary of the component operating costs trend highlights for the ferry service between FY2015 and FY2020:

- Overall, operating costs increased by 2.7 percent annually, but there were larger increases in most component cost categories.
- Labor and fringe benefits costs contribute the most significantly to the operating costs increases as these categories together comprise approximately 60 percent of the total.
- Fuels and lubricants decreased an average of 4.6 percent per year over the review period, the result of significant decreases in these costs in FY2016 and FY2020.

Paratransit – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2015 through FY2020:

- Cost efficiency exhibited an overall improvement over the six-year period, with cost per vehicle service hour decreasing an average of 6.7 percent per year in actual dollars, and 9.2 percent per year in constant dollars.
- Passengers per vehicle service hour and vehicle service mile both remained fairly steady throughout much of the six-year period, despite recent declines in ridership.

- Cost effectiveness improved significantly as a result of the improvement in cost efficiency combined with the steady performance of passenger productivity.

The following is a brief summary of the component operating costs trend highlights for paratransit between FY2015 and FY2020:

- Paratransit total operating costs increased an average of five percent annually, and are driven purchased transportation expenses. – by far the largest component cost category.
- Purchased transportation costs continued to comprise at least 98 percent of all costs between FY2015 and FY2019, and 100 percent in FY2020.
- PUC Compliance – GGBHTD is in compliance with the sections of the state PUC that were reviewed as part of this performance audit. These sections included requirements concerning CHP terminal safety inspections, labor contracts, reduced fares, Welfare-to-Work, revenue sharing, and evaluating passenger needs.
- Status of Prior Audit Recommendations – The recommendation from the prior audit is considered to have been implemented.
- Functional Performance Indicator Trends  
To further assess the District’s performance over the past three years, a detailed set of systemwide and modal functional area performance indicators was defined and reviewed.

Systemwide – The following is a summary of the systemwide functional trend highlights between FY2018 and FY2020:

- Administrative costs varied somewhat throughout the audit period, as administrative costs share of total operating costs decreased slightly, and cost per vehicle service hour increased in the first two years of the audit period.

- Marketing costs remained steady between five and six percent overall compared to total administrative costs and increased compared to passenger trips.
- The systemwide farebox recovery ratio decreased approximately 31 percent during the audit period. While the trend had been declining slightly on FY2019, this was exacerbated by the decrease in ridership and fare revenue as a consequence of the COVID emergency.

Bus Service – The following is a summary of the bus service functional trend highlights between FY2018 and FY2020:

- Service Planning results showed generally steady performance over the audit period. The one exception was the decline in farebox recovery, which decreased from 21 percent to 16 percent between FY2018 and FY2020 due to the impacts of the COVID emergency on ridership and fare revenue.
- Operations performance exhibited steady trends in operator absence rates, but increases in vehicle operations costs per service hour. Again, the increase in the latter was largely the result of reductions in service levels due to the COVID emergency.
- Maintenance results showed substantial improvement in mean distance between major failures, but a slight decline in mean distance between all failures. Maintenance employee absence rates were generally steady during the audit period, while pay hours per service hour increased.
- The rate of preventable accidents improved considerably decreasing nearly 50 percent over the audit period. While casualty and liability cost measures held steady, the lost days due to industrial accidents rose sharply.

Ferry Service – The following is a summary of the ferry service functional trend highlights between FY2018 and FY2020:

- Service Planning results showed operating cost per passenger mile increasing 9.3 percent between FY2018 and FY2019, then increasing 40 percent in FY2020. Vessel miles and hours as a percentage of total

miles and hours were steady throughout the audit period. Farebox recovery decreased in each year of the audit period.

- Vessel operations cost as a percentage of total operating cost decreased four percent over the audit period, while vessel operations cost per service hour increased 27 percent, largely the result of reductions in service levels in FY2020. Operator scheduled absences improved over the audit period, but unscheduled absences increased in FY2020. On-time performance was consistently greater than 90 percent.
- Maintenance costs as a percentage of total costs increased 36 percent, and vessel maintenance costs per service mile increased 58 percent. Maintenance employee pay hours remained steady, however, reduction in service level in FY2020 resulted in an unusually large increase in the ratio of pay hours to service hours in that year. Maintenance employee scheduled and unscheduled absence rates both improved overall. Mean distance between failures also exhibited improvement.
- Preventable accidents increased over the audit period, but the actual number of incidents remained relatively low (i.e., five or fewer). Although the casualty/liability cost rates increased during the audit period, this was due to reductions in service levels rather than increases in costs. Lost days due to industrial accidents exhibited a 45 percent improvement over the audit period.

Paratransit – The following is a summary of the paratransit functional trend highlights between FY2018 and FY2020:

- Service Planning results showed the operating cost per passenger mile increasing by 12 percent between FY2018 and FY2019, followed by a further 11 percent increase in FY2020. Farebox recovery ratio remained steadily at about 7.5 percent in FY2018 and FY2019, but fell to 6.3 percent in FY2020.
- Vehicle operations costs per hour was variable with cost per hour increasing by 25 percent in FY2019, but decreasing 21 percent in FY2020. On-time performance slipped from 72 percent to 55 percent. The number of ADA capacity denials was negligible. Although rip

cancellations increased between FY2018 and FY2020, the rates of late trip cancellations and no-shows improved by 29 and 24 percent, respectively.

- Maintenance performance was variable. There was a decrease in maintenance costs as a percent of total costs in FY2019, followed by an increase in FY2020. Likewise, mean distance between failures (both major and total) dropped in FY2019, but were followed by increases in FY2020.
- Safety results were positive in both injury accidents and total accidents. There were no injury accidents reported during the audit period, and total accidents per 100,000 miles showed an 18 percent improvement.

## **Recommendations**

No recommendations are suggested for GGBHTD at this time based on the results of this triennial performance audit.

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**APPENDIX A:  
INPUT STATISTICS FOR  
FUNCTIONAL PERFORMANCE MEASURES**

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### Functional Performance Inputs - Systemwide (All Modes)

Data Item	FY2018	FY2019	FY2020	Source
Total Operating Costs	\$105,874,811	\$114,206,516	\$114,197,931	NTD F-40
Administrative Costs	\$24,966,966	\$28,084,461	\$25,614,695	NTD F-40
Vehicle Service Hours	287,290	279,696	262,464	NTD S-10 (all modes)
Marketing Costs	\$1,465,122	\$1,300,204	\$1,361,035	Dana Fehler, with input from Operating (less Bridge allocation)
Unlinked Passenger Trips	5,774,981	5,615,970	4,018,487	NTD S-10 (all modes)
Farebox Revenue (All Modes)	\$36,475,395	\$36,018,269	\$27,051,067	NTD F-10

## Functional Performance Inputs – Bus Service

Data Item	FY2018	FY2019	FY2020	Source
Vehicle Service Miles	4,228,479	4,176,041	3,956,479	NTD S-10 MB
Total Vehicle Miles	4,943,635	4,934,246	4,628,048	NTD S-10 MB
Vehicle Service Hours	249,334	242,492	232,393	NTD S-10 MB
Total Vehicle Hours	279,870	274,470	262,770	NTD S-10 MB
Unlinked Passenger Trips	3,159,082	3,109,580	2,279,801	NTD S-10 MB
Farebox Revenue	\$15,070,720	\$15,654,563	\$12,444,404	NTD F-10
Total Operating Costs (a)	\$70,563,355	\$76,984,587	\$78,078,710	NTD F-30 MB
Passenger Miles	58,490,893	58,180,242	42,951,451	NTD S-10 MB
Vehicle Operations Costs	\$44,208,385	\$46,463,626	\$47,592,946	NTD F-30 MB
Total Operator Time (Hours)	390,587	385,528	371,611	Mike/Bus
Operator Scheduled Absences (Hours)	53,129	55,958	56,659	Payroll
Operator Unscheduled Absences (Hours)	56,916	48,212	56,210	Payroll
Trips On-Time	120,506	110,803	107,433	Mike/Bus
Total Vehicle Trips	144,822	143,936	133,140	Mike/Bus
Complaints	2,483	2,634	1,139	Dana/Customer Service
Commendations	167	168	45	Dana/Customer Service
Missed Trips	164	114	1,093	Mike/Bus
Maintenance Pay Hours	117,170	125,842	132,305	Payroll
Total Maintenance Employee Time (Hours)	133,242	142,142	148,323	Payroll
Maint. Employee Sched. Absences (Hours)	9,912	10,547	9,983	Payroll
Maint. Employee Unsched. Absences (Hours)	6,160	5,753	6,035	Payroll
Vehicle Maintenance Costs	\$9,863,992	\$11,676,990	\$12,642,712	NTD F-30 MB
Non-Vehicle Maintenance Costs	\$1,145,864	\$1,149,632	\$985,259	NTD F-30 MB
Spare Vehicles (Total less Maximum Service)	18	25	21	NTD S-10 MB
Vehicles Operated in Maximum Service	132	126	126	NTD S-10 MB
Total Vehicles	150	151	147	NTD S-10 MB
Revenue Vehicle Mechanical System Failures - Total	140	184	155	NTD R-20
Revenue Vehicle Mechanical System Failures - Major	85	83	28	NTD R-20
Preventable Accidents	152	171	72	Krystalyn O'Leary and team
Casualty/Liability Costs	\$1,342,622	\$2,907,939	\$965,042	NTD F-30 MB
Lost Days - Industrial Accidents	5,388	6,996	9,951	Kelli Vitale - all Bus Division, not just operators

## Functional Performance Inputs – Ferry Service

Data Item	FY2018	FY2019	FY2020	Source
Vessel Service Miles	209,210	208,111	167,318	NTD S-10 FB
Total Vessel Miles	239,455	238,245	190,502	NTD S-10 FB
Vessel Service Hours	15,081	15,046	11,811	NTD S-10 FB
Total Vessel Hours	16,783	16,716	13,105	NTD S-10 FB
Unlinked Passenger Trips	2,578,137	2,470,204	1,712,507	NTD S-10 FB
Farebox Revenue	\$21,255,591	\$20,212,752	\$14,503,324	NTD F-10
Total Operating Costs (a)	\$33,269,493	\$35,311,368	\$34,471,837	NTD F-30 FB
Passenger Miles	27,534,409	26,733,103	18,587,902	NTD S-10 FB
Vessel Operations Costs	\$18,660,144	\$19,645,058	\$18,553,785	NTD F-30 FB
Total Operator Time (Hours)	17,702	19,884	19,255	Ferry Ops/Payroll
Operator Scheduled Absences (Hours)	2,551	2,567	2,302	Payroll
Operator Unscheduled Absences (Hours)	1,552	1,412	2,508	Payroll
Trips On-Time	20,017	19,617	15,450	Planning
Total Vessel Trips	20,895	20,759	16,542	Planning
Complaints	325	252	95	Dana/Customer Service
Commendations	9	8	6	Dana/Customer Service
Missed Trips	19	56	23	Planning
Maintenance Pay Hours	19,067	23,276	22,814	Ferry Ops/Payroll
Total Maintenance Employee Time (Hours)	21,977	26,479	25,621	Ferry Ops/Payroll
Maint. Employee Sched. Absences (Hours)	1,615	1,599	1,596	Ferry Ops/Payroll
Maint. Employee Unsched. Absences (Hours)	1,296	1,604	1,212	Ferry Ops/Payroll
Vessel Maintenance Costs	\$3,857,561	\$3,886,835	\$4,864,274	NTD F-30 FB
Non-Vessel Maintenance Costs	\$1,432,387	\$1,729,446	\$2,607,420	NTD F-30 FB
Spare Vessels (Total less Maximum Service)	0	2	2	NTD S-10 FB
Total Vessels	7	8	8	NTD S-10 FB
Revenue Vessel Mechanical System Failures - Total	7	12	2	NTD R-20
Revenue Vessel Mechanical System Failures - Major	7	12	2	NTD R-20
Preventable Accidents	1	5	4	Ferry Ops
Casualty/Liability Costs	\$1,325,332	\$1,474,421	\$1,468,099	NTD F-30 FB
Lost Days - Industrial Accidents	376	409	207	Kelli Vitale - all Bus Division, not just operators

## Functional Performance Inputs – Paratransit

Data Item	FY2018	FY2019	FY2020	Source
Vehicle Service Miles	389,273	383,876	280,080	NTD S-10 DR
Total Vehicle Miles	463,389	454,422	332,798	NTD S-10 DR
Vehicle Service Hours	22,875	22,158	18,260	NTD S-10 DR
Total Vehicle Hours	26,858	26,058	18,260	NTD S-10 DR
Unlinked Passenger Trips	37,762	36,186	26,179	NTD S-10 DR
Farebox Revenue	\$149,084	\$150,954	\$103,339	NTD F-10
Total Operating Costs	\$2,001,792	\$2,011,483	\$1,647,384	NTD F-30 DR
Passenger Miles	406,656	364,833	269,006	NTD S-10 DR
Vehicle Operations Costs	\$1,371,411	\$1,664,446	\$1,086,287	NTD F-30 DR
Trips On-Time	35,338	32,477	23,027	Jon Gaffney, Tripspark Reports, applied %
Total Trips Scheduled	49,056	47,573	41,951	Jon Gaffney, Tripspark Reports
Complaints	45	29	34	Jon Gaffney, Tripspark Reports
Missed Trips	39	30	14	Jon Gaffney, Tripspark Reports
Capacity Trip Denials	0	6	0	Jon Gaffney, Tripspark Reports
Scheduled Trip Denials	83	54	22	Jon Gaffney, Tripspark Reports
Total Trip Denials	83	60	22	Jon Gaffney, Tripspark Reports
Trip Cancellations	11,224	10,873	14,469	Jon Gaffney, Tripspark Reports
Late Trip Cancellations/ Rider Fault No Shows	885	712	534	Jon Gaffney, Tripspark Reports
No Shows - Total	636	578	411	Jon Gaffney, Tripspark Reports
Vehicle Maintenance Costs	\$173,840	\$186,682	\$232,439	NTD F-30 DR
Non-Vehicle/Facility Maintenance Costs	\$158,910	\$4,948	\$18,114	NTD F-30 DR
Spare Vehicles	3	3	3	NTD S-10 DR
Total Vehicles	18	18	18	NTD S-10 DR
Revenue Vehicle Mechanical System Failures - Total	6	12	7	NTD R-20
Revenue Vehicle Mechanical System Failures - Major	4	10	2	NTD R-20
Major/Non-major (Injury) Accidents	0	0	0	Jon Gaffney, Transtrack
Total Accidents	17	11	10	Jon Gaffney, Transtrack