

# **Triennial Performance Audit**

*of the*

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

**Fiscal Years 2020/21, 2021/22 and 2022/23**

**FINAL AUDIT REPORT**

*prepared for the*



*by*



**June 2024**

---

---

NOTE:

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

---

---

## 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 2021 through 2023 (from July 1, 2020 through June 30, 2023).

### 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 have been 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 – 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.

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 FY2018 through FY2023:
  - Operating cost per vehicle service hour increased substantially over the six-year period. The impacts of the pandemic greatly influenced performance in FY2020 and FY2021. However, cost per hour has continued to increase through the remainder of the audit period.
  - Passenger productivity decreased sharply due to ridership losses during the pandemic. Recent improvements in FY2022 and FY2023 have been realized as the result of ridership gains outpacing changes in service levels.
  - Despite recent improvements in both actual and constant (inflation-adjusted) dollars, the average annual increase in cost per passenger

between FY2018 and FY2023 was 22.4 percent and 18.0 percent, respectively.

- Employee productivity exhibited a marked decline, particularly during the audit period as a result of labor shortages due to the pandemic.

The following is a summary of the component operating costs trend highlights for the bus service between FY2018 and FY2023:

- 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 to eight percent of total operating costs, and increased considerably in FY2022 and FY2023.
  - Fuels and lubricants costs decreased an average of 5.7 percent over the analysis period and represent between three to five percent of total operating costs during this timeframe.
  - A substantial increase in casualty and liability costs was noted in FY2022, with the share of this category jumping from two percent of total operating costs to nearly seven percent.
- Ferry Service – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2018 through FY2023:
    - Operating cost per hour increased to a high of \$6,685.31 in FY2021 due to the impacts of the pandemic, but has returned to its pre-pandemic level as a result of performance improvements in FY2022 and FY2023.
    - Passenger productivity trends declined in FY2020 and FY2021 during the pandemic. Although the trend reversed in FY2022 and FY2023, passenger productivity is still well below its pre-pandemic levels.

- Despite cost efficiency improvements as noted above, cost effectiveness (measured as cost per passenger) worsened during the review period with cost per passenger increasing an average of 20.7 percent per year in actual dollars and 16.4 percent per year in constant (inflation-adjusted) dollars.
- Employee productivity improved over the six-year period with an average annual increase of 2.0 percent per year and achieved its highest level in FY2023.

The following is a summary of the component operating costs trend highlights for paratransit between FY2018 through FY2023:

- Total operating costs increased an average of 2.8 percent per year between FY2018 and FY2023, which is lower than the rate of inflation during the same period.
  - Labor and fringe benefits costs together comprise approximately 60 percent of total operating costs. While labor costs increased an average of 5.5 percent per year over the analysis period, fringe benefit costs decreased an average of 4.9 percent per year.
  - Fuels and lubricants increased an average of 5.2 percent per year over the review period, with year-to-year changes corresponding to the impacts of the pandemic (i.e., FY2020 and FY2021) and the recovery (i.e., FY2022 and FY2023).
- Paratransit – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2018 through FY2023:
    - Cost efficiency worsened over the six-year period, with cost per vehicle service hour increasing an average of 13.5 percent per year in actual dollars, and 9.5 percent per year in constant dollars.
    - Passengers per vehicle service hour remained fairly steady throughout much of the six-year period, despite recent declines in ridership. However, passengers per mile exhibited declines due to lower ridership and longer trip lengths.

- Cost effectiveness exhibited similar results as cost efficiency with cost per passenger increasing an average of 14.8 percent per year in actual dollars and 10.7 percent per year in constant (inflation-adjusted) dollars.

The following is a summary of the component operating costs trend highlights for paratransit between FY2018 through FY2023:

- Paratransit's total operating costs decreased an average of eight percent per year, driven by reduced demand for services due to the pandemic and its aftermath.
- Purchased transportation costs comprise 96 percent of total operating costs, and experienced an average decrease of 8.4 percent per year over the six-year analysis period.

Compliance with Statutory Requirements – 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 – There were no recommendations from the prior audit.

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 FY2021 and FY2023:

- Administrative costs increased throughout the audit period, but carried as a percentage of total operating costs.
  - Marketing costs as a percentage of administrative costs decreased by 35 percent overall, and by 75 percent as a function of passenger trips.
  - The systemwide farebox recovery ratio improved by a factor of nearly three over the audit period as a consequence of the reintroduction of fare collection, and ridership gains following the pandemic.
- Bus Service – The following is a brief summary of the bus service functional trend highlights between FY2021 and FY2023:
    - Service Planning results showed steady performance during the audit period with an upward trend in farebox recovery, which increased more than 50 percent between FY2021 and FY2023.
    - Operations performance exhibited steady trends in operator absence rates (i.e., both scheduled and unscheduled), and schedule adherence. Increases of in vehicle operations costs per service hour were observed during the audit, as well as in the percentage of missed trips.
    - Maintenance results showed improvement in the mean distance between all failures, but a modest decline in mean distance between major failures. Maintenance employee absence rates were generally steady during the audit period, while pay hours per service hour increased.
    - The rate of preventable accidents increased more than twofold over the audit period. While casualty and liability cost measures increased more than threefold. In response, GGBHTD has taken proactive steps to improve safety performance and reduce its casualty and liability costs.
    -
  - Ferry Service – The following is a brief summary of the ferry service functional trend highlights between FY2021 and FY2023:



- Service Planning results showed improvements in operating cost per passenger mile with a reduction of more than 85 percent over the audit period. Vessel miles and hours as a percentage of total miles and hours were steady throughout the audit period, while farebox recovery improved in each year of the audit period.
  - Vessel operations cost as a percentage of total operating cost increased 39 percent over the audit period, while vessel operations cost per service hour decreased 47 percent. Both operator scheduled and unscheduled absences improved over the audit period, and on-time performance remained consistently high.
  - Maintenance costs as a percentage of total costs dropped 23 percent, and vessel maintenance costs per service mile fell 59 percent, back to its pre-pandemic levels. Maintenance employee pay hours per vessel service hour dropped nearly 73 percent due to increases in service levels over the audit period.
  - 
  - In response to the drop in mean distance between vessel failures of 47 percent in terms of major failure, and 51 percent in terms of all failures, Golden Gate Ferry has recently implemented efforts to improve maintenance efficiency and effectiveness with the goal of enhanced vessel reliability.
  - Safety performance improved in all categories examined with the preventable accident rate declining 69 percent, and casualty and liability cost measures declining 66.5 percent in terms of cost per hour and 55.9 percent in terms of cost per mile.
- Paratransit Service – The following is a brief summary of the paratransit service functional trend highlights between FY2021 and FY2023:
    - Service Planning results showed an improvement in the operating cost per passenger mile between FY2021 and FY2023, with a reduction of more than 36 percent. The ratio of service hours and mile to total hours and miles declined, while farebox recovery ratio rose by nearly 38 percent over the audit period.

- Performance in the operations functional area was mixed. Vehicle operations costs per hour improved by 24 percent between FY2021 and FY2023. On-time performance slipped from 94 percent to 76 percent over the audit period due to driver shortages. However, an amendment to the agreement with contractor that increased wages to a more competitive level has resulted in improved staffing and significantly better schedule adherence.
- Maintenance performance was positive overall, with reductions in the vehicle maintenance cost per mile, and spare ratio. Furthermore, no mechanical failure were reported for paratransit during the audit period.
- Safety results exhibited a worsening trend in preventable accidents per 100,000 mile. However, this represents a change of only six more accidents in FY2023 than occurred in FY2021.

## **Recommendations**

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

It is noted here that many cost efficiency, cost effectiveness and functional indicators fluctuated by wide margins compared to their past trends due to the impacts of the pandemic emergency. In the past TDA Audits, such increases in efficiency, effectiveness and functional indicators most likely resulted in one or more recommendations for follow-up investigations and development of corrective actions. GGBHTD, like other transit agencies in the Bay Area, faced issues related to employee availability and retention; deployment of vehicles based on declining demand due to remote working; forced reduction in acceptable vehicle occupancy due to social distancing guidelines. Furthermore, recent initiatives and action taken by the District in response to system performance have resulted in improvements. For these reasons, no recommendations are made to reexamine the audit period performance.



# Table of Contents

	<u>Page No.</u>
Executive Summary .....	i
Performance Audit and Report Organization .....	i
Results and Conclusions .....	ii
Recommendations.....	viii
I. Introduction .....	1
Performance Audit and Report Organization .....	2
II. Review of TDA Data Collection and Reporting Methods .....	8
Compliance with Requirements .....	8
Consistency of the Reported Statistics.....	9
III. TDA Performance Indicators and Trends .....	17
Bus Service Performance Trends.....	18
Bus Service Component Costs.....	27
Ferry Performance Trends .....	31
Ferry Component Costs .....	39
Paratransit Performance Trends.....	43
Paratransit Component Costs.....	49
IV. Compliance with PUC Requirements.....	52
V. Status of Prior Audit Recommendations.....	56
VI. Functional Performance Indicator Trends .....	57
Systemwide.....	58
Bus Service .....	60
Ferry Service.....	65
Paratransit .....	70
VII. Conclusions and Recommendations.....	75
Conclusions.....	75
Recommendations.....	81
Appendix A: Input Statistics for Functional Performance Measures .....	A-1
Functional Performance Inputs - Systemwide (All Modes) .....	A-2
Functional Performance Inputs – Bus Service.....	A-3
Functional Performance Inputs – Ferry Service .....	A-4
Functional Performance Inputs – Paratransit.....	A-5

## List of Exhibits

	<u>Page No.</u>
Exhibit 1: System Overview .....	3
Exhibit 2: Organization Chart.....	7
Exhibit 3.1: Compliance with TDA Data Collection and Reporting Requirements.....	11
Exhibit 3.2: TDA Statistics – Bus Service.....	14
Exhibit 3.3: TDA Statistics – Ferry Service .....	15
Exhibit 3.4: TDA Statistics – Paratransit.....	16
Exhibit 4: TDA Indicator Performance – Bus Service .....	22
Exhibit 4.1: Operating Cost per Vehicle Service Hour – Bus Service .....	23
Exhibit 4.2: Passengers per Hour and per Mile –Bus Service .....	24
Exhibit 4.3: Operating Cost per Passenger – Bus Service.....	25
Exhibit 4.4: Vehicle Service Hours per FTE – Bus Service.....	26
Exhibit 4.5: Component Cost Trends – Bus Service .....	29
Exhibit 4.6: Distribution of Component Costs – Bus Service .....	30
Exhibit 5: TDA Indicator Performance – Ferry Service.....	34
Exhibit 5.1: Operating Cost per Vessel Service Hour – Ferry Service.....	35
Exhibit 5.2: Passengers per Hour and per Mile – Ferry Service.....	36
Exhibit 5.3: Operating Cost per Passenger – Ferry Service.....	37
Exhibit 5.4: Vessel Service Hours per FTE – Ferry Service .....	38
Exhibit 5.5: Component Cost Trends – Ferry Service.....	41
Exhibit 5.6: Distribution of Component Costs – Ferry Service.....	42
Exhibit 6: TDA Indicator Performance – Paratransit .....	45
Exhibit 6.1: Operating Cost per Vehicle Service Hour – Paratransit .....	46
Exhibit 6.2: Passengers per Hour and per Mile – Paratransit .....	47
Exhibit 6.3: Operating Cost per Passenger – Paratransit .....	48
Exhibit 6.4: Component Costs Trends – Paratransit.....	50
Exhibit 6.5: Distribution of Component Costs – Paratransit .....	51
Exhibit 7: Compliance with State PUC Requirements .....	53
Exhibit 8: Functional Performance Indicators – Systemwide.....	59
Exhibit 9: Functional Performance Indicators – Bus Service .....	63
Exhibit 10: Functional Performance Indicators – Ferry Service .....	68
Exhibit 11: Functional Performance Indicators – Paratransit .....	73

## 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 2021 through 2023 (from July 1, 2020 through June 30, 2023).

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 have been incorporated into this final audit report.

## Exhibit 1: System Overview

---

<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>• Regional routes provide 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 provide weekday morning and afternoon peak period service between San Francisco, Marin, and Sonoma Counties along the U.S. Highway 101 Golden Gate Corridor.</li><li>• Commute Shuttle routes provide limited service that is designed to supplement Commute bus routes and ferry service. No Commute Shuttle routes have operated since 2021.</li></ul>



The District operates ferry service under the name Golden Gate Ferry (GGF). During the audit period, it had an active fleet of seven vessels. Service operates daily (except New Year's, Thanksgiving, and Christmas days) between Angel Island, Sausalito, Larkspur or Tiburon in Marin County and San Francisco.

- Angel Island Ferry is a 6.73-nautical mile route that has been in operation since 2021 and connects the San Francisco Ferry Building with Angel Island State Park.
- 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 that 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 began in 2017.
- Special Event Service to Oracle 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 began in 2000.
- Special Event Service from the Larkspur Ferry Terminal to Chase Center began in 2019 for Golden State Warriors games and various special events along a 13.4-nautical mile route. This service was suspended at the start of the COVID-19 pandemic and did not resume during the audit period.

ADA complementary paratransit is provided under contract with Marin Transit, who administers the service for both agencies under the name Marin Access. The service was operated by Vivalon, previously known as Whistlestop, through January 2022. The service has been operated by Transdev since February 2022. Service is available for intercounty (i.e., regional) travel within ¾-mile of all GGT Regional routes during the same service days and hours as the fixed-route operation. Service also is available locally in Sonoma County during the limited hours that local transit operators are not in service. As part of the contract with Marin Transit, GGBHTD assumes responsibility for a portion 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 and rates typically change annually, as approved by the Board of Directors. Adult passengers using a Clipper card receive a discount of 20 percent for most travel; the discount is 10 percent when travelling within Marin County to reflect Marin Transit's fare policy, and there is no discount for travel combinations that correspond with BART's Early Bird Express program, which provides heavily discounted fares compared to the GGT fares that were in place prior to the start of that service. Reduced fares are available for seniors, persons with disabilities, Medicare cardholders and youth (ages 5

through 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.

Ferry fares vary by route and rates typically change annually, as approved by the Board of Directors. Seniors, persons with disabilities, Medicare cardholders, youth (ages 5 through 18), and Clipper cardholders receive discounted fares on all regular routes; the full fare applies to all passengers for special event service. Children ages four and under ride free when accompanied by an adult on all ferry routes.

## **Recent Changes**

Significant operational changes occurred during the audit period, as identified in Section 3.2 of GGBHTD's FY 2022/23-2027/28 SRTP:

- Between June and December 2020, because of reduced demand related to the COVID-19 pandemic, Routes 2, 4, 4C, 8, 18, 24, 24C, 24X, 25, 38, 38A, 40X, 54C, 56X, 58, 72X, 74, 76, 92, and 101X were suspended. These suspensions became permanent cancellations as a result of Board action in 2021.
- Angel Island Ferry service began in December 2021. The route replaced service previously provided by Blue & Gold Fleet, which had petitioned the California Public Utilities Commission (CPUC) for its discontinuation.
- In December 2021, most GGT routes were renumbered to facilitate regional coordination, resulting in the elimination of duplicative numbers with overlapping local transit operators. Routes 27, 30, 40, 54, 70, and 72 were renumbered 132, 130, 580, 154, 150, and 172, respectively. Only Route 101 remained the same.
- Tiburon Ferry service was expanded in January 2022 to operate all day on weekdays as well as on weekends and holidays. The expanded service replaced service previously provided by Blue & Gold Fleet, which had petitioned the CPUC for its discontinuation.
- Commute Route 114, connecting Mill Valley with the San Francisco Financial District, began service in March 2022.

## **Planned Changes**

In its most recent SRTP, the District identified a desire to restore additional bus service to a level below pre-pandemic levels but did not make specific recommendations due to an ongoing bus operator shortage, projected fiscal cliff that corresponds to the end of federal stimulus funding, and incomplete analysis of post-pandemic travel behavior.

The District originally planned to undertake a comprehensive operational analysis (COA) of bus service in 2020, but that effort was cancelled as a result of the onset of the COVID-19 pandemic. GGBHTD has subsequently participated in coordinated regional efforts to improve transit service in a fiscally constrained, post-pandemic era. Future service changes will be further informed by a passenger survey, which is scheduled for completion in December 2023.

The District is undertaking an environmental review of the number of Larkspur Ferry crossings per day to determine appropriate service levels once demand rebounds to pre-pandemic levels. Prior to COVID-19, the Larkspur Ferry had

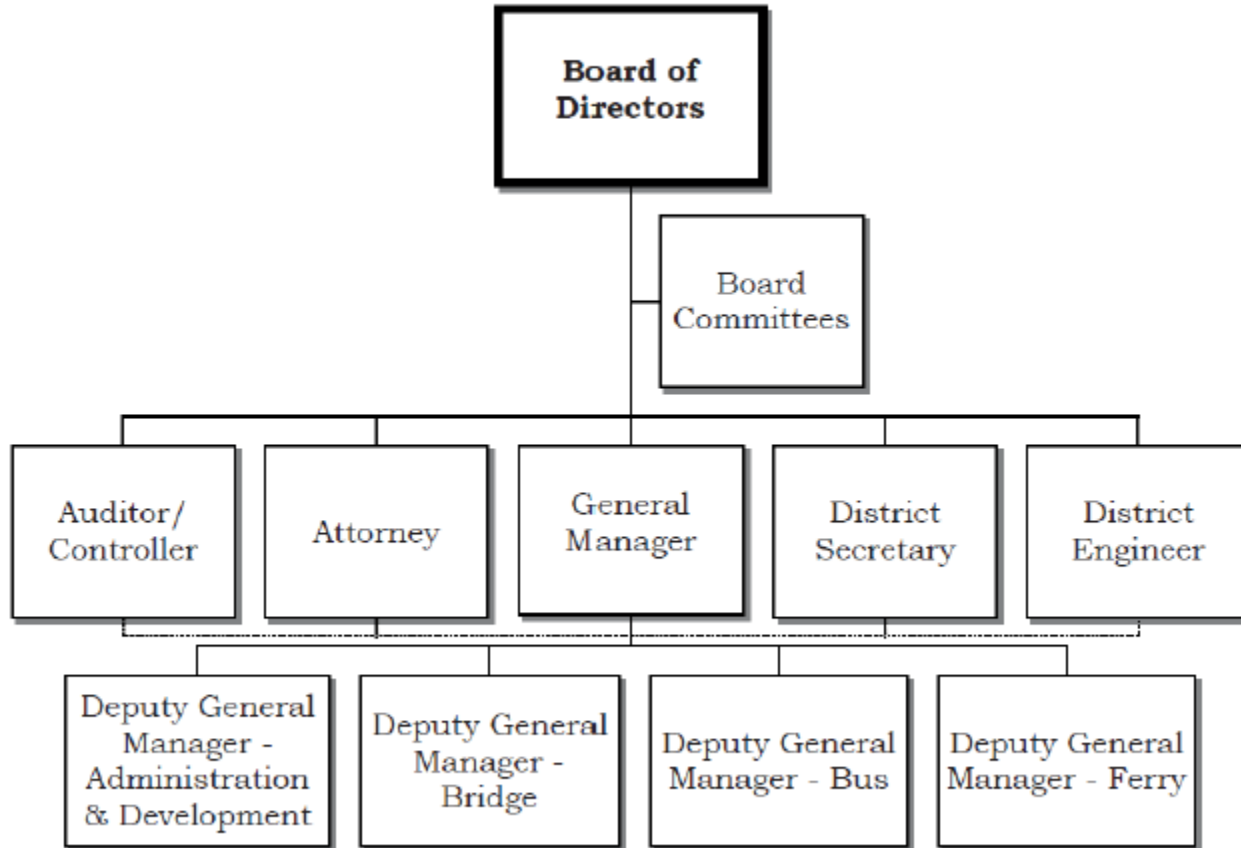
heavy ridership and operated at its maximum allowable level. The environmental review process will also consider peak-period crossings to/from San Francisco's Mission Bay.

**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 FY2023/24 Budget listed a total of 853 full and part time budgeted positions. The breakdown by operating division was as follows:

Bridge:	183
Bus:	408
Ferry:	105
Dist. Admin.:	<u>157</u>
Total:	853

**Exhibit 2: Organization Chart**



## 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 decreased significantly during the review period. This was due to the pandemic emergency that occurred in 2020 and persisted through 2021. Service levels declined by more than 13 percent on an average annual basis as a result. Ridership increased during the audit period (i.e., FY2021 through FY2023), but these gains were not commensurate with the loss of ridership due to the pandemic response. Employee full-time equivalents decreased overall by an average of 1.6 percent annually.
- Ferry Service – Similar to bus service, most of the operating statistics declined precipitously in response to the pandemic in FY2020. However, service levels increased steadily during the audit period, resulting in an average annual change of zero percent in vessel service hours and a three percent average annual decrease in vessel service miles. Ridership increased substantially during the audit period (i.e., FY2021 through FY2023), but similar to bus service, these increases were not commensurate with the losses due to the pandemic. Employee full-time equivalents

declined in FY2020 and FY2021, but have rebounded somewhat in FY2022 and FY2023.

- Paratransit Service – The operating statistics for paratransit service generally declined during the analysis period. While some improvements in service levels and ridership were experienced between FY2021 and FY2022, these were followed by declines in FY2023. As a result, service levels and ridership are significantly lower than they were prior 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.</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> <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</li> </ul>



TDA Statistic	TDA Definition	Compliance Finding	Verification Information
			statistics from daily driver manifests and dispatcher logs.
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.</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	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023
Operating Cost (Actual \$)	\$70,563,355	\$76,984,587	\$78,078,710	\$59,292,822	\$61,563,392	\$80,128,216
<i>Annual Change</i>	- -	9.1%	1.4%	-24.1%	3.8%	30.2%
Vehicle Service Hours	249,334	242,492	232,393	135,673	120,747	121,079
<i>Annual Change</i>	- -	-2.7%	-4.2%	-41.6%	-11.0%	0.3%
Vehicle Service Miles	4,228,479	4,176,041	3,956,479	2,404,033	2,099,125	2,049,895
<i>Annual Change</i>	- -	-1.2%	-5.3%	-39.2%	-12.7%	-2.3%
Unlinked Passengers	3,159,082	3,109,580	2,279,801	651,531	1,037,926	1,308,398
<i>Annual Change</i>	- -	-1.6%	-26.7%	-71.4%	59.3%	26.1%
Employee Full-Time Equivalent	367.2	424.7	403.2	369.8	329.9	339.3
<i>Annual Change</i>	- -	15.7%	-5.1%	-8.3%	-10.8%	2.9%

Sources: FY2018 through FY2020 - Prior Audit Report  
FY2021 through FY2023 - NTD Reports

### Exhibit 3.3: TDA Statistics – Ferry Service

TDA Statistic	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023
Operating Cost (Actual \$)	\$33,269,493	\$35,311,368	\$34,471,837	\$24,401,364	\$29,740,225	\$38,177,017
<i>Annual Change</i>	- -	6.1%	-2.4%	-29.2%	21.9%	28.4%
Vessel Service Hours	15,081	15,046	11,811	3,650	10,623	15,067
<i>Annual Change</i>	- -	-0.2%	-21.5%	-69.1%	191.0%	41.8%
Vessel Service Miles	209,210	208,111	167,318	56,999	127,478	178,945
<i>Annual Change</i>	- -	-0.5%	-19.6%	-65.9%	123.6%	40.4%
Unlinked Passengers	2,578,137	2,470,204	1,712,507	89,861	690,362	1,155,682
<i>Annual Change</i>	- -	-4.2%	-30.7%	-94.8%	668.3%	67.4%
Employee Full-Time Equivalents	127.4	141.0	100.9	89.9	110.7	115.6
<i>Annual Change</i>	- -	10.7%	-28.5%	-10.9%	23.1%	4.4%

Sources: FY2018 through FY2020 - Prior Audit Reports  
FY2021 through FY2023 - NTD Reports

### Exhibit 3.4: TDA Statistics – Paratransit

TDA Statistic	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023
Operating Cost (Actual \$)	\$2,001,792	\$2,011,483	\$1,647,384	\$1,539,615	\$1,717,181	\$1,319,993
<i>Annual Change</i>	- -	0.5%	-18.1%	-6.5%	11.5%	-23.1%
Vehicle Service Hours	22,875	22,158	18,260	6,909	11,148	7,994
<i>Annual Change</i>	- -	-3.1%	-17.6%	-62.2%	61.4%	-28.3%
Vehicle Service Miles	389,273	383,876	280,080	154,700	213,397	167,065
<i>Annual Change</i>	- -	-1.4%	-27.0%	-44.8%	37.9%	-21.7%
Unlinked Passengers	37,762	36,186	26,179	10,520	17,146	12,485
<i>Annual Change</i>	- -	-4.2%	-27.7%	-59.8%	63.0%	-27.2%
Employee Full-Time Equivalent	(a)	(a)	(a)	(a)	(a)	(a)
<i>Annual Change</i>	- -	- -	- -	- -	- -	- -

Sources: FY2018 through FY2020 - Prior Audit Report  
 FY2021 through FY2023 - NTD Reports

(a) Not available (contracted services)

### III. TDA PERFORMANCE INDICATORS AND TRENDS

The performance trends for 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 (FY2021 through FY2023), 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 FY2021 to FY2023 trend lines have been combined with those from the prior audit period (FY2018 through FY2020) 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 18.5 percent annually.
  - The cost per hour ranged from a low of \$283.01 in FY2018 to a high of \$661.78 in FY2023. The increase in costs are largely the result of reductions in service levels that began in FY2020 due to the pandemic.
  - While service levels continued to decrease during the audit period, operating costs steadily increased. This resulted in cost per hour increases of 16.7 percent in FY2022, and 29.8 percent in FY2023.

- When the effects of inflation are removed, the resulting average annual increase in cost per vehicle service hour 14.3 percent.
- Passengers per Vehicle Service Hour (Exhibit 4.2)
  - A key indicator of passenger productivity, passengers per hour dropped from 12.7 in FY2018 to a low of 4.8 in FY2021. In FY2022 and FY 2023, productivity rebounded to 8.6 passengers per hour, and 10.8 passengers per hour, respectively.
  - While there were substantial improvements in ridership in FY2022 and FY2023, these were not sufficient to completely reverse the loss of ridership in FY2020 and FY2021 due to the impacts of the pandemic.
  - Despite recent improvements, the negative impact of the pandemic on bus ridership has resulted in a 3.1 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 improving substantially in FY2022 and FY2023, 82.4 percent and 29.1 percent, respectively.
  - The improvements cited above did not result in reversing the loss in ridership experienced during the pandemic in FY2020 and FY2021.
  - Despite the improvements in FY2022 and FY2023, the impacts of the pandemic resulted in an average annual decline in passengers per mile of 3.1 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 \$22.34 in FY2018 to a high of \$91.01 in FY2021, the result of declining productivity during the years of the pandemic.



- Improvements in cost per passenger were realized in FY2022 with a decrease of nearly 35 percent in actual dollars and 39 percent in constant dollars.
- With the impact of inflation removed from the cost side (normalization), cost per passenger held steady in FY2023, with a less than one percent increase constant dollar cost per passenger.
- Vehicle Service Hours per Employee (FTE) (Exhibit 4.4)
  - A measure of employee productivity, this indicator fell throughout the audit period, largely the result of the combined losses in service hours and FTEs.
  - In the aftermath of the pandemic years, GGBHTD continues to experience difficulty in staffing bus operators, which is reflected in the trend of this indicator. As such, the average annual decline in this measure is 12.1 percent per year over the analysis period.
  - Despite recent improvements in passenger productivity (as cited above), the shortage of bus operators as reflected in this indicator appears to be limiting the agency’s ability to reintroduce service.

\* \* \* \* \*

The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2018 through FY2023:

- Operating cost per vehicle service hour increased substantially over the six-year period. The impacts of the pandemic greatly influenced performance in FY2020 and FY2021. However, cost per hour has continued to increase through the remainder of the audit period.
- Passenger productivity decreased sharply due to ridership losses during the pandemic. Recent improvements in FY2022 and FY2023 have been realized as the result of ridership gains outpacing changes in service levels.

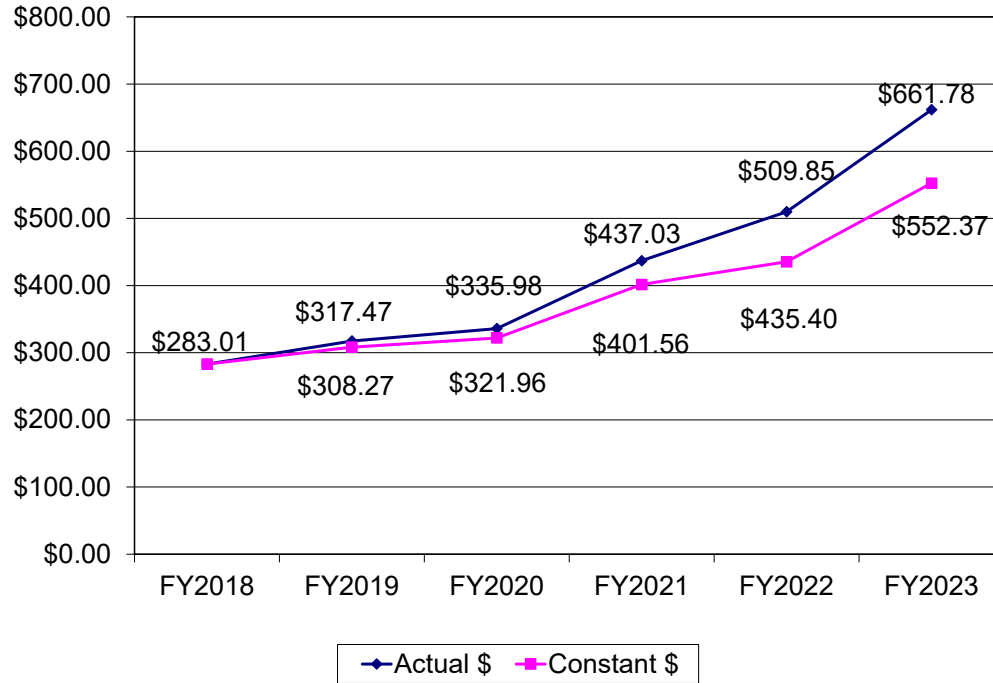
- Despite recent improvements in both actual and constant (inflation-adjusted) dollars, the average annual increase in cost per passenger between FY2018 and FY2023 was 22.4 percent and 18.0 percent, respectively.
- Employee productivity exhibited a marked decline, particularly during the audit period as a result of labor shortages due to the pandemic.

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

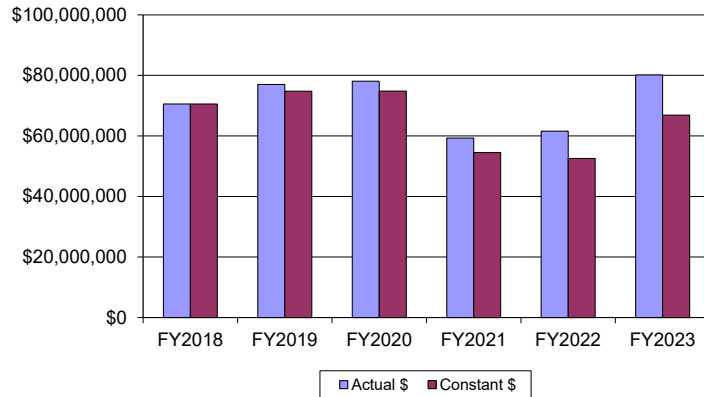
	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023	Av. Ann. Chg.
<b>Performance Indicators</b>							
Op. Cost per Vehicle Svc. Hour (Actual \$)	\$283.01	\$317.47	\$335.98	\$437.03	\$509.85	\$661.78	- -
<i>Annual Change</i>	- -	12.2%	5.8%	30.1%	16.7%	29.8%	18.5%
Op. Cost per Vehicle Svc. Hour (Constant \$)	\$283.01	\$308.27	\$321.96	\$401.56	\$435.40	\$552.37	- -
<i>Annual Change</i>	- -	8.9%	4.4%	24.7%	8.4%	26.9%	14.3%
Passengers per Vehicle Service Hour	12.7	12.8	9.8	4.8	8.6	10.8	- -
<i>Annual Change</i>	- -	1.2%	-23.5%	-51.0%	79.0%	25.7%	-3.1%
Passengers per Vehicle Service Mile	0.75	0.74	0.58	0.27	0.49	0.64	- -
<i>Annual Change</i>	- -	-0.3%	-22.6%	-53.0%	82.4%	29.1%	-3.1%
Op. Cost per Passenger (Actual \$)	\$22.34	\$24.76	\$34.25	\$91.01	\$59.31	\$61.24	- -
<i>Annual Change</i>	- -	10.8%	38.3%	165.7%	-34.8%	3.2%	22.4%
Op. Cost per Passenger (Constant \$)	\$22.34	\$24.04	\$32.82	\$83.62	\$50.65	\$51.12	- -
<i>Annual Change</i>	- -	7.6%	36.5%	154.8%	-39.4%	0.9%	18.0%
Vehicle Service Hours per FTE	679	571	576	367	366	357	- -
<i>Annual Change</i>	- -	-15.9%	1.0%	-36.3%	-0.2%	-2.5%	-12.1%
<b>Input Data</b>							
Operating Cost (Actual \$)	\$70,563,355	\$76,984,587	\$78,078,710	\$59,292,822	\$61,563,392	\$80,128,216	- -
<i>Annual Change</i>	- -	9.1%	1.4%	-24.1%	3.8%	30.2%	2.6%
Operating Cost (Constant \$)	\$70,563,355	\$74,753,861	\$74,820,936	\$54,480,509	\$52,573,261	\$66,880,478	- -
<i>Annual Change</i>	- -	5.9%	0.1%	-27.2%	-3.5%	27.2%	-1.1%
Vehicle Service Hours	249,334	242,492	232,393	135,673	120,747	121,079	- -
<i>Annual Change</i>	- -	-2.7%	-4.2%	-41.6%	-11.0%	0.3%	-13.5%
Vehicle Service Miles	4,228,479	4,176,041	3,956,479	2,404,033	2,099,125	2,049,895	- -
<i>Annual Change</i>	- -	-1.2%	-5.3%	-39.2%	-12.7%	-2.3%	-13.5%
Unlinked Passengers	3,159,082	3,109,580	2,279,801	651,531	1,037,926	1,308,398	- -
<i>Annual Change</i>	- -	-1.6%	-26.7%	-71.4%	59.3%	26.1%	-16.2%
Employee Full-Time Equivalents	367.2	424.7	403.2	369.8	329.9	339.3	- -
<i>Annual Change</i>	- -	15.7%	-5.1%	-8.3%	-10.8%	2.9%	-1.6%
Bay Area CPI - Annual Change	- -	3.0%	1.3%	4.3%	7.6%	2.3%	- -
- Cumulative Change	- -	3.0%	4.4%	8.8%	17.1%	19.8%	3.7%

Sources: FY2018 through FY2020 - Prior Audit Report  
FY2021 through FY2023 - NTD Report  
CPI Data - U.S. Department of Labor, Bureau of Labor Statistics

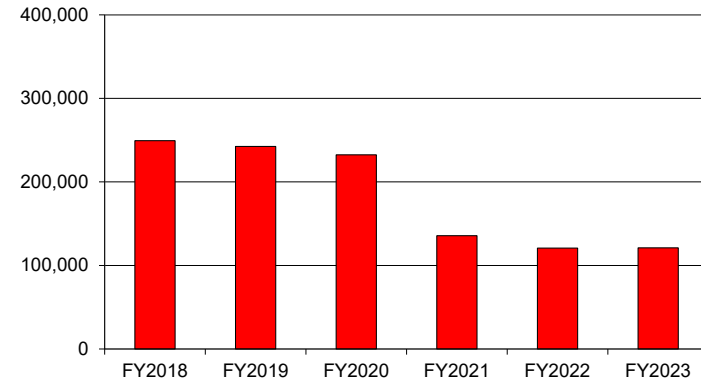
**Exhibit 4.1: Operating Cost per Vehicle Service Hour – Bus Service**



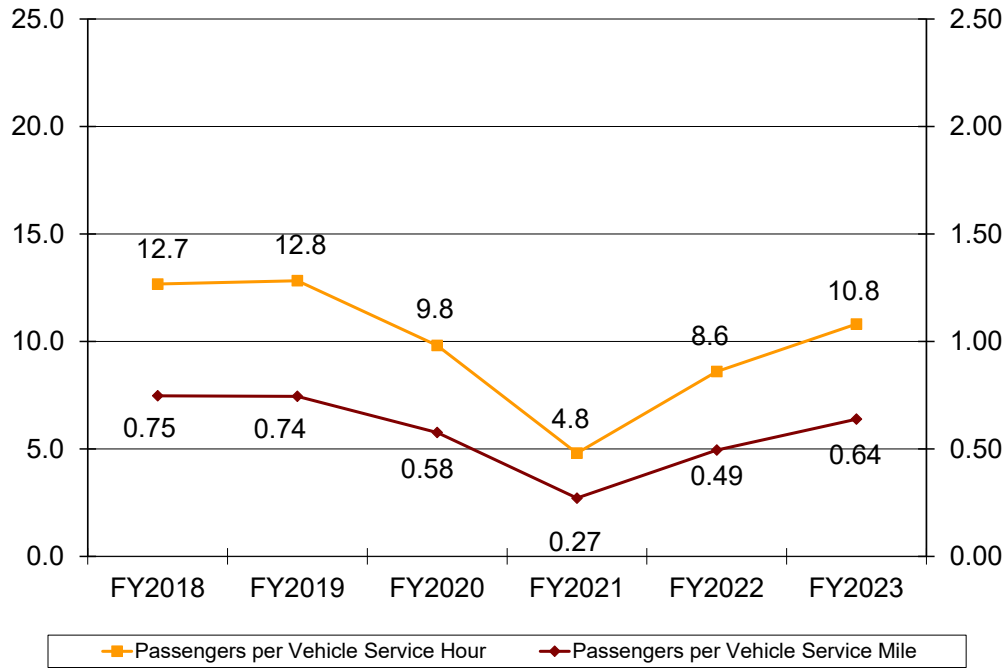
**Operating Cost**



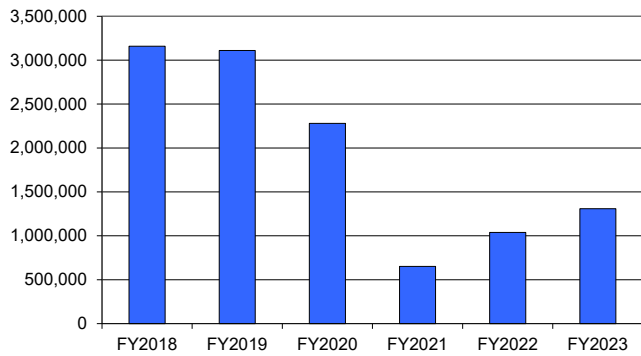
**Vehicle Service Hours**



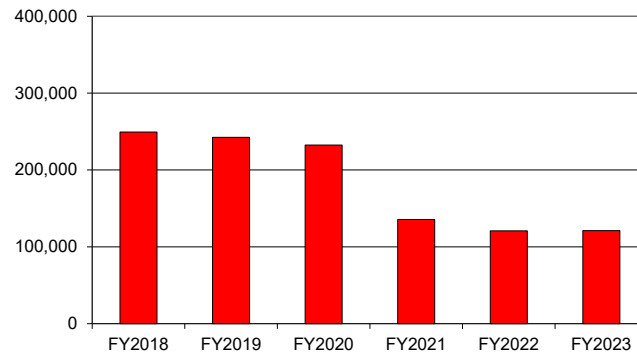
### Exhibit 4.2: Passengers per Hour and per Mile –Bus Service



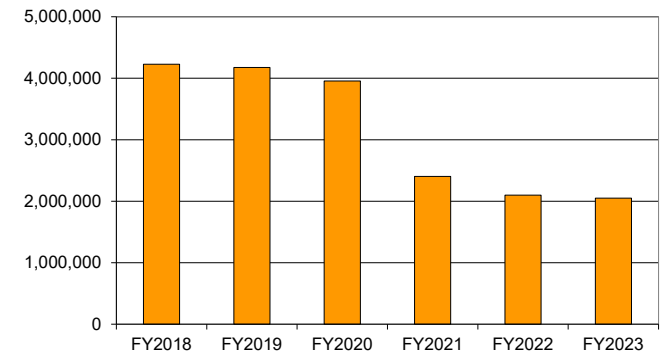
#### Unlinked Passengers



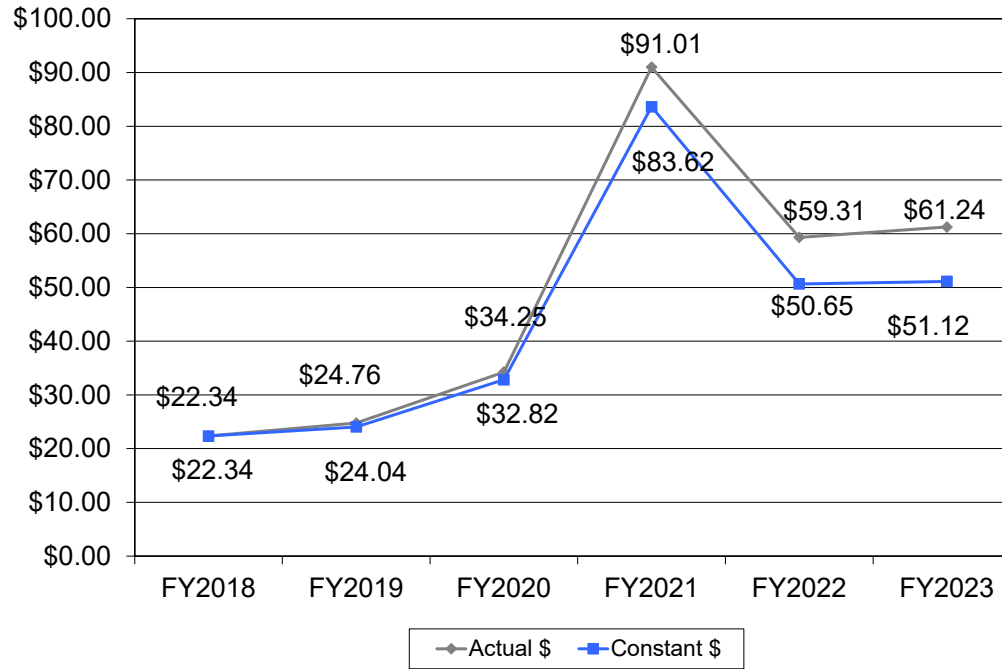
#### Vehicle Service Hours



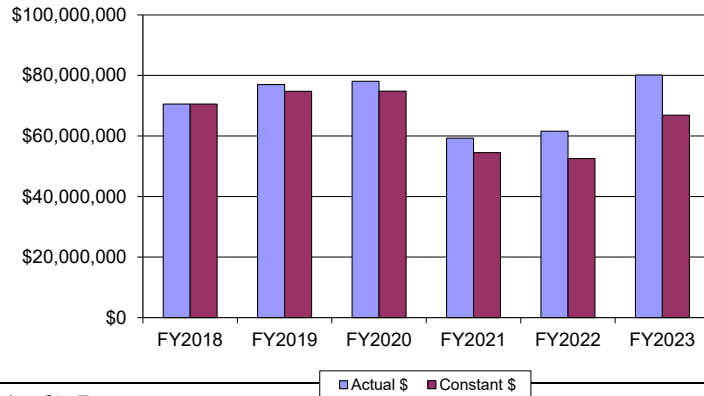
#### Vehicle Service Miles



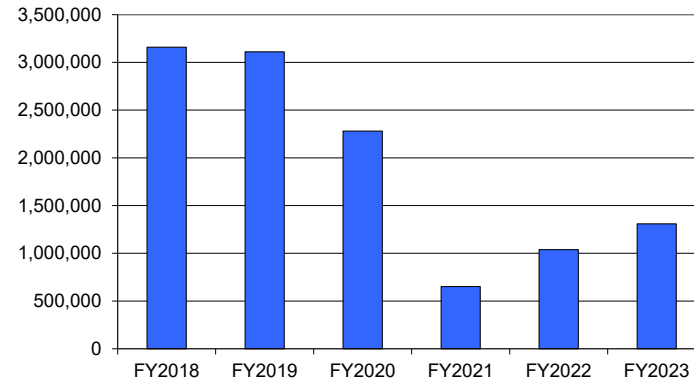
**Exhibit 4.3: Operating Cost per Passenger – Bus Service**



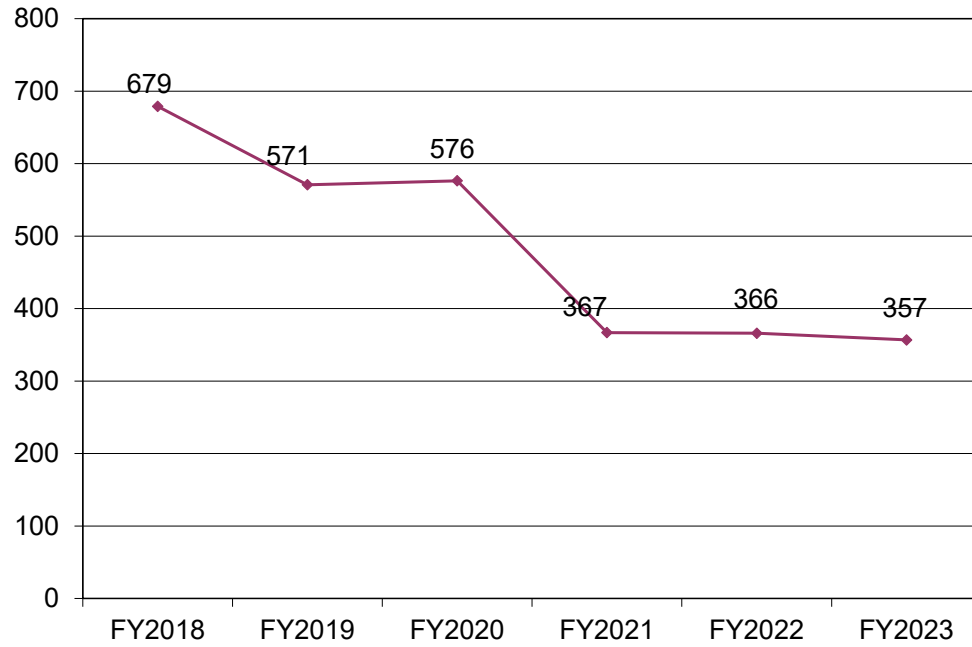
**Operating Cost**



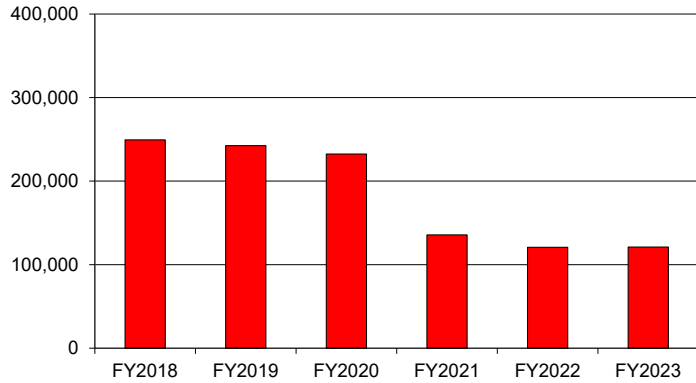
**Unlinked Passengers**



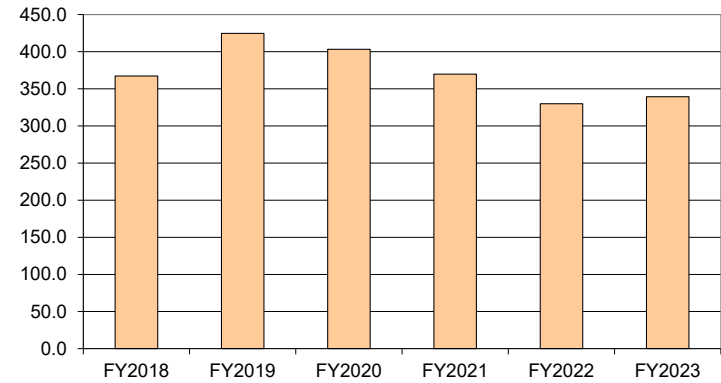
**Exhibit 4.4: Vehicle Service Hours per FTE – Bus Service**



**Vehicle Service Hours**



**Full-time Equivalent**



## 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 an average of 2.6 percent over the analysis period (FY2018 to FY2023).
- Labor and fringe benefits costs increased annually an average of 0.8 percent and 3.4 percent, respectively. These categories together comprise approximately 80 percent of the total operating cost.
- Services costs (about six to eight percent of total operating costs) increased an average of 9.0 percent per year over the analysis period. The majority of the increase was observed in FY2022 and FY2023 when services costs increased 29.1 percent and 20.2 percent, respectively.
- Costs for fuels and lubricants fluctuated through the six-year time period, largely mirroring changes in service levels. The result was an average annual decrease of 5.7 percent over the analysis period.
- Materials and supplies represented between three and five percent of total operating costs Between FY2018 and FY2023. These costs exhibited an average annual increase of 2.5 percent during this timeframe.
- Casualty and liability costs exhibited a significant increase in FY2022 of more than 247 percent. In this year, the proportion of casualty and liability costs to total operating costs jumped from two percent to nearly seven percent. Despite a modest decrease in FY2023, the net effect of changes in this cost category was an average annual increase of 18.4 percent per year between FY2018 and FY2023.



- The remaining cost categories exhibited an average change of 6.3 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 FY2018 and FY2023:

- 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 to eight percent of total operating costs, and increased considerably in FY2022 and FY2023.
- Fuels and lubricants costs decreased an average of 5.7 percent over the analysis period and represent between three to five percent of total operating costs during this timeframe.
- A substantial increase in casualty and liability costs was noted in FY2022, with the share of this category jumping from two percent of total operating costs to nearly seven percent.

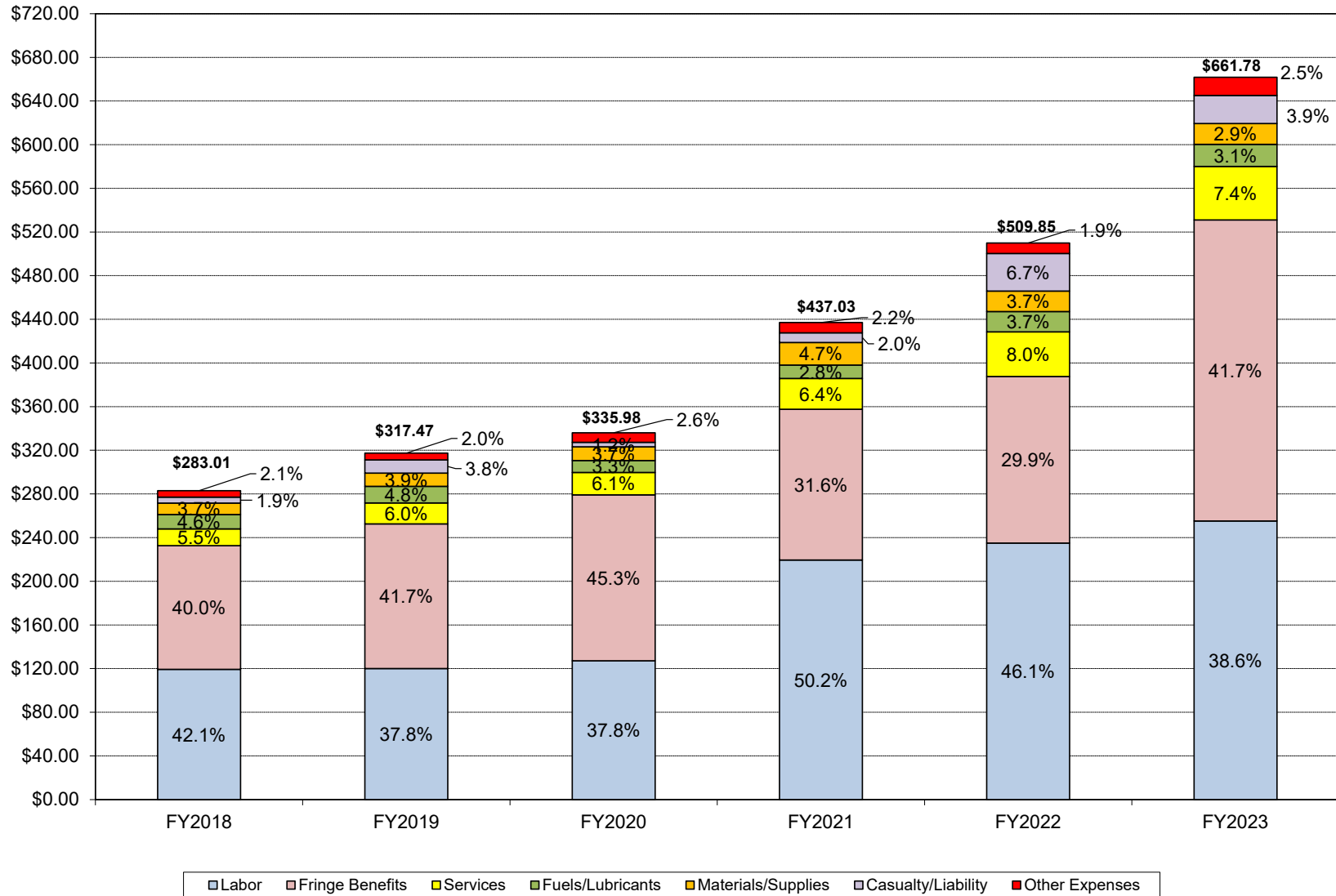
### Exhibit 4.5: Component Cost Trends – Bus Service

	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023	Av. Ann. Chg.
<b>COST CATEGORIES</b>							
Labor (Salaries/Wages)	\$29,740,715	\$29,124,131	\$29,532,340	\$29,781,156	\$28,370,647	\$30,904,649	--
<i>Annual Change</i>	--	-2.1%	1.4%	0.8%	-4.7%	8.9%	0.8%
Fringe Benefits	\$28,243,634	\$32,133,789	\$35,355,308	\$18,734,482	\$18,433,095	\$33,395,027	--
<i>Annual Change</i>	--	13.8%	10.0%	-47.0%	-1.6%	81.2%	3.4%
Services	\$3,858,196	\$4,645,252	\$4,751,371	\$3,822,486	\$4,934,856	\$5,932,113	--
<i>Annual Change</i>	--	20.4%	2.3%	-19.5%	29.1%	20.2%	9.0%
Fuels/Lubricants	\$3,270,816	\$3,669,959	\$2,546,007	\$1,662,581	\$2,253,966	\$2,444,628	--
<i>Annual Change</i>	--	12.2%	-30.6%	-34.7%	35.6%	8.5%	-5.7%
Materials/Supplies (a)	\$2,619,693	\$2,968,166	\$2,901,451	\$2,811,829	\$2,268,641	\$2,306,632	--
<i>Annual Change</i>	--	13.3%	-2.2%	-3.1%	-19.3%	1.7%	-2.5%
Casualty/Liability	\$1,342,622	\$2,907,939	\$965,042	\$1,193,578	\$4,151,598	\$3,126,160	--
<i>Annual Change</i>	--	116.6%	-66.8%	23.7%	247.8%	-24.7%	18.4%
Other Expenses (b)	\$1,487,679	\$1,535,351	\$2,027,191	\$1,286,710	\$1,150,589	\$2,019,007	--
<i>Annual Change</i>	--	3.2%	32.0%	-36.5%	-10.6%	75.5%	6.3%
<b>Total</b>	<b>\$70,563,355</b>	<b>\$76,984,587</b>	<b>\$78,078,710</b>	<b>\$59,292,822</b>	<b>\$61,563,392</b>	<b>\$80,128,216</b>	<b>--</b>
<i>Annual Change</i>	--	9.1%	1.4%	-24.1%	3.8%	30.2%	2.6%
<b>OPERATING STATISTICS</b>							
Vehicle Service Hours	249,334	242,492	232,393	135,673	120,747	121,079	--
<i>Annual Change</i>	--	-2.7%	-4.2%	-41.6%	-11.0%	0.3%	-13.5%

(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 increased substantially during the pandemic years, by 24.4 percent in FY2020 and by 129.1 percent in FY2021. Improvements in FY2022 and FY2023 resulted in the cost per vessel service hour returning to pre-pandemic levels.
  - The average annual change over the analysis period was 2.8 percent per year, which is lower than the average annual change in the inflation rate of 3.7 percent.
  
- Passengers per Vessel Service Hour (Exhibit 5.2)
  - Passengers per vessel service hour declined an average of 14.8 percent per year, which was largely the result of combined service level and ridership decreases in FY2020 and FY2021.
  - The trend in this indicator improved in FY2022 and FY2023 with productivity gains of 164 percent and 18 percent, respectively.
  - Although vessel service hours are at pre-pandemic levels, ridership is still below its previous levels in spite of significant gains achieved in FY2022 and FY2023.
  
- Passengers per Vessel Service Mile (Exhibit 5.2)
  - Similar to passengers per hour, passengers per mile declined substantially in FY2020 and FY2021, resulting in an average annual decrease of 12.1 percent per year over the analysis period.

- As with passengers per hour, the trend in this indicator improved in FY2022 and FY2023 with productivity gains of 243 percent and 19 percent, respectively.
  - Although ridership and vessel service miles have steadily increased in recent years, performance has not quite returned to pre-pandemic levels.
- Operating Cost per Passenger (Exhibit 5.3)
    - The ferry cost per passenger was \$12.90 in FY2018 (the first year of the analysis period), and rose to a high of \$271.55 in FY2021 at the height of the pandemic.
    - Improvements of 84.1 percent and 23.3 percent were realized in FY2022 and FY2023, respectively. However, the cost per passenger remained significantly higher in FY2023 (\$33.03 per passenger) than it had been in FY2018.
    - With the impact of inflation removed, cost per passenger still exhibited an average annual increase of 16.4 percent per year.
  - Vessel Service Hours per FTE (Exhibit 5.4)
    - Employee productivity declined precipitously in FY2021 at 41 vessel service hours per FTE, its lowest performance during the six-year analysis period.
    - With the return of vessel service hours to pre-pandemic levels in FY2023, along with an increase in FTEs to near pre-pandemic levels, employee productivity posted its highest performance of the six-year period at 130 hours per FTE.
    - The improvements realized in FY2022 and FY2023 resulted in an average annual increase in employee productivity of 2.0 percent per year over the analysis period.

\* \* \* \* \*

The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2018 through FY2023:

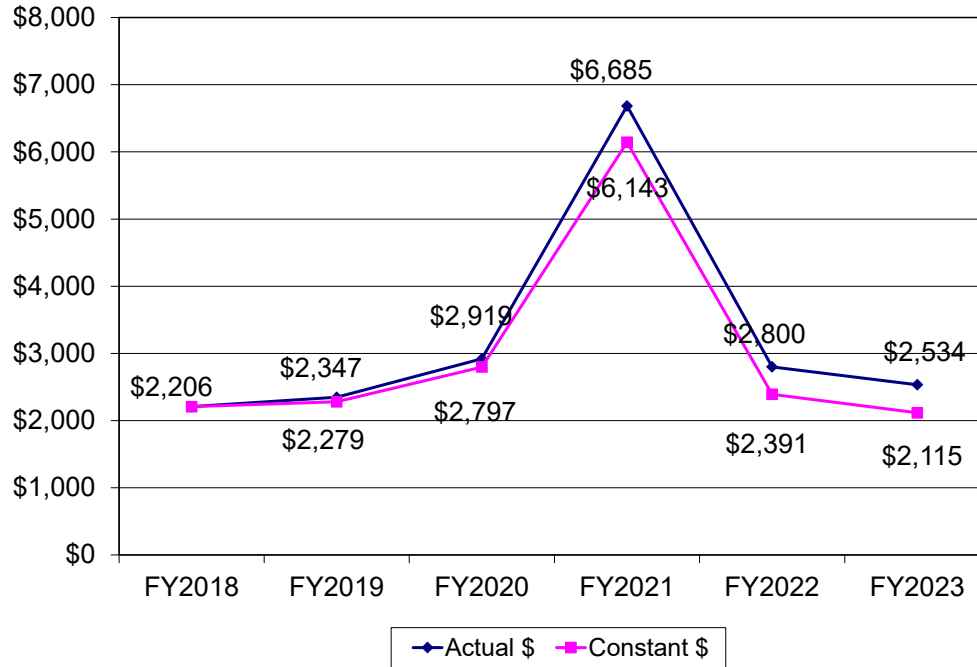
- Operating cost per hour increased to a high of \$6,685.31 in FY2021 due to the impacts of the pandemic, but has returned to its pre-pandemic level as a result of performance improvements in FY2022 and FY2023.
- Passenger productivity trends declined in FY2020 and FY2021 during the pandemic. Although the trend reversed in FY2022 and FY2023, passenger productivity is still well below its pre-pandemic levels.
- Despite cost efficiency improvements as noted above, cost effectiveness (measured as cost per passenger) worsened during the review period with cost per passenger increasing an average of 20.7 percent per year in actual dollars and 16.4 percent per year in constant (inflation-adjusted) dollars.
- Employee productivity improved over the six-year period with an average annual increase of 2.0 percent per year and achieved its highest level in FY2023.

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

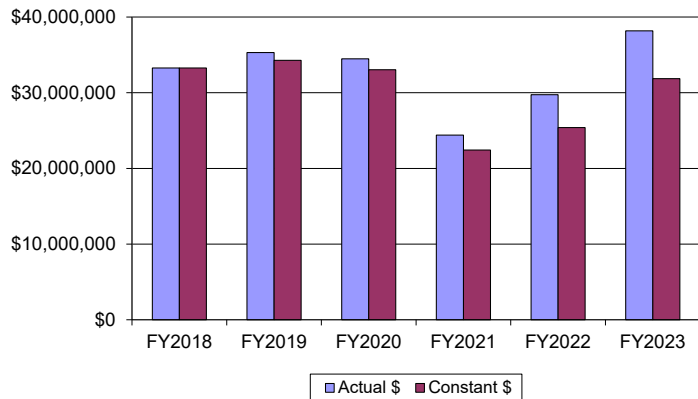
	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023	Av. Ann. Chg.
<b>Performance Indicators</b>							
Op. Cost per Vessel Svc. Hour (Actual \$)	\$2,206.05	\$2,346.89	\$2,918.62	\$6,685.31	\$2,799.61	\$2,533.82	- -
<i>Annual Change</i>	- -	6.4%	24.4%	129.1%	-58.1%	-9.5%	2.8%
Op. Cost per Vessel Svc. Hour (Constant \$)	\$2,206.05	\$2,278.89	\$2,796.84	\$6,142.71	\$2,390.78	\$2,114.90	- -
<i>Annual Change</i>	- -	3.3%	22.7%	119.6%	-61.1%	-11.5%	-0.8%
Passengers per Vessel Service Hour	171.0	164.2	145.0	24.6	65.0	76.7	- -
<i>Annual Change</i>	- -	-4.0%	-11.7%	-83.0%	164.0%	18.0%	-14.8%
Passengers per Vessel Service Mile	12.32	11.87	10.24	1.58	5.42	6.46	- -
<i>Annual Change</i>	- -	-3.7%	-13.8%	-84.6%	243.5%	19.3%	-12.1%
Op. Cost per Passenger (Actual \$)	\$12.90	\$14.29	\$20.13	\$271.55	\$43.08	\$33.03	- -
<i>Annual Change</i>	- -	10.8%	40.8%	1249.0%	-84.1%	-23.3%	20.7%
Op. Cost per Passenger (Constant \$)	\$12.90	\$13.88	\$19.29	\$249.51	\$36.79	\$27.57	- -
<i>Annual Change</i>	- -	7.6%	39.0%	1193.5%	-85.3%	-25.1%	16.4%
Vessel Service Hours per FTE	118	107	117	41	96	130	- -
<i>Annual Change</i>	- -	-9.8%	9.7%	-65.3%	136.4%	35.9%	2.0%
<b>Input Data</b>							
Operating Cost (Actual \$)	\$33,269,493	\$35,311,368	\$34,471,837	\$24,401,364	\$29,740,225	\$38,177,017	- -
<i>Annual Change</i>	- -	6.1%	-2.4%	-29.2%	21.9%	28.4%	2.8%
Operating Cost (Constant \$)	\$33,269,493	\$34,288,176	\$33,033,526	\$22,420,905	\$25,397,246	\$31,865,144	- -
<i>Annual Change</i>	- -	3.1%	-3.7%	-32.1%	13.3%	25.5%	-0.9%
Vessel Service Hours	15,081	15,046	11,811	3,650	10,623	15,067	- -
<i>Annual Change</i>	- -	-0.2%	-21.5%	-69.1%	191.0%	41.8%	0.0%
Vessel Service Miles	209,210	208,111	167,318	56,999	127,478	178,945	- -
<i>Annual Change</i>	- -	-0.5%	-19.6%	-65.9%	123.6%	40.4%	-3.1%
Unlinked Passengers	2,578,137	2,470,204	1,712,507	89,861	690,362	1,155,682	- -
<i>Annual Change</i>	- -	-4.2%	-30.7%	-94.8%	668.3%	67.4%	-14.8%
Employee Full-Time Equivalents	127.4	141.0	100.9	89.9	110.7	115.6	- -
<i>Annual Change</i>	- -	10.7%	-28.5%	-10.9%	23.1%	4.4%	-1.9%
Bay Area CPI - Annual Change	- -	3.0%	1.3%	4.3%	7.6%	2.3%	
- Cumulative Change	- -	3.0%	4.4%	8.8%	17.1%	19.8%	3.7%

Sources: FY2018 through FY2020 - Prior Performance Audit Report  
FY201 through FY2023 - National Transit Database Reports  
CPI Data - U.S. Department of Labor, Bureau of Labor Statistics

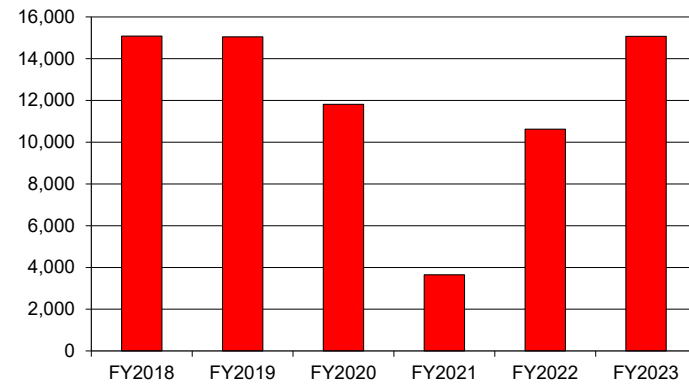
**Exhibit 5.1: Operating Cost per Vessel Service Hour – Ferry Service**



**Operating Cost**

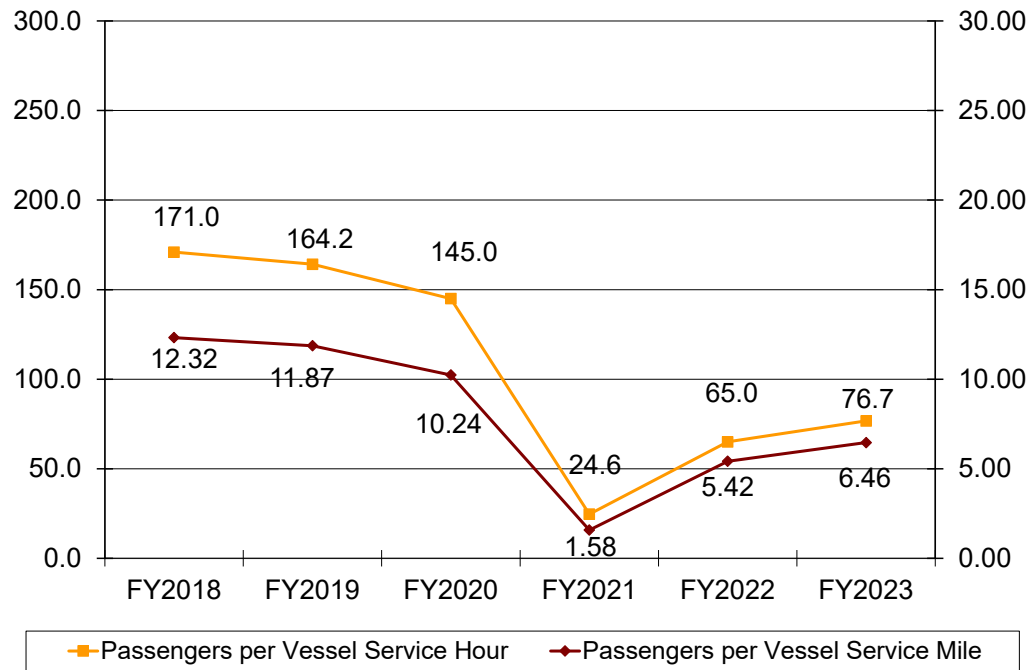


**Vessel Service Hours**

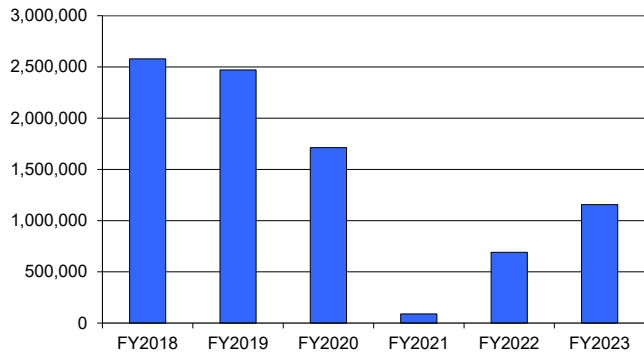




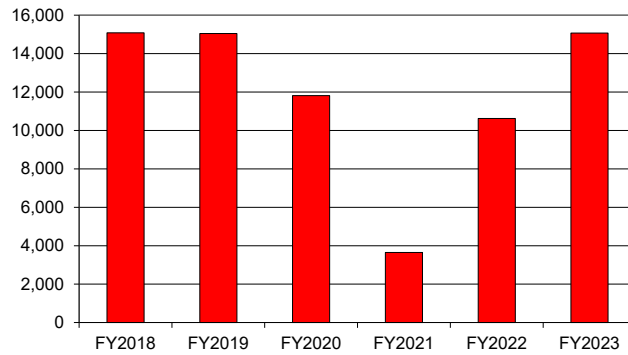
### Exhibit 5.2: Passengers per Hour and per Mile – Ferry Service



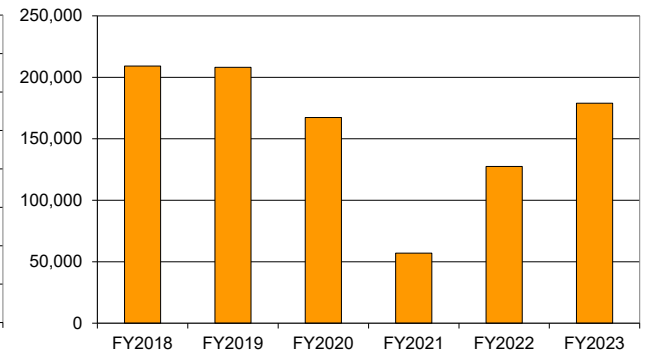
**Unlinked Passengers**



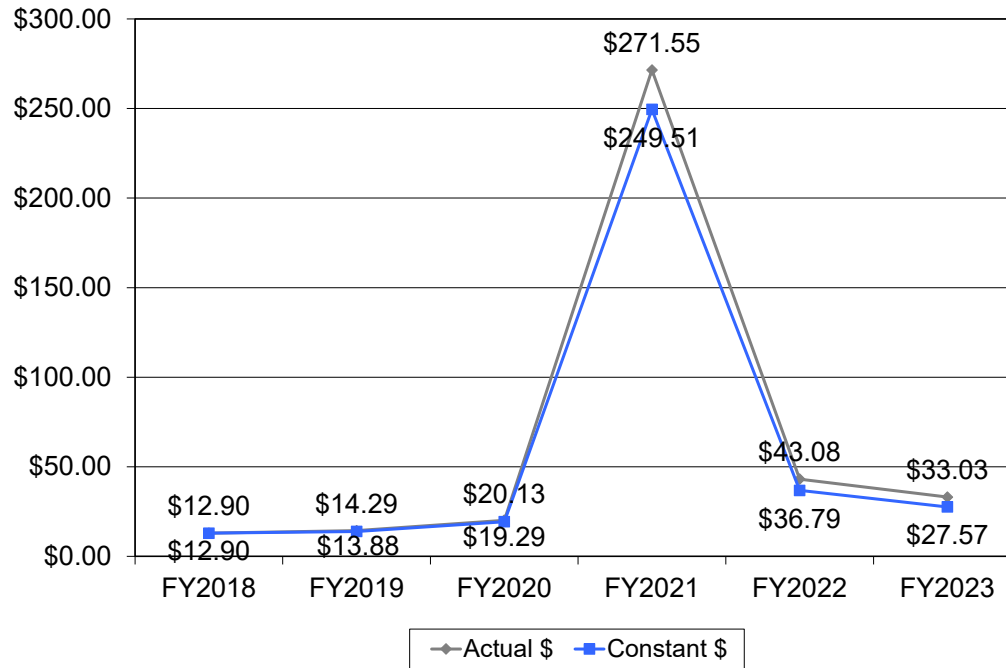
**Vessel Service Hours**



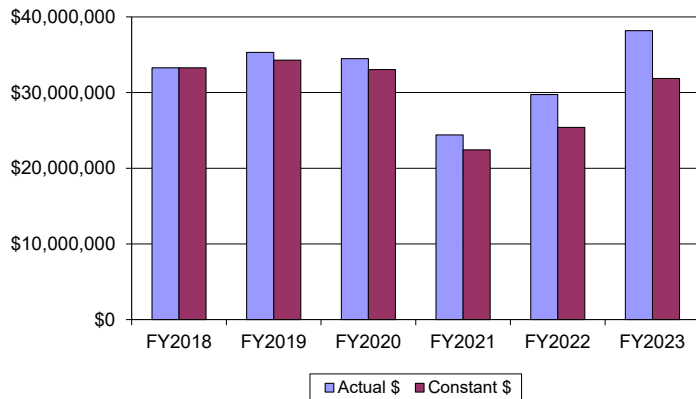
**Vessel Service Miles**



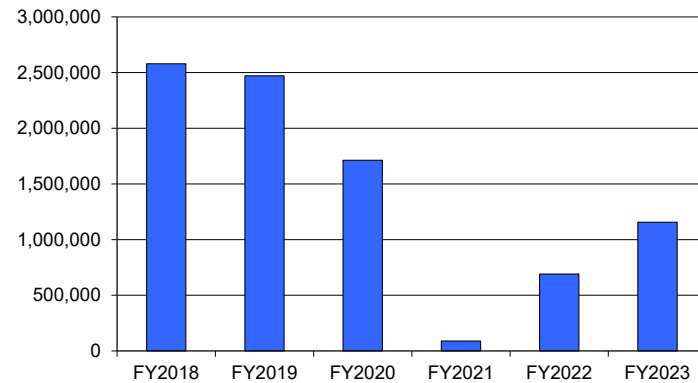
### Exhibit 5.3: Operating Cost per Passenger – Ferry Service



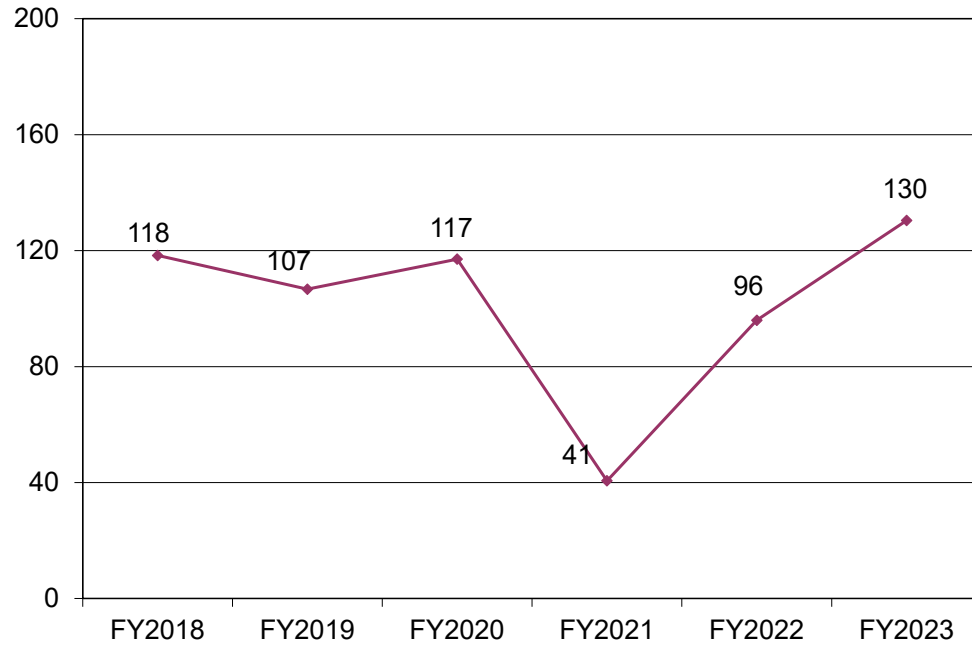
#### Operating Cost



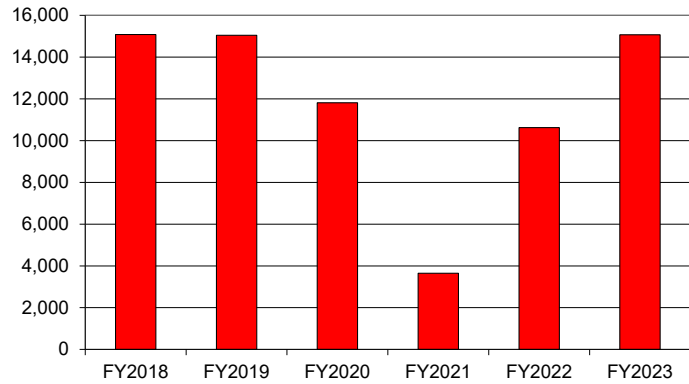
#### Unlinked Passengers



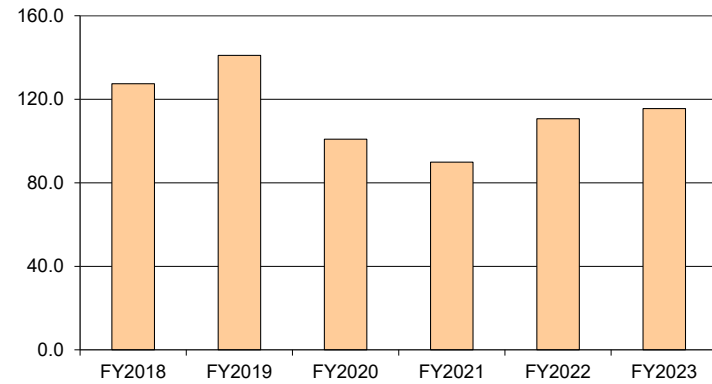
**Exhibit 5.4: Vessel Service Hours per FTE – Ferry Service**



**Vessel Service Hours**



**Full-time Equivalent**



## 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.

- Total operating costs for ferry services increased an average of 2.8 percent per year between FY2018 and FY2023.
- Representing approximately 60 percent of total operating costs, labor and fringe benefits, exhibited mixed results during the analysis period with labor cost increasing an average of 5.5 percent per year and fringe benefits cost decreasing and average of 4.9 percent per year.
- Services costs increased an average of 4.2 percent per year, and represents approximately 15 percent of total operating costs in any given year.
- Fuels and lubricants costs fell in FY2020 and FY2021 during the pandemic, but increased substantially in FY2022 (261.6 percent) and FY2023 (50.2 percent) as ferry service was reintroduced.
- Materials and supplies increased modestly over the six-year period by an average of 2.4 percent per year, and representing about four percent of total operating costs.
- Casualty and liability costs increased in almost every year of the analysis period, resulting in an average increase of 12.1 percent per year.
- Other expenses, which represent approximately two percent of total operating costs, were held steady throughout the six-year period.

\* \* \* \* \*

The following is a brief summary of the component operating costs trend highlights between FY2018 and FY2023:

- Total operating costs increased an average of 2.8 percent per year between FY2018 and FY2023, which is lower than the rate of inflation during the same period.
- Labor and fringe benefits costs together comprise approximately 60 percent of total operating costs. While labor costs increased an average of 5.5 percent per year over the analysis period, fringe benefit costs decreased an average of 4.9 percent per year.
- Fuels and lubricants increased an average of 5.2 percent per year over the review period, with year-to-year changes corresponding to the impacts of the pandemic (i.e., FY2020 and FY2021) and the recovery (i.e., FY2022 and FY2023).

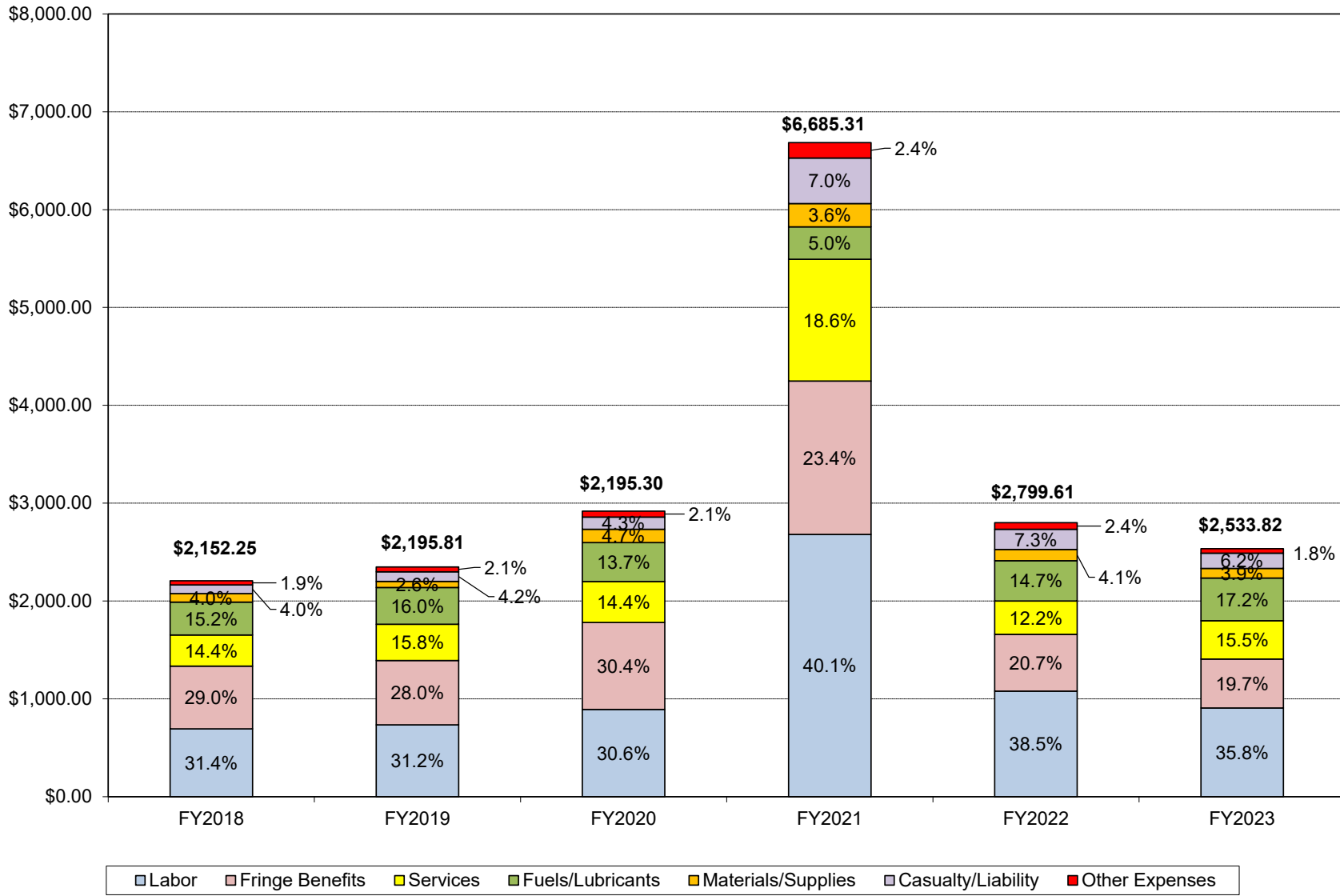
### Exhibit 5.5: Component Cost Trends – Ferry Service

	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023	Av. Ann. Chg.
COST CATEGORIES							
Labor (Salaries/Wages)	\$10,457,368	\$11,031,634	\$10,531,200	\$9,786,170	\$11,448,387	\$13,662,728	--
<i>Annual Change</i>	--	5.5%	-4.5%	-7.1%	17.0%	19.3%	5.5%
Fringe Benefits	\$9,659,325	\$9,896,295	\$10,484,267	\$5,717,906	\$6,166,661	\$7,526,758	--
<i>Annual Change</i>	--	2.5%	5.9%	-45.5%	7.8%	22.1%	-4.9%
Services	\$4,804,995	\$5,575,468	\$4,947,492	\$4,545,241	\$3,628,891	\$5,904,415	--
<i>Annual Change</i>	--	16.0%	-11.3%	-8.1%	-20.2%	62.7%	4.2%
Fuels/Lubricants	\$5,061,067	\$5,665,536	\$4,706,428	\$1,209,068	\$4,371,946	\$6,567,216	--
<i>Annual Change</i>	--	11.9%	-16.9%	-74.3%	261.6%	50.2%	5.3%
Materials/Supplies	\$1,320,819	\$929,423	\$1,612,537	\$867,466	\$1,226,710	\$1,484,965	--
<i>Annual Change</i>	--	-29.6%	73.5%	-46.2%	41.4%	21.1%	2.4%
Casualty/Liability	\$1,325,332	\$1,474,421	\$1,468,099	\$1,697,476	\$2,180,060	\$2,350,743	--
<i>Annual Change</i>	--	11.2%	-0.4%	15.6%	28.4%	7.8%	12.1%
Other Expenses (a)	\$640,587	\$738,591	\$721,814	\$578,037	\$717,570	\$680,192	--
<i>Annual Change</i>	--	15.3%	-2.3%	-19.9%	24.1%	-5.2%	1.2%
<b>Total</b>	<b>\$33,269,493</b>	<b>\$35,311,368</b>	<b>\$34,471,837</b>	<b>\$24,401,364</b>	<b>\$29,740,225</b>	<b>\$38,177,017</b>	<b>--</b>
<i>Annual Change</i>	--	6.1%	-2.4%	-29.2%	21.9%	28.4%	2.8%
OPERATING STATISTICS							
Vessel Service Hours	15,081	15,046	11,811	3,650	10,623	15,067	--
<i>Annual Change</i>	--	-0.2%	-21.5%	-69.1%	191.0%	41.8%	0.0%

(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)
  - Cost per service hour increased an average of 13.5 percent per year throughout the six-year analysis period. The highest cost per hour was reached in FY2021 at the height of the pandemic with costs of \$222.84 per hour.
  - While cost per hour decreased in FY2022 to \$154.03, it increased the following year (FY2023) to \$165.12 per hour.
  - Inflation-adjusted results exhibited an average annual decrease in the cost per hour over the six years of 9.5 percent.
  
- Passengers per Vehicle Service Hour (Exhibit 6.2)
  - Passengers per vehicle service hour fluctuated through most of the six-year period with performance ranging between 1.4 and 1.7 passengers per hour.
  - Passenger productivity did improve during the audit period (FY2021 through FY2023) to finish at 1.6 passengers per hour, which represents an average change over the six-year period of 1.1 percent per year.
  
- Passengers per Vehicle Service Mile (Exhibit 6.2)
  - Performance in passengers per mile fared less well than passenger per hour decreasing from 0.10 in FY2018 to 0.07 in FY2023.



- The performance of this indicator appears to have been the result of lower ridership and an increase in average trip length.
- Operating Cost per Passenger (Exhibit 6.3)
  - Cost per passenger, like cost per hour, reached its highest level in FY2021 at \$146.35 per passenger.
  - Although a 31.6 percent decrease in cost per passenger was observed in FY2022, this was followed by a 5.6 percent increase in FY2023 with performance at \$105.73 per passenger.
  - The average annual increase in cost per passenger over the six-year timeframe was 14.8 percent per year in actual dollars and 10.7 percent in constant (inflation-adjusted) dollars.

\* \* \* \* \*

The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2018 through FY2023:

- Cost efficiency worsened over the six-year period, with cost per vehicle service hour increasing an average of 13.5 percent per year in actual dollars, and 9.5 percent per year in constant dollars.
- Passengers per vehicle service hour remained fairly steady throughout much of the six-year period, despite recent declines in ridership. However, passengers per mile exhibited declines due to lower ridership and longer trip lengths.
- Cost effectiveness exhibited similar results as cost efficiency with cost per passenger increasing an average of 14.8 percent per year in actual dollars and 10.7 percent per year in constant (inflation-adjusted) dollars.

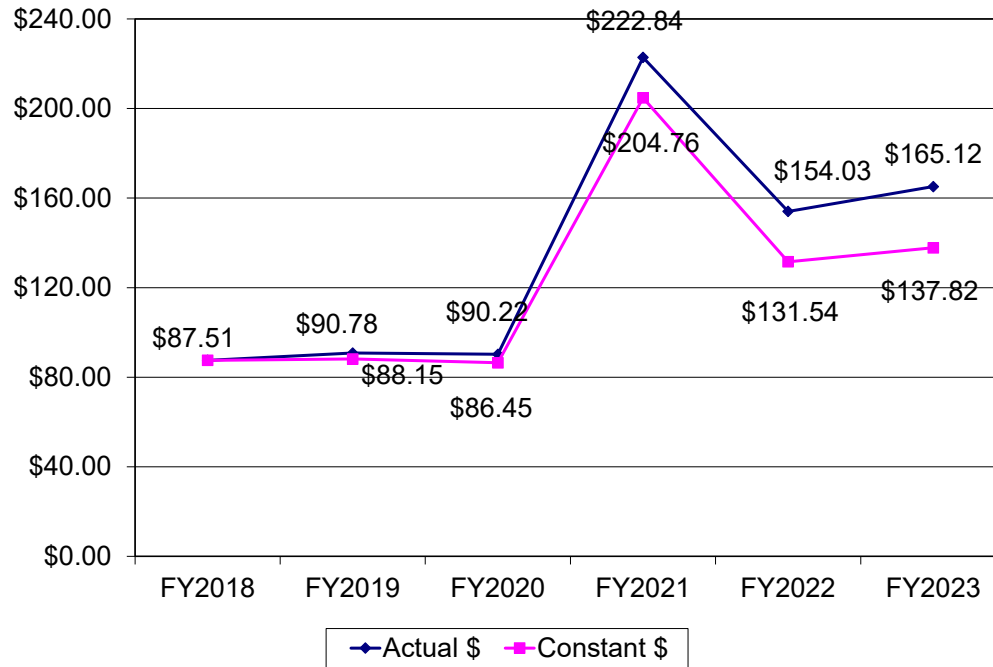
### Exhibit 6: TDA Indicator Performance – Paratransit

	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023	Av. Ann. Chg.
<b>Performance Indicators</b>							
Op. Cost per Vehicle Svc. Hour (Actual \$)	\$87.51	\$90.78	\$90.22	\$222.84	\$154.03	\$165.12	- -
<i>Annual Change</i>	- -	3.7%	-0.6%	147.0%	-30.9%	7.2%	13.5%
Op. Cost per Vehicle Svc. Hour (Constant \$)	\$87.51	\$88.15	\$86.45	\$204.76	\$131.54	\$137.82	- -
<i>Annual Change</i>	- -	0.7%	-1.9%	136.8%	-35.8%	4.8%	9.5%
Passengers per Vehicle Service Hour	1.7	1.6	1.4	1.5	1.5	1.6	- -
<i>Annual Change</i>	- -	-1.1%	-12.2%	6.2%	1.0%	1.5%	-1.1%
Passengers per Vehicle Service Mile	0.10	0.09	0.09	0.07	0.08	0.07	- -
<i>Annual Change</i>	- -	-2.8%	-0.8%	-27.2%	18.2%	-7.0%	-5.1%
Op. Cost per Passenger (Actual \$)	\$53.01	\$55.59	\$62.93	\$146.35	\$100.15	\$105.73	- -
<i>Annual Change</i>	- -	4.9%	13.2%	132.6%	-31.6%	5.6%	14.8%
Op. Cost per Passenger (Constant \$)	\$53.01	\$53.98	\$60.30	\$134.47	\$85.53	\$88.25	- -
<i>Annual Change</i>	- -	1.8%	11.7%	123.0%	-36.4%	3.2%	10.7%
Vehicle Service Hours per FTE	(a)	(a)	(a)	(a)	(a)	(a)	- -
<i>Annual Change</i>	- -	- -	- -	- -	- -	- -	- -
<b>Input Data</b>							
Operating Cost (Actual \$)	\$2,001,792	\$2,011,483	\$1,647,384	\$1,539,615	\$1,717,181	\$1,319,993	- -
<i>Annual Change</i>	- -	0.5%	-18.1%	-6.5%	11.5%	-23.1%	-8.0%
Operating Cost (Constant \$)	\$2,001,792	\$1,953,198	\$1,578,648	\$1,414,657	\$1,466,420	\$1,101,756	- -
<i>Annual Change</i>	- -	-2.4%	-19.2%	-10.4%	3.7%	-24.9%	-11.3%
Vehicle Service Hours	22,875	22,158	18,260	6,909	11,148	7,994	- -
<i>Annual Change</i>	- -	-3.1%	-17.6%	-62.2%	61.4%	-28.3%	-19.0%
Vehicle Service Miles	389,273	383,876	280,080	154,700	213,397	167,065	- -
<i>Annual Change</i>	- -	-1.4%	-27.0%	-44.8%	37.9%	-21.7%	-15.6%
Unlinked Passengers	37,762	36,186	26,179	10,520	17,146	12,485	- -
<i>Annual Change</i>	- -	-4.2%	-27.7%	-59.8%	63.0%	-27.2%	-19.9%
Employee Full-Time Equivalents	(a)	(a)	(a)	(a)	(a)	(a)	- -
<i>Annual Change</i>	- -	- -	- -	- -	- -	- -	- -
Bay Area CPI - Annual Change	- -	3.0%	1.3%	4.3%	7.6%	2.3%	- -
- Cumulative Change	- -	3.0%	4.4%	8.8%	17.1%	19.8%	3.7%

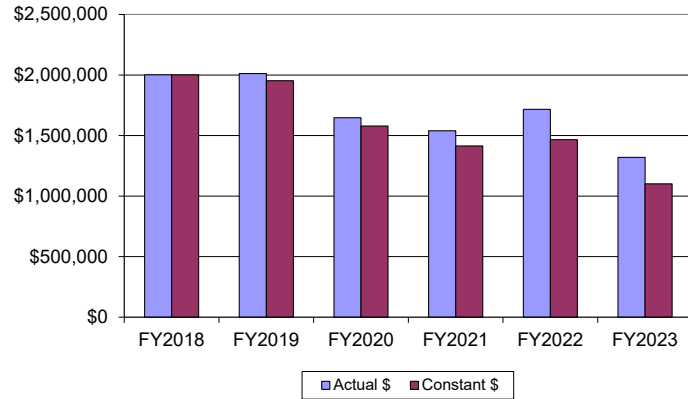
Sources: FY2018 through FY2020 - Prior Performance Audit Report  
FY2021 through FY2023 - National Transit Database Reports  
CPI Data - U.S. Department of Labor, Bureau of Labor Statistics

(a) Not available (contracted services)

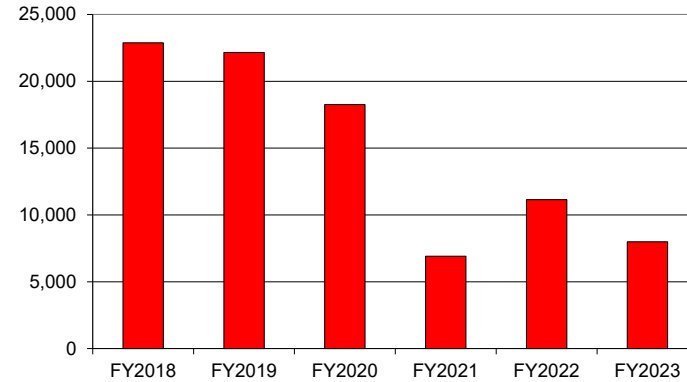
**Exhibit 6.1: Operating Cost per Vehicle Service Hour – Paratransit**



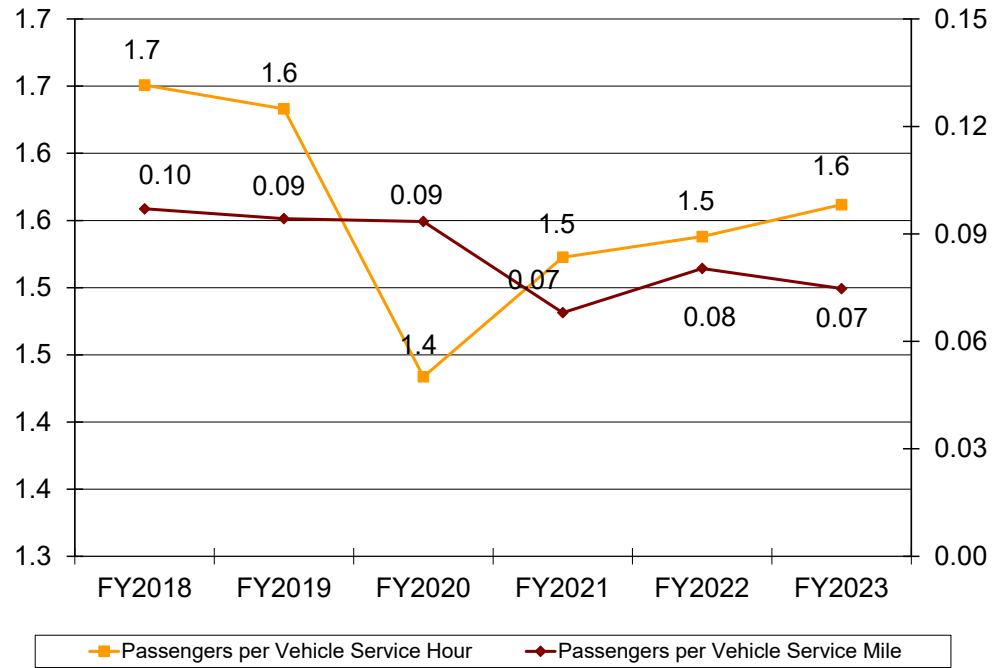
**Operating Cost**



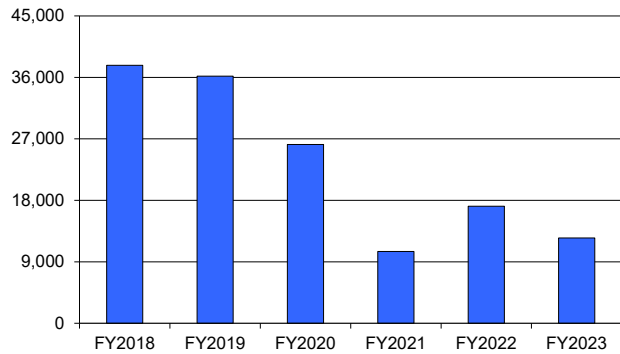
**Vehicle Service Hours**



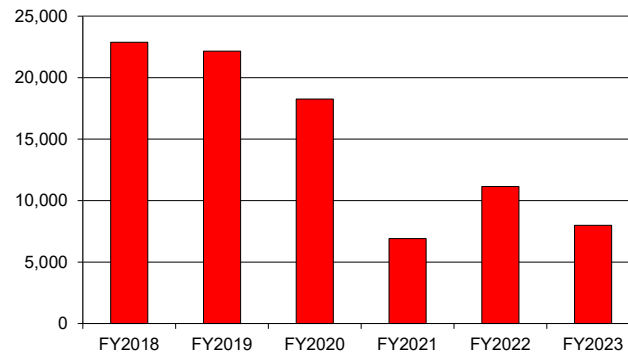
**Exhibit 6.2: Passengers per Hour and per Mile – Paratransit**



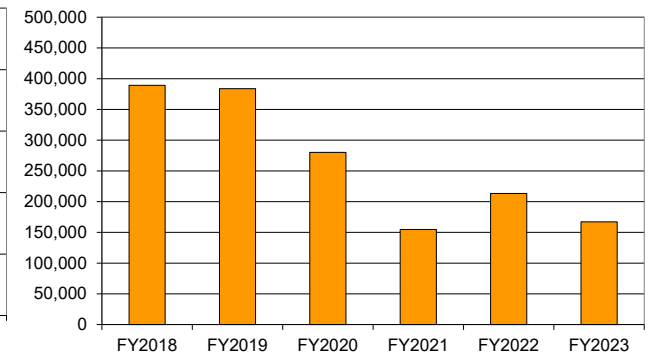
**Unlinked Passengers**



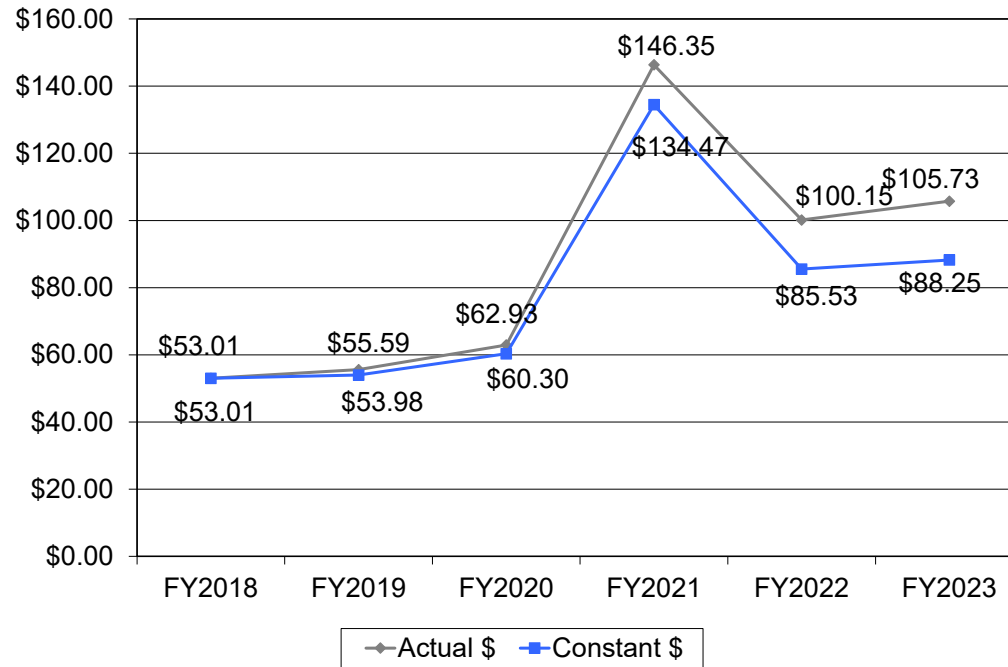
**Vehicle Service Hours**



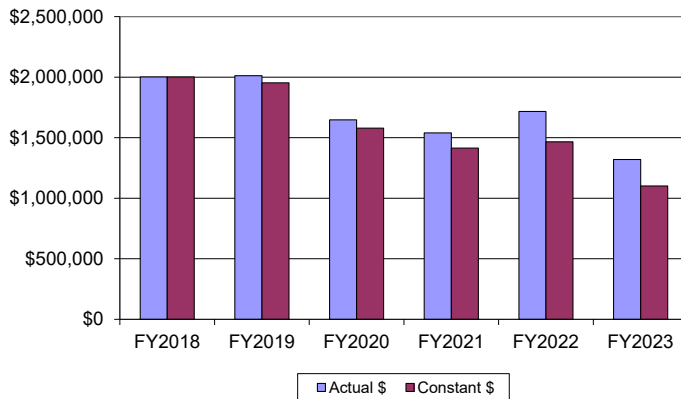
**Vehicle Service Miles**



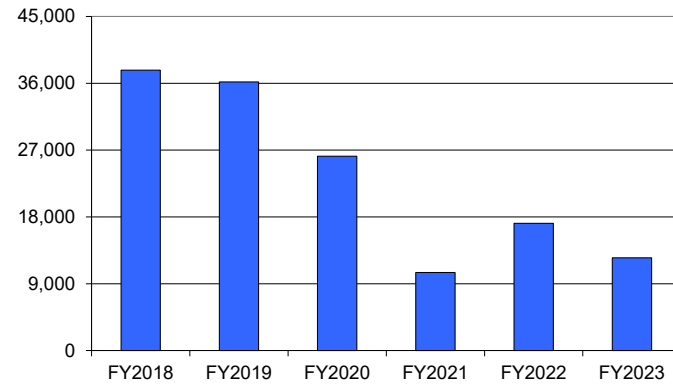
### Exhibit 6.3: Operating Cost per Passenger – Paratransit



### 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 FY2018 and FY2023, the total annual paratransit costs decreased an average of 8.0 percent per year, largely the result of reduced paratransit demand during the pandemic.
- Purchased transportation costs represents approximately 96 percent of total paratransit operating costs. Purchased transportation costs declined an average of 8.4 percent per year over the six-year period.
- In-house labor and fringe benefits costs were between one and two percent of total operating costs from FY2018 through FY2023.
- Materials/supplies, casualty/liability and other expenses comprise the remainder of paratransit operating costs. However, considered together, these costs represent approximately one percent of total costs on average.

\* \* \* \* \*

The following is a brief summary of the component operating costs trend highlights between FY2018 and FY2023:

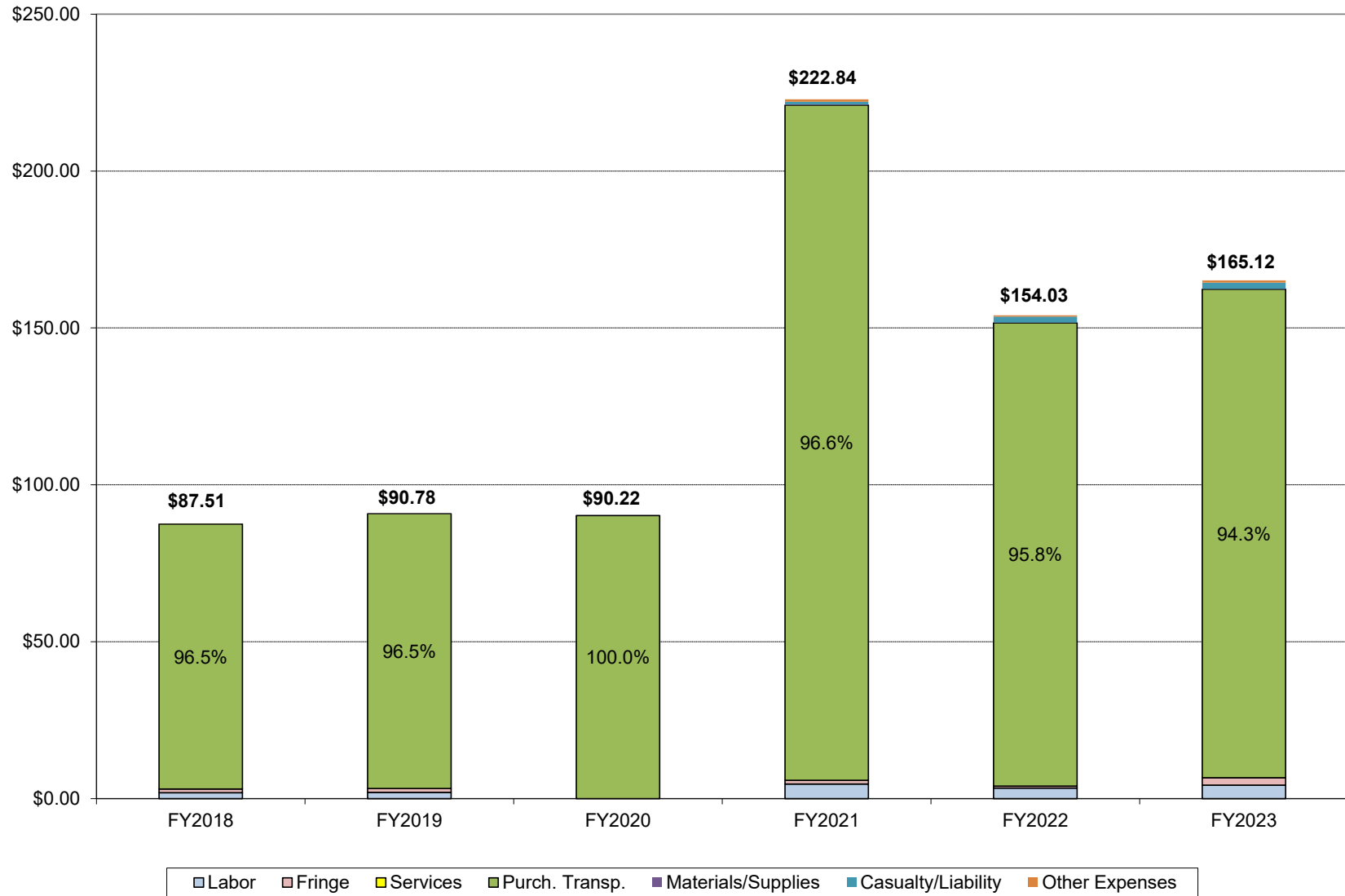
- Paratransit's total operating costs decreased an average of eight percent per year, driven by reduced demand for services due to the pandemic and its aftermath.
- Purchased transportation costs comprise 96 percent of total operating costs, and experienced an average decrease of 8.4 percent per year over the six-year analysis period.

### Exhibit 6.4: Component Costs Trends – Paratransit

	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023	Av. Ann. Chg.
COST CATEGORIES							
Labor (Salaries/Wages)	\$43,244	\$44,387	\$0	\$32,227	\$37,409	\$34,467	--
<i>Annual Change</i>	--	2.6%	-100.0%	--	16.1%	-7.9%	-4.4%
Fringe Benefits	\$26,842	\$26,352	\$0	\$7,962	\$6,998	\$18,841	--
<i>Annual Change</i>	--	-1.8%	-100.0%	--	-12.1%	169.2%	-6.8%
Services	\$0	\$0	\$0	\$0	\$0	\$0	--
<i>Annual Change</i>	--	--	--	--	--	--	--
Purchased Transportation	\$1,931,565	\$1,940,618	\$1,647,384	\$1,486,645	\$1,645,463	\$1,244,132	--
<i>Annual Change</i>	--	0.5%	-15.1%	-9.8%	10.7%	-24.4%	-8.4%
Materials/Supplies	\$0	\$0	\$0	\$1,587	\$1,270	\$1,143	--
<i>Annual Change</i>	--	--	--	--	-20.0%	-10.0%	--
Casualty/Liability	\$58	\$55	\$0	\$6,072	\$21,044	\$15,853	--
<i>Annual Change</i>	--	--	--	--	246.6%	-24.7%	207.1%
Other Expenses (a)	\$83	\$71	\$0	\$5,122	\$4,997	\$5,557	--
<i>Annual Change</i>	--	--	--	--	-2.4%	11.2%	131.8%
<b>Total</b>	\$2,001,792	\$2,011,483	\$1,647,384	\$1,539,615	\$1,717,181	\$1,319,993	--
<i>Annual Change</i>	--	0.5%	-18.1%	-6.5%	11.5%	-23.1%	-8.0%
OPERATING STATISTICS							
Vehicle Service Hours	22,875	22,158	18,260	6,909	11,148	7,994	--
<i>Annual Change</i>	--	-3.1%	-17.6%	-62.2%	61.4%	-28.3%	-19.0%

(a) Includes utilities, taxes, and miscellaneous expenses

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





## 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>• 2021: GGT – 12/22/2021 Paratransit – 7/29/2021</li> <li>• 2022: GGT – 10/28/2022 Paratransit – 7/29/2021</li> <li>• 2023: GGT – 9/16/2022 Paratransit – 9/29/2023</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>• MOU was ratified by the ATU #1575 on 3/30/2020 in effect until May 2023. New MOU effective May 2023 through August 2025</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 (#151633) for operation of Paratransit Services (December 21, 2015), nor Amendment (December 15, 2017), and Agreement (effective February 1, 2022).</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 46 (Part-Time Help) of current MOU with ATU #1575.</li> <li>• <u>Contracting</u> – GGBHTD contracts with Marin County Transit District to administer the contract with Transdev Services, Inc. to provide Intercounty paratransit service. No restrictions in the agreements for employing part-time drivers.</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. 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 Program update</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>• On-board passenger survey 2018 (Transit and Ferry)</li> <li>• Customer surveys – Transit Survey 2023, Ferry Survey 2023, Infrequent Rider Survey 2023</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 June 2021. 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.

There were no audit recommendations from GGBHTD's prior TDA Performance Audit.

## 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.

### 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 8.

- Administrative costs as a percentage of total costs varied from 28.3 percent in FY2021 to 31.1 percent in FY2022, and then decreasing to 26.1 percent in FY2023. This resulted in an overall decrease of 7.9 percent over the audit period.
- Administrative costs per vehicle service hour increased by 31.1 percent from \$165 in FY2021 to \$216 in FY2023, the result of increased costs combined with decreased service levels over the audit period.
- The portion of administrative costs attributed to marketing activities dropped between FY2021 and FY2023 from 7.8 percent to 5.1 percent, respectively.
- Marketing expenditures as a function of passenger trips also decreased from \$2.52 per passenger in FY2021 to \$0.64 per passenger in FY2023, a reduction of nearly 75 percent.
- The systemwide farebox recovery ratio increased from 5.8 percent in FY2021 to 15.7 percent in FY2023. This largely reflects GGBHTD's reintroducing fare collection on all of its service following the pandemic.

\* \* \* \* \*

The following is a summary of the systemwide functional trend highlights between FY2021 and FY2023:

- Administrative costs increased throughout the audit period, but carried as a percentage of total operating costs.
- Marketing costs as a percentage of administrative costs decreased by 35 percent overall, and by 75 percent as a function of passenger trips.
- The systemwide farebox recovery ratio improved by a factor of nearly three over the audit period as a consequence of the reintroduction of fare collection, and ridership gains following the pandemic.

### Exhibit 8: Functional Performance Indicators – Systemwide

FUNCTION/Indicator	Actual Performance		
	FY2021	FY2022	FY2023
<b>MANAGEMENT, ADMINISTRATION &amp; MARKETING</b>			
Administrative Cost/Total Operating Cost	28.3%	31.1%	26.1%
<i>Annual Percent Change</i>	--	10.0%	-16.3%
<i>Three Year Percent Change</i>	--	--	-7.9%
Administrative Cost/Vehicle Service Hour	\$165.02	\$203.24	\$216.33
<i>Annual Percent Change</i>	--	23.2%	6.4%
<i>Three Year Percent Change</i>	--	--	31.1%
Marketing Cost/Total Administrative Cost	7.8%	5.4%	5.1%
<i>Annual Percent Change</i>	--	-31.3%	-5.8%
<i>Three Year Percent Change</i>	--	--	-35.2%
Marketing Cost/Unlinked Passenger Trip	\$2.52	\$0.89	\$0.64
<i>Annual Percent Change</i>	--	-64.5%	-28.5%
<i>Three Year Percent Change</i>	--	--	-74.6%
Farebox Recovery Ratio (Farebox Rev./Oper. Cost)	5.8%	15.1%	15.7%
<i>Annual Percent Change</i>	--	159.5%	4.2%
<i>Three Year Percent Change</i>	--	--	170.3%



## 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 9.

- Service Planning
  - Operating costs per passenger mile decreased 17.1 percent, from \$4.83 in FY2021 to \$4.01 in FY2023, the result of substantial gains in passenger miles as ridership began to return following the pandemic.
  - Vehicle service miles and hours per total miles and hours remained fairly steady throughout the audit period at approximately 88 percent and 89 percent, respectively.
  - Bus farebox recovery ratio improved rising from 6.8 percent in FY2021 to 10.3 percent in FY2023, a gain of more than 50 percent over the audit period.
  
- Operations
  - Vehicle operations cost as a percent of total operating cost declined during the first two years of the audit period from 53.6 percent in FY2021 to 48.4 percent in FY2022, but rebounded in FY2023 rising to 57.8 percent in that year.
  - Vehicle operations cost per service hour increased 63.2 percent over the audit period, rising from \$234 per hour in FY2021 to \$382 per hour in FY2023. The increase was the result of vehicle operations costs increasing while service levels were decreasing.
  - Operator scheduled absences remained steady at 11 percent over the same period, while unscheduled absences decreased by just over 20 percent.
  - Schedule adherence held steadily at around 79 percent during the audit period.

- The rate of complaints per 100,000 trips decreased by 35.8 percent from 144.6 to 92.8 between FY2021 and FY2023, with the majority of the improvement occurring in FY2023.
  - The incidence of missed trips as a percentage of scheduled trips increased from 0.6 percent in FY2021 to 1.4 percent in FY2023.
- Maintenance
    - Total maintenance costs as a percentage of total operating costs decreased during the audit period, from 22.9 percent in FY2021 to 18.1 percent in FY2023, an improvement of more than 20 percent.
    - Vehicle maintenance costs per service mile rose from \$5.26 in FY2021 to \$6.47 in FY2023, an increase of 22.9 percent overall.
    - Maintenance pay hours per vehicle service hour increased from 90.8 percent in FY2021 to 99.4 percent in FY2023.
    - Maintenance employee scheduled absences increased from 9.5 percent in FY2021 to 11.2 percent in FY2023. At the same time, unscheduled absences remained somewhat steady over the same period at just over 11 percent.
    - The vehicle spare ratio declined significantly from 63.9 percent in FY2021 to 29.3 percent in FY2023.
    - Mean distance between major failures declined over the audit period by 22.1 percent. At the same time mean distance between all failures increased by 43.9 percent.
  - Safety
    - The rate of preventable accidents per 100,000 vehicle miles increased substantially from 2.5 in FY2021 to 5.7 in FY2023, an overall increase of 122.2 percent. In response to this increase GGBHTD established an Accident Review Committee, comprised of department heads from Safety & Training, Operations, and Fleet & Facilities. This committee evaluates accidents to determine its preventability and prescribes appropriate corrective actions for operators, which may include re-

training, counseling, or disciplinary measures. GGBHTD further plans to implement campaigns designed to focus on accidents by type and location to improve performance.

- Casualty/liability costs per service hour and mile both increased threefold between FY2021 and FY2023, with costs rising from \$8.80 per hour to \$25.82 per hour, and \$0.50 per mile to \$1.53 per mile. The rise is attributed to an increase in insurance rates resulting from a large injury payout in FY2021. GGBHTD anticipates that its ongoing efforts to reduce preventable accidents may result in improvements in its insurance rates.

\* \* \* \* \*

The following is a summary of the bus service functional trend highlights between FY2021 and FY2023:

- Service Planning results showed steady performance during the audit period with an upward trend in farebox recovery, which increased more than 50 percent between FY2021 and FY2023.
- Operations performance exhibited steady trends in operator absence rates (i.e., both scheduled and unscheduled), and schedule adherence. Increases of in vehicle operations costs per service hour were observed during the audit, as well as in the percentage of missed trips.
- Maintenance results showed improvement in the mean distance between all failures, but a modest decline in mean distance between major failures. Maintenance employee absence rates were generally steady during the audit period, while pay hours per service hour increased.
- The rate of preventable accidents increased more than twofold over the audit period. While casualty and liability cost measures increased more than threefold. In response, GGBHTD has taken proactive steps to improve safety performance and reduce its casualty and liability costs.

## Exhibit 9: Functional Performance Indicators – Bus Service

FUNCTION/Indicator	Actual Performance		
	FY2021	FY2022	FY2023
<b>SERVICE PLANNING</b>			
Total Operating Cost/Passenger Mile	\$4.83	\$3.72	\$4.01
<i>Annual Percent Change</i>	--	-22.9%	7.6%
<i>Three Year Percent Change</i>	--	--	-17.1%
Vehicle Service Miles/Total Miles	84.9%	90.2%	89.2%
<i>Annual Percent Change</i>	--	6.2%	-1.1%
<i>Three Year Percent Change</i>	--	--	5.1%
Vehicle Service Hours/Total Hours	88.7%	90.2%	89.2%
<i>Annual Percent Change</i>	--	1.7%	-1.1%
<i>Three Year Percent Change</i>	--	--	0.6%
Farebox Recovery Ratio (Farebox Rev./Oper. Cost)	6.8%	11.8%	10.3%
<i>Annual Percent Change</i>	--	72.8%	-12.9%
<i>Three Year Percent Change</i>	--	--	50.5%
<b>OPERATIONS</b>			
Vehicle Operations Cost/Total Operating Cost	53.6%	48.4%	57.8%
<i>Annual Percent Change</i>	--	-9.6%	19.3%
<i>Three Year Percent Change</i>	--	--	7.8%
Vehicle Operations Cost/Vehicle Service Hour	\$234.24	\$246.95	\$382.28
<i>Annual Percent Change</i>	--	5.4%	54.8%
<i>Three Year Percent Change</i>	--	--	63.2%
Operator Sched. Absences/Total Hours Worked	10.8%	10.8%	11.5%
<i>Annual Percent Change</i>	--	0.1%	6.5%
<i>Three Year Percent Change</i>	--	--	6.7%
Operator Unsched. Absences/Total Hours Worked	29.2%	33.6%	23.4%
<i>Annual Percent Change</i>	--	15.0%	-30.5%
<i>Three Year Percent Change</i>	--	--	-20.1%
Trips On-Time/Total Trips	78.8%	78.7%	78.1%
<i>Annual Percent Change</i>	--	-0.1%	-0.8%
<i>Three Year Percent Change</i>	--	--	-0.9%
Complaints/100,000 Unlinked Passenger Trip	144.6	141.0	92.8
<i>Annual Percent Change</i>	--	-2.5%	-34.2%
<i>Three Year Percent Change</i>	--	--	-35.8%
Missed Trips/Total Trips	0.6%	0.6%	1.4%
<i>Annual Percent Change</i>	--	--	148.0%
<i>Three Year Percent Change</i>	--	--	138.5%

FUNCTION/Indicator	Actual Performance		
	FY2021	FY2022	FY2023
<b>MAINTENANCE</b>			
Vehicle + Non-Veh. Maint. Cost/Total Operating Cost	22.9%	21.9%	18.1%
<i>Annual Percent Change</i>	--	-4.0%	-17.3%
<i>Three Year Percent Change</i>	--	--	-20.6%
Vehicle Maintenance Cost/Vehicle Service Mile	\$5.26	\$6.01	\$6.47
<i>Annual Percent Change</i>	--	14.2%	7.6%
<i>Three Year Percent Change</i>	--	--	22.9%
Maintenance Pay Hours/Vehicle Service Hours	90.8%	97.5%	99.4%
<i>Annual Percent Change</i>	--	7.3%	2.0%
<i>Three Year Percent Change</i>	--	--	9.4%
Maintenance Employee Scheduled Absences	9.5%	10.0%	11.2%
<i>Annual Percent Change</i>	--	4.8%	12.2%
<i>Three Year Percent Change</i>	--	--	17.5%
Maintenance Employee Unscheduled Absences	11.1%	13.4%	11.4%
<i>Annual Percent Change</i>	--	21.4%	-14.9%
<i>Three Year Percent Change</i>	--	--	3.3%
Spare Vehicles/Total Vehicles	63.9%	28.6%	29.3%
<i>Annual Percent Change</i>	--	-55.3%	2.4%
<i>Three Year Percent Change</i>	--	--	-54.3%
Mean Distance between Major Failures (Miles)	166,475	484,527	129,721
<i>Annual Percent Change</i>	--	191.1%	-73.2%
<i>Three Year Percent Change</i>	--	--	-22.1%
Mean Distance between All Failures (Miles)	34,513	53,836	49,680
<i>Annual Percent Change</i>	--	56.0%	-7.7%
<i>Three Year Percent Change</i>	--	--	43.9%
<b>SAFETY</b>			
Preventable Accidents/100,000 Vehicle Miles	2.5	1.9	5.7
<i>Annual Percent Change</i>	--	-23.7%	191.4%
<i>Three Year Percent Change</i>	--	--	122.2%
Casualty & Liability Cost/Vehicle Service Hour	\$8.80	\$34.38	\$25.82
<i>Annual Percent Change</i>	--	290.8%	-24.9%
<i>Three Year Percent Change</i>	--	--	193.5%
Casualty & Liability Cost/Vehicle Service Mile	\$0.50	\$1.98	\$1.53
<i>Annual Percent Change</i>	--	298.4%	-22.9%
<i>Three Year Percent Change</i>	--	--	207.2%

## 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 10.

- Service Planning
  - Operating costs per passenger mile decreased sharply from \$22.60 in FY2021 to \$3.32 in FY2023. This was largely the result of the reintroduction of ferry service following the pandemic.
  - Vessel service miles and hours per total hours and miles remained between 88 and 91 percent for both measures during the audit period.
  - The farebox recovery ratio increased substantially from 3.5 percent in FY2021 to 27.5 percent in FY2023. Again, this was the result of the reintroduction of fare collection and the increase in service following the pandemic.
  
- Operations
  - Vessel operations cost as a percent of total operating cost grew from 38.5 percent in FY2021 to 53,4 percent in FY2023.
  - Vessel operations cost per service hour decreased nearly 48 percent between FY2021 and FY2023 as the increase in service levels outpaced the increase in vessel operations costs.
  - Both operator scheduled and unscheduled absences improved over the audit period. Scheduled absences declined by 45.8 percent between FY2021 and FY2023, and unscheduled absences declined by 64.9 percent over the same period.
  - Schedule adherence remained between 93 and 97 percent throughout the audit period.
  - The rate of complaints per 100,000 passenger trips decreased 81 percent over the audit period, dropping from 82.3 in FY2021 to 15.7 in FY2023.

- The percentage of missed trips increased from 0.1 percent in FY2021 to 0.7 percent in FY2023.

- Maintenance

- Total maintenance costs as a percentage of total operating costs decreased during the period, from 21.2 percent in FY2021 to 16.4 percent in FY2023.
- Vessel maintenance costs per service mile decreased during the audit period from \$45.24 in FY2021 to \$18.71 in FY2023. Although vessel maintenance costs increased during this time period, these were outpaced by the rise in service miles.
- Maintenance pay hours per vessel service hour decreased substantially over the audit period from 592 percent in FY2021 to 162 percent in FY2023. Again, although maintenance employee pay hours did not substantially change, the large reduction in this measure was due to the increase in service levels during the audit period.
- Maintenance employee scheduled absences held steady between five and six percent during the audit period, while unscheduled absences increased from 5.6 percent in FY2021 to 13.8 percent in FY2023.
- The vessel spare ratio went from 57.1 percent in FY2021 to 14.3 percent in FY2023 as more service was reinstated following the pandemic.
- Both mean distance between major failures and all failures declined over the audit period, decreasing 47 percent and 51 percent, respectively. Golden Gate Ferry has implemented efforts to improve maintenance efficiency and effectiveness with the goal of enhanced vessel reliability. These include enhanced daily inspections by mechanics, hiring a Ferry Maintenance Planner to improve labor efficiency, and improved training for vessel mechanics.

- Safety

- The rate of preventable accidents per 100,000 vessel miles decreased from 3.08 in FY2021 to 0.97 in FY2023, a reduction of 68.5 percent overall.

- Casualty/liability costs per service hour and mile both decreased between FY2021 and FY2023 by 66.5 percent and 55.9 percent, respectively.

\* \* \* \* \*

The following is a summary of the ferry service functional trend highlights between FY2021 and FY2023:

- Service Planning results showed improvements in operating cost per passenger mile with a reduction of more than 85 percent over the audit period. Vessel miles and hours as a percentage of total miles and hours were steady throughout the audit period, while farebox recovery improved in each year of the audit period.
- Vessel operations cost as a percentage of total operating cost increased 39 percent over the audit period, while vessel operations cost per service hour decreased 47 percent. Both operator scheduled and unscheduled absences improved over the audit period, and on-time performance remained consistently high.
- Maintenance costs as a percentage of total costs dropped 23 percent, and vessel maintenance costs per service mile fell 59 percent, back to its pre-pandemic levels. Maintenance employee pay hours per vessel service hour dropped nearly 73 percent due to increases in service levels over the audit period.
- In response to the drop in mean distance between vessel failures of 47 percent in terms of major failure, and 51 percent in terms of all failures, Golden Gate Ferry has recently implemented efforts to improve maintenance efficiency and effectiveness with the goal of enhanced vessel reliability.
- Safety performance improved in all categories examined with the preventable accident rate declining 69 percent, and casualty and liability cost measures declining 66.5 percent in terms of cost per hour and 55.9 percent in terms of cost per mile.



## Exhibit 10: Functional Performance Indicators – Ferry Service

FUNCTION/Indicator	Actual Performance		
	FY2021	FY2022	FY2023
<b>SERVICE PLANNING</b>			
Total Operating Cost/Passenger Mile	\$22.60	\$4.18	\$3.32
<i>Annual Percent Change</i>	--	-81.5%	-20.7%
<i>Three Year Percent Change</i>	--	--	-85.3%
Vessel Service Miles/Total Miles	87.9%	91.1%	91.0%
<i>Annual Percent Change</i>	--	3.7%	-0.1%
<i>Three Year Percent Change</i>	--	--	3.6%
Vessel Service Hours/Total Hours	88.5%	91.1%	91.0%
<i>Annual Percent Change</i>	--	2.9%	-0.1%
<i>Three Year Percent Change</i>	--	--	2.9%
Farebox Recovery Ratio (Farebox Rev./Oper. Cost)	3.5%	22.5%	27.5%
<i>Annual Percent Change</i>	--	547.4%	22.3%
<i>Three Year Percent Change</i>	--	--	691.9%
<b>OPERATIONS</b>			
Vessel Operations Cost/Total Operating Cost	38.5%	52.1%	53.4%
<i>Annual Percent Change</i>	--	35.3%	2.5%
<i>Three Year Percent Change</i>	--	--	38.6%
Vessel Operations Cost/Vessel Service Hour	\$2,576	\$1,460	\$1,354
<i>Annual Percent Change</i>	--	-43.3%	-7.3%
<i>Three Year Percent Change</i>	--	--	-47.5%
Operator Sched. Absences/Total Hours Worked	4.9%	1.8%	2.6%
<i>Annual Percent Change</i>	--	-62.4%	44.0%
<i>Three Year Percent Change</i>	--	--	-45.8%
Operator Unsched. Absences/Total Hours Worked	7.5%	2.5%	2.6%
<i>Annual Percent Change</i>	--	-66.9%	6.1%
<i>Three Year Percent Change</i>	--	--	-64.9%
Trips On-Time/Total Trips	97.4%	93.4%	96.5%
<i>Annual Percent Change</i>	--	-4.1%	3.3%
<i>Three Year Percent Change</i>	--	--	-1.0%
Complaints/100,000 Unlinked Passenger Trip	82.3	42.2	15.7
<i>Annual Percent Change</i>	--	-48.8%	-62.6%
<i>Three Year Percent Change</i>	--	--	-80.9%
Missed Trips/Total Trips	0.1%	0.4%	0.7%
<i>Annual Percent Change</i>	--	--	81.2%
<i>Three Year Percent Change</i>	--	--	834.1%

FUNCTION/Indicator	Actual Performance		
	FY2021	FY2022	FY2023
<b>MAINTENANCE</b>			
Vessel + Non-Veh. Maint. Cost/Total Operating Cost	21.2%	13.4%	16.4%
<i>Annual Percent Change</i>	--	-36.9%	22.1%
<i>Three Year Percent Change</i>	--	--	-23.0%
Vessel Maintenance Cost/Vessel Service Mile	\$45.24	\$19.39	\$18.71
<i>Annual Percent Change</i>	--	-57.1%	-3.5%
<i>Three Year Percent Change</i>	--	--	-58.6%
Maintenance Pay Hours/Vessel Service Hours	591.9%	184.2%	161.5%
<i>Annual Percent Change</i>	--	-68.9%	-12.4%
<i>Three Year Percent Change</i>	--	--	-72.7%
Maintenance Employee Scheduled Absences	5.3%	5.6%	5.7%
<i>Annual Percent Change</i>	--	6.6%	1.4%
<i>Three Year Percent Change</i>	--	--	8.1%
Maintenance Employee Unscheduled Absences	5.6%	16.8%	13.8%
<i>Annual Percent Change</i>	--	201.5%	-17.8%
<i>Three Year Percent Change</i>	--	--	147.7%
Spare Vessels/Total Vessels	57.1%	28.6%	14.3%
<i>Annual Percent Change</i>	--	-50.0%	-50.0%
<i>Three Year Percent Change</i>	--	--	-75.0%
Mean Distance between Major Failures (Miles)	32,440	146,662	17,155
<i>Annual Percent Change</i>	--	352.1%	-88.3%
<i>Three Year Percent Change</i>	--	--	-47.1%
Mean Distance between All Failures (Miles)	32,440	146,662	15,835
<i>Annual Percent Change</i>	--	352.1%	-89.2%
<i>Three Year Percent Change</i>	--	--	-51.2%
<b>SAFETY</b>			
Preventable Accidents/100,000 Vessel Miles	3.08	2.73	0.97
<i>Annual Percent Change</i>	--	-11.5%	-64.4%
<i>Three Year Percent Change</i>	--	--	-68.5%
Casualty & Liability Cost/Vessel Service Hour	\$465.06	\$205.22	\$156.02
<i>Annual Percent Change</i>	--	-55.9%	-24.0%
<i>Three Year Percent Change</i>	--	--	-66.5%
Casualty & Liability Cost/Vessel Service Mile	\$29.78	\$17.10	\$13.14
<i>Annual Percent Change</i>	--	-42.6%	-23.2%
<i>Three Year Percent Change</i>	--	--	-55.9%

## 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 11.

- Service Planning
  - Operating costs per passenger mile decreased from \$12.21 in FY2021 to \$7.76 in FY2023, a reduction of 36.5 percent.
  - The percentage of service miles and hours to total miles and hours declined throughout the audit period. With the service miles to total miles ratio declining from 90 percent to 77 percent, and service hours to total hours ratio declining from 91 percent to 80 percent.
  - The farebox recovery ratio improved over the audit period rising from 3.9 percent in FY2021 to 5.3 percent in FY2023.
  
- Operations
  - Vehicle operations costs as a percentage of total operating cost changed very little over the audit period going from 58.2 percent in FY2021 to 59.6 percent in FY2023.
  - Vehicle operations cost per service hour improved with costs decreasing from \$129.80 per hour in FY2021 to \$98.41 per hour in FY2023.
  - Schedule adherence declined throughout the audit period from 94.5 percent in FY2021 to 75.5 percent in FY2023, a decrease of more than 20 percent overall. This decline was due to driver shortages following the pandemic. In response, the agreement with the paratransit contractor was amended to raise wages to a more competitive level. As a result, driver staffing has improved and schedule adherence has rebounded to above 90 percent throughout the current fiscal year.

- The rate of complaints rose from 39.9 complaints per 10,000 passenger trips in FY2021 to 80.9 complaints per 10,000 passenger trips in FY2023, a twofold increase over the audit period.
  - The incidence of missed trips rose considerably from 0.03 percent in FY2021 to 4.18 percent in FY2023.
  - ADA capacity denials reported in during the audit period were negligible, with only one denial being reported in FY2023, which represents 0.01 percent of all trips scheduled.
  - The trip cancellation rate decreased slightly from 16.9 percent in FY2021 to 14.3 percent in FY2023. However, late trip cancellations increased over the audit period from 2.9 percent in FY2021 to 4.2 percent in FY2023.
  - The passenger no-show rate also showed increased from 1.3 percent in FY2021 to 2.4 percent in FY2023.
- Maintenance
    - Total maintenance costs as a percentage of total operating cost decreased from 18.8 percent in FY2021 to 14.9 percent in FY2023.
    - Vehicle maintenance costs per service mile also decreased from \$1.75 in FY2021 to \$1.07 in FY2023, a reduction of 38.8 percent overall.
    - The vehicle spare ratio decreased from 44.4 percent in FY2021 to 23.5 percent in FY2023.
    - The paratransit service recorded no mechanical failures during the entire audit period.
- Safety
    - The number of preventable accident per 100,000 miles rose by 88.9 percent during the audit period from 2.9 in FY2021 to 5.5 in FY2023. This represents a change of only six more preventable accidents in FY2023 versus FY2021.

\* \* \* \* \*

The following is a summary of the paratransit functional trend highlights between FY2021 and FY2023:

- Service Planning results showed an improvement in the operating cost per passenger mile between FY2021 and FY2023, with a reduction of more than 36 percent. The ratio of service hours and mile to total hours and miles declined, while farebox recovery ratio rose by nearly 38 percent over the audit period.
- Performance in the operations functional area was mixed. Vehicle operations costs per hour improved by 24 percent between FY2021 and FY2023. On-time performance slipped from 94 percent to 76 percent over the audit period due to driver shortages. However, an amendment to the agreement with contractor that increased wages to a more competitive level has resulted in improved staffing and significantly better schedule adherence.
- Maintenance performance was positive overall, with reductions in the vehicle maintenance cost per mile, and spare ratio. Furthermore, no mechanical failure were reported for paratransit during the audit period.
- Safety results exhibited a worsening trend in preventable accidents per 100,000 mile. However, this represents a change of only six more accidents in FY2023 than occurred in FY2021.

### Exhibit 11: Functional Performance Indicators – Paratransit

FUNCTION/Indicator	Actual Performance		
	FY2021	FY2022	FY2023
<b>SERVICE PLANNING</b>			
Total Operating Cost/Passenger Mile	\$12.21	\$8.69	\$7.76
<i>Annual Percent Change</i>	--	-28.8%	-10.8%
<i>Three Year Percent Change</i>	--	--	-36.5%
Vehicle Service Miles/Total Miles	90.1%	82.6%	76.6%
<i>Annual Percent Change</i>	--	-8.3%	-7.3%
<i>Three Year Percent Change</i>	--	--	-15.0%
Vehicle Service Hours/Total Hours	91.2%	80.5%	79.7%
<i>Annual Percent Change</i>	--	-11.7%	-1.0%
<i>Three Year Percent Change</i>	--	--	-12.6%
Farebox Revenue/Operating Cost	3.9%	5.0%	5.3%
<i>Annual Percent Change</i>	--	28.8%	7.0%
<i>Three Year Percent Change</i>	--	--	37.9%
<b>OPERATIONS</b>			
Vehicle Operations Cost/Total Operating Cost	58.2%	55.5%	59.6%
<i>Annual Percent Change</i>	--	-4.8%	7.4%
<i>Three Year Percent Change</i>	--	--	2.3%
Vehicle Operations Cost/Vehicle Service Hour	\$129.80	\$85.45	\$98.41
<i>Annual Percent Change</i>	--	-34.2%	15.2%
<i>Three Year Percent Change</i>	--	--	-24.2%
Trips On-Time/Total Trips	94.5%	84.5%	75.5%
<i>Annual Percent Change</i>	--	-10.6%	-10.6%
<i>Three Year Percent Change</i>	--	--	-20.1%
Complaints/10,000 Unlinked Passenger Trips	39.9	39.7	80.9
<i>Annual Percent Change</i>	--	-0.7%	104.0%
<i>Three Year Percent Change</i>	--	--	102.6%
Missed Trips/Total Trips	0.03%	0.01%	4.18%
<i>Annual Percent Change</i>	--	-59.1%	35743.9%
<i>Three Year Percent Change</i>	--	--	14561.4%
ADA Trip Denials/Total ADA Trips	0.00%	0.00%	0.01%
<i>Annual Percent Change</i>	--	--	--
<i>Three Year Percent Change</i>	--	--	--
Trip Cancellations/Total ADA Trips	16.9%	14.2%	14.3%
<i>Annual Percent Change</i>	--	-15.9%	1.0%
<i>Three Year Percent Change</i>	--	--	-15.1%
Late Trip Cancellations/Total ADA Trips	2.9%	1.9%	4.2%
<i>Annual Percent Change</i>	--	-34.5%	117.8%
<i>Three Year Percent Change</i>	--	--	42.7%
No-Shows/Total ADA Trips	1.3%	2.0%	2.4%
<i>Annual Percent Change</i>	--	51.7%	19.0%
<i>Three Year Percent Change</i>	--	--	80.6%

FUNCTION/Indicator	Actual Performance		
	FY2021	FY2022	FY2023
<b>MAINTENANCE</b>			
Vehicle + Non-Veh. Maint. Cost/Total Operating Cost	18.8%	17.1%	14.9%
<i>Annual Percent Change</i>	--	-9.1%	-13.2%
<i>Three Year Percent Change</i>	--	--	-21.1%
Vehicle Maintenance Cost/Vehicle Service Mile	\$1.75	\$1.29	\$1.07
<i>Annual Percent Change</i>	--	-26.4%	-16.8%
<i>Three Year Percent Change</i>	--	--	-38.8%
Spare Vehicles/Total Vehicles	44.4%	29.4%	23.5%
<i>Annual Percent Change</i>	--	-33.8%	-20.0%
<i>Three Year Percent Change</i>	--	--	-47.1%
Mean Dist. betw. Major Failures (Miles)	(a)	(a)	(a)
<i>Annual Percent Change</i>	--	--	--
<i>Three Year Percent Change</i>	--	--	--
Mean Dist. betw. All Failures (Miles)	(a)	(a)	(a)
<i>Annual Percent Change</i>	--	--	--
<i>Three Year Percent Change</i>	--	--	--
<b>SAFETY</b>			
Preventable Accidents/100,000 Vehicle Miles	2.9	3.1	5.5
<i>Annual Percent Change</i>	--	6.3%	77.6%
<i>Three Year Percent Change</i>	--	--	88.9%

(a) No failures recorded.

## VII. CONCLUSIONS AND RECOMMENDATIONS

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 FY2021 through FY2023 (July 1, 2020 through June 30, 2023). 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.

### Conclusions

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 FY2018 through FY2023:



- Operating cost per vehicle service hour increased substantially over the six-year period. The impacts of the pandemic greatly influenced performance in FY2020 and FY2021. However, cost per hour has continued to increase through the remainder of the audit period.
- Passenger productivity decreased sharply due to ridership losses during the pandemic. Recent improvements in FY2022 and FY2023 have been realized as the result of ridership gains outpacing changes in service levels.
- Despite recent improvements in both actual and constant (inflation-adjusted) dollars, the average annual increase in cost per passenger between FY2018 and FY2023 was 22.4 percent and 18.0 percent, respectively.
- Employee productivity exhibited a marked decline, particularly during the audit period as a result of labor shortages due to the pandemic.

The following is a brief summary of the component operating costs trend highlights for the bus service between FY2018 and FY2023:

- 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 to eight percent of total operating costs, and increased considerably in FY2022 and FY2023.
- Fuels and lubricants costs decreased an average of 5.7 percent over the analysis period and represent between three to five percent of total operating costs during this timeframe.
- A substantial increase in casualty and liability costs was noted in FY2022, with the share of this category jumping from two percent of total operating costs to nearly seven percent.

Ferry Service – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2018 through FY2023:

- Operating cost per hour increased to a high of \$6,685.31 in FY2021 due to the impacts of the pandemic, but has returned to its pre-pandemic level as a result of performance improvements in FY2022 and FY2023.
- Passenger productivity trends declined in FY2020 and FY2021 during the pandemic. Although the trend reversed in FY2022 and FY2023, passenger productivity is still well below its pre-pandemic levels.
- Despite cost efficiency improvements as noted above, cost effectiveness (measured as cost per passenger) worsened during the review period with cost per passenger increasing an average of 20.7 percent per year in actual dollars and 16.4 percent per year in constant (inflation-adjusted) dollars.
- Employee productivity improved over the six-year period with an average annual increase of 2.0 percent per year and achieved its highest level in FY2023.

The following is a brief summary of the component operating costs trend highlights for the ferry service between FY2018 and FY2023:

- Total operating costs increased an average of 2.8 percent per year between FY2018 and FY2023, which is lower than the rate of inflation during the same period.
- Labor and fringe benefits costs together comprise approximately 60 percent of total operating costs. While labor costs increased an average of 5.5 percent per year over the analysis period, fringe benefit costs decreased an average of 4.9 percent per year.
- Fuels and lubricants increased an average of 5.2 percent per year over the review period, with year-to-year changes corresponding to the impacts of the pandemic (i.e., FY2020 and FY2021) and the recovery (i.e., FY2022 and FY2023).

Paratransit – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2018 through FY2023:

- Cost efficiency worsened over the six-year period, with cost per vehicle service hour increasing an average of 13.5 percent per year in actual dollars, and 9.5 percent per year in constant dollars.
- Passengers per vehicle service hour remained fairly steady throughout much of the six-year period, despite recent declines in ridership. However, passengers per mile exhibited declines due to lower ridership and longer trip lengths.
- Cost effectiveness exhibited similar results as cost efficiency with cost per passenger increasing an average of 14.8 percent per year in actual dollars and 10.7 percent per year in constant (inflation-adjusted) dollars.

The following is a brief summary of the component operating costs trend highlights for paratransit between FY2018 and FY2023:

- Paratransit’s total operating costs decreased an average of eight percent per year, driven by reduced demand for services due to the pandemic and its aftermath.
  - Purchased transportation costs comprise 96 percent of total operating costs, and experienced an average decrease of 8.4 percent per year over the six-year analysis period.
- 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 – There were no recommendations from the prior audit.
  - 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 FY2021 and FY2023:

- Administrative costs increased throughout the audit period, but carried as a percentage of total operating costs.
- Marketing costs as a percentage of administrative costs decreased by 35 percent overall, and by 75 percent as a function of passenger trips.
- The systemwide farebox recovery ratio improved by a factor of nearly three over the audit period as a consequence of the reintroduction of fare collection, and ridership gains following the pandemic.

Bus Service – The following is a summary of the bus service functional trend highlights between FY2021 and FY2023:

- Service Planning results showed steady performance during the audit period with an upward trend in farebox recovery, which increased more than 50 percent between FY2021 and FY2023.
- Operations performance exhibited steady trends in operator absence rates (i.e., both scheduled and unscheduled), and schedule adherence. Increases of in vehicle operations costs per service hour were observed during the audit, as well as in the percentage of missed trips.
- Maintenance results showed improvement in the mean distance between all failures, but a modest decline in mean distance between major failures. Maintenance employee absence rates were generally steady during the audit period, while pay hours per service hour increased.
- The rate of preventable accidents increased more than twofold over the audit period. While casualty and liability cost measures increased more than threefold. In response, GGBHTD has taken proactive steps to improve safety performance and reduce its casualty and liability costs.

Ferry Service – The following is a summary of the ferry service functional trend highlights between FY2021 and FY2023:

- Service Planning results showed improvements in operating cost per passenger mile with a reduction of more than 85 percent over the audit period. Vessel miles and hours as a percentage of total miles and hours were steady throughout the audit period, while farebox recovery improved in each year of the audit period.
- Vessel operations cost as a percentage of total operating cost increased 39 percent over the audit period, while vessel operations cost per service hour decreased 47 percent. Both operator scheduled and unscheduled absences improved over the audit period, and on-time performance remained consistently high.
- Maintenance costs as a percentage of total costs dropped 23 percent, and vessel maintenance costs per service mile fell 59 percent, back to its pre-pandemic levels. Maintenance employee pay hours per vessel service hour dropped nearly 73 percent due to increases in service levels over the audit period.
- In response to the drop in mean distance between vessel failures of 47 percent in terms of major failure, and 51 percent in terms of all failures, Golden Gate Ferry has recently implemented efforts to improve maintenance efficiency and effectiveness with the goal of enhanced vessel reliability.
- Safety performance improved in all categories examined with the preventable accident rate declining 69 percent, and casualty and liability cost measures declining 66.5 percent in terms of cost per hour and 55.9 percent in terms of cost per mile.

Paratransit – The following is a summary of the paratransit functional trend highlights between FY2021 and FY2023:

- Service Planning results showed an improvement in the operating cost per passenger mile between FY2021 and FY2023, with a reduction of more than 36 percent. The ratio of service hours and mile to total hours and miles declined, while farebox recovery ratio rose by nearly 38 percent over the audit period.

- Performance in the operations functional area was mixed. Vehicle operations costs per hour improved by 24 percent between FY2021 and FY2023. On-time performance slipped from 94 percent to 76 percent over the audit period due to driver shortages. However, an amendment to the agreement with contractor that increased wages to a more competitive level has resulted in improved staffing and significantly better schedule adherence.
- Maintenance performance was positive overall, with reductions in the vehicle maintenance cost per mile, and spare ratio. Furthermore, no mechanical failure were reported for paratransit during the audit period.
- Safety results exhibited a worsening trend in preventable accidents per 100,000 mile. However, this represents a change of only six more accidents in FY2023 than occurred in FY2021.

## **Recommendations**

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

It is noted here that many cost efficiency, cost effectiveness and functional indicators fluctuated by wide margins compared to their past trends due to the impacts of the pandemic emergency. In the past TDA Audits, such increases in efficiency, effectiveness and functional indicators most likely resulted in one or more recommendations for follow-up investigations and development of corrective actions. GGBHTD, like other transit agencies in the Bay Area, faced issues related to employee availability and retention; deployment of vehicles based on declining demand due to remote working; forced reduction in acceptable vehicle occupancy due to social distancing guidelines. Furthermore, recent initiatives and action taken by the District in response to system

performance have resulted in improvements. For these reasons, no recommendations are made to reexamine the audit period performance.

---

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

---



## Functional Performance Inputs - Systemwide (All Modes)

Data Item	FY2021	FY2022	FY2023	Source
Total Operating Costs	\$85,233,801	\$93,020,798	\$119,625,226	NTD f-40
Administrative Costs	\$24,131,405	\$28,964,874	\$31,181,644	NTD f-40
Vehicle Service Hours	146,232	142,518	144,140	NTD S-10 MB+FB+DR
Marketing Costs	\$1,892,890	\$1,561,860	\$1,584,540	Approved Budget
Unlinked Passenger Trips	751,912	1,745,434	2,476,565	NTD S-10 MB+FB+DR
Farebox Revenue (All Modes)	\$4,963,136	\$14,054,374	\$18,830,843	NTD F-10

## Functional Performance Inputs – Bus Service

Data Item	FY2021	FY2022	FY2023	Source
Vehicle Service Miles	2,404,033	2,099,125	2,049,895	NTD S-10 MB
Total Vehicle Miles	2,830,074	2,422,633	2,334,980	NTD S-10 MB
Vehicle Service Hours	135,673	120,747	121,079	NTD S-10 MB
Total Vehicle Hours	152,976	133,831	135,663	NTD S-10 MB
Unlinked Passenger Trips	651,531	1,037,926	1,308,398	NTD S-10 MB
Farebox Revenue	\$4,055,159	\$7,274,483	\$8,250,240	NTD F-10
Total Operating Costs	\$59,292,822	\$61,563,392	\$80,128,216	NTD F-30 MB
Passenger Miles	12,274,844	16,540,824	20,006,409	NTD S-10 MB
Vehicle Operations Costs	\$31,780,652	\$29,818,405	\$46,286,175	NTD F-30 MB
Local Support (a)	\$1,953,081	\$2,354,779	\$15,880,238	TDA Claim Workbook
TDA Oper. Cost Exclusions - PUC 99247 (b)	\$10,121,395	\$11,303,496	\$12,148,042	Financial Enterprise (Internal software)
TDA Oper. Cost Exclusions - PUC 99268.17 (c)	\$3,218,865	\$5,101,009	\$2,906,886	Financial Enterprise (Internal software)
Total Operator Work Hours	426,023	364,889	379,091	NTD R-10 MB (FT + PT)
Operator Scheduled Absences (Hours)	45,988	39,435	43,646	Financial Enterprise (Internal software)
Operator Unscheduled Absences (Hours)	124,550	122,647	88,527	Financial Enterprise (Internal software)
Trips On-Time	1	1	1	Transtat
Total Trips (Scheduled)	72,473	62,306	66,039	Transtat
Complaints	942	1463	1214	GGBHTD Incident System
Missed Trips	427	353	928	Transtat
Maintenance Pay Hours	123,254	117,692	120,330	Financial Enterprise (Internal software)
Total Maintenance Employee Work Hours	123,254	117,692	120,330	Financial Enterprise (Internal software)
Maint. Employee Scheduled Absences (Hours)	11,716	11,720	13,442	Financial Enterprise (Internal software)
Maint. Employee Unscheduled Absences (Hours)	13,630	15,804	13,746	Financial Enterprise (Internal software)
Vehicle Maintenance Costs	\$12,654,559	\$12,617,345	\$13,259,534	NTD F-30 MB
Non-Vehicle/Facility Maintenance Costs	\$895,019	\$883,266	\$1,276,465	NTD F-30 MB
Spare Vehicles (Total less Maximum Service)	94	42	43	NTD S-10 MB
Total Vehicles	147	147	147	NTD S-10 MB
Revenue Vehicle Mechanical System Failures - Total	82	45	47	NTD R-20
Revenue Vehicle Mechanical System Failures - Major	17	5	18	NTD R-20
Preventable Accidents (Chargeable Collisions)	72	47	132	GGT Staff
Casualty/Liability Costs	\$1,193,578	\$4,151,598	3,126,160	NTD F-30 MB
<i>(a) Local Support includes the following (USOA revenue class in parentheses):</i>				
• Auxiliary transportation revenue (406)				
• Taxes directly levied (408)				
• Local cash grants and reimbursements (409)				
• Local special fare assistance (410)				
• Subsidy from other sectors of operation (440)				
• Other non-federal/non-state grant funds or other revenues				
<i>(b) Operating expense object classes exclusive of the following pursuant to PUC Section 99247:</i>				
• depreciation and amortization expenses				
• subsidies for commuter rail services operated on railroad lines under the jurisdiction of the Federal Railroad Administration				
• costs for providing charter services				
• vehicle lease costs				
• principal and interest payments on capital projects funded with certificates of participation				
<i>(c) Operating expense object class exclusions pursuant to PUC Section 99268.17:</i>				
• additional operating costs for federally required ADA paratransit service that exceed prior year costs (CPI adjusted)				
• cost increases beyond the CPI change for: fuel; alternative fuel programs; power (including electricity); insurance premiums/liability claims payouts; state and federal mandates				
• start-up costs for new services (not more than two years)				

## Functional Performance Inputs – Ferry Service

Data Item	FY2021	FY2022	FY2023	Source
Vessel Service Miles	56,999	127,478	178,945	NTD S-10 FB
Total Vessel Miles	64,880	146,662	205,854	NTD S-10 FB
Vessel Service Hours	3,650	10,623	15,067	NTD S-10 FB
Total Vessel Hours	4,125	11,664	16,553	NTD S-10 FB
Unlinked Passenger Trips	89,861	690,362	1,155,682	NTD S-10 FB
Farebox Revenue	\$848,332	\$6,694,183	\$10,510,093	NTD F-10
Total Operating Costs	\$24,401,364	\$29,740,225	\$38,177,017	NTD F-30 FB
Passenger Miles	1,079,544	7,110,009	11,506,858	NTD S-10 FB
Vessel Operations Costs	\$9,402,362	\$15,507,289	\$20,394,781	NTD F-30 FB
Local Support (a)	\$0	\$0	\$12,081,090	TDA Claim Workbook Financial Enterprise (Internal software)
TDA Oper. Cost Exclusions - PUC 99247 (b)	\$4,173,713	\$3,887,531	\$4,931,675	
TDA Oper. Cost Exclusions - PUC 99268.17 (c)	\$0	\$0	\$0	
Total Operator Work Hours	65,825	103,548	101,356	NTD R-10 FB (FT + PT) SQL TDA Audit Report Query
Operator Scheduled Absences (Hours)	3,199	1,894	2,670	SQL TDA Audit Report Query
Operator Unscheduled Absences (Hours)	4,911	2,557	2,656	SQL TDA Audit Report Query
Trips On-Time	0.974	0.934	0.965	Transtat
Total Trips (Scheduled)	5,237	13,713	19,482	Transtat
Complaints	74	291	182	GGBHTD Incident System
Missed Trips	4	54	139	Transtat
Maintenance Pay Hours	21,604	19,568	24,327	SQL TDA Audit Report Query
Total Maintenance Employee Work Hours	21,604	19,568	24,327	SQL TDA Audit Report Query
Maint. Employee Scheduled Absences (Hours)	1,138	1,098	1,384	SQL TDA Audit Report Query
Maint. Employee Unscheduled Absences (Hours)	1,207	3,295	3,366	SQL TDA Audit Report Query
Vessel Maintenance Costs	\$2,578,367	\$2,471,580	\$3,348,878	NTD F-30 FB
Non-Vessel/Facility Maintenance Costs	\$2,604,985	\$1,511,668	\$2,895,047	NTD F-30 FB
Spare Vessels (Total less Maximum Service)	3	5	6	NTD S-10 FB
Total Vessels	7	7	7	NTD S-10 FB
Revenue Vessel Mechanical System Failures - Total	2	1	13	NTD R-20
Revenue Vessel Mechanical System Failures - Major	2	1	12	NTD R-20
Preventable Accidents (Chargeable Collisions)	2	4	2	NTD Reporting
Casualty/Liability Costs	1,697,476	2,180,060	2,350,743	NTD F-30 FB
<i>(a) Local Support includes the following (USOA revenue class in parentheses):</i>				
				• Auxiliary transportation revenue (406)
				• Taxes directly levied (408)
				• Local cash grants and reimbursements (409)
				• Local special fare assistance (410)
				• Subsidy from other sectors of operation (440)
				• Other non-federal/non-state grant funds or other revenues
<i>(b) Operating expense object classes exclusive of the following pursuant to PUC Section 99247:</i>				
				• depreciation and amortization expenses
				• subsidies for commuter rail services operated on railroad lines under the jurisdiction of the Federal Railroad Administration
				• costs for providing charter services
				• Vessel lease costs
				• principal and interest payments on capital projects funded with certificates of participation
<i>(c) Operating expense object class exclusions pursuant to PUC Section 99268.17:</i>				
				• additional operating costs for federally required ADA paratransit service that exceed prior year costs (CPI adjusted)
				• cost increases beyond the CPI change for: fuel; alternative fuel programs; power (including electricity); insurance premiums/liability claims payouts; state and federal mandates
				• start-up costs for new services (not more than two years)

## Functional Performance Inputs – Paratransit

Data Item	FY2021	FY2022	FY2023	Source
Vehicle Service Miles	154,700	213,397	167,065	NTD S-10 DR
Total Vehicle Miles	171,699	258,336	218,158	NTD S-10 DR
Vehicle Service Hours	6,909	11,148	7,994	NTD S-10 DR
Total Vehicle Hours	7,573	13,845	10,027	NTD S-10 DR
Unlinked Passenger Trips	10,520	17,146	12,485	NTD S-10 DR
Farebox Revenue	\$59,645	\$85,708	\$70,510	NTD F-10
Total Operating Costs	\$1,539,615	\$1,717,181	\$1,319,993	NTD F-30 DR
Passenger Miles	126,127	197,575	170,180	NTD S-10 DR
Vehicle Operations Costs	\$896,772	\$952,607	\$786,658	NTD F-30 DR
Local Support (a)	\$1,479,970	\$1,615,216	\$1,119,440	TDA Claim Workbook
TDA Oper. Cost Exclusions - PUC 99247 (b)	\$0	\$0	\$0	
TDA Oper. Cost Exclusions - PUC 99268.17 (c)	\$0	\$0	\$0	
Trips On-Time (within 30 minute window)	9,938	14,486	9,426	NTD x OTP Tripspark
Total Trips	10,520	17,146	12,485	NTD
Complaints	42	68	101	Transtrack
Missed Trips	3	2	522	Tripspark - Cancelled-Missed/NoShow and More
Total ADA Trips	10,520	17,146	12,485	NTD
ADA Trip Denials	0	0	1	Tripspark - Denials Report
Trip Cancellations	1,777	2,434	1,790	Tripspark - Trip Administration
Late Trip Cancellations	310	331	525	Tripspark - Trip Administration
No Shows	142	351	304	Tripspark - Trip Administration
Vehicle Maintenance Costs	\$270,375	\$274,394	\$178,705	NTD F-30 DR
Non-Vehicle/Facility Maintenance Costs	\$19,305	\$19,370	\$17,339	NTD F-30 DR
Vehicles Operated in Maximum Service	10	12	13	NTD S-10 DR
Total Vehicles Operated	18	17	17	NTD S-10 DR
Revenue Vehicle Mechanical System Failures - Total	0	0	0	NTD R-20
Revenue Vehicle Mechanical System Failures - Major	0	0	0	NTD R-20
Preventable (Chargeable) Accidents	5	8	12	Transtrack
Casualty/Liability Costs	\$6,072	\$21,044	\$15,853	NTD F-30 DR

(a) Local Support includes the following (USOA revenue class in parentheses):

- Auxiliary transportation revenue (406)
- Taxes directly levied (408)
- Local cash grants and reimbursements (409)
- Local special fare assistance (410)
- Subsidy from other sectors of operation (440)
- Other non-federal/non-state grant funds or other revenues

(b) Operating expense object classes exclusive of the following pursuant to PUC Section 99247:

- depreciation and amortization expenses
- subsidies for commuter rail services operated on railroad lines under the jurisdiction of the Federal Railroad Administration
- costs for providing charter services
- vehicle lease costs
- principal and interest payments on capital projects funded with certificates of participation

(c) Operating expense object class exclusions pursuant to PUC Section 99268.17:

- additional operating costs for federally required ADA paratransit service that exceed prior year costs (CPI adjusted)
- cost increases beyond the CPI change for: fuel; alternative fuel programs; power (including electricity); insurance premiums/liability claims payouts; state and federal mandates
- start-up costs for new services (not more than two years)