



Agenda Item No. (6)

To: Finance-Auditing Committee/Committee of the Whole
Meeting of February 24, 2022

From: Ron Downing, Director of Planning
James P. Swindler, Deputy General Manager, Ferry Division
Joseph M. Wire, Auditor-Controller
Denis J. Mulligan, General Manager

Subject: **APPROVE ACTIONS RELATIVE TO ADOPTION OF A PILOT PROGRAM FOR NON-PROFIT/EDUCATIONAL GROUP FARES ON GOLDEN GATE FERRY AND AMEND THE MASTER ORDINANCE ACCORDINGLY**

Recommendation

The Finance-Auditing Committee recommends that the Board of Directors (Board) approve the establishment of a pilot program for Non-Profit/Educational group fares for Golden Gate Ferry (GGF) Service.

This matter will be presented to the Board of Directors at its February 25, 2022 meeting for appropriate action.

Summary

On October 22, 2021, the Board of the Golden Gate Bridge, Highway and Transportation District (District) authorized a new GGF route between San Francisco and Angel Island, initially as a one-year demonstration project. The Board held a public hearing held on November 5, 2021 on the proposed fares for the new service, which were based on the existing Golden Gate Ferry Tiburon fares. After considering public comments, on November 18, 2021, the Board approved Ordinance No. 2021-002, establishing the following fares, as recommended by staff:

ANGEL ISLAND FARES - ONE WAY - WITHOUT ENTRANCE FEE	
Adult Single Ride (ages 19-64)	\$12.50
Clipper Adult	\$7.50
Youth, Seniors, Disabled (with approved ID) or Medicare	\$6.00
Clipper START	\$5.50
Children (under age 5) limit 2 per full-fare adult	FREE

The new Angel Island service was launched on December 13, 2021.

During the public comment process, a number of individuals expressed concern that the fares for the adult single ride fare (non-Clipper) and for youths ages 5-11 were higher than what had been charged by Blue and Gold. In particular, this poses a potential hardship for school groups and non-profit organizations that regularly schedule educational or recreational visits to Angel Island. In response to this public input, staff stated it would return to the Board with a proposal to mitigate the impact of these fares.

Staff researched and found that other transit agencies offer discounted Non-Profit/Educational fares that can be used by local school groups or non-profit organizations for field trips or other recreational activities. While the original issue that was brought to the Board's attention was specific to Angel Island, staff recommends adoption of Non-Profit/Educational group fares for all GGF routes. This approach would promote ease of administration and understanding by the public.

It is recommended that the District offer a discount for non-profit and educational groups of approximately 35% over current GGF Adult Single Ride and Youth, seniors, Disabled or Medicare fares. The discount would only be available outside of peak direction travel (generally weekdays between 6-9 a.m. southbound, and 3-6 p.m. northbound, subject to capacity constraints), to encourage use of the ferries with unused capacity. These fares can be incorporated within the District's Clipper fare program.

The proposed fares for Non-Profit/Educational group travel on Golden Gate Ferry for the pilot program are shown below:

One-way Fare	Larkspur	Sausalito	Tiburon	Angel Island
Adult	\$7.00	\$7.00	\$7.00	\$7.00
Youth/Seniors/Disabled (with approved ID) or Medicare	\$4.50	\$4.50	\$4.50	\$4.50

Across all fare categories, the proposed Non-Profit/Educational group fares reflect a decrease from the fares previously charged by Blue and Gold. Because the California Department of State Parks has a policy of waiving the park fee for non-profit and educational groups visiting Angel Island, the proposed fare for Angel Island will not include a park fee.

The District will make the Non-Profit/Educational group fares available per the above table to all non-profit and educational groups that qualify for waiver of the state park fee as well as any education group based on a K-12 grade setting in any of the nine Bay Area Counties. To access the fares, non-profit and educational groups will need to contact the District's Customer Service Center for verification and to be issued Limited Use tickets.

As the proposed fares are a reduction, not an increase, of existing fares, a public hearing is not required under the Rules of the Board. This proposal creates a pilot program for this specific fare initially to be implemented for a period not to exceed six months. Federal Transit Administration (FTA) Title VI guidelines specifically address temporary fare reductions, and give transit agencies

the latitude to adopt temporary fare reductions for a period not to exceed six months before a Fare Equity Analysis is required. During this period, the District will collect and analyze demographic data on the passengers using the discounted fares to fully inform the equity analysis. If approved by the Board, these fares can be implemented within 90 days, which is the normal implementation time for fare changes within the Clipper system. Upon Board approval, the Master Ordinance would be amended to reflect the new fares in the pilot program.

Fiscal Impact

The adoption of the proposed Non-Profit/Educational group pilot fares is not expected to have a significant negative impact on ferry fare revenues and could have a positive impact, as it may encourage travel that will utilize existing and available unused seating capacity during non-peak travel times. These are trips that might otherwise not be made due to price concerns. It is difficult to estimate the revenue benefit due to the pandemic. Staff will report back to the Board once travel resumes and there has been some experience with administering this type of fare.

Attachment: Draft Ordinance No. 2022-001

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GOLDEN GATE BRIDGE, HIGHWAY AND TRANSPORTATION DISTRICT

ORDINANCE NO. 2022-001

**AN ORDINANCE TO AMEND THE MASTER ORDINANCE
TO ESTABLISH A NON-PROFIT AND EDUCATIONAL GROUP FARES
PILOT FOR GOLDEN GATE FERRY**

February 25, 2022

THIS ORDINANCE is adopted with reference to the following facts and circumstances which are found and declared by the Board of Directors:

1. On October 22, 2021, the Board of Directors (Board) of the Golden Gate Bridge, Highway and Transportation District (District) authorized a new Golden Gate Ferry route between San Francisco and Angel Island, initially as a one-year demonstration project.
2. On November 5, 2021, the Board held a public hearing on the proposed fares for the new service, which were based on the Tiburon ferry fares. After considering public comments, on November 18, 2021, the Board approved Ordinance No. 2021-002, establishing fares for the new Angel Island service. The new Angel Island service was launched on December 13, 2021.
3. During the public comment process for the new Angel Island service, a number of individuals expressed concern that the fares for the adult single ride fare and for youths ages 5-11 were higher than what had been charged by the previous Angel Island service provider. This poses a potential hardship for school groups and non-profit organizations that regularly schedule educational or recreational visits to Angel Island.
4. Upon further inquiry, staff found that other transit agencies offer discounted fares that can be used by educational groups or non-profit organizations for field trips or other recreational activities. For ease of administration and to facilitate public understanding of the discounted fares, staff recommends adoption of a Non-Profit and Educational group fare pilot for all Golden Gate Ferry routes.
5. In accordance with Federal Transit Administration (FTA) Title VI guidelines, the proposal creates a pilot fare initially to be implemented for a period not to exceed six months. During

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this period, the District will collect and analyze demographic data on the passengers using the discounted fares to fully inform a fare equity analysis.

6. On February 24, 2022, the Finance-Auditing Committee, after consideration of the proposed Non-Profit and Educational Group fare pilot and the staff analysis, has recommended that the District adopt the fares as described herein, effective 90 days from the date of adoption.

7. The Board has carefully considered the proposed Non-Profit and Educational Group fares, considered all public comments, the General Manager’s report, and the recommendations of the Finance-Auditing Committee. The Board finds that the proposed Non-Profit and Educational Group fare pilot is consistent with the District's mission and policy objectives.

NOW, THEREFORE, BE IT ORDAINED BY THE BOARD OF DIRECTORS OF THE GOLDEN GATE BRIDGE, HIGHWAY AND TRANSPORTATION DISTRICT AS FOLLOWS:

Section 1. Section III, “Golden Gate Transit – Bus and Ferry Systems,” subsection D.1, “Prepaid Discount Fares,” is amended to add a new subsection (d) “Non-Profit and Educational Group Fare Pilot,” as follows:

d. Non-Profit and Educational Group Fares – Non-Profit and Educational organizations, as defined by the District, may purchase advance group tickets on Golden Gate Ferry regular service routes at the fares shown in the table below. These fares do not apply to Golden Gate Ferry special event service.

One-way Fare	Larkspur	Sausalito	Tiburon	Angel Island
Adult	\$7.00	\$7.00	\$7.00	\$7.00
Youth/Seniors/Disabled (with approved ID) or Medicare	\$4.50	\$4.50	\$4.50	\$4.50

Section 2. The effective date of this Ordinance shall be 90 days after the date of adoption by the Board. The Ordinance will expire after six months absent further action by the Board.

Section 3. If any provision of this ordinance or the application thereof to any person or circumstances is held invalid, such invalidity shall not affect any other provisions or applications of

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the Ordinance which can be given effect without the invalid provision or application, and to this end, the provisions of this Ordinance are severable.

ADOPTED this 25th day of February, 2022, by the following vote of the Golden Gate Bridge, Highway and Transportation District Board of Directors;

AYES (XX):
NOES (X):
ABSENT (X):

Michael Theriault
President, Board of Directors

ATTEST:

Amorette M. Ko-Wong
Secretary of the District

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