



Agenda Item No. (4)(b)

To: Finance-Auditing Committee/Committee of the Whole
Meeting of November 20, 2025

From: Ron Downing, Director of Planning
Kellee J. Hopper, Deputy General Manager, Administration and Development
Jennifer H. Mennucci, Auditor-Controller
Denis J. Mulligan, General Manager

Subject: **AUTHORIZE BUDGET ADJUSTMENT(S) AND/OR TRANSFER(S)**
(b) BUDGET INCREASE IN THE FY 25/26 FERRY DIVISION
CAPITAL BUDGET FOR PROJECT #2042, LARKSPUR FERRY
SERVICE & PARKING EXPANSION ENVIRONMENTAL
CLEARANCE AND PRELIMINARY DESIGN STUDY

Recommendation

The Finance and Auditing Committee recommends, in concurrence with the Building and Operating Committee at its meeting on November 20, 2025, that the Board of Directors authorize a budget increase in the amount of \$2,549,701 in the FY 25/26 Ferry Division Capital Budget for Project #2042, *Larkspur Ferry Service & Parking Expansion Environmental Clearance and Preliminary Design Study*, for a total project budget of \$6,741,213.

This matter will be presented to the Board of Directors at its November 21, 2025, meeting for appropriate action.

Summary

On June 26, 2020, the Board, by Resolution No. 2020-033, authorized the award of Contract No. 2019-F-058, *Larkspur Ferry Service & Parking Expansion Environmental Clearance and Preliminary Design Study*, to Jacobs Engineering Group (Jacobs). Under the contract, Jacobs was engaged to provide professional services, which include conducting environmental review and compliance, conducting public outreach, and preparing preliminary design plans (Project). The Project would strategically position the Golden Gate Bridge, Highway and Transportation District's (District) Larkspur Ferry service for long-term sustainability, based on historic travel demand trends that resulted in excess passenger demand (such as ferries leaving passengers behind) and full utilization of parking.

The study is scoped to environmentally clear an increase in the number of Larkspur Ferry crossings above the threshold of 42 revenue crossings per weekday, along with associated deadhead moves required to deploy vessels to the District's other routes from the maintenance and storage base at the Larkspur terminal. This study also includes determining the most feasible site for possible parking structures, environmentally clearing the selected site(s), and providing a preliminary

design (30%) package. If approved by the Board in the future, the next project could result in the completion of final design and the construction of a parking structure.

On January 27, 2023, the Board approved the First Amendment in the amount of \$853,434, plus a 10% contingency, to update the scope of services and to extend the term of the contract through June 2025. Given the impacts on ferry demand forecasts due to the COVID-19 pandemic, the District directed Jacobs to perform additional analysis for the Project, which included changed travel patterns and the impact of remote work.

A Second Amendment to this contract was executed in July 2025 that extended the time of the contract through December 2025 and Board approval was not required.

The proposed Third Amendment incorporates feedback from public comments and changes in ridership trends; Jacobs will complete the additional alternatives as described below, adjust future forecasts in ridership as needed, and finalize the ferry boat wake wash analysis to complete the Draft Environmental Impact Report (DEIR). This amendment would add \$2,317,910, plus a 10% contingency, to the contract and extend the term of the contract through the first quarter of 2027, which will allow Jacobs to complete the Final EIR document by the end of 2026 and perform some minor follow-up work for permitting and a final Project report.

Background

Recent Influences on the Project Budget and Schedule

Several elements of the original work scope have broadened since the work began due to circumstances that were not anticipated when Jacobs first submitted its proposal. Extensive public input and comments were obtained throughout the EIR scoping process. The community's additional input has required more extensive analysis on two of the existing tasks in the Project to better reflect the issues raised. According to the most recent ridership estimates conducted by the consultant team, Larkspur Ferry ridership is anticipated to recover to pre-pandemic levels and exceed those numbers by 2035. This is a slightly longer timeline than the study originally anticipated. Recent gains in ridership have exceeded earlier projections for the 2025 horizon year. This growth is the driving force behind the consulting team's revisions to travel demand forecasts conducted in the past four years.

The scope for the proposed amendment largely originated from key stakeholder and public comments received from the District's Open House in May 2024, the Environmental Scoping period, and following the Scoping Meeting in October 2024. The requests included an expansion of Project alternatives, additional wake wash and other environmental analyses, consideration of alternative modes of transportation, and other items. The consultant team also updated the ferry demand forecasts during this period to assess the impacts of COVID recovery and recent changes in ferry ridership. Jacobs' proposal encompasses the work necessary to complete the Project with anticipated delivery of a DEIR in late-summer 2026 and a Final EIR by the end of 2026. Permitting and submittal of the Final Report will follow the Final EIR.

Future Ridership Forecasting Task

Ridership forecasts have been revisited due to the ongoing shift in the characteristics of remote work. Remote work percentages in the Larkspur Ferry ridership catchment area have been shown to differ from the assumptions in the Metropolitan Transportation Commission's Regional Travel Model forecasts for 2050, which requires additional refinement in the Project's travel demand forecasts. The new travel demand model runs more accurately reflect a wider range of ferry service frequency improvements and parking demand scenarios, which are tied to future ridership demand. The Project team recommends revisiting ridership forecasts at least every two years. Advanced planning for this additional work in a changing environment will enable the Project team to respond quickly and effectively to these inputs.

Scoping of the Alternatives in the Draft Environmental Impact Report Task

As a result of public input, the original task to scope a single "build" environmental alternative, focused on expanding ferry service coupled with building a parking structure(s) that would be analyzed in the DEIR, has been expanded. The public's consensus was that a project that solely depended on parking as a means to support future ferry ridership growth was too limited.

The range of alternatives that will be considered in the DEIR include a "No Build" or "No Project" alternative that will set the baseline for the other alternatives. This alternative represents what would happen if the District does nothing to increase the number of ferry crossings nor improve the landside access to the Larkspur Terminal. The range of Project alternatives that could meet future demand has increased to three alternatives, including the "No Build" or "No Project" alternative. To that end, the four Project alternatives are now defined as:

- Maintain Existing Levels of Ferry Service, with No Change to Bicycle, Pedestrian, Transit and Parking Access ("No Build" or "No Project" alternative)
- Expand Ferry Service with Future Parking Structures Built in Phases According to Demand
- Expand Ferry Service with Only Bicycle, Pedestrian and Transit Access Improvements
- Expand Ferry Service with Improved Bicycle, Pedestrian, Transit Access and Parking Structures Built in Phases According to Demand

Expansion of the Analysis in the Wake Wash and Shoreline Erosion Task

With the District moving forward with the purchase of new Liwa Class ferries, and in response to public comment expressing concerns about the impacts of new ferries on the shoreline, the task to analyze ferry wakes was expanded. In their draft analysis, the consultant team determined that the current fleet of high-speed catamarans and Spaulding Class ferries have no measurable impact on the shoreline. Design modeling indicates the Liwa Class ferries will produce lower wake than the District's current vessels. As the vessel will not be ready for on-water trials, staff requested the consultant team to validate this via alternative methods, including hydrodynamic modeling. Analysis of the current fleet of high-speed catamarans and Spaulding Class vessels along with additional analysis of Liwa Class ferries will be available for review with the DEIR.

Scope and Cost of the Third Amendment

Jacobs has presented the District with a proposed scope of services for the amendment, based on detailed discussions and direction from District staff, for a total amount of \$2,317,910. Jacobs and its subconsultants propose revising Federal Acquisition Regulation (FAR) compliant overhead and staff rates to accommodate changes that have occurred since the original proposal submittal in late 2019.

Jacobs' billing rates are consistent with the rates in the original proposal (factoring in 2023 to 2026 salary escalations), and Jacobs' projected work hours are reasonable based on the direction provided by the District and the amount of work expected.

Based on staff's analysis of Jacobs' proposed scope of services for the Third Amendment, and the escalations in hourly rates for consultant staff, staff believes the price for the Third Amendment to the contract is fair and reasonable.

It is proposed that the Building and Operating Committee recommend that the Board of Directors authorize the execution of the Third Amendment to Contract No. 2019-F-058 with Jacobs Engineering Group in an amount not to exceed \$2,317,910 for the provision of additional services outlined in this report. Jacobs will be compensated for actual time expended and expenses incurred. It is also proposed that the Board increase the contract contingency by \$231,791.

Fiscal Impact

Project #2042, *Larkspur Ferry Service & Parking Expansion Environmental Clearance and Preliminary Design Study*, was initially approved in the FY 22/23 Ferry Division Capital Budget for \$3,148,426. The First Amendment increased the project budget to \$4,191,512. This proposed Third Amendment increases the project budget by \$2,549,701. The revised total project budget of \$6,741,213 will be funded entirely with District funds.

TABLE 1: PROJECT BUDGET - #2042, *Larkspur Ferry Service & Parking Expansion Environmental Clearance and Preliminary Design Study*

DESCRIPTION	CURRENT TOTAL PROJECT BUDGET AFTER FIRST AMENDMENT	PROPOSED ADJUSTMENT	PROPOSED TOTAL PROJECT BUDGET WITH THIRD AMENDMENT
District Staff Labor and Fringe	219,000		219,000
Prime Contract (Jacobs Engineering Group, Inc.)	3,462,284	2,317,910	5,780,194
Prime Contract Contingency	346,228	231,791	578,019
Indirect Costs	164,000		164,000
Grand Total	\$4,191,512	\$2,549,701	\$6,741,213