



West San Leandro Shuttle (LINKS) Business Improvement District 2025 Annual Report





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Background

In 2000, the City of San Leandro evaluated the feasibility of implementing a commuter shuttle service connecting west San Leandro employment sites with the San Leandro BART station. Based on the results of that study, the San Leandro Transportation Management Organization (SLTMO) and a Business Improvement District (BID) were formed to provide management and funding for the LINKS Shuttle program.

The SLTMO is a 501(C)4 non-profit corporation governed by a Board of Directors that includes representation from businesses included in the BID and the City of San Leandro. The SLTMO administers the LINKS Shuttle program.

Oversight of the BID is conducted by the West San Leandro Shuttle Business Improvement District Advisory Board (Advisory Board). The five-to-seven-member Advisory Board includes two City staff designees and three to five business representatives. The Advisory Board's duties include annual review of the LINKS performance for submission to the City Council. The Ordinance authorizing the BID also provides that the City Council may increase the annual BID assessment in an amount not to exceed the increase of the Consumer Price Index as part of its review of the annual report.

LINKS Shuttle Service

The LINKS Shuttle provides free transportation from the San Leandro BART station to the industrial area west of I-880 and Marina Blvd., a major employment center of the City and the region. LINKS operates Monday – Friday during peak commute hours (5:45 – 9:45 am and 3:00 – 7:00 pm).

LINKS provides critical “first and last mile” connection between transit and employers in West San Leandro, serving major employers including Amazon, Walmart and Costco, as well as small employers. There are over 600 businesses and almost 15,000 employees in the LINKS service area. LINKS also provides transportation to commercial nodes including Marina Square Shopping Center and community services such as Davis Street Family Resource Center which serves 10,000 low-income people each year.

Participation in the LINKS BID service area helps businesses comply with the BAAQMD Commuter Benefit requirements. In 2014, the Bay Area Air Quality Management District (BAAQMD) implemented the Commuter Benefits Program that requires all employers with 50 or more full-time employees to provide commuter benefits to their employees. To comply with the Program, employers must select one (or more) of four commuter benefit options and register with BAAQMD. Participation in the LINKS BID satisfies Option 3 (“Employer Provided Transit”) under the requirements, allowing businesses to save time and money.

Historically, LINKS provided 200,000 rides per year with an average of 770 rides per day. Like all public transportation services, the number of rides has dropped since the COVID-19 Pandemic. In response to the reduced ridership levels and reduction in grant funding, in July 2022 the LINKS shuttle program implemented a Dual Interlaced Loop service, reducing the number of buses from four to two. Since the implementation of this new service configuration, LINKS has provided an average 90,000 per year with an average 331 rides per day. This represents a 45% pre-pandemic recovery, a trend consistent with BART's recovery levels.



BID Renewal

In 2015, the Business Improvement District was re-authorized for 15-years. When the BID was renewed, the service area was expanded providing more frequent service, shorter round-trip rides and connections to businesses that previously could not access LINKS. BID fees are collected through the City's business license process.

2024-25 Activities

Over the past year, the SLTMO continued to provide reliable transportation for LINKS riders. The service maintained the Dual Interlaced Loop configuration implemented on July 1, 2022, in which two buses alternate between the North and South loops. This design allows passengers to travel directly between any two stops on either route without transferring between vehicles.

Before the COVID-19 pandemic, LINKS averaged approximately 770 daily riders. Like most public transit systems, ridership declined sharply during the pandemic, reaching a low of 200 rides per day in April 2020. In response to reduced ridership and a decrease in grant funding, the LINKS program restructured service in July 2022 to the Dual Interlaced Loop, reducing the fleet from four buses to two. By the end of FY 2024–25, LINKS averaged 331 daily rides, totaling 86,484 annually—representing a 45% recovery of pre-pandemic ridership levels. This recovery rate aligns closely with BART's overall ridership trends.

Throughout the year, SLTMO continued to leverage established communication platforms such as social media, Google Maps, and the Transit App to provide riders with real-time service alerts, route information, and updates.

In a continued effort to enhance the passenger experience, LINKS launched a new real-time vehicle tracking system powered by Trakk. For riders, this system delivers more accurate, real-time bus tracking and service alerts through a branded, mobile-friendly interface—no app download required. For operations staff, the platform improves vehicle location accuracy and enables digital ridership tracking, supporting more detailed performance analysis, on-time reporting, and data-driven service planning.

In March 2025, SLTMO issued a Request for Proposals (RFP) for continued shuttle operations beginning August 2025. After a competitive procurement process that drew multiple qualified submissions, MV Transportation, Inc. was selected to continue operating the LINKS shuttle program, ensuring ongoing service continuity and reliability for the community.

2025-26 Planned Activities

Following is a summary of planned activities for FY 2025-26:

Dual Interlaced Loop

Continue to monitor and modify the service as needed to meet rider needs.

Outreach

SLTMO Management will increase outreach to employers and employees to promote LINKS ridership now that riders are coming back to public transportation. Management will continue to develop the SLTMO's social media and digital presence to spread the word about LINKS.



Budget Stabilization

Grants

Aggressively seek local, state, and federal grant and other funding opportunities. The Board will continue to work with the City of San Leandro and Alameda County Transportation Commission to secure critical funding. Historically, the City of San Leandro has served as the financial administrator and sponsor for grants, which are typically awarded to transit agencies and cities.

Revenue Diversification

Continue to diversify revenue sources by maintaining current contract with Marina Square (advertising) and seek other revenue generating opportunities.

Operations Diversification

The SLTMO is actively exploring potential service enhancements and operational alternatives aimed at reducing costs and stabilizing the program's budget. These efforts focus on identifying strategies that maintain the LINKS shuttle's core purpose—providing essential first- and last-mile connections to BART and AC Transit—while improving efficiency and long-term financial sustainability.

Possible approaches under review include optimizing route design, adjusting service frequencies to better align with demand, and exploring new technologies or partnerships that could lower operating expenses without compromising service quality or accessibility.

LINKS Budget

Funding for LINKS comes from the BID, grants, the City of San Leandro and advertising revenue from Marina Square Shopping Center, in which they purchase advertising space on the LINKS buses.

2022 Alameda CTC CIP Grant- \$1,180,088

The SLTMO received a 2022 Alameda CTC CIP grant for the periods FY 2021-22 through FY 2025-26 in the amount of \$1,180,088. Although the full grant request was allocated, the matching requirement for this grant cycle went from 50% to 75% reducing the allowable request and significantly impacting the LINKS budget.

2024 Alameda CTC CIP Grant - \$331,000

In May 2023, the Alameda CTC approved the San Leandro Transportation Management Organization's application through the 2024 Comprehensive Investment Plan, programming \$331,000 for the San Leandro LINKS shuttle operations in FY 2027 and FY 2028.

2026 Alameda CTC CIP Grant- \$386,000

In May 2025, the Alameda CTC approved the San Leandro Transportation Management Organization's application through the 2026 Comprehensive Investment Plan, programming \$386,000 for the San Leandro LINKS shuttle operations in FY 2029 and FY 2030.

Business Improvement District Revenue

BID revenue over the last five years (20/21 – 24/25) has averaged roughly \$414,256 per fiscal year.



Business Improvement District Authorization

The BID is a levied benefit assessment on businesses within the BID Area, the proceeds of which shall be used for the public purpose benefit of the businesses in the BID, pursuant to the Parking and Business Improvement Area Law of 1989 Section 36500 et seq. of Division 18 of the California Streets and Highways Code. All of the assessments imposed by the BID Ordinance shall be reviewed by the City Council annually based upon the annual report prepared by the advisory board appointed pursuant to Sections 36530 and 36533 of the California Streets and Highways Code. Pursuant to Section 36533(c), the City Council may approve the report as filed by the advisory board or may modify any particular contained in the report and approve it as modified.

The ordinance defines the boundaries of the BID, the amount of the annual assessment, the approved use of the assessment funds, and the effective period of the assessment. The Ordinance requires that an Advisory Board annually review the performance of LINKS for submission to the City Council. In addition, the Ordinance provides that the City Council may increase the annual assessment in an amount not to exceed the increase of the Consumer Price Index (San Francisco, Oakland, San Jose), as part of its review of the annual report.

Annual BID Rate Recommendation – 2026 Business Improvement District Assessment

To ensure that LINKS funding keeps pace with operating costs, it is recommended that the 2026 BID rate be adjusted based on the applicable Consumer Price Index (CPI).

Per the approved Ordinance, the BID per employee rate may be increased annually by the increase in the Consumer Price Index (CPI). For 2026 the applicable CPI factor is 2.1 percent. This would result in the BID per employee rate increasing from \$29.65 to \$30.27. Businesses with three or fewer owner/employees, landlords, and non-profits will continue to be exempt from the BID assessment. The CPI adjustment will raise approximately \$16,811.

Exhibit A: Ridership Statistics

Years of Service: 24

Total # of Rides Provided: 3,560,394

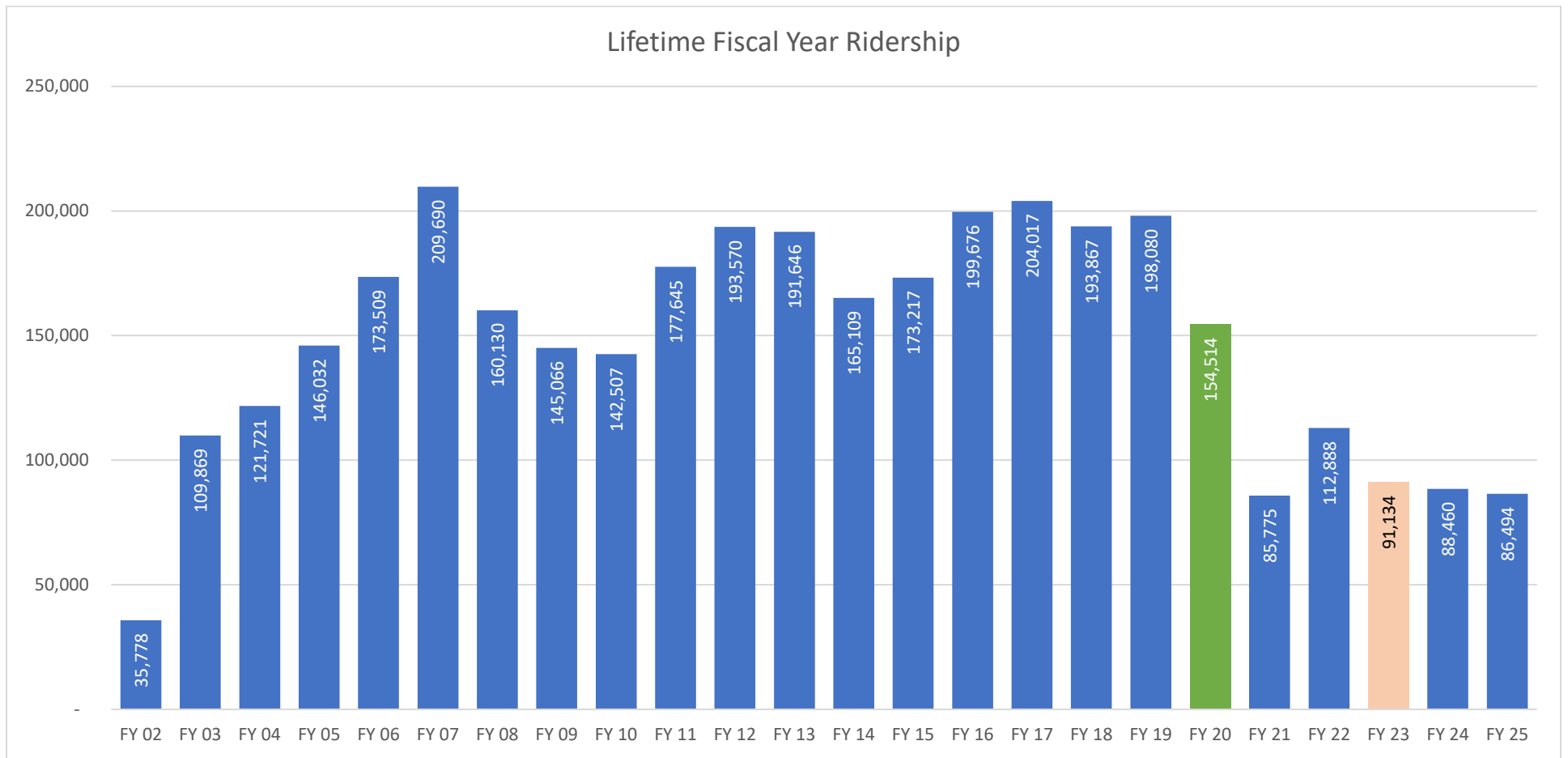
	Monthly Total Ridership				
	Pre-COVID Total FY 19	Total FY 24	Total FY 25	+/- from Previous Year	% Pre-COVID Baseline (FY 19)
July	15,733	7047	7924	12%	50%
August	17,585	8492	8157	-4%	46%
September	15,506	7479	7637	2%	49%
October	18,931	8584	8127	-5%	43%
November	15,963	6989	6280	-10%	39%
December	14,787	5540	6675	20%	45%
January	17,779	6712	7556	13%	42%
February	15,329	6446	6370	-1%	42%
March	16,188	7026	6777	-4%	42%
April	17,420	8229	7154	-13%	41%
May	17,327	8540	6852	-20%	40%
June	15,532	7376	6985	-5%	45%
FY Total	198,080	88,460	86,494	-2%	44%

	Daily Average Ridership				
	Pre-COVID Average FY 19	Average FY 24	Average FY 25	+/- from Previous Year	% Pre-COVID Baseline (FY 19)
July	749	336	345	3%	46%
August	765	369	371	0%	48%
September	775	356	364	2%	47%
October	823	390	353	-9%	43%
November	760	318	299	-6%	39%
December	739	264	303	15%	41%
January	773	292	329	13%	42%
February	766	307	319	4%	42%
March	771	335	323	-4%	42%
April	792	374	325	-13%	41%
May	753	371	311	-16%	41%
June	777	369	333	-10%	43%
FY Ave.	770	340	331	-3%	43%

Fiscal Year	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total	Avg/Mo	Avg/Day
FY 17	16,272	18,573	9,117	8,169	16,455	15,329	15,585	15,389	18,292	16,667	17,815	16,354	204,017	17,001	791
FY 18	16,582	18,746	17,134	18,642	16,732	14,136	15,381	14,519	15,491	15,046	15,777	15,681	193,867	16,156	757
FY 19	15,733	17,585	15,506	18,931	15,963	14,787	17,779	15,329	16,188	17,420	17,327	15,532	198,080	16,507	771
FY 20	16,811	17,344	16,817	19,463	14,465	14,501	15,593	14,633	9,918	4,506	4,888	5,575	154,514	12,876	647
FY 21	6,113	6,374	6,778	7,650	7,129	7,833	6,261	6,531	7,880	7,875	7,252	8,099	85,775	7,148	332
FY 22	7,983	8,537	8,682	8,626	8,651	8,425	8,282	9,131	10,454	10,634	11,838	11,645	112,888	9,407	439
FY 23	7,957	9,288	7,950	8,565	7,278	6,653	6,611	6,697	7,715	6,779	8,061	7,580	91,134	7,595	353
FY 24	7047	8492	7479	8584	6989	5540	6712	6446	7026	8229	8540	7376	88,460	7,372	340
FY 25	7924	8157	7637	8127	6280	6675	7556	6370	6777	7154	6852	6985	86,494	7,208	331

COVID Shelter in Place Order - March 16, 2020

Dual Interlaced Loop Service Started - July 1, 2022



COVID Shelter in Place Order - March 16, 2020

Dual Interlaced Loop Service Started - July 1, 2022

Exhibit B: LINKS Shuttle Map

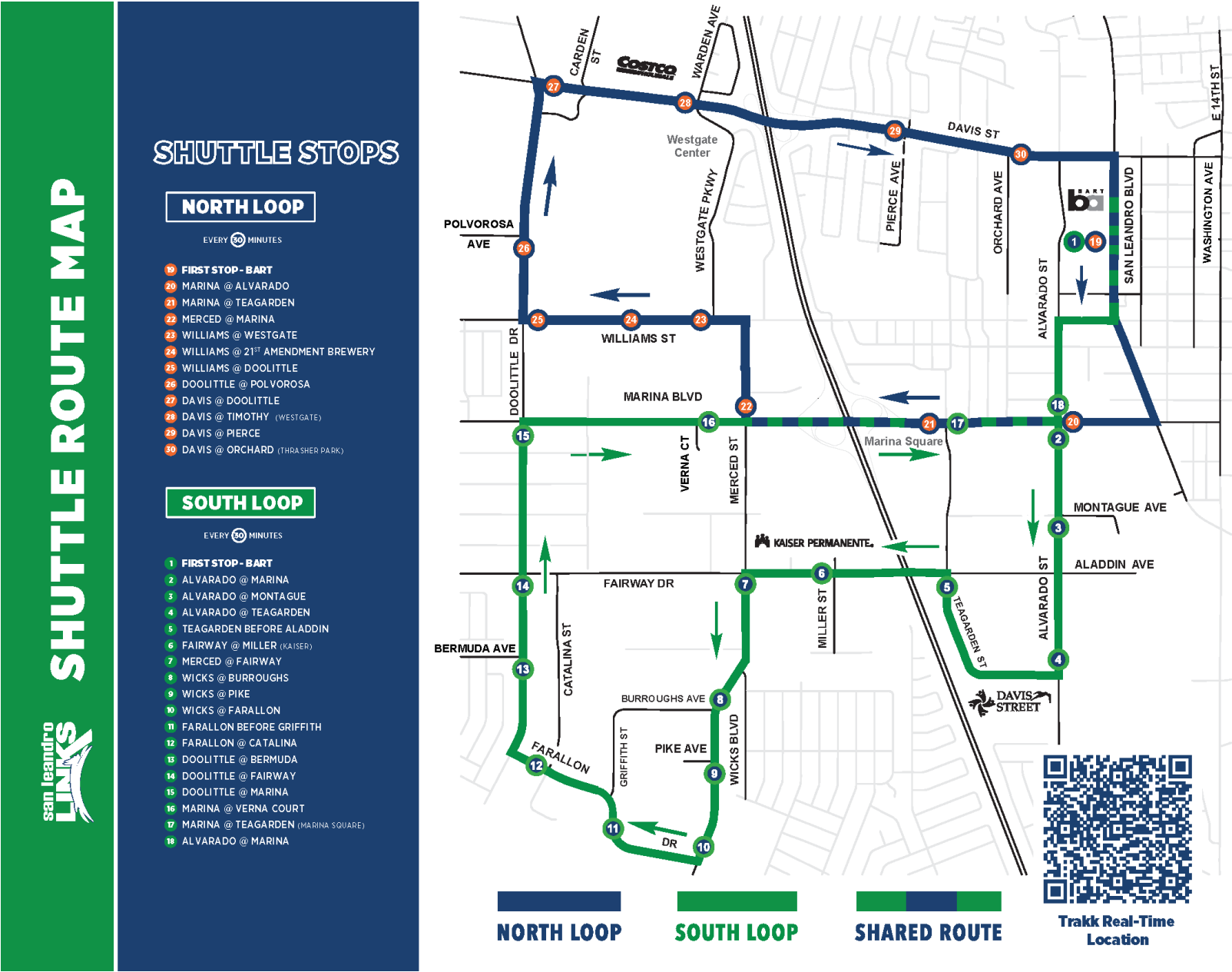


Exhibit C: Budget

	FY2020-21	FY2021-22	FY2022-23	FY2023-24	FY2024-25	FY2025-26	FY2026/27
REVENUE	Actual	Actual	Actual	Actual	Budget	Budget	Budget
BID Revenue	407,501	404,182	373,546	453,827	432,221	436,127	451,392
City Contribution	50,000	50,000	50,000	50,000	50,000	50,000	50,000
Grant Revenue	382,000	324,989	107,106	109,750	132,919	155,399	155,399
Other - Shuttle Services, Advertising	7,500	6,000	6,000	6,000	6,000	6,000	6,000
Misc./Interest	2,656	1,914	-	-	13,611	9,159	6,000
Kaiser Shuttle & TDM Mgmt	-	-	-	-	-	-	-
TOTAL REVENUE	849,657	787,085	536,652	619,577	634,750	656,685	668,791
EXPENDITURES	Actual	Actual	Actual	Actual	Budget	Budget	Budget
LINKS Shuttle Operations	711,128	741,527	453,533	478,593	528,049	617,996	617,996
NextBus	6,000	19,089	6,000	6,162	6,200	3,600	3,600
Management	59,760	59,860	74,331	76,602	79,020	79,412	81,997
Survey		29,505		4,500	-	-	-
Marketing, Advertising, Misc. Operations	7,192	680	2,160	-	5,000	3,000	3,000
Information Systems/Technology		270	630	731	700	720	720
Bank Charges, Non-Profit Fees, Misc. Admin	476	733	490	1,235	1,000	750	750
Insurance	2,260	2,412	2,346	2,366	2,500	2,500	2,625
Accounting/Tax Services	825	1,100	1,000	1,100	1,200	1,200	1,200
Legal	-	-	-	-	2,000	3,500	2,000
TOTAL EXPENDITURES	787,641	855,177	540,491	571,290	625,669	712,678	713,888
Beginning of Year Fund Balance	580,012	642,028	573,937	570,098	618,385	627,466	571,473
Balance	62,016	(68,092)	(3,839)	48,287	9,081	(55,993)	(45,097)
End of Year Fund Balance	642,028	573,937	570,098	618,385	627,466	571,473	526,376



West San Leandro LINKS Shuttle 2026 Business Improvement District (BID) Fee & Service Explanation

The LINKS shuttle serves businesses in West San Leandro by providing a free transportation link between places of employment and the Downtown San Leandro BART Station. With 24 years of service to the community, LINKS has provided over 3 million rides.

Funding for LINKS comes from grants, the City of San Leandro, business and property-owner partnerships, and the Business Improvement District (BID). The BID funds approximately 70% of the total LINKS budget.

Following are answers to some frequently asked questions about the BID. If you have questions about how to fill out your business license form, contact the Finance Department at Sanleandro@HdLgov.com or (510) 809-3133. If you have additional questions about the BID, please contact Lars Halle at lhalle@sanleandro.org or 510-577-3311.

- **Purpose:** All fees collected from the assessment will partially fund the operation of the LINKS shuttle service to and from the downtown San Leandro BART Station. The shuttle service is free to riders.
- **Type of Assessment:** The BID assessment is levied only on businesses in the affected service area, within ¼ mile of the shuttle route (see attached map.)
- **Who is Exempt:** Businesses with three or fewer owners and employees, rental property owners, home businesses, and nonprofit businesses are exempt from the fees.
- **How the Assessment Is Collected:** The annual assessment is levied and collected each year in January as part of the Business License Tax renewal process. The fee is levied on a calendar year basis (January 1 to December 31).
- **Amount of the BID Assessment:** \$30.27 per owner and number of employees per year, effective January 1, 2026. In future years, the annual assessment may be increased in an amount up to the increase, if any, of the Bay Area Consumer Price Index.
- **Find your bus with Trakk:** The LINKS Shuttle is now easier to use than ever! You can now use your mobile device to find your bus and see how soon it will arrive, find stops, get walking directions, save favorites and set alerts for your stop. Go to www.sanleandrolinks.com/trakk
- **Service Alerts:** Get up-to-date service alerts and notifications by following us on Twitter, twitter.com/sanleandrolinks
- **Businesses with 50+ employees will comply with 2014 Air Quality rules:** Participation in the LINKS Business Improvement District satisfies Option 3 ("Employer Provided Transit") under the Bay Area Air Quality Management District program which requires all employers with 50 or more full-time employees to provide commuter benefits to their employees.

Exhibit E: Summary of Annual Activities

FY 2015-16 – The SLTMO focused on getting the expanded service up and running smoothly and updating the LINKS branding with new signage, brochure and website. Bus benches and new signs were installed.

FY 2016-17 – The SLTMO focused on stabilizing LINKS funding by applying for grants and renewing service contracts with Kaiser Permanente and Marina Square Shopping Center. LINKS received a five year Measure BB grant which helped to stabilize funding for the next several years.

FY 2017-18 – The SLTMO focused on further enhancing the service through the installation of NextBus technology. Using a mobile app, NextBus allows riders to find real time arrival predictions for nearby stops instantly, find stops and vehicles on a map, get walking directions and set alerts for favorite stops and times. NextBus also provides useful administrative reports including on-time performance and passenger count information. Google translate and transportation resources were also added to the website further increasing accessibility to riders.

FY 2018-19 – The SLTMO continued its focus on improved performance and rider experience, replacing the LINKS fleet with four new buses. The exterior bus branding was updated, signage on the bus exterior was improved and information racks added to the bus interior. Each bus was fitted with a drive cam which can record the interior and exterior of the bus in the event of an incident.

FY 2019-20 - The SLTMO focused on continuing service reliability, securing grants and responding to the Covid-19 pandemic. The SLTMO implemented a variety of safety protocols allowing the shuttle to continue to operate on its normal schedule during the uncertainty of the pandemic.

FY 2020-21 – The SLTMO continued to focus on providing reliable transportation to LINKS riders during the Covid-19 pandemic. Although ridership dropped, LINKS ridership rebounded much more quickly than larger transportation providers. As part of the reconfiguration of the San Leandro BART Station, the LINKS shuttle stops were permanently moved to a convenient location on San Leandro Blvd with access to cross walk and benches.

FY 2021-22 - The SLTMO identified a projected budget shortfall beginning FY 2022-23 resulting from funding decreases and cost increases. As a result the SLTMO contracted with a transit consulting firm to review the LINKS service and develop service options that would maximize service levels while reducing service costs.

FY 2022-23 – In response to the transit consulting firm’s recommendations, on July 1, 2022, the LINKS shuttle program implemented a Dual Interlaced Loop service, reducing the number of buses from four to two. The Dual Loop configuration maintained the existing North and South loops with the central stop at the San Leandro BART Station, where both routes meet.

FY 2023-24 – The STMO continued to focus on rebuilding ridership by implementing new digital marketing strategies to spread information about the program and grow ridership, as well as provide service alerts. These strategies included the establishment of Social Media channels and publishing the route and schedule information on mapping services such as Google Maps and the Transit App.