



Agenda Item No. (5)(A)

To: Board of Directors
Special Meeting of September 3, 2025

From: Denis J. Mulligan, General Manager

Subject: **APPROVE A RESOLUTION REQUESTING THE METROPOLITAN
TRANSPORTATION COMMISSION AMEND THE FEDERAL
TRANSPORTATION IMPROVEMENT PROGRAM RELATIVE TO THE
GOLDEN GATE SUSPENSION BRIDGE SEISMIC RETROFIT PROJECT**

Recommendation

It is recommended that the Board of Directors approve a resolution requesting the Metropolitan Transportation Commission (MTC) amend the Federal Transportation Improvement Program (FTIP) with respect to the project to seismically retrofit the Golden Gate Suspension Bridge, as follows:

- 1) Change the name of the entry from “*Golden Gate Bridge Seismic Retrofit, Ph 3B*” to “*Golden Gate Suspension Bridge Seismic Retrofit*”; and
- 2) Add \$993,595,688 in local funds to the entry in fiscal year 2031.

Summary

All federally-funded projects must be included in the FTIP in order to obligate and draw down the funds. The *Golden Gate Bridge Seismic Retrofit, Ph 3B* is currently included in the FTIP. The current cost estimate for constructing the entire Golden Gate Suspension Bridge Seismic Retrofit (Project) is \$1.848 billion, which exceeds the current FTIP amount. In order to obligate and utilize the \$395.7 million in Federal Bridge Investment Program (BIP) funds awarded to the Project, the Golden Gate Bridge, Highway and Transportation District (District) must commit to fully funding the entire construction, which must be reflected in the FTIP by adding \$993,595,688 to the FTIP entry.

The District is committed to completing the seismic retrofit of the entire Golden Gate Suspension Bridge (Bridge) as soon as possible, but does not currently have the funding to complete the Project in one construction contract. The District has therefore determined that the seismic retrofit of the Bridge will be completed via two separate construction contracts and plans to award construction contract 1 in December 2025, with an anticipated Notice to Proceed in January 2026. Upon completion of construction contract 1, estimated to occur in mid-2031, the District will award construction contract 2.

The District is committed to fund construction contract 2 from agency capital reserves and Golden Gate Bridge toll revenues. The District will also continue to pursue other funding sources to assist with funding construction contract 2.

This commitment to fund the entire project needs to be reflected in the FTIP in order for the Federal Highway Administration (FHWA) to obligate the \$395.7 million in available BIP grant funding for the first construction contract. The deadline for the obligation of these funds is September 30, 2025. Therefore, the District must request that MTC amend the FTIP to add \$993,595,688, in local funds, to the project entry. The District also requests that the project name be changed from *Golden Gate Bridge Seismic Retrofit, Ph 3B* to *Golden Gate Suspension Bridge Seismic Retrofit*.

Background

On July 27, 2018, the Board of Directors, by Resolution No. 2018-049, approved the use of the Construction Manager/General Contractor (CMGC) procurement method, authorized by and in conformance with Section 6970 et seq. of the Public Contract Code, for procuring construction of the Project. In April 2019, the Board of Directors, by Resolution No. 2019-023, authorized the establishment of Project #1923, *Golden Gate Suspension Bridge Seismic Retrofit Preconstruction*, which allowed the District to fund the final design of the Project utilizing the CMGC procurement method.

Project #2520, *Golden Gate Suspension Bridge Seismic Retrofit Construction Project*, is included in the FY 25/26 Bridge Division Capital Budget in the amount of \$870 million, for the construction of the Project. The Project includes the replacement, retrofit, strengthening, and installation of critical structural elements on the Bridge to increase its resiliency against earthquakes and to ensure the structural stability and safety of the Bridge during major earthquake events. The Project entails work on the following elements:

- Installation of 38 solid state Energy Dissipation Devices (EDD)
- Replacement of the top lateral bracing
- Retrofit of the bottom lateral bracing
- Strengthening of the stiffening trusses
- Main Towers' strut retrofit
- Main Towers' façade retrofit
- Main Towers' leg base retrofit
- Removal of the existing floor beam central struts and installation of the new longitudinal struts
- Floor beam strengthening
- Replacement of the existing six thermal expansion finger joints with new seismic isolation deck joints
- Roadway deck support pedestal retrofit
- Painting of the South Main Tower above the roadway
- Cleaning and painting of structural steel, including lead paint abatement
- Installation of a system of temporary platforms for construction access

- Utility modifications required to accommodate the structural retrofit
- Bridge lane closures and traffic control on local roads leading to the Bridge to accommodate both the public and the construction traffic
- Establishment of nearby staging areas for storage of materials and equipment

In January 2023, the District was awarded \$400 million in Federal BIP grant funds for the construction of the Project. The Golden Gate Bridge was one of only four projects nationwide selected to receive a Large Bridge BIP grant in the first year of this new program that is part of the Bipartisan Infrastructure Law.

FHWA is responsible for administering the BIP grant funds. FHWA and the California Department of Transportation (Caltrans) have an Administering Agency-State Agreement for Federal-Aid Projects in place in which Caltrans is recognized as an eligible recipient for these funds and is authorized to sign and execute agreements with subrecipients. The District is considered a subrecipient and must sign and execute the BIP grant funds Designated Subrecipient Agreement (DSA).

The DSA includes all the terms and conditions that are included in the agreement between FHWA and Caltrans, defines the specific project responsibilities between the District and Caltrans, and includes the specific project responsibilities that are necessary for the development and timely delivery of the Project.

On September 27, 2024, the Board of Directors, by Resolution No. 2024-059, approved a funding plan for Project #2520, *Golden Gate Suspension Bridge Seismic Retrofit Construction Project*, in the amount of \$869.6 million, funded with \$400 million of BIP grant funds, \$200 million in Caltrans Local Highway Bridge Program (HBP) Funds, and \$269.6 million in District Reserves. The Board of Directors also authorized the General Manager or his designee to sign the BIP DSA with Caltrans required to access the BIP grant funds for the Project, and any future agreement amendments, and, authorized the General Manager or his designee to sign the Caltrans HBP High-Cost Agreement with Caltrans required to access the HBP funds for the Project, and any future agreement amendments. In January 2025, a Grant Agreement under the Fiscal Year 2022 BIP was executed between the United States Department of Transportation (USDOT), Caltrans (Recipient), and the District (First-Tier Subrecipient) for the Project.

At the time of the BIP application in 2022, the Project's design was at 85% completion and the construction budget was estimated at \$870 million. Subsequent to the application, the District progressed with the final design utilizing the CMGC procurement method as authorized above. The CMGC process includes two phases, a preconstruction phase and a construction phase.

The District, in collaboration with the CMGC and its project team, commenced the Preconstruction Phase in March 2024 and by March 2025, the design had progressed to the 95% completion level. The CMGC and Independent Cost Estimator (ICE) prepared independent Opinion of Probable Construction Costs (OPCC) for the 95%-completion design scope of work and both estimates indicated that the total Project construction cost, including risk, will greatly exceed the current construction budget.

In March 2025, the District and Caltrans took part in a Cost and Schedule Risk Assessment (CSRA) workshop led by FHWA. The CSRA was based upon the OPCC developed by the ICE and the risks identified by the Project team. The assessment determined that the current 95%-complete design had a 70% probability of resulting in a Project cost (consisting of construction cost, construction engineering and Project risk) of approximately \$1.848 billion, which is consistent with the ICE OPCC amount. The \$1.848 billion greatly exceeds the \$870 million the District originally estimated and budgeted for the Project. The District reviewed the original cost estimate and the cost estimate developed during OPCC 1 and determined that the following factors contributed to the increased Project cost estimate:

- An extended project duration from 5 years to over 7 years;
- Higher-than-anticipated increases in material and labor costs due to inflation since the 2022 cost estimate;
- Higher than anticipated lead paint abatement costs associated with new health and safety regulations;
- Limited availability of labor to complete all the work within the project duration;
- High costs for transporting labor to and from the work area due to limited on site staging areas; and,
- Complex design details and complex work sequencing required to perform the work.

The District determined that it did not have sufficient funding available to award one construction contract for the entire Project and discussed with Caltrans and FHWA phasing the Project into two separate phases each with a separate contract. Construction contract 1 will retrofit the south and north main towers, the south side span, the north side span, and the painting of the south tower above the roadway. Construction contract 2 will retrofit the main suspension span and will be awarded when funds are available. The District received initial positive response from both Caltrans and FHWA regarding the phased approach, and proceeded to modify the final design accordingly for construction contract 1.

The BIP Recipient Agreement and DSA were initially executed on January 15, 2025. At that time, Caltrans and the District obligated \$4.3 million in BIP funds for CMGC Preconstruction. In order to obligate the remaining \$395.7 million for construction, the BIP Recipient Agreement must be amended to reflect the full anticipated construction cost as determined by the CSRA. Additionally, numerous BIP program changes were introduced by the Office of the Secretary of Transportation in April 2025. The existing BIP Recipient Agreement and DSA must be amended to reflect these updated terms.

On August 22, 2025, FHWA notified Caltrans and the District that the \$395.7 million in BIP grant funds could not be obligated solely to phase 1 of the Project. Instead, the grant must be obligated to the entire Project because the original application and award was based on completing the full Project. This means the District must commit to funding and constructing the entire Project (estimated at \$1.848 billion), less the \$395.7 million BIP grant and \$200 million HBP grant, in order for FHWA to obligate the remaining BIP funds.

In order to complete the Project as soon as possible, and to utilize the \$395.7 million in available BIP grant funding for the work, which must be obligated by September 30, 2025, the District will

complete the Project via two separate construction contracts. All funding has been secured for construction contract 1. Construction contract 2 will be funded with the District's capital reserves and Bridge toll revenues, in addition to any other funding sources the District is able to secure.

Since the first construction contract plans, specifications and estimate (PS&E) is now complete, with all environmental clearances and permits approved, the District plans to recommend award of the first construction contract in October 2025, receive Caltrans and FHWA concurrence, and then award the first construction contract by December 2025 and issue a Notice to Proceed to the CMGC in January 2026. This first construction contract is estimated to complete in mid-2031, at which time the second construction contract will be awarded and a second Notice to Proceed will be issued.

While construction is underway on construction contract 1, the District will be accumulating funds from tolling and pursuing other available methods and sources to provide the funding necessary to award the second construction contract. The second construction contract will commence upon completion of the first construction contract, estimated to be in mid-2031, and will complete in 2036, with final Project completion and closeout estimated to occur in 2037.

The proposed funding for the Project is shown in Table 1.

Table 1 – Project Construction Cost Comparison

	Original Budget*	Revised Proposal*
Contract 1		
BIP Grant Amount:	\$395,729,984	\$395,729,984
Hwy Bridge Program:	\$200,000,000	\$200,000,000
Non-Federal Funds:	\$273,916,034	\$259,413,581
<i>Total Contract 1:</i>	<i>\$869,646,018</i>	<i>\$855,143,565</i>
Contract 2		
District Local Funds:	-	\$993,595,688
Project Total:	\$869,646,018	\$1,848,739,253

*costs include Construction, Construction Engineering, and Risk

Awarding two separate construction contracts as noted above will allow the available BIP grant funds to be utilized as intended and the Bridge to be fully seismically retrofitted as soon as possible.

To obligate the remaining \$395.7 million in BIP funds necessary to proceed with construction, the Board of Directors must adopt a resolution requesting that MTC update the FTIP to include funding for the full estimated \$1.848 billion cost of the Project.

MTC has agreed to expedite the FTIP update to assure that the District is able to obligate BIP funds prior to the September 30, 2025 deadline.

Fiscal Impact

Project #2520, *Golden Gate Suspension Bridge Seismic Retrofit Construction*, was approved in the FY 25/26 Bridge Division Capital Budget in the amount of \$869.6 million, to be funded with \$400 million in federal BIP funds, \$200 million in Caltrans-programmed federal HBP funds, and \$269.6 million in District reserves. This action does not affect the FY 25/26 Bridge Division Capital Budget. The Project is included in the current 10-year Capital Plan, and the next revision of the 10-year Capital Plan will reflect the updated cost estimate and funding ratio.

The District is committed to completing the seismic retrofit of the entire Golden Gate Suspension Bridge as soon as possible. As such, the District is committed to fund construction contract 2, in the amount estimated at \$993,595,688, from agency capital reserves and Golden Gate Bridge toll revenues. The District will also continue to pursue other funding sources to assist with funding construction contract 2. At the October Board meeting, staff plans to recommend the Board award construction contract 1 and any associated revisions to the funding plan.

Attachment: Draft Resolution No. 2025-061

ATTACHMENT

GOLDEN GATE BRIDGE HIGHWAY AND TRANSPORTATION DISTRICT

RESOLUTION NO. 2025-061

**REQUEST THE METROPOLITAN TRANSPORTATION COMMISSION TO AMEND
THE FEDERAL TRANSPORTATION IMPROVEMENT PROGRAM RELATIVE TO
THE *GOLDEN GATE SUSPENSION BRIDGE SEISMIC RETROFIT PROJECT***

September 3, 2025

WHEREAS, the Golden Gate Bridge, Highway and Transportation District's (District) Project #2520, *Golden Gate Suspension Bridge Seismic Retrofit Construction Project* (Project), is included in the FY 24/25 Bridge Division Capital Budget in the amount of \$870 million and includes the replacement, retrofit, and installation of critical structural elements on the Golden Gate Suspension Bridge (Bridge) to increase its resiliency against earthquakes;

WHEREAS, in pursuit of funding to help pay for this vital project, the District was awarded \$400 million for the Project in January 2023 as one of only four projects nationwide selected to receive a Federal Bridge Investment Program (BIP) Grant;

WHEREAS, the Federal Highway Administration (FHWA), responsible for administering the BIP Grant funds, and the California Department of Transportation (Caltrans) have an Administering Agency-State Agreement for Federal-Aid Projects in place in which Caltrans is recognized as an eligible recipient for these funds and is authorized to sign and execute agreements with subrecipients;

WHEREAS, the District also secured \$200 million in Caltrans Local Highway Bridge Program (HBP) funding for the Project;

WHEREAS, on September 27, 2024, the Board of Directors (Board), by Resolution No. 2024-059, approved a funding plan for the Project and authorized the General Manager or his designee to sign the BIP Grant Funds Designated Subrecipient Agreement with Caltrans and the Caltrans HBP Funds High-Cost Agreement with Caltrans for the Project, and any future agreement amendments;

WHEREAS, at the time of the BIP grant application in 2022, the Project's design was at 85% completion and the construction budget was estimated at \$870 million;

WHEREAS, subsequent to the BIP application, the Project's design progressed to 95% completion and the District's Construction Manager/General Contractor and Independent Cost Estimator (ICE) prepared independent Opinion of Probable Construction Costs (OPCC) for the 95%-completion design scope of work and both estimates indicated that the total Project construction cost, including risk, will greatly exceed the current construction budget;

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WHEREAS, in March 2025, the Cost and Schedule Risk Assessment (CSRA) workshop assessment for the Project determined that the current 95%-complete design had a 70% probability of resulting in a Project cost (consisting of construction cost, construction engineering and Project risk) of approximately \$1.848 billion, which is consistent with the ICE OPCC amount and greatly exceeds the \$870 million the District originally estimated and budgeted for the Project;

WHEREAS, the District determined that it did not have sufficient funding available to award one construction contract for the entire Project and discussed with Caltrans and FHWA phasing the Project into two separate phases each with a separate contract;

WHEREAS, the District received initial positive responses from both Caltrans and FHWA regarding the phased approach and proceeded to modify the final design accordingly for construction contract 1, and to work with Caltrans and FHWA to amend the BIP Recipient Agreement and BIP Designated Subrecipient Agreement, both initially executed on January 15, 2025, to obligate the remaining \$395.7 million in BIP grant funds for construction;

WHEREAS, on August 22, 2025, FHWA notified Caltrans and the District that the \$395.7 million in BIP grant funds could not be obligated solely to phase 1 of the Project, and the funds must instead be obligated to the entire Project because the original application and award was based on completing the full Project, meaning that the District must commit to funding and constructing the entire Project (estimated at \$1.848 billion), less the \$395.7 million BIP grant and \$200 million HBP grant, in order for FHWA to obligate the remaining BIP funds;

WHEREAS, in order to complete the Project as soon as possible, and to utilize the \$395.7 million in BIP grant funds, which must be obligated by September 30, 2025, the District will complete the Project via two separate construction contracts;

WHEREAS, all the funding for construction contract 1, which will retrofit the south and north main towers, the south side span, the north side span, and the painting of the south tower above the roadway, has been secured and the District plans to award construction contract 1 by December 2025;

WHEREAS, the funding for construction contract 2, which will retrofit the main suspension span, will consist of the District's capital reserves, Golden Gate Bridge toll revenues, and any other funding sources the District is able to secure, and the District plans to award construction contract 2 after construction contract 1 is completed, estimated to occur in mid-2031;

WHEREAS, to obligate the remaining \$395.7 million in BIP funds necessary to proceed with construction contract 1, the Board must adopt a resolution requesting that the Metropolitan Transportation Commission (MTC) amend the Federal Transportation Improvement Program (FTIP) to reflect the current cost of the entire Project;

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WHEREAS, staff recommends the Board approve this resolution requesting MTC to amend the FTIP relative to the Project as follows: (1) Change the name of the entry from “*Golden Gate Bridge Seismic Retrofit, Ph 3B*” to “*Golden Gate Suspension Bridge Seismic Retrofit*”; and (2) Add \$993,595,688 in local funds to the entry in fiscal year 2031; now, therefore be it

RESOLVED that the Board of Directors of the Golden Gate Bridge, Highway and Transportation District hereby requests the Metropolitan Transportation Commission to amend the Federal Transportation Improvement Program with respect to the project to seismically retrofit the Golden Gate Suspension Bridge as follows: (1) Change the name of the entry from “*Golden Gate Bridge Seismic Retrofit, Ph. 3B*” to “*Golden Gate Suspension Bridge Seismic Retrofit*”; and (2) Add \$993,595,688 in local funds to the entry in fiscal year 2031.

ADOPTED this 3rd day of September 2025, by the following vote of the Board of Directors:

AYES ():

NOES ():

ABSENT ():

Bert C. Hill

First Vice President, Board of Directors

ATTEST:

Amorette M. Ko-Wong
Secretary of the District

Reference:

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