

Agenda Item No. (7)

To: Finance-Auditing Committee/Committee of the Whole

Meeting of October 23, 2025

From: Grant Martinez, Director of Budget and Financial Analysis

Jennifer H. Mennucci, Auditor-Controller Denis J. Mulligan, General Manager

Subject: STATUS REPORT ON THE 2024 STRATEGIC PLAN

Recommendation

This is an informational report and requires no action.

Introduction

This report is the second annual review to the Board of Directors (Board) of the status of the current 37 initiatives in the 2024 Strategic Plan (Plan). The Board approved the Plan in May of 2024, which was subsequently amended in June 2025. Strategic Plan activities are also included in the General Manager's monthly report to the Board.

The Strategic Plan is designed to focus on achieving the Board's goals and as such, also serves as a work plan for staff. This annual review allows for discussion on prioritization, revisions, and/or additions of initiatives as well as focusing on initiatives that will address the current District's five and ten-year projected shortfall.

Background

The Plan is the product of the Board's Strategic Planning Advisory Committee assigned in January 2023 to undertake an extensive internal and public outreach process, seek input, and then craft the results into a Strategic Plan.

The objective of the Strategic Planning process was to allow the involvement of all stakeholders in the Golden Gate Bridge, Highway and Transportation District's (District) business sphere: bridge operations and maintenance; and, the provision of bus and ferry service between the North Bay and San Francisco. To achieve that goal, District leadership undertook or directed staff to undertake a series of outreach efforts described below:

1. In January of 2023, the Board President created the Strategic Planning Advisory Committee comprised of the chairs of the standing board committees to lead the strategic planning effort.

- 2. To ensure that the expertise of the entire board was tapped, the Board created four advisory subcommittees of the Board to provide input focused on the areas of bridge and transit service, sustainability, the labor force, and fiscal responsibility.
- 3. The Board requested and received input from the District's four established public advisory committees: Bus Passengers, Ferry Passengers, Accessibility and Bicycles and Pedestrians.
- 4. The District conducted extensive direct outreach to its customers and to the general public through various methods, including public comment at public meetings, to request input for the strategic plan.
- 5. The District also requested input from agencies in the Bay Area.
- 6. The District conducted a learning session with North Bay transit operators and public funding agencies.
- 7. The District solicited input from its employees, and also reviewed the results of suggested initiatives produced by the extensive 2021/2022 internal strategic planning process that involved staff from throughout the District.

The extensive outreach process produced over 400 comments, statements, ideas and requests on topics related to the District's businesses, how they operate, or how they might improve. The Committee met regularly, considered this vast amount of input, and crafted 39 separate initiatives to recommend to the full Board for approval.

In March of 2024, the Strategic Plan Advisory Committee provided a draft of the 2024 Strategic Plan to the Board for consideration, discussion, and comment. At that meeting, the Board asked the public, Board members, and partner agencies to provide comments on the draft of the 2024 Strategic Plan.

The Committee reviewed all comments submitted to the District during the comment period and incorporated changes into the final Strategic Plan. The 2024 Strategic Plan was approved at the May 2024 Board meeting and required that it be reported on annually.

The Plan was revised at the June 2025 Board meeting which resulted in the removal of 2 initiatives leaving 37 initiatives.

Impact of the Plan

The goal of the Plan is to implement initiatives that will shape the future of the District. The Plan has 37 initiatives and targets a diverse set of objectives as evidenced by the wide-ranging initiatives it contains. This Strategic Plan is broader than the District's previous three strategic financial plans that focused more specifically on long-term deficit reduction. The initiatives within this new Strategic Plan are designed to enable the District to:

- Carry out its mission in the post-pandemic environment to operate, maintain, and strengthen the Golden Gate Bridge to ensure the efficient flow of traffic during commute periods by providing public transit alternatives;
- Meet the needs with a reduced level of resources due to that reduction in customer demand brought on by the pandemic;
- Achieve the climate sustainability goals of the District, Region, and State;
- Attract, train and maintain a high-quality workforce to ensure that the District can meet its customer-driven mission;
- Participate meaningfully in the region's transportation goals; and,
- Make a significant positive contribution to the quality of life of the people in the District's service area.

The Strategic Plan is designed to focus on achieving the Board's goals and as such, also serves as a work plan for staff. The Strategic Plan identifies general priorities to guide implementation work on each initiative, recognizing that staff resources are limited and not everything can happen at the same time. The workload impact of the Strategic Plan will be addressed each year in the District's budget. Initiatives will begin at the Board's direction, but the Staff's entire workload will be taken into consideration in the timing of when the initiatives in the Strategic Plan are undertaken. The Strategic Plan will seek to keep existing projects that are underway moving forward on schedule to the degree possible.

Annual Review

The approved Strategic Plan is reviewed annually and can be updated annually as part of the Board's regular financial planning cycle, which currently includes the yearly budget and long-term financial projection. The Strategic Plan is a living document subject to change year-to-year as initiatives are completed, restructured, deferred, or withdrawn, or as new ideas, concepts and initiatives are added.

Attachment B contains the 37 initiatives of the current Plan. Staff has added a "Status" entry for each of the initiatives to provide basic information on what work is being done.

Future annual status reports on the 2024 Strategic Plan will reflect what initiatives are completed, deferred to a future Strategic Plan, added, or withdrawn.

Consideration of New Initiatives or Revisions to the Plan

The Board has an option to add, delete or modify any initiative in the Plan. If the Board chooses to add an initiative, it does not commit the Board to implementation. Prior to implementation of any specific initiative, further staff analysis will be done and as required by Board policy, each element of the Plan will be brought through the Board's committee structure and then to the Board for approval prior to implementation.

Staff will work with the Board to review current initiatives with discussion on possible prioritization or revisions geared toward addressing the District's five and ten-year projected financial shortfalls. We will work with the Board on evaluating new initiatives as well as

modifications to existing initiatives during this fiscal year to ensure that initiatives that are included in the Plan fit the current challenges facing the District.

Fiscal Impact

There is no fiscal impact associated with this status report. Fiscal impacts will occur when specific initiatives are approved for implementation and will be noted in future Board reports that accompany those actions.

Attachments: A. Plan Structure and Ordering Criteria

B: Strategic Plan Status Report

Attachment A Plan Structure and Ordering Criteria

The Strategic Plan is made up of 37 initiatives divided into 5 descriptive groupings;

- 1. Customer Service Improvements
- 2. Improve Transit Service Through Regional Coordination
- 3. Sustainability and Climate Responsibility
- 4. Address the District's Financial Shortfall
- 5. Operational Excellence

Within each grouping, the initiatives are ordered by three levels of criteria using the categorization key included in Attachment B and the Strategic Plan.

- Timing is the first criterion. Each initiative is grouped by whether the District can work to complete the initiative at the time of its choosing, whether the work is contingent on the cooperation of another organization or agency, or whether the initiative requires significant preparation or other events to occur for it to be undertaken.
- Duration is the second criterion. Each of the three Timing groups is further ordered by whether the initiative is underway, will take less than a year to complete, or will take more than a year to complete.
- Fiscal Impact is the third criterion. Each of the three Duration groupings is further ordered by the level of the initiative's estimated net fiscal impact on the District's long-term finances. The initiatives are ordered in six classifications of net fiscal impact: high, medium and low both positive and negative. For example, High Positive is estimated to increase revenues or decrease costs by over \$1 million a year, while High Negative is estimated to increase costs or decrease revenues by over \$1 million a year. Medium affects costs and/or revenues between \$100,000 and \$1 million a year. Low affects costs and/or revenues less than \$100,000 a year.

Categorization Criteria for the Strategic Plan

Timing	Duration	Fiscal Impact	Categorization Criteria
A			Anytime: project can be undertaken at anytime
C			Contingent: on actions of others outside of the District
F			Future: requires significant preparation or time to pass
	团		Underway: initiative is underway already
			Short: less than one year to implement
	玉玉玉		Long: more than one year to implement
		+\$\$\$	High: Estimated to decrease costs or increase revenues by a net of more than \$1 million a year.
		+\$\$	Medium: Estimated to decrease costs or increase revenues by a net of between \$100,000 and \$1 million a year.
		+\$	Low: Estimated to decrease costs or increase revenues by a net of less than \$100,000 a year.
		-\$	Low Negative Impact: Estimated to increase costs or decrease revenues by a net of less than \$100,000 a year.
		-\$\$	Medium Negative Impact: Estimated to increase costs or decrease revenues by a net of between \$100,000 and \$1 million a year.
		-\$\$\$	High Negative Impact: Estimated to increase costs or decrease revenues by a net of more than \$1 million a year.

Attachment B - Strategic Plan Status Report (Oct 2025)

	Initiative	Timing	Duration	Fiscal Impact	FY25-26 Status
			ce Improvements		
1	Enhance accessibility when planning bus stops, routes and facilities including accessible paths of travel.	A	Z Z	-\$	Ongoing - The District has collaborated with partner agencies and the community to enhance accessibility in the designs for the San Rafael Transit Center relocation project. These enhancements include safer crossings and walkways and a bike path connecting existing bike facilities to the north and south of the Transit Center. Staff will collaborate with partner agencies to enhance accessibility at other locations as opportunities arise.
2	Study and implement ways to work to reduce District jurisdiction injury crashes yearly, with a goal of reaching zero serious injuries or fatalities.	A	XX	-\$	Ongoing - The Bus Division safety committee has expanded its scope by developing a Near Miss Program. This initiative creates a structured channel for frontline staff to report incidents that almost resulted in accidents but no injury or accident occurred. These submissions provide critical insight into emerging hazards, areas for improvement in training, and operational hotspots. Identifying these trends allows the District to take proactive corrective actions before actual incidents occur.
3	Match Bus and Ferry service levels to changing customer demand post-pandemic to maximize passengers per trip. Tailor service to the varied and unmet customer demand during the workweek and seasonally.	A	X X X	+\$\$\$	Ongoing - The District is a key participant in the MASCOTS collaboration with regional partners to redesign North Bay transit service with the customer experience in mind and as if it were operated by one agency. Golden Gate Transit made schedule adjustments aligned with BART to enhance connectivity and reduce service duplication and added three commute trips in August to better align with customer demand. After adding additional weekday Larkspur ferry trips in an attempt to grow ridership, Golden Gate Ferry dropped four of the lowest perfoming trips in January.
4	Improve bicycle access on transit. Examples include new, secure long-term parking for bikes of different sizes, types, and dimensions, more dry storage on board ferries, and secure bike racks with additional capacity on buses.	A	XXX	-\$	Ongoing - The District extended the contract with the Bicycle Coalition for training new Bus Operators with a focus on supporting safe bike access on District buses. The "Bringing your bike" web page was redesigned to be more user friendly, and staff reshot the "How to load your bike" instructional video featured on the website.

	Initiative	Timing	Duration	Fiscal Impact	FY25-26 Status
	Impi	rove Transit Service T			ough Regional Coordination
6	Work with partner agencies to integrate the San Rafael Transit Center into the community by providing seamless transit connections with the goal of substantially increasing transit ridership in the county.	С	X	-\$	Ongoing - The District has worked with the City of San Rafael, Marin Transit, SMART, TAM, and the community towards completing the preliminary design of the San Rafael Transit Center Replacement project. This work includes features that enhance safety and security, improve pedestrian and bicycle access, and complement the surrounding downtown district aesthetically and functionally.
7	Work with partner agencies to develop and implement an Active Transportation Program that includes supporting where possible, their First & Last Mile solutions to increase access to District transit.	С	X	-\$	Ongoing - The District partnered with TAM and SCTA to support the launch of Redwood Bikeshare at Larkspur Ferry Terminal in late 2024. The District supports TAM's current mobility hub planning effort, which will designate walking and biking improvements at various locations served by Golden Gate Transit and Ferry.
8	Work with partner agencies to develop a comprehensive, forward looking service plan for the Highway 101 Corridor and evaluate where there is duplicative North Bay service between SMART, GGT, Marin Transit and Sonoma service providers.	С	XXX	+\$\$\$	Ongoing - The District partnered with transit agencies in Marin and Sonoma Counties for the MASCOTS Plan, which will redesign North Bay transit service with the customer experience in mind and as if it were operated by one agency. MASCOTS Plan recommendations went through a public process in the summer of 2025, and service changes are tentatively scheduled to start in the spring of 2026.
9	Support the Regional Network Management goals, such as those embodied in the MASCOTS program.	С		+\$\$	Ongoing - The District continues working with the regional partners on the MASCOTS program, with the three year pilot projected to start in Spring 2026.
10	Work with State and regional partners to increase bus speeds, including increasing the effectiveness of the HOV lanes and reducing operating costs on the Highway 101 corridor. Examples include extended carpool hours, converting HOV to 3+ passengers, and/or removing zero-emission vehicles from HOV.	С		+\$\$	Ongoing - The District is working with MTC, Caltrans, TAM, SCTCA, and others on transit priority programs and HOV lane policy adjustments to support improved bus speeds across the region. HOV hours were expanded on 101 in Marin and Sonoma Counties at the beginning of September 2025. Also, the CAV decal program expired on September 30, 2025 which is expected to reduce crowding and speed up bus trips in the HOV lane on US-101. Staff is also working with Caltrans and TAM to make sure that projects that upgrade or modify freeway interchanges do not slow down bus travel on Highway 101 in Marin County.
11	Work with regional partners to improve bus travel times on the westbound approach to the Richmond Bridge during commute hours.	С		+\$\$	Ongoing - The District is working with MTC, Caltrans, and others on the Richmond-San Rafael Forward project, which will implement open-road tolling on the Richmond Bridge and a westbound HOV lane on I-580 in Richmond.

	Initiative	Timing	Duration	Fiscal Impact	FY25-26 Status
1	Increase bus ridership by working with state and regional partners (including cities, counties and 2 private land owners) to increase capacity at, and accessibility to, park and ride lots in the Highway 101 corridor.	С	X X X	+\$\$	Ongoing - The District supports the efforts to improve park-and-ride facilities along the Highway 101 corridor, including (1) expanding Petaluma Blvd South to provide more parking and an improved bus stop, (2) reopening Central San Rafael as a mobility hub with parking availability, and (3) adapting Manzanita to rising sea levels.
1	Work with partner agencies to investigate undertaking a comprehensive marketing strategy (including social media) to attract both more transit riders and those of various types, including organized groups, families, transit-dependent individuals, non-commute users, and convention attendees. Examine marketing additional Ferry and Bus service to special events and non-commute locations and how passengers can make connections to local destinations.	C		+\$	Ongoing - Projects to increase ridership include: 1) An ad campaign to promote transit ridership to Fleet Week, 2) An ad campaign to promote ferry service to Oracle Park concerts, 3) An online Event Calendar promoting transit modes to get there including partner agencies, 4) Mailings to hotel concierge, major employers, and senior centers/communities promoting the use of ferry, 5) Launch of a Visit Angel Island campaign for State Park Week, 6) Worked with partner agencies to maximize tabling/outreach opportunities, 7) Partnering with Port of SF to promote ferry day trips for cruise ship passengers. Additionally, the campaign to launch of Clipper 2.0 will promote new credit/debit open payment methods available to customers, making riding transit in the region simpler and easier.
1	Work with regional funding partners and in cooperation with government and commercial entities to expand bus and ferry service beyond the 101 corridor including access to high-traffic special events and recreational sites in the District's service area during and outside of its normal operating hours and additional links to the I-80 corridor.	С		+\$	On-hold - The District will seek increased funding to establish ferry service to/from Mission Bay in San Francisco and expand bus service to/from the East Bay as opportunities become available.
1	Work with the Transportation Authority of Marin on the 101-580 Multi-modal and Local Access Improvement Project to increase traffic flow and bus speeds in the 101 corridor.	C		-\$	Ongoing - The District is working with TAM, Caltrans, and others to support improved transit operations along Highway 101 and at the Highway 101/580 interchange in San Rafael.
1	Work with funding partners to enhance safety on 6 Alexander Avenue to align more properly with its place in the active transportation network.	С		-\$	Ongoing - The District has prepared an RFP for consultant services that will be finalized in the first quarter of FY25/26. Once finalized, the RFP will be advertised for a consultant to perform the design, environmental review, and permitting.

	Initiative	Timing	Duration	Fiscal Impact	FY25-26 Status
		Sust	tainabilit	y and C	limate Responsibility
13	Plan for climate change by establishing a financially feasible and environmentally sustainable business model for the District including: a long-term energy plan for facilities with implementation timeline goals; green transportation options for Bridge, Bus and Ferry operations; and, a plan to increase efficiency and reduce waste throughout the District's operations that incorporates modern practices, long-term sustainability and environmental and climate responsibility. Work with State and regional transportation partners and customers, staff and the general public to achieve climate goals. Consider dedicating staff permanently to the effort and foster District-wide employee involvement in the District's sustainability goals. Design the plan for achieving financial savings, possibly including earning revenue through clean energy generation. Updates will be provided as available in the General Manager's monthly report.			-\$	Ongoing - The District Installed solar panels at the San Rafael District Office parking lot, scheduled to be operational in December 2025, reducing grid dependency, improving energy sustainability and reducing operating costs. Golden Gate Ferry is currently designing a new low-emission ferry, the MV Liwa, that will be the model for a complete fleet replacement by 2033. The MV Liwa is a 500-passenger high-speed catamaran expected to be in service in 2027 and represents a significant leap in efficiency and emission reduction compared to the existing fleet. The MV Liwa will bring an 80% reduction in emissions and require 30% less power due to an improved hull design while providing the same high-speed service our customers expect. The MV Liwa is the first ferry of our future fleet. In July, 2024 San Francisco Bay Ferry, the District, and other private and public sector partners launched the MV Sea Change pilot, the world's first commercial passenger ferry powered 100% by zero-emission hydrogen fuel cells. The vessel offered free transportation between Pier 41 and the Downtown San Francisco Ferry Terminal. The District provided funding to make the Sea Change pilot a reality and allow District staff hands-on experience and insights that will help achieve the District's climate goals.
18	Study and implement effective alternatives for bus and ferry emissions reductions, as resources allow.	A		-\$	Ongoing - Bids for the procurement of the Liwa class ferry vessels have been received. The Liwa vessels are designed to use the cleanest diesel marine engines available, exceeding EPA standards.

	Initiative	Timing	Duration	Fiscal Impact	FY25-26 Status		
19	Explore opportunities and possible mechanisms to continue to jointly use and share District facilities with other agencies for transit purposes and to support efforts to jointly develop housing at District property consistent with local zoning and planning jurisdictions and within the District's Mission.	С	X X X	+\$\$	Ongoing - The District provides space at its San Rafael and Novato properties for Marin Transit's contractor for paratransit operations to store and stage vehicles. The District also leases space at its San Rafael property to Marin Airporter for transportation service that removes cars from the Golden Gate Bridge, and the District shares its Sausalito Ferry Landing with Blue and Gold Ferry.		
20	Explore opportunities to provide transit service at new transit-oriented developments.	С	X X X	-\$	Ongoing - Committed to regional partnerships (MASCOTS) to evaluate and support transit services at emerging development sites, matching transit capacity with future demand.		
	Address the District's Financial Shortfall						
21	Develop and implement a new 5-year toll increase program that helps to address the funding needs of the Bridge and the District's transit operations.	A	X X	+\$\$\$	Ongoing - Staff continues to monitor the effectiveness of the toll increase in addressing the future funding needs of the Bridge and the support of the District's transit operations.		
22	Analyze adding staff and/or consulting resources to increase the District's ability to seek additional grant funding to maintain the District's aging capital infrastructure.	A	XX	+\$\$\$	Ongoing - A procurement for Grants consulting services is being developed by staff to expand the bench of consultants qualified to assist on this work. The RFP is set to be advertised in October 2025.		
23	Eliminate toll discounts for private transportation services providing service to SFO.	A	XX	+\$\$	Not Started - Staff will begin analysis to bring to the board in FY25/26.		
24	Determine the financial feasibility of paying down unfunded liabilities with CalPERS.	A	XX	+\$\$	Not Started - This initiative is under development and will be analyzed to inform the next budget cycle.		
25	Develop a comprehensive paid vehicle access and parking program across all District parking lots.	A		+\$\$	Not Started - Staff will begin analysis in FY25/26.		

	Initiative	Timing	Duration	Fiscal Impact	FY25-26 Status
26	Examine the feasibility of re-directing some of the District's northern bus routes to the District's ferry terminals to provide efficient and cost-effective service to San Francisco.	С	XXX	+\$\$\$	On-Hold - No longer under consideration as it has been superseded by the MASCOTS plan, which is planned to be implemented in the Spring of 2026 as a three-year pilot program.
27	Study the feasibility of expanding the Bridge experience for visitors with fee-based tours.	F		+\$\$\$	On-Hold - Staff to review the feasibility of possible tour options in future years.
28	Study the feasibility of two-way tolling on the Golden Gate Bridge: collect half the toll amount northbound and half the toll southbound.	F		+\$\$\$	Ongoing - Traffic count study will begin collecting data in FY25/26 to begin evaluating this initiative.
			Op	erationa	l Excellence
29	Develop 5- and 10-year capital plans based on current project delivery abilities.	A	X X	+\$\$\$	Complete - Staff presented the 5- and 10-year capital plans to the Finance and Auditing Committee in June 2025. The plan will be continually monitored and updated to ensure the goals and needs of the District are met.
30	Study the effectiveness of all staff training, including training on sexual harassment.	A	X X	-\$	In-Progress - In September 2025, the District issued an Employee Engagement Survey to assess effects of training and determine opportunities for improvement.
31	Regularly carry out employee surveys and/or focus groups on issues concerning the District to take advantage of their value, knowledge, and experience toward both setting the future direction of the District and improving its current customer service and operational efficiency.	A	Z Z	-\$	Ongoing - In September 2025, the District issued an Employee Engagement Survey to assess effects of training and determine opportunities for improvement.
32	Institute a process to reevaluate business areas and staff levels in all departments; examine both filled and vacant positions.	A		+\$\$\$	Ongoing - The Board item for the Professional Development Program was presented to and approved by the Board in November 2024. Staff will do a comprehensive review of vacant positions District wide in FY25/26.

	Initiative	Timing	Duration	Fiscal Impact	FY25-26 Status
3	Explore alternative methods of capital project planning, tracking and delivery to increase the efficiency of completing projects, reduce costs and improve asset management.	A	Z Z Z	+\$\$\$	Ongoing - Staff will begin assessing methods of monitoring and tracking capital projects in FY25/26.
3	Create and implement a comprehensive, District-wide program to attract, train, promote, and retain management and staff needed to accomplish strategic goals.	A	XXX	+\$\$	On-going - District staff continues to work on a District-wide program for employee success that includes the following on-going programs: 1)Apprenticeship and preapprenticeship programs, 2) Online Learning Management System launched in 2024, 3) Electronic Performance Management system rolled out in 2024.
3	Study the feasibility and impact on employees of replacing the annual stipend and HRA program with a cost-effective higher medical stipend to give employees more autonomy with less administrative work.	С		+\$\$\$	Ongoing - Staff has completed the study of the feasibility and impact. Implementation is subject to collective bargaining.
3	Study the feasibility and impact on employees of cost-saving health care program changes and standardization such as District-wide standard premium sharing amounts, capping employer premium payments to one HMO plan and one PPO plan, and synchronizing District retiree medical benefit qualifications to allow for consistency across all employees.	С	X X X	+\$\$	Ongoing - Staff will continue to assess the feasibility of standardizing healthcare programs across employee groups. The ultimate implementation is subject to collective bargaining.
3	Work with partners to craft standard language within MOUs to improve administrative efficiencies.	С	ZZZ	+\$\$	Ongoing - Staff continues to review and have discussions when collective bargaining agreements are negotitated.
3	In cooperation with the bus operator union, take the necessary steps to ensure a stable defined benefit pension for all bus operators.	С		-\$\$\$	In Progress - The District is currently exploring options for ensuring a stable defined benefit pension.

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