



Agenda Item No. (7)

To: Finance-Auditing Committee/Committee of the Whole
Meeting of October 24, 2019

From: Jennifer Mennucci, Director of Budget and Electronic Revenue
Joseph M. Wire, Auditor-Controller
Denis J. Mulligan, General Manager

Subject: **STATUS REPORT ON THE 2014 STRATEGIC FINANCIAL PLAN**

Recommendation

The following report is provided for informational purposes and does not require any action. This report is the fifth and final report, closing out the 2014 Strategic Financial Plan. Early next year the Board will have a strategic planning workshop to frame future actions and initiatives.

Introduction

This report provides a background on the Board of Director's (Board) process to create the 2014 Strategic Financial Plan (Plan), development of the plan's criteria and guiding principles, and the objectives of the Plan. Also, attached is an updated Plan including the current status of each Initiative (see Appendix C).

When the Golden Gate Bridge, Highway and Transportation District (District) approved its current Strategic Financial Plan (Plan) for achieving long-term financial stability on October 24, 2014, it was noted that the Plan was not only a financial plan but a work plan for staff and thus a living document that would require regular review on a routine basis. This report discusses the impact of the Plan, the current status of the Plan's initiatives, and next steps.

Impact of the Financial Plan

In November of 2013, the Board established the Financial Planning Advisory Committee, tasked with creating a plan to address the projected financial deficit. The 2014 Strategic Financial Plan was created to reduce the District's projected five-year shortfall. The goal of the Plan is to implement initiatives that will balance the District's revenue and expenses during the years covered by the plan. The original five-year goal for the 2014 Plan was to close a \$32.9 million gap between FY 15/16 – FY 19/20 but in actuality it provided an additional \$44.8 million to the District's reserves.

Over the last five years, the projected shortfall of \$32.9 million between FY 15/16-FY 19/20, was reduced as followed:

- In 2015/16, revenue over expenses was \$14.3 million;
- In 2016/17, revenue over expenses was \$8.6 million;
- In 2017/18, revenue over expenses was \$5.5 million;
- In 2018/19, revenue over expenses was \$14.4 million; and,
- In 2019/20, revenue over expenses is estimated to be \$2.0 million resulting in a total of \$44.8 million over the five years of the Plan.

In Appendix D, the chart compares the projection with the actual results from the Financial Plan. Overall, the results are very positive from when this Strategic Financial Plan was developed in FY 13/14.

Closing out the 2014 Financial Plan for Achieving Long-Term Financial Stability

The Plan has 46 initiatives. As shown below the Plan has run its course as all 46 initiatives have been acted upon in one way or another. It is now time to close out the Plan and focus on next steps. The initiatives have been categorized into the following four phases (see Appendix C for a complete set of initiatives):

Projects Underway (2 Initiatives) – Initiatives that are Board approved and are being implemented or Initiatives that are under analysis and have not yet come to the Board for action. The remaining projects underway are #32 Replace Existing Ferry Terminal Gangways and Piers and #37B Address the increased need for Larkspur Ferry service though exploring the environmental review process to expand the Larkspur Ferry Service beyond the allowable 42 trips. These initiatives will continue to be worked on actively by staff in future years but have not reached the completed stage yet.

Projects To Be Started (0 Initiatives) – Initiatives that are not yet Board approved or implemented and planned to be worked on in future years. All initiatives in the Plan are currently underway, completed or deferred/withdrawn.

Projects Completed (29 Initiatives) – Initiatives that are fully implemented or will be completed in the next year. These initiatives include projects such as Moveable Median Barrier, implementation of ACIS project, Bus Wi-Fi, the passage of temporary license plate legislation, implementation of transit fare increases, review of Capital Plan, converting to clean diesel, and the transition of supplemental school service to Marin Transit.

Projects Deferred or Withdrawn (15 Initiatives) – Initiatives that are withdrawn include projects such as sidewalk access fees on the Bridge sidewalks, while initiatives that are currently deferred by the Board include projects such as implementing Wi-Fi on the Ferry System, reducing Ferry service during the December Holiday period and increasing ridership through a multiday bus pass.

Next Steps

In the coming year, the District will develop a strategic planning process that will lead to potentially, among other things, a new strategic financial plan. The Board can expect a report this winter that will discuss the next steps in that process.

Fiscal Impact

There is no fiscal impact associated with this status report.

Attachments: Appendix A, Guiding Principles & Development Criteria
Appendix B, Financial Plan Background
Appendix C, Financial Plan Status Report
Appendix D, Cumulative Funding Comparison, 2015-2020

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APPENDIX A

Guiding Principles

1. The Advisory Committee will develop a Strategic Plan whose components the Committee members can champion to the full Board of Directors when brought forward for adoption.
2. The Committee will be guided by the Mission Statement of the District in reviewing options for expense reduction and revenue generation:

The mission of the Golden Gate Bridge, Highway & Transportation District (District) is to provide safe and reliable operation, maintenance and enhancement of the Golden Gate Bridge and to provide transportation services, as resources allow, for customers within the U.S. Highway 101 Golden Gate Corridor.

3. The Strategic Plan will identify general priorities to guide implementation work on each initiative in recognition that staff resources are limited and not everything can happen at the same time.
4. The focus of the Advisory Committee will include both expense reductions and additional revenue generation.
5. The focus of the expense reduction initiatives will be on improving efficiency of current activities in such a way that savings result from the efficiencies and on finding new ways to provide the core services of the District. Outright elimination of any services will be minimized as much as possible.
6. This Advisory Committee will seek to keep existing projects underway at the District moving forward on schedule to the degree possible while undertaking new initiatives that are set forth by the Committee and ultimately adopted by the Board of Directors.

Development Criteria

This plan is an outline on how to ensure financial stability, but is also serves as a workplan for staff in recognition of workload impacts. The workload impact of the plan will be addressed each year in the Districts' budget. The Plan and initiatives will be reviewed annually as part of the review on the financial projections and conditions of the District. In general, initiatives in the proposed Plan are included based on the following criteria.

- A. Complete initiatives already underway.
- B. Focus on initiatives that will improve efficiencies of existing services or initiatives that work with community partners to increase the quality and breadth of service.
- C. Undertake initiatives that have substantial payoff potential but require a longer lead-time to fully implement.

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Appendix B

Background

The District adopted its first Strategic Financial Plan in 2009 and was completed in 2013. In November 2013, a Committee was assigned to create a 2014 Strategic Financial Plan to address the District's projected financial deficit as outlined at the Board's October 25, 2013, Special Board meeting on the District's long-term financial condition. The Board approved the 2014 Strategic Financial Plan to guide the District in its long-term deficit reduction effort. It presents a path that, if implemented as presented, would eliminate the projected five and the majority of the ten year deficit.

The approval of the proposed Plan is not the approval of any of the specific initiatives within the Plan. 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 forward to the Board for possible approval. Also, some initiatives will require public outreach and public hearings during the deliberation process.

Development of the Financial Plan

As the first step in creating a proposed Strategic Financial Plan, the Advisory Committee developed guiding principles to assist in identifying initiatives for inclusion in the Plan. Secondly, they established a set of development criteria to guide in developing which ideas to undertake and include in the Plan (See Appendix A- for the Guiding Principles and Development Criteria).

The 2014 Plan had a set of themes that fell into one of the following categories:

1. Review Administrative Processes and Procedures.
2. Transit Service Efficiencies.
3. Benefit Cost Reductions.
4. Technology Efficiencies.
5. Regional Partnerships & Coordination.
6. New Ways to Generate Revenue.
7. Reassess Capital Plan.

Objectives of the Strategic Financial Plan

The Plan is tracked to provide progress on initiatives over the five year period. The Plan always covers the same five and ten year period of FY 15/16 – FY 24/25. The District's long-term deficit will be updated with every projection for the appropriate years, but the original savings amounts for each initiative in the plan will remain the same to provide a baseline for judging the plan's effectiveness.

Description of Plan Document Structure

The savings/revenues column shows the cumulative savings/revenue for the time period. For example, if it is year three, the savings/revenues are shown for first three years of the plan period.

The status column will be updated in order to show the progress on each initiative. If needed, new initiatives will be incorporated each year during the annual review, prior to the annual budget process where initiatives can be funded.

The Plan uses the same five and ten year period as the most current projection which was presented to the Finance Committee on September 23, 2015. The “five-year horizon” starts with the fiscal year that began on July 1, 2015, and end at the end of the fifth year, June 30, 2020, while the “ten-year horizon” ends June 30, 2025. While the main focus of this effort is on the next five years, the ten year impact of the various initiatives is included to reinforce each initiative’s long-term value in reducing the deficit, especially those initiatives that are projected to take several years to implement or will begin in later years of the Plan.

Next Steps

The staff will continue to work on the individual initiatives underway. Potential new initiatives will be discussed and planned during the upcoming annual budget process. The Plan as a whole will come to the Board for review again next fall and will again be compared to the latest deficit projection.

2019 STRATEGIC FINANCIAL PLAN

Initiatives (Cumulative \$ in Millions)	YEAR 1 FY 15/16	YEAR 2 FY 15/16- 16/17	YEAR 3 FY 15/16- 17/18	YEAR 4 FY 15/16- 18/19	YEAR 5 FY 15/16- 19/20	10-YR FY 15/16 - 24/25	Status of Project to Date
<p align="center">Updated Funding Projection (September 2019)</p>	\$14.3	\$22.9	\$28.4	\$42.8	\$44.8	\$31.4	<p>The Financial Plan covers FY 15/16 - 24/25. Actual is used for FY 15/16, FY16/17, FY 17/18, and 18/19. Budget for FY 19/20 and the September 2019 projection is used for FY 20/21 - FY 24/25.</p>
<p>Projects Underway:</p>							
<p>32 Replace Existing Ferry Terminal Gangways and Piers: Increase operating efficiency. May impact FTEs.</p>				\$0.1	\$0.2	\$0.7	<p>In Sausalito, final design is complete and staff is finalizing construction permits and preparing for advertising. In San Francisco, staff is evaluating current and future ferry operations to determine best alignment of replacement facilities. Once evaluation is complete, environmental and design process will continue.</p>
<p>37B Address the increased demand for Larkspur Ferry service through exploring the environmental review process to expand the Larkspur Ferry Service beyond the allowable 42 trips a day.</p>					\$-	\$-	<p>This initiative is underway. RFP has been issued. It is anticipated that an EIR to expand the number of trips will be completed mid 2021.</p>

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Projects Completed:							
1 Implement Moveable Median Barrier: Will impact staffing in lane management and roadway operations. Net reduction of 1-2 FTEs.	\$0.1	\$0.2	\$0.3	\$0.4	\$0.5	\$1.0	1 FTE reduction in the FY 15/16 Budget.
2 Complete Implementation of ACIS Project: Project will increase customer service and operations efficiencies.	\$0.0	\$0.1	\$0.2	\$0.3	\$0.4	\$0.9	Fully implemented in Summer 2016. Savings will come from future reduced run times and fuel savings.
3 Review of Capital Plan. Accurately assess timing and costs for Capital Plan.	\$-	\$-	\$-	\$-	\$-	\$-	Capital Office evaluated the plan and reduced the Capital need over 10 years reflected in the FY 16/17 Budget.
4 Develop an initiative to have one set of Board and Committee meetings a month to save District resources.	\$0.1	\$0.1	\$0.1	\$0.2	\$0.2	\$0.4	A reduction in the number of meetings occurred in 2016. The Board-approved schedule set meetings for once a month.
5 Implement time collection and Payroll automation throughout the District. Net reduction of 1-2 FTEs.	\$0.0	\$0.1	\$0.2	\$0.3	\$0.4	\$0.9	This initiative is implemented and completed in FY 17/18. It will allow for accurate and real time information. It will reduce (1) FTE in Payroll.
6 Charge for Parking at Larkspur Ferry: Assumed at \$2/day.	\$0.4	\$0.8	\$1.2	\$1.6	\$2.0	\$4.0	The parking lot fees were approved by the Board in FY 15/16. Annual net revenue approx. \$0.6 million.
7 Improve automatic toll collection system process to ensure toll collection from all auto traffic.	\$0.1	\$0.2	\$0.3	\$0.4	\$0.5	\$1.0	Several initiatives already implemented. New toll system procured in FY 16/17 will further ensure accurate toll collection. In FY 18/19 the first part of the new system was implemented to more accurately collect data on toll transactions.

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Projects Completed: (cont.)							
8 Evaluate the cost-effectiveness of using Clean Diesel over Bio-Diesel in Ferry fleet. Convert from blended Bio-Diesel Fuel to Clean Diesel in Ferry Fleet.	\$0.5	\$1.1	\$1.6	\$2.2	\$2.7	\$5.4	Staff evaluated the cost-effectiveness of using Clean Diesel over Bio-Diesel and converted to clean diesel fuel for cost savings while retaining a similar environmental footprint. In addition, staff is evaluating converting the Ferry fleet to renewable diesel.
9 Non-Represented Employees. Cost savings in the areas of health plan design and employee premium contribution.	\$0.2	\$0.3	\$0.8	\$1.1	\$1.4	\$2.9	Significant changes in health plan design, and premium sharing completed and continued examination of future changes in this area will occur.
10 ATU Labor Negotiations. Cost savings in the areas of health, pension, workers' compensation, absenteeism and work rule efficiencies. (Negotiations in 2014 & 2018)	\$0.2	\$0.6	\$1.0	\$1.4	\$1.8	\$3.8	Negotiations in 2014 completed. Significant changes in health plan design, premium sharing, pension contributions, worker's compensation reform, absenteeism. Negotiations commenced in 2018 focused on absenteeism, health plan design and pension. The District has presented its Last, Best and Final offer to ATU.
11 Coalition Labor Negotiations. Cost savings in the areas of health plan design and employee premium contribution, workers' compensation, and work rule efficiencies. (Negotiations in 2014, 2017, & 2020)	\$0.5	\$1.0	\$1.6	\$2.6	\$3.6	\$8.6	Significant changes in health plan design, employee premium sharing, and work rule efficiencies. This initiative was started in the 2014 negotiations and is completed for this Financial Plan timeline with the final Coalition Labor Negotiations in FY 16/17.
12 Support Marin Transit in the transition of Supplemental School Service to alternative service provider. Will reduce FTEs.	\$1.1	\$2.3	\$3.4	\$4.6	\$5.7	\$11.4	It is estimated that annual savings is approximately \$450,000.
13 Improve the efficiencies of legal claims process.	\$0.1	\$0.2	\$0.3	\$0.4	\$0.5	\$1.0	With a new third party claims administrator with increased tracking capacity and better project management practices, the District and Legal have been able to improve their systems and increase efficiency. The third party administrator's process for settling claims is far more efficient, and there is less back and forth with Risk Management and Legal.
14 Expansion of Wave service to increase Ferry ridership.	\$-	\$-	\$-	\$0.1	\$0.1	\$0.6	1 route is permanent and 2 pilot routes were eliminated after not meeting the minimum ridership standards.

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Projects Completed: (cont.)							
15 Implement Wi-Fi on the Bus system. Increase ridership revenue and enhance customer service through implementing the ability to use Wi-Fi.	\$-	\$-	\$-	\$-	\$-	\$-	Bus Wi-Fi was available to customers December 2014.
17 Implement Administrative efficiencies. Implement opportunities to reduce costs, including increased use of technology and streamlining administration processes. Net reduction of 1-2 FTEs.	\$0.2	\$0.3	\$0.5	\$0.6	\$0.8	\$1.5	Establishment of the medical provider network and the nurse triage program for workers' compensation injuries, alternative dispute resolution and structured return to work programs for Bus Operators, consolidation of District printer services underway, Wi-Fi implemented in bus yard allowing efficient downloads of multiple system data, and online sourcing for procurement underway, procurement process reforms due to legislative and internal code.
18 Evaluate opportunities to reduce managing positions by approximately 10% as a goal through attrition. Reduction of 3-5 FTEs.	\$0.2	\$0.3	\$0.4	\$0.8	\$1.2	\$3.2	Actions taken: (1) Eliminated two supervisor positions (one vacant Bus Manager positions, one vacant Bridge Sergeant position); (2) Restructured HR Administrator position to Sr. HR Analyst; (3) Eliminate vacant HR Director position and restructured. As a practice, staff will continue to evaluate future opportunities as they may become available in staffing restructures.
19 Winter Holiday Facility closures for non-operational functions as possible: Reduce functions between Christmas and New Year's.	\$-	\$-	\$-	\$-	\$-	\$-	Board approved to begin the Program on a voluntary basis for Non-Represented employees in 2016 and will continue the voluntary pilot in 2018 and going forward.
22 Analyze and implement a five year fare increase plan for Transit when the current plan expires.		\$1.8	\$3.7	\$5.6	\$7.6	\$10.0	Board approved a five year fare increase plan in March 2017 for FY 17/18 - FY21/22. Eliminated 2 fare zones and reduced fares for local and intra county rides while achieving fare revenue goals.
24 Develop partnerships with Bay Area private transportation providers and employers to develop increased bus and ferry usage during non-peak and reverse commute times.		\$0.0	\$0.0	\$0.1	\$0.2	\$0.7	The District hired a consultant to develop a strategy for increasing off-peak Ferry ridership. Using the finalized report, the Marketing Department is working with the consultant to develop targeted marketing plans which will be used to execute strategies with a goal to increase off-peak ridership.

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Projects Completed: (cont.)							
25 Implement temporary plate legislation (AB2197). Temporary plates will provide more collectible toll revenue.			\$1.0	\$2.0	\$3.0	\$8.0	Assembly Bill 516 enacted and implemented in early 2019. All new vehicles sold in CA now leave the dealers' lot with temporary license plates; and all used vehicles have either permanent or temporary license plates.
26 Green Initiatives - Explore cost savings on installation of solar panels, wind power, and other green initiatives in District Facilities.			\$-	\$-	\$-	\$-	San Rafael employee parking lot solar installation and lot resurfacing design is complete and will be advertised for construction early 2020.
29 Partner with Marin Transit to reduce the cost to the District of regional paratransit service.			\$-	\$-	\$-	\$-	Staff negotiated a lower rate to reduce the costs and is exploring other delivery methods to further reduce overall costs and create efficiencies.
30 Review and implement multi-year toll increase plan when current plan ends in June 2018.				\$7.0	\$14.4	\$116.7	Board voted in December of 2018 for a new five-year toll plan.
33 Implementation of Clipper 2.0 reducing transaction costs to collect revenue				\$0.1	\$0.2	\$0.7	The Bay Area region awarded a contract in November for the Clipper 2.0 system. New features should be available as early as FY 20/21.
36 Bus Transit Alternative Fuel Study. Assess fuel use in buses that would result in cost savings. Currently 80 buses are due for replacement in 2016.				\$-	\$-	\$-	The District purchased 67 hybrid/electric buses in 2019 replacing 14-year old buses. The new buses are about 20 percent more fuel efficient.
37A Address the increase demand for Larkspur Ferry service through acquiring additional parking, additional service, and utilizing active transportation (bike and pedestrians).					\$-	\$-	Additional service in the afternoon commute implemented and District relocated Marin Airporter to create an additional 200 parking spaces. Additional bicycle parking added inside the paid area of the Terminal.
41 Evaluate providing direct staff resources to other local public agencies for a fee.					\$-	\$	District is currently providing customer service for Marin Transit and SMART.
43 Take steps to be competitive to provide transportation to local SMART train stations.						\$-	District is providing a shuttle from the SMART station in San Rafael to the Larkspur Ferry.

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Projects Withdrawn or Deferred:							
16 Implement Wi-Fi on the Ferry system. Increase ridership revenue and enhance customer service through implementing the ability to use Wi-Fi.	\$-	\$-	\$-	\$-	\$-	\$-	This project was deferred and will be considered in a future capital plan.
20 Reduce Ferry Service during December Holiday period: Assumes weekend schedule service every day over 2 weeks.	\$0.2	\$0.4	\$0.6	\$0.8	\$1.0	\$2.0	Given the increased need for Ferry service, this initiative will be considered in a future plan.
21 Develop a comprehensive initiative for paid parking and tour bus access to the Bridge visitor areas to reduce congestion and increase revenue.		\$-	\$-	\$-	\$-	\$-	Currently staff is working on technologies to manage traffic and paid parking in this area. Given the changes in the partner agency, this initiative should be continued in a future plan.
23 When SMART operations begin, optimize bus service of competing bus trips in the same corridor.		\$0.1	\$0.1	\$0.2	\$0.3	\$0.8	Streamlined Sonoma to San Francisco regional bus service to optimize service in the spring of 2018. Staff will continue to monitor SMART's impacts and make appropriate service adjustments, when necessary, for optimizing operational and cost efficiencies.
27 Evaluate Sidewalk Access Fees for Bikes.			\$-	\$-	\$-	\$-	AB40 prohibits charging a sidewalk access fee.
28 Evaluate Sidewalk Access Fees for Pedestrians.			\$-	\$-	\$-	\$-	AB40 prohibits charging a sidewalk access fee.
31 Evaluate security staffing after upcoming Bridge construction projects. May impact up to 4 FTEs.				\$0.6	\$1.2	\$4.2	This initiative will not be considered until after the completion of the Suicide Barrier.
34 Explore additional Partnership Projects with the Parks Conservancy.				\$-	\$-	\$-	Given the change in staffing in the partner agency, this initiative should be continued in a future plan.
35 Work with regional partners to increase bus travel speed in San Francisco to reduce operating costs.				\$0.2	\$0.3	\$1.1	Due to the delay in the Van Ness bus rapid transit project, this initiative is deferred. Staff continues to explore ways to improve bus speeds throughout the system but this initiative should be continued in a future plan.

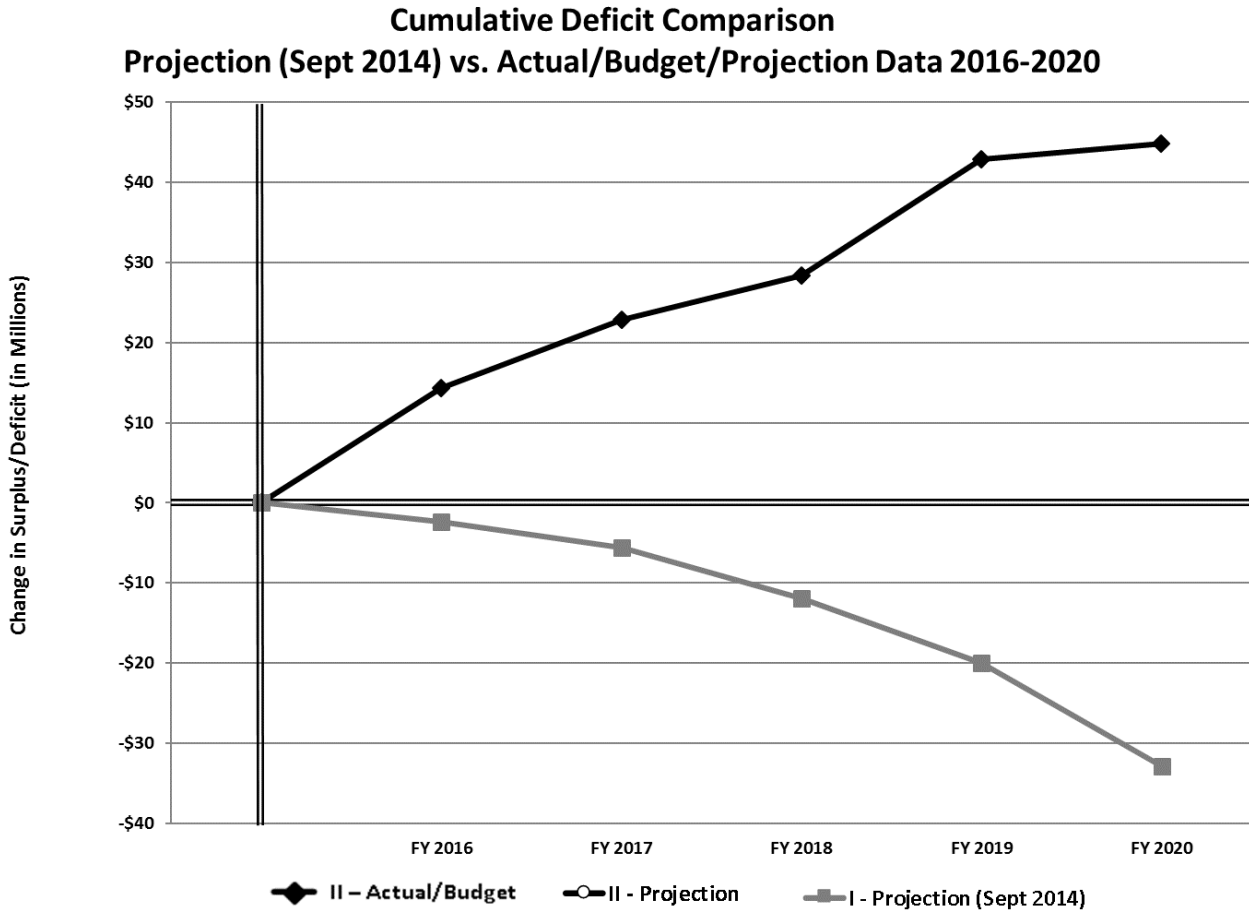
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Projects Withdrawn or Deferred: (Cont.)							
38 Implementation of Clipper 2.0 eliminating cash collection on buses.					\$0.1	\$0.6	New Clipper 2.0 system is currently in the implementation stage. Assessment of this projects feasibility will be deferred until the new system is almost deployed in 2022.
39 Develop multiday bus pass to increase ridership.					\$-	\$-	Assess feasibility and implementation timing after Clipper 2.0 implementation.
40 Work with regional partners to increase number and size of park and ride lots in 101 corridor to increase bus ridership.					\$0.2	\$1.2	Moved to a future financial plan due to timing.
42 Evaluate purchasing other agency staff expertise for specialized needs.					\$-	\$-	Plan to be developed when District identifies needed expert services.
44 Work with regional partners to convert HOV lanes in north bay to 3+ occupants to increase bus speed and reduce operating costs.						\$-	District advocating for this initiative with local and regional authorities. The District has had meetings with local partners such as MTC, TAM, SMART, and Caltrans to continue to further this project. Given its long term nature, this initiative should be considered in a future plan.
45 Partner with MTC to receive funding to provide bus service in the highway 37 corridor to reduce congestion, speed up service, and increase ridership.						\$-	Given the change in traffic patterns and infrastructure roadway needs this is deferred until agencies can realign their goals.
TOTAL Savings/Revenues	\$ 3.8	\$ 9.9	\$ 17.3	\$ 33.4	\$ 50.4	\$ 193.2	
TOTAL Surplus(Shortfall)	\$ 14.3	\$ 22.9	\$ 28.4	\$ 42.8	\$ 44.8	\$ 31.4	
NET CHANGE	\$ 18.1	\$ 32.8	\$ 45.7	\$ 76.2	\$ 95.2	\$ 224.6	

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Attachment D

Below is a graphical representation of the actual projection savings since September 2014; an overview of the District’s financial condition demonstrates the improvements to the District’s shortfall from that time period.



Annual Amounts (\$ in Millions)

Per Year Difference Surplus/(Shortfall)	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020
Actual/Current Projection	\$14.3	\$8.6	\$5.5	\$14.4	\$ 2.0
Projection (Sept. 2014)	(\$ 2.4)	(\$3.2)	(\$6.3)	(\$ 8.1)	(\$12.9)

Note: The Projection was developed in September 2014 and was used as the basis of discussion of the “Overview of the District’s Financial Condition and Impact of Economic Downturn.”

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