

MEMORANDUM

TAB 64

To: CHAIR AND COMMISSIONERS
CALIFORNIA TRANSPORTATION COMMISSION

CTC Meeting: December 8-9, 2021

From: STEVEN KECK, Chief Financial Officer

Reference Number: 2.5e.(1), Action Item **YELLOW REPLACEMENT ITEM**

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District 01 – Director

Subject: **SUPPLEMENTAL FUNDS FOR CAPITAL OUTLAY SUPPORT PHASE
PPNO 4490/EA 40110 – MENDOCINO COUNTY – STATE ROUTE 1
RESOLUTION FA-21-14**

ACTION UPDATE: Provided clarification on the implementation plan

ISSUE:

Should the California Transportation Commission (Commission) approve the California Department of Transportation's (Department) request for an additional \$2,900,000 in Capital Outlay Support (COS) for the State Highway Operation and Protection Program (SHOPP) Bridge Replacement project on State Route 1 (SR 1), in Mendocino County, to complete the Project Approval and Environmental Document (PA&ED) project phase?

RECOMMENDATION:

The Department recommends that the Commission approve the requested COS supplemental funds allocation for this SHOPP project.

PROJECT DESCRIPTION:

This project is located on SR 1 near the town of Albion, in Mendocino County. The proposed project is to rehabilitate the Albion River Bridge (No. 10-0136). The proposed project will improve the function and geometrics of the bridge and provide improved access to pedestrians and bicyclists.

FUNDING AND PROGRAMMING STATUS:

The project is programmed in the SHOPP for delivery in Fiscal Year 2022-23. The PA&ED phase was allocated in May 2017 for \$5,500,000 and received G-12 funds in the amount of \$815,000 in May 2019. The remaining budget for the PA&ED phase is \$546,000, which is insufficient to complete the phase. In May 2020, the project received a 26-month time

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extension to complete technical studies which expires in August 2022. The Department will seek an amendment prior to August 2022 to complete PA&ED by April 2024. The Department is also preparing to amend the project to Long Lead in March 2022. The Plans, Specifications, and Estimate (PS&E) and Right of Way (RW) support components will be shown as Long Lead in 2024-25, and the RW capital, construction capital, and construction support components will be shown as Long Lead in 2026-27. The PA&ED phase is 70 percent complete and with most of the technical studies complete, the Department is confident in delivering this milestone within the extended deadline.

REASON FOR COST INCREASE:

The project is requesting \$2,900,000 to address increased public outreach efforts, an environmental task order, preliminary PS&E activities, and the use of the Construction Manager/General Contractor (CMGC) process.

Due to multiple actions filed by community members who oppose the replacement alternative of the existing bridge, the Department was required to expand its public outreach, preparation, and coordination work. Actions based upon non-typical resistance from the public, some through the courts and responses by the Department include:

- Opposition to property entries to perform Environmental studies
- Opposition to eminent domain actions
- Hundreds of public records act requests challenging all aspects of the project
- Coastal permit challenges to conduct drilling
- Responses to resource agencies regarding assertions made by project opponents related to purpose and need for the project, field studies and investigations, and permit challenges
- Changing to a higher-level Environmental Document, from an Environmental Assessment (EA) to an Environmental Impact Statement (EIS)

These factors resulted in having to expend a significant amount of PA&ED funding and delays to the updates of environmental field surveys per resource agency requirements.

As a result of community's interest in this project, the Department has held 15 public information meeting in Albion to update the community on the status of the project, and its purpose and need, in an effort to build support for the project. Due to the number of letters and emails that project opponents have sent to the Department and other State agencies, the Department has had, and will continue to have, frequent meetings with other agencies to provide project updates and respond to various opponent objections to the consideration of bridge replacement alternatives.

Since the project has State and Federal funding, the environmental document will have to address both NEPA and CEQA requirements. In anticipation of claims to challenge all aspects of the environmental review for the NEPA document, the Department decided to prepare an EIS, in lieu of an EA, due to the increased study of the project's impacts to address the public's concerns. The Department anticipates that this should prevent the rescission of the

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environmental document. Although, the EIS will take longer to deliver, it will result in the project reaching construction sooner. The CEQA document will be an Environmental Impact Report (EIR). The additional time and effort required for the change in environmental document will result in added costs to the PA&ED phase and result in having to extend the project schedule. The Department will execute a task order for \$1,300,000 with the on-call Environmental Consultants due to their staff expertise in developing this level of document.

The Department also took steps to perform additional preparation and coordination efforts in an attempt to alleviate risks and avoid cost increases. This additional preparation during PA&ED phase accounts for approximately 20 percent of PS&E work. The project underwent a Value Analysis Study to identify and address problems and reduce costs while improving performance and quality. The Geotechnical Investigation was performed earlier in the project to reduce project delays, project cost increases due to last minute design changes, and the costly use of more conservative foundation types. The Department collected design data surveys, performed aerial Lidar and photogrammetric mapping for design, prepared base maps for PS&E development, pavement surveys, control surveys, land net surveys, and RW reestablishment to develop accurate cost estimate mapping. By completing these components during the PA&ED phase, the delivery of the PS&E phase will be accelerated.

To save time on the construction schedule the Department is pursuing to deliver this project using the CMGC process. The use of the CMGC process will account for \$400,000 of the supplemental funds. Using this process will reduce many of the risks associated with overlapping design and RW activities during PA&ED. Some of these risks would include the rework, utility coordination, estimates, and “take-off” verifications. The benefits include addressing constructability issues early in the process to minimize design changes, temporary and permanent impacts, help ascertain mitigation needs, and streamlining processing of the Coastal Development Permit application. The Department anticipates this process to assist with the timely delivery of the project.

CONSEQUENCES:

If this allocation request for COS supplemental funds is not approved, the remaining funds will be exhausted and work on the project would cease. The Structure Maintenance & Investigations Peer Review team recommended that the project is needed to address several critical deficiencies associated with the existing bridge. If the bridge is not replaced, maintaining the bridge will have significant costs to general maintenance due to its material constitution and structure type.

FINANCIAL RESOLUTION:

Resolved, that \$2,900,000 be allocated to provide funds to complete the pre-construction PA&ED phase for this SHOPP project.

Attachment

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2.5 Highway Financial Matters

Project #	Allocation Amount	Recipient	County	Dist-Co-Rte	Postmile	Location	Project Description	PPNO Program Phase	Program Code	Project ID	Adv Phase	EA	Original Amount	This Supplemental Request
2.5e.(1)		COS Supplemental Funds for Previously Voted Project												Resolution FA-21-14
1	\$2,900,000	Department of Transportation	Mendocino	01-MEN-1	43.3/44.2	Near Albion, from 3.0 miles north of Route 128 Junction to 0.2 mile north of Albion River Bridge No. 10-0136.	Outcome/Output: Bridge replacement.	01-4490 SHOPP PA&ED	20.10.201.110	0100000154	0	40110	\$5,500,000	\$2,900,000