

## MEMORANDUM

To: CHAIR AND COMMISSIONERS  
CALIFORNIA TRANSPORTATION COMMISSION

CTC Meeting: October 17-18, 2024

From: STEVEN KECK, Chief Financial Officer

Reference Number: 2.5e.(6), Action Item

Prepared By: Dina El-Tawansy  
District 04 – Director

Subject: **SUPPLEMENTAL FUNDS FOR CONSTRUCTION COMPLETION PHASE**  
**PPNO 2323B/EA 0A772 – ALAMEDA COUNTY – INTERSTATE 80**  
**RESOLUTION FA-24-26**

### **ISSUE:**

Should the California Transportation Commission (Commission) approve the California Department of Transportation's (Department) request for an additional \$4,937,000 in Construction Capital for the State Transportation Improvement Program (STIP) I-80/Gilman Interchange Bicycle/Pedestrian Over-crossing and Access Improvements (Phase 2: Interchange) project on Interstate 80 (I-80), in Alameda County, to complete the construction contract?

### **RECOMMENDATION:**

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

### **PROJECT DESCRIPTION:**

This project is located on I-80 in the City of Berkeley (City), along Gilman Street, from Fourth Street to west of the West Frontage Road, in Alameda County. The project will construct two roundabouts and roadway access to and from the roundabouts.

### **FUNDING AND PROGRAMMING STATUS:**

In March 2020, the project was programmed for \$24,325,000 in Construction Capital and \$3,857,000 in Construction Support in the STIP from the Regional Improvement Program (RIP), for allocation in Fiscal Year 2020-21. In June 2021, the project was amended to decrease the programmed amount due to cost savings and allocated for \$19,258,000 in Construction Capital and \$2,710,000 in Construction Support from the STIP-RIP. In January 2022, the project received G-12 funds in the amount of \$1,828,000 in Construction Capital. With the G-12 funds,

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the project was also awarded for \$21,086,000 in Construction Capital, and construction began in July 2022, with 600 working days. In September 2023, the project received G-12 funds in the amount of \$471,000 in Construction Support. In December 2023, the project received supplemental funds in the amount of \$3,727,000 in Construction Support. The remaining funds are currently at \$6,812,000 in Construction Capital and \$3,102,000 in Construction Support. The project is 75 percent complete with 150 working days remaining. The planned Construction Contract Acceptance is scheduled for January 2028. The Department is requesting supplemental funds in the amount of \$4,937,000 in Construction Capital from the STIP-RIP, to complete the construction contract. In addition, the Alameda County Transportation Commission is contributing \$2,000,000 in Federal Demo funds to fund the cost increase. The cooperative agreement amendment was recently executed.

STIP-RIP Component	Allocated Amount	G-12 Amount	Supplemental Amount	Revised Allocation Amount	Percent Over Allocated Amount
Capital	\$19,258,000	\$1,828,000	\$4,937,000	\$26,023,000	23.4
Support	\$2,710,000	\$471,000	*\$3,727,000	\$6,908,000	154.9

\* Received funds in December 2023.

#### **REASON FOR COST INCREASE:**

The project realized cost increases due to extensive differing site conditions, external agency work (City and East Bay Municipal Utilities District), delays associated with Union Pacific Railroad (UPRR), miscellaneous cost increases, and construction delays and inefficiencies.

This project is located in an older, developed, urban, and industrialized area, which led to dozens of differing site conditions during construction including the discovery of unanticipated hazardous waste-contaminated soils, buried man-made objects, and drainage, utility, and facilities conflicts. A sizeable portion of the project is outside of State right of way along local streets, frontage roads, and on the Golden Gate Fields (GGF) horse racing track property. The differing site conditions, specifically underground conditions, were significantly different from what was shown in the contract documents. As a result, this required significant redesign, delays, and inefficiencies while issues were resolved.

The work on this project required closure of Gilman Street for 50 days for UPRR crossing improvements. The original closure date, in the Fall of 2022, could not be met due to long lead order times for critical elements such as signal poles, fencing, and controller components. UPRR could not provide crews until May 2023 due to other emergency work. As a result, the contractor had to perform out-of-sequence work on critical and non-critical activities. However, the re-sequenced operations were impacted by differing site conditions and other delays and resulted in negligible savings to the schedule. The City also required more coordination to allow access to businesses along Gilman Street during the closure to complete the UPRR crossing improvements.

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Unanticipated hazardous waste soils were found in the spoils from utility, drainage, and roadway construction along Gilman Street, within the State and City right of way. During the design phase, soils testing under paved roadways was not performed in many locations, leading to significant cost increases. The discovery of hazardous waste soils required temporary stockpiling and testing. This led to extra material handling and delayed progress on other stage construction operations, leading to inefficiencies, delays, and higher costs.

Buried man-made objects in the form of boulders that were deposited as land fill on the GGF property were found during slope grading operations. In addition, private utilities from businesses and residences along Gilman Street were not shown accurately on the plans, which required rerouting storm drain culverts and electrical lines during construction. Work along Second and Page Street was delayed while various utility conflicts with planned storm drain work were resolved. Incorrect grades at sidewalk conforms with existing buildings, roadway sections, and sags in the gutter were identified that required significant modifications to the proposed design to match field conditions, delaying completion of work by several months. Workarounds were required along city streets as existing electrical, sewer, and gas line connections were encountered that were not shown on the plans. The project encountered various delays with staging, homeless encampments, and temporarily stockpiling hazardous material. This required the contractor to adjust activities constantly and prolonged the completion of the work.

On the GGF property, the addition of a roundabout at the westbound off-ramp significantly impacted GGF operations, requiring the contractor to mitigate impacts by modifying the access road and turn-around area for large trucks that frequent the facility. The access work to the facility was part of the final right of way agreement between the Alameda County Transportation Commission and GGF property owner. Due to the differing site conditions of insufficient structural section depth and undulating pavement along the GGF access road, the paving work was more extensive than originally planned. As a result, drainage corrections and additional structural section work were required. In addition, there were restrictive work windows to avoid impacts to horse racing and training operations. Work could not occur at night and was restricted to a small window during the day, four days a week. Due to the work window restrictions, this work took 11 months to complete, in lieu of the 10 weeks that were permitted in the contract.

Due to the differing site conditions, external agency work, delays associated with the railroad, miscellaneous cost increases, and delays and inefficiencies, the project will need additional capital costs in the amount of \$4,937,000 to complete the remaining activities.

### **CONSEQUENCES:**

If this request for supplemental funds is not approved, the Department will not be able to complete construction of this project to construct two roundabouts and roadway access to and from the roundabouts. If the construction contract is further delayed, it will likely result in claims by the contractor. To complete construction at a later time, another project will have to be programmed in a future STIP cycle at a possible higher project cost.

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**FINANCIAL RESOLUTION:**

Resolved, that \$4,937,000 be allocated from the Budget Act of 2023, Budget Act Items 2660-301-0042 and 2660-301-0890 for Construction Capital to provide funds to complete the Construction phase for this STIP project.

Attachment

## 2.5 Highway Financial Matters

Project # Allocation Amount Recipient <u>RTPA/CTC</u> County Dist-Co-Rte Postmile	Project Title Location Project Description Project Support Expenditures	PPNO Program Funding Year Item # Fund Type Program Codes Project ID Adv Phase EA	State Federal Current Amount by Fund Type	State Federal Additional Amount by Fund Type	State Federal Revised Amount by Fund Type
<b>2.5e.(6)</b>	<b>Supplemental Funds for Previously Voted Project</b>	<b>Resolution FA-24-26</b>			
1 \$4,937,000 Alameda County Transportation Commission <u>MTC</u> Alameda 04-Ala-80 6.4/6.8	<b>I-80/Gilman Interchange Bicycle/Pedestrian Over-crossing and Access Improvements (Phase 2: Interchange)</b> In the city of Berkeley, along Gilman Street, from Fourth Street to about 350 feet west of the West Frontage Road. Construct double roundabout and roadway access to and from the roundabouts.  <u>Outcome/Outputs:</u>  Total revised amount \$32,931,000.  Supplemental funds are needed to Complete Construction.  CEQA - ND, 6/21/2019; Re-validation 4/13/2021 NEPA - FONSI, 6/21/2019; Re-validation 4/13/2021  Future consideration of funding approved under Resolution E-19-82; October 2019.  Addendum to the previously approved Future Consideration of Funding approved under Resolution E-23-157A; December 2023.	04-2323B RIP CONST ENG 001-0042 SHA 001-0890 FTF 20.10.075.600  RIP/2020-21 CONST 301-0042 SHA 301-0890 FTF 20.20.075.600  RIP/2023-24 CONST 301-0042 SHA 301-0890 FTF 20.20.075.600 0420000288 3,4 0A772	\$583,900 \$6,324,100   \$1,905,000 \$19,181,000   \$417,000 \$4,520,000		\$583,900 \$6,324,100   \$1,905,000 \$19,181,000   \$417,000 \$4,520,000