

MEMORANDUM

To: CHAIR AND COMMISSIONERS
CALIFORNIA TRANSPORTATION COMMISSION

CTC Meeting: October 16-17, 2025

From: STEVEN KECK, Chief Financial Officer

Reference Number: 2.8c.(1), Action Item

Prepared By: James R. Anderson, Chief
Division of Financial Programming

Subject: **REQUEST TO EXTEND THE PERIOD OF PROJECT COMPLETION FOR STATE-ADMINISTERED STATE HIGHWAY OPERATION AND PROTECTION PROGRAM PROJECTS, ON THE STATE HIGHWAY SYSTEM, PER SHOPP GUIDELINES WAIVER 25-172**

ISSUE:

Should the California Transportation Commission (Commission) extend the period of project completion for nine State Highway Operation and Protection Program (SHOPP) projects, for the time periods as identified in the attachment?

RECOMMENDATION:

The California Department of Transportation (Department) recommends that the Commission extend the period of project completion for nine SHOPP projects, for the time periods as identified in the attachment.

BACKGROUND:

In August 2021, December 2021, June 2022, August 2022, and October 2022, the Commission allocated \$170,445,000 in Construction Capital (CON/CON Support) for the attached nine SHOPP project phases. These projects were awarded in May 2022, October 2022, and November 2022. In accordance with the SHOPP Guidelines (Guidelines), the deadline to complete Construction Contract Acceptance for projects awarded in May 2022, October 2022, and November 2022, is May 31, 2025, October 31, 2025, and November 30, 2025, respectively. Because the Department will not meet these deadlines, the Department is requesting time extensions to complete the CON phase. The attachment shows the details of the projects and the delays that have resulted in these time extension requests.

Current Guidelines stipulate that the agency implementing a project request a time extension if the project will not be completed within 36 months after award. The Commission may approve waivers to the timely use of funds deadline, one-time only, for up to 20 months.

Attachment

Time Extension/Waiver – Project Completion for State Highway Operation and Protection Program

Project Number: 1
Applicant: Department of Transportation
County: Mendocino
District: 1
PPNO: 4587
EA: 0E090
Route: 20
Allocation Amount: \$37,849,000
Phase: CON/CON Support
Allocation Date: 08/19/2021
Allocation Resolution: FP-21-04
Award Date: 05/06/2022
Number of Months Requested: 6 Months
Extended Deadline: 05/31/2026
Department Recommendation: Support

SHOPP Bridge Preservation project

The Department requests a 6-month time extension to complete the Construction (CON) phase for the SHOPP Bridge Preservation project. The Department has experienced unexpected delays in completing construction. This project received an additional 6 months beyond the 36-month deadline, for a total of 42 months at the time of allocation for the CON phase extending the deadline to November 30, 2025. This request is for an additional six months to complete the work.

The project is located on State Route (SR) 20, near Ukiah, from North Calpella Overcrossing to east of County Road 144 at the Russian River Bridge, Overhead No. 10-0182, and Redwood Valley Undercrossing No. 10-018. The project will replace two bridges with a single bridge on a new alignment.

The project was awarded in May 2022 and construction began in August 2022. The project was anticipated to reach Construction Contract Acceptance (CCA) in November 2025. However, the CCA was revised to May 2026 due to several delays that impacted the project schedule and the Plant Establishment Period (PEP).

Award of the project was delayed by a bid protest altering the planned timing of activities necessary for the project. This had a significant impact on the schedule since much of the work is limited to in-water work windows required by permits, which led to a delay of seven months.

In addition, the PEP did not meet success criteria resulting in a suspension in working days while the contractor developed an alternate watering plan, and replaced dead plants. Working days have now resumed and the new watering method appears to be successful. All major construction work has been completed on the project. Only the PEP work is remaining. The PEP continues to meet success criteria, and CCA is anticipated to be reached in May 2026.

Therefore, the Department is requesting a 6-month time extension to allow sufficient time to complete construction activities from November 30, 2025 to May 31, 2026.

Project Number: 2
Applicant: Department of Transportation
County: Santa Clara County
District: 4
PPNO: 0386F
EA: 3G630
Route: 9
Allocation Amount: \$17,742,000
Phase: CON/CON Support
Allocation Date: 10/13/2022
Allocation Resolution: FP-22-22
Award Date: 11/08/2022
Number of Months Requested: 4 Months
Extended Deadline: 03/31/2026
Department Recommendation: Support

SHOPP Bridge Preservation project

The Department requests a 4-month time extension to complete the CON phase for the SHOPP Bridge Preservation project. The Department has experienced unexpected delays in completing construction.

This project is located on SR 9, near Saratoga, at Saratoga Creek Bridge No. 37-0074. The project will replace the bridge.

The project was awarded in November 2022 and construction began in the same month. CCA was anticipated in November 2025. However, CCA was revised to March 2026 due to the delays realized with the bridge's construction and installation of erosion control that pushed back the beginning date for the PEP. The subcontractor needed an additional four months to address punchlist items. The additional drainage work to install a new pipe outlet was identified during irrigation and planting work and required one additional month to complete. The storm damage to an abutment eroded recent planting which required additional erosion control that extended the project timeline by four months. The additional time will allow the completion of one year of PEP. There have also been additional environmental impacts during construction that requires amendment to the environment permit and minor mitigation prior to accepting the contract. These efforts are anticipated to be completed by March 2026.

Therefore, the Department is requesting a 4-month time extension to allow sufficient time to complete construction activities from November 30, 2025 to March 31, 2026.

Project Number: 3
Applicant: Department of Transportation
County: Alameda
District: 4
PPNO: 2905J
EA: 0J624
Route: 680
Allocation Amount: \$73,855,000
Phase: CON/CON Support
Allocation Date: 12/09/2021
Allocation Resolution: FP-21-36
Award Date: 11/23/2022
Number of Months Requested: 17 Months
Extended Deadline: 04/30/2027
Department Recommendation: Support

SHOPP Roadway Preservation project

The Department requests a 17-month time extension to complete the CON phase for the SHOPP Roadway Preservation project. The Department has experienced unexpected delays in completing construction.

This project is located on SR 680, in and near Pleasanton and Dublin, from north of SR 84 to Alcosta Boulevard. The project will perform roadway rehabilitation in the southbound direction. This project, EA 04-0J624, has been combined under one contract for construction with project EA 04-0Q300 under EA 04-0Q30U.

The combined project EA 04-0Q30U was awarded November 23, 2022. This major project encountered delays during construction and now requires more than 36 months to complete. Construction was initially anticipated to begin in January 2023. However, extensive weather events pushed the start date out two months to March 2023. During construction in early 2024, the Department issued Contract Change Orders (CCOs) to address pavement damage that resulted from the weather events experienced in 2023. This pavement work was not anticipated and resulted in an approximately 4-month delay. Procurement timelines of Express Toll System (ETS) equipment and the resulting modifications to the installation schedule took longer than expected. The ETS equipment is anticipated to be received in November 2025, five months later than planned. The ETS requires new service locations from Pacific Gas and Electric Company (PG&E). Therefore, once the ETS equipment is installed, coordination with PG&E will be required to provide access easements for new service locations. The procurement process and the additional coordination and easement efforts will lead to an additional delay of approximately three months. The project is currently 60 percent complete, and construction activities are anticipated to be complete by March 2026.

Once construction of the infrastructure is complete, the 1-year permanent erosion control establishment period can begin. There is a concurrent State Transportation Improvement Program and Local Partnership Program (Formulaic and Competitive) time extension for project completion for EA 04-0Q300 on this month's agenda.

Therefore, the Department is requesting a 17-month time extension to allow sufficient time to complete construction activities from November 30, 2025 to April 30, 2027.

Project Number: 4
Applicant: Department of Transportation
County: Fresno County
District: 6
PPNO: 6879
EA: 0W170
Route: 41
Allocation Amount: \$20,101,000
Phase: CON/CON Support
Allocation Date: 06/30/2022
Allocation Resolution: FP-21-91
Award Date: 11/10/2022
Number of Months Requested: 3 Months
Extended Deadline: 02/28/2026
Department Recommendation: Support

SHOPP Mobility project

The Department requests a 3-month time extension to complete the CON phase for the SHOPP Mobility project. The Department has experienced unexpected delays in completing construction.

This project is located on SR 41, near Fresno, from the northbound Ashlan Avenue onramp to the northbound Shaw Avenue offramp. The project will construct a northbound auxiliary lane, add an additional lane to the Shaw Avenue offramp, and extend the turn pockets at the end of Shaw Avenue offramp to reduce congestion and improve highway operations and mobility.

The project was awarded in November 2022 and construction began in February 2023. CCA was anticipated in November 2025. However, CCA was revised to February 2026 due to CCOs.

Unforeseen site conditions and necessary adjustments have impacted the construction timeline. The first CCO related to the soil nail stabilization caused 41 working days of delay. This occurred during the excavation of the top lift of the soil nail wall, where loose sandy soils caused sections of the wall to cave in. The second CCO related to the fiber optic conduit caused 43 working days of delay. This occurred as the existing fiber optic conduits at a retaining wall required design and construction modifications. To account for the additional 43 working days, an extension of three months beyond the original 36-month contract duration is requested. This will allow for the completion of all remaining work, including PEP, by February 2026, while maintaining quality and public safety.

Therefore, the Department is requesting a 3-month time extension to allow sufficient time to complete construction activities from November 30, 2025 to February 28, 2026.

Project Number: 5
Applicant: Department of Transportation
County: Los Angeles
District: 7
PPNO: 4969
EA: 31930
Route: Various
Allocation Amount: \$3,232,000
Phase: CON/CON Support
Allocation Date: 8/19/2021
Allocation Resolution: FP-21-04
Award Date: 10/07/2022
Number of Months Requested: 12 Months
Extended Deadline: 10/31/2026
Department Recommendation: Support

SHOPP Collision Reduction project

The Department requests a 12-month time extension to complete the CON phase for the SHOPP Collision Reduction project. The Department has experienced unexpected delays in completing construction.

This project is located on various routes and locations, in Los Angeles and Ventura counties. The project will install new curve warning signs.

The project was awarded in October 2022 and construction began in December 2022. CCA was anticipated in October 2025. However, the CCA was revised to October 2026 due to several delays that impacted the project schedule including design changes, additional coordination efforts, long lead times for equipment, and re-mobilization.

Additionally, there were lead times for sign orders, as both replacement and additional signs required manufacturing and delivery beyond the original project schedule. The contractor also encountered multiple locations with rocky ground conditions that prevented standard signpost driving methods, forcing manual excavation of rock, which significantly slowed the pace of installation. Inspections also revealed that numerous signposts were not embedded to the correct depth, necessitating re-installation to meet safety and compliance standards.

Given the large geographic scope of the project, re-mobilizing crews to scattered locations throughout two counties has been especially time-consuming and logistically complex. These cumulative factors have contributed to not completing the project within the original timeframe, and this time extension is essential to allow for thorough remediation, final inspections, and full compliance across both counties in order to complete the project. These efforts are anticipated to be completed by October 2026.

The contractor is currently addressing the original contract scope and remediation for signs that were damaged or missing after initial installation. This contract covers both Ventura and Los Angeles counties, with approximately 1,000 locations. Each location has multiple signs. Because

the contract covers such a wide area, road signs are sometimes damaged in accidents, impacted by environmental events such as landslides, or vandalized with graffiti, particularly in downtown Los Angeles. The Department could not accept the contract work until these deficiencies were addressed. Numerous design changes occurred during the construction phase, which required coordination, approval, and field adjustments. Some sign locations were within active construction zones, preventing the contractor from completing the work in those areas until access was restored or the other projects were finished. Work is still underway in Ventura County, and once completed, the contractor will return to Los Angeles County to finish remaining installations. Upon completion, a final inspection will be needed. Per prior findings, additional corrective actions are likely to be required, such as replacing damaged signs.

Therefore, the Department is requesting a 12-month time extension to allow sufficient time to complete construction activities from October 31, 2025 to October 31, 2026

Project Number: 6
Applicant: Department of Transportation
County: Los Angeles
District: 7
PPNO: 5216
EA: 33680
Route: 118
Allocation Amount: \$3,933,000
Phase: CON/CON Support
Allocation Date: 08/18/2022
Allocation Resolution: FP-22-10
Award Date: 11/17/2022
Number of Months Requested: 8 Months
Extended Deadline: 07/31/2026
Department Recommendation: Support

SHOPP Collision Reduction project

The Department requests an 8-month time extension to complete the CON phase for the SHOPP Collision Reduction project. The Department has experienced unexpected delays in completing construction.

This project is located on SR 118, in the City of Los Angeles, near the neighborhood of Granada Hills, from west of Tampa Avenue to Woodley Avenue. The project will construct maintenance vehicle pullouts, pave beyond gore, repave side slopes, modify irrigation systems, and provide access gates to reduce maintenance needs and enhance highway worker safety.

The Collision Reduction project was awarded in November 2022, with 160 working days allocated for construction and an additional 250 working days for the PEP. Construction began in March 2023, with the original plan to complete all contract item work by January 2024, allowing the 12-month PEP to begin as scheduled. However, the project experienced a 15-month delay in construction, primarily due to the redesign of 7 deteriorated timber bridge stairways, many of which had exceeded their useful lifespan. The redesign was necessary to meet updated design specifications and safety standards, address variations in slope grade and elevation, and incorporate findings from additional land surveys. These issues were first identified in October 2023. Final design revisions were completed in August 2024, and all contract item work was finished by April 2025.

Throughout the construction of each stairwell, the contractor had discovered unidentified utilities and buried objects, such as existing concrete footings, utility pull box and utility lines such as fiber optic and water at all stairwell locations. These unforeseen conditions necessitated revisions to the design plans by the Department. This continually impacted the project's construction schedule throughout the construction of the stairwells. Also, due to continual slope erosion by winter storms in January 2023 affecting irrigation design, the landscape plans were revised. Due to the challenges stated, the contract work was not completed until April 2025 to begin the PEP. The PEP is anticipated to conclude in April 2026 and will ensure contract

compliance and revegetation success. The additional time will allow the Department to conduct the final safety review and address any issues that may arise.

Therefore, the Department is requesting a 8-month time extension to allow sufficient time to complete construction activities from November 30, 2025 to July 31, 2026.

Project Number: 7
Applicant: Department of Transportation
County: Ventura
District: 7
PPNO: 5255
EA: 34160
Route: 118
Allocation Amount: \$3,668,000
Phase: CON/CON Support
Allocation Date: 06/30/2022
Allocation Resolution: FP-21-91
Award Date: 10/25/2022
Number of Months Requested: 12 Months
Extended Deadline: 10/31/2026
Department Recommendation: Support

SHOPP Mobility project

The Department requests a 12-month time extension to complete the CON phase for the SHOPP Mobility project. The Department has experienced unexpected delays in completing construction.

This project is located on SR 118, in and near Moorpark, at the eastbound and westbound commercial vehicle enforcement facilities. The project will construct a new modular office facility, install overhead truck scale on-and-off message signs, upgrade concrete barrier and crash cushions, and place new concrete pavement.

This project was awarded in October 2022, with 230 contract working days. The contract was approved in December 2022 and was originally targeted to complete construction by November 2023. However, the CCA date has been revised to October 2026.

The fabrication of the modular building took much longer than anticipated due to the procurement of specialized materials. The fabrication was completed, and the modular buildings were delivered to the project site in June 2025. Due to this unanticipated delay, this contract was suspended from September 2023 to April 2025. The Contractor re-mobilized to the project site in June 2025.

The remaining scope of work includes constructing building foundations, installing modular buildings, and completing mechanical piping, ramps, stairs, and water and sewer tanks. Electrical work is also part of the scope, including the installation of upgraded camera and communication systems, fiber optic cabling, and a new audio-visual enclosure for the enhanced cameras. In addition, the work involves revising the design and constructing concrete barrier extensions along with their associated crash cushion system. The current estimated time to complete construction tasks listed above is July 2026.

Therefore, the Department is requesting a 12-month time extension to allow sufficient time to complete construction activities from October 31, 2025 to October 31, 2026.

Project Number: 8
Applicant: Department of Transportation
County: Calaveras
District: 10
PPNO: 3255
EA: 1H500
Route: 4
Allocation Amount: \$7,063,000
Phase: CON/CON Support
Allocation Date: 08/18/2022
Allocation Resolution: FP-22-10
Award Date: 11/18/2022
Number of Months Requested: 12 Months
Extended Deadline: 11/30/2026
Department Recommendation: Support

SHOPP Bridge Preservation project

The Department requests a 12-month time extension to complete the CON phase for the SHOPP Bridge Preservation project. The Department has experienced unexpected delays in completing construction.

This project is located on SR 4, near Angels Camp, at West Branch Cherokee Creek Bridge No. 30-0036. The project will replace the bridge with a new structure which meets current standards and provides shoulders for disabled vehicles, maintenance workers, pedestrians, and bicycles.

The project was awarded in November 2022 and construction began in August 2023. CCA was anticipated in November 2025. However, the CCA was revised to November 2026 due to several delays that impacted the project schedule.

This project's northwestern end ties into the Wagon Trail project (EA 10-0E530) along the same route. The Wagon Trail project was unable to be completed as planned due to a budget shortfall and the project was suspended from December 2023 to March 2025. As a result, this project, EA 10-1H500, could not be completed since the project alignment was planned to transition to the east end of the Wagon Trail project.

As a result, both projects were suspended in November 2023. After the Wagon Trail project resumed work in July 2025, it was discovered that the Wagon Trail Phase 1 had a change in surface elevations at the overlap section. A recent ground survey also showed that the Wagon Trail project's horizontal alignment had changed. The project team needs additional time to revise the contract plans, survey files and earthwork quantities for EA 10-0E530.

Therefore, the Department is requesting a 12-month time extension to allow sufficient time to complete construction activities from November 30, 2025 to November 30, 2026.

Project Number: 9
Applicant: Department of Transportation
County: Merced
District: 10
PPNO: 5431Y
EA: 3A721
Route: 99
Allocation Amount: \$3,002,000
Phase: CON/CON Support
Allocation Date: 08/18/2022
Allocation Resolution: FP-22-10
Award Date: 11/15/2022
Number of Months Requested: 18 Months
Extended Deadline: 05/31/2027
Department Recommendation: Support

SHOPP Roadway Preservation project

The Department requests an 18-month time extension to complete the CON phase for the SHOPP Roadway Preservation project. The Department has experienced unexpected delays in completing construction.

This project is located on SR 99, in and near Atwater, at the Atwater-Merced Expressway Interchange. The project will perform landscape mitigation for Roadway Rehabilitation project (EA 10-3A720).

The project was awarded in November 2022 and construction began in April 2023. CCA was anticipated in November 2025. However, the CCA was revised to May 2027 due to the complications with the PEP.

The completion of the plant establishment work has been delayed as a result of the construction of extensive landscape infrastructure improvements that have exceeded the 150 working days that were estimated at the onset of the construction phase for non-PEP work. The landscape infrastructure improvements included a new irrigation system with control valves, flow sensors, booster pump, water meter, and controller with a fenced enclosure. The landscape infrastructure improvements were a necessary component to facilitate the success and viability of the plant establishment that follows the landscape infrastructure. Extending the construction phase will ensure that the 36-month PEP, can be successfully completed to provide highway planting and mitigate the visual impacts related to roadway construction.

Therefore, the Department is requesting an 18-month time extension to allow sufficient time to complete construction activities from November 30, 2025 to May 31, 2027.