

MEMORANDUM

To: CHAIR AND COMMISSIONERS
CALIFORNIA TRANSPORTATION COMMISSION

CTC Meeting: August 20-21, 2026

From: STEVEN KECK, Chief Financial Officer

Reference Number: 2.5d.(4), Action Item

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District 11 - Director

Subject: **ALLOCATION FOR PROJECT WITH COSTS THAT EXCEED THE
PROGRAMMED AMOUNT BY MORE THAN 20 PERCENT
PPNO 1352/EA 43063 – SAN DIEGO COUNTY – STATE ROUTE 75 AND
INTERSTATE 5
RESOLUTION FP-26-04**

ISSUE:

Should the California Transportation Commission (Commission) approve the California Department of Transportation's (Department) allocation request for \$162,000,000 for Construction of the State Highway Operation and Protection Program (SHOPP) Bridge Rehabilitation and Replacement project on State Route (SR) 75 and Interstate 5 (I-5), in San Diego County, to award the project?

RECOMMENDATION:

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

PROJECT DESCRIPTION:

This project is located on SR 75 in the City of San Diego, at the San Diego-Coronado Bay Bridge (No. 57-0857) and E75-N5 Connector Overcrossing (No. 57-0912G); and on I-5 at the S5-S75 Connector Overcrossing (No. 57-0939H), in San Diego County. The project proposes to install suicide deterrent fencing along the bridges. The project is utilizing the Progressive Design-Build (PD-B) delivery method.

FUNDING AND PROGRAMMING STATUS:

In January 2023, this project was authorized in the SHOPP for \$94,800,000 in Construction Capital and \$15,000,000 in Construction Support for allocation in Fiscal Year 2025-26. In

October 2024, the project was amended to change the delivery method from Design-Bid-Build to PD-B as the project entails design and construction of a unique suicide deterrent system that does not fit the traditional highway transportation project mold.

In July 2026, the Agreed to Price reflected the need of \$146,000,000 in Construction Capital (54.0 percent over the authorized amount) and \$16,000,000 in Construction Support (6.7 percent over the authorized amount). The Department plans to award the project in October 2026 and begin construction in November 2026. Construction is planned for 2 construction seasons with a duration of 445 working days. A concurrent amendment to fully program the unfunded Construction phases of this previous future need project is on this month's Commission agenda.

REASON FOR COST INCREASE:

The Construction Capital estimate is greater than the authorized amount due to the change in the suicide deterrent fence's attachment system to meet all design, environmental, and construction constraints that are not typical of transportation projects and that is uniquely specialized for these bridges. The need for additional design services is also required. The Construction Support estimate is greater than the authorized amount due to efforts that will be required for the Department to move the existing median movable bridge barrier.

Capital Cost Increase:

When the Project Report estimate was prepared, the suicide deterrent fence included a conceptual continuous top plate attachment system. It was later determined that the continuous top plate connection system had constructability issues and did not provide adequate flexibility to accommodate all the existing bridge features. Working around and incorporating these existing bridge features that include cold joints, expansion joints, light poles, electrical boxes, conduits, existing anchors, and other non-uniformly spaced features reduces construction productivity, thus increasing the construction cost. To meet all constraints and environmental requirements, a different connection system was developed that uses individual top plates and a longitudinal tubular connection system located on the back side of the bridge barrier. Environmental constraints include utilizing the existing top of concrete bridge rail anchors, minimizing the number of new anchor holes that need to be drilled into the bridge, minimum 20-foot post spacing, maximum post size, minimum netting transparency, material type and finish. The suicide deterrent fence must also be supported by horizontal cables as rigid horizontal members cannot be used to support the netting. The final attachment system is much more complex and will require much more labor and equipment to construct. To maximize efficiency, five separate night crews will be working concurrently to construct the fence. Additional traffic control support and safety equipment will be needed for the larger workforce that will be spread out along the bridge that has no shoulders. The Project Report estimate assumed a single construction night crew would construct the fence. An offsite day crew will also pre-assemble 50 percent of the fence panels. This daytime fabrication crew was also not included in the Project Report estimate.

Due to the additional crew and additional equipment needed, there are additional time-related overhead and mobilization costs. Additional cost was also added for construction personnel to be transported from the contractor's yard to the bridge for day (construction of superstructure walkways) and night work since there is no parking at the bridge. Travel costs were added as the contractor and iron workers are not local.

During design, it was also determined that additional closed-circuit television cameras are needed above what was anticipated in the Project Report estimate to achieve future monitoring of the entire bridge.

Design Service costs were added as the PD-B designer is the Engineer of Record. During construction, the designer will prepare and issue the final design package that includes final specifications, review and approve shop drawings, respond to contractor's Requests for Information, review and approve Field Design Changes, prepare Notice of Design Changes, review and respond to Non-Conformance Reports, provide Critical Activity Point reviews and approvals, prepare as-built plans, and prepare and issue the final bridge load rating report. While these efforts are typically performed with support resources, with the PD-B delivery, these efforts are performed with capital costs.

The estimated cost also includes contractor owned risks that include hitting rebar when drilling anchors, unknown scope to relocate over 100 existing air and water hookups that are attached to the barrier, impacts if supplied flaggers from the railroad companies are not available when needed, impacts if a railroad company enacts a holiday moratorium, and additional subcontractor costs at the time of award. In addition, the estimated cost also includes Department owned risks that include major tariffs, mitigation for the Peregrine falcon nesting season impacts, repair of existing bridge travelers, impacts due to external permit delays, existing concrete failures, and Sunday shift differential (double time) for iron workers and other trades.

The incorporation of the additional scope amounts to an increase of \$51,200,000 in capital costs.

The Department and the Design-Builder have been continually looking for opportunities to reduce costs, some examples that were implemented include design modifications, construction sequencing, and alternative construction methods. The suicide deterrent fence will block future inspection and maintenance access to several areas under the bridge deck. The Project Report includes constructing full bridge bay enclosures to resolve this issue. The full bridge bay enclosures have been reduced to 3-foot-wide inspection/maintenance walkways. The walkways have also been reduced to only four bridge spans. Access for the remaining bridge spans will be performed with an under-bridge inspection truck. In addition, it was determined that the suicide deterrent fence panels would be fabricated offsite. Fabricating 50 percent of the panels offsite improves efficiency and reduces cost. This innovation also improves safety and should also improve quality. Furthermore, the contractor will use mobile articulating platforms instead of building temporary access along the sides of the bridge.

Mobile platforms will be more efficient and used to access the back side of the concrete barrier and under the bridge deck overhang.

Support Cost Increase:

The support cost increase is due to the additional resources that will be required by the Department as a result of the existing median movable bridge barrier that will need to be moved by Field Maintenance staff to create three southbound lanes prior to the contractor beginning night work in the southbound direction of SR 75. The cost to move the barrier each evening for approximately one year was not included in the Project Report estimate. Also, not included in the Project Report estimate are the efforts for developing a visual mitigation package to meet permit requirements. This refinement to the workplan amounts to an increase of \$1,000,000 in support costs.

CONSEQUENCES:

If this allocation request is not approved, the Department will not be able to award the contract to address the critical need for suicide deterrent fencing on the San Diego-Coronado Bay Bridge in a timely manner. To address all of the deficiencies and safety improvements, the project will have to be reprogrammed in a future SHOPP cycle, which will result in delays and could result in higher costs due to escalation.

FINANCIAL RESOLUTION:

Resolved, that \$146,000,000 be allocated from the Budget Act of 2025, Budget Act Items 2660-302-3290 and 2660-302-0890 for Construction Capital, and \$16,000,000 for Construction Support, to provide funds to award this SHOPP project.

Attachment

2.5 Highway Financial Matters

2.5 Highway Financial Matters			PPNO		
Project No.			Program/Year		
Allocation Amount			Phase		
County	Location		Prgm'd Amount	Budget Year	
Dist-Co-Rte	Project Description		Project ID	Item # Fund Type	Amount by
Postmile			Adv Phase	Program Code	Fund Type
			EA		
2.5d.(4)	Allocation of Project with Construction Cost that Exceeds 20 Percent of the Programmed Amount			Resolution FP-26-04	
1	In the city of San Diego, on San Diego-Coronado Bay Bridge No. 57-0857 and E75-N5 Connector Overcrossing No. 57-0912G; also on Route 5 at S5-S75 Connector Overcrossing No. 57-0939H (PM R13.8/R14.3). Install suicide deterrent fences along bridges. This is a Progressive Design-Build (PD-B) project.		11-1352	505-3290 RMRA	\$1,836,000
\$162,000,000			SHOPP/25-26	001-0890 FTF	\$14,164,000
			CON ENG	20.10.201.110	\$16,000,000
San Diego			\$15,000,000		
11-SD-75			CONST		
R20.1/R22.261			\$94,800,000	2025-26	
	Preliminary		1119000044	302-3290 RMRA	\$16,747,000
	Engineering	Budget	3,4	302-0890 FTF	\$129,253,000
	PA&ED	\$5,131,000	43063	20.20.201.110	\$146,000,000
	PS&E	\$28,800,000			
	R/W Sup	\$69,000			
		Expended			
		\$3,677,000			
		\$15,239,000			
		\$23,096			
	Performance Measure:				
	Planned: 3.0, Actual: 3.0 Bridge(s)				
	CEQA - MND, 06/23/2022				
	NEPA - CE, 06/27/2022				
	Future consideration of funding approved under Resolution E-21-101; June 2022.				
	Concurrent Amendment under SHOPP Amendment 26H-003; August 2026.				
	SB1 Baseline Agreement approved under Resolution SHOPP-P-2223-04B: May 2023.				
	Two month allocation time extension for CONST and CON ENG approved under Waiver 26-102; June 2026.				
Performance Measure: Bridge(s)					
	Unit	Good	Fair	Poor	Quantity
Existing Condition	Square feet	95,648.0	574,976.0	0.0	670,624.0
Post Condition	Square feet	95,648.0	0.0	0.0	95,648.0