

MEMORANDUM

To: CHAIR AND COMMISSIONERS
CALIFORNIA TRANSPORTATION COMMISSION

CTC Meeting: August 20-21, 2026

From: STEVEN KECK, Chief Financial Officer

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

Prepared By: Jaime Espinoza, Chief (Acting)
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 26-167**

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 October 2021, August 2022, March 2023, May 2023, June 2023 and August 2023, the Commission allocated \$171,768,000 in Construction Capital (CON/CON Support) for the attached nine SHOPP project phases. These projects were awarded in May 2022, September 2022, June 2023, August 2023, September 2023, and October 2023. In accordance with the SHOPP Guidelines (Guidelines), the deadlines to complete Construction Contract Acceptance for projects awarded in May 2022, September 2022, June 2023, August 2023, September 2023, and October 2023 are May 31, 2025, September 30, 2025, June 30, 2026, August 31, 2026, September 30, 2026, and October 31, 2026, 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 requests a time extension if the project is not 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: 01
PPNO: 4845
EA: 0N440
Route: 1
Allocation Amount: \$38,000,000
Phase: CON/CON Support
Allocation Date: 08/21/2023
Allocation Resolution: Emergency G-11 Allocation
Award Date: 08/14/2023
Number of Months Requested: 16 Months
Extended Deadline: 12/31/2027
Department Recommendation: Support

SHOPP Major Damage Restoration project

The Department requests a 16-month time extension to complete the Construction (CON) phase for the SHOPP Major Damage Restoration project. The Department has experienced unexpected delays in completing construction.

The project is located near Westport, south of Hillcrest Terrace. The project will repair slide damage, extend existing retaining walls, construct a dewatering and revetment system, reconstruct roadways, and perform extensive geotechnical investigation.

Between December 2022 and March 2023, District 1 experienced severe winter storms that caused widespread damage. On March 1, 2023, the Westport landslide on Route 1 began showing significant roadway and structural distress. A Disaster Assessment Form was submitted to the Federal Highway Administration for this event to document the site impacts and support federal involvement in the recovery effort.

To address the instability and maintain a safe highway, the project was scoped to repair an existing retaining wall, construct a Soldier Pile Ground Anchor (SPGA) wall, install a slope dewatering system, and build a coastal rock revetment at the base of the landslide.

Before construction could begin, extensive geotechnical investigations were required to design the coastal revetment and develop a coastal process model that accounts for future sea level rise. These studies were necessary due to the site's sensitive environmental and cultural resources and the need to address concerns raised by the California Coastal Commission. Given the emergency nature of the project, the construction duration was not readily apparent when the work plan was developed and was only realized after the studies were performed. This work allowed engineers to finalize the project scope and determine the appropriate design and costs.

In November 2024, an atmospheric river accelerated coastal erosion and increased movement within the larger landslide complex. Several new nested slides developed across the site. Work began immediately to stabilize the area and continued through construction of the SPGA wall, coastal revetment, and the dewatering network.

Following completion of roadway work in summer 2026, additional long-term geotechnical monitoring equipment must be installed. Due to the size and behavior of the landslide, monitoring of groundwater conditions, revetment performance, and slide movement is required for three to five years to ensure long-term stability.

The contractor also needs to grade and begin initial replanting of approximately four acres of disturbed area in fall 2026. One year of weeding and watering is required through fall 2027, with potential replanting at that time if needed to achieve successful revegetation. This prolongs the construction season past the typical 36-month period.

A 16-month extension is necessary to complete installation of the monitoring system, finish required environmental restoration work, perform the one-year vegetation establishment period, and carry out any needed replanting. This extension ensures all stability and revegetation requirements are met and that the project is completed in a safe, durable, and environmentally compliant manner.

Therefore, the Department is requesting a 16-month time extension to allow sufficient time to complete construction activities from August 31, 2026 to December 31, 2027.

Project Number: 2
Applicant: Department of Transportation
County: Sacramento
District: 03
PPNO: 5965
EA: 3J330
Route: 12
Allocation Amount: \$19,300,000
Phase: CON/CON Support
Allocation Date: 08/18/2022
Allocation Resolution: FP-22-10
Award Date: 09/26/2022
Number of Months Requested: 8 Months
Extended Deadline: 05/31/2027
Department Recommendation: Support

SHOPP Major Damage Restoration project

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

The project is located near Rio Vista, at the Sacramento River (Rio Vista) Bridge No. 23-0024, which is in both Sacramento and Solano County. The project will repair and upgrade electrical, mechanical, and structural damaged components of bridge.

At the time of the CON phase allocation, 48 months were approved for construction, establishing a planned Construction Contract Acceptance (CCA) date of September 2026. Supplemental funds for CON Capital and Support phases were later approved at the October 2024 Commission meeting.

On August 9, 2018, the Rio Vista Bridge experienced a failure of its lift system, leaving the moveable span stuck in the raised position and inoperable. An emergency Director's Order (EA 03-4H690) was issued to restore bridge functionality by replacing the failed lift components. During this work, many obsolete electrical and mechanical components were discovered throughout the lift system.

Because these outdated and deteriorated elements posed a risk of future operational failure, a second Director's Order (EA 03-3J330) was approved on October 10, 2022, to implement permanent repairs. This permanent scope includes upgrades to electrical systems, mechanical systems, and permanent structural damaged components of the lift span. To prevent additional delay and ensure continuity of work, the Department delivered the contract through the emergency force account with the same contractor already mobilized. The contract was awarded on September 26, 2022, and work began on October 10, 2022. The project experienced multiple unavoidable delays during construction, procurement, installation, and system integration that moved the completion date by several months. One of these delays was caused by a significant elevator repair component requiring installation of a new elevator

system. Furthermore, installation was delayed due to the redesign of the elevator's power supply, which required door-interlock modifications to meet current safety standards, address technical support availability, and accommodate long procurement timelines for new parts. These combined delays have shifted the expected completion of elevator installation to December 2026.

Once installation is complete, the state elevator inspector must perform testing and certification before the elevator can be approved for operation. This inspection cannot occur until all installation work and system adjustments are finished. Based on these cumulative delays, overall project completion is now expected in spring 2027.

The Department has tried to accelerate work where possible to complete the project. However, given the unavoidable procurement challenges, required system redesign, delayed installation schedule, and mandatory post-installation inspection, a construction time extension to May 2027 is necessary to complete the remaining work and ensure safe and reliable operation of the Rio Vista Bridge.

Therefore, the Department is requesting an 8-month time extension to allow sufficient time to complete construction activities from September 30, 2026 to May 31, 2027.

Project Number: 3
Applicant: Department of Transportation
County: Santa Clara
District: 04
PPNO: 1498F
EA: 4J890
Route: 82
Allocation Amount: \$29,366,000
Phase: CON/CON Support
Allocation Date: 03/23/2023
Allocation Resolution: FP-22-56
Award Date: 08/17/2023
Number of Months Requested: 5 Months
Extended Deadline: 01/31/2027
Department Recommendation: Support

SHOPP Roadway Preservation project

The Department requests a 5-month time extension to complete the CON phase for the SHOPP Roadway Preservation project. The Department has experienced unexpected delays in completing construction. At the March 2023 Commission meeting, the project EA 4J89U was combined at construction from two SHOPP projects (EA 4J890 Pavement Preservation and EA 0K010 Americans with Disabilities Act Curb Ramps).

The project is located in Mountain View, Los Altos, and Palo Alto, from north of Route 237 to Sand Hill Road. The project will rehabilitate pavement, construct three pedestrian crossings, and install Class II bike lanes as complete street elements.

During initial excavation work early in the project, unforeseen underground utilities were encountered at multiple locations. To avoid the high cost and extensive delays of relocating these existing utilities, the design team modified the electrical project plans. The foundations for the pedestrian hybrid beacon system were successfully relocated to ensure a safe and effective installation, which extended the early construction schedule.

Following a safety investigation under the Bicyclist Safety Improvement Monitoring Program, a major scope change was introduced via a Contract Change Order (CCO) to incorporate a new bike lane into the project. The CCO scope change resulted in CON phase supplemental funding, which was approved at the January 2025 Commission meeting. Because the bike lane required the complete removal of street parking, extensive public outreach and continuous collaboration with local partners were required throughout the CON phase. This included multiple City Council and community meetings, coordination with Stanford University and other stakeholders, and workshops with local partners and an Ad Hoc Committee.

The Department anticipated completing this project within the CON phase deadline, however the expanded scope pushed construction into the winter season, where colder temperatures delayed paving operations. These strict thermal constraints compressed the remaining summer working windows and delayed future work and schedule coordination. This delayed the project

by approximately five months. The remaining work to complete the project includes the review, processing and approval of a Certificate of Environmental Compliance. This mandatory environmental review could not occur until all physical construction work was entirely complete. Given the added scope of the bicyclist safety improvements, extensive public coordination requirements, seasonal temperature constraints for final paving, and the mandatory post-construction environmental review, additional time is needed to complete the remaining work.

Therefore, the Department is requesting a 5-month time extension to allow sufficient time to complete construction activities from August 31, 2026 to January 31, 2027.

Project Number: 4
Applicant: Department of Transportation
County: Santa Clara
District: 04
PPNO: 1495G
EA: 0K010
Route: 82
Allocation Amount: \$9,506,000
Phase: CON/CON Support
Allocation Date: 03/23/2023
Allocation Resolution: FP-22-56
Award Date: 08/17/2023
Number of Months Requested: 5 Months
Extended Deadline: 01/31/2027
Department Recommendation: Support

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The Department anticipated completing this project within the CON phase deadline, however the expanded scope pushed construction into the winter season, where colder temperatures delayed paving operations. These strict thermal constraints compressed the remaining summer working windows and delayed future work and schedule coordination. This delayed the project

by approximately five months. The remaining work to complete the project includes the review, processing and approval of a Certificate of Environmental Compliance. This mandatory environmental review could not occur until all physical construction work was entirely complete. Given the added scope of the bicyclist safety improvements, extensive public coordination requirements, seasonal temperature constraints for final paving, and the mandatory post-construction environmental review, additional time is needed to complete the remaining work.

Therefore, the Department is requesting a 5-month time extension to allow sufficient time to complete construction activities from August 31, 2026 to January 31, 2027.

Project Number: 5
Applicant: Department of Transportation
County: Santa Barbara
District: 05
PPNO: 2426W
EA: 1C843
Route: 101
Allocation Amount: \$40,944,000
Phase: CON/CON Support
Allocation Date: 05/18/2023
Allocation Resolution: FP-22-85
Award Date: 06/08/2023
Number of Months Requested: 7 Months
Extended Deadline: 03/31/2027
Department Recommendation: Support

SHOPP Collision Reduction project

The Department requests a 7-month time extension to complete the CON phase for the SHOPP Collision Reduction project. The Department has experienced unexpected delays in completing construction. At the May 2023 Commission meeting, the project EA 1C843 was combined during the CON phase allocation with a State Transportation Improvement Program (STIP) project EA 0N743 for construction under EA 0N74U at the May 2023 Commission meeting. At the time of allocation, the project received an additional 2 months beyond the 36-month Timely Use of Funds deadline.

The project is located in Santa Barbara County on United States Highway (US) 101, south of the San Ysidro Avenue Overcrossing to north of the Olive Mill Overcrossing. The project is part of a corridor of projects to construct High Occupancy Vehicle (HOV) lanes and utilized the Construction Manager / General Contractor (CMGC) delivery process.

This project is one segment of the US 101 HOV Corridor Improvement Program in Santa Barbara County and is intentionally planned to deliver using the CMGC project delivery method. The project was combined with other projects in close proximity to accelerate corridor-wide construction and maximize efficiency through a coordinated construction strategy. In April 2023, the project achieved Ready-to-List followed by start of construction in June 2023. Following contract award of this project, two additional adjacent HOV SHOPP projects (EA 05-0N74V and EA 05-0N705) were advanced into construction. These projects share continuous work zones, overlapping construction limits, common traffic handling requirements, and interdependent sequencing. The Department elected to construct these projects concurrently under a coordinated CMGC strategy with the aim to shorten the overall completion of the US 101 corridor improvements.

During construction, the Department has been coordinating to maintain mobility throughout construction with carefully coordinated traffic switches and staging operations among all three projects. However, options are limited due to restricted right-of-way, closely spaced interchanges, multiple ramp closure requirements, high traffic volumes and adjacent

communities. The geometric limitation in the project limits has impacted construction productivity. To maintain two-way traffic through construction work zones under the existing overcrossings has been challenging, and specialized traffic staging has been required, resulting in slow production of construction activities. Consequently, the construction schedule has been impacted and additional time and resources were required to complete construction activities.

In addition, there are three bridge structures in the project where in-water construction activities are restricted by seasonal creek work windows. Certain activities are only allowed in designated environmental windows. Because work sequencing among all three projects is interconnected, these environmental restrictions influenced the construction schedule. Furthermore, construction activities including barrier transitions, pavement tie-ins, drainage connections, signing and striping and utility coordination could not always proceed independently because work in one project was often dependent upon completion of activity in an adjacent project. Maintaining continuity among all three projects required careful sequencing that extended the duration of construction activities of this project but optimized overall corridor completion. The Department and CMGC have worked on keeping the project schedule as close to original timeline as possible. However, additional time is needed to complete construction. There is a concurrent time extension request for CON completion for the STIP portion on this month's Commission agenda.

Therefore, the Department is requesting a 7-month time extension to allow sufficient time to complete construction activities from August 31, 2026 to March 31, 2027.

Project Number: 6
Applicant: Department of Transportation
County: Los Angeles
District: 07
PPNO: 5374
EA: 34700
Route: 710
Allocation Amount: \$8,414,000
Phase: CON/CON Support
Allocation Date: 06/29/2023
Allocation Resolution: FP-22-95
Award Date: 09/28/2023
Number of Months Requested: 6 Months
Extended Deadline: 03/31/2027
Department Recommendation: Support

SHOPP Roadway Preservation project

The Department requests a 6-month time extension to complete the CON phase for the SHOPP Roadway Preservation project. The Department has experienced unexpected delays in completing construction.

The project is located in Long Beach and Pasadena, at various locations. The project will rehabilitate pump plants to improve reliability, efficiency, and pumping capacity.

This project requires extensive utility coordination across four critical pump plant locations, making the construction schedule highly dependent on external utility workflows. The project experienced initial delays soon after construction began, because equipment fabrication could not begin until Southern California Edison (SCE) and Pasadena Water and Power completed their thorough reviews of site-specific submittals and electrical service drawings. These prolonged external reviews pushed out the manufacturing timeline and extended the original baseline schedule.

Following the submittal approvals, the project required highly synchronized field operations with both utility providers. This complex coordination included physical conduit relocation, mandatory insulation and ground resistance safety testing, permanent power connections, and final equipment commissioning across all four facilities. Securing utility field crews and balancing these specialized, dependent tasks around the providers' available scheduling windows introduced cumulative delays to the critical path.

Given the extensive external utility review timelines, complex scheduling dependencies for synchronized field work, and mandatory post-installation testing and equipment commissioning, six additional months are needed to complete the remaining work.

Therefore, the Department is requesting a 6-month time extension to allow sufficient time to complete construction activities from September 30, 2026 to March 31, 2027.

Project Number: 7
Applicant: Department of Transportation
County: Riverside
District: 08
PPNO: 3015Y
EA: 1L320
Route: 91
Allocation Amount: \$5,410,000
Phase: CON/CON Support
Allocation Date: 05/18/2023
Allocation Resolution: FP-22-69
Award Date: 09/25/2023
Number of Months Requested: 20 Months
Extended Deadline: 05/31/2028
Department Recommendation: Support

SHOPP Roadside Preservation project

The Department requests a 20-month time extension to complete the CON phase for the SHOPP Roadside Preservation project. The Department has experienced unexpected delays in completing construction.

The project is located in the city of Riverside, from Adams Street to west of Route 60. The project will rehabilitate landscaping and irrigation systems.

The approval of construction occurred in November 2023, and the project entered the required 3-year Plant Establishment Period (PEP) prior to completing all construction activities in early 2025. All construction activities finished in May 2025, which included weather delays. The need to adjust the schedule arises from an administrative oversight at the time of the CON phase allocation, where the PEP was inadvertently omitted from the baseline contract duration. The establishment period runs through March 2028, and the additional time will allow the Department to monitor vegetation growth, ensure any plant deficiencies are corrected, and ensure all environmental restoration requirements are completed.

Therefore, the Department is requesting a 20-month time extension to allow sufficient time to complete construction activities from September 30, 2026 to May 31, 2028.

Project Number: 8
Applicant: Department of Transportation
County: San Joaquin
District: 10
PPNO: 3428
EA: 1H650
Route: 99
Allocation Amount: \$4,928,000
Phase: CON/CON Support
Allocation Date: 06/29/2023
Allocation Resolution: FP-22-95
Award Date: 10/19/2023
Number of Months Requested: 20 Months
Extended Deadline: 06/30/2028
Department Recommendation: Support

SHOPP Roadside Preservation project

The Department requests a 20-month time extension to complete the CON phase for the SHOPP Roadside Preservation project. The Department has experienced unexpected delays in completing construction.

The project is located in and near Lodi, from north of Harney Lane to north of Turner Road. The project will rehabilitate landscaping and irrigation systems.

Construction activities started in November 2023 and all construction work finished according to the original schedule in April 2025. At that point, the project formally transitioned into the 750 working-day PEP. The need for this extension stems from a scheduling omission during the initial request for construction funding, where the baseline contract duration failed to account for the necessary PEP timeframe. The establishment period is scheduled for completion in April 2028, and the additional time will allow the Department to maintain active contract oversight, monitor plant health, and ensure all environmental restoration obligations are fully satisfied prior to achieving CCA.

Therefore, the Department is requesting a 20-month time extension to allow sufficient time to complete construction activities from October 31, 2026 to June 30, 2028.

Project Number: 9
Applicant: Department of Transportation
County: Orange
District: 12
PPNO: 3483
EA: 0G950
Route: 55
Allocation Amount: \$15,900,000
Phase: CON/CON Support
Allocation Date: 10/14/2021
Allocation Resolution: FP-21-25
Award Date: 05/27/2022
Number of Months Requested: 20 Months
Extended Deadline: 05/31/2028
Department Recommendation: Support

SHOPP Mobility project

The Department requests a 20-month time extension to complete the CON phase for the SHOPP Mobility project. The Department has experienced unexpected delays in completing construction. After the October 2021 Commission meeting, project EA 0G950 was combined with multi-funded STIP, Trade Corridor Enhancement Program (TCEP), and Local Partnership Program (LPP) (Competitive) project EA 0J340, under EA 0J34U.

The project is located in the cities of Santa Ana and Tustin, from the Dyer Road onramp to the Edinger Avenue offramp. The project will construct a northbound auxiliary lane.

Additional time is needed for the combined project EA 0J34U. The project encountered a series of significant, cascading delays across utility and Right of Way (RW) coordination, adverse weather conditions, and construction staging impacts that severely impacted the critical path.

The initial project timeline was extended by approximately five months due to prolonged third-party utility coordination. Overhead power lines owned by SCE and water lines managed by the City of Santa Ana required unexpected permitting, engineering reviews, and extensive negotiations before construction could safely proceed around them. During the winter of 2022-23, Southern California experienced an unusually prolonged rainy season that exceeded historical normal levels. Heavy rains from January to March 2023 caused saturated soil conditions, site flooding, and unsafe working environments. To comply with safety protocols and prevent erosion, the Department had to issue 40 non-working days on controlling operations, effectively halting excavation, concrete pouring, and equipment mobilization for 2 months.

The most critical impact to the project schedule involved RW constraints, specifically securing a Temporary Construction Easement (TCE) adjacent to the northbound mainline between bridges within Dyer Road and Warner Avenue. This area was scheduled to be available to the contractor in January 2023 for initial construction staging, while simultaneously building the outside northbound lanes before shifting traffic. However, the TCE could not be secured for 41 months, finally becoming available in May 2026. To mitigate a total standstill, the Department allowed the

contractor to re-sequence operations, shifting resources from roadway crews to structure crews to focus on secondary stage work at the Dyer Road Bridge and other available areas. While this re-sequenced approach kept crews utilized, building around the missing TCE added significant complexity and lengthened the overall duration of the contract.

Additionally, prolonged negotiations with adjacent property owners and local agencies regarding site access and project impacts extended construction timelines by an additional three to four months.

These cumulative RW, weather, and utility delays severely compressed the remaining windows for high-impact activities, such as final bridge construction and paving. While the team implemented enhanced traffic management plans and real-time monitoring to maximize the remaining lane-closure windows, the project requires a time extension to successfully complete the remaining critical path work in a safe and compliant manner. There is a concurrent time extension for CON completion for the multi-funded STIP, TCEP, and LPP (Competitive) project on this month's Commission agenda.

Therefore, the Department is requesting a 20-month time extension to allow sufficient time to complete construction activities from September 30, 2026 to May 31, 2028.