

MEMORANDUM

To: CHAIR AND COMMISSIONERS
CALIFORNIA TRANSPORTATION COMMISSION

CTC Meeting: October 15-16, 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 HIGHWAY OPERATION AND PROTECTION PROGRAM PROJECTS, ON THE STATE HIGHWAY SYSTEM, PER SHOPP GUIDELINES WAIVER 26-192**

ISSUE:

Should the California Transportation Commission (Commission) extend the period of project completion for six 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 six SHOPP projects, for the time periods as identified in the attachment.

BACKGROUND:

In August 2021, January 2023, March 2023, June 2023, and August 2023, the Commission allocated \$363,091,000 in Construction Capital (CON/CON Support) for the attached six SHOPP project phases. These projects were awarded in February 2023, June 2023, October 2023, and November 2023. In accordance with the SHOPP Guidelines (Guidelines), the deadlines to complete Construction Contract Acceptance for projects awarded in February 2023, June 2023, October 2023, and November 2023 are February 28, 2026, June 30, 2026, October 31 2026, and November 30, 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: 4588
EA: 0E110
Route: 1
Allocation Amount: \$13,604,000
Phase: CON/CON Support
Allocation Date: 03/23/2023
Allocation Resolution: FP-22-56
Award Date: 11/15/2023
Number of Months Requested: 3 Months
Extended Deadline: 02/28/2027
Department Recommendation: Support

Bridge Rail Replacement and Upgrade project

The Department requests a 3-month time extension to complete the Construction (CON) phase for the Bridge Rail Replacement and Upgrade project. The Department has experienced unexpected delays in completing construction.

The project is located near Fort Bragg, at Elk Creek Bridge No. 10-0120. The project will replace the bridge to improve geometric and structural deficiencies.

The project experienced construction delays due to unforeseen subsurface conditions that impacted foundation and water-diversion work. These unforeseen conditions could not be predicted based on design assumptions and required additional time to address during construction, delaying critical-path activities and preventing the project from meeting the current completion deadline.

The bridge design requires new pile footings for support. The pile driving required deeper installation because the design depths could not provide the necessary bearing capacity and resistance. This unexpected subsurface condition extended the pile-driving work and delayed foundation completion by approximately six weeks. In addition, the water diversion installed in season 1 experienced subsurface water intrusion caused by a permeable rock layer encountered in the channel. This was unforeseen and required replacement with a sheet-pile system in season 2. Installing this upgraded system took additional time and resulted in about one month of delay.

The Department accelerated the construction activities where possible to complete the project on schedule. However, due to the combination of deeper-than-anticipated pile driving and the need to install a more robust water diversion system, a construction time extension to February 2027 is necessary to complete the remaining work.

Therefore, the Department is requesting a 3-month time extension to allow sufficient time to complete construction activities from November 30, 2026 to February 28, 2027.

Project Number: 2
Applicant: Department of Transportation
County: Plumas
District: 02
PPNO: 3619
EA: 1H580
Route: 70
Allocation Amount: \$108,120,000
Phase: CON/CON Support
Allocation Date: 01/26/2023
Allocation Resolution: FP-22-42
Award Date: 06/27/2023
Number of Months Requested: 12 Months
Extended Deadline: 12/31/2027
Department Recommendation: Support

Roadway Rehabilitation (3R) project

The Department requests a 12-month time extension to complete the CON phase for the Roadway Rehabilitation (3R) project. The Department has experienced unexpected delays in completing construction. At the January 2023 Commission meeting, the project EA 1H580 was combined during the CON phase allocation with a State Transportation Improvement Program (STIP) project EA 3H740 for construction under EA 1H58U. At the time of allocation, the project received an additional 6 months beyond the 36-month Timely Use of Funds (TUF) deadline to complete construction.

The project is located in and near Cromberg and Portola, from Gill Ranch Road to west of Big Grizzly Creek Bridge. The project will rehabilitate roadway, repair or replace culverts, upgrade guardrail, upgrade bridge railing at Humbug Creek Bridge No. 09-0022, and bring pedestrian facilities to current standards. This project will improve safety and ride quality.

The project's delivery schedule shifted by approximately 12 months from the original December 2026 completion date due to two unforeseen sequential developments that affected the construction timeline. Early in the construction period, the State's Middle-Mile Broadband Network (MMBN) was incorporated within the project limits. Because the MMBN work carries a firm statewide funding deadline of December 2026, its installation had to be prioritized. As a result, this impacted several roadway construction activities, delaying the project by approximately six months. After this integration work concluded, the onset of winter conditions at the project's high-elevation location required suspending construction for roughly six months. Heavy rain, snow, and recurring landslide activity made continued work unsafe and prevented access to critical work areas until conditions were improved.

The Department continues to work diligently to minimize project delays by coordinating closely with contractors and taking proactive steps to address issues as they arise. Despite these efforts, the primary sources of delay remain outside of the Department's control, including seasonal construction limitations, and unforeseen field conditions. There is a concurrent

allocation amendment and time extension request for CON completion for the STIP portion on this month's Commission agenda.

Therefore, the Department is requesting a 12-month time extension to allow sufficient time to complete construction activities from December 31, 2026 to December 31, 2027.

Project Number: 3
Applicant: Department of Transportation
County: Los Angeles
District: 07
PPNO: 4887
EA: 31600
Route: 14
Allocation Amount: \$147,433,000
Phase: CON/CON Support
Allocation Date: 08/19/2021
Allocation Resolution: FP-21-04
Award Date: 02/07/2023
Number of Months Requested: 2 Months
Extended Deadline: 01/31/2027
Department Recommendation: Support

Roadway Rehabilitation (2R) project

The Department requests a 2-month time extension to complete the CON phase for the Roadway Rehabilitation (2R) project. The Department has experienced unexpected delays in completing construction. At the time of allocation, the project received an additional 9 months beyond the 36-month bringing the TUF deadline to November 30, 2026.

The project is located in and near Palmdale and Lancaster, from Technology Drive to the Kern County line. The project will replace distressed lanes and shoulders, cold plane and overlay ramps, upgrade guardrail, dikes, sign panels, curb ramps and traffic loop detectors.

The project incurred delays due to scheduling conflicts with an interchange project administered by the City of Lancaster that is under construction within the project limits. The contract specifications allow a maximum of 100 days for long-term closures, but the City's ramp closures exceeded the allowable time and prevented access to the work area in the vicinity of the interchange. The southbound off-ramp remained closed for 219 days from September 17, 2024, through April 24, 2025, and the northbound on-ramp remained closed from May 5, 2025 through November 24, 2025. These extended closures from the City's project delayed construction activities and affected this project's schedule.

Additional time is also needed for design revisions to resolve conflicts with the City's project. A change order is being initiated to eliminate inconsistencies and duplications with signage. It is unlikely that supplemental funding will be needed to complete the remaining construction activities. Cumulatively these delays amount to approximately two months.

Therefore, the Department is requesting a 2-month time extension to allow sufficient time to complete remaining construction activities from November 30, 2026 to January 31, 2027.

Project Number: 4
Applicant: Department of Transportation
County: Los Angeles
District: 07
PPNO: 4982
EA: 32080
Route: 164
Allocation Amount: \$8,941,000
Phase: CON/CON Support
Allocation Date: 03/23/2023
Allocation Resolution: FP-22-56
Award Date: 11/01/2023
Number of Months Requested: 2 Months
Extended Deadline: 01/31/2027
Department Recommendation: Support

ADA Curb Ramps project

The Department requests a 2-month time extension to complete the CON phase for the ADA Curb Ramps project. The Department has experienced unexpected delays in completing construction.

The project is in the cities of South El Monte, El Monte, Rosemead, and Temple City, from Rush Street to Rudell Underpass. The project will upgrade curb ramps, sidewalks and pathways to meet current standards.

The project is currently 90 percent complete. However, the project experienced unanticipated delays and Construction Contract Acceptance (CCA) is now anticipated by January 2027. The delay is due to three new service cabinets in the City of El Monte that were installed by the project and require energization by Southern California Edison (SCE). SCE estimated six to eight weeks to complete the energization process, with potential for further delays based on other competing priorities. After recent coordination with SCE to solidify a better schedule, it is expected that an additional two months will allow sufficient time to complete the energization process for the project to reach CCA in January 2027.

Therefore, the Department is requesting a 2-month time extension to allow sufficient time to complete construction activities from November 30, 2026 to January 31, 2027.

Project Number: 5
Applicant: Department of Transportation
County: San Bernardino
District: 08
PPNO: 3009H
EA: 1G640
Route: 395
Allocation Amount: \$40,511,000
Phase: CON/CON Support
Allocation Date: 06/29/2023
Allocation Resolution: FP-22-95
Award Date: 10/25/2023
Number of Months Requested: 6 Months
Extended Deadline: 04/30/2027
Department Recommendation: Support

Pavement Preservation (CAPM) project

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

The project is located in and near Hesperia, Victorville, and Adelanto, from Route 15 to north of Route 58. The project will rehabilitate pavement, install permanent Changeable Message Signs (CMS), and upgrade guardrail, sign panels and pedestrian facilities to current standards. This project will extend the pavement service life and improve ride quality.

The project was awarded in October 2023 and scheduled to be completed by October 2026. Due to delays related to CMS installation, the project schedule was impacted and consequently impacted the CCA deadline. The CMS installation work requires electrical service connections through SCE. One of these CMS installations has been significantly delayed due to SCE's inability to finalize the required service connection. SCE informed the Department that the service connection requires a necessary permit from the Department of Defense (DoD), due to access required to the DoD land. The additional time required for the DoD permitting process resulted in an unexpected and unavoidable delay. This dependency created a 6-month delay in energizing the CMS, which is a critical component of project completion. In addition, due to environmental restrictions, no construction activities could be scheduled between June 1, 2026 and August 31, 2026 resulting in further delays incurred due to the permit acquisition.

The Department maintained active coordination with SCE and the DoD to expedite permitting and service connection approvals. Accordingly, the construction schedule was adjusted to sequence remaining activities efficiently while awaiting resolution of the outstanding CMS service connection. Efforts have been made to continue progressing other work activities on the project to limit the schedule impacts as much as possible. Despite these mitigation efforts, completion of the CMS work remains the critical path item affecting the overall construction completion.

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

Project Number: 6
Applicant: Department of Transportation
County: San Diego
District: 11
PPNO: 1320
EA: 43041
Route: 5
Allocation Amount: \$44,482,000
Phase: CON/CON Support
Allocation Date: 08/17/2023
Allocation Resolution: FP-23-14
Award Date: 10/20/2023
Number of Months Requested: 13 Months
Extended Deadline: 11/30/2027
Department Recommendation: Support

Operational Improvements project

The Department requests a 13-month time extension to complete the CON phase for the Operational Improvements project. The Department has experienced unexpected delays in completing construction. The SHOPP project EA 43041 was combined with a STIP project EA 2T359 for construction under EA 2T36U.

The project is located in Encinitas and Carlsbad, from south of Leucadia Boulevard to north of Palomar Airport Road. The project will construct a southbound auxiliary lane to facilitate merging movements, realign the ramp at Palomar Airport Road, add complete streets enhancements, and upgrade pedestrian facilities to current standards. This is a Construction Manager/General Contractor (CMGC) project.

Currently, the project is open to traffic, with construction work nearly completed. The original construction contract included a 1-year Plant Establishment Period (PEP), followed by an Extended Plant Establishment (EPE) phase intended to satisfy environmental commitments and permit requirements for the coastal area. However, the EPE work experienced approximately over one year of delay due to several factors, including coordination needed among multiple regulatory agencies, the timing requirements associated with biological and habitat restoration, and the need to align environmental mitigation activities with seasonal planting and monitoring windows. The EPE requirements stem from the North Coast Corridor (NCC) Public Works Plan, which was approved by the California Coastal Commission (CCC) and is required under the United States Fish and Wildlife Service (USFWS) Biological Opinion. These obligations include re-vegetation of native habitats, restoration of temporary wetland impacts, invasive species control, irrigation and maintenance of planted slopes. Additionally, coordination is required with multiple regulatory agencies, including the United States Army Corps of Engineers (USACE), California Department of Fish and Wildlife (CDFW), USFWS, the Regional Water Quality Control Board (RWQCB), and the CCC. Extending the PEP ensures these environmental mitigation measures are implemented as intended and prevents gaps that may compromise the habitat recovery.

Although the PEP and EPE requirements were established in the NCC Public Works Plan and the USFWS Biological Opinion, the specific timing and sequencing of the EPE contract shifted due to circumstances outside the Department's control. The project team anticipated that the EPE contract would immediately follow the PEP period; however, the EPE contract encountered about one year of delay. Because the EPE is a separate follow-up project and not part of the primary construction contract, the main contract could not simply extend plant maintenance under its original timeline without an approved time extension. In addition, the delay can be attributed to the regulatory sequencing and coordination across several environmental agencies. The project's re-vegetation and mitigation requirements are governed by multiple entities, including the CCC, USFWS, USACE, CDFW, and the RWQCB. These requirements involve re-vegetation of over 86 acres of cut/fill slopes near lagoons and open spaces, salvage and replacement of rare plants from coastal sage scrub and similar habitats, three years of plant establishment and maintenance activities, and strict controls on invasive species, irrigation levels, stormwater routing, and sensitive habitat protection per Executive Order 13112. While the initial PEP was planned, the gap created by the delayed EPE contract resulted in additional unplanned work for the original construction contract. Maintaining plant establishment for an additional 13 months ensures that the project is in full compliance with all the environmental mitigation requirements. This additional work can be directly tied to meeting the multi-agency permit conditions rather than construction scope growth.

The Department has been working diligently with the CMGC to minimize delays, however, the circumstances causing the schedule impact are outside the Department's control. The timing of the EPE contract was required by multiple permitting agencies, creating a compliance gap that the original construction contract has to cover temporarily. Despite proactive coordination and efforts to keep environmental commitments on track, the regulatory sequencing and multi-agency requirements necessitate a time extension to ensure uninterrupted plant establishment and full adherence to environmental permit conditions until the delayed EPE contract can begin. 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 13-month time extension to allow sufficient time to complete construction activities from October 31, 2026 to November 30, 2027.