

Chapter 9 – Project Initiation

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CHAPTER 9 – Project Initiation

ARTICLE 1 Introduction and Definitions

General

The project initiation phase is the first formal project phase in developing a solution for a specific transportation problem. The project initiation phase is subsequent to the System and Regional Planning process. The outcome of the project initiation process is a project initiation document (PID) that establishes a well-defined purpose and need statement, proposed project scope tied to a reliable cost estimate and schedule. The use of State funds for capital improvements on the State Highway System (SHS) requires an approved PID. Any major work on the SHS regardless of how it is funded requires an approved PID.

The PID documents Caltrans':

- Approval of the project (as defined by the scope, cost and schedule) to compete for State Transportation Improvement Plan (STIP) or State Highway Operation and Protection Program (SHOPP) funds; or
- Conceptual approval (as defined in this chapter) of projects-funded-by-others when a fatal flaw analysis has been included in the PID.

PSR-PDS provides scope approval of projects-funded-by-others (as defined in this chapter), since the PSR-PDS does not provide a fatal flaw analysis. With direction from the project development team and project sponsors, the project team:

- Defines the purpose and need for the project,
- Gets input from stakeholders,
- Systematically collects and analyzes existing information,
- Identifies alternatives,
- Develops a plan of action to deliver the project, and
- Estimates the project cost and schedule.

This chapter discusses the statutes, definitions, policies, and procedures that apply to the project initiation phase. This chapter should be used in conjunction with Appendices A-X. The appendices contain additional guidance on the preparation of PID documents, commonly used PID formats, input forms, and checklists.

Definitions

Conceptual Approval – is an assessment that there are no known fatal flaws and that the proposed project is viable for additional study. Adequate information must be provided in the PID for Caltrans to make this assessment. With conceptual approval the sponsor may proceed with the formal studies. Conceptual approval is not final approval of a project alternative.

Implementing Agency – is that entity charged with successful completion of each project component as defined in Government Code (CG) Section 14529 (b):

1. Project Initiation Document (PID).
2. Completion of all permits and environmental studies.
3. Preparation of plans, specifications and estimates.
4. Acquisition of rights-of-way, including, but not limited to, support activities.
5. Construction, construction management and engineering, including surveys and inspection.

Although the PID is not listed as a project component in GC 14529(b), it is required in GC 14526 (b) and 14527 (g) before the start of the components in 14529 (b). This implies the PID is an additional component.

There could be a different Implementing Agency for each component of a project. To ensure clear lines of responsibility, only one agency can be the Implementing Agency for a single component. Contract advertisement, award and administration shall be completed by the same Implementing Agency.

Independent Quality Assurance – activities performed by Caltrans, as the owner operator of the SHS, to ensure that quality management practices are in place, functioning and effective, resulting in projects being developed in accordance with Caltrans standards, policies, and practices.

Owner/Operator – is that entity ultimately responsible for the operation, maintenance and tort liability of a facility. Per GC 14520.3(b), the Department is the owner/operator of the SHS.

Programming – a process that prioritizes projects for state and federal funding. The two major state programming documents are the STIP and the SHOPP. The major federal programming documents are the Federal Statewide Transportation

Improvement Program (FSTIP) and federal Transportation Improvement Programs (TIP).

Project Initiation Document (PID) – an engineering document or technical report that documents the scope, cost, and schedule of a project. The PID is an outcome of the project scoping effort. The PID is a record of the purpose and need for the project, and the approach that will be taken to meet or reduce transportation deficiencies. It is a record of the existing information, initial assumptions, identified risks, and constraints that drove the development of the project workplan. PIDs are used to obtain approval for inclusion of a project into a programming document or to get conceptual approval of a project-funded-by-others.

PID Phase Workplan – a workplan that identifies tasks, resources, and the schedule required to complete the PID. The project manager is responsible for the development of the PID phase workplan. A high-level PID phase workplan is used to obtain, allocate, and manage resources used by various functional units. Refer to Headquarters Transportation Planning, Office of Plans/Project Coordination (OPPC) for more information about workplan development.

Project Scope – identifies the significant aspects of a project that are necessary to meet the project purpose and need. The scope is tied to realistic cost estimates and schedules. Ultimately the alternative recommended for programming or the proposal from an external entity must have a high probability of obtaining the various approvals required during the project development process. It is essential that all work incidental to the project be identified and included in the cost estimate. Examples of incidental work may be safety elements, upgrades, mitigation, and rehabilitation of existing features.

Project Sponsor – secures funding for the project and serves as the project advocate. The project sponsor chooses an Implementing Agency for each project component and is the customer of the Implementing Agency. The Department is the sponsor for all projects funded solely from the State Highway Operation and Protection Program and most projects funded from the Interregional Improvement Program.

Purpose and Need Statement – a statement of the transportation problem that will be met by the construction of the project. The statement has two major components:

- Need – States the transportation deficiency.

- Purpose – States the objectives that will be met to address the transportation deficiency.

Project Study Report (PSR) – a type of PID. The PSR is a format that meets statutory, California Transportation Commission (CTC), and Caltrans requirements for STIP candidate projects. The PSR format is the model for other PID documents.

Projects-funded-by-others – projects that are sponsored by a local agency or private developer, and do not use any funds that are programmed into the STIP or SHOPP.

Scope Approval – indicates agreement between the project sponsor and Caltrans, as owner operator of the SHS, of the following:

1. The purpose and need statement of the project, and
2. Range of alternatives and their associated risks to be studied during PA&ED.

With scope approval, the sponsor may proceed with the formal studies. Scope approval is not final approval of a project alternative.

Support – the personnel costs of performing project work.

Transportation Planning –

1. A continuing, comprehensive, and collaborative process that helps identify current and future transportation deficiencies, and that provides recommendations to meet mobility goals, or
2. The district unit that performs transportation planning.

ARTICLE 2 Laws

General

By way of legislation, the Legislature provides Caltrans and the CTC with its expectations for managing projects on the SHS. This section lists key laws that apply to the project initiation process. Although much of the legislation specifically addresses the requirements for the STIP, Caltrans has incorporated similar procedures for scoping and managing the SHOPP.

California Government Codes

Section 65086 of the Government Code states that as the owner-operator of the SHS, it is Caltrans' responsibility to ensure that all projects on the SHS comply with applicable state and federal standards. Caltrans may also determine that an exception to the standard is appropriate. This legislation authorizes Caltrans to establish standards, procedures, and a review process to ensure compliance.

Section 65086.5 of the Government Code describes Caltrans' role with respect to the preparation, review, and approval of PIDs.

- It is Caltrans' responsibility to review and approve PIDs that are developed by others.
- It is Caltrans' responsibility to prepare guidelines for the preparation of PIDs by all entities.
- If Caltrans has the resources and the work does not jeopardize delivery, Caltrans can prepare a PID for a non-STIP capacity-increasing project for a local entity.
- If a local entity requests that Caltrans prepare a PID as a STIP candidate project, Caltrans shall have 30 days to determine whether it can complete the requested report in a timely fashion.
- If a local entity prepares the PID as a STIP candidate project, Caltrans shall have 60 days to complete the review and provide comments to the local agency. After the local entity submittal of the revised PID, Caltrans has 30 days to review and make a determination if the PID can be approved.

Section 14526 (b) and Section 14527 (g) of the Government Code (also known as Senate Bill 45, 1997) requires preparation of a PSR before a project on the SHS is programmed into the STIP. A PSR is a legislative term for a PID. These Government Code sections refer to a PSR-equivalent or a major investment study for programming non-state highway improvement projects into the STIP. The PSR-equivalent or major investment study are not applicable to projects on the SHS.

Section 14529 of the Government Code (also part of Senate Bill 45, 1997) establishes the STIP as a resource management document. The statute requires that the PSR for each project in the STIP identify the allocation or expenditure amount for the following four components: (1) environmental studies and permits, (2) preparation of plans, specifications, and estimates, (3) right of way, and (4) construction. In addition, right of way acquisition and construction may only be programmed if these two components can be completed in the STIP programming period. If it is estimated

that all of the components (i.e., right of way acquisition and construction) cannot be completed during the proposed STIP programming period, the remaining components may be programmed upon completion of the programmed components.

Section 14530.1 contains the requirement that the CTC adopt guidelines for the development of the STIP. The [CTC STIP Guidelines](#) state that for each project proposed for programming in the Regional Transportation Improvement Program (RTIP) or the Interregional Transportation Improvement Program (ITIP), the PID shall list costs separately for each of four project components. In addition, right of way and construction components on Caltrans projects shall be further broken down into the costs for Caltrans support and capital outlay. Therefore, a total of six project cost components are required in a PID for projects on the SHS to be programmed in the RTIP or ITIP. The STIP components relate to the programming phases as follows in Figure 9-1:

Figure 9-1 STIP Components and Corresponding Project Development Programming Phases

CTC STIP Components	Corresponding Project Development Programming Phases
Support costs for environmental studies and permits	Project Approval & Environmental Document (PA&ED)
Support costs for preparation of plans, specifications and estimates	Plans, Specifications & Estimates (PS&E)
Support costs for right of way acquisition	Right of Way – Support
Capital costs for acquisition of right of way	Right of Way – Capital
Support costs for construction	Construction Project – Support
Capital costs for construction	Construction Project – Capital

ARTICLE 3 Policies

General

Projects shall be adequately scoped prior to approval for funding. The basis for scope, cost, and schedule shall be documented in a PID for all major projects on the SHS. The District Director (or Deputy District Director if identified in Caltrans Delegation of Authority) is not authorized to approve a PID unless all alternatives are considered geometrically feasible for study as described in [Chapter 21](#) of this manual. To ensure feasibility, PIDs will have a full explanation and declaration of the risks of the project.

STIP

A PSR or project study report (project development support) [PSR-PDS] shall be approved by the District Director (or Deputy District Director if identified in Caltrans Delegation of Authority) prior to listing any project in the STIP.

Legislation requires that each STIP component, as identified in Figure 9-1, must be programmed and that the components may be programmed sequentially. To implement the legislation, Caltrans developed the PSR-PDS template to program support costs and capital costs separately. The PSR-PDS allows Caltrans and local agencies to:

1. Program only the support costs if the project life cycle is longer than the STIP programming period.
2. Maximize the use of finite PID resources by beginning detailed environmental studies and engineering studies without performing preliminary studies.
3. Proceed with engineering and environmental studies and evaluate the merits and feasibility of alternatives before a preferred alternative is selected for programming right of way and construction costs.
4. Accurately plan resources needed to complete the environmental document - project approval process.
5. To advance the programming of Project Approval and Environmental Document (PA&ED) elements of future STIP projects, if there are adequate funds in the State Highway Account.

It is Caltrans policy that a PSR-PDS shall be completed prior to listing any project in the STIP.

This policy was implemented to ensure appropriate use of limited PID resources and that project teams have sufficient information on project alternatives to develop reliable costs and schedules prior to programming funds necessary for construction and the purchase of right of way. The information needed to firmly establish permit, right of way, and environmental requirements is generally not available until after the detailed studies are completed.

If a STIP project can be accelerated and construction can begin during the proposed STIP programming period, it may be appropriate to use the PSR format and program right of way and construction dollars at the end of the PID phase. Only a district director with a request from a project sponsor can approve the use of the PSR format. Districts should work with their local partners to carefully consider the ability to deliver the project within the STIP programming period. When using the PSR

format, districts must submit a “Fact Sheet Exception to the PSR-PDS Requirement” to the Headquarters Chief of Project Program Management and Chief of Office Projects/Plan Coordination within the Division of Transportation Planning. A copy of the fact sheet can be found at the following address:

http://onramp.dot.ca.gov/hq/tpp/offices/opp/Docs/PSR-PDS_Guidance_docs/PSR-PDS_Alternative_Approval_Form_070511.pdf

When a District Director (or Deputy District Director if identified in Caltrans Delegation of Authority) approves a PID, that action approves the project as a candidate project but does not ensure that the candidate will successfully compete with other projects for programming.

When a PSR-PDS is used to initiate the project; the project report not the PID, will be used to program the remaining support, right of way, and construction costs.

Refer to [Appendix L](#) of this manual for further guidance on the preparation of PSRs and [Appendix S](#) for PSR-PDS'.

This Chapter, Appendix L and Appendix S of this manual were developed to be consistent with the [CTC Guidelines for the Preparation of Project Study Reports](#).

SHOPP

Caltrans requires development of a PID prior to:

1. Inclusion of a project’s capital right of way and construction costs into the SHOPP, or
2. Approval to commence work on PA&ED when the timetable for the project exceeds the SHOPP programming period. In this case, the project report, not the PID will program the capital right of way and construction costs.

The SHOPP Program Managers establish the PID formats used. Refer to Figure 9-3 in Article 4 for a list of the appropriate PID format for each SHOPP Program.

All SHOPP projects must include a list of SHOPP Project Outputs in the PID. Contact the individual Headquarters SHOPP program manager for the most current SHOPP project output format. A listing of the Headquarters SHOPP Program Managers organizational chart can be found at the following location:

<http://www.dot.ca.gov/hq/oppd/pdpm/references/DD-62-HQ-SHOPP-Organization-8-1-2011.pdf>

For further discussion of SHOPP PIDs see Article 4 – Essential Procedures and Article 5 – Additional SHOPP Procedures.

Protection of Public Investment

It is Caltrans' responsibility to protect the public's investment in the SHS; therefore a PID is required for any major project that is on the SHS regardless of the funding.

Whether Caltrans or entities other than Caltrans staff prepare the PID, Caltrans policy and procedures must be followed. Caltrans staff shall perform independent quality assurance and shall retain approval authority over those PIDs that are prepared by other entities. Further discussion of projects-funded-by-others can be found in the Article 4 – Essential Procedures and Article 8 – Project Initiation Process for Projects-funded-by-others section of this chapter.

ARTICLE 4 Essential Procedures

General

This article is a discussion of the essential procedures to complete a PID. They follow the order for common problem solving steps, project selection, project personnel, project statement, alternative development, mandatory reviews, estimating resource needs, securing funds, and starting capital work.

Project Selection

District Directors have discretion in prioritizing district projects for PID development. They also have the responsibility to ensure that the projects are consistent with planning procedures and programming criteria. District Directors (or Deputy District Director if identified in Caltrans Delegation of Authority) have authority to approve PIDs.

Annually, the districts identify projects that will require resources to develop PIDs. A list of proposed projects is submitted to the Caltrans Headquarters Division of Planning, Office of Plans/Project Coordination (OPPC), in the form of a proposed Work Program. Constrained by the budgeted PID support allocation, an annual PID Work Program includes a list of those PIDs that will be developed by district/region staff and a list of projects requiring independent quality assurance. Work can commence on a PID when a K-phase Expenditure Authorization (EA) has been

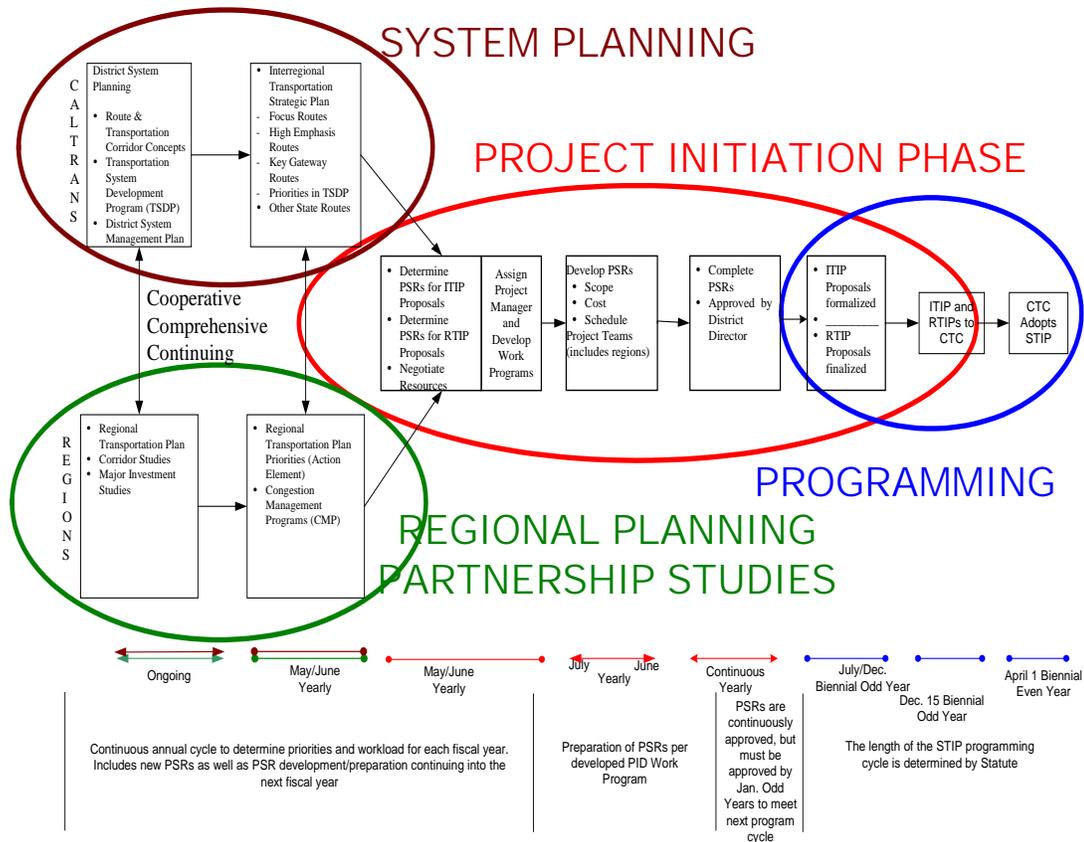
issued. The PID Work Program is managed by OPPC. Refer to OPPC for information about work program development and K-phase authorizations.

Except for district Minor projects, the costs of the PID preparation should be charged to K-phase EA. The K-phase is used until the project is programmed, or for a project-funded-by-others when the Caltrans project manager requests the capital EA.

Candidate Projects for the STIP

The CTC and Caltrans are required to program, budget, and expend the funds in the State Highway Account in accordance with long range transportation planning. Figure 9-2 provides an overview of the transition from long-range transportation planning to a project's initiation and ending with the programming of funds for a project. This chapter does not contain a discussion of all of the long range planning elements shown in the Figure 9-2, however the graphic establishes the relationship between district system planning (in brown oval) and regional transportation planning (in green oval) and how long range planning processes influence the selection of projects for funding. The following paragraphs provide brief descriptions of district system planning and regional transportation planning. A brief description of the STIP program and the Federal programming process follows the discussion of transportation planning processes. The PID is the key point of linkage between planning and programming.

Figure 9-2 Project Initiation Links Planning to Programming



District System Planning

Section 65086 of the Government Code specifies that Caltrans shall carry out long-term SHS planning to identify future highway improvements in consultation with transportation planning agencies, county transportation commissions, and counties and cities. Caltrans district planning units work with local and regional agencies to identify long-range system and corridor needs. The system needs are determined by evaluating:

- Existing transportation facilities, including multi-modal transit, pedestrian and bicycle facilities.

- Existing and future deficiencies based on transportation system performance measures.
- Present operating conditions, such as the Annual Average Daily traffic (AADT), peak hour volume, and level of service (LOS).
- Pedestrian needs at controlled and uncontrolled crosswalks.
- Current land use.
- 20-year concept for land use, operational trends, and modal trends.

Information is compiled into a transportation concept report or a route concept report (TCR/RCR). Project selection is based on the system plans and broader statewide planning efforts such as the Interregional Transportation Strategic Plan (ITSP) and the overall policy framework established by the California Transportation Plan.

For a more in-depth discussion of this topic see [Chapter 1](#) – Introduction, Section 4 – Transportation Planning Leads to Project Development.

Regional Transportation Plans (RTPs)

Under Title 23--Highways Code, projects for agencies receiving federal-aid must be "consistent with long range plans. Like system planning within Caltrans, the Metropolitan Planning Organizations (MPOs) and Regional Transportation Planning Agencies (RTPAs) perform analyses on multi-modal segments, corridors, and the system to identify projects for long-range transportation plans. The long-range plans that are prepared and cyclically updated by MPOs and RTPAs are known as RTPs. RTPs consist of policy, action, and financial elements, all leading to identification of projects. RTPs are federally mandated plans. Any project that receives federal funding must be in a long-range plan that is fiscally constrained and is consistent with the goals and guidelines of Regional Air Quality Plan.

For a more in-depth discussion of this topic see [Chapter 1](#) – Introduction, Section 4 – Transportation Planning Leads to Project Development.

STIP Program

Transportation programming is the public decision-making process that sets priorities, balances system performance outcomes, and funds projects envisioned in the long-range transportation plans. The STIP consists of two broad programs: (1) the Interregional Transportation Improvement Program (ITIP) that is funded from 25% of the new funds in the STIP and (2) the Regional Transportation Improvement Program (RTIP) that is funded from 75 percent of the new funds in the STIP. Caltrans submits

the ITIP and RTPAs submit the RTIP to the CTC biennially. The CTC is responsible for adoption of the STIP.

The PID provides the required information that transforms transportation planning activities to project specific details for programming decisions. The district transportation planning unit has a key role in ensuring that the community needs and long-term transportation objectives are incorporated into the PIDs.

An approved PSR-PDS will be used to program only the “environmental document and permit” component for any STIP project. An approved project report will be used to program STIP support and capital components for right of way and construction. With the approval of Headquarters Programming, and if there is sufficient detail to firmly establish permit requirements, right of way requirements, and environmental impacts, a supplemental project study report may be used to program the right of way and construction components prior to approval of the project report.

For additional information on the requirements of the STIP program, see:
<http://www.dot.ca.gov/hq/transprog/ocip.htm>.

Federal Program

Projects receiving federal transportation funds or are of regional significance must be programmed in the appropriate federal programming document. MPOs are responsible for developing and adopting federal TIPs. Caltrans is responsible for preparing the federal STIP.

Refer to [Chapter 4](#) – Programming, of the PDPM for additional information on federal programs.

Candidate Projects for the SHOPP

The CTC and Caltrans program, budget, and expend the funds in the State Highway Account in accordance with Ten-Year SHOPP Plan.

Ten-Year SHOPP Plan

Section 164.6 of the Streets and Highways Code sets forth the requirement that the Department prepares and transmits to the Governor and Legislature a ten-year plan for the rehabilitation and reconstruction of all state highways and bridges. The plan is

updated every two years. The plan is submitted to the CTC for review and comment prior to submittal to the Governor and Legislature.

The plan, known as the Ten-Year SHOPP Plan, contains a compilation of statewide needs, performance goals, and a long-term schedule for meeting the goals. The Ten-Year SHOPP Plan is a tool to identify funding needs and prioritize projects within funding constraints.

The Ten-Year SHOPP has the following major programs:

- Major Damage Restoration
- Collision reduction
- Bridge preservation
- Roadway preservation
- Roadside preservation
- Mandates
- Mobility
- Facilities

The headquarters SHOPP program managers work with the districts to develop the Ten-Year SHOPP Plan. Biennially, each district is assigned district program target goals for the statewide Ten-Year Plan. The district uses this information to identify specific projects that contribute to meeting the district's target goals. If a district has identified program needs that are not within the prescribed goals, that district may provide justification for including the project as part of the district's submittal. The district's list is submitted to the headquarters SHOPP program managers. Once approved by SHOPP program managers, the district's projects are added to the statewide Ten-Year SHOPP Plan.

A copy of the current Ten-Year SHOPP Plan can be found at the following location:
http://www.dot.ca.gov/docs/reports/2011_Ten_%20Year_Shopp_Plan.pdf

SHOPP

Biennially, Caltrans submits a list of projects to the CTC that meets the goals of the SHOPP. The SHOPP is a list of projects that has been approved for delivery by the CTC for the four-year SHOPP timeframe. The Caltrans delivery commitment is defined by the scope, cost, and schedule presented by the PID. The program categories in the SHOPP are an extension of the program categories in the Ten-Year

SHOPP Plan. A description of the program qualifications for each category can be found in the “Ten Year SHOPP Plan Instructions.” At the time of this update, DOD could not verify the location of this document. Contact the SHOPP Program Coordinator for assistance.

Projects are selected from the Ten-Year SHOPP Plan and the districts/regions are resourced for PID development through the PID Work Program. The PID defines the project scope, cost, and schedule. The project competes with other SHOPP needs for inclusion in the SHOPP. The PID provides the decision-making link between the Ten-Year SHOPP Plan and commitment for the delivery of capital improvement through the SHOPP.

Federal Program

SHOPP projects that either receive federal funds or are regionally significant must be programmed into the FTIP. Projects that need to be in the regions air quality conformity model must be programmed in the FTIP. Refer to [Chapter 4 – Programming](#), of the PDPM for additional information on federal programs.

Project Initiation Document Templates

The funding source, the complexity, the issues, and the type of work will determine what type of information must be included in the PID.

Appendices A-X provide guidance and templates for various PIDs.

[Appendix L](#) – Preparation Guideline for Project Study Report provides basic information applicable to all PIDs and should be read in conjunction with any of the program-specific appendices. Appendix L includes the following information:

- Preparation guidelines.
- Description of information that should be contained in a PID.
- Scoping Tools.
- Standard PSR templates.

[Appendix S](#) – Preparation Guideline for Project Study Report-Project Development Support provides information applicable to a PSR-PDS, including the PSR-PDS template and should be read in conjunction with Appendix L. Appendix S includes the following information:

- Preparation guidelines for PSR-PDS.

- Description of information that should be contained in a PSR-PDS.
- Scoping Tools specific to PSR-PDS.
- PSR-PDS templates.

The PSR and PSR-PDS are the most common documents to initiate a project. A standard outline has been developed for these documents. Templates using these standard outlines and some fill-in-the-blank tables have been developed for the PSR and PSR-PDS.

In addition to the PSR, there are modified templates that have been tailored to meet the information needs of specific State programs or funding sponsors. Tables from any of specialty PIDs may be used to improve the presentation of project information.

STIP Projects

There are two major PID types that are used to program projects into the STIP.

- The PSR-PDS is used only to program the support costs needed to achieve project approval.
- The PSR is used to program all support, right of way acquisition, and construction costs.

Both the PSR and PSR-PDS use the same outline, however, the PSR-PDS does not require the same level of engineering detail as a PSR. The level of engineering detail and effort for developing a PSR-PDS shall be limited to that effort needed to develop the workplan for the project approval and environmental document phase, and to develop a "ballpark" estimate of the construction cost. When using a PSR-PDS, careful consideration of resources needed to complete PA&ED is warranted since the level of information in the PSR-PDS is substantially less than the level of information required in a PSR. In addition, certain project approvals may need to be obtained during the PA&ED phase that would normally be done during the PSR phase, such as any needed FHWA approvals. The construction estimate in a PSR-PDS is not a programming commitment; rather it is used to forecast long-range funding needs.

A project programming request (PPR) as described in the STIP Guidelines shall be included as an attachment. The template for this request may be found on the Division of Transportation Programming website at:

<http://www.dot.ca.gov/hq/transprog/ocip/amendproc.htm>

SHOPP Projects

Caltrans has developed fill-in-the-blank type PID templates for specific SHOPP programs to fulfill either urgency needs, such as emergency projects, or for programs that have well defined “purpose and need” and project scope. In the cases where solutions are not complex, activities during the project initiation phase are often sufficient to meet both the requirements for a PID and a project report. In addition, there may be programs that have specific PID requirements that must be incorporated into the document. Each specialty template contains a modified cost estimate table tailored for the specific program. Figure 9-3 identifies the appropriate template for each SHOPP program. In addition, Article 5 – Additional SHOPP Program Procedures, discusses specific requirements for SHOPP projects.

As discussed in “Project Selection” of this article, projects for the SHOPP are planned and selected based on meeting program specific qualifications. A description of the program qualifications can be obtained from the SHOPP program manager.

Figure 9-3 PID Templates for the SHOPP Program

PROGRAM	ACCOUNTING CODE ¹	TYPE OF PID	REFERENCES TO OTHER PDPM CHAPTERS AND APPENDICES
Major Damage Restoration			
Major Damage (Emergency Opening)	20.XX.201.130	DAF ^{2,3}	Appendix O
Major Damage (Permanent Restoration)	20.XX.201.131	DAF ^{2,3}	Appendix O
Roadway Protective Betterments	20.XX.201.150	PSR	Appendix L
Collision Reduction			
Safety Improvements	20.XX.201.010	PSR-PR ⁴ , PR, PSR, or SCVP	Appendices A , K , L & R
Collision Severity Reduction	20.XX.201.015	PSR, SCVP	Appendices L & R
Bridge Preservation			
Bridge Rehabilitation	20.XX.201.110	PSSR, PSR ⁵	Appendices P & L
Bridge Scour Mitigation	20.XX.201.111	PSSR, PSR ⁵	Appendices P & L
Bridge Rail Replacement and Upgrade	20.XX.201.112	PSSR, SCVP, PSR ⁵	Appendices P , R & L
Bridge Seismic Restoration	20.XX.201.113	PSSR, PSR ⁵	Appendices P & L
Capital Bridge Preventative Maintenance Program	20.XX.201.119	Bridge Maintenance PID	
Transportation Permit Requirements for Bridges	20.XX.201.322	PSSR, PSR ⁵	Appendices P & L
Roadway Preservation			
Roadway Rehabilitation	20.XX.201.120	PSSR	Appendix G
Pavement Rehabilitation	20.XX.201.121	CAPM PR	Appendix H

PROGRAM	ACCOUNTING CODE¹	TYPE OF PID	REFERENCES TO OTHER PDPM CHAPTERS AND APPENDICES
Pavement Preservation	20.XX.201.122	CAPM PR	Appendix H
Long-Life Pavement Rehabilitation	20.XX.201.125	PSR	Appendix L
Drainage System Restoration	20.XX.201.151	PSR	Appendix L
Signs and Lighting Rehabilitation	20.XX.201.170	PSR, SCVP	Appendices L & R
Roadside Preservation			
Highway Planting Rehabilitation	20.XX.201.210	PSR Data Sheet HPR	Chapter 29 , Appendix E
New Highway Planting	20.XX.201.220	Contact SHOPP Program Manager	
Roadside Safety Improvements	20.XX.201.235	PSSR, SCVP	Appendix Q & R
Roadside Protection and Restoration	20.XX.201.240	PSR	Chapter 29 , Appendix L
Safety Roadside Rest Area Restoration	20.XX.201.250	PSR SRA	Chapter 29 , Appendix X
New Safety Roadside Rest Areas	20.XX.201.260	PSR SRA	Chapter 29 , Appendix X
Mandates			
Relinquishments	20.XX.201.160	PSR	Appendix L
Noise Attenuation for Schools	20.XX.201.270	PSR	Appendix L
Railroad/Highway At-grade Crossing	20.XX.201.325	PSR, SCVP	Appendix L & R
Hazardous Waste Mitigation	20.XX.201.330	PSR	Appendix L
Storm Water Mitigation	20.XX.201.335	PSR	Appendix L
ADA Curb Ramps	20.XX.201.361	PSR, SCVP	Appendices L & R
ADA Administrative Office Buildings	20.XX.201.362	Contact SHOPP Program Manager	
ADA Infrastructure	20.XX.201.378	PSR, SCVP	Appendices L & R
Mobility			
Operational Improvements	20.XX.201.310	PSR	Appendix L
Transportation Management Systems	20.XX.201.315	PSR	Appendix L
Weigh Stations & Weigh-In-Motion Facilities	20.XX.201.321	PSR	Appendix L
Facilities			
Equipment Facilities	20.XX.201.351	Facility PSR	Chapter 32 , Appendices C & L
Maintenance Facilities	20.XX.201.352	Facility PSR	Chapter 32 , Appendices C & L , <i>Maintenance Station Design Manual</i>
Office Buildings	20.XX.201.353	Facility PSR	Chapter 32 , Appendices C & L
Materials Labs	20.XX.201.354	Facility PSR	Chapter 32 , Appendices C & L

Footnotes:

1. See the *10-Year SHOPP Plan Program Qualifications* in the current *10 Year SHOPP Plan Instructions* for a description of each SHOPP program. At the time of this update, DOD could not verify the location of this document. Contact the SHOPP Program Coordinator for assistance.
2. Damage Assessment Form (DAF) constitutes the PID and the project approval document for federal and non-federal projects for the Major Damage Restoration Program. A PID, as described in Appendix L, and PR is only required when there are severe environmental impacts or an entirely new alignment is needed.

3. Projects eligible for Federal Emergency Management Agency Stafford Act Relief have separate approval documents. Contact the Headquarters program advisor in Headquarters Division of Maintenance for instructions.
4. If a Safety Improvement project exceeds the \$3,000,000 combined capital and support cost threshold or does not qualify for a SCVP PID as determined by the Program Manager, use the PSR-PR. If the work for project approval is above that required for a PSR-PR, the Program Manager can grant an exception and a PSR may be used.
5. SHOPP projects that program only capital support resources for PA&ED require a PSR. Program the remaining support, right of way, and construction capital with a PR.

Small Capital Value SHOPP Projects

The small capital value projects (SCVP) project initiation document (PID) was developed to minimize the effort needed to program projects, equivalent to Minor A projects, using SHOPP Reservation funds. The SHOPP program managers have expanded the use of the SCVP PID; it is now the standard PID for SHOPP projects with a total combined capital and support cost of \$3,000,000 or less, but more than the Minor B contract limit.

Use of the SCVP PID template should be based on project specific risks, constraints, and complexities when planning, scoping, and programming SCVP. The SCVP PID must provide SHOPP program managers with sufficient information about the project's purpose and need, scope, cost, and schedule to make sound a programming commitment. The project engineer should discuss any issues with the appropriate SHOPP program manager.

While SCVP are typically low risk and single alternative projects, the district has discretion to choose another type of PID to scope a project for programming commitments when a small capital value project is too complex and presents funding or scheduling risks. The determination to use a different type of PID does not require approval from the Headquarters SHOPP program managers or OPPC, but discussion with the SHOPP program managers is recommended.

Upon completion and approval of the SCVP PID, projects will be amended into the SHOPP and receive a Planning and Programming Number.

See [Appendix R](#) for an outline for SCVP PIDs.

SHOPP Minor A Projects

The Minor A project construction cost limit is defined by the CTC in terms of state (including federal) funds used.

The District Minor Program allows districts to be responsive to low cost transportation needs, and therefore, Minor Program projects are not individually programmed.

Projects originally conceived as minor projects that have increased in cost to exceed the limit for Minor A projects must be reviewed by the Headquarters SHOPP program manager and compete with other candidates for SHOPP funds.

Under special circumstances, local funds may be combined with SHOPP funds (e.g., a local project and a SHOPP project are combined for either construction efficiencies or coordination). In this case the local funds are not included in the calculation to determine if the construction cost exceeds the minor limit.

The PR functions as the initiation document and the project approval for projects that meet the Minor A limit. Refer to [Appendix K](#) for an outline and preparation guidelines for project reports.

Contact the Headquarters [SHOPP Minor Program Manager](#) for the most current Minor A limit.

SHOPP Minor B Projects

The Minor B level is established to be consistent with the lower limit of the State Contract Act which is reviewed each even numbered year by the Department of Finance.

Contact the Headquarters SHOPP Minor Program Manager for the most current Minor B limit.

An EA project report facilitates opening an EA and serves as the project report for a Minor B project. Refer to Article 7 of this chapter and [Appendix B](#) of this manual for additional information.

Projects-funded-by-others

Projects-funded-by-others will require an encroachment permit and either a permit engineering evaluation report (PEER) or a PID using the PSR-PDS template. Projects that have State Highway Account funds, as well as funds from other sponsors, will follow PDPM procedures and meet the expectations of the program manager. See Article 8 – Project Initiation Process for Projects-funded-by-others of this chapter for further information.

Purpose and Need - Defining the Transportation Problem

All PIDs shall contain a statement of “Purpose and Need” for the transportation improvement. This statement of purpose and need must be based on needs and objectives identified in the planning process. The statement should be developed by and have the consensus of the project sponsor and members of the Project Development Team (PDT). The PID must present information in an organized manner to support the purpose and need statement. Supporting information to the purpose and need statement includes the background of the transportation problem, system and corridor planning, and data on transportation deficiencies that validate the need for the project.

A clear, well-justified purpose and need statement explains to the public and decision makers that the expenditure of funds is necessary and worthwhile, and that the priority of the project, relative to other transportation needs, is warranted. The purpose and need statement is the foundation of any project regardless of the funding source. The purpose and need drives the process for consideration of the range of alternatives to be studied, the analysis, and ultimate selection. The statement should be written so that the consequences of the “no build” alternative are self-evident.

A project “need” is an identified transportation deficiency. Typical transportation deficiencies are related to safety, congestion relief, connectivity of the highway system, multi-modal connectivity, access, operation, facility preservation, and legal mandates. A need must be supported by evidence that a problem exists.

A project’s “purpose” is the objectives that will be met to address the transportation deficiency. Objectives should be quantified during the project initiation phase and measures should be used to develop, evaluate, and compare reasonable solutions.

The project’s purpose and need statement must be as comprehensive and as specific as possible. Establishment of the appropriate breadth for the purpose and need promotes a suitable range of alternatives. If a statement is too vague, such as “provide a connection between City A and City B,” then the range of alternatives could be very broad. The above statement could imply that alternatives for air transportation be considered when that alternative may be outside of the funding criteria. On the other hand, the purpose and need statements must not be so narrow that it precludes studying reasonable alternatives that meet the underlying need.

The purpose statement should clearly describe both planned expectations for the State’s transportation system and sponsor’s goals. An example of providing specificity is to include a statement that identifies the purpose as “completion of the California Freeway and Expressway portion of a route for interregional truck traffic with a connection to the existing rail system and to improve the LOS.” This is a positive statement (compared to “provide a connection between Cities A & B”) that addresses a specific need for truck traffic capacity, the continuity with the freight system and an unacceptable LOS.

The purpose and need statement may need to be refined, as appropriate, until approval of the project. A key factor in the refinement of a purpose and need statement is the participation of a broad range of Department functional units, community representatives, and public stakeholders. As information is gathered about the project and corridor, one may find more information about the underlying cause of a problem. For example, it may be assumed that the cause of congestion is the commuter traffic to and from the downtown area; however, follow-up studies indicate that additional housing also generates numerous trips to and from the university within a specific segment of the commuter corridor. New information may lead to a refinement of the purpose and need statement so that it can include the improved connectivity to transit, pedestrians, and bicycles in the corridor.

The final design reflected in the construction documents and any modification to the design during construction must be consistent with the approved purpose and need of the project.

Additional information and resources on Purpose and Need statement development can be found at the following website:

http://www.dot.ca.gov/hq/env/emo/purpose_need.htm.

The project scope may be refined as the project progresses through to project approval. The project scope shall remain consistent with the purpose and need of the project. Any changes to the programmed project scope will require a Program Change Request (PCR) and supporting engineering documentation. A PCR alone is not sufficient to adequately document the engineering decision to change the scope of a project and provide for design immunity protection in tort liability. Additional information on scope changes can be found in [Chapter 6](#) – Project Cost, Scope, and Schedule Changes.

Design Concept and Design Scope

The PDT must establish consensus on the design scope and the design concept.

Design Concept

The design concept defines the type of highway project; e.g., freeway, expressway, conventional highway, major arterial, or mixed highway-rail transit facility. For highway facilities this is refined to freeway, expressway, or conventional highway. The design concept is an updated and more refined version of the planning concept developed during the system and regional planning process.

The establishment of the design concept will include a review of the TCR/RCR, existing route adoption documents, and freeway agreements. In addition, an evaluation of general plans, current land uses, and intergovernmental reviews of proposed developments should be performed to determine the appropriate design concept.

The development of the design concept shall reflect the appropriate functional classification of the facility as it relates to the transportation objectives of the corridor. To assess the appropriate functional classification one must consider the following questions:

- Does this facility serve a rural, urban, or urbanizing area?
- Does the facility primarily serve inter-regional, intra-regional, or intra-community travel?
- Does the facility provide system continuity?

Design Scope

The design scope describes aspects of the project that meet the project purpose and need. The design scope is an update of the planning scope that is used to assess how the project will impact the regional air quality emissions. Some of the features that relate to the people or vehicle carrying capacity of the facility and therefore may impact air quality include:

- The number of lanes including lanes for high-occupancy vehicle, pockets, and through lanes.
- The location and length of the project.
- Design standards.

- Right of way requirements.
- Interchange locations.

Examples of where the design scope may be considered neutral with respect to impact on air quality include:

- Pavement rehabilitation.
- Highway planting requirements.
- Roadside management features.
- Storm water management requirements.
- Seismic retrofit.

If applicable, the design scope of at least one viable alternative in the PID must match the RTP and the TIP project listing.

Refer to the Caltrans [Standard Environmental Reference \(SER\)](#) for additional guidance on project compliance with federal regulations on air quality conformity.

Scoping Tools

There are several scoping tools used by various functional areas to aid the project team in scoping the project.

Upon receiving a request for project information, each functional unit completes the appropriate scoping tool and transmits the information to the unit responsible for developing the PID.

Most scoping tools that apply to all PIDs are located in Appendix L. PSR-PDS' require that some of the scoping tools located in Appendix L be modified. If a specific scoping tool appears in both Appendix L and Appendix S, use the scoping tool located in Appendix S for PSR-PDS'. The following is a list of the scoping tools and their locations:

- Design Scoping Index (All PIDs - Appendix L).
- Stormwater Documentation (PSR-PDS only - Appendix S).
- Transportation Planning Scoping Information Sheet (All PIDs - Appendix L).
- Preliminary Traffic Engineering Assessment (PSR-PDS only - Appendix S).
- Traffic Forecasting, Analysis and Operations (PSR only - Appendix L).
- Preliminary Environmental Analysis Report (All PIDs - <http://www.dot.ca.gov/ser/pear.htm>).

- Right of Way Component for PSR-PDS (Appendix S).
 - Conceptual Cost Estimate Request.
 - Conceptual Cost Estimate.
- PSR-PDS Survey Mapping Needs for PSR-PDS Questionnaire (Appendix S).
- Project Quality Control Plan (PSR-PDS only - Appendix S).
- Risk Register Template (PSR-PDS only - Appendix S).
- Division of Engineering Services Scoping Index (PSR-PDS only - Appendix S).

The tools not contained in the above list can be obtained from the appropriate functional unit.

PID Alternative Formulation Strategies

The PDT shall develop viable alternative solutions that meet the project purpose and need. Alternatives need to be context sensitive and address other constraints such as funding. It is Caltrans' policy to evaluate alternatives that avoid, minimize, or mitigate adverse environmental impacts. In the development of alternatives, the team should consider the following:

Context Sensitive Solutions

Caltrans shall use "Context Sensitive Solutions" (CSS) as an approach to plan, design, construct, maintain, and operate its transportation system. Steps shall be taken to ensure early recognition of the context of the facility by the PDT. Such steps promote the use of innovative and inclusive approaches to integrate and balance community aesthetic, historic, cultural, social, and other environmental values with transportation safety, maintenance, and performance goals. CSS is a collaborative, interdisciplinary approach involving all stakeholders.

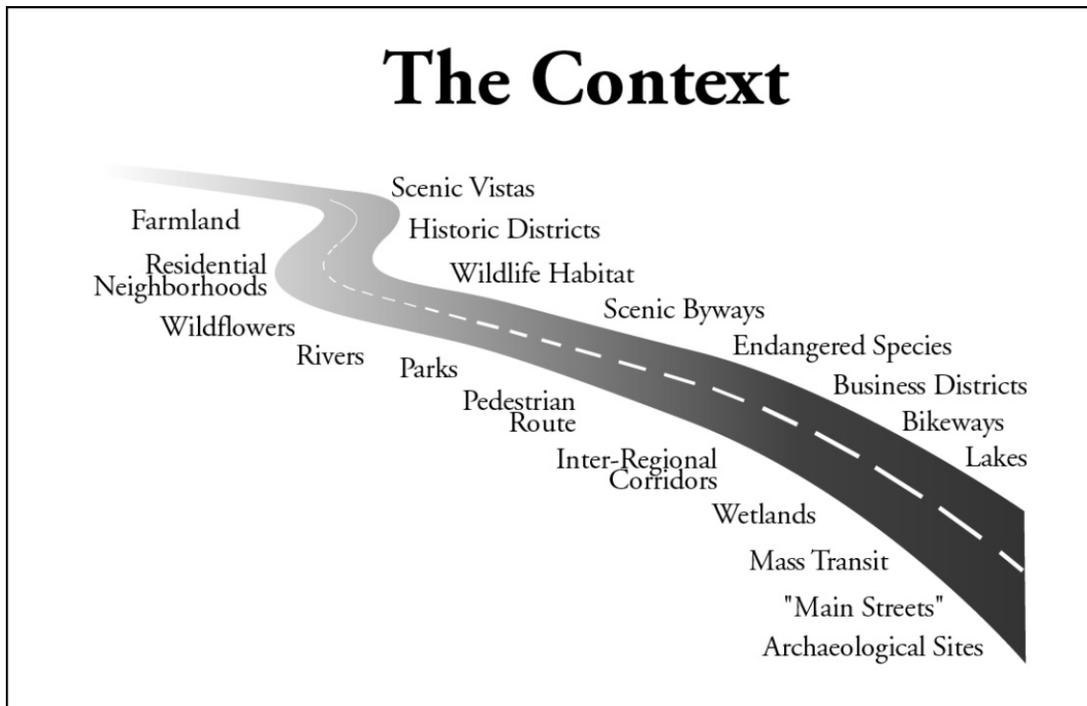
The context of all projects and activities to obtain public input are key factors in reaching project decisions. Context is considered for all State transportation and support facilities when defining, developing, and evaluating options. When considering the context, address issues including funding and maintenance feasibility, traffic demand, impact on alternate routes and safety, and relevant laws, rules, and regulations.

Figure 9-4 emphasizes that State highways are located within communities and provides some examples of the features and resources that a community may value. Each community will have its own characteristic features and values attached to those

features. The PDT should work with the stakeholders to ensure these characteristics are considered when developing project alternatives.

Figure 9-4 The Context

Based on graphic created by SRF Consulting Group Inc.
University of Minnesota Center for Transportation Studies



Below are a few examples of questions that help the team establish the context of the project:

- Are all stakeholders identified?
- How does the transportation system “fit” into its physical and cultural context?
- Is the highway appropriately classified?
- What are the economic values and concerns of the community?
- What are the physical characteristics of the corridor? Is it in an urban, urbanizing, or rural setting?
- Are there important view-sheds from the road?
- What type of vegetation exists along the corridor?
- Are there historic resources, animal habitats, or other environmentally sensitive features?

- Are there particular features or characteristics of the area that the community wants to change or preserve?
- How do the current traffic demands impact various users of the transportation system?
- Are pedestrian and bicycle users safely, efficiently, and comfortably accommodated? What are their needs?
- What are the transit demands?
- What are the vehicular and goods movement demands?

See [Chapter 1](#) – Introduction, Section 5 of this manual for more information on the Project Development Philosophy. See [Chapter 22](#) – Community Involvement, of this manual for issues related to partnering with communities to get their input on projects as an integral part of the project development process.

See the *Highway Design Manual* and *Main Streets: Flexibility in Design and Operations* for additional information on context sensitive solutions. These documents can be found at <http://www.dot.ca.gov/hq/oppd/context/index.htm>.

See Caltrans Office of Community Planning’s Public Participation website at <http://www.dot.ca.gov/hq/tpp/offices/ocp/pp.html> for information regarding developing an effective public participation plan to gain public support on a project to meet the CSS goals of partnering.

See the *Project Communication Handbook* on Caltrans Office of Project Management Process Improvement’s website: http://www.dot.ca.gov/hq/projmgmt/documents/pchb/project_communication_handbook.pdf for information regarding assisting the project team in identifying internal and external stakeholders, and enhancing communication among all parties involved on a project.

Minimum Project Alternative

All PIDs that will compete for SHOPP or STIP funds linked to CEQA or NEPA documents need to include a minimum project alternative. This alternative must meet the project purpose and need. District program management branch should work with the project manager to establish a realistic funding expectation. The project manager should ensure that an alternative that fits funding constraints and addresses the most severe transportation problems outlined in the project purpose and need is developed.

The minimum project alternative must stand alone and must not depend on successive projects. The minimum project alternative need not contribute to the ultimate project and must not constitute a commitment to the ultimate project. A good illustration would be a corridor with an expressway as the ultimate project where significant interim relief could be achieved with strategically located passing lanes on a conventional highway. Another example would be a desired interchange on an expressway where interim improvement could be achieved by intersection signalization.

Stageable Alternatives

Special emphasis should be placed on development of alternatives with staging characteristics. By developing alternatives with components of varying priorities, it is possible to stage the ultimate project or scale it back. The flexibility to quickly and logically adjust the scope of projects is most important at initial programming, but is necessary throughout the project development process.

Districts have a higher probability of getting a project programmed and of meeting at least some of the project needs if the PID includes stageable alternatives. Projects that may be rejected on an "all or nothing" basis are more likely to be completed over a period of years if packaged in more reasonably sized increments. A good project for such an approach would be a rehabilitation project proposed for a long corridor. To be competitive, large projects should be packaged into a series of reasonably sized projects with independent utility.

No Build Alternative

The "no build" alternative must explain the need for the project. The "no-build" alternative shall always be included in the PID.

Alternative Identified to Program Project Cost

If there is more than one "build" alternative, the PDT shall identify one viable project alternative to be used to estimate and program the project cost. The project schedule should be based on the timeline needed to study all viable project alternatives. The identification of the project alternative used for programming does not predetermine the identification of a preferred alternative during the environmental process.

Life-Cycle Cost Analysis for Projects with Pavement

Life-cycle cost analysis for pavement work shall be completed as discussed in [Chapter 8](#) of this manual.

Consensus on the Study Area

The study area defines the boundary for any formal study of the project alternatives. Defining the study area boundary is key to forming a systematic approach for developing and evaluating alternatives, and can prevent unexpected project rework. The boundary of the study area is derived from the purpose and need of the project, alternatives, and logical termini. Constraints identified in previous technical studies, legal requirements, design standards, community input, funding limitations, and natural or man-made elements assist in the delineation of the study area. Consensus on the definition of the boundary of the study areas is the responsibility of the PDT.

The boundary of the study area shall be broad enough to ensure that all the viable alternatives can be evaluated. The boundary of the study area may delineate individual alternatives or delineate one area for the development of multiple alternatives. The study area should include anticipated route detours, material haul roads, and other areas that are indirectly impacted as a result of the project. Risk management activities can be incorporated into the development of the boundary of the study area and used to effectively sequence activities. For example, if there are alternatives that have a high potential for a “fatal flaw,” the boundary of the study area map should identify locations that have the high risk features and flag those areas to be studied first. Early verification of high-risk elements may eliminate the need to extensively study alternatives that are ultimately not viable. Early verification of high-risk elements also ensures that adequate resources are obtained and accurate schedules are established. The boundary of the study area may be refined as information is gathered.

Identify Anticipated Environmental Determination/Document and Compliance

The preliminary environmental assessment report (PEAR) identifies the anticipated environmental determination/document, the need for preliminary environmental studies, and identification of known environmental constraints. The PEAR also includes estimates of the schedule and costs associated with completing environmental compliance. The information contained in the PEAR serves as the

foundation for the environmental team to begin studies in the PA&ED phase, facilitating early consultation with federal and State resource agencies. For additional information regarding the PEAR, see <http://www.dot.ca.gov/ser/pear.htm>.

Value Analysis

The Department is mandated by law (SAFETEA-LU, title 23 USC 106) to perform a value analysis (VA) study on all projects on the Federal-aid system with a total project cost including support of \$25 million or more regardless of whether Caltrans employees, local agencies, consultants, or others are accomplishing and/or funding the work. In addition, a VA will be performed on all bridge projects with a total cost of \$20 million or more. The federal requirements for legislative compliance to perform a value engineering or VA study can be found in [Chapter 19](#) – Value Analysis.

The PDT should establish the timing of the analysis once it has been determined that a VA study is appropriate and/or required. The PDT should focus on the workplan, identify the information critical for effective analysis, set a study schedule, and allocate sufficient resources for staff participation during the value analysis study.

The formal VA should be completed as early in the process as possible, but only after adequate information has been generated to complete a high level evaluation of various alternatives.

Ideally, VA is performed to analyze proposed corridor improvements prior to narrowing the suite of alternatives (or phasing of project improvements) for further development. The intent of the federal legislation is to use VA to identify the solution with the best value for the majority of the project stakeholders. The VA study provides a quantitative and qualitative assessment to compare the performance attributes and costs of competing alternatives.

Exceptions to Design Standards

The District Director (or Deputy District Director if identified in Caltrans Delegation of Authority) is not authorized to approve a project initiation document (PID) unless all alternatives are considered geometrically feasible for study.

To assure that the alternatives considered do not contain fatal flaws and are worthy of future consideration, prior to approval of any PID:

- The project engineer must identify all anticipated nonstandard design features based on the level of detail in the PID.
- The Design Coordinator must determine if the alternatives are geometrically feasible and which nonstandard design features must:
 - Be approved prior to approval of the PID, or
 - Need to be identified and discussed in the PID.

If the Design Coordinator determines that approval of certain design exceptions may be deferred beyond the PID phase, the project engineer must obtain approvals for all design exceptions prior to district approval of the final project report.

The text of the project initiation document or draft project report must include:

- A brief description of the nonstandard design features.
- A reference to all approved fact sheets, and the approval dates by DOD and FHWA (when applicable).
- Milestones for remaining design exception approvals.
- Any risk associated with obtaining design exception approvals.

The project engineer must obtain approvals for any design exceptions identified after approval of the final project report as they are discovered and before the PS&E milestone.

During the construction phase of a project, fact sheets must be prepared by the project engineer to document any nonstandard features proposed in a contract change order. Design exceptions will not be considered for nonstandard features after they are constructed.

Resurfacing, Restoration and Rehabilitation Projects

SHOPP projects that address resurfacing, restoration, and rehabilitation (RRR), and certain safety, storm damage, protective betterment, and operational improvement shall be consistent with the design criteria described in design information bulletin [DIB 79-03](#).

Capital Preventive Maintenance (CAPM) Projects

CAPM projects that are consistent with the scope and intent of the CAPM program rarely require a Fact Sheet for Exceptions to Mandatory Design Standards. All newly

constructed project features are to be in conformance with current design and safety standards, policies, and practices.

For further policy and procedures on design exceptions, see [Chapter 21](#) and [Appendix BB](#) of this manual.

Safety Review

All projects must be reviewed by the District Safety Review Committee prior to the approval of the PSR. The PID must incorporate the safety concepts that were identified during the safety review process unless deletion is substantiated, documented, and approved by the District Director. See [Chapter 8](#), Section 7 of this manual and the [Highway Design Manual \(HDM\)](#) for more detailed information on Safety Reviews.

Constructability Review

Perform constructability reviews on all projects that exceed the Minor A project limit as defined by the CTC. The PID will summarize the results of the constructability review. See [Chapter 8](#) – Overview of Project Development, for information on meeting constructability review requirements.

Assessment of FHWA Involvement

Documenting Federal Involvement

All PIDs, including PSR-PDS' must be assessed to determine the level of federal involvement needed to approve the design and construction products. The Stewardship Agreement between Caltrans and the Federal Highway Administration (FHWA) provides the criteria used to determine this type of federal involvement. The Stewardship Agreement can be found at: <http://www.fhwa.dot.gov/cadiv/docs/stewardship.htm>.

Documentation of FHWA involvement should be done by following the procedures found in [Appendix NN](#) – Record of FHWA Involvement Form.

Other Types of Federal Involvement

In addition to assessing FHWA's involvement in approval of the plans, specifications, and estimates, other project features may require FHWA involvement or the involvement of other federal agencies. Examples of other federal agencies are: Army

Corp of Engineers, Bureau of Land Management, Bureau of Indian Affairs, tribal governments, or U.S. Forest Service. Each functional unit must be involved in assessing the amount of federal involvement for their delivery product. As an example the Stewardship document states that it does not apply to the National Environmental Policy Act (NEPA). Therefore if FHWA actions are needed on a project, FHWA NEPA action is required.

The PID should identify all federal required involvement.

[Chapter 2](#) – Roles and Responsibilities, Section 7 provides the policies and guidance regarding FHWA involvement.

FHWA Engineering and Operational Acceptability Determination for New or Modifications to Access on the Interstate System

New connections or modifications to existing access points to the Interstate System require approvals by both Caltrans and FHWA. Obtaining FHWA approval is a two-step process. The first step in this process is obtaining FHWA "engineering and operational acceptability" determination previously referred to as "FHWA conceptual approval." For most projects, FHWA "engineering and operational acceptability" determination is obtained during the PID phase. The second step occurs once the NEPA process is completed. FHWA will concurrently provide approval of the environmental document and final approval for the new or modified access.

Caltrans evaluates the project proposal for impacts on the LOS of the Interstate in terms of safety and mobility.

As discussed in [Chapter 2](#) of this manual, Caltrans shall keep the FHWA Liaison Engineer informed of all proposed new connections or modification to the Interstate System as they are being developed and document these actions through the Caltrans-FHWA Record of Involvement found in [Appendix NN](#).

Caltrans shall submit a formal request for a FHWA "engineering and operational acceptability" determination of the new or modified access to FHWA. If the FHWA "engineering and operational acceptability" determination is submitted at the PID phase, an unsigned draft PID and supporting documentation must be attached to the request. The evaluation, FHWA "engineering and operational acceptability" determination and Caltrans' conceptual approval is documented in the approved PID.

For a project that is initiated with a PSR-PDS or Long Lead SHOPP PSR, FHWA "engineering and operational acceptability" determination occurs during the PA&ED phase because the level of project detail in these documents is not sufficient for FHWA to make this determination. An unsigned supplemental PID or an unsigned draft project report and supporting documentation must be attached to the request. FHWA "engineering and operational acceptability" determination must be obtained prior to circulation of the draft environmental document. The evaluation, FHWA "engineering and operational acceptability" determination and Caltrans' conceptual approval is documented in the approved draft project report.

The PSR-PDS or Long Lead SHOPP PSR shall identify the target schedule for the FHWA "engineering and operational acceptability" determination. The schedule shall be discussed with and agreed to by the FHWA Liaison Engineer prior to determining the target schedule.

An unsigned PID (or other report as described above) and the supporting documents for projects that propose new or revised interchanges shall contain sufficient information to allow FHWA to independently evaluate the request and ensure that all pertinent factors have been appropriately considered and must meet the requirements identified in [Chapter 27](#) – New Public Road Connections, Article Five – Approvals of New and Revised Interchanges.

Federal Aid Reimbursement - Local Agency Implementation

If federal dollars are used on any portion of the project and local agency support costs are considered a soft match for federal reimbursement, then the PID or PR must identify and discuss the local agency support cost.

Workplan Development

All projects shall have workplans that describe the amount of and the schedule for Caltrans resource needs following project initiation. Workplans shall be developed with input from all appropriate functional units. The PID contains a summary of the information needed to explain the workplan (e.g., assumptions, critical path activities, summary of the risk management plan). A copy of the workplan is submitted to Headquarters Project Management.

For further information about the development of workplans, refer to the Division of Project Management, Office of Project Management Process Improvement.

Cooperative Features for Capital Improvements

A cooperative agreement shall be required if the PA&ED, or another future phase will involve the exchange of funds, effort, or materials between Caltrans and another public entity. The PID will be the authorizing document for the execution of a cooperative agreement and therefore must address:

- Why the agreement is in the best interest of the State.
- If the cooperative features are within Caltrans policy/procedure. If not, obtain and attach an exception to that policy from the appropriate policyholder.
- The workplan for the cooperative features:
 - Hours, schedule, funding.
- Functional unit review and concurrence.
- Who is the California Environmental Quality Act (CEQA) lead agency? The decision must conform to Caltrans policy "[Department as CEQA Lead Agency for Projects on the State Highway System](#)" dated June 24, 2004.
- Funding limitations, if any.
- Assumptions and high-risk elements.

See [Chapter 16](#) of this manual for additional information on cooperative agreements and cooperative agreement reports, and the cooperative features that are to be included in a PID and the cooperative agreement.

Additional information on roles and responsibilities can be found in [Chapter 2](#).

Federal Funding Requirements

To qualify for federal funding, projects must meet FHWA and Federal Transit Agency (FTA) requirements with respect to planning and programming. Projects must be:

- Included in a fiscally constrained plan that meets air quality conformity such as the RTP.
- Programmed into a fiscally constrained Federal Statewide Transportation Improvement Program/Federal Transportation Improvement Program (FSTIP/FTIP).

Fiscal constraint is a demonstration that there will be sufficient funds to implement proposed improvements, and to operate and maintain the entire system, by comparing costs with available financial resources.

If the scope of the project is not consistency with the air quality analysis completed for the RTP, the air quality analysis must be revised before the project can be programmed.

All projects funded with federal funds must be incorporated into the FTIP and FSTIP, as appropriate, whether programmed through the a State programming document such as the STIP or SHOPP or through the regional Surface Transportation Program or the Congestion Mitigation and Air Quality Program.

The PID shall include a discussion on the long-range planning document, reasonable and reliable funding sources, and if appropriate, the actions necessary to include the project in the FSTIP/FTIP. FHWA provides additional guidance on expectations regarding fiscal constraints and identifying “reasonably available” future funds at: <http://www.fhwa.dot.gov/planning/fcguid62705.htm>.

Throughout the project development process, there must be consistency between the federally required planning and programming documents.

For additional information on federal programming, see [Chapter 4](#) – Programming of this manual and <http://www.dot.ca.gov/hq/transprog/oftmp.htm>.

Project Initiation Document Approval

When a PSR is completed and approved by the District Director (or Deputy District Director if identified in Caltrans Delegation of Authority) the project initiation phase is complete and the project is eligible to compete for funds from the appropriate state and federal funding program.

When a PSR-PDS is completed and approved by the District Director (or Deputy District Director if identified in Caltrans Delegation of Authority) the project initiation phase is complete and the project is eligible to compete for the support costs of performing PA&ED from the appropriate state and federal funding program. Once adequate information is available to reasonably estimate the construction and right of way cost and project schedule, a project report will be used to program the remaining phases of the project. A DPR must be completed to authorize circulation of the draft environmental document. For further guidance on the DPR, see [Chapter 10](#) of this manual. A project report (PR) is required to document Caltrans’ final approval of the project. For further guidance on the PR, see [Chapter 12](#) of this manual.

The approval process for other types of PIDs is discussed in subsequent articles.

Starting Next Phase

Major Projects Start

Authorization to begin working on the PA&ED phase of a major project is its inclusion in the appropriate State and Federal programming document or approval of a PID that specifically authorizes commencing to the next phase.

Minor Projects Start

Authority to proceed with the project development process of minor projects rests with the District Director. Each District is responsible for developing a process for identifying the needs of the District minor program and ensuring that those needs are aligned with the goals of the Ten-Year SHOPP Plan that is administered by various Headquarters Program Advisors.

ARTICLE 5 Additional SHOPP Program Procedures

General

This section describes additional procedures that are specific to projects that are funded from the SHOPP Program. The SHOPP Program is a structured process that is focused on identification of facility needs with respect to the performance measures for operation and preservation of the existing facility.

Scoping Team Field Review

All candidate Resurfacing, Restoration, and Rehabilitation (RRR) and CAPM projects as described in design information bulletins [DIB 79-03](#) and [DIB 81-01](#) shall have a “scoping team field review” after initial development of a draft PID document. The composition of the team will vary in accordance with the complexity of the project. Attendance on the reviews is mandatory for the Headquarters program advisors and the district program advisor, and recommended for Headquarters Design reviewers.

Safety Analysis

All rehabilitation projects must include a safety analysis. The analysis should be performed early in the project development process to identify safety problems that

should be considered in development of the rehabilitation project. The analysis must include both an accident record review and a safety field review. The analysis is to be documented in a separate report.

The date of the safety field review should be noted in the PID. The safety field review should be a joint effort between the district's design unit and traffic unit. The district maintenance, construction, survey, and safety units must also provide safety reviews for the project, as specified in [Chapter 8](#), Section 4.

The safety analyses should be scheduled for traffic staff efficiency and consistent with the scope of the project and general condition of the existing facility.

Content of the Safety Analysis

The Safety Analysis should address such items as:

- Pavement condition.
- Existing geometrics.
- Traffic volumes.
- Accident data (typically the most recent 3-year accident history by type). Include an analysis of the causes of accidents.
- Traffic Safety devices and hardware.
- Roadside obstructions.
- Drainage features.
- Structurally deficient or functionally obsolete bridges.
- Other pertinent factors.

Alternative Safety Solutions

Where accident rates are high or there are concentrations, a determination should be made as to alternative improvements that can be accomplished within the parameters of a RRR project.

The safety field review report is not to be attached to the PID. The report should be briefly summarized under "Traffic Data" and should include proposals for safety enhancement. Safety enhancements not included in the project should be noted, with an explanation for their exclusion. The safety field review report may make suggestions, but the decision to include them in the project will be the responsibility of the project engineer.

While the analysis may discuss a range of possible solutions to demonstrated problems, there should be no specific project recommendations made in the analysis. Project recommendations or proposals will be decided by the scoping team after considering whether the recommendation or proposal is consistent with the degree of the safety problem, is reasonable from a cost effectiveness standpoint, and is of the type that can be accomplished within the parameters of a RRR project.

Safety Upgrading

Special emphasis should be placed on implementing cost-effective solutions recognizing, however, that certain upgrading for safety and operational purposes are desirable and others are necessary. Recommendations and decisions on safety improvements should be consistent with the degree of the safety problem and the reasonableness from a cost standpoint.

Maintenance Considerations

Cost-effective maintenance improvements should be considered, as appropriate, particularly if they improve safety for maintenance operations. There may be low cost improvements that will provide significant safety benefits to maintenance personnel.

Documentation

The safety analysis must be documented in writing and should be retained in the project file.

Approval of Project Scope Summary Report (PSSR)

Figure 9-3 in Article 4 of this chapter identifies the type of PID for each SHOPP program. Each SHOPP program has a specific program objective. The majority of SHOPP projects have adequate information at PID phase to approve an alternative. These two factors resulted in the development of Project Scope Summary Report (PSSR) templates that combine the PSR and PR documentation requirements into one report. Each template has an estimate that has been customized to meet the specific program need. The PDT shall determine if the phases can be combined.

When the PSSR is completed and approved by the District Director (or Deputy District Director if identified in Caltrans Delegation of Authority):

- The PSSR serves as the PID and the PR when an approved categorical exemption/exclusion form (CE/CE) is attached, or
- The PSSR serves as a PID and the approving document for circulation of the draft environmental document when a draft environmental document is attached. Project approval is documented in a supplemental PSSR. The supplemental PSSR shall follow the same requirements described in “Content of Supplemental PR,” [Chapter 12](#), Section 6, of this manual, or
- The PSSR serves as a PID when a CE/CE or draft environmental document is not attached. A DPR is required to approve circulation of the draft environmental document. Project approval is documented in the PR.

[Appendix L](#) provides guidance that is applicable to all PIDs. Appendices [G](#), [N](#), [P](#), and [Q](#) include customized PSSR templates. If the project scope corrects deficiencies not included in the template, refer to Appendix L to ensure that information in the report is complete. Modify the PSSR template appropriately.

Approval of Capital Preventive Maintenance Project Report (CAPM PR)

The CAPM PR, when completed and approved by the District Director (or Deputy District Director if identified in Caltrans Delegation of Authority) and the CE/CE is attached, will serve as the PID and also as the project approval document.

Damage Assessment Form (DAF)

Time Limits

FHWA Emergency Relief (ER) Program, project development work must be completed by the end of the second full federal fiscal year after the declared disaster. For those projects eligible for the FEMA Stafford Act funding, construction must be completed within four years of the date of disaster declaration.

Major damage restoration projects, regardless of funding source, are considered to be emergency-related high priority work. Project development for all major damage restoration projects should be completed in a timely manner to prevent the loss of federal funds due to exceeding the required time limits.

FHWA Review

Federal participation for major damage restoration requires that the FHWA Liaison Engineer review the major damage site as soon as possible after occurrence, in order to determine eligibility for ER participation. In the event of a finding of eligibility for

the federal ER program, the FHWA will approve a DAF for eligible work. The Office of Federal Resources in the Division of Budgets has guidance on how to determine the level of FHWA oversight.

ARTICLE 6 Director's Order for Urgent Projects

Projects addressing an urgent need to protect the health and safety of the traveling public (e.g., correcting an imminent bridge or roadway failure) require a Director's Order to let an emergency contract or use day-labor. These procedures do not pertain to Major Damage Restoration projects that do not qualify as emergency contracts. A Director's Order should be requested by using the standard Director's Order Request - Funds Request form (MTC-0130). For additional information on Director's Order Guidelines, see: http://onramp.dot.ca.gov/hq/maint/orway/ha23/do_guide/dog00.html

ARTICLE 7 EA Project Report for "Minor B" and Maintenance Projects

Minor B

For very simple projects that fall under the dollar limit for "Minor B" projects, the completed expenditure authorization project report (EA-PR) serves as the project initiation document and the PR. See [Appendix B](#) of this manual for the EA-PR.

Maintenance Projects

For maintenance projects, the completed EA-PR serves as the project initiation document and the PR. See [Appendix B](#) in this manual for the EA-PR.

Traffic Signal Projects

Although "Minor B" projects normally are not required to have a formal project report, the [*California Manual on Uniform Traffic Control Devices \(California MUTCD\)*](#), specifically requires a project report to investigate the conditions at locations where a new traffic signal is to be installed, an existing traffic signal is to be modified, or an existing traffic signal is to be removed.

A written summary of the investigation and justification for the installation, modification, or removal of a traffic signal is required when any portion of the intersection is within the SHS. The project report shall include the information outlined in the *California MUTCD, Part 4, Section 4B.102(CA)*. The purpose of this

written report is to provide the technical justification for the traffic signal work and may be an abbreviated report in a cover letter format instead of a formal project report.

The district may establish its own level of approval authority while also indicating the professional engineer in responsible charge of the work.

Traffic signal projects that include restriping or other geometric changes that introduce or perpetuate nonstandard conditions for lane widths, shoulder widths, disabled access, etc., will require approval of Fact Sheet for Exceptions to Mandatory Design Standards even though the project report is reduced to this cover letter format. The Headquarters Design Coordinator or Headquarters Design Reviewer must be consulted for nonstandard features. See [Chapter 21](#) and [Appendix BB](#) for more information on Exceptions to Design Standards and Fact Sheets.

This cover letter and attachments must be maintained on file as a part of the historical background of that portion of the SHS within the district's jurisdiction.

ARTICLE 8 Project Initiation Process for Projects-funded-by-others

General

A project-funded-by-others is a highway improvement project that is sponsored by a local agency or private developer and does not use any funds that are programmed into the STIP or SHOPP. Because Caltrans is responsible for protecting the public's investment in the SHS, Caltrans must review all proposed highway improvements that are funded by others. When a local agency or a developer funds a project, it is imperative for the sponsor to have early and continual discussions with Caltrans to establish the viability of the proposal, procedural requirements, and the schedule for various project deliverables. This article discusses the processes that apply to projects-funded-by-others.

Types of PIDs for Projects-funded-by-others

Based on the complexity of the project, the impacts, and the cost of the project on the SHS, a project will require a permit application review, the development of a PEER or a PSR-PDS.

If a project-funded-by-others can be accelerated and construction can begin during the proposed programming period, it may be appropriate to use the PSR format and program right of way and construction dollars at the end of the PID phase. Only a district director with a request from a project sponsor can approve the use of the PSR format. Districts should work with their local partners to carefully consider the ability to deliver the project within the STIP programming period.

Encroachment Permit Process

District Permit Engineer Initiates Procedure

Upon receiving the permit application, the district permit engineer will determine the appropriate level of documentation. In addition to the permit application information, the permit engineer may require either a PEER or a PSR-PDS to obtain project approval. If a PEER is determined to be the appropriate level of documentation, the district permit engineer will use the Encroachment Permit Application Review form (TR-0110) to designate a responsible unit (Design, Traffic Operations, etc.) for possible PEER preparation. If a PSR-PDS is determined to be the appropriate document for conceptual approval, then see PID process for projects-funded-by others in Article 8 of this chapter.

Permit Application Review

Project sponsors or their representative shall sign and submit an encroachment request to enter the right of way and build the improvements approved by the Department. For further information on an encroachment permit application see: <http://www.dot.ca.gov/hq/traffops/developserv/permits/applications/index.html>.

The permit engineer, in consultation with other functional units, decides whether or not the project should be considered an encroachment permit project if the project meets the complex project definition as defined by the encroachment permit policy in the Manual for Encroachment Permits on California Highways or if the construction cost is greater than \$1,000,000.

PEER

If a project is considered to be a non-complex project and the construction cost for the project is less than \$1,000,000, then the review and approval of the project is completed under the encroachment permit process. Caltrans determines the complexity of the project through the permit application review. The dollar limit

represents the estimated value of permit work improvements within the existing State highway right of way. The dollar limit does not include the value of routine drainage or utility work or the value of dedicated right of way. For additional information about this process see [Appendix I](#) – Permit Engineering Evaluation Report and the *Manual for Encroachment Permits on California Highways* http://www.dot.ca.gov/hq/traffops/developserv/permits/encroachment_permits_manual/index.html.

If the project is considered to be a non-complex project and the construction cost of the project is less than \$3,000,000, then review and approval of the project can be completed through the PEER process. Caltrans determines the complexity of the project during a processing assessment as discussed in [Chapter 2](#), Section 5 of this manual.

PSR-PDS

If the project meets the complex project definition as defined by the encroachment permit policy in the *Manual for Encroachment Permits on California Highways* or if the construction cost is greater than \$3,000,000, the project proponent shall submit a PSR-PDS as described in [Appendix S](#) of this manual. Caltrans staff will provide independent quality assurance for the PSR-PDS and will work with the sponsor to execute a cooperative agreement (CA) or highway improvement agreement (HIA) for cooperative elements identified in the approved PSR-PDS. [Chapter 2](#) – Roles and Responsibilities discusses the roles and responsibilities of both Caltrans staff and other sponsors of projects on the SHS. Information on cooperative agreements can be found in [Chapter 16](#) – Cooperative Agreements.

Approval of a New Public Road Connection Requires a PID

The PEER process cannot be used for a project that requires a new public road connection to a freeway or expressway. The new public road connection process is complex in that it requires Caltrans to make an assessment that the operations of the facilities has been protected and that the connection is in the best interest of the State. This recommendation must be formally submitted to the CTC, and if applicable, to FHWA for approval.

Early Confirmation Required

Prior to making commitments to the requesting party, early written confirmation of the concept from the District Director is required for a proposed new connection to an

expressway (controlled access highway). Early written confirmation is given only after consideration of access control policy and engineering aspects such as connection spacing, fit with local general plans, and the feasibility of potential ultimate conversion of the State highway into a full freeway. A request for a proposed new public road connection to an expressway (controlled access highway) is made by submitting to the District Director a draft PID that contains, at a minimum, the information required in [Chapter 27](#) of this manual.

Determining if a PEER is Required for Projects Under \$1,000,000

The responsible district unit will review and determine whether or not a PEER is required. If the unit determines that there will be no adverse impact on highway operations, maintenance, and tort liability, it must indicate so in the appropriate box shown on the Application Review Form with the signature by at least a senior level person. The unit then does their usual permit review, fills out the rest of the form, and returns it to the district permit engineer. If the responsible district unit determines that there will be impacts, a PEER is required and the unit will be responsible for the preparation, review, and approval of the PEER. (See [Appendix I](#) of this manual.)

A PEER is not required for projects that involve only routine utility and drainage encroachment work within the right of way. The normal encroachment permit process handles this work.

The PEER melds engineering review of permit proposals into the normal encroachment permit application review to eliminate any separate processing of a PID. The responsible unit for PEER preparation will usually be Design or Traffic Operations, depending upon type of work. Other district units involved, such as Environmental, Right of Way, Utilities, Maintenance, etc., will review the permit application as appropriate. Other district units will not be involved in the PEER unless requested by the responsible unit.

A PEER Evaluates Impacts on State Highway for Projects Under \$1,000,000

The responsible unit will evaluate the impacts of the permit proposal upon the State highway, determine its geometric and functional adequacy, and summarize the findings in a PEER, which should contain the information needed to justify (or reject) the proposed work.

As a general rule, a PEER should be prepared when the traffic or other actions generated by the permittee adversely affect operation and/or maintenance of the highway or there is potential to expose Caltrans to tort liability suits. The primary purpose of the PEER is to document the engineering rationale for Caltrans' decision in a permit action.

A PEER should always be prepared when new operating improvements are constructed by the permittee that become part of the State highway. These include signalization, channelization, left-turn pockets, widening, realignment, public road connections, and bike paths and lanes. Commercial road approaches would not usually require a PEER when grades are flat and there are no sight distance restrictions; otherwise a PEER should be prepared. Any widening by adding lanes should require a PEER, unless it is part of a precise plan for the highway adopted by the local agency and has been previously concurred by Caltrans.

Preparation Timing

The time needed to prepare, evaluate, and finalize a PEER will depend upon the scope and complexity of the work. When the preparation, evaluation, and finalization of a PEER can be completed within the review deadline, the PEER should be attached to the Application Review form and returned to the district permit engineer. When additional time is required, the responsible unit should return the Application Review form immediately to the district permit engineer, with notification of the estimated date that the PEER will be completed and whether or not additional information is needed.

Nonstandard Feature Approval

An exception to a mandatory standard will require preparation of a Fact Sheet for Exceptions to Mandatory Design Standards by the unit responsible for PEER preparation. See [Chapter 21](#) and [Appendix BB](#) for more information on Exceptions to Design Standards and Fact Sheets.

Access Control Change Procedures

If the permit proposal involves a reduction in or crossing of access control or the transfer of Caltrans right of way to the applicant see Chapters [17](#), [26](#) and [27](#) of this manual for processing instructions. This work is normally done during preliminary negotiations with the permit applicant before the applicant formally submits the permit to Caltrans. FHWA approval is required for proposals on the Interstate

System and may be required for non-Interstate System projects. After approval is received, the right of way transaction is executed and the encroachment permit is processed. A PEER would cover the permit work where applicable.

Right-of-Way Dedication Procedures

If the permit work involves dedication of additional rights of way along the access control line without any reduction in access restrictions, separate District Director concurrence is not needed. The involvement of Headquarters Design coordinators and reviewers should be sought when substantial modifications to access control position are proposed. In all cases, it is important that the dedication specifically provides for access control and that right of way record maps be updated. A map or paper shifting of the access control line is not legally binding — the restriction must be contained in a deed or quit claim.

California Environmental Quality Act /Traffic Mitigation

On more complex permit proposals involving CEQA and traffic mitigation approvals by a local agency, it is expected that the responsible unit would have been involved in preliminary negotiations prior to final PEER preparation. If this has not been done, the permittee should be called for an immediate meeting to resolve these issues.

All Permit Proposals Need Evaluation

The fact that a PEER is not prepared does not in any way diminish the responsibility of the District Responsible Unit to thoroughly evaluate the permit proposal and summarize conclusions in the "Remarks" area of the Encroachment Permit Application Review form (TR-0110).

Approval

The District Director is responsible for approval of the PEER. One copy of the approved PEER is to be sent to Office of Project Development Procedures.

Permit Review Charges

PEER preparation is considered part of the permit review process, with costs to be charged to the EA assigned by the district permit engineer. Charges should be reasonable. Excessive hours should be charged to the unit's overhead EA. Prior staff work not directly associated with actual permit processing or PEER preparation, even

though later constructed by permit, should be charged to the unit's overhead EA, and not to the permit review EA.

PEER Process for Projects with Construction Costs from \$1,000,000 to \$3,000,000

Caltrans Point of Contact Initiates Procedure

Upon receiving contact by a local entity or developer, the Caltrans point of contact will set up an initial meeting to make a determination on which process the project will undergo. If the project is non-complex and construction cost of the project is less than \$3,000,000 then the project is eligible to follow the PEER process. If the project does not meet the eligibility requirements for processing as a combined Project Study Report-Project Report (PSR-PR), it is not eligible for processing as a PEER.

The PEER process is intended to streamline the processing of projects-funded-by-others by reducing the steps in the project development process. This is not intended to relieve the project sponsor from meeting all other Department policies, standards, and practices. Caltrans may increase the level of documentation and processing for those projects that are deemed complex.

The PEER will document both concept approval and project approval eliminating the need for separate processing of a PID. The project sponsor is responsible for preparation of the PEER and providing all supporting documentation. The Caltrans point of contact will ensure that the appropriate district units, such as Design, Environmental, Right of Way, Utilities, Maintenance, etc., review the project as needed. Other district units will not be involved in the PEER unless requested by the Caltrans point of contact.

A PEER Evaluates Impacts on State Highway

The project sponsor will evaluate the impacts of the project upon the State highway, determine its geometric and functional adequacy, and summarize the findings in a PEER, which should contain the information needed to justify (or reject) the proposed work.

As a general rule, a PEER should evaluate and document the impacts of the project on the operations and/or maintenance of the highway. The primary purpose of the PEER is to document the engineering rationale for Caltrans' decision in a permit action.

Preparation Timing

The time needed to prepare, evaluate, and finalize a PEER will depend upon the scope and complexity of the work. Once the PEER is complete and the oversight engineer has approved the final plans and specifications, the project is then submitted to the Permit Engineer for processing by submittal of an encroachment permit application by the project sponsor. When the District Permits Office receives the completed encroachment permit application, the statutory 60-day review limit begins.

Nonstandard Feature Approval

If nonstandard design features are involved, the procedure outlined in [Chapter 21](#) must be followed. An exception to a mandatory standard will require preparation of a Fact Sheet for Exceptions to Mandatory Design Standards by the project sponsor and approval by the Headquarters Design Coordinator.

Cooperative Agreements

A Cooperative Agreement will normally not be required for projects processed via the PEER process. However, certain types of projects may require some type of an agreement. These project types could include signal construction, landscaping construction, and noise barrier construction where maintenance responsibilities must be documented. Projects sponsored by private entities will require a Highway Improvement Agreement.

All projects funded by others, not just those that are called "encroachment permit projects," require an encroachment permit whenever the project sponsor, its consultants, or its contractors work within the existing State highway right of way.

Approval

The District Director is responsible for approval of the PEER. One copy of the approved PEER is to be sent to Office Project Development Procedures.

PID Process for Projects-funded-by-others

The project development procedures for projects-funded-by-others are generally the same as those procedures for projects that are funded through a state-programming document. Additional procedures however, are necessary to approve cooperative elements through a CA or HIA. Caltrans retains stewardship responsibility for FHWA requirements and as such makes the arrangements for project development

documents to be reviewed by FHWA. Caltrans performs independent quality assurance on projects-funded-by-others to ensure that the completed project conforms to established standards and policies.

The district responsible unit assigned by the district permit engineer will be notified so that a project manager will be assigned to coordinate the project approval. Communication between the project manager, the district permit engineer, the applicant, applicable FHWA units, and appropriate district functional units, such as the environmental, structures, and traffic units, is essential to expedite this process.

A meeting of the applicant and all involved units shall be held to determine the type of PID, the appropriate approval process, and environmental documentation needed to complete the project. The project manager will provide a copy of the PID outline, the project report (PR) outline, and any appropriate draft language for inclusion in the CA or HIA. The project manager shall document this meeting with a letter to the applicant.

Once the applicant completes and submits the project initiation document and draft CA or HIA, the project manager should distribute the document for review by all involved Caltrans and FHWA units. The time needed to review and approve engineering documents will depend on the completeness, scope, and complexity of the work. The project manager will notify the applicant of the expected completion date for the review and whether additional information is needed.

Once the PID is found to be satisfactory, the project manager recommends the project initiation document for approval by the District Director.

The District Director's signature signifies approval of the project concept and that reasonable estimates and time frames are reflected in the report. The District Director shall not approve a PSR unless there is an executable CA or HIA attached.

The individual in responsible charge, a registered engineer if it is an engineering report, or the appropriate licensed professional in the State of California signs the report. The appropriate stamp or seal shall be applied to the report.

After approval, a copy of the final document and all associated scoping documents shall be kept in the project history files.

The approved PID is the authorization to enter into a CA or HIA for the study, design, and construction of the State highway. For information on combining the project initiation phase and the project approval phase see following article.

ARTICLE 9 Combined PSR-PR Document

General

Proposals that have the consensus of key stakeholders and a clear understanding of the requirements to complete the project can be scoped early in the project development process. As such, the PDT may recommend consolidation of the PID and project report into a combined Project Study Report-Project Report (PSR-PR) if a project has a well-defined purpose and need and a well-defined project scope. The District Director retains the authority to use a combined PSR-PR.

The combined PSR-PR is an engineering document and must meet the requirements for both a PID and a PR. See [Appendix K](#) – Project Report and [Appendix L](#) – Project Study Report of this manual for further guidance on developing PIDs and project reports. See [Appendix A](#) of this manual for a template of the combined PSR-PR.

Ineligible for a Combined PSR-PR

If a project has any of the following features, the project cannot use the combined PSR-PR process:

- Modified access to the Interstate System, as FHWA approval is a two-step process.
- Approval of a route adoption by the CTC.
- An environmental impact report to comply with California Environmental Quality Act (CEQA) and/or requiring an environmental impact statement to comply with National Environmental Policy Act (NEPA).
- An individual 404 Permit.
- A Coastal Development Permit.
- A San Francisco Bay Conservation and Development Commission Permit.
- A Tahoe Regional Planning Permit.
- Formal consultation under the Federal Endangered Species Act.

Considerations for a Combined PSR-PR

Once it is determined that the project is not specifically ineligible from using a combined PSR-PR, the PDT shall perform a focused risk assessment to identify factors that can affect project scope and estimate the degree of uncertainty that these factors pose. At a minimum the PDT shall consider:

- Consensus of key stakeholders on the project purpose and need.
- Consensus of key stakeholders on the project scope. Stakeholders may include, but not be limited to, the project sponsor, Caltrans as the owner-operator of the SHS, CTC, federal agencies that have approval authority, railroad entities, and other regulatory agencies.
- Impacts to the SHS as identified by traffic studies.
- Impacts to the environment and community. The district environmental generalist shall provide factors to make this evaluation.
- Availability of Caltrans project initiation and capital support resources to provide delivery products and/or independent quality assurance.
- Geometric feasibility of the proposed alternatives (see Exceptions to Design Standards, Article 4 of this chapter).
- A reasonable funding source.

SHOPP Programs

The PDT may recommend using the combined PSR-PR process and template for a SHOPP project after performing a focused risk assessment on factors that affect the project purpose and need, and project scope.

SHOPP Safety Improvement Program

Because of the high priority and importance of an expedited delivery of safety improvements, a combined PSR-PR is the preferred document for the SHOPP Safety Improvement Program.

However, if high risk factors are identified in the focused risk assessment safety improvement project, a PSR may be the appropriate document to ensure that there are adequate resources to identify and resolve issues for project approval. The PDT focused risk assessment shall be documented. The district safety coordinator has the authority to grant an exception to the combined PSR-PR requirement for safety improvement projects.

Projects-funded-by-others

The PDT may recommend the use of the combined PSR-PR process and template for projects-funded-by-others after performing a focused risk assessment on factors that affect the project purpose and need, and the project scope. The District Director retains the authority to approve the use of the combined PSR-PR.

The combined PSR-PR eliminates the separate processing of a PID and a PR. Although one report is prepared, it is expected that the PSR-PR will address issues affecting operations, maintenance, and any potential tort liability on the State highway, and that the proposed work will conform to current Caltrans policies, practices, and standards. All technical information required for normal PID processing must be identified and included in the PSR-PR. Projects must follow the process identified in Article 8, Project Initiation Process for Projects-funded-by-others.

For projects-funded-by-others a combined PSR-PR documents agreement on:

- The purpose and need,
- Project-scope,
- Estimated cost,
- Conceptual approval, and
- Cooperative elements.

The approved PSR-PR with an approved environmental document is the authorization to enter into a CA or HIA for the design and construction of the State highway project. A cooperative agreement, ready to sign, must be attached to the combined PSR-PR.

If the project is sponsored by a local entity, the local entity must understand that there is a risk involved by preparing a combined PSR-PR. The focused risk assessment ensures that all parties be aware of risks. Early and continual consultation with Caltrans can reduce the need for additional project work and project delays.

Project Approvals

The combined PSR-PR, when completed and approved by the District Director (or Deputy District Director if identified in Caltrans Delegation of Authority), will serve as an approved PR when the environmental determination/documentation is attached. Without these items, it functions as a document to approve circulation of the

environmental document. A supplemental PSR-PR will need to be completed once the environmental document is finalized to approve the project for design. The supplemental PSR-PR shall follow the same requirements as described in "Content of the Supplemental PR," Section 6, [Chapter 12](#) of this manual.

ARTICLE 10 Ceasing Work on Programmed Projects

The Request Process

District requests for approval to cease work on programmed projects should be submitted via a memorandum to Headquarters Programming Division. The memorandum should explain the factors warranting deletion of the project and should specify the resources in Personnel Years (PYs) and dollars that will be made available by deletion of the project. Where applicable, the memorandum should indicate if the deletion has the concurrence of local and regional agencies.

Note: This process was commonly known as the UNPAR process, derived from the Project Authorization Request (PAR), which is a report format that has been discontinued.

Approval Process

Before the request can be approved, the headquarters program advisors for the appropriate programs must review and approve the district's memorandum.

The headquarters program advisors, in cooperation with the Headquarters' Programming Division, may also initiate deletion of programmed projects (e.g., change in program priority).

Cease Work at Agreed Milestone

The Headquarters' Division of Transportation Programming will notify the Headquarters' Division of Design Division Chief, Division of Budgets, Division of Administration, and the district of the action taken. Project activities will cease at an agreed upon milestone.