



December 9, 2021

To: Transit Committee

From: Darrell E. Johnson, Chief Executive Officer

Subject: Consultant Selection for Transit Facilities Condition Assessment

Overview

On September 14, 2021, the Orange County Transportation Authority issued a request for proposals for consultant services to conduct a transit facilities condition assessment and ratings of its transit facility assets. Proposals were solicited in accordance with Orange County Transportation Authority procurement procedures for professional and technical services. Board of Directors' approval is requested for the selection of the firm to perform the required work.

Recommendations

- A. Approve the selection of Cumming Management Group, Inc., as the firm to conduct a transit facilities condition assessment.
- B. Authorize the Chief Executive Officer to negotiate and execute Agreement No. C-1-3695 between the Orange County Transportation Authority and Cumming Management Group, Inc., in the amount of \$286,453, to conduct a transit facilities condition assessment.

Discussion

The Orange County Transportation Authority (OCTA) has responsibility for its transit operating facilities, including five maintenance and operations bus bases, five transportation centers, and two park-and-ride facilities. As part of periodic reporting to the Federal Transit Administration (FTA), OCTA is required to report facility condition ratings to the National Transit Database. The FTA requires public transit agencies to perform a facilities condition assessment (FCA) at least once every four years. The FCA process includes inspection and condition rating of facility elements using FTA's Transit Economic Requirements Model (TERM), a five-point scale defining condition as 1-poor, 2-marginal, 3-adequate, 4-good, or 5-excellent, and calculating an overall TERM rating for

each facility. The facility condition rating is calculated using FTA's weighted average condition approach utilizing replacement costs. The scope of work (SOW) includes project administration/management, quality assurance/quality control, and performance of the facility condition assessment. OCTA's last FCA was completed in 2018. This work effort will be performed in 2022 to meet the FTA's data reporting requirements for OCTA's administrative and maintenance facilities, as well as for passenger and parking facilities. This work effort will be performed in accordance with the latest FTA guidance and requirements found in the Transit Asset Management (TAM) Facility Performance Measure Reporting Guidebook, Condition Assessment Calculation.

Procurement Approach

This procurement was handled in accordance with OCTA's Board of Directors (Board)-approved procedures for professional and technical services. In addition to cost, many other factors are considered in an award for professional and technical services. Award is recommended to the firm offering the most comprehensive overall proposal considering such factors as staffing and project organization, prior experience with similar projects, and work plan, in addition to cost and price.

On September 14, 2021, Request for Proposals (RFP) 1-3695, was electronically released on OCTA's CAMM NET system. The project was advertised in a newspaper of general circulation on September 16 and September 22, 2021. A pre-proposal conference was held on September 23, 2021, with nine attendees representing six firms. Three addenda were issued to make available the pre-proposal conference registration sheets and presentation materials, provide responses to questions received, and address administrative issues related to the RFP.

On October 13, 2021, three proposals were received. An evaluation committee consisting of staff from the Contracts Administration and Materials Management, Facilities Maintenance, Maintenance, Facilities Engineering, and Planning departments met to review all submitted proposals. The proposals were evaluated based on the following evaluation criteria and weights:

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|-------------------------------------|------------|
| • Qualifications of the Firm | 25 percent |
| • Staffing and Project Organization | 25 percent |
| • Work Plan | 25 percent |
| • Cost and Price | 25 percent |

The evaluation criteria and weightings are consistent with those developed for the previous procurement for the same services. Several factors were considered in developing the criteria weights, and all four criteria were weighted equally. The qualifications of the firm in performing work of similar scope and size are important to the successful completion of the project. Staffing and project organization are similarly important, as the qualifications of the project manager (PM) and other key task leaders are essential to the timely delivery of project objectives. The same level of importance was also assigned to the work plan, as the technical approach to the project is critical to the successful performance of the project. Lastly, the cost and price criterion is important to ensure OCTA receives value for the work provided.

The evaluation committee reviewed all proposals based on the evaluation criteria and found two firms most qualified to perform the required services. The most qualified firms are listed below in alphabetical order:

Firms and Location

Cumming Management Group, Inc. (Cumming)
Los Angeles, California

Marx Okubo Associates, Inc. (MOA)
Santa Ana, California

On October 26, 2021, the evaluation committee interviewed the two short-listed firms. The interviews consisted of a presentation allowing each team to discuss its qualifications, highlight its proposal, and respond to evaluation committee questions. Questions were asked relative to each team's experience, approach to work plan execution, quality assurance/quality controls procedures, FTA requirements in the SOW, and perceived project challenges. After considering the presentations and responses to questions asked during the interview, the evaluation committee adjusted the preliminary scores for both firms. However, Cumming remained as the top-ranked firm with the higher cumulative score.

Based on the evaluation of the written proposals, information obtained from the interviews, as well as cost and price, staff recommends Cumming as the firm to conduct a transit FCA and ratings of OCTA's transit facility assets. Cumming ranked higher as the firm's proposal was most responsive to the RFP requirements. Cumming demonstrated the most extensive relevant experience, presented the most qualified and experienced team, and provided a comprehensive work plan and competitive price. The following is a brief summary of the proposal evaluation results.

Qualifications of the Firm

Cumming was founded in 1996 and provides project and construction management, sustainability and energy, cost estimating, project controls, and commissioning services. The firm has 1,100 employees in 36 offices worldwide, with four offices in Southern California. Cumming demonstrated the firm's overall experience performing FCAs, FTA TAM facility performance measure reports, comprehensive assessment and facility cost estimating, and experience working directly for transit agencies. Cumming has successfully delivered FCA services for public agencies and transit programs in California and throughout the United States (U.S). Cumming's recent and relevant projects include: Los Angeles County Metropolitan Transportation Authority (Metro) FTA FCA, as well as inspection services for rail and bus facilities and the Purple Line subway extension; City of Hope Medical Campus FCA project; FCA and energy audits for the El Centro Elementary School District, and FCA and master planning work for the Napa Valley Unified School District. Cumming proposed to utilize subconsultant Morgner Construction Management to provide additional FCA support services, which is experienced in public construction management and facilities assessment experience, in-house cost management, and facility and cost estimating for commercial buildings. Positive reference checks were received from public sector clients for FCA services performed.

MOA was founded in 1982, and a core of its business is focused on FCAs. The firm has eight offices in the U.S, including a local office in the City of Santa Ana, and employs a total of 199 staff, including 116 licensed professionals, architects, and engineers. MOA is experienced in performing assessment services for hospitals, retailers, and industrial and residential customers, and has worked with clients in the private and government sectors. However, MOA lacked relevant experience working directly with transit agencies or transit programs performing FCAs in conformance with FTA requirements. MOA's FCA projects include: City of Palmdale low-income housing development assessment project; property condition assessments of office buildings for UBS Realty Investors, Inc., and CIM Group, Inc.; FCA for De Luz residential neighborhood at Camp Pendleton; and condition and seismic risk assessment for the City of Laguna Beach Library. MOA's subconsultant, Pac Rim Engineering, Inc., is experienced in civil engineering type services and hydraulic lift inspections for maintenance facilities. Positive references checks were received for work performed.

Staffing and Project Organization

Cumming proposed an experienced project team, including key personnel who have worked together on similar projects. The project team consists of experienced engineers, architects, inspectors, cost estimators, and other skilled professionals. The proposed project director is an electrical engineer and certified inspector, as well as an energy and environmental design lead with 29 years of experience developing and managing projects in the public sector, and overseeing energy efficient design, electricity utility design, and in managing large capital construction programs and construction projects. The proposed PM is a senior mechanical commissioning engineer, with 15 years of experience in project management, energy management, utility programs, building technologies, sustainability consulting, and smart grid solutions. The principal architect has over 35 years of experience in the planning, design, and development of projects, and has performed numerous FCAs for large and complex healthcare projects. Cumming's other key personnel and support staff are skilled and experienced in FCAs, energy assessment services, integrated building design, and construction.

MOA's proposed team has experience performing FCAs, though cited references did not indicate that the team has previously worked together on past projects. The proposed PM is a licensed architect with four years of experience performing architectural consulting, property condition assessments, pre-construction project reviews, and construction observation services; however, project management experience leading FCAs was limited. MOA's proposed principal has over 33 years of experience performing oversight services and property condition assessments, pre-construction document reviews, and construction phase services, and has demonstrated professional experience as a design and technical architect for the public and private sectors. The lead mechanical engineer has 34 years of experience in facility engineering, information technology management, and specializes in tenant improvements, plant relocations, and building construction manufacturing reengineering. Other key staff and task leaders are experienced in performing structural and seismic evaluations, property condition assessments, seismic risk assessments, preconstruction reviews, and observations for residential, commercial, and industrial projects.

Work Plan

Cumming presented a comprehensive and practical work plan and demonstrated an understanding of FCA requirements. The proposal included a thorough approach to the work and outlined a detailed work plan addressing all

the needs of the project and conformance to the FTA TAM facility performance measurement reporting guidelines. Cumming conveyed a good project management methodology, quality assurance and quality control methods, and adherence to schedule and budget. Cumming discussed its team's approach to estimating costs for repair and replacement of deficient elements, experience complying with FTA guidance and requirements, approach to inspecting and assigning ratings under FTA's TERM scales, understanding of the tasks related to quality assurance/quality control reviews and certification of deliverables and lift inspections, and lessons learned from previous assessments. The firm's proposed workplan included a concise discussion of proposed methods to meet SOW requirements, budget, and schedule. Cumming's proposal was supported by a cohesive interview where the team provided well organized, detailed, and thorough responses to interview questions.

MOA's proposed work plan showed a general understanding of the FCA process. Its work plan discussed project management tools, property assessment and coordination, field assessments, costs, and deliverables. The work plan reviewed timelines and a schedule to meet the SOW requirements. Specific quality assurance and quality control practices were discussed, including reviews of assessment findings and recommendations. MOA did not clearly discuss its approach to inspecting and assigning a rating under FTA's TERM scale. The work plan did not indicate specific knowledge or understanding of performing FCAs in conformance with FTA. The work plan met the basic project requirements but was brief and general overall, restating the requirements of the RFP without elaborating on the approach. The PM was responsive to all interview questions; however, responses lacked details.

Cost and Price

Pricing scores were based on a formula which assigns the highest score to the lowest total firm-fixed price for the tasks to be completed, with the other proposals' total firm-fixed prices being scored based on relation to the lowest total firm-fixed price. Both firms provided competitive pricing. Although Cumming did not propose the lowest price, it was lower than the OCTA PM's independent cost estimate and is considered by staff to be fair and reasonable for the work performed.

Procurement Summary

Based on the evaluation of each firm's written proposals, qualifications, staffing, work plan, and information obtained from the interviews, the evaluation committee recommends the selection of Cumming as the firm to provide the

transit FCA services. Cumming submitted a comprehensive proposal that was responsive to the requirements of the RFP and presented a cohesive interview highlighting the firm's experience, staffing, work plan, and complete understanding of the overall project.

Fiscal Impact

The project is included in OCTA's Fiscal Year 2021-22 Budget, Capital Programs Division, Account No. 1722-7512-D3107-TKB, and will be funded through local transportation funds.

Summary

Based on the information provided, staff recommends the Board of Directors authorize the Chief Executive Officer to negotiate and execute Agreement No. C-1-3695 between the Orange County Transportation Authority and Cumming Management Group, Inc., in the amount of \$286,453, as the firm to conduct a transit facilities condition assessment.

Attachments

- A. Review of Proposals - RFP 1-3695 Transit Facilities Condition Assessment
- B. Proposal Evaluation Criteria Matrix (Short-Listed Firms) - RFP 1-3695 Transit Facilities Condition Assessment
- C. Contract History for the Past Two Years - RFP 1-3695 Transit Facilities Condition Assessment

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