



**November 4, 2024**

**To:** Regional Transportation Planning Committee

**From:** Darrell E. Johnson, Chief Executive Officer

**Subject:** Consultant Selection for Construction Management Support Services for the State Route 57 Northbound Improvement Project Between Orangewood Avenue and Katella Avenue

A handwritten signature in blue ink, appearing to read "Darrell E. Johnson", is written over the "To:" and "From:" lines of the memo.

**Overview**

On July 8, 2024, the Orange County Transportation Authority Board of Directors authorized the release of a request for proposals to provide construction management support services for the State Route 57 Northbound Improvement Project between Orangewood Avenue and Katella Avenue. Board of Directors' approval is requested for the selection of a firm to perform the required work.

**Recommendations**

- A. Approve the selection of WSP USA Inc., as the firm to provide construction management support services for the State Route 57 Northbound Improvement Project between Orangewood Avenue and Katella Avenue.
- B. Authorize the Chief Executive Officer to negotiate and execute Agreement No. C-4-2241 between the Orange County Transportation Authority and WSP USA Inc. to provide construction management support services for the State Route 57 Northbound Improvement Project between Orangewood Avenue and Katella Avenue.

**Discussion**

The Orange County Transportation Authority (OCTA), in partnership with the California Department of Transportation (Caltrans), is implementing the State Route 57 (SR-57) Northbound Improvement Project between Orangewood Avenue and Katella Avenue (Project). The Project is part of Project G in the Measure M2 (M2) freeway program and is being advanced through the updated Next 10 Delivery Plan approved by the OCTA Board of Directors (Board) in November 2023.

The Project will extend the fifth general-purpose lane in the northbound direction on SR-57 between Orangewood Avenue and Katella Avenue, improve the northbound Katella Avenue off-ramp by providing an additional exit lane, for a total of two, reconfigure the existing Orangewood Avenue on- and off-ramps, upgrade the nonstandard median to meet existing standards, improve stopping sight distance, and re-establish the existing auxiliary lane.

The Project is in the final design and right-of-way acquisition phase. The construction contract will be advertised by Caltrans next year.

Cooperative Agreement No. C-4-2574 between Caltrans and OCTA outlines the responsibilities of both agencies for the Project and is anticipated to be considered and approved by the Board on November 12, 2024. As specified in the cooperative agreement, Caltrans will be the implementing agency responsible for advertisement, award, and administration of the construction contract. Caltrans will also provide the resident engineer and structures representative, and environmental services, along with a limited number of field personnel. OCTA will retain a construction management (CM) consultant firm to supplement Caltrans staff with structural, roadway, construction staking, office engineering, materials testing, surveying, and claims support services. OCTA's CM consultant will also provide a field office to house construction staff working on the Project. Through separate contracts, OCTA will lead the public outreach and freeway service patrol efforts.

### ***Procurement Approach***

This procurement was handled in accordance with OCTA's Board-approved procedures for architectural and engineering (A&E) services that conform to both federal and state laws. Proposals are evaluated and ranked in accordance with the qualifications of the firm, staffing and project organization, and work plan. As this is an A&E procurement, price is not an evaluation criterion pursuant to state and federal laws. Evaluation of the proposals was conducted based on overall qualifications to develop a competitive range of offerors. The highest-ranked firm is requested to submit a cost proposal, and the final agreement is negotiated. Should negotiations fail with the highest-ranked firm, a cost proposal will be solicited from the second-ranked firm in accordance with Board-approved procurement policies.

On July 8, 2024, the Board authorized the release of Request for Proposals (RFP) 4-2241 which was issued electronically on CAMMNET. The RFP was advertised in a newspaper of general circulation on July 8 and July 15, 2024. A pre-proposal conference was held on July 17, 2024, with 38 attendees representing 21 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 August 7, 2024, seven proposals were received. An evaluation committee consisting of staff from the Contracts Administration and Materials Management and Capital Project Delivery departments, as well as external representatives from Caltrans, met to review all submitted proposals. The proposals were evaluated based on the following Board-approved evaluation criteria and weightings:

- Qualifications of the Firm 20 percent
- Staffing and Project Organization 40 percent
- Work Plan 40 percent

In developing the criteria and weightings, several factors were considered. The firm's qualifications and experience in performing relevant work of similar scope, size, and complexity are important to the success of the Project. Staffing and project organization was assigned a weighting of 40 percent as the qualifications of the project manager and other key task leaders are critical to understanding the project requirements and to the timely delivery and successful performance of the work. An equal level of importance is also assigned to the work plan to evaluate the technical approach and resource allocation for the work to ensure successful performance and timely delivery of the Project.

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

Firms and Location

Harris & Associates, Inc. (Harris)  
Headquarters: Concord, California  
Project Office: Irvine, California

T.Y. Lin International (TY Lin)  
Headquarters: San Francisco, California  
Project Office: Irvine, California

WSP USA, Inc. (WSP)  
Headquarters: New York, New York  
Project Office: Irvine, California

On September 24, 2024, the evaluation committee interviewed the 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. Each firm highlighted its staffing plan, work plan, and perceived project issues. The firms were asked questions regarding the team's approach to the requirements of the scope of work, working in the Santa Ana (SA) River, coordination with various agencies, experiences with similar projects, and solutions in achieving the project goals. After considering the presentations and responses to questions asked during the interviews, the evaluation committee adjusted the preliminary scores for two firms. However, WSP remained as the top-ranked firm with the highest cumulative score.

Based on the evaluation of the written proposals and information obtained during the interviews, the evaluation committee recommends WSP as the top-ranked firm to provide CM support services for the Project. WSP presented a comprehensive proposal that was responsive to the requirements of the RFP, a highly qualified and experienced team of key personnel, a thorough understanding of the overall project requirements, and an interview with focused responses to specific questions which highlighted the firm's experience, staffing, and the technical approach to the work plan.

#### Qualifications of the Firm

All short-listed firms are established and qualified to perform the required services. Positive references were received for all firms.

WSP, initially founded in 1885 as Parsons Brinkerhoff, has offices nationwide and over 66,000 personnel. The firm has broad engineering experience including CM services for complex highway, bridge, and rail projects. WSP demonstrated recent and relevant experience providing CM services for freeway/roadway improvements and with structures over railroad and channel facilities. The firm's experience includes coordination with Caltrans, OCTA, and other public agencies.

Similar project experience includes serving as the prime consultant for CM/project management (PM) services for the Port of Long Beach's Gerald Desmond Bridge Replacement, CM services for the San Gabriel Valley Council of Governments' (SGVCOG) Fairway Drive Grade Separation and Lemon Avenue Interchange, and CM services for SGVCOG's SR-57/State Route 60 (SR-60) Confluence. Collectively, these projects involved freeway construction, structures construction, Caltrans coordination, and rail coordination. The firm proposed subconsultants to provide structures inspection, roadway inspection, geotechnical services, and materials testing. WSP has project experience with

both proposed subconsultants. The references provided by WSP reported that they were satisfied with the firm's performance on their projects.

Harris has offices statewide and was founded in 1974. The firm has 277 personnel. Harris specializes in CM services for public agencies, including freeway construction and structures. The firm demonstrated some recent and relevant experience on projects involving structural, highway, and rail improvements as a prime consultant and in the subconsultant role.

Harris' experience includes coordination with Caltrans, OCTA, and other public agencies. Harris performed quality verification and related services as a subconsultant on OCTA's Interstate 405 (I-405) Improvement Project, CM services as the prime consultant on OCTA's West County Connectors' East Connector Project from State Route 22 (SR-22) to I-405, and managed independent quality assurance as a joint venture prime for California High Speed Rail Authority's Belmont Avenue Grade Separation Project. The firm proposed subconsultants to provide structural inspection, critical path method scheduling, roadway inspection, field materials testing, gamma gamma log services, and pile dynamic analysis. Harris has project experience with all the proposed subconsultants. The references provided by Harris reported that they were satisfied with the firm's performance on their projects.

TY Lin was founded in 1954. The firm has over 3,400 personnel in offices across the Americas and Asia. TY Lin's specialization includes engineering and CM services. The firm demonstrated relevant CM experience including coordination with Caltrans and local agencies, although they did not demonstrate experience with a highway widening project.

TY Lin, serving as the prime consultant, performed CM and inspection services on the Riverside County Transportation Commission's (RCTC) Interstate 10 (I-10)/Jefferson Street Interchange Project, and CM and construction engineering on the City of Los Angeles' (LA) Sixth Street Viaduct Replacement over the LA River. The firm is currently providing CM services for the LA County Metropolitan Transportation Authority's Firestone Boulevard Widening from Studebaker Road to Imperial Highway Project. Collectively, these projects involve street construction, structures construction, Caltrans coordination, and rail coordination. The firm proposed subconsultants to provide roadway inspection, electrical inspection, field material testing, source inspection, cross-hole ultrasonic logging, and gamma gamma logging. TY Lin has project experience with all proposed subconsultants. The references provided by TY Lin reported that they were satisfied with the firm's performance on their projects.

### Staffing and Project Organization

All short-listed firms proposed qualified project managers, key personnel, and subconsultants with relevant experience.

WSP proposed a qualified project team with each key personnel demonstrating relevant and comprehensive experience with complex freeway and bridge widening projects, including a river crossing, with extensive Caltrans coordination experience. WSP's proposed project manager (PM) has 32 years of experience with PM and resident engineer (RE) experience on similar projects, including highway improvements, raised railroad tracks, and bridge construction. Similar project experience in part includes serving as the PM on OCTA's I-5 Improvement State Route 55 (SR-55) to SR-57 Project, principal RE on OCTA's West County Connectors' West Segment Project, and principal assistant RE for OCTA's I-5 Gateway Project.

WSP's proposed senior inspector/deputy senior RE has successfully delivered projects with freeway and bridge improvements, bridge replacements, and interchange improvements for over 30 years, many as a RE with Caltrans, as well as delivering projects in partnership with OCTA. Experience relevant to the Project includes serving as RE on Caltrans' I-405 Sepulveda Pass Improvements Project in LA, RE for Caltrans' I-5 High-Occupancy Vehicle Widening Project from the Artesia Boulevard Undercrossing to North Fork Coyote Creek, and assistant RE for the San Bernardino County Transportation Authority's I-10/Cedar Interchange Project.

WSP's proposed structures inspector has 23 years of experience. Relevant experience includes serving as the RE/structures representative on RCTC's State Route 71/State Route 91 (SR-91) Interchange Project with proposed subconsultant Falcon Engineering Services, Inc. which crosses the SA River. Construction manager/RE/structures representative for RCTC's SR-60 Truck Lanes, in the cities of Beaumont and Moreno Valley including Caltrans coordination and retaining walls, and CM services for RCTC's SR-91 Corridor Operations in the City of Corona.

Harris proposed a qualified project team with CM experience. Harris' proposed PM has nearly 30 years of experience in public works and engineering. Examples of relevant experience include serving as the PM with the cities of Palm Springs and Rialto. Relevant projects as PM on behalf of the City of Palm Springs includes the I-10/Indian Canyon Drive Interchange Project, Indian Canyon Drive Widening at Whitewater River, and Indian Canyon Drive Union Pacific Railroad Bridge Replacement Project.

Harris' proposed senior inspector/deputy senior RE has 28 years of experience. Demonstrated relevant project experience includes serving as a RE on the I-405 Improvement Project, working in the capacity of an assistant PM on the OCTA's West County Connectors-East Connector SR-22 to I-405 Project, and assistant structures representative for OCTA's SR-22 Improvements Project.

Harris' proposed structures inspector has 37 years of experience including extensive structures experience. Some relevant experience includes serving as the assistant structure representative on OCTA's SR-55 Improvement Project from I-405 to I-5, assistant structure representative on OCTA's I-5 Improvement Project between Alicia Parkway and El Toro Road, and structures representative for OCTA's Lakeview Avenue Grade Separation Project.

TY Lin proposed a qualified project team with CM experience with some demonstration of projects involving Caltrans' standards. Experience with highway widening projects was not cited. The team's expertise includes experience with soundwalls, bridges, rivers, and some highway interchanges. The proposed PM has 33 years of civil engineering experience, including relevant project experience. Examples of relevant project experience includes the role of PM/RE for the City of Indio's I-10/Jefferson Street Interchange Project, PM on the City of Norwalk's Firestone Boulevard Widening Project (Firestone), the City of Jurupa's Road Grade Separation Project, and the City of LA's CM/general contractor services for the Sixth Street Viaduct Replacement Project.

The firm's proposed senior inspector/deputy senior RE has 32 years of experience, some with Caltrans as a RE. Relevant project experience includes serving as the RE/structures representative for the City of Irvine/Caltrans District 12 Venta Spur/State Route 133 Bicycle-Pedestrian Bridge and the I-5/Jeffrey Open Space Trail Pedestrian and Bicycle Bridge. Other relevant experience includes the role of RE for the City of Southgate's Interstate 710 Corridor Soundwall Project.

Two personnel were proposed for the role of structures inspector. The proposed personnel have 25 and 39 years of experience. Relevant project experience includes the role of RE/structures representative for the City of Norwalk's Firestone Bridge Replacement over the San Gabriel River Project, structures representative for the City of Irvine's Five Point Gateway-Marine Way Plaza Bridge Project, and structures representative for the Sixth Street Viaduct Project.

## Work Plan

The short-listed firms met the requirements of the RFP, and each firm adequately discussed its approach to the Project.

WSP presented a comprehensive and viable work plan that demonstrated an understanding of the project requirements, key risks and experience with mitigation measures, such as work with the SA River and cast-in-drilled-hole (CIDH) piles. CIDH piles are a significant project risk. Staging descriptions were detailed and prepared correctly. The stakeholders and adjacent projects were identified and mapped, describing the approach to ensure collaboration and the least impact possible with all parties. The proposal provided a thorough discussion of schedule, cost, scope, change management, and approach to claims avoidance. The firm presented an innovative approach to bridge construction by eliminating falsework in the SA River, allowing for work during the winter season. WSP presented an interview demonstrating knowledge of its proposed approach to the scope of work, and the team provided detailed responses to interview questions. The PM led the responses and efficiently directed participants to provide responses.

Harris demonstrated an understanding of the Project. The proposal included a breakdown of the key risks and challenges and proposed mitigation measures. While the discussion of evaluating CIDH piles was limited in the proposal, the team demonstrated complete understanding during the interview. The proposal demonstrated an understanding of the staging plans. The technical approach did not address challenges posed by working in the SA River, but this was discussed at the interview. The proposal provided a high-level discussion on working with stakeholders. The main components of quality assurance were addressed, along with a brief statement about addressing claims avoidance. Harris expanded on the firm's awareness and approach to project challenges at the interview, such as working in the SA River, providing detailed responses to interview questions.

TY Lin mostly demonstrated an understanding of the Project. The firm presented a detailed understanding and approach to transportation management and stakeholder engagement required for this Project, including identification of the stakeholders. A constructability review was discussed in the proposal though not required by the RFP. There was no mention of Caltrans being involved in the final inspection walk-throughs or relief of maintenance though this scope was discussed at the interview. A staging diagram was not accurate in the proposal though accurately referenced at the interview. The team's interview responses were less structured and cohesive with interjection by various members during responses.



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**Fiscal Impact**

The Project will be included in the OCTA's Fiscal Year 2025-26 Budget and subsequent fiscal years' budget, Capital Programs Division, Account No. 0017-9085-FG104-02K, and will be funded with M2 funds.

**Summary**

Staff requests Board of Directors' authorization for the Chief Executive Officer to negotiate and execute Agreement No. C-4-2241 with WSP USA Inc., as the firm to provide construction management support services for the State Route 57 Northbound Improvement Project between Orangewood Avenue and Katella Avenue.

**Attachments**

- A. Review of Proposals, Request for Proposals 4-2241 Construction Management Support Services for the State Route 57 Northbound Improvement Project between Orangewood Avenue and Katella Avenue
- B. Proposal Evaluation Criteria Matrix (Short-Listed), RFP 4-2241 Construction Management Support Services for the State Route 57 Northbound Improvement Project between Orangewood Avenue and Katella Avenue
- C. Contract History for the Past Two Years, RFP 4-2241: Construction Management Support Services for the State Route 57 Northbound Improvement Project between Orangewood Avenue and Katella Avenue

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