



May 7, 2018

To: Regional Planning and Highways Committee

From: Darrell E. Johnson, Chief Executive Officer

Subject: Agreements for Freeway Service Patrol Services

Overview

On February 12, 2018, the Board of Directors approved the release of a Request for Proposals for Freeway Service Patrol services for four service areas consisting of 14 peak-hour beats, four midday beats, one weekend beat, and one construction support beat. Offers were received in accordance with Orange County Transportation Authority procurement procedures for professional and technical services. Approval is requested to execute agreements for these service areas.

Recommendations

- A. Approve the selection of California Coach Orange, Inc., to provide Freeway Service Patrol services for Service Areas 2, 4, and 9.
- B. Approve the selection of Beach Town Towing, LLC, doing business as Orange County Motor Club, to provide Freeway Service Patrol services for Service Area 7.
- C. Authorize the Chief Executive Officer to negotiate and execute Agreement No. C-7-2155 between the Orange County Transportation Authority and California Coach Orange, Inc., in the amount of \$13,785,532, to provide Freeway Service Patrol services for Service Areas 2, 4, and 9 from December 1, 2018 through November 30, 2023.
- D. Authorize the Chief Executive Officer to negotiate and execute Agreement No. C-8-1620 between the Orange County Transportation Authority and Beach Town Towing, LLC, doing business as Orange County Motor Club, in the amount of \$3,146,425, to provide Freeway Service Patrol services for Service Area 7 from December 1, 2018 through November 30, 2023.

Discussion

The Orange County Freeway Service Patrol (FSP) is a traffic congestion management program designed for the rapid removal of disabled vehicles from traffic lanes and shoulders, as well as timely response to accidents and other incidents that require removal of debris on the freeways. FSP began providing peak-hour service (6:00 a.m. to 10:00 a.m. and 3:00 p.m. to 7:00 p.m.) along Orange County freeways in November 1992.

FSP service on Orange County's freeway system is divided into ten areas (excluding construction zones), which are called service areas. Service areas are further divided into beats. There are three to five peak-hour beats per service area, for a total of 34 beats that are covered during the peak service hours. Two extended-hour beats will be added as part of this procurement using funds that are available through Senate Bill 1 (SB1) for new service. The extended-hour beats will provide overlapping peak hour service and midday service on State Route 57 (SR-57) and on State Route 91 (SR-91) from SR-57 to Green River Drive from 5:30 a.m. to 7:30 p.m.

Five midday beats (10:30 a.m. to 2:30 p.m.) were added in 2007, two additional midday beats were added in 2012 to cover congested areas of the freeway and major interchanges, and one midday beat was added in 2015 to cover the West County Connector interchange area. One midday beat will be converted to an extended-hours beat to provide overlapping peak hour service and midday service on SR-57 from 5:30 a.m. until 7:30 p.m. using SB1 funds that are available for new service.

Weekend service (10:30 a.m. to 7:00 p.m.) is operated on Interstate 5 (I-5) in south Orange County, on SR-91 through Anaheim Canyon, and on State Route 22 through the I-5 and SR-57 interchanges. FSP service is also provided during non-peak hours (10:00 a.m. to 3:00 p.m. and 7:00 p.m. to 10:00 p.m.) in certain construction zone areas. Service areas and hours of operation are detailed in Attachment A.

In Orange County, FSP is a partnership between the California Department of Transportation (Caltrans), California Highway Patrol (CHP), and the Orange County Transportation Authority (OCTA). Private tow truck companies operate the service under contract with OCTA. Each tow truck operator patrols an assigned beat during service hours, stopping to assist motorists. The operator offers assistance such as changing a flat tire, a free gallon of gas, or taping a coolant hose. Any such assistance is to be completed within ten minutes. If assistance cannot be completed within the allotted time, the tow truck operator will tow the vehicle off the freeway to a CHP-designated drop zone. All FSP service is provided without charge to the motorist, with an average of 5,500 assists provided monthly. The FSP is funded through a combination of state and

local funds, consisting of funding from the State Highway Account through Caltrans, a \$1 fee on registered vehicles that supports the call box program and other motorist aid services, and Measure M2. Additional funding for FSP service became available in fiscal year (FY) 2017-18 through the passage of SB1. SB1 funds provide additional (inflation relief) funding for existing service and new-start funds for new or expanded service. This award includes two additional service beats funded with SB1 new-start funds. With the addition of the new SB1-funded service beats, the agreements include four service areas consisting of 16 peak-hour beats, five midday beats, one weekend beat, and one construction support beat.

Contracts for the ten FSP service areas are generally staggered such that no more than half of the service areas are awarded at one time. Information on which firms currently provide service on the different FSP service areas is included in Attachment A.

Procurement Approach

This procurement was handled in accordance with OCTA 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, work plan, and a fair and reasonable price structure.

On February 12, 2018, the Board authorized the release of Request for Proposals (RFP) 7-2155, which was issued electronically on CAMM NET. The project was advertised in a newspaper of general circulation on February 13 and 19, 2018. A pre-proposal conference was held on February 20, 2018 and was attended by eight firms. One addendum was issued to post the pre-proposal conference registration sheets and for administrative changes to the RFP.

On March 12, 2018, five proposals were received. Two firms submitted proposals for all service areas; other firms submitted for one or two service areas. An evaluation committee consisting of OCTA staff from Contracts Administration and Materials Management, Motorist Services, and Maintenance departments, as well as external representatives from CHP and San Bernardino County Transportation Authority, met to review all proposals received. The proposals were evaluated based on the following Board-approved evaluation criteria and weights:

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| • Qualifications of the Firm | 30 percent |
| • Staffing and Project Organization | 25 percent |
| • Work Plan | 15 percent |
| • Cost and Price | 30 percent |

Several factors were considered in developing the evaluation criteria weights. FSP contractors must meet stringent state and local guidelines in order to operate as an FSP provider. To ensure these standards are met, qualifications of the firm are weighted at 30 percent. Cost and price are also weighted at 30 percent, as it is important for the proposing firms to show their competitiveness in pricing to accomplish the requested services. Staffing and project organization was assigned 25 percent because the service patrol operator's ability to comply with state and local guidelines and remain in good standing are critical to successfully fulfilling the requirements set forth for the FSP program. The service being sought is so highly regulated by Caltrans and the CHP, that there is little to no ability for an FSP provider to deviate from the scope of services. As a result, the work plan has been assigned the lowest weight at 15 percent.

On March 22, 2018, the evaluation committee evaluated all five proposals, first evaluating the technical proposals by reviewing the (1) qualifications of firms; (2) staffing and project organization; and (3) work plan. Based on the total scores of the technical evaluation criteria for each proposal, a short-list of firms was developed. The evaluation committee conducted interviews with the following short-listed firms specified in alphabetical order:

Firm and Location

California Coach Orange, Inc. (Cal Coach)
Orange, California

Beach Town Towing, LLC, doing business as Orange County Motor Club
(OCMC)
Irvine, California

Team A&B, Inc., doing business as A&B Towing (A&B)
Costa Mesa, California

Interviews were conducted at each firm's facility and consisted of a facility tour followed by a presentation to demonstrate the firms' knowledge and understanding of OCTA's requirements. The firms' project managers and key team members had an opportunity to present each team's qualifications and respond to the evaluation committee's questions. After the interviews, the evaluation committee met to complete the evaluation. The sealed envelopes

submitted with proposals containing each firm's proposed pricing were then opened and revenue vehicle hour (RVH) rates were scored. All firms were evaluated based on technical merit, information gathered during interviews and site visits, and proposed RVH rates.

After considering the responses to the questions asked during the interviews and site visits, and the proposed RVH rates, the evaluation committee reviewed the preliminary ranking for all firms. The ranking of the firms for all service areas remained the same.

Based on the evaluation of the written proposals, information obtained from interviews and site visits, and the proposed RVH rates, the evaluation committee recommends the selection of the following firms to provide FSP services in the service areas listed below:

Service Areas 2, 4, 9:	Cal Coach
Service Area 7:	OCMC

Following is a brief summary of the evaluation results:

Qualifications of the Firm

All three short-listed firms have the necessary experience to perform FSP services.

Cal Coach has extensive experience in the towing industry. Cal Coach has been in the towing industry over 25 years and currently provides rotation tow services for the CHP, City of Orange, Los Angeles County Sheriff's Department, and OCTA FSP programs. Cal Coach has provided services for the Orange County FSP program since 1998 and has a track record of zero missed shifts. Cal Coach's proposal demonstrated a thorough knowledge and understanding of the service requirements. The firm's presentation and comprehensive responses to the interview questions reflected a high level of experience to provide the services. Cal Coach is located in close proximity to Service Areas 2, 4, and 9. The vehicles displayed during the site visit were in excellent condition, with enhanced features such as Forward Collision Warning System and Driver Drowsy Safety Alert System.

OCMC, formerly known as Sea Country Towing and Recovery, Inc., clearly demonstrated its abilities and experience in the towing industry through the written proposal and interview. OCMC has been in the towing industry since 1989 and currently provides tow services for Automobile Club of Southern California (AAA), the CHP rotation tow program, OCTA's FSP program, and the Orange County Sheriff's Department. OCMC's extensive relevant experience in the towing industry and proven track record of effectively managing FSP projects

to consistently meet or exceed program requirements was clearly demonstrated through its proposal and during the interview. OCMC is located in close proximity to Service Area 7. OCMC proposed the use of Hino Diesel/Electric Hybrid trucks for FSP service, which will be the first such vehicles proposed for use in the Orange County FSP service.

A&B has been in the towing industry since 1990 and currently provides service for the AAA, the CHP rotation tow program, Fountain Valley Police Department, and OCTA FSP programs. A&B has provided services that are in compliance with the CHP Standard Operating Procedure guidelines. While the firm's proposal and interview demonstrated a thorough knowledge and understanding of the service requirements, its responses to the interview questions presented uncertainties to suggest that the firm may encounter challenges on resources in terms of labor and equipment required in the scope of services.

Staffing and Project Organization

Cal Coach's proposed key personnel have extensive FSP technical and administrative experience and demonstrated a high level of competence and commitment to the success of this project during the interview. Cal Coach will recruit and train staff if awarded extra service areas. It also has seven cross-trained drivers, all of whom maintain a valid FSP certification. Cal Coach proposed to have two to three certified drivers available on site to make sure that shifts are covered should a driver not report to work or not have met the required rest time prior to shift start.

OCMC's proposed project team has extensive experience in the towing industry and with the FSP program. OCMC is the current provider for Service Area 7 and proposed to manage the FSP program with the same experienced project team. Key personnel in attendance during the interview responded to all questions professionally and effectively. The proposed project organizational plan also effectively demonstrated their approach to meeting the program requirements.

A&B proposed an experienced project team with FSP experience. A&B's proposed project manager has extensive experience in the towing industry. The proposed assistant project manager had not yet completed the required FSP Initial Driver's Training at the time of interview. As a result, the evaluation committee expressed concerns about the ability of this individual to successfully manage and assist with this project.

Work Plan

The work plan proposed by Cal Coach thoroughly addressed every aspect in the scope of services and demonstrated exceptional knowledge and understanding of OCTA's requirements. Cal Coach's proposed scheduling methodology is

reasonable assurance that operators will be in service by their scheduled time and be able to easily comply with CHP driver hour requirements.

The work plan proposed by OCMC demonstrated an in-depth understanding of the requirements for the requested services. OCMC's proposed scheduling methodology reasonably assures that operators will be in service by their scheduled time, as well as be able to easily comply with CHP's driver hour requirements.

A&B's work plan conformed to the scope of services identified in the RFP. A&B also addressed and responded to elements mentioned in the scope of services in its work plan. A&B's proposed scheduling methodology did not provide reasonable assurance that operators would be in service by their scheduled time. As a result of the discussion that occurred during the interview, the evaluation committee was concerned about how well the firm might manage FSP drivers to cover all beats in time and comply with CHP mandated limits on driver hours.

Cost and Price

The firms were asked to provide RVH rates based on various fuel price ranges. The proposed RVH rates were scored based on the current market value of the fuel rate range of \$3.01 - \$4.00 per gallon. Pricing scores were based on a formula, which assigns the highest score to the lowest RVH rate and scores the other proposal RVH rates based on their relation to the lowest RVH rate.

Procurement Summary

Based on the evaluation of written proposals, qualifications of the firms, information obtained from the interviews and site visits, and the proposed RVH rates in the cost and price proposals, the evaluation committee recommends the selection of Cal Coach to provide FSP services for Service Areas 2, 4, and 9, and OCMC to provide FSP services for Service Area 7. Cal Coach and OCMC demonstrated a comprehensive knowledge and understanding of OCTA's requirements and expectation in providing the requested services in their proposals and during the interviews. Both firms' proposed staff will ensure OCTA receives a high level of commitment and support. In addition, both firms' work plans show a thorough approach to the scope of services and demonstrated the ability to meet or exceed all aspects of the service requirements addressed in the RFP.

Fiscal Impact

The project is included in OCTA's proposed FY 2018-19 Budget, Motorist Services Department - Service Authority for Freeway Emergencies Fund,

Account 0013-7629-S1002-AVX, funded through the State Highway Account, and Account 0013-6109-FN001-1GF, funded through SB1 Inflation Relief Funding with at least a 25 percent match provided by OCTA from the local Department of Motor Vehicles (DMV) registration funding. Future funding will be included in each FY budget.

Measure M2 funded midday and weekend service is included in OCTA's proposed FY 2018-19 budget, Motorist Services Department Service Authority for Freeway Emergencies (SAFE), Account 0013-7629-FN001-AVX. Future funding will be included in each FY budget.

The SB1 New-Start funded expansion service is included in OCTA's proposed FY 2018-19 budget, Motorist Services Department SAFE, Account 0013-6109-FN001-1G4 with at least a 25 percent match provided by OCTA from the local DMV registration funding. Future funding will be included in each FY budget.

Summary

Based on the information provided, staff recommends the Board authorize the Chief Executive Officer to negotiate and execute Agreement No. C-7-2155 with Cal Coach, in the amount of \$13,785,532, for FSP services in Service Areas 2, 4, and 9, and Agreement No. C-8-1620 with OCMC, in the amount of \$3,146,425, for FSP services in Service Area 7, from December 1, 2018 through November 30, 2023.

Attachments

- A. Orange County Freeway Service Patrol Service Areas
- B. Review of Proposals, RFP 7-2155 Freeway Service Patrol Services
- C. Proposal Evaluation Criteria Matrix, RFP 7-2155 Freeway Service Patrol Services
- D. Contract History for the Past Two Years, RFP 7-2155 Freeway Service Patrol Services

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