



**February 13, 2019**

**To:** Finance and Administration Committee

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

**Subject:** Consultant Selection for the Preparation of Plans, Specifications, and Estimates for the 91 Express Lanes Toll Entrances Gantry Infrastructure Project

### **Overview**

On November 26, 2018, the Orange County Transportation Authority issued a request for proposals for consultant services to prepare the plans, specifications, and estimates for the 91 Express Lanes Toll Entrances Gantry Infrastructure Project. Board of Directors' approval is requested for the selection of a firm to perform the required work.

### **Recommendations**

- A. Approve the selection of Parsons Transportation Group, Inc., as the firm to prepare the plans, specifications, and estimates for the 91 Express Lanes Toll Entrances Gantry Infrastructure Project.
- B. Authorize the Chief Executive Officer to negotiate and execute Agreement No. C-8-2107 between the Orange County Transportation Authority and Parsons Transportation Group, Inc., to prepare the plans, specifications, and estimates for the 91 Express Lanes Toll Entrances Gantry Infrastructure Project.

### **Discussion**

In June 2018, the Orange County Transportation Authority (OCTA) entered into an agreement with Kapsch TrafficCom USA, Inc. (Kapsch), to provide toll lane system integrator (TLSI) services for the design, installation, operations, and maintenance of the 91 Express Lanes Electronic Toll and Traffic Management (ETTM) System. The 91 Express Lanes ETTM System Project entails replacement of the current ETTM System, which has been in place since 2004 and upgraded in 2010, as well as the installation of additional toll reader

equipment at the three entrances to the Orange County segment of the 91 Express Lanes.

There are two existing gantry overhead structures at the eastbound entrances; however, these structures and foundations will have to be removed and replaced to meet the current California Department of Transportation (Caltrans) standards. Currently, there is no gantry overhead structure at the westbound entrance. For this location, there are two options available: to install a new gantry and foundation or utilize an existing Caltrans overhead sign structure. The consultant will be responsible for the design and preparation of the plans, specifications, and estimates (PS&E), and support during the construction bidding and construction phases for the infrastructure improvements at the three entrances. When completed, this will accommodate the toll entrance reader equipment that will be installed under the TLSI contract for the 91 Express Lanes.

The schedule is a critical element for this project as the gantries must be designed and installed timely to allow Kapsch to complete their implementation process and meet the go live schedule in their contract.

### ***Procurement Approach***

This procurement was handled in accordance with OCTA's Board of Directors (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 on the basis of overall qualifications to develop a range of competitive 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 the approved procurement policies.

On November 26, 2018 Request for Proposals (RFP) 8-2107 was issued electronically on CAMM NET. The project was advertised on November 26 and December 3, 2018, in a newspaper of general circulation. A pre-proposal conference was held on December 3, 2018, with 15 attendees representing 12 firms. Three addenda were issued to make available the pre-proposal conference registration sheets, provide responses to questions received, and handle administrative issues related to the RFP.

On December 21, 2018, four proposals were received. An evaluation committee consisting of staff from the Contracts Administration and Materials Management, Express Lanes Programs, Transportation Planning, and the Highway Programs departments met to review all submitted proposals. The proposals were evaluated based on the following evaluation criteria and weights:

- Qualifications of the Firm 25 percent
- Staffing and Project Organization 40 percent
- Work Plan 35 percent

The evaluation criteria and weights are consistent with those developed for similar A&E procurements. In developing these weights, several factors were considered. The greatest importance was given to the staffing and project organization of the firm, as the qualifications of the project manager and structural engineer, as well as other key personnel, are critical to the successful completion of the project. Similarly, high importance was given to the work plan criterion to emphasize the importance of the team's understanding of the project, its challenges, and its approach to implementing the various elements of the scope of work while adhering to the schedule. The final criterion, qualifications of the firm, evaluated the firm's experience in performing work of a similar nature.

The evaluation committee reviewed and discussed all proposals based on the evaluation criteria and short-listed the two most qualified firms listed below in alphabetical order:

FPL and Associates, Inc. (FPL)  
Irvine, California

Parsons Transportation Group, Inc. (PTG)  
Irvine, California

On January 14, 2019, the evaluation committee interviewed the two short-listed firms. The interviews consisted of a presentation allowing each firm to present its qualifications, highlight its personnel, and respond to evaluation committee questions. In general, each team's presentation addressed the requirements of the RFP, highlighted the project team's experience and work on related projects, and stressed the firm's commitment to the success of the project. Also highlighted were staffing plans, work plans, and perceived project issues. Each firm was asked some general questions related to the potential challenges and risks of the project, along with the firm's strategy for working with Caltrans to achieve design approval. In addition, each team was asked specific clarification questions related to their proposal. After considering the responses to the questions asked during the interview, the evaluation committee adjusted the

preliminary scores for both firms, which changed the ranking of the firms where PTG became the top-ranked firm with the highest cumulative score.

Based on the evaluation of written proposals and information obtained from the interviews, staff recommends PTG as the firm to provide project PS&E for the 91 Express Lanes Toll Entrances Gantry Infrastructure Project. PTG ranked highest among the proposing firms because of the team's current involvement with Caltrans to facilitate design reviews and approvals of the Interstate 405 (I-405) Improvement Project and its involvement with Kapsch, the toll lanes system integrator, to implement the ETTM system in the 91 and 405 Express Lanes. PTG's proposed team consists of qualified key personnel with the necessary experience to complete the project in accordance with the aggressive schedule set forth in the scope of work. The firm demonstrated a clear understanding of the project requirements and presented a comprehensive work plan addressing key issues that are critical to meeting the project schedule. The following is a brief summary of the proposal evaluation results.

#### **Qualifications of the Firm**

PTG has been providing engineering, construction, program and construction management services, and other professional services for federal, regional, and local government agencies since 1944. The firm has over 15,000 employees with offices in 34 states and 15 countries, including an office in the City of Irvine. PTG is currently OCTA's Program Management Consultant on the I-405 design-build project. Additionally, PTG has provided similar services to those required by the scope of work including: project management, field investigation, geotechnical analysis, preliminary engineering, PS&E design, bid package development, and construction management services involving ETTM system infrastructure for the Riverside County Transportation Commission's (RCTC) 91 Express Lanes Project, and the San Bernardino County Transportation Authority's (SBCTA) Interstate 10 and Interstate 15 Express Lanes project. PTG has worked with OCTA's contractor, Kapsch, on previous projects with RCTC and currently works with them on OCTA's I-405 and 91 Express Lanes Project for implementation of the ETTM system. PTG proposed to utilize two subconsultants to provide support in the areas of geotechnical engineering and locating utilities.

FPL was established in 1988 and provides civil engineering, traffic engineering, electrical engineering, and transportation planning services to local, municipal, state, and federal clients. FPL has 25 employees and an office in the City of Irvine. The firm has experience working with OCTA and completed the project study report, project report, environmental document, and PS&E for the Interstate 5 High-Occupancy Vehicle Lane Access Conversion Project and is currently providing traffic electrical engineering for the I-405 Improvement

Project. FPL has also worked on toll-related projects with ETTM infrastructure design, including the original 91 Express Lanes, the 91 Express Lanes extension with RCTC, various projects with the Transportation Corridor Agencies, the State Route 125 Toll Road in Chula Vista, and the San Francisco Bay Area Toll Bridges. FPL proposed to utilize three subconsultants to provide permitting, environmental documentation support, geotechnical engineering, and surveying work.

#### Staffing and Project Organization

PTG proposed a project team with relevant experience developing design documents for highway projects under Caltrans District 12 jurisdiction and specifically with tolling or intelligent transportation system (ITS) requirements. The proposed project manager (PM) has 20 years of experience in technology programs, specializing in tolling and ITS. Currently, the PM is working with OCTA's contractor, Kapsch, and is familiar with the complexities of the project. The proposed structural engineer will be responsible for the final plans and design for the toll gantries structures and foundations, project specifications, and cost estimates, and has 35 years of experience. This experience includes a number of projects requiring final design and PS&E development for state highways under OCTA and Caltrans oversight. The project team has worked together on several projects including the OCTA I-405 Improvement Project, SBCTA Interstate 10 Express Lanes, RCTC Interstate 15 Express Lanes and RCTC State Route 91 corridor where similar services were provided. During the interview, the project team discussed their roles on the project and how they would utilize their existing relationship with Caltrans District 12 to ensure the design submittal review process does not impact the critical schedule.

FPL proposed a project team with experience providing design services for various highway projects for OCTA and other public agencies. The proposed project manager has 40 years of experience related to highway design and project management, and specifically worked on the original 91 Express Lanes. The proposed civil engineer has 19 years of experience in civil and traffic engineering, including designing gantries for Caltrans Districts 7, 8, and 11. The project team has worked together on several projects in the past where similar services were provided. During the interview, the project team members discussed their method to completing the project requirements and responded to the evaluation committee's questions during the interview. FPL's proposal detailed their past experience with Caltrans District 12; however, when responding to the evaluation committee's questions during the interview, they did not detail a definitive approach to ensuring the design submittal review process does not negatively impact the schedule.

### Work Plan

PTG presented a comprehensive work plan that addressed all the tasks in the scope of work. The firm demonstrated their understanding of the project by discussing the benefits and risks of the two potential design options for the new westbound toll reader location. In addition, PTG outlined their methodology for upgrading the tolling equipment and the supporting gantries at the two existing eastbound toll reader locations. The work plan proposed solutions to potential project issues such as the long lead time required for the procurement of gantries and its potential to delay the construction schedule, coordination with Caltrans and its impact to the schedule, and the special requirements the TLSI will require for the gantry design. During the interview, the project team highlighted their knowledge of the 91 Express Lanes corridor, familiarity with the Caltrans requirements, and experience working with Kapsch, which will be providing and installing the toll equipment.

FPL presented its approach to completing the project by discussing the necessary tasks that would be completed in its work plan. The firm discussed its understanding of the project by sequentially breaking down the work activities that would be completed and proposed streamlining the design phase to meet the schedule. FPL discussed the three gantry locations and presented two solutions for the westbound gantry location. The firm also discussed potential issues that include the long lead time of the gantry structures and the lengthy Caltrans review times that could negatively impact the schedule. During the interview, FPL highlighted their approach to completing the project by accelerating the schedule.

### Procurement Summary

Based on the evaluation of the written proposals and information obtained during the interviews, the evaluation committee recommends the selection of PTG as the top-ranked firm to provide PS&E for the 91 Express Lanes Toll Entrances Gantry Infrastructure Project. PTG demonstrated relevant experience and submitted a comprehensive proposal that was responsive to the requirements of the RFP. PTG presented a detailed and thorough interview, supporting the firm's experience, staffing, work plan, and their thorough understanding of the overall project.

### Fiscal Impact

This project is included in OCTA's Fiscal Year 2018-19 Budget, 91 Express Lanes, Account 0036-7519-B3250-TDV, and is funded with toll revenues.

***Summary***

Staff requests Board of Directors' approval for the Chief Executive Officer to negotiate and execute Agreement No. C-8-2107 with Parsons Transportation Group, Inc., as the firm to provide plans, specifications, and estimates for the 91 Express Lanes Toll Entrances Gantry Infrastructure Project.

***Attachments***

- A. Review of Proposals, RFP 8-2107 Plans, Specifications and Estimates for the 91 Express Lanes Infrastructure Project
- B. Proposal Evaluation Criteria Matrix (Short-Listed), RFP 8-2107 Plans, Specifications and Estimates for the 91 Express Lanes Infrastructure Project
- C. Contract History for the Past Two Years, RFP 8-2107 Plans, Specifications and Estimates for the 91 Express Lanes Infrastructure Project

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