



**September 5, 2019**

**To:** Regional Planning and Highways Committee

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

**Subject:** Consultant Selection for the Preparation of Plans, Specifications, and Estimates for the State Route 91 Improvement Project Between State Route 55 and Lakeview Avenue

### **Overview**

On May 13, 2019, the Orange County Transportation Authority Board of Directors approved the release of a request for proposals for the preparation of plans, specifications, and estimates for the State Route 91 improvement project between State Route 55 and Lakeview Avenue. 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 State Route 91 improvement project between State Route 55 and Lakeview Avenue.
- B. Authorize the Chief Executive Officer to negotiate and execute Agreement No. C-9-1160 between the Orange County Transportation Authority and Parsons Transportation Group, Inc., to prepare the plans, specifications, and estimates for the State Route 91 improvement project between State Route 55 and Lakeview Avenue.

### **Discussion**

State Route 91 (SR-91) improvements between State Route 57 (SR-57) and State Route 55 (SR-55) (Project) are part of Project I in the Measure M2 (M2) freeway program. In the Next 10 Plan, adopted by the Orange County Transportation Authority (OCTA) Board of Directors (Board) in November 2016, the Project is listed as one of the M2 freeway projects to be cleared through the environmental process. The Project is now scheduled to move into design using net excess 91 Express Lanes revenue, as approved by the Board.

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The Project will add a general purpose lane in the eastbound direction between La Palma Avenue and SR-55, and provide westbound operational improvements between Acacia Street and La Palma Avenue and between SR-55 and Lakeview Avenue. The Project includes reconstruction of the La Palma Avenue overcrossing bridge and reconstruction of the Kraemer Boulevard/Glassell Street, Tustin Avenue, and Lakeview Avenue interchanges.

The draft environmental document was circulated for public comment on November 20, 2018, and the build alternative has been identified as the preferred alternative by the Project development team. Therefore, the Project is ready to proceed into the final design phase. The Project is being developed as three separate design and construction projects to enhance the participation and competitive bidding of consultants and contractors, with the following Project limits:

- Segment 1 extends from SR-55 to Lakeview Avenue
- Segment 2 extends from La Palma Avenue to SR-55
- Segment 3 extends from Acacia Street to La Palma Avenue

### ***Procurement Approach***

This procurement for Segment 1 was handled in accordance with OCTA's Board-approved procedures for architectural and engineering (A&E) services that conform to both state and federal 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 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 May 13, 2019, the Board authorized the release of Request for Proposals (RFP) 9-1160 for Segment 1, which was electronically issued on CAMM NET. The Project was advertised on May 13 and May 20, 2019, in a newspaper of general circulation. A pre-proposal conference was held on May 21, 2019, with 21 attendees representing 15 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.

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On June 11, 2019, seven proposals were received. An evaluation committee consisting of members from OCTA's Contracts Administration and Materials Management and Highway Programs departments, as well as external representatives from the California Department of Transportation (Caltrans) and the City of Anaheim met to review all submitted proposals. The proposals were evaluated utilizing the following Board-approved evaluation criteria and weights:

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

The evaluation criteria are consistent with the weighting developed for similar A&E procurements. In developing these weights, several factors were considered, giving the greatest importance to staffing and project organization of the firm, as the qualifications of the project manager and other key personnel are very important to the successful and timely delivery 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. The technical approach to the Project is critical to the successful performance of the Project. The final criterion, qualifications of the firm, evaluated the firm's experience in performing work of similar scope and size.

The evaluation committee reviewed 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:

Firm and Location

AECOM Engineering, Inc. (AECOM)  
Orange, California

Parsons Transportation Group (PTG)  
Irvine, California

T.Y. Lin International (TY Lin)  
Irvine, California

On July 24, 2019, the evaluation committee interviewed the three firms. The interviews consisted of a presentation allowing each team to present its

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qualifications, highlight its proposal, and respond to evaluation committee questions. Each firm also highlighted its staffing plan, work plan, and perceived Project challenges. Each firm was asked general questions related to qualifications, relevant experience, Project organization, and approach to the work plan. All three firms were asked specific questions regarding the team's approach to the requirements of the scope of work, management of the Project, coordination with various agencies, experience with similar projects, and the team's solutions toward achieving the Project's goals. After considering responses to the questions asked during the interview, the evaluation committee adjusted the preliminary scores for two of the three firms; however, PTG remained as the top-ranked firm with the highest cumulative score.

Based on the evaluation of written proposals and information obtained during the interviews, staff recommends PTG as the top-ranked firm to prepare the plans, specifications, and estimates (PS&E) for the Project. PTG's proposal received the highest ranking, largely due to the team's successful management and implementation of recent and relevant PS&E projects of similar scale and scope, including projects involving toll lanes, the firm's comprehensive understanding of the Project objectives and constraints, and presentation of relevant technical solutions. The firm demonstrated a comprehensive understanding of the Project requirements and presented a detailed work plan addressing key issues that are critical to the success of the Project.

**Qualifications of the Firm**

All three firms are established with recent and relevant experience, and are qualified to perform the services.

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 six offices in Southern California, one of which is an office in the City of Irvine. The firm has experience delivering more than 50 PS&E projects throughout Southern California, including projects that involved coordination with express lanes during construction. PTG and its key personnel have delivered numerous PS&E projects of similar complexity. Recent relevant firm experience includes PS&E for the Interstate 5 (I-5) high-occupancy vehicle (HOV) widening from Avenida Pico to Avenida Vista Hermosa (Segment 1) and the Interstate 405 (I-405)/State Route 22 (SR-22) West County Connectors (WCC) project for OCTA, as well as the SR-57/Lambert Road interchange for the

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City of Brea. PTG is currently OCTA's program management consultant on the I-405 design-build project providing key design oversight and other services, and is delivering the SR-91 corridor operations project and Interstate 15 (I-15)/SR-91 Express Lanes connector for the Riverside County Transportation Commission (RCTC). PTG's experience on these projects demonstrated leadership, technical expertise, coordination with various stakeholders, familiarity with Caltrans' process and requirements, and the ability to manage all phases of the Project.

AECOM has been providing project management, engineering, and other professional services to the transportation industry since 1990. AECOM has offices worldwide and locally, with 1,800 professionals working in 12 offices in Southern California. AECOM has experience with PS&E projects in Southern California, including the I-5 HOV widening from Avenida Vista Hermosa to Pacific Coast Highway (Segment 2), and is currently working on the I-5 widening project approval/environmental document (PA/ED) project from I-405 to SR-55 for OCTA.

TY Lin, founded in 1954, is a full service infrastructure engineering firm providing roadway and structure design services, with four local offices and over 130 employees. TY Lin is familiar with Caltrans' design standards, and has experience delivering similar design work. The firm prepared the PS&E for the I-5 HOV widening from SR-55 to SR-57 for OCTA.

#### **Staffing and Project Organization**

All short-listed firms proposed qualified project managers, key personnel, and subconsultants with relevant PS&E experience in interchange and freeway widening projects.

PTG proposed a qualified project team with relevant comprehensive experience and understanding of the Project issues, risks, and challenges. The team is proficient in various disciplines required for the Project and has extensive Caltrans experience. The team has demonstrated experience working on projects of similar size and scope. The proposed project manager has 22 years of experience with over 32 Caltrans freeway improvement projects and served as project manager for 12 of them. The project manager also has experience in constructability review and construction estimating which will be beneficial in delivering a design that is ready for construction. The proposed civil lead has 27 years of experience, including a record of success in obtaining Caltrans approval from Caltrans design units and for design standard decision

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documents. The proposed structures lead has 17 years of extensive experience with all technical aspects of bridge design, including conceptual studies through final design, and approval of complex bridges through Caltrans' type selection process. PTG's proposed team demonstrated relevant experience delivering PS&E projects, including the I-5 HOV widening from Avenida Pico to Avenida Vista Hermosa, I-405/SR-22 WCC, SR-57/Lambert Road interchange, SR-91 corridor operations project, and I-15/SR-91 Express Lanes connector project.

AECOM proposed a project team and key personnel with relevant experience in PA/ED and PS&E projects. The proposed project manager has more than 30 years of experience and has managed projects throughout Southern California. The proposed roadway lead has 18 years of experience in delivering highway/freeway improvements, and interchange and grade separation projects throughout Southern California. The structures lead has 36 years of experience in civil and structural engineering on a wide range of transportation infrastructure projects, including bridge, highway, heavy rail, and facilities projects. The team's recent relevant experience includes the I-5 HOV widening PA/ED between SR-55 and SR-57, I-5 widening PA/ED between I-405 and SR-55, State Route 60 Central Avenue interchange PS&E, and I-15/Base Line Road interchange PS&E.

TY Lin proposed a project team with PS&E experience on numerous Caltrans freeway corridor design projects throughout California. The proposed project manager has 26 years of experience delivering Caltrans PS&E packages in various capacities. The proposed roadway lead has ten years of transportation engineering experience. The proposed structures lead has 22 years of experience with a variety of projects related to bridge design. Recent team PS&E experience include the I-5 HOV from SR-55 to SR-57 for OCTA, the State Route 241/Oso Parkway interchange project for the Transportation Corridor Agencies, and the Interstate 215/Placentia Avenue interchange for RCTC.

#### **Work Plan**

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

PTG presented a comprehensive work plan that demonstrated an understanding of the Project. PTG presented a well-organized and well thought out list of key issues containing innovative solutions with accompanying benefits that

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demonstrated PTG's knowledge and experience. A comprehensive Project schedule with a first 60-day action plan and other proposed tracking tools displayed PTG's understanding of work needed for the Project and its roadmap to deliver the Project. The plan encompassed an overall detailed review of the Project, key issues, enhancements, all from a constructability viewpoint, including construction staging, sequencing and construction detours, with construction cost and schedule savings. The plan included a discussion of innovative freeway closure measures that have the most comprehensive coordination with the 91 Express Lanes and reconstruction of the Lakeview Avenue bridge. The overall reasonable and practical approaches to Project execution described in the work plan also covered a thorough discussion of disciplines that are critical for successful PS&E performance and were validated with recent project experience. The interview confirmed the technical knowledge and expertise of the PTG team and its comprehensive understanding of Project issues, and emphasized the importance of quality assurance/quality control in successful Project completion. The PTG team presented an interview demonstrating knowledge of its proposed approach to the scope of work and provided detailed responses to interview questions.

AECOM presented a concise explanation of enhancements and proposed ideas, with a summary of Project issues. The plan presented good technical solutions for identified key issues supported with exhibits. The sequential outline and schedule demonstrated understanding of the Project. The work plan presented an innovative bridge type to address vertical clearance issues at Lakeview Avenue and a solution for construction staging. However, solutions were not comprehensive, and constructability was not addressed. AECOM's interview supported the firm's experience, staffing, work plan, and understanding of the overall Project.

TY Lin presented a work plan that demonstrated an understanding of the scope of work, challenges, and Project risks. The plan discussed Project issues not identified in the draft project report and included a list of concerns; however, clear solutions to all of these issues and concerns were not provided. The plan also contained a discussion of the use of innovative bridge concepts for the Project, but construction staging and detours for the proposed idea were not addressed. The discussion of construction staging during the interview was still unclear. Also, some of the proposed solutions consider revisiting studies done in the environmental phase that require Caltrans approval. TY Lin's project manager was responsive to the interview questions. The team demonstrated an understanding of the overall Project goals, issues, and challenges.

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**Procurement Summary**

Based on the evaluation of the written proposals, team qualifications, and information obtained during the interviews, the evaluation committee recommends the selection of PTG as the top-ranked firm to prepare the PS&E for the SR-91 improvement project between SR-55 and Lakeview Avenue.

**Fiscal Impact**

The Project is included in OCTA's Fiscal Year 2019-20 Budget, Capital Programs Division, Account 0017-7519-FI106-NA7, and will be funded through net excess 91 Express Lanes revenue.

***Summary***

Staff requests Board of Directors' approval for the Chief Executive Officer to negotiate and execute Agreement No. C-9-1160 with Parsons Transportation Group, Inc., as the firm to prepare the plans, specifications, and estimates for the State Route 91 improvement project between State Route 55 and Lakeview Avenue.



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***Attachments***

- A. Review of Proposals, RFP 9-1160 Consultant Services for the Preparation of Plans, Specifications, and Estimates for the State Route 91 Improvement Project Between State Route 55 and Lakeview Avenue
- B. Proposal Evaluation Criteria Matrix (Short-Listed), RFP 9-1160 Consultant Services for the Preparation of Plans, Specifications, and Estimates for the State Route 91 Improvement Project Between State Route 55 and Lakeview Avenue
- C. Contract History for the Past Two Years, RFP 9-1160 Consultant Services for the Preparation of Plans, Specifications, and Estimates for the State Route 91 Improvement Project Between State Route 55 and Lakeview Avenue

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