



October 10, 2019

To: Transit Committee

From: Darrell E. Johnson, Chief Executive Officer

Subject: Consultant Selection to Provide Preliminary Engineering and Environmental Services for the Orange County Maintenance Facility

Overview

On May 13, 2019, the Orange County Transportation Authority issued a request for proposals for preliminary engineering and environmental services for the Orange County Maintenance Facility. Board of Directors' approval is requested for the selection of a firm to perform the required work.

Recommendations

- A. Approve the selection of Gannett Fleming, Inc., as the firm to provide preliminary engineering and environmental services for the Orange County Maintenance Facility.
- B. Authorize the Chief Executive Officer to negotiate and execute Agreement No. C-9-1143 between the Orange County Transportation Authority and Gannett Fleming, Inc., for preliminary engineering and environmental services for the Orange County Maintenance Facility.

Discussion

On June 30, 2015, the Orange County Transportation Authority (OCTA) purchased 21.3 acres from the City of Irvine (City) for the purpose of establishing a Metrolink rail maintenance facility in Orange County. The Orange County Maintenance Facility (OCMF) will be located on a 21.3-acre parcel owned by OCTA, adjacent to Marine Way, and located along the Metrolink Orange Subdivision between mileposts 183.5 and 184 in the City. The property is located directly northeast of the existing railroad tracks and adjacent to the Orange County Great Park.

The Southern California Regional Rail Authority (SCRRA) is a five-county joint powers authority, created to build, maintain, administer, and operate the Metrolink commuter rail system. SCRRA completed a project study report in January 2019, which defined the purpose and need for the OCMF. Existing Metrolink maintenance facilities are at full capacity, and there is a need to perform maintenance on locomotives and rail cars to comply with safety and operations standards. Since a significant portion of the fleet will be operating in Orange County, a maintenance facility located along the Metrolink route will be the optimal location as it will reduce operating costs by limiting non-revenue moves to the existing Metrolink storage and maintenance facilities in the cities of Los Angeles and San Bernardino, and San Diego County near Camp Pendleton. The proposed OCMF will provide space and equipment to inspect, clean, and maintain cars and locomotives on a regular basis. Much of the inspection and maintenance activity is federally mandated and must be performed at specific intervals.

The OCMF will include train storage tracks, locomotive and car service platforms, pits for inspection and maintenance, and a service building with overhead cranes. Service platforms will include facilities for inspection, fueling and sanding, toilet service, interior car cleaning, and a train washer. Additional facility features will include offices and facilities for crews, facility staff and management, parts storage, water treatment, parking access roads, and security. Connection tracks between the various service areas, storage locations, and the main tracks will be provided to assure optimal operational flexibility.

On April 22, 2019, the OCTA Board of Directors (Board) approved Cooperative Agreement No. C-9-1127, between OCTA and SCRRA, which defined roles and responsibilities of the agencies related to the OCMF. OCTA will be the lead on the preliminary engineering and environmental phase of the project and will coordinate this work with Metrolink and the City, in accordance with the Purchase and Sale Agreement with the City. The effort for this phase of the project is estimated to be \$4,126,000 and will be funded through Transit and Intercity Rail Capital Program (TIRCP) funds granted by the California State Transportation Agency (CalSTA) through SCRRA's Southern California Optimized Rail Enhancement Program (SCORE).

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 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 the Board-approved procurement policies.

On May 13, 2019, the Board authorized the release of Request for Proposals (RFP) 9-1143, which was electronically issued on CAMM NET. The Project was advertised on May 13 and 20, 2019, in a newspaper of general circulation. A pre-proposal conference was held on May 20, 2019, with 29 attendees representing 20 firms. Two 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 June 13, 2019, two proposals were received. An evaluation committee consisting of members from the Contracts Administration and Materials Management and Metrolink Expansion departments, as well as external representatives from SCRRA, 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 weightings, 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, along with the collaboration with the City, 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 both firms qualified to perform the required services. The qualified firms are listed below in alphabetical order:

Firm and Location

Gannett Fleming, Inc. (Gannett)
Irvine, California

STV Incorporated (STV)
Irvine, California

On July 25, 2019, the evaluation committee interviewed the two firms. The interviews consisted of a presentation allowing each team to present its 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. Both firms were asked specific questions regarding its team's approach to the requirements of the scope of work, management of the project, coordination with various agencies, experience with similar projects, and its team's solutions toward achieving the project's goals. After considering the responses to the questions asked during the interviews, the evaluation committee reviewed the preliminary ranking for both firms and adjusted individual scores. However, Gannett remained the higher-ranked firm with the higher cumulative score.

Based on the evaluation of written proposals and information obtained during the interviews, staff recommends Gannett as the top-ranked firm to perform preliminary engineering and environmental services for the OCMF. Gannett's proposal received the higher ranking, largely due to the team's successful management and implementation of recent and relevant rail maintenance facility projects of similar scale and scope, including projects involving environmental clearances, the firm's comprehensive understanding of the project objectives and constraints, and presentation of realistic and thought out technical solutions. The firm proposed an experienced team and 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

Both firms are qualified to perform the required services as outlined in the scope of work.

Established in 1915, with more than 2,500 employees, Gannett has planned and designed facilities for commuter rail projects across North America, including commuter railroad facilities, as well as passenger railroad yard and shop

facilities. Since 1973, the firm has designed over 200 transportation facility projects, with a wide range of sizes, site configurations, and functional requirements. Gannett's recent experience includes the Crenshaw Southwest Yard Division 16 Maintenance Facility for the Los Angeles County Metropolitan Transportation Authority (Metro), Denver commuter rail maintenance facility, Croton-Harmon shop replacement design for the Metro-North Railroad in New York, and as part of a joint venture, provided programming and a master plan for the National Railroad Passenger Corporation's (AMTRAK) Sunnyside Rail Yard. Gannett's team consists of six experienced subconsultants integrated throughout the proposed project team, including AECOM Technical Services, Inc., to perform environmental services.

STV has over 2,200 employees in the United States and Canada, including over 140 in Southern California. STV has delivered maintenance facility projects throughout Southern California for AMTRAK, SCRRA, the North County Transit District, and other agencies, and has experience preparing preliminary engineering plans, reports and studies, and conducting environmental analyses for these facilities. Examples of relevant experience include efforts on the Metrolink commuter rail maintenance facilities in Los Angeles and Colton, the Altamont Commuter Express equipment storage and maintenance facility in Stockton, and the 8th Street maintenance facility for AMTRAK in Los Angeles. STV has experience working on projects with the four proposed subconsultants, all of which are well qualified to support the effort.

Staffing and Project Organization

Both short-listed firms proposed qualified project managers, key personnel, and subconsultants with relevant experience in managing transit facility projects.

Gannett proposed a qualified project team with relevant comprehensive experience and an understanding of the project issues, risks, and challenges. The team represents various disciplines required for the project and has extensive heavy rail facility experience. The team has demonstrated experience working on projects of similar size and scope. The proposed project manager has a decade of experience exclusively dedicated to rail maintenance facility and yard design, including the Xpress West High-Speed Rail Service, Virgin Trains USA, California and Nevada, and the Frazer Shop and Yard Expansion for the Southeastern Pennsylvania Transportation Authority. The proposed environmental permitting lead has 28 years of experience, is an environmental project manager and planner with a background in specific applications for transportation planning and development work, and has experience in several transit yard projects with complex environmental

requirements for the Washington Metropolitan Area Transit Authority. The proposed key personnel have robust availability.

STV also proposed a team and key staff that have relevant experience in rail maintenance facility design. The proposed project manager has more than 20 years of experience and key design involvement with over a dozen major rail maintenance facility complexes. STV also proposed a design facilitator to support the project manager in virtually all project management functions, but the roles and responsibilities of both positions were not clear, even after the interview. The proposed project manager's recent experience includes serving as the deputy project manager for the Project Study Report for the OCMF, and as the rail alignment engineer for the Metrolink maintenance facility in Colton. The proposed environmental lead has more than ten years of experience in managing and executing the planning of a variety of mixed-use, community planning, and transit improvement projects for public and private agencies throughout California. Projects include serving as the senior environmental planner for the OC Streetcar maintenance and storage facility, and as an environmental compliance specialist for the 2.6-mile Section 2 extension of the Metro Purple Line subway.

Work Plan

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

Gannett presented a comprehensive work plan that demonstrated an understanding of the project. Gannett presented an organized list of key issues, that demonstrated Gannett's knowledge and experience with similar projects. The plan included a fast start schedule for the first 110 days of project start-up. The plan also presented a step-by-step plan and schedule to deliver the project in 76 weeks or less. The plan displayed comprehension of the role of the City in the environmental process. The plan presented a checklist and a detailed list of design inputs for obtaining approval of a Conditional Use Permit (CUP) from the City. The plan addressed program-wide challenges, quality control, and scope, schedule, and budget control. The interview confirmed the knowledge and expertise of the Gannett team and the understanding of project issues and emphasized the importance of the environmental clearance process and coordination with the City. The Gannett team provided detailed answers to interview questions.

STV presented an analytical discussion of project issues, presenting a detailed schedule showing logic ties and required resources. STV's proposed schedule projects completion by week 93. However, the work plan discussed some scope requirements that were more appropriate for the final design effort for the OCMF, not the current scope of work, and the description of the CUP process lacked detail in explaining how this critical approval from the City will be obtained. STV's interview supported the firm's experience, staffing, work plan, and understanding of the overall project.

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 Gannett as the top-ranked firm to provide preliminary engineering and environmental services for the OCMF.

Fiscal Impact

The project is included in OCTA's Fiscal Year 2019-20 Budget, Capital Programs Division, Account 0018-7519-TR214-0TH, and will be funded with TIRCP funds granted by CalSTA through SCRRA's SCORE Program.

Summary

Staff requests Board of Directors' approval for the Chief Executive Officer to negotiate and execute Agreement No. C-9-1143 with Gannett Fleming, Inc., to provide preliminary engineering and environmental services for the Orange County Maintenance Facility.

Attachments

- A. Review of Proposals, RFP 9-1143 Preliminary Engineering and Environmental Services for the Metrolink Orange County Maintenance Facility
- B. Proposal Evaluation Criteria Matrix, RFP 9-1143 Preliminary Engineering and Environmental Services for the Metrolink Orange County Maintenance Facility
- C. Contract History for the Past Two Years, RFP 9-1143 Preliminary Engineering and Environmental Services for the Metrolink Orange County Maintenance Facility

Prepared by:



Lora Cross, PMP
Project Manager
(714) 560-5833

Approved by:



James G. Beil, P.E.
Executive Director, Capital Programs
(714) 560-5646



Virginia Abadessa
Director, Contracts Administration and
Materials Management
(714) 560-5623