



February 3, 2020

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 La Palma Avenue and State Route 55

Overview

On September 23, 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 La Palma Avenue and State Route 55. Board of Directors' approval is requested for the selection of a firm to perform the required work.

Recommendations

- A. Approve the selection of WKE, Inc., as the firm to prepare the plans, specifications, and estimates for the State Route 91 improvement project between La Palma Avenue and State Route 55.
- B. Authorize the Chief Executive Officer to negotiate and execute Agreement No. C-9-1557 between the Orange County Transportation Authority and WKE, Inc., to prepare the plans, specifications, and estimates for the State Route 91 improvement project between La Palma Avenue and State Route 55.

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 Update, adopted by the Orange County Transportation Authority (OCTA) Board of Directors (Board) in November 2019, the Project is listed as one of the M2 freeway projects to be cleared through the environmental process and to move into design using net excess 91 Express Lanes revenue.

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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, Lakeview Avenue, and Tustin 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 2 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 September 23, 2019, the Board authorized the release of Request for Proposals (RFP) 9-1557 for Segment 2, which was electronically issued on CAMM NET. The Project was advertised on September 23 and 30, 2019, in a newspaper of general circulation. A pre-proposal conference was held on September 30, 2019, with 20 attendees representing 17 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.

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On October 22, 2019, five proposals were received. An evaluation committee consisting of members from the 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 weightings:

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

The evaluation criteria weightings are consistent with those 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 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 two firms most qualified to perform the required services. The most qualified firms are listed below in alphabetical order:

Firm and Location

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

WKE, Inc. (WKE)
Santa Ana, California

On December 3, 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 the team's approach to the requirements of the scope of work (SOW), management of the Project, coordination with various agencies, experience with similar projects, and the team's solutions toward achieving the Project goals. After considering responses to the questions asked during the interview, the evaluation committee adjusted the preliminary scores for one of the two firms; however, WKE 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 WKE as the top-ranked firm to prepare the plans, specifications, and estimates (PS&E) for the Project. WKE'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, 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. The following is a brief summary of the proposal evaluation results.

Qualifications of the Firm

Both firms are well established with recent and relevant experience and are qualified to perform the services.

WKE, incorporated in 2007, is a Southern California-based general planning and engineering consulting firm providing transportation engineering services for all modes of transportation infrastructure, including design of freeway corridor widening, bridge seismic retrofitting, freeway interchange, and street widening projects. WKE and its key personnel have delivered numerous PS&E projects of similar complexity. WKE has two local offices employing 50 roadway engineers and 15 bridge engineers. Recent relevant firm experience includes the PS&E for the Interstate 5 (I-5) widening from State Route 73 (SR-73) to Oso Parkway for OCTA, as well as the State Route 241 (SR-241)/SR-91 express lanes connector for the Transportation Corridor Agencies (TCA), and the project report/environmental document and PS&E for the SR-57/State Route 60 interchange for the City of Industry. The firm is currently working on the PS&E for the SR-55 improvement project from Interstate 405 (I-405) to I-5. WKE's experience on these projects demonstrated leadership, technical expertise, stakeholder coordination, familiarity with Caltrans' processes and requirements, and the ability to manage all phases of the projects.

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 in Southern California. 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 high-occupancy vehicle (HOV) widening from SR-55 to SR-57 for OCTA, SR-241/Oso Parkway interchange for TCA, and the Interstate 215 (I-215)/Placentia Avenue interchange for the Riverside County Transportation Commission (RCTC).

Staffing and Project Organization

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

WKE 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 recent Caltrans experience. The team has demonstrated experience working on projects of similar size and scope. The proposed project manager has 24 years of management and design experience on highway improvement projects, delivering over 40 design projects and 27 of them as PS&Es with Caltrans oversight. Most recently, the project manager delivered four PS&E projects within schedule for OCTA. The proposed roadway lead has 15 years of experience, and in the past has identified cost saving solutions that minimize right-of-way (ROW) and utility impacts, and has been successful in obtaining approval from Caltrans for design standard decision documents (DSDD) which are required to document engineering decisions regarding design features that deviate from Caltrans standards to minimize ROW and environmental impacts. The proposed structures lead has 19 years of extensive experience with all technical aspects of bridge design, from conceptual studies to final design, and construction management, including approval of complex bridges and innovative cost-effective solutions through Caltrans' bridge design selection process. WKE's proposed project team demonstrated relevant experience delivering OCTA and Caltrans PS&E projects, including the SR-55 improvement project from I-405 to I-5, the I-5 widening from SR-73 to Oso Parkway, the I-5 HOV improvement project from Avenida Pico to Avenida Vista Hermosa, and both I-405 HOV West County Connector projects. The WKE team includes environmental staff from LSA Associates, Inc., which has extensive experience in obtaining required regulatory permits, reviews, and approvals from various agencies.

TY Lin proposed a project team and key personnel with relevant experience in PS&E projects in Southern California. The proposed project manager has 26 years of experience designing and leading a variety of transportation projects. The proposed roadway lead has over ten years of experience in delivering highway/freeway improvements. The proposed structures lead has 22 years of experience with a variety of projects related to bridge design. The team's recent relevant experience includes the I-5 HOV from SR-55 to SR-57 for OCTA, the SR-241/Oso Parkway interchange project for TCA, and the I-215/Placentia Avenue interchange for the RCTC. The environmental staffing proposed by TY Lin did not fully demonstrate depth of permitting experience, including obtaining the United States Army Corps of Engineers Section 408 permit, which is critical to timely completion of the PS&E. The organization chart for TY Lin also shows the quality assurance (QA) manager reporting to the project manager, which may impact the authority and ability of the QA manager to independently perform the duties.

Work Plan

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

WKE presented a comprehensive and viable work plan that demonstrated an understanding of the Project design requirements, constraints, challenges, and risks. WKE presented a well thought out work plan containing an innovative solution to widen rather than replace the Tustin Avenue bridge while meeting Caltrans design requirements, potentially saving many months from the schedule and saving construction costs. The plan also included a solution to replace three girders resulting in increased vertical clearance to conform with Caltrans standards. A comprehensive Project schedule that includes Project risks and an outline of the first 90-day detailed tasks displayed WKE's understanding of the work needed for the Project and its roadmap to deliver the Project. The plan was detailed, outlined key issues, discussed enhancements with cost savings, sought to minimize impacts to the local community, and analyzed constructability by considering construction staging and construction challenges. The overall approaches to Project execution described in the work plan and presented during the interview included a thorough discussion of disciplines that are critical for successful PS&E performance. The interview confirmed the technical knowledge and expertise of the WKE team and its comprehensive understanding of Project challenges, risks, and requirements, including thorough knowledge of the permit process, requirements, and expectations from resource agencies. The WKE team demonstrated in-depth knowledge of its proposed approach to the SOW and provided detailed responses to all interview questions.

TY Lin presented a work plan that included the Project scope of work, goals, and challenges. The work plan discussed Project issues not identified in the draft project report and draft DSDDs, and included an organized presentation of solutions to these issues and concerns. The work plan also proposed an innovative solution to widen rather than replace the Tustin Avenue bridge, potentially saving many months from the schedule and saving construction costs. Some key Project challenges associated with construction staging and constructability were not fully addressed. In addition, some proposed design features were explained in general terms. TY Lin's project manager and roadway lead were responsive to the interview questions.

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 WKE as the top-ranked firm to prepare the PS&E for the SR-91 improvement project between La Palma Avenue and SR-55.

Fiscal Impact

The Project is included in OCTA's Fiscal Year 2019-20 Budget, Capital Programs Division, Account 0017-7519-FI105-NA6, and will be funded through net excess 91 Express Lanes revenue.

Summary

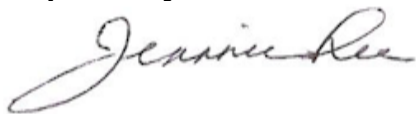
Staff requests Board of Directors' approval for the Chief Executive Officer to negotiate and execute Agreement No. C-9-1557 with WKE, Inc. as the firm to prepare the plans, specifications, and estimates for the State Route 91 improvement project between La Palma Avenue and State Route 55.

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Attachments

- A. Review of Proposals, RFP 9-1557 Consultant Services for the Preparation of Plans, Specifications, and Estimates for the State Route 91 Improvement Project Between La Palma Avenue and State Route 55
- B. Proposal Evaluation Criteria Matrix (Short-Listed), RFP 9-1557 Consultant Services for the Preparation of Plans, Specifications, and Estimates for the State Route 91 Improvement Project Between La Palma Avenue and State Route 55
- C. Contract History for the Past Two Years, RFP 9-1557 Consultant Services for the Preparation of Plans, Specifications, and Estimates for the State Route 91 Improvement Project Between La Palma Avenue and State Route 55

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