



**October 5, 2020**

**To:** Regional Planning and Highways Committee

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

**Subject:** Consultant Selection for the Preparation of Project Report and Environmental Document for the Interstate 5 Improvement Project from San Diego County Line to Avenida Pico

### **Overview**

On June 22, 2020, the Orange County Transportation Authority Board of Directors approved the release of a request for proposals for the preparation of the project report and environmental document for the Interstate 5 improvement project from the San Diego County Line to Avenida Pico. Board of Directors' approval is requested for the selection of a firm to perform the required work.

### **Recommendations**

- A. Approve the selection of Advanced Civil Technologies as the firm to prepare the project report and environmental document for the Interstate 5 improvement project from the San Diego County Line to Avenida Pico.
- B. Authorize the Chief Executive Officer to negotiate and execute Agreement No. C-0-2335 between the Orange County Transportation Authority and Advanced Civil Technologies to prepare the project report and environmental document for the Interstate 5 improvement project from the San Diego County Line to Avenida Pico.

### **Discussion**

The Transportation Corridor Agencies (TCA) and the California Department of Transportation (Caltrans) are concluding efforts on the South County Traffic Relief Effort (SCTRE). Based on technical work, public feedback, and policy direction, three alternatives are proposed to move forward into project development. On March 12, 2020, the TCA Board of Directors approved recommendations to proceed with project development of a non-tolled extension of Los Patrones Parkway, widening of Ortega Highway between

Calle Entradero and Reata Road, and the extension of high-occupancy vehicle (HOV) lane improvements on Interstate 5 (I-5) from the San Diego County Line to Avenida Pico. On April 13, 2020, the Orange County Transportation Authority (OCTA) Board of Directors (Board) also approved recommendations to proceed with these projects. Caltrans and TCA will provide a final project report for SCTRE that will formalize these recommendations.

The I-5 improvement project from San Diego County Line to Avenida Pico (Project) would complete the HOV lane network in Orange County and complement the I-5 HOV improvements that were recently completed as part of Project C in the Measure M2 freeway program. The Project proposes to construct one HOV lane in each direction on I-5 from the San Diego County Line to Avenida Pico, reestablish existing auxiliary lanes, and modify interchange ramps.

### ***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 staffing and project organization, workplan approach, and the qualifications of the firm. As this is an A&E procurement, price is not an evaluation criterion pursuant to state and federal laws. An evaluation of the proposals was conducted based on 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 June 22, 2020, the Board authorized the release of Request for Proposals (RFP) 0-2335, which was electronically issued on CAMM NET. The Project was advertised on June 22 and June 29, 2020, in a newspaper of general circulation. A pre-proposal conference was held on June 25, 2020, with 35 attendees representing 22 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 July 22, 2020, five proposals were received. An evaluation committee consisting of members from OCTA's Contracts Administration and Materials Management, Highway Programs, and Planning departments, as well as external representatives from Caltrans and the City of San Clemente, 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 are consistent with the weighting developed for similar A&E procurements. The qualifications of the firm evaluated the firm's experience in performing work of similar scope and size. The greatest importance was assigned to staffing and project organization of the firm, as the qualifications of the project manager (PM) 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 evaluation committee reviewed all proposals based on the evaluation criteria and found three firms most qualified to perform the required services. The three most qualified firms are listed below in alphabetical order:

Firm and Location

Advanced Civil Technologies (ACT)  
Santa Ana, California

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

WSP USA, Inc. (WSP)  
Orange, California

On August 18, 2020, the evaluation committee interviewed the three 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 discussed 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 firms were also asked questions specific to its proposals 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 the proposed solutions toward achieving the Project goals. After considering

responses to the questions asked during the interviews, the evaluation committee adjusted the preliminary scores for each firm; however, ACT 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 ACT as the top-ranked firm to prepare the project report and environmental document (PR/ED) for the Project. This firm ranked highest among proposing firms because of its experience with similar projects and familiarity with Caltrans requirements. ACT's proposed team consists of qualified key personnel that have specific, relevant experience with PR/ED projects and knowledge of the Project corridor. The firm demonstrated an 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

All short-listed firms are well established with recent and relevant experience and are qualified to perform the services.

ACT has provided professional transportation engineering services for state and local government agencies since 1996, including OCTA, Caltrans, TCA, Riverside County Transportation Commission (RCTC), and the Los Angeles County Metropolitan Transportation Authority (LA Metro). The firm's corporate headquarters is located in the City of Santa Ana. ACT recently completed similar projects, which include: PR/ED for the I-5 widening project from State Route 73 (SR-73) to El Toro Road, PR/ED for the I-5 HOV lane extension, PR/ED for the southbound Interstate 405 (I-405) auxiliary lane project from State Route 133 to University Drive, and the plans, specifications, and estimates for the I-5/El Camino Real ramp modifications and soundwall implementation. ACT proposed to utilize nine subconsultants with a wide range of disciplines to provide services required by the scope of work, and all have prior working experience with ACT on past projects.

WSP was founded in 1885 and provides services in the areas of highway and structural planning and design, transportation engineering, traffic analysis and modeling, and environmental clearance. The firm has 108 offices in the United States and four offices in Southern California located in the cities of Los Angeles, Orange, San Bernardino, and San Diego. Recent relevant firm experience includes the PR/ED for the State Route 57 (SR-57) improvement project from Orangewood Avenue to Katella Avenue, as well as the project report for the State Route 241/Oso Parkway Bridge and Los Patrones Parkway, and the PR/ED for the State Route 91 Corridor improvement project for RCTC. The

team also has prior working relationships with eight of the ten proposed subconsultants, and demonstrated experience working together on projects of similar size and scope.

Founded in 1944, Parsons is a full-service engineering and construction firm that offers a wide range of services in infrastructure, defense, and intelligence. Parsons has offices in 34 states, including six in Southern California, operates in 25 countries, and has over 16,000 personnel worldwide, with 500 members located within Southern California. Parsons is familiar with Caltrans' processes and requirements and have worked on similar PR/ED projects, including the PR/ED for the I-405 improvement project from SR-73 to Interstate 605 (I-605) and the PR/ED for the I-405 improvement project from I-5 to State Route 55 (SR-55). In addition to these completed projects, Parsons is currently working on the I-605 Corridor improvement project for LA Metro with an expected completion date of 2021. Parsons proposed to utilize 11 subconsultants in which all but one firm have worked with Parsons on past projects.

#### Staffing and Project Organization

All firms proposed qualified PMs, key personnel, and subconsultants with relevant PR/ED experience in interchange and freeway widening projects.

ACT proposed a qualified project team with relevant experience and comprehensive understanding of the Project issues, risks, and challenges. The team is proficient in various disciplines required for the Project and has extensive recent OCTA and Caltrans experience. The team has demonstrated experience working on projects within the Project corridor and are familiar with the local constraints and stakeholder concerns. The proposed PM has over 33 years of experience, of which 11 years were spent at Caltrans, and has delivered over 20 projects in the PR/ED phase, including the I-5 widening project from SR-73 to El Toro Road and the I-5 HOV lane extension project from Avenida Pico to San Juan Creek Road. The deputy PM/project engineer has 15 years of experience managing infrastructure projects throughout Southern California and has demonstrated the ability to successfully coordinate with agencies and stakeholders to deliver projects on schedule. The proposed environmental lead has 35 years of experience in environmental compliance pursuant to National Environmental Policy Act and California Environmental Quality Act (CEQA) requirements and recently worked on the I-5 widening project from I-405 to SR-55 for both OCTA and Caltrans. The ACT team includes subconsultants T.Y. Lin International that prepared the project study report-project development study (PSR-PDS) for the Project, as well as Kittelson and Associates that provided traffic analysis services.

WSP proposed a qualified project team with relevant experience and demonstrated understanding of the Project issues, risks, and challenges. The team is proficient and has recent OCTA and Caltrans experience. The proposed PM has 31 years of experience planning, environmentally clearing, and designing freeway improvements, including the delivery of 13 PR/ED projects within Orange County. The PM led the completion of the PR/ED for the SR-57 improvement project from Orangewood Avenue to Katella Avenue and the I-5 improvements in the cities of Irvine and Tustin. The proposed engineering lead has 37 years of experience in transportation planning and design and has completed seven PR/EDs for HOV-managed lanes. The proposed environmental lead has 26 years of experience preparing environmental documents and specializes in transportation projects involving Caltrans, including the delivery of environmental documents for over 100 projects. The proposed staffing plan demonstrated a clear understanding of the local community issues, as well as familiarity with the Project area from its previous work on the SCTRE PSR-PDS.

Parsons proposed a project team and key personnel with relevant experience in PR/ED projects in Southern California. The proposed PM has 20 years of experience with technical expertise on highway projects with an emphasis on PR/ED projects, and is familiar with Caltrans' requirements as a former Caltrans employee. The proposed PM's depth of experience in serving in the PM role was limited to the current I-605 Corridor improvement project for LA Metro. The proposed engineering lead has 19 years of experience with a strong technical background in developing and designing highway transportation projects. The team's recent relevant experience includes the PR/ED for the I-405 improvement project from SR-73 to I-605 and the PR/ED for the I-405 improvement project from I-5 to SR-55. The proposed staffing plan clearly demonstrated an effective coordination approach to ensure environmental permits were obtained on time as staff were specifically designated to work with the California Coastal Commission.

#### Work Plan

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

ACT presented a comprehensive work plan that addressed all the requirements in the scope of work and discussed all required tasks to complete the Project. The Project is on an expedited 32-month schedule, and the firm has proposed an accelerated schedule of 27 months for completing the PR/ED. The work plan also included opportunities to maximize the benefits of the Project, which include alternative enhancements, traffic management plan circulation during

construction, and stakeholder involvement. The plan proposed detailed recommendations and solutions on environmental issues to ensure efficient delivery of the environmental impact report/environmental assessment to allow for streamlined approvals in future phases. The plan also identified considerations for mainline enhancements that would improve safety while avoiding impacts to improvements that were recently constructed in the area. Compliance with SB 743 was also addressed and will be performed by staff currently participating in the development of the approach and methodology for CEQA transportation analysis. The plan outlined several alternatives to replacing the Concordia pedestrian overcrossing, including the use of a precast bridge to minimize traffic impacts, and provided a detailed analysis of how each alternative would benefit the Project.

The overall approach to Project execution described in the work plan and presented during the interview included a thorough discussion of disciplines that are critical for successful PR/ED performance, including environmental expertise and coordination with coastal agencies and compliance with newly implemented SB 743 guidelines. The interview confirmed the technical knowledge and expertise of the ACT team and its comprehensive understanding of Project challenges, risks, and requirements. The ACT team demonstrated in-depth knowledge of its proposed approach to the scope of work by providing detailed, Project-specific responses to all interview questions.

WSP presented its approach to completing the Project by discussing in its work plan the necessary tasks that would be completed. The firm demonstrated its understanding of the Project by addressing the general work activities that would be undertaken and proposed an accelerated Project schedule with a 90-day plan that includes immediate tasks requiring Caltrans approval. WSP proposed to eliminate the Avenida San Luis Rey Bridge replacement entirely, potentially saving months from the schedule and saving construction costs; however, it did not identify the existing constraints within this area. WSP also identified parcels of land that could be acquired and resold, which would minimize the right-of-way impacts for the Concordia pedestrian overcrossing while still providing a pedestrian overcrossing that is compliant with the requirements of the Americans with Disabilities Act and provides savings in construction costs.

The overall approach to Project execution described in the work plan and presented during the interview demonstrated an understanding of the scope of work, challenges, risks, and Project requirements. The WSP team provided detailed responses to all interview questions.

Parsons presented a work plan identifying issues, recommendations, challenges, and potential solutions that demonstrated an understanding of the scope of work, challenges, and risks associated with the Project. The plan included general discussions on early stakeholder coordination and proposed geometric enhancements to increase weaving distance between southbound Avenida Presidio on-ramp and southbound El Camino Real off-ramp to improve safety. The plan discussed visual engineering enhancements to address local community concerns regarding impacted coastal views and clearly correlated the engineering data that would be needed for the completion of the ED.

The overall approach to Project execution described in the work plan and presented during the interview demonstrated the firm's knowledge of the scope of work, objectives, challenges, and risks associated with the Project. The PM provided thorough responses 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 ACT as the top-ranked firm to prepare the PR/ED for the Project.

#### **Fiscal Impact**

The Project is included in OCTA's Fiscal Year 2020-21 Budget, Capital Programs Division, Account 0001-7519-A9160-F01, and will be funded through federal Surface Transportation Block Grant funding.

#### **Summary**

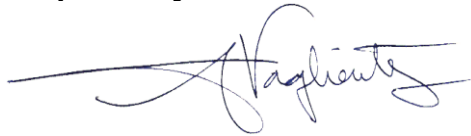
Staff requests Board of Directors' approval for the Chief Executive Officer to negotiate and execute Agreement No. C-0-2335 with Advanced Civil Technologies as the firm to prepare the project report and environmental document for the Interstate 5 improvement project from the San Diego County Line to Avenida Pico.



***Attachments***

- A. Review of Proposals, RFP 0-2335 Consultant Services to Prepare the Project Report and Environmental Document for the Interstate 5 Improvement Project from San Diego County Line to Avenida Pico
- B. Proposal Evaluation Criteria Matrix (Short-Listed), RFP 0-2335 Consultant Services to Prepare the Project Report and Environmental Document for the Interstate 5 Improvement Project from San Diego County Line to Avenida Pico
- C. Contract History for the Past Two Years, RFP 0-2335 Consultant Services to Prepare the Project Report and Environmental Document for the Interstate 5 Improvement Project from San Diego County Line to Avenida Pico

**Prepared by:**



Josue Vaglienty, P.E.  
Senior Project Manager  
(714) 560-5852



Pia Veasapen  
Interim Director, Contracts Administration  
and Materials Management  
(714) 560-5619

**Approved by:**



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