




***April 5, 2021***

**To:** Regional Planning and Highways Committee

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

**Subject:** Consultant Selection for Construction Management Support Services for the State Route 55 Improvement Project Between Interstate 405 and Interstate 5

### ***Overview***

On October 26, 2020, the Orange County Transportation Authority Board of Directors authorized the release of a request for proposals to provide construction management support services for the State Route 55 Improvement Project between Interstate 405 and Interstate 5. Board of Directors' approval is requested for the selection of a firm to perform the required work.

### ***Recommendations***

- A. Approve the selection of AECOM Technical Services, Inc., as the firm to provide construction management support services for the State Route 55 Improvement Project between Interstate 405 and Interstate 5.
- B. Authorize the Chief Executive Officer to negotiate and execute Agreement No. C-0-2582 between the Orange County Transportation Authority and AECOM Technical Services, Inc., as the firm to provide construction management support services for the State Route 55 Improvement Project between Interstate 405 and Interstate 5.

### ***Discussion***

The Orange County Transportation Authority (OCTA), in partnership with the California Department of Transportation (Caltrans), is implementing the State Route 55 (SR-55) Improvement Project between Interstate (I-405) and Interstate 5 (I-5) (Project). The Project is part of Project F in the Measure M2 (M2) Freeway Program and is being advanced through the updated Next 10 Delivery Plan approved by the OCTA Board of Directors (Board) in November 2019.

The four-mile long Project will add general purpose and high-occupancy vehicle (HOV) lanes in each direction between I-405 and I-5 and will also add auxiliary lanes between interchanges. The final design package will be submitted to Caltrans in April 2021, and is close to being ready for construction. The construction contract is expected to be advertised in December 2021.

Cooperative Agreement No. C-0-2726 between Caltrans and OCTA outlines the responsibilities of both agencies for the Project, and was approved by the Board on January 11, 2021. As specified in the cooperative agreement, Caltrans will be the implementing agency responsible for advertisement, award, and administration of the construction contract. Caltrans will also provide the resident engineer and structures representative, and other field personnel, along with construction administrative support and environmental monitoring. OCTA will retain a construction management (CM) consultant firm to supplement Caltrans staff with structural, roadway, and electrical inspection, office engineering, field surveying, materials testing, and claims support services. OCTA's consultant will also provide a field office to house construction staff working on the Project. Through separate contracts, OCTA will lead the public outreach and freeway service patrol efforts.

### ***Procurement Approach***

This procurement was handled in accordance with 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, pursuant to state and federal laws, price is not an evaluation criterion. 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 October 26, 2020, Request for Proposals (RFP) 0-2582 was issued electronically on CAMM NET. The RFP was advertised in a newspaper of general circulation on October 27, 2020 and November 3, 2020. A pre-proposal conference was held on November 3, 2020, with 33 attendees representing 22 firms. Four addenda were issued to make available the pre-proposal conference registration sheets and presentation materials, provide responses to questions received, and address administrative issues related to the RFP.

On December 1, 2020, three proposals were received. An evaluation committee consisting of staff from OCTA's Contracts Administration and Materials Management and Highway Programs departments, as well as external representatives from Caltrans and the City of Santa Ana, met to review all submitted proposals. The proposals were evaluated based on the following Board-approved evaluation criteria and weightings:

- Qualifications of the Firm 20 percent
- Staffing and Project Organization 40 percent
- Work Plan 40 percent

In developing the criteria and weightings, several factors were considered. The firm's qualifications and experience in performing relevant work of similar scope, size, and complexity are important to the success of the Project. Next, staff assigned a high level of importance to staffing and project organization, as the qualifications of the project manager and other key task leaders are critical to understanding the Project requirements and to the timely delivery and successful performance of the work. An equal level of importance is also assigned to the work plan, as an understanding of freeway construction and other required critical activities, such as utility relocations and coordination, control of the contractor's work within temporary construction easement limits, and management of anticipated critical work elements in the risk register is critical to the success of the Project.

The evaluation committee reviewed and discussed 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:

Firms and Location

AECOM Technical Services, Inc. (AECOM)  
Orange, California

WSP USA Inc. (WSP)  
Orange, California

On January 27, 2021, the evaluation committee interviewed the two short-listed firms. The interviews consisted of a presentation allowing each team to discuss its qualifications, highlight its proposal, and respond to evaluation committee questions. Each firm highlighted its staffing plan, work plan, and perceived Project issues. The firms were asked general questions regarding their approach to the requirements of the scope of work (SOW), management of the Project,

coordination with various agencies, experiences with similar projects, and solutions in achieving the Project goals. After considering the presentations and responses to questions asked during the interviews, the evaluation committee adjusted the preliminary scores for both firms. However, AECOM remained as the top-ranked firm with the highest cumulative score.

Based on the evaluation of the written proposals and information obtained during the interviews, the evaluation committee recommends AECOM as the top-ranked firm to provide CM support services for the Project. AECOM submitted a comprehensive proposal that was responsive to the requirements of the RFP and presented a cohesive interview highlighting the firm's experience, staffing, and the technical approach to the work plan.

#### Qualifications of the Firm

Both short-listed firms are qualified to perform the required services. Each firm received positive references. The two short-listed firms demonstrated expertise in delivering and managing CM services. Both firms are established firms with relevant resources and experience providing construction inspection services for freeway and bridge widening projects.

AECOM is a global firm that was founded in 1927 and has specialized in transportation-related construction projects for the last 20 years. More than 75 percent of its CM services work is for highway and bridge projects with Caltrans. The firm has six offices in southern California, and over 150 CM staff in the western United States. AECOM has provided CM support services for freeway widening, roadway improvement, interchange/overcrossing replacement, and bridge replacement projects as a prime consultant and as part of an integrated team, including 60 projects in Orange County, 20 of which involved Caltrans.

AECOM has demonstrated proficiency in providing CM support services such as inspection for freeway widening, street improvements, bridge and retaining wall construction, and electrical installation, traffic management, oversight of utility relocations, office engineering, scheduling, claims analysis, constructability review, and Caltrans and public agency coordination. Similar project experience includes CM services on OCTA's State Route 91 (SR-91) westbound widening between State Route 57 (SR-57) and I-5, and I-405 Improvement Project between State Route 73 and Interstate 605 (I-605), Caltrans' I-5/EI Camino Real road bridge widening, State Route 22 (SR-22) widening safety improvement, State Route 210 slab replacement and rehabilitation between I-5 and Wheatland Avenue, and I-5 north corridor improvements Segment 3 between

Buena Vista Street and Magnolia Boulevard and Segment 4 between Magnolia Boulevard and I-5/State Route 134 projects. The proposed subconsultants have experience working with AECOM and will support AECOM with additional construction inspection, field materials testing, and survey services.

WSP is a national firm that was founded in 1885 and has specialized in transportation-related construction projects for the last 30 years. The firm has four offices in southern California with 500 employees, including 135 CM staff in California. WSP has provided CM support services in southern California for freeway widening, roadway improvement, interchange/overcrossing replacement, and bridge replacement projects as a prime consultant and as part of an integrated team.

WSP has demonstrated proficiency in providing CM support services such as inspection for highway, retaining wall and bridge construction, and electrical installation, traffic management, office engineering, scheduling, claims analysis, and Caltrans and public agency coordination. Examples of relevant experience include CM support services for the Transportation Corridor Agency's on-call program and signage enhancements, Riverside County Transportation Commission's Interstate 15 Express Lanes, San Bernardino County Transportation Authority's Interstate 10 (I-10)/Cedar Avenue interchange, Alameda Corridor East Fairway Drive grade separation and Lemon Avenue interchange, and Caltrans I-10 corridor express lanes projects. Most of the proposed subconsultants have experience working with WSP and will support WSP with additional construction inspection, office engineering, field materials testing, and survey services.

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

Both short-listed firms proposed qualified project managers, key personnel, and subconsultants with relevant CM experience in freeway and bridge widening, and roadway and structure inspection.

AECOM proposed a qualified project team with each key personnel demonstrating relevant and comprehensive CM experience with freeway and bridge widening projects. The team has demonstrated experience in roadway and structures inspections, utility relocations, large concrete channel construction, traffic management plan and staging, and has extensive experience with Caltrans. AECOM's proposed project manager (PM) has 23 years of CM experience on similar freeway/bridge construction projects, and performed the PM role for the SR-91 westbound widening between SR-57 and I-5 project, and

Caltrans Districts 7 and 8 highway construction inspection/engineering contracts.

AECOM's proposed senior roadway inspector has successfully delivered freeway and bridge widening, bridge replacement, and interchange improvement projects for over 29 years. The proposed personnel was a former Caltrans employee and managed both the SR-57/State Route 60 HOV interchange and the I-10 widening projects in Los Angeles County as a senior resident engineer (RE), and the I-5 reconstruction from Katella Avenue to State College Boulevard project in the City of Anaheim as a RE. Relevant experience includes serving as the RE for OCTA's Tustin Avenue/Rose Drive railroad grade separation project in the cities of Anaheim and Placentia, lead assistant RE for the I-5/EI Camino Real road bridge widening project in the City of San Clemente, and lead assistant RE for the SR-22 widening safety improvement project.

AECOM presented a team with a majority of proposed staff that are cross-trained in multiple disciplines, including roadway inspection, structures inspection, contract administration, Stormwater Pollution Prevention Plan, claims support, and scheduling. Having a pool of cross-trained personnel provides efficiencies for OCTA by quickly mobilizing personnel that can bring different perspectives to the work based on the team's varied experiences, allowing the team to resolve problems quickly.

The AECOM team presented an interview demonstrating comprehensive knowledge of its proposed approach to the SOW, and all team members contributed detailed responses to interview questions.

WSP proposed a qualified project team with CM experience. The team's expertise includes a range of relevant CM services, including CM, roadway inspection, structural engineering and inspection, electrical inspection, and scheduling support, among other relevant expertise. WSP's proposed PM has over 28 years of project management, CM, and design experience, including eight years with Caltrans District 12. Relevant PM experience includes the I-5 HOV improvement Segment 2 from Avenida Vista Hermosa to Pacific Coast Highway, I-5 HOV widening from SR-55 to SR-57, and I-405/I-605 HOV connector projects.

WSP's proposed senior roadway inspector brings 29 years of experience with Caltrans Districts 7 and 12 in all aspects of highway construction and design. Relevant project experience includes senior RE for the I-5 HOV improvement

Segment 1 from Avenida Pico to Avenida Vista Hermosa, I-405/SR-22 HOV connector, and I-405/I-605 HOV connector projects.

The proposed PM and key personnel were responsive to interview questions; however, there was limited participation from other personnel, which indicated less team cohesion. In addition, some responses to specific questions were general.

#### Work Plan

Both short-listed firms met the requirements of the RFP, and each firm discussed its approach to the Project, identified risks, and discussed utility relocation, quality, budget, and schedule control methods.

AECOM presented a Project-specific and comprehensive work plan. The work plan included a complete discussion of Project issues and challenges with realistic recommendations and proposed solutions demonstrating the firm's knowledge and experience. Solutions to challenges included timely monitoring of utility relocations for the Southern California Edison (SCE) transmission lines and poles and the City of Santa Ana water pressure reducing station and waterlines, proactive management of temporary construction easements (TCE) to minimize impacts to businesses, identification of time-saving construction staging, early and continuous coordination with the Orange County Flood Control District (OCFCD) for the Lane Channel reconstruction, and proactive documentation for claims prevention. The approach to the Lane Channel reconstruction was further emphasized at the interview by the senior roadway inspector, formerly an OCFCD employee. A recommendation was proposed for an early meeting with the contractor and OCFCD to refine the work plan, shoring requirements, materials, and stormwater diversion plan. The work plan also identified many critical issues that may be encountered, along with mitigations. A detailed construction schedule was provided with potential schedule savings related to railroad and bridge work. The AECOM team presented an interview demonstrating comprehensive knowledge of its proposed approach to the SOW, and all team members contributed detailed responses to interview questions.

WSP also presented a comprehensive work plan with a Project-specific approach for all plan elements. The team demonstrated a good understanding of the overall Project issues and challenges. The work plan identified challenges and proposed solutions for utility relocations of SCE and City of Santa Ana facilities, Lane Channel reconstruction, bridge and retaining wall construction, construction staging, and TCEs. The sequential outline of activities provided clear delineation of personnel responsibility by task throughout the Project.

A detailed construction schedule was provided with key staging modifications highlighted. The WSP team presented an interview demonstrating knowledge of its proposed approach to the SOW. The proposed PM and key personnel were responsive to interview questions; however, there was limited participation from other personnel and some responses to specific questions were general.

#### **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 AECOM as the top-ranked firm to provide CM support services for the Project.

#### **Fiscal Impact**

The Project is included in OCTA's Fiscal Year (FY) 2020-21 Budget and subsequent FY budgets, Capital Programs Division, Account No. 0017-9085-FF101-1OP, and will be funded with federal and local M2 funds.

#### ***Summary***

Staff requests Board of Directors' approval for the Chief Executive Officer to negotiate and execute Agreement No. C-0-2582 with AECOM Technical Services, Inc., as the firm to provide construction management support services for the State Route 55 Improvement Project between Interstate 405 and Interstate 5.



***Attachments***

- A. Review of Proposals, RFP 0-2582 Construction Management Support Services for the State Route 55 Improvement Project Between Interstate 405 and Interstate 5
- B. Proposal Evaluation Criteria Matrix (Short-Listed), RFP 0-2582 Construction Management Support Services for the State Route 55 Improvement Project Between Interstate 405 and Interstate 5
- C. Contract History for the Past Two Years, RFP 0-2582, Construction Management Support Services for the State Route 55 Improvement Project Between Interstate 405 and Interstate 5

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