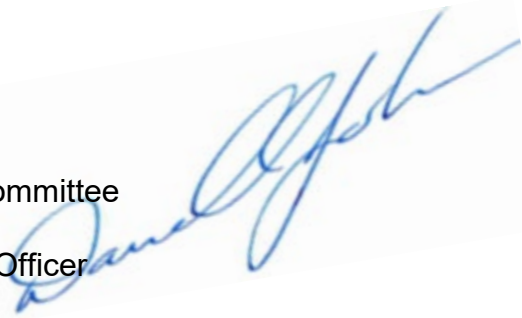




November 3, 2025

To: Regional Transportation Planning Committee

From: Darrell E. Johnson, Chief Executive Officer 

Subject: Consultant Selection for Construction Management Support Services for the State Route 91 Improvement Project Between La Palma Avenue and State Route 55

Overview

On July 14, 2025, 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 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 services.

Recommendations

- A. Approve the selection of Jacobs Project Management Co. as the firm to provide construction management support services 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-5-4158 between the Orange County Transportation Authority and Jacobs Project Management Co. to provide construction management support services for the State Route 91 Improvement Project between La Palma Avenue and State Route 55.

Discussion

The Orange County Transportation Authority (OCTA), in partnership with the California Department of Transportation (Caltrans), is implementing the State Route 91 (SR-91) Improvement Project between La Palma Avenue and State Route 55 (SR-55) (Project). The Project is part of Project I 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 2024.

The Project will provide improvements in the eastbound direction between La Palma Avenue and SR-55, bridge widening over the Santa Ana River, and reconstruction of the Glassell Street/Kraemer Boulevard and Tustin Avenue interchanges. As part of this interchange reconstruction, the existing Glassell Street/Kraemer Boulevard and Tustin Avenue bridges over SR-91 will be replaced with new bridges that provide standard vertical clearance below the bridge, standard width lanes and sidewalks, and bikeways enhancing active transportation options. The final design for the Project is nearing completion.

Pursuant to existing Cooperative Agreement No. C-5-3985 with Caltrans for this Project, Caltrans will administer the construction contract. As the implementing agency for the construction phase, Caltrans will provide the resident engineer, structures representative, and other field personnel along with construction administrative support and environmental monitoring. OCTA will provide consultant field staff for construction inspection, office engineering, scheduling, claims support, and materials testing. Through separate agreements, OCTA will lead the public outreach and freeway service patrol efforts.

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 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 July 14, 2025, the Board authorized the release of Request for Proposals (RFP) 5-4158 which was electronically issued on CAMM NET. The RFP was advertised in a newspaper of general circulation on July 14 and July 21, 2025. A pre-proposal conference was held on July 22, 2025, with 27 attendees representing 16 firms. Three addenda were issued to make available the pre-proposal conference registration sheets, provide responses to questions received, and address administrative issues related to the RFP.

On August 13, 2025, four proposals were received. An evaluation committee consisting of members from the Contracts Administration and Materials Management and Capital Project Delivery departments, as well as external representatives from Caltrans and the City of Anaheim, met to review all submitted proposals. The proposals were evaluated based on the following Board-approved evaluation criteria and weightings:

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

Several factors were considered in developing the evaluation criteria weightings. 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 (PM) 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 was also assigned to the work plan, as the technical approach is critical to the successful performance and timely delivery of the Project.

The evaluation committee reviewed the four proposals received 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)
Headquarters: Los Angeles, California
Project Office: Orange, California

Jacobs Project Management Co. (Jacobs)
Headquarters: Dallas, Texas
Project Office: Irvine, California

On September 18, 2025, the evaluation committee interviewed the two short-listed firms. The interviews consisted of a presentation allowing each team to present its qualifications, highlight its proposal, and respond to the evaluation committee's questions. Each firm highlighted its staffing plan, work plan, and perceived project challenges. The firms were asked general questions regarding their approach to the requirements of the scope of work (SOW), management of the Project and risks, coordination with various agencies, experience with similar projects, and solutions for achieving the project goals.

Based on the evaluation of the written proposals and information obtained during the interviews, the evaluation committee recommends Jacobs as the top-ranked firm to provide construction management (CM) support services for the Project.

Jacobs ranked the highest among the proposing firms because it submitted a comprehensive proposal that was responsive to the requirements of the RFP, proposed a highly qualified and experienced team of key personnel, presented a work plan demonstrating a complete understanding of project challenges, including environmental elements, and presented a cohesive interview with focused responses to the interview questions, highlighting the firm's experience, qualified staff, and detailed work plan.

The following is a summary of the proposal evaluation results.

Qualifications of the Firm

The two short-listed firms are well established with recent and relevant experience and are qualified to perform CM support services for the Project. Positive references were received for both firms.

Jacobs was founded in 1947 and has over 48,000 employees, with over 800 employees in five offices in Southern California. The firm has a 25-year history supporting Caltrans and OCTA and has delivered over \$4.3 billion in construction projects.

Jacobs has demonstrated expertise in providing CM support services, including inspections for freeway widening, roadway improvements, interchange improvements, and bridge replacements and widening over the Santa Ana River on OCTA's Interstate 405 (I-405) Improvement Project between SR-73 and Interstate 605, as a prime consultant leading an integrated team. The firm's additional relevant project experience includes CM services on OCTA's Interstate 5 (I-5) Improvement Project between Alicia Parkway and El Toro Road, I-5 Improvement Project between Avenida Pico and Vista Hermosa (I-5 Segment 1), Tustin Avenue/Rose Drive Railroad Grade Separation Project, State Route 57 (SR-57) Northbound (NB) Improvement Project between Katella Avenue and Lincoln Avenue, and I-405/State Route 22 (SR-22) West County Connector Project – Eastern Segment, and Caltrans District 12's (D12) SR-91 Improvement Project, a Multi-Asset Program (MAP). These projects underscore the firm's capability to successfully deliver the SOW.

The firm proposed utilizing three subconsultants. All proposed subconsultants have experience working with Jacobs and will support Jacobs with additional roadways, structures, electrical inspection, office engineering, and field materials testing services.

AECOM was founded in 1927 and has over 51,000 employees, with 150 employees in five locations in Southern California. The firm has a 20-year history providing CM support services to Caltrans and OCTA with Orange County projects.

AECOM also has demonstrated proficiency in providing CM support services, including inspections for freeway widening, roadway improvements, interchange improvements, bridge replacements, and widening over the Santa Ana River on the Riverside County Transportation Commission's (RCTC) State Route 71 (SR-71)/SR-91 Interchange Project, as a subconsultant as part of an integrated team.

The firm's additional relevant project experience includes CM services on OCTA's SR-55 Improvement Project between I-405 and I-5, Caltrans D12's on-call construction inspection and District 7's (D7) on-call construction inspection, Caltrans/Southern California Regional Rail Authority (SCRRA) I-5 North Corridor Improvement Project Segment 3, RCTC's SR-71/SR-91 Improvement Project, SCRRA's San Juan Creek Bridge Replacement Project, and San Gabriel Valley Council of Governments' (SGVCOG) Fullerton Road Grade Separation and Montebello Corridor Grade Separation projects. These projects underscore the firm's capability to successfully deliver the SOW.

The firm proposed utilizing five subconsultants. All proposed subconsultants have experience working with AECOM and are proposed to support AECOM with additional roadway, structures, electrical inspection, office engineering, field materials testing, and constructability review.

Staffing and Project Organization

Both short-listed firms proposed a qualified and experienced team of key personnel and subconsultants with relevant CM experience in freeway and bridge widening, roadway and structures inspection, as well as working with Caltrans.

Jacobs proposed a well-qualified project team with each key personnel demonstrating relevant and comprehensive CM experience with freeway, bridge replacement, bridge widening over the Santa Ana River, and corridor projects with multiple segments. The team demonstrated experience in roadway and

structures inspections, utility relocations, bridge reconstruction, bridge widening over the Santa Ana River, complex traffic management plans and staging with multiple projects within the same corridor, and has extensive experience working with Caltrans. Jacobs presented several cross-trained staff in roadway inspection, structures inspection, office engineer, and claims support. Having cross-trained personnel provides efficiencies for OCTA by quickly mobilizing personnel who can bring different perspectives to the work based on the team's varied experiences. Many of the team members had significant roles on the recent I-405 Improvement Project.

The proposed PM has over 38 years of project management and CM experience on similar freeway and bridge construction projects and performed the PM role for OCTA's I-405 Improvement Project, I-5 Segment 1, and SR-57 NB Improvement Project. The proposed PM also performed as a construction program oversight engineer for OCTA's Grade Separation Program and a senior resident engineer (RE) for OCTA's West County Connectors and I-5 Gateway projects.

Jacobs' proposed principal assistant/RE (PA/RE) demonstrated relevant experience through 20 years of work on complex, multi-stage highway, bridge, and heavy civil infrastructure projects, including more than five years serving as an RE. The proposed PA/RE has construction experience leading the construction management team through all phases of construction and coordinated with multiple agencies for OCTA's I-405 Improvement Project as a CM consultant lead, San Diego Association of Governments' Mid-Coast Corridor Transit Project as an assistant RE, San Bernardino County Transportation Agency's Interstate 10 Westbound Widening Project, and Alameda Corridor East's San Gabriel Trench Project as an assistant RE/structures inspector.

The proposed PA/RE is supported by a lead roadway inspector (RI) with 28 years of experience in the construction industry, including project management, resident engineering, quality assurance, inspection, and structures representative services. The lead RI has managed all aspects of linear infrastructure projects and has participated in the delivery of more than 40 complex bridge projects. The proposed lead RI has career experience administering construction projects such as OCTA's I-405 Improvement Project as an RE and West County Connectors Eastern Segment Project as an assistant PM. The Jacobs team proposed an innovative position providing added values to the Project – a management of traffic (MOT) coordinator, which provided crucial traffic management and control services for the I-405 Improvement Project. The proposed MOT coordinator has extensive experience in freeway and bridge widenings, bridge replacements, and interchange realignment projects throughout Orange County and Southern California such as OCTA's

I-405 Improvement Project as a MOT coordinator, OCTA's West County Connectors Western Segment Project, Caltrans D12's SR-91 Lane Addition Project between State College Boulevard and Harbor Boulevard, and OCTA/Caltrans D12's I-5 Gateway Project as an RE.

Jacobs' proposed lead structures inspector has more than 30 years of experience on complex construction projects, including participation in over 75 bridge replacements, new and widened bridges, bridge seismic retrofits of concrete and steel structures, and more than 400 retaining walls of various types of wall construction. Relevant experience includes OCTA's I-405 Improvement Project as structures manager, Orange County Public Works' Oso Parkway Bridge Construction as an assistant RE, City of Pasadena's La Loma Bridge Rehabilitation as a structures representative/RE, Placer County's Foresthill Bridge Retrofit Project as a structures representative/lead field engineer, and Sonoma County's Crocker Road Bridge Seismic Retrofit Project as a Structures Representative/RE.

The Jacobs team presented an interview demonstrating comprehensive knowledge of its proposed approach to the SOW, a clear understanding of the team's roles and responsibilities, and the process to resolve any potential challenges while keeping the Project on schedule. The team provided a project-specific presentation and responses to all interview questions, which further demonstrated the firm's experience and in-depth understanding of the SOW requirements, objectives, and risks associated with the Project.

AECOM proposed a qualified project team with each key personnel demonstrating relevant CM experience. The team's expertise includes a range of relevant CM services, including roadway inspection, structures inspection, and office engineering support, among other relevant expertise.

AECOM's proposed PM has 31 years of experience, including OCTA's SR-55 Improvement Project as a PM, Caltrans' I-5 North Corridor Improvements Segment 3 as a task order manager/lead structures representative, Caltrans D7 and D12's on-call structure engineering and inspection projects as a PM, and the City of Los Angeles' Riverside Drive Viaduct Replacement Project as a project/construction manager and Sixth Street Viaduct Replacement Project as a contract manager/structures representative.

AECOM's proposed PA/RE has 31 years of CM experience on highway and bridge construction projects, including projects with multiple phases and complex staging. Relevant project experience includes OCTA's Lakeview Avenue Railroad Grade Separation as a RE/lead RI, SGVCOG's Montebello Corridor Grade Separation and Fullerton Road Grade Separation

projects as a construction manager, and Caltrans D7's on-call roadway construction engineering and inspection as a PA/RE.

AECOM's proposed lead roadway inspector has 37 years of experience in construction inspection and managed construction projects as a general contractor owner's representative and consultant on various highway/street, bridge/structures, and traffic signals/signing/drainage projects. Relevant experiences include Caltrans' State Route 210 Pavement Rehabilitation Project as a PA/RE and Caltrans' State Route 60 Pavement Rehabilitation Project as an RI.

AECOM's proposed structures inspector has 29 years of experience in new bridges, widenings, demolition, grade separations, on- and off-ramps, and other transportation systems. Demonstrated relevant experience includes OCTA's SR-55 Improvement Project between I-405 and I-5 as a structures inspector, Tustin Avenue/Rose Drive Railroad Grade Separation Project as a senior construction inspector, RCTC's SR-71/SR-91 Interchange Project as a structures representative, San Bernadino County Transportation Authority's Santa Ana River Bridge Replacement as a senior structures inspector, and Caltrans D7's Interstate 710 Freeway Project as a senior structures inspector.

The AECOM team presented an interview demonstrating knowledge of its proposed project approach to the SOW and potential challenges. The team addressed all aspects of the interview questions with project-specific responses and discussed its proposed construction and sequence enhancements that could result in schedule and cost savings.

Work Plan

Both short-listed firms met the requirements of the RFP, and each firm adequately discussed its approach to the Project, with Jacobs presenting the most comprehensive work plan.

Jacobs presented a project-specific and comprehensive work plan. The work plan included a complete discussion of project understanding, issues and challenges with realistic recommendations, and proposed solutions demonstrating the firm's knowledge and experience. The team identified the project risks and challenges, and demonstrated methodical, detailed, and well-thought-out approaches to address those risks with lessons learned from recent relevant projects in its proposal and during the interview. Approaches and solutions to challenges included: management of traffic of SR-91 during demolition and bridge construction for the two-bridge reconstructions and the bridge widening over the Santa Ana River, while coordinating closures and

conflicts with adjacent projects and Caltrans' MAP components within the project limits, review of plan and management to demolish the existing Tustin Avenue steel bridge, management of bridge removal and construction of Tustin Avenue bridge in a constrained environment, early survey and excavation to minimize conflict between piles and utilities, quality assurance of large diameter underground foundation installation, managing time constraints of bridge widening over the Santa Ana River, environmental monitoring including bat mitigation, tracking environmental compliance, and other temporary construction easements to minimize impacts to property owners and neighboring residents, identification of falsework option to continue with the eastbound widening over the Santa Ana River during the wet season, mitigation measures for all the potential risk items related to structures precast girders and piles, coordination of utility relocations, and proactive documentation and a thoughtful schedule highlighting critical constraints for claims prevention. The team proposed usage of artificial intelligence tools to streamline documentation, analyze potential claims, and provide faster public responses, amongst other uses.

AECOM presented an organized work plan with a project-specific approach for identified risks and responsiveness to all requirements identified in the SOW. The team demonstrated an understanding of the overall project issues and challenges. The work plan identified challenges and proposed solutions for construction staging, coordination with other projects, impacts on local streets, working in the Santa Ana River, and handling of contaminated soil and hazardous materials. The sequential outline of activities provided proposed personnel responsibility by key task. A detailed construction schedule was provided with key activities and highlighted constraints for the widening of the Santa Ana River. The team discussed its proposed time-saving construction staging plan and potential conflicts with Caltrans' MAP.

Fiscal Impact

Funding for the Project is included in OCTA's Fiscal Year 2025-26 Budget and subsequent fiscal years' budgets, Capital Programs Division, Account No. 0017-9085-FI105-1OR, and will be funded with a combination of net excess 91 Express Lanes revenue and local M2 funds.

Consultant Selection for Construction Management Support Page 10
Services for the State Route 91 Improvement Project Between
La Palma Avenue and State Route 55

Summary

Staff requests Board of Directors' authorization for the Chief Executive Officer to negotiate and execute Agreement No. C-5-4158 with Jacobs Project Management Co. as the firm to provide construction management support services for the State Route 91 Improvement Project between La Palma Avenue and State Route 55.

Attachments

- A. Review of Proposals, RFP 5-4158 - Construction Management Support Services for the State Route 91 Improvement Project Between La Palma Avenue and State Route 55
- B. Proposal Evaluation Criteria Matrix (Short-Listed) RFP 5-4158, Construction Management Support Services for the State Route 91 Improvement Project, Between La Palma Avenue and State Route 55
- C. Contract History for the Past Two Years, RFP 5-4158, Construction Management Support Services for the State Route 91 Improvement Project Between La Palma Avenue and State Route 55

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