



August 13, 2025

To: Finance and Administration Committee

From: Darrell E. Johnson, Chief Executive Officer 

Subject: Agreement for Oversight Services for the 405 Express Lanes Back-Office System/Customer Service Center Operations

Overview

The Orange County Transportation Authority requires toll consultant services to provide support and oversight services for the 405 Express Lanes back-office system/customer service center operations. Proposals were received in accordance with the Orange County Transportation Authority's procurement procedures for professional and technical services. Board of Directors' approval is requested to execute an agreement for these services.

Recommendations

- A. Approve the selection of HNTB Corporation as the firm to provide oversight services for the 405 Express Lanes back-office system/customer service center operations.
- B. Authorize the Chief Executive Officer to negotiate and execute Agreement No. C-53898 between the Orange County Transportation Authority and HNTB Corporation, in the amount of \$895,000, for a 15-month term, to provide oversight services for the 405 Express Lanes back-office system/customer service center operations.

Discussion

In December 2023, the 405 Express Lanes commenced operations. As the prime contractor to the Orange County Transportation Authority (OCTA), WSP USA, Inc. (WSP) is the provider of the customer service center (CSC) operations and Electronic Transaction Consultants (ETC), as subcontractor to WSP, is responsible for the design, development, and implementation of the back-office system (BOS) for the 405 Express Lanes. OCTA is seeking a tolling consultant to provide oversight services for the 405 Express Lanes BOS/CSC

operations through operational acceptance. Currently, tolling oversight consultant services for the BOS/CSC operations are provided by HNTB Corporation (HNTB) as subcontractor, through the program management consultant contract with Parsons Transportation Group, Inc. (Parsons), for the Interstate 405 (I-405) Improvement Project from State Route 73 to Interstate 605. The contract with Parsons will terminate once the I-405 Improvement Project achieves final acceptance, which is expected to occur before the end of the calendar year. Below are some of the main tasks to be assigned to the tolling oversight consultant.

- Support and oversight of ongoing production system and operations: The tolling consultant will support OCTA in various activities with the BOS and CSC operations, including the review of software updates and bug fixes, validation and audits of BOS and CSC key performance Indicators submissions, and coordination of activities and schedules between WSP, ETC, and the toll lane system integrator.
- Oversight of BOS/CSC Operations Design and Development: The tolling consultant will assist OCTA in overseeing new/enhanced BOS/CSC functionality design and deployment. This task entails review of documentation, including functional/system design documents, test plans, and standard operating procedures. In addition, the tolling consultant will participate in all design review meetings, workshops, system demonstrations, and testing walkthroughs.
- Facilitation and administration of project close-out: The tolling consultant will assist OCTA in facilitating the Operational Acceptance Testing (OAT), which is critical in the verification of system performance, reliability, and operational stability. As part of the effort, the tolling consultant will validate that all functionality has been delivered, oversee the development of the OAT test plan, validate system performance, and review all final as-builts and project documentation.

Procurement Approach

This procurement was handled in accordance with OCTA's Board of Directors (Board)-approved procedures for professional and technical services. Various factors are considered in an award for professional and technical services. Award is recommended to the firm offering the most comprehensive proposal considering factors such as qualifications of the firm, staffing and project

organization, prior experience with similar projects, technical expertise, approach to the work plan, as well as cost and price.

On March 4, 2025, Request for Proposals (RFP) 5-3898 was issued electronically on CAMM NET.

RFP 5-3898 was advertised in a newspaper of general circulation on March 4 and March 11, 2025. A pre-proposal conference was held on March 27, 2025, with two attendees representing two firms. One addendum was issued to make available the pre-proposal conference registration sheets and presentation, as well as to respond to questions received.

On April 14, 2025, three proposals were received. An evaluation committee comprised of staff from the Contracts Administration and Materials Management, Express Lanes Programs, Accounting and Financial Reporting, as well as Project Development departments, met to review the proposals. The proposals were evaluated based on the following criteria and weightings:

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| • Qualifications of the Firm | 25 percent |
| • Staffing and Project Organization | 30 percent |
| • Work Plan | 20 percent |
| • Cost and Price | 25 percent |

Several factors were considered in developing the evaluation criteria weightings. Qualifications of the firm was weighted at 25 percent to ensure the firms have prior experience and resources necessary to meet the requirements of the scope of work. Staffing and project organization was weighted highest at 30 percent as it is critical for the firm to have experienced and qualified staff. Work plan was weighted at 20 percent to allow firms to demonstrate their understanding and approach to completing the services as specified in the scope of work. Cost and price was weighted at 25 percent to ensure that OCTA receives competitive hourly rates.

The evaluation committee reviewed all proposals based on the evaluation criteria and short-listed the two most qualified firms listed below in alphabetical order:

Firm and Location

CMB Consulting, LLC (CMB)
Headquarters: Port Deposit, Maryland
Project Office: Port Deposit, Maryland

HNTB Corporation
Headquarters: Kansas City, Missouri
Project Office: Santa Ana, California

On April 29, 2025, the evaluation committee interviewed the short-listed firms. The interviews consisted of the firms' project managers and key team members responding to the evaluation committee's questions. Questions were asked relative to the firm's understanding of the scope of work, their approach to performing the services as outlined in the scope of work, and their approach to addressing potential challenges based on the firms' consulting experience on similar projects.

At the conclusion of the interviews, a request for a best and final offer (BAFO) was issued to the short-listed firms to seek additional clarifications and final pricing.

Based on evaluation of the written proposals, as well as information obtained from the interviews and BAFO, the evaluation committee recommends HNTB for consideration of the award. The following is a brief summary of the evaluation results.

Qualifications of the Firm

CMB, established in 2016 and based in Maryland, focuses on toll revenue collection systems and operations. The firm has a team of six employees dedicated to the project with experience in video billing and collections, interoperability, and both roadside and back-office tolling systems. CMB's customers include the Maryland Transportation Authority (MDTA), North Carolina Turnpike Authority (NCTA), and United Bridge Partners, providing toll system upgrades, CSC operations, and the development of new BOS. Positive references were received for the firm. Apollo Intelligent Transportation Solutions (Apollo), as subcontractor to CMB, was established in 2010 and is based in Virginia. Apollo has expertise in tolling BOS solutions, tolling interoperability, and toll collection systems. Having working knowledge with various BOS, Apollo has been working with CMB on the NCTA implementation project for the last five years. In addition, Apollo and CMB team members have been working together in many capacities for decades.

HNTB, established in 1914, has 6,900 employees, including over 480 staff across five Southern California offices. This local presence offers strong regional knowledge, responsiveness, and familiarity with California's tolling landscape. HNTB demonstrated extensive tolling experience, having delivered and

supported express lanes systems throughout California, including work with OCTA on both the 91 and 405 Express Lanes projects, as well as planning efforts for the 241–91 Express Connector. HNTB has previously performed work of a similar nature for tolling agencies within California, including the Bay Area Toll Authority (BATA), Los Angeles County Metropolitan Transportation Authority (LACMTA), OCTA, Riverside County Transportation Commission (RCTC), and the San Bernardino County Transportation Authority (SBCTA). This specific California experience is important as California has different statutory requirements that agencies must adhere to, for example, California Streets and Highways Code relating to privacy and personally identifiable information and the California Vehicle Code for toll violation enforcements. In addition, HNTB has worked with nearly all the nation's 40-plus tolling back-offices and customer service operations. The firm demonstrated a thorough understanding of OCTA's systems, business rules, and contract requirements. Every back-office system is unique and having a thorough understanding of the various components is critical toward the successful implementation and operations of the project. The proposal highlights six relevant project examples that align with the current scope of work, including experience in business operations, BOS, and CSC support. Positive references were received for the firm.

Staffing and Project Organization

CMB proposed a project team with relevant experience in the toll industry. The customer service consultant was the customer service manager at MDTA and lead the agency during their implementation of the BOS. The proposed project manager has 27 years of industry experience and has been with the firm for two years. The lead subconsultant has over 25 years of information technology systems implementation experience which includes systems implementation, operations and maintenance support, design and project management responsibilities, and implementation activities with tolling agencies. Unfortunately, the project manager demonstrated limited experience leading large-scale back-office tolling implementations within California. Additionally, aside from the project manager, the proposed project team members did not demonstrate direct experience with California tolling operations. The project team's responses during the interview were adequate and addressed the questions posed.

HNTB proposed a well-rounded team with extensive experience in tolling systems that reflect deep industry knowledge and expertise, local familiarity, and a strong track record in delivering similar projects. The proposed project team are subject matter experts who bring proven experience across key functional areas, including business operations, finance/accounting, CSC support, and

system integration, directly supporting California tolling agencies such as BATA, LACMTA, OCTA, RCTC, and SBCTA which aligns well with the project scope. The project team was instrumental in assisting OCTA and RCTC to achieve go-live status of the 91 Express Lanes BOS and CSC operations in March 2022. In addition, the project team performed extensive work with LACMTA and was instrumental to the successful delivery of their express lanes facilities, which have similar aspects to the 405 Express Lanes. The proposed project manager, who has been with the firm for 19 years, has over 34 years of relevant industry experience, which includes 20 years of California tolling experience. Notably, this individual, as project manager, has supported OCTA's 405 Express Lanes and 91 Express Lanes operations. The remaining members of the project team have an average of 25 years of professional experience. During the interview process, the team demonstrated a comprehensive understanding of the project scope and provided clear, informed responses, highlighting their extensive expertise and preparedness to successfully perform the required services.

Work Plan

CMB's proposed work plan presented a general, sequential approach to the scope of work, including quality control measures and identifying anticipated issues along with proposed resolutions. The plan included provisions for technical oversight and outlined stakeholder involvement through regular meetings and documentation practices. While the work plan identified key activities related to the review and comment process for deliverables, it was largely high level and lacked detail in several critical areas. Notably, it did not sufficiently address oversight of back-office and CSC operations, nor did it include a clear strategy for managing the OAT process, a vital element of system acceptance. Additionally, the tasks are presented using a uniform management approach, with limited customizing to reflect the specific complexity or requirements of individual tasks.

HNTB's work plan demonstrated a comprehensive understanding of OCTA's 405 Express Lanes program, its objectives, and key stakeholders from their experience supporting OCTA on the 91 Express Lanes. The proposed work plan presented a well-organized, task-by-task approach aligned with the scope of work. It included clearly defined responsibilities for each activity, robust quality control measures, and oversight provisions for both the production and development phases of the BOS and CSC operations. In addition, the plan incorporates budget and schedule control strategies, proactively identifies potential risks, and outlines appropriate mitigation efforts. The methodology reflects a deep understanding of system validation, stakeholder coordination,

and the critical milestones necessary for successful project closeout and operational stabilization. During the interview, HNTB presented a clear, comprehensive, and well-organized responses that demonstrated the firm's preparedness to effectively support OCTA's project delivery efforts.

Cost and Price

Pricing scores were based on a formula which assigned the highest score to the firm with the lowest total weighted average hourly rate and scored the other proposals' total weighted average hourly rate on their relation to the lowest total weighted average hourly rate. CMB proposed lower hourly rates and therefore received the highest score. HNTB's proposed weighted average hourly rates were higher, however they are comparable to the OCTA project manager's independent cost estimate. Therefore, HNTB's proposed pricing is deemed fair and reasonable.

Procurement Summary

Based on the evaluation of the written proposals, the firms' qualifications, the information obtained during the interviews and the BAFO, the evaluation committee recommends the selection of HNTB as the top-ranked firm to provide oversight services for the 405 Express Lanes BOS/CSC operations. The firm demonstrated a thorough understanding of OCTA's requirements and submitted a comprehensive proposal that is responsive to all the requirements of the RFP.

Fiscal Impact

This project is included in OCTA's Fiscal Year 2025-26 Budget, 405 Express Lanes, Account No. 0037-7519-A9510-CH2, and additional funding will be available for the following year. This is funded with toll revenues.

Summary

Staff recommends the Board of Directors authorize the Chief Executive Officer to negotiate and execute Agreement No. C-5-3898 between the Orange County Transportation Authority and HNTB Corporation, in the amount of \$895,000, for a 15-month term, to provide oversight services for the 405 Express Lanes back-office system/customer service center operations.

Attachments

- A. Review of Proposals, RFP 5-3898, Oversight Services for the 405 Express Lanes Back Office System/Customer Service Center Operations
- B. Proposal Evaluation Criteria Matrix (Short-Listed Firms), RFP 5-3898 Oversight Services for the 405 Express Lanes Back Office System/Customer Service Center Operations
- C. Contract History for the Past Two Years RFP 5-3898, Oversight Services for the 405 Express Lanes Back-Office System/Customer Service Center Operations

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