

**Board Report**

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**File #:** 2015-0690, **File Type:** Contract

**Agenda Number:** 25.

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**AD-HOC CONGESTION REDUCTION COMMITTEE  
JUNE 17, 2015**

**SUBJECT: METRO EXPRESSLANES PROGRAM MANAGEMENT SUPPORT**

**ACTION: APPROVE RECOMMENDATION**

**RECOMMENDATION**

APPROVED awarding and executing a Firm Fixed Labor-Hour Contract No. AE275020011497 to Parsons Brinckerhoff (PB) for a three-year period for **ExpressLanes Program Management Support Services** for a total contract value not-to-exceed \$7,700,000.

**ISSUE**

The Metro Board has directed staff to begin the planning process to convert the I-105 High Occupancy Vehicle (HOV) Lanes to High Occupancy Toll (HOT) Lanes, and extend the I-110 ExpressLanes south to the I-405/LAX, through to the development of a Project Study Report/Project Development Support (PSR/PDS) and Project Approval/Environmental Document (PA/ED) for each corridor.

To complete the planning efforts required for the I-105 conversion and the I-110 South extension, staff requires professional services to support or lead the phases of ExpressLanes project planning and development. In addition to the PSR/PDS and PA/ED, other supportive analyses and activities will need to be completed including traffic and revenue studies, concept of operations reports, environmental justice assessments, public outreach, and market research.

The preparation of these additional studies and reports requires diverse specialized technical expertise and knowledge rendering the program manager approach the most efficient and effective path forward. The Metro ExpressLanes Program Management Support Services contract will provide the necessary resources to complete a potentially large and varied number of tasks and enable staff to quickly respond to Metro's needs and Board direction.

**DISCUSSION**

Due to the success of the I-10 and I-110 ExpressLanes, the Metro Board has directed staff to begin studying potential new ExpressLanes corridors in Los Angeles County. At its July 2014 meeting, the Metro Board directed staff to begin the development of a:

1. PA/ED study for conversion of I-105 HOV Lanes to HOT lanes between the I-605 to the I-405/LAX segment;

2. PA/ED study to expand the I-110 ExpressLanes south to the I-405/I-110 interchange.

Caltrans is currently in the process of preparing the PSR/PDS for the I-105 between I-605 and LAX. It is anticipated that Caltrans will lead the preparation of the I-105 PA/ED and Metro will provide support to Caltrans through the Program Management Support Services contract. In addition, Metro expects to utilize the Program Management Support Services contract to assist staff in preparing the I-110 extension PSR/PDS and PA/ED.

In addition to assisting with the preparation of the PSR/PDS and PA/ED on the I-105 and I-110 corridors, the Program Management Support Services contract will be utilized to prepare other supporting studies that are needed before any new ExpressLanes can be implemented. These studies include concept of operations reports, which analyze facility design, infrastructure to be installed and business rules that would be implemented for toll collection; traffic and revenue studies, which analyze the potential traffic volumes on the new facility and the potential revenue generated; and environmental justice analyses to determine the potential impact of a new ExpressLanes facility on lower income communities in the area. Furthermore, public education, stakeholder/community outreach, and market research will be needed to gather public input to better inform the implementation of any ExpressLanes project. Metro expects that the majority of the Program Management Support Services contract will be used to support the study of potential ExpressLanes on the I-105 and I-110 corridors. Tasks related to tolling operations, maintenance, and construction are not included in this procurement.

Staff estimates the cost of preparing the I-110 PSR and PA/ED, assisting Caltrans on the I-105 PA/ED, preparing supporting studies, and public outreach for the PA/ED will be \$7,700,000. This amount does not include preparation of financial plans, grant documentation, economic analyses, traffic operations analyses, or planning for any other potential ExpressLanes projects. Should the Board request staff to prepare planning studies or supporting work for other ExpressLanes corridors, staff will need to return to the Board to request additional funding.

### **DETERMINATION OF SAFETY IMPACT**

The Board action will not have an impact on the safety of Metro's patrons or employees.

### **FINANCIAL IMPACT**

Funding for this contract will come from a combination of toll revenues and Proposition C funds. The funds required for FY16 are included in the FY 16 budget in Cost Center 2220, project number 307001, task 01.01. The FY16 budget currently includes \$2 million for this contract.

Since this is a multi-year contract, the cost center manager and Executive Officer of Congestion Reduction will be responsible for budgeting the cost in future years.

### **ALTERNATIVES CONSIDERED**

Two alternatives were considered:

1. Utilizing current Metro staff to perform the work. This alternative is not recommended because

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existing staff does not have the required expertise or the time available that would be required to perform the work.

2. Hiring of full-time personnel. This alternative is not recommended as an on-call contract is better suited to meet temporary staffing requirements for the specialized work required, and to cover temporary peaks in workload.

### **NEXT STEPS**


Upon Board approval, staff will execute the contract to commence work.

### **ATTACHMENTS**

Attachment A - Procurement Summary

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Ivan Page, Interim Executive Director, Vendor/Contract Management (213) 922-6383



Phillip A. Washington  
Chief Executive Officer

**PROCUREMENT SUMMARY**

**METRO EXPRESSLANES PROGRAM MANAGEMENT SUPPORT**

1.	<b>Contract Number:</b> AE275020011497	
2.	<b>Recommended Vendor:</b> Parsons Brinckerhoff, Inc.	
3.	<b>Type of Procurement (check one):</b> <input type="checkbox"/> IFB <input type="checkbox"/> RFP <input checked="" type="checkbox"/> RFP-A&E <input type="checkbox"/> Non-Competitive <input type="checkbox"/> Modification <input type="checkbox"/> Task Order	
4.	<b>Procurement Dates:</b>	
	<b>A. Issued:</b> February 13, 2015	
	<b>B. Advertised/Publicized:</b> February 13, 2015	
	<b>C. Pre-proposal/Pre-Bid Conference:</b> February 26, 2015	
	<b>D. Proposals/Bids Due:</b> March 13, 2015	
	<b>E. Pre-Qualification Completed:</b> May 15, 2015	
	<b>F. Conflict of Interest Form Submitted to Ethics:</b> April 7, 2015	
	<b>G. Protest Period End Date:</b> June 23, 2015	
5.	<b>Solicitations Picked up/Downloaded:</b>  138	<b>Bids/Proposals Received:</b>  1
6.	<b>Contract Administrator:</b> Aielyn Dumaua	<b>Telephone Number:</b> 213-922-7320
7.	<b>Project Manager:</b> Philbert Wong	<b>Telephone Number:</b> 213-922-2642

**A. Procurement Background**

This Board Action is to approve Contract No. AE275020011497 to provide program management support for the development of the Los Angeles County ExpressLanes network, including the preparation of planning, engineering and market research studies and reports per Metro Board direction. Potential tasks under this contract are classified into three categories:

- A. Project initiation, planning and preliminary engineering;
- B. Project and program management oversight; and
- C. Public education, community relations, and market research.

Tasks related to tolling operations, maintenance, and construction are not included in this scope of work.

This is an Architect and Engineer (A&E) qualifications based procurement. Price cannot be used as an evaluation factor pursuant to state and federal law. Small Business Enterprise preference is not applicable to A&E procurements.

The Request for Proposal (RFP) was issued as a standard A&E competitive procurement in accordance with Metro's Acquisition Policy and Procedure Manual and the contract type is Firm Fixed Labor-Hour. This solicitation is exempt from the Small Business Set-Aside Program guidelines; therefore, the contract may be awarded to a non-SBE firm.

Two amendments were issued during the solicitation phase of this RFP:

- Amendment No. 1, issued on February 17, 2015, clarified the schedule of the Pre-proposal Conference.
- Amendment No. 2, issued on March 3, 2015, provided changes to the submittal requirements for key personnel, provided electronic copies of the Plan-Holders' List and sign-in sheets for the pre-proposal conference, and provided responses to proposer questions.

The RFP was included in Metro's website listing for Future Contract Opportunities for the months of January and February, 2015 prior to RFP issue date. The RFP was released on February 13, 2015, as a full and open public competition for Architectural & Engineering (A&E) services. The solicitation was available for download from Metro's website. Advertisements were placed in four leading publications within Los Angeles County (Los Angeles Daily News, L.A. Watts Times, La Opinion and Asian Week) and in two popular tolling websites (tollroadsnews.com and ibtta.org) to notify potential proposers of this solicitation. Further, Metro notified potential prime contractors identified by the Project Office and other potential proposers from Metro's vendor database based on applicable North American Industry Classification System (NAICS) codes.

A pre-proposal conference was held on February 26, 2015, and attended by 31 participants representing 26 firms.

The solicitation period was for 31 days. One hundred thirty-eight firms downloaded the RFP and were included on Metro's planholders' list. Four questions were received regarding the solicitation and responses were released prior to the proposal due date. Firms did not request for any extension of the proposal due date. One proposal was received on March 13, 2015.

Since only one proposal was received, Metro staff canvassed the potential proposers to determine why there were no other proposers. The following is a summary of the market survey:

1. Potential proposer has experience nationally on the operations and maintenance of the express lanes. However, this is not the business strategy of its local office.
2. Potential proposer has sufficient resources to prime the project but it could not identify a local based Project Manager with sufficient availability to manage the project. Timeframe provided to submit a proposal is sufficient.
3. Potential proposer does not want to be conflicted in pursuing future express lanes/toll road implementation projects.
4. Potential proposer was looking for subcontracting opportunities only but could not find a prime contractor that would be willing to team up.
5. Potential proposer was not properly positioned to pursue this project.

6. Potential proposer does not have the technical capabilities to pursue this project as a prime contractor.
7. Potential proposer indicated that timeframe given to submit a proposal was insufficient. Further, the statement of work seemed specially focused on express lane experience, which the firm does not have qualifications for such a narrow focus.

Metro staff determined that the solicitation was not restrictive and, based on the market survey, the decisions not to propose were based on individual business considerations. All but one of the firms surveyed indicated that sufficient time was made available for firms to respond. Adequate competition existed as the solicitation was performed in an environment where all proposers believed that competition was available. Therefore, this solicitation can be awarded as a competitive award.

## **B. Evaluation of Proposals/Bids**

A Proposal Evaluation Team (PET) consisting of staff from Congestion Reduction and California Department of Transportation (Caltrans) was convened and conducted a comprehensive technical evaluation of the proposal received.

The proposal was evaluated based on the following evaluation criteria and weights:

- Experience and Capabilities of the Firms on the Contractor's Team 40%
- Management Plan and Controls 30%
- Degree of Skills and Experience of Personnel on the Team 30%

The evaluation criteria are appropriate and consistent with criteria developed for similar procurements for on-call express lanes program management support. Several factors were considered when developing these weights, giving the greatest importance to the experience and capabilities of the firms on the contractor's team. The PET evaluated the proposal according to the pre-established evaluation criteria and reasonableness of the technical proposal.

Parsons Brinckerhoff, Inc. (PB) was the only proposer that responded to this solicitation. Between April 2 and April 9, 2015, PB's proposal was distributed to the PET. From April 10 to April 24, 2015, the PET scored the proposal received. On April 27, 2015, an oral presentation was held. PB's project manager and key team members had an opportunity to present each team member's qualifications and respond to the evaluation committee's questions. In general, PB's presentation addressed the requirements of the RFP, experience with all aspects of the required tasks, and stressed the team members' commitment to the success of the project. Based on a thorough evaluation of the proposal, the PET determined PB to be technically qualified to perform the work.

### **Qualifications Summary of Recommended Firm:**

#### **Parsons Brinckerhoff, Inc.**

The recommended firm, PB, has been in business for 81 years. PB has a history of managed lanes experience in the region and across the state. PB has provided advisory services to Metro on planning, developing, implementing and monitoring the

performance of the managed lanes network in Los Angeles County for almost 20 years. It provides program management expertise, lessons learned and best practices gained from its various roles on multiple express lane projects.

The PB team has a readily accessible pool of personnel resources that have expertise in a variety of disciplines covering the full the range of services necessary for the implementation of additional ExpressLanes projects in the Los Angeles County. PB's strengths were in their depth of expertise and experience in delivering express lanes projects, proposed management plan, strong key personnel, project delivery techniques, and clear understanding of the scope of work.

PB's performance on Metro projects has been satisfactory.

The following is a summary of the PET scores:

<b>1</b>	<b>FIRM</b>	<b>Average Score</b>	<b>Factor Weight</b>	<b>Weighted Average Score</b>	<b>Rank</b>
<b>2</b>	<b>Parsons Brinckerhoff, Inc.</b>				
<b>3</b>	Experience and Capabilities of the Firms on the Contractor's Team	85.98	40.00%	34.39	
<b>4</b>	Management and Controls	84.00	30.00%	25.20	
<b>5</b>	Degree of Skills and Experience of Personnel on the Team	88.89	30.00%	26.67	
<b>6</b>	<b>Total</b>		<b>100.00%</b>	<b>86.26</b>	<b>1</b>

### **C. Cost/Price Analysis**

The final firm fixed negotiated fully burdened rates will comply with all requirements of the Metro Acquisition Policy and Procedures Manual, including MASD audit, fact-finding, clarifications, negotiations, and cost analysis to determine a fair and reasonable price before contract execution.

Work for this contract will be authorized through the issuance of task orders. Metro will issue a solicitation request inclusive of a Statement of Work. Upon receipt of an acceptable response and upon completion of applicable negotiation, Metro will issue a task order accordingly.

### **D. Background on Recommended Contractor**

PB is a leading engineering professional services consulting firms worldwide. PB is headquartered in New York, NY. PB's expertise ranges from environmental remediation to urban planning, from engineering iconic buildings to designing sustainable transport networks and from developing the energy sources of the future to enabling new ways of extracting essential resources.

The PB Team has played major roles in the planning of Southern California's commuter and transit systems, freeways, High Occupancy Vehicle (HOV) lanes and ExpressLanes. The PB Team is composed of 23 subcontractors, 15 of which are Metro SBE certified firms. The proposed team has expertise in key areas such as traffic and revenue forecasting, concept of operations development, highway



engineering, environmental resources, and market research/public outreach. The team has a successful history working together on various express lanes projects in different capacities.

The Project Manager (PM) has 14 years of experience working with Southern California stakeholders to successfully implement managed lanes in the region. PM previously led the Congestion Reduction Demonstration Program for Los Angeles County that established the Concept of Operations, preliminary design and project deliver mechanism for implementing express lanes on I-10 and I-110, served as strategic advisor during the design, construction and testing of facilities, and led performance evaluation efforts during the initial operation of the facilities.

**E. Small Business Participation**

The Diversity and Economic Opportunity Department (DEOD) established a 25% Small Business Enterprise (SBE) goal for this task order contract. SBE attainment is based on the aggregate value of all task orders issued. Parsons Brinckerhoff listed 15 SBE subcontractors and made an overall goal commitment of 25% SBE.

<b>Small Business Enterprise Goal</b>	<b>25% SBE</b>	<b>Small Business Enterprise Commitment</b>	<b>25% DBE</b>
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	<b>SBE Subcontractors</b>	<b>% SBE Committed</b>
1.	AFSHA Consulting, Inc.	TBD
2.	Arellano Associates, LLC	TBD
3.	Diaz Yourman & Associates	TBD
4.	Epic Land solutions	TBD
	<b>SBE Subcontractors</b>	<b>% SBE Committed</b>
5.	FPL and Associates, Inc.	TBD
6.	Galvin Preservation (GPA)	TBD
7.	Intueor Consulting	TBD
8.	Kal Krishnan Consulting	TBD
9.	Noble Insight, Inc.	TBD
10.	Redhill Group, Inc	TBD
11.	System Metrics Group, Inc.	TBD
12.	Terry Hayes & Associates	TBD
13.	VCS Environmental	TBD
14.	Value Management Strategies, Inc.	TBD
15.	WKE, Inc.	TBD
	<b>Total SBE Commitment</b>	<b>25%</b>

**F. Living Wage and Service Contract Worker Retention Policy Applicability**

The Living Wage and Service Contract Worker Retention Policy is not applicable to this contract.

**G. All Subcontractors Included with Recommended Contractor’s Proposal**

	<b>Subcontractor</b>	<b>Services Provided</b>
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1.	HNTB Corporation	Tolling/Engineering
2.	AFSHA Consulting, Inc.	Modeling Support
3.	Arellano Associates, LLC	Outreach
4.	Argabright Consulting, LLC	Procurement Specifications
5.	Chuck Fuhs, LLC	Managed Lanes Operations
6.	Diaz Yourman & Associates	Geotechnical
7.	ECONorthwest	Traffic and Revenue Forecasting
8.	Epic Land Solutions, Inc.	Right-of-way
9.	FAST – Fixing Angelenos Stuck in Traffic	Outreach
10.	FPL and Associates, Inc.	Traffic Engineering
11.	GPA Consulting	Environmental
12.	Intueor Consulting, Inc.	Operational Analysis
13.	Iteris, Inc.	Analytics/Performance
14.	Kal Krishnan Consulting Services, Inc.	Document Control
15.	Nobel Insight, Inc.	Outreach
16.	PRR, Inc.	Outreach
17.	Redhill Group, Inc.	Market Research
18.	System Metrics Group, Inc.	Operational Analysis
19.	Terry Hayes & Associates, Inc.	Environmental
20.	Transportation Solutions	Governance
	<b>Subcontractor</b>	<b>Services Provided</b>
21.	VCS Environmental	Environmental
22.	VCM Management Strategies, Inc.	Value Engineering
23.	WKE, Inc.	Civil/Structural Engineering