Los Angeles County
Metropolitan Transportation
Authority
One Gateway Plaza
3rd Floor Board Room
Los Angeles, CA

File #: 2017-0492, **File Type:** Contract **Agenda Number:** 10.

PLANNING AND PROGRAMMING COMMITTEE
NOVEMBER 15, 2017

SUBJECT: LOS ANGELES UNION STATION FORECOURT AND ESPLANADE IMPROVEMENTS

ACTION: APPROVE RECOMMENDATION TO AWARD ARCHITECTURAL AND ENGINEERING SERVICES CONTRACT

RECOMMENDATION

AUTHORIZE the Chief Executive Officer to award and execute a 63-month firm fixed price Contract No. AE39616001 with Gruen Associates in the amount of $2,910,657 for architectural and engineering services to design the Los Angeles Union Station Forecourt and Esplanade Improvements Project and provide design support during construction, subject to resolution of protest (s), if any.

ISSUE

The Los Angeles Union Station (LAUS) Forecourt and Esplanade Improvements (Project) were identified in the Union Station Master Plan Implementation Program presented to the Metro Board in October 2014. The Project will reconfigure the public right-of-way and LAUS forecourt to expand pedestrian and bike facilities on Alameda and Los Angeles Street and create a civic plaza in front of the station (Attachment C, Project Map). Staff has secured over $18M in grant and matching funds to design and implement most of the Project improvements, and the Project Environmental Impact report is currently in public circulation. The recommended actions will award the design and engineering contract.

DISCUSSION

Project History and Funding
Between 2012 and 2014, Metro led the Union Station Master Plan (USMP) and the Connect US Action Plan planning efforts. Both efforts involved robust stakeholder engagement and resulted in the identification of the Project improvements. The Project was part of the USMP Initial Implementation Plan presented to the Metro Board in October 2014, and since that time, staff has secured three grants that fund the following project components:

- Proposition A - $1M (secured in 2014): Grant secured from the Los Angeles County Regional Park and Open Space District for design and construction of improvements in Father Serra

Park and connections from the park to LAUS and El Pueblo de Los Angeles Historic and Cultural Monument. The scope of the Father Serra Park improvements will be informed by stakeholder engagement that will commence in early 2018. The Father Serra Park improvements will be environmentally cleared by the City of Los Angeles but will be designed and constructed concurrently with the Forecourt and Esplanade Improvements as part of the subject Contract.

- Active Transportation Program (ATP) Cycle 2 - $12.3M (secured in 2016): Design and construction of the Alameda Esplanade includes reconfiguration of Alameda Street, between Arcadia Street and Cesar E. Chavez Avenue, by narrowing the roadway and widening pedestrian and bicyclist facilities on the east side of Alameda Street and pedestrian facilities on the west side of Alameda Street.
- ATP Cycle 3 - $3.2M (secured in 2017): Design and construction of the Los Angeles Crossing which includes a consolidated, raised crossing at the Alameda/Los Angeles Street intersection and closure of the northern Los Angeles Street travel lane and the northern LAUS driveway.

These funds are matched by approximately $2.4M in Metro funds (for design and construction) approved by the Board of Directors. Staff must initiate design services and secure construction level documents for the proposed projects by summer 2019 to comply with grant requirements and timelines.

The Project components include:

- Alameda Esplanade: Roadway configuration between Arcadia Street and Cesar E. Chavez Avenue to widen pedestrian and bicyclist facilities.
- Los Angeles Crossing: Consolidated raised intersectional crossing at Alameda and Los Angeles Street, closure of the northern Los Angeles Street travel lane and closure of the northern LAUS driveway.
- LAUS Forecourt: Repurposing the existing surface parking lot as a new civic plaza with sustainable features. (Construction of this improvement will be a Future Project Component.)
- Arcadia Street: Repurposing the easternmost travel lane as a dedicated El Pueblo tour bus parking zone.
- Father Serra Park: Improvements to Father Serra Park that will be informed by stakeholder engagement, including the El Pueblo Commission. Design and construction costs associated with Father Serra Park shall not exceed the Proposition A grant allocation.

Environmental Clearance
Metro initiated environmental clearance under the California Environmental Quality Act (CEQA), held a scoping meeting on the Project in January 2017, released the Draft Environmental Impact Report (Draft EIR) for public review and comment on August 11, 2017, and anticipates bringing, for Board consideration, the Final EIR in early 2018. The City of Los Angeles (El Pueblo) will be securing the environmental clearance for the Father Serra Park improvements. As the ATP grant includes federal funding, National Environmental Policy Act (NEPA) clearance will also be secured for the Project. Caltrans is the lead agency under NEPA.

The Project requires Caltrans concurrence as a portion is funded by the Federal Highway

Administration (FHWA). Prior to contract execution, Caltrans Audits and Investigations (A&I) unit will have to review the contract and supporting documentation. Upon compliance of all requirements, A&I will issue a Conformance letter authorizing Metro to proceed.

DETERMINATION OF SAFETY IMPACT

Alameda Street, within the project boundaries, is identified in the Vision Zero High Injury Network (HIN), which are streets that have a higher incidence of severe and fatal collisions. According to the City of Los Angeles Vision Zero site*, The HIN is comprised of 386 corridors that represent 6% of Los Angeles' street miles. Sixty-five percent of all deaths and severe injuries involving people walking and biking occur on these 6% of streets*. Between 2012 and 2016, there were two fatalities at the intersection of Alameda Street and Los Angeles.

Award of the Contact, and the resulting design and project implementation, will greatly improve customer and employee safety while travelling to and from Los Angeles Union Station. The proposed improvements will reduce pedestrian crossing distances on Alameda Street and Los Angeles Street, slow vehicular speed, and provide visual cues to motorists through the widened sidewalks and expanded and raised crossing.

FINANCIAL IMPACT

The FY18 budget includes $600,000 for the Project in Cost Center 4530 (Strategic Initiatives), Project 405557 (Union Station Master Plan). Since this is a multiyear contract, the cost center manager and Chief Planning Officer will be responsible for budgeting funds in future years.

Impact to Budget

The source of funds for the design contract are grant funds (Proposition A, grant secured from the Los Angeles County Regional Park and Open Space District, and State ATP) and Metro Right-of-Way Lease Revenues used for the local match (Attachment D). The local match funds are eligible for Metro bus and rail operating and capital expenditures.

ALTERNATIVES CONSIDERED

The Board could postpone awarding the Contract. This is not recommended as the ATP program has strict timelines that call for the Project to request construction allocation by summer 2019. Design must be initiated, collaboration with the City of Los Angeles must be re-initiated, and stakeholders must be engaged in advancing concept plans to construction-ready documents and specifications. Delaying contract award would delay project implementation and potentially jeopardize grant funding.

NEXT STEPS

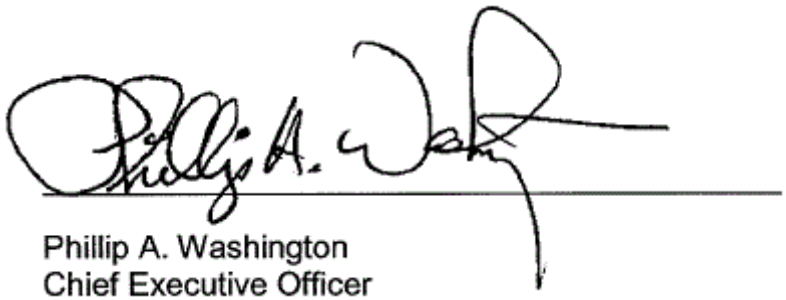
Upon Board approval, staff will execute Contract No. AE39616001 with Gruen Associates to initiate the design work.

ATTACHMENTS

Attachment A - Procurement Summary
Attachment B - DEOD Summary
Attachment C - Project Map
Attachment D - Funding Table

Prepared by: Elizabeth Carvajal, Senior Manager, Countywide Planning & Development, (213) 922-3084
Jenna Hornstock, EO, Transit Oriented Communities, (213) 922-7437
Calvin Hollis, SEO, Countywide Planning & Development, (213) 922-7319

Reviewed by: Therese W. McMillan, Chief Planning Officer, (213) 922-7077
Debra Avila, Chief Vendor/Contract Management Officer, (213) 418-3051



Phillip A. Washington
Chief Executive Officer

PROCUREMENT SUMMARY

LOS ANGELES UNION STATION FORECOURT AND ESPLANADE IMPROVEMENTS/AE39616001

1.	**Contract Number**: AE39616001	
2.	**Recommended Vendor**: Gruen Associates	
3.	**Type of Procurement (check one):** ☐ **IFB** ☐ **RFP** ☒ **RFP–A&E** ☐ **Non-Competitive** ☐ **Modification** ☐ **Task Order**	
4.	**Procurement Dates**:	
	A. Issued: March 21, 2017	
	B. Advertised/Publicized: March 20, 2017	
	C. Pre-Proposal Conference: March 29, 2017	
	D. Proposals Due: May 5, 2017	
	E. Pre-Qualification Completed: August 15, 2017	
	F. Conflict of Interest Form Submitted to Ethics: May 25, 2017	
	G. Protest Period End Date: November 17, 2017	
5.	**Solicitations Picked up/Downloaded**: 70	**Proposals Received**: 3
6.	**Contract Administrator**: Lily Lopez	**Telephone Number**: (213) 922-4639
7.	**Project Manager**: Elizabeth Carvajal	**Telephone Number**: (213) 922-3084

A. Procurement Background

This Board Action is to approve Contract No. AE39616001 issued to provide Architectural and Engineering (A&E) services in support of the Los Angeles Union Station (LAUS) Forecourt and Esplanade Improvements Project. The selected firm will assist Metro in transforming the passenger experience for those travelling to and from LAUS as pedestrians and bicyclists in order to re-establish the connection between LAUS and the surrounding communities. Board approval of contract awards are subject to resolution of any properly submitted protest.

The Request for Proposals (RFP) was issued in accordance with Metro's Acquisition Policy and the contract type is firm fixed price. The RFP was issued with a DBE goal of 12%.

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

- Amendment No. 1, issued on March 23, 2017, provided revised documents related to the DBE program;
- Amendment No. 2, issued on March 25, 2017, provided Caltrans Forms.

A pre-proposal conference was held on March 29, 2017, attended by 20 participants representing 18 firms. There were 35 questions asked and responses were released prior to the proposal due date.

A total of 70 firms downloaded the RFP and were included in the plan holders list. A total of three proposals were received on May 5, 2017 from the following firms:

1. Gruen Associates (Gruen)
2. RNL Interplan, Inc. (RNL)
3. SWA Group, Inc. (SWA)

B. Evaluation of Proposals

A Proposal Evaluation Team (PET) consisting of staff from Metro's Countywide Planning and Facilities Engineering was convened and conducted a comprehensive technical evaluation of the proposals received.

The proposals were evaluated based on the following evaluation criteria and weights:

- Skills and Experience of Team 45%
- Effectiveness of Management Plan and Quality 25%
- Understanding of Work and Appropriateness of Approach for Implementation 25%
- Innovation and Creativity 5%

Several factors were considered when developing these weights, giving the greatest importance to the skill and experience of the team. The PET evaluated the proposals according to the pre-established evaluation criteria.

This is an A&E, qualifications based procurement; therefore, price cannot be used as an evaluation factor pursuant to state and federal law.

During the week of May 29, 2017, the PET completed its independent evaluation of the three proposals received and determined all three firms to be qualified to provide the services required.

After evaluations of the written proposals, the PET determined that oral presentations by the three firms were required. During the week of June 5, 2017, the firms were scheduled for oral presentations. The firms' project managers and key team members had an opportunity to present each team's qualifications and respond to the PET's questions. In general, each team addressed the requirements of the RFP, experience with all aspects of the required scope, and stressed each firm's commitment to the success of the project. Each team was asked questions relative to each firm's proposed staffing plans, perceived project issues, implementation of similar projects and previous experience.

The final scoring, after the oral presentations, determined Gruen to be the highest technically qualified firm.

Qualifications Summary of Recommended Firm:

Gruen is a Los Angeles-based architecture planning, urban design and landscape architecture firm with experience in designing facilities in Los Angeles and will be the prime contractor for the project, in collaboration with multiple experienced subcontractor firms. The firm will also provide technical expertise, integrate landscape/streetscape design, provide landscape architecture and urban design for Alameda Street, Los Angeles Street and Arcadia Street and will be the Architect of Record. Subcontractor Mia Lehrer will provide landscape services for the Forecourt and Father Serra Park. Subcontractor Grimshaw will provide design continuity with LAUS and design the pavilion structure. Additionally, the team will consist of other expertise from Psomas, Fehr & Peers, Diaz Yourman & Associates, VCA Engineers, The Robert Group and nine other subcontractors.

Gruen demonstrated a strong understanding of the project area, therefore, resulting in a seamless interconnection to the project by the team as one entity, while maintaining its ability to meet schedule by leveraging its experience in building interagency consensus with multiple stakeholders, such as City of Los Angeles, El Pueblo de Los Angeles, Caltrans and the community. The composition of the team has robust experience working in the area and its established relationships enable streamlining of critical functions such as the permitting process.

Gruen's key active transportation and transit related projects of similar scale, complexity and interagency coordination, include the Union Station Master Plan, Connect US Action Plan, Airport Connector, Mid-City/Exposition Light Rail Transit Line, Rosemead Boulevard Safety Enhancements and Beautification, LA River Valley Bikeway and Greenway Design and Completion Project.

Following is a summary of the PET scores:

1	Firm	Average Score	Factor Weight	Weighted Average Score	Rank
2	**Gruen**				
3	Skills and Experience of Team	86.67	45.00%	39.00	
4	Effectiveness of Management Plan and Quality	90.00	25.00%	22.50	
5	Understanding of Work and Appropriateness of Approach for Implementation	89.32	25.00%	22.33	
6	Innovation and Creativity	90.00	5.00%	4.50	
7	**Total**		**100.00%**	**88.33**	**1**
8	**SWA**				
9	Skills and Experience of Team	83.89	45.00%	37.75	

10	Effectiveness of Management Plan and Quality	81.16	25.00%	20.29	
11	Understanding of Work and Appropriateness of Approach for Implementation	76.00	25.00%	19.00	
12	Innovation and Creativity	70.00	5.00%	3.50	
13	**Total**		**100.00%**	**80.54**	**2**
14	**RNL**				
15	Skills and Experience of Team	76.67	45.00%	34.50	
16	Effectiveness of Management Plan and Quality	73.32	25.00%	18.33	
17	Understanding of Work and Appropriateness of Approach for Implementation	72.68	25.00%	18.17	
18	Innovation and Creativity	63.40	5.00%	3.17	
19	**Total**		**100.00%**	**74.17**	**3**

C. Cost Analysis

The recommended price of $2,910,657 has been determined to be fair and reasonable based upon Metro's Management and Audit Services Department (MASD) audit findings, an independent cost estimate (ICE), the Project Manager's technical analysis, a cost analysis, fact finding, and negotiations.

Proposer Name	Proposal Amount	Metro ICE	Negotiated
Gruen	$3,452,584	$1,350,468	$2,910,657

The ICE did not adequately estimate the actual level of effort that this project would require. The enhanced focused internal and interagency coordination with organizations such as Caltrans, El Pueblo de Los Angeles and various departments within the City of Los Angeles, including the Bureau of Engineering and the Department of Water and Power, require a much greater level of effort and resources to build consensus for design concepts and maintenance discussions. Additionally, the ICE underestimated overhead costs and support services, such as translation services, permitting, plan check, and final approvals.

The procurement has experienced some delays as a result of Caltrans audit requirements. In accordance with Caltrans Local Assistance Procedures Manual, Metro is required to submit cost factor information to Caltrans from Gruen for review and approval. Metro has worked closely with Caltrans and Gruen to fulfil these audit requirements.

D. Background on Recommended Contractor

The recommended firm, Gruen, headquartered in Los Angeles, has been in business since 1946 and is an architecture planning, urban design and landscape

architecture firm. Gruen and its team of experienced and qualified consultants have expertise in various fields, such as landscape architecture, design architect, civil engineering, utilities and survey and community outreach. The proposed team is comprised of staff from Gruen and 16 subcontractors, of which six are Metro certified DBEs.

DEOD SUMMARY

LOS ANGELES UNION STATION FORECOURT AND ESPLANADE IMPROVEMENTS/AE39616001

A. Small Business Participation

This project is funded, in whole or in part, with Federal Highway funds and falls under the Caltrans Disadvantaged Business Enterprise (DBE) program. The Diversity and Economic Opportunity Department (DEOD) established a 12% DBE goal for this solicitation. The goal was required to be reviewed and approved by Caltrans' Local Assistance Officer, prior to solicitation advertisement. Gruen Associates exceeded the goal by making a 29.62% DBE commitment.

Small Business Goal	12% DBE	Small Business Commitment	29.62% DBE

	DBE Subcontractors	Ethnicity	% Commitment
1.	MLA Green, Inc. dba Mia Lehrer + Associates	Hispanic American Female	17.27%
2.	Horton Lees Brogden Lighting Design, Inc.	Caucasian Female	3.83%
3.	Infrastructure Factor Consulting	Caucasian Female	1.55%
4.	VCA Engineers, Inc.	Asian Pacific American	1.01%
5.	The Robert Group	African American Female	4.77%
6.	Diaz Consultants, Inc. dba Diaz Yourman & Associates	Hispanic American	1.19%
		Total Commitment	**29.62%**

B. Living Wage Service Contract Work Retention Policy Applicability

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

C. Prevailing Wage Applicability

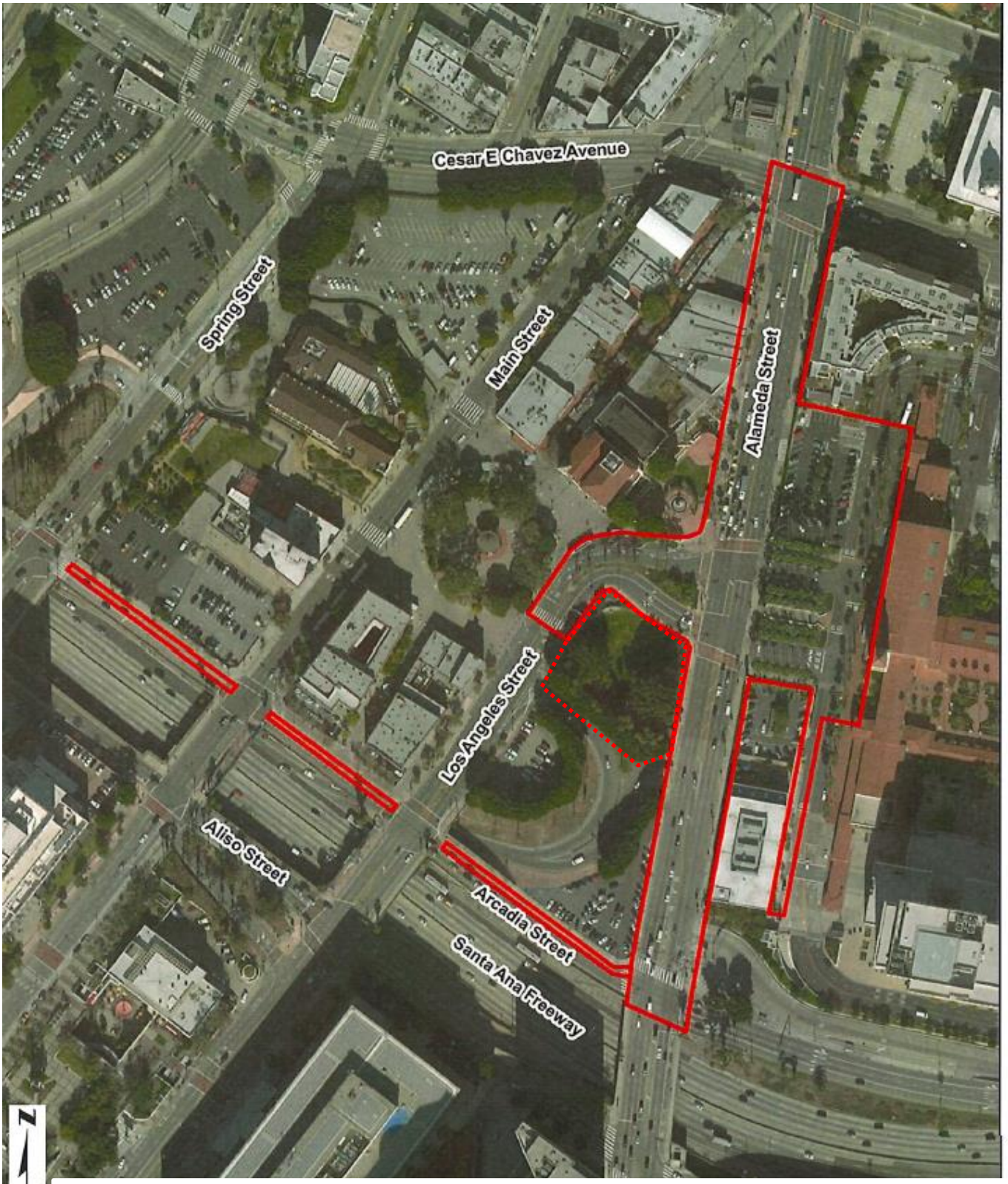
Prevailing Wage requirements are applicable to this project. DEOD will monitor contractors' compliance with the State of California Department of Industrial Relations (DIR), California Labor Code, and, if federally funded, the U S Department of Labor (DOL) Davis Bacon and Related Acts (DBRA).

D. Project Labor Agreement/Construction Careers Policy

Project Labor Agreement/Construction Careers Policy is not applicable to this Contract.

Attachment C: Project Map

Los Angeles Union Station Forecourt and Esplanade and Father Serra Park Improvements



Design Contract Project Boundaries

LAUS Forecourt and Esplanade Improvements

Father Serra Park Improvements

Attachment D: Funding Table

Los Angeles Union Station Forecourt and Esplanade Improvements

Cost Type	Estimated Cost $18,893,464.00 (excludes forecourt)

Revenue

Funding Source	Type	Amount	Status
Federal	Active Transportation Program (FHWA) Cycle 2 and Cycle 3	$15,497,464.00	Committed
State	STIP	$0	
	Cap & Trade	$0	
Local	Proposition A	$1,000,000	Committed
	Metro Local	$2,396,000.00	Committed
Total Revenue		$18,893,464.00	