

**Board Report**

File #: 2018-0266, **File Type:** Contract**Agenda Number:** 54.

**AD HOC CONGESTION, HIGHWAY AND ROADS COMMITTEE
JUNE 21, 2018****SUBJECT: CONSULTANT SUPPORT FOR EXPRESSLANES
OPERATIONS****ACTION: APPROVE RECOMMENDATION****RECOMMENDATION**

AUTHORIZE the Chief Executive Officer (CEO) to award a six-year, cost reimbursable plus fixed fee Contract No. PS48720000 to Cambria Solutions, Inc. (Cambria) in an amount not to exceed \$8,969,941.94 for Consultant Support services for ExpressLanes Operations, subject to resolution of protest(s), if any.

ISSUE

The ongoing operation and maintenance of the ExpressLanes is a complex task requiring technical skills across a range of disciplines/areas. The need for additional resources to supplement existing Metro staff is due in part to the upcoming migration to a next-generation suite of ExpressLanes systems and facilities including a new back office system (BOS), roadside toll collection system (RTCS), and ExpressLanes customer service center (CSC), with the peak of transition and migration activities expected to occur in 2019 and 2020. The additional support from experienced subject area experts spanning a wide range of specializations coupled with Metro staff expertise will enable sufficient levels of monitoring and oversight for the new BOS, RTCS, and CSC contractors during this critical period, and will ensure that any ExpressLanes issues or concerns that could otherwise impact performance and operations are expeditiously addressed and resolved.

While Metro staff possesses tolling expertise in many areas, the current capacity of staff would be significantly strained to perform the full set of oversight and monitoring functions required to support the transition, operation, and ongoing enhancement of ExpressLanes, with respect to both availability and areas of expertise. Among the specific functions and tasks that are particularly critical and require careful monitoring, oversight, and support are: compliance verification for all toll systems contractors; adoption of and transition to new transponder technologies; monitoring and analysis of the dynamic pricing algorithm; collection of toll system data to support performance monitoring; and proactive systems/equipment monitoring to minimize failures and customer impacts.

External consultants for vendor/system oversight and technical support services on managed lane and toll projects are common in the tolling industry, and fulfill an especially crucial role for agencies

with smaller staff sizes such as Metro's. Over time, additional personnel will be added to the ExpressLanes staff to reduce its dependency on support from external consultants for these functions. Since the receipt of tolling authority in the fall of 2014, ExpressLanes management has made progress toward this goal by filling a variety of crucial roles in the department that were formerly handled by consultants. Over the next few years, it is anticipated that staff expansion will continue as part of an ongoing initiative to broaden the in-house capabilities and capacity to effectively oversee, monitor, and manage the ExpressLanes, thereby reducing dependency on outside contractors to assist with technical oversight.

DISCUSSION

The existing contract for technical oversight and support for the ExpressLanes is set to expire, necessitating approval of a new Contract to prevent any interruption in services. The new Contract will provide ongoing essential Consultant Support services for ExpressLanes Operations by providing:

- Assistance with verification of all toll system data for performance monitoring and analysis
- Support with ongoing evaluation of the functionality of the dynamic pricing algorithm
- Assistance with oversight and verification for any system changes implemented by the toll vendors
- Assistance with Customer Service Center Operations, which includes:
 - Monitoring of back office activities to ensure compliance with Standard Operating Procedures (SOPs)
 - Monitoring key performance elements related to customer account maintenance and violation processing
 - Verifying contractor compliance with performance standards and regulatory requirements
- Assistance with Roadside Toll Collection System operations and maintenance, which includes:
 - Reviewing the RTCS vendor's maintenance activities and processes
 - Monitoring lane system equipment availability and reliability
- Assistance with logistical support for vendor contracts
- Assistance with the set-up and monitoring of performance of an automated occupancy detection system
- Expert advice and oversight support for the transition from the existing Toll Operations and Maintenance contractor to three new contractors.
- Assistance with cost analyses and support for toll vendor activities, materials, deliverables, and services
- Support for verification and critical evaluation of deliverables and work products for the toll vendors
- Support for field testing, verification, and acceptance of systems, field infrastructure, and other toll system hardware

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 toll revenues. The funds required for FY19 are included in the FY19 budget in Cost Center 2220, Project Numbers 307001 and 307002, Account 50316, Task 02.01.

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

Impact to Budget:

The toll revenue fund is not eligible for bus and rail operating expenses outside of the ExpressLanes corridors. This action will not impact ongoing bus and rail operating and capital costs, the Proposition A and C and TDA administration budget, or the Measure R administration budget.

ALTERNATIVES CONSIDERED

The Board may choose to utilize current Metro staff to perform the work. This alternative is not recommended. Though Metro staff possesses expertise in many areas, staff does not have adequate remaining availability to fulfill all of the roles and functions necessary to provide sufficient coverage of all the necessary ExpressLanes oversight and management services.

The Board may choose to hire full-time personnel to achieve sufficient levels of staffing to provide coverage for all roles and responsibilities associated with effectively monitoring and overseeing all aspects of ExpressLanes operations and contracts. This alternative is not recommended, as many aspects of these roles and functions require highly specialized knowledge that may be provided more comprehensively and more efficiently by a contractor with a wide range of subject area experts that may be referenced on demand and engaged as needed.

The Board may choose not to award and execute the Contract. This alternative is not recommended because it would result in reduced levels of service with respect to toll systems monitoring and management, contractor/vendor oversight and accountability, and general ExpressLanes operations and performance.

NEXT STEPS

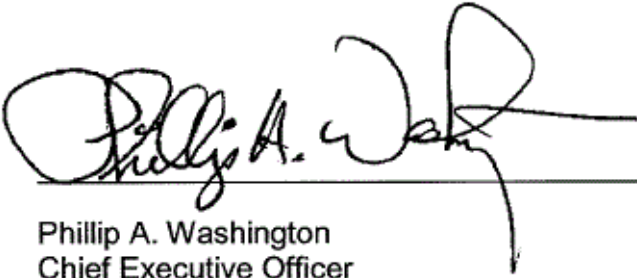
Upon Board approval, staff will execute Contract No. PS48720000 to Cambria Solutions, Inc. for consultant support services for ExpressLanes operations.

ATTACHMENTS

Attachment A - Procurement Summary
Attachment B - DEOD Summary

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Reviewed by: Stephanie Wiggins, Deputy Chief Executive Officer, (213) 922-1023



Phillip A. Washington
Chief Executive Officer

PROCUREMENT SUMMARY

CONSULTANT SUPPORT FOR EXPRESSLANES OPERATIONS/PS48720000

1.	Contract Number: PS48720000	
2.	Recommended Vendor: Cambria Solutions, Inc.	
3.	Type of Procurement (check one): <input type="checkbox"/> IFB <input checked="" type="checkbox"/> RFP <input type="checkbox"/> RFP-A&E <input type="checkbox"/> Non-Competitive <input type="checkbox"/> Modification <input type="checkbox"/> Task Order	
4.	Procurement Dates:	
	A. Issued: December 4, 2017	
	B. Advertised/Publicized: December 4, 2017	
	C. Pre-Proposal Conference: December 8, 2017	
	D. Proposals Due: January 18, 2018	
	E. Pre-Qualification Completed: April 4, 2018	
	F. Conflict of Interest Form Submitted to Ethics: February 8, 2018	
	G. Protest Period End Date: June 22, 2018	
5.	Solicitations Picked up/Downloaded: 65	Bids/Proposals Received: 1
6.	Contract Administrator: David Chia	Telephone Number: (213) 922-1064
7.	Project Manager: Robert Campbell	Telephone Number: (213) 418-3170

A. Procurement Background

This Board Action is to approve Contract No. PS48720000 issued in support of Consultant Support services for ExpressLanes Operations.

The Request for Proposal (RFP) was issued in accordance with Metro's Acquisition Policy and the contract type is cost reimbursable plus fixed fee. This RFP was issued with a total SBE/DVBE goal of 18% (SBE 15% and DVBE 3%).

One amendment was issued during the solicitation phase of this RFP:

- Amendment No. 1, issued on January 5, 2018, updated and replaced the Statement of Work, the Labor Allocation Schedule, and the Requirements Conformance Matrix, and extended the proposal due date from January 16, 2018 to January 18, 2018.

A pre-proposal conference was held on December 8, 2017, and was attended by 10 participants representing eight companies. There were 11 questions, and responses were released prior to the proposal due date. A total of 61 firms downloaded the RFP and were registered on the planholders' list.

On January 18, 2018, one proposal was received from Cambria Solutions, Inc. (Cambria). Staff conducted a market survey to determine the reason(s) that there were no other proposals submitted. Staff reached out to 30 firms on the planholders' list. Responses from the firms included the following reasons: the work required was

not in their area of expertise, a lack of resources and time to submit a proposal, and difficulties forming teams suitable for performing the work required in the RFP.

During the solicitation phase, only Cambria requested a time extension to the RFP due date.

B. Evaluation of Proposals

The Proposal Evaluation Team (PET), consisting of LACMTA internal staff from Congestion Reduction and Highway Programs ITS, was convened and a comprehensive technical evaluation of Cambria's proposal was conducted.

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

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|--|------------|
| • Demonstrated Project Experience & Qualifications | 10 percent |
| • Key Project Team Experience | 15 percent |
| • Approach to Tasks 1, 2 and 11 (Administrative & Background) | 10 percent |
| • Approach Tasks 3 - 6 (Toll System Integration Contractor Oversight & Management) | 25 percent |
| • Approach to Tasks 7 - 10 (ExpressLanes Operations Oversight & Support) | 25 percent |
| • Cost | 15 percent |

Several factors were considered when developing these weights. The greatest importance was given to the proposal's approach to satisfying critical Tasks included in the Statement of Work, relating to toll system integration contractor oversight and management and ExpressLanes operations oversight and support.

During the period from January 24, 2018 through February 28, 2018, the PET completed its independent evaluation of Cambria's proposal, inclusive of an oral presentation.

During the interview, Cambria's project manager and key personnel discussed how its team is strategically positioned to fulfill contract requirements, what resources and skills it possesses, and what mechanisms it will put in place to monitor and control project costs.

Cambria responded to the PET's questions regarding the team's ability to implement data processing and analysis services, provide traffic analysis and simulation modeling services, and perform software development services. The team also elaborated on each personnel's specific role, responsibilities, and relevant past experience.

Qualifications Summary:

Cambria

Cambria is a firm that specializes in information technology (IT) and management consulting, and offers project management services and toll systems oversight services. Cambria has assembled a highly qualified team of toll project management specialists and toll services providers.

Cambria demonstrated substantial project experience by highlighting the team's experience in program management, contract compliance, systems integration/transitions, quality assurance, back-office system implementation/maintenance, customer service planning/operations, modeling, forecasting, financial advising, software computer support, and performance monitoring.

The Cambria team has supported a wide range of California managed lanes operators and members of the California Toll Operators Committee (CTOC), including the Metropolitan Transportation Commission, Bay Area Tolling Authority, Riverside County Transportation Commission, and San Diego Association of Governments.

Cambria presented a team of industry-leading professionals, subject matter experts, CTOC founders and advisors, and emphasized that key staff have worked together in similar capacities for over seven years. The team's expertise spans a wide range of highly relevant disciplines, including:

- Project management, contract oversight, requirements compliance, and schedule verification
- Financial analysis, cost forecasting, and audit support
- Field testing, integration testing, and transition support
- Legislative analysis, legal analysis, and risk analysis
- Inventory management, resource acquisition, and related technology
- Performance monitoring, dashboard preparation, reporting, and data analysis
- Transponder technology and industry best practices

Cambria elaborated on the team's knowledge of vendor and system transitions. It identified common transition issues and solutions. It presented a suite of proven strategies and methods for monitoring and tracking all activities associated with deployment and implementation. Cambria presented a methodology for providing cost and expense recommendations for ExpressLanes operations that utilizes certified staff trained to identify and resolve inefficiencies.

Cambria proposed a team of skilled and professional subcontractors including Jacobs Engineering Group (incumbent), HNTB Corporation, Acumen Building Enterprises (SBE) and Novis Technologies (DVBE).

Set forth below is a summary of the firm's score:

	Firm	Average Score	Factor Weight	Weighted Average Score	Rank
1	Cambria Solutions, Inc.				
2	Demonstrated Project Experience & Qualifications	89.33	10%	8.93	
3	Key Project Team Experience	86.67	15%	13.00	
4	Approach to Tasks 1, 2 & 11	87.33	10%	8.73	
5	Approach to Tasks 3 - 6	89.60	25%	22.40	
6	Approach to Tasks 7-10	86.27	25%	21.57	
7	Cost	100.00	15%	15.00	
8	Total		100%	89.63	1

C. Cost Analysis

The recommended fully burdened negotiated unit rate structure for the labor classifications have been determined to be fair and reasonable based upon an independent cost estimate (ICE), cost analysis, technical analysis, fact finding, negotiations, and the proposer's best and final offer (BAFO).

	Proposer Name	Proposal Amount	Metro ICE	Negotiated Amount
1.	Cambria	\$11,944,662.94	\$8,843,075	\$8,969,941.94

D. Background on Recommended Contractor

The recommended firm, Cambria, is a nationwide IT and management consulting firm. Headquartered in Sacramento with a local office in Los Angeles, Cambria has nearly 14 years of systems implementation, operations, and oversight experience.

The proposed project manager is a Project Management Professional (PMP) with over 19 years of experience in program management, quality assurance, systems integration and implementation, organizational change management, technology assessment, IT strategic planning, and IT transformation. Key personnel possess over 100 years of combined experience in the tolling industry.

DEOD SUMMARY

CONSULTANT SUPPORT FOR EXPRESSLANES OPERATIONS/PS48720000

A. Small Business Participation

The Diversity and Economic Opportunity Department (DEOD) established a 15% Small Business Enterprise (SBE) and 3% Disabled Veterans Business Enterprise (DVBE) goal for this solicitation. Cambria Solutions exceeded the goal by making a 15.02% SBE and 3% DVBE commitment.

Small Business Goal	15% SBE 3% DVBE	Small Business Commitment	15.02% SBE 3.00% DVBE
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	SBE Subcontractors	% Committed
1.	Acumen Building Enterprise, Inc.	15.02%
	Total Commitment	15.02%

	DVBE Subcontractors	% Committed
1.	Novis Technologies	3.00%
	Total Commitment	3.00%

B. Living Wage and Service Contract Worker Retention Policy Applicability

The Living Wage and Service Contract Worker Retention Policy (LW/SCWRP) is not applicable to this Contract.

C. Prevailing Wage Applicability

Prevailing wage is not applicable to this Contract.

D. Project Labor Agreement/Construction Careers Policy

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

METRO EXPRESSLANES

Consultant Support for ExpressLanes Operations

Ad Hoc Congestion, Highway and Roads Committee
JUNE 21, 2018



Metro

Consultant Support for ExpressLanes Operations

Authorize the CEO to award and execute a six year, cost reimbursable contract to Cambria Solutions, Inc. (Cambria) in the amount of \$8,969,941.94 for Consultant Support for ExpressLanes Operations.

- **Cambria Subcontractors**

- Acumen Building Enterprise Inc. (SBE)
- HNTB Corporation
- Jacobs Engineering Group Inc.
- Novis Technologies (DVBE)

- **SBE/ DVBE Participation**

- Goal Determination was 15% SBE/ 3% DVBE
- Recommended Contractor Commitment 15.02% SBE/ 3% DVBE

Consultant Support for ExpressLanes Operations

- Metro seeks the services of a qualified consultant to support the development, integration and migration of the new tolling systems and provide supplemental technical oversight.
- Contracts for vendor/system oversight are common in the managed lanes and tolling industry.
- Contracting these expert advisory services provides access to a wide range of subject area experts.



Back Office System



Roadside Toll
Collection System



Customer Service
Center Operations

Consultant Support for ExpressLanes Operations

- **Key Technical Skills**
 - Tolling Back Office, Roadside and Customer Support Systems
 - Dynamic Pricing Algorithms
 - System Migration, Transition and Testing
 - System Performance and Analysis
 - Occupancy Detection System
 - Compliance Auditing of Standard Operating Procedures
 - Software Requirements Development and Testing

