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

File #: 2020-0792, **File Type:** Contract **Agenda Number:** 17.

**PLANNING AND PROGRAMMING COMMITTEE
FEBRUARY 17, 2021**

SUBJECT: I-10 EXPRESSLANES EXTENSION PROJECT APPROVAL/ENVIRONMENTAL DOCUMENT, CONCEPT OF OPERATIONS, COOPERATIVE AGREEMENT, AND ADVANCED DESIGN CONTRACT AWARD

ACTION: AWARD CONTRACT AND EXECUTE AGREEMENT

RECOMMENDATION

AUTHORIZE the Chief Executive Officer to:

A. AWARD a 33-month, firm fixed price Contract No. AE65145000 to Parsons Transportation Group, Inc. in the amount of $23,904,353 for Architectural and Engineering services to produce the I-10 ExpressLanes Project Report, engineering studies, select environmental studies, the Concept of Operations report and advanced design development, subject to resolution of protest(s), if any;

B. EXECUTE a Cooperative Agreement with the California Department of Transportation (Caltrans) to prepare the I-10 ExpressLanes Extension Environmental Document in an amount not to exceed $4,600,000.

ISSUE

The Metro Board previously directed the Congestion Reduction department to initiate planning studies for the conversion of High Occupancy Vehicle (HOV) lanes into High Occupancy Toll (HOT) lanes for those projects within Tier 1 of the ExpressLanes Strategic Plan, adopted in January 2017. The Interstate 10 ExpressLanes Extension (I-10 ExpressLanes Extension) between I-605 and the Los Angeles/San Bernardino County Line is among the Tier 1 projects slated for near term implementation.

The San Bernardino County Transportation Authority (SBCTA) is currently under construction with their I-10 Express Lanes project, which includes two tolled express lanes in each direction between the Los Angeles/San Bernardino County Line and I-15. The two tolled express lanes transition to a single tolled express lane as it approaches the county line. Once completed as currently anticipated in Spring 2023, there will be a gap along I-10 between Metro's and SBCTA's Express Lanes facilities. This Project Approval/Environmental Document (PA/ED) effort will serve to address the gap between the two facilities.

To continue the planning efforts required for I-10 ExpressLanes Extension, professional services are required to support the development of the PA/ED, Concept of Operations and Preliminary Design. During the PA/ED phase, more detailed technical studies, including traffic analysis and an environmental assessment, will be conducted to further refine the information in the Project Study Report-Project Development Support (PSR-PDS) and develop the Project Report, Environmental Document, and Concept of Operations. The acquisition of professional services was delayed in response to the economic impacts of COVID-19.

The I-10 ExpressLanes Extension PA/ED is a collaborative effort between Metro and Caltrans, with Metro responsible for the preparation of the Project Report (PR) and Caltrans responsible for the development of the Environmental Document (ED). The agreement provides $4,600,000 to Caltrans and defines the terms and conditions of the funding as well as the roles and responsibilities of each agency.

BACKGROUND

In November 2014, the Board directed the preparation of a Countywide ExpressLanes Strategic Plan (the Plan) based on the previous success of the I-110 and I-10 ExpressLanes. In January 2017, the Board approved the Plan which screened, organized, and ranked possible ExpressLanes projects in Los Angeles County into three tiers based on time horizon (Tier 1 within 5-10 years, Tier 2 within 15 years, and Tier 3 within 25 years). This project was prioritized as a Tier 1 near-term project. Simultaneously, the Board directed staff to initiate planning studies for the Tier 1 projects listed in the Strategic Plan.

As an initial step, a PSR/PDS for projects in the Tier 1 Network, inclusive of the I-10 ExpressLanes Extension, has been completed.

DISCUSSION

The next phase in the planning process for the I-10 ExpressLanes Extension is the Project Approval & Environmental Document (PA/ED) phase. The PA/ED consists of two components, the Project Report (PR) and Environmental Document (ED). The PR will be prepared by Parsons Transportation Group, Inc. (Parsons) and includes preliminary engineering of the studied alternatives, a traffic report, surveys, mapping, geometric plans, cost estimates and assessment of right of way and utilities needs/impacts. The ED will be prepared by Caltrans in parallel to the PR and will include the reports/analysis required by the California Environmental Quality Act (CEQA)/National Environmental Policy Act (NEPA), including air quality, noise, hazardous waste, traffic, community, biological, and cultural resource studies.

Additionally, Parsons will develop a Concept of Operations (ConOps) report which will describe and document operating policies, facility design, and tolling infrastructure for the project. This effort will also include several optional tasks including 30% level design development for the preferred alternative, an assessment of various construction methods, a preliminary alternatives screening, and support for the preparation of the California Transportation Commission (CTC) tolling application.

Under this procurement, Parsons will prepare the PR and associated studies, select environmental studies, ConOps, and optional tasks as needed. Caltrans will prepare the Environmental Document and provide review and oversight on the Project Report, as agreed through a Cooperative Agreement.

Because Caltrans is the owner of the state highway system, has in-house expertise to develop the ED, and the authority to approve the ED, preparation of the ED by Caltrans would provide the most efficient method of completing the PA/ED phase of the project. Due to the resources required to complete the ED, Metro intends to provide $4,600,000 to Caltrans for the preparation of the ED.

This funding would be provided through a Cooperative Agreement between Caltrans and Metro. The Agreement defines items such as the Caltrans ED scope of work, Metro's responsibilities, progress reporting, the process for Caltrans receiving funds, and the oversight process. Some of the key provisions in the agreement include: 1) Any additional funds required due to unforeseen scope or schedule changes must be approved by the Board; and 2) If Metro disputes Caltrans expenditures, Metro can send written notice to Caltrans to suspend work until the dispute is resolved.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

Strategic Goal 1: Provide high quality mobility options that enable people to spend less time traveling. ExpressLanes provides drivers with the option of a more reliable trip while improving the overall operational efficiency of the freeway network.

FINANCIAL IMPACT

Funds in the amount of $1.3 million needed to conduct this work are available in the FY21 budget in cost center 2220. Because this is a multi-year program, the cost center manager and the Executive Officer, Congestion Reduction, will be responsible for budgeting for future years.

Impact to Budget

Funds for this action will come from toll revenues generated from the existing I-10 ExpressLanes. No other funds were considered for this activity. The toll revenues are not eligible for bus and rail operations and capital projects.

ALTERNATIVES CONSIDERED

The Board could choose not to award this contract. This is not recommended as it would delay the PA/ED phase and jeopardize the overall project completion schedule as necessitated by inclusion in Twenty-Eight by '28 Initiative. Additionally, this alternative is not recommended since the I-10 ExpressLanes Extension Project is a Metro ExpressLanes Strategic Plan Tier 1 prioritized project.

NEXT STEPS

Upon Board approval, staff will execute Contract No. AE65145000 with Parsons Transportation

Group, Inc. and will finalize and execute the Cooperative Agreement with Caltrans.

ATTACHMENTS

Attachment A - Procurement Summary
Attachment B - DEOD Summary

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Phillip A. Washington
Chief Executive Officer

PROCUREMENT SUMMARY

I-10 EXPRESSLANES EXTENSION PROJECT APPROVAL / ENVIRONMENTAL DOCUMENT (PA/ED), CONCEPT OF OPERATIONS, AND ADVANCED DESIGN/AE65145000

1.	**Contract Number**: AE65145000	
2.	**Recommended Vendor**: Parsons Transportation Group, Inc.	
3.	**Type of Procurement (check one):** ☐ **IFB** ☐ **RFP** ☒ **RFP–A&E** ☐ **Non-Competitive** ☐ **Modification** ☐ **Task Order**	
4.	**Procurement Dates**:	
	A. Issued : 10/1/2019	
	B. Advertised/Publicized: 10/2/2019	
	C. Pre-Proposal Conference: 10/24/2019	
	D. Proposals Due: 12/2/2019	
	E. Pre-Qualification Completed: 4/23/2020	
	F. Conflict of Interest Form Submitted to Ethics: 2/4/2020	
	G. Protest Period End Date: 2/23/2021	
5.	**Solicitations Picked-up/ Downloaded**: 84	**Proposals Received**: 3
6.	**Contract Administrator**: **Andrew Conriquez**	**Telephone Number**: **213-922-3528**
7.	**Project Manager**: **Daniel Tran**	**Telephone Number**: **213-922-2313**

A. Procurement Background

This Board Action is to approve Contract No. AE65145000 issued to provide the PA/ED, Concept of Operations (ConOps), and Advanced Design for the I-10 ExpressLanes Extension. Board approval of contract award is subject to resolution of any properly submitted protest(s).

This Architectural and Engineering (A&E) qualifications-based Request for Proposal (RFP) was issued in accordance with Metro's Acquisition Policy and the contract type is firm fixed price.

A pre-proposal conference was held on October 24, 2019. There were 26 people from 16 companies who attended the pre-proposal meeting. There were 17 questions asked and responses were released prior to the proposal due date.

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

- Amendment No. 1 issued on October 24, 2019, extended the proposal due date.

A total of 84 firms downloaded the RFP and were included in the plan holders list. A total of three proposals were received on December 2, 2019.

B. Evaluation of Proposals

A Proposal Evaluation Team (PET) consisting of staff from Metro Congestion Reduction Department and Caltrans District 7 was convened and conducted a comprehensive technical evaluation of the proposals received.

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

- Project Manager, Key Staff and Subcontractors Qualifications 20 percent
- Firms/Team Qualifications 20 percent
- Work Plan 35 percent
- Project Understanding and Approach 25 percent

The evaluation criteria are appropriate and consistent with criteria developed for other, similar A&E procurements. Several factors were considered when developing these weights, giving the greatest importance to the Work Plan and Project Understanding and Approach.

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

On January 6, 2020, the PET completed its independent evaluation of the proposals. All three firms were invited to be interviewed and are listed below in alphabetical order:

1. HDR Engineering, Inc.
2. Jacobs Engineering Group, Inc.
3. Parsons Transportation Group, Inc.

During the week of January 20, 2020, the evaluation committee met and interviewed the firms. The firms' project managers and key team members had an opportunity to present each team's qualifications and respond to the evaluation committee's questions. In general, the firms elaborated on their experience, their approach to the Project, cost-effective project delivery solutions, and discussed their plan and ability to meet the project schedule.

In addition, each firms' presentation addressed the requirements of the RFP, experience with all aspects of the required tasks, and stressed each firm's commitment to the success of the project. Also highlighted were staffing plans, work plans, and perceived project issues. Each team was asked questions relative to each firm's proposed alternatives and previous experience, and ability to coordinate between different public stakeholders.

The acquisition was delayed in response to the economic impacts of COVID-19.

Qualifications Summary of Recommended Firm:

Parsons Transportation Group, Inc.

Parsons Transportation Group, Inc., has been involved with cross disciplinary strategies and solutions across structures, transportation, and environmental projects around the globe. Parsons Transportation Group, Inc., has numerous offices across Southern California offering a range of other services including planning, engineering, environmental, design and freeway corridors.

In their oral presentation, Parsons Transportation Group, Inc. described their experience with developing Concept of Operations (ConOps) for ExpressLanes and numerous PA/ED projects throughout Southern California. They demonstrated how they will manage and assist Metro in engaging and successfully developing relationships with key stakeholders. In addition, Parsons Transportation Group, Inc., has worked on multiple ExpressLane projects, such as the I-605 Corridor Improvement Project, I-405 ExpressLanes in Orange County, and I-15 ExpressLanes in Riverside, and has prior knowledge/experience working on the I-10 ExpressLanes with San Bernardino County Transportation Authority which will connect to the Los Angeles County I-10 ExpressLanes.

Final scoring determined that Parsons Transportation Group, Inc., is the highest qualified firm. Below is a summary of the scores in order of rank:

	Firm	Weighted Average Score	Factor Weight	Average Score	Rank
1	**Parsons Transportation Group, Inc.**				
2	Project Manager, Key Staff, Subcontractors Qualifications	86.33	20.00%	17.27	
3	Firms/Team Qualifications	89.33	20.00%	17.87	
4	Work Plan	84.57	35.00%	29.60	
5	Project Understanding & Approach	88.00	25.00%	22.00	
6	**Total**		**100.00%**	**86.74**	**1**
7	**HDR Engineering, Inc.**				
8	Project Manager, Key Staff, Subcontractors Qualifications	85.17	20.00%	17.03	
9	Firms/Team Qualifications	84,17	20.00%	16.83	
10	Work Plan	83.33	35.00%	29.17	
11	Project Understanding & Approach	82.27	25.00%	20.57	

12	**Total**		**100.00%**	**83.60**	**2**
13	**Jacobs Engineering Group, Inc.**				
14	Project Manager, Key Staff, Subcontractors Qualifications	82.00	20.00%	16.40	
15	Firms/Team Qualifications	81.00	20.00%	16.20	
16	Work Plan	76.19	35.00%	26.67	
17	Project Understanding & Approach	80.27	25.00%	20.07	
18	**Total**		**100.00%**	**79.34**	**3**

C. Cost Analysis

The recommended price has been determined to be fair and reasonable based upon an independent cost estimate (ICE), cost analysis, technical analysis, fact finding and negotiation. Staff successfully negotiated a cost savings of $6,309,114 for the agency.

Proposer Name	Proposal Amount	Metro ICE	Negotiated
Parsons Transportation Group, Inc.	$30,213,467	$18,271,774	$23,904,353

The ICE underestimated the level of effort needed to conduct traffic modeling, forecasting, engineering and environmental coordination. Therefore, additional budget and hours were needed to accommodate for a new SCAG Model, full assessment, advanced design and greater coordination between Caltrans and the PA/ED contractor.

D. Background on Recommended Contractor

The recommended firm, Parsons Transportation Group, Inc., is a professional consultancy firm and one of the largest engineering and construction companies with more than 144,000 employees. They have experience with planning, design and construction of more than 8,000 miles of highways and 4,500 bridges throughout the world.

The proposed project manager has over 28 years of experience in transportation planning/design and is a former Deputy District Director of Program Management with Caltrans District 7. With most of the project manager's experience in the Southern California region, the project manager demonstrated an understanding of how to involve local, state, federal and community partners into the PA/ED process. In addition, the project manager has relevant project experience working on the I-605

Capital Improvement Project PA/ED, I-5 North Managed Lanes, and I-10/I-110 ExpressLanes.

Key personnel average over 27 years of experience. Project experience include I-605 ExpressLanes CIP and PA/ED, I-710 South PA/ED, I-5 North Managed Lanes, i-405 ExpressLanes, Caltrans High Desert Corridor and I-10 ExpressLanes for the San Bernardino County Transportation Authority.

DEOD SUMMARY

I-10 EXPRESSLANES EXTENSION PROJECT APPROVAL/ ENVIRONMENTAL DOCUMENT (PA/ED), CONCEPT OF OPERATIONS, AND ADVANCED DESIGN/AE65145000

A. Small Business Participation

The Diversity and Economic Opportunity Department (DEOD) established a 20% Small Business Enterprise (SBE) and 3% Disabled Veteran Business Enterprise (DVBE) goal for this solicitation. Parsons Transportation Group, Inc. made a 20% SBE and 3.03% DVBE commitment.

SMALL BUSINESS GOAL	20% SBE 3% DVBE	SMALL BUSINESS COMMITMENT	20% SBE 3.03% DVBE

	SBE Subcontractors	% Committed
1.	Civil Works Engineers, Inc.	2.88%
2.	Intueor Consulting, Inc.	1.57%
3.	Geo-Advantec, Inc.	1.79%
4.	Guida Surveying, Inc.	3.29%
5.	GPA Consulting	1.49%
6.	NCM Engineering Corporation	6.50%
7.	Q4 Transportation Solutions	0.52%
8.	Tatsumi and Partners, Inc.	0.42%
9.	Value Management Strategies, Inc.	0.24%
10.	Wiltec	1.30%
	Total SBE Commitment	**20.00%**

	DVBE Subcontractors	% Committed
1.	Calvada Surveying, Inc.	1.45%
2.	Brentwod Reprographics	0.11%
3.	MA Engineering	0.32%
4.	OhanaVets, Inc.	1.15%
	Total DVBE Commitment	**3.03%**

B. 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). Trades that may be covered include: surveying, potholing, field, soils and materials testing, building construction inspection, construction management and other support trades.

C. Living Wage Service Contract Worker Retention Policy Applicability

The Living Wage and Service Contract Worker Retention Policy 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. Project Labor Agreement/Construction Careers Policy is applicable only to construction contracts that have a construction contract value in excess of $2.5 million.