

**Board Report**

File #: 2015-1772, **File Type:** Contract**Agenda Number:** 29

**SYSTEM SAFETY, SECURITY AND OPERATIONS COMMITTEE
MARCH 17, 2016****SUBJECT: METRO EXPRESSLANES CONSULTANT SERVICES FOR DEVELOPMENT OF SOLICITATION PACKAGES****ACTION: APPROVE RECOMMENDATION****RECOMMENDATION**

AUTHORIZE the Chief Executive Officer (CEO) to award a 16-month firm fixed price contract, Contract No. PS451860016612, to **Cambria Solutions, Inc. in the amount of \$1,149,538 for Metro ExpressLanes Consultant Services for Development of Solicitation Packages.**

ISSUE

In 2010, Metro entered into Contract No. PS0922102333 (existing contract) with Atkinson Contractors, LP (Atkinson) to design, build, operate and maintain the I-10 and I-110 ExpressLanes. The existing contract is slated to expire on February 22, 2019, if all option years are exercised.

Based on lessons learned, Metro intends to split the services provided under the current contract at the time of expiration into two separate contracts comprised of: (1) Roadside Systems which include dynamic messaging signage, tolling equipment, and vehicle sensors; and (2) Back Office/Customer Service Systems which includes dynamic pricing algorithm, violation processing, and a call center relocation to Los Angeles County.

The complexity of tolling procurements requires expertise in a myriad of areas. In accordance with best practices, Metro staff seeks to retain a professional services contractor to develop the two solicitation packages for these future contracts. The retention of a professional services contractor allows Metro to draw from highly specialized tolling and customer service experts. The professional services contractor would assist with the development of statements of work, system requirements, technical specifications, transition and phasing requirements, system diagrams, plans and cost estimates.

In light of the existing contract's termination date, the two solicitation packages for the future contracts must be finalized over the next 16 months. Staff is requesting award of this contract for professional services to enable Metro to meet this timeline and continue ExpressLanes operations.

DISCUSSION

The existing contract and systems were integrated with the goal of deploying a successful one year demonstration project. After over three years of operation, the ExpressLanes program has outgrown certain aspects of the existing system. For example, the current system does not support the addition of new ExpressLanes corridors without significant software changes and costs.

Additionally, under the existing contract, which expires on February 22, 2019, Atkinson operates and maintains both Roadside Systems and Back Office/Customer Service Systems which are two distinctly different systems. Metro has learned from the existing contract that management of both systems by one contractor hinders optimal levels of performance. By advertising separate contracts, Metro can more efficiently manage and track each system's performance, better prepare for modernization and future expansion and transition one system to a new contractor without initiating a re-procurement of the other system.

Tolling procurements require expertise in a myriad of areas. These areas include dynamic pricing algorithm development, dynamic messaging signage, payment and violation processing, financial reporting, network and communications design, customer service, and toll lane system design, integration and operation. Although Metro staff possesses expertise in many areas, staff availability is limited and it does not have the complete set of required expertise to draft solicitation packages for the procurement of the two systems. Metro staff availability is also limited. Under these circumstances, Metro seeks the services of a contractor with multi-disciplinary tolling expertise to develop the solicitation packages.

The result of this process will be two complete solicitation packages that Metro can advertise and award. Services under this contract will conclude upon award of the two new tolling contracts.

DETERMINATION OF SAFETY IMPACT

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

FINANCIAL IMPACT

Funding for this contract will come from toll revenues. The funds required for FY16 are included in the FY16 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.

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 possess the complete set of required expertise necessary for preparing the solicitation packages. Moreover, Metro staff does not have the availability to complete the solicitation packages within the required

timeframe while overseeing the operations and planning of the ExpressLanes.

The Board may choose to hire full-time personnel. This alternative is not recommended as a professional services contract is better suited to meet the range of required expertise and short term staffing needs.

The Board may choose not to award and execute the contract. This alternative is not recommended because solicitation packages need to be finalized over the next 16 months for development, implementation and migration to the new tolling systems. Otherwise, services under the existing contract may lapse and the ExpressLanes program will be adversely affected.

NEXT STEPS

Upon Board approval, staff will award and execute Contract No. PS451860016612 with Cambria Solutions, Inc.

ATTACHMENTS

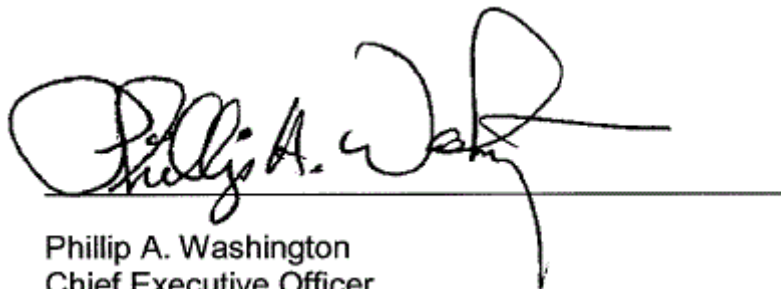
Attachment A - Procurement Summary

Attachment B - DEOD Summary

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Phillip A. Washington
Chief Executive Officer

PROCUREMENT SUMMARY

**METRO EXPRESSLANES: CONSULTANT SERVICES FOR
DEVELOPMENT OF SOLICITATION PACKAGES/
PS451860016612**

1.	Contract Number: PS451860016612	
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: August 20, 2015	
	B. Advertised/Publicized: August 20, 2015	
	C. Pre-Proposal/Pre-Bid Conference: August 31, 2015	
	D. Proposals/Bids Due: September 25, 2015	
	E. Pre-Qualification Completed: December 11, 2015	
	F. Conflict of Interest Form Submitted to Ethics: February 11, 2016	
	G. Protest Period End Date: March 22, 2016	
5.	Solicitations Picked up/Downloaded: 62	Bids/Proposals Received: 4
6.	Contract Administrator: David Chia	Telephone Number: (213) 922-1064
7.	Project Manager: Timothy Lew	Telephone Number: (213) 922-1071

A. Procurement Background

This Board Action is to approve Contract No. PS451860016612 for professional services for the development of statements of work, evaluation criteria, and other related services for two future solicitations for ExpressLane corridors on Interstate 10 (I-10) and Intrastate 110 (I-110) as well as new ExpressLane corridors in Los Angeles County.

The Request for Proposal (RFP) was issued in accordance with Metro's Acquisition Policy and Procedure Manual and the contract type is firm fixed price. The RFP was issued under the Small Business Enterprise Set-Aside Program and open to Metro-certified Small Business Enterprises only.

Three amendments were issued during the solicitation phase of the RFP:

- Amendment No. 1, issued on September 3, 2015, provided the pre-proposal conference agenda, PowerPoint presentation slides, sign-in sheets, the planholders' list, responses to the first set of proposer questions, and updated the evaluation criteria to include oral presentations.
- Amendment No. 2, issued on September 10, 2015, provided responses to additional questions and revised submittal requirements that detailed the type of sample RFPs required, clarified page limits, and revised the number of project examples that may be identified to demonstrate experience.

- Amendment No. 3, issued on September 15, 2015, increased the page limit for proposals and extended the proposal due date.

A pre-proposal conference was held on August 31, 2015, attended by 14 participants representing 12 companies. There were 51 questions asked and responses were released prior to the proposal due date. A total of 62 firms downloaded the RFP and were included in the planholders' list. A total of four proposals were received on September 25, 2015.

B. Evaluation of Proposals/Bids

The Proposal Evaluation Team (PET) consisting of staff from Metro's Congestion Reduction, Highway Operations, and the Riverside County Transportation Commission 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 Project Manager & Key Personnel 40 percent
- Understanding of the Work and Approach 30 percent
- Relevant Firm Experience 15 percent
- Management Plan and Controls 5 percent
- Price Proposal 10 percent

The evaluation criteria are appropriate and consistent with criteria developed for similar professional services procurements. Several factors were considered when developing these weights, giving the greatest importance to the skills and experience of the project manager and key personnel.

The Diversity & Economic Opportunity Department (DEOD) reviewed the firms that submitted proposals in order to confirm their Metro Small Business Enterprise (SBE) certification status. All four proposals received were deemed eligible Metro SBE certified firms and are listed below in alphabetical order:

1. Addison Burnet Group, Inc.
2. Cambria Solutions, Inc.
3. Fagan Consulting, LLC
4. TransSight LLC

During October 13, 2015 through November 6, 2015, the PET completed its independent evaluation of the proposals.

The PET determined that two firms were outside the competitive range and were not included for further consideration. Addison Burnet Group, Inc. was excluded from the competitive range because its proposal did not demonstrate relevant tolling experience in the areas of toll pricing, transaction processing, and financial reporting. In addition, the proposal did not demonstrate experience in writing technical specifications, scopes of work, and evaluation criteria. The proposal did not present a plan to expedite project delivery.

TransSight LLC was excluded from the competitive range because its proposal did not demonstrate relevant lane systems experience in the areas of lane systems operation and maintenance. Its proposal lacked details demonstrating how the firm would implement its plan, did not propose innovative approaches, and presented undefined strategies to expedite project delivery.

The remaining two firms determined to be within the competitive range are listed below in alphabetical order:

1. Cambria Solutions, Inc.
2. Fagan Consulting, LLC

On December 4, 2015, the PET interviewed the two firms within the competitive range. The project manager and key team members from each firm were invited to present their firm's respective qualifications and respond to the PET's questions. Generally, both firms elaborated on their scope of work assumptions and detailed their experience with toll pricing.

In addition, the project manager and key personnel from each firm responded to the PET's inquiries regarding the approach to develop two separate solicitations concurrently, key personnel roles and responsibilities to complete tasks, the methodology for determining price, stakeholder coordination, and key performance indicators.

Qualifications Summary of Firms Within the Competitive Range

Cambria Solutions, Inc. (Cambria) is a Metro-certified SBE firm that specializes in information technology, technical consulting, and management consulting. Cambria offers professional services for the development of statements of work, evaluation criteria, and other related services.

Cambria's team has participated in the planning, design, rehabilitation, modernization, and expansion of more than 100 toll revenue-support systems. The team has assisted with customer service center development, electronic tolling work, back-office development, procurement support and RFP development for numerous state and local agencies, including Caltrans, Illinois State Toll Highway Authority, New Jersey Turnpike Authority, San Francisco Bay Area Metropolitan Transportation Commission, and the San Diego Association of Governments. The proposed project

manager served as a technology director for a toll agency and the project manager for the Illinois Tollway Customer Service and Violation Processing procurement. Cambria's proposal and interview demonstrated significant experience in managed lane operations, back-office customer service operations, and procurement support. The proposal and interview demonstrated a comprehensive understanding of the different needs of this project and addressed statewide and industry interoperability, violation enforcement, occupancy detection, and express-lane implementation, operation and management. The interview addressed pricing methods, analytics and dynamic pricing algorithms, performance monitoring and metrics, and back-office customer service management.

The management plan presented innovative approaches to reduce risk, which included the use of customer service performance measures, re-compete contract clause modifications, and mobile and website maintenance methods. The plan provided practical solutions to expedite project delivery, which included the use of workshop reviews and a proposal review matrix to expedite project delivery. Overall, the proposal and interview presented a cohesive team with substantial experience in toll industry technology, managed lanes operations, and overall express-lane design, operation and maintenance.

Fagan Consulting, LLC (Fagan) is a Metro-certified SBE firm that specializes in toll operations management and toll systems consulting. Fagan has provided toll systems services with numerous public agencies, including the Georgia State Road and Tollway Authority, Washington Department of Transportation, and Texas Department of Transportation. Fagan offers professional services for the development of statements of work, evaluation criteria, and other related services.

Fagan's proposal demonstrated good tolling experience and identified multiple tolling clients. The proposed project manager showed significant experience in tolling projects. However, Fagan's proposal and interview did not elaborate on several subjects relevant to the project. The proposal and interview did not expound upon the relationship between dynamic pricing algorithms and toll pricing. The interview did not adequately address the development of multiple segment trip construction.

Fagan's proposal and interview did not identify team members who have actual experience with writing statements of work, evaluation criteria, and other RFP components. Though Fagan's proposal identified several approaches for expediting project delivery (such as implementing a quality assurance/quality control plan, developing comprehensive specifications, and requiring definitive scoring), the proposal did not detail how these approaches would be implemented.

The final scoring determined that Cambria Solutions, Inc. is the top ranked firm. A summary of the PET's scores is provided as follows:

	Firm	Average Score	Factor Weight	Weighted Average Score	Rank
1	Cambria Solutions, Inc.				
2	Skills and Experience of Project Manager & Key Personnel	80.00	40.00%	32.00	
3	Understanding of the Work and Approach	84.00	30.00%	25.20	
4	Relevant Firm Experience	81.11	15.00%	12.17	
5	Management Plan and Controls	72.67	5.00%	3.63	
6	Price Proposal	60.00	10.00%	6.00	
7	Total		100.00%	79.00	1
8	Fagan Consulting, LLC				
9	Skills and Experience of Project Manager & Key Personnel	69.33	40.00%	27.73	
10	Understanding of the Work and Approach	74.67	30.00%	22.40	
11	Relevant Firm Experience	73.33	15.00%	11.00	
12	Management Plan and Controls	67.33	5.00%	3.37	
13	Price Proposal	45.00	10.00%	4.50	
14	Total		100.00%	69.00	2

C. Cost Analysis

The recommended price 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), cost analysis, technical evaluation, fact finding, and negotiations.

The negotiated amount includes clarifications to the RFP documents review and required deliverables. It also includes two additional RFP drafts and corresponding reviews, which were not reflected in the ICE. Metro staff successfully negotiated a cost savings of \$83,007 from the firm's proposed price.

	Proposer Name	Proposal Amount	Metro ICE	Negotiated Amount
1.	Cambria Solutions, Inc.	\$1,232,545	\$1,115,340	\$1,149,538
2.	Fagan Consulting, LLC	\$1,642,946	\$1,115,340	N/A

D. Background on Recommended Contractor

The recommended firm, Cambria, located in Los Angeles, California, has been in business for ten years in information technology and management consulting. The proposed team is comprised of staff from Cambria and one non-SBE subcontractor. Cambria's team has substantial experience with managed lanes and tollway projects.

The proposed project manager has 27 years of experience in tolling and information technology, software development and development oversight, and toll policy requirements and business rule development. In addition, key staff has more than 17 years of experience in pricing development and revenue analysis, with extensive experience in dynamic pricing algorithms. Overall, key personnel have well over 100 combined years of experience in lane systems and customer service centers for managed lane and tollway projects.

With its extensive knowledge and experience, the Cambria team demonstrates a thorough understanding of the lane systems component and customer service systems component necessary to develop the required documents for future ExpressLanes solicitations.

DEOD SUMMARY

**METRO EXPRESSLANES: CONSULTANT SERVICES FOR
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A. Small Business Participation

Effective June 2, 2014, per Metro's Board-approved policy, competitive acquisitions with three or more Small Business Enterprise (SBE) certified firms within the specified North American Industry Classification System (NAICS) as identified for the project scope shall constitute a Small Business Set-Aside procurement. Accordingly, the Contract Administrator advanced the solicitation, including posting the solicitation on Metro's website, advertising, and notifying certified small businesses as identified by NAICS code(s) that this solicitation was open to **SBE Certified Small Businesses Only**.

Cambria Solutions, Inc., an SBE Prime, is performing 34.29% of the work with its own workforce. The prime listed one (1) major firm, HNTB, as a subcontractor on this project.

SMALL BUSINESS SET-ASIDE

	SBE Prime Contractor	SBE % Committed
1.	Cambria Solutions, Inc.	34.29%
	Total Commitment	34.29%

B. Living Wage and Service Contract Worker Retention Policy Applicability

Prevailing wage is not applicable to this contract.

C. Prevailing Wage

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.