



## Board Report

File #: 2016-0149, File Type: Budget

Agenda Number:

### SYSTEM SAFETY, SECURITY AND OPERATIONS COMMITTEE MARCH 17, 2016

**SUBJECT: METRO EMERGENCY SECURITY OPERATIONS CENTER (ESOC)  
ARCHITECTURAL AND ENGINEERING DESIGN SERVICES**

**ACTION: APPROVE RECOMMENDATIONS**

#### RECOMMENDATIONS

AUTHORIZE the Chief Executive Officer (CEO) to:

- A. ESTABLISH the life of project (LOP) budget in the amount of \$112.7 million for the **Emergency Security Operations Center (ESOC) Phase One**, CP No. 212121; and
- B. AWARD a 36-month firm fixed price Contract No. AE451150019779 to **HDR Engineering, Inc.**, in the amount of **\$5,936,638** for **Metro's ESOC Architectural and Engineering design services**.

#### ISSUE

The existing Emergency Operations Center (EOC) is currently located at Metro's Union Station Gateway (USG) Headquarters, part of the USG Complex that serves as a major terminus hub for rail and bus transportation. Because this location is in close proximity to high traffic public areas, a Metro Threat and Vulnerability Assessment (TVA) identified a series of vulnerabilities that require mitigation. In an effort to mitigate the concerns identified in the TVA, Metro applied for and received State of California grant funds to build a new facility off-site. Phase One of the new Emergency and Security Operations Center (ESOC) will serve as the primary and central location to support day-to-day emergency, security and law enforcement operations. The facility may also be expanded during Phase Two to accommodate Metro rail and bus operations (ROC) and (BOC) - providing needed redundancy.

To proceed with Metro's new ESOC Phase One, staff requires award of this contract which includes:

- Performing final programming and conceptual design;
- Surveying and testing;
- Preparation of preliminary design and engineering documents up to 30 percent;
- Preliminary engineering and 60 percent advanced preliminary engineering for systems;
- Sustainability design;
- Bid solicitation support;

- Construction support services.

## **DISCUSSION**

The proposed ESOC consists of approximately 100,000 square feet and up to a four story hardened structure with at-grade parking. The ESOC will be at a minimum a Leadership in Energy and Environmental Design Silver (LEED) certified hardened building and built in phases with the first phase consisting of the core and shell for the four story structure with at-grade parking including the tenant improvements for the EOC, Security Operation Center (SOC) and law enforcement dispatch to be located on the 3rd and 4th floors. Phase Two will consist of the tenant improvements for the ROC and BOC on the remaining 1st and 2nd floors to be built when funding becomes available. The total project preliminary cost for the ESOC Phase One is approximately \$112.7 million including escalation and the construction unit cost is approximately \$395 per square foot which falls within the market range for similar projects.

In November 2011, the Board approved the preliminary LOP budget for the combined Metro Emergency Operations Center/Bus Operations Center/Rail Operations Center (renamed as the ESOC) in the amount of \$16,103,043. With this Board action, the LOP budget for ESOC Phase One will be \$112.7 million for the preliminary architectural and engineering studies, design and construction of the ESOC Phase One with funds provided by the California State Office of Emergency Services (Cal OES), Proposition 1B California Transit Security Grant Program (CTSGB). Refer to Attachment C Sources and Uses. In March 2011, the Cal OES allocated CTSGB funds in the amount of \$112.7 million to Metro to construct an off-site EOC (from the USG complex) for the Los Angeles County's Metro Rail and Bus System. The CTSGB funds are specifically earmarked for the construction of an off-site EOC and may not be used for any other security programs. In November 2011, the Board approved the environmental studies and acquisition of property for the ESOC. Since the property is an industrial site and based on preliminary environmental studies, extensive soil remediation and additional utilities to accommodate the ESOC will need to be addressed during design and construction.

Between August 2013 to December 2015, staff assessed the project impacts to human health and environment using CEQA and NEPA protocols. An Initial Study/Mitigated Negative Declaration (IS/MND) document was prepared for the ESOC outlining mitigation measures that will be implemented to reduce significant environmental impacts. After publicly circulating the document from October 15, 2015, to November 13, 2015, all comments were addressed by November 16, 2015; and a Notice of Determination (NOD) was prepared on December 18, 2015. Upon the execution by the Metro Board of the actions associated with this Board Report, the NOD will be filed with the California Office of Planning and Research concluding the environmental clearance process.

## **DETERMINATION OF SAFETY IMPACT**

This Board action will enhance the established safety standards by improving Metro's disaster and terrorism response capabilities.

## **FINANCIAL IMPACT**

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In March 2011, the Cal OES allocated CTSGB funds in the amount of \$112.7 million to Metro to construct an off-site EOC. To date, Metro has been awarded approximately \$80.5 million for FY10, FY11, FY12, FY13 and FY14 (\$16.1 million each FY). Metro is anticipating being awarded the grant for FY 15 in March 2016 and is in the process of applying for the FY16 grant fund in the amount of \$16.1 million with the intention of securing the final grant fund in FY17.

Funding is included in the FY16 annual budget in cost center 2610, Security Dept., Account 50316, Professional and Technical Services, project 212121, Metro ESOC. Since this is a multi-year project, the cost center manager, and the Executive Officer for Program Management will be accountable for budgeting in future years.

#### Impact to Budget

The source of funds for this project is Proposition 1B. No other sources of funds were considered as these funds are for security and safety eligible capital projects only and cannot be used for operating expenses per the grant guidelines.

#### **ALTERNATIVES CONSIDERED**

The Board may decline to approve the recommended actions. This is not recommended. The LOP budget is based on the total CSGB award of \$112.7 million. If the grant funds are not expended within the specified timeframe, Metro will forfeit the grant award.

If the actions are not approved, the alternatives would be to consider award to the next technically qualified proposer and/or defer construction of the ESOC facility that may be detrimental to Metro security and transportation service goals for the long term with its rapidly growing transportation network.

#### **NEXT STEPS**

Upon Board approval, staff will execute Contract No. AE451150019779 with HDR Engineering, Inc. The NOD will be filed with the California Office of Planning and Research concluding the environmental clearance process. Staff will return to the Board in FY17 for design-build authority.

#### **ATTACHMENTS**

Attachment A - Procurement Summary  
Attachment B - DEOD Summary  
Attachment C - Sources and Uses

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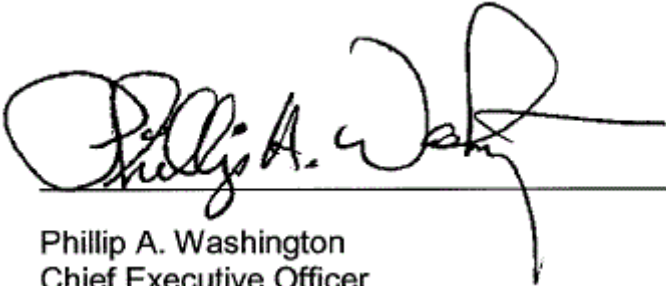
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Phillip A. Washington  
Chief Executive Officer

## PROCUREMENT SUMMARY

**METRO EMERGENCY SECURITY OPERATIONS CENTER  
ARCHITECTURAL AND ENGINEERING DESIGN SERVICES /  
AE451150019779**

1.	<b>Contract Number:</b> AE451150019779	
2.	<b>Recommended Vendor:</b> HDR Engineering, 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>	
	A. <b>Issued:</b> September 28, 2015	
	B. <b>Advertised/Publicized:</b> September 28, 2015	
	C. <b>Pre-Proposal/Pre-Bid Conference:</b> October 13, 2015	
	D. <b>Proposals/Bids Due:</b> December 14, 2015	
	E. <b>Pre-Qualification Completed:</b> March 1, 2016	
	F. <b>Conflict of Interest Form Submitted to Ethics:</b> January 21, 2016	
	G. <b>Protest Period End Date:</b> March 22, 2016	
5.	<b>Solicitations Picked up/Downloaded:</b> 54	<b>Proposals Received:</b> 3
6.	<b>Contract Administrator:</b> Erika Estrada	<b>Telephone Number:</b> (213) 922-1102
7.	<b>Project Manager:</b> Jeanet Owens	<b>Telephone Number:</b> (213) 922-6877

**A. Procurement Background**

This Board Action is to approve Contract No. AE451150019779 for Architectural and Engineering (A&E) design services for Metro's new Emergency Security Operations Center (ESOC). The intent of this contract is to establish a central location to house emergency, security, rail and bus operations centers to allow centralized communications, coordination, and to improve business continuity in day-to-day operations as well as enhancing Metro's disaster and terrorism response capabilities.

This is an A&E qualifications based Request for Proposal (RFP) issued in accordance with Metro's Acquisition Policy and Procedure Manual and the contract type is a firm fixed price. This solicitation includes an SBE/DVBE goal of 20% (SBE 17% and DVBE 3%).

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

- Amendment No. 1, issued on October 15, 2015, provided responses to questions received, updated the Good Faith Efforts (GFE) provisions and required forms by eliminating GFE in the solicitation, and provided documents related to the Pre-Proposal Conference held on October 13, 2015;
- Amendment No. 2, issued on October 22, 2015, extended the RFP due date to November 2, 2015;

- Amendment No. 3, issued on October 23, 2015, updated the letter of invitation supplement to include the 20% goal of the total contract price (SBE goal of 17% and DVBE goal of 3%), incorporated the Metro Threat and Risk Assessment Operation Control Center report into the Statement of Work, and provided responses to questions received;
- Amendment No. 4, issued on October 30, 2015, extended the RFP due date to November 16, 2015;
- Amendment No. 5, issued on November 12, 2015, extended the RFP due date to November 30, 2015;
- Amendment No. 6, issued on November 24, 2015, extended the RFP due date to December 14, 2015;
- Amendment No. 7, issued on November 30, 2015, deleted and replaced in its entirety the Statement of Work to include 30 percent Preliminary Engineering (PE) Design and 60 percent Advanced PE Systems Design; and
- Amendment No. 8, issued on December 4, 2015, provided responses to questions received, and revised the advanced preliminary engineering design plans subtask outlined in the Statement of Work, Task 4 Design Development Documents.

Two non-mandatory site visits and the pre-proposal conference were all held on October 13, 2015. The non-mandatory site visits were conducted at the Metro Rail Operations Center, Metro Bus Operations Center, Emergency Operations Center and Security Dispatch Center, and attended by 23 participants representing 19 firms. The pre-proposal conference was attended by 23 participants representing 18 firms. There were 28 questions asked and responses were released prior to the proposal due date.

A total of 54 firms downloaded the RFP and were included in the planholders' list. A total of three proposals were received on December 14, 2015.

**B. Evaluation of Proposals/Bids**

A Proposal Evaluation Team (PET) consisting of staff from Metro's Program Management, Rail Operations, Project Control and Administration, and Systems 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:

- |  |     |
|--|-----|
| • Degree of Skills and Experience of Team                                  | 25% |
| • Experience and Capabilities of Personnel on the Contractor's Team        | 20% |
| • Effectiveness of Team Management Plan                                    | 20% |
| • Understanding of Work and Appropriateness of approach for implementation | 35% |

The evaluation criteria are appropriate and consistent with criteria developed for other, similar A&E design procurements. Several factors were considered when developing these weights, giving the greatest importance to the understanding of the work and project approach. The PET evaluated the proposals according to the pre-established evaluation criteria.

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

During December 16 through December 23, 2015, the PET completed its independent evaluation of the three proposals received. All three proposals were determined to be within the competitive range and are listed below in alphabetical order:

1. Anil Verma Associates, Inc.
2. HDR Engineering, Inc.
3. STV Incorporated

During the interviews, 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 team's experience with at least one Emergency Operations Center (EOC), Rail Operations Center (ROC), Bus Operations Center (BOC), and/or Security Operations Center (SOC) in an urban setting particularly focused on the U.S. transportation agencies, and experience in designing transit facilities, particularly focused on transit operational characteristics. Each team was asked to explain their understanding of concept of operations of EOC, ROC, BOC and/or SOC in design and engineering of similar projects and the approach to designing the ESOC within timeframe identified in the Statement of Work.

The final scoring, after interviews, determined HDR to be the most technically qualified firm.

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

HDR Engineering, Inc. (HDR) offers architecture, interiors, structural engineering, electrical engineering, systems design, and project management services. The proposed team demonstrated several years of significant experience on similar projects, including Intelligence and Operations Coordination Center for Tucson Border Patrol Sector Headquarters, Command Center for the Pentagon National Military, Norfolk Operations Center Facility design, the City of Los Angeles EOC, LAX Airport Response Coordination Center and Department of Operations Center, and Metro's BOC and ROC assessment.

HDR's proposed approach included a three-core strategy: Programming, Systems and Technology, and A&E design services to meet the design needs for the ESOC. The work plan discussed a responsive design that met the ESOC project schedule,

provided the required stakeholder approval, operations concepts, and a design that was adaptable to Metro's changing needs over time. The proposal provided innovative ESOC facility designs that plan for growth and seamless integration with Metro's current centers and future facility operations.

The following is a summary of the PET scores:

	<b>FIRM</b>	<b>Average Score</b>	<b>Factor Weight</b>	<b>Weighted Average Score</b>	<b>Rank</b>
<b>1</b>	<b>HDR Engineering, Inc.</b>				
<b>2</b>	Degree of Skills and Experience of Team	88.20	25.00%	22.05	
<b>3</b>	Experience and Capabilities of Personnel on the Contractor's Team	90.55	20.00%	18.11	
<b>4</b>	Effectiveness of Team Management Plan	86.75	20.00%	17.35	
<b>5</b>	Understanding of Work and Appropriateness of approach for implementation	86.38	35.00%	30.23	
<b>6</b>	Total		<b>100.00%</b>	<b>87.74</b>	<b>1</b>
<b>7</b>	<b>STV Incorporated</b>				
<b>8</b>	Degree of Skills and Experience of Team	85.76	25.00%	21.44	
<b>9</b>	Experience and Capabilities of Personnel on the Contractor's Team	85.30	20.00%	17.06	
<b>10</b>	Effectiveness of Team Management Plan	83.55	20.00%	16.71	
<b>11</b>	Understanding of Work and Appropriateness of approach for implementation	81.96	35.00%	28.69	
<b>12</b>	Total		<b>100.00%</b>	<b>83.90</b>	<b>2</b>
<b>13</b>	<b>Anil Verma Associates, Inc.</b>				
<b>14</b>	Degree of Skills and Experience of Team	79.36	25.00%	19.84	
<b>15</b>	Experience and Capabilities of Personnel on the Contractor's Team	79.30	20.00%	15.86	
<b>16</b>	Effectiveness of Team Management Plan	80.90	20.00%	16.18	
<b>17</b>	Understanding of Work and Appropriateness of approach for implementation	69.99	35.00%	24.50	
<b>18</b>	Total		<b>100.00%</b>	<b>76.38</b>	<b>3</b>



### **C. Cost Analysis**

The recommended price of \$5,936,638 has been determined to be fair and reasonable based upon Metro's Management and Audit Services audit findings, an independent cost estimate, cost analysis, technical analysis, fact finding and negotiations.

During the course of negotiations, clarifications to interagency coordination, site visits, request for information responses, preliminary engineering plans and advanced preliminary systems design resulted in additional hours applied to the project that were not originally included in the independent cost estimate. Metro staff successfully negotiated a cost savings of \$62,826 from the firm's proposed price.

<b>Proposer Name</b>	<b>Proposal Amount</b>	<b>Metro ICE</b>	<b>Negotiated Amount</b>
HDR Engineering, Inc.	\$5,999,464	\$5,492,000	\$5,936,638

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

The recommended firm, HDR, founded in 1917 and located in Los Angeles, California, has been in business in the southern California region for 43 years. HDR is an architecture, engineering, and consulting firm. HDR has the knowledge of operation control centers spanning across transportation, security and energy markets.

The proposed team is comprised of staff from HDR and 18 subcontractors (10 SBE, 2 DVBE and 6 non-SBE firms). The proposed team has significant experience with Emergency Operations, Rail Operations, Bus Operations, and Security Operations Centers design and implementation. The proposed project manager has more than 24 years of experience. The project manager has extensive knowledge and experience in planning, design and construction of complex transportation facility projects. Overall, HDR's proposal strongly demonstrated project understanding, the required coordination and presented a complete, technically qualified team that would be able to successfully deliver the design documents.

## DEOD SUMMARY

**METRO EMERGENCY SECURITY OPERATIONS CENTER  
ARCHITECTURAL AND ENGINEERING DESIGN SERVICES /  
AE451150019779**

**A. Small Business Participation**

The Diversity and Economic Opportunity Department (DEOD) established a 20% goal inclusive of a 17% Small Business Enterprise (SBE) and 3% Disabled Veteran Business Enterprise (DVBE) goal for this solicitation. HDR Engineering exceeded the goal by making a 33.29% small business commitment, inclusive of a 30.25% SBE and 3.04% DVBE commitment.

<b>Small Business Goal</b>	<b>17% SBE 3% DVBE</b>	<b>Small Business Commitment</b>	<b>30.25% SBE 3.04% DVBE</b>
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	<b>SBE Subcontractors</b>	<b>% Commitment</b>
1.	Intueor Consulting	1.78%
2.	Jacobus & Yuang	2.69%
3.	MBI Media	1.94%
4.	Pacific Coast Locaters	0.20%
5.	Premier Management Corporation	1.29%
6.	Quinn Williams	1.01%
7.	SAA Associates	0.34%
8.	S&K Engineers	10.10%
9.	Spectrum Video	7.33%
10.	W2 Design	3.57%
	<b>Total SBE Commitment</b>	<b>30.25%</b>

	<b>DVBE Subcontractors</b>	<b>% Commitment</b>
1.	Calvada Surveying	0.42%
2.	Schwab Engineering	2.62%
	<b>Total DVBE Commitment</b>	<b>3.04%</b>

**B. Project Labor Agreement/Construction Careers Policy**

Project Labor Agreement/Construction Careers 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). Trades that may be covered include: surveying, potholing, field, soils and materials testing, building construction inspection and other support trades.

**D. Living Wage**

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

**Attachment E- Emergency Security Operations Center  
Sources and Uses (in the millions)**

<b>USES</b>	<b>BUDGET TOTAL</b>	<b>Up to FY 15-16</b>	<b>FY 16-17</b>	<b>FY 17-18</b>	<b>FY 18-19</b>	<b>FY 19-20</b>
Real Estate Purchase	\$7.645	\$ 7.645				
Environmental Studies	\$0.500	\$ 0.500				
Preliminary A/E Design	\$5.900	\$ 1.100	\$ 4.3	\$ 0.20	\$ 0.20	\$ 0.10
Soft Costs	\$15.000	\$ 2.000	\$ 2.0	\$ 2.00	\$ 5.00	\$ 4.00
Contingency	\$26.000		\$ 3.0	\$ 8.00	\$ 9.00	\$ 6.00
Utilities/Site work	\$10.000			\$ 1.00	\$ 7.00	\$ 2.00
Core and Shell construction	\$33.655			\$ 5.60	\$ 15.06	\$ 13.00
Tenant Improvements	\$5.000			\$ 1.00	\$ 3.00	\$ 1.00
Security, Systems, Equipment	\$9.000			\$ 2.00	\$ 5.00	\$ 2.00
<b>GRAND TOTAL</b>	<b>\$ 112.700</b>	<b>\$ 11.245</b>	<b>\$ 9.300</b>	<b>\$ 19.800</b>	<b>\$ 44.255</b>	<b>\$ 28.10</b>

<b>SOURCES</b>	<b>BUDGET TOTAL</b>	<b>Up to FY 14-15</b>	<b>FY 16-17</b>	<b>FY 17-18</b>	<b>FY 18-19</b>	<b>FY 19-20</b>
Prop 1B California Transit Security Grant Program	\$ 112.700	\$ 11.245	\$ 9.300	\$ 19.800	\$ 44.255	\$ 28.100