



Board Report

File #: 2021-0624, File Type: Contract

Agenda Number: 8.

**PLANNING AND PROGRAMMING COMMITTEE
OCTOBER 20, 2021**

SUBJECT: I-405 SEPULVEDA PASS (PHASE 1) EXPRESSLANES INVESTMENT GRADE TRAFFIC AND REVENUE STUDY; AND I-10 EXPRESSLANES EXTENSION INVESTMENT GRADE TRAFFIC AND REVENUE STUDY

ACTION: AWARD CONTRACTS

RECOMMENDATION

AUTHORIZE the Chief Executive Officer to:

- A. EXECUTE firm fixed price Contract No. PS67379000 with CDM Smith for comprehensive investment grade Traffic and Revenue (T&R) modeling services to produce the I-405 (Sepulveda Pass (Phase 1) ExpressLanes Investment Grade Traffic and Revenue (T&R) Study, for a three-year performance period, effective on November 20, 2021, in the amount of \$1,455,718 subject to the resolution of properly submitted protest(s), if any; and
- B. EXECUTE firm fixed price Contract No. PS67450000 with CDM Smith for comprehensive investment grade Traffic and Revenue (T&R) modeling services to produce the I-10 ExpressLanes Extension Investment Grade Traffic & Revenue (T&R) Study, for a two-year performance period, effective on November 20, 2021, in the amount of \$1,363,452 subject to the resolution of properly submitted protest(s), if any.

ISSUE

In January 2017, following previous Board direction, the Congestion Reduction Department initiated planning studies for the conversion of High Occupancy Vehicle (HOV) lanes into High Occupancy Toll (HOT) lanes for two projects within Tier 1 of the ExpressLanes Strategic Plan. Interstate 405 (I-405) Sepulveda Pass (Phase 1) ExpressLanes between I-10 and US-101 and I-10 ExpressLanes Extension between I-605 and the Los Angeles/San Bernardino County line are among the Tier 1 projects slated for near term implementation.

To continue the planning efforts required for I-405 Sepulveda Pass (Phase 1) and the extension of I-10 ExpressLanes, professional services are required to support the development of the Investment Grade T&Rs to assess and confirm toll rates and potential toll revenue that could be used to operate, maintain, fund construction of the projects as well as net toll revenues for improvements within the corridor.

BACKGROUND

In November 2014, the Board directed the preparation of a Countywide ExpressLanes Strategic Plan (Strategic Plan) based on the success of the I-110 and I-10 ExpressLanes. In January 2017, Board direction included initiating planning studies for Tier 1 ExpressLanes projects in Los Angeles County as identified in the Strategic Plan. The I-405 and the I-10 Extension ExpressLanes projects are prioritized as Tier 1 near-term efforts.

The Project Study Report/Project Development Support (PSR/PDS) for projects in the Tier 1 Network, inclusive of the I-405 Sepulveda Pass (Phase 1) ExpressLanes and the I-10 ExpressLanes Extension were completed in January 2021. The I-405 Sepulveda Pass (Phase 1) ExpressLanes Project Approval/Environmental Document (PA/ED) efforts which were paused in May 2020 due to the COVID-19 pandemic, resumed in December 2020 with completion anticipated in December 2023. The I-10 ExpressLanes Extension PA/ED effort recently approved by the Board is slated to begin in Fall 2021. The I-405 Sepulveda Pass (Phase 1) ExpressLanes has \$260 million in Measure M dedicated funding. Both projects are included in the Twenty-Eight by '28 Initiative.

DISCUSSION

The current phase in the planning process for the I-405 Sepulveda Pass (Phase 1) ExpressLanes Project and the I-10 ExpressLanes Extension is the PA/ED phase which includes preparation of engineering and environmental studies, Concept of Operations (ConOps), and community outreach and engagement activities. The PA/ED consists of two components, the Project Report (PR) and Environmental Document (ED). The PR will prepare preliminary engineering of the studied alternatives at a level of detail such that the potential impacts of those alternatives can be identified. The ED includes the necessary reports/analysis as required by the California Environmental Quality Act (CEQA)/National Environmental Policy Act (NEPA), including environmental justice, air quality, community, noise, hazardous waste, biological, and cultural resource studies. In addition, investment grade T&Rs, subject to board approval, must be prepared that will provide toll rates and toll revenue estimates in these corridors. Toll revenue will fund operations and maintenance costs and can be leveraged for project construction, as well as fund transit enhancements, active transportation, and roadway improvements.

Metro will continue to coordinate with Caltrans for review and oversight on the PA/ED and other related study efforts. With Board approval, the work associated with the Investment Grade T&Rs will be initiated upon execution of the contracts.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

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

EQUITY PLATFORM

As part of the Investment Grade T&R contract, data will be collected on travel patterns in the corridor

and the willingness of drivers from within the respective project area to pay tolls in relation to potential travel time saved through a Stated Preference Survey (SPS). HOVs meeting the occupancy requirements will still travel free on the ExpressLanes with a transponder; the general-purpose lanes will remain free.

The SPS asks questions such as trip origin and destination, trip purpose, time/day of the trip, routes used, income level, and number of occupants on the trip. The Rapid Equity Assessment Tool (REA) was applied to identify the survey area for the Stated Preference Survey (SPS), particularly in identifying Equity Focus Communities (EFCs) in the I-405 and I-10 corridors. EFCs will be surveyed as part of the SPS and survey responses from EFCs will be identified by requiring survey respondents to provide their ZIP code.

Through gathering data in the SPS on how and where people travel in the corridor, the T&R will assist Metro in identifying transportation improvements in the corridor that could be funded through net toll revenue, which could reduce potential inequities and disparate impacts to the most vulnerable corridor users. The SPS is able to prioritize EFCs along each of the corridors and the contract scope focuses on EFC populations' survey participation and data contribution towards the overall T&R. One approach is to oversample or send out more surveys to individuals within EFCs.

Metro grants approximately \$8 million in toll revenues annually to incremental additional transit service on the ExpressLanes benefiting the I-10 and I-110 corridors. It is anticipated that similar reinvestments could be made as part of the I-10 ExpressLanes Extension and I-405 Phase 1 ExpressLanes projects, subject to availability of funds.

As noted earlier, the Investment Grade T&R is part of the larger PA/ED effort that will prepare the PR and ED. The ED will include environmental justice/equity, socioeconomic analysis, noise, air quality, visual, and community impacts and extensive outreach to communities along the corridor. The ED's Community Impact Assessment (CIA), as required by state and federal law, identifies minority, low income, and disadvantaged populations along the corridor using socio-economic data from the Census Bureau and SCAG. The CIA is meant to clearly describe the existing conditions and potential socio-economic impacts of the project. These reports will identify any significant community impacts and mitigation/improvement measures, as required.

Finally, once these projects are operational, the Low-Income Assistance Plan (LIAP) will provide assistance to low-income populations by providing free toll credits and waiver of the monthly account maintenance fees.

Metro's Diversity and Economic Opportunity Department (DEOD) established a 12% Small Business Enterprise (SBE) and 3% Disabled Veteran Business Enterprise (DVBE) goal for PS67379000 and PS67450000. CDM Smith exceeded the goals for both procurements by making a 21.09% SBE and 3.02% DVBE commitment for PS67379000 and a 14.02% SBE and 3.01% DVBE commitment for PS67450000.

FINANCIAL IMPACT

Funds in the amount of \$2,819,170 are needed to conduct this work and are available in the FY22 budget in cost center 2220 "Congestion Reduction" and project # 475003 "I-405 Sepulveda

Express Lanes” and 405548 “Congestion Pricing”. Because this is a multi-year program, the cost center manager and the Executive Officer, Congestion Reduction programs, will be responsible for budgeting for future years.

Impact to Budget

Funds for this action will come from dedicated Measure M funding for the I-405 Sepulveda Pass (Phase 1) ExpressLanes Project and I-10 toll revenues for the I-10 ExpressLanes Extension Project. Toll revenues are not eligible as direct funding for bus and rail operations and other capital improvements.

ALTERNATIVES CONSIDERED

The Board could choose not to award this contract. This is not recommended as it would delay related project efforts including engineering and environmental studies, public outreach activities, potential funding opportunities, and jeopardize the overall project completion schedule.

Additionally, since the I-405 Sepulveda Pass (Phase 1) Project and I-10 ExpressLanes Extension Project are part of Metro ExpressLanes Strategic Plan Tier 1 prioritized projects with Measure M dedicated funding (\$260 million) for the I-405 Sepulveda Pass (Phase 1) ExpressLanes Project.

NEXT STEPS

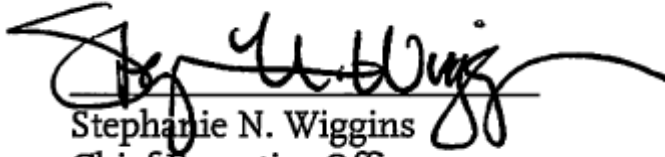
Upon Board approval, staff will execute the contracts with CDM Smith to initiate work associated with the projects.

ATTACHMENTS

Attachment A - I-405 Sepulveda Pass (Phase 1) ExpressLanes Procurement Summary
Attachment B - I-405 Sepulveda Pass (Phase 1) ExpressLanes DEOD Summary
Attachment C - I-10 ExpressLanes Extension Procurement Summary
Attachment D - I-10 ExpressLanes Extension DEOD Summary

Prepared by: Alice Tolar, Sr. Manager, Transportation Planning, Congestion Reduction, 213.418.3334
Daniel Tran, Manager, Transportation Planning, Congestion Reduction, 213.236.1883
Mark Linsenmayer, Deputy Executive Officer, Congestion Reduction, 213.922.5569

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Debra Avila, Chief Vendor/Contract Management Officer, 213.418.3051



Stephanie N. Wiggins
Chief Executive Officer

PROCUREMENT SUMMARY

**I-405 EXPRESSLANES SEPULVEDA PASS PHASE I INVESTMENT GRADE
TRAFFIC AND REVENUE STUDY/PS67379000**

1.	Contract Number: PS67379000	
2.	Recommended Vendor: CDM Smith, 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 : 1/28/2020	
	B. Advertised/Publicized: 1/24/2020	
	C. Pre-Proposal Conference: 2/5/2020	
	D. Proposals Due: 2/28/2020	
	E. Pre-Qualification Completed: 3/12/2020	
	F. Conflict of Interest Form Submitted to Ethics: 8/3/2021	
	G. Protest Period End Date: 10/25/2021	
5.	Solicitations Picked-up/ Downloaded: 53	Proposals Received: 1
6.	Contract Administrator: Andrew Conriquez	Telephone Number: 213-922-3528
7.	Project Manager: Alice Tolar	Telephone Number: 213-418-3334

A. Procurement Background

This Board Action is to approve the award of Contract No. PS67379000 with CDM Smith, issued to perform the I-405 ExpressLanes Sepulveda Pass Phase I Investment Grade Traffic and Revenue Study. Board approval of contract awards are subject to the resolution of any properly submitted protest(s).

On January 28, 2020, staff released Request for Proposals (RFP) PS67379 in accordance with Metro's Acquisition Policy and the contract type is firm fixed price.

No amendments were issued during the solicitation phase of this RFP.

A pre-proposal conference was held on February 5, 2020 and was attended by 14 participants representing eight companies. There were 7 questions asked and responses were released prior to the proposal due date. A total of 53 firms downloaded the RFP and were registered on the planholders list.

On February 28, 2020, one proposal was received from CDM Smith, Inc. Staff conducted a market survey to determine why no other proposals were received. Responses included such reasons as "the work required was not in their area of expertise" and "lack of resources and time to submit a proposal."

B. Evaluation of Proposals

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

The proposal was evaluated based on the following evaluation criteria and weights that were published in the RFP:

- Proposed Team’s Qualifications and Experience 30 percent
- Firm’s Technical Approach 25 percent
- Team’s Management Approach 25 percent
- Partnering with Small Businesses 10 percent
- Cost 10 percent

The evaluation criteria are appropriate and consistent with criteria developed for other similar procurements in the past. Several factors were considered when developing these weights, giving the greatest importance to Proposed Team’s Qualifications and Experience.

On September 16, 2021, the PET completed its independent evaluation of the proposal and determined CDM Smith’s proposal to be responsible and responsive to the requirements of the RFP.

Due to the COVID-19 pandemic impacts experienced in 2020, including a reduction in traffic volumes on local freeways, this procurement was placed on hold until now.

Qualifications Summary of Recommended Firm:

CDM Smith, Inc.

CDM Smith, Inc., is a nationally recognized expert in traffic and revenue studies, supporting the feasibility assessment of pricing, revenue estimating, transportation operations, and congestion pricing.

The CDM Smith team has over five decades of toll facility support and their depth of tolling experience and successful delivery of traffic and revenue analyses in the industry. CDM Smith, Inc. has supported two similar studies in nature and complexity for Los Angeles County Metropolitan Transportation Authority.

Below is a summary of the firm’s score:

	Firm	Weighted Average Score	Factor Weight	Average Score	Rank
1	CDM Smith, Inc.				

2	Proposed Team's Qualifications and Experience	88.33	30.00%	26.50	
3	Firm's Technical Approach	88.00	25.00%	22.00	
4	Team's Management Approach	84.60	25.00%	21.15	
5	Partnering with Small Businesses	86.67	10.00%	8.67	
6	Cost	100.00	10.00%	10.00	
7	Total		100.00%	88.32	1

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, and fact finding. The recommended price exceeds the original proposal amount for two reasons. First, additional effort is needed to assess the impacts of COVID-19 on traffic volume. This will be done by collecting additional historical data and comparing that with traffic data that will be collected as part of the EIR. In addition, the stated preference survey area will be expanded to include Equity Focus Communities identified along the 405 corridor.

Proposer Name	Proposal Amount	Metro ICE	Negotiated Amount
CDM Smith, Inc.	\$1,138,132	\$1,552,315	\$1,455,718

D. Background on Recommended Contractor

The recommended firm, CDM Smith, Inc., is a professional consultancy firm that is nationally recognized in traffic and revenue studies. CDM Smith, Inc., has conducted hundreds of T&R studies that have supported over \$120 billion in toll financing for transportation infrastructure. In addition, they have supported more than 40 percent of the recent investment grade studies for toll financed projects in the U.S. since 2010 and have supported the assessment of express/managed lane projects around the country, including 27 express lane projects currently operating in the United States.

The proposed project manager has 20 years of experience in managing toll feasibility analyses and travel demand modeling projects for both private and public agencies. His areas of specialization include toll diversion modeling and financial analysis; urban, intercity, and statewide regional travel demand forecasting; AET feasibility analysis; new mode modeling and analysis; traveler's behavioral theory; discrete choice models; stated preference and revealed preference survey design and implementation; and software interface development.

Key personnel have over 21 years of project experience that include I-605 Express Lanes Revenue Study, I-105 Express Lanes investment Grade Traffic and Revenue Study for LACMTA, I-10 and I-15 Express Lanes Investment Grade Traffic and Revenue Study for the San Bernardino County Transportation Authority, and 91 Express Lanes Traffic and Revenue Study for Orange County Transportation Authority.

DEOD SUMMARY

**I-405 EXPRESSLANES SEPULVEDA PASS PHASE I INVESTMENT GRADE
TRAFFIC AND REVENUE STUDY/PS67379000**

A. Small Business Participation (PS67379000)

The Diversity and Economic Opportunity Department (DEOD) established a 12% Small Business Enterprise (SBE) and 3% Disabled Veteran Business Enterprise (DVBE) goal for this solicitation. CDM Smith exceeded the goal by making a 21.09% SBE and 3.02% DVBE commitment.

Small Business Goal	12% SBE 3% DVBE	Small Business Commitment	21.09% SBE 3.02% DVBE
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	SBE Subcontractors	% Committed
1.	Economic & Planning Systems	6.72%
2.	Redhill Group	12.72%
3.	Wiltec	1.65%
	Total Commitment	21.09%

	DVBE Subcontractors	% Committed
1.	SourceOne Communications	3.02%
	Total Commitment	3.02%

B. Living Wage and Service Contract Worker Retention Policy Applicability

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

PROCUREMENT SUMMARY

I-10 EXPRESSLANES EXTENSION INVESTMENT GRADE TRAFFIC AND REVENUE
STUDY/PS67450000

1.	Contract Number: PS67450000	
2.	Recommended Vendor: CDM Smith, 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 : 1/28/2020	
	B. Advertised/Publicized: 1/24/2020	
	C. Pre-Proposal Conference: 2/5/2020	
	D. Proposals Due: 2/28/2020	
	E. Pre-Qualification Completed: 3/12/2020	
	F. Conflict of Interest Form Submitted to Ethics: 8/3/2021	
	G. Protest Period End Date: 10/25/2021	
5.	Solicitations Picked-up/ Downloaded: 33	Proposals Received: 1
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 the award of Contract No. PS67450000 with CDM Smith, issued to perform the I-10 ExpressLanes Extension Investment Grade Traffic and Revenue Study. Board approval of contract awards are subject to the resolution of any properly submitted protest(s).

On January 28, 2020 staff released Request for Proposals (RFP) PS67450 in accordance with Metro's Acquisition Policy and the contract type is firm fixed price.

No amendments were issued during the solicitation phase of this RFP.

A pre-proposal conference was held on February 5, 2020 and was attended by 14 participants representing eight companies. There were 7 questions asked and responses were released prior to the proposal due date. A total of 53 firms downloaded the RFP and were registered on the planholders list.

On February 28, 2020, one proposal was received from CDM Smith, Inc. Staff conducted a market survey to determine why no other proposals were received. Responses included such reasons as "the work required was not in their area of expertise", and "lack of resources and time to submit a proposal".

B. Evaluation of Proposals

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

The proposal was evaluated based on the following evaluation criteria and weights that were published in the RFP:

- Proposed Team’s Qualifications and Experience 30 percent
- Firm’s Technical Approach 25 percent
- Team’s Management Approach 25 percent
- Partnering with Small Businesses 10 percent
- Cost 10 percent

The evaluation criteria are appropriate and consistent with criteria developed for other similar procurements in the past. Several factors were considered when developing these weights, giving the greatest importance to Proposed Team’s Qualifications and Experience.

On September 16, 2021, the PET completed its independent evaluation of the proposal and determined CDM Smith’s proposal to be responsible and responsive to the requirements of the RFP.

Due to the COVID-19 pandemic impacts experienced in 2020, including a reduction in traffic volumes on local freeways, this procurement was placed on hold until now.

Qualifications Summary of Recommended Firm:

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CDM Smith, Inc., is a nationally recognized expert in traffic and revenue studies, supporting the feasibility assessment of pricing, revenue estimating, transportation operations, and congestion pricing.

The CDM Smith team has over five decades of toll facility support and their depth of tolling experience and successful delivery of traffic and revenue analyses in the industry. CDM Smith, Inc. has supported two similar studies in nature and complexity for Los Angeles County Metropolitan Transportation Authority.

Below is a summary of the firm’s score:

	Firm	Weighted Average Score	Factor Weight	Average Score	Rank
1	CDM Smith, Inc.				

2	Proposed Team's Qualifications and Experience	86.67	30.00%	26.00	
3	Firms Technical Approach	89.33	25.00%	22.33	
4	Teams Management Approach	84.60	25.00%	21.15	
5	Partnering with Small Businesses	86.67	10.00%	8.67	
6	Cost	100.00	10.00%	10.00	
7	Total		100.00%	88.15	1

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, and fact finding. The recommended price exceeds the original proposal amount and ICE for two reasons. First, additional effort is needed to assess the impacts of COVID-19 on traffic volume. This will be done by collecting additional historical data and comparing that with traffic data that will be collected as part of the EIR. In addition, the stated preference survey area will be expanded to include Equity Focus Communities identified along the 10 corridor.

Proposer Name	Proposal Amount	Metro ICE	Negotiated Amount
CDM Smith, Inc.	\$1,080,354	\$1,281,116	\$1,363,452

D. Background on Recommended Contractor

The recommended firm, CDM Smith, Inc., is a professional consultancy firm that is nationally recognized in traffic and revenue studies. CDM Smith, Inc., has conducted hundreds of T&R studies that have supported over \$120 billion in toll financing for transportation infrastructure. In addition, they have supported more than 40 percent of the recent investment grade studies for toll financed projects in the U.S. since 2010 and have supported the assessment of express/managed lane projects around the country, including 27 express lane projects currently operating in the United States.

The proposed project manager has 20 years of experience in managing toll feasibility analyses and travel demand modeling projects for both private and public agencies. His areas of specialization include toll diversion modeling and financial analysis; urban, intercity, and statewide regional travel demand forecasting; AET feasibility analysis; new mode modeling and analysis; traveler's behavioral theory; discrete choice models; stated preference and revealed preference survey design and implementation; and software interface development.

Key personnel have over 21 years of project experience that include I-605 Express lanes Revenue Study, I-105 Express lanes investment Grade Traffic and Revenue Study for LACMTA, I-10 and I-15 Express Lanes Investment Grade Traffic and Revenue Study for the San Bernardino County Transportation Authority, and 91 Express Lanes Traffic and Revenue Study for Orange County Transportation Authority.

DEOD SUMMARY

I-10 EXPRESSLANES EXTENSION INVESTMENT GRADE TRAFFIC AND REVENUE STUDY/PS67450000

A. Small Business Participation (PS67450000)

The Diversity and Economic Opportunity Department (DEOD) established a 12% Small Business Enterprise (SBE) and 3% Disabled Veteran Business Enterprise (DVBE) goal for this solicitation. CDM Smith exceeded the goal by making a 14.02% SBE and 3.01% DVBE commitment.

Small Business Goal	12% SBE 3% DVBE	Small Business Commitment	14.02% SBE 3.01% DVBE
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	SBE Subcontractors	% Committed
1.	Economic & Planning Systems	8.17%
2.	Redhill Group	3.85%
3.	Wiltec	2.00%
	Total Commitment	14.02%

	DVBE Subcontractors	% Committed
1.	SourceOne Communications	3.01%
	Total Commitment	3.01%

B. Living Wage and Service Contract Worker Retention Policy Applicability

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