



Memorandum

Date: May 17, 2019
To: Transportation Authority Board
From: Rachel Hiatt – Principal Transportation Planner
Subject: 06/11/19 Board Meeting: Award a One Year and Six Months Professional Services Contract to the Top-Ranked Firm(s) in an Amount Not to Exceed \$700,000 for Technical and Communications Services for the Downtown Congestion Pricing Study

<p>RECOMMENDATION <input checked="" type="checkbox"/> Information <input checked="" type="checkbox"/> Action</p> <ul style="list-style-type: none"> • Award a one year and six months professional services contract to the top-ranked firm(s) in an amount not to exceed \$700,000 for technical and communications services for the Downtown Congestion Pricing Study • Authorize the Executive Director to negotiate contract payment terms and non-material terms and conditions <p>SUMMARY</p> <p>We are seeking consultant services to provide technical and communications services for the Downtown Congestion Pricing Study. The Study seeks to develop a congestion pricing proposal for San Francisco through a substantial community outreach process supported by technical analysis. We issued a Request for Proposals (RFP) for the requested services in April. By the proposal submission deadline, we received five proposals. The multi-agency selection panel is completing the interview process on May 17. In order to allow sufficient time to complete its evaluation, the panel plans to present its contract award recommendation(s) at the May 22 CAC meeting. We have listed the item as information/action in the event the selection panel has not finalized its recommendation(s) by the CAC meeting.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Fund Allocation <input type="checkbox"/> Fund Programming <input type="checkbox"/> Policy/Legislation <input type="checkbox"/> Plan/Study <input type="checkbox"/> Capital Project Oversight/Delivery <input type="checkbox"/> Budget/Finance <input checked="" type="checkbox"/> Contract/Agreement <input type="checkbox"/> Other: <hr/>
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DISCUSSION

Background.

At the October 23, 2018 Board meeting, staff presented a summary of the 2010 Mobility, Access, and Pricing Study (MAPS), which examined a variety of alternatives to implement congestion pricing in San Francisco and recommended a “Northeast Cordon” design. The Chair directed staff to develop a scope, schedule, and budget for a new study of congestion pricing. At its December 11, 2018 meeting, the Board approved Resolution 19-29 directing staff to advance the scope of work and seek additional funding for a congestion pricing study update. At its February 26, 2019, the Board approved

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an appropriation of \$500,000 in Prop K sales tax funds to begin the Downtown Congestion Pricing Study while staff continues to secure additional funds needed for the full \$1.8 million scope of work.

The Study's objectives are to:

- Understand the objectives and key issues of diverse stakeholders regarding a potential congestion pricing program. Ensure community and stakeholder involvement to identify program goals, develop and refine a proposed congestion pricing program, and build agreement around a recommendation.
- Recommend a preferred congestion pricing program within the downtown area that would best meet identified program goals.
- Develop a strategy to advance the recommended congestion pricing program for approvals and implementation.

We anticipate that the study will take approximately 18 months to complete following contract award.

Procurement Process.

The Transportation Authority issued a RFP for technical and communications services for the Downtown Congestion Pricing Study on April 8, 2019. We hosted a pre-proposal conference at our offices on April 15, which provided opportunities for small businesses and larger firms to meet and form partnerships. 30 firms attended the conference. We took steps to encourage participation from small and disadvantaged business enterprises, including advertising in six local newspapers: the San Francisco Chronicle, San Francisco Examiner, the Small Business Exchange, Nichi Bei, the Western Edition, and the San Francisco Bayview. We also distributed the RFP and questions and answers to certified small, disadvantaged, and local businesses; Bay Area and cultural chambers of commerce; and small business councils.

The RFP scope of work was divided into four separate but interrelated workstreams: 0 – Project Management, 1 – Stakeholder Engagement, 2 – Program Development, and 3 – Technical Analysis. Proposers were required to submit proposals according to one of three options: A (workstreams 0, 1 & 2), B (workstreams 0, 2 and 3) or C (workstreams 1, 2, 3 and 4). This workstream approach provided the selection panel with the ability to select one or more teams to complete the overall scope of work that would collectively provide the best overall project support. By the submittal deadline on May 7, 2019, we received five proposals in response to the RFP. A selection panel comprised of Transportation Authority, San Francisco Municipal Transportation Agency, and Metropolitan Transportation Commission staff evaluated the proposals based on the criteria identified in the RFP, including the proposer's understanding of project objectives, technical and management approach, and capabilities and experience. The panel selected three firms to interview between May 16 and 17, and in order to allow sufficient time to complete its evaluation, the panel anticipates presenting its contract award recommendation(s) at the May 22 CAC meeting.

To allow us the flexibility to seek and use federal funds to cover a portion of this contract, we have adhered to federal procurement regulations. We established a Disadvantaged Business Enterprise (DBE) goal of 14% for this contract, accepting certifications by the California Unified Certification Program. Proposals from all three interviewed firms met or exceeded the DBE goal.

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This contract will be partially funded by Prop K sales tax funds. The full contract amount is contingent upon execution of a funding agreement with the Metropolitan Transportation Commission for an anticipated \$400,000 in bridge toll revenues expected to be approved in June, and funds programmed in the City's Fiscal Year 2019/20 budget which are conditional pending receipt of developer fees from the Transbay Transit Center district. The first year's activities are included in the Transportation Authority's proposed Fiscal Year 2019/20 budget and sufficient funds will be included in future fiscal year budgets to cover the cost of the contract(s).

CAC POSITION

The CAC will consider this item at its May 22, 2019 meeting.

SUPPLEMENTAL MATERIALS

Attachment 1 – Scope of Services

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Scope of Services

The Transportation Authority seeks technical and communications consultant services to support the Downtown Congestion Pricing Study (Project). The scope of work for this Project presents four separate but interrelated workstreams:

- Workstream 0: Project Management
- Workstream 1: Stakeholder Engagement
- Workstream 2: Program Development
- Workstream 3: Technical Analysis

The scope of work consists of the following tasks:

- Workstream 0: Project Management
 - Task 0.1: Kick-off meeting and workplan
 - Task 0.2: Ongoing project management
 - Task 0.3: Final report
- Workstream 1: Stakeholder Engagement
 - Task 1.1: Stakeholder and Community Engagement Plan
 - Task 1.2: Message Development
 - Task 1.3: Policy Advisory Committee
 - Task 1.4: Engagement Activities and Materials
- Workstream 2: Program Development
 - Task 2.1: Program Development Plan
 - Task 2.2: Technical Advisory Committee
 - Task 2.3: Goals and Objectives, Purpose and Need
 - Task 2.4: Research and Document Case Studies
 - Task 2.5: Develop and Refine Program Definition, Identify Recommended Program
 - Task 2.6: Implementation Plan
- Workstream 3: Technical Analysis
 - Task 3.1: Technical Analysis Plan
 - Task 3.2: Existing Conditions Data Gathering and Analysis
 - Task 3.3: Additional Analysis for Program Development and Stakeholder Engagement
 - Task 3.4: Cost and Revenue Estimates

The scope for each task and associated deliverables is as follows.

Workstream 0: Project Management

Task 0.1: Kick-off meeting and workplan

The project kick-off meeting will include the Contractor for each of the workstreams. It will focus on how the workstreams will interrelate and how the teams will coordinate the scopes and schedules for each. The purpose of this meeting will be to outline a combined workplan for all workstreams. The Contractor for the Program Development workstream will finalize the overall project workplan, incorporating content provided by the Contractor for the other workstreams.

The workplan should provide for the study scope of work to be completed in 18 months or less (by mid- to late 2020).

Task 0.2: Ongoing project management

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The Transportation Authority will have a project manager to coordinate the overall project effort. If different consultants are selected for individual workstreams, the Transportation Authority project manager will lead study team coordination between those workstreams. Each Contractor will be expected to lead internal team coordination within and among the workstream(s) it is managing. Each Contractor will participate in regular bi-weekly project team meetings and submit monthly progress reports.

Task 0.3: Final report

The study final report will synthesize and document the study process, conclusions, and recommendations. The Contractor for the Program Development workstream will prepare the final report, incorporating content provided by the Contractor for the other workstreams. Transportation Authority staff and resources will be used for final report layout and printing.

Workstream 0 Deliverables:

<i>Task</i>	<i>Deliverable</i>
<i>0.1</i>	<ul style="list-style-type: none">• <i>Draft and final workplan</i>• <i>Attendance at project kick-off meeting</i>
<i>0.2</i>	<ul style="list-style-type: none">• <i>Attendance at bi-weekly project team meetings</i>• <i>Monthly invoices and brief progress reports</i>
<i>0.3</i>	<ul style="list-style-type: none">• <i>Draft and final study report</i>

Workstream 1: Stakeholder engagement

Task 1.1: Stakeholder and Community Engagement Plan

The Contractor will produce a plan for how the project team will engage key stakeholders and the public in development of a congestion pricing program and build agreement around a recommended program. Key stakeholders must be closely engaged as the Program Development workstream progresses, requiring coordination between planning and execution of the two workstreams. The plan will identify key stakeholders, which will include:

- The Policy Advisory Committee (PAC), to be convened in Task 1.4;
- The Technical Advisory Committee (TAC), to be convened in the Program Development workstream;
- Public officials who will have key decision-making roles, and their staffs; and
- Other stakeholders at the local, regional, or state level that have important interests in the study, with a focus on involving Communities of Concern and other vulnerable groups.

The plan should also describe how broader public involvement, both local and regional, will inform the Program Development workstream and engage communities in discussions and education about congestion pricing.

The plan will also be closely coordinated with the Technical Analysis workstream to identify how technical analysis might support the engagement process and address key stakeholder issues.

The engagement plan will identify:

- A timeline of stakeholder engagement and public outreach activities;

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- Key messages, audiences, and input to be sought during each set of activities;
- How to engage the PAC over a planned series of meetings;
- Methods to reach and gather input from other key stakeholders and the broader public, with a focus on methods to involve Communities of Concern and other vulnerable groups;
- Opportunities to engage key decision-makers and their staffs in the program development, outreach, and education processes;
- How and when to engage the media; and
- Roles for Transportation Authority and consultant staff and any others who should be involved.

Task 1.2: Message Development

The Contractor will undertake needed background research and information-gathering and produce a strategy for the overall public message of the study, including how the project team communicates about the general topic of congestion pricing, this particular study, and a recommended congestion pricing program. Information-gathering could include, for example, case studies of other communications strategies, polling, surveys, and/or focus groups. Message development must be integrated with the Program Development workstream to ensure that messages are consistent with the programs under development and with the Technical Analysis workstream to identify any key data points that would support key messages. The Contractor will document the information gathered and key messaging recommendations.

Task 1.3: Policy Advisory Committee

The Project will have a (PAC comprised of a diverse set of key stakeholder representatives to advise and provide input to the project team regularly throughout the study process. The PAC will play an important role in shaping the Program Development workstream and identifying key questions for the Technical Analysis workstream to help address. The Contractor will use its knowledge and familiarity with San Francisco stakeholders and its knowledge of congestion pricing stakeholder engagement in other cities to assist with convening the PAC, including the following:

- Review and advise on a draft list of PAC participants;
- Plan meetings and develop agendas; and
- Support staff at meetings and develop outreach-related content as needed.

The Contractor will also provide any Stakeholder Engagement-related content as needed to support the TAC, which is convened as part of the Program Development workstream.

Task 1.4: Engagement Activities and Materials

The Contractor will coordinate and implement stakeholder and community engagement activities per the Stakeholder and Community Engagement Plan, including producing supporting collateral materials. Activities could include:

- Listening sessions and meetings with stakeholder groups;
- Public events such as open houses, town halls, workshops, tabling, etc.;
- Surveys and polls;
- Online and social media engagement tools; and
- Multilingual engagement both in-person and online.

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Transportation Authority communications staff will work with the Contractor on outreach content development. The Contractor will execute outreach activities and logistics (e.g. arranging meetings and venues, producing materials, translations, etc.) and augment staff at events.

Workstream 1 Deliverables:

<i>Task</i>	<i>Deliverable</i>
<i>1.1</i>	<i>Draft and final Stakeholder and Community Engagement Plan</i>
<i>1.2</i>	<i>Draft and final Message Development Memo</i>
<i>1.3</i>	<i>Draft and final PAC meeting agendas</i>
<i>1.4</i>	<i>Outreach materials and activities per the Stakeholder and Community Engagement Plan</i>

Workstream 2: Program Development

Task 2.1: Program Development Plan

The Contractor will identify the proposed process for developing and refining potential congestion pricing concepts into a set of recommendations and implementation plan with stakeholder support. To arrive at a recommended congestion pricing program, the study will need to both a) consider and narrow down a range of program possibilities and b) incorporate new input and information to iterate and refine the potential program definition(s). Both (a) and (b) will require stakeholder engagement and technical input.

In coordination with the Stakeholder Engagement workstream, the plan will identify how engagement with the PAC, TAC, decision-makers, and the general public will help develop the proposed program and shape the deliverables. It should identify how the process will address key stakeholder concerns regarding congestion pricing, including:

- Equity: Whether the program would benefit low-income travelers and other vulnerable populations;
- Economy: How it would affect small and large businesses; and
- Effectiveness: Whether the system will work effectively to reduce congestion without causing negative effects like additional transit crowding or worsened congestion outside a pricing zone.

In coordination with the Technical Analysis workstream, the plan will identify questions that require technical input and discuss how technical input and analysis will be incorporated to support the program development process.

The plan will also identify appropriate roles for Transportation Authority and consultant staff.

Task 2.2: Technical Advisory Committee

The Transportation Authority will convene a TAC comprised of staff from local and regional partner agencies to advise and provide input to the project team regularly (approximately every other month) throughout the study process. The TAC will play a particularly important role in providing input on the feasibility of potential concepts in the Program Development workstream and helping to guide the Technical Analysis workstream. The Contractor will assist with convening the TAC as follows:

- Plan meetings and develop agendas; and

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- Support Transportation Authority staff at meetings and provide Program Development-related content as needed.

The Contractor will also provide any Program Development-related content as needed to support the PAC, which is convened as part of the Stakeholder Engagement workstream.

Task 2.3: Goals and Objectives, Purpose and Need

With appropriate input from Transportation Authority staff, the PAC, TAC, and other key stakeholders as specified in the Program Development Plan, the Contractor will define the goals of the congestion pricing scenarios and specific objectives under each goal area. Next, per the Program Development Plan and using data on existing and expected future conditions provided as part of the Technical Analysis workstream, the Contractor will define the purpose and document the need for a congestion pricing program in and around downtown San Francisco. The Contractor will document the goals and objectives as well as the purpose and need in a single memo.

Task 2.4: Research and Document Case Studies

In consultation with the project team, the Contractor will use its experience with congestion and mobility pricing to identify relevant case studies and assist Transportation Authority staff in liaising with other cities' congestion or mobility pricing program planning and implementation efforts. The Contractor will share and concisely document the experience of other cities with respect to key issues, such as those identified in Task 2.1; other cities' degree of success in addressing them; and what insights and lessons learned may be applicable to any of the workstreams in this study.

Task 2.5: Develop and Refine Program Definition, Identify Recommended Program

The Contractor will develop and refine potential congestion pricing concept(s) per the Program Development Plan to identify a recommended congestion pricing program. Elements of the program definition should include the following:

- Congestion charging parameters, such as the type of charge (e.g. cordon, area, road user, etc.), fee amounts, days and hours they would be in effect, types of vehicles to be charged, and geographic limits of a charging zone;
- Discounts, subsidies, incentives, and travel demand management tools/programs to reduce the burden of pricing on vulnerable populations and encourage the use of sustainable travel modes;
- A package of local and regional multimodal improvements to be funded with program revenues, such as transit service increases, street repaving, streetscape improvements, and upgrades to transit, walking, and bicycling infrastructure; and
- Options for technology solutions that could be used to implement the program.

Finally, per the Program Development Plan, the Contractor will identify a recommended congestion pricing program with appropriate documentation of the rationale for its selection. The Contractor will incorporate operating cost and revenue estimates developed in Workstream 3, Task 3.4. The recommended program documentation should be sufficient to support presentation of the recommendation to key decision-makers and the public.

Transportation Authority and SFMTA planning staffs will be available to assist with developing program elements (including development of multimodal investment packages), identifying potential funding sources, and related interagency coordination.

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Task 2.6: Implementation Plan

The Contractor will prepare an implementation plan that identifies appropriate next steps and roles to secure the needed approvals and implement the recommended alternative. The plan will include a proposed timeline and level of effort needed (e.g. level of environmental review, required state legislation). The plan will incorporate an estimate of costs developed in Task 3.4 for each implementation phase and will identify potential funding sources for each phase. This plan should also include identification of any potential near-term pilot opportunities and/or other opportunities to shorten the timeline to program implementation.

Workstream 2 Deliverables:

<i>Task</i>	<i>Deliverable</i>
<i>2.1</i>	<i>Draft and final Program Development Plan</i>
<i>2.2</i>	<i>Draft and final TAC meeting agendas</i>
<i>2.3</i>	<i>Draft and final Goals & Objectives and Purpose & Need Memo</i>
<i>2.4</i>	<i>Draft and final Case Studies Memo</i>
<i>2.5</i>	<i>Draft and final Recommended Program Memo</i>
<i>2.6</i>	<i>Draft and final Implementation Plan</i>

Workstream 3: Technical Analysis

Task 3.1: Technical Analysis Plan

The plan will develop and document the proposed process and methods for performing technical analysis as needed to support the Program Development and Stakeholder Engagement workstreams. The Contractor will develop the plan in close coordination with the other workstreams to identify the analysis support that will be needed, such as for program development, understanding trade-offs between program options, stakeholder engagement, and implementation planning. The plan should identify known analysis needs and timelines to support the other workstreams, as well as criteria for determining whether additional analysis is required as questions arise during the study. The Transportation Authority has a travel demand model, SF-CHAMP, with the capability to model congestion pricing. However, the plan should identify the most appropriate analysis tools to efficiently and effectively address the needs known or likely to arise in the Program Development and Stakeholder Engagement workstreams and whether and when to use each tool. Lastly, the plan will also identify the roles of consultant and Transportation Authority staff.

Task 3.2: Existing Conditions Data Gathering and Analysis

The existing conditions analysis will use data and analyses to provide needed background information to support the development of the Purpose and Need documentation in the Program Development workstream. An important component of this analysis will be to consider the socioeconomic equity of the existing transportation system, such as by comparing the trip purposes, modes, travel costs, and reasons for mode selection for peak period downtown travelers by income group. The Contractor will first inventory available sources of synthesized data and identify gaps where additional data collection and/or synthesis is needed. Existing synthesized data is available on traffic congestion, transit speeds, land use and expected growth, pollution, and public health and safety. However, gathering of additional observed data may be needed to complete the equity analysis.

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Task 3.3: Additional Analysis for Program Development and Stakeholder Engagement

Per the Technical Analysis Plan, the Contractor will conduct and document analysis as needed to support the other workstreams using the most appropriate and efficient methods available. Anticipated questions that may need technical answers include:

- How a proposed program would affect vehicle delay, transit speeds, vehicle miles traveled, and travel time by mode;
- How a proposed program would change different users' total travel costs;
- How a proposed program would affect the environment in terms of greenhouse gas emissions and localized pollution;
- How a proposed program may affect traffic safety; and
- How any effects of a proposed program would be distributed, e.g. between demographic groups, in Communities of Concern, among San Francisco neighborhoods, and locally vs. regionally.

Transportation Authority staff will work with the Contractor on analysis tasks, such as running the SF-CHAMP model if needed. The Transportation Authority's proposed Fiscal Year 2019/20 budget currently includes resources sufficient to run several SF-CHAMP scenarios or to assist at a similar level of effort with alternative analysis methods.

The Contractor will also provide any Technical Analysis-related content as needed to support the PAC, which is convened as part of the Stakeholder Engagement workstream, and the TAC, which is convened as part of the Program Development workstream.

Task 3.4: Cost and Revenue Estimates

In coordination with Task 2.5 of the Program Development workstream, the Contractor will prepare operating cost and revenue estimates for congestion pricing program scenarios. The Program Development workstream will likely need efficiently-provided rough estimates for various scenarios as part of the process of developing and refining potential congestion pricing concepts. The Contractor will then provide a refined operating cost and revenue estimate for the recommended program.

The Contractor will also estimate rough costs for each phase of program implementation in support of implementation plan development in Task 2.6. This includes estimates for program design, procurement, and capital costs for deployment of the recommended congestion pricing program including associated multimodal investments. Transportation Authority staff support is available to assist with estimating costs for agency time and multimodal investments.

Workstream 3 Deliverables:

<i>Task</i>	<i>Deliverable</i>
<i>3.1</i>	<i>Draft and final Technical Analysis Plan</i>
<i>3.2</i>	<i>Draft and final Existing Conditions Analysis Memo</i>
<i>3.3</i>	<i>Technical analysis memos as defined in the Technical Analysis Plan</i>
<i>3.4</i>	<i>Draft and final Cost and Revenue Estimates Memo</i>