



RESOLUTION AWARDING A TWO-YEAR PROFESSIONAL SERVICES CONTRACT TO WMH CORPORATION, IN AN AMOUNT OF \$3,000,000, FOR ENGINEERING AND ENVIRONMENTAL CONSULTING SERVICES FOR THE U.S. 101/I-280 EXPRESS LANES AND BUS PROJECT, AND AUTHORIZING THE EXECUTIVE DIRECTOR TO NEGOTIATE CONTRACT PAYMENT TERMS AND NON-MATERIAL TERMS AND CONDITIONS

WHEREAS, The Transportation Authority is seeking engineering and environmental consulting services for the U.S. 101/I-280 Express Lanes and Bus Project (Project); and

WHEREAS, The Project will help provide a continuous connection for bus and carpool riders between downtown San Francisco and downtown San Jose, one of the most congested corridors in the Bay Area; and

WHEREAS, The primary goals of the Project are to increase reliability and efficiency of the freeway, reduce emissions, and increase equitable access in the corridor; and

WHEREAS, On February 3, 2020, the Transportation Authority issued a Request for Proposals for preliminary engineering and environmental planning services for the Project, and by the due date of March 4, 2020, received two proposals in response; and

WHEREAS, A multi-agency selection panel comprised of staff from the California Department of Transportation and the Transportation Authority evaluated the proposals based on qualifications and other criteria identified in the Request for Proposals and recommended award of the contract to the highest-ranking firm: WMH Corporation; and

WHEREAS, The Project Report and Environmental Document are required by Caltrans as part of the Project Approval and Environmental Document process, which will scope and evaluate managed lane options consistent with the Project's goals; and

WHEREAS, The scope of services will include an advanced traffic study, equity study, environmental document, and project report and public outreach; and



WHEREAS, The initial contract amount of \$3,000,000 will be funded with Prop K sales tax funds appropriated through Resolution 20-16; and

WHEREAS, The proposed Fiscal Year 2019/20 budget amendment, recommended for approval on its first read by the Transportation Authority on March 10, 2020 includes this year's activities and sufficient funds will be included in future budgets to cover the remaining cost of the contract;

WHEREAS, Optional tasks estimated at \$2,400,000 may be exercised if additional funds are secured and after considering contractor performance, subject to a future Board approval action; now, therefore, be it

RESOLVED, That the Transportation Authority hereby awards a preliminary engineering and environmental planning consultant services contract to WMH Corporation, in an amount not to exceed \$3,000,000, for engineering and environmental consulting services for the U.S. 101/I-280 Express Lanes and Bus Project, and be it further

RESOLVED, That the Executive Director is authorized to negotiate contract payment terms and non-material contract terms and conditions; and be it further

RESOLVED, That for the purposes of this resolution, "non-material" shall mean contract terms and conditions other than provisions related to the overall contract amount, terms of payment, and general scope of services; and be it further

RESOLVED, That notwithstanding the foregoing and any rule or policy of the Transportation Authority to the contrary, the Executive Director is expressly authorized to execute contracts and amendments to contracts that do not cause the total contract value, as approved herein, to be exceeded and that do not expand the general scope of services.



Memorandum

AGENDA ITEM 19

DATE: April 2, 2020

TO: Transportation Authority Board

FROM: Eric Cordoba -Deputy Director for Capital Projects

SUBJECT: 04/14/20 Board Meeting: Award a Two-Year Professional Services Contract to WMH Corporation, in an Amount Not to Exceed \$3,000,000, for Engineering and Environmental Consulting Services for the U.S. 101/I-280 Express Lanes and Bus Project

RECOMMENDATION ☐ Information ☒ Action

- Award a two-year professional services contract to WMH Corporation, in an amount not to exceed \$3,000,000, for engineering and environmental consulting services for the U.S. 101/I-280 Express Lanes and Bus Project
- Authorize the Executive Director to negotiate contract payment terms and non-material terms and conditions

SUMMARY

We are seeking consultant services to provide preliminary engineering and environmental planning for the U.S.101/I-280 Express Lanes and Bus Project (Project). The Project will help provide a continuous connection for bus and carpool riders between downtown San Francisco and downtown San Jose, one of the most congested corridors in the Bay Area. The primary goals of this project are to increase reliability and efficiency of the freeway, reduce emissions, and increase equitable access in the corridor. We issued a Request for Proposals (RFP) in February. By the proposal due date, we received two proposals. Following evaluation of documents received from both firms, the multi-agency selection panel recommended award of the contract to the highest-ranking firm: WMH Corporation.

- ☐ Fund Allocation
- ☐ Fund Programming
- ☐ Policy/Legislation
- ☐ Plan/Study
- ☐ Capital Project Oversight/Delivery
- ☐ Budget/Finance
- ☒ Contract/Agreement
- ☐ Other:



BACKGROUND

Parts of San Francisco's freeway network are critically congested, but there are many empty seats in cars, vans and buses. The U.S. 101/I-280 Carpool and Express Lanes and Bus Project (Project) will develop a plan to prioritize high occupancy vehicles traveling the corridor between downtown San Francisco and San Mateo County, which will give them a faster, more reliable trip.

The Project is part of a regional network of express lanes which hope to reduce travel time, increase person throughput, and improve reliability of Bay Area drivers. The proposed project, along with planned projects in San Mateo County, will provide a continuous carpool or express lane between San Francisco and Santa Clara.

The completed project is anticipated to be constructed in two phases. Phase 1 of the Project would include a northbound high-occupancy vehicle (HOV) lane along I-280 from approximately 23rd Street to the I-280/5th St. touchdown (freeway terminus) as well as two blocks along northbound King Street from 5th Street to 3rd Street. Phase 2 of the Project would include a southbound high-occupancy toll (HOT) lanes along King Street, I-280, and U.S. 101, starting from 4th Street and ending at the San Mateo County line. Phase 2 will also include HOV to HOT lane conversion of the previously constructed northbound lanes and the remaining northbound HOT facility gap from the San Mateo County line to 23rd Street.

The current phase of work has been developed based upon our 2018 Freeway Corridor Management Study and 2019 Project Initiation Document. The Project Initiation Document laid out potential carpool and express (i.e., managed) lane alternatives along the U.S. 101/I-280 corridor within the City and County of San Francisco and San Mateo County. As part of the Project Initiation Document phase, we engaged in outreach to educate stakeholders about the feasibility of different types of managed lanes. Key stakeholders for this outreach effort included elected officials, community groups, merchants, residents, and likely users, especially those who work or live close to the freeways.

DISCUSSION

We are seeking consultant services to assist with engineering and environmental studies support in the development of a Project Report and Environmental Document, as well as an Equity Study to ensure that the environmental process considers the impact of the project on communities of concern.

The Project Report and Environmental Document are required by Caltrans as part of the Project Approval and Environmental Document phase. This phase will scope and evaluate managed lane options with the goal of reducing congestion by efficiently prioritizing high-occupancy vehicles within the project corridor. The scope of work will consist of an advanced Traffic Study, Equity Study, Environmental Document, Project Report, and Public Outreach. Contingent upon the contractor's satisfactory performance on the contract and additional funding being secured, we will seek approval of a contract amendment for the optional tasks



described in Attachment 1, Scope of Services, for an additional estimated amount of \$2,400,000.

We intend to fast track Phase 1 (northbound HOV lane) with environmental approval anticipated before December 2020, subject to availability of grant and private funds. Given the use of entirely existing right-of-way, the proposed level of environmental approval documentation for Phase 1 is anticipated as a Categorical Exemption per CEQA and Categorical Exclusion per NEPA. Environmental analysis for Phase 2 covering the remaining portion of the corridor, is expected to be completed by fall 2022.

Procurement Process. We issued an RFP for engineering and environmental consulting services for the U.S. 101/I-280 Express Lanes and Bus Project on February 3, 2020. We hosted a pre-proposal conference at our offices on February 12, which provided opportunities for small businesses and larger firms to meet and form partnerships. 21 firms attended the conference. We took steps to encourage participation from small and disadvantaged business enterprises, including advertising in seven local newspapers: San Francisco Chronicle, San Francisco Examiner, San Francisco Bayview, Small Business Exchange, Nichi Bei, El Reportero, and World Journal. 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.

By the due date of March 4, 2020, we received two proposals in response to the RFP. A selection panel comprised of Transportation Authority and the California Department of Transportation (Caltrans) staff evaluated the proposals based on qualifications and other criteria identified in the RFP, including the proposer's understanding of project objectives, technical and management approach, and capabilities and experience. Based on the competitive process defined in the RFP, the panel recommends that the Board award the contract to the highest-ranked firm: WMH Corporation. The WMH Corporation team distinguished itself based on having a better understanding of project objectives and challenges, specifically, around Environmental Process for Caltrans projects. In addition, the WMH Corporation team demonstrated stronger capabilities and experience in conducting traffic analysis and community engagement processes that are essential to the success of the project.

We established a Disadvantaged Business Enterprise (DBE) goal of 12.8% for this contract, accepting certifications by the California Unified Certification Program. Proposals from both teams exceeded the DBE goal. The WMH Corporation team includes a combined 24.7% DBE participation from multiple subconsultants, including Convey and Haygood & Associates Landscape Architects, both are women-owned firms; MGE Engineering Inc., Rail Surveyors and Engineers, Inc., and WRECO, all three are Asian Pacific-owned firms; and Next Steps Marketing, Inc., a San Francisco-based and women-owned firm.



FINANCIAL IMPACT

The initial contract amount, not to exceed \$3,000,000, will be funded with Prop K sales tax funds, appropriated through Resolution 20-16. The proposed Fiscal Year 2019/20 budget amendment, recommended for approval by the Board on its first read on March 10, includes this year's activities and sufficient funds will be included in future budgets to cover the remaining cost of the contract. As noted above, optional tasks estimated at \$2,400,000 may be exercised if additional funds are secured and after considering contractor performance, subject to a future Board approval action.

CAC POSITION

None. The March 25 CAC meeting was cancelled in light of the local health emergency related to the COVID-19 pandemic.

SUPPLEMENTAL MATERIALS

- Attachment 1 – Scope of Services

Attachment 1

Scope of Services

Contractor shall provide engineering and environmental consultant services to support the US 101/I-280 Express Lanes and Bus project (Project). The designated Project limits are from the US 101 San Francisco/San Mateo county line along I-280 to the I-280/King St. touchdown (freeway terminus) extending two blocks along northbound King Street from 5th Street to 3rd Street in San Francisco.

The Purpose and Need of the Project as articulated in the approved Caltrans Project Initiation Document (PID) is as follows:

Purpose: Increase person throughput; Encourage carpooling and transit use; Improve travel time and reliability for HOV and transit users; Minimize degradation to general purpose lanes and local streets; Optimize freeway system management and traffic operations; and Create a facility that extends the benefits of the San Mateo US 101 Express Lane Project into San Francisco.

Need: All lanes on US 101 and I-280 experience congestion resulting in an overall degradation of operations throughout the corridor. Traffic flow is constrained at several bottlenecks where vehicular demand exceeds the capacity of the facility. All users traveling on US 101 and I-280, whether they are in single or multiple occupant vehicles or in buses, experience delays in both the northbound and southbound directions in the AM and PM peak hours, and at other periods during the week.

Specific tasks include: 1) Project Management, 2) Traffic Study, 3) Equity Study, 4) Environmental Document (CEQA/NEPA), 5) Project Report, and 6) Outreach and Communications.

Optional tasks are to be exercised at the discretion of the Transportation Authority, and contingent upon Contractor's satisfactory performance on the contract and additional funding being secured. It is anticipated that a contract will be awarded for a two-year term, inclusive of optional tasks being exercised.

The tasks are detailed below.

Task 1. Project Management

This task provides for ongoing management of the Project team and associated Project controls including monitoring project progress against the baseline schedule and budget. The task will also involve interagency coordination meetings, quality assurance/quality control, Project risk and opportunity management, as well as regular progress updates to the Transportation Authority Citizens Advisory Committee and Board.

- 1.1 Be responsible for organizing and leading team meetings including developing agendas and distributing meeting minutes in work breakdown structure format.
- 1.2 Management of the Project budget will include tracking of subconsultant time, invoicing, and development of supporting progress reports in work breakdown structure format.

1.3 Development of baseline schedule for design and construction phases will allow the Project team to make informed decisions related to permitting, funding and procurement. Contractor is expected to manage the Project schedule for current and future phases of work.

1.4 *[Optional Task]* Assist Transportation Authority staff in development of a project risk register to identify and track potential project threats and opportunities and well as provide advice on required project permitting schedules.

Required Deliverables:

1.1 - Meeting Agendas and Minutes

1.2 - Progress Reports and Invoices

1.3 - Baseline Project Schedule and Updates

Optional Deliverables:

1.4 - Project Risk Register

Task 2. Traffic Study

In this task, Contractor shall collect and analyze pertinent Project information including but not limited to existing and forecasted traffic counts and operations data. Contractor shall conduct traffic operations analysis using previously collected traffic data and traffic forecasts prepared by the Transportation Authority for select Project alternatives and time horizons. Contractor shall use the results of the traffic operations analysis, combined with alternatives cost estimates, to develop preliminary facility revenue projections and provide better understanding of the financial viability of each Project alternative.

2.1 Collect existing traffic data including information related to: travel time, vehicle occupancy, mainline counts, and on-ramp and off-ramp counts, and traffic signal timing.

2.2 Process traffic forecasting data prepared by the Transportation Authority to develop a Traffic Operations Analysis model using PTV VISSIM or similar software. The model will evaluate the Project alternatives and Federal Highway Administration collision prediction.

2.3 Work with Transportation Authority staff to develop a Toll Policy Strategy including operations planning, toll collection and potential partnerships.

2.4 *[Optional Task]* Develop preliminary traffic and revenue analysis accounting for assumed tolling rates and time valuation projections.

2.5 *[Optional Task]* Develop a financial model, including traffic and revenue assumptions as well as operations and maintenance cost projections based on typical highway lifecycles within the region.

Required Deliverables:

2.1 - Existing Traffic Data

2.2 - Traffic Operations Analysis Report (TOAR)

2.3 - Toll Policy Strategy

Optional Deliverables:

2.4 - Traffic and Revenue Model

2.5 - Financial Model

Task 3. Equity Study

The Project corridor traverses communities that have experienced negative impacts from past development and transportation investments. The purpose of this task is to better understand the potential impacts and benefits to these communities and to users of the corridor. Contractor shall help implement an equity-first approach that includes surveying and analyzing data and information on current and expected future corridor users and the surrounding communities to broadly understand the potential impacts and benefits that may be experienced by groups of particular concern. Transportation Authority staff will use this data and analysis to inform Project alternatives with an overall goal of advancing equity in the corridor and the region.

3.1 Apply Equity Framework. Work with Transportation Authority staff to apply regional and organizational equity goals to Project context.

- a) Review existing framework for equity analysis developed by Transportation Authority staff and similar equity analyses conducted for pricing and similar projects.
- b) Confirm specific equity impacts to evaluate including economic burden, travel time, air quality/noise, access to opportunities (employment, schools, etc.), and others as identified from the review.

3.2 Support Development of Existing Conditions Analysis. Transportation Authority staff will develop supplemental travel survey data for the US 101/I-280 corridor, building on travel survey data collected in 2019 that includes demographics, trip types and times, trip traces, and other information. Data will be made available to Contractor to support the identification of existing conditions. Contractor shall:

- a) Identify any additional data needed to analyze equity for this study.
- b) Help identify community groups for coordination on the development of the equity analysis and engagement process. This subtask is directly related to the engagement process defined in Task 6.2.
- c) Develop a technical memorandum documenting existing conditions in the corridor.

3.3 Support Development of Equitable Project Alternatives. Identify elements from the engagement process and the existing conditions that could be used to help advance equity in the Project corridor. This work will primarily consist of assembling existing transit and urban planning work conducted in the corridor and in the neighborhoods that may be affected by the potential Project and identifying how transit and urban design elements could be incorporated into Project alternatives. This task includes:

- a) Identify and evaluate transit improvements in the corridor, including express bus services and potentially other transit improvements.
- b) Collect urban design improvements identified from local plans in potentially impacted communities.

- c) All improvements will be responsive to the conditions identified in Task 3.2 and gathered through community engagement in Task 6.

3.4 Support Development of an Equity Analysis of Alternatives. Analyze Project alternatives developed as part of the Project approval process utilizing the equity framework developed as part of Task 3.1. This task will also be coordinated, as needed, with the environmental analysis conducted in Task 4.2.

3.5 Develop Recommended Project Equity Features, Policies and Programs. Transportation Authority staff will develop Equity Study recommendations based on alternatives analysis and input received from Task 6.2 Public Outreach and Engagement Outreach efforts.

Required Deliverables:

3.1 – Equity Framework

- a) Goals and Objectives
- b) Performance Metrics

3.2 – Existing Conditions Analysis

3.3 – Equity Input to Alternatives

- a) Transit Planning
- b) Urban Design Concept Planning
- c) Incorporate Public Input from Task 6.2 Public Outreach and Engagement

3.4 – Equity Analysis of Alternatives

3.5 – Develop Equity Study Recommendations

Task 4. Environmental Document

In this task, Contractor shall complete the required studies to receive environmental clearances for both phases of the Project per the California Environmental Quality Act (CEQA) and National Environmental Policy Act (NEPA) requirements.

- 4.1 The first step of the environmental clearance process includes the updating of the goals and purpose and need of the Project, evaluation framework development, initial screening of alternatives, an initial site assessment and detailed project scoping. This work will inform requirements for both Phase 1 and Phase 2 environmental documents.
- 4.2 Contractor shall conduct all required environmental studies, including but not limited to: biologic field studies, wetland delineation, geologic assessment, flood plain mapping and hydrology studies. Contractor shall also evaluate project impacts to storm water, air quality, noise, energy, climate, community and cultural resources.
- 4.3 For Phase 1 of the Project, Contractor shall develop an environmental document to support construction of a northbound HOV facility within the existing shoulder (approximately from the 23rd St. overcrossing to King St./3rd Street intersection).
- 4.4 For Phase 2 of the Project, Contractor shall draft the environmental documents pertaining to construction of southbound HOT lanes and northbound lane conversion. Contractor shall also coordinate the process of all public circulation and comment for the document.

4.5 [Optional Task] After completion of the Draft Environmental Document, Contractor shall work with the Transportation Authority and Caltrans to gain approval of a Final Environmental Document. The Final Environmental Document will be informed by information included in the environmental impact reports and the equity study.

Required Deliverables:

4.1 - Environmental Scoping

- a) Initial Site Assessment (ISA)

4.2 - Environmental Technical Studies

- a) Natural Environmental Study (NES)
- b) Air Quality Analysis
- c) Noise Study Report
- d) Water Quality Study
- e) Visual Impact Analysis
- f) Archaeological Survey Report
- g) Historic Resources Evaluation Report
- h) Finding of Effect
- i) Community Impact Assessment
- j) Section 4F Evaluation

4.3 - Environmental Documents (Phase 1)

- a) CEQA Documents
- b) NEPA Documents

4.4 - Draft Environmental Document (Phase 2)

- a) Notice of Intent
- b) Notice of Preparation
- c) CEQA Evaluation
- d) Summary of Public/Agency Process
- e) Mitigation and Monitoring Commitments

Optional Deliverables:

4.5 - Final Environmental Document (Phase 2)

- a) Notice of Completion
- b) Notice of Availability
- c) Record of Public Meeting
- d) Findings Report
- e) Statement of Overriding Considerations
- f) FHWA Checklist
- g) Notice of Determination
- h) Record of Decision

Task 5. Project Report

This task provides for the development and approval of a Caltrans Project Report which will be prepared after preliminary engineering and draft environmental studies have been completed. Contractor shall collect as-built mapping including verification of existing roadway geometry information and aerial topographic mapping. Consultant will develop preliminary geometric engineering designs, toll system concepts, traffic management plans and analysis of the existing structures. The findings of these individual studies will be compiled in a Project Report for approval by Caltrans.

- 5.1 Conduct topographic mapping and collect relevant Project data such as roadway and structures as-built data in order to develop concept level design alternatives for preliminary screening. Contractor shall also be aware of utility conflicts and account for any required relocation plans.
- 5.2 Prepare engineering designs for select Project alternatives including but not limited to vertical and horizontal alignments, cross sections and design exceptions.
- 5.3 Prepare Project cost estimates for capital investments inclusive of design and construction as well as for operations inclusive of toll systems, transit and life cycle maintenance.
- 5.4 Prepare draft Project Report including all supporting draft technical studies.
- 5.5 *[Optional Task]* Prepare all necessary technical studies required as part of the Caltrans Project approval process. Reports will provide an understanding of the facility conditions under existing and proposed scenarios. Reports will evaluate pavement condition, bridge structures, foundations, drainage, hydrology and local geology.
- 5.6 *[Optional Task]* Prepare a preliminary Traffic Management Plan (TMP) to inform early discussions around Project implementation and staging.
- 5.7 *[Optional Task]* Develop a conceptual level design for the toll systems in order to inform preliminary cost estimates and operations planning.
- 5.8 *[Optional Task]* Deliver final version of the Project Report for required review and comment by Caltrans and other stakeholders.

Required Deliverables:

5.1 – Preliminary Engineering

- a) *Data Collection*
- b) *Topographic Mapping*
- c) *Utility Coordination*
- d) *Design Alternatives*
- e) *Value Analysis*

5.2 – Geometric Designs

- a) *Geometric Drawings*
- b) *Right of Way Data Sheets*
- c) *Design Exceptions Fact Sheets*

5.3 – Project Cost Estimates

- a) *Capital Expenditures*
- b) *Operating Expenditures*

5.4 - Project Report

- a) *Draft Report*

Optional Deliverables:

5.5 - Technical Studies

- a) *Structural Planning Study*
- b) *Preliminary Foundations Report*
- c) *Drainage Impact Report*
- d) *Bridge Hydrology Report*
- e) *Pavement Evaluation Report*
- f) *Geotechnical Designs*

5.6 - Traffic Management Plan

5.7 - Toll System Concept

5.8 - Project Report

- a) *Final Report*

Task 6. Outreach and Communications

Contractor shall support Transportation Authority outreach efforts to gain an understanding of key stakeholder interest, concerns, and questions associated with alternatives analysis, environmental process and the equity study. Contractor shall also support Transportation Authority staff to conduct public outreach and community meetings to communicate findings related to the studies surrounding social and environmental impact within the Project corridor.

The audience for this effort includes:

- the Transportation Authority Board of Commissioners,
- other local and state elected officials
- Public agency partners (e.g. SFMTA, Caltrans, SamTrans)
- CBOs
- Neighborhoods adjacent to the freeways
- Advocacy groups (e.g. TMAAF, SF Transit Riders, SF Bicycle Coalition, SPUR)
- Businesses
- Commuters
- General public
- Outreach efforts will pay special attention to the subject of equity and the impacts the Project will have on communities of concern.

6.1 Develop a Project kick-off meeting and Information Review and Work Plan for the communications element.

6.2 Planning for Public Outreach and Engagement. This includes outreach specifically supporting the Equity Study and public involvement required to support the CEQA/NEPA environmental

review process. Outreach is expected to take place in English, Spanish, and Chinese and include, but not be limited to:

- Public meetings
- Co-creation
- Pop-up events
- 1-on-1 listening sessions

6.3 Outreach and Engagement Support Services. This includes assistance in executing the Outreach and Engagement Plan using the methods identified above.

Project team is seeking input from the public on various project elements, including:

- Design alternatives
- Express lane policies including discounts, exemptions
- Where revenues are directed
- What elements would advance equity

6.4 Administration and Reporting.

Required Deliverables:

6.1 - *Communications Element Work Plan*

6.2 - *Public Outreach and Engagement Plan*

6.3 - *Outreach and Engagement Support and Staffing*

6.4 - *Status Reports*