



Memorandum

AGENDA ITEM 7

DATE: March 18, 2026
TO: Transportation Authority Board
FROM: Carl Holmes - Deputy Director for Capital Projects
SUBJECT: 04/14/2026 Board Meeting: Approve a Two-Year Professional Services Contract with HNTB Corporation in an Amount Not to Exceed \$1,050,000 for Consulting Services for the Pennsylvania Avenue Extension Bridging Study

<p>RECOMMENDATION <input type="checkbox"/> Information <input checked="" type="checkbox"/> Action</p> <ul style="list-style-type: none"> • Approve a two-year professional services contract with HNTB Corporation in an amount not to exceed \$1,050,000 for consultant services for the Pennsylvania Avenue Extension (PAX) Bridging Study • Authorize the Executive Director to negotiate contract payment terms and non-material terms and conditions <p>SUMMARY</p> <p>PAX is a future rail project, which is planned to grade separate existing at-grade rail crossings of the Caltrain corridor at Mission Bay Drive and 16th Street. The project will improve connectivity between Mission Bay and adjacent neighborhoods, improving emergency access, pedestrian safety, bus transit reliability, and traffic management. In 2022, the Transportation Authority completed the PAX Project Initiation Study. The Project Initiation Study developed and evaluated a range of initial alignment options for PAX. We are now initiating the PAX Bridging Study (Study) to further advance planning and conceptual design for the project, including to coordinate with related projects. We issued a Request for Proposals (RFP) on October 31, 2025, seeking consultant services for the Study. We received six proposals by the due date of December 19, 2025. Following evaluation of proposals and interviews, the selection panel, comprised of staff from the Transportation Authority and SFMTA,</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: _____
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<p>recommended contract award to HNTB Corporation to provide the requested services. We anticipate the Study will take approximately two years, with a final report to be brought forward to the Board for consideration at the Study's conclusion.</p>	
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BACKGROUND

Previous Studies. In 2018, the San Francisco Planning Department, in partnership with the Transportation Authority and other partner agencies, concluded the Railyard Alignment and Benefits (RAB) Study. The RAB Study assessed options for the alignment of the Caltrain corridor through San Francisco and identified the recommended long-term alignment as a tunnel beneath 7th Street and Pennsylvania Avenue, connecting to The Portal project (also known as the Downtown Rail Extension) and extending the below-grade rail alignment southward. The Transportation Authority Board endorsed this PAX project alignment in September 2018 through approval of Resolution 19-12.

The Transportation Authority's PAX Project Initiation Study identified three broad potential design options for the project, based on a preliminary evaluation of constructability, cost, risk, environmental considerations, and benefits. The Project Initiation Study did not identify a recommended project option. In July 2022, the Board accepted the final report of the Project Initiation Study.

Related Projects. Planning for PAX requires close coordination and consultation with multiple related projects and partner entities. PAX will serve Caltrain rail operations and, in the future, the project will also serve rail operations of the California High-Speed Rail Authority (CHSRA). The project will have a direct connection to The Portal, which is led by the Transbay Joint Powers Authority (TJPA). The Portal will extend the Caltrain corridor to Salesforce Transit Center via a new tunnel and will be completed prior to potential future implementation of PAX.

The interface of The Portal and PAX projects will be at the existing Fourth and King Railyards site, which is Caltrain's current northern terminus. Prologis, a private entity, owns the Railyards site. Caltrain holds a perpetual easement to use the Railyards Site for rail purposes. In 2024, Caltrain and Prologis concluded the Railyards Preliminary Business Case (PBC) process. The Business Case investigated multiple long-term options for the future configuration of the Railyards, including potential land use development and associated modifications/improvements to rail infrastructure. In



March 2026, Prologis submitted a project application for development of the Railyards site to the City and County of San Francisco (CCSF).

Major stakeholders for projects related to the Railyards have entered into a Memorandum of Understanding (MOU) to coordinate planning and project development activities, including for PAX, The Portal, and the Railyards site development. Parties to the MOU are the Transportation Authority, CCSF, TJPA, Caltrain, CHSRA, and Prologis.

Study Funding, Timing, and Objectives. In March 2023, the Board appropriated \$2.5 million in Prop K sales tax funds for the PAX Bridging Study. Since that time, we have deferred the broad initiation of the Study, in order to allow related projects to further progress. With the recent advancement of both The Portal project and the Railyards site development proposal, we are now moving forward with the Study.

The primary objectives of the Study are to:

- Develop stated requirements for PAX design and construction (Owner's Project Requirements), with consideration of related projects;
- Investigate opportunities to reduce PAX cost and risk;
- Coordinate with related projects;
- Engage with partner agencies, stakeholders, and the community; and
- Identify potential next steps for the project.

These objectives will be addressed through a technical and engagement work program, for which we require a qualified consultant team to provide planning, engineering, engagement, and project development services.

DISCUSSION

Procurement Process. We issued an RFP for consultant services for the Study on October 31, 2025. We hosted a pre-proposal conference on November 10, 2025, which provided opportunities for small and local businesses to meet larger firms and form partnerships. Thirty-two firms registered for the conference. We took steps to encourage participation from small and local enterprises, including advertising in six local newspapers: the San Francisco Chronicle, San Francisco Examiner, El Reportero, Nichi Bei, the Small Business Exchange, and Wind Newspaper. We also distributed the RFP and questions and answers to certified small and local businesses, Bay Area and cultural chambers of commerce, and small business councils.



By the due date of December 19, 2025, we received six proposals in response to the RFP. A selection panel comprised of Transportation Authority and SFMTA 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. We held interviews with four teams during the week of January 12, 2026.

Based on the competitive process defined in the RFP, the panel recommends that the Board award the contract to the highest-ranked firm: HNTB Corporation. The HNTB Corporation team distinguished itself based on their strong technical expertise in tunneling; their deep understanding of, and experience with, the involved partner agencies; and their proposed approach to developing Owner's Project Requirements, reflecting both technical and strategic considerations for the PAX project.

We established a Local Business Enterprise (LBE), Small Business Enterprise (SBE), and San Francisco Transportation Disadvantaged Business Enterprise (SFCTA DBE) goal of 13%. The HNTB Corporation team includes 13% LBE/SBE/SFCTA DBE participation from Monument ROW, Inc. (SBE), MSA Design & Consulting, Inc. (LBE/SBE), and Telamon Engineering Consultants, Inc. (LBE/SBE).

FINANCIAL IMPACT

The proposed contract will be funded by Prop K sales tax funds, appropriated through Resolution 23-38. The adopted Fiscal Year 2025/26 budget includes sufficient funds to accommodate the recommended action(s), and sufficient funds will be included in future budgets.

CAC POSITION

The CAC will consider this item at its March 25, 2026, meeting.

SUPPLEMENTAL MATERIALS

- Attachment 1 - Scope of Services

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PENNSYLVANIA AVENUE EXTENSION BRIDGING STUDY

HNTB CORPORATION

SCOPE OF WORK

HNTB Corporation (Contractor) and its subconsultants shall perform the following consultant services as required to the not-to-exceed limit for this Scope of Work.

Approach to Contractor Scope of Services

The Transportation Authority plans to progress the Study in two phases, as follows:

- Phase A: Project Requirements and Optioneering (Tasks 1-5)
- Optional Phase B: Project Advancement (Tasks 6-9)

The Transportation Authority will award a contract to the Contractor for Phase A. If the Transportation Authority determines in its sole and absolute discretion that the Contractor has performed Phase A satisfactorily and that there is a need to proceed to Phase B, the Transportation Authority will amend the Contractor contract to include some or all of Phase B. The Transportation Authority reserves the right to conclude the Bridging Study at the completion of Phase A, or to re-procure and to select a different consultant for Phase B. Authorization for future task(s), if any, will be at the Transportation Authority's sole and absolute discretion and will be by amendment to the Contractor contract.

The Transportation Authority has budgeted up to \$700,000 in Contractor costs for Phase A, and up to \$350,000 in consultant costs for Phase B. Please note that these are ceilings, not targets.

Phase A: Project Requirements and Optioneering

Phase A will consider Project design, constructability, and integration with adjacent/interfaces projects focusing on the north end of the Project alignment (e.g., with The Portal project and Railyards Project). Phase A will also: explore potential opportunities to reduce Project cost and risk; and coordinate and engage with Project partners. A key outcome for Phase A is to increase confidence in the ability to construct the Project in the future, including protection for the Project in the context of related projects. Approximately 12 months are anticipated for the completion of core Phase A tasks.

Task 1 - Project Management and Partner Engagement

1.1 Phase A Project Management

Prepare an updated Work Plan for organizing the technical and engagement activities of Phase A, including considerations for options development, coordination/integration with related studies/projects, and other issues as appropriate. Review and revise this Work Plan in collaboration with Transportation Authority staff.

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Conduct ongoing project management activities. Convene and facilitate regular project management meetings with the Transportation Authority. Maintain Study work plan, schedule, and other project management tools. Support management of Study issues and Study-phase risks.

As directed, prepare periodic presentations to executive staff.

Deliverables:

- *Work Plan and Schedule*
- *Project management tools and regular meetings with Transportation Authority Staff*
- *Project update presentations*

1.2 Phase A Partner Engagement

Conduct engagement during Phase A with Project partners, including through a Study Technical Advisory Committee (TAC), with representation including CCSF departments, Caltrain, CHSRA, TJPA, Caltrans, Metropolitan Transportation Commission (MTC), and other partners as appropriate. Engage directly with partners as required for agency-specific needs. Periodically engage with the Railyards MOU Staff Working Group.

Deliverables:

- *Partner engagement materials*

Task 2 - Requirements and Constructability

2.1 Owner's Project Requirements

Develop a clear set of Owner's Requirements for the Project, with a focus on the northernmost segment of the Project and associated interfaces. These Requirements are intended to serve as Project inputs to related projects (as such projects may advance on timelines independent of PAX), in order to provide for and protect for the future ability to construction, commission, and operate the Project. Engage with Caltrain, TJPA, and other partners as required for this task.

Development of Task 2.1 will be supported by Tasks 2.2, 2.3, and 2.4. The Contractor team will serve as technical and strategic advisor to the Transportation Authority in order to identify the appropriate focus and level of detail for these requirements, so as to effectively serve the Project's needs and engage with partners.

Deliverables:

- *Owner's Project Requirements (Draft)*
- *Owner's Project Requirements (Revised)*

2.2 Adjacent and Interfacing Projects

Refine and/or develop sketch-level design concepts for the Project's relationship with adjacent projects and interfacing projects. This work is planned to focus on adjacencies at or near the Railyards site, where the PAX alignment is most fixed and where other

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significant infrastructure and development work is advancing (including The Portal and Railyards Site Development). Task 2.2 will be supported by Tasks 2.3 and 2.4.

Advise on the approach to considering and planning for Project interfaces in the context of multiple projects and relevant uncertainties. Develop conceptual approaches to enabling and facilitating the future construction of PAX under multiple scenarios for the sequencing of PAX and related projects. Engage with Caltrain, TJPA, and other partners as required for this task; conduct technical review sessions/meetings with relevant partners and respective technical advisors.

Deliverables:

- *Initial concept design development for interfaces with related projects*
- *Materials to support engagement with partners*
- *Supporting technical deliverables, as required*

2.3 Constructability

Refine the construction approach for the Project, with a focus on adjacent/interfacing projects. Engage with Caltrain, TJPA, and other partners as required for this task. Provide input to Task 2.1.

Deliverables:

- *Technical memorandum: Constructability assessment*

2.4 Phasing and Sequencing

Study the phasing of the Project relative to related/adjacent/interfacing projects, including consideration of multiple scenarios for the progression of independent projects over time. Engage with Caltrain, TJPA, and other partners as required for this task. Provide input to Task 2.1.

Deliverables:

- *Technical memorandum: Phasing/sequencing assessment*

Task 3 - Option Development and Refinement

3.1 Review of Options, Constraints and Opportunities

Review Project options, constraints, and opportunities, with the goal of identifying potential approaches to reduce costs, mitigate risks, and manage constraints. The review will consider Project options developed through the PAX Concept Study and, as appropriate, will also include refined and/or new sketch-level conceptual options. These additional options may include options proposed by the Study TAC and/or Project partners; options proposed by the Contractor team; options previously considered and screened; options enabled by relaxation of previously assumed constraints; etc. To prepare for the review, consider previous designs, studies, and other existing base information.

Design, prepare for, and facilitate an intensive technical review workshop with the Transportation Authority and other agencies, as appropriate. Develop executive-level briefing materials summarizing the workshop and its initial outcomes. Prepare a

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memorandum to synthesize the review of options and constraints, including description of refined/new options, and recommendations for additional work.

Deliverables:

- *Meeting Materials: Options/Constraints/Opportunities Technical Workshop*
- *Executive Briefing Deck*
- *Technical Memorandum: Options Review*

3.2 Project Options Design Development

Guided by the outcomes of Task 3.1 (and coordinated with Tasks 2.1 through 2.4), undertake design investigation and early concept-level design development, to advance understanding of options for the Project. Conduct initial analysis of new and/or refined options. It is anticipated that Task 3.1 will advance new/refined options to enable initial comparison to previously developed options, within the parameters of Phase A schedule and budget.

Deliverables:

- *Project Options Design Development*
- *Options Analysis*

3.3 Utility Analysis

To support Tasks 3.1 and 3.2, conduct utility analysis as appropriate. This Task may consist of concept design development and associated analysis and could also consist of review/input of work undertaken by utility owners (e.g., CCSF). The specific scope of Task 3.3 will be determined by the Transportation Authority with the input of Project partners and the Contractor; the approach may also be informed by work under Tasks 3.1 and 3.2.

Deliverables:

- *Utility Analysis documentation, as directed*

3.4 Planning-Level Cost and Schedule

Develop coarse capital cost estimates and characterization of Project schedule and risk. For 3 previously developed options, update capital costs and schedule with current assumptions; for up to 3 new/refined options, develop initial/high-level capital cost estimates and implementation schedules.

Deliverables:

- *Technical Memorandum: Updated/New Capital Costs and Schedules*

3.5 Supporting Technical Analyses

Undertake supporting technical analyses, to advance understanding of Project options, consistent with the Study Work Plan, and within Phase A's constraints of schedule and budget. Potential sub-tasks could include other existing infrastructure analysis; operations analysis; climate and/or resilience analysis; and/or other sub-tasks to be identified.

Deliverables:

- *Technical Memoranda: Supporting Technical Analyses*

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Task 4 - Support for Community Engagement

Provide support to engagement with stakeholders and the broader community. Provide technical staff support for stakeholder and/or community meetings. The Transportation Authority anticipates separately engaging other consultant(s) to provide public engagement services, to the extent such services are required for Phase A of the Study.

Deliverables:

- *Technical support for stakeholder/community engagement activities*

Task 5 - Phase A Study Report

Upon sufficient completion of Phase A tasks, prepare a Phase A Study report to document the activities of Phase A and document findings and recommendations. As directed, prepare a draft work plan for Phase B of the Bridging Study, reflecting the recommended approach to further work. As necessary, support Transportation Authority staff in engagement processes with agency leadership and with Project partners, in order to successfully conclude Phase A.

Deliverables:

- *Phase A Study Report*
- *Phase B Work Plan (draft)*

Phase B: Project Advancement (Optional)

Phase B, if pursued, would continue to advance the Project, guided by the outcomes of Phase A.

Approximately 12 months are anticipated for the completion of core Phase B tasks. Given that Phase B will be guided by the outcomes of Phase A, this RFP provides less detail with respect to the specific scope of certain Phase B tasks.

Task 6 - Phase B Project Management and Partner Engagement

6.1 Phase B Project Management

Prepare an updated draft of the Phase B work plan. Conduct ongoing project management activities. Convene and facilitate regular project management meetings with the Transportation Authority. Maintain Study work plan, schedule, and other project management tools. Support management of Study issues and Study-phase risks.

Deliverables:

- *Phase B work plan (revised)*
- *Phase B schedule*
- *Project management tools and regular meetings with Transportation Authority staff*

6.2 Phase B Partner Engagement

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Conduct engagement during Phase B with Project partners, including with CCSF departments, Caltrain, CHSRA, TJPA, Caltrans, MTC, and other partners as appropriate. Engage directly with partners as required for agency-specific needs. Periodically engage with the Railyards MOU Staff Working Group.

Deliverables:

- *Partner engagement materials*

Task 7 - Project Technical Advancement

7.1 Phase B Design and Other Technical Studies

Undertake design work and technical studies associated with PAX Project Options, consistent with the Phase B work plan. Potential sub-tasks are as follows:

- Design Development/Refinement
- Existing Infrastructure Assessment
- Utility Analysis
- Surface Transportation/Traffic Analysis
- Operational Analysis
- Constructability Analysis and Staging Approach
- Cost, Risk, and Schedule
- Resilience and Climate
- Other Technical Analyses, as required

Deliverables:

- *Technical memoranda and other work products, per Phase B work plan*

7.2 Phase B Related Projects Coordination and Interfaces

Conduct technical coordination, review, and engagement with related and adjacent/interfacing projects on behalf of the Project and the Transportation Authority, during the period of execution of other Phase B tasks. Task 7.2 is expected to include: participation in technical review sessions or workshops convened by other agencies; review of deliverables/design produced by other agencies and their consultants; and provision of strategic and technical advice to the Transportation Authority. This Task may also include work to prepare or update technical requirements, as input to development/design of interfacing projects.

Deliverables:

- *Interface coordination meetings/charrettes*
- *Review/comment of deliverables produced by other agencies*
- *PAX technical requirements input to other projects (as needed)*

Task 8 - Phase B Support to Stakeholder and Community Engagement

Provide support to engagement with stakeholders and the broader community. Provide technical staff for stakeholder and/or community meetings. The Transportation Authority anticipates separately engaging other consultant(s) to provide public engagement services, to the extent such services are required for Phase B of the Study.

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Deliverables:

- *Technical support for stakeholder/community engagement activities*

Task 9 - Bridging Study Final Report

9.1 Project Roadmap

Develop a high-level roadmap for future advancement of the Project, with the input of the Transportation Authority and Project partners. This roadmap will consider, as appropriate, the Caltrain Crossings Delivery Guide.

Deliverables:

- *Memorandum: Project Advancement Framework*

9.2 Final Report

At the sufficient completion of Phase B tasks, prepare draft final report for the Study, including documentation and synthesis of Study technical and engagement activities, as well as Study findings. Support review of draft report with partners and other key stakeholders. Respond to comments. Prepare revised final report.

Deliverables:

- *Draft Final Report*
- *Revised Final Report*