




# Memorandum

**Date:** 03.19.15 **RE:** Citizens Advisory Committee  
March 25, 2015

**To:** Citizens Advisory Committee 

**From:** Lee Saage – Deputy Director for Capital Projects

**Subject:** **ACTION** – Adopt a Motion of Support for the Award of an 18-Month Contract to AECOM Technical Services, Inc. in an Amount Not to Exceed \$450,000, for Planning, Engineering, and Environmental Services for the I-280 Interchange Modifications at Balboa Park and for Authorizing the Executive Director to Negotiate Contract Payment Terms and Non-Material Contract Terms and Conditions

## Summary

The Transportation Authority is seeking planning, engineering, and environmental services as needed to secure project approval from the California Department of Transportation and environmental clearance for the realignment of the southbound I-280 off-ramp to Ocean Avenue, and to prepare a Ramp Closure Analysis for the northbound I-280 on-ramp from Geneva Avenue, as part of the I-280 interchange modifications at Balboa Park Project. This work stems from recommended in the Balboa Park Station Area Circulation Study Final Report, which the Transportation Authority adopted last June. On February 6, 2015, the Transportation Authority issued a Request for Proposals (RFP) for planning, engineering, and environmental services for the project. By the March 9, 2015 deadline, we received two proposals. A review panel comprised of Transportation Authority staff reviewed the proposals and interviewed both firms on March 18, 2015. Based on the competitive selection process defined in the evaluation criteria of the RFP, the review panel recommends the award of a consultant contract to the top-ranked firm of AECOM Technical Services, Inc. (AECOM). **We are seeking a motion of support for the award of an 18-month contract to AECOM in an amount not to exceed \$450,000, for planning, engineering, and environmental services for the I-280 interchange modifications at Balboa Park, and authorizing for the Executive Director to negotiate the contract payment terms and non-material contract terms and conditions.**

## BACKGROUND

In June 2014, the Transportation Authority Board unanimously approved the Balboa Park Station Area Circulation Study Final Report. This study identified a recommended alternative involving three project elements aimed at re-configuring the I-280 Geneva and Ocean Avenue freeway ramps within the next ten years to reduce the negative impacts on the local community resulting from automobiles accessing the regional road network; enhance safety, accessibility, and convenience for pedestrians and bicyclists; support efficient, reliable bus and light rail operations; and minimize impacts to traffic going to or coming from I-280. The Transportation Authority is leading the effort to implement these recommendations and seeks planning, engineering, and environmental professional services to support the next phase of work.

## DISCUSSION

The purpose of this memorandum is to summarize the procurement process and recommend the award of an 18-month contract for planning, engineering, and environmental services for the I-280 interchange modifications at Balboa Park to AECOM Technical Services, Inc. (AECOM). The main objectives of this phase of work are to produce a Ramp Closure Analysis for the northbound I-280 on-

ramp from Geneva Avenue; advance design of the southbound I-280 off-ramp to Ocean Avenue realignment to the 30% level; produce the Project Study Report/Project Report documentation for the southbound I-280 off-ramp to Ocean Avenue, required by California Department of Transportation (Caltrans) for projects that affect highways within their jurisdiction; and prepare required Environmental Documentation (California Environmental Quality Act and National Environmental Policy Act) and updated capital costs for the southbound I-280 off-ramp to Ocean Avenue. The overall project budget for this phase is \$750,000 from a Prop K appropriation approved in February 2015, through Resolution 15-41. Our initial schedule anticipates completion of the Ramp Closure Analysis for Element 1 by early 2016 and the project development phase for Element 2, including environmental review and a signed PSR/PR by all parties, by July 2016.

**Procurement Process:** We issued a Request for Proposals (RFP) for planning, engineering, and environmental services on February 6, 2015. We held a pre-proposal conference on February 17, 2015, which provided opportunities for small businesses and larger firms to meet and form partnerships. Ten firms attended the conference.

For this contract, we established a Disadvantaged, Local, and Small Business Enterprises (DBE/LBE/SBEs) goal of 28%, accepting DBEs certified by the Transportation Authority or the California Unified Certification Program, LBEs certified by the City, SBEs certified by the California Department of General Services (CA DGS), or a combination of DBEs, LBEs, and SBEs totaling 28% will satisfy the DBE/LBE/SBE goal. We took steps to encourage participation from DBE/LBE/SBEs, including advertising in eight local newspapers: the Ingleside-Excelsior Light, Nichi Bei Weekly, Small Business Exchange, San Francisco Bay View, San Francisco Chronicle, San Francisco Examiner, The Western Edition, and World Journal. We also distributed the RFP to certified DBE/LBE/SBEs, the Bay Area and cultural Chambers of Commerce, and the Small Business Councils.

By the due date of March 9, 2015, we received two proposals. The review panel consisting of Transportation Authority staff evaluated the proposals based on qualifications and other criteria identified in the RFP, including the proposers' understanding of project objectives, technical and management approach, and capabilities and experience. The panel interviewed both teams on March 18, 2015. Based on the competitive selection process, the review panel recommended the award of a consultant contract to the top-ranked firm of AECOM. The recommended team distinguished itself on the basis of: 1) its strong technical management approach focused on risk management, strong quality assurance/quality control, and a clear plan to move quickly through the Caltrans process; and 2) its capabilities and experiences including the project manager's Caltrans experience and team members' successful recent completion of other Project Study Reports for similar projects.

Both teams' proposals exceeded the 28% DBE/LBE/SBEs goal. The AECOM team includes 29% DBE participation from three firms: Asian Pacific-owned firms CHS Consulting Group and WRECO, and women-owned firm Merrill Morris Partners. CHS Consulting Group and Merrill Morris Partners are also based in San Francisco.

## **ALTERNATIVES**

1. Adopt a motion of support for the award of an 18-month contract to AECOM in an amount not to exceed \$450,000, for planning, engineering, and environmental services for the I-280 interchange modifications at Balboa Park and for authorizing the Executive Director to negotiate contract payment terms and non-material contract terms and conditions, as requested.
2. Adopt a motion of support for the award of an 18-month contract to AECOM in an amount not to exceed \$450,000, for planning, engineering, and environmental services for the I-280

interchange modifications at Balboa Park and for authorizing the Executive Director to negotiate contract payment terms and non-material contract terms and conditions, with modifications.

3. Defer action, pending additional information or further staff analysis.

### **FINANCIAL IMPACTS**

Budget for services identified in this contract will be provided by funds from Prop K sales tax funds appropriated through Resolution 15-41. The first year's activity is included in the Transportation Authority's amended Fiscal Year 2014/15 Budget. Sufficient funds will be included in future fiscal year budgets to cover the remaining cost of the contract.

### **RECOMMENDATION**

Adopt a motion of support for the award of an 18-month contract to AECOM in an amount not to exceed \$450,000, for planning, engineering, and environmental services for the I-280 interchange modifications at Balboa Park and for authorizing the Executive Director to negotiate contract payment terms and non-material contract terms and conditions.

Attachment:

1. I-280 Interchange Modifications at Balboa Park Scope of Services

**Attachment 1**  
**I-280 Interchange Modifications at Balboa Park**  
**Scope of Services**

**BACKGROUND**

The Balboa Park Station Area, located on the central south side of San Francisco, is a busy and multi-faceted hub of transportation activity. Home to the busiest Bay Area Rapid Transit (BART) station outside of Downtown San Francisco, a San Francisco Municipal Transportation Agency (SFMTA) Muni light rail terminal and maintenance facility, multiple bus lines along Geneva and Ocean Avenues, and a historic streetcar depot, this area is one of the most important and heavily used transit hubs in the region. Meanwhile, Interstate 280 (I-280) traverses the neighborhood, with six freeway ramps tying into the local street network directly adjacent to the BART Station. While this interchange provides vehicular access to regional transit and other neighborhood destinations, it also contributes to congestion, safety, and access issues, and degrades the quality of the surrounding area.

Multiple planning and engineering feasibility studies have explored ways to improve various aspects of the station area, including the *Balboa Park Station Area Plan* (2009), *Balboa Park Station Pedestrian and Bicycle Connection Project* (2009), and the *Balboa Park Station Capacity and Conceptual Engineering Study* (2011). Most recently, the 2014 *Balboa Park Circulation Study* (BPCS) focused specifically on re-configurations of the I-280 Geneva and Ocean Avenue freeway ramps that could further improve station access and circulation. The BPCS study area was limited to the triangular region formed by Ocean Avenue, Geneva Avenue, and Alemany Boulevard, though the preliminary traffic analysis extended beyond these limits. The purpose of the BPCS was to seek potential changes to the circulation system to:

- Reduce the negative impacts on the local community resulting from automobiles accessing the regional road network
- Support efficient, reliable bus and light rail operations
- Enhance safety, accessibility, and convenience for pedestrians and bicyclists
- Minimize impacts to traffic going to/coming from I-280
- Develop feasible solutions that can be implemented within ten years

In June 2014, the Transportation Authority Board adopted the BPCS Final Report and its recommended alternative. The recommended alternative involved three project elements:

Element 1: Close the northbound I-280/Geneva Avenue on-ramp

Element 2: Realign the southbound I-280/Ocean Avenue off-ramp into a “T” intersection with a new signal on Ocean Avenue.

Element 3: Construct a new northbound frontage road between Geneva Avenue and Ocean Avenue, immediately east of I-280, to accommodate a new kiss-and-ride drop off area with direct connection to the BART Westside Walkway.

Further development of Element 3 will be deferred pending completion and Federal Highway Administration (FHWA) approval of the Ramp Closure Analysis for Element 1

**Existing Work Products:** The BPCS and its appendices are available on the Transportation Authority website at [www.sfcta.org/balboa](http://www.sfcta.org/balboa) and should be reviewed prior to commencing work. The body of the

report includes information pertaining to issues surrounding the Balboa Park Station Area and associated roadways, pedestrian and bicycle counts, and existing land uses. Appendix C contains the engineering feasibility assessment and cost estimates, including preliminary plan and profile layouts.

The BPCS conducted two rounds of public outreach meetings, as well as meetings with targeted stakeholders, including:

- California Department of Transportation (Caltrans), SFMTA, BART, San Francisco Planning Department (SF Planning)
- District 11 Supervisor John Avalos
- District 7 Supervisor Norman Yee
- Balboa Park Community Advisory Committee
- District 11 Council
- Excelsior Action Group
- Oceanview, Merced Heights, Ingleside - Neighbors in Action
- City College of San Francisco

The Round 2 Outreach Summary Report is included in the BPCS Final Report Appendix D.

**Project Organization:** The Transportation Authority will be the lead agency for this phase of work and is expected to be the lead agency for subsequent phases, including implementation. Other participating agencies include Caltrans, the SFMTA, and SF Planning. Roles include:

- **Transportation Authority:** lead agency, including overall project management; lead for public, stakeholder, and policy-maker outreach; lead for inter-agency coordination; management of consultants; and lead agency under the California Environmental Quality Act (CEQA).
- **Caltrans:** independent quality assurance and approval of the Project Study Report/Project Report (PSR/PR); and lead agency under the National Environmental Policy Act (NEPA).
- **SFMTA:** review of proposed designs including lane and intersection configurations, traffic controls and any effects on transit lanes; review of traffic analysis.
- **SF Planning:** support coordination between transportation and land use/urban design; plans are intended to blend with SF Planning Ocean Avenue Corridor Design proposals.

## SCOPE OF SERVICES

The Transportation Authority seeks consultant services to support the I-280 Interchange Improvements at Balboa Park project development phase that will: prepare a detailed traffic analysis of proposed changes to the interchange ramps as described in Elements 1 and 2; produce a Ramp Closure Analysis for Element 1; advance design of Element 2 to the 30% level; produce the PSR/PR documentation for Element 2, required by Caltrans for projects that affect highways within their jurisdiction; prepare required Environmental Documentation (CEQA and NEPA) for Element 2; provide updated capital costs for Element 2; advance a funding and implementation strategy for each of Element 1 and 2; and continue public and stakeholder coordination and involvement.

**Project Schedule:** The Transportation Authority desires that the Ramp Closure Analysis for Element 1 be completed by early 2016 and the project development phase for Element 2, including environmental review (CEQA and NEPA) and a signed PSR/PR by all parties, by July 2016. The schedule for subsequent phases of the Project is dependent on funding availability and implementation decisions.

**General:** The Consultant shall provide qualified planners, engineers and other professionals to provide the requested services. Consultants must have experience successfully completing Caltrans PSR and PR documents. All management, planning, engineering and design tasks are to be performed in accordance with applicable federal, state and local criteria and guidelines. By submitting a proposal to provide services, the Consultant represents itself as fully qualified to provide the requested services and knowledgeable concerning laws, regulations, and procedures to be followed. The Consultant will be expected to have all capabilities needed to assist the SFMTA and Transportation Authority in the successful completion of PSR-Project Development Support.

**Licensing Requirements:** All persons performing work for which the California Professional Engineers Act (Building and Professions Code §§ 6700-6799) requires licensing as professional engineers in the State of California shall be so licensed. Each person shall be licensed in the discipline appropriate for that person's scope of responsibility and anticipated tasks.

**Standards and Guidelines:** The Consultant shall be versed in design standards and guidelines of Caltrans, the SFMTA, and the San Francisco Department of Public Works (SF Public Works), and proficient in AutoCAD, MicroStation, and SimTraffic. Coordination will be required to determine proper application of design standards and guidelines and format for engineering design work.

**Specific Tasks** include the following: 1) Project Initiation and Ongoing Management, 2) Traffic Analysis, 3) Ramp Closure Analysis for Element 1, 4) Environmental Documentation for Element 2, 5) Caltrans Project Documentation Package for Element 2, 6) Communications and Outreach, and 7) Funding and Implementation Strategy. The tasks are detailed below.

Proposers may suggest changes/additions/subtractions to the task descriptions and the division of responsibility between the Transportation Authority and the consultant team as a part of their proposals, but this should be stated clearly. The Transportation Authority is interested in establishing an efficient process that utilizes both in-house and consultant expertise.

### **Task 1. Project Initiation and Ongoing Project Management**

The Consultant shall be responsible for:

- Producing a refined work plan and schedule for Consultant activities, including a budget by task;
- Project reporting and invoices by task; and
- Participating in regular coordination meetings with project team members and periodic meetings with external stakeholders.

Project team coordination meetings are expected to occur approximately bi-weekly. Coordination with external stakeholders will be led by the Transportation Authority and includes meetings and coordination with Caltrans and the SFMTA, as well as other stakeholders including but not limited to: the FHWA, SF Planning, BART, SF Public Works, the San Francisco Public Utilities Commission. The Consultant may be required to attend up to 12 external coordination meetings.

**Deliverables: Refined work plan and schedule, meeting attendance, regular project reports and invoices.**

### **Task 2. Traffic Analysis**

The Consultant will be responsible for preparation of a detailed traffic analysis for the proposed improvements. The analysis will expand on the preliminary analysis performed in the BPCS, and will

include four scenarios: baseline existing condition, implementation of Element 1 alone, implementation of Element 2 alone, and implementation of both Elements 1 and 2. The analysis may also include evaluating the proposed improvements both with and without the following:

- A new left-turn movement from the southbound I-280 off-ramp onto eastbound Ocean Avenue; and
- A right-turn pocket from westbound Ocean Avenue onto the northbound I-280 on-ramp.

The Consultant will identify the area of potential effect for changes to traffic resulting from implementation of the proposed changes to the interchange ramps.

The Consultant will be responsible for collecting needed counts and existing conditions data as inputs to the travel demand model and traffic analysis. If possible, data should be collected prior to the planned start of construction on the transit-only lanes associated with the SFMTA's Balboa Park Station Area and Plaza Improvement Project in July 2015.

The Transportation Authority will produce travel demand projections using SF-CHAMP for each scenario. The Consultant will be responsible for providing input to Transportation Authority staff on travel demand inputs, reviewing travel demand outputs, and specifying the format of outputs needed to complete the traffic analysis.

The traffic analysis to be produced by the Consultant will include evaluation of Level of Service, queuing, and delay for freeway ramps, I-280 mainline, and signalized intersections within the affected area, as well as transit delay along Geneva and Ocean Avenues. Respondents are encouraged to propose an approach and tools for this analysis. The analysis shall be sufficient for use in Tasks 3, 4, and 5. The Consultant will produce a memo summarizing the methodology, assumptions, and outputs produced.

**Deliverables: Traffic analysis results and documentation memo for use with Tasks 3, 4, and 5.**

### **Task 3. Ramp Closure Analysis for Northbound I-280 On-Ramp from Geneva Avenue**

The Consultant will be responsible for the preparation of a Ramp Closure Analysis for the proposed closure of the northbound I-280 on-ramp from Geneva Avenue. The Analysis will include a statement of purpose and need, collision history, congestion issues, and a detailed traffic analysis. In addition to the traffic analysis in Task 2, the BPCS may be used as a resource for inputs to the Ramp Closure Analysis.

The Draft Ramp Closure Analysis will be submitted to Caltrans and FHWA for review. The Consultant will be responsible for preparing a response to one round of comments received on the Draft and preparation of a Final Ramp Closure Analysis for approval by Caltrans and FHWA.

**Deliverables: Draft Ramp Closure Analysis, Response to agency comments, and Final Ramp Closure Analysis.**

### **Task 4. Environmental Documentation for Southbound I-280 Off-Ramp to Ocean Avenue Realignment**

This task involves all work to develop an environmental document for Element 2 in coordination with Caltrans to a level necessary to obtain environmental clearance. It is assumed that the relevant document types will be a Categorical Exclusion per NEPA and either a Categorical Exemption or Mitigated Negative Declaration per CEQA. The Transportation Authority will be the CEQA lead agency. NEPA clearance is included to ensure project eligibility for federal funding. Caltrans will be the NEPA lead agency.

The Transportation Authority is aware of potential methane gas in the vicinity of the southbound I-280 off-ramp at Ocean Avenue. The consultant should include in their proposal necessary additional studies related to this potential issue.

**Deliverables: Draft environmental documents, prepared in accordance with current Caltrans standards; written responses to all comments received after circulation of the draft environmental documents; and final environmental documents.**

**Task 5. Caltrans Project Documentation Package for the Southbound I-280 Off-Ramp to Ocean Avenue Realignment**

This task involves all work to develop the project documents for Element 2 that are necessary to obtain project approval from Caltrans. This task will include:

- Project Mapping – aerial photogrammetric surveying and field mapping work to support the aerial photo surveying process
- Utility Identification within the Project Limits
- Preparation of Project Design in Plan and Profile (Geometric Approval Drawings); engineering drawing will be completed to the 30% level
- Preparation of Design Exception Fact Sheets needed to obtain Caltrans Approval for deviations from design standards
- Preparation of a Preliminary Traffic Management Plan
- Preparation of a Preliminary Risk Register
- Preparation of a Caltrans Right-of-Way Data Sheet
- Preparation of the Preliminary Storm Water Data Report
- Preliminary Construction and Right-of-Way Cost Estimates
- Draft PSR/PR Documentation, Written Response to all Agency Comments received on the Draft PSR/PR

**Deliverables: Draft PSR/PR Documentation, written response to all agency comments received on the Draft PSR/PR.**



## **Task 6. Communications and Outreach**

The Transportation Authority will lead the public outreach process, first developing a public involvement plan to meet the Project's public involvement goals and objectives. This will include targeted plans for the notification, engagement techniques, and process for involving the community in advancing the design and ensuring the project design is coordinated with other agency/stakeholder plans for the area. The techniques used may be tailored to the demographic and linguistic needs of the project area neighborhoods. Outreach activities could include small group meetings, public meetings, and attendance at other agency outreach events for projects in the area. The Transportation Authority will be primarily responsible for developing outreach materials as well as ongoing communications tools, such as a project website, fact sheet, and regular email updates. In addition, Transportation Authority staff will brief the Balboa Park Community Advisory Committee and Transportation Authority Board at key milestones. They may also present to other agency groups.

The Consultant will support agency staff by providing input on the Public and Stakeholder Involvement Plan, supporting the development of communications material content as needed, providing logistical support for meetings, attending up to 10 public outreach meetings or presentations, and providing summary reports for each meeting.

**Deliverables: Comments on Public and Stakeholder Involvement Plan and communications materials, attendance at meetings.**

## **Task 7. Funding and Implementation Strategy**

The Transportation Authority will lead this task with Consultant input. This task involves identifying likely potential fund sources for the final design and construction of Element 2. If the Ramp Closure Analysis under Task 3 is approved by both Caltrans and FHWA, a Funding and Implementation Strategy for Element 1 will also be developed. It will include the use of traffic analysis results to determine key next steps toward implementation of Element 1, potentially including a pilot project or phased implementation.

The Consultant will support agency staff by providing input on the Funding and Implementation Strategy.

**Deliverables: Comments on draft Funding and Implementation Strategy.**