

AGENDA REPORT

Resolution: Authorization to Enter into a Professional Services Agreement with Orion Engineers and Associates for a five-year term and an initial contract amount not to exceed \$1,200,000 for Engineering Design Services and Approval of a \$2,190,000 Design Budget for Pavement Rehabilitation at Oakland International Airport.
(Engineering/Aviation) [Choose an item.](#)

MEETING DATE: 10/25/2018

AMOUNT: \$1,200,000 Contract Authority
\$2,190,000 Capital Expenditure

PARTIES INVOLVED: Orion Engineers and Associates, Seattle, WA,
Shammi Ratti, Managing Partner

SUBMITTED BY: Chris Chan, Director of Engineering
Bryant L. Francis C.M., Director of Aviation

APPROVED BY: J. Christopher Lytle, Executive Director

ACTION TYPE: Resolution

EXECUTIVE SUMMARY

This Agenda Report seeks the Board authorization for the Executive Director to enter into a five-year professional services agreement with Orion Engineers and Associates (Orion) for design of the following Oakland International Airport (OAK) pavement rehabilitation projects - Taxiway Romeo (East), Taxiway Bravo (Between Taxiways Tango and Whiskey), Taxiway Victor, Runway 10R/28L, and Airport Drive/Bessie Coleman Drive - for an initial contract amount not to exceed \$1,200,000; and approval of a \$2,190,000 design budget. This work is included in the Port's Fiscal Year 2018-2019 (FY18-19) Capital Improvement Plan (CIP).

BACKGROUND

The Port of Oakland owns and operates the Oakland International Airport (OAK). The Port is responsible for maintenance of all the pavement at OAK including: taxiways, runways, aprons, and vehicle access roads (both airside and landside). The pavement at OAK is primarily comprised of Asphalt Concrete (AC) pavement, but also includes Portland Cement Concrete (PCC). Figure 1 illustrates the pavement rehabilitation design projects included in the FY18-19 CIP at OAK.



Figure1. Oakland International Airport Pavement Rehabilitation Design Projects for FY18-19

The pavement at OAK represents one of the largest assets for the Port at the airport. It is critical to safe and efficient operations at the airport that the pavement undergoes regular maintenance and rehabilitation. The Port receives annual grants from the Federal Aviation Administration's (FAA) Airport Improvement Program (AIP) to fund eligible airfield capital improvement projects at OAK. AIP grant assurances require the airport to maintain an effective pavement maintenance and management program adhering to FAA Advisory Circular 150/5380-6B. In accordance with these guidelines, the Port Airport Pavement Management System (APMS) was updated in May 2018. This system is used to manage the required airfield pavement program including setting pavement project priorities and schedules, allocating resources, and budgeting for maintenance and rehabilitation.

Based on the APMS, airfield paving projects have been scheduled in the Port's 5-year CIP (FY19-23) and in the FAA's Airports Capital Improvement Program (ACIP) which is submitted to the FAA on an annual basis to plan and program AIP funding.

The Port designs and constructs several pavement rehabilitation projects at OAK every year in order to comply with the FAA grant assurances and to address other important paving needs.

The 5-Year (FY 19-23) Capital Improvement Plan (CIP) includes the design of more than 20 pavement rehabilitation projects. The projects planned for FY 18-19 are presented in Figure 1 and include both airside and landside projects:

- Taxiway Romeo (East)
- Taxiway B (Between Taxiways Tango and Whiskey)
- Taxiway Victor
- Runway 10R/28L
- Airport Drive/Bessie Coleman Drive

These projects have been prioritized and the pavement rehabilitation design effort included in FY 18-19 based on an Airport Pavement Management System (APMS) update completed in May 2018.

ANALYSIS

Contracting Strategy:

In the past the Port has delivered the design of the pavement rehabilitation projects on a project-by-project basis; using both on-call or project-specific design consultants, chosen through a competitive selection process. Utilizing individual design contracts for each pavement rehabilitation project at OAK places a significant demand on Port staff to select design consultants, negotiate contracts and manage the design process. This limits staff's ability to deliver all of the projects in the CIP. Port staff are therefore proposing to utilize a single design contract to deliver all the currently planned pavement rehabilitation design projects within the FY19-23 CIP. Delivering the pavement rehabilitation projects as a consolidated program will make most efficient use of Port staff resources and maximize the number of pavement rehabilitation projects that can be constructed each year.

With Board approval, staff intends to hire a single design consultant for a five-year term to prepare pavement rehabilitation construction documents for the needed work. On an annual basis, Port staff will return to the Board to seek approval to execute a supplemental agreement with the selected pavement rehabilitation design consultant for the pavement rehabilitation projects included in the coming fiscal year. The annual design work program is expected to consist of a combination of airport runway, taxiway, apron, and roadway rehabilitation projects (airside and landside) at OAK. The consultant contract will also be used to develop scope and prepare cost estimates for pending airport pavement rehabilitation projects, support Port staff with AIP grant applications, and other asset planning efforts.

Consultant Selection Process:

On April 30, 2018 Port staff prepared and issued an RFQ to interested firms to provide pavement rehabilitation design services at OAK. The RFQ was posted in digital format on the Port's website that can be accessed via the 'Current RFQ's/RFQ's: Engineering Consulting Services' link at the following URL: <http://www.portofoakland.com/business/bids-RFQs/rfq-engineering/>. Once the RFQ was posted on the website, Port staff sent an email

to design firms registered in the Port's certification database along with the local Chambers of Commerce and Community Based Organizations.

The Port received Statements of Qualifications (SOQs) from three consultant teams on May 30, 2018. The SOQs were determined to be responsive and were evaluated and ranked by Port staff from Engineering, Aviation Planning, and Social Responsibility Divisions.

Port staff invited all three consultant teams to participate in interviews on June 29, 2018. During the interviews, the consultant teams presented their capabilities, described their understanding of the work, and answered prepared questions from the Port interview panel. The sum of the scores for each team's proposal, presentation, and interview constituted their total score. Based on this evaluation process, Orion Engineers and Associates was ranked the highest.

Rank	Consultant Team	Location	Certified DBE
1	Orion Engineers and Associates	Seattle, Washington	None
2	AECOM	Orange, California	None
3	TranSystems	Berkeley, California	None

Port staff therefore selected Orion Engineers and Associates as the preferred consultant team for the pavement rehabilitation consulting design services. The distinguishing factors in selecting Orion Engineers and Associates over the other firms is their overall approach to the anticipated projects, their experience with pavement rehabilitation projects, their expertise in pavement design and FAA standards; and their track record of delivering pavement rehabilitation projects within the Airport Operations Area on time and within budget.

Port staff recommends authorizing the Executive Director to enter into a professional services agreement with Orion for a term of five years, with an initial contract amount not to exceed \$1,200,000 for the design of the Taxiway Romeo (East), Taxiway Bravo (Between Taxiways Tango and Whiskey), Taxiway Victor, Runway 10R/28L, and Airport Drive/Bessie Coleman Drive pavement rehabilitation projects. As described above, Port staff plan to return to the Board on an annual basis to authorize execution of supplemental agreements with Orion Engineers and Associates for the design of the pavement rehabilitation design projects that are identified in the CIP for each subsequent fiscal year.

BUDGET & STAFFING

The Taxiway Romeo (East), Taxiway Bravo (between Tango and Whiskey), Taxiway Victor, Runway 10R/28L, and Airport Drive/Bessie Coleman Drive pavement rehabilitation projects are included the Port's 5-year CIP. The taxiway and runway (airside) pavement projects are anticipated to be funded through AIP grants for approximately 80% of the eligible costs and the remaining costs to be funded with Port cash, which will be reimbursed through the airline

rates and charges over the useful life of the improvements. The Airport Drive/Bessie Coleman Drive pavement rehabilitation project will be funded with Port cash.

A summary of the estimated cost of the design effort for the airside and Airport Drive/Bessie Coleman Drive pavement rehabilitation projects is shown in Table 1 below:

Table 1 - Estimated Design Cost for OAK Pavement Rehabilitation Projects

Project	Consultant	Port Labor	Total
Taxiway Romeo (East)	\$139,000	\$130,000	\$269,000
Taxiway Bravo (Bet. T and W)	\$139,000	\$130,000	\$269,000
Taxiway Victor	\$139,000	\$130,000	\$269,000
Runway 10R/28L	\$306,000	\$200,000	\$506,000
Airport Drive/Bessie Coleman Drive Pavement	\$377,000	\$300,000	\$677,000
Contingency ¹	\$100,000	\$100,000	\$200,000
Total	\$1,200,000	\$990,000	\$2,190,000

¹Consultant contingency is included to address unforeseen airport pavement rehabilitation design issues that may arise in the course of this contract work. Port labor contingency is included to address unforeseen airport pavement rehabilitation design, airport operations, traffic control, and airport pavement closure issues.

There is no anticipated staffing impact.

MARITIME AVIATION PROJECT LABOR AGREEMENT (MAPLA)

This contract is for pavement rehabilitation design professional services. The provisions of the Port of Oakland Maritime and Aviation Project Labor Agreement (MAPLA) apply to this professional services contract only to the extent it involves work within the craft jurisdiction of the unions signatory to the MAPLA, such as any field surveying, on-site soils and materials testing and inspection, and geotechnical and exploratory drilling work.

STRATEGIC PLAN

The action described herein would help the Port achieve the following goals and objectives in the Port's Strategic Business Plan (2018-2022).

<https://www.portofoakland.com/wp-content/uploads/Port-of-Oakland-Strategic-Plan.pdf>

- Goal: Modernize and Maintain Infrastructure
- Goal: Strengthen Safety and Security

LIVING WAGE

Living wage requirements, in accordance with the Port's Rules and Regulations for the Implementation and Enforcement of the Port of Oakland Living Wage Requirements (the "Living Wage Regulations"), do not apply to this agreement as the service provider does not employ 21 or more employees working on Port-related work. However, the service provider will be required to certify that should living wage obligations become applicable, the service provider shall comply with the Living Wage Regulations. Furthermore, future construction work under this contract, construction prevailing wage requirements will apply.

SUSTAINABILITY

Port staff have reviewed the Port's 2000 Sustainability Policy and the Sustainability Opportunities Assessment Form. The sustainability opportunities noted in the form do not apply to this type of work because it does not involve a development project, purchasing of equipment, or operations that presents sustainability opportunities. However, the sequencing of pavement and planned sanitary sewer pipeline improvements in Airport Drive/Bessie Coleman Drive will affect sustainability.

Because the sanitary sewer pipeline in Airport Drive/Bessie Coleman Drive is in need of repair and rehabilitation, it is included in the CIP for design in FY18/19 and construction in FY19/20. This overlaps with the planned pavement rehabilitation on Airport Drive/Bessie Coleman Drive. This work will therefore be coordinated with the sewer pipeline rehabilitation work to assure that we do not tear up recently constructed pavement during trenching for the sewer rehabilitation work. This is a sustainable practice of civil works design.

To the greatest extent practicable and allowed by the FAA, asphalt concrete mix design will maximize the use of recycled material. Also, asphalt grindings that are removed for the paving work will be stockpiled or diverted for use on other Port projects.

ENVIRONMENTAL

CEQA Determination: California Environmental Quality Act ("CEQA") Guidelines Section 15378(a) states that "Project" means the whole of an action that has a potential for resulting in either direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment. The general rule in Section 15061(b)(3) of the Guidelines additionally states that CEQA applies only to activities that have a potential for causing a significant effect on the environment. Because it can be seen with certainty that there is no possibility that entering into a professional services agreement with Orion Engineers and Associates for design services may have a significant effect on the environment, the action is not a "Project" under CEQA, and is not subject to CEQA under the General Rule Exclusion. No further review of this action under CEQA is required.

GENERAL PLAN

This project is for professional services and will not directly include any alteration of property. Development projects that result from these professional services will be subject to separate

findings of conformity with the City of Oakland General Plan in accordance with Section 727 of the Charter.

OWNER-CONTROLLED INSURANCE PROGRAM (OCIP)

Professional service agreements are not subject to the Port's Owner Controlled Insurance Program (OCIP) as professional services are not construction activities.

OPTIONS

Staff has identified the following options for the Board's consideration:

- Approve the actions as outlined in this agenda report. This is the recommended action.
- Authorize entering into a professional services agreement with Orion and Associates for a contract amount not to exceed \$1,200,000 and approve a design budget of \$2,190,000 specific to design of Taxiway Romeo (East), Taxiway Bravo (Between Taxiways Tango and Whiskey), Taxiway Victor, Runway 10R/28L, and Airport Drive/Bessie Coleman Drive pavement rehabilitation projects only. Direct Port staff to solicit SOQs on an annual basis through the formal RFQ process for the design of pavement rehabilitation projects for each subsequent fiscal year. This option would require significant staff resources to go through the selection process and manage the resulting multiple consultant contracts.
- Direct staff to select individual design consultants for each pavement rehabilitation project identified in the five-year CIP. This may be done through a combination of existing on-call contracts and project specific contracts. This option places the biggest demand on Port staff resources and will delay completion of all the pavement rehabilitation projects currently identified in the five-year CIP and could delay other projects in the CIP depending on Aviation Division priorities.

RECOMMENDATION

Staff recommends that the Board adopt a resolution authorizing the Executive Director to enter into a five-year professional services agreement with Orion Engineers and Associates (Orion) for design of the Oakland International Airport (OAK) pavement rehabilitation projects identified in the Port's 5-year CIP ending FY23 for an initial contract amount not to exceed \$1,200,000 and approval of a \$2,190,000 design budget for Taxiway Romeo (East), Taxiway Bravo (Between Taxiways Tango and Whiskey), Taxiway Victor, Runway 10R/28L, and Airport Drive/Bessie Coleman Drive pavement rehabilitation projects.