

MassDOT Highway Construction
Contract No. 128114 – Rourke Bridge Replacement, L-15-088, with
New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX
Railroad and Merrimack River
in Lowell, MA

February 26, 2025



Table of Contents

3. Overview
5. Scope of Services
7. Construction Management Approach
8. Questions from Capital Programs Committee
9. Procurement & Budget
10. Request of MassDOT Board of Directors

Overview

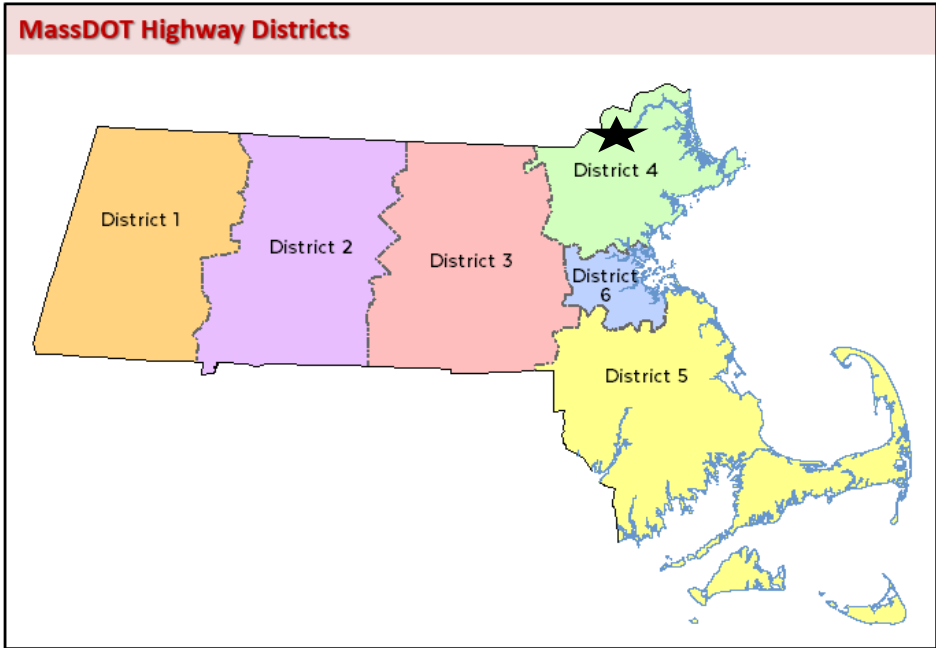
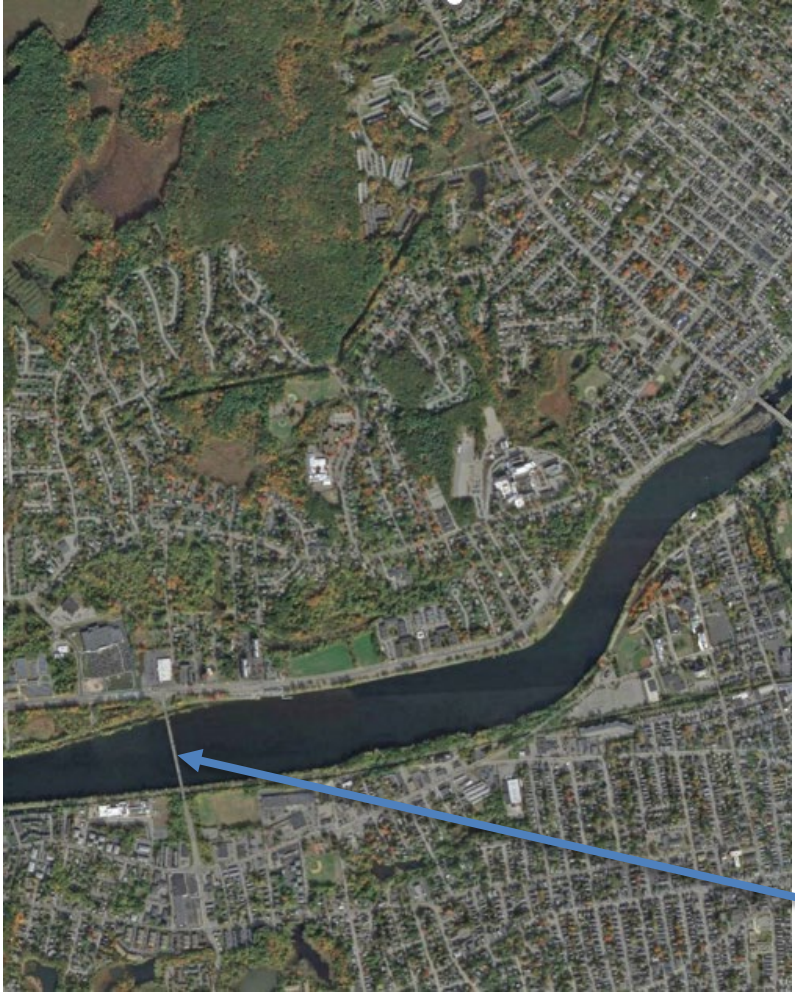
Beyond Mobility



- This project addresses the structurally deficient bridge carrying Wood Street Extension over the Merrimack River and MBTA/CSX RR in the priority area of reliability.
 - This project addresses state of good repair issues that affect safety, reliability, connectivity and resiliency along roadways according to MassDOT TAMP recommendations. (RA11.8)

Overview

Project Location



Existing L-15-088
New L-15-114

Scope of Services

Bridge Improvements

- Relocated New Bridge Structure
 - Offline construction minimizes disruption to travel patterns
 - Minimum Navigational Clearances provided in BTC
 - Bridge Architecture Elements and Aesthetic Lighting
- Foundation and substructure work including temporary works, subject TOY restrictions for in water work, and recreational boating and regatta events
- Demo of existing 1983 temporary bridge (all elements to 2' below mudline)
- Retaining Walls

Roadway Improvements

- Wood Street Reconstruction- including new intersection at Old Ferry Road
- Intersection Improvements at Wood St Ext. Middlesex Street and Wood Street
- Roadway Improvements at Pawtucket Boulevard
- Shared Use Path accommodating pedestrians and cyclists



Existing Rourke Bridge

Scope of Services

Roadway Improvements (continued)

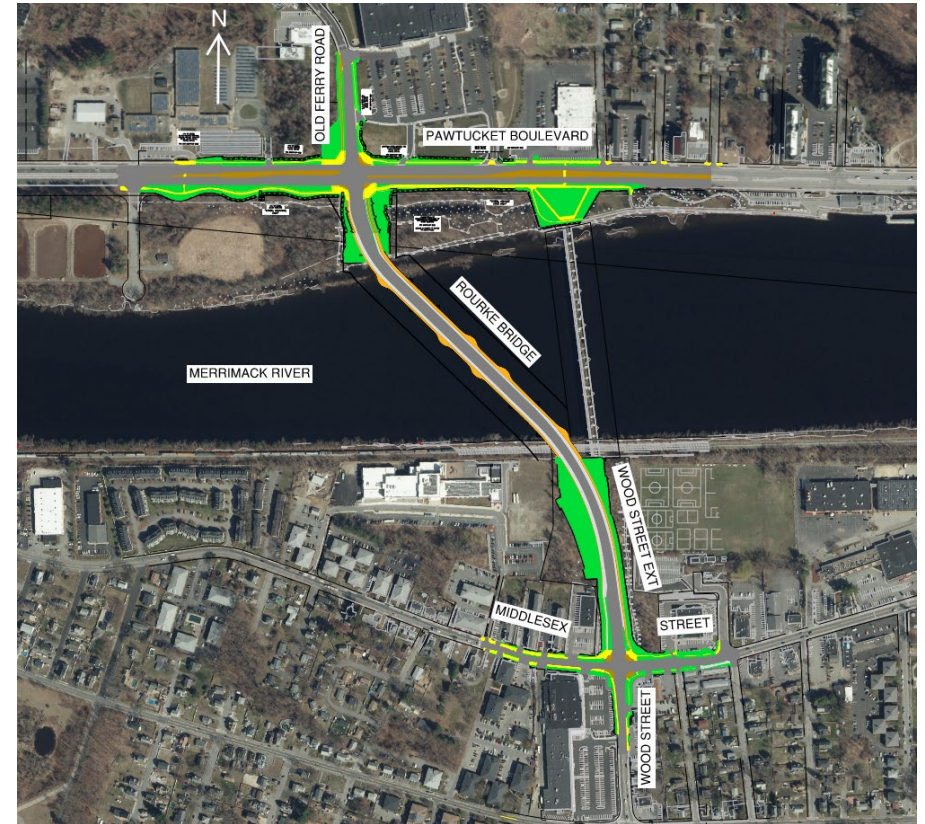
- Updated Drainage/Signage/Lighting
- New mid-block crossings
- Stormwater Control Measures as shown in BTC and as required by Permits
- Project-wide paving
- Maintenance of pedestrian accessibility

Landscape Design

- New park space at existing North Abutment
- Hardscape and Streetscape Improvements
- Pedestrian and Recreation Improvements
- Landscape Design in coordination with MassDOT and DCR

Rail Coordination

- Coordination with MBTA for construction access and staging



Proposed Rourke Bridge- New Alignment

Construction Management Approach

Public Outreach, Permitting, and Construction Management

7

Public Outreach:

- July 2020-Working Group Meeting #1
- December 2020- Public Information Meeting #1
- February 2022- Working Group Meeting #2
- January 2023- Working Group Meeting #3
- February 2023- Public Information Meeting #2
- November 2023- Working Group Meeting #3
- December 6, 2023- Design Public Hearing

Permits on the project include:

- National Environmental Policy Act (NEPA) — Programmatic CE approved by MassDOT and FHWA on June 9, 2024
- Section 4(f) Approval on March 28, 2024
- Bridge Exempt (no WPA, MEPA, CH 91)
- NPDES Construction General Permit (CGP)
- MassDEP 401
- ACOE 404
- EFH/Section 7

Construction Management Approach:

- Design-Build Project
- MassDOT District 4 Construction
- Anticipated Construction NTP March 28, 2025
- Construction Duration – 1679 Days (March 2025- November 2028)



Pedestrian Overlook Rendering

Questions from Capital Programs Committee

Q1. What is the cause of the discrepancy between the Office Estimate and submitted Best Value Price Proposal?

- A1. After having completed a complete canvass of the technical proposal it appears that the substantial deviation in prices appears in items related to the anticipated bridge reconstruction work and architectural components. The bid proposal quantities appear to be accurate for the project needs and therefore the likely differences are attributed to confined laydown and mobilization space adjacent to the project area, site and river access constraints, and schedule risk associated with substantial marine work in the Merrimack River.

Q2. What is the condition of the existing bridge structure?

- A2. The existing temporary bridge was constructed in 1983 and requires significant efforts by district maintenance staff to upkeep and operational.

Procurement and Budget

- Project Advertised (RFP) September 18, 2024
- Engineer’s Estimate was \$206,790,000.00
- Bid Opening was January 23, 2025

Best Value Calculation				
Lowell-607887-128114	Shortlisted Teams (Design Builders)			STEP
	Skanska USA Civil Northeast Inc.	SPS New England Inc.	Walsh Construction Company II, LLC	
Technical Scores	90.81	90.30	90.36	1- Pre-Entered by MassDOT
Price Proposal	\$273,840,000.00	\$298,663,675.00	\$299,500,000.00	2- Transferred from BidX
Overall Value Rating = Price Proposal / Technical Scores	3,015,526.924	3,307,460.410	3,314,519.699	3- Calculated by MassDOT (Step2/Step1)

Line Item	Budget
Bid Amount	\$273,840,000.00
Contingencies	\$27,033,160.00
Construction Engineering	\$13,692,000.00
Railroad Flaggers	\$200,000.00
Specialty Services	\$62,400.00
Traffic Police	\$2,000,000.00
Trainees	\$4,000.00
Total	\$316,831,560.00

- FA – Hwy Infrastructure Program (HIPBR) – Bridge
- Programmed Cost in the 2024-28 TIP: \$243.55M

Request of the MassDOT Board of Directors

The Price Proposals were reviewed by engineers in the Construction, Construction Contracts, Design-Build Sections, and Preliminary Design Consultants, was found to be reasonable and recommended to be awarded to the contract apparent Best Value Design-Builder.

Request of the MassDOT Board

Staff request that the MassDOT Board authorize the Secretary of the Massachusetts Department of Transportation, or their designee, to award and execute MassDOT Construction Contract 128114: Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension over Merrimack River and MBTA/CSX Railroad with Skanska USA Civil Northeast Inc. in the amount of \$273,840,000.00.

Thank You



STAFF SUMMARY

Secretary Approval MassDOT Board Approval Prepared by: Narayana M. Kolla

Department: Highway Division, Major Projects	Manager: Michael O'Dowd	email: Michael.ODowd@dot.state.ma.us	Telephone: 617-910-8564
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Contract No.128114 – Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River, Design-Build Project	Date Prepared: 01/31/2025
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Implications

Capital Budget Operating Budget Legal Other

PURPOSE:

The purpose of this Staff Summary is to request that the Board of Directors authorize and approve the Secretary/CEO, or her designee, to execute MassDOT Contract No. 128114 – Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River Design-Build Project with Skanska USA Civil Northeast, Inc. and Jacobs Engineering Group, Inc., in the amount of \$273,840,000.00 for a total duration, not to exceed, 1,679 days from Notice to Proceed (NTP).

TOTAL PROGRAM BUDGET:

The Capital program has a total program budget of \$316,831,560.00, which includes the following:

Bid	\$273,840,000.00
Contingencies	\$27,033,160.00
Construction Engineering	\$13,692,000.00
Railroad Flaggers	\$200,000.00
Specialty Services	\$62,400.00
Traffic Police	\$2,000,000.00
Trainees	\$4,000.00

Total	\$316,831,560.00
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DISCUSSION:

Project Description

The proposed Project is being advanced by the Massachusetts Department of Transportation, Highway Division (MassDOT) to replace the existing temporary Rourke Bridge with a new structure designed and constructed for a 75-year service-life. The Project also improves safety, accessibility and mobility for all users including motorists, pedestrians, and bicyclists.

Contract No./Subject:

Contract No.128114 – Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River, Design-Build Project

Prepared by: Narayana M. Kolla
Date: 01/31/2025

The scope of work includes, but is not limited to, the design and construction of a new, relocated Rourke Bridge carrying Wood Street over the Merrimack River in Lowell, Massachusetts. The limits of the Project begin on Wood Street, south of the intersection of Wood Street and Middlesex Avenue, and extends northerly to a terminus at Old Ferry Road, north of its intersection with Pawtucket Boulevard (Route 113) in Lowell.

The Project will also include complete removal of the existing temporary bridge structure, roadway reconstruction, highway drainage/storm water management facilities, traffic management, upgrading the traffic signals, highway lighting, landscaping, pavement markings and signage, utility relocation/protection and all other related bridge and highway work.

Roadway Reconstruction

The Project includes the realignment of Wood Street Extension. The proposed Rourke Bridge will be constructed west of its existing location. The roadway will be reconstructed south of the Merrimack and a proposed new intersection will be constructed north of the river opposite Old Ferry Road. The roadway will be widened to accommodate two travel lanes, a sidewalk, and bike lane in each direction. Work along this roadway also includes retaining walls, new striping and signage, drainage and stormwater BMP's. Middlesex Street will be reconstructed to include one travel lane and a shared use path separated by a grass buffer in each direction. Work along Middlesex also includes full depth construction, mill and overlay, new signage, pavement striping, driveways, street trees, highway lighting, drainage, utility work and a retaining wall. Improvements along Pawtucket Boulevard include full depth construction at the intersection of Wood Street Extension and Old Ferry Road and mill and overlay that extend to Melrose Avenue. Work along Wood Street Extension includes new signage, pavement striping, driveways, shared use path along both directions, drainage, stormwater BMP's, landscaping features and two mid-block crossings that include pedestrian hybrid beacons. The work on Old Ferry Road will consist of widening and shifting the roadway to the east to accommodate the new through movement with the Wood Street Extension. Roadway reconstruction is also included as part of the work as well as a new sidewalk and bike lane along the southbound direction and a shared use path along the eastbound direction.

Structural

The Project includes replacement of the existing temporary Rourke Bridge carrying Wood Street Extension over the MBTA/CSX Railroad and Merrimack River with a multi-span bridge. The proposed bridge alignment will be relocated west of the existing bridge location, with a southern approach that extends north from the intersection of Middlesex Street and Wood Street, spans over the MBTA/CSX Railroad and Merrimack River on a skewed alignment and connects at the intersection of Pawtucket Boulevard and Old Ferry Road at the north end. The existing temporary bridge, consisting of two (2) travel lanes and one (1) westerly sidewalk, will remain in service during construction.

Traffic

In order to maintain traffic, access along the existing Rourke Bridge will be maintained until traffic can shift to the new bridge. The existing number of travel lanes along Middlesex and Pawtucket Avenue

Contract No./Subject:

Contract No.128114 – Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River, Design-Build Project

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Date: 01/31/2025

including the turn lanes at the intersections with Rourke Bridge will be maintained during construction. Multiple traffic stages will be required along Pawtucket Boulevard at the intersection of Old Ferry Road to complete the full depth pavement reconstruction. The existing pedestrian accommodation shall be maintained throughout construction. The Project includes traffic signal upgrades at the intersections of Old Ferry Road at Pawtucket Boulevard, Rourke Bridge/Wood Street at Middlesex Street, and Wood Street at Princeton Boulevard. Along Pawtucket Boulevard two midblock crossings are to be provided with pedestrian hybrid beacons.

Utility Impacts

The Project includes relocation of existing overhead National Grid electric power, AT&T, Comcast, and Lowell fire alarm lines, relocation of existing underground gas, Lowell water, Lowell sewer, National Grid electric, and Verizon communication.

Stormwater/Environmental

The Project includes temporary and permanent stormwater management facilities including the design and construction of multiple Stormwater Control Measures (SCMs).

This Project is within, and adjacent to, federal and state environmental resource areas. Work will be subject to a suite of environmental approvals and permits.

Stakeholder Engagement

Public engagement undertaken during the preliminary design phase and will continue throughout construction. A Design Public Hearing was conducted on December 6, 2023.

This contract requires the Design Builder to deploy construction phase noise and dust controls to limit the impacts of construction on abutters.

BEST VALUE PROCUREMENT:

This project will be delivered utilizing the Design-Build methodology, as stipulated in MGL c 149A § 14 et seq and as implemented in accordance with MassDOT's Design-Build Guidelines approved by the Inspector General's office. This selection is Phase 2 of the two-Phase selection process and is an evaluation of the Technical and Price Proposals from the three (3) Proposers listed under the Contract Solicitation section. The apparent Best Value Design-Build was determined by dividing the Price amount submitted with the Proposal by the Technical Score provided by the Selection Committee. The lowest Overall Value Rating of the three (3) Proposers is the apparent Best Value Design-Build. Phase 1 of the two-Phase process was the Request for Qualifications and Phase 2 is the Request for Proposals. Following is the process for review of the Requests for Proposals (RFPs):

- Develop Proposal Evaluation Form
- Confidential Draft Request for Proposals Meeting one on one with the proposers to get feedback on the project risks.
- Confidential Meetings with Proposers to evaluate Alternate Technical Concepts (ATCs)

Contract No./Subject:

Contract No.128114 – Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River, Design-Build Project

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Date: 01/31/2025

- Accept/Reject ATCs
- Receive Proposals from three (3) short-listed Proposers and verify complete/ review Pass/Fail requirements
- Review Technical Proposal and prepare preliminary evaluations
- Meet to discuss preliminary evaluations/prepare questions for Oral Presentations
- Oral Presentations by Proposers
- Finalize Technical Scores prior to Price Proposal opening
- Open Price Proposals, divided by Technical Score for the lowest Overall Value Rating
- Provide recommendation for Best Value Design-Build

A Draft RFP was issued on August 14, 2024, followed by the Final RFP on September 18, 2024. Eleven (11) addenda were issued and distributed to the Proposers. The addenda responded to Proposer questions submitted by a specified date and time, and provided data not contained in the RFP. All parties receiving these addenda were required to acknowledge receipt.

Significant Dates

The table below details the significant dates of the RFP selection process.

Draft RFP Issued to Short-Listed Proposers	8/14/2024	
Confidential one-on-one Draft RFP Meetings	8/29/2024	
Final RFP Released	9/18/2024	
Mandatory Pre-Proposal Meeting	9/25/2024	10:00 AM
Confidential ATC Meeting-1	10/2/2024	
Confidential ATC Meeting-2	10/24/2024	
Last Day to Submit Final ATC Submission for Approval	11/6/2024	
RFP Close Date for Questions	12/4/2024	5:00 PM
Technical & Price Proposals Due	12/20/2024	2:00 PM
Oral Presentations	1/7/2025	
Public Price Proposal Opening Date/BVDB	1/23/2025	10:00 AM

Technical Proposal Evaluation Criteria (100% of Technical Proposal)

The qualitative evaluation of the technical aspects of the Proposal will count for 100% of the total technical score. It will be focused on the following criteria:

DB Project Management and Coordination (35% of Technical Criteria)

The Committee will evaluate the following elements:

Contract No./Subject:

Contract No.128114 – Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River, Design-Build Project

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Date: 01/31/2025

Project Management and Personnel Experience (5%)
Quality Control System (10%)
Design Management (5%)
Construction Management (5%)
Schedule and Cost Control (10%)

DB Technical Approach (65% of Technical Criteria)

The Committee will evaluate the following criteria:

Civil / Traffic (10%)
Environmental (10%)
Utilities (10%)
Structures (20%)
Construction Staging (15%)

CONTRACT SOLICITATION:

On April 13, 2024, the MassDOT Highway Division posted to CommBUYS a public solicitation (a Request for Letters of Interest) for 128114 – Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River Design-Build Project. By May 28, 2024, MassDOT Highway Division received letters of interest from Eleven (11) construction and design firms. On May 29, 2024, A Request for Qualifications (RFQ) was sent to those interested firms. By July 10, 2024, the due date, Statement of Qualifications (SOQs) from four (4) Prospective Proposers were received.

A Selection Committee of Seven (7) individuals representing diverse disciplines was assembled and approved by the Chief Engineer.

The Statement of Qualifications were evaluated and ranked by the Selection Committee according to the criteria set forth in the RFQ. On August 5, 2024, the Selection Committee determined that three (3) Proposers would be included on the short list of teams asked to submit Technical and Price Proposals. The Proposers were:

- Skanska USA Civil Northeast, Inc. and Jacobs Engineering Group, Inc.
- SPS New England, Inc. and Vanasse Hangen Brustlin, Inc. (VHB)
- Walsh Construction Company II, LLC and AECOM Technical Services

The short-listed Proposers were notified in writing on August 6, 2024, that they were selected to receive a Request for Proposal (RFP) for the Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River Design-Build Project. A Draft

Contract No./Subject:

Contract No.128114 – Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River, Design-Build Project


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Date: 01/31/2025

RFP was issued to the three (3) Design-Builders on August 14, 2024. A Final RFP was issued to the three (3) Design-Builders on September 18, 2024.

The Proposers were advised the deadline for submittal of the Proposals. Before the Proposals were received, the Selection Committee developed a spreadsheet, outlining the evaluation criteria and weight factors identified in the RFP to be used in the Selection Process. The Proposers were advised in the RFP of the format the Proposals were to follow and the content for which they would be scored.

Technical and Price Proposals were received on December 20, 2024, from the three (3) Proposers. The electronically submitted Price Proposals were locked while the Selection Committee reviewed the Technical Proposals. The three (3) Proposers gave Oral Presentations on January 7, 2025, each Proposer was given up to one (1) hour to present their Technical Proposal and followed by half an hour of clarifying questions from selection committee.

The determination of the Technical Score for each of the short-listed Proposer was calculated in accordance with the Design-Build Procurement Guide.

Request For Proposal (RFP) - Design-Build Score Sheet			
			
Design-Build Project No. 607887, LOWELL: Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River			
	Shortlisted DB Teams		
	SKANSKA-JACOBS	SPS-VHB	WALSH-AECOM
DB Project Management and Coordination (35%)			
Project Management and Personnel Experience - 5%	4.58	4.59	4.56
Quality Control System - 10%	9.07	9.06	9.06
Design Management - 5%	4.61	4.54	4.56
Construction Management - 5%	4.50	4.51	4.50
Schedule and Cost Control - 10%	9.03	8.99	8.99
DB Technical Approach (65%)			
Civil/Traffic - 10%	9.06	9.01	9.09
Environmental - 10%	8.96	8.97	8.99
Utilities - 10%	9.13	9.00	8.96
Structures - 20%	18.34	18.09	18.14
Construction Staging - 15%	13.54	13.54	13.52
Total Score:	90.81	90.30	90.36

A public Price Proposal opening was held on January 23, 2025, at 10:00 am via Microsoft Teams virtual meeting. The total Technical Scores were displayed on the screen within the spreadsheet template. Prices were downloaded from BidX. The prices are as follows:

Contract No./Subject:

Contract No.128114 – Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River, Design-Build Project

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Date: 01/31/2025

- Skanska and Jacobs \$273,840,000.00
- SPS and VHB \$298,663,675.00
- Walsh and AECOM \$299,500,000.00

The Overall Value Rating was determined by dividing the Price by the Technical Score. The scores and calculations are provided below:

- Skanska and Jacobs $\$273,840,000.00/90.81 = 3,015,526.924$
- SPS and VHB $\$298,663,675.00/90.30 = 3,307,460.410$
- Walsh and AECOM $\$299,500,000.00/90.36 = 3,314,519.699$

The Skanska USA Civil Northeast, Inc. and Jacobs Engineering Group, Inc. was determined to be the apparent Best Value Proposer with a low Overall Value Rating of **3,015,526.924**. The Price Proposal packages were reviewed, and it has been determined that Skanska USA Civil Northeast, Inc., and Jacobs Engineering Group, Inc. Team is the apparent Best Value Proposer.

The Price Proposals were reviewed by engineers in the Construction, Construction Contracts and Design-Build Sections. A Price Proposal Review was conducted by the Preliminary Design Consultant, HNTB, Inc. (HNTB) for the Design Build documents for the project. The Highway Division has accepted the Price Proposal submitted by Skanska USA Civil Northeast, Inc. and Jacobs Engineering Group, Inc. Team at **\$273,840,000.00** which is 32.4% more than that of the Office Estimate of \$206,790,000.00.

MILESTONES:

The project has the following three (3) Milestones:

- Milestone No. 3: Full Beneficial Use
- Milestone No. 2: Substantial Completion
- Milestone No. 1: Design-Builder Field Completion

These Milestones are defined and restricted as identified below:

Milestone No. 3 – Full Beneficial Use

The Design-Builder shall achieve Milestone No. 3 within 1,229 Calendar Days from NTP

Milestone No. 2 – Substantial Completion

The Design-Builder shall achieve Milestone No. 2 within 1,463 Calendar Days from NTP

Milestone No. 1 – Design-Builder Field Completion

The Design-Builder shall achieve Milestone No. 1 within 1,679 Calendar Days from NTP

DISADVANTAGE BUSINESS ENTERPRISE PARTICIPATION:

Disadvantaged Business Enterprise (“DBE”) participation is required. The DBE requirement for this Project is 10% of the design component and 16% of the construction component for this Contract.

Contract No./Subject:

Contract No.128114 – Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River, Design-Build Project

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Date: 01/31/2025

MassDOT's Office for Diversity and Civil Rights has reviewed the DBE information included in the Proposal of the chosen bidder and recommends award of the DB Contract to this team.

To achieve this goal the Design-Builder, Skanska USA Civil Northeast, Inc. and Jacobs Engineering Group, Inc. Team, has identified 7 design firms and indicated to use Open Ended Performance Plan, as the design reaches a stage where specific scopes of work can be clearly defined, appropriate DBE subcontractors will be selected and awarded.

The following is a summary of the identified design and construction firms, scope of work and value for this project:

DBE - Design Firms Identified:

<u>Firm</u>	<u>Scope of Work</u>	<u>Amount Eligible</u>
Regina Villa Assoc	Public Outreach	\$ 335,175.00
The Collaborative	Landscape/Bridge Architecture	\$ 591,600.00
Bryant Associates	Survey and Bathymetric	\$ 595,000.00
HLB	Aesthetic Lighting	\$ 254,830.00
TraffInfo	Traffic Support	\$ 17,900.00
Steere Engineering	Structural Design	\$ 200,000.00
Lahlaf Geotechnical Consulting	Geotechnical Engineering	\$ 80,000.00
<u>Total Amount</u>		<u>\$ 2,074,505.00</u>

The total "DBE" design bid value is \$2,074,505.00 netting a 10.2% value which meets the goal of 10% as established for the design component of this project.

DBE - Construction Firms identified:

<u>Firm</u>	<u>Potential Scope of Work</u>	<u>Amount Targeted</u>
Not Available	F&I Cast in place Concrete, F&I Reinforcing Steel F&I Granite Pier Façade, Erect Steel F&I Asphalt Paving,	\$40,548,500.00
<u>Total Amount</u>		<u>\$ 40,548,500.00</u>

The total "DBE" Construction bid value targeted is \$40,548,500.00 netting 16 % value which meets the goal of 16% as established for the construction component of this project.

Skanska has indicated that it will utilize Open ended performance plan (OEPP) per the New Federal Regulation - 49 CFR 26.53(e) and as Design work progresses, the DBE scopes outlined identified above will be further refined and discussed with potential DBE firms. Once the design reaches a stage where specific scopes of work can be clearly defined, appropriate DBE subcontractors will be selected and awarded these scopes of work.

Contract No./Subject:

Contract No.128114 – Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River, Design-Build Project

Prepared by: Narayana M. Kolla
Date: 01/31/2025

FINANCIAL IMPACT/BUDGET SOURCE:

This action is funded through various sources:

FA – HIP (BR)
NFA - Site Specific (State)

FUTURE ANTICIPATED AUTHORIZATIONS:

None

RECOMMENDATIONS:

It is recommended that the Board of Directors authorize the Secretary, or her designee, to award and execute MassDOT Contract No. 128114, Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Street Extension Over MBTA/CSX Railroad and Merrimack River Design-Build Project, with Skanska USA Civil Northeast, Inc. and Jacobs Engineering Group, Inc., in a form approved by the General Counsel, in the amount of \$273,840,000.00.

COORDINATION WITH:

Office of Diversity and Civil Rights
Engineering and Maintenance
Environmental
Capital Programs
Budget and Finance
Legal Department

SIGNATURE PAGE:

See Page [final page #]

ATTACHMENTS:

Tab A – Vote [to be completed by Legal]

RESOURCE/REFERENCE DOCUMENTS:

[list here]

STAFF SUMMARY SIGNATURE PAGE

Secretary Approval MassDOT Board Approval Prepared by: Narayana M. Kolla

Department: Highway Division, Major Projects	Program Manager: Michael O'Dowd	email: michael.odowd@dot.state.ma.us	Telephone: (617)-910-8564
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Contract No. 128114 – Rourke Bridge Replacement, L-15-088, with New Bridge, L-15-114, Wood Extension Over MBTA/CSX Railroad and Merrimack River, Design-Build Project	Date Prepared: 01/31/2025
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Implications

Capital Budget Operating Budget Legal Other

RECOMMEND APPROVAL:

[name]
Michael O'Dowd
Director Major Projects

RECOMMEND APPROVAL:

John Bechard P.E.
Deputy Chief Engineer

RECOMMEND APPROVAL:

Chief Financial Officer

RECOMMEND APPROVAL:

Susan Cobb
Acting
General Counsel

RECOMMEND APPROVAL:

Monica Tibbits-Nutt
Secretary/CEO