

ATTACHMENT 1

SCOPE OF WORK FOR KENOSHA-RACINE-MILWAUKEE (KRM) REGIONAL RAIL CORRIDOR PLANNING AND FEDERAL FUNDING PROGRAM APPLICATION CITY OF RACINE REQUEST FOR QUALIFICATIONS (RFQ) #2024008

INTRODUCTION

Commuter rail service has long been planned and desired by the City of Racine and other communities along Lake Michigan between the City of Milwaukee and the Illinois State Line. As part of the Consolidated Appropriations Act of 2022, Congress provided \$5 million to the City of Racine for the “Kenosha-Racine-Milwaukee (KRM) Regional Rail Corridor.” Federal Transit Administration (FTA) staff have indicated that this funding should be used to advance passenger rail service (defined as commuter, regional, or intercity rail for this scope of work) in the KRM corridor. In response to the Congressional funding and direction provided by FTA staff, the City of Racine is issuing a Request for Qualifications (RFQ). This RFQ pertains to only a part of the overall project the City of Racine is directing with the funds from the 2022 appropriation and will not exhaust those funds, and contracting for this phase of the project does not, and will not, imply preference for subsequent consultant work.

This Attachment 1 is the scope of work for the RFQ expressed as an outline of tasks. The intention of this listing of tasks is to provide interested consultants with sufficient information to understand the project and the qualifications needed to complete the scope. Attachment 2 provides background information on existing and planned passenger rail services in Southeastern Wisconsin and elsewhere that may be useful in informing work completed as part of the scope of work.

Client Team Organization

The City of Racine is the contracting entity and will make decisions regarding the final scope of work, including changes to the task list, deliverables, and timelines. Additional partners and their anticipated roles in the KRM project are described below. The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is providing staff support to the City of Racine and will provide information and day-to-day management to the selected consultant team. The Wisconsin Department of Transportation (WisDOT) is providing guidance and extensive experience with passenger rail efforts in the state. Staff from the City of Racine, SEWRPC, and WisDOT form what is referred to as the project team.

The City of Racine also anticipates forming a partnership with key jurisdictions with an interest in the KRM project, including the Cities of Milwaukee and Kenosha. Representatives from these local governments will likely provide input at major decision points.

The above project partners will be asked to designate representatives to serve on a project steering committee that will direct the project and make decisions throughout the planning process. The selected consultants will be tasked with staffing this steering committee along with the project team.

Scope Organization

This scope of work is organized into three task groups that organize related tasks. While stated as separate task groups and lists of detailed tasks, the work is understood to be interrelated and iterative. The major task lists are grouped as:

- Task Group A: Conceptual Planning and Project Need
- Task Group B: Decision-Making and Project Organization
- Task Group C: Technical Alternatives Analysis and Federal Funding Program Application

A brief list of the various types of desired qualifications for each of these task groups is provided below.

This task outline is intended to guide a planning process that begins with exploring the KRM corridor context and developing preliminary service concepts. The service concepts will be evaluated at a qualitative level in Task Group A and narrowed to a smaller set of service alternatives. The service alternatives will be developed in Task Group C to a level of technical detail that allows for a more quantitative comparative analysis. Work with the steering committee and project partners is described under Task B, with the key tasks of assisting the partners in identifying a project sponsor and funding strategy necessary to apply for entry into a federal funding program.

The City of Racine desires the work in this scope to be accomplished quickly to position the project for a successful application into a federal funding program. Some tasks, specifically Tasks A.6-A.9, are not explicitly required for a grant application, and therefore may be considered as supportive to the project effort and on a different timeline for completion, later in the project.

Scope Changes and Contract Type

Given there are several key decisions and factors that may affect the scope of work and timeline, the City of Racine is seeking qualifications from consultant firms to accomplish this scope under a task order contract structured for actual cost or time and materials invoicing and reimbursements. The City expects to negotiate the final contract type and its provision regarding task orders during the contracting phase after the award. It is expected that the results of work under this scope, along with a separate transit-oriented development (TOD) value capture analysis (see City of Racine RFP #2023310), will necessitate and guide adjustments to the scope over the course of the project.

Following contract execution, the City of Racine expects to negotiate with the contractor an initial set of task orders with the notice to proceed that will allow project startup into conceptual planning. It is anticipated that task orders will include a negotiated not-to-exceed cost, based on stated hourly rates and estimated hours, to complete the tasks in the task order along with deliverables and number of meetings that the consultant will be required to attend, prepare for, and sometimes manage. Subsequent task orders will be negotiated at the appropriate decision points to keep the project moving forward and on schedule. This scope of work does not include a listing of deliverables or a specific listing of meetings, but it does include a number of tasks that indicate a deliverable or meeting(s) in the task description.

Federal Funding Program Options

A primary task of the project is to prepare an application for entry into a federal funding program. Several tasks are specifically tailored to, and reference the requirements of, an application requesting entry into an FTA Capital Improvement Grant (CIG) program (most likely New Starts). However, other federal funding programs may be an option depending on the type of passenger rail service pursued, specifically programs administered by the Federal Railroad Administration (FRA), such as the Corridor Identification

and Development (Corridor ID) program. As decisions are made on which funding program to pursue, the scope of work will be adjusted as necessary.

Goals and Timeline

The primary goals of the scope are to sufficiently advance project planning, identify a project sponsor, and develop a funding strategy to support an application requesting entry into a federal funding program in the fourth quarter of 2024.

TASK GROUP A—CONCEPTUAL PLANNING AND PROJECT NEED

Description

The work in Task Group A is focused on evaluating potential service concepts for the KRM rail corridor. The KRM corridor is primarily defined by the Union Pacific Railroad (UP) Kenosha Subdivision extending from the City of Kenosha north to the Cities of Racine and Milwaukee (with a project terminus at the Milwaukee Intermodal Station). As noted below, some tasks may also involve railroad corridors south of Kenosha connecting to Chicago. The City views these tasks as a conceptual planning exercise that is distinct from the technical engineering or environmental planning tasks in Task Group C and seeks qualifications from urban planning firms with experience in corridor and rail station area planning.

Station area planning will be informed by the separate TOD value capture analysis conducted for the City of Racine. That analysis will include a real estate market analysis for the corridor and for station locations that will be available for use on related tasks in this scope. The City has a specific interest in TOD, and work under Task Group A will produce conceptual plans for station areas. The City seeks qualifications to conduct corridor-scale planning that puts the rail line in the broad context of the communities, land use, and infrastructure along Lake Michigan from Kenosha to Milwaukee. SEWRPC's long-range land use and transportation plan, VISION 2050, is a guide that can inform the KRM corridor planning. The level of architectural illustration and rendering would be determined during the course of the project, but the City is seeking qualifications to create and communicate the potential for TOD from an urban design and lifestyle point of view. This work may result in a need to develop communication materials, including video production and printed materials.

Professional Qualifications Sought

- Architecture
- Urban Planning
- Transportation Planning
- Transportation Services
- Real Estate Market Analysis
- Financial Analysis
- GIS and Graphic Design
- Visualization/Rendering Production
- Video Production

List of Tasks

Task A.1 Project Kickoff, Exploration, and KRM Corridor Context

Tour the corridor and photograph conditions. Create base maps, topic maps, and diagrams for the KRM study area and corridor that represent existing conditions and explore the corridor as a holistic system of land use, infrastructure, political jurisdictions, and travel patterns. Topics to be explored may include:

- Existing land use pattern
- Streets and highways system, traffic volumes, and travel patterns
- Trip generators, origins and destinations
- Railroad corridors, railroad spurs and customers
- Major employers and employment destinations
- Major cultural and entertainment destinations
- Residential densities and major commercial and shopping areas
- Neighborhoods and functional districts, walkable areas, bicycle networks
- Vacant lands and brownfield sites
- Demographic patterns, historical and projected growth
- Conservation areas and agricultural uses, land use controls

Utilize creative approaches to communicate how the KRM corridor currently functions and reveal the position of the UP Kenosha Subdivision track, and potential station locations, within regional patterns of land use and movement.

Task A.2 Station Location Identification

Identify viable station locations along the KRM corridor based on previous KRM work and as part of initiating preliminary service concept development. An initial focus should be on stations in the Cities of Kenosha, Racine, and Milwaukee, and near Milwaukee Mitchell International Airport,

Task A.3 Preliminary Service Concept Exploration and Project Need

Explore preliminary KRM passenger rail service concepts at a schematic level, starting with:

- Commuter rail
- Regional rail
- Intercity rail

Describe the basic characteristics of these service models, including variations in route alignment on existing track, type of train equipment (light and heavy), station locations, and levels of service (frequency and travel time). Outline basic concepts and options for providing service from Kenosha north to Milwaukee and south to Chicago, considering how connections may be made to the Metra system or in coordination with Amtrak service. Facilitate a discussion of the pros and cons of the different service models.

Engage and consult with representatives of Metra, freight railroads, Amtrak, and other operators in the Upper Midwest region, as directed by the steering committee. Consider that input during service concept development and evaluation, specifically regarding up-to-date information on travel patterns and commuter behavior and how existing passenger rail lines are negotiating changes in ridership, trip types, and revenue.

Work with the steering committee to identify and summarize the project’s purpose and need to establish project goals for comparing service concepts and alternatives.

Task A.4 Service Concepts Review and Direction

Utilize the decision-making process developed in Task Group B to evaluate the feasibility and desirability of the preliminary service concepts and station locations. Present evaluation results and receive direction from the City and steering committee on which service concepts to advance into more detailed technical analysis and evaluation as service alternatives in Task Group C.

Task A.5 Station Facility and Station Area Concept Plans

Create station facility concept plans, showing platforms, shelters, circulation patterns, parking, and multimodal access. Identify potential solutions to station access issues at major station locations (Milwaukee Intermodal Station and the Racine Transit Center). Describe how the service concepts would interface with local bus transit and shuttles, pedestrian and bicycle infrastructure, and first-and-last-mile access facilities and services. Explore the use of smart technologies, autonomous vehicles, and micromobility technologies and services as part of planning for multimodal access to stations.

Create concept-level station area land use and urban design plans for selected station locations (to be determined) that show how new TOD could be arranged on lands adjacent to new stations. Utilize the results of the TOD value capture analysis to inform station area planning in relation to real estate market demand. Confirm potential TOD sites and analyze impediments or limitations to land use change. Evaluate local land use plans and zoning with respect to potential TOD.

Task A.6 KRM Corridor Plan

Draft a plan for the KRM corridor that highlights the potential of passenger rail to guide and foster economic development and revitalization of urban areas along the new rail line. Outline general land use concepts showing where new development is desired and where lands are recommended for preservation. Outline the potential of passenger rail as part of the overall multimodal transportation system in the KRM study area. Show potential station locations in relation to the existing and planned network of trails and bicycle lanes. Analyze the travel market for passenger rail riders, including identifying potential major trip generators and destinations in coordination with travel demand modeling. Show how a KRM line could fit into daily life and travel patterns and how the new service could support development of the corridor as a place. Illustrate the benefits of a KRM line at a corridor scale.

Task A.7 Project Benefits/Business Case

Conduct an economic development analysis of the KRM corridor with passenger rail service showing the potential for new revenue flowing to and through the connected communities. Explore potential benefits to private businesses and institutions and describe the potential to generate an increase in local sales and property tax revenue. Identify benefits to residents in the KRM corridor with respect to travel time savings, convenience, and access to the region. Once the necessary tasks in Task Group C have been completed, develop an executive summary report describing the need for KRM passenger rail service, benefits and justification for the preferred service alternative, and a path to implementation.

Task A.8 Transit-Oriented Development Vision

Create illustrative diagrams and renderings for station areas that highlight the most important redevelopment and infill opportunities in the KRM corridor.

Develop 2D plans and 3D digital models and renderings for select TOD sites. Provide a sketch-level vision of a KRM passenger rail lifestyle, focusing both on the interface between a rail station and higher-density, walkable adjacent development, and on the convenience of Main Street shopping next to a rail station.

Task A.9 Visualization and Presentation Materials

Prepare visualization and presentation materials that could include a video presentation of the project including a narrative describing project benefits and fly-through visualizations and/or animations of stations and station area development. Prepare printed materials for project explanation, education, and promotion.

TASK GROUP B—DECISION-MAKING AND PROJECT ORGANIZATION

Description

Task Group B is primarily focused on staffing a project steering committee and facilitating decision making. That steering committee will be tasked with making the crucial decisions to shape the KRM project in 2024. Two primary tasks are assisting the steering committee with identifying a project sponsor and evaluating and deciding on a funding strategy.

Consultant expertise is sought in organizational management, government relations, meeting facilitation, conflict resolution, and some knowledge of organizational structures and funding strategies for major infrastructure projects.

Experience in FTA or FRA funding programs and processes is needed, as well as expert knowledge of State law regarding financing public and private partnerships, municipal bonding, private activity bonds, local taxing, and major project development financing.

The City may seek to engage with stakeholders and the community at some point during the project. Therefore, the City seeks qualifications from firms with relevant experience in communications and public engagement to help manage outreach and education tasks when appropriate. In addition, the City seeks qualifications from firms with experience in branding of passenger rail or other transportation services.

Professional Qualifications Sought

- Organizational Management
- Public Relations and Communications
- Facilitation
- Financial and Legal Analysis
- Stakeholder and Public Engagement
- Branding, Education, and Marketing

List of Tasks

Task B.1 KRM Document Review

Receive and review relevant documents from previous KRM commuter rail studies and implementation efforts. Provide insights on past organizational structures and strategies relevant to current project implementation.

Task B.2 Steering Committee Facilitation and Decision-Making Process

Facilitate steering committee meetings and engage project partners on establishing project goals and long-term policies on implementation of the KRM project. Maintain a steering committee meeting schedule, prepare meeting minutes, coordinate tasks between the three task groups. Guide development of internal evaluation and decision-making processes that enables the steering committee and project partners to make decisions at key points to move the processes from one task to the next and thereby define the KRM project.

Task B.3 Organizational Structure Options

Provide a review and analysis of past structures considered and utilized to implement the KRM project. Outline current options for the necessary structure needed to plan and operate a passenger rail service,

which could include: a new railroad commission, a new regional transit authority, a public-private partnership with a private railroad and other investors, and other options yet to be identified. Provide analysis of the impediments to the creation of each of these structures and identify legislative, municipal, or agency actions needed to fund, construct, and operate a new passenger rail line.

Task B.4 Funding Sources

Identify a universe of potential funding sources, partners, and methods such as:

- Public-private partnership with private investors
- FTA Capital Investment Grants (CIG) program (New Starts and Small Starts)
- FRA funding programs (Corridor ID, Federal-State Partnership for Intercity Passenger Rail Grant program, Consolidated Rail Infrastructure and Safety Improvements program)
- Additional federal funding sources (such as Build Back Better Act, Inflation Reduction Act, Opportunity Zones, New Market Tax Credits)
- State funding
- Local taxes and municipal bonds
- TOD value capture (separate study)
- Tax incremental financing (TIF)
- Private activity bonds
- Private operator/Union Pacific Railroad

Summarize the requirements and potential of each funding source to generate revenue to cover capital and operating costs. Identify the partners and methods necessary for each funding source.

Task B.5 Project Sponsor

Work with the steering committee and project partners to evaluate the resources, partnerships, and authority that a project sponsor will need to secure the necessary project funding. Facilitate an evaluation (pros and cons) of project sponsor candidates, focused on the ability of the candidates to fulfill the responsibilities as the designated project sponsor.

Task B.6 Funding Strategy

Summarize feasible funding strategies that could be realized by the designated project sponsor as required to enter into a federal funding program. Guide evaluation of funding options and associated methods to finance construction and operation of the project based on estimated capital and operating costs (as estimated in Tasks C.4 and C.6). Consider potential federal funding programs and options and take into consideration the results of the TOD value capture analysis.

Identify source(s) of local Project Development funding (as estimated in Task C.13), which must be committed and available before entering the FTA New Starts process, if the decision is made to pursue a project under FTA grant authority.

Task B.7 Process Strategies

Provide advice to the steering committee on when to proceed with subsequent project planning and implementation activities, such as preliminary engineering and environmental studies, that are not part of this scope of work or contract.

Task B.8 Public Involvement Strategy, Branding, and Education

Develop, with project team staff, strategies for public involvement, particularly as required for successful application into a federal funding program. Identify and engage key stakeholders and begin community

outreach, at an appropriate time as directed by the steering committee, including a preliminary approach to environmental justice and equity analysis (such as the Justice40 Initiative) that may be continued under project environmental documentation.

Explore concepts for rebranding the 'KRM' project, in terms of the existing and alternative phraseology, acronym, and project logos. Create project branding materials, develop and manage a project website and social media presence, and prepare other project materials, including progress reports, data sheets, and press releases in the interest of educating the public.

TASK GROUP C—TECHNICAL ALTERNATIVES ANALYSIS AND FEDERAL FUNDING PROGRAM APPLICATION

Description

Work under Task Group C is focused primarily on technical analyses associated with evaluating service alternatives, preparing operating plans, conducting engineering, and developing cost estimates. Task Group C also includes the key task of preparing an application requesting entry into a federal funding program. Finally, this scope includes a task to initiate study of potential environmental impacts associated with the project, recognizing that detailed environmental documentation would be completed under a separate, future scope of work.

The City seeks qualifications from firms with extensive knowledge of, and experience with, developing commuter rail, regional rail, and intercity passenger rail operating plans.

Evaluation of potential KRM passenger rail service concepts will require an assessment of existing railroad infrastructure in the Chicago-Milwaukee corridor, development of recommended infrastructure improvements, and associated cost estimates. The City seeks the qualifications of firms that have extensive knowledge of, and experience with, conducting railroad engineering.

The City also seeks the qualifications of firms that are highly experienced in utilizing travel demand models and station-area traffic models for commuter rail, regional rail, and intercity rail projects.

The City anticipates initiating environmental work to facilitate the timely completion of a future environmental study expected to be completed in accordance with the National Environmental Policy Act (NEPA). The City seeks the qualifications of firms that are highly qualified in conducting environmental analyses and preparing environmental studies, including Environmental Impact Statements, Environmental Assessments, and Categorical Exclusions, under FTA or FRA guidance.

Upon completion of this project phase, the City anticipates that federal funding may be sought to move the project forward towards implementation. In particular, the City anticipates seeking federal funding through one or more FTA or FRA discretionary funding programs. The City seeks qualifications from firms with extensive experience developing applications for FTA's CIG program (New Starts and Small Starts) and FRA's various funding programs (Corridor ID, Federal-State Partnership for Intercity Passenger Rail Grant Program, and Consolidated Rail Infrastructure and Safety Improvements Program).

Professional Qualifications Sought

- Railroad Engineering
- Railroad Operations Analysis
- Transportation Planning

- Travel Demand and Traffic Modeling
- Business Operations Analysis
- Federal Grant Application Development
- Environmental Analysis, Planning, and Studies

List of Tasks

Task C.1 Existing Corridor and Track Conditions

Document the existing condition of rail lines in the study area east of Interstate 94 (I-94) from Milwaukee to Kenosha and the state line, and as necessary, into Illinois and connecting to Chicago. The primary KRM corridor is the UP Kenosha Subdivision near Lake Michigan. Adjacent rail corridors are the UP Milwaukee Subdivision and the CPKC C&M Subdivision, which carries Amtrak's Hiawatha service and connects to the Metra C&M Subdivision in Illinois. Document current conditions and facts, including:

- Track ownership
- Number of tracks
- Track capacity
- FRA track classification
- Maximum train speeds
- Train counts
- Signal system
- Number and types of bridges
- Number and types of at-grade crossings

Task C.2 Preliminary Service Concept Technical Support

Provide technical support as needed to evaluate preliminary KRM passenger rail service concepts (as developed in Task A.3) at a schematic level. Provide a fresh look and creative solutions to the overall issue of track capacity between Milwaukee and Chicago for passenger rail service, including evaluation of options to support expansion of Amtrak service by utilizing capacity on the UP Kenosha Subdivision to supplement existing service on the CPKC corridor. Estimate order of magnitude costs, if requested, to assist the steering committee evaluation of preliminary service concepts. Provide analysis of the basic feasibility of preliminary service concepts, from an operational point of view and in consideration of input from the private railroads, Amtrak, and Metra.

Task C.3 Service Concepts Review and Direction on Service Alternatives

Assist and support steering committee review of preliminary service concepts from a technical and cost point of view. Receive from the City and steering committee direction on which service concept or concepts (no more than three anticipated) to advance as service alternatives that would undergo additional analysis, including operational planning and capital cost estimates.

Task C.4 Operating Plan and Cost Estimates

Conduct operational planning for service alternatives and develop operating cost estimates as necessary to support narrowing alternatives to one preferred service alternative. The operating plans will include:

- Route alignments
- Recommended station locations
- Recommended station characteristics (station structure, platform configurations, and parking lot capacity)
- Train equipment type, number, and capacity
- Maximum train operating speeds

- Train schedules (local/express)
- Fare structure
- Connections to other transportation modes
- Estimates of operating costs and revenues.

Task C.5 Recommended Infrastructure Improvements

Determine and document infrastructure improvements necessary to operate the KRM service alternatives. The improvements may include:

- Upgrades to track ballast, ties, and rail
- Construction of new mainline track, sidings, crossovers, and connections
- Rehabilitation or reconstruction of bridges
- Upgrades to grade crossings and signal systems, including Positive Train Control (PTC)
- Construction of stations and platforms
- Construction of a train storage and maintenance facility

Task C.6 Capital Cost Estimates

Develop cost estimates for capital improvements including, but not limited to, track and bridge infrastructure, signal systems, grade crossings, train stations, a train storage and maintenance facility, and train equipment necessary to support evaluation of service concepts, service alternatives, and the preferred service alternative.

Task C.7 Service Alternatives Comparative Analysis

Conduct a comparative analysis of the KRM service alternatives that considers distinguishing factors, desired outcomes, and potential to achieve project goals as outlined in the purpose and need (Task A.3), including:

- Timeframe and complexity of initiating service
- Attainable funding for capital investment cost
- Fiscally sustainable operations
- Ridership and fare revenue
- Type of service and transportation benefits
- Economic development and revitalization
- Anticipated level of public support
- Private investment opportunities

Develop a methodology for evaluating service alternatives and identifying a preferred service alternative.

Task C.8 Preferred KRM Service Alternative and Final Technical Report

Receive direction from the City, steering committee, and project partners on a preferred KRM service alternative. Refine the preferred alternative to the level of detail necessary for preparing an application for entry into a federal funding program, including cost estimates. Prepare a final compilation report summarizing and presenting the technical case and recommendations for the KRM project.

Task C.9 Kinnickinnic River Bridge Condition and Improvement Options

Conduct a preliminary assessment of the condition of the existing swing bridge over the Kinnickinnic River along UP's National Avenue Industrial Lead in Milwaukee, in consultation with UP. Summarize findings and make initial conclusions on the need to upgrade or replace the bridge.

Task C.10 Travel Demand Model

Refine and utilize a travel demand model (STOPS or equivalent) to develop forecasts of ridership and fare revenue for the KRM service alternatives. Develop data to inform fare revenue estimates, station capacity planning (including parking lot sizing), train fleet planning, and analysis of potential funding strategies. Calculate mode shift from private automobiles in the KRM corridor to the rail service, estimate new rail trips, and calculate reduction in corresponding CO₂ emissions.

Task C.11 Train Equipment

Prepare an analysis and summary of potential train technologies that could be utilized. These technologies could include, but are not limited to, diesel-electric, battery-electric, and hydrogen fuel-cell multiple unit trains. Assist the City with selecting a preferred train technology.

Task C.12 Maintenance Facility Plan

Identify potential locations for a train storage and maintenance facility and assist the City with selecting a preferred location. Provide a conceptual site plan for the train storage and maintenance facility.

Task C.13 Project Development Cost Estimates

Prepare cost estimates, as required for a FTA New Starts application, for future project development tasks (which are not part of this scope or contract), including:

- Preparing an environmental study
- Conducting preliminary engineering
- Conducting final engineering

Task C.14 Federal Funding Program Application

Assist the City with developing an application for entry into an FTA or FRA discretionary funding program. Participate with the City, as necessary, in any pertinent discussions with FTA or FRA staff about federal funding programs. Prepare, as necessary, a draft and final application for an FTA or FRA funding program.

Task C.15 Preparation for Environmental Study

Assist the City in determining the type of environmental study that would need to be conducted (Environmental Impact Statement, Environmental Assessment, or Categorical Exclusion) by preparing an environmental study class of action request. Review and consider previous environmental documents for the KRM project, including a draft class of action request prepared by WisDOT in 2020 and the Draft Environmental Impact Statement prepared by the Southeastern Regional Transit Authority (SERTA) in 2009.

Initiate study of potential environmental impacts associated with the project, as directed by the steering committee, recognizing that detailed environmental documentation would be completed under a future scope.

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