

Board Report

Los Angeles County
Metropolitan Transportation
Authority
One Gateway Plaza
3rd Floor Board Room
Los Angeles, CA

File #: 2024-0362, File Type: Contract Agenda Number: 35.

OPERATIONS, SAFETY, AND CUSTOMER EXPERIENCE COMMITTEE JULY 18, 2024

SUBJECT: ZERO EMISSION BUS (ZEB) PROGRAM PLANNING AND PROGRAM

MANAGEMENT CONSULTANT SERVICES

ACTION: APPROVE RECOMMENDATION

RECOMMENDATION

AUTHORIZE the Chief Executive Officer to award a cost plus fixed fee Contract No. PS112435 to AECOM Technical Services, Inc. to provide as-needed Program Management Support Services (PMSS), and Design and Engineering Support Services (DESS) for Vehicle Engineering and Acquisition (VEA) to support the conversion of Metro's bus fleet to Zero Emission Buses (ZEB) by 2030 in the not-to-exceed (NTE) amount of \$8,399,421 for the five (5) year base term, and \$5,668,871 for the three (3) one-year option terms, for a total combined not-to-exceed amount of \$14,068,292, subject to the resolution of all properly submitted protest(s), if any.

<u>ISSUE</u>

In 2018, Metro retained ZEBGO Partners, a joint venture technical consultant, to develop comprehensive plans for phasing Metro's transition to a zero-emission bus fleet. The term for that consultant contract will expired on January 1, 2025. In 2023, staff released a competitive solicitation to replace it. This action authorizes a contract award to AECOM Technical Services, Inc. to provide Consultant Support Services to continue developing comprehensive plans for Metro's zero-emission transition.

BACKGROUND

In July 2017, the Metro Board of Directors approved Motion #50 by Directors Bonin, Garcetti, Najarian, Hahn, and Solis (Attachment A), which endorsed a ZEB Strategic Plan to transition Metro's entire bus fleet to zero-emission by 2030, contingent on envisioned cost and performance equivalence with compressed natural gas (CNG) buses and continued advancements in charging infrastructure. In 2018, the California Air Resources Board's (CARB) Innovative Clean Transit (ICT) regulation mandated that all transit agencies in the State operate zero-emission fleets by 2040. In addition, ICT ZEB purchase requirements for large transit agencies require 25% of bus purchases to be zero emission by 2023, 50% beginning in 2026, and 100% starting in 2029.

In 2018, Metro retained ZEBGO Partners, a joint venture technical consultant. Under that

engagement, Metro prepared its CARB-mandated Rollout Plan in March 2021, ZEB Master Plan in April 2022, and Master Plan Update in December 2023, among other program-level strategic planning documents. Metro has met all State-mandated program requirements, and in September 2019, Metro awarded its final option for CNG buses and committed that all future procurements be 100% zero emission, a decade earlier than the ICT mandate of 2029.

DISCUSSION

The recommended consultant has demonstrated the depth and breadth of technical and engineering experience and the capacity to support Metro with the anticipated tasks and projects. On an asneeded basis, Statements of Work (SOW) will be developed, defining the type and level of support required for each specific task(s) and project(s). The work will be released to the consultant through task orders.

The scope of work consists of program management support services, design and engineering support services, and other tasks as necessary to support the continued development of the ZEB Master Plan and other ZEB program activities. Consultant services under this contract will provide ZEB and charging infrastructure conceptual design, specification, and procurement support, as well as advise on implementation strategies that ensure a seamless and successful transition to zero-emission operations. The consultant will also prepare updated program cost estimates, transition schedules, technical studies, and strategic plans for specific program elements. As needed, the consultant will support the development, coordination, and implementation of the Transportation Center of Excellence, 2028 Olympic and Paralympic Games, Buy America compliance audits, acceptance and reliability of Metro's ZEB fleet and charging infrastructure, and other tasks as required to support Metro's ZEB transition.

DETERMINATION OF SAFETY IMPACT

The approval of this Contract will have no adverse impact on safety.

FINANCIAL IMPACT

The contract will allow project-related task orders to be issued and funded by the annual budget(s) upon recommendation approval. Task orders shall be requested and reviewed by the affected Project Manager. They will use available project funds budgeted as professional services under project 405407 - Zero Emission Bus Program Master Plan and shall remain within the authorized FY budgets. Since this is a multi-year contract, the Cost Center Manager, Project Manager(s), and Sr. Executive Officer of Vehicle Engineering and Acquisition will be responsible for budgeting the costs in future years.

Impact to Budget

The anticipated task orders will be funded by the respective project(s). Currently, \$417,821 is allocated in the FY25 budget under project 405407 -- Zero Emission Bus Program Master Plan, account 5031 Professional Services. The current source of funds for this action is Measure R Admin 1.5%, which is not eligible for operating and capital projects. Staff continually apply for grants and will

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apply other applicable funding sources as they become available.

EQUITY PLATFORM

Transitioning to a ZEB fleet will reduce greenhouse gas emissions, eliminate exhaust/criteria air pollutants, and reduce noise from Metro bus operations. Awarding the ZEB Consultant Support Services Contract will support Metro's progress in transitioning its fleet and modifying facilities to ensure that all communities, especially Equity Focus Communities (EFCs), see these benefits. Metro's ZEBs will operate on routes restructured through the NextGen transit service plan, which was developed with consideration for areas with the highest transit usage propensity. In addition, five (50%) of Metro's directly operated Bus Divisions are located within EFCs.

The Diversity and Economic Opportunity Department (DEOD) established a 30% Disadvantaged Business Enterprise (DBE) goal for this solicitation. AECOM Technical Services, Inc. exceeded the goal by making a 30.24% DBE commitment (Attachment C).

IMPLEMENTATION OF STRATEGIC PLAN GOALS

This recommendation will support Strategic Goal # 3 Enhance communities and lives through mobility and access to opportunity, and Goal # 4 Transform LA County through regional collaboration and national leadership.

ALTERNATIVES CONSIDERED

Staff has considered using in-house Metro resources to perform this work; however, this approach is not recommended as Metro does not have sufficient resources and Subject Matter Experts available, especially considering that the zero-emission bus and charging technologies are continuously evolving.

The Board of Directors may choose not to authorize the Contract award; however, staff does not recommend this alternative, as the project is critical to supporting the planning necessary for Metro to achieve its ambitious goals of transitioning its bus fleet to zero emissions. Without consultant support, the achievement of Metro's transition plan would be at risk.

NEXT STEPS

Upon Board approval, staff will execute the Contract with AECOM Technical Services, Inc. and issue a Notice-to-Proceed. Staff will continue to thoroughly manage and issue individual task orders as needed for vehicle engineering, program management, and design/engineering support services.

ATTACHMENTS

Attachment A - Board Motion 50 Strategic Plan for Metro's Transition to Zero Emission Buses

Attachment B - Procurement Summary

Attachment C - DEOD Summary

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Steph**an**ie N. Wiggins *(* Chief Executive Officer



Board Report

Los Angeles County
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File #: 2017-0524, File Type: Motion / Motion Response Agenda Number: 50

REVISED REGULAR BOARD MEETING JULY 27, 2017

Motion by:

DIRECTORS BONIN, GARCETTI, NAJARIAN, HAHN and SOLIS AS AMENDED BY SOLIS, KUEHL and BARGER

FRIENDLY AMENDMENT BY FASANA

July 27, 2017

Strategic Plan for Metro's Transition to Zero Emission Buses

LA Metro has developed a comprehensive plan to deliver a complete transition to zero emission electric buses by 2030. The transition plan is contingent on two primary factors: continuous advancements in electric bus technology (which must increase range, reduce bus weights, reduce charging times, extend battery life cycles), as well as a drop in prices as the technology develops.

As electric bus technology continues to advance, our electric grid is becoming cleaner by gradually eliminating coal from our energy portfolio and replacing it with renewable sources. A full transition to electric buses coupled with renewable energy sources promises mobility with significantly lower environmental impacts from this form of transportation.

In order to maintain our bus fleet in a state of good repair, Metro plans to continue replacing its aging bus fleet at approximately 200 buses per year. With firm local hiring requirements in Metro bus procurement, routine bus procurement presents a recurring opportunity that bolsters our local labor force in perpetuity.

In 2012, Metro's U.S. Employment Plan resulted in the award of an \$890 million contract to Kinkisharyo, a factory in Los Angeles County, and 404 quality railcar manufacturing jobs. Similarly, Metro can leverage recurring bus replacements to bolster labor throughout Los Angeles County

Metro plans to spend nearly one billion dollars on bus procurements in the next ten years. That level of investment, coupled with a transition to all electric buses, presents an opportunity for LA County to demonstrate leadership on combating climate change, and can make Los Angeles the central marketplace for new electric bus technology: a County rich with quality manufacturing jobs rooted in technologies that provide mobility, sustain a healthy environment and create career paths in clean

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energy technologies.

SUBJECT: MOTION BY BONIN, GARCETTI, NAJARIAN, HAHN

AND SOLIS AS AMENDED BY SOLIS, KUEHL AND

BARGER

RECOMMENDATION

WE THEREFORE MOVE that the Board:

- A. ENDORSE the Strategic Plan for Metro's Transition to Zero Emission Buses;
- B. DIRECT the CEO to create a zero emission bus infrastructure working group comprised of Metro staff, federal and state regulators and local utility companies to track market availability and to cultivate ongoing collaboration among stakeholders. The working group will monitor market rates for emerging zero emission bus technology to support Metro's 2030 transition plan:
 - 1. Working group to report to the Board annually with the latest technology innovations to support the cost/benefit analysis of fleet conversion
 - 2. MTA to host an industry forum to solicit innovative solutions to delivering the 2030 plan;
- C. AMEND the Metro federal legislative plan to advocate for local jobs as a critical factor in the evaluation criteria of MTA procurements; and
- D. DEVELOP an equity threshold consistent with Title VI regulations for priority deployment of electric buses in underserved communities.

FURTHER MOVE that the Board direct staff to:

- A. As part of establishing a working group:
 - EXPAND the invitation to regional air quality regulators (e.g. South Coast Air Quality Management District), the American Public Transportation Association and California Transit;
 - 2. <u>EXAMINE and TRACK vehicle technology and performance, energy production and pricing, infrastructure needs and life-cycle analysis and creative funding opportunities.</u>
- B. <u>COORDINATE</u> with the County of Los Angeles to explore opportunities to develop a countywide incentive structure to promote and attract more companies to manufacture, assemble and produce zero-emission transit vehicles and related technologies and infrastructure in Los Angeles County;
- C. <u>Widely PROMOTE and ENCOURAGE municipal transit agencies/operators to participate in</u> the established process by which to co-procure ("piggyback procurement" provisions) zero-

emission transit vehicles;

D. <u>ENSURE that MTA maintains the flexibility to explore the best available technologies that contributes to zero-emissions and/or net-negative emissions in the Los Angeles County public transit sector.</u>

FRIENDLY AMENDMENT BY FASANA that staff report back to the board with a timeline and any commitments by parties before we undertake our next bus purchase and answers to the following questions:

- A. Will electric buses and their batteries deliver the guaranteed range and service?
- B. Can municipal and electric utilities timely invest in the grid in order to power electric buses?
- C. Which strategies will maximize Metro's ability to receive cap and trade credits?
- D. <u>How and when can charging infrastructure be deployed at our bus divisions? More importantly, how will such infrastructure be paid for?</u>
- E. Why is Metro's role critical for the adoption of low NOX engines in the trucking industry? What assurances do we have that this will take place when Metro has operated cleaner engines since the 1990s without adoption of these technologies by the trucking industry?
- F. What are the resiliency impacts to our service if electricity or natural gas service is disrupted? What is our back-up plan?
- G. Metro can intervene in regulatory proceedings at the California Public Utilities Commission for investor owned utilities regarding transportation electrification and equivalent natural gas proceedings as appropriate. Metro needs to assess the current regulatory schedule for such proceedings, develop advocacy position, and indicate that our adoption of electrification may be affected if electric transportation infrastructure is funded by shareholders, recovered through rates, and implemented on a timely basis.
- H. Conversely, how will Metro undertake the capital investments directly? Foothill Transit has intervened in the active proceeding. Antelope Valley and other providers are engaged. Metro needs to be more actively engaged and needs to report back to our Board on what is at stake. In SCE's service area, demand charges make the operating costs of electric buses more costly than natural gas vehicles. Are we working to influence changes to the rate schedules?
- I. Can RNG be adopted without direct Metro involvement by substituting RNG for natural gas purchased out of state? We should participate in any state framework that could create linkages between Metro's adoption of RNG and RNG implementation by the trucking industry.

PROCUREMENT SUMMARY

Vehicle Engineering and Acquisition, Program Management, and Design/Engineering Consultant Services / PS112435000

1.	Contract Number: PS112435000			
2.	Recommended Vendor: AECOM Technical Services, Inc.			
3.	Type of Procurement (check one): ☐ IFB ☐ RFP ☐			
	□ Non-Competitive □ Modification □ Task Order	•		
4.	Procurement Dates :			
	A. Issued : August 21, 2023			
	B. Advertised/Publicized: August 21, 2023			
	C. Pre-proposal Conference: September 1, 2023			
	D. Proposal Due: September 28, 2023			
	E. Pre-Qualification Completed: May 13, 2024			
	F. Conflict of Interest Form Submitted to Ethics: October 2, 2023			
	G. Protest Period End Date: July 22, 2024			
5.	Solicitations Picked up/Downloaded: 63	Proposals Received: 4		
6.	Contract Administrator:	Telephone Number:		
	Andrew Coppolo	(213) 922-1067		
7.	Project Manager:	Telephone Number:		
	Shaun Miller	(213) 922 4952		

A. Procurement Background

This Board Action is to approve Contract No. PS112435000 to AECOM Technical Services, Inc. (AECOM), to provide as-needed Program Management Support Services (PMSS), and Design and Engineering Support Services (DESS) for Vehicle Engineering and Acquisition (VEA) to support the conversion of LACMTA's bus fleet to Zero Emission Buses (ZEB) by 2030. Board approval of contract award is subject to resolution of any properly submitted protest(s).

On August 21, 2023, Request for Proposal (RFP) No. PS112435 was issued as a competitive procurement in accordance with Metro's Acquisition Policy. The proposed contract type is cost plus fixed fee. The Diversity and Economic Opportunity Development (DEOD) Department recommended a 30% Disadvantaged Business Enterprise (DBE) goal.

Two amendments were issued during the solicitation phase of this RFP:

- Amendment No. 1, issued on September 11, 2023, clarified which volume Proposers must include Exhibit 5 – Bidders List Form, extended the proposal due date, and amended the critical dates.
- Amendment No. 2, issued on March 15, 2024, provided an updated pricing form to incorporate the Option years and provide a Best and Final Offer (BAFO) proposal due date.

A total of sixty-three (63) firms downloaded the RFP and were included on the planholders' list.

A virtual pre-proposal conference was held on September 1, 2023, and was attended by 26 participants, representing 12 firms. There were twenty-one (21) questions received, and responses were provided prior to the proposal due date.

Four proposals were received on September 28, 2023, and are listed below in alphabetical order:

- 1. AECOM Technical Services, Inc. (AECOM)
- 2. Burns and McDonnell Engineering Company, Inc. (Burns & McDonnell)
- 3. Jacobs Engineering Group (Jacobs)
- 4. WSP USA, Inc (WSP)

B. Evaluation of Proposal

A Proposal Evaluation Team (PET) consisting of staff from VEA, and Zero Emission Bus Infrastructure convened and conducted a comprehensive technical evaluation of the proposals received.

On October 17, 2023, the PET met to review the evaluation criteria package, process confidentiality and conflict of interest forms and take receipt of the four proposals to initiate the evaluation phase. Evaluations were conducted from October 17, through April 22, 2024.

On October 25, 2023, Metro's Diversity and Economic Opportunity Department (DEOD) determined Burns & McDonnell was ineligible for award as they were not responsive to LACMTA's DBE goal. Burns & McDonnell was excluded from further consideration.

The proposals were evaluated based on the following evaluation criteria and weights:

•	Qualifications of the Proposer/Team	20 percent
•	Project Manger and Key Staff's Qualifications and Experience	50 percent
•	Effective Scheduling/Cost Management Plan	10 percent
•	Cost Proposal	20 percent

The evaluation criteria are appropriate and consistent with criteria developed for similar vehicle consultant services procurements. Several factors were considered when developing these weights, giving the greatest importance to the project manager and key staff's qualifications and experience.

On October 30, 2023, the PET reconvened and determined the remaining three (3) firms were within the competitive range. The firms are listed below in alphabetical order:

- AECOM
- Jacobs
- WSP

The three (3) firms within the competitive range were invited to make oral

presentations on November 14, 2023. The Proposers' key team members had an opportunity to present their team's qualifications and to respond to the PET's questions.

On March 15, 2024, LACMTA held discussions with the three firms within the competitive range to provide feedback on strengths and weaknesses. Best and Final Offers (BAFO) were requested from the firms within the competitive range only, in accordance with LACMTA's Acquisition Policy.

On March 27, 2024, LACMTA received BAFOs from all three (3) firms. However, on April 30, 2024, Jacobs notified Metro that they are withdrawing their proposal due to an error in their BAFO pricing. Jacobs' proposal was therefore excluded from further consideration.

Qualifications Summary of Firms within the Competitive Range:

AECOM

AECOM provides consultant support services, including vehicle engineering and acquisition, program management services for multiple high volume transit agencies such as Los Angeles Department of Transportation (LADOT), Maryland Transit Administration, Washington Metropolitan Area Transportation Authority (WMATA), New York Transit Authority (NYCT), and Memphis Area Transit Authority (MATA).

WSP

WSP was founded over 120 years ago and is based in New York, NY, with offices and staff worldwide. WSP's experience includes vehicle engineering and acquisition, program management, and technical support services including zero emission bus (ZEB) projects. Existing clients include LACMTA, San Bernardino County Transportation Authority (SBCTA), the Indianapolis Public Transportation Corporation (IndyGo), King County Metro, Dallas Area Rapid Transit (DART), and MassDOT/MBTA.

At the conclusion of the evaluation process, AECOM was determined to be the top ranked firm.

The following is a summary of the PET scores:

1	Firm	Average Score	Factor Weight	Weighted Average Score	Rank
	AECOM Technical Services,				
2	Inc.				
	Qualifications of the				
3	Proposer/Team	97.67	20.00%	19.53	
	Project Manager and Key				
4	Staff's Qualifications and	79.33	50.00%	39.67	

	Experience				
	Effective Scheduling/Cost				
5	Management Plan	96.67	10.00%	9.67	
6	Cost Proposal	100.00	20.00%	20.00	
7	Total		100.00%	88.87	1
8	WSP USA, Inc.				
	Qualifications of the				
9	Proposer/Team	98.00	20.00%	19.60	
	Project Manager and Key				
	Staff's Qualifications and				
10	Experience	85.00	50.00%	42.50	
	Effective Scheduling/Cost				
11	Management Plan	98.33	10.00%	9.83	
12	Cost Proposal	75.01	20.00%	15.00	
13	Total		100.00%	86.93	2

C. Cost/Price Analysis

The recommended price proposal of \$14,068,292.00 has been determined to be fair and reasonable based upon adequate price competition, Metro's Management Audit Services Department (MASD) audit findings, cost analysis, technical analysis, and fact-finding. The recommended price is \$289,732.00 or 2.10% higher than Metro's independent cost estimate (ICE) and is considered within a reasonable range of the ICE.

Proposer Name	Proposal Amount	Metro ICE	Negotiated or NTE Amount
AECOM Technical Services, Inc.	\$14,371,183.07	\$13,778,560.00	\$14,068,292.00
WSP USA, Inc.	\$19,160,164.59		

D. <u>Background on Recommended Contractor</u>

The recommended firm, AECOM was founded in 1970 and is based in Los Angeles, California, with offices and staff worldwide. AECOM provides engineering and professional services in the areas of building, transportation, new energy, and environment sectors, including zero emission vehicles and transit battery electric bus (BEB) fleets. The firm has completed more than 60 public transportation projects and worked with more than 60 transit agencies across North America supporting ZEB efforts.

AECOM's proposed Project Manager has more than 15 years of experience and has led the team that developed the State of Qatar's BEB infrastructure network which

included design and project management of the Lusail Bus Depot, the largest BEB deport in the world, with 500 parking spots and 248 charges to support more than 1,000 ZEBs.

AECOM has worked on Metro projects and has performed satisfactorily.

DEOD SUMMARY

VEHICLE ENGINEERING AND ACQUISITION, PROGRAM MANAGEMENT, AND DESIGN/ENGINEERING CONSULTANT SERVICES / PS112435

A. Small Business Participation

The Diversity and Economic Opportunity Department (DEOD) established a 30% Disadvantaged Business Enterprise (DBE) goal for this solicitation. AECOM Technical Services, Inc exceeded the goal by making a 30.24% DBE commitment.

Small Business	DBE 30%	Small Business	DBE 30.24%
Goal		Commitment	

	DBE Subcontractors	Ethnicity	% Committed
1.	Arellano Associates, LLC	Hispanic American	4.39%
2.	JCL Consulting Group	African American	0.52%
3.	Kewo Engineering Corporation	Asian Pacific American	0.83%
4.	Niti Systems Consultants, Inc.	Subcontinent Asian American	2.92%
5.	Omni Strategy LLC	Subcontinent Asian American	3.22%
6.	Rheia Consulting LLC	Caucasian Female	5.85%
7.	N. Saylor Consulting Group, Inc.	Caucasian Female	0.52%
8.	Steve Policar LLC	Hispanic American	0.41%
9.	Terravanta	Hispanic American	3.63%
10.	Virginkar & Associates	Asian Pacific American	3.13%
11.	VST Engineering, Inc.	Hispanic American	4.82%
		Total Commitment	30.24%

B. Local Small Business Enterprise (LSBE) Preference

The LSBE preference is not applicable to federally funded procurements. Federal law (49 CFR § 661.21) prohibits the use of local procurement preferences on FTA-funded projects.

C. Living Wage and Service Contract Worker Retention Policy Applicability

The Living Wage and Service Contract Worker Retention Policy is not applicable to this contract.

D. Prevailing Wage Applicability

Prevailing wage is not applicable to this contract.

E. Project Labor Agreement/Construction Careers Policy

Project Labor Agreement/Construction Careers Policy is not applicable to this Contract. Project Labor Agreement/Construction Careers Policy is applicable only to construction contracts that have a construction contract value in excess of \$2.5 million.



Zero Emission Bus (ZEB) Program Consultant Background



- In July 2017, the Metro Board of Directors approved Motion #50, which endorsed a ZEB Strategic Plan to transition Metro's bus fleet to zero emission by 2030, contingent on envisioned cost and performance equivalence with CNG and continued advancements in charging infrastructure.
- In 2018, the California Air Resources Board's (CARB) Innovative Clean Transit (ICT) regulation mandated that all transit agencies operate zero-emission fleets by 2040.
- In 2018, Metro retained a program technical consultant, which developed its CARB-mandated Rollout Plan in 2021, ZEB Master Plan in 2022, and Master Plan Update in 2023.
- The term for the ZEB program technical consultant will expire January 1, 2025. In 2023, staff released a competitive solicitation to replace the contract.



Solicitation and Recommended Award



- In August 2023, Metro released a solicitation for Program Management Support Services and Design and Engineering Support Services to support the ZEB program.
- The scope of work includes:
 - ZEB and charging infrastructure conceptual design, specifications, and procurement support
 - Cost estimates, transition schedules, technical studies, and strategic plans for specific program elements
 - Support development, coordination, and implementation of the Transportation Center of Excellence, 2028 Olympic and Paralympic Games, Buy America compliance audits, and other tasks as needed
- Firms were evaluated based on qualifications of the team and key staff, schedule and cost management plan, and cost.
- **AECOM Technical Services** received the highest score and was the selected proposer.
 - Contract not-to-exceed (NTE) amount of \$8,399,421 for the five (5) year base term and \$5,668,871 for the three (3) one-year option terms, for a total combined not-to-exceed amount of \$14,068,292.
 - AECOM exceeded the 30% DBE goal



Recommendation and Next Steps



- AUTHORIZE the Chief Executive Officer to award a cost plus fixed fee Contract No. PS112435 to AECOM Technical Services, Inc. to provide as-needed Program Management Support Services (PMSS) and Design and Engineering Support Services (DESS) for Vehicle Engineering and Acquisition (VEA) to support the conversion of Metro's bus fleet to Zero Emission Buses (ZEB) by 2030 in the not-to-exceed (NTE) amount of \$8,399,421 for the five (5) year base term, and \$5,668,871 for the three (3) one-year option terms, for a total combined not-to-exceed amount of \$14,068,292, subject to the resolution of all properly submitted protest(s), if any.
- Once executed, staff will issue Task Order #1 to ensure continuity of ZEB program planning activities.



THANK YOU





