

**Board Report**

File #: 2019-0649, **File Type:** Contract**Agenda Number:** 43.

**EXECUTIVE MANAGEMENT COMMITTEE
SEPTEMBER 19, 2019****SUBJECT: CONGESTION PRICING FEASIBILITY STUDY****ACTION: AWARD CONTRACTS****RECOMMENDATION**

AUTHORIZE the Chief Executive Officer to:

- A. AWARD a twenty-four month, firm fixed price Contract No. PS62790000 to WSP USA, Inc., in the amount of \$3,085,929 for the Congestion Pricing Feasibility Study Technical Services, subject to resolution of protest(s), if any; and
- B. AWARD a twenty-four month, firm fixed price Contract No. PS62791000 to Guidehouse LLP, in the amount of \$1,919,300, with an 18-month option in the amount of \$569,840, for a total contract value of \$2,489,140, for the Congestion Pricing Feasibility Study Communications and Public Engagement Services, subject to resolution of protest(s), if any.

ISSUE/BACKGROUND

On February 28, 2019, the Board approved strategies to pursue the Transformational Initiatives that are central to "The Re-Imagining of LA County," which includes a Congestion Pricing Feasibility Study (Study). These Transformational Initiatives address the widely shared desire to greatly reduce congestion, improve mobility and air quality, improve equity, and ultimately provide a more sustainable and resilient LA County for all.

Concurrently, the Board passed Motion 32.3 to direct staff to ensure the Study fully addresses and incorporates the parameters identified in the January 2019 Motions 43.1 (Butts) and 43.2 (Solis, Garcetti, Dupont-Walker, Butts, Hahn), which include, but are not limited to, a detailed implementation timeline, cost estimates, sources of funding, and an equity strategy execution plan.

In April 2019, the Board approved the next steps for the Study, which included the following:

- May 2019: Staff will issue Requests for Proposals for 1) Technical Services and 2) Communications Plan and Public Engagement Services.
- Summer 2019: Seek Board authorization to award contracts.
- Ongoing: Staff will conduct ongoing dialogue with the Board at key milestones during the

project development process.

DISCUSSION

On May 6, 2019, Metro issued two Requests for Proposals (RFP) to procure services from qualified firms for 1) Technical Services and 2) Communications and Public Engagement Services to fulfill the scope of services for a Congestion Pricing Feasibility Study.

The objectives of the Study included the following:

- To investigate the feasibility and framework for testing and implementing pricing strategies to reduce traffic congestion and to dramatically improve equity, mobility, and environmental outcomes
- To extensively, comprehensively, and genuinely engage stakeholders and the public in this Study process to help solve the traffic problems in Los Angeles County and develop widespread support for a pilot program
- To identify location(s) for a pilot program and establish an implementation plan.

Technical Services

The awarded contract team for technical services will be responsible for the delivery of the following tasks:

- Task 1: Project Administration, Management, and Coordination
- Task 2: Support Stakeholder and Public Engagement
- Task 3: Conduct Literature Review and Best Practices Research
- Task 4: Develop Equity Strategy
- Task 5: Assess Transportation System and Define Congestion Pricing Alternatives
- Task 6: Develop Technical and Policy Framework for Evaluation and Conduct Performance Evaluation of Congestion Pricing Alternatives
- Task 7: Define Technology Requirements
- Task 8: Define Complementary Multimodal Mobility Services and Improvements
- Task 9: Assess Institutional and Legislative Requirements for Implementation
- Task 10: Develop Investment and Financial Plan
- Task 11: Develop Implementation Plan

Public Engagement and Communications

The awarded contract team for communications and public engagement services will be responsible for the delivery of the following tasks:

- Task 1: Project Administration, Management, and Coordination
- Task 2: Conduct Stakeholder and Public Engagement, Outreach, and Market Research
- Task 3: General Support

DETERMINATION OF SAFETY IMPACT

Staff does not anticipate any safety impacts related to award of the Contracts or the fulfillment of the scope of services.

FINANCIAL IMPACT

Funding for these contracts is included in the FY20 budget in Project 100002, Cost center 2031 and Account 50316. As these are multi-year contracts, the project manager and Chief Innovation Officer will be responsible for budgeting these costs in future years.

Impact to Budget

The source of funds for this project will be local operating funds including sales tax funds Prop A, C, and TDA Admin. There is no impact to existing federal funding. These funds are eligible for bus and rail operations.

ALTERNATIVES CONSIDERED

The Board may decide not to authorize the execution of these Contracts. This alternative is not recommended as the Board approved staff to issue Requests for Proposals for Technical Services and Communications Plan and Public Engagement Services in April of 2019.

Additionally, the Congestion Pricing Feasibility Study is an initiative identified in the approved Transformational Initiatives that are central to “The Re-Imagining of LA County” as well as the Board approved Metro Vision 2028 Strategic Plan.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

The proposed actions are fully consistent with Initiative 1.3 of the Metro Vision 2028 Plan to test and implement pricing strategies to reduce traffic congestion.

NEXT STEPS

Upon Board approval, staff will execute Contract No. PS62790000 with WSP USA, Inc. for the Congestion Pricing Feasibility Study Technical Services, and Contract No. PS62791000 with Guidehouse LLP (formerly PricewaterhouseCoopers Public Sector, LLP) for the Congestion Pricing Feasibility Study Communications and Public Engagement Services, effective September 30, 2019.

During the performance of these contracts, Staff will conduct ongoing dialogue with the Board at key milestones during the project development process. Key project milestones include, but are not limited to, the following:

- Review of Stakeholder Advisory Panel, which will consist of Policy Advisory Council members and supplemented with experts in road usage charging, mobility pricing, and equity.
- Summary of findings and best practices from literature review and best practices research
- Development of Equity Strategy
- Summary of stakeholder/public engagement during each round of outreach
- Summary of findings from initial screening to narrow down potential pilot locations to

- implement a pricing program/transit improvement package
- Summary of findings from detailed assessments of potential pilot locations
- Initial concepts for complementary multimodal mobility services and improvements that would be necessary prior to pilot pricing program implementation
- Summary of findings for legislative and institutional requirements for implementing a pricing program
- Development of Investment and Financial Plan
- Development of Implementation Plan

At the completion of the 24-month Study, the following milestones will require Board authorization to proceed:

- Go/No Go decision to implement congestion pricing pilot in a specific area or area(s)
- Award a separate contract for system engineering for congestion pricing pilot
- Exercise the Option on Contract No. PS62791000 for the Congestion Pricing Feasibility Study Communications and Public Engagement Services contract.

ATTACHMENTS

Attachment A-1 - Procurement Summary (PS62790000)

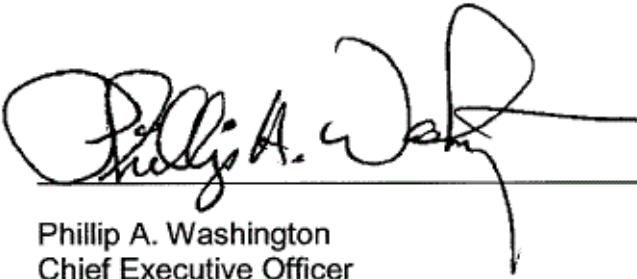
Attachment A-2 - Procurement Summary (PS62791000)

Attachment B-1 - DEOD Summary (PS62790000)

Attachment B-2 - DEOD Summary (PS62791000)

Prepared by: Tham Nguyen, Senior Director,
Office of Extraordinary Innovation, (213) 922-2606
Emma Huang, Principal Transportation Planner,
Office of Extraordinary Innovation, (213) 922-5445

Reviewed by: Joshua L. Schank, Chief Innovation Officer, (213) 418-3345
Debra Avila, Chief Vendor/Contract Management Officer,
(213) 418-3051



Phillip A. Washington
Chief Executive Officer

PROCUREMENT SUMMARY

CONGESTION PRICING FEASIBILITY STUDY TECHNICAL SERVICES/PS62790000

1.	Contract Number: PS62790000	
2.	Recommended Vendor: WSP USA, Inc.	
3.	Type of Procurement (check one): <input type="checkbox"/> IFB <input checked="" type="checkbox"/> RFP <input type="checkbox"/> RFP-A&E <input type="checkbox"/> Non-Competitive <input type="checkbox"/> Modification <input type="checkbox"/> Task Order	
4.	Procurement Dates:	
	A. Issued: 5/6/2019	
	B. Advertised/Publicized: 5/6/2019	
	C. Pre-Proposal Conference: 5/14/2019	
	D. Proposals Due: 7/3/2019	
	E. Pre-Qualification Completed: 8/8/2019	
	F. Conflict of Interest Form Submitted to Ethics: 8/21/2019	
	G. Protest Period End Date: 9/23/2019	
5.	Solicitations Picked up/Downloaded: 113	Bids/Proposals Received: 7
6.	Contract Administrator: Ana Rodriguez	Telephone Number: (213) 922-1076
7.	Project Manager: Tham Nguyen	Telephone Number: (213) 922-2606

A. Procurement Background

This Board Action is to approve Contract No. PS62790000 in support of conducting a feasibility study that would explore implementing pricing strategies that would reduce traffic congestion and improve equity, mobility, and environmental outcomes. Board approval of contract award is subject to the resolution of any properly submitted protest.

Request for Proposals (RFP) No. PS62790 was issued in accordance with Metro's Acquisition Policy and the contract type is a firm fixed price.

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

- Amendment No. 1, issued on May 30, 2019 extended the proposal due date;
- Amendment No. 2, issued on June 19, 2019 updated the RFP Dates table;
- Amendment No. 3, issued on June 20, 2019 updated the RFP Dates table;

A pre-proposal conference was held on May 14, 2019 and was attended by 37 participants representing 30 firms. There were 42 questions submitted and responses were released prior to the proposal due date.

A total of 113 firms downloaded the RFP and were included on the plan holders list. A total of seven proposals were received by the due date of July 3, 2019.

B. Evaluation of Proposals

A Proposal Evaluation Team (PET) consisting of staff from Metro's Office of Extraordinary Innovation, Operations Department, Congestion Reduction Department, Communications Department, Marketing Department, and the Southern California Association of Governments was convened and conducted a comprehensive technical evaluation of the proposals received.

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

- | | |
|---|------------|
| • Understanding of the Scope of Services and Approach | 40 percent |
| • Experience of Team Members | 35 percent |
| • Effectiveness of Project Management Plan | 15 percent |
| • Cost Proposal | 10 percent |

Several factors were considered when developing these weights, giving the greatest importance to the Understanding of the Scope of Services and Approach.

The PET began its independent evaluation of the proposals on July 3, 2019. The firms that were determined to be in the competitive range are listed below in alphabetical order:

- D'Artagnan Consulting, LLP
- HNTB Corporation
- WSP USA, Inc.

Four firms were determined to be outside the competitive range and were not included for further consideration.

On July 29, 2019 the PET interviewed the three firms in the competitive range. The firms were requested to focus their presentation on how they would explain complex technical concepts relating to congestion pricing to the general public in a clear way and how they would demonstrate the technical viability of congestion pricing to audiences who might be skeptical. In addition, the proposing teams responded to the questions from the PET regarding their understanding of various aspects of the project and their proposed approach.

The PET finalized their scores on August 1, 2019. The final scoring determined WSP USA, Inc. to be the highest ranked firm.

Qualifications Summary of Firms within the Competitive Range:

WSP USA, Inc.

WSP USA, Inc. (WSP) is based out of New York and provides services to public and private sector clients across a broad spectrum of sectors including Transportation, Infrastructure, and Engineering. WSP's proposal conveyed a strong understanding of the various proposed pricing models, constraints, tools and methodologies necessary to effectively complete the project. Their approach was organized, clear, and thoroughly described their plan for completing the required services while maintaining flexibility in their approach. WSP established that their Project Manager had over 20 years of experience and extensive expertise managing and implementing congestion pricing programs including working on over 114 congestion pricing and priced express lanes projects in 22 states and three countries. The WSP team, inclusive of seven subcontractors, also have successfully implemented congestion pricing programs both nationally and globally including involvement with projects such as Metro's I-10/I-110 ExpressLanes Congestion Pricing demonstration, the California/Oregon Road Usage Charging Pilot Planning and Systems Engineering project, the Minnesota Department of Transportation Mileage Based User Fee Demonstration Program, the Gothenburg Congestion Charging program for the Swedish Transport Administration, the Translink Mobility Pricing Study in Vancouver, and the Permanent Implementation of the Stockholm Congestion Charge for the City of Stockholm among many other pricing, tolling, and congestion pricing projects.

HNTB Corporation

HNTB Corporation (HNTB) is headquartered in Kansas City, Missouri and has been in business for over 100 years. HNTB provides infrastructure and related professional services and has locations across the United States. Recent experience with programs that use pricing to manage travel demand include the New York Metropolitan Transportation Authority Central Business District Tolling Program, the San Diego Association of Governments I-15 Managed Lanes, the Florida Department of Transportation Regional Concept of Transportation Operations Express Lanes project, and the New Jersey Turnpike Authority General Consulting Engineer project which included the management of a complex multi-disciplined tolling program.

D'ARTAGNAN CONSULTING LLP

D'Artagnan Consulting (D'Artagnan) has several locations in the United States and Australia. They are based in Austin, Texas and provide consulting on transportation policy, planning, finance, road use charging, and transportation technologies. A selection of similar past projects includes work on the Road User Fee Task Force in Oregon, the Missouri Surface Transportation System Funding Alternative Project, the Washington State Transportation Commission Road Usage Charge Program, the Mobility Investment Priorities Project in Texas, which focused on the most congested roadways in Texas, and the Utah Department of Transportation System Pricing Alternative Advisory Support project.

The following table summarizes the final scores.

1	Firm	Average Score	Factor Weight	Weighted Average Score	Rank
2	WSP				
3	Understanding of the Scope of Services and Approach	89.90	40.00%	35.96	
4	Experience of Team Members	92.50	35.00%	32.38	
5	Effectiveness of Project Management Plan	87.22	15.00%	13.08	
6	Cost Proposal	100.00	10.00%	10.00	
7	Total		100.00%	91.42	1
8	HNTB				
9	Understanding of the Scope of Services and Approach	79.38	40.00%	31.75	
10	Experience of Team Members	84.76	35.00%	29.67	
11	Effectiveness of Project Management Plan	79.44	15.00%	11.92	
12	Cost Proposal	77.58	10.00%	7.76	
13	Total		100.00%	81.10	2
14	D'Artagnan				
15	Understanding of the Scope of Services and Approach	71.46	40.00%	28.58	
16	Experience of Team Members	71.43	35.00%	25.00	
17	Effectiveness of Project Management Plan	73.33	15.00%	11.00	
18	Cost Proposal	88.17	10.00%	8.82	
19	Total		100.00%	73.40	3

C. Cost/Price Analysis

The recommended price has been determined to be fair and reasonable based upon adequate price competition, independent cost estimate, price analysis, technical evaluation, fact finding, and negotiations.

Metro anticipates that the level of effort necessary to appropriately incorporate stakeholder input will be significant given that there will be multiple rounds of engagement and it is likely that the Technical Services consultant, in conjunction with the Communications and Public Engagement consultant, will need to provide a substantial amount of support to Metro during the 24-month study. During discussions, the level of effort was increased to allow for the iterative process that will likely be necessary to ensure the project's success.

	Proposer Name	Proposal Amount	Metro ICE	Negotiated amount
1.	WSP USA, Inc.	\$1,900,348	\$4,373,858	\$3,085,929
2.	HNTB, Inc.	\$3,977,752		
3.	D'Artagnan Consulting	\$3,500,148		

D. Background on Recommended Contractor

The recommended firm, WSP USA, Inc. has been in business for over 85 years and will be conducting the work out of their Los Angeles office. WSP brings local and international experience and a qualified team of experts to complete the project. WSP has worked on various Metro projects such as the original ExpressLanes project and has performed satisfactorily.

PROCUREMENT SUMMARY

CONGESTION PRICING FEASIBILITY STUDY COMMUNICATIONS AND PUBLIC ENGAGEMENT SERVICES/PS62791000

1.	Contract Number: PS62791000	
2.	Recommended Vendor: Guidehouse LLP	
3.	Type of Procurement (check one): <input type="checkbox"/> IFB <input checked="" type="checkbox"/> RFP <input type="checkbox"/> RFP-A&E <input type="checkbox"/> Non-Competitive <input type="checkbox"/> Modification <input type="checkbox"/> Task Order	
4.	Procurement Dates:	
	A. Issued: 5/6/2019	
	B. Advertised/Publicized: 5/6/2019	
	C. Pre-Proposal Conference: 5/14/2019	
	D. Proposals Due: 7/3/2019	
	E. Pre-Qualification Completed: 8/19/2019	
	F. Conflict of Interest Form Submitted to Ethics: 8/21/2019	
	G. Protest Period End Date: 9/23/2019	
5.	Solicitations Picked up/Downloaded: 84	Bids/Proposals Received: 3
6.	Contract Administrator: Ana Rodriguez	Telephone Number: (213) 922-1076
7.	Project Manager: Tham Nguyen	Telephone Number: (213) 922-2606

A. Procurement Background

This Board Action is to approve Contract No. PS62791000 in support of engaging stakeholders and the public to help solve the traffic problems in Los Angeles County and develop support for a pilot program. Board approval of contract award is subject to the resolution of any properly submitted protest.

Request for Proposals (RFP) No. PS62791 was issued in accordance with Metro's Acquisition Policy and the contract type is a firm fixed price.

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

- Amendment No. 1, issued on May 30, 2019 extended the proposal due date;
- Amendment No. 2, issued on June 19, 2019 corrected a text error on Exhibit 3, Evaluation Criteria, and updated the RFP Dates table.;
- Amendment No. 3, issued on June 20, 2019 updated the RFP Dates table;

A pre-proposal conference was held on May 14, 2019 and was attended by 24 participants representing 20 firms. There were 20 questions submitted and responses were released prior to the proposal due date.

A total of 84 firms downloaded the RFP and were included on the plan holders list. A total of three proposals were received by the due date of July 3, 2019.

B. Evaluation of Proposals

A Proposal Evaluation Team (PET) consisting of staff from Metro's Office of Extraordinary Innovation, Communications Department, Marketing Department, and the Southern California Association of Governments (SCAG) was convened and conducted a comprehensive technical evaluation of the proposals received.

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

- | | |
|---|------------|
| • Understanding of the Scope of Services and Approach | 40 percent |
| • Experience of Team Members | 35 percent |
| • Effectiveness of Project Management Plan | 15 percent |
| • Cost Proposal | 10 percent |

Several factors were considered when developing these weights, giving the greatest importance to the Understanding of the Scope of Services and Approach.

The PET began its independent evaluation of the proposals on July 3, 2019.

On July 30 and 31, 2019 the PET interviewed the three firms that submitted proposals. The firms were requested to focus their presentation on how they would present the various pricing concepts to the public in a clear way, how they would approach developing key messages that will be used to engage the public, and how they would overcome opposition encountered on a pilot program. In addition, the proposing teams responded to the questions from the PET regarding their understanding of various aspects of the project and any key concerns and how they would address those concerns.

At the conclusion of interviews, one firm was determined to be outside the competitive range and the remaining two firms that were determined to be in the competitive range are listed below in alphabetical order:

- Dakota Communications
- Guidehouse LLP (formerly PricewaterhouseCoopers Public Sector LLP)

The PET finalized their scores on July 31, 2019. The final scoring determined Guidehouse LLP to be the highest ranked firm.

Qualifications Summary of Firms within the Competitive Range:

GUIDEHOUSE LLP

Guidehouse LLP (formerly PricewaterhouseCoopers Public Sector LLP) is a professional services firm with over 20 offices across the United States. Guidehouse assembled a team that includes two subcontractors, JKH Consulting and Integrity PR, to supplement their in-house resources on this project. The Guidehouse team brings a broad range of experience to this project and they and their subcontractors have specific, relevant experience with congestion pricing, communications, public engagement, and are familiar with the local and regional context of Los Angeles County. Guidehouse's SBE subcontractor, JKH Consulting, brings in the experience of Jamarah Hayner, who has worked in New York City on congestion pricing initiatives and has experience with the Los Angeles community through her firm's work on the Crenshaw/LAX Transit Corridor, and the Los Angeles World Airports People Mover project among others. The Guidehouse team also has experience on projects such as the Transportation Electrification Partnership, and the City of Los Angeles' Sustainable City Plan.

The Guidehouse proposal and interview demonstrated a thorough knowledge of the issues that are associated with communicating the concept of congestion pricing to the public and stakeholders and proposed a clear and thorough plan for accomplishing the Scope of Services. During the interview, Guidehouse and their team demonstrated that they had a strong understanding of the local and regional political landscape and that they were capable of navigating the challenges that may arise during the study. Additionally, the proposal included creative and innovative ideas for public engagement.

DAKOTA COMMUNICATIONS

Dakota Communications has been in business for over 22 years and assembled a team of subcontractors that includes firms that have experience working with Metro on other engagement initiatives such as the Metro Measure R Public Projects Outreach, WIN-LA Communications & Outreach, the SCAG Cordon Pricing Outreach and Communications Program, Metro's NextGen Bus Study, I-105 ExpressLanes, and I-605/I-5 Corridors and Performance Measures.

The following table summarizes the final scores.

1	Firm	Average Score	Factor Weight	Weighted Average Score	Rank
2	Guidehouse LLP				
3	Understanding of the Scope of Services and Approach	89.06	40.00%	35.62	
4	Experience of Team Members	72.50	35.00%	25.38	
5	Effectiveness of Project Management Plan	78.33	15.00%	11.75	
6	Cost Proposal	100.00	10.00%	10.00	
7	Total		100.00%	82.75	1
8	Dakota Communications				
9	Understanding of the Scope of Services and Approach	43.75	40.00%	17.50	
10	Experience of Team Members	54.29	35.00%	19.00	
11	Effectiveness of Project Management Plan	55.83	15.00%	8.37	
12	Cost Proposal	64.96	10.00%	6.50	
13	Total		100.00%	51.37	2

C. Cost/Price Analysis

The recommended price has been determined to be fair and reasonable based upon adequate price competition, independent cost estimate, price analysis, technical evaluation, fact finding, and negotiations.

	Proposer Name	Proposal Amount	Metro ICE	Negotiated amount
1.	Guidehouse LLP	\$2,711,535	\$4,007,667	\$2,489,140
2.	Dakota Communications	\$4,174,165		

D. Background on Recommended Contractor

Guidehouse LLP (formerly known as PricewaterhouseCoopers Public Sector LLP) is a professional services firm that specializes in providing services across a variety of industries such as Defense, Financial, Health, International Development and Diplomacy, Science and Infrastructure, National Security, and State & Local Government. Their proposal and their proposed team demonstrated their strong understanding of the project and presented an actionable plan to meet Metro's objectives while committing to remain flexible as the study goes on.

DEOD SUMMARY

CONGESTION PRICING FEASIBILITY STUDY TECHNICAL SERVICES/PS62790000

A. Small Business Participation

The Diversity and Economic Opportunity Department (DEOD) established a 10% Small Business Enterprise (SBE) and 3% Disabled Veteran Business Enterprise (DVBE) goal for this solicitation. WSP USA, Inc. exceeded the goal by making a 10.11% SBE and 3.06% DVBE commitment.

Small Business Goal	10% SBE 3% DVBE	Small Business Commitment	10.11% SBE 3.06% DVBE
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	SBE Subcontractors	% Committed
1.	ECONorthwest	1.62%
2.	System Metrics Group	1.94%
3.	VICUS	6.55%
	Total SBE Commitment	10.11%

	DVBE Subcontractor	% Committed
1.	Ohana Vets	3.06%
	Total DVBE Commitment	3.06%

B. Living Wage and Service Contract Worker Retention Policy Applicability

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

C. Prevailing Wage Applicability

Prevailing wage is not applicable to this contract.

D. 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.

DEOD SUMMARY

**CONGESTION PRICING FEASIBILITY STUDY COMMUNICATIONS AND PUBLIC
ENGAGEMENT SERVICES/PS62791000**

A. Small Business Participation

The Diversity and Economic Opportunity Department (DEOD) established an 11% Small Business Enterprise (SBE) and 3% Disabled Veteran Business Enterprise (DVBE) goal for this solicitation. Guidehouse LLP exceeded the goal by making a 19.80% SBE and 5.73% DVBE commitment.

Small Business Goal	11% SBE 3% DVBE	Small Business Commitment	19.80% SBE 5.73% DVBE
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	SBE Subcontractor	% Committed
1.	JKH Consulting	19.80%
	Total SBE Commitment	19.80%

	DVBE Subcontractor	% Committed
1.	Integrity Public Relations Inc.	5.73%
	Total DVBE Commitment	5.73%

B. Living Wage and Service Contract Worker Retention Policy Applicability

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

C. Prevailing Wage Applicability

Prevailing wage is not applicable to this modification.

D. 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.