

Bay Area Toll Authority

September 24, 2025

Agenda Item 4a-25-1046

Contract – Open Road Tolling System for the Bay Area Toll Bridges: Indra USA Inc. (\$77,135,062 plus a contingency of \$7,713,506)

Subject:

A request for the Authority to authorize the Executive Director to enter into a contract with Indra USA Inc. (Indra) in an amount not to exceed \$77,135,062 for the design and implementation and operation and maintenance of a new toll collection system at the seven State-owned Toll Bridges in the San Francisco Bay Area, and to authorize a 10% project contingency in the amount of \$7,713,506 to be used at the Executive Director's discretion for changes in the work. The new toll system will replace BATA's existing end-of-life toll system with an Open Road Tolling (ORT) system that will improve safety, toll operations and the customer experience.

Background:

At the November 14, 2018 BATA Oversight Committee meeting, a recommendation was made to convert toll operations at the seven state-owned toll bridges to ORT. The BATA Oversight Committee has approved multiple contracts to assemble the team to design and manage the ORT program. As described in an informational presentation at the September 10 BATA Oversight Committee, approval of this contract will be one of the final steps towards awarding all contracts necessary to replace BATA's end-of-life toll collection system and modernize operations. Implementation of ORT will allow removal of toll booths and streamlining of toll operations. It will result in increased safety, more efficient tolling at toll plaza areas and a consistent regional experience for Bay Area travelers.

The contract period includes design and installation of the Open Road Tolling (ORT) roadside toll system for all seven bridges along with ongoing operations and maintenance of all installed and operating systems at each bridge starting from when each bridge is converted to ORT through June 30, 2034, with options to extend up to eight additional years, in increments to be determined BATA, subject to the inclusion of funding in future BATA budgets.

Contractor Selection Process:

On March 18, 2024, BATA issued a Request for Proposal (RFP) for interested firms to submit a proposal for the design, installation, commission, operation and maintenance of a new toll

collection system at the seven State-owned Toll Bridges in the San Francisco Bay Area. BATA held a Proposers' Conference on March 27, 2024 where staff provided RFP specifics and answered questions. On November 15, 2024, BATA received proposals from eight firms.

A panel of five senior and executive level staff members from MTC evaluated the proposals. Proposals were scored using the following evaluation criteria as listed in the RFP and the maximum points that may be awarded as shown below.

- Experience and Past Performance (90 points)
- Technical Approach (60 points)
- Approach to Design and Implementation (45 points)
- Approach to Operations and Maintenance (30 points)
- Price – Formula Based (40 points) - includes total 9-year base cost for initial contract and additional 8-year operations & maintenance extension
- Cost Effectiveness (35 points)
- Small Business Enterprise Program Participation (30 points)

After a thorough review of the proposals, BATA shortlisted four firms including Indra, SICE Inc., TransCore, LP, and Kapsch TrafficCom USA Inc. and held discussions with them on June 9-10, 2025. Following the discussions, BATA issued a request for a Best and Final Offer (BAFO) on July 3, 2025. BATA received BAFO submissions from all four firms on July 25, 2025. A second request for BAFO was issued on August 20, 2025 to clarify the project schedule, with responses received by August 27, 2025. The table below provides the final ranking and score based upon the panel's evaluation process:

Ranking	Proposer	Score (out of 330)
1	Indra	283
2	SICE	264
3	TransCore	248
4	Kapsch	244

The cost proposal for each team is shown within the table below.

Ranking	Proposer	Total 9-Year Base Cost (Initial Contract for Design, Implementation, Warranty, Operations & Maintenance)	Total Optional 8-year Operations & Maintenance Extension	Total Cost (Base + Options)
1	Indra	\$77,135,062	\$64,584,259	\$141,719,321
2	SICE	\$64,322,751	\$55,148,292	\$119,471,044
3	TransCore	\$70,176,974	\$66,642,579	\$136,819,553
4	Kapsch	\$59,672,046	\$57,625,113	\$117,297,160

The panel rated Indra as the strongest proposal based on the evaluation criteria described in the RFP. Although its cost proposal is higher than the second ranked firm (a difference of \$12.8M for the 9-year base cost proposal; and a difference of \$22.2M for the 17-year total cost including base and options) Indra offers the strongest overall proposal, with a capable and experienced project management team. This proposal is best positioned for long-term success for reliable and accurate collection of BATA tolls (approximately \$890 million (unaudited) in fiscal year 2024-25). Indra has proven experience as a prime system integrator with toll systems installed in over 15 locations across four continents, some of which are largely similar to the toll system proposed for BATA. Their experience with ORT implementations includes systems in Mexico, Illinois, Texas, and Virginia with tolling on the I-485 Express Lanes in North Carolina beginning in 2025. Indra partners with Parsons Corporation who brings a depth of California and Bay Area experience in tolling and Intelligent Technology and Systems (ITS) and can provide global resources, if needed.

Indra received very positive references for both its projects and key staff. The proposed time commitment and availability of the dedicated key staff, mostly on-site within the Bay Area, should result in more effective design and implementation. Panel members also noted Indra's clear and comprehensive proposal, demonstrating a thorough understanding of BATA's requirements, including a strong focus on risk management, quality assurance, and change management. Indra's proposal exceeded the technical requirements in a couple of key areas including utilizing additional axle counting sensors per lane and a verification process to better ensure accurate tracking of multi-axle vehicles, and Indra provided an overall approach to

redundancy (power, communications and cameras), which is expected to result in more accurate creation and transmission of transactions produced by the toll collection system. In addition, Indra's approach to attaching and maintaining equipment on the toll gantry was tailored to meet the specific needs of the walkable gantry structure type being proposed by BATA, which advances BATA's objective for safe overhead operations while minimizing traffic impacts.

The preceding reasons are why Indra received the highest score among the four short-listed firms. In addition, Indra was the only firm who qualified to receive additional Small Business Enterprise Status (SBE) points (15) with a commitment to utilize three California-based SBE firms, of which two are located in the Bay Area. Attachment A includes a summary of Indra and its project team's small business and disadvantaged business enterprise status.

Issues:

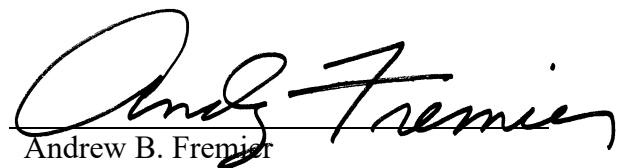
None identified.

Recommendations:

Staff recommends that the Authority authorize the Executive Director or designee to enter into a nine-year contract with Indra in an amount not to exceed \$77,135,062 through June 30, 2034, with an option to extend for up to eight (8) additional years in increments of BATA's choosing, subject to the approval of future BATA budgets. Staff also recommend that the Authority authorize a contingency of \$7,713,506 to be used at the Executive Director's or designee's discretion for changes in the work.

Attachments:

- Attachment A: Small and Disadvantaged Business Enterprise Status
- Request for Authority Approval – Summary of Proposed Contract
- Presentation



Andrew B. Fremier

Attachment A

Disadvantaged Business Enterprise and Small Business Enterprise Status

	Firm Name	Role on Project	DBE* Yes / No	If DBE Yes, List #	SBE** Yes / No	If SBE Yes, List #
Prime Contractor	Indra	Prime	No		No	
Subcontractor	Parsons Transportation Group, Inc	Engineering, Installation and Quality Oversight	No		No	
Subcontractor	Tucker Technology Inc.	Electrical and ITS Installation	No		Yes	2028084
Subcontractor	DR Traffic Control LLC	Maintenance of Traffic	No		Yes	2031774
Subcontractor	227 InfoSec, Inc	Cybersecurity and Compliance Audits	No		Yes	2007804
Subcontractor	Global Agility Solutions LLC	Manual Image Review Services	No		No	
Subcontractor	Q-Free ASA	Optical Character Recognition Services	No		No	

*Denotes certification by the California Unified Certification Program (CUCP).

**Denotes certification by the State of California.

Request for Authority Approval

Summary of Proposed Contract

Work Item No.:	1252
Consultant:	Indra USA Inc., Norcross, GA
Work Project Title:	Open Road Toll System for the Seven Bay Area Toll Bridges
Purpose of Project:	Replace existing roadside toll system which has reached its end of life
Brief Scope of Work:	Design, installation, commission, operation and maintenance of an Open Road Toll System which will completely replace all in-lane equipment, including hardware and software systems for each lane, plaza, host, and the communication systems. The new toll system will be required to integrate with the FasTrak® Customer Service Center and will include all license plate reading services.
Project Cost Not to Exceed:	\$77,135,062 plus a contingency of \$7,713,506
Funding Source:	Toll Bridge Rehabilitation Program Funds and BATA Toll Bridge Program Operating Funds
Fiscal Impact:	\$33,000,000 in funds are included in the Fiscal Year 2025-26 BATA Toll Bridge Rehabilitation Budget. \$2,281,897 in funds will be included in the Fiscal Year 2026-27 BATA Toll Bridge Rehabilitation Budget, subject to the agency budget approval process. \$41,853,165 in funds are subject to future year BATA Operating Budgets. Contingency of \$7,713,506 is subject to the approval of future BATA budgets.
Motion by Authority:	That the Executive Director or designee is authorized to negotiate and enter into a contract with Indra for the design, installation, commission, operation and maintenance of an open road toll system described above and in the BATA Summary Sheet dated September 24, 2025 and that the Chief Financial Officer is authorized to set aside funds in the amount of \$77,135,062 for such contract plus funds for a contingency in the amount of \$7,713,506, subject to the annual agency budget approval process.

Bay Area Toll Authority:

Sue Noack, Chair

Approved:

September 24, 2025