



**STAFF REPORT
ACTION REQUIRED**

**Contract Award – Request for Proposal (RFP)
No. 0505-15-0125 for the Supply and Delivery of
Powered Stretchers to Rowland Emergency and
Specialty Vehicles**

Date:	June 1, 2016
To:	Community Development and Recreation Committee
From:	Chief and General Manager, Toronto Paramedic Services Director, Purchasing and Materials Management Services
Wards:	ALL
Reference Number:	AFS 23205

SUMMARY

The purpose of this report is to advise on the results of the Request for Proposal (RFP) No. 0505-15-0125 for the supply and delivery of Powered Stretchers, with all components and accessories and to request authority to enter into an agreement with Rowland Emergency and Specialty Vehicles ("Rowland") being the highest scoring Proponent meeting all specifications as set out in the RFP, for a period commencing from date of agreement to June 30, 2019, with an option to renew the Contract for an additional seven (7) separate one (1) year periods from July 1, 2019 to June 30, 2026, at the sole discretion of the Chief and General Manager, Toronto Paramedic Services and subject to budget approval(s). The total potential contract award including the option years is \$16,383,311 net of all taxes and charges (\$18,513,142 including all taxes and charges). The total potential cost to the City including the option years is \$16,671,658 net of HST recoveries.

RECOMMENDATIONS

The Chief and General Manager, Toronto Paramedics Services and the Director, Purchasing and Materials Management recommend that:

1. City Council authorize the Chief and General Manager, Toronto Paramedic Services, to negotiate and enter into an agreement with Rowland Emergency and Specialty Vehicles, being the highest overall scoring proponent meeting the requirements of RFP 0505-15-0125 for the provision of Powered Stretchers with all components and accessories, in the total amount of \$8,126,898 net of HST recoveries for three (3) years from the date of the agreement to June 30, 2019 with the option to renew at the sole discretion of the Chief and General Manager, Toronto Paramedic Services, and subject to budget approval, for an additional seven (7) separate one (1) year periods, for a total potential cost of \$16,671,658 net of HST recoveries in accordance with the terms and conditions as set out in the RFP and any other terms and conditions satisfactory to the Chief and General Manager, Toronto Paramedic Services and in a form satisfactory to the City Solicitor.

Financial Impact

The total potential contract award including the option years is \$16,383,311 net of all taxes and charges (\$18,513,142 including all taxes and charges). The total potential cost to the City including the option years is \$16,671,658 net of HST recoveries.

Funding in the amount of \$14,250,000 is included in the 2016 Approved Capital Budget and 2017-2025 Approved Capital Plan for Toronto Paramedic Services (WBS Element: CAM062-01). Funding in the amount of \$1,612,632 for the balance of the contract period (January 1, 2017 to June 30, 2019) will be included in the 2017 Capital Budget Submission for Toronto Paramedic Services. Funding in the amount of \$63,167 is included in the 2016 Approved Operating Budget for Toronto Paramedic Services (Cost Centre: B46700, Cost Element: 3055). Funding in the amount of \$201,100 for the balance of the contract period (January 1, 2017 to June 30, 2019) will be included in the 2017-2019 annual Operating Budget Submissions for Toronto Paramedic Services.

Should the City choose to exercise its option to renew the contract for an additional seven (7) separate one (1) year periods, then appropriate additional funding, if needed, will be included in the 2020-2026 annual Operating Budget Submissions for Toronto Paramedic Services.

Funding details are provided below:

Table 1 - Annual Funding Details (net of HST):

Year	(A) = (B) + (C)	(B)	(C)
	Total	Operating	Capital
Date of Agreement to December 31, 2016	\$ 2,815,088	\$ 63,167	\$ 2,751,921
January 01, 2017 - July 1, 2017	\$ 5,175,772	\$ 65,062	\$ 5,110,711
July 2, 2017 - December 31, 2017	\$ -	\$ -	\$ -
2018	\$ 67,014	\$ 67,014	\$ -
2019	\$ 69,024	\$ 69,024	\$ -
2020	\$ 71,095	\$ 71,095	\$ -
2021	\$ 73,227	\$ 73,227	\$ -
2022	\$ 1,675,424	\$ 75,424	\$ 1,600,000
2023	\$ 1,677,687	\$ 77,687	\$ 1,600,000
2024	\$ 1,680,018	\$ 80,018	\$ 1,600,000
2025	\$ 1,682,418	\$ 82,418	\$ 1,600,000
January 1, 2026 - July 1, 2026	\$ 1,684,891	\$ 84,891	\$ 1,600,000
Total Net of HST Recoveries	\$ 16,671,658	\$ 809,026	\$ 15,862,632

The Deputy City Manager & Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

City of Toronto has a long history of purchasing Non-Powered Stretchers and accessories from Ferno Canada since before amalgamation.

ISSUE BACKGROUND

Toronto Paramedic Services is mandated by the Provincial Equipment Standards for Ontario Ambulance Services (issued by the Emergency Health Services Branch of the Ministry of Health and Long-Term Care) to have a stretcher on every ambulance.

Toronto Paramedics use stretchers loaded with medical equipment to move patients up and down stairs, over uneven terrain, curbs, and steps as well as in and out of ambulances several times a day. The cumulative effects of lifting every day has resulted in significant WSIB costs and musculoskeletal injuries to Toronto Paramedics. Sixty (60) percent of the patients lifted by Toronto Paramedics weigh 60 – 90 kg, and eighteen (18) percent weigh 90 – 210 kg. Powered Stretchers have been developed by the industry and adopted by many GTA Paramedic Services including York, Niagara and Peel regions to reduce Paramedic injuries.

COMMENTS

Request For Proposal (RFP) 0505-15-0125 Procurement Process

The RFP was written with the following in mind:

1. Limited Market

There is a limited number of vendors selling Powered Stretchers designed for Paramedic use in Ontario. These stretchers come from two manufacturers. Toronto Paramedic Services has a long history of purchasing non-powered stretchers from Ferno Canada, one of the proponents in this RFP.

2. Multi-Year Contract

Paramedic Services typically uses a single type of stretcher for several years until a major technological change occurs. While continuous improvements have been made to Toronto Paramedic Services current stretcher, it has been in use since 1994. There is a need to have the ability to move stretchers between vehicles when treating multiple patients or transferring patients between crews. A ten-year contract provides multi-year stability until another review of the industry market can occur.

Fairness Monitor

Given the limited market and the multi-year contract, Toronto Paramedics Services and Purchasing and Materials Management Division agreed to retain a Fairness Monitor to oversee the procurement process.

The firm of JD Campbell and Associates was retained through a competitive bidding process to act as Fairness Monitor for the RFP. The Fairness Monitor's scope of work included:

- Providing oversight on the procurement process for the purpose of ensuring adherence to high standard, objectivity of evaluation, and transparency.
- Addressing any concerns relating to accountability/fairness (monitoring the level of openness and competitiveness of the procurement process);
- Independent assurance of the integrity of the procurement process with a signed attestation statement;
- Preparing a Final Attestation Report for the City.

Procurement Process

RFP 0505-15-0125 for the procurement of Powered Stretchers was issued by Purchasing and Materials Management Division (PMMD) on July 31, 2015, and was made available for download on the City's website. The closing date for proposals was August 24, 2015, and as a result two proponents downloaded the document and the same two firms submitted a proposal (Ferno Canada and Rowland).

Two Envelope System

The RFP process was conducted as a two envelope system whereby the proponents were required to submit two separate envelopes. Envelope one (1) contained the technical proposal submission and envelope two (2) contained the cost of services. Only those proponents who met the 70% scoring threshold (or 52.5 of 75 Points) will have their cost of services envelopes opened.

Evaluation Process:

The Evaluation Process consisted and published as follows:

Mandatory Submission Requirements – Stage 1 (Pass/Fail)

On September 14, 2015, the Toronto Paramedic Services selection committee, in the presence of the Fairness Monitor, evaluated the Stage 1 Mandatory component and both Proponents successfully passed and advanced to Stage 2, Technical Component.

Technical Requirements – Stage 2

The technical portion of the evaluation was also conducted on September 14, 2015, in the presence of the Fairness Monitor.

STAGE 2 – Technical Proposal Structure

- 2A) Profile & Experience and Qualifications
- 2B) Quality of References
- 2C) Rated Requirements

Upon completion of Rated Requirements, the sum of all scores in Stage 2 A) through C) was calculated and if the minimum threshold of 70% was obtained and the Proponent's score was in the top two (2), then the Proponent moved on to Stage 3 – Evaluated Testing Period. As a result both firms surpassed the minimum threshold of 70% (21 out of 30 points) and advanced to Stage 3, Evaluated Testing Period.

Evaluated Testing Period – Stage 3

Stage 3 – Evaluated Testing Period Structure

- 3A) Paramedic Evaluation
- 3B) Stretcher Performance Evaluation

An eighteen (18) week evaluated testing period started on December 21, 2015, and concluded on April 26, 2016. During this phase, Toronto Paramedics signed City of Toronto confidentiality and conflict of interest forms, were trained to use the Powered Stretchers and were asked to evaluate the stretcher after every emergency call. The evaluation tool was contained within the tablet computers used by all Toronto Paramedics to record patient care records. The individual evaluations were uploaded to a central database where they could not be altered.

All evaluations were accepted, but in order for an evaluation to count, the evaluator must have submitted at least ten (10) evaluations for each stretcher type and then only an equal amount of evaluations for each stretcher type were placed into the pool of final results. Where appropriate, the oldest evaluations were removed to make the number of evaluations equal between stretcher types.

Each evaluator was requested to submit their evaluation at the time they submitted a patient care report. No evaluations were permitted after the patient care report was submitted. Each evaluation looked at six (6) components and the user submitted a response for each of these. If an evaluator could not evaluate a particular component (e.g., cancelled calls, ambulatory patients or any other reason deemed appropriate by the evaluator), the question was left blank and the total score for each evaluation was reduced by the number of missed components. Each component was given a maximum of 1 mark.

The Paramedics were asked to evaluate these components:

1. Unloading the stretcher was:
2. Getting the stretcher to patient was:
3. Getting the patient to stretcher was:
4. Loading the stretcher was:
5. Location of handles and controls were:
6. Overall stretcher operation was:

The following scoring guidelines were used as a guide for each question.

1. **Very Difficult** (0 marks) – The task was not accomplished in a reasonable time or the Power Stretcher made it very difficult to do and may have affected patient care. This may include a major failure of the device.
2. **Difficult** (0.2 marks) – The task was not accomplished in a reasonable time or the Power Stretcher made it difficult or required multiple attempts. This may include a major failure or multiple component failures of the device.
3. **Somewhat Difficult** (0.4 marks) – The task was accomplished but it was not intuitive or the Power Stretcher made it difficult or a component required multiple attempts. This may include a failure of a component but not a failure of the entire device.
4. **Somewhat Easy** (0.6 marks) – The task was accomplished, it was intuitive but minor challenges were encountered.
5. **Easy** (0.8 marks) – The task was accomplished in a timely manner, the Power Stretcher was intuitive to use and helped me do the task without increasing my workload. No components on the Power Stretcher failed or required multiple attempts to use.
6. **Very Easy** (1 mark) – The task was easily accomplished in a timely manner, the Power Stretcher was intuitive to use and helped me do the task with less workload. No components on the device failed or required multiple attempts to use.

Evaluated Testing Period Results

On May 5, 2016, an evaluation of the Stage 3 Evaluated Testing Period data was performed in the presence of the Fairness Monitor and a Purchasing & Materials Management representative. During the eighteen (18) weeks, 3,784 evaluations were received from 152 evaluators. Forty-nine evaluators met the minimum criteria of ten (10) emergency calls per stretcher for their evaluations to be counted. From the forty-nine (49) evaluators, 2,668 evaluations met the minimum requirements of a valid evaluation and, when these ambulance calls were balanced to ensure each evaluator submitted an equal amount of evaluations per user, 2,054 evaluations remained.

Both Firms passed the Evaluated Testing Period requirements and moved to Stage 4.

Cost of Service – Stage 4

Both Ferno Canada and Rowland Emergency and Specialty Vehicles exceeded the minimum technical thresholds in order for the Stage 4 Cost of Service to be evaluated. As a result, both Cost of Services Envelopes were opened and evaluated.

Final Result

Rowland Emergency and Specialty Vehicles successfully satisfied the requirements in RFP 0505-15-0125, and is the highest scoring Proponent meeting all specifications as set out in the RFP. Toronto Paramedic Services requests authority to enter into an agreement with Rowland, for a period commencing from date of agreement to June 30, 2019, with an option to renew the Contract for an additional seven (7) separate one (1) year periods from July 1, 2019 to June 30, 2026, at the sole discretion of the Chief and General Manager, Toronto Paramedic Services and subject to budget approval(s). The total potential contract award including the option years is \$16,383,311 net of all taxes and charges (\$18,513,142 including all taxes and charges). The total potential cost to the City including the option years is \$16,671,658 net of HST recoveries.

The Fairness Monitor concluded that the procurement process satisfied the principles of openness, fairness, consistency and transparency. The Attestation Report from the Fairness Monitor is included as Attachment 1.

Proponent's scores and staff analysis of the evaluation results can be provided to Councillors in an in camera presentation if requested by members of Council.

The Fair Wage Office has reported that the recommended firm has indicated that it has reviewed and understands the Fair Wage Policy and Labour Trades requirements and has agreed to comply fully.

CONTACT

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SIGNATURE

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ATTACHMENTS

Attachment 1: Fairness Attestation Report