

TO:	CHAIR AND MEMBERS COMMUNITY & PROTECTIVE SERVICES COMMITTEE MEETING ON TUESDAY, FEBRUARY 17, 2016
FROM:	JOHN KOBARDA FIRE CHIEF LONDON FIRE DEPARTMENT
SUBJECT	REQUEST FOR PROPOSAL 15-53 SELF CONTAINED BREATHING APPARATUS LIFE CYCLE REPLACEMENT

RECOMMENDATION

That on the recommendation of the Fire Chief, and the concurrence of the Managing Director, Neighbourhood, Children & Fire Services, the following action be taken:

1. The proposal submitted by M&L Supply, P.O. Box 269, 14935 County Road 2, Ingleside, ON K0C 1M0 for the supply and delivery of Self Contained Breathing Apparatus and associated equipment at their proposed price of \$1,804,315 HST extra, **BE ACCEPTED**;
2. That the funding for this project **BE APPROVED** as set out in the Source of Financing Report attached hereto as Appendix "A";
3. That approval hereby given **BE CONDITIONAL** on the approval of the 2016 Fire Services Lifecycle Renewal Capital Budget,
4. That Civic Administration **BE AUTHORIZED** to undertake all the administrative acts that are necessary in connection with this purchase, and
5. That approval hereby given **BE CONDITIONAL** upon the Corporation preparing a purchase order relating to the subject matter of this approval.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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None.

BACKGROUND

The Occupational Health and Safety Act requires that employers: a) take every precaution reasonable in the circumstances for the protection of a worker; and b) shall ensure that workers wear the equipment, materials and protective devices as prescribed. In protecting its workers, in this case those classified as firefighters, the City provides personal protective equipment, which is often referred to as PPE in the Fire Service. The PPE ensemble provides protection to firefighters from various hazardous to which they may be exposed in the course of their duties. While each component of the PPE ensemble provides a primary level of protection (i.e. Firefighting helmets provide the firefighter from head injuries), in most circumstances each item within the ensemble provides other levels of secondary protection. Self-Contained Breathing Apparatus (herein forth referred to as SCBA) is a critical component of the PPE ensemble, as it provides respiratory protection. Certain duties of firefighters, the primary one being firefighting, requires them to enter environments that would include, but would not be limited to, dust, mist, fumes, gas, vapour and smoke. SCBA provides such protection through technical and engineered controls.

The London Fire Department (LFD) is committed to providing cost effective, high quality personal protective equipment to its firefighters. As noted above, SCBA is an integral part of that ensemble

because it provides firefighters with the ability to breathe, work and communicate in potentially toxic environments that would otherwise be immediately dangerous to life and health. Emergencies, such as structure fires, vehicle fires, and hazardous material release, all contain elements of smoke, fire and chemical compounds. An SCBA unit protects the fire fighter by allowing the user a supply of clean, breathable air while performing rescue and hazard mitigation activities.

The City purchased the SCBA system currently in use within the LFD in early 2002, which includes breathing air cylinders, SCBA units, personally issued face-pieces, air-source carts used for confined space, voice amplifiers, Rapid Intervention Team (RIT) equipment and other related hardware and equipment. The LFD Apparatus Division's responsibilities and duties include maintaining and testing all of the aforementioned equipment an exception being SCBA bottle certification that must occur every five (5) years by a facility certified by Transport Canada. All maintenance and testing are conducted in accordance with the manufacturer's requirements.

The SCBA system is now reaching 15 years of age. Although the entire SCBA system is not legally expiring, given the critical importance of the equipment to firefighter safety, the Department is considering the SCBA at the end of its service life. A failure of a SCBA unit could end in a catastrophic outcome. Additionally, the National Fire Protection Association (NFPA) reviews their standard every five (5) years and, when necessary, amends the same to include safety improvements. Council approved a capital investment in the SCBA system upgrading it to the 2007 standard. That being said, unlike other components of the SCBA system, the SCBA breathing air cylinders will be at end of life in September 2016 and, therefore, must be removed from service at that time and/or replaced. The carbon fiber wrapped cylinders are manufactured to the United States Department of Transport (DoT) Special Permit SP 10915 and Canada permit of Equivalent Safety SU 5134, and are only certified for a lifespan of 15 years.

Development of the Request for Proposal (RFP)

Recognizing the complexity of this project, as well as the need go out with a RFP prior to the passing of the 2016 capital budget, the Department created a SCBA project team to develop the RFP, as well as performance measures used to evaluate the submissions. The Fire Fighting Division team selected is assigned to Engine 1 on Blue A Platoon. The team consisted of a Captain, four (4) Firefighters, and one (1) Firefighter Apparatus Operator, the latter who is also the Association Co-chair of the Joint Health & Safety Committee. Furthermore, two (2) staff members from the Apparatus Division also participated, namely the Supervisor and the Mechanical Technician, the latter who maintains, tests and repairs the SCBA.

In developing the RFP and the evaluative process, the team reviewed the process used by 2001 LFD SCBA team, as well as obtained the latest RFP and evaluation processes used by the Region of Waterloo Fire Departments, more specifically Kitchener, Cambridge and Waterloo, and that of Mississauga.

The Request for Proposal (RFP)

On behalf of the Fire Department, the Purchasing and Supply Division issued Request for Proposal (RFP) No. 15-53 on October 19, 2015, as well as posted it on the Biddingo website for electronic download. The Biddingo site is an online portal that connects suppliers providing various goods and services to buyers across Canada.

The RFP process included a mandatory pre-bid meeting scheduled for October 28, 2015 for the purposes of confirming that all prospective proponents understood the various stages of the proposal process, as well as to ascertain a better understanding of the requirements. Representatives from six (6) companies attended the meeting.

Submissions closed on November 12, 2015 with Biddingo showing nine (9) views of the RFP and six (6) downloads of the document were made. During the open period of the RFP, several prospective proponents sought clarifications that resulted in the City issuing two (2) addenda during the open period of the RFP.

On closing of the RFP process, the City received four (4) bids, two (2) from AJ Stone, and one (1) from ResQTech, and M&L Supply, respectively.

Evaluation of the Request for Proposal – Stages 1 to 3, Inclusive

The SCBA project team identified earlier, as well as a member of Purchasing and Supply, the Deputy Fire Chief of Operations and LFD's Manager of Planning and Finance, evaluated the proposals in compliance with the criteria set out in the RFP as follows:

- Stage 1: Evaluate proposals for their adherence to mandatory and specific requirements
- Stage 2: Product demonstration and presentation
- Stage 3: Financial proposal evaluation
- Stage 4: Field testing

The evaluation criteria was based on the following:

- Mandatory Requirements 10%
- Cost of the SCBA 35%
- Specific Requirements 10%
- Product Demonstration and Presentation 10%
- Field Testing 35%

In compliance with the RFP process, the SCBA team conducted an initial review to ensure that the mandatory requirements had been met by each bid in order for the proponent to be invited to deliver a product demonstration and presentation. In consultation with Purchasing and Supply, the SCBA team determined that the bid from ResQTech did not meet the mandatory requirements and, as such, was removed from the process.

The two (2) bids from AJ Stone and the one (1) from M&L Supply proceeded through to the product demonstration and presentation phase. During the presentations, the SCBA team found that both bids from AJ Stone included an item that did not meet the mandatory requirements.

Further to the above matters dealing with safety, but recognizing the importance to remain within budget, the RFP included a clause stating: *"The City may NOT evaluate proposal submissions which exceed the London Fire Department's pre-determined budget for this expenditure"*. Both bids from AJ Stone exceeded the capital budget amount submitted by the London Fire Department for Council to consider in the 2016 Budget process. Due to these two (2) factors, the bids from AJ Stone were subsequently removed from the process.

The remaining bid from M&L Supply was field tested extensively by LFD firefighters to ensure that it performed reliably and met their operational requirements. The SCBA field evaluators, all of whom are frontline Firefighters, found the proposed SCBA to perform reliably during typical firefighting operations and in both high and low temperatures. Interestingly, Scott, the manufacturer of the recommended SCBA, has been the brand used by the London Fire Department for approximately the last 30 years.

As a result of the evaluation, the SCBA team and Fire Administration are recommending that the City enter into an Agreement with M&L Supply, being the successful Proponent, for an initial two (2) year contract, with the City at its absolute sole discretion having the option to renew for up to four (4) more additional two (2) year periods.

FINANCIAL IMPACT

Funding for this expenditure is provided in the following approved Capital Budgets:

PP1123-11 - \$ 182,765

PP1123-16 - \$1,653,307 (pending approval in the 2016 Capital Budget)

Due to the time sensitive nature of this procurement, approval to proceed with this purchase is being sought at this time, subject to approval of the 2016 Fire Services Lifecycle Renewal Capital Budget. Approval of this expenditure will ensure that the required equipment is procured and in service prior to the regulated expiry date of some elements of the current SCBA.

SUMMARY

The purpose of this report is to provide the results of the RFP to select an appropriate brand of Self Contained Breathing Apparatus (SCBA) and related components, for use by London Fire Department (LFD) and to request authority to enter into an agreement with M&L Supply to provide parts supply, service, and warranty support for the SCBA units and related components for a period of up to ten years from the date of the award.

The Proposal submitted by M&L Supply has the lowest cost of services and the highest overall score; as a result, London Fire Department staff recommends that this proponent be awarded the Self Contained Breathing Apparatus (SCBA) and related components Contract.

SUBMITTED BY:	RECOMMENDED BY:
DAVID LAZENBY DEPUTY FIRE CHIEF	JOHN KOBARDA FIRE CHIEF
REVIEWED AND CONCURRED BY:	REVIEWED AND CONCURRED BY:
LYNNE LIVINGSTONE MANAGING DIRECTOR, NEIGHBOURHOOD, CHILDREN & FIRE SERVICES	ANNA LISA BARBON DIRECTOR, FINANCIAL SERVICES