Request for Standing Offer - Parliamentary Precinct Campus Program

Public Services and Procurement Canada

Fairness Monitor
Final Report

Submitted to:
Director, Fairness Monitoring

Submitted by:
Raymond Chabot Grant Thornton Consulting Inc.

January 29, 2019
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1. Introduction

Raymond Chabot Grant Thornton Consulting Inc. (RCGT) was engaged July 5, 2018 as a Fairness Monitor (FM) on July 5, 2018 to observe the Request for Standing Offer – Parliamentary Precinct Campus Program procurement process, issued by Public Services and Procurement Canada (PSPC), as a result of bid solicitation # EP938-191381/A. RCGT is an independent third party with respect to this activity.

RCGT reviewed all the information provided and observed all relevant activities, as identified in section 4 and 5 of this report. We hereby submit the FM Final Report, covering the activities of the Fairness Monitor, from July 26, 2018, continuing through the conclusion of the Evaluation Phase on January 16, 2019.

This report includes our attestation of assurance, a summary of the scope and objectives of our assignment, and relevant observations from the activities undertaken.
2. Attestation of assurance

Based on the activities performed and described in this report, the Fairness Monitor hereby provides the following unqualified assurance statement concerning the procurement process for the Parliamentary Precinct Campus Program:

It is our professional opinion that the procurement process that we observed was carried out in a fair, open and transparent manner.

Original signed by

Gilles Séguin
CPA, CA
Fairness Monitor Team Leader

Original signed by

Francis Séguin
CPA, CA, Licensed Public Accountant
Fairness Monitor Specialist

Original signed by

Marco Perron
CPA, CA, CRMA
Fairness Monitor Contractor’s Representative
3. Project requirement

PSPC is undertaking a number of projects in the Parliamentary Precinct located downtown Ottawa. This Standing Offer will apply to all assets managed by the Parliamentary Precinct Branch.

Call-ups against the Standing Offer may be for the provision of project management, Construction Advisory services and Construction Management services on an ongoing basis for multiple projects managed concurrently. Call-ups against the Standing Offer will be established on a project by project basis.

The project’s scope of work for the Standing Offer will vary and may include, but is not limited to, the following type of work:

- Site investigations both tactile and invasive;
- Abatement of hazardous material and demolition;
- Installation of exterior lighting;
- Implementation of both exterior and interior security measures;
- Replacement and/or modification of mechanical and electrical systems;
- Replacement and/or modification of life safety systems including emergency power systems;
- Architectural and structural and/or upgrades;
- Repairs to, and/or replacement of, building finishes;
- Heritage restoration;
- Building envelope (e.g. masonry, windows, roof, etc.) repairs and/or replacement;
- Fit-up of spaces;
- Code deficiency corrections; and/or,
- Vertical transportation replacement and/or modifications; and
- Administrative oversight of the work which can include, but not be limited to change in the scope of work (including potential issues such as potential claims management).

4. Fairness monitoring engagement and methodology

RCGT was engaged as an FM to observe the procurement process for the Request for Standing Offer – Parliamentary Precinct Campus Program, and to attest to the fairness, openness and transparency of this monitored activity.

In accordance with the terms of our engagement, we:

- Reviewed documents provided by the Contracting Authority;
- Monitored communications with proponents provided by the Contracting Authority;
- Attended meetings that the Contracting Authority, Technical Authority or Project Authority requested our presence at;
- Identified fairness-related matters to the Contract Authority and Technical Authority; and,
- Ensured that responses and actions were reasonable and appropriate.
This report is based on information made available to us by the Contracting Authority, Technical Authority and/or the Project Authority during the procurement process from July 26, 2018 to January 16, 2019. RCGT reserves the right, but will be under no obligation, to review and/or revise the report if further information that may impact our observations becomes known to us after the date of this report.

5. Activities and observations

5.1 Industry Engagement Phase

No Industry Engagement Phase took place as a part of the overall procurement process.

5.2 Request for Standing Offer (RFSO) Phase

The following activities were performed during this phase:

- From July 26, 2018 to October 31, 2018, a review of the RFSO was performed and questions, comments and identified issues were discussed. RCGT received the first draft of the RFSO on July 26, 2018. The RFSO was posted on Buyandsell.gc.ca on November 2, 2018;

- On November 26, 2018, RCGT reviewed the questions and answers posted on Buyandsell.gc.ca by the Contracting Authority for amendments #1, #2 and #3. RCGT did not receive in advance the questions submitted by potential bidders and proposed answers prior to being posted on Buyandsell.gc.ca;

- On November 29, 2018, RCGT received from the Contracting Authority the proposed amendment #4 prior to posting, which included questions submitted by potential bidders and the proposed answers by the Contracting Authority; and,

- On December 10, 2018, RCGT reviewed the questions and answers posted on Buyandsell.gc.ca by the Contracting Authority for amendments #5 and #6. RCGT did not receive in advance the questions submitted by potential bidders and proposed answers prior to being posted on Buyandsell.gc.ca.

The RFSO closed on December 11, 2018 at 14:00 Eastern Standard Time.

In accordance with the terms of our engagement, we familiarized ourselves with the relevant documents, observed the RFSO Phase identifying fairness-related matters to the Contracting Authority, and ensured that responses and actions were reasonable and appropriate. Although we reviewed some of the questions submitted by potential bidders and answers provided by the Contracting Authority after having been posted on Buyandsell.gc.ca, we are satisfied that the questions and answers, along with the amendments, are acceptable in the context of the RFSO.

All comments identified by RCGT throughout the RFSO Phase were resolved by either the Technical or Contracting Authority.
5.3 Evaluation Phase

The following activities were performed:

- Reviewed the following documents:
  - Evaluation Criteria;
  - Technical evaluation plan;
  - Technical evaluation grids;
  - Bidder responses;
  - Financial evaluation worksheets; and,
  - Final evaluation/selection document.

- Attended the evaluation kick-off meeting on December 13, 2018 and observed the following:
  - Orientation/instructions provided to evaluators; and,
  - Evaluation grids provided to evaluators.

- Attended the technical evaluation consensus meetings from December 18, 2018 to December 20, 2018 and observed the following:
  - The application of the evaluation process including observing the consensus meetings of evaluation teams related to the mandatory and rated requirements; and,
  - Review of the roll-up of evaluation results.

- Reviewed documentation related to the financial evaluation (including the price certification) on January 21, 2019 and observed the following:
  - Process to complete financial evaluation forms;
  - Signed evaluation documents;
  - Calculation of final scores;
  - Price certification assessment; and,
  - Final evaluation/selection document.

Four bids were received for which an evaluation was performed. The evaluators performed individual evaluations first and then conducted meetings to come to a consensus score. The meetings were mediated by the Technical Authority with support from the Contracting Authority. One bid passed the mandatory requirement, as well as the minimum point rated requirements.

The consensus meetings concluded, and the evaluators reviewed and signed off on the consensus evaluations. The responsive bid was reviewed for financial compliance with the RFSO. This bid was deemed financially compliant. Using the evaluation criteria, the successful bidder was selected.
The Contracting Authority subsequently coordinated a price justification analysis to ensure that the responsive bidder’s proposed rates are reasonable; no issues were identified by the Contracting Authority. Letters of regret and bid award were sent by e-mail by the Contracting Authority on January 16, 2019. RCGT did not receive in advance the price certification assessment, nor the proposed correspondence to bidders prior to being issued. Although we reviewed these documents after the Contracting Authority finalized the procurement process, we are satisfied that the conclusions reached are acceptable in the context of the evaluation process.

All comments or issues identified by RCGT throughout the Evaluation Phase were resolved by either the Technical or Contracting Authority.

6. Reference documents

The documents related to solicitation number #EP938-191381/A are available on Buyandsell.gc.ca and/or through the project office.

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<th>#</th>
<th>DOCUMENT</th>
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<tbody>
<tr>
<td>1</td>
<td>RFSO notification issuance</td>
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The roles and responsibilities for the FM Team Leader, FM Specialist and FM Contractor’s Representative have been defined in our contract with PSPC. For more information on these roles and responsibilities, please contact PSPC.
Addendum to the final report  
February 22, 2019  

Addendum to the Fairness Monitor (FM) Final Report dated January 29, 2019 with respect to the Request for Standing Offer – Parliamentary Precinct Campus Program procurement process, issued by Public Services and Procurement Canada (PSPC), as a result of bid solicitation # EH938-191381/A.

This Addendum to the final report covers the period following the conclusion of the evaluation phase.

Contract Award, Communications, and Debrief

The following activities were performed:

- Contracting Authority issued award and regret letters – January 18, 2019
- Debrief meetings conducted with the unsuccessful bidders – January 29 and 30, 2019

As the unsuccessful bidders had not met the mandatory criteria, no evaluation summary notes were provided other than the information provided in the regret letters.

The award and regret letters were not provided to us by the Contracting Authority for review prior to being communicated to the bidders; RCGT subsequently reviewed the letters and no concerns were identified. All unsuccessful bidders received a letter that provided information regarding the successful bidder, i.e. points obtained for the rated criteria and the evaluated cost per point. Two unsuccessful bidders requested a debrief meeting. The FM attended both debrief sessions.

Subsequent to one of the debrief sessions, one unsuccessful bidder formally objected, in writing, to the evaluation of the mandatory criteria. The Contracting Authority responded in writing to the formal objection, stating that “the evaluation was conducted in a clean, fair and transparent manner, and that the evaluation of the mandatory criteria stands”.

The response to the formal objection was not provided to us by the Contracting Authority for review prior to being communicated to this unsuccessful bidder; RCGT subsequently reviewed the correspondence and no concerns were identified.

There were no fairness issues identified during these activities.

Based on the activities performed and described in this addendum, the Fairness Monitor hereby provides the following unqualified assurance statement concerning the procurement process for the Request for Standing Offer – Parliamentary Precinct Campus Program.
It is our professional opinion that the procurement process that we observed was carried out in a fair, open and transparent manner.

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