



# **Request for Proposals**

**RFP NO. ESQ- 01-11**

## **Provision of Policing Services**

<b>Issued:</b>	<b>March 3, 2011</b>
<b>Receipt Confirmation Due:</b>	<b>March 10, 2011 - 3:30 pm PST</b>
<b>Site Meeting:</b>	<b>March 17, 2011 - 10:00 am PST</b>
<b>Closing Date:</b>	<b>April 20, 2011 - 2:00 pm PST</b>

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## **1.0 INTRODUCTION**

The Corporation of the Township of Esquimalt (the “Township”) wishes to explore the possibility of procuring police services for a ten (10) year term with an option for a five year renewal period.

## **2.0 BACKGROUND**

The Esquimalt Police and Fire Department were joined in 1912. The Department operated with the approach of "no call too small". The community valued their policing but in 1979, problems with the Department were identified. In 2001 the Police Board and Township Council announced that services were to be separated and policing amalgamated with the Victoria Police Department in 2002. The Implementation Plan called for a decentralized model of patrol deployment where Inspectors would be assigned to each of three geographic zones and would be responsible for managing resources within each zone. Patrol members were to be clearly assigned to, and work out of, each zone.

In practice, however, patrol has been centrally managed through the Victoria headquarters building and the Township does not have a ‘dedicated’ patrol. There have been a range of ongoing concerns since 2006; specifically, Township Council has expressed concerns with the budget and the continuous increases to taxpayers.

A community survey was conducted by the Victoria Police Services in March/ April 2007 to examine perceptions and knowledge of crime, feelings of safety, experience and contact with Victoria Police and overall satisfaction with the Victoria Police. The results of this survey provide some insight into policing issues in the community (see Appendix C). Specifically, the community expressed dissatisfaction with the current model for Esquimalt policing as the residents perceive insufficient police presence and lack of response to calls.

### ***Audit***

The Minister of Public Safety and Solicitor General (the “Solicitor General”) ordered an audit of the Victoria Police Department in January 2009. The audit had the full support of both Victoria and Esquimalt Councils.

Audit results are detailed in The Service Level Review which examined officer deployment, call load, response times and associated costs (see Appendix A). The audit led to the creation of Order in Council #303 to establish the Esquimalt Policing and Law Enforcement Advisory Panel effective June 3, 2010 (see Appendix B).

## ***Esquimalt Policing and Law Enforcement Advisory Panel***

The Esquimalt Policing and Law Enforcement Advisory Panel (the “Panel”) appointments consist of three provincial members and one Township appointed member, in addition to the Mayor of Esquimalt, who is the chair and serves as spokesperson for the Panel.

Pursuant to Order in Council #303 and terms of reference adopted by the Panel, the key roles and responsibilities of the Panel are:

1. Identify the policing and law enforcement services required by the Township of Esquimalt, including the level of police services required.
2. Make recommendations to Esquimalt Council regarding actions that Esquimalt may consider in implementing the proposed model.
3. Develop a Scope Document/Request for Information/Proposal that will be provided to municipal police departments interested in delivering a dedicated police service to Esquimalt
4. Submit a report to the Solicitor General and Director of Police Services Division on the review and make recommendations on a policing and law enforcement model, which includes governance, to serve the municipality and meet the requirements of Section 15 of the Police Act. This report will include forecast cost estimates.

### ***Current State***

The current approach to policing services in the Township has elements of both surge and community policing styles. The current service model does not conform with the objective defined in the Implementation Plan of November 1, 2002.

Decisions affecting the Township are made by Victoria Police Administration. Officers assigned to the Township report through the Victoria Police chain of command. This approach does not allow for community based input and decision-making.

The Township currently benefits from access to the Victoria Police Department centralized services and specialized units which are located in Victoria. These services and specialized units include, but are not limited to, dispatch, 911, CREST, jail, records management, shift briefing, vehicle, equipment, labour relations, tactical unit, and major crime unit.

The Township provides a public safety building that has limited capabilities and space for operations in the Township. Victoria Police resources are not dedicated to the Township except for school liaison officers and limited bylaw enforcement.

The overall budget for the Victoria Police Department is prepared and managed by the Victoria Police Department. The Township pays approximately 14% of the overall budget allocation approved by the Victoria Police Board. There is concern with the financing/funding formula currently applied and with the governance structure which does not enable elected representatives of the Township to exercise accountabilities and responsibilities expected of their position.

### ***Community Input***

The Panel invited input from residents, businesses and Township Council on future policing in Esquimalt. Input was gathered from the following questions:

1. What are the strengths of current policing in Esquimalt?
2. What are the weaknesses of current policing in Esquimalt?
3. Opportunities: Are there functions or services that you want the police to perform that they are not currently performing?
4. Barriers: With respect to question #3, what may prevent us from getting there?

The results of the consultation have been used in the preparation of this document (see Appendix C).

## **3.0 SCOPE OF WORK**

The goal of policing in the community is crime prevention and solving problems. The Township is not seeking a “no call too small” option but rather how police services can contribute to quality of life as it relates to a sense of security, less fear of crime, and more opportunities for participation in the community. It is about working in partnership to create and sustain values important to the community and its residents.

The Township is seeking a long-term partner to deliver police services. Important elements of the proposed policing model include capability, flexibility and style of policing.

Without limiting the services to be provided or available to the Township, the Township is seeking proposals that address and include the following:

- Operations
  - Policing and law enforcement services required by the Township including the minimum level of police services required
  - A mandatory dedicated patrol for the Township
  - Key personnel
  - Organizational chart
  - Optional specific services
  
- Budget
  - Forecast cost estimates for operational budget
  - Forecast cost estimates for capital budgets (Note: capital liabilities exceeding 5 years may require elector approval in accordance with the provisions of the *Community Charter*)
  - A process for review of budget and dispute resolution expectations
  - Costs for optional specific services
  - Recognition of budget limitations of the Township
  
- Governance
  - Governance model
  - Key performance measures
  - Dispute resolution
  - A fixed schedule for contract review
  - Risk management
  - Opting-in/out provisions for specific services
  
- Implementation/end of service
  - Transition plan for start up; and
  - Transition plan for end of service
  
- Term
  - While the Township is seeking a 10 year contract with a 5 year renewal option, the Township may be willing to be flexible on term. Changes to the requested term should be set out as an alternative.

The policing and law enforcement model proposed must meet or exceed the requirements of Section 15 of the Police Act.

Optional services should be clearly identified and separated within the main proposal with the heading *Optional Specific Services*.

#### **4.0 RESTRICTIONS**

The Township will only consider proposals from the RCMP or municipal police departments within the Capital Regional District.

Capital liabilities exceeding 5 years may require elector approval in accordance with the provisions of the *Community Charter*.

#### **5.0 SCHEDULE**

The following timetable outlines the anticipated schedule for the RFP and contract process. The schedule provided is for information only. Timing and sequence of events may vary and the Township will ultimately determine the timing and sequence of events, which may also vary due to factors beyond the Township's control.

March 3, 2011	Issue RFP
March 10, 2011	Receipt Confirmation Form returned 3:30 pm PST
Mar 17, 2011	Site meeting**
April 20, 2011	RFP closing date 2:00 pm local time
April 26 – 28, 2011	Proponent presentations
May 16, 2011	Panel recommendation for Council approval
June 30, 2011	Solicitor General Report submission

If the Solicitor General approves of the report and its recommendations, contract negotiation and finalization will follow.

\*\*Optional site meeting is set for March 17, 2011 at 10:00 am PST at Township of Esquimalt Municipal Hall, 1229 Esquimalt Road, Esquimalt, Wurtele Room, 2<sup>nd</sup> Floor.

## **6.0 AVAILABLE INFORMATION**

Information available to the Proponent is located in Appendices A to E and contains the following information:

### ***Audit (Appendix A)***

*Victoria Police Department Police Act Audit: Service Level Review, Ministry of Public Safety and Solicitor General, Police Services Division, Standards and Evaluation Division, March 4<sup>th</sup> 2010.*

### ***Legislation (Appendix B)***

*Esquimalt Policing and Law Enforcement Advisory Panel Policing and Law Enforcement Advisory Panel Terms of Reference, September 8<sup>th</sup> 2010*

*Policing and Law Enforcement Advisory Panel Order, Order of the Lieutenant Governor in Council #303, June 3<sup>rd</sup> 2010*

### ***Community Input (Appendix C)***

*Victoria Police Community Survey, April 2007*

*Town Hall Meeting, June 2<sup>nd</sup> 2009*

*Town Hall Meeting, September 22<sup>nd</sup> 2009*

*Esquimalt Policing and Law Enforcement Advisory Panel/Board Public Meeting Input Forum, October 27<sup>th</sup> 2010*

*Esquimalt Policing and Law Enforcement Advisory Panel/Board Business Meeting Input Forum, November 10<sup>th</sup> 2010*

*Esquimalt Policing and Law Enforcement Advisory Panel, Online Public Input, November 2010*

*Esquimalt Policing and Law Enforcement Advisory Panel/Board Staff Report to Council, December 1<sup>st</sup> 2010*

*Council Input on the future of policing in Esquimalt – from Council's Regular Meeting held January 10, 2011 in Esquimalt Council Chambers.*

### ***Planning Documents (Appendix D)***

*Corporation of the Township of Esquimalt Strategic Plan 2009 -2011, January 2011 Update.*

*Esquimalt Official Community Plan – By-law 2646 Schedule A, Land Use Designation*

**Other Documents (Appendix E)**  
*Building Site Plan*

*Receipt Confirmation Form*

**7.0 EVALUATION CRITERIA**

Proposals will be evaluated by the Panel. The Panel may consult with such technical advisors, including financial, legal, operating, marketing and other experts as it deems necessary.

**Evaluation Criteria (points):**

Operational - 30

Budget – 30

Governance - 35

Implementation/end of service – 5

Total: 100 points

Key issues that need to be addressed are listed below but are not limited to:

**Operations**

- mandatory dedicated patrol
- level of services and resource allocation
- organizational capability and capacity
- service delivery innovation
- community compatibility in relationship to policing model proposed
- commitment to community through involvement with local organizations
- optional specific services

**Budget**

- forecast cost estimates for operational budget (minimum 5 years)
- forecast cost estimates for capital budget (minimum 10 years)
- process for consultation and review of budget including timelines and compatibility with Township budget process
- mechanism for consensus on significant budget changes and budget dispute resolution
- costs for optional specific services
- payment terms and conditions
- reserve fund and future liability requirements
- resource contribution from the Township
  - capital
  - equipment
  - services

### **Governance**

- process for opting-in and out of specific services
- strategies for risk management
- provision of insurance coverage and handling of claims
- suggested performance indicators to determine service level compliance
- schedule for contract review

### **Implementation/End of Service**

- transition plan for start up
- transition plan for end of service

### **Term**

- length of contract
- renewal options

## **8.0 EVALUATION PROCESS**

This RFP process will consist of four (4) phases: the Proponent Discovery Phase, the Proponent Qualification Phase; the Proposal Validation and Due Diligence Phase; and the Contract Negotiation and Finalization Phase.

### **Phase One: *Proponent Discovery Phase***

A proponent site meeting will be held to answer questions and provide clarification to potential proponents. The meeting results will be documented and a written summary of all questions and clarification will be provided.

#### Proponent Meeting:

**Location:** Township of Esquimalt Municipal Hall  
1229 Esquimalt Road, Esquimalt, BC  
Wurtele Room, 2<sup>nd</sup> Floor

**Date and time:** March 17, 2011 10:00 am PST

Please email the Chief Administrative Officer 24 hours in advance of the Proponent Site Meeting, stating the number of attendees, if you plan to attend.

### **Phase Two: *Proponent Qualification Phase***

Following the proposal submission deadline, proposals will undergo a preliminary evaluation. Once the preliminary evaluation is complete, proponents will be expected to present their proposal to the Panel. Proponents will have a maximum of 90 minutes for their presentation, of

which a minimum of 30 minutes is to be allocated for question and answer period. Proponents will have 15 minutes for setup prior to the presentation and 10 minutes after the presentation for take down.

Following the preliminary evaluation, the Panel may reject a proposal outright, without making more detailed evaluations or having the proponent make a presentation, if the Panel determines, based on the contents of the proposal, that the proposal does not sufficiently address the requirements of this RFP to warrant further consideration.

The Panel will evaluate proposals received to determine which proposal provides the overall best value to the Township. Best value will be measured by the criteria listed in Section 7.0 Evaluation Criteria.

**Phase Three: *Proposal Validation and Due Diligence Phase***

During this phase clarification on contents of the proposal may be required. Proponents must be prepared to provide detailed explanations on any information contained in their proposal.

During this phase, the Panel may choose to negotiate with an initially preferred proponent, or any proponent, on any aspect of their proposal, including changes to the service to be provided, the service term and financial terms.

Once a preferred proponent is finally identified the Panel will prepare a report recommending a policing and law enforcement model which includes governance to serve the Township and meet the requirements of Section 15 of the Police Act to Township Council.

If Township council approves of the Panel's report, this report will then be forwarded to the Solicitor General and the Director Police Services for review.

Upon approval by the Solicitor General, the Township will move to the Contract Negotiation and Finalization Phase.

**Phase Four: *Contract Negotiation and Finalization Phase***

If the Panel recommends the selection of a preferred proponent and the Solicitor General approves the recommendation, the Township and proponent will then negotiate the form of policing services contract. If negotiations are successful, the contract will then be executed.

While it is expected that most of the negotiations over the form of contract will take place after Solicitor General approval, the Township may choose

to negotiate some aspects of the contract before the Panel report is forwarded to the Solicitor General.

In addition, execution of the contract will not take place until all steps have been completed as necessary to ensure that the provision of policing services to the Township by the Victoria Police Department will cease upon the commencement of the provision of such services by the successful proponent. Alternatively, the contract could be executed, but made conditional upon the completion of such steps.

For clarity, the selection of a proponent does not obligate the Township to execute a contract, and no contractual obligations will arise between the Township and any proponent until a written contract for policing services is duly executed by the Township and all other parties

## **9.0 PROPOSAL REQUIREMENTS**

Proponents shall provide ten (10) bound copies and one electronic copy (must be PDF format) of their proposal.

The proposal should include the following :

- Confirmed receipt of any/all addenda, if applicable
- Signed transmittal letter
- Confirmation that the requirements of Section 15 of the Police Act have been met including minimum level of service required
- Confirmation of mandatory dedicated patrol for the Township
- Inclusion of opting-in/out provisions for specific services
- Provision of a fixed schedule for contract review
- Details of any Township budget limitations
- A process for review of budget including dispute resolution expectations
- Presentation of a policing and law enforcement model which includes governance
- Inclusion of forecast cost estimates

It is important that proposals are clear and provide concise information for ease of reading and comprehensive evaluation results. Proponents are asked to assist the Panel by structuring their proposals in a consistent manner as outlined below.

Proposals should be clearly laid out to address the items listed below.

1. Title page – reference the RFP number and title, the organization’s address, the name and number of the contact person and the date of the proposal.
2. Table of contents
3. Transmittal Letter – a signed letter briefly stating the proponent’s understanding of the services required, benefits they bring to the service and the commitment to perform the services as requested.
4. Executive Summary
5. A section that lists the assumptions that the proponent has assumed in preparing their proposal.
6. A narrative demonstrating the proponent’s clear understanding of the objectives and expected deliverables of the provision of services.
7. Clarification of any items which are excluded from the proposal that may be perceived by the Township to be part of the Scope of Work.
8. Scope of Work – the main narrative of the proposal shall be reflected in these general headings as listed in Section 3 Scope of Work
  - Operational
  - Budget
  - Governance
  - Implementation/end of service
  - Term
9. WCB documentation
10. Insurance documentation
11. Sample form of policing services contract

## **10.0 PROPOSAL ENQUIRIES**

All enquiries related to this RFP are to be directed, in writing, to the person set forth below. Information about this RFP obtained from any other source is not official and should not be relied upon. Enquiries and responses will be recorded and may be distributed to all proponents at the option of the Township.

Laurie Hurst, Chief Administrative Officer  
Township of Esquimalt  
Phone: 250-414-7133  
Fax: 250-414-7111  
Email: [laurie.hurst@esquimalt.ca](mailto:laurie.hurst@esquimalt.ca)

## **11.0 GENERAL INSTRUCTIONS FOR THE PROPONENTS**

### **11.1 NO CONTRACTUAL OBLIGATIONS**

This is a request for proposals only, and not a call for tenders or request for binding offers. Nothing in this RFP is intended to constitute an offer of any kind by the Township and no contractual obligations or relationship (including what the Canadian Courts refer to as "Contract A") shall arise as a result of the submission of a proposal in response to this RFP.

### **11.2 PROPOSAL SUBMISSIONS**

Proposals should be submitted in **TEN** (10) copies, enclosed in a sealed envelope or appropriate packaging addressed to the Chief Administrative Officer, Township of Esquimalt, 1229 Esquimalt Road, Esquimalt, British Columbia, V9A 3P1. The name and address of the Proponent must appear on the outside of the packaging; the packaging must display the Request for Proposal title, due date and time.

**WEDNESDAY, APRIL 20, 2011      TIME: 2:00 p.m. PST**

There will be no public opening of proposals. Proposals will be opened privately by the Panel after the closing time specified for the receipt of proposals. No public announcement of the contents of any Proposal will be made at any time.

Telephoned, e-mailed and faxed proposals will not be accepted.

### **11.3 PROPOSAL CONFIDENTIALITY**

Proponents should be aware that the Township is subject to the provisions of the Freedom of Information and Protection of Privacy

Act (FOIPPA). A proponent may stipulate in their proposal that portions of the proposal contain confidential information and are supplied to the Township in confidence. However, under FOIPPA the Township may nevertheless be obligated to disclose all or part of a proposal pursuant to a request made under that Act, even if the proponent has stipulated that part of the proposal is supplied in confidence. Proponents should review section 21 and other provisions of FOIPPA in order to gain a better understanding of the Township's disclosure responsibilities under FOIPPA.

11.4 PROPONENT COSTS

Proponents are solely responsible for their own expenses in preparing a proposal and with respect to any subsequent negotiations.

11.5 OWNERSHIP OF PROPOSAL DOCUMENTS

All proposals and other documents and materials submitted to the Township in response to this RFP or as part of any subsequent negotiation shall become the sole and exclusive property of the Township and shall not be returned.

11.6 NO INFORMAL CONTACT WITH TOWNSHIP OR PANEL

Except to the extent expressly permitted or contemplated in this RFP, if any director, officer, employee, agent or other representative of a proponent makes any verbal or written communication in any form to any Panel member, the Township Mayor or any Councillor, officer or employee of the Township with respect to this RFP, whether before or after the submission of the Proposal, the Township may reject the Proposal.

11.7 RFP MODIFICATIONS

The contents of this RFP set out the Town's currently intended process. However, the Township may at any time choose to modify the process set out in this RFP, including the scope of the services sought. Where the process is modified prior to the closing time for proposal submissions, the Town intends to post Addenda on its website at [www.esquimalt.ca](http://www.esquimalt.ca). It is the sole responsibility of proponents to make sure that they are in receipt of all addenda prior to the RFP closing time.