STAFF REPORT
ACTION REQUIRED

Procurement Authorization – Computer Aided Dispatch/Automatic Vehicle Location (CAD/AVL) System

Date:	January 21st, 2016
To:	TTC Board
From:	Chief Executive Officer

Summary

The purpose of this report is to obtain authorization for the award of Contract No C25PW15793 for the procurement of a Computer Aided Dispatch/Automatic Vehicle Location (CAD/AVL) System for the VISION (Vehicle Information System and Integrated Operations Network) Implementation Program to Clever Devices Canada ULC in the Total Contract Price amount of $77,415,304.98 (including HST) in Canadian funds, with a duration of 10 years from the execution of the contract, on the basis of highest total weighted score.

An allowance in the upset limit amount of $4,000,000.00 is recommended to be included in the amount to be approved by the Board to cover costs associated with options, changes and spares which will be issued as Contract Amendments in accordance with the Authorization for Expenditure Policy when required during the term of the contract.

Recommendations

It is recommended that the Board:

1. Authorize the award of Contract No. C25PW15793 for the Computer Aided Dispatch/Automatic Vehicle Location (CAD/AVL) System for the VISION (Vehicle Information System and Integrated Operations Network) Implementation Program to Clever Devices ULC in the Total Contract Price amount of $77,415,304.98 (including HST) in Canadian funds, with a duration of ten (10) years from the Contract Execution, on the basis of highest total weighted score;

2. Authorize an allowance in the upset limit amount of $4,000,000.00 to cover costs associated with options, changes and spares which will be issued as Contract Amendments in accordance with the Authorization for Expenditure Policy; and,

3. Authorize the Total Amount of $81,415,304.98 (including HST) for the procurement of the CAD/AVL System.

Financial Impact

Sufficient funds for the initial Capital Cost of $57,161,410.02 and first years maintenance are included in the Toronto Transit Commission's (TTC) 2015 – 2024 Capital Budget under the CAD/AVL System project, as noted on page numbers 955-957, as approved by the City of Toronto Council on March 10th/11th, 2015 for the project.

Submissions will be made in the future Operating Budget for the annual maintenance costs totaling $14,887,532.44 for the remaining nine (9) years of the contract period.

The contract will be administered based on the terms included in the Contract Documents.

The Chief Financial and Administration Officer has reviewed this report and agrees with the financial impact information.

Decision History

The subject matter of this report is in support of the TTC's Capital Program for the implementation of the CAD/AVL System as part of the TTC's current modernization efforts.

Issue Background

CAD/AVL Program

As part of ongoing modernization initiatives, the TTC will transform the way in which it manages its surface fleet of buses and streetcars by implementing a new CAD/AVL System through the newly renamed VISION (Vehicle Information System and Integrated Operations Network) Implementation Program supported by Organizational Change Management/Communications to implement new business processes to fully take advantage of the capabilities offered by the new system.

The TTC's current Communications and Information System (CIS) is a first generation CAD/AVL System providing: mobile communications; computer aided dispatch and automatic vehicle location services. The CIS system provides data and voice communications, connecting the bus and streetcar fleets with 11 Divisional Control Offices and the Transit Control Centre. The CIS is primarily used for life-safety, emergency response and co-ordination, route management as well as providing data feeds to support the Next Vehicle Arrival System and City of Toronto Open Data initiative:

(http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=9e56e03bb8d1e310VgnVCM10000071d60f89RCRD).

The CIS System is based on technology that is over 30 years old, the operation of which has been extended through the State of Good Repair program.

As such, the current system has significant limitations including:

- *Hardware supply* – The original supplier for CIS' on-board TRUMP units is no longer in business, and the TTC cannibalizes and custom-builds units to maintain a sufficient working inventory;
- *Technology* – CIS has been refreshed over the past 30 years, but maintains a data architecture and technology that is dated by modern standards. The system is closed and integration to it is cumbersome and costly. Automatic Passenger Counters, Next Stop Announcements, On-board Camera System and Transit Signal Priority are not integrated to the CIS TRUMP resulting in missed synergies. Furthermore, there are many functions that modern day systems provide that CIS does not (further outlined below);
- *System administration* – Operating and administering CIS involves a fair amount of manual processes. As an example, ingesting TTC schedules, which must be done every board period, requires dedicated staffing. The data generated from the system is limited and difficult to access, also requiring dedicated staffing;
- *Communications* – CIS is considered a life-critical system to the TTC because it provides communication to the operator in the event of an emergency. CIS communicates using UHF radio technology and Bell Canada's CDMA cellular network. Bell has indicated that the CDMA network will be sunset as early as January 2017, resulting in a reduction in redundancy and reliability of the communications provided by CIS; and
- *Processes* – many aspects of TTC's operations are still manual due to the limited functionality of CIS as it compares to a modern system. Notably, operator workflow at sign-in is unsupported through the existing system. Similarly, yard management is completely manual. Also, many administrative tasks are manual – for example, updating vehicle next-stop announcements involves going to each vehicle with a USB stick as opposed to using the wireless LAN capabilities currently being implemented at the TTC's garages.

In 2012, the Commission engaged IBI Group through a competitive Request for Proposal (RFP) process to review the status of the current CIS System and develop a Way Forward Report that provided:

1) A strategy for renewal of transit technology systems with a 20-year outlook, in the context of total cost of ownership;

2) A technology direction that will meet the needs of the business; and,

3) Implementation and migration strategies to transition from the existing CIS to the new system, while maintaining the continuity of operations.

The Way Forward Report recommended that the TTC purchase and implement a new CAD/AVL System to deliver the required functionality to stay current with technology and leverage industry best practices to achieve the organization's goals and objectives. In addition to addressing CIS' gaps outlined above, a new CAD/AVL System would modernize the TTC, including providing the following high-value functions not presently available to the organization:

- *Enhanced dispatch and control* – Route Supervisors stationed in control rooms will have access to more accurate information about vehicle location and performance. They will automatically be notified for vehicles meeting certain exception thresholds (e.g. behind schedule more than 5 minutes, covert alarm activated, hot engine alarm). They will employ powerful service adjustment tools, not available in CIS, to enact changes to service – and critically, customer information will be disseminated accordingly.

- *Automated operator workflow* – Operators arriving to a division will use an automated kiosk to sign-in for work and receive their daily assignment, vehicle location and service notices (presently this is done manually). Rather than having to log onto multiple devices on the vehicle, the operator will tap their ID card and automatically be logged on. They will complete the circle check on the modern data terminal – relevant issues will automatically generate work orders for maintenance;

- *Yard management* – Today, TTC employees regularly walk the depots to capture where vehicles are parked and manually assign them to service. CAD/AVL will be capable of tracking vehicles within the depots and automatically use the maintenance schedules and service assignments to guide departing operators to vehicles and returning vehicles to parking spots;

- *Big data* – CIS generates heavy amounts of data that is difficult to process and consume. The CAD/AVL system will have built-in dashboards and reporting to support organizational KPI reporting as well as investigating trends and issues. Using modern data integration, CAD/AVL will feed performance data back to the scheduling system so as to optimize service schedules on an on-going basis. Similar integration of data will be achieved with TTC's Vehicle Maintenance (IFS) system to support improved vehicle maintenance and asset utilization; and

- *Improved customer information* – CAD/AVL will significantly improve the quality and avenues through which customers can access service information. First, data quality will be substantially increased due to more reliable vehicle communications as well as incorporation of service adjustments such as

detours. Secondly, new customer communication channels will become available:

- Personalized next-vehicle e-mail notifications;
- Mobile applications for iOS and Android devices;
- Service alerts (such as those shown on TTC.ca) will automatically be announced on buses and streetcars; and
- Open Data, in the form of GTFS-Realtime, will allow third party developers including Google to innovate in ways not yet envisioned, further broadening customer reach.

As a result of the recommendation of the Way Forward Report, the TTC put in place a program to acquire a new CAD/AVL System and to optimize/re-engineer business processes across the TTC to take advantage of the capabilities delivered by the new system under the VISION (Vehicle Information System and Integrated Operations Network) Implementation Program.

In 2014, a second contract was awarded to IBI Group, through a competitive RFP process to serve as Governance Consultant Advisors to the TTC CAD/AVL Program now the VISION (Vehicle Information System and Integrated Operations Network) Implementation Program. The three main components of this contract are consulting services to support:

1) Program Initiation and System Procurement
2) Proof of Concept and System Delivery
3) CAD/System Deployment to bus and street-car fleet

Comments

Procurement Process

In January 2015, the TTC issued a Request for Information (RFI) for a CAD/AVL System to gather information on the current capabilities of CAD/AVL Systems available within the market place and solicit feedback from CAD/AVL System vendors prior to finalizing the set of requirements to be published as part of the RFP for the CAD/AVL system. The TTC received 8 responses to the RFI, out of which 6 participated in the RFP process. The information provided in the responses was taken into consideration and a comprehensive scope of services was prepared and included as part of the RFP for the CAD/AVL system.

A RFP was publicly advertised on the MERX Web site as of June 11, 2015. Forty-nine companies downloaded copies of the proposal documents, out of which seven submitted a proposal by the closing date of September 10, 2015. It should be noted that out of the forty-nine companies that downloaded copies of the RFP, only seven were major CAD/AVL suppliers. The majority of the remaining companies downloaded the RFP documents for information purposes as they consisted of potential sub-contractors to the

seven major CAD/AVL suppliers. Six addenda were issued during the proposal period, which included updates to the RFP.

Evaluation Process

An Evaluation Team consisting of six (6) members, four (4) representing the Information Technology Services Department (ITS), one (1) member from the Bus Transportation Department, and one (1) from the Materials and Procurement Department, along with Subject Matter Experts from Bus Transportation Department, Bus Maintenance Department, Information Technology Services (ITS) Department, and from Strategy and Service Planning Department, evaluated the qualitative portion of the proposals in accordance with the criteria set out in the RFP and attached as Appendix A.

The recommendation for award is based on the highest total weighted score. The evaluation of proposals was based on a five stage, two envelope process consisting of both qualitative and pricing components as set out in the proposal documents. The evaluation criteria for each of the five stages of evaluation are summarized as follows:

1) Stage 1 – Commercial Compliancy - involved a commercial compliancy review of the contents of the Proposal submissions to assess its compliance with the terms and conditions of the Proposal Documents, including whether all documents required to be submitted have been appropriately submitted. Proponents must meet the requirements of Stage 1 in order to continue to Stage 2 of the evaluation.

2) Stage 2 – Technical Evaluation – consisted of a qualitative technical evaluation based on the pre-established evaluation criteria and weighting. Proponents were required to achieve a total minimum of 49 points out of the maximum 70 points available for this Stage 2 in order to be considered qualified to move onto Stage 3 and 4 of the evaluation process. This stage included the evaluation of any proposed variations by the Proponent to the Master Services Agreement (MSA) and Statements of Work (SOW) documents that were included in the RFP.

3) Stage 3 – Demonstration Evaluation – consisted of a technical evaluation of demonstration scenarios based on pre-established evaluation criteria and weighting. Proponents were scored out of a maximum 5 points available for this Stage 3.

4) Stage 4 – Pricing Evaluation - Pricing information was required to be submitted in a separate sealed envelope which would only be opened upon the successful completion of Steps 1 through 3 described above. Proponents were scored out of a maximum of 25 points available for this Stage 4 allocated as follows:

    a. 24.5 points for the Grand Total for the Core System
    b. 0.5 points for the Composite All-Inclusive Blended Hourly Billing Rate

5) Stage 5 – Contract Negotiation - The total weighted score was calculated as a sum of the weighted qualitative score and the weighted pricing score from Stages 2 to Stage 4. The Proponent with the highest total weighted score would be selected to enter into negotiations with TTC. During negotiations, only those items where the Proponent had submitted proposed variations to the MSA and SOW would be discussed. Where the Proponent had not marked-up a term or condition of the MSA and SOW, the Proponent was deemed to have agreed to the term, condition or requirements as proposed by TTC.

Results

All Proposals received were reviewed for commercial compliancy during Stage 1 and all proposals that were compliant were rated by the evaluation team. All seven Proponents met the requirements of Stage 1 and continued to Stage 2 of the evaluation process.

Submissions from the following companies were received:
1. Clever Devices Canada ULC
2. INEO Systrans Inc.
3. INIT Innovations in Transportation Inc.
4. Scheidt and Bachmann Canada Inc.,
5. Strategic Mapping Inc.
6. Trapeze Group, and
7. Xerox Business Solutions Canada Inc.

Clever Devices Canada ULC, INEO Systrans, INIT Inc., Scheidt and Bachmann Canada Inc., Trapeze Group, and Xerox Transport Solutions Inc., met the requirements of Stage 2 and continued to Stages 3 and 4 of the evaluation process. One company, Strategic Mapping Inc., failed to meet the requirements of Stage 2 and was not evaluated further.

Clever Devices Canada ULC had the highest total weighted score and was selected to move onto Stage 5 of the evaluation process. During negotiations with Clever Devices Canada ULC, the major points of discussion centred on price, schedule, and milestone payments. TTC was able to reach an acceptable agreement on all points as well as a cost avoidance of $2.5 million, which is a reduction to the initial Grand Total pricing submitted by Clever Devices ULC.

Clever Devices Canada ULC had the highest total weighted score, came to an acceptable agreement with significant cost savings with the TTC, and is therefore recommended for award of the contract.

Clever Devices Canada ULC has not previously worked for the TTC therefore, reference check and a site visit was completed by TTC staff at Washington Metropolitan Area Transit Authority (Washington DC), which indicated that they have satisfactorily performed work of a similar size and nature in the past.

A Fairness Monitor, Veronica Bila of MNP LLP, was retained by the Commission to provide an independent third party observation to ensure that the procurement process

took place in accordance with the requirements established as set out in the RFP and to ensure fairness and transparency during this process. The final report provided by MNP LLP (Appendix B) confirms the fairness of the process based on their observations.

TTC CAD/AVL Program

TTC will support Clever Devices Canada ULC's design process by providing input and review of all design drawings and documentation. TTC representatives will oversee and sign off on formal testing to ensure that the system delivered is of high-quality and meets the full intent of the RFP. Other elements of the TTC CAD/AVL program outside of the scope of this procurement are:

- Hardware installations – TTC staff will be responsible for installing the Clever Devices hardware according to manufacturer direction on all vehicles and depots;
- Interface development – TTC will build a modern software "middleware" to interface with the vendor system;
- Central system hardware supply – TTC will leverage existing vendor relationships to secure servers, workstations and other necessary hardware;
- Business process optimization – TTC recognizes the opportunity to use technology to transform operations and as such, has begun to analyze, optimize, and where necessary, re-engineer business processes across the organization;
- Change management – In line with the business process optimization activities, TTC will evaluate impact on roles and responsibilities of key staff; and
- Training – Clever Devices will be responsible for training TTC trainers, who will in turn roll out the system training across the organization.

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Attachments

Appendix A – Proposal Evaluation Criteria
Appendix B – Fairness Monitor Report

APPENDIX A

PROPOSAL EVALUATION CRITERIA

Contract Title: **Supply of CAD/AVL System and Implementation Services**

Proposal No.: **P25PW15793**

A. CORPORATE QUALIFICATIONS
- **Background and Capabilities**
- **Number of Years in Business**
- **Depth of Proposed Available Resources at Proponent's Office, by Discipline**

B. PROJECT TEAM QUALIFICATIONS/EXPERIENCE
- **Number of Years Related Working Experience**
- **Number of Years of Direct Experience**
- **Technical Qualifications**
- **Capsule CV Description / Relevant Experience by Project**

C. DETAILED REQUIREMENTS SUMMARY
- **Functional Requirements**
- **Communications**
- **Engineering and Design**
- **Implementation**
- **Quality Assurance**
- **Warranty Support**
- **MSA**

D. PRESENTATIONS / DEMONSTRATIONS
- **Demonstration**

Appendix B
Fairness Monitor Report

Fairness Opinion for the Toronto Transit Commission

Supply of CAD/AVL System and Implementation Services

Request for Proposal No. P25PW15793

December 15, 2015

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December 15, 2015

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RE: Fairness Opinion of RFP No. P25PW15793 – Supply of CAD/AVL System and Implementation Services Procurement Process

Introduction

MNP LLP ("MNP" or "We") have been appointed by the Toronto Transit Commission ("the TTC") as Fairness Monitor to oversee the procurement process for Request for Proposal ("RFP") No. P25PW15793 for the Supply of a CAD/AVL System and Implementation Services ("the Project"). As Fairness Monitor, we are an independent and impartial third party whose role is to observe and monitor the procurement process to ensure the openness, fairness, consistency and transparency of the process. The procurement process includes communication, evaluation and decision-making associated with the project.

The Project is for the provision of a computer aided dispatch and automated vehicle location ("CAD/AVL") system, and related implementation, hardware supply and certain ongoing support services. The Project is for services and deliverables with respect to the following key features of the CAD/AVL System for bus and streetcar operations: Robust life-safety TETRA radio and cellular communication system (voice and data); CAD/AVL and route management tools; Real-time predictions of arrivals and departures at stops for customers; Vehicle location information to third parties through a real-time data feed; Automatic vehicle health monitoring and condition reporting to support maintenance; Historical reporting of service performance; Integration with TTC Enterprise Data system for service level reporting and dashboards; Integration with TTC's IFS (maintenance management system); On-board Automatic Passenger Count integration; and a Yard management system.

The TTC utilized a two-stage approach for the procurement of the Project. A Request for Information ("RFI") process was completed to obtain market and industry research. The information that was gathered from the RFI process was incorporated into the RFP.

MNP was appointed as Fairness Monitor subsequent to the RFI process and monitored the RFP procurement process only.

Limitations and Disclosure

We have limited the scope of our work to documents provided by the TTC and are not providing an opinion on the accuracy of the information contained within. In addition, MNP was not involved with the development or review of the project's scope of work.

We do not assume any responsibility or liability for losses incurred by any party as a result of the use of our work. We reserve the right (but will be under no obligation) to review all information included or referred to in this Fairness Opinion and, if we consider necessary, to revise same in light of any facts which become known to us subsequent to the date of presentation of same.

RFP Procurement Process

The RFP procurement process was comprised of the following steps:

- Development of the RFP, including detailed project requirements and specifications, mandatory and rated criteria, evaluation process and weightings.
- Issuance of the RFP on the MERX website.
- Non-mandatory Pre-Evaluation Site Visits held to explain the RFP evaluation and selection process to proponents and to visit bus and streetcar garages.
- Issuance of six addendums and five question and answer documents.
- Establishment of the Evaluation Team.
- Training of the Evaluation Team on the technical and demonstration evaluation process and guidelines by the Senior Contract Administrator.
- Evaluation of RFP proposal submissions received by seven proponents, including evaluation of mandatory commercial submission requirements (pass/fail), rated technical criteria, mark-up of the Master Service Agreement, and demonstrations.
- Evaluation of price proposal submissions.

During the entire procurement process, the Senior Contract Administrator (Project Procurement, Materials & Procurement Department) was involved to ensure that the procurement process and the RFP evaluation and selection criteria were adhered to.

Fairness Monitoring Principles

The following are the fairness monitoring principles that have been applied in our approach to fairness monitoring of the RFP procurement process:

- Proponents have the same opportunity made available to them to access project information.
- The information made available to proponents is sufficient to ensure that each proponent has the full information of the nature of the services sought under the RFP process.
- The criteria established in the RFP documents truly reflect the needs and objectives in respect of the services and work to be provided.

- The evaluation criteria and evaluation process are established prior to the evaluation of submissions.
- The evaluation criteria, RFP and evaluation process are internally consistent and in accordance with the organization's procurement policies and procedures.
- The pre-established evaluation criteria and evaluation process are followed.
- The evaluation criteria and evaluation process are consistently applied to all proponent submissions and presentations.

Scope of Review

In preparing our fairness opinion, we have reviewed, and where applicable, relied upon, the following information and documents:

1. City of Toronto Purchasing By-law, Chapter 195.
2. City of Toronto Financial Control By-law, Chapter 71.
3. TTC Procurement Policy.
4. TTC Conflict of Interest Policy.
5. RFI No. R25PW15721, including RFI addendum and question and answer documents.
6. RFP No. P25PW15793 dated June 11, 2015.
7. RFP Addendum #1 to #6 issued July 27, August 11, August 13, August 20, August 27 and September 3, 2015.
8. Question and Answer documents #1 to #5 issued July 6, July 27, August 11, August 20 and August 31, 2015.
9. Pre-Evaluation Meeting Presentation dated July 8, 2015.
10. Pre-Evaluation Meeting Minutes dated July 27, 2015 and revised Meeting Minutes dated August 11, 2015.
11. Evaluation Training Presentation dated September 17, 2015.
12. RFP Evaluation Scoring Template.
13. Listing of proposal submissions received and evaluation of the Mandatory Commercial Submission Requirements by the Materials and Procurement Department.
14. Evaluation Team member signed Conflict of Interest Declarations.
15. Consensus Evaluation Scoring of short-listed proponents eligible to proceed to demonstration evaluation.

16. Notification letters to short-listed proponents.

17. Demonstration Evaluation Scoring Template and Guideline.

18. Final Consensus Evaluation Scoring containing scoring of the rated technical criteria and price, ranking all proponents.

Fairness Approach

Our role as Fairness Monitor consisted of observing and monitoring the procurement process utilized by the TTC in order to ensure the openness, fairness, consistency and transparency of the communication, evaluation and decision-making processes. Specifically, our responsibilities were to:

1. Review and understand the TTC's procurement policies, processes and procedures.

2. Review various documents and information, such as the RFP documents, addendum and any correspondence between the TTC and the proponents.

3. Review the evaluation criteria with respect to clarity and consistency.

4. Attend the pre-evaluation meeting and site visits.

5. Observe and monitor the technical, presentation and price evaluation team meetings in the capacity of Fairness Monitor to ensure the procurement process was conducted according to the criteria as set out in the RFP and that the evaluation team conducts itself in an appropriate manner and free from conflict of interest.

6. Identify situations and issues which may compromise the evaluation process and which may result in complaints about the procurement process, and provide advice on resolving complaints.

7. Review final evaluation results for overall fairness and process integrity, including ensuring evaluation methodology was adhered to.

8. Prepare a report describing the procurement process followed, including an opinion on the fairness of the procurement document and evaluations.

9. Provide advice and assistance when requested.

10. Attendance at debriefing meetings when requested.

RFP Proposal Submissions

The RFP was issued on Merx on June 11, 2015 and was downloaded by 42 companies. Prior to the RFP closing date of September 10, 2015, proponents were permitted to submit clarifications and questions, which resulted in the TTC issuing six addendums and five question and answer documents. In addition, the TTC held a non-mandatory Pre-Evaluation Meeting and Site Visit on July 8 and 9, 2015 to explain the RFP evaluation and selection process to proponents and to visit select bus and streetcar garages.

The Evaluation Team was selected, consisting of five core team members and six subject matter experts. The Senior Contract Administrator conducted training for the full Evaluation Team explaining the evaluation process, criteria, scoring template and rating methodology as described in the RFP. Each member of the

Evaluation Team signed a conflict of interest declaration, stating that no conflicts were identified with the proponents who submitted proposals.

Upon RFP closing, the TTC received seven proposal submissions. The Commission Services Department assessed the seven submissions to determine proponents' adherence to the Mandatory Requirements and completeness of the submissions. All seven proponents passed the mandatory requirement evaluation.

Consensus scoring evaluations of the technical requirements took place from October 1 to 14, 2015 for all seven proponent submissions. Upon completion of this consensus scoring, six proponents scored the minimum percentage points and were considered qualified to proceed to the demonstration evaluation stage. Demonstrations took place October 29 and 30, and from November 3 to 6, 2015. The Senior Contract Administrator conducted training for the Evaluation Team explaining the scoring for the demonstrations prior to the proponent demonstrations taking place.

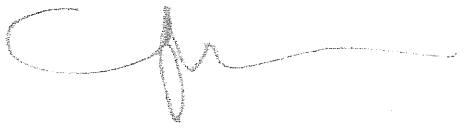
The pricing proposals were obtained from the Commission Services Department and the six qualified proponents' pricing proposals were opened by the Senior Contract Administrator on November 10, 2015. The pricing evaluations were completed and the overall ranking of the proponents was determined. The TTC entered contract negotiations with the highest ranking proponent, as outlined in the RFP.

Fairness Conclusion

Based on the information and documents reviewed, meetings attended and observed, and discussions with the Evaluation Team and the Senior Contract Administrator, the procurement process for RFP No. P25PW15793 has been open and fair, and in accordance with the TTC procurement policy and the evaluation process methodology, criteria, scoring and weighting within the RFP.

Yours truly,

MNP LLP



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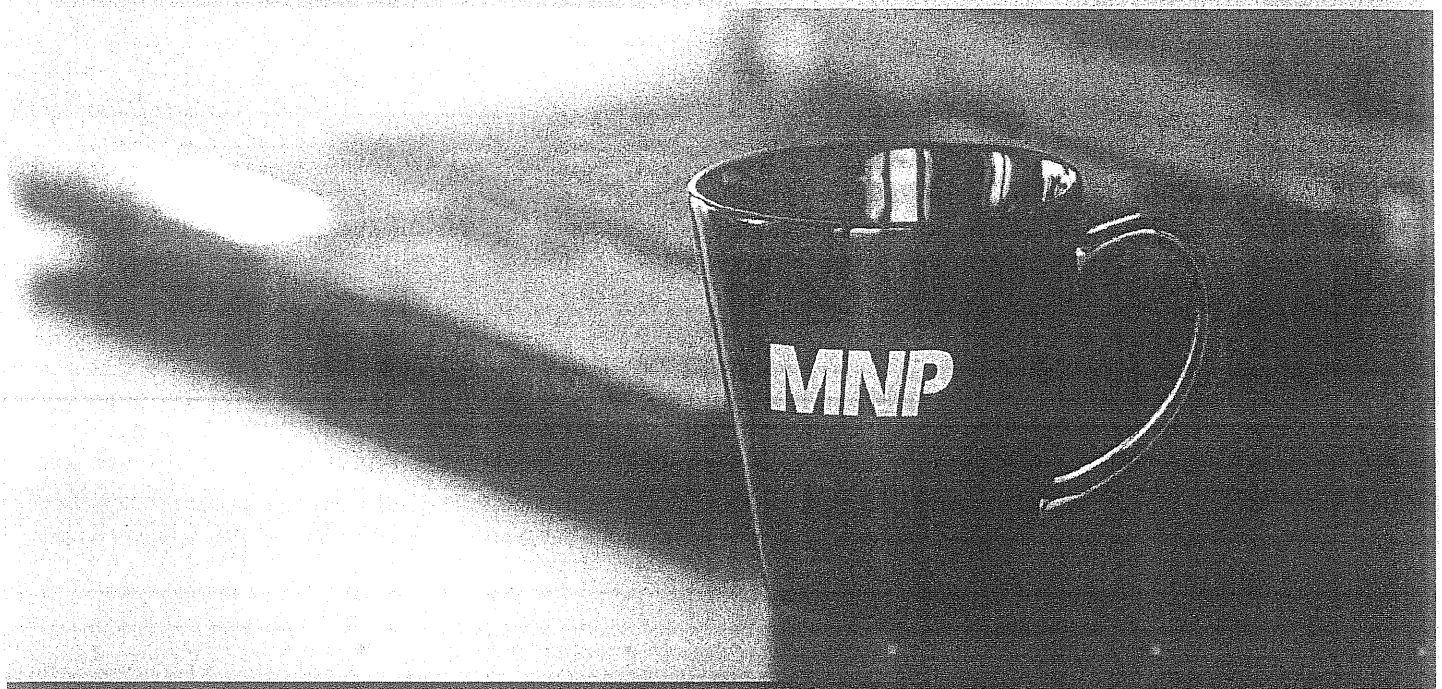

ABOUT MNP

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