

HALIFAX

P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 15.1.3
Halifax Regional Council
May 21, 2019

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed by 
Jacques Dubé, Chief Administrative Officer

DATE: May 1, 2019

SUBJECT: Award – Sole Source, Commissionaires Nova Scotia

ORIGIN

The expiry of prior contracts with Commissionaires Nova Scotia

LEGISLATIVE AUTHORITY

Under the HRM Charter, Section 79 (1) Halifax Regional Council may expend money for municipal purposes.

The recommended contract award complies with all of the pre-requisites for awarding contracts as set out in section 34 of Administrative Order 2016-005-ADM, the *Procurement Administrative Order*.

Section 25 of the *Procurement Administrative Order* provides that:

- (1) A Sole Source purchase is a contract made with a vendor for the supply of Goods, Services, Construction or Facilities without going through a competitive process.
- (2) A Sole Source purchase shall be negotiated or the result of a call for bids, or a combination thereof.
- (3) A Sole Source Purchase may occur for the procurement of Goods, Services, Construction or Facilities from a public body or a not-for-profit corporation;

Article 504(11) (v) of The Canadian Free Trade Agreement states that the internal trade obligations contained in the agreement are not applicable to purchases from philanthropic institutions, non-profit organizations, prison labour, or natural persons with disabilities;

Section 36 of the *Procurement Administrative Order* provides that Halifax Regional Council may approve contract awards of any amount.

RECOMMENDATION ON PAGE 2

RECOMMENDATION

It is recommended that Halifax Regional Council:

- a) Award a sole source contract to Commissionnaires Nova Scotia for the provision of Security Services at **Halifax Public Gardens**, renewable annually for a period not to exceed 10 years at an approximate annual cost of \$60,000 including net HST
- b) Award a sole source contract to Commissionnaires Nova Scotia for the provision of **Mail Room** support, renewable annually for a period not to exceed 10 years at an approximate annual cost of \$60,000 including net HST
- c) Award a sole source contract to Commissionnaires Nova Scotia for the provision of Security Services at **Halifax City Hall**, renewable annually for a period not to exceed 10 years at an approximate annual cost of \$151,000 including net HST
- d) Award a sole source contract to Commissionnaires Nova Scotia for the provision of Gate openings and closings for 20 **Municipal parks**, renewable annually for a period not to exceed 10 years at an approximate annual cost of \$66,000 including net HST
- e) Direct the CAO to execute the contracts subject to terms and conditions agreeable to the Municipality and approved to form and authority by Legal Services.

BACKGROUND

Commissionnaires Nova Scotia (formally the Corps of Commissionnaires) is a private not-for-profit organization which provides security and security related services for federal and provincial facilities, utilities and commercial buildings.

Captain Edward Walter, a retired officer of the Crimean War, founded The Corps of Commissionnaires in England in 1859 to help veterans make the difficult transition back to civilian life and employment. They founded in Canada in 1925 following the First World War when there was no social safety net for soldiers who, upon completion of their service, found themselves without employment. Commissionnaires was created, first in Montreal, then in Toronto and Vancouver to look after these men and women and provide them with transitional or permanent jobs, primarily in the security field. In the early years, these jobs most frequently involved guarding government institutions. From 1925 to 1948, Commissionnaires expanded all across Canada. There are now 16 divisions representing all the provinces of Canada and three territories. Although initially Commissionnaires employed only ex-military and ex-RCMP, not all current Commissionnaires are former Canadian Forces or RCMP personnel.

Commissionnaires NS has provided security and police support services to the Municipality and its' former Municipal units for several decades.

Currently, Commissionnaires NS provides security and administrative support to Halifax Regional Police, and Halifax Transit under separate defined term contracts as well as Halifax City Hall, and Halifax Public Gardens and Mail and Courier Services for Corporate Communications.

DISCUSSION

The most recent contracts held by Commissionnaires Nova Scotia for City Hall, Public Gardens, Mail Services and Park Opening and Closing were executed by the former CAO in 2016 and have since expired.

The services provided by Commissionnaires Nova Scotia at City Hall, Mail Services and Public Gardens are unique as they combine the requirements of security, administrative services and public facing customer service. Past solicitations have indicated that due to their hiring policies in relation to Armed Forces and Peace Officers, Commissionnaires are unique in the marketplace as it relates to providing resources with a high level of administrative skills and experience and in dealing with the public while providing a secure presence.

The Commissionnaires have been providing gate open and close services (under an extension to their Public Gardens contract) for since 2017. The relationship with Commissionnaires related to this scope of work has

resulted in substantial savings when compared to the previous service provider.

Per the legislative authority section of this report, the Procurement Policy and related Trade Agreements allow that as a not for profit corporation, the services of the Canadian Corps of Commissionnaires may be obtained via a sole source arrangement, without the need for a competitive procurement process.

Administrative Order 2016-005-ADM (which was not in place at the time the previous contracts were signed) requires that the authority to approve contracts be based on the value of the contract including options. For each of these contracts, this value exceeds the authority of staff.

City Hall

City Hall Commissionnaires provide security, reception, public information and support ceremonial services at City Hall. Security functions include access control; assistance as required with investigations, liaison with HRP, camera monitoring, patrol of the interior and exterior of City Hall and Grande Parade, and addressing safety concerns for the City Hall group, HRM staff and visitors. At the City Hall Site, Commissionnaires also act as the first contact for people who want to have access to City Hall, staff and officials and as such play a public facing role. Commissionnaires have other responsibilities including administrative tasks. A Commissionnaire also acts at the Sergeant-at-Arms for Council meetings, VIP visits and ceremonial functions requiring the knowledge and application of protocol and ceremony.

Mailroom Services

Under the supervision of HRM staff, the Mailroom Commissionnaire is responsible for the accurate and timely processing of all mail both internal and external for employees of HRM. The commissionnaire ensures that mail is sorted for multiple pick-ups by numerous couriers daily, processes all outgoing mail for Canada Post, delivers internal mail and pickup for City Hall, Duke Tower and other locations as required and ensures that mailing supplies are adequate, and equipment is operating properly,

Public Gardens

Commissionnaires at the Public Gardens ensure the safety of the public and enforce the rules and regulations of the Public Gardens. They also assist with special events and access to the bandstand. On-site Commissionnaires open and close the Gardens from April through November, performing a foot patrol of the entire gardens at the end of each day to ensure no one is locked within the Gardens. During the winter they provide mobile patrol services to open and close the gates as required,

Park Opening and Closing

The Commissionnaires Mobile Patrol Services provide mobile resources to unlock and open park gates and some restrooms (some are unlocked by cleaning staff) at prescribed opening times. At the end of the park's day they make a reasonable effort through verbal, sounding of vehicle horn, and vehicle signaling of warning lights that the Municipal Park is about to be closed. In the event that there is an issue outside of these hours (such as a citizen being inadvertently locked inside the park), they provide on-call after-hours response. These duties are performed in 20 parks located in the communities of Halifax, Dartmouth and Bedford, seven (7) days a week for the open season of each park.

FINANCIAL IMPLICATIONS

The costs of these services were included in the 2019/2020 Operating Budget under the following cost centres:

- R102 – City Hall Services
- A124 – Mailroom
- W191 – Gate Openings and Closings
- R850 – Public Gardens

and will be included in the proposed operating budget for the applicable future fiscal year.

RISK CONSIDERATION

There is an operational risk in that some services may not be operationally required during the maximum 10year term. This is mitigated by awarding contracts must be renewed annually. Should any of the services not be required, the corresponding contract will be amended prior to renewal or not renewed.

Contract risks will be mitigated in the final contracts for each of the services.

ENVIRONMENTAL IMPLICATIONS

N/A

ALTERNATIVES

Council could direct staff to publicly procure one, some or all of the requirements included in this recommendation.

ATTACHMENTS

None

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.php> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

Report Prepared by: Stephen Terry, Sr. Procurement Consultant, 902.802.4063

Procurement Review: Original Signed
Jane Pryor, Manager, Procurement, 902.490-4200

Report Approved by: Original Signed by 
Jerry Blackwood, Director Corporate and Customer Services 902-490-6308

Report Approved by: Original Signed by 
Denise Schofield, Director of Parks and Recreation 902-490-6252

Report Approved by: Original Signed by 
Jane Fraser, CFO/Director Finance, Asset Management & ICT 902-490-4630
