



## STAFF REPORT ACTION REQUIRED

### Security Guard Service – Award of Contract

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| <b>Date:</b> | August 16, 2018              |
| <b>To:</b>   | Toronto Public Library Board |
| <b>From:</b> | City Librarian               |

### SUMMARY

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The purpose of this report is to seek Toronto Public Library (TPL) Board approval for an award of contract for security guard service to GardaWorld who achieved the highest total score in the evaluation process as per the TPL's Request for Proposal (RFP).

GardaWorld is a leading comprehensive security service company and is the largest privately owned security firm in Canada. GardaWorld provides security services across Canada, and has a staff of 26,000 across the country and more than 6,000 in the Greater Toronto Area (GTA). They also have 60 mobile security units in the GTA. They offer a very strong recruitment and guard training program. Because GardaWorld is TPL's current security service provider there should be a seamless transition between contracts.

The award is for a three-year period, September 1, 2018 to August 31, 2021, with the option for two one-year renewals, subject to satisfactory performance and at the sole discretion of the City Librarian. The cost of the award is higher than the previous contract because of the inflationary impact of the minimum wage increase, and enhanced services including three additional mobile supervisors. The increase in mobile support will not only provide better and more flexible coverage, but also provide the stationary guards with more supervision and training. The value of the award is based on minimum wage rising to \$15.00 per hour as of January 1, 2019. If the Province revokes the current legislated increase the value of the award will be reduced.

In 2018 the Library engaged Met-Scan Canada Ltd., a security consultancy, to review all security provisions at the Toronto Public Library, including security guard service. The increase in the scope of guard service is in part based on recommendations received as part of this security audit and review undertaken by Met-Scan.

There is a heightened awareness of security requirements across Toronto based on several violent incidents that have occurred in the city this year. A number of these incidents occurred in close proximity to library branches. Overall the number of disruptive, threatening and violent incidents has risen across TPL since the previous contract was awarded. While TPL branches provide a safe and welcoming environment for the public and

staff, it is vital that TPL secure a robust and flexible security guard service that is well trained and able to respond appropriately to the wide range of incidents that occur in the branches.

## **RECOMMENDATIONS**

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The City Librarian recommends that the Toronto Public Library Board approves an award of contact for security guard service to GardaWorld, being the highest scoring proponent meeting the requirements of the Request for Proposal (RFP), for an estimated value of \$11.609 million, excluding Harmonized Sales Tax (HST) – based on the terms and conditions set out in the RFP and in a form satisfactory to the City Solicitor – which is comprised of:

1. a three-year period for a total value of approximately \$6.772 million, comprised of:
  - a. \$2.164 million for the period September 1, 2018 to August 31, 2019;
  - b. \$2.260 million for the period September 1, 2019 to August 31, 2020;
  - c. \$2.348 million for the period September 1, 2020 to August 31, 2021; and
2. two one-year renewals with GardaWorld, subject to satisfactory performance and at the sole discretion of the City Librarian under the same terms and condition, with approximate pricing as follows:
  - a. \$2.394 million for the period September 1, 2021 to August 31, 2022;
  - b. \$2.442 million for the period September 1, 2022 to August 31, 2023.

## **FINANCIAL IMPACT**

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The award of this contract to GardaWorld is for a three-year period, with the option for two one-year renewals, for a total estimated value of up to \$11.609 million as summarized below.

| <b>Service Period</b>                | <b>Cost (\$ Millions)</b> |
|--------------------------------------|---------------------------|
| September 1, 2018 to August 31, 2019 | \$2.164                   |
| September 1, 2019 to August 31, 2020 | 2.260                     |
| September 1, 2020 to August 31, 2021 | 2.348                     |
| <b>Subtotal – First Three Years</b>  | <b>6.772</b>              |
| Additional Optional Years            |                           |
| September 1, 2021 to August 31, 2022 | 2.394                     |
| September 1, 2022 to August 31, 2023 | 2.442                     |
| <b>Subtotal – Optional Years</b>     | <b>4.837</b>              |
| <b>Total</b>                         | <b>\$11.609</b>           |

Note: Totals may not add due to rounding.

The 2018 budget for security guard service is \$1.527 million and the proposed new contract results in a 2018 budget pressure of \$0.182 million can be accommodated in the 2018 operating budget.

The proposed new contract will cost approximately \$2.219 million for the 2019 budget year, which is an increase of \$0.546 million to the 2018 security guard budget. The cost for security services will be included in the 2019 operating budget submission.

The value of the award is based on minimum wage rising to \$15.00 per hour as of January 1, 2019. If the Province revokes the current legislated increase the value of the award will be reduced.

The Director, Finance & Treasurer has reviewed this financial impact statement and is in agreement with it.

## **ALIGNMENT WITH STRATEGIC PLAN**

The provision of security guard service aligns most closely with Strategic Plan priority #6 *Transforming for 21<sup>st</sup> Century Service Excellence*.

## **ISSUE BACKGROUND**

Security guard service not only increases safety for the public, the staff, and the property of the Board, it also ensures that branches are able to provide excellent customer service in a welcoming environment. Security guard service is a visible, proactive, and preventative presence that is part of a wider suite of security measures, and is an important component of the Board's responsibilities as an employer and as an operator of public spaces. Toronto Public Library employs three strategies in providing a safe and welcoming environment that include:

- A **proactive** approach focusing on safety, facility improvements, staff training, community partnerships and, in certain locations, an onsite security guard;
- **Preventative** measures to maintain order and a welcoming environment that may involve the use of an onsite security guard;
- A **reactive** approach to specific incidents, most often involving staff response and the support of mobile guards and police.

The Library currently provides security guard services at 32 branches on a regularly-scheduled basis; however, this number can fluctuate based on service requirements and branch closures. In addition, a dedicated mobile security supervisor can be dispatched to library locations on an as-needed basis. Additional security services can also be scheduled at any of the Library's 102 facilities if required.

In 2018 the Library engaged Met-Scan Canada Ltd., a security consultancy, to review all security provisions at the Toronto Public Library including security guard service. The interim report made a series of recommendations that related to the scope of security guard service that were included in the RFP.

There is a heightened awareness of security requirements across Toronto based on several violent incidents that have occurred in the city this year and a number of these incidents occurred in close proximity to library branches. In addition, incident reports requiring security guard support have increased over the life of the current contract.

While TPL branches provide a safe and welcoming environment for the public and staff, it is vital that the TPL secure robust and flexible security guard service that is well trained and is able to respond appropriately to the wide range of incidents that occur in the branches.

## **COMMENTS**

### **Security Consultant Recommendations**

One of the key observations from the security consultant regarding the guards that are stationed in the branches is the need for additional supervision and training. Currently the supervision of all stationary guards, apart from those at the Toronto Reference and North York Central libraries, is the responsibility of a single mobile supervisor. Given the size of the city and the number of branches with guards, it is currently impossible for a single mobile supervisor to provide adequate performance management and training. A further related recommendation was the need to increase the flexibility and speed of response by the mobile supervisor. Currently, with only one mobile supervisor assigned to TPL, they cannot provide prompt response to a branch that is in need of security support.

The consultant has recommended that the number of mobile supervisors be increased from one to four. The proposed increase to four mobile supervisors will decrease the ratio of guards to supervisors from approximately 30:1 to 8:1, which is within industry standards. Not only will the increase in supervisors result in much better performance management, it will give a greater opportunity for guard training. Furthermore, by adding three mobile supervisors TPL will be dramatically increasing its capacity to respond to an immediate need for branch support and guard back-up. The recommendations to increase the number of mobile supervisors to four was included in the scope of RFP and is the main reason that the cost of the contract has increased. Another reason for the contract cost increase is the recent increase in the minimum wage.

Four mobile units will be dedicated to the TPL account and will be available to provide additional guard services when required. Currently TPL is required to hire guards for single or short-term assignments for branches that have short-term security requirements. The need to deploy ad hoc high profile guards to support branches has increased significantly in 2018 due to a range of security related issues. In some cases Toronto Police Services paid duty officers have been used to provide this support. With more mobile units available, TPL will be able to deploy these forces to temporary locations as part of the contract and, as a result, it is expected that the cost for temporary ad hoc security guards will diminish.

The security consultant also made recommendations to improve the selection of a security guard firm through the evaluation that is conducted as part of the RFP process. The RFP asked that the proponents provide a detailed response regarding management of the guard

complement so that guard turnover in branches is minimized. The findings of the consultant indicated that a key concern of branch supervisors and managers is there is a frequent turnover in guards and branch supervisors are constantly having to train new guards. The proponents were evaluated on their ability to provide a stable and competent work force across the library system.

### **Request for Proposal**

On June 22, 2018 the Library issued a public RFP for security services. Two compliant proposals were received. The proposals were evaluated according to the quality of the submission and answers to a series of detailed questions regarding the quality, capability, and responsiveness. The two proponents were also interviewed and based on the proposals and the interview, GardaWorld achieved the highest score in the evaluation process.

GardaWorld is a leading comprehensive security service company and is the largest privately owned security firm in Canada. GardaWorld provides security services across Canada and has a staff of 26,000 across the country and more than 6,000 in the Greater Toronto Area (GTA). They also have 60 mobile security units in the GTA. They offer a very strong recruitment and guard training program. In January 2018, GardaWorld purchased Primary Response, who was TPL's security guard provider, and GardaWorld has been overseeing the security contract for the past several months. Because GardaWorld is TPL's current security service provider there should be a seamless transition between contracts.

The proposed contract maintains existing stationary security guard service levels across the Library and increases the number of mobile supervisors from one to four. Requirements for security guard service are monitored on an ongoing basis and adjustments to the service are made as required.

## **CONTACT**

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## **SIGNATURE**

A handwritten signature in black ink that reads "Vickery Bowles". The signature is fluid and cursive, with "Vickery" on the top line and "Bowles" on the bottom line.

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Vickery Bowles  
City Librarian