



**Request for Proposals to  
Build-Finance the  
Trillium Health Partners Broader  
Redevelopment (Queensway Health Centre)  
Project  
RFP No. 22-170**

**Fairness Monitor's Report**

November 1, 2023



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# 1. Project Highlights

## 1.1 Introduction and Project Background

On October 8, 2021, a Request for Qualifications (“RFQ”) was issued by Infrastructure Ontario and Trillium Health Partners (“THP”) (collectively, the “Sponsors”) to seek submissions from Applicants interested in the Trillium Health Partners Broader Redevelopment (Queensway Health Centre) Project (the “Project”). Following the RFQ, Prequalified Parties were invited to participate in the subsequent Request for Proposals (“RFP”) process, the RFP documents were issued on October 3, 2022.

The Queensway Health Centre Project (“Q-Site”), part of THP’s Broader Redevelopment Project includes a new 9 floor Complex Continuing Care and Rehabilitation post-acute inpatient tower, a new standalone central utility plant, renovations to certain areas of the existing Queensway Health Centre building, and a standalone parkade (being delivered as a separate enabling works project by THP). The project also includes site works such as upgrades and extensions to the watermain, sanitary, storm sewer and hydro services. The Q-Site Project will maintain the existing buildings in their entirety with the addition of the new patient tower and parkade.

## 1.2 Scope of the Fairness Monitor Engagement

P1 Consulting was retained in October 2021 to perform fairness monitoring services and provide an independent attestation on the RFQ and RFP procurement processes. Our mandate is to review and monitor the bid documents and communications, provide advice on best practices, review and monitor the evaluation and decision-making processes that are associated with the RFQ to ensure fairness, equity, objectivity, transparency and adequate documentation throughout the evaluation process. We are also to attend, observe and provide guidance at Sponsor meetings, as well as Applicant briefing sessions. In particular, in our role as Fairness Monitor, we ascertained that the following steps were taken to ensure an open, fair and transparent process:

- **Review of the RFQ and Addenda:**  
P1 Consulting reviewed the RFQ and RFP and addenda, as required, and all other documents related to the procurement process to ensure that the requirements were met.
- **Review of Requests for Clarification (RFCs), Requests for Information (RFIs) and the Responses:**  
P1 Consulting reviewed all RFIs and the responses submitted to the Applicants and Proponents. P1 Consulting also reviewed any RFCs submitted by the Sponsors along with their responses.
- **Review of Evaluation Criteria and Procedures:**

P1 Consulting reviewed the evaluation criteria and procedures for the RFQ to ensure that the requirements were met.

- **Advice on Best Practices:**

P1 Consulting attended training sessions to ensure that all project team members were provided with briefings on best practices including the principles and duties of fairness, care and protection of confidential information, avoidance and disclosure of conflict of interest, bias and undue influence, scoring procedures and sign-off on individual scoring sheets, preparation, treatment and retention of evaluation documents.

- **Evaluation Meetings:**

P1 Consulting observed and documented evaluation meetings of the submissions, including the consensus sessions of the technical and financial evaluation teams and their presentations to the Evaluation Committee. Additionally, during the evaluation process, we provided verbal and written advice with respect to fairness, objectivity, consistency of process, conflict of interest and confidentiality to ensure strict accordance with the specifications and criteria set out in the RFQ and RFP documents.

- **Applicant and Proponent Interaction:**

P1 Consulting attended and monitored all briefing sessions, presentations, and meetings with Applicants.

All of the tasks above were completed in a manner that was fair, open and transparent.

## 2. Competitive Selection Process – Request for Qualifications

### 2.1 Development of the Request for Qualification

P1 Consulting reviewed the RFQ and our comments related to fairness were satisfactorily addressed by the Sponsors, prior to issuance. We confirm that, from a fairness perspective, the requirements were clear and the RFQ provided the Applicants a fair process.

### 2.2 RFQ Open Period Process

Throughout the RFQ open period, the Sponsors responded to the questions from the Applicants and issued addenda to provide greater clarity on the requirements and process. P1 Consulting reviewed all documents that were posted to confirm that they were acceptable from a fairness perspective. A P1 representative attended the Applicant's Meeting held on January 26, 2022. P1 confirms that the proceedings were consistent and in accordance with the RFQ.

### 2.3 RFQ Evaluation Preparation

The evaluation process and roles and responsibilities of all participants in the RFQ evaluation process was documented within the Evaluation Framework. The framework was finalized prior to any RFQ evaluation activity being undertaken. P1 Consulting reviewed the framework and confirmed that all our fairness comments were satisfactorily addressed prior to the framework being distributed to the evaluators.

The Evaluation Committee (EC), which provided oversight over the evaluation process, and the Evaluation Teams were established in advance of any evaluation activity. All participants in the evaluation process, including evaluators, subject matter experts, and observers were required to participate in a training session in preparation for their role in the process. Each participant was required to sign a conflict of interest declaration, which included a continued commitment to the avoidance of conflicts and respect of confidentiality commitments. Project participants were notified of the appointment of a Fairness Monitor. Any matters related to actual, potential or perceived conflicts of interests were reviewed and cleared by the Conflict Review Team prior to the individual's participation in the evaluation. There were no conflicts identified which prevented a party from participating in the RFQ evaluation.

The established Evaluation Teams that corresponded to the related rated RFQ submission packages, which included:

- Technical Evaluation Team
- Financial Evaluation Team

## 2.4 **Proposal Receipt**

The Sponsors received one (1) Prequalification Submission for evaluation on or before the RFQ Close/Bid Submission Deadline of March 21, 2022 at 2:00:00 pm Toronto, Ontario Local Time:

- EllisDon Corporation

## 2.5 **Location of the Submissions**

The Prequalification Submission was submitted to the Sponsors using the Electronic Submission and Evaluation System (AWARD).

## 2.6 **Evaluation of the Technical and Financial RFQ Submissions**

Each of the members of the Evaluation Teams identified in Section 2.3 undertook an individual evaluation and scoring of the Prequalification Submission against the rated criteria, which were based on the Evaluation Categories and Scoring Table included in the RFQ and Evaluation Framework. Subsequent to completion of the individual evaluations, a consensus evaluation process was used to evaluate the Prequalification Submission, using the established evaluation criteria and evaluation rating scales. The participants engaged in a fulsome exchange of views leading to evaluation results, which were agreed to by the evaluators for each Applicant Team. All participants performed their roles diligently throughout the evaluation process.

P1 Consulting attended all of the consensus meetings for the technical and financial Submission and observed that the proceedings were in accordance with the RFQ and Evaluation Framework. P1 confirms that the process was fair, transparent and unbiased.

## 2.7 **Clarification Process**

Questions of clarification from the Technical, and/or Financial Evaluation Teams were sent to and responded by the Applicants, and all clarifications and their responses were reviewed by the Fairness Monitor. Any relevant fairness issues were received, reviewed and approved by the Fairness Monitor and was addressed to the satisfaction of the Sponsors and the Fairness Monitor.

## 2.8 **RFQ Evaluation Committee Process Approval**

As a final step in due diligence related to the RFQ evaluation, the Evaluation Committee reviewed the evaluation results as presented by the Evaluation Team Leads. The EC did not score the Prequalification Submission but posed questions to clarify and ensure the consistency of the evaluation results. All questions/concerns were addressed by the Evaluation Leads. To conclude the RFQ evaluation process, the EC approved the recommendation of the Evaluation Teams.

P1 Consulting attended all EC meetings and observed that the proceedings were in accordance with the RFQ and Evaluation Framework and confirm that they were fair, transparent and unbiased.

## 2.9 **RFQ Final Result**

In accordance with Infrastructure Ontario's policies and the Evaluation Framework, EllisDon Corporation was selected as the Prequalified Party.

### **3. Competitive Selection Process – Request for Proposal**

#### **3.1 Development of the Request for Proposal**

P1 Consulting reviewed the RFP prior to it being posted to the Prequalified Party and all of our comments related to fairness were satisfactorily addressed by the Sponsors. We confirm that, from a fairness perspective, the requirements were clear and the RFP provided the Proponents a fair process.

#### **3.2 RFP Open Period Process**

Throughout the RFP open period, the Sponsors responded to the questions from the Proponent and issued addenda to provide greater clarity on the requirements and process. P1 Consulting reviewed all documents that were posted to confirm that they were acceptable from a fairness perspective. A P1 representative attended the Proponent Site Visit, held on October 11, 2022, as well as with all Commercially Confidential Meetings (CCMs), including the Topic Meetings, Design Coordination Meetings and Design Assist meetings throughout the RFP open period. P1 confirms that for all of these meetings the proceedings were consistent and conducted in accordance with the RFP.

#### **3.3 RFP Evaluation Preparation**

The evaluation process and roles and responsibilities of all participants in the RFP evaluation process was documented within the Evaluation Framework. P1 Consulting reviewed the Framework and confirmed that all fairness comments on the document were satisfactorily addressed.

The Evaluation Committee, which provided oversight over the evaluation process, and the Evaluation Teams were established in advance of any evaluation activity. All participants in the evaluation process, including evaluators, subject matter experts, and observers were required to participate in a training session in preparation for their role in the process. Each participant was required to sign a participant undertaking, which included a continued commitment to the avoidance of conflicts and respect of confidentiality commitments. Project participants were notified of the appointment of a Fairness Monitor. Any matters related to actual, potential or perceived conflicts of interests were reviewed and cleared by the Conflict Review Team prior to the individual's participation in the evaluation. There were no conflicts identified of which we were aware, which prevented a party from participating in the RFP evaluation.

#### **3.4 RFP Submission Receipt and Compliance**

The Technical Submission Deadline and the Financial Submission Deadline was on October 17, 2023, 2:00 pm Toronto, Ontario local time. EllisDon Corporation's Technical and Financial Submissions were received before the Technical Submission Deadline



The Compliance Team undertook a review to confirm that the Submission was complete. The team recorded any observations, and proposed RFCs, if required. for confirmation that they were acceptable from a fairness perspective.

The Submission met the completeness requirements in accordance with the RFP and Evaluation Framework, and so evaluation participants were granted access to the Technical Submission.

### **3.5 Evaluation of the Technical and Financial Submissions**

The Evaluation Teams undertook an individual evaluation and scoring of the Submission against the rated criteria, which were based on the Evaluation Categories and Scoring Table included in the RFP and Evaluation Framework. Subsequent to completion of the individual evaluations, a consensus evaluation process was used to evaluate the Submission using the established evaluation criteria and evaluation rating scales. Any conflicts between the RFP and Evaluation Framework were addressed satisfactorily from a fairness perspective. The participants engaged in a fulsome exchange of views leading to evaluation results, which were agreed to by the evaluators for each Proponent Team. All participants performed their roles diligently throughout the evaluation process.

P1 Consulting attended all of the consensus meetings and observed that the proceedings were in accordance with the RFP and Evaluation Framework. P1 confirms that the process was fair, transparent and unbiased.

### **3.8 RFP Evaluation Committee Process Approval**

As a final step in due diligence related to the RFP evaluation, the Evaluation Committee (EC) reviewed the evaluation results as presented by the Evaluation Team Leads. The EC did not score the Submissions, but posed questions to clarify and ensure the consistency of the evaluation results. All questions/concerns were addressed by the Evaluation Leads. To conclude the RFP evaluation process, the EC approved the recommendation of the Evaluation Teams.

P1 Consulting attended all EC meetings and observed that the proceedings were in accordance with the RFP and Evaluation Framework and confirm that they were fair, transparent and unbiased.

### **3.9 Final Result**

In accordance with Infrastructure Ontario's policies and the Evaluation Framework, the Evaluation Committee approved the Evaluation Team's recommendation the Evaluation Committee approved the Evaluation Teams' recommendation to identify EllisDon Corporation as First Negotiations Proponent.

## 4. Conclusion

Our fairness review was conducted without influence and as of the date of this report, we confirm that we are satisfied that, from a fairness perspective, the processes undertaken related to the Trillium Health Partners Broader Redevelopment (Queensway Health Centre) Project have been conducted in a fair, open and transparent manner. As Fairness Monitor for this Project, we are satisfied that the Sponsors have followed the procedures in accordance with the applicable RFQ, RFP and policy documentation and that the participants followed the procedures and fairly applied the evaluation criteria.



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