STAFF REPORT—MANNED MODEL TRAINING PROCUREMENT

SUMMARY

Pursuant to statutes and regulations, BOPC-licensees must attend manned scale model ship handling training course once every five years. The Board's current manned scale model ship handling training contract is set to expire on June 30, 2021. The Board needs to commence the procurement process for the next manned model training contractor before the current contract expires.

RELEVANT HARBORS AND NAVIGATION CODE STATUTES AND REGULATIONS

Harbors and Navigation Code:

§ 1156.

... The executive director may perform all duties, exercise all powers, discharge all responsibilities, and administer and enforce all laws, rules, and regulations under the jurisdiction of the board, with the approval of the board, including, but not limited to, all of the following:

(6) To work with board members, staff, and other interested stakeholders to recommend improvements in the pilot training program.

§ 1171.5.

(c) The board shall adopt, by regulation, training standards and a training program for pilot trainees, and continuing education standards and a continuing education program for pilots.

Title 7, California Code of Regulations:

§ 215. Pilot Training.

(a) Every pilot must complete the training program established by this section. The Board may revoke or suspend the license of a pilot if he or she fails to successfully complete the training program during the period specified by the Board.

(b) The training program for each pilot shall consist of two parts:

(1) Attend a manned scale model shiphandling course at least five days in length once every five years which provides realistic experience with maneuvering characteristics of major commercial vessel types that routinely transit the waters under the Board's jurisdiction and under harbor and approach conditions that replicate those that are found in the San Francisco Bay Area;

DISCUSSION

The current manned scale model ship handling 5-year contract with Artelia expires on June 30, 2021. For this contract, the Pilot Continuing Education Committee met on August 20, 2013, and reviewed the scope of work from previous manned model training contracts, discussed desirable

features for inclusion in the next agreement, and identified key factors for evaluating a manned model training facility. Those factors included:

- A facility with realistic models similar to the types of vessels that routinely transit San Francisco Bay.
- A facility that can best replicate harbor and approach conditions found in San Francisco Bay.
- A private lake, shallow watering maneuvering area with a surface area exposed to controlled current variable in both velocity and direction.
- A minimum of three model ships and two scaled tugs.
- A canal or narrow channel that can replicate the hydraulic effects of bank suction and cushion.
- Certification by either a recognized classification society or governmental agency.

Board staff worked with then Commissioner Captain Joseph Long to issue a Request for Interest (RFI) document through the California Highway Patrol to obtain information from the six manned model facilities, and to inquire whether or not the training provider would be interested in submitting a proposal/bid.

All six manned model training providers submitted responses to the RFI and indicated an interest in submitting a bid/proposal. Minimum eligibility criteria was established from the RFI responses received that identified that at least three of the six facilities would likely meet the minimum qualifications, and a Secondary Request for Proposal was then issued. Artelia Eau & Environment (now known as Artelia) was the only proposal received, and subsequently entered into a contract with the BOPC.

It is now time to commence the procurement process to contract with another manned scale model ship handling training provider.

Limited Number of Training Facilities. Manned scale model ship handling training is a unique type of training that is only offered by six training providers worldwide.

Training Facility	Facility Location
Warsash Maritime Academy – Southampton	Timsbury, Hampshire
Solent University	United Kingdom
Timsbury Lake Ship Handling Center	
Foundation for Safety of Navigation and	Ilawa, Poland
Environment Protection	
Ship Handling Research and Training Center at	
Ilawa	
Artelia	St. Pierre de Bressieux, France
Port Revel Ship Handling Training Centre	

Training Facility	Facility Location
Port Ash Ship Handling Training & Research Centre	Twelve Mile Creek, 2324 NSW Australia
Massachusetts Maritime Academy Center for Maritime and Professional Training	Buzzards Bay, Massachusetts
Maritime Pilots Institute Port St. Tammany Manned Model Training & Research Center	Bush, LA

Contracting Options. According to § 5.04 of the *State Contracting Manual* (SCM), the primary considerations to consider when contracting for goods or services include:

- 1. What type of service is needed and why and when is it needed?
- 2. Can services be provided within the agency?
- 3. Can another State agency provide the service through an Interagency Agreement? (If agency staff cannot provide the services, a justification consistent with Government Code §19130 is required.)
- 4. If an outside contractor is to be used, how will the contractor be obtained? Will it be necessary to competitively bid, or does one of the exemptions to bidding apply?

Section 5.05 of the SCM states that contracts must be competitively bid unless a statutory exemption or a Department of General Services (DGS) exemption applies. There are no statutory exemptions from competitive bidding for manned model training.

Section 5.80 of the SCM lists DGS exemptions involving contracts:

- The contract amount less than \$5,000.
- The contract is for an emergency.
- The contract is with other state or federal government entities.
- The contract is for expert witness or legal services.
- The contract is for Community Based Rehabilitation Program services.
- The contract is with a state-certified small businesses or Disabled Veterans Business Enterprises.
- The contract is for the development, maintenance, administration, or use of licensing or proficiency testing examinations.

The manned model training does not meet any of the above-listed DGS exemptions from competitive bidding.

However, there is a circumstance under Public Contract Code § 10348 that a contract may be awarded or amended on a non-competitive basis even though there is no express statutory exemption from bidding. DGS is authorized to determine when an award can be made without competition, and this option involves a Non-Competitive Bid (NCB) justification that must be pre-approved by DGS. An NCB transaction is a contract for goods or services or both when only one vendor can provide the specified goods or services. Since there is more than one manned model facility provider, an NCB does not appear to be a contracting option.

As such, the procurement for manned model ship handling training must be competitively bid using the process described in the Public Contract Code. There are three basic types of competitive contract solicitations:

- 1. **Invitation for Bid (IFB).** To obtain simple, common, or routine services that may require personal or mechanical skills. Little discretion is used in performing the work.
- 2. **Primary Request for Proposal (Primary RFP).** To obtain complex services in which professional expertise is needed and may vary. Where different methods and approaches may be applied during performance.
- 3. Secondary Request for Proposal (Secondary RFP). To obtain very complex and/or unique services in which professional expertise and methods may vary greatly.

See the attachments to this report for an explanation of the three types of competitive contract solicitations.

STAFF RECOMMENDATION

Staff recommends having a discussion of the various contracting methods. If it is determined that an RFP is warranted, staff recommends issuing another RFI since approximately five years has passed since the last RFI and training facilities and teaching staff likely have changed, and the updated information can be used to craft minimum qualifications and scoring criteria for a new RFP. Toward that end, pertinent sections from the prior RFI are included as an attachment to this report to serve as a basis for the contents of a new RFI.

Attachment 1—Comparison Chart of Bidding Methods

Attachment 2—Differences Between IFBs and Primary RFPs

Attachment 3—Differences Between Primary and Secondary RFPs

Attachment 4—Pertinent Sections of the 2014 Manned Model Ship Handling Request for Interest

Considerations	Invitation for Bid	Primary RFP	Secondary RFP
When this method is typically used	To obtain simple, common, or routine services that may require personal or mechanical skills. Little discretion is used in performing the work. Examples: routine pest control, equipment maintenance, uniform rentals	To obtain complex services in which professional expertise is needed and may vary. Where different methods and approaches may be applied during performance. Examples: professional services such as auditing, specialized data collection	To obtain very complex and/or unique services in which professional expertise and methods may vary greatly. Creative or innovative approaches are needed. Examples: public relations and advertising, complex research projects
Cost/value of services	\$5,000 or more	\$5,000 or more	\$5,000 or more
CSCR advertising	Yes	Yes	Yes
Formal bidder Q&As with submittal deadline	Optional	Optional	Optional
Bidders' conference or site inspection	Optional, but bidders' conference is rarely needed for an IFB.	Optional. Held if needed to clarify service needs.	Optional. Held if needed to clarify service needs.
How award is made	Lowest responsible bidder: public bid opening	Lowest qualified responsible proposer; public bid opening	Highest-scored responsible proposer
Oral Interviews	Not applicable.	Optional. Held if needed.	Optional. Held if needed.
What information is submitted	Bid form and other material deemed necessary by the awarding agency.	Narrative proposal and a separate envelope containing cost information.	Narrative proposal, including a cost component, in one envelope
Statement of Work (SOW) considerations	SOW contains all contract requirements except price.	Objectives, major tasks, and timelines are identified. Proposer offers detailed work plans, methods, etc.	Goals and objectives are stated. Proposer offers detailed work plans, approaches, methods, etc.
How small business preference is applied	The cost bid of a certified small business is reduced for evaluation purposes by 5 % of the lowest cost bid offered by a noncertified small business.	The bid of a certified small business is reduced for evaluation purposes by 5 % of the lowest cost offered by a noncertified small business.	Certified small business will have its points increased by 5% of the total points awarded to the highest scored non- small business bidder.
Is TACPA applied?	If the total contract is more than \$100,000 and the work site is not fixed.	If the total contract is more than \$100,000 and the work site is not fixed.	If the total contract is more than \$100,000 the work site is not fixed.
DVBE participation required?	Determined by Agency	Determined by Agency	Determined by Agency

Attachment 1 Comparison Chart of Bidding Methods ¹

¹ Source: State Contracting Manual, § 5.06.

Invitation for Bid	Primary Request for Proposal
Bidders may need to certify only that they meet the IFB requirements. Bidders acknowledge that they meet the IFB requirements.	Narrative proposals containing varying amounts of proposer information are usually required to be submitted.
Sealed bids or price quotes are submitted. A single-envelope or two-envelope process may be used.	Sealed cost proposals are submitted in separate envelopes from the narrative proposals.
A pass/fail determination is made for responsiveness to IFB requirements. This can be accomplished after bids are opened and read aloud.	Proposals are reviewed for responsiveness to RFP format requirements. Proposals may be rated or scored. Cost/price offerings of qualified proposers are opened and read aloud for responsible proposers.
Bidders' conferences are optional but are rarely needed.	Bidders' conferences are optional but are often held to clarify the services being sought.
To obtain services valued at \$10,000 or more.	Same as for IFB.
IFBs are used to secure simple services calling for routine personal or mechanical skills. Work methods are standard, or little discretion exists in terms of how the work is performed.	RFPs secure complex services calling for technical and/or professional skills and expertise. The proposer uses discretion in applying various approaches or methods.
Bidder capabilities are not rated or scored. Bidders either pass or fail IFB requirements.	Proposer qualifications, capability, and experience may be scored on evaluation criteria stated in the RFP.
The statement of work (SOW) is clearly stated. Bidders are generally told what, how, when, and where work and services are to be done.	The SOW contains as much detail/depth as possible but may include an agency's needs, goals, and objectives. Proposers are relied on to recommend methods or approaches to meet an agency's needs.
Award is made to the lowest responsible bidder.	Same as for IFB.

Attachment 2 Differences Between IFBs and Primary RFPs^{2 3}

² Generally, in IFBs the terms Bid and Bidder are used, and in RFPs the terms Proposal and Proposer are used,

although the Public Contract Code uses these terms interchangeably.

³ Source: State Contracting Manual, § 5.07.

Attachment 3
Differences Between Primary and Secondary RFPs ⁴

Primary RFP	Secondary RFP
Services are complex, but not uncommon or unique.	Services are complex, uncommon, or unique.
Examples: Complex data collection, auditing	Examples: Public relations and advertising, complex research and consulting
Performance requires varying methods or approaches but not innovation or creativity.	Performance requires unusual, innovative, or creative techniques, methods and approaches.
The methods and approaches used may not differ significantly from one proposer to another, which allows costs to be used as the deciding factor for making the award.	The quality of expertise and approaches, methods, and innovation used may differ significantly from one proposer to another.
The statement of work (SOW) is fairly well defined in terms of services or functions that must be performed, as are the time frames that are required.	The SOW is less precisely defined and may contain only the agency's business needs, goals or objectives that must be met.
Costs proposals are submitted in a separate sealed envelope apart from the narrative proposal.	Price may appear as a section within the narrative proposal and must be a significant factor. Price does not mean cost effectiveness.
Narrative proposals are reviewed, evaluated, and scored for compliance with format, content, and qualification requirements.	Narrative proposals are evaluated and scored. Oral interviews are optional. Passing points may be set to determine the finalists.
Cost proposals are not scored.	The cost component is either scored against criteria stated in the RFP or subjected to a formula to convert the quoted cost into score or point values.
Qualified proposals that are responsive to the RFP requirements will have their cost/price proposals publicly opened and read.	Cost proposals are not announced or publicly read.
Following the opening and reading of cost proposals, cost proposals are then adjusted for applicable small business, TACPA, and DVBE Incentives.	Cost proposals are adjusted for applicable small business, TACPA, and DVBE Incentives.
A certified small business receives an amount equal to 5 % of the lowest cost proposal submitted by a non-certified small business reduced from its cost proposal.	A certified small business will have its total points increased by 5% of the total points awarded to the highest scored non-small business bidder.
Award is to the responsible proposer offering the lowest cost for its services.	Award is to the responsible proposer earning the highest overall score.

⁴ Source: State Contracting Manual, § 5.08.

Attachment 4 Pertinent Sections from 2014 Manned Model Ship Handling Request for Interest

1. OBJECTIVE OF THIS REQUEST FOR INTEREST (RFI)

The purpose of this RFI is for the Board of Pilot Commissioners for the Bays of San Francisco, San Pablo, and Suisun (BOPC) to:

- A. Inform interested parties that the BOPC will be seeking to contract with a manned model shiphandling training facility (Training Provider) for training and related services later this year. The BOPC's current contract for manned model shiphandling training services expires June 30, 2015, and it is the intent of the BOPC to enter into a new multi-year training services contract effective no sooner than July 1, 2015, for training projected to be provided in spring 2016.
- B. Obtain information from Training Providers about facilities, curriculum and teaching staff that may be utilized in the formulation of a Request for Proposal (RFP) contract procurement document.
- C. Assess the interest of Training Providers in submitting a proposal pursuant to an RFP at a later date to offer training that will serve the BOPC's needs. Upon the issuance of an RFP, Training Providers may submit a proposal to be considered in the selection process for a contract with a new Training Provider. Training Providers are NOT required to submit a response to this RFI in order to participate in the RFP.

As a potential contractor, your input is valuable to the BOPC, and will provide the BOPC with assistance with the development of the RFP and contract scope of work and other technical requirements. The BOPC cannot guarantee that any future business will result from the information provided, nor shall it pay for the information provided.

3. GENERAL MANNED MODEL SHIPHANDLING TRAINING CURRICULUM

A partial listing of BOPC historical manned model shiphandling training requirements that would be required of a Training Provider includes:

- 1. Study of turning in deep and shallow water.
- 2. Study of the role of the pivot point in ship maneuvers.
- 3. Docking/undocking without tugs.
- 4. Maneuvering an Azipod equipped vessel.
- 5. Approach with stern current, turn into current and dock stemming current using anchors and without anchors.
- 6. Precision anchoring without tugs or thrusters.

- 7. Maneuvering in and out of a turning basin with current.
- 8. Transit with current abeam and turning in a basin without current.
- 9. Maneuvering into deep water channel.
- 10. Emergency maneuvers.
- 11. Entering and proceeding through channels and docking.
- 12. Meeting and overtaking in a narrow channel.

The above training curriculum listing is not exhaustive, and is meant to provide an interested Training Provider with a sample of expected topics to be covered during training. The actual required training curriculum will be determined at a later date, and will ultimately be reflected in the RFP.

Training Providers are requested to complete and return the survey below. Please respond to all questions.

Please indicate "YES" or "NO" by checking the boxes on YES/NO questions, and respond with specified details on all other questions. The space for each answer will expand to display the entire answer. Additional sheets of paper may be used if needed. If using additional sheets of paper, reference the question number for each response.

SURVEY CONTACT INFORMATION		
Name of Facility:		
Address of Facility:		
Name of Person		
Completing this Survey:		
Telephone Number:		
Fax Number:		
E-Mail Address:		

	Question	Response
	LAKE/F	ACILITY
1	Is the lake bottom contoured and scaled consistent with models?	☐ YES ☐ NO
2	Is the water level in the lake maintained at constant level while the lake is open for training?	☐ YES ☐ NO
3	Provide the facility's target or acceptable variation in lake water level.	
4	What is the size of the lake area available for training (sq. meters)?	
5	How many manned models can perform exercises simultaneously without interference?	

	Question			Response	
6	Does the facility have the a current to scale, variable in direction?	•	☐ YES ☐ NO		
7	Does the facility have the a to scale?	bility to simulate wind	I YES		
8	Does the facility have the a action to scale?	bility to simulate wave	e YES		
9	Does the facility have a bri channels (ditch/Suez canal	0	YES NO		
10	What is the number of narr (ditch/Suez canal type) at the and curved sections, and let	he facility with straigh	t		
11	What is the size of the facil maneuvering area (% of tot the facility's operating under those areas-expressed as %	al area of lake), and er keel clearance in			
12	Does the facility have a Glo System (GPS) tracking syst ability to review track in a	tem on models with the	e VES		
13	Does the facility have the c replace course essential equ maintain course curriculum	ipment on site and	☐ YES ☐ NO		
14	List the number of dedicate on site.	ed repair/technical staf	f		
15	List the current certification Det Norske Veritas, United etc.).				
		Μ	ODELS		
16	List the following for <u>each</u> ship model (attach additional pages, if necessary):				
	• ship model type (if some models have multiple configurations please note)	<u>Model 1</u>	<u>Model 2</u>	Model 3	Model 4
	• scale				
	• type of propulsion				
	• rudder configurations				

	Questi	ion		Response	
	• two-man operation capability	U YES	YES NO	YES NO	U YES
	• bow/stern thrusters	YES NO	YES NO	U YES	YES NO
	• anchors to scale, controllable from conning position	☐ YES ☐ NO	☐ YES ☐ NO	U YES	☐ YES ☐ NO
	• capability to be ballasted/de-ballasted to simulate loaded or light conditions	☐ YES ☐ NO	☐ YES ☐ NO	U YES	☐ YES ☐ NO
	• availability of an Azipod ship model suitable for cruise ship simulation)	☐ YES ☐ NO	U YES	U YES	☐ YES ☐ NO
	• availability of a ultra large container vessel (ULCV) model If yes, provide twenty-foot equivalent unit (TEU) or length/beam	YES—TEU or Length/Bea m	YES—TEU or Length/Bea m	YES—TEU or Length/Bea m	YES—TEU or Length/Bea m
17	List the following for each tug model available for training (attach additional pages, if necessary)::	NO	NO	NO	NO
	• model type (e.g., Azimuthing Stern Drive; Voith Schneider, etc.)	<u>Model 1</u>	<u>Model 2</u>	Model 3	Model 4
	• model scale				
	 radio controlled (Yes/No) 	☐ YES ☐ NO	☐ YES ☐ NO	☐ YES ☐ NO	U YES
	CURRICULUM				
18	Provide the instructor/stude class.	ent ratio for a 6 stud	ent		
19	Provide the instructor/stude student class.	ent ratio for an 8			

	Question	Response
20	Provide the number of instructors who are current/former pilots who will be available to provide training, and each instructor's years of experience as a pilot.	
21	Can the training include meeting/passing/overtaking in narrow, shallow channels (ditch/Suez canal type)?	☐ YES ☐ NO
22	Can the lake and training course be customized to San Francisco Bay specific locations (terminals, channels, basins, etc.)?	☐ YES ☐ NO
23	Can the curriculum offer docking/undocking exercises with current from ahead, astern or abeam?	☐ YES ☐ NO
24	Does the curriculum offer emergency ship handling with anchors?	U YES NO
25	Does the curriculum offer emergency ship handling with tug(s)?	☐ YES ☐ NO
26	Does the curriculum offer working with anchors (docking, and undocking)?	☐ YES ☐ NO
27	Does the curriculum offer working with tugs (docking, undocking and in tethered/escort mode)?	☐ YES ☐ NO
28	Upon completion of a training course, will the BOPC receive a written evaluation of each trainee's performance covering the following areas?	
	Maneuvering	U YES NO
	Learning Efficiency	YES NO
	Situational Awareness	U YES NO
	Safety Awareness	☐ YES ☐ NO
	Qualitative Remarks	☐ YES ☐ NO
	TRAVEL REQU	JIREMENTS
29	Identify the airport(s) near your facility where air travel from San Francisco could likely terminate.	
30	Provide the ground travel time required from the airport to point of lodging for training.	

	Question	Response
31	Provide the total ground travel time required each day between lodging and the training facility (round trip).	
32	Are lodging and meals during training included in the training costs?	☐ YES ☐ NO
33	Is transportation to and from the airport to lodging included in the training costs?	☐ YES ☐ NO
34	If lodging is not onsite at the training facility, will transportation be provided each day from lodging to the training facility?	 YES NO Not Applicable since lodging is onsite.
35	Can lodging, meals and transportation costs (to/from airport and to/from lodging to training) be quoted separately from the training fee?	 YES NO Only the following costs can be quoted separately:
36	Is the facility located outside of the United States? If yes, other than a valid passport, identify any travel documents you are aware of which are required by your country for entry of a US citizen (e.g., tourist Visa).	 YES, Travel Documents Required: NO
	TRAINING C	APACITY
37	Does the facility have available capacity to provide training for up to 18 pilots over two to three sessions starting in spring of 2016?	☐ YES ☐ NO
38	If yes, what months could the training take place?	
39	What is the maximum number of years, up to 5 years, the facility is willing to provide a firm quote in a Request for Proposal to provide the requested training?	
40	The BOPC expects to pay for each course participant upon the completion of training and the issuance of a written evaluation of the pilot's training performance. Is the facility willing to enter into a multi-year contract with the BOPC to be paid in U. S. dollars not adjusted for currency fluctuations during the entire term of a contract?	 YES NO. If NO, provide an explanation of how to meet the currency fluctuation over the term of a multi-year contract.

	Question	Response
41	If awarded a contract for the requested training services, could the facility provide an insurance certificate with the BOPC designated as the additional insured and certificate holder evidencing the following insurances (in U.S. Dollars) with no deductible greater than \$1,000.00 for the following types of insurances:	
	 Commercial general liability insurance with a limit not lower than \$1,000,000 per occurrence 2,000,000 aggregate 	YES NO. If NO, please explain what types and amounts of insurance can be provided, and deductible amounts.
	• Workers' compensation and employers' liability limits of \$1,000,000	YES NO. If NO, please explain what types and amounts of insurance can be provided, and deductible amounts.
	Automobile Coverage	YES NO. If NO, please explain what types and amounts of insurance can be provided, and deductible amounts.
	Watercraft Liability	 YES NO. If NO, please explain what types and amounts of insurance can be provided, and deductible amounts.
42	Would the facility be able to meet the requirements and sign a form containing the "IRAN CONTRACTING ACT" provisions (see ATTACHMENT 3)?	YES NO. If no, explain:
43	Is the facility a SCRUTINIZED company as defined in the Darfur Contracting Act (see ATTACHMENT 4)?	☐ YES ☐ NO.

44	Training Provider's Intention Regarding a Future Request for Proposal to Contract for Manned Model Shiphandling Training:		
		 Training Provider DOES NOT intend to submit a proposal to a subsequent Request for Proposal for manned model shiphandling training services (please list reasons or concerns in Section 45 below). Training Provider IS interested in providing manned model shiphandling training and intends to submit a proposal for consideration in response to a subsequent Request for Proposal for training services (please list any concerns or comments in Section 45 below). Please send the RFP once issued to: 	
		Name: Title: Mailing Address: Telephone #: E-mail Address: Fax Number:	
45	RFI,	ning Provider Comments: (Please provide any additional comments, issues or concerns about this or other comments you believe would be helpful to the BOPC in understanding the facility or the uration of an RFP.)	

CERTIFICATION:

I certify that I am an authorized representative of the facility listed above, and that the responses provided are true and accurate to the best of my ability.

Printed Name

Title

Date