

**REQUEST FOR PROPOSALS
FOR A VIRTUAL EMERGENCY OPERATIONS
CENTER SCENARIO BASED TRAINING
PROGRAM of INSTRUCTION**

*East-West Gateway Council of Governments
One Memorial Drive, Suite 1600
St. Louis, MO 63102*

**Request for Proposals
for
Consulting Services**

**REQUEST FOR PROPOSALS FOR A VIRTUAL EMERGENCY OPERATIONS CENTER
SCENARIO BASED TRAINING PROGRAM of INSTRUCTION**

The East-West Gateway Council of Governments (referred to hereafter as the Council) is seeking vendors to produce scenario based training (SBT) that will provide training to strengthen responders' skills in the use of the St. Louis Area Regional Response System Virtual Emergency Operations Center (VEOC).

Proposals are due on October 3, 2008 at 5:00 p.m. local time to the following address:

Mr. Les Sterman
Executive Director
East-West Gateway Council of Governments
One Memorial Dr., Ste 1600
St. Louis, MO 63102

Late proposals will be returned unopened. **Ten (10)** hard copies and one (1) electronic copy (CD) of the proposal are required. Faxed proposals will not be accepted.

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I. Introduction

The St. Louis Area Regional Response System (STARRS¹) is seeking assistance with the production of scenario-based training (SBT) that will provide training on the St. Louis Regional Virtual Emergency Operations Center (VEOC). In 2003 the federal government began the Urban Areas Security Initiative program to help urban areas deemed at risk to enhance their security in the face of terrorism and natural disasters. The designated Urban Area in the St. Louis region consists of the City of St. Louis and Franklin, Jefferson, St. Charles and St. Louis counties in Missouri and Madison, St. Clair and Monroe counties in Illinois. With the exception of the City of St. Louis, each of these counties has within its borders different forms of local government which range from local municipalities with their own services (police, fire, public works, etc.) to single purpose political subdivisions that include fire protection, ambulance, school and sewer districts. For purposes of this Request for Proposal and the project, the terms “Urban Area” and the “Region” are used interchangeably and are both defined as the eight counties described above, including local governments and municipalities that exist within the counties.

The Virtual Emergency Operation (VEOC) project began in June, 2005. The system has been designed to connect the eight jurisdictional emergency management agencies with a secure on-line interoperable and collaborative information management system which brings regional command and control authorities a common view of the situation across political and operational boundaries. The VEOC provides a scaleable framework for the VEOC System that connects field operations with central command and allows common operational environment between first responders and key support communities; specifically key stakeholders throughout the St. Louis Urban Area (UA). Two software components operate as a suite to provide the VEOC its functionality. The first is a portal solution named Rapid Response (RR), and the second an incident management system named E Team.

Rapid Response enables collaboration between the EOCs and their constituents, the local, state and federal authorities. It provides summary incident status, real time messaging, online conferencing, whiteboard capability, and secure team rooms to post standard operating procedures (SOP's), documents, agendas ,etc. so critical information can be shared and updated. A damage assessment module has been developed to help document and report building damage and facilitates faster declarations of county, state and federal disaster status. Users of the portal also have secure online access to the regional Universal Identification (UID) personnel directory (STARRS funded project) with extensive search capabilities to access key personnel, their contact information and their credentials.

The functionality of the incident management software named E Team provides an internet-based incident management tool that enables public and private entities to dramatically improve their ability to prepare for, respond to, and recover from daily incidents, unplanned disasters, and major events. This fully integrated suite of tools enables emergency, event, and executive

¹ STARRS is a not for profit organization formed to coordinate responses to critical incidents in the St. Louis metropolitan region. The East-West Gateway Council of Governments (Council or East-West Gateway) is the fiscal agent for STARRS and recipient of grant funding for this project. All contracts will be with East-West Gateway. However, STARRS will be actively involved in the selection of the contractor(s) and ongoing management of the project.

management personnel to create and immediately share the critical information that's required for accurate and timely incident summaries, response management, deployment of resources, and the management of public interface functions like call centers, tip hotlines, and public relations communications.

II. Scope of Work

Respondents should propose on the following generalized scope, providing detail on how each task will be accomplished and on staff commitments and resources necessary to accomplish each of the following tasks.

1. The vendor will prepare a complete Program of Instruction (POI) which is a formal course document that outlines the training content, hours, and types of instructions and all resources required to conduct training, including facilitator, participant and observer manuals.
2. Bidders are encouraged to expand, improve and refine the Scope of Work, but not to change its intent. Bidders must address all aspects of the Scope of Work in their proposal. The contractor will be responsible for the following components:
 - a. All training materials will be compliant with the Homeland Security Exercise and Evaluation Program (HSEEP), current National Incident Management System(NIMS), Incident Command System protocol (ICS), and current National Response Framework (NRF) procedures. The successful vendor will provide all injects to facilitate SBT activities and shall be listed on a Master Sequence of Event list (MSEL). The MSEL and injects shall drive the SBT and facilitate achievement of the SBT objectives.
 - b. An initial planning conference (IPC) with STARRS staff and members of the VEOC User Committee will be held to review preliminary objective and scope of the project, identify scenario variables, ensure appropriate participants are included, determine the best methods for information delivery, and develop a planning schedule.
 - c. The Contractor will establish meeting dates and times to coordinate with staff and the VEOC User Committee, to allow opportunities to address issues that arise during the planning process and to provide updates as needed.
3. The SBT will have the following strategic objectives:
 - a. Integration of emergency responses with use of the VEOC System
 - b. Incorporation of primary VEOC capabilities
 - c. Selection of an emergency situation that is meaningful and probable in most STARRS jurisdictions.
 - d. Portability of emergency scenario geographical context from one jurisdiction to another.
 - e. Identification of responder roles required for Scenario Based Training execution.

- f. Flexibility to allow for variations in jurisdictional emergency response procedures.
 - g. Allowance for Scenario Based Training to be self-administered by each jurisdiction.
 - h. Utilization of NIMS “Scenario Based Training” design standards to allow Scenario Based Training to be converted to a true Exercise in the future.
- 4. The project will exercise the following operational aspects:
 - a. Event/Incident creation
 - b. Asset reports
 - c. Site report update
 - d. Resource requests
 - e. Situation Summary update
 - f. Data Sharing
 - g. Notification
 - h. Target Alerts
 - i. Create and update Workplace
 - j. Create and post document for Web Conferencing
 - k. Use people finder
 - l. Use of instant messaging
- 5. The contractor shall provide all exercise, training materials, and hand outs which will include at a minimum:
 - a. Identify the major Scenario Based Training situation changes (steps).
 - b. Identify organization and roles required for scenario response.
 - c. Identify requisite (pre-loaded) data requirements e.g., assets, sites, maps, hazardous materials, etc.
 - d. Identify requisite VEOC configuration requirements e.g., organizations / positions, Position Based Menus (PBM), Data Dictionary, etc.
 - e. Identify the expected response for each situation change by role.
 - f. Identify the VEOC System environment to be used during the Scenario Based Training.
 - g. Identify how emergency situation changes are to be revealed to participants.
 - h. Document final Scenario Based Training design.
 - i. Load above described data onto the STARRS E Team training instance.
- 6. The purpose of this task is to subject Scenario Based Training to a pilot to evaluate the effectiveness of the training and to make adjustments to the scenario based on that evaluation. The vendor will:
 - a. Select pilot participants.
 - b. Perform a Pilot.
 - c. Conduct “Hot Wash”
 - d. Evaluate pilot training effectiveness
 - e. Work with VEOC User Committee to develop improvement plan.
 - f. Develop solutions to major pilot issues.
 - g. Revise Scenario Based Training to incorporate pilot issue resolutions

7. After VEOC User Committee feedback is incorporated, a final POI will be sent to STARRS. The entire POI shall be made available from the contractor to STARRS in an electronic format (CD or DVD), including an editable version (Word, PowerPoint, etc) that can be copied and will include a Final Report and all documentation demonstrating that all the elements described above have been met.
8. Following the completion of the exercise the contractor will facilitate a train the trainer session. Vendor will accommodate up to forty (40) individuals from the Region, after which participants will be given complete electronic copies of the POI materials.

III. Content of the Proposal

Proposals in response to this request should be directed to Executive Director, East-West Gateway Council of Governments, One Memorial Drive, Suite 1600, St. Louis, MO 63102, no later than 5:00 p.m. local time October 3, 2008. Proposals received after this time will be returned unopened. Ten (10) hard copies and one (1) electronic copy (CD) of the proposal should be enclosed, along with a letter from a firm principal committing the proposal for a minimum of 90 days. The following items must be addressed in all proposals:

1. Scope of Work. The Council staff has developed the general scope of work. Proposals should indicate if the respondent is proposing on all or parts of the scope of work. Respondents may include further detail regarding specific methodologies or approached being proposed and types, amounts and specifications of equipment being proposed.
2. Contract Price. Proposals should indicate the cost of services to be provided. Also required is a schedule by task of staffing level, subconsultant services, and other direct costs. Attachment D, the Schedule of Costs for Contracts form or equivalent should be included and is available on the Council's web site at www.ewgateway.org
3. Qualifications. Proposals should indicate general qualifications of the respondent(s) in disciplines appropriate to the project, as well as specific prior experience and qualifications applicable to this project. Experience should include:
 - a. An understanding of the principals Emergency Management and NIMS ICS
 - b. Significant knowledge of the NC4 E Team Crisis Management software application
 - c. Significant knowledge of the Rapid Response Collaboration Tool Set.
 - d. resumes of key personnel to be assigned to the project,
 - e. references, and
 - f. samples of previous work
4. Conflict of Interest Disclosure. Respondents are required to indicate whether they have clients who might benefit financially, directly or indirectly, from the project.
5. Affirmative Action Checklist. All respondents must complete and enclose with their proposal the affirmative action checklist (Attachment A).

6. Certification Regarding Debarment and Suspension. All respondents must complete and enclose with their proposal the Certification Regarding Debarment and Suspension (Attachment C).

IV. Evaluation Criteria

The proposal submitted by each vendor or vendor team will be evaluated according to the following factors, in order of priority:

1. Specialized experience and technical competence of the contractor(s) and assigned staff relative to the task requirements outlined in Section III of this RFP.
 - A. Experience of the prime contractor(s) and subcontractor(s)
 - B. Experience of the project manager
 - C. Experience of other assigned individuals
 - D. Demonstrated objectivity of contractor(s), project manager and individuals assigned to project
2. Understanding of the nature of the project
 - A. Understanding of Federal requirements and regulations
 - B. Understanding of the proposed scope of work
 - C. General understanding of regional conditions related to this project.
3. References reflecting the previous work experience of the project team and satisfactory accomplishment of contract responsibility.
 - A. Quality of final products
 - B. Ability to meet work schedules
 - C. Responsiveness to client input
4. Project cost, schedule of person-hour commitment
 - A. Total project cost
 - B. Project schedule and timeliness of products
 - C. Total person-hour commitment
 - D. Total hours committed for the project manager

V. Selection Procedures

A contractor will be selected by the Council and STARRS staff after analysis of all information provided in the proposals. Respondents should be available for interviews prior to the selection of a contractor although Council may choose not to conduct interviews. The Council reserves the right to negotiate a contract, including the scope of work and contract price, with any respondent or other qualified party.

This request does not commit the Council or STARRS to award a contract, to pay any costs incurred in preparation of a response to this invitation, or to procure or contract for services or supplies. The Council reserves the right to accept or reject any or all responses received as a result of this request, or to cancel this request in part or in its entirety if it is in the best interest of the Council to do so. Respondents shall not offer any gratuities, favors or anything of monetary value to any officer, employee, agent, or director of the Council or STARRS for the purpose of influencing favorable disposition toward either their proposal or any other proposal submitted as a result of the Request for Proposal.

The Council reserves the right to suggest to any or all respondents to this RFP that such respondents form into teams of consulting firms or organizations deemed to be advantageous to the Council in performing the scope of work. The Council will suggest the formation of such teams when such relationships appear to offer combinations of expertise or abilities not otherwise available. Respondents have the right to refuse to enter into any suggested relationship.

All proposals submitted hereunder become the exclusive property of the Council.

VI. Protest Procedures

In the course of this solicitation for proposals and the selection process, a proposer (bidder of offer or whose direct economic interest would be affected by the award of the contract) may file a protest when in the proposer's opinion, actions were taken by the staff and/or the selection committee which could unfairly affect the outcome of the selection procedure. All protests should be in writing and directed to Les Sterman, Executive Director, East-West Gateway Council of Governments, One Memorial Drive, St. Louis, MO 63102. Protests should be made immediately upon occurrence of the incident in question but no later than three (3) days after the proposer received notification of the outcome of the selection procedure. The protest should clearly state the grounds for such protest.

Upon receipt of the protest, the executive director will review the actual procedures followed during the selection process and the documentation available. If it is determined that the action(s) unfairly changed the outcome of the selection process, negotiations with the selected proposer will cease until the matter is resolved.

VII. Additional Information

Direct inquiries to Eric.Hammonds@ewgateway.org. In order to ensure that all potential respondents receive the same information relative to this solicitation, the Council will post its response for any supplemental information requested on the Council's web site www.ewgateway.org. Please visit the web site periodically to check for any additional information. If you wish to have a printed copy of the information mailed, you must mail or email a written request to the staff contact listed above.

Proposals are due at East-West Gateway Council of Governments' office no later than 5:00 p.m. local time on October 3, 2008.

After review and evaluation of the proposals, East-West Gateway Council of Governments may choose to identify selected respondents for oral interviews.

Council intends to award a single contract for this proposed work. The current grant deadline for the 2006 grant period is June 30, 2009. Therefore, the Scope of Work will need to be completed, reported and invoiced to the Council by May 31, 2009. This funding is provided by the U.S. Department of Homeland Security, Urban Area Security Initiative (UASI) Grant program of fiscal year 2006 through a contract with the Missouri State Emergency Management Agency (SEMA).

This solicitation is subject to the regulations imposed by section 1352, title 31, U.S. Code regarding lobbying restrictions. The selected Consultants will be required to submit a "Certification Regarding Lobbying" prior to entering into a contract (see Attachment C).

Attachment A

Affirmative Action Checklist

Federal regulations require that any firm with 50 or more employees soliciting a federally funded contract must have an affirmative action program. If applicable, please provide a brief response to the following items that would typically be covered in any such program. You may provide a copy of your program and reference the appropriate pages. Only one copy is required.

1. Date plan was adopted
2. Name of affirmative action officer
3. Statement of commitment to affirmative action by the chief executive officer
4. Designation of an affirmative action officer, of assignment of specific responsibilities and to whom the officer reports
5. Outreach recruitment
6. Job analysis and restructuring to meet affirmative action goals
7. Validation and revision of examinations, educational requirements, and any other screening requirements
8. Upgrading and training programs
9. Internal complain procedure
10. Initiating and insuring supervisory compliance with the affirmative action program
11. Survey and analysis of entire staff by department and job classification and progress report system
12. Recruitment and promotion plans (including goals and time tables)

Attachment B
Certification Regarding Debarment and Suspension

The undersigned certifies to the best of his or her knowledge and belief, that the proposer and its principals:

(a) Are not presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded by any Federal department or agency;

(b) Have not within a three-year period preceding this proposal been convicted of or had a civil judgment rendered against them for commission of fraud or a criminal offense in connection with obtaining, attempting to obtain, or performing a public (Federal, State or local) transaction or contract under a public transaction; violation of Federal or State antitrust statutes or commission of embezzlement, theft, forgery, bribery, falsification or destruction of records, making false statements, or receiving stolen property;

(c) Are not presently indicted for or otherwise criminally or civilly charged by a governmental entity (Federal, State or local) with commission of any of the offenses enumerated in paragraph (1)(b) of this certification; and

(d) Have not within a three-year period preceding this application/proposal had one or more public transactions (Federal, State or local) terminated for cause or default.

If the undersigned is unable to certify to any of the statements in this certification, an explanation shall be attached to this proposal.

(Name of Entity)

(Name and Title of Authorized Official)

(Signature of Above Official)

(Date)

Attachment C
Certification Regarding Lobbying

The undersigned certifies, to the best of his or her knowledge and belief, that:

(1) No Federal appropriated funds have been paid or will be paid, by or on behalf of the undersigned, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement.

(2) If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, the undersigned shall complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions.

(3) The undersigned shall require that the language of this certification be included in the award documents for all subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans and cooperative agreements) and that all subrecipients shall certify and disclose accordingly.

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

(Name of Entity)

(Name and Title of Authorized Official)

(Signature of Above Official)

(Date)

Attachment D

COST AND PRICE ANALYSIS FOR CONTRACTS				
This form will be submitted with proposals in response to "Requests for Proposals," for the procurement of planning, engineering and related services. If your cost accounting system does not permit analysis of costs as required, contact the purchasing office for further instructions.			RFP NUMBER	
NAME OF OFFERER		TITLE OF PROJECT		
DETAIL DESCRIPTION		ESTIMATED HOURS	RATE/HOUR	TOTAL ESTIMATED COST (Dollars)
1. LABOR RATE(<i>Specify</i>)				
TOTAL LABOR RATE				
2. OTHER DIRECT COSTS(<i>Specify, printing, long distance, postage, etc. - for additional space see Exhibit B on reverse</i>)				
3. SPECIAL EQUIPMENT (<i>If direct charge - specify</i>)				
4. TRAVEL (<i>If direct charge</i>)				
a. TRANSPORTATION				
b. PER DIEM OR SUBSISTENCE				
TOTAL TRAVEL				
5. CONSULTANTS (<i>exclude subcontracts-Identify - purpose - rate</i>)				
TOTAL CONSULTANTS				
6. SUBCONTRACTS (<i>Specify in Exhibit A on reverse</i>)				
7.	TOTAL LABOR RATE and DIRECT COST			
8.	TOTAL ESTIMATED COST			
9. FIXED FEE OF PROFIT (<i>State basis for amount in proposal</i>)				
10.	Total Firm Fixed Price			

OVERHEAD RATE AND GENERAL AND ADMINISTRATIVE RATE INFORMATION				
A. GOVERNMENT AUDIT PERFORMED		DATE OF AUDIT		ACCOUNTING PERIOD COVERED
B. NAME AND ADDRESS OF GOVERNMENT AGENCY MAKING AUDIT			C. DO YOUR CONTRACTS PROVIDE NEGOTIATED OVER-HEAD RATES ☐ NO ☐ YES <i>(If yes, name Agency negotiating rates)</i>	
D. <i>(If no Government Rates have been established furnish the following information)</i>				
DEPARTMENT OR COST CENTER	RATE	BASE	TOTAL INDIRECT EXPENSE POOL	BASE FOR TOTAL
EXHIBIT A - SUBCONTRACT INFORMATION <i>(If more space is needed, use blank sheets, identifying item number)</i>				
NAME AND ADDRESS OF SUBCONTRACTOR(S)		SUBCONTRACTED WORK		SUBCONTRACT
				TYPE AMOUNT
EXHIBIT B - OTHER DIRECT COSTS <i>(Specify, if more space needed, use blank sheets, identifying item number)</i>				
CERTIFICATE The labor rates and overhead costs are current and other estimated costs have been determined by generally accepted accounting principles. Bidder represents: (a) that he ☐ has, ☐ has not, employed or retained any company or person <i>(other than a full-time bona fide employee working solely for the bidder)</i> to solicit or secure his contract, and (b) that he ☐ has, ☐ has not, paid or agreed to pay any company or person <i>(other than a full-time bona fide employee working solely for the bidder)</i> any fee, commission, percentage or brokerage fee, contingent upon or resulting from the award of this contract, and agrees to furnish information relating to (a) and (b) above, as requested by the Contracting Officer.				
NUMBER OF CONTRACTOR EMPLOYEES ☐ 500 AND UNDER ☐ OVER 500 ☐ OVER 750 ☐ OVER 1,000			STATE INCORPORATED IN	
DATE	SIGNATURE AND TITLE OF AUTHORIZED REPRESENTATIVE OF CONTRACTOR			