

THE MUNICIPAL SERVICES COMMITTEE  
WILL MEET ON  
MONDAY, JULY 10, 2017  
6:30 P.M.  
COUNCIL CHAMBERS, CITY HALL

Mandate - To advise Council on a broad spectrum of issues related to departmental matters

CALL TO ORDER

1. AGENDA APPROVAL

2. MINUTES

- 2.1. Minutes of the Municipal Services Committee Meeting held  
June 12, 2017 ..... 1 - 4

3. REPORTS

- 3.1. Operating & Capital Budgets - January - May 2017 ..... 5 - 16

Staff Recommendation:

That the Committee receive the financial report for the period ending May 2017 for information purposes.

- 3.2. Social Procurement in Other Municipalities - Discussion ..... 17 - 62

Staff Recommendation:

That the Committee receive the information from Cumberland regarding social procurement within a Request for Proposal (RFP).

4. COUNCIL SUBMISSIONS

- 4.1. Street Closure Policy - Discussion (Mayor Stone)..... 63

Mayor's Recommendation:

That the Committee recommend that Council refer the matter of closing First Avenue for community festivals and events to an upcoming meeting with the



Ladysmith Chamber of Commerce and the Ladysmith Downtown Business Association.

**5. CORRESPONDENCE - None**

**6. UNFINISHED BUSINESS**

**7. NEW BUSINESS**

**ADJOURNMENT**

MINUTES OF A MEETING OF THE MUNICIPAL SERVICES COMMITTEE  
MONDAY, JUNE 12, 2017  
CALL TO ORDER 6:30 P.M.  
COUNCIL CHAMBERS, CITY HALL

COUNCIL MEMBERS PRESENT:

Councillor Rob Hutchins (chair) Mayor Aaron Stone Councillor Steve Arnett  
Councillor Cal Fradin Councillor Joe Friesenhan Councillor Carol Henderson  
Councillor Duck Paterson

STAFF PRESENT:

Guillermo Ferrero Felicity Adams Joanna Winter  
Sue Bouma

CALL TO ORDER

Councillor Hutchins called this Meeting of Council to order at 6:30 p.m.

AGENDA APPROVAL

MS 2017-036

*Moved and seconded:*

That the agenda for this June 12, 2017 meeting of the Municipal Services Committee be approved with the following additions:

- Item 4.2., Social Child Care Needs
- Item 7.3., Diversity and Inclusion Benches

*Motion carried.*

MINUTES

MS 2017-037

*Moved and seconded:*

That the minutes of the Municipal Services Committee meeting held May 8, 2017 be approved.

*Motion carried.*

REPORTS

MS 2017-038

Keeping Hens on Residentially Zoned Properties

*Moved and seconded:*

That the Committee recommend that Council direct staff to conduct a public consultation with Town residents on the desirability and possible content of an amendment to the "Animal and Poultry Bylaw 1994, No. 1136" to allow the keeping of hens on residentially zoned properties in the Town of Ladysmith.

*Motion carried.*



**Building Inspector's Report to May 31, 2017**

The Director of Development Services responded to questions regarding the Building Inspector's report.

*Moved and seconded:*

MS 2017-039

That the Committee receive the Building Inspector's Reports for the months January to May, 2017.

*Motion carried.*

**Ladysmith Fire/Rescue Reports for January, February and March, 2017**

*Moved and seconded:*

MS 2017-040

That the Committee receive the Ladysmith Fire/Rescue Reports for the months January to March, 2017.

*Motion carried.*

**Coastal Animal Control Services Reports for January, February and March, 2017**

*Moved and seconded:*

MS 2017-041

That the Committee receive the Coastal Animal Control Services Reports for the months January to March, 2017.

*Motion carried.*

**COUNCIL  
SUBMISSIONS**

**Discussion: Coach Houses Outside Downtown (Mayor Stone)**

The Director of Development Services reviewed a previous presentation on the subject of Coach Houses for Council's information.

*Moved and seconded:*

MS 2017-042

That the Committee recommend that Council direct staff to bring back a report outlining recommendations for possible amendments to the zoning bylaw to permit coach houses outside the downtown area.

*Motion carried.*

**Local Child Care**

Councillor Henderson discussed the current child care needs in the Town, and the difficulty parents face getting daycare for children aged 0 to 3 years.

*Moved and seconded:*

MS 2017-043

That the Committee recommend that Council direct staff to:

1. Work with School District 68 to explore options for

- daycare facilities in Ladysmith.
2. Explore options to establish a Child Development Centre in conjunction with provincial, school district and regional agencies.

*Motion carried.*

*Moved and seconded:*

MS 2017-044

That the Committee recommend that Council add to upcoming discussions with School District 68 options for increasing daycare space for children aged 0 to 6 years old.

*Motion carried.*

## CORRESPONDENCE

**Royal Canadian Legion  
Request for Letter of Support**

*Moved and seconded:*

MS 2017-045

That the Committee recommend that Council provide a letter of support for the Royal Canadian Legion to accompany their application to the New Horizons for Seniors Program for grant funding.

*Motion carried.*

## NEW BUSINESS

**Referral to Heritage Revitalization Advisory Commission –  
Role of the Finnish Community in Ladysmith’s Heritage**

*Moved and seconded:*

MS 2017-046

That the Committee recommend that Council refer the role of the Finnish Community in Ladysmith’s heritage to the Heritage Revitalization Advisory Commission to investigate ways to promote and celebrate that community.

*Motion carried.*

**Diversity Square – Expanding on Rainbow Crosswalks to  
Celebrate All Cultures and Contributions**

*Moved and seconded:*

MS 2017-047

That the Committee recommend that Council request staff to investigate and present options for design, cost, public consultation options for a diversity square.

*Motion carried.*

*Moved and seconded:*

MS 2017-048

That the Committee recommend that Council:

1. Direct staff to paint the memorial benches at First Avenue and Gatacre Street in rainbow colours; and
2. Direct that a plaque of commemoration and appreciation for the Childs family be placed on the bench, with funds of

up to \$500 to come from the public relations budget.  
*Motion carried.*

## ADJOURNMENT

MS 2017-049

*Moved and seconded:*

That this meeting of the Municipal Services Committee adjourn at 7:23 p.m.

*Motion carried.*

CERTIFIED CORRECT:

\_\_\_\_\_  
Chair (Councillor R. Hutchins)

\_\_\_\_\_  
Corporate Officer (J. Winter)

Subject to Adoption

## Town of Ladysmith



LADYSMITH

### **STAFF REPORT TO MUNICIPAL SERVICES COMMITTEE**

From: Erin Anderson, Director of Financial Services  
Meeting Date: July 10, 2017  
File No:

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RE: Operating & Capital Budgets – January – May 2017

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#### **RECOMMENDATION(S):**

That the Committee receive the financial report for the period ending May 2017 for information purposes.

#### **PURPOSE:**

The purpose of this report is to continue to inform the Municipal Services Committee of the financials.

#### **INTRODUCTION/BACKGROUND:**

Continuing with the objective of transparency and providing good information to Council and the taxpayers, this report is completed to provide regular financial information. This is the first report for the year 2017.

Council approved the draft Financial Plan earlier than in previous years and provided early budget approval on certain projects which allowed for the crews to begin work earlier in the year.

#### *Overall*

The Town is forecasting to be under budget at year-end. This projected surplus is the result of un-executed borrowing for the Water Filtration Plant and the new Fire Rescue Apparatus, some vacant positions and additional revenues received.

#### **OPERATING BUDGET**

As shown in Table 1, the Operations Budget with Projections to December 31<sup>st</sup> show an overall projected surplus due to un-issued debt payments.

Table 1: Operations

	Operations					
	Actuals			Forecast		
	Actuals to May 31, 2017	Amended Budget 2017	Actual Variance %	Year-End Forecast	Year-End Forecast Variance	Forecast Variance %
<b>REVENUES</b>						
Taxes	7,899,000	7,893,000	100%	7,899,000	6,000	100%
Parcel Taxes	2,227,000	2,254,000	99%	2,257,000	3,000	100%
Sale of Services	870,000	3,266,000	27%	3,341,000	75,000	102%
Licence, Permits, Rentals & Penalties	314,000	685,000	46%	756,000	71,000	110%
Investment Income	61,000	119,000	51%	169,000	50,000	142%
Grants	52,000	655,000	8%	659,000	5,000	101%
<b>REVENUES Total</b>	<b>11,423,000</b>	<b>14,872,000</b>	<b>77%</b>	<b>15,081,000</b>	<b>210,000</b>	<b>102%</b>
<b>EXPENSES</b>						
General Government Services	841,000	2,152,000	39%	2,125,000	28,000	99%
Protective Services	450,000	1,761,000	26%	1,702,000	60,000	97%
Transportation Services	489,000	1,346,000	36%	1,330,000	15,000	99%
Garbage Services	158,000	517,000	31%	498,000	19,000	96%
Cemetery Operations	15,000	30,000	49%	37,000	- 7,000	123%
Development Services	252,000	745,000	34%	697,000	48,000	94%
Recreation & Cultural Services	938,000	2,363,000	40%	2,359,000	4,000	100%
Parks	207,000	706,000	29%	706,000	1,000	100%
Sewer Services	519,000	1,473,000	35%	1,523,000	- 50,000	103%
Water Services	275,000	959,000	29%	928,000	31,000	97%
Debt payments	681,000	1,605,000	42%	1,193,000	412,000	74%
Transfers	74,000	1,212,000	6%	1,213,000	-	100%
<b>EXPENSES Total</b>	<b>4,899,000</b>	<b>14,872,000</b>	<b>33%</b>	<b>14,310,000</b>	<b>561,000</b>	<b>96%</b>
<b>Surplus/Deficit</b>	<b>6,526,000</b>	<b>-</b>		<b>771,000</b>		

Revenue - Taxes Projected to be on budget

The 2017 annual property taxes were levied in May. No supplemental adjustments have been received from BC Assessment for 2017. The Grant in lieu revenues are slightly greater than budget.

Revenue - Water & Sewer Parcel Taxes Projected to be on budget

At this time, there is a slight variance on the water parcel taxes. Per the agreement with the Diamond Improvement District, the equivalent water parcel tax is charged per quarter. It is expected that the full budget amount will be received by year end.



Revenue – Sale of Services (Fees & Charges) Projected to be \$75k above budget

- The Utility billings (water, sewer and garbage) are billed for the first quarter up to March. Based on historical amounts, the water rates are expected to be on budget, possibly exceeding budget depending on consumption. The new sewer rates, which are billed as a flat rate, are expected to be on budget at the end of the year. Solid waste (garbage, recycling & organics) will be greater than budget projections by the end of the year, though this additional amount will be reserved as directed.
- The revenues from Parks, Recreation & Culture are trending consistently as in previous years.
- Cemetery revenue is less than in 2016, though it is still expected to be within budget by year-end.
- Servicing Agreements for Protective Services is expected to be within budget.

Revenue – Licence, Permits, Rentals & Penalties Projected to be \$70k above budget

- The 2017 property taxes are due July 4, 2017. In accordance with the legislation, tax penalties will be applied after that date on all outstanding current taxes and unclaimed Home Owner Grants.
- Penalties on utility late payments are expected to be within budget.
- Licencing revenues have already met budget targets and are expected to exceed budget by year-end by \$6k due to expected additional business licences and dog licences.
- Permit revenues are expected to exceed budgets by year-end. Subdivision Approval fees have already exceeded budget by \$7k; building permit inspection fees are lower than this time in previous years, though they are still expected to meet budget targets.

Revenue – Operating Grants Projected to be \$4k above budget

As of May 31<sup>st</sup>, only a small portion of operating grant revenue was received. It is anticipated that grant program revenue will exceed budget estimates by \$4k at year end.

Revenue – Investment Income Projected to be \$30k above budget

Interest earned on invested money is expected to be \$30k greater than budgeted due to additional funds reserved for capital works invested.

Expenses - General Government Services Projected to be \$27k under budget

The expenses for general government services are on budget. There is an expected cost savings at the end of the year due to vacant positions.

Expenses - Protective Services Projected to be \$60k under budget

The overall protective services area is under budget.

The Fire Department costs are \$5k lower than this time in previous year. Based on previous trends, this area is expected to be under budget by approximately \$11k by year-end.

The January - March invoice for policing costs was less than expected as the municipal strength was 5.72 versus the 7.0 budgeted. The result of this is the policing expenses are forecasted to be approximately \$50k under budget at year-end.

Animal Control and Bylaw Compliance are expected to be roughly on-budget by year-end.

**Expenses - Transportation/Public Works** Projected to be \$15k under budget

Public Works operations is trending higher than in previous years, mainly due to the increase in costs for snow removal early in 2017. Council has directed staff to adjust the budget, using the snow and ice removal reserve to offset the increase in costs.

**Expenses - Development Services** Projected to be \$48k under budget

Overall, Development Services is forecasted to be under budget at year-end. Building Inspection services is under budget as the authorized additional hours have not been utilized. The remaining amount is due to a partial vacancy in the area.

**Expenses - Solid Waste** Projected to be \$19k under budget

As in previous years, the expenses for solid waste are expect to be under budget by year end.

**Expenses - Cemetery Operations** Projected to be \$7k over budget

Cemetery expenses are trending higher than anticipated though much of these costs are offset with the corresponding revenue.

**Expenses - Parks** Projected to be on budget

Parks services are trending similarly to 2017. It is expected to be on budget at year end.

**Expenses - Recreation & Culture Services** Projected to be on budget

Recreation expenses are less than this time last year, with the largest decrease in program expenses. Facility Maintenance expenses are trending slightly greater than in 2016. This can be partially due to the maintenance staff overseeing all of the Town's buildings.

**Expenses - Sewer Services** Projected to be \$50k over budget

It is expected that the sewer costs will be over budget at year-end. There are additional costs, such as the transportation and processing of sludge at offsite locations, additional lab testing fees while the consultants are fine-tuning the Waste Water Treatment Plant commissioning, and hydro costs that are contributing to the increase in expected expenses



at year-end. These additional costs will be made up by decreasing the amount of funds reserved and other operational cost savings.

**Expenses – Water Services** Projected to be \$31k under budget

Water costs are trending lower than this time in 2016. It is expected that this decrease in costs will continue for the remainder of the year.

**Expenses – Debt Payments** Projected to be \$412 under budget

Included in the Financial Plan were debt payments on the Water Filtration Plant and the new Fire Rescue Truck. It is expected that these debt servicing payments will not be made until early 2018, which will result in a surplus.

### Capital Projects

Below is a summary of all of the capital projects to the end of May:

Not Started	On Track	Delayed	Requires add't funds	Complete

General:

Account Name	Year to Date including committed	Budget Amount	Variance	% Variance	Status as of May
Asset Management	2,782.00	110,000.00	107,218	97%	
Mobile Version of Website	0.00	35,000.00	35,000	100%	
City Hall Front Counter	0.00	22,958.00	22,958	100%	
Waterfront Area Plan	142,424.88	167,900.00	25,475	15%	
DCC Review	0.00	30,000.00	30,000	100%	
Recreation Software Upgrade	20,635.74	23,795.00	3,159	13%	
Vadim Upgrades	0.00	10,500.00	10,500	100%	
Pumper Truck	0.00	682,212	682,212	100%	
Fire hall Front Truck Bay	17,063.25	100,000.00	82,937	83%	
RCMP Emergency Back-up Generator	5,000.00	95,000.00	90,000	95%	
RCMP Automatic Compound Fence & Gate	17,405.00	20,000.00	2,595	13%	
Forklift	0.00	25,000.00	25,000	100%	
Equipment Replacements	0.00	49,400.00	49,400	100%	
Fire Hall Upgrade	32,768.93	38,355.00	5,586	15%	
4th Ave Improvements (Hambrook north)	120,685.30	1,233,542.00	1,112,857	90%	
Fueling System Replacement	114,536.00	150,000.00	35,464	24%	
2nd Ave/High St Crosswalk	2,518.13	45,000.00	42,482	94%	
Traffic Safety Audit	0.00	15,000.00	15,000	100%	
Engineering Standards Review	0.00	10,000.00	10,000	100%	
Paving 3rd & Hillside Ave	0.00	15,000.00	15,000	100%	
Buller St Sidewalk	0.00	24,200.00	24,200	100%	

Storm water Master Plan Review	0.00	30,000.00	30,000	100%	
Rocky Creek Rd Storm	0.00	60,000.00	60,000	100%	
Ortho-Lidar Aerial Photos	0.00	25,000.00	25,000	100%	
<b>Engineering Office Furniture</b>	7,984.78	18,000.00	10,015	56%	
<b>Public Works Building Assessment</b>	4,463.09	10,000.00	5,537	55%	
Amphitheatre Tank Lid Replacement	0.00	5,000.00	5,000	100%	
2017 Tree Replacements	0.00	15,000.00	15,000	100%	
PRC - Dog Park	4,774.84	6,300.00	1,525	24%	
Directional Signage	4,999.46	37,000.00	32,001	86%	
Dev Services Front Office Improvements	0.00	10,000.00	10,000	100%	
Open for Business	1,500.00	20,000.00	18,500	93%	
Waterfront Jewel Contract Services	5,889.28	10,000.00	4,111	41%	
900 Russell Road	2,572.50	2,500.00	-73	-3%	
Upper Transfer Beach Improvements	2,096.99	22,608.00	20,511	91%	
Aggie Parking & Signage	1,479.50	103,850.00	102,371	99%	
Machine Shop Improvements	50,748.00	45,860.00	-4,888	-11%	
Parks Bench/Pavers Program	1,467.74	0.00	-1,468	0%	
Ultra Violet Sanitation System	12,250.00	112,000.00	77,750	86%	
Hot Tub Boiler	11,565.71	13,000.00	1,434	11%	
Oasis Pool Filter	16,327.43	25,000.00	8,673	35%	
RCMP Building Staining	2,375.00	14,000.00	11,625	83%	
Sauna Heater	1,517.80	2,800.00	1,282	46%	
PRC Sprinkler Repairs	6,168.54	6,200.00	31	1%	
FJCC Heat Pump Replacement	14,032.00	14,400.00	368	3%	
FJCC Change room Upgrades	21,811.95	70,000.00	48,188	31%	
Transfer Beach Washroom Roof	12,500.00	20,000.00	7,500	38%	
Youth Strategy	0.00	26,000.00	26,000	100%	
Machine Shop Museum Grant Work	0.00	125,000.00	125,000	100%	
FJCC Sports Lights	0.00	60,000.00	60,000	100%	
Aggie Playground	0.00	80,000.00	80,000	100%	
Transfer Beach Food Truck Location	472.49	2,000.00	1,528	76%	
Canada 150	894.52	46,000.00	45,105	98%	
FJCC Leased Space Improvements	0.00	12,000.00	12,000	100%	

Sewer:

Not Started	On Track	Delayed	Requires add't funds	Complete

Account Name	Year to Date including commitments	Budget Amount	Variance	% Variance	Status as of May
Equipment Replacements	0.00	62,000.00	62,000	100%	
Composting Facility Upgrade	912,383.07	2,813,712.00	1,901,329	32%	
Pump-stations Emergency Ops Review	0.00	25,000.00	25,000	100%	
Sewer Source Control Program	0.00	20,000.00	20,000	100%	
Flow Monitoring	53,500.00	53,000.00	- 500	-1%	
Gill Rd Lift Station Upgrade	0.00	60,000.00	60,000	100%	
Water & Sewer Rates Bylaw	0.00	20,000.00	20,000	100%	
Lift Station Condition Assessment	0.00	50,000.00	50,000	100%	
Sandy Beach Lift Station Upgrade	0.00	8,000.00	8,000	100%	
<b>WWTP Tools &amp; Shelving</b>	0.00	15,000.00	15,000	100%	
Oyster Cove Strata Paving	0.00	120,000.00	120,000	100%	
Sewer UV Pilot Study	0.00	100,000.00	100,000	100%	
Bio-Solids Business Case	10,272.00	12,000.00	1,728	14%	
MBBR - DAF Process Phase 3	385,408.68	496,275.00	110,866	22%	

Water:

Not Started	On Track	Delayed	Requires add't funds	Complete

Account Name	Year to Date including commitments	Budget Amount	Variance	% Variance	Status as of May
Holland Dam Inundation Study	3,621.88	45,000.00	41,378	92%	
Holland Dam Storage Feasibility	5,067.88	100,000.00	94,932	95%	
Data Connection	0.00	8,000.00	8,000	100%	
Sentinel Upgrades	0.00	5,400.00	5,400	100%	
Arbutus Reservoir Access Ladder	0.00	16,800.00	16,800	100%	
Water Filtration Plant	54,983.82	6,800,000.00	6,745,016	99%	
Backflow Preventer	0.00	3,000.00	3,000	100%	
Holland Lake Vegetation Control	0.00	40,000.00	40,000	100%	
Water & Sewer Rates Bylaw	0.00	20,000.00	20,000	100%	
Thicke Rd Water Main	0.00	200,000.00	200,000	100%	
Stocking Lake Meter Vault	0.00	20,000.00	20,000	100%	
Holland Lake Generator & Controls	0.00	25,000.00	25,000	100%	

The above capital projects are funded from a variety of sources, including taxation, utility fees, own funds, restricted funds and borrowing. Below is a summary of the budgeted funds per funding source for capital projects:

Summary of Capital Funding:

		Actuals	Budget
General Capital:	Taxation	4,543	528,686
	Prior Year	169,242	1,630,192
	Grant	888	213,500
	Borrowing		682,212
	DCC		173,000
	Gas Tax	84,413	672,790
	Donations	2,500	44,100
	Real Property	2,573	2,500
Water Capital:	Utility Fee		315,000
	Prior Year	8,690	175,200
	Grant	43,857	800,000
	Borrowing		6,000,000
Sewer Capital:	Utility Fee		243,000
	Prior Year	1,192,486	3,011,763
	Grant	18,000	570,224
	Gas Tax		20,000

**ALTERNATIVES:**

Not applicable.

**FINANCIAL IMPLICATIONS:**

Keeping Council informed of the financial state of the organization.

**LEGAL IMPLICATIONS:**

This is a snapshot of the Town's finances for a point in time. Payments and deposits continue to be received which will change the financial figures. These statements are not audited.

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS:**

The public is encouraged to review the report and provide comments.

**INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:**

There is coordination among the various departments to ensure all information is coded properly and received in a timely manner by the Finance Department.

**RESOURCE IMPLICATIONS:**



The majority of this work is done by the Finance Department.

**ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:**

Not applicable.

**ALIGNMENT WITH STRATEGIC PRIORITIES:**

This is within the Town strategy of "Wise Financial Management".

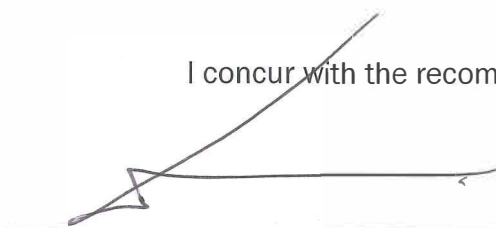
**SUMMARY:**

It is recommended that the Committee receive this report.



Report Author: Erin Anderson, Director of Financial Services

I concur with the recommendation.



Guillermo Ferrero, City Manager

**ATTACHMENTS:**

Consolidated Statement of Operations – May 31, 2017

Consolidated Statement of Financial Position – May 31, 2017

Listing of Vendor Payments over \$25,000 Jan 1 – May 31, 2017

**TOWN OF LADYSMITH  
CONSOLIDATED STATEMENT OF OPERATIONS  
AS AT May 31, 2017**

	Actuals 2017	Budget 2017	% of Budget
Revenue			
Taxes:			
Municipal purposes taxation	6,560,595	\$ 6,560,678	100%
Policing taxation	1,173,189	1,173,166	100%
Parcel taxes	2,226,984	2,254,447	99%
Grants in Lieu	165,294	159,024	104%
Sale of Services:			
General - other	12,561	30,800	41%
Recreation	268,146	579,056	
Protective Services	-	65,500	
Cemetery	9,415	30,500	
Solid Waste	160,961	617,136	
Sewer	215,088	1,062,842	20%
Water	204,015	900,193	23%
Investment Income	62,701	118,800	53%
Licence, Permits, Rentals & Penalties	314,297	664,790	47%
Grants	115,045	2,224,585	5%
Donations and contributed property	7,500	23,500	32%
Gain (loss) on foreign exchange	-	-	0%
Gain (loss) on disposal of tangible capital asse	450,000	-	0%
Development Cost Charges utilized	-	173,000	0%
Gas tax funds utilized	84,413	663,500	13%
	<u>12,030,203</u>	<u>17,301,517</u>	70%
Expenses: (excluding amortization)			
General government services	845,449	2,301,655	37%
Protective services	466,268	1,824,899	26%
Transportation services	492,585	1,434,459	34%
Garbage services	157,848	517,496	31%
Cemetery services	14,765	30,372	49%
Development services	337,133	932,926	36%
Recreation and cultural services	942,237	2,509,540	38%
Parks operation services	208,641	726,258	29%
Sewer	552,697	1,928,981	29%
Water	304,401	1,424,775	21%
Operating Expenses	<u>4,322,024</u>	<u>13,631,361</u>	32%
General Capital Projects	192,979	3,250,918	6%
Water Capital Projects	43,857	7,068,800	1%
Sewer Capital Projects	1,210,268	3,384,987	36%
Proceeds from New debt (capital financing)	-	(6,635,000)	0%
Principal Payments	618,498	1,089,927	57%
Internal Funding	(865,690)	(4,489,476)	19%
	<u>6,508,266</u>	<u>-</u>	
<b>BALANCE</b>			



**TOWN OF LADYSMITH  
CONSOLIDATED STATEMENT OF FINANCIAL POSITION  
AS AT May 31, 2017**

	<b>2017</b>
<b>Financial Assets</b>	
Cash and short term deposits	15,181,784
Accounts receivable:	
Property Taxes	15,088,265
User Fees	341,221
Other	1,171,495
	<u>31,782,765</u>
<b>Liabilities</b>	
Accounts payable and accrued liabilities	1,116,775
Taxes payable to other agencies	5,169,076
Post-employment benefits	250,300
Deferred revenue	200,181
Refundable deposits and other	651,760
Restricted reserves - other	430,532
Development cost charge reserve	2,207,545
Federal gas tax reserve	1,229,930
Obligations under capital lease	359,623
Equipment Financing	30,493
Short term debt (financing)	420,000
Debenture debt	12,515,191
	<u>24,581,406</u>
<b>Net Financial Assets</b>	<b>7,201,358</b>
<b>Non-Financial Assets</b>	
Tangible Capital Assets	92,215,270
Capital Projects in Current Year	1,447,104
Prepays	14,593
Inventory	73,595
	<u>93,750,562</u>
<b>Accumulated Surplus</b>	<u><b>100,951,921</b></u>

Vendor Payments over \$25,000  
January 1, 2017 – May 31, 2017

AFD PETROLEUM LTD	47,761.59
ASSOCIATED ENGINEERING (BC) LTD	46,050.37
BC HYDRO & POWER AUTHORITY	241,865.33
BC LIFE & CASUALTY COMPANY	43,859.51
CANCOR CUTTING AND CORING LTD	50,184.75
COAST AUTOMATION	109,558.79
COWICHAN VALLEY REGIONAL DISTRICT	485,435.46
CUPE LOCAL 401	31,465.59
DIALOG BC ARCHITECTURE ENGINEERING INTERIOR	70,223.81
DISTRICT OF NORTH COWICHAN	36,461.29
G & G ROOFING LTD	211,678.95
HOULE ELECTRIC LTD.	84,510.18
ICBC	41,145.00
ISLAND KEY COMPUTER LTD	36,610.56
LAFARGE ASPHALT TEHCNOLOGIES A DIV OF	32,549.81
MAXXAM ANALYTICS	29,730.77
MEDICAL SERVICES PLAN	34,622.00
MINISTER OF FINANCE	31,311.98
MINISTRY OF SMALL BUSINESS AND REVENUE	156,189.12
MUNICIPAL FINANCE AUTHORITY	662,491.97
MUNICIPAL INSURANCE ASSOCIATION OF BC	86,435.00
MUNICIPAL PENSION FUND	325,267.23
OPUS INTERNATIONAL CONSULTANTS (CANADA) LTD	155,216.49
PACIFIC BLUE CROSS	80,171.70
PROGRESSIVE WASTE SOLUTIONS CANADA INC	200,484.65
RECEIVER GENERAL	583,198.69
RECEIVER GENERAL FOR CANADA	210,821.64
SOFTCHOICE CORP.	48,210.45
STEWART MCDANNOLD STUART	35,685.67
STEWART MCDANNOLD STUART-IN TRUST	837,117.22
TRITECH GROUP LTD	71,258.51
US BANK	92,275.33
VANCOUVER ISLAND REGIONAL LIBRARY	182,552.00
VANDEBKEN ENTERPRISES LTD	74,012.41
WESTERN OIL SERVICES LTD	69,930.00
WORKSAFE BC	62,942.75
WORLD WATER WORKS INC	169,071.35

**STAFF REPORT TO MUNICIPAL SERVICES COMMITTEE**

**From:** Erin Anderson, Director of Financial Services  
**Meeting Date:** July 10, 2017  
**File No:**

**RE: Example of Request for Proposal - Cumberland**

**RECOMMENDATION(S)**

That the Committee receive the information from Cumberland regarding social procurement within a Request for Proposal (RFP).

**PURPOSE**

The purpose of this report is report back to the Committee the Social Procurement information from Cumberland and Qualicum Beach.

**PREVIOUS COUNCIL DIRECTION/RESOLUTIONS**

Resolution	Meeting Date	Resolution Details
CS 2017-033	May-08-2017	That the Committee: 2. Request staff to provide feedback from Cumberland and Qualicum Beach with respect to the effect of their social procurement policies on decision-making and the weighting allocated to social benefits.

**INTRODUCTION/BACKGROUND**

Attached is an example of an RFP from the Village of Cumberland which includes a social procurement (page 4 of the RFP) and an evaluation section (page 10 of the RFP).

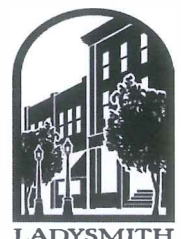
Qualicum Beach is in the early stages of implementing their social procurement.

**SCOPE OF WORK**

Once Council has approved the Town of Ladysmith’s desired Community Benefits, the Purchasing Policy will be amended and presented to Council at a later date for approval. A communications plan would be developed to notify current and potential suppliers of the change. Relevant staff will also be updated regarding any changes.

**ALTERNATIVES**

Council could choose not to incorporate Social procurement language into the Purchasing Policy. Council could also hire a consultant to lead the Social procurement process, although it should be noted that no funds have been allocated in the 2017-2021 Financial



Plan for such a consultant.

**FINANCIAL IMPLICATIONS**

Overall, there should be minimal financial impact. Purchasing decisions are still made based on best overall value for the Town; this does not necessarily mean the lowest dollar value is selected.

**LEGAL IMPLICATIONS**

There are many legal aspects to procurement. Provincial and Federal trade agreements take priority over municipal policies.

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS**

Information will be included in bid documents and posted on the Town's website.

**INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS**

Finance is leading this project, although purchasing decisions have been delegated by Council through the Finance Department to the heads of other departments.

**SUMMARY**

Council directed staff to report back information from Qualicum Beach and Cumberland regarding their implementation of Social Procurement. Cumberland provided an example of an RFP and Social Procurement is too new at this point for Qualicum to provide advice.

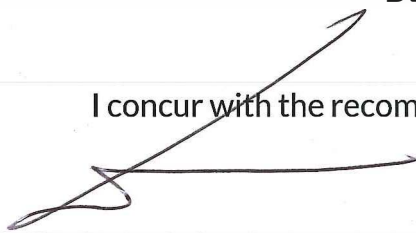


Erin Anderson, Director of Financial Services

5 July 2017

Date Signed

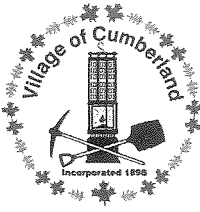
I concur with the recommendation.



Guillermo Ferrero, City Manager

**ATTACHMENT(S)**

- Appendix A – Village of Cumberland - RFP
- Appendix B – Staff report from May 8, 2017 Municipal Services
- Appendix C – Town of Ladysmith's DRAFT Purchase Policy



## Request for Proposals

# Village of Cumberland Liquid Waste Management Plan – Technical Consultant

### **Closing Location**

2673 Dunsmuir Avenue  
Cumberland, BC V0R 1S0

### **Closing Date and Time**

10:00 am Pacific Daylight Time  
May 6, 2016

### **Submitted to:**

Sundance Topham  
Chief Administrative Officer  
Telephone: 250-336-2291 • Fax: 250-336-2321  
Email: [stopham@cumberland.ca](mailto:stopham@cumberland.ca)

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**A. INTENT**

The Corporation of the Village of Cumberland (“The Village”) is seeking Proposals from qualified consultants to provide Technical Consultant services for the Village of Cumberland’s Liquid Waste Management Planning process, as set out in Part D, Scope of Work, of this RFP.

**B. DEFINITIONS AND ADMINISTRATIVE REQUIREMENTS****1.0 DEFINITIONS**

Throughout this Request for Proposal, the following definitions apply:

“**Contract**” means the written agreement resulting from this Request for Proposal executed by the Village and the Consultant.

“**Consultant**” means the successful Proponent to this Request for Proposal who enters into a written Contract with the Village.

“**Council**” means the Council of the Village.

“**must**”, “**shall**” or “**mandatory**” means a requirement that must be met.

“**Proponent**” means an individual or a company that has been requested to and submits, or intends to submit, a proposal in response to this Request for Proposal.

“**Proposal**” means a submission in response to this Request for Proposal.

“**Request for Proposal**” and “**RFP**” means this Request for Proposal.

“**Village**” means as the context requires, the Corporation of the Village of Cumberland or the area within the boundaries of the Village of Cumberland.

**2.0 TERMS AND CONDITIONS**

The following terms and conditions apply to this RFP. Submission of a Proposal in response to this RFP indicates acceptance of all the terms that follow and that are included in any addenda issued by the Village.

**3.0 ALTERNATIVE SOLUTIONS**

If alternative solutions are offered, the information should be submitted in the same format but as a separate Proposal and clearly marked as an alternative solution.

**4.0 CHANGES TO PROPOSALS**

By submission of a written notice, a Proponent may amend or withdraw its Proposal prior to the closing date and time.

Upon Closing, all Proposals become irrevocable. The Proponent may not change the wording of its Proposal after Closing and no words or comments may be added to the Proposal unless requested by the Village for clarification.

## **5.0 PROPONENTS' EXPENSES**

Proponents are solely responsible for their own expenses in preparing a Proposal. If the Village elects to reject all Proposals, the Village will not be liable to any Proponent for any claims for costs or damages incurred by the Proponent in preparing the Proposal, loss of anticipated profit in connection with a final Contract, costs for returning unopened Proposals, or any matter whatsoever.

## **6.0 PROPOSAL VALIDITY**

Proposals will be open for acceptance for at least 60 days after the closing.

## **7.0 FIRM PRICING**

- a) Proponents shall base their Proposal on furnishing everything required to complete the Technical Consultant services, including all labour, materials, tools, equipment, travel costs and incidentals.
- b) Proposals must include a Proponent hourly fee for all project staff
- c) Prices will be firm for the entire Contract period unless this RFP states otherwise.

## **8.0 CURRENCY AND TAXES**

Prices quoted will be in Canadian Dollars and inclusive of duty, delivery charges where applicable, and exclusive of GST and other taxes which shall be shown separately as applicable.

## **9.0 SUB-CONTRACTING**

The Proponent's team should contain all necessary experience that would reasonably be expected to be needed for the LWMP process, so using a sub-consultant should not be required. If an unusual and specific need arises, then use of a sub consultant may be considered by the Project Coordinator.

## **10.0 PROPONENT LOCATION**

The principal staff to be used by the Proponent must be located at an office within the province of British Columbia. The Proponent's company may be headquartered out of province but any proposal based solely on services provided by out of province or out of country staff will not be accepted.

## **11.0 SOCIAL PROCUREMENT.**

The Village's procurement is guided by its social procurement framework which may be viewed at [cumberland.ca/social-procurement](http://cumberland.ca/social-procurement), and the evaluation of proposals takes Social Procurement into consideration.

As part of any submission the Proponent is encouraged to identify to the Village how they may contribute to the following key social, employment and economic goals as outlined in the Village's Social Procurement Framework.



- Contribute to a stronger local economy;
- Promote the Living Wage and fair employment practices;
- Increase the number of local jobs that support young working families;
- Increase social inclusion, by improving contract access for equity-seeking groups, such as social enterprises;
- Increase training and apprenticeship opportunities;
- Enhance community arts and culture infrastructure;
- Improve and enhance public spaces;
- Help move people out of poverty, providing increased independence and sustainable employment for those in need;
- Improve opportunities for meaningful independence and community inclusion for citizens living with disabilities; and
- Stimulate an entrepreneurial culture of social innovation.

## **12.0 ACCEPTANCE OF PROPOSALS**

- i) This RFP must not be construed as an agreement to purchase goods or services. The Village is not bound to accept the lowest priced or any Proposal of those submitted. The Village is under no obligation to receive further information, whether written or oral, from any Proponent.
- ii) Neither acceptance of a Proposal nor execution of a Contract will constitute approval of any activity contemplated in any Proposal that requires any approval, permit or license pursuant to any federal, provincial, or municipal statute, regulation or bylaw.
- iii) The Village reserves the right to reject any Proposal and to accept any Proposal notwithstanding any non-compliance with this RFP. The Village may select any Proposal for acceptance or negotiation with the Proponent by selecting the Proposal which the Village, in its sole unrestricted discretion and on the basis of such criteria as it considers appropriate, deems to be in the best interests of the Village.
- iv) If a proposal contains a defect or fails to comply with the requirements of the proposal documents, which in the sole discretion of the Village is not material, the Village may waive the defect and accept the proposal.
- v) No Proponent shall have any claim for any compensation of any kind whatsoever, as a result of participating in the RFP, whether in respect of Proposal preparation costs, loss of anticipated profit, or any other matter whatsoever, and by submitting a Proposal each Proponent shall be deemed to have irrevocably waived any such claim.

- vi) The Village reserves the right to cancel this RFP at any time and for any reason, and in so doing to reject all Proposals, and will not be responsible for any loss, damage, cost or expense incurred or suffered by any Proponent as a result of such cancellation.
- vii) The Village reserves the right to enter into negotiations with one or more Proponents concerning the terms and conditions of the services to be provided, and expressly reserves the right through such negotiations to request changes, alterations, additions or deletions from the terms of any Proposals received.
- viii) The Village reserves the right to select one or more Proponents for further consideration following the initial proposal evaluation process. The Village may require in-person presentations or interviews with Proponents selected for final consideration, prior to negotiating a contract.
- ix) The Village recognizes that “Best Value” is the essential part of purchasing a product and/or service and therefore the Village may prefer a proposal with a higher price, if it offers greater value and better serves the Villages interests, as determined by the Village, over a proposal with a lower price
- x) The acceptance of any Proposal is subject to funding and may require approval of the Council.
- xi) After acceptance by the Village, the successful Proponent will be issued a written Notice of Award.

### **13.0 DEFINITION OF CONTRACT**

Notice in writing to a Proponent of the acceptance of its Proposal by the Village and the subsequent full execution of a written Contract will constitute a Contract for the Services, and no Proponent will acquire any legal or equitable rights or privileges relative to the goods or services until the occurrence of both such events. By submission of a Proposal, the Proponent agrees that, should it be identified as the successful Proponent, it is willing to enter into a Contract with the Village within fifteen (15) days of the date of the Notice of Award.

### **14.0 LIABILITY FOR ERRORS**

While the Village has used considerable efforts to ensure an accurate representation of information in this RFP, the information contained in this RFP is supplied solely as a guideline for Proponents. The information is not guaranteed or warranted to be accurate by the Village, nor is it necessarily comprehensive or exhaustive. Nothing in this RFP is intended to relieve Proponents from forming their own opinions and conclusions with respect to the matters addressed in this RFP.

## 15.0 MODIFICATION OF TERMS

The Village reserves the right to modify the terms of the RFP at any time at its sole discretion. Such modifications will be communicated to all Proponents through formal addenda.

## 16.0 OWNERSHIP OF PROPOSALS AND FREEDOM OF INFORMATION

All documents, including Proposals, submitted to the Village become the property of the Village. Each Proposal should clearly identify any information that is considered to be confidential or proprietary information.

However, the Village is subject to the provisions of the *Freedom of Information and Protection of Privacy Act*. As a result, while section 21 of the *Freedom of Information and Protection of Privacy Act* does offer some protection for confidential third party business, financial and proprietary information, the Village cannot guarantee that any such information provided to the Village will remain confidential if a request for access is made under the *Freedom of Information and Protection of Privacy Act*.

## 17.0 CONFIDENTIALITY OF INFORMATION

Information pertaining to the Village obtained by the Proponent as a result of participation in this project is confidential and must not be disclosed without written authorization from the of Village.

## C. PROPOSAL SUBMISSION REQUIREMENTS

### 1.0 PROPOSAL SUBMISSION

- a) Responses should be delivered by hand, mail or email to the following location no later than 10:00 am Pacific Daylight Time on May 6, 2016, (Closing) and should be clearly marked '**Village of Cumberland Liquid Waste Management Plan Technical Consultant**':

Attention: Sundance Topham  
Village of Cumberland  
2673 Dunsmuir Avenue  
Box 340  
Cumberland, BC V0R 1S0  
Email: [stopham@cumberland.ca](mailto:stopham@cumberland.ca)

- b) Proposals are to include the following sections:

- i) General:

An introductory cover letter that includes a general background overview of the Proponent, identification of similar services provided for other

clients and outline of expected approach for successfully undertaking the project.

ii) Relevant Experience:

This section must include:

- A listing of recent relevant project experience. Project descriptions should include a summary of related work, including scope, project successes, location and length of time of project.

iii) Qualifications:

This section must include:

- Educational and professional qualifications of each individual to be assigned. Include a summary of each individual's work experience with related projects;
- Identification and brief description of experience and relevant qualifications. Resumes may be included as an appendix;
- Identification of availability and office location.

iv) Financial Expectations

This section must include:

- Expected hourly rate;
- A breakdown of any other proposed costs, including all materials, tools, equipment, travel costs and incidentals.

v) References:

A list of references from a minimum of two (2) municipal government clients who have engaged the Proponent to complete similar projects, include the name, address and phone number of references; and,

vi) Assurance that the Proponent is not in a position which may be perceived as a conflict of interest with respect to undertaking this project.

c) Proposal format:

- i) Proposals may be either emailed with the Request for Proposal title clearly indicated in the subject line (Please request confirmation of receipt of any emailed proposals), or submitted in a sealed package with the name and address of the Proponent and the Request for Proposal title clearly marked on the outside.
- ii) Facsimile submissions will not be considered.
- iii) Late Proposals will not be considered.

- iv) Proposals that are conditional; illegible; obscure; contain arithmetical errors; erasures, alterations, or irregularities of any kind; may, at the discretion of the Village, be declared disqualified.
- v) The person(s) authorized to sign on behalf of the Proponent and to bind the Proponent to statements made in response to this RFP must sign the Proposal Form provided herein. Unsigned Proposals will be declared disqualified and returned.
- vi) Proponents shall be solely responsible for the delivery of their Proposals in the manner and time prescribed. All submissions must be delivered according to the instructions herein. The Village will accept no responsibility for documents delivered to other Village facilities and at the discretion of the Chief Administrative Officer may be declared disqualified.

## 2.0 ENQUIRIES

- a) All enquiries related to this RFP shall be directed to:

Paul Nash  
LWMP Project Coordinator  
Village of Cumberland  
Cell Phone: 604.740.7328  
Village Office: 250.336.2291  
Email: [pnash@cumberland.ca](mailto:pnash@cumberland.ca)

- b) Enquiries will be accepted until 2:00 pm Wednesday, May 4<sup>th</sup>, 2016.
- c) Information obtained from any other source is not official and should not be relied upon.

## 3.0 ADDENDA

- a) Any questions that are received by the Village that affects the Request for Proposal process will be issued as addenda by the Village.
- b) Addenda will be published at the Village website. It is the responsibility of the proponent to monitor the website to check for updates. All addenda become part of the Contract document and must be considered when responding to this RFP.
- c) Verbal answers are binding only when confirmed by written addenda.

## 4.0 DISCLAIMER

Each Proponent is responsible to review and understand the terms and conditions of this RFP, and the scope of work being requested. The Village makes no representation or warranty as to the accuracy or completeness of the information contained in this RFP

and the Proponent is solely responsible to ensure that it has obtained and considered all information necessary to understand the requirements of the RFP, and to prepare and submit its Proposal. The Village will not be responsible for any loss, damage or expense incurred by a Proponent as a result of any inaccuracy or incompleteness in this RFP, or as a result of any misunderstanding or misinterpretation of the terms of this RFP on the part of any Proponent.

## 5.0 EVALUATION AND SELECTION CRITERIA

Evaluation of Proposals will be by the Village according to the criteria identified below. Those Proposals passing the mandatory requirements will be further evaluated against the point-rated criteria. During the evaluation process, Proponents may be required to provide clarification to statements made in their Proposals. The Village reserves the right to contact any person or organization to determine the reputation of the proponent.

<b>Mandatory Criteria</b>
Proposal Form completed and signed by a person authorized to bind the Proponent to statements made in the submission.
Proposal must be received at the closing location by the specified Closing date and time.

Point-rated Criteria	Points Assigned	Score per Criteria (Multiplier)					Weighted Total
		Poor (.3)	Marg. (.5)	Fair (.7)	Good (.9)	Exc. (1.0)	
Experience and qualifications	30						
Reputation and feedback from references	30						
Cost to the Village	30						
Completeness and clarity of proposal	5						
Social Procurement	5						
<b>Total Points</b>	<b>100</b>						

## 6.0 COMMITMENT BY THE VILLAGE

- a) The Village will make available, upon request, any existing Village plans, reports and copies of relevant background information, including hard copies that are not posted on the Village website.

- b) The Village will not charge the Proponent for reasonable use of Village support staff (i.e. secretarial and clerical), if any. It is anticipated that the Village will provide basic support services, including phone messaging, photocopying, and mail management.
- c) The successful Proponent may be required to sign non disclosure, confidentiality or other agreements when access is provided to Village information.

## **D. SCOPE OF WORK**

### **1.0 OVERVIEW OF THE VILLAGE OF CUMBERLAND**

The Village of Cumberland, with a population of approximately 3,700 people, is situated on the east coast of Vancouver Island, within the Comox Valley. It is primarily a residential community with an historic commercial core. The Village along with the adjacent municipalities of Courtenay and Comox comprise the urban core of the Comox Valley Regional District (CVRD), which has a total population of approximately 60,000.

Cumberland has many characteristics that make it a great place to live, work and play, including a sense of community, the small village feel, parks and open spaces and the quality of the environment. Cumberland provides affordable residential living and an abundance of nearby outdoor recreation opportunities such as mountain biking and skiing.

Cumberland is a young community with the number of children under 15 years above both the Provincial and Federal average. Cumberland is also a growing community with its population increasing by 23% from 2,762 to 3,398 in the years 2006 to 2011.

Known development is expected to produce an estimated 792 single family units and 3500 multi-family units in the community in future years. The Village updated its Official Community Plan in 2014 and is currently updating its Zoning Bylaw. The recently completed Official Community Plan (OCP) notes that the population of the Village could increase to a projected high of approximately 8,500 residents by 2030.

### **2.0 PROJECT BACKGROUND**

The Village of Cumberland operates a wastewater system – collection, treatment and discharge – under Permit PE-0197 from the BC Ministry of Environment. The collection system serves the entire village core and also includes some areas of combined sanitary and storm sewers. The treatment system consists of screening, and two shallow lagoons, one aerated and one for settling, with no effluent disinfection. The discharge is to Maple Lake Creek which then flows into the Trent River, which eventually discharges into Baynes Sound, which is single most important shellfish growing areas in British Columbia. The collection system has components that are over 100 years old, while the treatment system was originally constructed in 1968, and has had various upgrades over the years. Despite these improvements, the current system has issues in relation to

elevated levels of phosphorous and excessive wet weather flows, fails to meet the permit conditions, and is far short of the current Provincial and Federal standards.

In order to move into compliance the Village adopted the Liquid Waste Management Planning (LWMP) process as the means to address these sewage management problems in 1999. This process has stretched out over 17 years due in part to the fact that the growth projections in the community contemplated when the LWMP process first started changed when the Official Community Plan (OCP) was updated in 2004.

The Village of Cumberland started developing its LWMP in 1999, completing Stage 1 in 2001, and Stage 2 in 2003. The growth strategy for Cumberland was changed in the 2004 OCP, which necessitated a change in the LWMP. The next revision to Stage 2 was completed in 2008, with further work being done in 2009-2011, but Stage 3 was never completed.

Concurrently, the Comox Valley Regional District (CVRD) began development of a Liquid Waste Management Plan for the “South Region”, to create a regional wastewater collection and treatment system, which included the option of connecting the Village of Cumberland. In 2011, the Village of Cumberland had developed three options for wastewater treatment:

- Construction of a mechanical treatment plant, with enhanced phosphorous removal in summer, and treated water discharged to Maple Lake Creek. Winter and excess flows are diverted through a constructed wetland to be built adjacent to the existing lagoons;
- Construction of a mechanical plant, with treated water pumped to a ground discharge area near the CVRD landfill, and excess winter flows disinfected and discharged to Maple Lake Creek; and,
- Connection to the proposed CVRD South Sewer Project, with excess winter flows disinfected and discharged to Maple Lake Creek.

The 2011 cost estimates ranged, in order, from \$27million, to \$20m and \$22m, with the South Sewer project having a projected operational cost of half that of options 1 and 2. The triple bottom line (economic, environmental and social) analysis at the time had the South Sewer project as the highest rated option and in 2011 the Village of Cumberland decided to make the South sewer Project its preferred option.

The South Sewer Project continued to be developed from 2011 to 2015, and changed from the original concept of a treatment plant discharging into Baynes Sound, to a connection to the Comox discharge at Cape Lazo, with a significant increase in costs. In 2015, the Village of Cumberland decided the South Sewer Project was no longer the best option to achieve its liquid waste management objectives and decided to withdraw and once again pursue its own treatment options.

In the 17 years since the original LWMP was started in 1999, various conditions have changed, from growth projections, environmental regulations, and treatment technologies.



Additionally, and most importantly, it has been a number of years since there was a public visioning process, and the aspirations of the Village have changed.

Thus, it is necessary for the Cumberland LWMP process to return to Stage 1.

### **3.0 PROJECT OBJECTIVES AND ACTIVITIES**

The Council of the Village of Cumberland has adopted the following as the strategic goal for wastewater treatment;

*Developing an environmentally sustainable method of treating the liquid waste that is produced by the Village*

The Provincial LWMP process is the chosen path to come up with that method. The LWMP process has three stages;

1. Definition of current conditions, treatment requirements, long list of conceptual options, selection of short list of options;
2. Detailed assessment of short list of options, selection of preferred option; and,
3. Detailed study of selected option, developing a funding plan, implementation schedule, and adoption of the Plan.

The resulting Plan, when completed and implemented, will bring Cumberland into compliance with all the current environmental regulations and set the direction for wastewater treatment for the next 20 years.

The wastewater treatment project will likely be the largest capital project in the history of Cumberland, so the proper planning for it is of great importance.

Public input is a key element of an LWMP, and this will be done through a public Advisory Committee, numerous public workshop sessions along the way, and communication – two way – via website and traditional channels.

The Village of Cumberland has some distinct wastewater challenges to meet, including:

- Cumberland has a significant village area with combined storm-sewers. This leads to a wide range of flows from 1000cu.m/day in dry weather to up to 15,000cu.m/day in wet weather. There is a plan for progressively separating the storm sewers which is expected to take 10 years to complete. The challenge is to avoid the treatment plant being “overbuilt” purely for these near term peak flows.
- Discharge to receiving environments – land or water - will have to meet all the current, and foreseeable provincial and federal standards.
- Summertime flows in the receiving streams are very low, and the BC Ministry of Environment is proposing a summertime effluent phosphorous criteria of 0.005mg/L mean and 0.01mg/L maximum.

- The current receiving water, Maple Lake Creek, flows into the Trent River and eventually into Baynes Sound, which is the highest value aquaculture area, mostly oyster farms, in BC. So there are high expectations for treatment and potentially higher consequences for a summertime treatment failure. Regardless of the level of treatment, there is a perception issue about any “effluent” going into the Sound.
- There is a preference for an enhanced lagoon based system and avoid a complex mechanical treatment plant, if possible.
- The Village of Cumberland has limited financial reserves and borrowing capacity.
- After 17 years of LWMP process and no result, there is a desire to get something done as soon as practicable.
- The South Sewer Project remains on the table as an option, but the desire is to come up with a “made in Cumberland” solution that better fits the Village’s aspirations, and is more affordable.

In addition to the mandatory wastewater treatment requirements, some of the aspirational “wants” to be considered will include the possibilities for;

- Use of reclaimed water for industrial, agricultural, municipal and residential purposes.
- Removal of pharmaceuticals and other trace contaminants.
- Heat recovery and district heating.
- On site renewable energy generation, including kinetic energy recovery.
- Maximizing process energy efficiency.
- Minimizing external inputs (e.g. process chemicals).
- CO2 reductions.
- Constructed wetlands and habitat restoration/enhancement.
- Innovative biosolids processing options.
- Solutions that will enable new sources of external funding.
- Other goals brought forward during the Stage 1 process.

There is a strong desire from Cumberland to show leadership and innovation on wastewater treatment, and both qualities will be needed from the technical consultant to develop a solution that can satisfy these somewhat divergent requirements.

A key reason for the desire for an innovative solution is that innovation is a major evaluation criteria for almost all senior government funding programs. So the more innovative the project, the more likely it is to secure external funding. And the more likely it is to deliver real value.

#### 4.0 PROJECT EXECUTION

The overall project is intended to follow the traditional three stages of the LWMP process. But with the current system out of compliance, and a hard in-compliance date of 2020, there is a need to move the process forward very efficiently.

To manage the LWMP process, the Village of Cumberland hired a Project Coordinator in February 2016, who has overall responsibility for managing the LWMP process, particularly the public engagement and reporting, leaving the technical consultant to focus on the technical parts.

To expedite the process, Cumberland will be using a single, merged committee, the Wastewater Advisory Committee (WAC) instead of the traditional Public and Technical Advisory Committees. The technical consultant, and the project coordinator will both be advisors to this committee. The WAC will report to the Project Steering Committee, which will be the Council of the Village of Cumberland.

To lay out the process, a “road map” for the LWMP has been developed and presented to Cumberland Council, and is included in the attachments. The emphasis is on Stage 1, with a goal to have it substantially completed by the end of 2016, and the timeline for this is also included in the attachments.

The preferred approach to be taken for Stage 1 is in the following order:

- a) Review and baseline. There have been various technical studies done over the years, but some are now out of date and all of it will need review by the Proponent. Any knowledge gaps will need to be identified, and possibly filled. This work will be done by the technical consultant in conjunction with the project coordinator and Village staff.
- b) Goal Setting. Working with the WAC to identify all the mandatory (regulatory) needs and then identify and capture the aspirational goals of the community and other stakeholders. This will be used to create an evaluation matrix for assessing the yet to be developed options, which will be put to Council for approval.
- c) Options Development. Working with the WAC to identify the widest possible range of solutions that address the Goals.
- d) Evaluation and Recommendation. Assess and rank the proposals to produce a short list of recommended options to go to Council.
- e) Report. Capture all the information into a Stage 1 Report for submittal to Ministry of Environment

The overall process for Stage 1 is analogous to a Design-Build procurement process. The Goal Setting is the Owner’s Statement of Requirements and the Proposal evaluation system. The Options Development is the proposal preparation stage, and the assessment is the review of the proposals.

As with a real design build process, the key to success is getting the Statement of Requirements right, and forming an evaluation system that accurately reflects this.

*Cumberland will be relying on the experience of the technical consultant to develop, screen and capture the aspirational goals into a meaningful evaluation system, that can produce an achievable project.*

## 5.0 THE “SHORT CUT” TO THE DESTINATION

The normal LWMP process leaves the developing of the financing plan, usually based on borrowing, to Stage 3, and the actual implementation only occurring after Ministry approval of the completed plan. This is usually a long process, and after 17 years, Cumberland is eager to get the implementation stage as fast as possible.

*It must be remembered at all times that the real objective is not actually to come up with an LWMP, but it is to get an appropriate solution built.*

The limiting factor in implementation is usually not the engineering, but the funding. To avoid this, Cumberland will be aggressively pursuing funding options, specifically external grants, during all stages of the LWMP. The LWMP work will be used as the supporting information for these funding applications, and the technical consultant will be assisting the project coordinator in preparing these applications.

*Just as the widest possible range of wastewater treatment options is to be identified and evaluated, so too the widest possible range of funding options is to be identified and evaluated.*

Another option available is for Cumberland to have a referendum about borrowing, instead of waiting for the borrowing authority that comes from a completed LWMP. If the LWMP work produces an option that has widespread support, or a funding option that involves borrowing as awarded, then a referendum will be held.

Aggressively pursuing funding while options are being developed, and developing options, or features, that specifically enhance funding opportunities represents an innovation in the LWMP process itself. If Cumberland is successful in securing sufficient funding, or borrowing approval, at any time before the Plan is completed, then Cumberland will likely choose to stop work on the Plan and start work on building the solution.

So while the LWMP information will be used as *supporting information* for funding applications, it can also be used as the *defining information* for a project procurement process.

The farther down the LWMP process, the more procurement options become available, as shown in the following table.

Completed LWMP Stage	Procurement Methods Available	Latitude/Constraints
1	Design Build RFP	Options from Short List, technology not specified
2	Design Build RFP	Option specified, technology

		not specified
3	DB RFP or Design-Bid-Build Tender,	Option and technology specified
MoE approved LWMP	Design-bid-build tender,	Everything specified

*Thus, the LWMP process is not just about defining technical options, it is also about getting Cumberland to a state of financial and information readiness for implementing a project at any time.*

Cumberland will be relying on the advice of the technical consultant as to when this readiness is achieved, and if/when to actually take the short cut to implementation.

A corollary of the option for the “short cut” to implementation is that the LWMP itself would not actually be completed.

*This is not a failure of the LWMP process, but is actually the best possible expression of success.*

It means that the LWMP committee has not only defined the conditions for a successful technical solution, but has created the conditions for an early implementation of it. That is indeed an innovation in municipal project development.

## 6.0 ROLE OF THE TECHNICAL CONSULTANT

The Technical Consultant will report to the Project Coordinator and their main role is to provide the expert advice on what the options are, what is realistically achievable, and how much they are likely to cost.

There will be some overlap between the two parties, as shown in the following Responsibility Matrix:

Task	Project Coordinator	Technical Consultant	Village Staff
Administration of project	Lead		Assist
Preparing and facilitating WAC meetings	Lead	Assist	2 <sup>nd</sup> Assist
Preparing and facilitating public engagement	Lead	Assist	2 <sup>nd</sup> Assist
Liaising with Ministry of Environment and other stakeholders	Lead	Assist	
Data Collection, if required	Lead	Identify requirements	Assist
Further Technical Studies, if required	Assist	Lead	

Options development	Assist	Lead	2 <sup>nd</sup> Assist
Technical Analysis of options	Assist	Lead	2 <sup>nd</sup> Assist
Design of Bench and Pilot testing, if required	Assist	Lead	
Cost Estimating	Assist	Lead	
Identifying and securing grant funding for LWMP process, possible pilot studies, and eventual treatment project	Lead	2 <sup>nd</sup> Assist	Assist
Reporting to Council	Lead	2 <sup>nd</sup> Assist	Assist
Preparation of Reports to MoE	Lead	Assist	2 <sup>nd</sup> Assist

The technical consultant can be an individual, a company or a partnership. They must have a multi-disciplinary background with particular experience in;

- Wastewater servicing planning in the municipal context.
- Wastewater treatment planning.
- Preparation of construction tenders and RFP's in both design-bid-build and design-build format.
- Tertiary treatment and nutrient removal.
- Noise and odour control.
- Reclaimed water planning.
- Environmental studies and the BC Municipal Wastewater Regulation.
- Community sustainability planning.
- Working with First Nations
- Innovation. Developing, analyzing and implementing innovative solutions.
- Being able to make recommendations on the basis of good engineering judgement in the face of limited data.
- Ability to deliver value by both managing costs and maximizing benefits.

The use of sub-consultants should not be required. If an unusual and specific need arises, such as to evaluate an unusual environmental or geotechnical condition, or a proposed innovation, then use of a sub-consultant may be considered by the Project Coordinator.

When it comes to developing options and innovations, the technical consultant is the primary entity responsible, but they are not the only ones that can bring options forward. They may also come from the Project Coordinator, Village staff, the

Wastewater Advisory Committee and even the general public. But all options and innovations must be reviewed by the technical consultant. In effect, they are the “paid skeptic” who must pass judgment on the proposed options, even, and especially, their own.

The major deliverables for the Stage one work will be a series of Technical Memos on:

- The results of the baseline evaluation for flows, loads, growth and treatment requirements.
- Recommendations for future collection system expansions.
- Treatment quality and other requirements from the Municipal Wastewater Regulation.
- Each of the options developed for the Long List.
- The evaluation of each of the options and reasons for exclusion or inclusion on the Short List.
- Needs for pilot studies or further work on any options.

Additionally, the technical consultant will work closely with the project coordinator on the preparation of the Stage 1 report.

The technical consultant will work remotely from the Village Office. The primary mode of communication between the project coordinator and Village staff will be through telephone and email, with attendance at necessary meetings, primarily with the project coordinator and Wastewater Advisory Committee meetings.

The nature of the LWMP process dictates that the length of time required and even the hourly workload for the technical consultant is unknown, but the Proponent should be prepared for a multi-year project. The ultimate goal is to have a treatment solution in place to meet the 2020 Deadline for the Federal Wastewater Systems Effluent Regulations. However, it is highly desirable to have a new treatment process operating as soon as practicable.

The initial contract will be for the LWMP Stage 1 work only. It is likely that the consultant will then re-engaged for stage 2 and 3.

It must be noted that if the “short cut” to the destination is achieved, then the LWMP work will stop, and the Village will need an Owner’s Engineer for the construction project. The technical consultant is neither obligated nor guaranteed to be the Owner’s Engineer for the project.

## **7.0 REMUNERATION**

- a) Invoices will be submitted monthly to the Village based on the actual number of hours devoted to the project during the month.

- b) A summary report with each invoice shall include details of the work performed, the number of hours worked for each day and date, the disbursements expended, and the totals for the period.
- c) Payment of monthly invoices by the Village shall be made within thirty (30) days after receipt by the Village.

## **8.0 AVAILABLE INFORMATION**

- a) Specific attachments to this RFP;
  - i. Report to Council November 2015 on withdrawal from the South Sewer project
  - ii. LWMP “road map” as presented to Cumberland council on 15 March
  - iii. Wastewater Advisory Committee Terms of Reference
  - iv. 2016 Project Timeline
- b) Proponents wishing to submit a proposal are encouraged to review Village of Cumberland LWMP background materials prior to submission.
- c) Electronic consolidated versions of certain LWMP documents are available on the Village website. Search ‘LWMP’ at [cumberland.ca](http://cumberland.ca). (Note that other hard copy or electronic documents are available from the Village. Please contact the Village directly for information not available on the website.)

## **E. CONTRACT CONDITIONS**

By submission of a Proposal, the Proponent agrees that should its Proposal be successful, the Proponent will enter into a Contract with the Village based on this RFP, the Proponent’s Proposal, and any negotiations concluded pursuant to Section B.12.

### **1.0 COMPLIANCE WITH LAWS**

The Consultant will comply with all laws applicable to the work or performance of the Contract.

### **2.0 LAWS OF BRITISH COLUMBIA**

Any Contract resulting from this RFP will be governed by and will be construed and interpreted in accordance with all laws in affect of the province of British Columbia.

### **3.0 INDEMNITY**

Notwithstanding the providing of insurance coverage by the Consultant, the Consultant hereby agrees to indemnify and save harmless the Village, its employee(s), agent(s) and authorized representative(s) and each of them from and against losses, claims, damages, actions and causes of action (collectively referred to as “Claims”), that the Village may sustain, incur, suffer or be put to at any time, either before or after the



expiration or termination of this Agreement, that arise out of the acts or omissions, including negligent acts or omissions of the Consultant or its sub-contractor(s), servant(s), agent(s) or employee(s) under this Agreement, expecting always that this indemnity does not apply to the extent, if any, to which the Claims are caused by errors, omissions or the negligent acts of the Village, its other consultant(s), assign(s) and authorized representative(s) or any other persons.

#### **4.0 INSURANCE**

The Consultant will be required to provide and maintain professional liability insurance in an amount not less than \$1,000,000.00 insuring the Consultants' liability resulting from errors and omissions in the performance of professional services under the Contract. Proof of insurance must be provided to the satisfaction of the Village.

#### **5.0 REGISTRATION WITH WORKSAFEBC**

The Consultant shall have Work Safe BC coverage for itself, all workers and any shareholders, directors, partners or other individuals employed or engaged in the execution of the Work, and shall comply with all conditions of the Workers Compensation Act and regulations there under. Upon request, the Village may consider providing the Consultant coverage under the Village's existing Work Safe BC coverage. Any such inclusion under the Village's existing coverage shall be at the Consultants expense.

#### **6.0 OWNERSHIP**

The material produced, furnished and used by the Consultant as a result of this Agreement will be the exclusive property of the Village upon completion of the Work.

**F. PROPOSAL FORM**

Village of Cumberland  
Liquid Waste Management Plan – Technical Consultant

**CLOSING: 10:00 AM PACIFIC DAYLIGHT TIME ON MAY 6, 2016**

This form must be completed, signed and included with the submission.

The undersigned confirms that their submission is in response to the Request for Proposals for a Technical Consultant for the Village of Cumberland’s Liquid Waste Management Planning and the Proponent acknowledges receipt of addenda # \_\_\_\_\_ through addenda # \_\_\_\_\_

**Name of Firm:** \_\_\_\_\_

**Address:** \_\_\_\_\_

**Phone:** \_\_\_\_\_ **Fax:** \_\_\_\_\_

**Email:** \_\_\_\_\_

**Contact Name:** \_\_\_\_\_

**Position :** \_\_\_\_\_

**Phone:** \_\_\_\_\_ **Fax:** \_\_\_\_\_

**Email:** \_\_\_\_\_

\_\_\_\_\_  
**Authorized Signature**

\_\_\_\_\_  
**Name and Title**

\_\_\_\_\_  
**Date**

**STAFF REPORT TO MUNICIPAL SERVICES COMMITTEE**

**From:** Erin Anderson, Director of Financial Services  
**Meeting Date:** May 8, 2017  
**File No:**

**RE:** Incorporate Social Procurement into Purchasing Policy

**RECOMMENDATION(S)**

That the Committee:

- 1) Determine the desired community benefit of social procurement; and
- 2) Direct staff to amend the Town’s Purchasing Policy.

**PURPOSE**

The purpose of this report is to confirm the desired community benefit from social procurement.

**PREVIOUS COUNCIL DIRECTION/RESOLUTIONS**

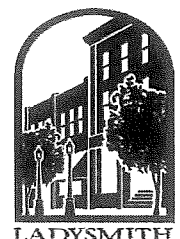
Resolution	Meeting Date	Resolution Details
CS 2016-245	Jul-04-2016	That Council: 1. Direct staff to incorporate Social Impact language into the Town’s Purchasing Policy for consideration at an upcoming meeting of the Committee.

**INTRODUCTION/BACKGROUND**

Social Procurement is defined as utilizing existing purchasing power to achieve social impact or value. It moves beyond the simple “best value” in procurement to further encourage suppliers to demonstrate community benefits in their contract or bid.

Cumberland was the first municipality in BC to develop a Social Impact Framework (Appendix A). Their framework explains the basis for the Social Procurement and details the goals the community benefit will work to address:

- contribute to a stronger local economy;
- increase diversity among suppliers;
- promote the living wage and fair employment practices;
- improve access to contracts for micro, small business and social enterprises;
- increase the number of local jobs that support young working families;
- increase social inclusion, by improving contract access for equity-seeking groups, such as social enterprises;



- enhance community arts and culture infrastructure;
- improve and enhance public spaces;
- increase training and apprenticeship opportunities;
- help move people out of poverty, providing increased independence and sustainable employment for those in need;
- improve opportunities for meaningful independence and community inclusion for citizens living with disabilities; and
- to stimulate an entrepreneurial culture of social innovation.

The Town of Qualicum Beach has also incorporated Social procurement into their Purchasing Policy (Appendix B). The focus in their policy is to encourage a social benefit:

- that attracts and retains families with young children
- that supports entrepreneurs creating sustainable economic development and new employment opportunities
- that values supply chain partners providing work experience and employment opportunities to youth aged 15 -29
- for Social Enterprises, providing work experience and employment opportunities for disadvantaged populations, or improving the arts, culture, agriculture and recreational opportunities
- that values and rewards supply chain partners with a high percentage of staff earning the living wage and receiving benefits
- that ensures that supply chain partners are contributing to the advancement of the community socially, economically (including agriculture), culturally and environmentally

Both municipalities used Sandra Hamilton, EMBA, a Public Sector Social Innovation Advisor and Canada's first Social MBA, to develop the framework. The Town of Ladysmith undertook preliminary work with this consultant in 2015; limited resources, both financial and staff time, put this project on hold.

Other levels of government have already incorporated social procurement language into purchasing contracts.

### *Decisions*

Before incorporating social procurement language into the Purchasing Policy, a community benefit framework must be developed. This framework will allow staff to make procurement decisions that uphold Council's desired outcomes. The desired outcomes identified by other communities are outlined in the following table. Council can use these as the basis for determining the desired outcomes for the Town of Ladysmith community benefit section in the Purchasing Policy.

**Examples of COMMUNITY BENEFITS & GOALS** *Town of Ladysmith Notes*

**Economy**

- local job creation
- contribute to a stronger local economy;

*Currently a Strategic Priority. A definition of local would be required. Is it just the boundary of Ladysmith or does it extend to the entire Cowichan Valley Region or all of the Vancouver Island?*

**Ethical Trade**

- living wage through the entire supply chain
- fair employment practices;

**Arts Culture**

- enhance community arts and culture infrastructure;

*An Arts Strategy is included in the 2017-2021 Financial Plan*

**Vulnerable Population**

- help move people out of poverty,
- sustainable employment
- increase training and apprenticeship opportunities;

**Youth (age 15-29)**

- work experience & employment opportunities
- increase training and apprenticeship opportunities

*A Youth Strategy is included in the 2017-2021 Financial Plan.*

**Environment**

- do no harm

*Currently in the Purchasing Policy.*

**Accessibility**

- improve and enhance public spaces;
- improve opportunities for meaningful independence and community inclusion for citizens living with disabilities; and

**Young Families**

- increase the number of local jobs that support young working families;
- attract and retains families with young children

Once Council has determined the Town's own community benefit goals, they will be incorporated into the Purchasing Policy.

*Purchasing Policy*

The Town's Purchasing Policy will require an amendment to add Social procurement language. It is recommended that a Social Impact Factor between 5% and 15% of the total evaluation be added, depending on the valuation of the Tender, RFP, or RFQ (bid documents). What this will do is add an additional weighting to the evaluation of the bid documents submitted by contractors and suppliers.

Currently, bid documents are not required on purchases under \$25,000. Changing this threshold is not recommended.

Overarching domestic and international trade agreements still apply.

A draft update to the Town of Ladysmith Purchasing Policy is attached for discussion purposes (Appendix C). Decisions on the community benefit goals will be incorporated in the next version of the policy.

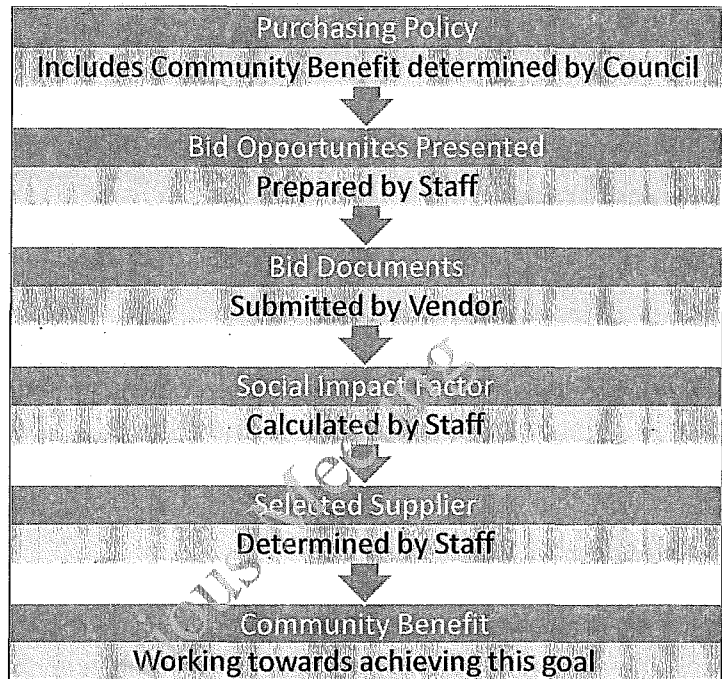
**SCOPE OF WORK**

Once Council has approved the desired Community Benefits, the Purchasing Policy will be amended and presented to Council at a later date for approval. A communications plan would be developed to notify current and potential suppliers of the change. Relevant staff will also be updated regarding any changes.

**ALTERNATIVES**

Council could choose not to incorporate Social procurement language into the Purchasing Policy. Council could also hire a consultant to lead the Social procurement process, although it should be noted that no funds have been allocated in the 2017-2021 Financial Plan for such a consultant.

Figure 1: Linking Purchasing Policy with desired Goal



**FINANCIAL IMPLICATIONS**

Overall, there should be minimal financial impact. Purchasing decisions are still made based on best overall value for the Town; this does not necessarily mean the lowest dollar value is selected.

**LEGAL IMPLICATIONS**

There are many legal aspects to procurement. Provincial and Federal trade agreements take priority over municipal policies.

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS**

Information will be included in bid documents and posted on the Town's website.

**INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS**

Finance is leading this project, although purchasing decisions have been delegated by Council through the Finance Department to the heads of other departments.

**RESOURCE IMPLICATIONS**

Additional time will be required to prepare bid documents as well as evaluating submissions to ensure that the desired outcomes are met.

**ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT**

This aligns with Local, Diverse Economy.

**ALIGNMENT WITH STRATEGIC PRIORITIES**

This supports the Strategic Priority – Partnerships.

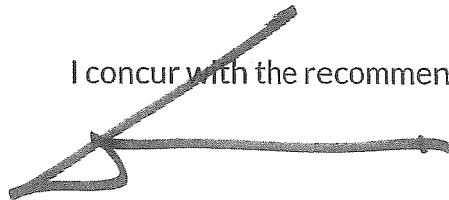
**SUMMARY**

Council has directed staff to include social procurement language into the Purchasing Policy. To do so, Council must determine what to include as Ladysmith's social procurement community benefit goals and to amend the Purchasing Policy.

Erin Anderson, Director of Financial Services

April 28, 2017

I concur with the recommendation.



Guillermo Ferrero, City Manager

**ATTACHMENT(S)**

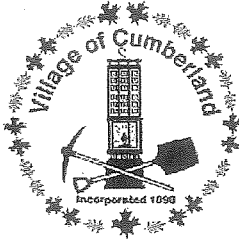
Appendix A – Village of Cumberland – Social Procurement Framework

Appendix B – Town of Qualicum Beach – Purchasing & Disposition of Assets – General – Social Procurement

Appendix C – Town of Ladysmith’s DRAFT Purchase Policy

*Reviewed at a Previous Meeting*





# Corporation of the Village of Cumberland

2673 Dunsmuir Avenue  
P.O. Box 340  
Cumberland, BC V0R 1S0  
Telephone: 250-336-2291  
Fax: 250-336-2321  
cumberland.ca

## Appendix B

### The Village of Cumberland - Social Procurement Framework

*"Not all profit is equal. Profits involving a social purpose represent a higher form of capitalism, one that creates a positive cycle of company and community prosperity."*

**Michael Porter, Harvard Business Review, February, 2011**

#### What is Social Public Procurement?

Social Public Procurement leverages existing purchasing to achieve social value.

#### Moving from do no harm, to do some good.

Over the last thirty years the environmental movement has done an excellent job of educating and increasing awareness surrounding the importance of developing more sustainable practices. This has led to considerable changes in behaviours and societal norms. Environmental considerations in government procurement have now become normalized.

Social procurement seeks to further leverage tax dollars to achieve broad societal goals, increasing equality and diversity, while contributing to improved community wellbeing through the blending of social, environmental and economic considerations in the procurement process.

Social procurement leverages the public procurement process for goods and services, to advance positive economic, workforce, and social development outcomes<sup>1</sup>. Social procurement blends financial and social considerations in public sector purchasing to deliver against two bottom lines:

1. A commitment to purchasing the best value services and products, in keeping with the MEAT criteria, the Most Economically Advantageous Tender; and
2. A commitment to leverage limited public resources to achieve strategic community outcomes<sup>2</sup>.

<sup>1</sup> The Cumberland Social Procurement framework was designed by Sandra Hamilton

<sup>2</sup> Adapted from Social Procurement: a Guide for Victorian Local Government. State Government of Victoria, October, 2010

<sup>3</sup> Adapted from the Toronto Social Procurement Framework, April 2013

### **Why is the Village of Cumberland creating a Social Procurement Framework?**

- By expanding the traditional understanding of 'best value' in procurement, to include the generation of positive societal benefits, alongside high quality and competitive bids,<sup>2</sup> the Village of Cumberland is working to maximize community benefits and deliver improved socio-economic returns for local taxpayers, within the existing spend.
- To ensure a sustainable and ethical approach to procurement, that is values aligned with the community vision, as outlined in the 2015 Corporate Strategic Priorities document, and constructed to support the strategic priorities.
- To promote diversity and innovation through supply chain partnerships.
- To stimulate growth and build the capacity of social enterprises in the community.
- To align procurement with consideration for People, Planet and Profit.

### **What are the key pillars guiding Social Procurement in Cumberland?**

1. The procurement process will continue to meet all the principles of fairness, integrity, accountability and transparency, while also screening for transformational opportunities to improve social outcomes.
2. The procurement framework continues to evaluate:  
1) Quality 2) Price 3) Environmental, while adding the fourth component of 4) Social

Evaluation criteria and weightings will vary by contract; the criteria will be specific to the nature of the procurement and clearly stated in the procurement documents.

3. In advance of carrying out any procurement, the framework imposes a duty on the public sector buyer to consider how the purchase might be better leveraged, to improve the economic, social or environmental wellbeing of Cumberland; to improve access for micro, small businesses and/or social enterprises; or to promote innovation<sup>3</sup>. This duty includes an understanding that the Village will engage in reasonable outreach to engage equity-seeking businesses (those working to integrate the marginalized back into society) in procurement opportunities.
4. Village procurement will continue to be compliant with the obligations set out in both Domestic (New West Partnership Agreement (NWPTA), Agreement on Internal Trade (AIT) and International Trade Agreements (The Agreement between the Government of Canada and the Government of United States of America on Government Procurement (CUSPA), World Trade Organization Agreement on Government Procurement (GPA)).

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<sup>4</sup> Adapted from the Scottish Social Procurement Act

**5. Promotion of Contract Opportunities**

In addition to bid opportunities, at or above an applicable trade threshold being publicly posted on electronic bidding systems such as BC Bid, MERX, or Alberta Purchasing Connection (APC), The Village of Cumberland also encourages all sub-contracts to be posted to the Village website, where local contractors and business associations may choose to sign up for email alerts.

**6. Living Wage Evaluation <sup>4</sup>**

Staff may choose to evaluate organisations against the percentage of the organisations' employees being paid a living wage.

Living Wage Canada, is a national living wage online resource, providing a searchable database of living wage calculations by city.

If the living wage for your community has not been determined, a national methodology for calculating the living wage will be available soon at Living Wage Canada. The nearest community to Cumberland, for which a Living Wage has been calculated is Parksville/Qualicum, where the rate is \$17.30.

**7. Community Benefit Clauses (CBC's)** may be added to village contracts. CBC's are contractual obligations undertaken by proponents. Evaluation criteria, to determine how the value/points are to be assigned, will be clearly stated in each procurement process.

[The values and criteria assigned will typically vary between a low of 5% and a high of 15%, of the total contract evaluation, depending on the nature of the procurement opportunity.]

**8. Infrastructure planning and investment should promote community benefits <sup>5</sup>**

Infrastructure planning and investment should promote community benefits, being the supplementary social and economic benefits arising from an infrastructure project that are intended to improve the well-being of a community affected by the project, such as local job creation and training opportunities (including for apprentices), improvement of public space within the community, and any specific benefits identified by the community.

**9. Apprenticeship plan**

Staff may choose to consider apprenticeship opportunities, as part of the evaluation of competitive bids. Bidders entering into a procurement process for the construction or maintenance of Village infrastructure and assets, may be asked to provide the village, with a plan for the intended use of apprentices in the construction or maintenance, in the event of a successful bid. A plan will need to include the following information:

The method by which the bidder intends to create employment/training opportunities arising from the construction or maintenance for apprentices who are: residents of the Village; youth and at-risk youth; aboriginal persons; women; newcomers to Canada or retiring veterans, transitioning into new careers. <sup>6</sup>

<sup>5</sup> Strandberg (2014)

<sup>5</sup> Adapted language from Ontario Provincial Government, Bill 6, Infrastructure for Jobs and Prosperity Act, 2015

<sup>7</sup> Adapted language from Ontario Provincial Government, Bill 6, Infrastructure for Jobs and Prosperity Act, 2015

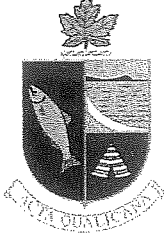
**What are the key social, employment and economic goals that the Social Procurement framework and Community Benefit Clauses will work to address?**

- Contribute to a stronger local economy;
- increase diversity among suppliers;
- promote the Living Wage and fair employment practices;
- improve access to contracts for micro, small business and social enterprises;
- increase the number of local jobs that support young working families;
- increase social inclusion, by improving contract access for equity-seeking groups, such as social enterprises;
- enhance community arts and culture infrastructure;
- improve and enhance public spaces;
- increase training and apprenticeship opportunities;
- help move people out of poverty, providing increased independence and sustainable employment for those in need;
- improve opportunities for meaningful independence and community inclusion for citizens living with disabilities; and
- to stimulate an entrepreneurial culture of social innovation <sup>7</sup>.

Reviewed at a Previous Meeting

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<sup>8</sup> Language drawn from BC Government Social Impact Purchasing Guidelines, November 2014

	<b>Town of Qualicum Beach</b>	<b>Policy Manual</b>
	<b>Subject: Purchasing &amp; Disposition of Assets - General - Social Procurement</b>	
	<b>Policy Number: 6000-3</b>	

## Purpose

To ensure that the Town of Qualicum Beach considers social value in procurement and seeks to proactively leverage the supply chain in a manner that aligns and supports the Town's strategic objectives, as defined in the Qualicum Beach Strategic Plan and in the Official Community Plan (OCP)

To strategically align the Town's Procurement with the Town's Corporate Mission Statement:

"The purpose of Council and Administration of the Town of Qualicum Beach is to exemplify collaborative governance and sound management through the provision of high quality facilities and services, that provide opportunities for continuous improvement to the quality of life for people of all ages that we serve."

The Social Procurement Policy directs staff to conduct procurement in a manner that contributes to the development of a supportive supply chain ecosystem:

- that attracts and retains families with young children
- that supports entrepreneurs creating sustainable economic development and new employment opportunities
- that values supply chain partners providing work experience and employment opportunities to youth aged 15 -29
- for Social Enterprises, providing work experience and employment opportunities for disadvantaged populations, or improving the arts, culture, agriculture and recreational opportunities
- that values and rewards supply chain partners with a high percentage of staff earning the living wage and receiving benefits
- that ensures that supply chain partners are contributing to the advancement of the community socially, economically (including agriculture), culturally and environmentally

## Policy

The Social Procurement process is governed by the processes and approvals as set out in the Town's Purchasing Policy.

The Town's procurement processes will continue to meet all the principles of fairness, integrity, accountability and transparency, along with the Town's purchasing policies and procedures. Competitive bidding activities will continue to be compliant with the obligations set out in applicable trade agreements, mainly AIT/NWPTA - The Agreement on Internal Trade and the New West Partnership Trade Agreement.

The Town of Qualicum Beach endorses a triple bottom line approach to procurement. Whereas sustainable and ethical procurement seeks to do no harm, the Town's Social Procurement Policy seeks to proactively leverage the supply chain to achieve positive community objectives.

Suppliers and potential suppliers to the Town must demonstrate respect for fundamental human rights and treat their workers fairly. Supply chain partners are expected to strive continually towards minimizing the environmental and any detrimental social impacts of their operations and of the Goods and Services provided.

Supply chain partners will be evaluated and rewarded based, in part, on their commitment to align with the Town's values and their commitment to conducting operations in a way that seeks to enhance, rather than diminish, social value in the community.

The Social Procurement Framework will be used to signal/communicate to the marketplace the Town's specific goals and objectives. The Social Procurement Framework will continuously evolve as the practice of Social Procurement evolves and develops nationally. Under this policy, social value criteria will be embedded in the procurement evaluation process. The evaluation weightings and criteria will be clearly defined in each procurement process.

## **Procedure**

The Town of Qualicum Beach will:

- a. consider, during the pre-procurement phase, ways to better design the process to align and contribute to one, or more, of the Town's strategic priorities
- b. work cooperatively with suppliers and other key stakeholders to advance Corporate Social Responsibility in the business

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**Approved:**  
**Approved By:**

**Amended:**

community by taking a triple bottom line and a strategic approach to designing evaluation criteria in procurement

- c. embed triple-bottom-line criteria into the Town's supply chain procedures, processes and activities
- d. include Community Benefit Clauses in major infrastructure contracts
- e. where possible, include Community Benefit Clauses in requests for quotes and proposal competitions
- f. encourage and reward suppliers and subcontractors who demonstrate market leadership in working toward the highest achievable environmental and social standards, such as paying benefits, the living wage and demonstrating diverse hiring practices
- g. develop a supplier community that exhibits leadership in Corporate social responsibility which aligns with the Town's strategic objectives
- h. audit potential suppliers through a pre-qualification process to develop a preferred supplier community for small, under threshold day-to-day informal purchasing
- i. endeavour to provide stability of demand, through multi-year contracts, to strategically important supply chain partners, who are actively engaged in delivering on the Town's key objectives
- j. endeavour to create more supply-chain diversity by publishing an informal summary of the Town's upcoming procurement opportunities up to one year in advance
- k. post all procurement competitions to the Town's website and create an email alert system to alert the supplier community
- l. work with the non-profit sector to develop a supportive/enabling environment for Social Enterprise(s) in the District 69 region
- m. Wherever possible, conduct market education and stakeholder engagement in advance of going to market with major

opportunities

- n. audit supplier compliance with these principles through a combination of supplier disclosures and certifications; external independent certifications, and disclosure of information about factory and production facilities.

The *Freedom of Information and Protection of Privacy Act* provides the legislative framework for information and privacy rights, and as such, this policy shall comply with the Act.

**Variations to Purchase Procedures**

Although it is the intent that the foregoing purchasing policy shall be strictly followed, there will be times when policy variations/opportunities are required. These instances could be as a result of time considerations or that the number of qualified bidders could not or cannot be obtained. The Chief Administrative Officer or the Financial Administrator will have the authority to modify the purchasing procedures in these instances where the interests of the Town would be adequately protected. Any variation/opportunity is to be noted and presented to Council as soon as possible.

**Responsibility** Chief Administrative Officer  
Financial Administrator  
Department Heads

**Distribution** Council  
All Departments



**TOWN OF LADYSMITH  
POLICIES AND PROCEDURE MANUAL**

TOPIC:	<b>PURCHASING POLICY</b>		
APPROVED BY:	Council	DATE:	April 8, 2013
RESOLUTION #:	CS-2013-118		
<i>(Amended from) March 5, 2001 March 26/01 &amp; Oct. 30, 2001, Jan 2002 January 2007 (replaces Jan 2007 version in its entirety)</i>			

#### POLICY STATEMENT

Effective procurement is a critical support function for the Town of Ladysmith to responsibly manage the public funds placed in their trust. The procurement system must be responsive, cost effective, socially responsible and as open as possible to public scrutiny.

#### GUIDING PRINCIPLES

The Town's Procurement Policy is guided by the following principles which set the standard for performance:

1. Procure the goods and services requirements of all departments in an efficient, timely and cost effective manner while maintaining the necessary controls;
2. Engage in an open bidding process wherever practical;
3. Ensure maximum value is obtained during the acquisition of goods and services. The concept of maximum value includes the value derived from social impacts (See Appendix B for desired Community Benefit Goals). Where applicable, the total cost of the goods and services purchased should be taken into account. Total cost may include but not be limited to acquisition cost, disposal cost, residual value, training cost, maintenance cost, product performance, social impact and environmental impact;
4. Take into account wherever practical the commitment to social responsibility, protection of the environment, and energy conservation;
5. Ensure the acquisition of goods and services meets the requirements of applicable legislation and trade agreements, including the New West Partnership Trade Agreement, and the Agreement on Internal Trade; and
6. Ensure that maximum value is realized when disposing of surplus goods, materials and equipment.

In addition to the principles outlined above, Town employees will demonstrate ethical purchasing behavior including:

1. Declaration of Interest - An employee who has a direct or indirect pecuniary interest with a supplier must disclose this relationship to his or her superior, and will be excluded from the quote or tender process;
2. Confidentiality and Accuracy of Information - The confidentiality of information received in the course of duty must be respected and should not be used for personal gain; information given in the course of duty should be true and fair and not designed to mislead;
3. Competition -While considering the advantages of the Town of Ladysmith maintaining a continuing relationship with a supplier, any arrangement which might prevent the effective operation of fair competition

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should be avoided;

4. **Business Gifts and Hospitality** - To preserve the image and integrity of the employee, the employer and the profession, business gifts other than items of small intrinsic value should not be accepted. Reasonable hospitality is an accepted courtesy of a business relationship. The frequency and nature of gifts or hospitality accepted should not be such that the recipient might be or might reasonably be perceived by others to have been influenced in making a business decision as a consequence of accepting such hospitality or gifts. All gifts should be reported to the City Manager; and,
5. **Discrimination and Harassment** - No employee shall knowingly participate in acts of discrimination or harassment towards any person that he or she has business relations with.

## **PROCUREMENT PROCESS:**

### **OVERVIEW**

Procurement is the process by which a government acquires goods, services and capital works for its own use. This policy is designed to assist Town staff in meeting the Town's procurement objectives and to protect the Town and its staff against potential litigation and perceived or actual conflicts of interest. The essential elements of the Town's Procurement Policy are outlined below.

### **AUTHORITY**

All staff members undertaking procurement actions must have formal authorization to do so. As outlined in section 149 of the Community Charter, the responsibility for the financial administration of the Municipality resides with the Chief Financial Officer (CFO). These duties include:

- a. receiving all money paid to the municipality;
- b. ensuring the keeping of all funds and securities of the municipality;
- c. investing municipal funds, until required, in authorized investments;
- d. expending municipal money in the manner authorized by the council;
- e. ensuring that accurate records and full accounts of the financial affairs of the municipality are prepared, maintained and kept safe; and
- f. exercising control and supervision over all other financial affairs of the municipality.

Authorization for expenditures is set out in the *Community Charter* Part 6, Division 3, s.173:

- (1) A municipality must not make an expenditure other than one authorized under subsection (2) or (3).
- (2) A municipality may make an expenditure that is included for that year in its financial plan, so long as the expenditure is not expressly prohibited under this or another Act.
- (3) A municipality may make an expenditure for an emergency that was not contemplated for that year in its financial plan, so long as the expenditure is not expressly prohibited under this or another Act.

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- (4) The following apply in relation to the authority under subsection (3):
- (a) the council must establish procedures to
    - (i) authorize expenditures under that subsection, and
    - (ii) provide for such expenditures to be reported to the council at a regular meeting;
  - (b) if an expenditure is made under that subsection, as soon as practicable, the council must amend the financial plan to include the expenditure and the funding source for the expenditure;
  - (c) the authority under that subsection does not include the authority to borrow for the purpose of making the expenditure.

Through this Policy, the CFO authorizes staff to perform and oversee the established processes of the Procurement Policy.

#### **PROCESS:**

##### **COMPETITIVE BIDDING**

The Town will utilize a competitive bidding process to secure goods and services wherever practical to obtain maximum value for its purchasing dollars.

The level of competition required for Town purposes is based on the dollar value and nature of the purchase ensuring the cost associated with administering a competitive process is proportionate to the benefit received as a result of the competition.

Purchases valued at less than \$3,000 may use the informal methods of verbal or written quotations.

Purchases valued between \$3,000 and \$25,000 must have a minimum of three (3) written quotations.

Purchases of goods and services with a value over \$25,000 must utilize a competitive process, which may be either a Request for Quotations, Request for Proposals, or Request for Tenders. These opportunities are given public notification by way of the internet, advertised on the Town website and on provincial government BC Bid website.

Under certain circumstances, at the discretion of the Director of Finance together with the City Manager, select bidding may be utilized. Select bidding may be utilized for goods and service if delivery or project deadlines dictate that time is of the essence, or where extraordinary circumstances or market conditions exist. Bid documents would be sent to a minimum of three known suppliers of the required goods or services thereby ensuring a competitive bid process.

The use of select bidding for projects valued at over \$50,000 will require the further approval of the Council.

##### **SOLE SOURCING**

The requirement for a competitive process may be waived, if negotiating with a single supplier would offer better

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value. Examples of sole source items includes:

- technological advancement;
- standardization;
- compatibility with another item;
- clearly superior product;
- expertise in a specific area or field that cannot be matched by others;
- warranty requirements.

Negotiations for such items will only be permitted:

- in extraordinary circumstances or market conditions;
- If there is only one supplier for the product or service;
- Emergency situations.

All sole source purchases over \$50,000 require approval of the Council, following a Staff Report to Council from the originating department.

#### *CO-OPERATIVE PURCHASING*

Wherever possible, the Town will participate in cooperative purchasing to afford the taxpayers the benefits of both large volume purchases of common municipal requirements and the administrative efficiency in cooperative acquisition ventures.

#### *DISPOSAL OF TOWN ASSETS*

Disposal of obsolete or surplus goods, materials and equipment which are not used as trade-ins and RCMP recovered goods shall be through public auction or by way of publicly solicited offers.

Generally, Town employees, through public auction or sealed public bids may purchase Town assets or RCMP recovered goods. Those employees not eligible to purchase surplus assets shall be those employees responsible for declaring those assets surplus to the Town's needs or requirements.

The CFO shall make all final decisions with regard to the disposal of assets.

## *PURCHASING CARDS*

Purchasing Cards are designed to provide a convenient and less burdensome method of procuring and paying for low value goods and services. The cards simplify the procurement process, reduce paperwork, speed up vendor payments and empower department heads and administrators to quickly and easily acquire the goods and services they need to manage their business units. The use of purchasing cards requires compliance with this policy.

The Purchasing Card is designed to replace a variety of payment processes including petty cash and low-value cheque requisitions.

## *PROHIBITIONS/ RESTRICTIONS*

In order to ensure adherence to Purchasing policies, certain activities are prohibited:

- Procurement of goods or services prior to authorization,
- Procurement of goods and services by non-authorized staff, other than the use of purchasing cards, unless so permitted under the Purchasing Policy.
- The division of a single purchase into multiple increments to circumvent policies or levels of authority.
- Purchases of goods or services from any member of Council, appointed officers, employees of the Town or from any other source that would result in a conflict of interest situation.
- The purchase of any surplus goods, materials, or equipment by an employee of the Town responsible for declaring the goods, materials, or equipment surplus to the Town's needs.
- Procurement of land is not covered by this purchasing policy.

## *DOCUMENTATION*

All steps in the procurement process will be documented in writing. The Town is subject to Freedom of Information and Protection of Privacy legislation, therefore purchasing decisions will be subject to public scrutiny from time to time. It is critical that we not only follow our policy but are able to demonstrate compliance.

## *ROLES AND RESPONSIBILITIES*

The Finance Department, under the direction of the CFO, is committed to build a robust purchasing system that enables the user department to implement its purchase plan.

Department Heads are responsible for ensuring the Purchasing Policy is followed within their areas of control. In addition, the user department is the expert in the goods and services it plans to purchase. As such, its role is also to establish and implement its purchasing budget (through the annual operating and capital budget plan), receive and evaluate supplied goods and service, and provide feedback on the purchasing policy.

Council is responsible for ensuring that the principles of this Policy are operationalized. Annually Council will review and approve the 5 Year Financial Plan and the purchasing requirements of the Town, as required by the *Community Charter*.

#### *RECOMMENDED METHODS OF PURCHASE*

The nature of a purchase, as well as its dollar value, determines the procurement process and tools available. Appendix "A" attached hereto defines the authority of staff to approve the various purchasing thresholds, and outlines the recommended methods of purchase. Nothing in this policy restricts the discretion of responsible staff to require a written contract with a supplier whenever circumstances warrant.

Except where select bidding or sole sourcing is utilized in accordance with this Policy, purchases will be made using the following methods:

- Informal Quotes - for low dollar value or commodity type items employees will typically get quotes from multiple sources.
- Formal Quotes - where higher dollar value or non-routine items are required, employees will endeavor to get written quotes from a minimum of three suppliers
- Request for Quote (RFQ) - where the items required are over \$25,000 and are for specific known or identifiable products. A formal quote process including: providing a description of the products or services required, advertising of the opportunity, managing the responses, providing consolidation of the results, review and recommendation by the initiating department for award and the issuance of the PO is required.
- Request for Proposal (RFP) - where the items required are over \$25,000, and the Town requires the vendor to propose how to complete a product or service. A formal Proposal process including: providing an overview of the products or services required, advertising of the opportunity, managing the responses, providing consolidation of the results, establishing the evaluation criteria, review and recommendation by the initiating department for award, completing the contract and the issuance of the PO is required.
- Request for Tender (RFT) - where the items required are over \$25,000, and the Town requires the vendor to complete a product or service where the project specifications and result are known. A formal tendering process including: providing an overview of the products or services required, advertising of the opportunity, managing the responses, providing consolidation of the results, review and recommendation by the initiating department for award, completing the contract and the issuance of the PO is required.

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## Appendix A

Acquisition:	0-2,999	\$3,000 - 9,999	\$10,000 - 24,999	\$25,000- 250,000	\$250,000+
Authority	Approved Staff	Manager	DH	DH + CM & DOF	DH CM & DOF/ Council
Documents	Informal	Formal	Formal	RFP, RFQ, RFT	RFP, RFQ, RFT
Process	Discretionary	Competitive Bidding	Competitive Bidding	Competitive Bidding	Competitive Bidding
Commitment Documentation	direct coding & signature	PO	PO	PO	PO

RFP = Request for Proposal

RFQ = Request for Quotation

RFT = Request for Tender

PO = Purchase Order

DH = Department Head

DOF = Director of Finance

CM = City Manager

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## Appendix B – Community Benefit Goals

To be decided.

### Examples of COMMUNITY BENEFITS & GOALS

#### Economy

- local job creation
- contribute to a stronger local economy;

#### Ethical Trade

- Living Wage through the entire supply chain
- fair employment practices;

#### Arts Culture

- enhance community arts and culture infrastructure;

#### Vulnerable Population

- help move people out of poverty,
- sustainable employment
- increase training and apprenticeship opportunities;

#### Youth (age 15-29)

- work experience & employment opportunities
- increase training and apprenticeship opportunities

#### Environment

- do no harm

#### Accessibility

- improve and enhance public spaces;
- improve opportunities for meaningful independence and community inclusion for citizens living with disabilities; and

#### Young Families

- increase the number of local jobs that support young working families;
- attract and retains families with young children

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**INFORMATION REPORT TO MUNICIPAL SERVICES COMMITTEE**

**From:** Joanna Winter, Manager of Legislative Services  
**Meeting Date:** July 10, 2017  
**File No:**  
**RE:** STREET CLOSURE APPROVALS

**PURPOSE:**

The purpose of this report is to provide information for the committee on current policy and practice with respect to street closure approvals, as background for the Mayor’s agenda item.

**PREVIOUS COUNCIL DIRECTION**

Section 13 of Delegation Bylaw 1905 states the following:

- 13. Council hereby delegates to the Director of Corporate Services the following powers, duties and functions:
  - a. approving applications for temporary private uses of municipal streets, including, but not limited to, parades, walk-a-thons, fundraisers and races;

**DISCUSSION:**

There is no formal policy governing street closures. Past practice has been to approve the full closure of First Avenue for large annual events such as the Ladysmith Days and Light-up Parades, Show and Shine and Arts on the Avenue. When Arts on the Avenue wished to expand their event from the lower part of First Avenue to include the entire downtown stretch, their request was brought to Council for approval.

Smaller events that do not require the full closure of First Avenue are routinely approved.

Street closure approvals also require input from the Fire Chief to ensure access for emergency vehicles. Event organizers are required to advise local businesses prior to the event.

  
Joanna Winter, Manager of Legislative Services

July 6, 2017

  
Guillermo Ferrero, City Manager

