

NOTICE OF MEETING

Special Meeting of Council Considering:

- 1. Establishment of Strategic Economic Advisory Group and Appointment of Council Representative
- 2. Notice of Intention to Impose the 2020/21 Differential Rates and Minimum Payments
- 3. Restart Funding Program
- 4. Amendments to Procurement Policy

Members of Council are advised that a special meeting of the Council will be conducted electronically on:

TUESDAY, 12 MAY 2020 AT 5.30PM

MARK R NEWMAN Chief Executive Officer 7 May 2020

AGENDA:

- 1 OPENING OF MEETING AND ANNOUNCEMENTS
- 2 ACKNOWLEDGEMENT OF COUNTRY

3 APOLOGIES

4 IMPORTANT NOTE

Members of the public are advised that any decisions made at the meeting tonight, can be revoked, pursuant to the *Local Government Act 1995*. Therefore, members of the public should not rely on any decisions until formal notification in writing by Council has been received.

5 PUBLIC QUESTION TIME

Public Question time provides an opportunity for members of the public to ask a question of Council. For more information regarding Public Question Time please visit the City's website <u>www.mandurah.wa.gov.au</u> or telephone 9550 3787.

6 PRESENTATIONS AND ANNOUNCEMENTS

City of Mandurah Standing Orders Local Law 2016 Modifications

7 DEPUTATIONS

Any person or group wishing to make a Deputation to Council regarding a matter listed on this agenda for consideration must complete an application form. For more information regarding making a deputation please visit the City's website <u>www.mandurah.wa.gov.au</u> or telephone 9550 3787.

8 DECLARATIONS OF FINANCIAL, PROXIMITY AND IMPARTIALITY INTERESTS

9 QUESTIONS FROM ELECTED MEMBERS (WITHOUT DISCUSSION)

- 9.1 Questions of which due notice has been given
- 9.2 Questions of which notice has not been given

SPECIAL COUNCIL AGENDA: TUESDAY, 12 MAY 2020

10 REPORTS:

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11 CONFIDENTIAL ITEMS

12 CLOSE OF MEETING

	Report from Director Corporate Services to Special Council Meeting of 12 May 2020					
1	I SUBJECT: Establishment of the Strategic Economic Advisory Group ar Appointment of Council Representative					
	CONTACT OFFICER: AUTHOR:	ONTACT OFFICER: Mark Newman				

Summary

At Council's March 2020 Ordinary Council Meeting, the Strategic Community Plan 2020-2040 was approved.

In late 2018, the City of Mandurah launched one of its biggest community engagement initiatives to date, Mandurah Matters. Over 1600 people provided feedback over a five-month engagement period, and contributed towards shaping the vision, aspiration and outcomes for the community.

One of the five focus areas, in the Strategic Community Plan, is the economy. The economic outcomes that the community wish to see are:

- Supporting and empowering local businesses
- Creating local jobs and opportunities
- Fostering innovation and creativity in enterprise
- A diversity of employment, industries and enterprise
- Giving consideration to the impact of industry on the environment

To ensure that Council are well-informed and given expert advice in relation to Mandurah's economy, it is recommended that the Strategic Economic Advisory Group (SEAG) is established, that it is chaired by one of the independent representatives and that the Council appoint the Mayor to be its representative.

Disclosure of Interest

Nil

Previous Relevant Documentation

Nil

Background

Council and the community through Mandurah Matters have expressed the importance of a strong local economy. To develop a strong local economy the following objectives, need to be achieved:

- Increase visitor numbers and increase local spending
- Supporting employment generating initiatives
- Grow capability to assist local businesses needing to adjust their business models
- Facilitate investment attraction opportunities
- Advocate for the long-term economic diversification agenda
- Connect with education and training institutions

To assist in achieving these objectives, it is recommended that an advisory group is formed consisting of experienced business operators who will provide their expert advice in the City of Mandurah's economic agenda. Attachment 1 outlines the proposed Terms of Reference for the advisory group.

Comment

The Strategic Economic Advisory Group is only one of the many stakeholders that the City will engage to ensure the City is Transforming Mandurah. The City of Mandurah consults with the business community, the State and Federal Governments and the relevant associations and organisations that are representing business interests. These include the Peel Alliance, Peel Development Commission, Regional

Development Australia Peel, Visit Mandurah, Peel Chamber of Commerce and Industry, Mandurah Employment Facilitator, and Members of Parliament (State and Federal).

The Strategic Economic Advisory Group will advise Council on economic opportunities and other matters, including:

- Providing advice in relation to the City of Mandurah's endorsed economic development agenda, both short term and long term
- Influence and support the City's strategic advocacy for Mandurah's economic vision and objectives
- Providing expert advice to Council and other stakeholders on economic priorities and initiatives

The Chief Executive Officer will recommend to Council the nominated representatives who will be experts covering one of the portfolio areas as identified in the Terms of Reference well as the proposed Chairperson who would be a pre-eminent local business leader, for endorsement at a future Ordinary Council Meeting, if the Officer's Recommendation is approved by Council.

Statutory Environment

Nil

Policy Implications

Nil

Economic Implications

It is expected that there is only in-kind costs for existing staff time in researching and preparing reports. There are no additional funds requested.

Risk Analysis

The potential risk event is that a member acts for personal gain. To mitigate this risk, the City will ensure that all members agree to the Terms of Reference (which includes their responsibilities) and a confidentiality agreement.

Strategic Implications

The following strategies from the City of Mandurah Strategic Community Plan 2020 – 2040 are relevant to this report:

Economic:

- Promote and foster business investment aimed at stimulating economic growth.
- Facilitate and advocate for sustainable local job creation and industry diversification.
- Actively partner and engage with business and industry to build Mandurah's entrepreneurial capacity and capability.
- Advocate for and facilitate opportunities for improved pathways to education and learning outcomes in Mandurah.
- Leverage partnerships with key stakeholders to achieve improved economic outcomes with due consideration to environmental impacts.

Organisational Excellence:

- Demonstrate regional leadership and advocate for the needs of our community.
- Listen to and engage with our community in the decision-making process.
- Ensure that our actions maintain a sustainable balance between economic growth, the environment and social values.

Conclusion

Currently the Council have formed advisory groups for many areas of interest. There is currently no economic advisory group formed.

It is recommended that Council endorse the Strategic Economic Advisory Group Terms of Reference and appoint Mayor Williams as the Council representative.

NOTE:

• Refer Attachment 1 Strategic Economic Advisory Group Terms of Reference

RECOMMENDATION

That Council:

- 1. Adopt the Strategic Economic Advisory Group Terms of Reference as detailed in Attachment 1 of the report.
- 2. Appoint Mayor Williams to the Strategic Economic Advisory Group.

ATTACHMENT 1

Strategic Economic Advisory Group (SEAG)

Terms of Reference

Membership

The current membership of the Strategic Economic Advisory Group (SEAG) is as follows:

- a) Mayor
- b) Up to seven local business leader representatives in the following sectors:
 - Development and Construction
 - STEM/Education
 - Hospitality
 - Tourism
 - Australian/International Business
 - Retail
 - Health

To determine a shortlist of potential business leader representatives, each Elected Member is to nominate any person in the relevant sector and Council will discuss each nominee at a workshop to determine the shortlist of leaders. The Chief Executive Officer will approach the shortlist and present to Council, through a formal approval, for appointment based on their expertise, qualifications and interests.

Purpose

To provide expert advice on the implementation of economic strategies within Mandurah including:

- Clear communication to business and community on Mandurah's economic agenda
- Build confidence in the local economy
- Demonstrate Mandurah's collective vision for the local economy and increase leverage for investment
- Build trust in Council's economic efforts
- Kick start the longer term Transform Mandurah program

Objectives

- Increase visitor numbers and increase local spending
- Reconnect the community
- Supporting employment generating initiatives
- Grow capability to assist local businesses needing to adjust their business models
- Facilitate investment attraction opportunities
- Advocate for the long-term economic diversification agenda
- Connect with education and training institutions

Members Responsibilities

The following are some of the responsibilities of the advisory group:

- 1. Promoting and advocating for economic solutions for Mandurah
- 2. Articulating Council's endorsed economic agenda including shared priorities and coordination

- 4. Promote a shared economic agenda to guide economic development agencies and align funding opportunities for increased leverage
- 5. Ensure a consistent, integrated approach is being taken across all Mandurah stakeholders
- 6. Gather intelligence and undertake appropriate economic research
- 7. Liaise with the Peel Alliance and other Peel Region stakeholders to ensure consistent and collaborative regional approach
- 8. Providing strategic promoting and advocacy for the Mandurah economy
- 9. Provide expert advice to Council and other stakeholders on economic priorities and initiatives
- 10. Identification of the current business/industry gaps in the Mandurah area
- 11. Exploring and advising Council on future economic opportunities
- 12. Maintain confidentiality in relation to matters relating to the City of Mandurah.
- 13. Act in the best interest of the district and not to use their position for personal gain or to cause detriment to others.
- 14. Supporting the local economy/business to ensure industry relevant education and training courses exist

Chair Responsibilities

- 1. All of the responsibilities outlined in the Members Responsibilities
- 2. Attend, with the Mayor, any lobbying and advocacy activities, acting in the best interests of the City of Mandurah, Council and the objectives of SEAG.

Note: The Chair will not speak on behalf of SEAG. SEAG has no decision-making powers and are not authorised to speak on behalf of the City of Mandurah. The Mayor is the spokesperson for Council and SEAG.

Meetings

Meetings are held as required.

Note: Elected Members can attend the SEAG meetings.

	Report from Director Corporate Services to Special Council Meeting of 12 May 2020			
2	SUBJECT:	Notice of Intention to Impose the 2020/21 Differential Rates and Minimum Payments		
CONTACT OFFICER/S: AUTHOR:		Casey Mihovilovich/Jarred King Jarred King		

Summary

The Local Government Act 1995 requires local governments which have differential rates, to advertise their proposed rates, and invite public submissions. The Minister for Local Government is expected to make an Order that allows the local government not to advertise in the local public section of the local newspaper, the intention to raise differential rates if the rate in the dollar results in a 0% rate increase. It is still recommended that Council advertise its intention to raise rates through other channels (such as website, media release, etc). Council is requested to adopt the rates in the dollar, minimum payments and the Objects and Reasons for Differential Rates for advertising purposes.

In light of the Covid-19 pandemic, the City is recommending to Council to advertise a 0% increase to the rate in the dollar, sometimes referred to as a rate freeze, to all categories except business improved that will incur a decrease of 5% to the rate in the dollar amount. This will ensure the City does not place an addition burden on ratepayers in these trying times.

Disclosure of Interest

Nil

Previous Relevant Documentation

SP .2/7/19 2 July 2019 Advertising of rates

Background

The population of the City of Mandurah has been growing for a number of years. Likewise, the City's infrastructure, services and amenities are expanding to meet the requirements of this population growth.

A major component of the City's funding is rates revenue. The City applies a differential rate in the dollar depending on the characteristics and/or uses of the land, with the gross rental value (GRV) to determine the rates levied for each land that is rateable.

Comment

The City proposes to impose differential general rates to all gross rental values in its district according to one or a combination of:

- The purpose for which land is zoned.
- Whether or not the land is vacant land.

The City is again proposing five differential rate categories for all rateable land in its district, valued using Gross Rental Value (GRV):

Residential Improved	All improved land that is NOT zoned for business purposes (primarily residential
	type land).
Business Improved	All improved land that is zoned for business purposes.
Residential Vacant	All vacant land that is NOT zoned for business purposes (primarily residential
	type land).
Business Vacant	All vacant land that is zoned for business purposes.

Urban Development All vacant land greater in size than 10 hectares (primarily super-lots to be further subdivided)

The City also imposes a minimum payment to recognise that properties must contribute a minimum amount for the provision or services and infrastructure which benefit all the community.

Rates by category

Residential improved land – rate in the dollar \$0.09594 (0% increase in the rate in the dollar)

- Object This proposed rate in the dollar is regarded as the base rate as it represents the greatest number of properties in the City.
- Reason This rate aims to ensure that the proportion of rates raised from this category is between 70% and 75% of total rates.

Residential vacant - rate in the dollar \$0.16300 (0% increase in the rate in the dollar)

- Object This proposed rate in the dollar is set at a higher level as the City wishes to promote the development of all properties to their full potential, and to ensure that the proportion of total rate revenue derived from vacant land remains consistent with previous years.
- Reason This rate in the dollar will act to stimulate economic growth and development in the community.

Business improved - rate in the dollar \$0.09293 (rate in the dollar reduction of 5%)

- Object This rate is set at a higher level to recognise that certain expenditures in the budget are specifically directed towards the economic development of the City and the additional costs associated with the service provision related to business activities. As a result of COVID-19, the City has recognised that businesses have been significantly impacted by the pandemic and for the 2020/21 financial year, Council are proposing to impose a lower rate in the dollar than the residential improved rate category.
- Reason This rate will ensure that the City meets the higher level of service costs associated with business properties and the area within which they are situated, including:

(a) higher provision and maintenance of road infrastructure and streetscapes including road renewals and upgrades, car parking, footpaths and traffic issues; and

(b) activation, facilitation and amenity improvements to promote the economic and social attractiveness to businesses areas.

Business vacant - rate in the dollar \$0.16560 (0% increase in the rate in the dollar)

- Object This rate is set at a higher level as the City wishes to promote the development of all properties to their full potential.
- Reason This rate in the dollar will act to stimulate economic growth and development in the community.

Urban development - rate in the dollar \$0.13059 (0% increase in the rate in the dollar)

- Object This proposed rate in the dollar relates to land held for future development (super-lots larger than 10 hectares in size).
- Reason As with other vacant land rates, this rate is set at a higher level as the City wishes to promote the development of all properties to their full potential.

Minimum Rates

The proposed minimum rates for 2020/21 are set at:

- Residential Improved \$1,108
- Residential Vacant \$ 917
- Business Improved \$1,108
- Business Vacant \$1,108
- Urban Development \$1,108

Specified Area Rates (SAR)

The City imposes Specified Area Rates (SAR) on certain locations in the district. SAR's enable the enhancement and maintenance of the general amenity of an area by way of increased service levels for the benefit of the owners/residents who live or work in the area.

The authority to impose specified area rates is set out in section 6.37 of the *Local Government Act* 1995 (Act). This section of the Act requires that the money raised from a SAR be used solely for the purpose which the rate was imposed, with any residual amount remaining being placed in a reserve for that same purpose.

Waterside Canals - rate in the dollar \$0.0000 (no charge this financial year)

This is levied on all properties within the Waterside Canals. The purpose of the rate is for owners to make a reasonable contribution toward maintaining and managing the canals. There is sufficient funds in the Waterside Canals SAR Reserves Account to cover the proposed expenditure of canal water quality testing, canal management fee, canal hydrographic survey costs and litter control.

Note: All owners are required to maintain/replace the canal walls on their land.

Mandurah Ocean Marina – rate in the dollar \$0.0143 (22% decrease in the rate in the dollar)

This is levied on all properties within the Mandurah Ocean Marina. The purpose is to provide for an enhanced maintenance standard and asset replacement costs. The SAR proposed expenditure includes maintaining navigable depths in the entrance, basin and boat ramp, maintenance to reflection wall along Breakwater Parade, maintenance of revetment walls, maintenance of cleaning and lighting boardwalk, contribution to security, maintaining navigational aids, environmental monitoring, Marina management, maintenance of Marina plant and equipment. There is also a requirement for funds to be transferred into the reserve to fund the future dredging requirements and replacement of revetment walls and reflection wall (along Breakwater Parade) when required.

Mandurah Quay – rate in the dollar \$0.0024 (0% increase in the rate in the dollar)

This is levied on all properties within the Mandurah Quay sub-division. The purpose is to ensure the maintenance of the marina (i.e. water body and walls) and is levied to cover the life cycle expenses of the marina. The SAR proposed expenditure includes litter control, hydrographic survey, water quality monitoring, canal management fees and minor maintenance of the walls (including the header course blocks). There is also a requirement for funds to be transferred into the reserve to fund any major maintenance works as well as the future replacement of canal walls when required. Note: The SAR does not fund the maintenance expenses for the pavement, garden beds and lighting along the public access way.

Mariners Cove – rate in the dollar \$0.0000 (no charge this financial year)

This is levied on all canal frontages on the Mariner Cove canals. The purpose of the rate is for owners to make a reasonable contribution toward maintaining and managing the canals in accordance with the Artificial Waterways Policy – Canals and Core Management Group.

There is sufficient funds in the Mariners Cove Canals SAR Reserves Account to cover the proposed expenditure of canal water quality testing, canal management fee, canal hydrographic survey costs and litter control.

Note: All owners are required to maintain/replace the canal walls on their land.

Port Bouvard Eastport Canals - rate in the dollar \$0.0015 (0% increase in the rate in the dollar)

This is levied on all canal frontages on the Eastport canals. The purpose is to recoup the costs of litter removal from the canal waterbody together with the costs of water quality testing, canal management fee, surveying and minor maintenance.

Note: All owners are required to maintain/replace the canal walls on their land.

Port Bouvard Northport Canals – rate in the dollar \$0.004 (47% decrease in the rate in the dollar)

This is levied on all canal frontages on the Northport canals. The purpose is to recoup the costs of litter removal from the canal waterbody together with the costs of water quality testing, canal management fee, surveying and minor maintenance/canal cleaning.

Note: All owners are required to maintain/replace the canal walls on their land.

Port Mandurah Canals – rate in the dollar \$0.0039 (0% increase in the rate in the dollar)

This is levied on all canal frontage properties located within the defined area of Port Mandurah Canals. The purpose of the rate is for owners to make a reasonable contribution toward maintaining and managing the canals in accordance with the Artificial Waterways Policy – Canals and Core Management Group. The SAR proposed expenditure includes litter control, hydrographic survey, water quality monitoring, canal management fees, contribution to the Port Mandurah Residents Association and transferring funds into the dredging reserve for when the constructed depths exceed the tolerance limits and dredging is required.

The defined area has been identified within the Government Gazette published 23 June 1995 as Schedule B in the City of Mandurah (Specified Area) Order No.1.

Note: All owners are required to maintain/replace the canal walls on their land.

Statutory Environment

Local Government Act 1995:

6.33. Differential general rates

(1) A local government may impose differential general rates according to any, or a combination, of the following characteristics —

(a) the purpose for which the land is zoned, whether or not under a local planning scheme or improvement scheme in force under the Planning and Development Act 2005; or

(b) a purpose for which the land is held or used as determined by the local government; or

(c) whether or not the land is vacant land; or

(d) any other characteristic or combination of characteristics prescribed.

6.36. Local government to give notice of certain rates

(1) Before imposing any differential general rates or a minimum payment applying to a differential rate category under section 6.35(6)(c) a local government is to give local public notice of its intention to do so.

(2) A local government is required to ensure that a notice referred to in subsection (1) is published in sufficient time to allow compliance with the requirements specified in this section and section 6.2(1).
(3) A notice referred to in subsection (1) —

(a) may be published within the period of 2 months preceding the commencement of the financial year to which the proposed rates are to apply on the basis of the local government's estimate of the budget deficiency; and

(b)is to contain -

(i) details of each rate or minimum payment the local government intends to impose; and (ii) an invitation for submissions to be made by an elector or a ratepayer in respect of the proposed rate or minimum payment and any related matters within 21 days (or such longer period as is specified in the notice) of the notice; and

(iii) any further information in relation to the matters specified in subparagraphs (i) and (ii) which may be prescribed; and

(c) is to advise electors and ratepayers of the time and place where a document describing the

objects of, and reasons for, each proposed rate and minimum payment may be inspected. (4) The local government is required to consider any submissions received before imposing the proposed rate or minimum payment with or without modification.

Policy Implications

None

Economic Implications

Rates and associated revenues provide approximately 70% of the City's operating revenues and enable the provision of a diverse range of services and infrastructure. In addition to the delivery of services the City's operations bring other economic benefits to the community such as the provision of employment and bringing business to local suppliers. The City also actively seeks to provide economic development opportunities to the community through activities such as the facilitation of tourism.

In view of the current economic conditions as a result of the COVID-19 pandemic, the proposed options ensure that the City does not contribute further than necessary to the burden of ratepayers in the next year.

Two options have been modelled and are detailed as follows:

1. 0% increase for all rate categories:

Category	Rate in the dollar	Minimum Rate
Residential Improved	\$0.09594	\$1,108
Residential Vacant	\$0.16300	\$917
Business Improved	\$0.09783	\$1,108
Business Vacant	\$0.16560	\$1,108
Urban Development	\$0.13059	\$1,108

2. 5% rate in the dollar reduction for business improved and 0% rate increase for all other rate categories:

Category	Rate in the dollar	Minimum Rate	
Residential Improved	\$0.09594	\$1,108	
Residential Vacant	\$0.16300	\$917	
Business Improved	\$0.09293	\$1,108	
Business Vacant	\$0.16560	\$1,108	
Urban Development	\$0.13059	\$1,108	

The table below shows the effects of the two options:

Cotogony	No. of	No. of	YTD Actual	Davanua 00/	Day	
Category	No. of	No. of		Revenue 0%		enue 5%
	assessments	assessments	Revenue	rate increase	dec	rease in
	2019	April 2020	2019/20		Busines	ss Improved
		-			and	0% rate
						ase for all
					c	others
Residential	40,424	41,418	\$ 59,237,521	\$ 59,575,021	\$	59,575,021
Improved						
Residential	3,750	3,737	\$ 5,044,571	\$ 4,990,270	\$	4,990,270
Vacant						
Business	1,357	1,374	\$ 14,655,429	\$ 14,715,410	\$	13,999,234
Improved						
Business	161	147	\$ 589,322	\$ 587,949	\$	587,949
Vacant				. ,		
Urban	12	14	\$ 491,729	\$ 492,625	\$	492,625
Development			. ,	. ,		,
Total	45,704	46,691	\$ 80,018,572	\$ 80,361,276	\$	79,645,099

Risk Analysis

No significant risks are identified as part of this process.

Strategic Implications

The following strategies from the *City of Mandurah Strategic Community Plan 2020 – 2040* are relevant to this report:

Economic:

• Promote and foster business investment aimed at stimulating economic growth.

Organisational Excellence:

• Ensure the City has the capacity and capability to deliver quality services and facilities through accountable and transparent business practices, governance, risk and financial management.

Conclusion

Council are requested to adopt the rate in the dollars for the purposes of advertising, that represent a 5% reduction in the business improved rate in the dollar and a 0% rate increase for all other rate categories, detailed as follows:

Category	Rate in the dollar	Minimum Rate
Residential Improved	\$0.09594	\$1,108
Residential Vacant	\$0.16300	\$917
Business Improved	\$0.09783	\$1,108
Business Vacant	\$0.16560	\$1,108
Urban Development	\$0.13059	\$1,108

Council are also requested to adopt the Statement of Objects and Reasons outlined in Attachment 1 and the SAR rates in the dollar that are proposed for the 2020/2021 financial year.

NOTE:

• Refer Attachment 1 Statement of Object and Reasons for Imposing Differential rates for 2020/21

RECOMMENDATION

That Council:

1. Approves the following rates in the dollar and minimum payments for the purpose of advertising for public submissions:

Rate Category	Rate in the dollar	Minimum Rate
Residential Improved	\$0.09594	\$1,108
Residential Vacant	\$0.16300	\$917
Business Improved	\$0.09293	\$1,108
Business Vacant	\$0.16560	\$1,108
Urban Development	\$0.13059	\$1,108

2. Approves the following rates in the dollar for the purpose of advertising for public submission for the Specified Area Rates:

Specified Area Rate	Rate in the dollar
Waterside Canals	\$0.0000
Mandurah Ocean Marina	\$0.0143
Mandurah Quay	\$0.0024
Mariners Cove	\$0.0000
Port Bouvard Eastport Canals	\$0.0015
Port Bouvard Northport Canals	\$0.004
Port Mandurah Canals	\$0.0039

3. Adopts the Statement of Objects and Reasons for the 2020/2021 financial year as detailed in Attachment 1 of the report.

ATTACHMENT 1

Statement of Object and Reasons for Imposing Differential Rates for 2020/21

The following Objects and Reasons are provided in accordance with Section 6.36 of the Local Government Act 1995 and to inform residents of the City of the Objects and Reasons for the differential rates being proposed for the 2020/2021 financial year.

The City of Mandurah applies a differential rate in the dollar depending on the characteristics and/or uses of the land, with the gross rental value (GRV) to determine the rates levied for each land that is rateable.

This document outlines the objects and reasons for implementing differential general rates.

Proposed Rates

The City proposes to impose differential general rates to all gross rental values in its district according to one or a combination of:

- The purpose for which land is zoned.
- Whether or not the land is vacant land.

For the 2020/2021 year, Council has decided to impose five differential rates as shown in the table below:

Category	Rate in the dollar	Minimum Rate	
Residential Improved	\$0.09594	\$1,108	
Residential Vacant	\$0.16300	\$917	
Business Improved	\$0.09293	\$1,108	
Business Vacant	\$0.16560	\$1,108	
Urban Development	\$0.13059	\$1,108	

Objects and reasons

The following are the objects and reasons for each of the differential rates:

Residential improved land – rate in the dollar \$0.09594 (0% increase in the rate in the dollar)

- Object This proposed rate in the dollar is regarded as the base rate as it represents the greatest number of properties in the City.
- Reason This rate aims to ensure that the proportion of rates raised from this category is between 70% and 75% of total rates.

Residential vacant - rate in the dollar \$0.16300 (0% increase in the rate in the dollar)

- Object This proposed rate in the dollar is set at a higher level as the City wishes to promote the development of all properties to their full potential, and to ensure that the proportion of total rate revenue derived from vacant land remains consistent with previous years.
- Reason This rate in the dollar will act to stimulate economic growth and development in the community.

Business improved - rate in the dollar \$0.09293 (rate in the dollar reduction of 5%)

- Object This rate is set at a higher level to recognise that certain expenditures in the budget are specifically directed towards the economic development of the City and the additional costs associated with the service provision related to business activities. As a result of COVID-19, the City has recognised that businesses have been significantly impacted by the pandemic and for the 2020/21 financial year, Council are proposing to impose a lower rate in the dollar than the residential improved rate category.
- Reason This rate will ensure that the City meets the higher level of service costs associated with business properties and the area within which they are situated, including:
 (a) higher provision and maintenance of road infrastructure and streetscapes including road renewals and upgrades, car parking, footpaths and traffic issues; and
 (b) activation, facilitation and amenity improvements to promote the economic and social attractiveness to businesses areas.

Business vacant - rate in the dollar \$0.16560 (0% increase in the rate in the dollar)

- Object This rate is set at a higher level as the City wishes to promote the development of all properties to their full potential.
- Reason This rate in the dollar will act to stimulate economic growth and development in the community.

Urban development - rate in the dollar \$0.13059 (0% increase in the rate in the dollar)

- Object This proposed rate in the dollar relates to land held for future development (super-lots larger than 10 hectares in size).
- Reason As with other vacant land rates, this rate is set at a higher level as the City wishes to promote the development of all properties to their full potential.

Specified Area Rates (SAR)

The City imposes Specified Area Rates (SAR) on certain locations in the district. SAR's enable the enhancement and maintenance of the general amenity of an area by way of increased service levels for the benefit of the owners/residents who live or work in the area.

The authority to impose specified area rates is set out in section 6.37 of the *Local Government Act 1995* (Act). This section of the Act requires that the money raised from a SAR be used solely for the purpose which the rate was imposed, with any residual amount remaining being placed in a reserve for that same purpose.

Waterside Canals - rate in the dollar \$0.0000 (no charge this financial year)

This is levied on all properties within the Waterside Canals. The purpose of the rate is for owners to make a reasonable contribution toward maintaining and managing the canals. There is sufficient funds in the Waterside Canals SAR Reserves Account to cover the proposed expenditure of canal water quality testing, canal management fee, canal hydrographic survey costs and litter control.

Note: All owners are required to maintain/replace the canal walls on their land.

Mandurah Ocean Marina – rate in the dollar \$0.0143 (22% decrease in the rate in the dollar)

This is levied on all properties within the Mandurah Ocean Marina. The purpose is to provide for an enhanced maintenance standard and asset replacement costs. The SAR proposed expenditure includes maintaining navigable depths in the entrance, basin and boat ramp, maintenance to reflection wall along Breakwater Parade, maintenance of revetment walls, maintenance of cleaning and lighting boardwalk, contribution to security, maintaining navigational aids, environmental monitoring, Marina management, maintenance of Marina plant and equipment. There is also a requirement for funds to be transferred into the reserve to fund the future dredging requirements and replacement of revetment walls and reflection wall (along Breakwater Parade) when required.

Mandurah Quay – rate in the dollar \$0.0024 (0% increase in the rate in the dollar)

This is levied on all properties within the Mandurah Quay sub-division. The purpose is to ensure the maintenance of the marina (i.e. water body and walls) and is levied to cover the life cycle expenses of the marina. The SAR proposed expenditure includes litter control, hydrographic survey, water quality monitoring, canal management fees and minor maintenance of the walls (including the header course blocks). There is also a requirement for funds to be transferred into the reserve to fund any major maintenance works as well as the future replacement of canal walls when required. Note: The SAR does not fund the maintenance expenses for the pavement, garden beds and lighting along the public access way.

Mariners Cove – rate in the dollar \$0.0000 (no charge this financial year)

This is levied on all canal frontages on the Mariner Cove canals. The purpose of the rate is for owners to make a reasonable contribution toward maintaining and managing the canals in accordance with the Artificial Waterways Policy – Canals and Core Management Group.

There is sufficient funds in the Mariners Cove Canals SAR Reserves Account to cover the proposed expenditure of canal water quality testing, canal management fee, canal hydrographic survey costs and litter control.

Note: All owners are required to maintain/replace the canal walls on their land.

Port Bouvard Eastport Canals - rate in the dollar \$0.0015 (0% increase in the rate in the dollar)

This is levied on all canal frontages on the Eastport canals. The purpose is to recoup the costs of litter removal from the canal waterbody together with the costs of water quality testing, canal management fee, surveying and minor maintenance.

Note: All owners are required to maintain/replace the canal walls on their land.

Port Bouvard Northport Canals – rate in the dollar \$0.004 (47% decrease in the rate in the dollar)

This is levied on all canal frontages on the Northport canals. The purpose is to recoup the costs of litter removal from the canal waterbody together with the costs of water quality testing, canal management fee, surveying and minor maintenance/canal cleaning.

Note: All owners are required to maintain/replace the canal walls on their land.

Port Mandurah Canals – rate in the dollar \$0.0039 (0% increase in the rate in the dollar)

This is levied on all canal frontage properties located within the defined area of Port Mandurah Canals. The purpose of the rate is for owners to make a reasonable contribution toward maintaining and managing the canals in accordance with the Artificial Waterways Policy – Canals and Core Management Group. The SAR proposed expenditure includes litter control, hydrographic survey, water quality monitoring, canal management fees, contribution to the Port Mandurah Residents Association and transferring funds into the dredging reserve for when the constructed depths exceed the tolerance limits and dredging is required.

The defined area has been identified within the Government Gazette published 23 June 1995 as Schedule B in the City of Mandurah (Specified Area) Order No.1.

Note: All owners are required to maintain/replace the canal walls on their land.

Residents wishing to make written submissions are invited to lodge their submissions with the City by no later than close of business, 4:30pm on Tuesday 4 June 2020.

Written submissions can be directed to:

Chief Executive Officer City of Mandurah PO Box 210 MANDURAH WA 6210

Submissions will also be accepted via email: <u>council@mandurah.wa.gov.au</u> or on the City of Mandurah website, mandurahmatters.com.au

Mark Newman Chief Executive Officer 3 SUBJECT: CONTACT OFFICER: AUTHOR: Restart Mandurah Funding Program Mark Newman Casey Mihovilovich

Summary

It is recommended that Council transfer \$5 million from the Building Reserve (\$1m), City Centre Land Acquisition Reserve (\$2m) and Property Acquisition Reserve (\$2m) for the purposes of a Restart Mandurah Funding Program (program) to fund economic and sense of place initiatives in response to the state of emergency caused by COVID-19.

Disclosure of Interest

Nil

Background

The Minister for Emergency Services declared a state of emergency in respect of the pandemic caused by the virus COVID-19 on 15 March 2020. The Minister has extended the state of emergency and remains in force until 12am on 14 May 2020.

Council resolved at its 24 March 2020 Ordinary Council Meeting to approve immediate measures to assist the community in the wake of COVID-19. Some of the measures that were introduced include:

- No interest charges from 1 April to 30 June 2020 for outstanding payments
- Deferment of loan repayments for sporting clubs and associations
- Lease payments and outgoings waived for all tenants in City owned buildings where they have closed. No payments will be due until the tenant re-commences its operations
- Reduction of lease payments and outgoings for all tenants in City owned buildings where they are experiencing a loss in turnover
- No legal action taken for unpaid rates until 1 October 2020

Other COVID-19 measures that have been introduced since March include:

- Undertaking Mandurah community welfare checks
- Facilitating and supporting a range of providers who offer emergency assistance, relief or support for those affected by coronavirus in Mandurah
- Facilitating discussions with key stakeholders to ensure the community and local economy impacts are raised to the State and Federal Governments
- Providing online learning and programs to the community as a result of social distancing rules
- Providing support to local businesses
- Payment of invoices within 7 days of receipt to the City finance department
- Fast tracking approvals for varied trading conditions
- Increasing security and CCTV Monitoring

The City does not have any additional municipal funds to put towards COVID-19 initiatives due to only raising the required revenue at rates time to fund business as usual. As the social distancing measures were only put in place in March 2020, most of the City's expenditure has been committed to and the City is required to fulfil its contractual obligations.

The City has around \$13 million of discretionary reserves that have been set aside for specific purposes and funds have been transferred to each of the discretionary reserves over the years. The following reserves are recommended to be transferred to the Restart Mandurah Funding Program:

Reserve	Purpose	Balance	Transfer	Balance After
				Transfer
Building	Future building requirements	1,472,873	1,000,000	472,873
City Centre	For future property purchases within the	3,000,000	2,000,000	1,000,000
Land	City Centre area			
Acquisition				
Property	Future property purchases	4,091,387	2,000,000	2,091,387
Acquisition				

Comment

It is proposed that the Restart Mandurah Funding Program achieves one or more of the following objectives:

- Increase visitor numbers and increase local spending
- Reconnect the community
- Supporting employment generating initiatives
- Grow capability to assist local businesses needing to adjust their business models
- Facilitate investment attraction opportunities

City officers are intending to consult with Elected Members in relation to the possible initiatives that could be funded from the Restart Mandurah Funding Program and any programs/initiatives will require a formal Council endorsement as part of the Monthly Financial Report budget variation process when the opportunity arises. The following are some of the areas where initiatives could be supported by Council:

Economic Initiatives

- Events and programs that promote and increase capacity of businesses through small to large City run events, attracting more externally run events to Mandurah and programs that support local business capacity in procurement
- Stimulating the local economy by accelerating City works
- Tourism and activation through destination campaigns, product development opportunities, social media campaigns and tourism events
- Business financial assistance through the proposed rate in the dollar reduction of 5% to the business improved rate category, delaying the rates due date to ease the financial cashflow pressure businesses are under and assisting lessee and licensees on City land while they are closed or experiencing a reduction in turnover
- Rating financial assistance through a rate freeze (no increase in the rate in the dollar) for specified area rates and all rate categories other than business improved (5% rate reduction) and a freeze (no increase) of all fees and charges
- Business training and support through offering a training portal for the business community to assist with financial planning and innovation, promoting the WA small business support services and providing business with the latest information from the Federal and State Government
- Matching funding to be utilised for State and Federal Government funding programs

Sense of Place

- Events that promote community connections through neighbourhood events and place activation
- Community support financial assistance through a range of funding programs
- Projects that build a sense of community and stronger community connections, health and wellbeing through local reconciliation projects, access and inclusion, arts, security, seniors and youth programs

Council are requested to approve the following projects as part of the Restart Mandurah Funding Program and allocate \$2,045,000 of the \$5million allocation towards the economic initiative of stimulating the local economy by accelerating City works:

- South Mandurah Football Changeroom project \$100,000
- Falcon Reserve Activation Plan Stage 2- \$200,000
- Shade Sails over playgrounds \$200,000
- Bortolo Sump Water Sensitive Urban Design \$300,000
- Dawesville Channel SE Foreshore \$200,000
- Madora Bay Shade Shelters \$60,000
- Mandurah Road Median \$150,000
- Madora Bay Beach \$100,000
- Stage 2 of Upgrades to Peelwood Reserve Changerooms \$100,000
- Peel Community Kitchen \$100,000
- Ablution Bortolo Reserve \$200,000
- Stingray Point Footpath Renewal \$135,000
- Waste Transfer Station road construction \$100,000
- Waste Transfer Station increase hardstand area with concrete \$100,000

Council is also that \$170,000 of the Restart Mandurah Funding Program to be allocated to not charging the caravan park and camping ground annual licence fees and food premises inspection fees for the 2020/2021 financial year.

This will leave a balance of \$2,785,000 in the Restart Mandurah Funding Program to be allocated to other initiatives as determined by Council to be delivered over the next two years.

The City officers are also recommending that additional initiatives will be included as part of the 2020/2021 financial year and include:

- Proceed with the preparation of the 2020/21 budget with the following inclusions as part of its ordinary allocation and funding:
- First rates payment due date to be in mid to late November to each the cashflow pressure the community is experiencing
- Rate freeze (no increase in the rate in the dollar) for specified area rates and all rate categories other than business improved (5% rate reduction) and a freeze (no increase) of all fees and charges
- City events when social distancing rules are relaxed where local businesses will benefit
- Online database, materials and workshops for tender writing for local businesses
- Identify projects whereby local businesses can carry out works in accordance with Council's Procurement Policy
- Through Visit Mandurah, assist tourism operators with product lines and experiences, promote tourism products and attractions, provide free Visitor Centre membership for existing members and carry out social media and destination campaigns
- Continue the lessees and licensees relief until the business is operating at pre-COVID-19 capacity up to 30 June 2021
- Continue to fund the business support training portal
- Community funding assistance
- Place activation and resident association support
- Community access and capacity building initiatives including access and inclusion, CCTV, seniors, youth, leadership and art projects

The above initiatives equate to \$4,808,300 and are in addition to any projects recommended as part of the Restart Mandurah Funding Program.

In summary, the total initiatives of the City of Mandurah's commitment to restarting Mandurah is \$9,808,300.

Consultation

Nil

Statutory Environment

Section 6.8 of the *Local Government Act 1995* states:

- (1) A local government is not to incur expenditure from its municipal fund for an additional purpose except where the expenditure
 - ...
 - (b) is authorised in advance by resolution*; or

* Absolute majority required.

- Section 6.11 of the Local Government Act 1995 states:
 - (2) Subject to subsection (3), before a local government
 - (b) uses* the money in a reserve account for another purpose,

it must give one month's local public notice of the proposed change of purpose or proposed use.

- * Absolute majority required.
- (3) A local government is not required to give local public notice under subsection (2)
 - (b) in such other circumstances as are prescribed.
- (4) A change of purpose of, or use of money in, a reserve account is to be disclosed in the annual financial report for the year in which the change occurs.

Regulation 18 of the Local Government (Financial Management) Regulations 1996 states:

A local government is not required to give local public notice of a proposed change of use of money in a reserve account —

(c) where each of the following conditions is satisfied —

- (i) a decision to change the use of the money is made while there is in force a state of emergency declaration applying to the district, or part of the district, of the local government;
- (ii) the local government considers that the change of use is required to address a need arising from the hazard, or from the impact or consequences of the hazard, to which the state of emergency declaration relates;
- (iii) the decision and the reasons for it are recorded in the minutes of the meeting at which the decision is made.

Policy Implications

Nil

Economic Implications

The transfer of \$5million from discretionary reserves will fund the Restart Mandurah Funding Program. No municipal funding will be allocated to the program. The initiatives are to assist the local economy and the community during COVID-19.

It is important to note, that if there are opportunities that are presented to Council in relation to what the reserves were established for, then the City will explore other revenue options such as loan borrowings to ensure that Council can take advantage of the proposal.

Risk Analysis

There is a risk that if Council allocate the entire allocation prematurely, there may be lost opportunities for matching State and Federal funding when their grant packages are released and the funds could have reached further than the \$5million that has been allocated.

Strategic Implications

The following strategies from the *City of Mandurah Strategic Community Plan 2020 – 2040* are relevant to this report:

Economic:

- Promote and foster business investment aimed at stimulating economic growth.
- Facilitate and advocate for sustainable local job creation and industry diversification.
- Leverage partnerships with key stakeholders to achieve improved economic outcomes with due consideration to environmental impacts.

Social:

- Facilitate opportunities that promote community led initiatives and build local capacity and capability.
- Promote and encourage community connectedness to create social interaction and a strong sense of security and belonging.
- Provide a range of social, recreational and cultural experiences for our residents and visitors to enjoy and take pride in.

Health:

- Provide and facilitate quality infrastructure that is accessible, and conducive to a healthy, active community.
- Provide quality health and wellbeing programmes and services that target whole of life health from infants to seniors.

Organisational Excellence:

- Demonstrate regional leadership and advocate for the needs of our community.
- Listen to and engage with our community in the decision-making process.
- Ensure the City has the capacity and capability to deliver quality services and facilities through accountable and transparent business practices, governance, risk and financial management.
- Ensure that our actions maintain a sustainable balance between economic growth, the environment and social values.

Conclusion

It is recommended that Council approve the transfer of \$5million from reserves to allocate to the Restart Mandurah Funding Program.

RECOMMENDATION

That Council:

- 1. Approve the reallocation of \$5million to the Restart Mandurah Funding Program:
 - **1.1. From the following reserves:**
 - 1.1.1. Building Reserve (\$1m),
 - 1.1.2. City Centre Land Acquisition Reserve (\$2m)
 - 1.1.3. Property Acquisition Reserve (\$2m)
 - 1.2. Acknowledging that the decision to change the use of the money is made while there is in force a state of emergency declaration applying to the district of the local government
 - 1.3. Acknowledging that the change of use is required to address the local economic and community needs arising from the impacts and consequences, to which the state of emergency declaration relates

Report from Director Corporate Services	
to Special Council Meeting of 12 May 2020	

- 2. Approve the allocation of \$2,045,000 from the Restart Mandurah Funding Program to accelerate the following City works:
 - 2.1. South Mandurah Football Changeroom project \$100,000
 - 2.2. Falcon Reserve Activation Plan Stage 2- \$200,000
 - 2.3. Shade Sails over playgrounds \$200,000
 - 2.4. Bortolo Sump Water Sensitive Urban Design \$300,000
 - 2.5. Dawesville Channel SE Foreshore \$200,000
 - 2.6. Madora Bay Shade Shelters \$60,000
 - 2.7. Mandurah Road Median \$150,000
 - 2.8. Madora Bay Beach \$100,000
 - 2.9. Stage 2 of Upgrades to Peelwood Reserve Changerooms \$100,000
 - 2.10. Peel Community Kitchen \$100,000
 - 2.11. Ablution Bortolo Reserve \$200,000
 - 2.12. Stingray Point Footpath Renewal \$135,000
 - 2.13. Waste Transfer Station road construction \$100,000
 - 2.14. Waste Transfer Station increase hardstand area with concrete \$100,000
- 3. Approve the allocation of \$170,000 from the Restart Mandurah Funding Program to not charge the caravan park and camping ground annual licence fees and food premises inspection fees for the 2020/2021 financial year.
- 4. Request City officers to proceed with the preparation of the 2020/21 budget with the following inclusions as part of its ordinary allocation and funding:
 - 4.1. First rates payment due date to be in mid to late November to each the cashflow pressure the community is experiencing
 - 4.2. Rate freeze (no increase in the rate in the dollar) for specified area rates and all rate categories other than business improved (5% rate reduction) and a freeze (no increase) of all fees and charges
 - 4.3. City events when social distancing rules are relaxed where local businesses will benefit
 - 4.4. Online database, materials and workshops for tender writing for local businesses
 - 4.5. Identify projects whereby local businesses can carry out works in accordance with Council's Procurement Policy
 - 4.6. Through Visit Mandurah, assist tourism operators with product lines and experiences, promote tourism products and attractions, provide free Visitor Centre membership for existing members and carry out social media and destination campaigns
 - 4.7. Continue the lessees and licensees relief until the business is operating at pre-COVID-19 capacity up to 30 June 2021
 - 4.8. Continue to fund the business support training portal
 - 4.9. Community funding assistance
 - 4.10. Place activation and resident association support

ABSOLUTE MAJORITY REQUIRED

Amendments to Procurement Policy Tahlia Jones/Casey Mihovilovich Tahlia Jones

Summary

The amendments to the *Local Government (Functions and General) Regulations 1996 (Regulations)* were gazetted on 9 April 2020 and further amendments are scheduled for 8 May 2020. The purpose of these changes were to increase the flexibility of the local government sector to contract with local suppliers during, and in the aftermath of, the State of Emergency Declaration under the *Emergency Management Act 2005.*

An amendment has now been made to regulation 11(1) of the Regulations to increase the tendering threshold from \$150,000 to \$250,000. The Department of Local Government, Sport and Cultural Industries (DLGSC) has advised that local governments should update their purchasing policy to cover the direct purchase of goods and services under \$250,000.

Further improvements have been recommended to Council's Procurement Policy CPM-02 resulting from the recent CEO's Review of Risk Management, Internal Controls and Legislative Compliance and additional improvements identified from the Office of the Auditor General (OAG) Local Government Contract Extensions and Variations Report of 4 May 2020. Council (through the Audit and Risk Committee) will receive reports in the coming months on the findings and improvements from these two reviews.

The Council's Procurement Policy CPM-02 (refer Attachment 1) has now been amended accordingly.

Disclosure of Interest

N/A.

Previous Relevant Documentation

G.17/2/20	28 February 2020	Amendments to Procurement Policy, Regional Price Preference Policy and delegation for award of tenders
G.12/7/19	23 July 2019	Review of Procurement Policy
G.19/6/19	25 June 2019	Review of Council Policy Manual
G.9/3/19	26 March 2019	Review of Procurement Activity
G.35/2/15	24 February 2015	Review of Council Policy Manual

Background

Procurement activities at the City are required to comply with the *Local Government Act 1995* and Regulations. Extensive improvements to the Procurement Policy were adopted by Council at its meeting on 28 February 2020.

The amendments to the Procurement Policy mainly reflected practice improvements that strengthen the City's procurement functions to ensure greater transparency and accountability in the City's approach to procurement activities. An overview of the Policy amendments that were approved by Council in February 2020 were:

- Section 2 Principles of Procurement: the addition of the principles of procurement stating that all City officers shall observe the highest standards of ethics and integrity in undertaking procurement activity and will act in an honest and professional manner
- Section 3: value for money statement in the Policy was amended to provide further guidance to City officers on the consideration for value for money in the assessment phase
- Section 5 Policy Requirements: the procurement thresholds clearly separate the monetary range, process required, reference to procedures and the sources for quotes

- Section 5.11 Education and Training: includes the requirement for the CEO to develop a procurement education and training program.
- Section 5.5: In accordance with regulation 20 of the Regulations, a minor variation may be made to the contract by the City, if a successful tenderer has been chosen but before the City and tenderer have entered into a Contract
- Section 5.6: Variation after the contract commencement
- Section 8 Authorisations: addition of an Authorisations table which states the positions that have authorisation to approve purchase orders and requisitions
- Section 8.1 Purchasing Card: Council's approval of the CEO's purchasing card and direction to the CEO to develop a policy
- Section 8.2 Petty Cash: provides a statement regarding the management of petty cash transactions

Comment

The Procurement Policy CPM-02 (refer *Attachment 1*) has now been amended. An overview of the updates to the Policy are set out below:

Procurement Policy

Regulation 11A requires the City to have a written purchasing policy for the supply of goods and services worth \$250,000 or less. This will result in the City utilising a request for quote process for procurements under \$250,000 and where practical seek a minimum number of quotes from local suppliers. The Policy has now been amended to reflect this increase to the tender threshold which was previously \$150,000.

Tender Exemptions

The following amendments have been incorporated into section 6.1 Tender Exempt Supply Arrangements:

- Regulation 11(2) contains two further exemptions when tenders do not have to be publicly invited. The first exemption, in new regulation 11(2)(aa), ensures the formal tender process does not need to be undertaken when sourcing and securing essential goods and services to respond to a state of emergency.
- The second exemption, in new regulation 11(2)(ja), it gives a local government the discretion to renew or extend a contract that expires when a state of emergency declaration is in force, even though this option is not included in the original contract. Limits on this apply, which include that the original contract must have less than three months left to run, the renewal or extension cannot be for more than twelve months, and there must be a state of emergency declaration applying to the district or part of the district when the renewal or extension is entered into.

CEOs review of risk management, internal controls and legislative compliance

In accordance with regulation 17(1) of the *Local Government (Audit) Regulations 1996*, the CEO is required to review the appropriateness and effectiveness of the City systems and procedures in relation to risk management, internal controls and legislative compliance at least once every three calendar years. The review, recently undertaken in April 2020, will be presented to the Audit and Risk Committee on 19 May 2020.

At its Ordinary Council Meeting on 28 February 2020, Council adopted amendments to the Policy focusing on contract variations and extensions in accordance with the Regulations. The regulation 17 review, conducted by an internal audit service provider completed an independent review of the Policy and identified some further improvements to the management of contract variations and extensions.

Mainly the review noted that consideration should be given to circumstances where the contract value increases over a policy threshold level, due to the variation or extension and the importance for the development of procedures to further strengthen internal controls. These improvements have now been included in section 5.6 of the Policy.

Council should note that Procurement Procedures are currently in development to provide direction to the City on the management of contract variations and extensions. Improvements to the monitoring of contract spend and performance management will be implemented as part of the Technology One rollout in October 2020, whereby a contract management function will be available.

The review recognised the recent improvements to the procurement function at the City, in particular the documented procedures for procurement assessment, including obligations for persons assessing any significant procurement being required to declare any matters which may have an actual, potential or perceived conflict of interest and maintaining evidence of evaluation assessments.

Office of Auditor General Recommendations

On the 4 May 2020, the OAG released an audit report on Local Government Contract and Variations Report 20: 2019-20. The OAG audited eight local governments and focused on whether controls were in place to support effective management of contract extensions and variations after a contract was finalised. The City was not included in the audit, however the recommendations have been examined and incorporated into the Procurement Policy to support the City's achievement of best practise.

The recommendations made by the OAG have also been implemented into sections 5.6, 5.7 and 5.8 of the Procurement Policy. An overview of the OAG recommendations, the actions proposed by the City and due date for implementation are provided below:

OAG Recommendations	Action required by the City	Due Date
Ensure policies and procedures include comprehensive guidance to staff on recording of contract information and management of contract extensions and variations, so that better practices are consistently applied across the organisation	 Procurement Policy amended to further strengthen the requirement to record contract information and management of contract extensions. Procedures for Contract Variations and Extensions in development and will incorporate the OAG better practise principles. 	May 2020 June 2020
Establish specific delegated authorisation limits for the approval of contract extensions and variations	 Financial authorisation table was implemented into the Policy in February 2020. 	N/A
Ensure contract summaries include all key information relating to contracts Ensure that records of key decisions are retained in accordance with their recordkeeping plans and are readily available	 Technology One contract module will include a comprehensive summary incorporating key contract information. Procedures for Contract Variations and Extensions in development and will incorporate the OAG better practise principles. 	October 2020 June 2020
Improve review processes relating to contract extensions, including timely and documented reviews of contractor performance before exercising contract extension options	 The City has a Contract Management Toolkit established, this will be reviewed and improved in accordance with best practice. Procurement Education and Training includes contract management training. Through the City's Internal Audit Function (to be implemented in 2020/21), contract management has been identified as an auditable area for 2020/21. An audit will be undertaken in quarter three on contract management 	August 2020 2020/21 Quarter 3, 2020/21

Ensure that contract variations are supported by adequate documentation describing the	 practises and compliance with the Policy, Procedures and Contract Management Toolkit. Procedures for contract variations and extensions in development and will incorporate the OAG better practice 	June 2020
nature and reasons for the variations, including the associated cost, time and scope implications.	 principles. The amended Procurement Policy includes a statement regarding the cumulative impact of variations on a contract should also be reviewed and an assessment made of whether a separate procurement process should be undertaken. The amended Procurement Policy includes improved measures for the analysis. 	May 2020 May 2020
	management of variations and extensions.	
Ensure that all contract extensions and variations are approved in accordance with approved delegations, to ensure that all contracting decisions are subject to appropriate levels of scrutiny.	 To be addressed in the Procedures for contract variations and extensions in development incorporate the OAG better practice principles. Workflows in Technology One will further strengthen this approval process and enable greater transparency around decision making. 	June 2020 October 2020

Consultation

Due to policy changes being largely due to the amendments to the Regulations, the City was unable to undertake consultation with Elected Members on this occasion. However, Elected Members were consulted extensively with the development of the review of the Policy in February 2020.

Statutory Environment

Section 2.7(2)(b) of the Local Government Act 1995 prescribes that Council determine the local governments policies.

Part 4 of the Local Government (Functions and General) Regulations 1996 Regulation 5(1)(e) of the Local Government (Financial Management) Regulations 1996 Regulation 24E of the Local Government (Functions & General) Regulations 1996

Policy Implications

These Policies form part of the Council Policy suite and will be published on the City's website.

Economic Implications

The City is focused on ensuring best value for money in procurement activities.

Risk Analysis

It is essential that procurement policies and procedures are regularly reviewed to ensure compliance with current legislation, reflect industry best practice and are maintaining relevance within the local government sector.

All procurement activity carries some risk and whilst documentation alone does not prevent fraudulent events occurring, it plays an important role in raising officer awareness, improving accountability, ensuring procurement practices are conducted in an efficient and consistent manner and underpins officer training.

Strategic Implications

Organisational Excellence:

• Deliver excellent governance and financial management.

Conclusion

Council is requested to adopt the amendments to the Procurement Policy POL-CPM 02.

ReferAttachment 1POL-CPM 02 Procurement Policy (amended)Attachment 2OAG Local Government Contract Extensions and Variations Report20: 2019-20 4 May 2020

RECOMMENDATION

That Council adopt the proposed amendments to POL-CPM 02 Procurement Policy as per Attachment 1 of the report.

COUNCIL POLICY

POL-CPM 02

Attachment 1

Objective:

The Procurement Policy (Policy) is developed in accordance with the statutory obligations of the Local Government Act 1995 (Act) and Part 4 of the Local Government (Functions and General) Regulations 1996 (Regulations) in relation to procurement activities undertaken by the City of Mandurah (the City).

The Policy is directed at meeting the following objectives:

- Achieving 'value for money' with respect to all procurement activities;
- · Ensuring that the City complies with all obligations under the Act and Regulations;
- · Strengthening integrity and confidence in procurement systems and processes;
- Ensuring that sustainable benefits, such as environmental, social and local economic factors are considered in the overall 'value for money' assessment;
- Mitigating probity risk by establishing consistent and demonstrated processes and training that
 promote transparency and fairness; and
- Ensuring that procurement activities are conducted in a consistent and efficient manner in accordance with applicable policies and procedures.

Statement:

1. APPLICABILITY

The policy applies to all procurement activities undertaken by City officers, appointed representatives and where applicable, contractors. For the purposes of the Policy, such persons will be referred to as employees.

2. PRINCIPLES OF PROCUREMENT

All employees of the City shall observe the highest standards of ethics and integrity in undertaking procurement activity and act in an honest and professional manner. The following principles underpin the City's procurement activities:

- a. All processes, evaluations and decisions shall be transparent, free from bias, merit based and fully documented in accordance with the Act and Regulations, applicable Policies and Procedures, and audit requirements.
- Accountability shall be taken for all procurement decisions, to ensure the efficient, effective and proper expenditure of public monies based on achieving value for money, in accordance with the City's adopted budget.
- Procurement is to be carried out on a competitive basis in which all potential suppliers are treated impartially, honestly and consistently.
- Any actual or perceived conflicts of interest are to be identified, disclosed and appropriately managed.

3. VALUE FOR MONEY

- a. Value for money is achieved through the critical assessment of price, risk, timeliness, environmental, social, economic and qualitative factors to determine the most advantageous supply outcome that contributes to the City achieving its strategic and operational objectives.
- b. The City will apply value for money principles when assessing purchasing decisions and acknowledges that the lowest price may not always be the most advantageous.

3.1 Assessing Value for Money

- a. The assessment of value for money is the result of open, competitive sourcing practices and critical assessment of factors such as:
 - i. All relevant whole-of-life costs and benefits. This should include transaction costs associated with acquisition, delivery, distribution, as well as other costs such as holding costs, consumables, maintenance and disposal;
 - The technical merits of the goods and/or services being offered in terms of compliance with specifications, contractual terms and conditions and any relevant methods of assuring quality;
 - iii. Financial viability and capacity to supply without risk of default;
 - iv. Ensuring a sufficient number of offers have been obtained to enable robust price comparison wherever practicable;
 - The safety requirements associated with both the product design and specification offered by suppliers and the evaluation of risk when considering purchasing goods and/or services from suppliers; and
 - vi. A supplier's ability to demonstrate the sustainable benefits and positive local impact of the goods and services offered.
- b. The level of assessment undertaken is commensurate with the value, complexity, risk and sensitivity of the goods or services being procured.

4. SUSTAINABLE PROCUREMENT

Sustainable procurement is defined as the purchasing of goods and services that have less environmental and/or negative social impacts than competing products or services over the entire life cycle of a product.

The City is committed, where possible, to procuring goods and services:

- a. that are economical to own and operate;
- b. reduce waste and are energy efficient;
- c. cause the least damage to the environment;
- have been created or obtained using legally compliant practices (Corporate Social Responsibility);
- e. provide local businesses with commercial opportunity;
- f. improve employment opportunities for local people; and

g. that encourage social advancement and benefits relating to special needs.

4.1 Local Content

- a. The City will:
- i. wherever practical, invite local suppliers to quote, in accordance with this Policy;
- ii. ensure procurement planning explores local business capability and opportunities for local content; and
- iii. consider buying practices, procedures and specifications that do not unfairly disadvantage local businesses.
- Local suppliers are defined as those businesses that operate permanently within the district of the City of Mandurah local government municipal area.

4.2 Engaging with Australian Disability Enterprises or Aboriginal Businesses up to \$150,000

- a. The City encourages the use of Australian Disability Enterprises and Aboriginal owned businesses for the supply of goods and/or services where value for money assessments demonstrate benefits for the City achieving its objectives.
- Where the required number of quotes from \$5,000 up to \$4250,000 cannot be obtained from similar disability enterprises or Aboriginal owned businesses, alternate means of verifying that the offer truly represents value for money should form part of the evaluation documentation and applicable Procedure.
- b.c. When utilising tender exempt provisions for Aboriginal owned businesses the maximum procurement value permissible is \$250,000.

5. PROCUREMENT REQUIREMENTS

- a. The requirements that must be complied with by the City, including procurement thresholds and processes, are prescribed within the Regulations, this Policy and associated Procurement Procedures.
- In determining the purchase value, the following considerations are to be taken into account:
 - i. All values are exclusive of GST; and
 - ii. The amount is the actual or expected value of a contract over the full contract period, including all options.
- c. The following procurement value thresholds apply:

Monetary Threshold of the contract value, including extensions and options (exclusive of GST)	Process Required	Source
Up to \$4,999	Direct purchase from a supplier after obtaining at least one (1) oral or written quotation in accordance with the Procurement Procedure – Goods and Services.	Local supplier where practical. If no local supplier, seek one (1) quote through:

		 Western Australian Local Government Association (WALGA) Preferred Supplier Program (PSP); or State Common User Arrangement (CUA); or Australian Disability Enterprise; or Aboriginal owned business; or Open market.
\$5,000 to \$49,999	Seek three (3) or more verbal or written quotations (method dependent on risk and complexity) in accordance with the Procurement Procedure – Goods and Services. Obtain a minimum of two (2) written responses	 Where practical a minimum of two (2) local suppliers to be invited along with open market suppliers. If no local suppliers, seek three (3) or more quotes through: WALGA PSP; or State CUA; or Australian Disability Enterprise; or Aboriginal owned business; or Open market.
\$50,000 to \$149,999	Formal Request for Quote in accordance with Procurement Procedure Goods and Services. Seek three (3) or more written formal quotations and obtain a minimum of two (2) responses.	 Where practical a minimum of two (2) local suppliers to be invited along with open market suppliers. If no local suppliers, seek three (3) or more quotes through: WALGA PSP; or State CUA; or Australian Disability Enterprise; or Aboriginal owned business; or Open market.
\$150,000 <u>to</u> \$249,999 and above	Formal Request for Quote in accordance with Procurement Procedure Goods and Services. Seek three (3) or more written formal quotations and obtain a minimum of two (2) responses. Public Tender, to be issued by Gevernance Services in accordance with the Act and Regulations Refer to Procurement Procedure – Goods and Services. Where circumstances warrant. Governance Services may conduct a tender process for projects which are	Where practical a minimum of two (2) local suppliers to be invited along with open market suppliers. If no local suppliers, seek three (3) or more quotes through. • WALGA PSP; or • State CUA; or • Australian Disability Enterprises; or • Aboriginal owned business; or • Open market

	below-the \$150,000 threshold (refer to section-5.3).	Public Open Tender
\$250,000 and above	Public Tender to be issued by Governance Services in accordance with the Act and Regulations Refer to Procurement Procedure – Goods and Services.	Public Open Tender
	Where circumstances warrant, Governance Services may conduct a tender process for projects which are below the \$250,000 threshold (refer to section 5.3).	
\$1250,000 and above (Tender exempt)	Seek three (3) or more written formal Request for Quote, to be issued by Governance Services, in accordance with reg 11(2). Obtain a minimum of two (2) written responses, unless sole supply or supplier availability is limited i.e. only one supplier is represented under a panel arrangement.	WALGA PSP State CUA Australian Disability Enterprise Aboriginal-owned-business

5.1 Conditions

- a. Existing contracts held with the City must be considered first before sourcing from other suppliers. Goods and/or services must be within scope of the existing contract and must not exceed the tender threshold unless specifically permissible or procured through a City held Panel of Pre-qualified Suppliers (section 6).
- Supply of goods or services must not commence until a purchase order has been issued, unless exempt from this requirement. A purchase order is unnecessary in the case of the following:
 - i. Insurances;
 - ii. Payments made through payroll;
 - iii. Utilities (service and/or consumption charges/fees only);
 - iv. Goods or services purchased through a purchasing card;
 - v. Fees and payments that are statutory, this includes bank fees;
 - vi. Other statutory damages, infringements and penalties;
 - vii. Loan repayments;
 - viii. Freight, postal charges and fuel cards;
 - ix. Goods purchased from petty cash;
 - x. Purchasing card payment requests.

c. All procurement activity must be carried out in accordance with the relevant Procurement Procedure as defined in section 5.

- Restrictions exist on procuring IT hardware, software and licenses, office furniture and fittings – refer to the City's IT and Procurement Procedures.
- Where the stated number of minimum quotations to be obtained cannot be achieved due to:
 - i. limited responses (all thresholds); or
 - lack of availability (tender exempt panel supply arrangements only i.e. WALGA or State CUA);

the decision to continue with the evaluation and selection must be documented and clearly demonstrate the achievement of value for money.

5.2 Record Keeping

Communications, responses and documentation relating to procurement activity and approvals, regardless of value, must be recorded and retained in accordance with the *State Records Act 2000*, the Regulations (reg. 11A(3)(b) and 24AC(2)(e)), the City's Record Keeping Plan and applicable Procurement Procedures.

5.3 Requesting Tenders where value is less than Tender threshold

The City may elect to invite tenders in lieu of undertaking quotations for procurements under the tender threshold where it is considered appropriate and beneficial. This decision should be made after considering the commercial and probity benefits of this approach in comparison to cost and efficiency. Where a tender is called, the Regulations relating to tender requirements must be followed.

5.4 Anti-avoidance

Multiple procurement activities must not be entered into with the intent (inadvertent or otherwise) of "splitting" the purchase value to avoid a public tender being called (regulation 12 of the Regulations) or to avoid threshold quoting requirements under \$1250,000.

5.5 Minor Variations

- a. In accordance with regulation 20 of the Regulations, a minor variation may be made to a contract following a tender process, by the City, prior to the City and the preferred tenderer formalising the contract. A minor variation is required to meet the following conditions:
 - i. Does not alter the nature of the goods and/or services procured;
 - ii. Does not materially alter the scope provided in the initial tender;
 - Amount to less than 10% of the original contract price or up to a maximum of \$100,000.00 whichever is the lesser; and
 - iv. Does not alter the decision to award the tender to the preferred tenderer.
- b. If the variation does not meet the conditions, then the variation must be presented to Council for consideration.

- c. The above conditions also apply to procurements under \$4250,000 and are required to be undertaken in accordance with the Procurement Procedure Contract Variations and Extensions.
- All decisions regarding minor variations must be documented and recorded.

5.6 Variation after Contract Commencement

- a. If the City has entered into a contract for the supply of goods and/or services with a successful tenderer, in accordance with regulation 21A of the Regulations, the contract must not be varied unless:
 - i. the variation is necessary in order for the goods and/or services to be supplied; and does not change the scope of the contract; or
 - ii. the variation is a renewal or extension of the term of the contract as described in regulation 11 (2) (j); and
 - iii. The variation is within the budget allocated for the project.
 - These above conditions also apply to contracts valued procurement under \$1250,000.
- b. Consideration must be also be given to the original procurement process conducted and whether the combined value of the original price, any subsequent variations, and proposed variation (which includes term extensions) would have resulted in a different procurement process being undertaken due to the increased expenditure.
- c. All contract variations are to be recorded and supported by adequate documentation describing the nature and reasons for the variations, including the associated cost, time and scope implications.
- d. Contract variations le are to be approved in accordance with the authorisation limits as per section 8 of this policy.
- e. These conditions also apply to contracts valued under \$250,000 and are required to be undertaken in accordance with the Procurement Procedure Contract Variations and Extensions.
- b. Contract Extensions

5.7

- Contracts are extended only if the original contract includes an extension option as per 5.6 above (unless State of Emergency provisions apply).
- b. For continuity of service provision, the contract extension must be approved before the expiration date of the original contract or previously extended term.
- c. Contract extensions are approved in accordance with the authorisation limits as per section 8 of this policy.
- d. There must be documented evidence that the contractor performance has been assessed before the contract extension is approved.
- 5.8 Contract Expiry

Prior to the expiry of the original contract, and after any options for renewal or extension included in the original contract have been exercised, the City is required to review the purchasing requirements and commence a new competitive purchasing process in accordance with this Policy.

5.75.9 Procurement Planning

A Procurement Plan is required for all procurement activities above \$50,000. Governance Services will facilitate this process in most instances.

5.85.10 Conflict of Interest

Actual or perceived interests are to be declared using the City's prescribed form. Where there is a perceived or actual conflict of interest in accordance with the Act, the Officer may be removed from any further procurement activity.

For purchases over \$5,000150,000 employees must sign the applicable procurement threshold documentation relating to conflict of interests complete and sign the Conflict of Interest Declaration form.

5.95.11 Terms and Conditions

City of Mandurah Standard Terms and Conditions will apply unless a formal contract has been used. Any terms and conditions that are required to be varied must be approved by Manager Governance Services.

5.105.12 Probity Advisors and Audit

The Chief Executive Officer (CEO) may appoint an organisation to undertake a probity audit of the tender process conducted, or parts thereof, if required. The CEO may appoint a probity advisor to observe or participate in the procurement process that will be conducted.

5.115.13 Education and Training

- a. The CEO is required to implement a procurement education and training program. This will include both induction and refresher training to be delivered on an annual basis.
- b. Employees who undertake procurement activities will be required to attend training.

6 EXCEPTIONS TO PROCUREMENT REQUIREMENTS

6.1 Tender Exempt Supply Arrangements

- a. Procurements activities above tender threshold, sourced through tender exempt supply arrangements, must be in accordance with the Regulations and the City's Policies and Procedures. These are set out in regulation 11(2) of the Regulations and include:
 - i. pre-qualified suppliers under the WALGA PSP;
 - ii. suppliers under State Government CUA;
 - iii. suppliers on a Panel of Pre-qualified Suppliers established by the City;
 - iv. a Regional Local Government or another Local Government;

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- an Australian Disability Enterprise and where the procurement represents value for money;
- vi. where the contract is for petrol, oil, or other liquid or gas used for internal combustion engines; or
- vii. where the supply of goods or services is to be obtained from expenditure authorised in a local emergency under 6.8 (1)(c) of the Act; or
- vi.viii. the supply of the goods or services associated with a State of Emergency in accordance with 11 (2)(aa), (ja) and (3) of the Regulations; or
- vii.ix. procurements covered by any other exclusion under regulation 11 of the Regulations.

6.2 Use of Tender Exempt Suppliers under \$1250,000

a. Procurements valued under \$1250,000 may be sourced from suppliers through the above tender exempt arrangements. Quotes should only be sourced from a single panel arrangement on each occasion i.e. PSP or a CUA. Written records of the justification and the approval obtained must be recorded in accordance with Procurement Procedures.

6.3 Goods and/or Services required in an Emergency (Local or State)

- a. An "emergency" is defined in the Emergency Management Act 2005 asis "the occurrence or imminent occurrence of a hazard which is of such a nature or magnitude that it requires a significant and coordinated response". Section 6.8(1)(c) of the Act makes provisions for unbudgeted expenditure in a <u>nlocal</u> emergency to be incurred if approved in advance by the Mayor. <u>Regulations 11 (2)(aa),()</u> makes provisions where a State of Emergency is declared.
- b. The City's Procurement Procedures provides further information when expenditure is within budget or where a StaeState of Emergency has been declared.
- c. A State of Emergency applies when it is declared under the Emergency Management Act 2005.
- d The City's own contracts or WALGA's Hazardous and Emergency Event Services PSP should be used wherever possible. The City's Procedures make provision for services that are required urgently or out of hours.
- A State of Emergency applies when it is declared under the Emergency Management Act 2005

6.4 Sole Source of Supply

- a. Goods and/or services of a unique nature that can only be supplied from one supplier may be procured using a formal quotation process. Sufficient market testing and investigation of alternative sources of supply must be demonstrated and evidence documented.
- b. The City's Procurement Procedures detail the requirements for procurements under \$1250,000.
- c. The application of the provision of sole source of supply must only occur in limited circumstances with procurement experience indicating that generally more than one supplier is able to be found to provide the requirements of the specification.

6.5 Waiver of Quotation Requirements under \$=250,000

A waiver to seek the required number of quotes (for budgeted expenditure), may be granted at the sole discretion of the CEO and/or Directors. Written records of the justification and the approval obtained must be recorded.

7 PANELS OF PRE-QUALIFIED SUPPLIERS

Where there is a continuing need for a particular type of goods and/or services to be supplied, the City may determine it is beneficial to do so by means of a Panel of Pre-Qualified Suppliers (PQS's). The creation and operation of a PQS must be undertaken in accordance with Part 4, Division 3 of the Regulations.

7.1 Establishing a Panel

- a. State-wide public notice of the invitation to apply to join a PQS is required;
- PQS may be established for one supply requirement, or a number of similar supply requirements under defined categories;
- Each Request for Application (RFA) issued will describe further the supply type, how the PQS will operate and the minimum number of suppliers to be maintained;
- d. Evaluation criteria will be pre-determined;
- e. Suppliers appointed to a panel as members will be subject to the City's panel terms;
- f. The Regional Price Preference Council Policy may be applied when assessing applications to join a PQS.

7.2 Procuring from the Panel

Procuring from PQS will be outlined in detail in the RFA but in general will be undertaken as follows:

- a. Each panel member will be requested to quote for each item of work under the panel unless the panel is operating using a ranking system (see (b)). Quotes received will be assessed using pre-determined evaluation criteria to evaluate each quote.
- b. Where panel members are ranked, prices may be fixed by means of a pricing schedule or through a quotation on each occasion. The City will invite the highest ranked panel member, who will accept or decline the request. If declined, the next ranked panel member will be invited and so forth until a panel member accepts a Contract.
- c. The City may award any quantity of work to any member on the basis of their quote or any other pre-determined criteria stated in the RFA.
- d. Award of work shall be evidenced by an official Purchase Order, which will represent the "contract", governed by the panel terms.
- e. Contracts issued must not be formed for the supply of goods and/or services for a term exceeding 12 months nor contain an option to renew or extend its term.

7.3 Distributing work amongst panel members

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Unless otherwise specified in the RFA, when considering the distribution of work amongst panel members the City will generally take into account such factors as:

- a. accepted pricing schedule or price;
- b. value for money considerations;
- c. ranking (if applicable);
- d. performance during the term of the Panel;
- e. equipment, plant, or capability relative to the particular item of work;
- f. response time and/or availability;
- g. vicinity to the work location;
- h. ability to provide speciality products or services; or
- i. ability to respond to the quote request within the specified timeframe.

7.4 Panel Communication

To ensure clear, consistent, and regular communication between all parties to a panel, the City will allocate to each panel a dedicated contact person for the term of the panel. A communication plan will be developed by the contact person which will include a requirement for scheduled performance review meetings with the City.

7.5 Record Keeping Requirements for Panels

Each quotation process, including the invitation to quote, communications with panel members, quotations received, evaluation of quotes and award notifications must be captured in the City's electronic records system in a separate file, attached to a nominated electronic quotation system (if available) or to the applicable purchase order in the City's financial software system. Purchase orders raised must reference the PQS reference number for the purposes of monitoring expenditure.

98 AUTHORISATION

8

a The following positions are authorised to approve and issue purchase orders or otherwise produce in accordance with this policy subject to

i) the general authorisation limits set gut in the table below; and

a) the individual position financial limits set out in the Authorisation Limit Listing Authorisation to approve purchase requisitions and orders has been assigned to setacled positions and is noted in the relevant position description in accordance with the following indicative levels.

POSITION	AUTHORISATION LIMIT (exclusive of GST)
Director/Executive Leadership TeamDeputy CEO/Director	As determined by the CEO
Executive Manager/ Manager	Up to \$50,000

Coordinator/Supervisor	\$15,000 to \$40,000
Other Staff	Up to \$5,000

- a.b. The conditions of approving purchase requisitions and orders is in accordance with the City's Policies and Procedures and purchases must be within the approved budget adopted by Council. The Authorisation Limit is the value of the contract, inclusive of extensions, <u>variations</u> and options (exclusive of GST).
- b.c.An employee cannot exceed them financial authorization at set out in the Authorisation Limit unless specifically authorised in writing by the CEO i.e. under periods of higher duties. The City's Authorisation Limit Listing, and relevant Policy apply.
- e-d. The Authorisations Limit Listing is subject to an and review and approved by the CEO and review to become an analysis of otherwise required and the subject.

9.18.1 Purchasing Cards

- The CEO will develop Procedures for the authorisation and payment of accounts to ensure there is effective security and appropriate authorisations in place for the use of purchasing cards.
- b. Council approves that the CEO has a purchasing card of a monthly limit of \$20,000 and a maximum transaction limit of \$10,000.
- c. The Mayor will approve the CEO purchasing card on a monthly basis.
- The CEO will authorise the issue of purchase cards to other City officers following applicable procedures.

8.28.2 Petty Cash

a. Petty cash transactions under \$50 are to be authorised by Managers in accordance with City's Procedure.

109 POLICY NON-COMPLIANCE

- a. Procurement activities are subject to financial and performance audits to review compliance with legislative requirements and the City's Policies and Procedures. Failure to comply with the requirements of this Policy or prescribed processes will be subject to investigation, with findings to be considered in context of the employees training, experience, seniority and reasonable expectations of the performance of their role.
- b. Where a breach is substantiated it may be treated as:
 - i. an opportunity for additional training to be provided;
 - ii. a disciplinary matter, which may or may not be subject to reporting requirements under the *Public Sector Management Act 1994*;
 - iii. misconduct in accordance with the Corruption, Crime and Misconduct Act 2003.

Responsible Directorate:	Corporate Services	
Reviewer:	Manager Governance Services	
Creation date:	Minute G.28/3/07, 20 March 2007	
Amendments:	Minute G.37/5/12, 22 May 2012	
	Minute G.28/7/12, 24 July 2012	
	Minute G.36/9/13, 24 September 2013	
	Minute G.35/2/15, 24 February 2015	
	Minute G.10/7/19, 23 July 2019	
	Minute G.17/2/20, 25 February 2020	
Related Documentation and or/legislation:	Local Government Act 1995 (Act) and Part 4 of the Local Government (Functions and General) Regulations 1996	

Western Australian Auditor General's Report



Local Government Contract Extensions and Variations and Ministerial Notice Not Required

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Office of the Auditor General Western Australia

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The Office of the Auditor General acknowledges the traditional custodians throughout Western Australia and their continuing connection to the land, waters and community. We pay our respects to all members of the Aboriginal communities and their cultures, and to Elders both past and present.

WESTERN AUSTRALIAN AUDITOR GENERAL'S REPORT

Local Government Contract Extensions and Variations and Ministerial Notice Not Required

Report 20: 2019-20 May 2020



THE PRESIDENT LEGISLATIVE COUNCIL

THE SPEAKER LEGISLATIVE ASSEMBLY

LOCAL GOVERNMENT CONTRACT EXTENSIONS AND VARIATIONS AND MINISTERIAL NOTICE NOT REQUIRED

This report has been prepared for submission to Parliament under the provisions of section 25 of the *Auditor General Act 2006.*

This focus area audit assessed if entities adequately managed extensions and variations to their contracts, and if they maintained comprehensive summaries of their contracts.

I wish to acknowledge the entities' staff for their cooperation with this report.

Also included is my determination that a section 82 notice was not required by the Minister for Water.

CAROLINE SPENCER AUDITOR GENERAL 4 May 2020

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WESTERN AUSTRALIAN AUDITOR GENERAL'S REPORT

Local Government Contract Extensions and Variations

Executive summary

Background

Western Australia's 148 local government entities (entities) spend billions of dollars each year on purchasing a wide range of goods and services. A significant number of these purchases involve contracts.

Procurement contracts vary in complexity, value, duration and risk, but all benefit from a strong approach to contract management. Robust contract management processes centred around the principles of probity, accountability and transparency help to ensure that contracting is effective, meets the standards expected by the community and the Parliament and provides good value for money for the ratepayer.

Comprehensive policies and good management of contract extensions and variations are essential to achieving these outcomes. It is important for all entities to maintain a summary of their contracts in a register or database (hereafter referred to as register), with all key contract details, to help effectively manage contract extensions and variations. This is essential from an accountability perspective and also assists entities in meeting their financial reporting obligations.

Conclusion

At 5 entities there was insufficient documentation to demonstrate that extensions or variations were given due consideration, so we were unable to conclude if they were appropriately managed. At 3 entities, some extensions did not have evidence of contractor performance reviews, and at 3 entities some variations were not approved by delegated officers.

Most entities need to enhance their policies with comprehensive guidance. All entities' contract registers lacked key information essential to effective monitoring of contractual obligations.

What we did

The focus of this audit was to assess if entities adequately managed extensions and variations to their contracts, and if they maintained comprehensive summaries of their contracts.

We assessed the policies, procedures and practices for managing contract extensions and variations at 8 entities of varying sizes in both metropolitan and regional Western Australia. We assessed the following criteria:

- Do entities have adequate policies and procedures for managing contract extensions and variations?
- Do entities have complete and accurate summaries of their contracts?
- Are entities adequately:
 - controlling contract extensions, including the review of contractor performance before extending contracts
 - controlling contract variations, and determining if a variation significantly changes the original scope of the contract
 - complying with management approved delegations before a contract is extended or varied?

When testing against these criteria, we had regard for Part 4 of the Local Government (Functions and General) Regulations 1996, which deals with the provision of goods and services, and includes specific requirements relating to contract extensions and variations. In addition, we expected entities to meet the principles of the *Local Government Act 1995*, which requires entities to have policies, and to keep proper accounts and records. We also had regard to the broader principles of good internal control and governance and general better practice principles that help reduce procurement risks and support value for money.

The audit focused on whether controls were in place to support effective management of contract extensions and variations after a contract was finalised. It was not designed to review the adequacy of procurement processes undertaken prior to the signing of the original contracts.

The following 8 entities were included in this audit:

Entities	
City of Bayswater (Bayswater)	
City of Kwinana (Kwinana)	
City of Rockingham (Rockingham)	
City of Swan (Swan)	
Shire of Narrogin (Narrogin)	
Shire of Wagin (Wagin)	
South Metropolitan Regional Council (SMRC)	
Town of Cottesloe (Cottesloe)	
	Source: OAG

Table 1: Entities included in the audit

We assessed contract extensions and variations processed from 1 January 2018 to the date of the audits, in mid-2019.

Detailed findings have been reported to audited entities. Their audit committees should follow up to ensure audit findings and recommendations are appropriately addressed by management in a timely manner.

We conducted this audit under section 18 of the *Auditor General Act 2006* and in accordance with Australian Auditing and Assurance Standards. The approximate cost of undertaking the audit and reporting was \$177,500.

What we found

The contract management policies and procedures at most entities lacked appropriate guidance for staff to correctly and consistently process extensions and variations. We also found contract registers at all 8 entities were missing key information required for effective contract management.

We found instances at 5 entities where sound practices were not always followed for assessment and approval of extensions and/or variations. We therefore could not conclude whether this represented probity in purchasing and value for money for the ratepayer.

Policies and procedures need to be enhanced to ensure consistent application by staff

Comprehensive policies and procedures provide clear guidance to staff, help ensure that regulatory requirements are complied with, and that better practices are consistently followed by all staff. It is also important to have clear documentation of delegated authorisations to ensure that all decisions on contract extensions and variations are made by officers within their delegated authority limits.

Kwinana had sound policies and procedures for managing contract extensions and variations, with scope for improvement at the other 7 entities.

We identified the following shortcomings:

- Four entities did not have clearly established authorisations and delegations for the approval of contract extensions and/or variations. Establishing clear lines of responsibility and accountability for all decision making is an important prerequisite to ensuring decisions are made by individuals the entity considers have the requisite skills, knowledge and experience.
- The policies of 5 entities lacked guidance on what constitutes an appropriate contract variation. For example, a contract variation to provide goods and services that is inconsistent with the scope of the original contract, or significantly alters the scope of the original contract is not appropriate. In such circumstances, a separate procurement process would normally be required.
- The policies of 6 entities did not outline the key requirements for processing contract extensions, including that contracts could be extended only if the terms of the original contract included extension options.
- The policies or procedures of 5 entities did not require a documented performance assessment of a contractor before a contract extension option was considered. This increases the risk that poor performing contractors may be granted extensions.
- No entities' policies or procedures required staff to maintain a contract register, with all key contract information.
- Six entities did not require a regular review of their contract registers to identify contracts that are due to expire, so that appropriate action starts well before the contract expiry date. Lack of a review process increases the risk that contract extension decisions may be rushed, leading to inappropriate extensions, and potentially impact continuity in the provision of goods and services.

Contract registers did not include key information for effective contract oversight

It is important for all entities to maintain a summary of their contracts, with all key information, to help contract managers effectively manage contract extensions and variations.

The entities in our audit maintained records of their contracts on databases, registers, or a combination of both. One entity did not have any collective record of their contracts at the commencement of the audit, but subsequently provided us with a contract summary. The contract registers at the 8 entities did not include all key contract information. We identified the following:

- The contract registers at 2 entities were incomplete and did not include all current contracts. The register at another entity did not include the commencement, duration and end dates of contracts. A fourth entity's register included inaccurate and/or inconsistent information on key data such as contract values, term dates and the status of contracts. Inaccurate and incomplete contract registers can affect management's ability to effectively manage contracts.
- At 6 entities, the contract registers did not include the dollar value of contracts, or any contract extensions or variations. In addition, at 3 of these entities, registers did not include the estimated dollar value of Schedule of Rate¹ contracts. As a result, inadequate information was available to management on the total cost of their contracts.
- Where relevant, although details of contract variations are contained within individual contract management plans, none of the entities' contract registers included summarised information on approved contract variations, such as the number and dollar value of individual variations, and the total value of approved variations. This information is essential for contract managers to effectively track the cumulative value of contract variations, evaluate the impact on the scope of the original contracts, and initiate separate procurement processes where appropriate.
- At 4 entities, contract registers did not include information on the number and duration of extension options available under each contract and details of extension options that were exercised. This information would enable better monitoring of contracts, including the timely exercise of contract extension options.
- The contract registers at 6 entities did not have details of scheduled performance review dates, to ensure that timely reviews of contractor performance were performed prior to considering contract extension options.

Some entities need to improve their assessment of contractors' performance before extending contracts

A contract extension may extend the agreed terms for a further period and/or involve changes to price, personnel and services. We expected to find evidence that contract managers had performed an adequate and timely review of contractors' performance before granting an extension. This would provide management with adequate opportunity to assess if the contractor still offered value for money.

¹ Schedule of Rates contracts are used where the nature of contract work is certain, but the exact amount of work to be performed cannot be predicted at the outset and is inherently provisional in nature. Nonetheless, tenders are usually invited and awarded based on the range of estimated quantities.

All entities except Rockingham and Kwinana exercised contract extension options during our audit period. One of the 6 did not have detailed records of the total number and value of contract extension options exercised. Based on the contract registers of the remaining 5 entities, 51 contract extension options totalling \$19.6 million were exercised during the audit period.

We tested a sample of 18 contract extensions totalling \$13.6 million across the 6 entities. Narrogin, Wagin and SMRC had adequate processes in place for the extension of contracts.

At the other 3 entities, we noted the following shortcomings:

- At 2 entities, 6 of 7 contract extensions did not have any formal documentation to demonstrate that an assessment of contractor performance was conducted before the contract extensions were approved. We were therefore unable to conclude if there was adequate review of contractor performance before exercising the extension options. This increases the risk that poor performing contractors may be granted extensions. The total value of 5 of these extensions was \$1.4 million, while the value of the remaining extension could not be determined as the original contract was not available.
- Three extensions at 2 entities totalling \$1.48 million were approved after the expiry of the initial contracts. One of the entities advised that there were extenuating circumstances that resulted in a short period when some key functions were performed later than usual. Renewal processes that are not initiated well before the expiry of contracts, limit the entities' ability to assess whether the contracts still offer the best value for money. This also potentially impacts the continued supply of goods and services.
- For 2 of 5 contract extensions at 1 entity, there was no mutually accepted agreement or correspondence between both the parties to extend the contract.

Contract variations were not always adequately explained at 2 entities

Contract variations are amendments to a contract that change the original terms or conditions. Variations are usually used to alter the scope of the supply or services provided or to change pricing. We considered if contract variations, individually or cumulatively, significantly altered the scope of the original contract. This may indicate that an entity was using variations to avoid undertaking a new procurement process.

All entities except Wagin undertook contract variations during the period of our audit, although only 5 were able to provide detailed information of the total number and value of their contract variations processed. The contract registers of these 5 entities showed 63 variations totalling \$6 million. We reviewed 27 contract variations totalling \$5.2 million across the 7 entities.

At 2 entities, 4 of 12 variations were not supported by detailed proposals with descriptions of the nature and reasons for the variations, including associated cost, time and scope implications. We were therefore unable to conclude whether the variations had been approved based on adequate analysis of these implications and whether value for money assessments had been performed.

Delegation levels were not always complied with when extending or varying contracts

It is important that all decisions relating to the approval of contract extensions and variations are made in accordance with approved authorisation limits. This ensures that these decisions are valid, and are made by staff with the experience and knowledge commensurate with the value and complexity of the contracts involved.

We reviewed the approval processes of 27 variations valued at \$5.2 million and 18 contract extensions totalling \$13.6 million across all 8 entities and identified the following shortcomings:

- At 2 entities, 7 variations totalling \$1.2 million were approved by officers in excess of their delegated authority.
- At a third entity, we identified 2 variations to a contract totalling \$77,395 that significantly changed the scope of the original contract, increasing the contract value in excess of the \$150,000 tender threshold limit. The consequent waiver from tender was approved by an officer who did not have the delegated authority.
- Two extensions totalling \$73,058 at 1 entity did not have any documented evidence of their approval. We were therefore unable to conclude if an appropriate officer had approved them. This reduces transparency and accountability in decision making and increases the risk that the mandated level of scrutiny is not applied.

Recommendations

- 1. All local government entities, including those not sampled in this audit, should:
 - a. ensure their policies and procedures include comprehensive guidance to staff on recording of contract information and management of contract extensions and variations, so that better practices are consistently applied across the organisation
 - b. establish specific delegated authorisation limits for the approval of contract extensions and variations
 - c. ensure their contract summaries include all key information relating to contracts. The level of information should be based on their assessment of the significance, number and complexity of their contractual arrangements
 - d. ensure that records of key decisions are retained in accordance with their recordkeeping plans and are readily available
 - e. improve review processes relating to contract extensions, including timely and documented reviews of contractor performance before exercising contract extension options
 - f. ensure that contract variations are supported by adequate documentation describing the nature and reasons for the variations, including the associated cost, time and scope implications. The cumulative impact of variations on a contract should also be reviewed and an assessment made of whether a separate procurement process should be undertaken
 - g. ensure that all contract extensions and variations are approved in accordance with approved delegations, to ensure that all contracting decisions are subject to appropriate levels of scrutiny.
- 2. Entities should review their policies and procedures against the principles in Appendix 1.

Under section 7.12A of the *Local Government Act 1995*, all sampled entities are required to prepare an action plan addressing significant matters relevant to their entity for submission to the Minister for Local Government within 3 months of this report being tabled in Parliament and for publication on the entity's website. This action plan should address the points above, to the extent that they are relevant to their entity, as indicated in this report.

Response from entities

Entities in our sample generally accepted the recommendations and confirmed that, where relevant, they have amended policies and administrative systems, or will improve practices for managing contract extensions and variations.

Appendix 1: Better practice principles

The following table shows control principles on which our audit focused. They are not intended to be an exhaustive list.

Management of contract extensions and variations	Focus area	What we expected to see
Policy	Policies and procedures	Contract management policies and procedures are regularly reviewed to ensure compliance with current legislation and relevance to current operations.
		• Policies or procedures include a requirement to maintain a comprehensive register or database of all contracts, including:
		• the dollar value above which contracts are to be included in the register, and
		 the custodian of the register with responsibility for regular review and update of the contract register or database.
		• Policies include clear guidance on what constitutes a contract variation and when a separate procurement process is required.
		• The policies or procedures provide guidance on the key processes for contract extensions, including timely and documented assessments of contractor performance prior to exercising an extension option.
	Delegations	• There are appropriate delegations and authorisations in place for procurement as well as for contract extensions and variations.
Records	Comprehensive register of contracts	• A comprehensive register of all contracts is maintained, with all key contract information.
Contract extensions	Contract terms	Contracts are extended only if the original contract includes extension options.
	Approval	Contract extensions are approved by an appropriate officer, in accordance with delegated authorisation limits.
		• Extensions are approved before the expiration date of the original contract or previously extended term, for continuity in the provision of services.
	Contractor performance review	• There is documented evidence that contractor performance has been assessed before a contract extension is approved.

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Management of contract extensions and variations	Focus area	What we expected to see
	Recordkeeping	• There is documented evidence that the terms of the contract extension have been mutually agreed by the entity and the contractor.
		 Documents for approval of contract extensions are retained in accordance with recordkeeping plans, to promote accountability and transparency in decision making.
Contract variations	Approval	Contract variations are approved by an appropriate officer, in accordance with delegated authorisation limits.
		• Consideration is given to the cumulative impact of variations, to ensure that the scope of the original contract is not significantly altered, and that a separate procurement process is not required.
	Proposal for variation	Contract variations are supported by proposals with detailed description of the nature of the variation, with associated cost, time and scope implications.
	Recordkeeping	The variation proposals and approval documents are retained in accordance with recordkeeping plans, to promote accountability and transparency in decision making.

Source: OAG



WESTERN AUSTRALIAN AUDITOR GENERAL'S REPORT

Ministerial Notice Not Required

Local Government Contract Extensions and Variations and Ministerial Notice Not Required | 11

Ministerial notice not required

On 24 March 2020, we received 2 notices from the Minister for Water, the Hon David Kelly MLA, under section 82 of the *Financial Management Act 2006* (FMA) in relation to Legislative Assembly Questions on Notice 5872 part (6) and 5873 part (c).

On 10 December 2019, the Hon Terry Redman MLA asked the Minister for the following information:

Legislative Assembly Question on Notice 5872

(1) I refer to the recent Freedom of Information (FOI) released by Water Corporation including a redacted copy of "PRA Business Case" arguing the value of "insourcing the Perth Region Alliance", and ask?

(6) Will the Minister table a copy of the "Alliance Agreement" referenced on page 10 of the business case?

On 19 March 2020, the Minister replied:

(6) The Alliance Agreement is a commercial contract arrangement between the Water Corporation and Programmed Facilities Management.

Legislative Assembly Question on Notice 5873

I refer to the decision by Water Corporation to insource the services currently provided under the Aroona Alliance, and ask:

(c) Can the Minister table the Aroona Alliance contract;

On 10 March 2020, the Minister replied:

(c) The Alliance Agreement is a commercial contract arrangement between the Water Corporation and the Alliance partners.

The Minister's notices advised that the Perth Regional Alliance Agreement and the Aroona Alliance Contract could not be provided to Parliament, as their release would disclose commercially confidential and sensitive information.

We determined that the 2 notices were not required in this instance, as the information does not concern the conduct or operation of an agency as required by the FMA. Section 85 of the *Water Corporations Act 1995* outlines the limited application of the FMA and the *Auditor General Act 2006* to the Water Corporation, but this does not cover section 82 of the FMA.

The Audit Practice Statement on our website (<u>www.audit.wa.gov.au</u>) outlines the circumstances when a notice is unlikely to be required. These include when the requested information does not concern the conduct or operation of an agency as required by the FMA.

Auditor General's reports

Report number	2019-20 reports	Date tabled
19	Control of Monies Held for Specific Purposes	30 April 2020
18	Information Systems Audit Report 2020 – State Government Entities	6 April 2020
17	Controls Over Purchasing Cards	27 March 2020
16	Audit Results Report – Annual 2018-19 Financial Audit of Local Government Entities	11 March 2020
15	Opinion on Ministerial Notification	28 February 2020
14	Opinion on Ministerial Notification	31 January 2020
13	Fee-setting by the Department of Primary Industries and Regional Development and Western Australia Police Force	4 December 2019
12	Audit Results Report – Annual 2018-19 Financial Audits of State Government Entities	14 November 2019
11	Opinion on Ministerial Notification	30 October 2019
10	Working with Children Checks – Follow-up	23 October 2019
9	An Analysis of the Department of Health's Data Relating to State-Managed Adult Mental Health Services from 2013 to 2017	9 October 2019
8	Opinions on Ministerial Notifications	8 October 2019
7	Opinion on Ministerial Notification	26 September 2019
6	Opinions on Ministerial Notifications	18 September 2019
5	Fraud Prevention in Local Government	15 August 2019
4	Access to State-Managed Adult Mental Health Services	14 August 2019
3	Delivering Western Australia's Ambulance Services – Follow-up Audit	31 July 2019
2	Opinion on Ministerial Notification	26 July 2019
1	Opinions on Ministerial Notifications	19 July 2019



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