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**Request for Proposals**

**Professional Services  
to Develop a Regional Plan  
for the  
Northeast Avalon Region**

**Department of Municipal Affairs**

Final Version issued **October 1st, 2007**

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## 1. INTRODUCTION

In partnership with 15 municipalities, the Department of Municipal Affairs (the Department) is excited to initiate a regional planning exercise for the Northeast Avalon. Approved in 1976, the St. John's Urban Region Regional Plan is a key statement of provincial policy and provides a coordinated approach to development, infrastructure and land use planning for the 15 municipalities in the Northeast Avalon. The goals and objectives of the St. John's Urban Region Regional Plan have largely been fulfilled, especially with regard to infrastructure, and the Department wishes to initiate a planning exercise to prepare a new long term regional plan to guide growth for the this key are of the Province. The Department has a requirement for professional services to develop a regional plan for the Northeast Avalon Region of Newfoundland and Labrador. The project will include an analysis of:

- settlement and development patterns;
- infrastructure needs;
- transportation;
- economic projections;
- natural environment considerations;
- hazards or limitation to development;
- provision for use of alternative energy sources;
- parks, recreation and trails;
- aggregate resource; and
- future development opportunities.

A key component of the project will be the public and stakeholder consultation process to build public support for a plan and consensus amongst the 16 organizations sponsoring the project – (15 municipalities and the Departments within the Province).

It is the intent of the Department to enter into a contract with one firm to manage the entire project including completion of background studies, conduct of the public consultation process and the preparation of the final document and associated maps. A budget of \$450,000 has been allocated for the project.

## 2. BACKGROUND

Land use planning within the Northeast Avalon Region has been managed through the St. John's Urban Region Regional Plan approved in 1976. While there have been some significant amendments to the Regional Plan over the years, it has not been subjected to a comprehensive review since its adoption over 30 years ago.

The current regional plan sets a framework for development by:

- establishing urban limits and a development hierarchy;
- setting out major transportation initiatives such as the Outer Ring Road;

- establishing parameters for regional infrastructure;
- protecting existing and future water supply areas;
- identifying areas for regional industrial initiatives; and
- preventing inappropriate development in the airport environs.

As a major policy document, the regional plan reflects a number of provincial interests such as:

- identification and protection of regionally significant aggregate resources;
- preservation of prime agricultural land;
- identifying and reserving existing and future provincial and federal parks and natural areas; and
- reserving routes of proposed additions to the road system such as the Torbay bypass road.

The 1976 Regional plan envisioned urban development focused in the Regional Centre (St. John's and Mount Pearl); however, development has been much more widespread with investments in water and sewage systems and regional roads. The new Regional Plan needs to consider how to focus development to make the best use of the existing infrastructure. The goals and objectives of the 1976 St. John's Urban Region Regional Plan have largely been achieved. Transportation routes that were identified in the current plan have largely been realized and future routes need to be identified and protected. As a result, the St. John's Urban Region Regional Plan needs to be reviewed and a new plan for the Northeast Avalon prepared. The new Northeast Avalon Regional Plan will build on the successes of the 1976 plan while addressing current and emerging needs. The Minister of Municipal Affairs invited all municipalities within the Northeast Avalon to participate in the review. The communities that are encompassed by the regional plan include: St. John's, Mount Pearl, Conception Bay South, Paradise, Portugal Cove-St. Phillip's, Torbay, Wabana, Holyrood, Logy Bay-Middle Cove-Outer Cove, Pouch Cove, Flatrock, Witless Bay, Bay Bulls, Petty Harbour-Maddox Cove and Bauline. See Map in Appendix A.

Table 1 Population for Northeast Avalon Region 2006

Municipality	Population	
	2006	2001
St. John's	100646	99182
Mount Pearl	24671	24964
Conception Bay South	21966	19772
Paradise	12584	9598
Portugal Cove-St. Philips	6575	5866
Torbay	6281	5474
Wabana	2418	2679
Holyrood	2005	1906
Logy Bay-Middle Cove-Outer Cove	1978	1872
Pouch Cove	1756	1669
Flatrock	1214	1138
Witless Bay	1070	1056
Bay Bulls	1078	1014
Petty Harbour-Maddox Cove	915	949
Bauline	379	364
Total	185536	177503

Census 2006, Statistics Canada

While the mandate to develop a plan for this area resides with the Province, it has taken a broader approach and has invited the active participation of the Councils in the Northeast Avalon. As a result, an innovative governance structure is required. In keeping with Section 9 of the *Urban and Rural Planning Act*, the Minister has established a Leadership Committee comprised of an elected representative from each municipality as well as a Technical Team with members largely drawn from the planning staff of municipalities. This governance structure is in place to ensure that all participating municipalities are fully committed to this planning exercise and that input and comment from municipalities is an integral part of the process.

The mandate for the Leadership Committee has been established as the following:

- Identify the goals and objectives of the regional plan;
- Report back to each municipality;
- Approve and oversee the public consultation process;
- Provide municipal feedback; and
- Recommend approval of the completed regional plan to the Minister.

In support of the Leadership Committee, a technical team has been established with a mandate to:

- Identify specific issues to be included in the review;
- Determine and commission appropriate background studies;
- Establish time lines;
- Prepare terms of reference, evaluate proposals and award contracts;
- Forward progress reports and recommendations to the leadership committee; and
- Oversee all technical aspects of the plan review.

The Leadership Committee and Technical Team have held meetings and joint sessions to discuss the issues that will have to be addressed as part of the review of the regional plan. See Appendix B for further details on issues included in a report of the Northeast Avalon Regional Plan Forum held September 23, 2006.

The current regional plan has served the Northeast Avalon Peninsula well over the years; however, the time has now come to reflect on the growth and development which has occurred over the past 30 years, to consider current development issues and challenges, and to forecast how the region can be expected to grow into the future.

The Regional Plan will be the guiding document for the individual municipal plans that will control and manage growth at the local level. The policies outlined in the Regional Plan will be implemented through the individual municipal plans as appropriate. The interrelationship between regional and municipal plans is described in the legislation granting authority for the development of these policy documents, the *Urban and Rural Planning Act, 2000*. The Consultant needs to be familiar with this Act and ensure that the regional plan that is developed conforms to this legislation.

The result of this exercise will be a comprehensive policy document to manage the challenges we face today while positioning the region for the future.

### **3. STATEMENT OF WORK**

#### **3.1 Objective**

The objective of this RFP is to contract professional services ('The Consultant') to develop a long term regional plan for the Northeast Avalon Region of Newfoundland and Labrador in accordance with the *Urban and Rural Planning Act, 2000*. The Regional Plan is an over-arching planning and policy document guiding development and land use for the Northeast Avalon Peninsula. The project will include settlement and development analysis, infrastructure needs, transportation planning, economic projections, consideration of the natural environment, aggregate resources, provisions for alternative energy use, parks, recreation, trails, culture and heritage, hazard analysis and the conduct of a public and stakeholder consultation process that will build support amongst the public, the 15 municipalities and the Departments within the Provincial Government to ensure provincial interests are protected. The work that is to be completed as part of the contract is more specifically described in Section 3.2 below.

The Regional Plan will have to be adopted and approved by the Minister of Municipal Affairs before it comes into legal effect. The scope of the Consultant engagement will include the public consultation process and the statutory Public Hearing(s) required under the *Urban and Rural Planning Act, 2000*. The Leadership Committee will endorse the Final Regional Plan and Land Use Maps and make a recommendation to the Minister of Municipal Affairs for adoption of the Plan. The Public Hearing process will be comprised of at least one public meeting at which the consultant will present the Plan before an independent Commissioner appointed by the Province. Given the number of municipalities and

dispersion of residents it is likely that three to five public hearings could be necessary in order to ensure appropriate public awareness and opportunity to comment. The Consultant would be expected to participate in each public hearing.

### **3.2 The Work**

The scope of work that has been envisaged for the development of the Regional Plan includes 6 broad tasks:

1. Background Studies and an Analysis of Issues and Opportunities
2. Develop a Vision for the Future
3. Develop Alternatives / Scenarios
4. Consult with the Public and Stakeholders
5. Develop the Plan and Land Use Maps
6. Project Management

The list of broad tasks is not mandatory but reflects the components of the process that is envisaged by the Technical Team and Leadership Committee. It is intended to be a guide in terms of the components that the Technical Team and Leadership Committee feel are required for this project. The list is not in sequential order as some tasks such as Consultation and Project Management will be ongoing throughout the life of the project.

The Consultant will complete all tasks of their work plan utilizing recognized techniques for the analysis of data and accepted practices in conducting consultation for the development of plans of this nature and scope. The tasks and deliverables are a guide and any additional deliverables or alternatives other than those that are listed should be noted by the proponent in their response. **Alternative approaches to this process are welcome.** It is expected that the consultant will be familiar with the *Urban and Rural Planning Act, 2000* and that the work plan and the process that is proposed to develop the regional plan will be in accordance with this legislation.

Proponents are encouraged to be innovative in their responses and to include alternative and creative means to achieve the projects objectives in terms of public consultation, development of scenarios, background studies/analysis, and the regional plan and land use maps.

#### **3.2.1 Task: Background Analysis and Studies**

Research and analysis helps to define issues and identify opportunities that fit within the context of a community's values and desires for growth management. The Team and Committee envisage a **Comprehensive Issues and Analysis Report** that will capture relevant issues, analysis and opportunities that will form a base level of information for latter stages of the project.

The Northeast Avalon Region does not have a regional government or other organization that has a land use planning mandate aligned to the boundary for this area. While provincial government departments may have some material relating to the region, as a

whole, the region lacks a base level of data, information and studies upon which this project could rely. While there is little regionally based data, there are many municipal initiatives and services that are based on the area - regional water, regional waste water treatment, regional fire services, 911 system provision, operation of a regional landfill, and the provision of transit service in the urban communities. Therefore, proponents need to outline the Comprehensive Issues and Analysis Report including what is required in terms of base information, how the proponent intends to develop this information and how the information and analysis will be used in the project.

Population projections will be produced for the Northeast Avalon Region by the Newfoundland and Labrador Statistics Agency and these will be the basis for population and demographics related analysis. In addition, it is expected that Hazard Mapping data will be available for the region in late 2007. This will be made available to the consultant when it is completed.

***Deliverables shall include:***

- ***Comprehensive Issues and Analysis Report that will identify the relevant issues and opportunities based on the consultants study and analysis in any or all of the following areas:***

- *Base Map of Land Uses and Analysis of Suitable Lands / Opportunities for Development;*
- *Identification of Centers/Clusters;*
- *Infrastructure Capacity Analysis and future needs (water and sewer);*
- *Review of the Effectiveness of Current Regional Plan*
- *Storm Water Management;*
- *Economic Development;*
- *Transportation Management;*
- *Waste Management (Province has a Waste Management Strategy in place);*
- *Natural Resource considerations;*
- *Provisions for the use of alternative energy sources (wind turbines, etc...)*
- *Parks, recreation and trails*
- *Hazards or limitations to development; and*
- *Airport and Harbours: Use and Development Issues (such as Noise Exposure Forecast NEF standards).*

***Any other studies/analysis or research that the proponent considers imperative to the development of the Regional Plan.***

In summary, the consultant will be required to gather information, perform analysis on existing documentation and conduct new studies as required in order to develop a comprehensive and holistic base level of information upon which to develop the regional plan. It is understood that the level of detail and analysis will be sufficient to accomplish the goals and objectives of the development of the regional plan. For example, an analysis of suitable lands or base mapping will be on a regional context and not include identification of lands on a street by street basis. The Consultant will be expected to bring forward issues and analysis with regards to global or external trends and other relevant factors that need to be considered during the development of the plan. A Proponent's

response must be specific with regards to what information is required and what information will be developed.

### **3.2.2 Task: Develop a Vision for the Future**

There are a number of stakeholders and varying interests that will be considered in the development of the regional plan. Therefore, the development of a vision that tries to achieve a consensus on the overall direction for the plan is considered to be a worthwhile initiative. Using conclusions and information from the research and analysis, the Consultant will facilitate consultation and discussion to develop a Vision for the Future that would be approved by the Leadership Committee and guide the policy work that is to be conducted in the development of the regional plan. Themes to be fleshed out as part of the Vision could be Livable Region, Quality of Life, Environment, Transportation, Culture and Heritage, Economy, Quality Drinking Water, and others that the consultant wishes to propose.

#### ***Deliverables shall include:***

- *Vision for the Future– theme based*

### **3.2.3 Task: Develop Alternatives / Scenarios**

The Consultant will develop scenarios in consultation with the Technical Team that reflect different combinations of settlement and development, economic projections and policy decisions. These scenarios will be used to illustrate the requirements for infrastructure, land uses, and transportation connections while recognizing impediments to development that results from the background studies and analysis.

For example, a component in the development of the scenarios could be the current limitation of urban development above the 190m contour. This urban limit was established in the previous plan on the basis of water and sewer capacity. If an infrastructure analysis is conducted, it will need to address the appropriateness of this limitation. This is an example of how an issue could be represented as a growth management scenario or policy decision. The development of the alternatives/scenarios will be a collaborative effort between the Consultant and the Technical Team.

The scenarios must be presented in a visual format that is easily readable by the public so as to convey the differences in the policy that is chosen. The proponent should describe their experience in visually depicting policy alternatives with regards to software or other relevant examples that will help the Technical Team understand the expertise of the proponent.

#### ***Deliverables could include any or all of the following:***

- *Potential Scenarios for consideration*
- *Draft of Scenarios – mapped for illustrative purposes*
- *Final Scenarios - mapped for illustrative purposes*
- *Alternatives to this task/approach and its appropriateness are welcome*

### **3.2.4 Task: Consult with the Public and Stakeholders**

Throughout the project it is expected that the Consultant will conduct public and stakeholder consultation. The methods and timing to be utilized in the consultation process should be addressed in sufficient detail in the proponent's response so that the Technical Team can obtain a comprehensive understanding of the process that will be employed.

The Consultant will be responsible for soliciting and receiving input from all relevant Provincial departments to ensure that Provincial interests are protected. Proponents should describe their experience in coordinating and soliciting input from government departments as part of other relevant projects that the proponent has completed.

The consultation component of the project is extremely important to the success of the Final deliverable. The Technical Team is interested in proposals that include consultation processes that stretch beyond traditional consultation practices to include innovative outreach media, methods and techniques that will raise interest and the profile of the Regional Plan in the public, in the news media and with stakeholders. The media to be utilized could include flyers, phone-in comments, website, online surveys and engagement of the news media to promote the Regional Plan.

In particular, the consultative process should include a symposium or series of events that would inform and engage the public on the Regional Plan and the issues. The proponent should discuss the structure, objectives, target audience and topics that a symposium or series of consultative events could entail. The proponent should also consider the geographic nature and number of municipalities that the project includes in structuring its response.

The evaluation of proposals will specifically focus on the quality of the consultation process that is presented by the proponent in the award of points. See Section 6.

***Deliverables could include any or all of the following:***

- *Consultation materials including presentations, newsletters, websites, etc....*
- *Symposium to engage the public*

***The consultation process and work plan of the successful Consultant must be specifically approved by the Leadership Committee. While these can be refined after the contract award to ensure accuracy, the substantive components of the proposal must depict the proponent's plan in sufficient detail to allow the Technical Team to thoroughly evaluate its completeness and appropriateness to this project.***

### **3.2.5 Task: Develop the Regional Plan and Maps**

The main objective of this project is the adoption and approval by the Minister of Municipal Affairs of a new Regional Plan and Land Use Map for the Northeast Avalon Region. Therefore, the key deliverables from the project will include a Regional Plan that conforms to the *Urban and Rural Planning Act, 2000* and the accompanying Land Use Maps.

***Deliverables shall include any or all of the following:***

- *Draft of Regional Plan and Land Use Maps*
- *Final of Regional Plan and Land Use Maps*

Proponents should note that 25 copies of all documents (draft, final and land use maps) will be required. In addition documents and maps must be provided electronically in a format that is compatible with Municipal Affairs current software.

### **3.2.6 Task: Project Management**

The Department wishes to enter into one contract for the provision of all professional services that will be required to develop the necessary materials for the Regional Plan and the associated land use maps. Therefore, the successful Consultant will be responsible for all project management components that are required to develop and deliver a Regional Plan including the consultation with the public and stakeholders.

#### **Project Governance:**

The Project Authority will be the liaison between the Consultant and the Technical Team and Leadership Committee. In this role, the Project Authority will administer the project and the contract. However, the Consultant will be required to seek acceptance/approval of key deliverables from the Leadership Committee or Technical Team as appropriate before proceeding to the next stage of the project. Proponents should identify in their responses what deliverables will be taken to which Committee/Team for approval. The mandate of the Leadership Committee and Technical Team is described in Section 2 Background. The preferred process is draft deliverables to be reviewed and guided by the Technical Team with formal acceptance of Final deliverables by the Leadership Committee.

The Consultant will be required to report regularly on the status of the project, issues that are being addressed, actions that will be taken to address budget/timing/issues to the Project Authority. Changes in scope will require the approval of the Leadership Committee. It is expected that a minimum of a monthly report will be provided describing issues, tracking of budget and accomplished tasks against the work plan as well as any requirements to change the scope of the project or unforeseen issues.

***Deliverables shall include any or all of the following:***

- *Monthly brief of progress against work plan -*
- *Presentations to Leadership Committee and Technical Team*

### 3.3 Schedule of Events

Request for Proposal, Issue Date	October 1st, 2007
Deadline for Questions	October 22 <sup>nd</sup> , 2007 4pm (NST)
Proposals Submission Deadline	November 8 <sup>th</sup> , 2007, 12pm (NST)
Project Award	December 2007
Project Start	February 2008 (note cabinet approval required)
Project End	March of 2009

There is a requirement for Cabinet to approve the recommended firm and proposal. This process is expected to take a minimum of 6 weeks to complete.

## 4. PROPOSAL REQUIREMENTS

The evaluation process will use a two envelope system comprised of a technical proposal submission and a cost proposal submission. The Cost Proposal submitted by the proponent should be in a sealed envelope separate from the technical proposal. See Section 6.0 for further details of the evaluation process and Section 10 for submission instructions.

The Department requires the Proponent to have a strong knowledge of land use planning, growth management, policy development, transportation planning, municipal infrastructure, economic analysis and public consultation practices. Proponents must demonstrate and warrant that they have, or have at their disposal, the required skills, capacity, resources and qualified personnel to perform the work. In keeping with section 13 (1) of the *Urban and Rural Planning Act, 2000*, at least one member of the team must be a full member or fellow of the Canadian Institute of Planners in order to certify that the completed plan adheres to the *Act*. Those individuals represented in the proposal will perform the duties outlined in the proposal. No change in the personnel identified in the proposal will be permitted without the prior written consent of the Department.

In addition, the technical proposal must address the following:

#### **Qualifications and Experience:**

- the Proponent's local and Canadian experience with and knowledge of regional planning in a municipal context with multi-jurisdictional partners, and consensus building amongst partners;
- explanation of how the past professional experience of the organization and the proposed resource(s) meets the requirements as described in the RFP;
- description of the Proponent's suitability, experience, product, resources, etc. that sets them apart from other Proponents;

- the personnel who will be assigned the work, including any support staff, and/or subcontractors/partners, and their delegated tasks, along with a resume of their professional backgrounds, membership in the Canadian Institute of Planners and specific skills related to planning, public consultation, GIS, local knowledge and knowledge of the Newfoundland & Labrador *Urban and Rural Planning Act 2000* (see Section 6 point criteria);
- the proponent should present a table that illustrates the key skills that the proponent feels are relevant to this project and the team members who possess these skills. The following table is presented as an illustration and the proponent should decide the criteria for the categories of the table based on their proposal and identification of relevant skills:

Team Member	Regional Planning	Project Management	Public Consultation	GIS
John Smith	X		X	

- the proponent must specifically identify the proponent’s Project Manager who will be responsible for the project and the key contact for the work to be conducted as part of the project. **The Project Manager must be a full member or fellow of the Canadian Institute of Planners** (see Section 6 point criteria);
- the proponent must provide three examples of work of similar scope that was carried out within the previous five years, each example should include a brief description that highlights the similarity of scope, issues addressed, approach, cost of project, duration, and client contact information (see Section 6 point criteria);

**Quality of Proposal:**

- section demonstrating the proponent’s understanding of the project and associated issues;
- description of the services the Proponent proposes to offer the Department;
- the proposed research methodology and approach, including a rationale, as well as any potential challenges and limitations;
- specific details of the consultation process that the proponent is proposing for the public as well as the process and experience with consensus building amongst stakeholders such as Government Departments;
- details addressing the requirements stated in the Request for Proposals;

**Ability to Undertake Project:**

- A detailed work plan, including activities and duration/timing to meet the requirements, a table indicating the staff that will complete each task and the anticipated number of hours for each staff person assigned to a task. A sample of such a table is presented below:

Workplan	John Smith Project Mgr	Jane Doe Senior Consultant	Jill Smith Regional Planner	R. Smith Transportation Planner
Task 1.1 Background Analysis	5	25	15	10

- ability to attend and present the Regional Plan at each Public Hearing.

**Other information:**

- appendices: additional information relevant to the proposal, but not included in the above, should be attached to the proposal as appendices, and must include:
  - resumes of proposed personnel;
  - Proponent information as outlined in section 8.0 of this RFP; and
  - any other information deemed relevant by the Proponent.

The **Cost proposal** must address the following and is to be submitted separately as per Section 10 Submission Instructions:

- a detailed breakdown of costs to complete the project and a total firm price. Details will include, but will not necessarily be limited to:
  - individual professional service and personnel costs by hourly rates;
  - anticipated number of hours;
  - expenses that are likely to be incurred including travel, printing, administrative, telecommunications, etc.

**5. PROJECT MANAGEMENT**

The project will be overseen by the Project Contact Person for the Department of Municipal Affairs, Elaine Mitchell, MCIP, Manager of Land Use Planning. The Project Contact chairs the Technical Team and will be the liaison between the Consultant and the Leadership Committee. All decisions with regards to project scope and direction will be a result of Leadership Committee consideration and approval.

The Consultant will be responsible for work planning and project management.

## 6. TERMS AND CONDITIONS

### Acceptance of Proposals

The Department is not obliged to accept the proposal with the lowest price, highest ranking or any other proposal for this project. The Department reserves the right to:

- reject any or all proposals received in response to this Request for Proposals;
- enter into negotiations with any Proponent on any or all aspects of their proposal;
- accept any proposal in whole or in part; and,
- cancel and/or re-issue this Request for Proposals at any time.

### Basis of Selection

1. To be considered responsive, a bid must obtain a minimum of 80 percent of the points for the criteria specified for the technical evaluation, which are subject to point rating.
2. Bids not meeting the 80 percent minimum will be given no further consideration. Neither the responsive bid that scores the highest number of rated points nor the one that contains the lowest price will necessarily be accepted.
3. All responsive bids will then have the Cost Proposal opened and will be awarded points on a relative pricing formula.
4. At the discretion of the Technical Team a short list of proponents representing the “best overall value” to the Department, in the opinion of the Technical Team, **MAY** be developed and short listed proponents will be interviewed to determine which overall proposal will deliver best value for this project in the opinion of the Technical Team.

### Evaluation Criteria

The following are the evaluation criteria which will be used to assess responses to this Request for Proposals. The department reserves the right to seek clarification of proponent’s responses during the evaluation process. These criteria should be read in conjunction with Section 4 and 8 of the RFP.

- Qualifications and Experience **30 points**
  - Corporate Experience – three similar projects 15 pts,
  - Project Manager and Team 15pts
- Quality of Proposal **35 points**
  - Demonstrate Understanding of Objectives 10pts,
  - Clarity of proposal, approach, methodology and role of each team member 15pts
  - Detailed Consultation Process for Public and Stakeholders 10pts
- Ability to Undertake **10 points**
  - Work plan timeline, statutory public hearings – 10pts
- Cost **25 points**
  - Relative pricing formula

### **Cost Proposal**

The Cost proposal will be scored based on a relative pricing formula.

Each proponent will receive a percentage of the total possible points allocated to the cost category by dividing the proponent's firm price into the lowest responsive bid firm price. For example, if the lowest responsive firm price is \$120.00 that proponent receives 100% of the points for the cost category ( $120/120 = 100\%$ ). A proponent who bids \$150.00 receives 80% ( $120/150 = 80\%$ ) and a proponent who bids \$240.00 receives 50% ( $120/240 = 50\%$ ) of the possible points that are to be awarded for the cost category.

### **Interviews of Short Listed Proponents**

The Technical Team reserves the right to seek further information from those proponents that are deemed responsive in terms of the Technical Evaluation and the Cost Proposal in order to determine the proponent that offers the best overall value in the opinion of the Technical Team. Additional information may be sought through an interview with the proponent's proposed team.

### **Mandatory Evaluation Requirements**

The Proponent must comply with the requirements set out in Sections 4 and 8 and must demonstrate a comprehensive knowledge of regional land use planning in their response.

### **Project Budget**

An overall project budget of \$450,000 Cdn has been allocated for the total cost of the project including all taxes, expenses and other costs.

### **Consultant Expenses**

All costs relating to the work and materials supplied by the Proponent in responding to this RFP must be borne by the Proponent.

### **Ownership of Materials**

The responses and accompanying documentation submitted by the Proponents are considered the property of the Department and will not be returned.

The successful Consultant agrees that all information gathered, materials collected, and reports produced are the sole property of the Department of Municipal Affairs. The Consultant will not publish or in any way use said information, material, or reports without the expressed or prior approval of the Department of Municipal Affairs. This includes the information and materials associated with this RFP package. The Consultant may not use the material assembled for this project for any other purpose or endeavor.

In submitting a proposal under this RFP, Proponents agree that all copyright, including moral rights, in and to the materials submitted vest in the Department.

## **Confidentiality of Proposals**

If any portion of a Proponent's response is to be held confidential, or if the Proponent proposes to include any terms in the contract dealing with confidentiality, such provisions must be identified in the response. However, all proposals will be subject to the Access to Information and Protection of Privacy Act.

## **Project costs and Payment terms**

The Cost Proposal must quote firm prices that are inclusive of all fees and expenses and contain a breakdown of professional fees, direct and indirect related costs, costs related to travel expenses, and incidentals. For the satisfactory performance of the Services, the Department shall pay to the Consultant a sum not to exceed the firm price quoted in the Consultant's response and any approved extensions plus applicable HST, for professional fees. Fees shall be payable, subject to the availability of an appropriation in accordance with Section 26 (4) of the Financial Administration Act. The Consultant shall invoice the Client for all fees.

The Consultant shall remain obligated to complete the Services notwithstanding that the actual cost to the Consultant, whether in respect of professional services or in respect of costs or expenses incurred, may exceed the total aggregate sum received by the Consultant under this Agreement.

All quoted prices and rates will remain in effect until the contract has expired including any extensions. Any change in rates will necessitate release of a new RFP. Prices quoted shall be in Canadian currency, taxes shown separately.

All quoted prices and proposals must remain firm and open for acceptance for a period of 120 days from the date of RFP closure. Government retains the option to have the successful Consultant participate in further work. Any future participation will be determined by the Department but will not exceed August 31st, 2009, will be subject to the availability of funding, and will be at the rates proposed in the Consultant's response to this RFP.

## **7. CONTRACT**

If a proposal is accepted, the Consultant will be required to sign a Contract which will be governed by the laws of the Province.

The Request for Proposals and the Consultant's response will form part of the Contract by attachment and incorporation by reference.

If the proposal is accepted, the Contract will provide for the following:

- Government's standard payment terms which are net 30 days from receipt of invoice. All applicable taxes must be shown separately on the invoices.
- Progress payments requested by the Consultant must be supported by sufficient detail to relate the hours worked and the cost incurred and must be approved by the

Department prior to submission. A 10% hold back of contract price will apply until satisfactory Project completion.

- No fee payment will be made on the cost of work incurred to remedy errors or omissions for which the Consultant is responsible.
- In the event of a decision to terminate this work at any point, liability to the Consultant will extend only to those costs actually and properly incurred up to the time of such termination.

## **8. PROPONENT INFORMATION**

Proponents are required to provide the information requested in each of the points in this section.

### **8.1 Name and Address**

State the legal name, full street address, telephone number, fax number and email address of your company.

### **8.2 Contact Information**

State the name, title, address, telephone number, fax number and email address of the Proponent's representative(s), responsible for:

- i) preparation of the response;
- ii) conducting contractual negotiations; and,
- iii) account/contract management.

### **8.3 Company Operations and Capacity**

Proposals should contain details of the incorporation of the Lead Company including data pertinent to its officers, directors and stakeholders. The Department reserves the right to require proof of financial strength to be provided in order to ensure the agency's continued solvency and operation prior to the completion of contract negotiations. This could be in the form of a letter of reference from a financial institution stating financial strength and credit rating.

If the Company has no head office or branch located in the St. John's area please describe how you would manage the project from a distance. Extra provincial companies are required to be registered to conduct business in the Province.

### **8.4 Description of Business**

Generally describe the type of services provided as well as the total number of employees, head office location and any branch offices within your company. Proposals could also include relevant information pertaining to its history, agency philosophy and growth trends.

### **8.5 Other Information**

Specify any other conditions or information, of which the Government should be aware, that may affect the successful completion of this project.

## 9. ENQUIRIES

All queries regarding the requirements of this Request for Proposals should be made in writing and directed to the attention of:

Elaine Mitchell  
Manager of Land Use Planning  
Department of Municipal Affairs  
Main Floor, West Block, Confederation Building  
P.O. Box 8700  
St. John's, NL A1B 4J6  
Tel: (709) 729-5408, Fax: (709) 729-0477  
e-mail: emitchel@gov.nl.ca

Questions will only be accepted in writing and in accordance with the timetable specified in Section 3, Schedule of Events. Questions and responses will be posted on the Government Purchasing Agency website along with the RFP document (it is the responsibility of vendors to ensure that they have all necessary updates that may affect their response). We will respect the anonymity of the company asking the question. Verbal responses to any enquiry are not binding on either party. Only written responses shall be deemed to be included as part of this process.

## 10. SUBMISSION INSTRUCTIONS

Sixteen (16) hard copies, and one electronic copy, of your proposal must be submitted by mail or in person and must be received on or before **November 8<sup>th</sup>, 2007, 12:00 PM (NST)**. Proposals received after the closing date and time specified above will not be considered and will be returned, unopened, to the proponent.

The technical component for evaluation is to be separate from the cost proposal submitted by the proponent. The cost proposal should be in a separate envelope that is clearly marked **COST PROPOSAL – Professional Services to Develop Northeast Avalon Regional Plan**.

Proposals are to be addressed and delivered to:

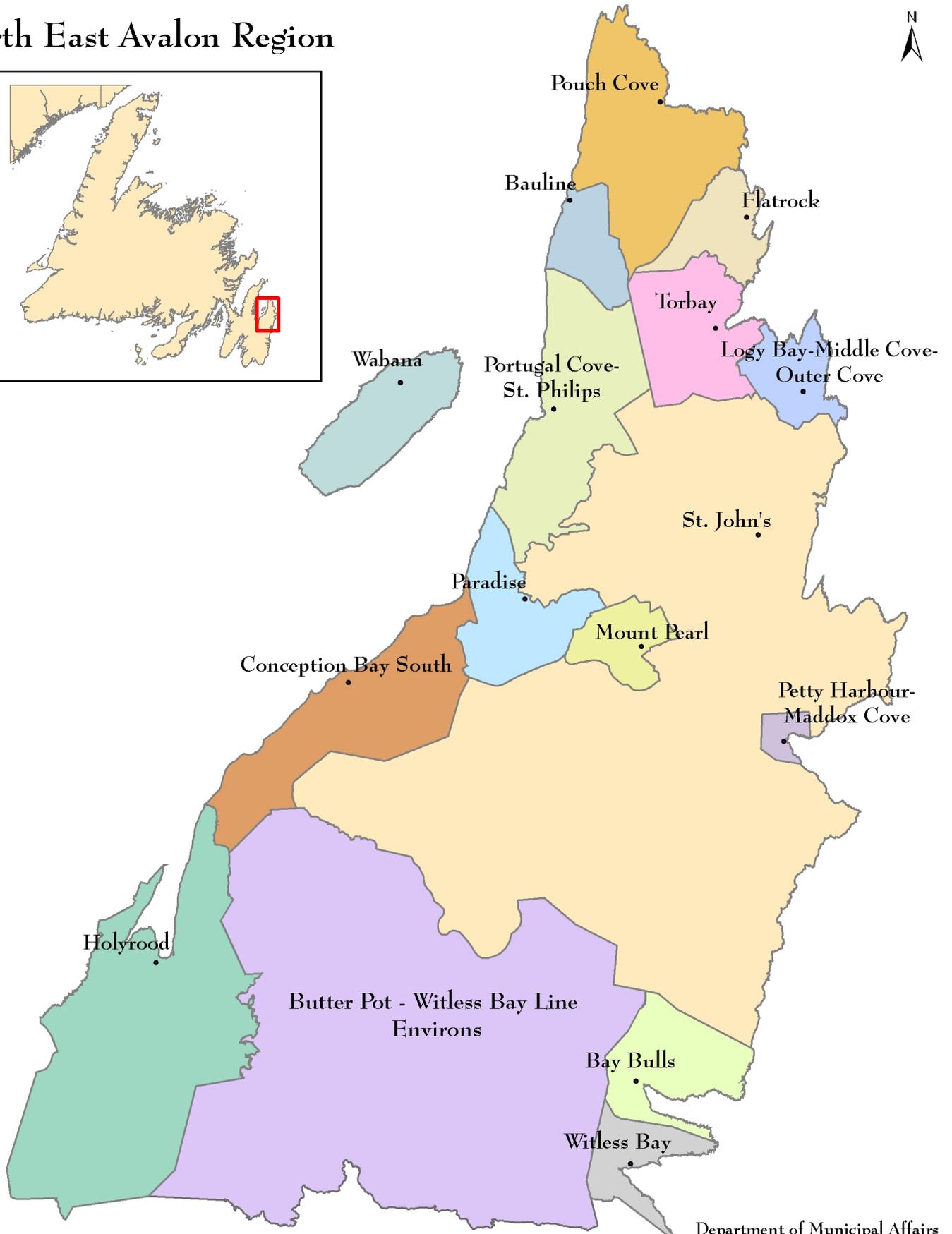
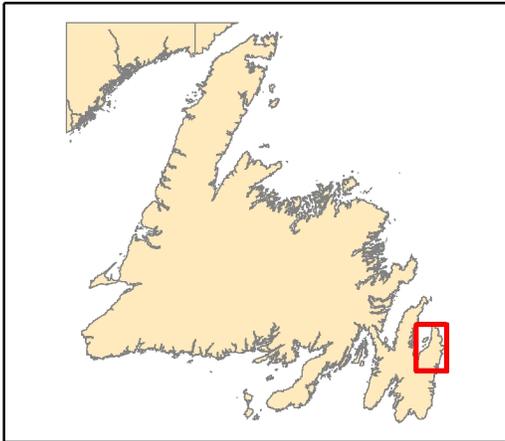
Government Purchasing Agency  
30 Strawberry Marsh Road  
St. John's, NL A1B 4R4

Phone: 709-729-3348

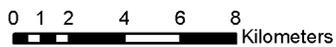
and marked: Professional Services to Develop the Northeast Avalon Regional Plan  
Attention: Elaine Mitchell

**APPENDIX A MAP**

# North East Avalon Region



Department of Municipal Affairs  
Engineering and Land Use Planning



August 30, 2007

**APPENDIX B –FORUM SEPT 2006**

# Northeast Avalon Regional Plan Forum

Saturday

September 23, 2006

Petty Harbour-Maddox Cove  
Community Centre



# Agenda / Overview

Presented by:  
Alton Glenn  
Town Planner  
Town of Paradise



# Agenda / Overview

- Welcome / Overview of Agenda
- History and Background
- Urban Policy
- Non-Urban Development
- Watershed Protected Areas
- Special Policies
- Regional Transportation
- Education
- Plan Implementation
- Regional Water, Sewage, and Solid Waste
- Concluding Activities



# History and Background

Presented by:

Elaine Mitchell, MCIP

Manager of Land Use Planning

Engineering and Land

Use Planning Division

Department of Municipal Affairs











**Northeast Avalon Regional Plan Forum**

# Regional Plan Studies

- How did the Regional Plan come into effect?
  - St. John's Peninsula Urban Region Study, 1969
  - St. John's Urban Region Study, 1972
- Approval
  - Public Consultation
    - Henley Commission of Enquiry, 1974
  - Ministerial Approval, 1976



# Implementation

- St. John's Metropolitan Area
  - Board
  - Plan
- Municipal Incorporation
- Municipal Plans
- Regional Plan Amendments





# Legislation

- Boundary
  - St. John's Urban Region Regional Planning Area
    - 15 municipalities
    - Butterpot-Witless Bay Line Environs
- Municipal Involvement
- Regional Plan Binding
  - Municipal plans must be consistent





# Regional Plan Review

- Minister's Invitation
  - Municipalities invited to partner in plan review
  - Municipal buy-in
- Leadership Committee
- Technical Team
- Next Steps



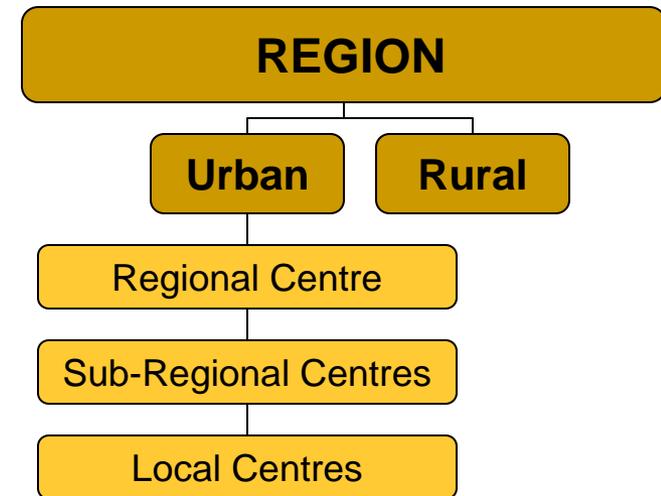
# Urban Development

Presented by:  
Stephen B. Jewczyk, FCIP  
City Planner  
City of Mount Pearl

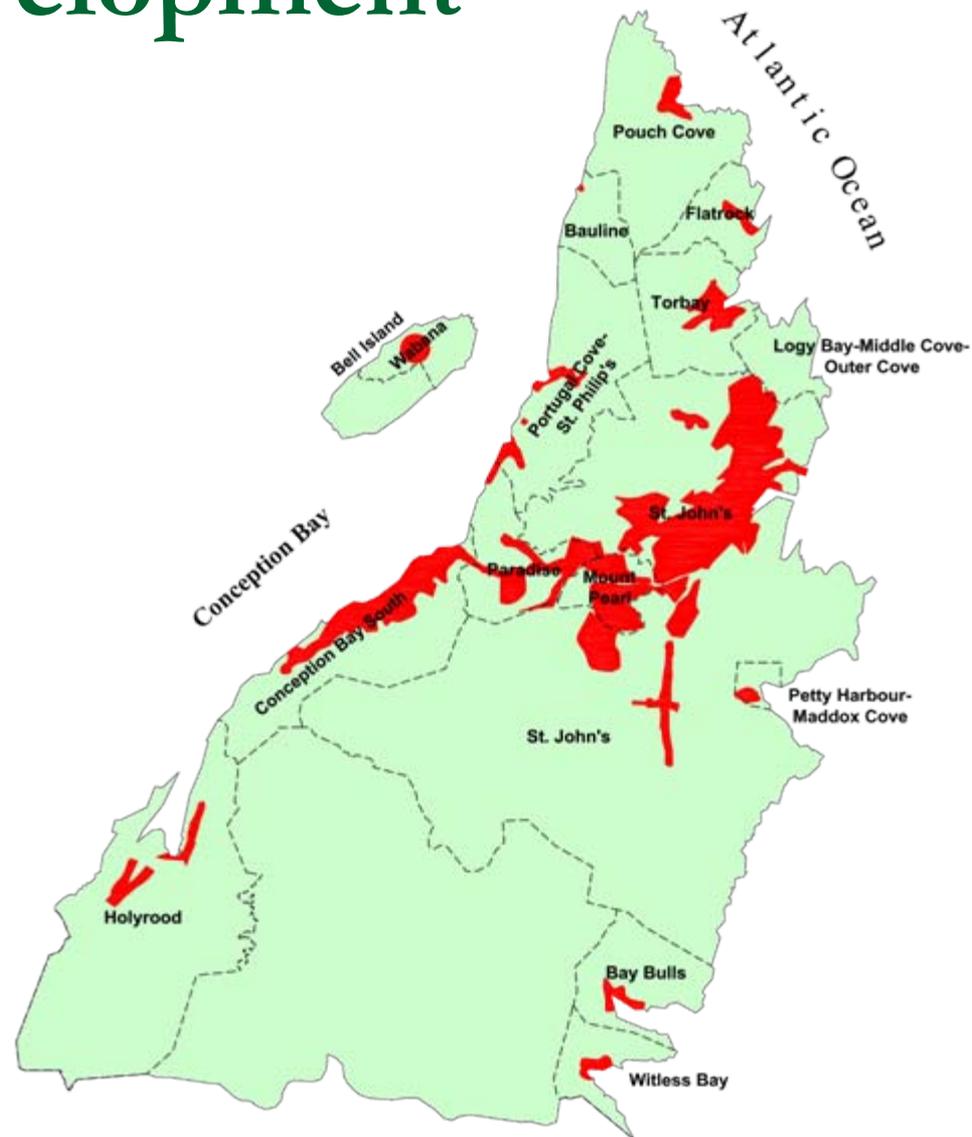


# Urban Development

- Region is divided into urban and rural areas
- Urban Areas
  - Regional Centre
  - Sub-Regional Centre
  - Local Centres



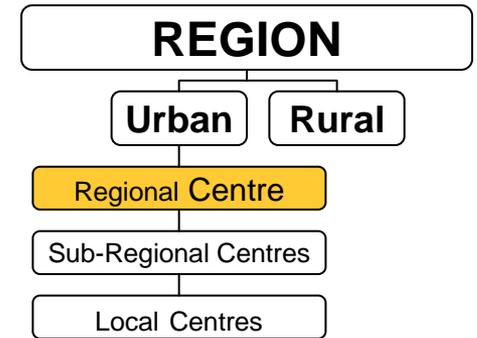
# Urban Development



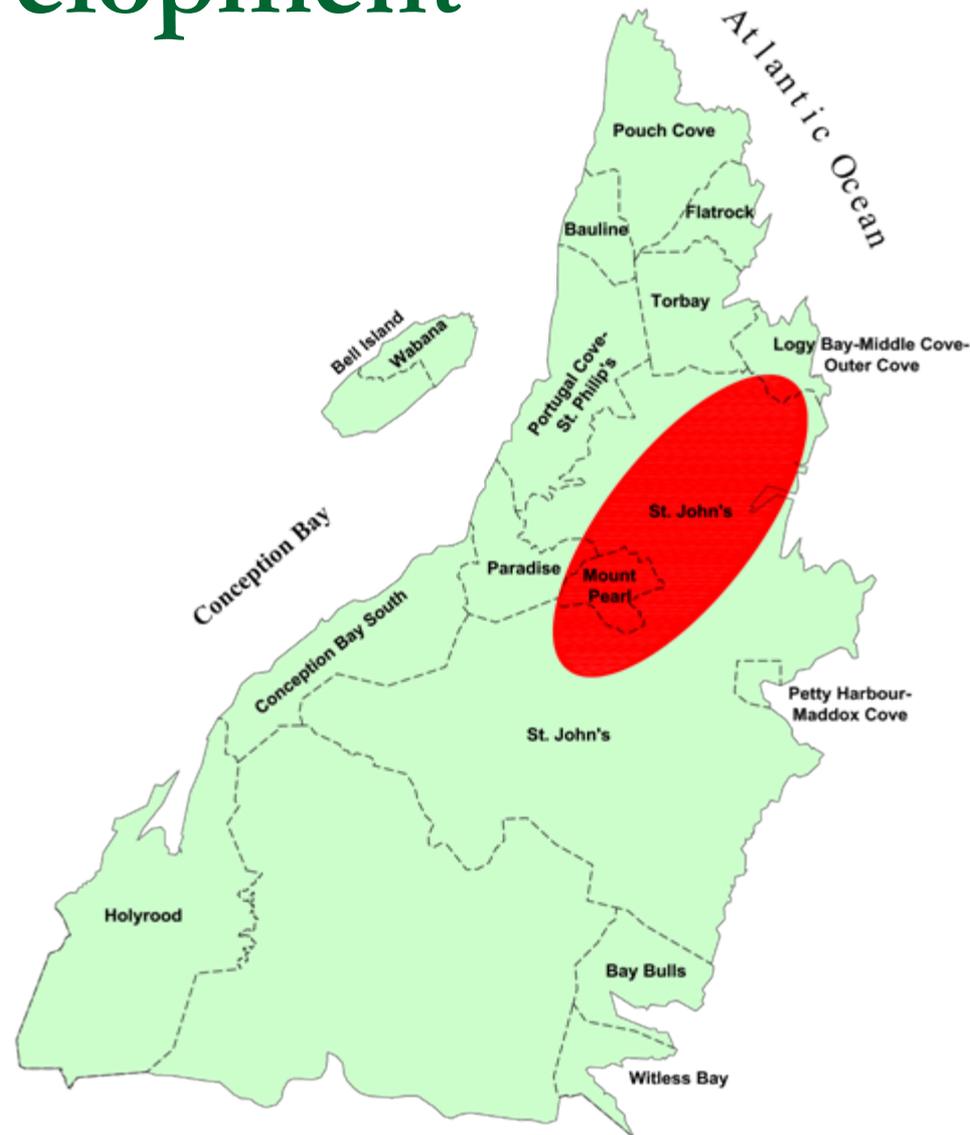
# Urban Development

## ■ The Regional Centre

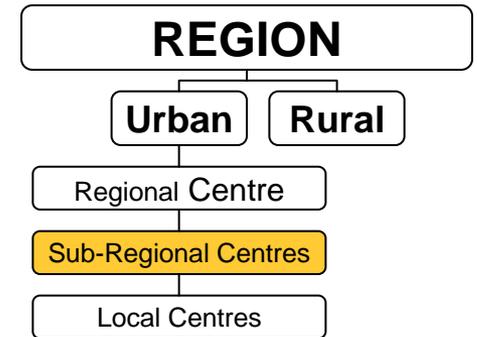
- ❑ Urban St. John's, Mount Pearl, and immediate environs or fingers of development (Kilbride, Goulds, Torbay, Paradise)
- ❑ Full range of urban uses
- ❑ Urban uses permitted on the basis of piped water and sewer, paved roads, and street lighting
- ❑ Development not to adversely affect St. John's character and unique form



# Urban Development



# Urban Development

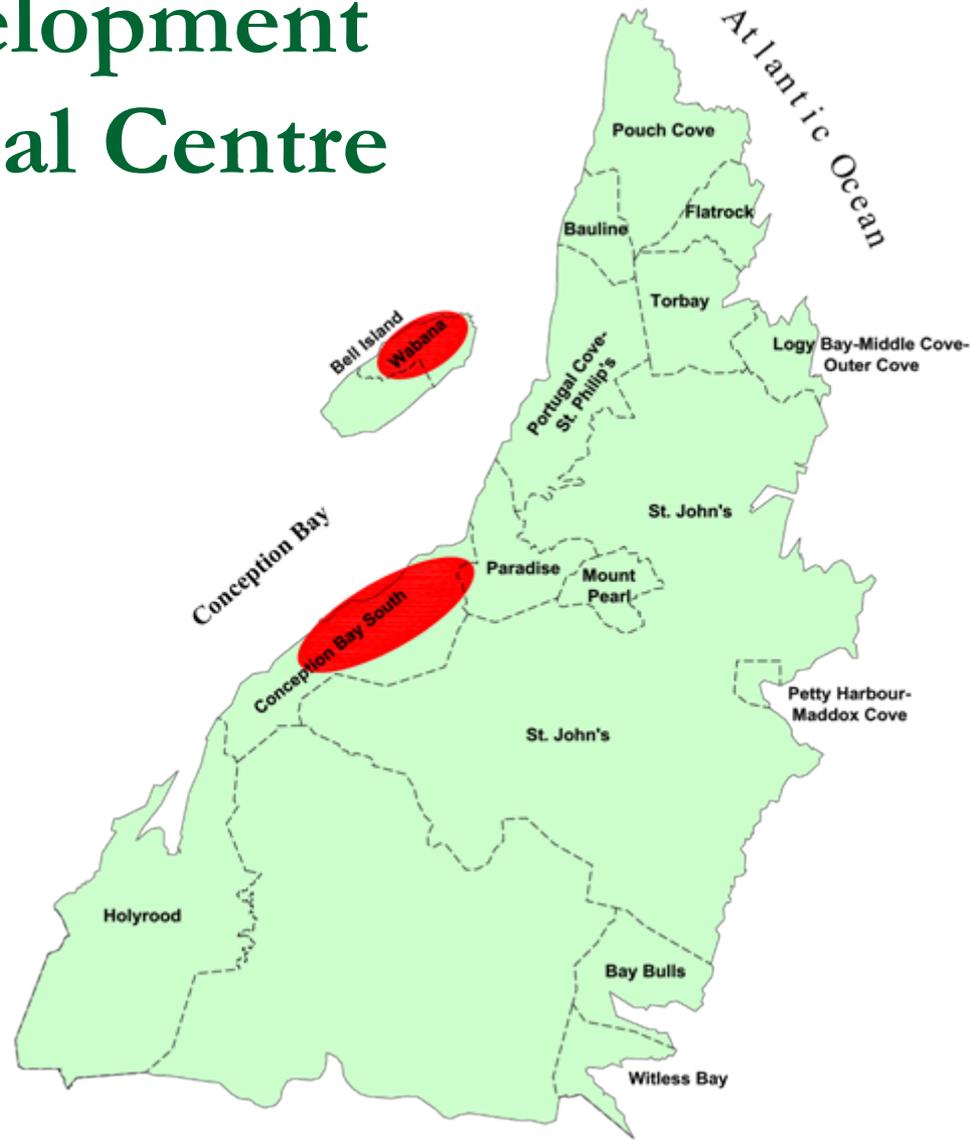


## ■ The Sub-Regional Centre

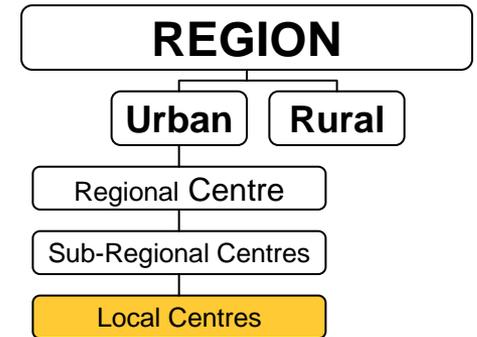
- ❑ Conception Bay South and Wabana
- ❑ Encourage a range of local uses and services consistent with anticipated size of community
- ❑ Once municipal services installed, a range of urban uses and densities permitted as secondary centres of development
- ❑ Wabana - detached role in relation to the rest of the region noted



# Urban Development Sub-Regional Centre



# Urban Development

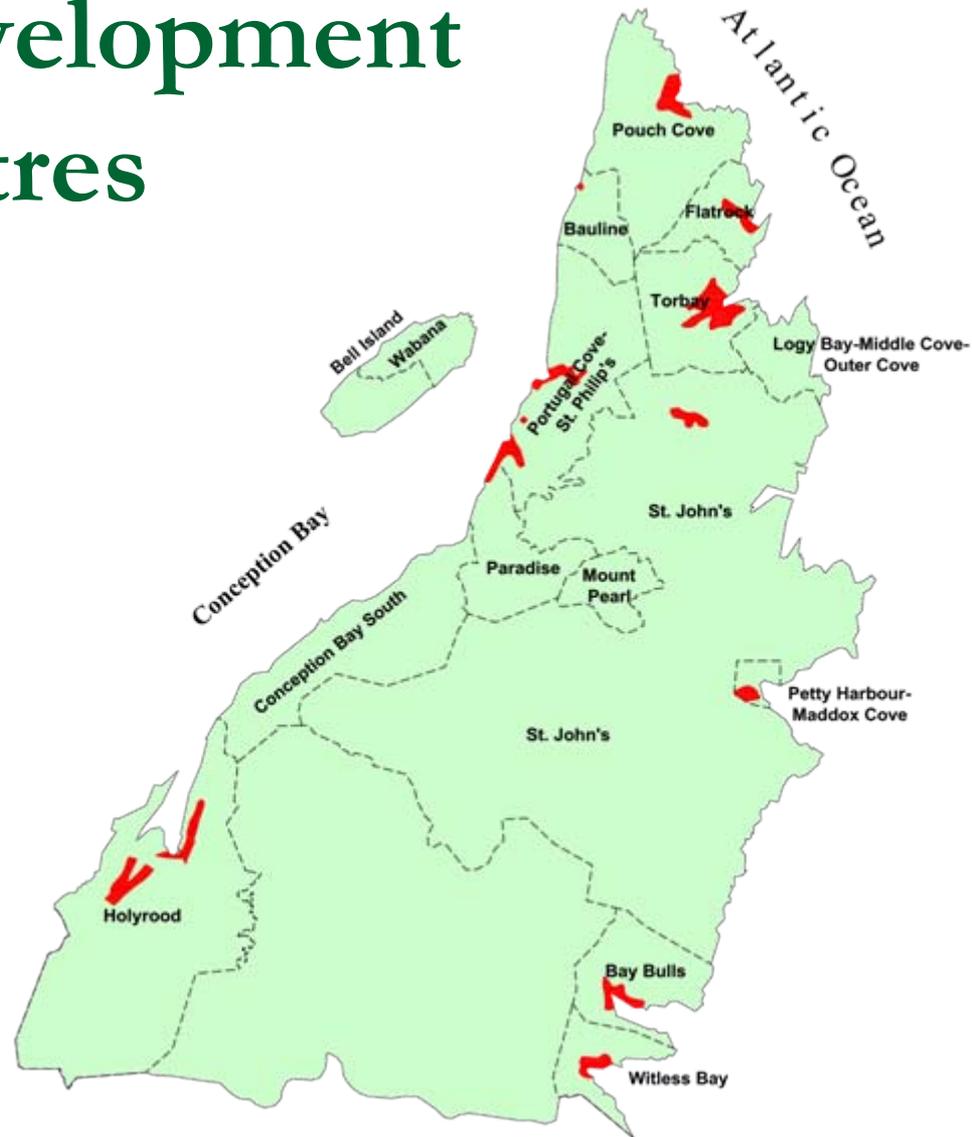


## ■ The Local Centres

- ❑ Pouch Cove, Portugal Cove, Petty Harbour, Bay Bulls, Witless Bay and Holyrood.
- ❑ Bauline, St. Philip's and Flatrock identified on Plan map but not referenced in text
- ❑ Detailed development based on adopted plans
- ❑ Low-density local uses permitted
- ❑ A higher-density core, infilling, and consolidation of semi-developed areas
- ❑ Two levels of services may be provided

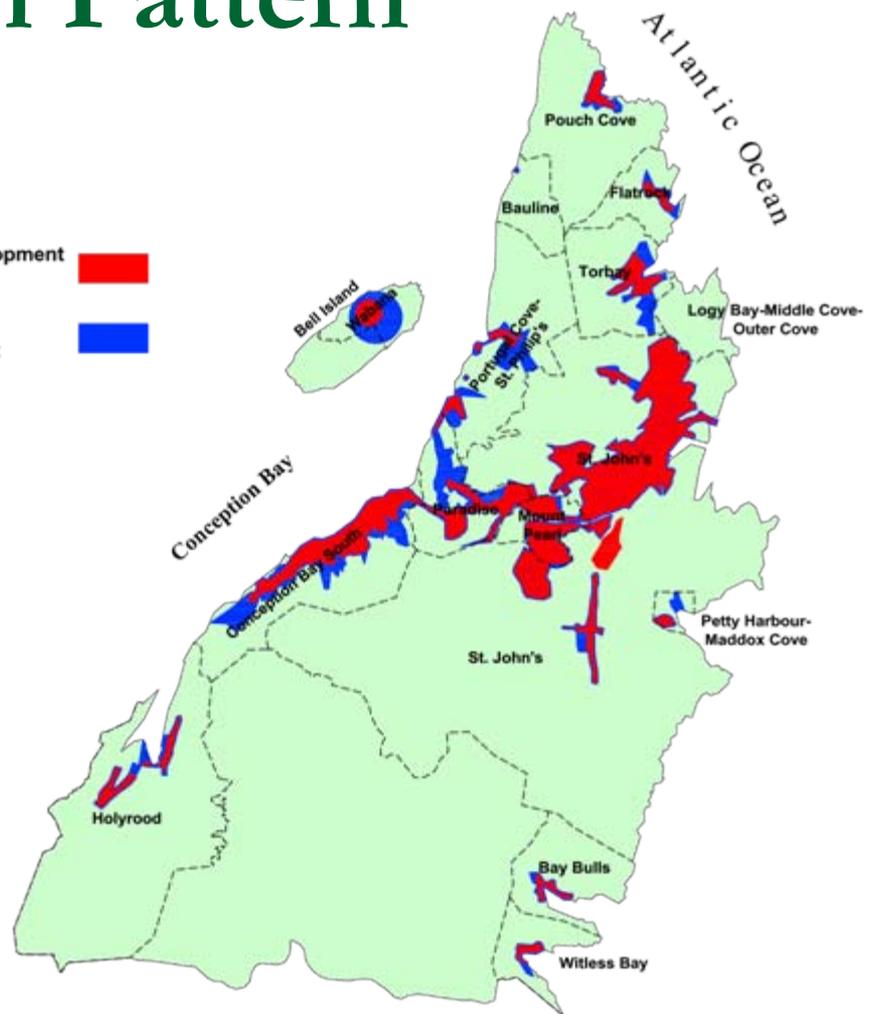


# Urban Development Local Centres



# Urban Growth Pattern

Urban Development Designation ■  
Existing Development ■



# Non-Urban Development

Presented by:  
Mary Bishop, FCIP  
Town Planner  
Town of Conception Bay South



# Policy Areas

- Resource uses – agriculture, forestry, quarries
- Protected watersheds
- Parks and open space
- Restricted areas
- Rural uses – residential, commercial, industrial



# Agriculture

- St. John's Agricultural Development Area-1970
- Protect limited agricultural lands
- Recommended Land Purchase Program
- Impacts of intensive agriculture
- Non-agricultural uses permitted – LDAA
- Infilling on public streets in developed areas
- Review announced - 2006





# Mineral Workings

- Designates Quarry Development Areas
- Restricts development to quarrying
- Regulated by Department of Natural Resources
- Impacts of quarrying on adjacent lands and rehabilitation
- Study of geological resources to refine quarry areas proposed

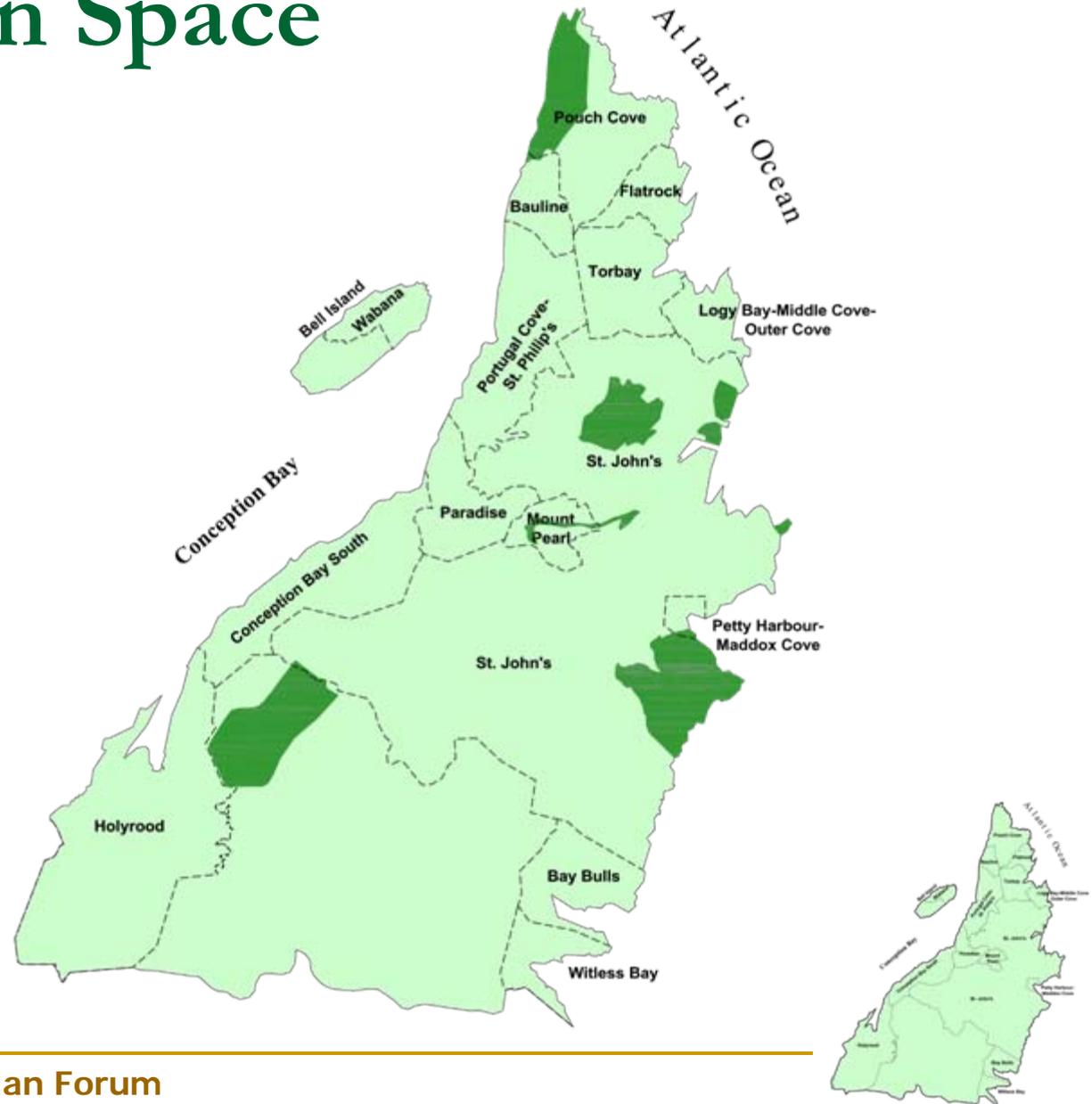


# Public Open Space

- Park areas designated in Plan
  - \* Provincial parks
  - \* Federal parks
  - \* Proposed park south of Petty Harbour
  - \* C.A. Pippy Park – according to Master Plan



# Public Open Space



# Restricted Development

- Areas with physical constraints – steep slopes, significant wetlands/watercourses
- Limits development in these areas



# Residential/Commercial/Industrial

- Servicing and urban sprawl concerns
- Municipalities to implement rural policies
- St. John's Urban Region Subdivision Regulations for unserviced development
- Commercial and industrial uses permitted under certain conditions
- No new Cabin Development Areas



# Watershed Protection Areas

Presented by:

**Kim Blanchard**, B.A., M.E.Des. (planning)

Planning Technician

City of Mount Pearl

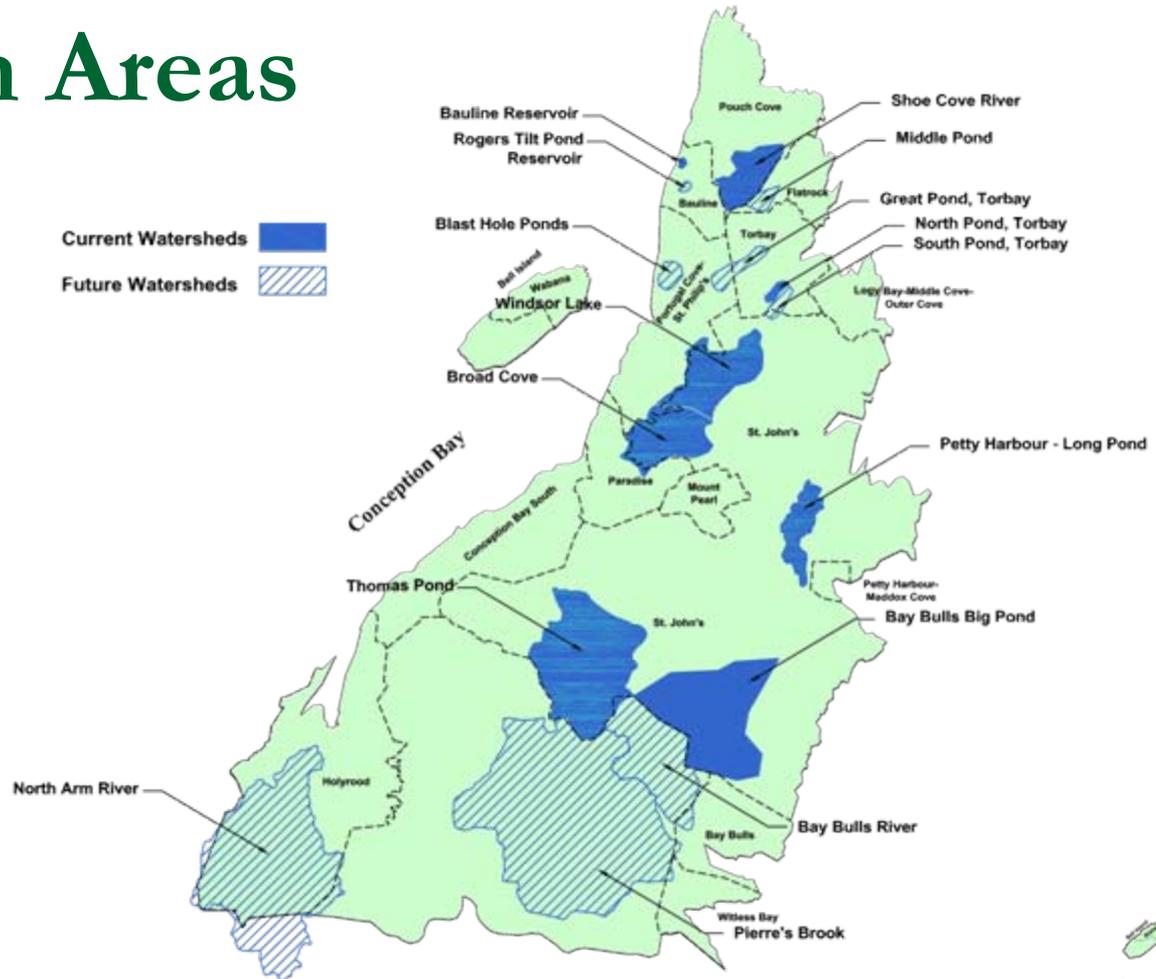


# Watershed Protection Areas

- To protect present and future sources of domestic water supply within the region.
  - Eight designated protected watersheds
  - Eight designated future watersheds



# Watershed Protection Areas



# Watershed Protection Areas

- To tolerate existing uses, provided they cause no detrimental effect to water quality.
- To encourage the use of natural resources in a controlled manner.
- To prohibit new permanent structure, other than:
  - public utility and/or government
  - large-scale open space recreational uses
  - limited residential infilling within St. John's watersheds



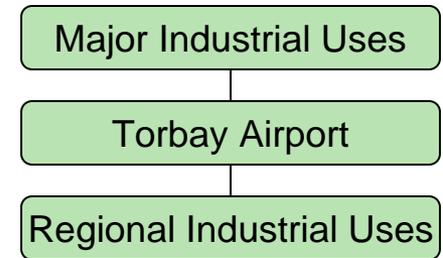


# Special Policies

Presented by:  
Stephen B. Jewczyk, FCIP  
City Planner  
City of Mount Pearl



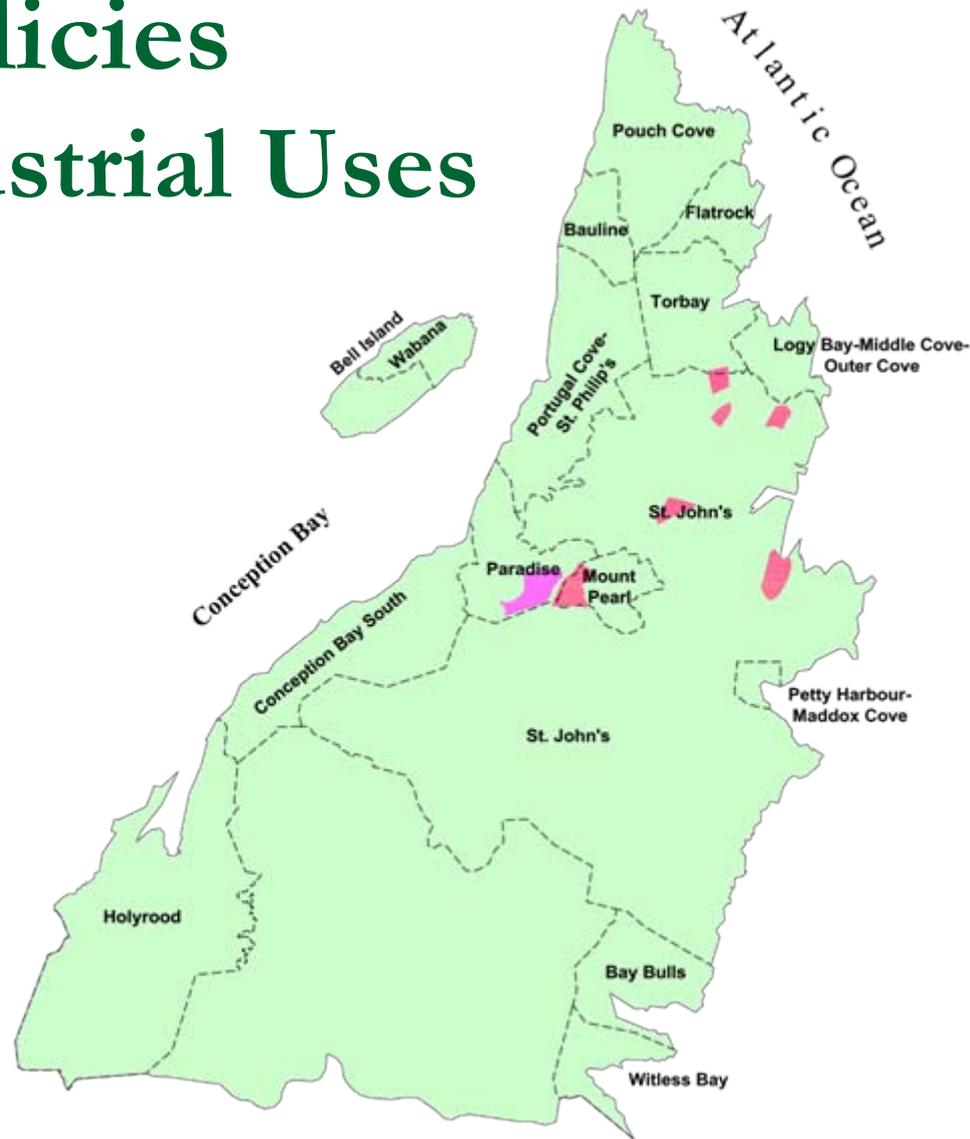
# Special Policies



- Areas suitable for major industrial uses
  - Major Industrial Uses
  - Torbay Airport
  - Regional Industrial Uses



# Special Policies Major Industrial Uses



# Special Policies

Major Industrial Uses

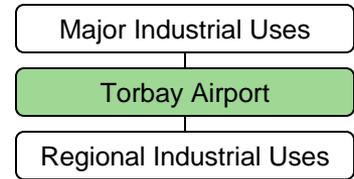
Torbay Airport

Regional Industrial Uses

- Major Industrial Uses
  - ❑ White Hills, O'Leary Avenue, Donovan's, and Freshwater Bay
  - ❑ Industrial, warehousing, wholesaling, and associated commercial activities permitted
  - ❑ Residential uses not permitted
  - ❑ Freshwater Bay offshore service base



# Special Policies



- Torbay Airport
  - ❑ Special airport considerations
  - ❑ Height limitations
  - ❑ Noise Exposure Forecast Zones
  - ❑ Bird Hazard Zones



# Special Policies

Major Industrial Uses

Torbay Airport

Regional Industrial Uses

- Regional Industrial Uses
  - Octagon Pond
  - Same policies as Major Industrial Uses but large lot development encouraged



# Regional Transportation

Presented by:

Ken O'Brien, MCIP

Manager of Planning and Information

City of St. John's



# Roads

- Province maintains provincial highways or pays municipalities for same: TCH (including Outer Ring Road), Manuels Access Road, CBS Bypass, Southern Shore Hwy., Robert E. Howlett Memorial Dr., Pitts Memorial Dr.).
- Outer Ring Road and Robert E. Howlett Memorial Dr. were major additions.



# Roads

- Future additions
  - \* Torbay Bypass,
  - \* CBS Bypass extension, and
  - \* East-West Arterial.
- Major arterial, arterial, collector, local, and scenic roads.





# Airport

- Residential development only beyond the 35 NEF (Noise Exposure Forecast) line. The Airport prefers 30 NEF.
- Bird hazard zones.
- Affects Torbay, Logy Bay-Middle Cove-Outer Cove, Portugal Cove-St. Philip's, and St. John's.



# Ports

- Regional Plan is silent.
- Main harbours at St. John's (St. John's Port Authority), Conception Bay South, Petty Harbour, and Bay Bulls; small harbour at Quidi Vidi Village.
- Cargo and fishing. Tourism.



# Education

Presented by:

**Kim Blanchard**, B.A., M.E.Des. (planning)

Planning Technician

City of Mount Pearl



# Education

- School planning integrated with the Regional Plan.
- Close small outdated schools in outlying communities and centralize facilities in major centres.
- A Regional Education Plan to be prepared by the Department of Education shall form a part of Regional Plan.



# Plan Implementation

Presented by:

Kim Blanchard, B.A., M.E.Des. (planning)

Planning Technician

City of Mount Pearl



# Plan Implementation

- Detailed plans to amplify provisions of the Regional Plan to be prepared prior to major development, redevelopment or public services undertaken.
- General policies may be varied and the land use pattern modified to suit particular circumstances provided regional plan intent maintained.



# Plan Implementation

- Local Areas covered by Detailed Plans (i.e. Municipal Plans) and remaining regional plan areas implemented by Development Regulations.
- Subdivisions to comply with regional plan policies and be adequately serviced with public utilities and services.



# Regional Water, Sewage, and Solid Waste

Presented by:

Ken O'Brien, MCIP

Manager of Planning and Information

City of St. John's



# Regional Water and Sewage

- Piped water and sewage. Excludes wells and septic systems.
- Regional Water Committee: St. John's, Mount Pearl, and parts of CBS, Paradise, Portugal Cove-St. Philip's.
- Servicing limit 190 metres (565 feet) above sea level; set by highest hills; from St. John's Urban Region Development Plan, 1974.



# Regional Water and Sewage

- Regional trunk sewers to St. John's Harbour (soon to be treated) and Conception Bay.
- Water system serves same area as trunk sewers.
- Water can be pumped higher, but sewage system is not designed for lands above 190 metres.



# Regional Solid Waste

- Regional Plan is silent.
- St. John's sanitary landfill at Robin Hood Bay serves the region and Conception Bay North.
- Landfills and incinerators for Conception Bay South and Carbonear have closed.



# Regional Solid Waste

- Greater Avalon Solid Waste Management Committee recommended landfill at Dog Hill. Now the plan is to retrofit Robin Hood Bay.
- Future directions: Waste diversion (such as ban on cardboard and waste oil); recycling; composting; hazardous waste; waste reduction at source.



# Concluding Activities

Presented by:  
Alton Glenn  
Town Planner  
Town of Paradise



