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ATTEST: *David L. Cooper*  
TOWN CLERK

MINUTES  
REPRESENTATIVE TOWN MEETING  
Regular Meeting  
October 3, 2016

The October 3, 2016 Regular Meeting of the Representative Town Meeting was called to order by Thomas J. Dembek, moderator, at 7:30 P.M.

PLEDGE OF ALLEGIANCE

ROLL CALL

PRESENT: Marc Balestracci, Ryan Cairns, Thomas J. Dembek, Susan Driscoll, Steven D. Garvin, Paul S. Goldstein, Jeremy Grabel, Bruce Kruszewski, Julia Kushigian-Secor, Brian F. Lynch, Calley Merriman, Richard F. Muckle, Valerie A. Muckle, Jennifer S. Mullen, Michael Rocchetti.

ABSENT: Thomas F. Ammirati, Edward Carboni, Timothy R. Condon, Sheri S. Cote, Michael Perkins, Brian Rheaume, Francisco Ribas.

EX-OFFICIO MEMBERS PRESENT: First Selectman Daniel M. Steward, and Chair of the Board of Finance Ronald R. Fedor.

EX-OFFICIO MEMBERS ABSENT: Selectmen Robert J. Brule; Selectman Peter W. Davis; Chair of the Board of Education Jody Nazarchyk.

PUBLIC COMMENT

RESIDENT Leo Schaperow of 11 Rogers Hill Rd spoke in regards to quality and the fluoride levels in the Town's water.

RESIDENT Nathan Page of 89 Miner Lane spoke regarding his experience at the September 12, 2016 Planning and Zoning Commission meeting.

AGENDA ITEM D – August 1, 2016.

MOTION by R. Muckle, seconded by Lynch, to accept the minutes of August 1, 2016 regular meeting.

VOTING IN FAVOR: Unanimous.

AGENDA ITEM F – Correspondence:

CORRESPONDENCE from Waterford Republican Town Committee Chairman Kathleen McCarty . (See Attached)

AGENDA ITEM G – Committee Reports.

REPORT submitted by Finance, Wage and Personnel Standing Committee of the RTM.

MOTION by Driscoll, seconded by R. Muckle to accept committee reports  
VOTING IN FAVOR: Unanimous.

AGENDA ITEM H – Transaction of business on the call.

CALL ITEM 1 – SCRRRA Amendment to the Agreement.

MOTION by Driscoll, seconded by Grabel, to approve the fourth (4<sup>th</sup>) amendment to the agreement between Southeastern Connecticut Regional Resources Recovery Authority (SCRRRA) and the Town of Waterford to continue the existing agreement through June 30, 2027.

VOTING IN FAVOR: Unanimous.

CALL ITEM 2 – Town of Waterford Real Property revaluation.

MOTION by Driscoll, seconded by Grabel, to approve an appropriation in the amount of \$119,000 from Capital and Non-Recurring Designated LI# 20501-57639 Revaluation for the purpose of funding the contract for the 2017 Town of Waterford Real Property Revaluation (excluding Millstone Power Plant), based upon its consistency with the Capital Improvement Program.

VOTING IN FAVOR: Unanimous.

CALL ITEM 3 – Police Furniture Replacement Project.

MOTION by Driscoll, seconded by Kushigian-Secor, to approve an appropriation in the amount of \$12,737 from Capital and Non-Recurring LI# 20500-31520 Undesignated Fund Balance for carpet and flooring to coincide with phase 1 of the Police furniture replacement project.

VOTING IN FAVOR: Cairns, Dembek, Driscoll, Garvin, Goldstein, Grabel, Kruszewski, Kushigian-Secor, Lynch, Merriman, R. Muckle, V. Muckle, Mullen, Rocchetti.

ABSTAINING: Balestracci.

CALL ITEM 4 – Permitting and Asset Management Software.

MOTION by Kushigian-Secor, seconded by R. Muckle, to approve an appropriation in the amount of \$24,571 from Capital and Non-Recurring Designated LI#20500-31520 Undesignated Fund Balance for the purchase of Permitting and Asset Management Software.

VOTING IN FAVOR: Unanimous.

CALL ITEM 5 – LED Lights at the Waterford Public Library.

MOTION by Driscoll, seconded by Grabel, to authorize the First Selectman to enter into a multi-year contract with Lantern Energy for the replacement of the existing lighting with LED lights at the Waterford Public Library.

VOTING IN FAVOR: Unanimous

CALL ITEM 6 – Babe Ruth Backstop Replacement.

MOTION by Driscoll, seconded by Grabel, to approve an appropriation in the amount of \$11,000 from Capital and Non-Recurring Designated LI# 20537-57797 Babe Ruth Backstop Replacement, based upon its consistency with the Capital Improvement Plan.

VOTING IN FAVOR: Unanimous.

CALL ITEM 7 – Causeway Bridge for Phase II Design & Construction.

MOTION by Driscoll, seconded by Grabel, to approve an appropriation in the amount of \$25,000, which is a reduction to the original amount requested, from Capital and Non-Recurring Designated LI# 20537-57795 WBP Causeway Bridge for Phase II Design, based upon its consistency with the Capital Improvement Plan.

VOTING IN FAVOR: Unanimous.

CALL ITEM 8 – Accessible Path and Drainage to Civic Triangle Building.

MOTION by Driscoll, seconded by Kushigian-Secor, to approve an appropriation in the amount of \$14,700 from Capital and Non-Recurring Designated LI# 20537-57783 Accessible Path and Drainage to Civic Triangle Building, based upon its consistency with the Capital Improvement Plan.

VOTING IN FAVOR: Unanimous.

CALL ITEM 9 – Third Party Review of Municipal Complex Architectural and Engineering Plans.

MOTION by Driscoll, seconded by Grabel, to approve an appropriation in the amount of \$20,000 from Capital and Non-Recurring Designated LI # 20530-57695 Municipal Complex Renovation for the hiring of a third party to review the present, updated Municipal Complex Architectural and Engineering Plans, based upon its consistency with the Capital Improvement Program.

VOTING IN FAVOR: Unanimous.

MOTION by Kruszewski, seconded by Garvin, to allow for emergency legislation to waive the 15 day waiting period on the expenditure of an appropriation by the RTM (Representative Town Meeting) to accommodate the aggressive schedule of continuing the project at the next meeting of the RTM on December 5, 2016.

VOTING IN FAVOR: Dembek, Driscoll, Garvin, Goldstein, Grabel, Kruszewski, Kushigian-Secor, Lynch, Merriman, R. Muckle, V. Muckle, Mullen, Rocchetti.

VOTING AGAINST: Balestracci, Cairns.

CALL ITEM 10 – Town Purchasing and Operating Rules Amendment.

MOTION by Driscoll, seconded by Lynch, to approve an amendment to the Town Purchasing and Operating Rules as devised by the Town Purchasing Agent, pursuant to Section 3.08.020B of the Town Ordinances. (See Attachment)

VOTING IN FAVOR: Unanimous.

CALL ITEM 11 – Disabled Veterans Free Passes.

MOTION by Driscoll, seconded by R. Muckle, to approve an amendment to the Waterford Code of Ordinances, section 12.08.030 Admission Fees, subsections A and B, to allow for the Recreation and Parks Commission to have the authority to issue to eligible disabled veterans who are residents or taxpayers of the town, free of charge, beach passes and/or passes for all recreation and parks seasonal programs and athletic, musical and theatrical events sponsored by the Waterford School System.

DISCUSSION ensued at length.

MOTION withdrawn by Driscoll and R. Muckle.

MOTION by Driscoll, seconded by Kushigian-Secor, to table until the December 5, 2016 meeting of the RTM.

VOTING IN FAVOR: Unanimous.

CALL ITEM 12 – Remove the Matter of "Lifting Device Responsibility ".

MOTION by Lynch, seconded by R. Muckle, to remove the matter of "Lifting Device Responsibility (Grinder Pumps)" from the Legislation & Administration Standing Committee of the RTM.

VOTING IN FAVOR: Unanimous.

NEW BUSINESS

MOTION by R. Muckle, seconded by Kruszewski, to add an additional agenda item to appoint a new member to the Senior Citizens Commission.

VOTING IN FAVOR: Unanimous.

MOTION by R. Muckle, seconded by Balestracci, to appoint Dorothy Judith Crawford of 10 Graham St, Waterford to fill the vacancy left by the resignation of Elizabeth Bresser. (Term ending April 3, 2017)

VOTING IN FAVOR: Unanimous.

MOTION by R. Muckle, seconded by Grabel, to adjourn at 8:58PM.

Respectfully Submitted

David L. Campo  
Town Clerk

WATERFORD REPUBLICAN TOWN COMMITTEE  
P.O. Box 671  
Waterford, CT 06385

Mr. David Campo  
Waterford Town Clerk  
15 Rope Ferry Road  
Waterford, CT 06385

10-1-2016

RECEIVED FOR RECORD  
WATERFORD, CT  
16 OCT -3 AM 11:44  
ATTN: David K. Campo  
TOWN CLERK

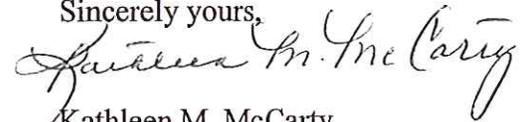
Dear Dave,

Please be informed that the Waterford Republican Town Committee Nominating Committee has endorsed Dorothy Judith Crawford of 10 Graham Street, Waterford, CT to fill the vacancy on the Senior Citizens Commission due to the recent resignation of Elizabeth Bresser and to complete the remainder of her term to April 3, 2017.

The Waterford Republican Town Committee respectfully requests that Dorothy Judith Crawford's name be placed in nomination as a member of the Senior Citizens Commission at the Representative Town Committee meeting on October 3, 2016.

Thank you in advance for your attention and cooperation in this request.

Sincerely yours,



Kathleen M. McCarty  
WRTC, Chairman

KDM:kdm  
cc: Tom Dembek

TOWN OF WATERFORD  
UNIFORM PURCHASING SYSTEM  
AND  
OPERATING RULES

September 1, 2016

## **SECTIONS**

**1 INTRODUCTION**

**2 GENERAL INFORMATION & OBJECTIVES**

**3 PURCHASING CYCLE AND LEVELS**

**4 SPECIFICATIONS**

**5 FINANCIAL MANAGEMENT SOFTWARE SYSTEM**

**6 SALE OF SURPLUS PROPERTY**

**7 OTHER PURCHASING SERVICES FUNCTIONS**

## **1.0 INTRODUCTION**

The purchasing function for the Town of Waterford as described in Chapter 3.08 section 3.08.010 – 3.08.050 of the Code of Ordinances is to support all procurement activity for all Town Departments, boards and commissions exclusive of the Board of Education. By ordinance, the Purchasing Agent has been mandated to establish a uniform purchasing system consistent with ordinance requirements. Therefore, what follows will henceforth govern the manner in which purchasing is conducted when acquiring goods and services for general government.

The intent of this purchasing manual is to provide departments with an understanding of the Town's procurement procedures and policies and provide guidance on how to proceed with purchases. The purchasing system established hereunder shall provide the necessary controls to ensure uniform purchasing practices by all Town Departments, boards and commissions covered under Chapter 3.08 section 3.08.010 – 3.08.050 of the Code of Ordinances. It is the intent of the system to afford all applicable departments, boards and commissions a flexible effective yet controlled means of acquiring goods and services.

## **2.0 GENERAL INFORMATION & OBJECTIVES**

The formal basis of authority for central purchasing is established in the Town Code of Ordinances 3.08 section 3.08.010 – 3.08.050. The policies and procedures outlined in this manual are based upon these documents, and in addition, directives from the Purchasing Agent, legal guidance of the Town Attorney and generally accepted purchasing principles.

Purchasing activities result in legal binding contracts on behalf of the Town. Since these activities may have significant legal consequences, these activities are governed by the Town Charter, Town Code of Ordinance, State Laws, Case Law and the Uniform Commercial Code (UCC).

### **Ethics**

Purchasing activity, due to its nature, is subject to public scrutiny. The importance of public purchasing cannot be understated because the public must be confident that public funds are spent prudently on its behalf. Perceptions of fraud or misuse can lead to an erosion of this public trust. It is of paramount importance that dealings of a compromising nature or even the appearance of such activities must be avoided.

### **Goals**

The primary objective of the purchasing function is to provide operating departments with the appropriate supplies, materials, equipment and services needed on a timely basis at the lowest overall cost. The Purchasing Department strives to achieve practical, efficient and effective purchasing procedures which will meet this objective. It must do this while maintaining fair and open competition among vendors competing for Town business, meeting all legal requirements, and insuring a proper commitment and expenditure of Town funds.

## **Objectives**

- To procure goods and services at the lowest cost consistent with quality, reliability, service and availability and to ensure that such goods and services are in the required place, in the required quantity, at the required time.
- To effect economies of scale by promoting standardization as far as practicable of equipment and supplies among the units of general government covered by these rules.
- To make every reasonable effort to assure reliable and competitive sources for all department and town requirements.
- To conduct purchasing without regard to political affiliation, race, sex, age, religion or national origin.
- When in the best interests of the Town of Waterford, the purchase and use of recycled products shall be encouraged wherever practicable, and may be done in conjunction with or as an adjunct to any recycling program that the Town may establish.

## **3.0 PURCHASING CYCLE AND LEVELS**

### **Purchasing Cycle**

The procurement cycle is a series of events leading to the acquisition of goods and services. This cycle is broken down into three stages consisting of planning and scheduling, source selection, and contract administration. Within each stage, various activities occur which are discussed throughout this manual.

### **Planning and Scheduling**

It is essential that the user departments together with the Purchasing agent schedule the acquisition of goods and services to avoid last minute emergencies and unnecessary shortages. Failure to plan properly places unjustified burdens on the user department and Purchasing. It may produce operational difficulties for the user department and, in most cases, will result in additional costs to the Town.

### **Source Selection**

The Town's procurement function has a major impact on how town government is perceived by its' taxpaying residents. It is important for residence to have confidence that public funds are being spent prudently. Procurement of goods and services needs to be performed efficiently and at the lowest possible cost. This is accomplished by competitive source selection, the process by which vendors and contractors are chosen to provide goods and services for the Town. Inviting as many qualified bidders as possible to compete for the Town's business will often result in higher quality and lower purchase prices. With that goal in mind, the Town's procurement procedures are described below, broken down according to specific dollar thresholds.

## Purchasing Levels

- A. All authorizations for purchases of items in an amount up to fifteen hundred dollars will be consolidated as appropriate with other like requests by the purchasing agent, and will be purchased on an "or equal" basis unless accompanied by a detailed specification and justification approved by the head of the user Department, board or commission, in accordance with the operating rules established under subsection A of Section 3.08.030 of the Town ordinances.
- B. For purchases in an amount exceeding fifteen hundred dollars but not exceeding seven thousand five hundred dollars, at least two written quotations must be solicited by the requesting department with the purchasing agent's assistance in accordance with the operating rules established under subsection A of Section 3.08.030 of the Town ordinances.
- C. For purchases in an amount exceeding seven thousand five hundred dollars but not exceeding fifteen thousand dollars, a formal quote process through the purchasing department must be completed. The requesting department will submit specifications or description of item or services needed to the purchasing office. The purchasing agent will solicit the items through request for formal quote.
- D. For purchases exceeding Fifteen thousand dollars, a formal bid process is required as authorized in subsection A of Section 3.08.030 of the Town ordinances.

## Definitions

### A. PURCHASES UNDER \$1,500 - ONE TIME ORDER No Purchase Order Required

For purchases of material, equipment and services where the total value of the order does not exceed \$1,500 the following guidelines shall apply:

Authority to make small purchases under \$1,500 is granted to all town departments for non-recurring items not covered by a bid or contract. It will be at the discretion of the Department head to determine which individual(s) in the department will be so authorized. It is the responsibility of each authorized individual to make every effort to purchase goods and services from an appropriate vendor and to use competitive source selection.

A group of related items from one vendor can be considered as one purchase. Authorized individuals making such purchases may contact the Purchasing Agent for a list of appropriate vendors to call for quotations. Two quotes are recommended for each small purchase. When calling for quotes, departments shall instruct vendors to include freight, handling fees, deposits and any other charges that might apply to the purchase and affect the total cost, please remember to tell vendor that we are a tax exempt municipality. It is the responsibility of the department to keep records of quotes obtained in order to insure that the department is billed the quoted price. In some instances, a vendor may require a purchase order. In this case, a requisition shall be requested by the department to the Purchasing agent so that a purchase order can be issued. Although departments are given the flexibility to purchase items under \$1,500 without a purchase order, the department is responsible for ensuring that these purchases represent an efficient and effective use of Town funds. Depending upon individual circumstances, departments are still required to show due diligence in this process. The Purchasing Department

reserves the right to review individual purchases and make appropriate recommendations when it is in the Town's best interest.

#### **B. PURCHASES FROM \$1,501 TO \$7,500 Purchase Order Required.**

For normal purchases of material, equipment and services exceeding \$1,500, but not exceeding \$7,500, commitment of Town funds shall be made by issuing a purchase order. At least two competitive quotes are required for purchases within this purchasing threshold. Town departments or the Purchasing Agent will request written quotes from two or more qualified vendors. The advantage of a written quote is that it gives the department proof of the quoted price in case of a discrepancy between the quote and the invoice, and will make it easier for the department to settle disputes resulting from such discrepancies. When requesting written quotes, departments shall instruct vendors to include freight, handling fees, deposits, and any other charges that might apply to the purchase and affect the total cost. Purchasing will issue a purchase order, to the vendor who provides the lowest qualified quote for the specified item or service meeting the Town's needs. In some instances, Purchasing may choose to seek additional quotes for the requested item or service. Under certain circumstances, such as an emergency situation, it may be more appropriate to proceed with a purchase without seeking more than one quote. This will occur only when an Emergency Situation as specified in Town ordinance 3.08.050 has occurred and it is in the best interest of the Town to move forward without quotes. There may be instances where specialty or OEM (original equipment manufacturer) items need to be purchased where competitive pricing cannot be obtained. In those instances a "single/sole source" justification should be provided via memo and should be sent to Purchasing with the requisition.

##### **Steps for Purchase Order for Purchases from \$1,500 TO \$7,500**

1. At least Two Written quotations are required. Quotes that are obtained by town departments will be forwarded to the Purchasing Office with the Purchase Requisition Request.
2. Authorization to order will be given by the Purchasing Agent through the issuance of a Purchase Order to the selected vendor. Funds will be encumbered at the time the purchase order is issued.

#### **C. PURCHASES FROM \$7,501 TO \$14,999 Formal Quote Process and Purchase Order Required**

For purchases of material, equipment and services to exceed \$7,500 the formal quote process per 3.08.030 of the ordinance must be utilized. This process will be accomplished in the following manner:

Purchasing will solicit quotes for purchases in this price range using the Request for Quotation (RFQ) format. The RFQ is a written solicitation stating the Town's general conditions, requirements, specifications and due date for quotes to be received by the Town. Opportunity shall be given for competitive bidding from at least two or three qualified bidders. Award will be by purchase order to the lowest responsible responsive bidder. The Request for Quotation format is faster and less formal than the process for formal sealed bids which applies to the next dollar threshold. Under certain circumstances, such as sole source of supply or emergency situation, it may be more appropriate to proceed with a purchase without seeking

more than one quote. This will occur only when Purchasing determines it is in the best interest of the Town to do so.

**Steps for the Request for Formal Quote**

1. The ordering department will submit to Purchasing complete specifications for the item(s) to be quoted.
2. It shall be within the purview of the Purchasing Agent to conduct the formal quote process in compliance with ordinance requirements.
3. All quotes are reviewed by the department and purchasing. The department will recommend the lowest, responsible, qualified quote for award to purchasing
4. A Purchase Order Requisition will be submitted with the quote attached.
5. A purchase order will be issued by the Purchasing Agent.

**D. PURCHASES OVER \$15,000 Bid and Purchase Order Required**

For purchases of material, equipment and services to exceed \$15,000 the formal bid process detailed by ordinance must be utilized unless waived in accordance with Town ordinance sec. 3.08.050. This process will be accomplished in the following manner:

Formal, sealed bids are required for purchases of material, equipment and services to exceed \$15,000 or more, in accordance with sec. 3.08.030 of the town ordinance.

Specifications are prepared by the user department in consultation with the Purchasing Agent. The bid document is assembled by the Purchasing agent and contains the bidding information, general terms and conditions, technical specifications and any other requirements that might apply. Formal bids are assigned a time and date for bid opening. Bids received after the time and date specified are not accepted by the Town.

A concerted effort is made to obtain as many qualified bid proposals as possible. All bids are listed on the Town bidding web site. The Invitation to Bid is advertised in a local newspaper and all bid information is listed on the Town's website where interested vendors are able to download the documents. Departments are encouraged to suggest to vendors to register on the Town web site for notifications of Invitations to Bid.

At the specified date and time, bids are publicly opened and read aloud. Bid results are tabulated for distribution to the user department, to all bidders and other interested parties. The Purchasing Agent and the requesting department evaluate bids to determine the successful bidder. Any communication or meetings with bidders after bids are opened, but prior to an award, are to be held only if the Purchasing agent is present. Post bid opening and prior to bid award, any such meetings shall be arranged by the Purchasing agent. Criteria used in the evaluation process includes price, compliance to the specifications, ability of vendor or contractor to provide goods or perform service, prior performance and ability to deliver or complete the contract in a timely manner. Upon recommendation from the requesting department, and a recommendation from the Purchasing Agent the bid will be acted on pursuant to Town Ordinance Section 3.08.040, to the lowest responsible, qualified, vendor. After the award decision is made, written notification to the successful bidder is required to obtain all items needed for contracting. Once an award has been made and the vendor contacted the department may request a Purchase Order Requisition.

A purchase order will be issued by the Purchasing Agent once all contracts and other bid requirements are completed. If written contracts are executed, a copy must remain with the permanent bid file located in the Purchasing Department. Bid bonds or other surety, when required, are to remain with the Finance Office and returned promptly to the bidder when no longer needed.

### **Process to Award a Bid**

1. Review all bids with committee which requested the goods or services.
2. Discuss with Purchasing Agent the department recommendation to award.
3. Bid recommendation letter from Department to Purchasing Agent and the Awarding Authority. Purchasing Agent will also write a bid recommendation letter to the Awarding Authority.
4. Final bid award acted on by Awarding Authority.
5. If award is made, contact the successful vendor, and have Insurance certificate, any bonds and any contract document requested sent to the Purchasing Agent.
6. Request a Purchase order through the requisition system. Attach all Letters, and award meeting notes.
7. Purchase order is released once all items received by the Purchasing Agent.

### **Emergency Purchasing**

The rules as written for any emergency purchase are in sec. 3.08.050.

***An emergency is defined as** a situation where the operation of a unit of government would be seriously hampered; or in which life, limb or property may be endangered; or in which the health or welfare of the general public is threatened. Where possible, competitive pricing should be obtained from cooperative contracts for purchases made. Failure to properly plan for routine purchases, routine maintenance or running out of stock items is not considered a basis for emergency purchases.*

Emergency purchases under \$1,000 may be handled directly by the department as outlined under Small Purchases. In case of an emergency purchase between \$1,000 and \$7,500 during working hours, departments will contact Purchasing. Upon review, when applicable, the purchasing agent will verbally authorize the department to place the order. The department shall within the next 24 hours fill out the Requisition for Purchase detailing what was purchased, along with the authorization and reason(s) for the emergency purchases(s) must be forwarded to the Purchasing Agent.

If it becomes necessary for a department to make an emergency purchase after work hours such as nights or weekends, and after unsuccessfully reaching the purchasing agent via cell phone then user department may make the purchase without a purchase order number. The department

shall contact Purchasing agent on the next working day and give all pertinent information so that a request for requisition and a confirming purchase order can be processed to cover the emergency purchase. This procedure shall occur within 48 hours after order placement.

Purchasing procedures must be flexible enough to deal with bona fide emergency situations. However, whenever possible, competitive pricing shall be obtained for purchases made. Failure to properly plan for routine purchases, routine maintenance or running out of stock items is not considered a basis for emergency purchases, and can result in a denial of an emergency purchase.

### **Waiver of Bids/Proposal**

#### **3.08.050 - Waiver of bid/proposal process.**

- A. In case of emergency, the head of any town Department, board or commission may purchase directly any item(s) or service(s) essential to prevent public harm or delays in work. An authorization document, a copy of the invoice, and a report of the circumstances shall be sent to both the Board of Selectmen and the purchasing agent.
- B. After conferring with the purchasing agent and, other than as excepted below, upon a unanimous vote of all members of the board of selectmen present at any regular or special meeting, a bid/proposal process may be waived under Sections 3.08.030 and 3.08.040 when deemed to be in the best interest of the town. No board, commission or agency is authorized to enter into a contract without compliance with said process except bids/proposals using funds under the sole discretion of the utility commission. When such funds are involved, after conferring with the purchasing agent, the utility commission, by unanimous vote of all members present at a regular or special meeting, is authorized to waive the bid/proposal process when deemed to be in the best interest of the town. Whenever any bid waiver is approved pursuant to this chapter, a copy of the minutes that state the reason why it is in the best interest of the town to waive the formal bid/proposal process shall be forwarded to the purchasing agent along with a copy of the contract award. Such contracts shall be reviewed by the user agency, board or commission, the purchasing agent and the town attorney to ensure all quality, fairness and legal parameters are met before such contracts are considered final and approved and may be executed.

#### **Process and Definitions**

Awarding Authority, in accordance with the Purchasing Ordinance, is the Board of Selectmen, or the Utility Commission, for those funds under the sole discretion of the Utility Commission.

The reason(s) for waiver stating why it is in the best interest of the town to waive the formal bid/proposal process must be submitted in writing to the Purchasing Agent, as stated in the ordinance.

Based on this procedure, it is imperative that bid waivers be requested early in the purchasing process, well ahead of Awarding Authorities meetings, to allow for a proper review to take place. Any deviation from this policy will have to be cleared by the Purchasing Agent in advance. Once the Awarding Authorities approves the Bid Waiver, a purchase requisition shall be

prepared to begin the purchasing process, and when necessary a written contract executed by the parties.

### **Blanket Purchase Orders**

Definition - A blanket purchase order is a purchase order issued by the Purchasing Agent at the beginning of a fiscal year to a particular vendor for an estimated dollar amount to be purchased during that year. The blanket purchase order will allow the originating department to draw against this purchase order as required throughout the fiscal year.

When a department makes frequent small purchases of supply items from one supplier it can be costly and time consuming to issue separate purchase orders for each purchase. Instead, blanket purchase orders can be issued to cover all small purchases from a single vendor during the current fiscal year. Individual orders can then be placed as needed against the blanket purchase order.

Blanket orders may not exceed \$7,500 unless they refer to a specific bid or contract, or are for professional services. For supply items or commodities for which the prices have been established by competitive bid such as office supplies, custodial supplies, chemicals, bituminous concrete and other items, there is no dollar limit. The bid or contract, along with documentation, shall be referenced and or submitted with the purchase requisition. Cancellations and change orders can be made to blanket orders by notifying Purchasing.

### **Change Order**

A change Order (CO) is a multipart form which serves two purposes. It notifies purchasing that there has been a change (increase or decrease) to a Purchase. Secondly, it changes the encumbrance against the appropriate budget line item for the amount of the purchase. A Change order must be filled out and submitted to purchasing either by email or interoffice mail along with back up information.

The Change order form is located on the Town computer system T Drive; open the Documents folder, then go to the Purchasing Forms folder.

Change Orders shall be completed in a timely manner, and at least prior to authorizing the Vendor to add items, and prior to getting an invoice.

### **Receipt of Goods**

Supplies, materials and equipment, upon delivery, shall be examined by the department to ensure that they are as ordered. Deliveries will be checked by the departments for damage, shortages and conformity to specifications. If any discrepancies are found, they shall be noted, and reported to the vendor, and if necessary to Purchasing agent so that corrective action can be taken.

### **Contract Administration and Vendor Matters**

Once an item or service has been ordered on behalf of the Town, a key part of the purchasing process takes place. Town must ensure that the item or service is received or performed exactly according to the required specifications. The primary responsibility for this task falls on the originating department.

The department must approve the item or services as to compliance with the specification. Upon compliance approval and receipt of the invoice, payment can be processed. If changes to the requirements or specifications are necessary, change orders will be negotiated and the department will contact Purchasing to issue the appropriate contractual change orders. Upon completion of a purchase or contract it must be closed out, and outstanding issues such as retainage punch lists and any other remaining contractual requirements need to be addressed by the ordering department.

Prompt, fair, and courteous treatment should be given to vendors at all times. Business relations shall be maintained only on a basis of honesty and impartiality. Vendor disputes are inevitable, but should be settled promptly, fairly and only on the basis of facts. If a department does have a vendor dispute the purchasing agent must be informed immediately. If a department is dissatisfied with a particular purchase, the Purchasing agent shall be notified so that corrective action can be taken.

## **SPECIFICATIONS**

Prior to the solicitation of bids or quotes, specifications must be developed for the item or service to be purchased. The length and detail of a specification is directly related to the dollar amount or complexity of the item or service being purchased. Specifications are critical because they serve as the basis to determine whether the item received or service performed meets with all the Town requirements.

### **Development**

The first step in developing specifications is a cooperative effort between Purchasing and the ordering department. Specifications can be design or performance based. The ordering department is responsible for formulating technical specifications and preparing them for bid. When properly put together, a specification should:

- 1) Be clear and concise;
- 2) Be competitive and non-restrictive and still meet the Town's needs;
- 3) Insure product or service will perform its designed function at the lowest cost;
- 4) Maximize the number of bids received from qualified bidders.

Poorly written specifications decrease competition, increase the likelihood of a bid protest and project delays and possible legal action.

Purchasing is available to assist any department with specification development and will review all specifications pursuant to the above criteria. Purchasing maintains bid files of previously used specifications and has access to a number of professional associations who maintain specification libraries for a wide range of items.

It is a common misconception that limiting purchases to only one brand is standardization. However this often results in restricted sources of supply and competition and is not true standardization. When an item lends itself to standardization, Purchasing will work with the user department(s) to review standards and develop specifications for that item. Proper standardization of particular items used by one or more departments may benefit the Town by consolidating orders, reducing inventory levels and allowing for volume discounts.

### **Equipment Demonstrations**

In the course of developing specifications, it is sometimes helpful to invite a vendor to demonstrate or test the equipment under consideration for possible purchase. To avoid any misunderstanding, maintain objectivity and good vendor relations, the Purchasing agent shall be notified and invited to such demonstrations or discussions.

### **Request for Proposals (RFPs)**

Requests for Proposals are solicited for purchases where a desired outcome is sought, but the method to achieve that outcome is not defined in a detailed specification. It is frequently used for professional services, technology purchases, and for procurements where the desired outcome may be achieved in a variety of methods which may have various advantages and costs. This process allows bidders to bring their experience and expertise to the process and allows the private sector to bring the latest industry practices to the task. The Town then evaluates the proposals on various factors, including project approach, experience, price, and other criteria defined in the Request for Proposal and an award is made based upon weighting all the criteria listed in the RFP, and not solely on price.

### **State Contracts and Cooperative Purchase Contracts**

Yearly contracts have been established by competitive bid through the State of Connecticut and other cooperative purchasing groups for municipalities. On these contracts, commodities and contract services are awarded to specific vendors who successfully meet all bid requirements. The Town is eligible to participate in many of these contracts. Such participation may save the Purchasing agent the time of bidding out for the same items, and allows the Town to take advantage of any discounts offered.

Purchasing will notify user departments of the availability of cooperative contracts that might be of interest to them. Copies of all cooperative contracts used shall be filed in the Purchasing Department. State Contracts can be found either in Purchasing or online at the State of Connecticut Department of Administrative Services website ([www.das.state.ct.us](http://www.das.state.ct.us)). Examples of cooperative contract purchases are office supplies, tires, uniform rental, light bulbs, Microsoft software, bituminous concrete and portable toilet rental.

### **Insurance**

Depending on the type of purchase or contract involved, the Town may require the successful contractor to submit a certificate of insurance. This certificate of insurance must name the Town as additional insured and provide coverage for any legal liability which may arise during the contractor's execution of his contract. Insurance certificates are generally requested for construction and service related projects.

## **Bonds**

Bid, performance and payment bonds are generally required on any contract for which a lack of performance would result in financial loss to the Town. The need for bonding, its form and required amounts vary, and are determined as circumstances warrant, by the Town Finance department. Contracts which frequently require bonds are construction and service contracts.

## **Equal Opportunity**

The Town of Waterford is an equal opportunity employer, and requires an affirmative action policy for all of its contractors and vendors as a condition of doing business with the Town, as per Federal Order 11246. All vendors and contractors must agree to this condition of doing business with the Town and should the Town choose to audit their compliance, the vendor agrees to cooperate fully.

The Town of Waterford also is committed to following Connecticut State and Federal law ensuring full compliance with Title VI of the Civil Rights Act of 1964 which affirms that no person or group of persons is excluded from participation, denied benefits, or otherwise subjected to discrimination or permits discrimination under any program or activity or any service rendered to the public, on the grounds of race, color, creed, religion, national origin, sex, age or disability.

Furthermore vendors shall be required to provide the Connecticut Commission on Human Rights and Opportunities with such information requested by the Commission concerning the employment practices and procedures of the bidder in any applicable contracting involving State funds.

An Affirmative Action Statement will be required of any successful bidder.

## **EXCEPTIONS**

Exceptions to these policies must be approved by the Purchasing Agent any consultation with the Town Attorney.

## **5 FINANCIAL MANAGEMENT SOFTWARE SYSTEM**

### **Purchase Requisitions**

The Purchase Requisition (PR) is the first step in the procurement process for any department needing goods or services costing \$1,500 or above. A Purchase Requisition authorizes Purchasing to purchase the materials, equipment or services in accordance with established purchasing procedures using funds from the requesting department's budget. The PR contains all pertinent information that is necessary for the order to be placed. User departments shall submit their requisitions in a timely manner that allows for necessary approvals, competitive process, evaluation, award and delivery.

The requisition is an electronic form accessed by departments through the Financial Management Software system. Requisitions are entered, approved and processed on-line. The purchasing system will check the budget line item for fund availability. Once a requisition has been approved at all levels, the requisition will be processed into a Purchase Order.

### **Purchase Orders**

A purchase order (PO) is a multipart form which serves two purposes. It authorizes a vendor or contractor to provide goods or services to the Town. Secondly, it creates an encumbrance against the appropriate budget line item for the amount of the purchase. An encumbrance is a portion of the budget allocation in the accounting system that is set aside for a particular item or services on the purchase order. Encumbrances are a way of keeping track of commitments related to open purchase orders and contracts. Issuing a purchase order, like signing a contract, commits all or a portion of the budget appropriation and reduces funds available for other spending.

Purchase orders are prepared by Purchasing from the information contained in the purchase requisition. Once a requisition has received approval by the appropriate department head and Purchasing has verified that the information it contains is accurate, the purchase order is generated electronically. The PO includes any additional information that Purchasing may add in order to help the vendor to identify the goods or services being ordered. Purchase orders are created in the Purchasing Department and are authorized by the Purchasing Agent. Copies of the purchase order are distributed to the vendor, the ordering department and Accounts Payable, a copy of each PO is also kept on file in the Purchasing Department.

Once a purchase order has been issued to a vendor, its terms and conditions form a contract between the Town and the vendor. Purchasing can make changes or cancel a purchase order at the request of the user department. All changes should be coordinated by the Department with the Vendor and Purchasing.

## **6 SALE OF SURPLUS PROPERTY Per Ordinance 2.112.010 – 2.112.060**

The purchasing agent is authorized to process for disposal all supplies or other personal or real property which has been declared surplus or unsuitable for use by the proprietary Department, board or commission. Such dispositions shall be under the authority of the board of selectmen and shall include sale, auction, exchange, trade-in, donation, scrap or reassignment to other town Departments, boards or commissions, in accordance with the operating rules established under subsection (B) of Section 3.08.020 of the Town Ordinance.

When a department has surplus property to dispose of, Purchasing needs to be notified. It may be possible to transfer this property to another department where there is a need for it. No disposition of property is allowed without first contacting Purchasing. If the property cannot be used by another department, Purchasing will make arrangements to dispose of the property in accordance with Ordinance 2.112.010 – 2.112.060.

Depending on the type of item(s) involved, Purchasing uses the following methods to dispose of surplus property:

- Trading in used equipment toward the purchase of new.
- Request for Quote or Advertised Sealed Bid.
- Advertised Auction or Tag Sale, on line auction.
- Disposal in landfill (only occurs if property is completely unusable or other methods of disposal have failed).

Each method has particular advantages depending on the type, size, condition, and quantity of surplus property to be sold.

### **Sales of personal property**

A. Whenever the value of the article to be sold is expected to exceed two thousand dollars, either an auction or formal bids shall be required.

B. The use of auction or sealed bids shall not be required if the Board of Selectmen determines that the property is to be exchanged, traded in, reassigned to other town Departments, boards or commissions, or donated or sold to a charitable or governmental entity.

C. Whenever the value of the article to be disposed of is expected to be two thousand dollars or less, the purchasing agent shall dispose of it by a method approved by the Board of Selectmen.

### **Sales of real property with value in excess of ten thousand dollars**

A. The Representative Town Meeting shall approve the disposition of real property which the assessor or an appraiser estimates to have a value in excess of ten thousand dollars, except as provided in subsection B of this section.

B. The Board of Selectmen may approve the assignment of the use of real property to other town Departments, boards or commissions, as long as title to such property remains in the name

of the town and as long as the receiving Department does not have authority to dispose of such property.

C. Once the representative town meeting has authorized the disposition of the property, unless otherwise directed by the representative town meeting, the Board of Selectmen shall determine the manner of disposing of the property, which shall be by auction, sealed bids or listing with a real estate broker.

D. The use of auction, sealed bids or listing with a real estate broker shall not be required if The Representative Town Meeting determines that the parcel of real property is to be donated or sold to a charitable or governmental entity, or exchanged, or that it would be in the best interest of the town to waive such procedure.

#### **Sales of real property with value of ten thousand dollars or less.**

The board of selectmen shall approve the disposition of real property which the assessor or an appraiser estimates to have a value of ten thousand dollars or less. The board of selectmen shall establish the manner of such disposal.

#### **Sales by bid or auction**

- A. In the event town property is required to be sold by auction or sealed bid, the board of selectmen shall make public advertisement published in a newspaper having a daily circulation in the town of the town's intent to so sell. In addition, a notice shall be posted upon the bulletin board in the office of the town clerk containing the same information. The advertisement and notice shall appear not less than fourteen days prior to the receipt of bids or the date set for auction and shall contain information as to the time and place when sealed bids shall be received and opened or the time and place the auction is to be held, as the case may be, and the place prospective buyers may obtain information with respect to the property to be sold. Such advertisement and notice shall be placed through the purchasing agent.
- B. Each bid shall be opened publicly at the time stated in the notice soliciting such bids, and the name of each bidder and the amount of each bid shall be entered on a public record, on which record shall be indicated the name of the person or firm to whom the property is sold and the amount of the sale.
- C. The board of selectmen is authorized to make an award or to reject any and all bids and shall notify the purchasing agent of such action when making a contract award.
- D. Contracts shall generally be awarded to the highest qualified bidder.

## 7 OTHER PURCHASING SERVICES FUNCTIONS

The Purchasing Agent is responsible for the Print Shop

### Print Shop

The Print Shop is the Town in-house printing operation which produces 95% of the Town printing and duplicating needs. The two main processes for producing copies are digital photocopying and offset printing.

To request duplicating services, a department fills out a Print Shop Work Request form and sends it to the Print Shop along with the document to be copied. Indicate on the Print Shop Work Request your department name, account number to charge the job to, quantities and description of services needed (collated, punched or bound), the date copies are needed, and any other instructions that are necessary for the Print Shop to complete the job requested. All printing jobs must be processed through the Print Shop. For print jobs that are beyond our in-house capabilities, the printer will notify the Purchasing Agent to request competitive quotes from commercial printers.

For large or time consuming jobs it is requested whenever possible, that departments plan ahead. Please consider that there may be other print jobs ahead of yours, or the paper you need might not be in stock at the print shop. It is requested that departments contact the Printer to discuss larger printing jobs.

### Mail Room

The central mailroom, located in the basement of Town Hall, handles all incoming and outgoing mail. A courier picks up the mail daily at the Post Office and distributes it among departmental mail slots in the mailroom. Offices located in the Town Hall are required to pick up and drop off their mail from the mailroom. All other town offices have mail delivered and picked up by the courier. Some offices have this service twice per day, others only once. All outgoing mail picked up by the courier or dropped off in the mail room is stamped and brought to the Post Office by 4:00 pm each day. Only authorized staff is allowed to distribute mail.