



Purchasing and Materials Management Division (PMMD)

First Nations, Inuit and Métis (Indigenous) Procurement Policy

Presentation to Aboriginal Affairs
Advisory Committee

April 2, 2025



Artwork by Bryce King-Robitaille



City of Toronto Procurement: Overview





What the City Buys

- The City of Toronto procures over **\$2.5 billion** in goods and services annually
 - **55% Construction Services:** Linear infrastructure (e.g., roads, bridges, sewers); new buildings, additions and renovations (e.g., community and recreation centres); etc.
 - **30% Professional Services:** Engineering services; other consulting services (e.g., management, environmental, human resources, information technology); security services; etc.
 - **15% Goods and Services:** Fleet and fleet maintenance (e.g., zero-emission vehicles, medium and heavy duty vehicles); personal protective equipment (PPE); cleaning products; equipment parts; furniture; etc.



Trade Agreements

- Three trade agreements apply to the City:
 - Canadian Free Trade Agreement (CFTA) between the Provinces and Federal Government
 - Ontario-Québec Trade and Cooperation Agreement (OQTCA)
 - Canada-European Union Comprehensive Economic Trade Agreement (CETA)
- The trade agreements set certain requirements for the procurement process:
 - Monetary thresholds when solicitations must be posted for open competition
 - Rules for non-discrimination by location (i.e. no geographic preferences)
 - Rules on when notification must be given for upcoming solicitations and how long solicitations need to be on the marketplace



The Procurement Process

1. Identify Needs

Divisions determine the types of goods and services they require.

Divisions prepare budget submissions and obtain Council approval.

2. Develop Solicitations

Divisions prepare sourcing requests detailing their requirements.

Sourcing requests and specifications are submitted to PMMD.

3. Issue Solicitations

PMMD issues competitive solicitations on the SAP Ariba Discovery Portal.

Suppliers can view and bid on solicitations.

4. Receive Bids and Award

Bids are received, evaluated, and awarded.



Solicitation Methods (1)

- **Request for Tenders (RFT)** are used for construction services when the Division has pre-determined the required scope of work; award to the lowest bidder meeting specifications
- **Request for Quotations (RFQ)** are used to obtain goods and services (other than construction services) when the Division has pre-determined the required quantity and quality of the goods and services; award to the lowest bidder meeting specifications
- **Request for Proposals (RFP)** are used to obtain goods and services (including construction) where all or part of the requirements cannot be precisely defined; suppliers submit proposals that are evaluated to determine the best value, which may include more than price factors; award to the highest-ranking proponent



Solicitation Methods (2)

- **Open Competitive Solicitations** are advertised to the public, giving all suppliers an equal opportunity to bid
- **Non-Competitive Solicitations** are negotiated directly with one or more suppliers when the non-competitive procurement and the particular supplier can be justified
- **Limited Solicitations** are competitive or non-competitive solicitations where one or more suppliers of the City's choice are invited and given an equal opportunity to bid
 - Limited solicitations valued under \$120,000 may be processed by Divisions, instead of PMMD. They use the Request for Quotation method and quotes are solicited through an email invitation. The Social Procurement Policy requires a minimum of one Indigenous, one Black and one diverse supplier or social enterprise be invited to quote, where feasible.



What's Not Procurement

- Procurement exemptions are set out in Municipal Code Chapters 195, Procurement, and 71, Financial Control, and include:
 - The acquisition or rental of land, buildings or other real estate transactions;
 - Grants;
 - Procurement between the City and another public body (i.e.: Wedding licenses, Court Services, Vehicle licenses);
 - Utilities;
 - Meeting arrangements for public consultations; and
 - Honorarium.
- Following award of a contract, divisions are responsible for contract management. Payments are processed by Accounting Services Division, in collaboration with the division holding the contract.



Social Procurement Policy





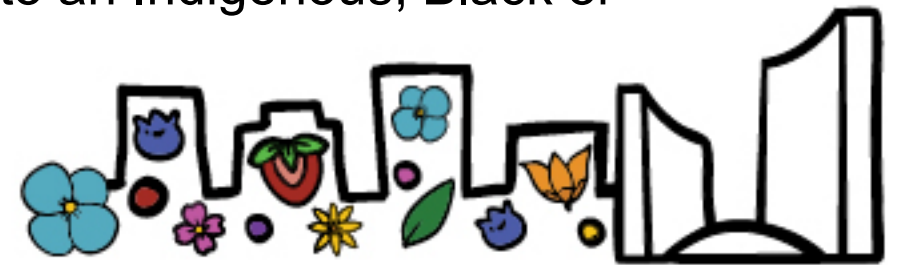
Policy Components

- The Social Procurement Policy sets out requirements for limited solicitations and open competitive solicitations in two key areas: supply chain diversity and workforce development.
 - The goal for supply chain diversity is to increase spend with Indigenous, Black and diverse suppliers and social enterprises.
 - Workforce development attempts to increase the number of employment, apprenticeship and training opportunities leveraged for people from Indigenous, Black and Equity-deserving communities through City contracts.



Supply Chain Diversity

- Open competitive solicitations include language to encourage suppliers to develop or adopt a supplier diversity policy. In RFPs, this is evaluated
- Limited solicitations require a minimum of one Indigenous, one Black and one diverse supplier or social enterprise be invited to quote, where feasible
- An Indigenous, Black or Diverse Supplier is any business or enterprise that is a member of an Identity-Based Business Organization that is recognized by the City or is certified by a Supplier Certification Organization to be more than 51% (majority) owned, managed and controlled by persons belonging to an Indigenous, Black or Equity-deserving Community





Supplier Organizations

- The City currently works with suppliers recognized by the following eight organizations:
 - Afro Canadian Contractors Association (ACCA)
 - Black Entrepreneurs and Businesses of Canada Society (BEBC Society)
 - Buy Social Canada
 - Canada's 2SLGBTQI+ Chamber of Commerce (CGLCC)
 - Canadian Aboriginal and Minority Supplier Council (CAMSC)
 - Canadian Council for Indigenous Business (CCIB)
 - Inclusive Workforce and Supply Council of Canada (IWSCC)
 - Women Business Enterprise Canada (WBE)



Co-Development of a First Nations, Inuit and Métis Procurement Policy





Background for First Nations, Inuit and Métis Procurement Policy

- In April 2022, Toronto City Council unanimously endorsed the [Reconciliation Action Plan \(RAP\)](#), which guides the actions the City of Toronto will take to achieve truth, justice, and reconciliation
 - Action 20 (d): Improve Indigenous Economic Development, includes actions relating to decolonizing the procurement process
- On May 10, 2023, [City Council directed](#) PMMD to co-develop an Indigenous Procurement Strategy with Indigenous businesses and communities
- PMMD was approved through the 2023 Operating Budget process to hire a Policy Development Officer dedicated to policy co-development. That position was filled in April 2024

2024 Accomplishments (1)

- PMMD Senior Management and staff met separately with Mississaugas of the Credit First Nation and Six Nations of the Grand River at their band offices, and subsequently with their Economic Development Corporations
- An introductory meeting took place with the Executive Director of TASSC, PMMD Senior Management and PMMD staff. The Executive Director of TASSC invited PMMD to present at a meeting in 2025; this presentation took place on February 26, 2025
- In October and November, PMMD attended and sponsored three conferences:
 - Indigenomics
 - Anishinabek Nation Economic Development Opportunities (ANEDO)
 - Reconciliation in Business Conference at Toronto Metropolitan University (TMU)





2024 Accomplishments (2)

- Completed four engagement sessions:
 - Two with First Nations, Inuit and Métis businesses
 - One with Indigenous agencies and partners
 - One planning session to co-develop the Terms of Reference for an Indigenous Procurement Advisory Circle with Indigenous businesses and partners
- First Procurement Advisory Circle held in December



Image of September 2024 engagement session

First Nations, Inuit and Métis Procurement Advisory Circle

1. Shyra Barberstock, Anishinaabe, *Kebaonish/Okwaho Equal Source*
2. Sarabeth Holden, Inuk, *Red Tape Brewery/Author*
3. Patrick Hunter, Anishinaabe, *Artist/Entrepreneur*
4. Tim Laronde, Anishinaabe, *Chandos Construction*
5. James Lavallée, Red River Métis, *National Association of Friendship Centres (NAFC)*
6. Philip Ducharme, Red River Métis, *Canadian Council for Indigenous Business (CCIB)*
7. Mark Dokis, Anishinaabe, *National Aboriginal Capital Corporations Association (NACCA)/ First Nations Procurement Organization (FNPO)*
8. Dawn Sutherland, Anishinaabe, *Toronto Aboriginal Support Services Council (TASSC) / Anduhyaun Inc.*
9. Jordan Smith, Haudenosaunee, *Two Rivers Community Development Centre*
10. Jaquie Jamieson, Haudenosaunee, *Six Nations of the Grand River*
11. Lauren Samuel, Anishinaabe, *Mississaugas of the Credit First Nation*
12. Dorothy Peters, Anishinaabe, *Knowledge Keeper*
13. Tasha Spillett, Nehiyaw, *Author*





2024 Accomplishments (3)

- 2025 promotional art campaign with an Anishinaabe 18-year-old youth artist, Bryce King-Robitaille, who is a citizen of Beausoleil First Nation
- Art will be featured on all branding for the Indigenous Procurement Policy, including in advertising in CCIB's *Indigenous Business Report* and Ontario Native Women's Association (ONWA) *She is Wise* magazine in Q1 2025





2024 Accomplishments (4)

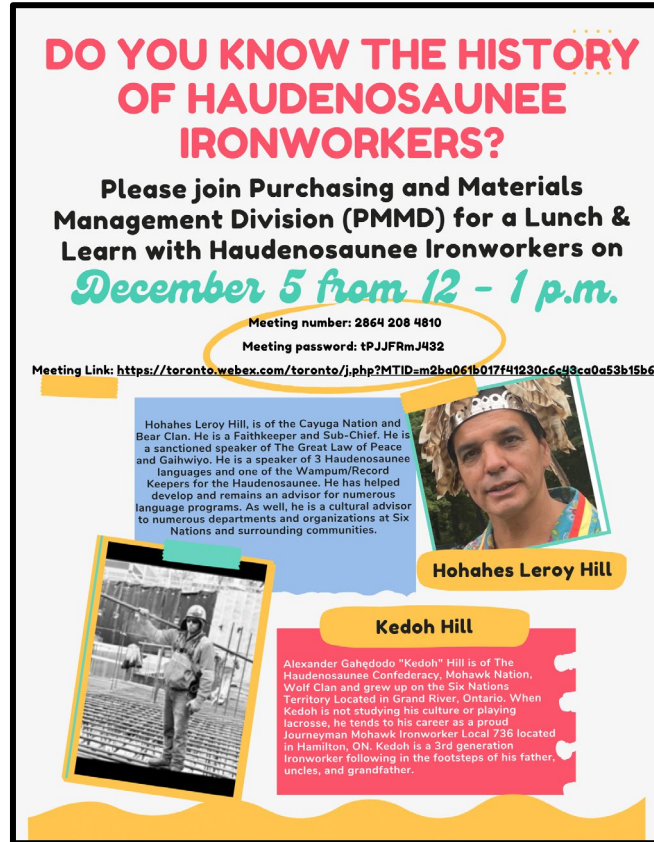


Image of December 2024 invite to staff

- Established the indigenousproc@toronto.ca email address to support Indigenous businesses with any questions about the City's procurement process
- Created an external webpage for [Indigenous Procurement](#) on the Social Procurement webpage (temporary location during policy co-development)
- Lunch and Learn with Haudenosaunee Ironworkers for PMMD and City staff in December 2024



2024 Accomplishments (5)

- As a principle of policy co-development, when PMMD is required to engage the services of external suppliers for this work, staff are attempting to work with different Indigenous businesses, including those who have not done business with the City before
- For policy co-development in 2024, PMMD worked with Bryce King-Robitaille, Indigenous and Community Engagement, Kebaonish, Kokum Scrunchies, Native Canadian Centre of Toronto, Niibin Advisory Services and Ojibwe Baker



Accelerating Policy Co-Development

- PMMD reported to Executive Committee on December 10, 2024 with an update on work to date and a proposed 5-year work plan from 2024 to 2028
- On December 17 and 18, 2024, [City Council requested](#) the Chief Financial Officer and Treasurer, in consultation with the Chief Procurement Officer and the Procurement Advisory Circle, to work to accelerate the work plan to co-develop a First Nations, Inuit and Métis Procurement Policy, where possible
- PMMD is now working towards a report to Council in 2026 with a proposed policy



Accelerated Work Plan

Year	Accelerated Plan
2024	Relationship building
2025	National engagement; policy writing; Indigenous legal advisory services
2026	Circulation of draft policy; Council report; implementation and monitoring; education campaign



2025 Next Steps (1)

- National Engagement
 - Online national engagement for British Columbia, Alberta, Saskatchewan, Manitoba, Northern Ontario and the Maritimes
 - One engagement session each on Mississaugas of the Credit and Six Nations of the Grand River territory
 - Targeted engagement with Inuit, Afro-Indigenous and 2 Spirit folks
 - National survey will accompany the engagement sessions
 - Engagement session with Williams Treaties First Nations
 - AAAC engagement meeting in the summer of 2025 (proposed)
- Why National? The Canadian Free Trade Agreement requires the City to post open competitive contracts valued over \$133,800 publicly, so any business in Canada has an equal opportunity to apply. Starting national will create a strong foundation for all FNIM businesses, and the policy can include local and regional considerations.



2025 Next Steps (2)

- Procurement Advisory Circle meetings to ensure regular guidance and feedback. First two meetings of 2025 have been completed; eight more are planned for 2025
- PMMD is seeking to hire 1 Coordinator, Purchasing Services (Indigenous), 1 Indigenous Corporate Buyer and 1 Indigenous Youth Research Associate (IYRA)
- Supplier networking events are being planned to encourage broader Indigenous supplier engagement in the procurement process with Divisions
- Development of rosters for Indigenous caterers and Indigenous consultants (available for divisional use)
- For the purposes of the Social Procurement Policy and the current definition of an Indigenous Supplier, letters from First Nations and Indigenous Financial Institutions will be recognized



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Questions?

Geneviève Sharkey, *Chief Procurement Officer*
Hillary Keirstead, *Director, Program Support, Policy and Strategy*
Stephanie Matchiwita, *Policy Development Officer*

