



Engineering Services: Procurement Strategy

Tasman District Council

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Tasman District Council

Engineering Services: Procurement Strategy

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1 Executive Summary

This strategy has been prepared for Engineering Services and documents Tasman District Council's approach to procurement of activities funded through the National Land Transport Fund. It describes the procurement environment that exists within the Tasman District Council.

The Council's procurement objectives are to:

- Apply the five principles of Government procurement:
 1. Plan and manage for great results;
 2. Be fair to all suppliers;
 3. Get the right supplier;
 4. Get the best deal for everyone;
 5. Play by the rules.
- Implement policies and financial management strategies that ensure sustainable management of natural and physical resources, and security of environmental standards.
- Sustainably manage infrastructure assets relating to Tasman District.
- Enhance community development and the social, natural, cultural and recreational assets relating to Tasman district.
- Promote sustainable economic development in the Tasman District Council.

These objectives are fully described in the Council's Long Term Plan.

This procurement strategy principally focuses on Engineering Services activities but is framed in the New Transport Agency (NZTA) procurement plan format, which is consistent with whole-of-government procurement initiatives.

1.1 Recommendations

It is recommended that NZTA:

- Endorses the Engineering Services procurement strategy;
- Approves the continued use of in-house professional services;
- Approves the use of Supplier Panels for consultancy and physical works services.

1.2 Internal Approval

Refer Section 6.5

2 Policy Context

2.1 Council Objectives, Priorities and Key Issues for Delivery of Infrastructure

The Council's procurement objectives are to:

- Apply the five principles of Government procurement:
 1. Plan and manage for great results;
 2. Be fair to all suppliers;
 3. Get the right supplier;
 4. Get the best deal for everyone;
 5. Play by the rules.

- Implement policies and financial management strategies that ensure sustainable management of natural and physical resources, and security of environmental standards.
- Sustainably manage infrastructure assets relating to Tasman District Council.
- Enhance community development and the social, natural, cultural and recreational assets relating to Tasman District.
- Promote sustainable economic development in the Tasman District.

The Council's objectives for delivery of infrastructure are described in the Infrastructure Strategy, Activity Management Plans and the long term plan. The relevant community outcomes, from consultation, are:

- our unique natural environment is healthy and protected;
- our urban and rural environments are pleasant, safe and sustainably managed; and
- our infrastructure is safe, efficient and sustainably managed.

The Council sees sustainable economic growth as desirable. To achieve this, a number of key priorities have been identified over the next 10 to 20 years. Those relevant to this procurement strategy include:

- making sure development is sustainable;
- maintaining a high quality natural environment;
- providing a good transportation network of roads, cycleways and walkways;
- providing quality public transport services;
- providing infrastructure to meet residential, industrial and business growth;
- maintaining the vitality of small communities; and
- working collaboratively on a range of issues and sharing services with our neighbouring councils

Relevant key issues associated with the Council priorities are:

- level of rates increases and current economic climate; and
- sustainable development and environmental management

The Council proposes to maintain the current levels of work under each activity, including (but not limited to) the following specific items:

Transportation:

- ongoing safety improvements to the road network
- expenditure on cycleways and walkways is to increase subject to available subsidy
- working with Nelson City Council on joint passenger transport planning, between Nelson and Richmond.

Coastal Structures:

- the demand of urban development and public access to and along the coast
- increase of coastal erosion and the predicted effects of climate change
- control and management of boat moorings and navigation aids
- continued management of wharves and ports at a cost affordable to the community
- meeting the needs of recreational and commercial users

3 Waters – Water:

- meeting national drinking water standards
- ensuring a reliable and sustainable water supply
- meeting the demand for new infrastructure and upgrades

- looking at the need for water supplies in some areas

3 Waters – Wastewater:

- ensuring the performance of the wastewater treatment plants
- considering issues relating to system overflows

3 Waters – Stormwater:

- maintaining natural drainage systems
- providing adequately sized stormwater systems to cope with existing and future demand
- implementing more sustainable design practices
- improving the quality of stormwater discharge

Solid Waste:

- meet waste minimisation legislative requirements
- maintain positive interaction with Nelson City Council in delivery of joint waste management and minimisation services
- re-evaluate waste targets in relation to obligations for Tasman District Council

Rivers:

- responding where there is support from the community to upgrade levels of flood protection in a sustainable manner

2.2 Strategy References

This strategy was prepared with reference to the:

- NZTA Procurement Manual and Guidelines
- Government rules of sourcing
- Local Government Act 2002
- Tasman District Council policies

The Council conducted service delivery reviews under section 17A of the Local Government Act during 2016 (three waters) and 2017 (transportation and solid waste).

2.3 NZTA Procurement Requirements

This procurement strategy aligns with the requirements of NZTA as outlined in their Procurement Manual, Amendment 4. In particular, achieving value for money, ensuring competitive and efficient markets, and ensuring fair competition among suppliers.

2.4 Regional Interests and Shared Services with Neighbouring Authorities

Tasman District Council and Nelson City Council already collaborate closely on a wide range of projects, programmes and shared services.

While the specific needs of Tasman's 17 settlements are best met locally, both Councils recognise that the interests of the region as a whole are often best served through a collaborative approach. There are a range of advantages from working together, including economies of scale through combining services to reduce overall costs for ratepayers or users of a service, or delivering a better service or facility to ratepayers.

Tasman District Council works collaboratively with the New Zealand Transport Agency. This involves a close liaison through the Regional Transport Committee, local technical liaison committees, specific project teams, and collaboration on procurement and service delivery arrangements.

Tasman District Council and the New Zealand Transport Agency have a joint principal's network maintenance contract for State Highways in the Nelson/Tasman region, and the Golden Bay local roads. There are opportunities to expand this collaboration to get even better value for money.

The specific procurement strategy for these joint contracts between Tasman District Council and the New Zealand Transport Agency will be decided as appropriate for each specific project and will include:

- joint principal and open or closed tender basis
- one or either as lead principal with joint funding arrangements and use of their own procurement strategy and processes.

3 Procurement Programmes

3.1 Council's Procurement Programme

This procurement strategy covers the following areas of Council investment in assets and services:

- transportation
- 3 waters
- coastal structures (including wharves, but excluding Port Tarakohe)
- rivers
- solid waste

The type of work covered by the strategy includes:

- infrastructure including physical works and associated professional services:
 - new capital
 - renewals
 - maintenance
 - miscellaneous services
- other professional services:
 - planning and advice

3.2 Procurement Cycle

Capital and renewal programmes of works are procured via a staged approach to investigation, design, procurement and construction. Therefore, there is an annual programme of works generally in accordance with the long term plan.

Subsidised maintenance and renewals work is summarised in the table below.

Contract	Status	Work Included
Tasman Road Maintenance	Expires 30 June 2020	Maintenance and Operations of Roads: <ul style="list-style-type: none"> • Sealed pavement maintenance

Contract	Status	Work Included
Scale: Moderate-Large \$6 million/year Complexity: Moderate	Potential 2 year extension to 30 June 2022. Potential secondary extension to 30 June 2024	<ul style="list-style-type: none"> • Unsealed pavement maintenance • Routine drainage maintenance • Structures maintenance • Environmental road maintenance • Traffic services maintenance • Footpath Maintenance Renewal of Roads: <ul style="list-style-type: none"> • Unsealed road metalling • Sealed road resurfacing • Drainage renewals • Sealed road pavement rehabilitation
Golden Bay Road Maintenance (joint principals contract with NZTA) Scale: Small \$1.8 million/year Complexity: Low	Expires 2023.	Maintenance and Operations of Roads: <ul style="list-style-type: none"> • Sealed pavement maintenance • Unsealed pavement maintenance • Routine drainage maintenance • Structures maintenance • Environmental road maintenance • Traffic services maintenance • Footpath maintenance Renewal of Roads: <ul style="list-style-type: none"> • Unsealed road metalling • Drainage renewals
Murchison Road Maintenance Scale: Small \$800,000/year Complexity: Low	Expires 31 August 2019. New contract intended to be joint principals contract with NZTA.	Maintenance and Operations of Roads: <ul style="list-style-type: none"> • Sealed pavement maintenance • Unsealed pavement maintenance • Routine drainage maintenance • Structures maintenance • Environmental road maintenance • Traffic services maintenance • Footpath maintenance Renewal of Roads: <ul style="list-style-type: none"> • Unsealed road metalling • Drainage renewals
Streetlight Maintenance Scale: Small \$200,000/year Complexity: Low	Expires 30 June 2020. Potential 1 year extension to 30 June 2021. Potential secondary extension to 30 June 2022.	Operational traffic management Traffic services maintenance Traffic Service Renewals
Traffic Counting Scale: Small \$70,000/year Complexity: Low	Expires 30 November 2021. Potential 1 year extension to 30 November 2022.	Network and Asset Management

Contract	Status	Work Included
	Potential secondary extension to 30 November 2023.	
Structure Component Repairs Scale: Small \$40,000/year Complexity: Moderate	Currently on an as required basis. Currently reviewing with the process to utilise supplier panel to undertake consultancy services and undertake physical works on a 3 year cycle aligned with LTP. Envision new contract to undertake physical works in December 2019 and expiring in 30 June 2021.	Structures Component Replacements

Table 3-1: Subsidised maintenance and renewals

3.3 Market Capability Overview

The delivery of services in the Nelson-Tasman region has become more competitive in recent years. There has been an increase in the number of contractors in the market across transportation and three waters services. There is a wide range of capabilities within the potential suppliers however we consider that current capabilities are sufficient to deliver the relative complexity of the Council's programme. The most significant issue that most suppliers are facing presently is shortages of skilled workers within the Nelson-Tasman region, which is putting upward pressure on costs while also causing some timing/delivery issues.

The Council wishes to facilitate an efficient and consistent quality of delivery from its suppliers while enabling and encouraging a healthy and sustainable competitive market place.

The Tasman Regional Land Transport Plan, the Activity Management Plans, Cycling Strategy and Safety Management Systems are documented and support the Councils' programme of works.

The Council believes it currently obtains its services at a fair market price however it believes its processes can be improved to achieve greater efficiency, reduce overall market costs and improve value for money to its ratepayers. In addition it believes some alternative procurement methods can be trialled to establish even greater value for its customers and develop competition and market capability to deliver these services. Procurement methods considered are detailed in Section 5.2.



3.4 Risk Management and Profile

The Council is aware of the risks in providing the infrastructure and services.

Risk management plans are developed as part of design activities and are reviewed before calling for tenders.

Key risks that the Council wants to manage by adopting the procurement strategy are:

- the ability to sustain a competitive local contractor market avoiding 'capture' by a smaller group of suppliers resulting in potential cost escalation
- balancing a diverse local contractor market with management of associated safety, quality and financial risks (larger national or international companies have more robust safety, quality and financial management systems minimising this risk to Council, however Council pays more for the services as a result of these management systems with an associated reduction in risk to the service provision)
- maintenance of a cost effective procurement process while complying with external funder requirements (this strategy being a key mitigation measure to this risk)

4 Procurement Environment

4.1 Supplier Market

The capability of the local supplier market is described in Section 3.3. The availability of work other than that offered by Tasman District Council has contributed to a relatively stable pool of contractors and consultants in the region.

4.2 Procurement Spend and Profile

This procurement strategy covers the full range of activities managed by the Engineering Services Department within Tasman District Council. The strategy has been developed to comply with the good practices promoted in the NZTA Procurement Manual, it however, has not been limited to just transportation projects.

The following graph (Figure 4.1) illustrates the expenditure profile for engineering services activities in the coming years. This shows that while maintenance and renewal expenditure is largely stable, capital activity will continue to be higher than historic levels. For a detailed breakdown of the projects and works that make up these budgets please refer to the [Infrastructure Strategy](#) (Page 125) in the Long Term Plan.

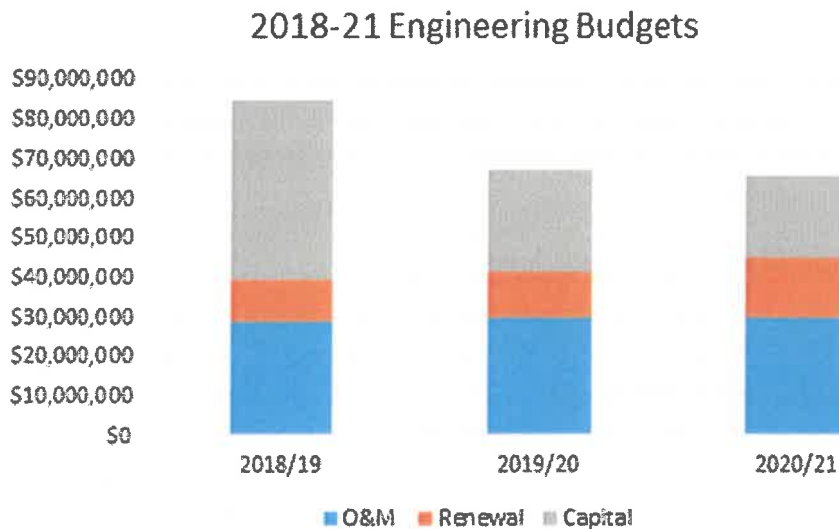


Figure 4-1: Engineering Services Budgets

We work closely with our supplier market, including consultants and contractors, in forward planning the delivery of works and providing early signals of upcoming projects.

4.3 Impact of Our Procurement Activities on Other Approved Organisations and Other Entities

Other approved organisations that have a direct impact on the supplier market include Nelson City Council and NZTA. There is some limited coordination of procurement with these organisations, generally when there is a direct collaboration on a particular project or contract. Each organisation has its own requirements for the timing of project delivery and it is not always practical to provide a coordinated pipeline of tenders to the market. Tasman District Council have increasingly been responding to resource challenges and competition between agencies by building flexibility into the actual construction period where possible, for example giving the supplier market the ability to set the start date for construction to better fit their work programmes.

Private developments also impact on the availability of suppliers and this has had greater impact over the last 2-3 years in Nelson-Tasman as growth in the region has accelerated.

5 Approach to Delivering the Work Programme

5.1 Specific Objectives

The Council's objectives for procurement of contracting and consulting services are to:

- obtain contracting and consulting services at value for money
- improve local contractor capabilities in the areas of managing safety quality and financial risks
- sustain a competitive and healthy local contractor market for minor works
- improve efficiencies in resource allocation and cost across the market

Specific strategies that the Council is using to achieve these objectives include:

- Using pre-qualification of suppliers to join a panel
- Providing greater flexibility in construction periods in tender documents
- Encouraging alternative tenders



- Engaging earlier with suppliers on high risk or high complexity projects
- Improving the quality of our request for tender documentation to make it easier for tenderers to understand what is expected of them and on what basis the tenders will be evaluated
- Bundling together similar types of work into packages rather than tendering separately
- Packaging up work such as renewals, that was traditionally tendered annually, into multiple-year contracts where possible

5.2 Procurement Methods Considered

The various types of delivery models considered for the procurement of services by Council are outlined below.

Physical works delivery models considered:

- staged – traditional contracting models (preferred)
- design and build – altered delivery risk profile (more trials to be established)
- shared risk (advanced) – alliance / relationship style (considered for major projects only)
- supplier panel (advanced) – commodity / repetitive style of projects (considered for small to medium projects only)

5.3 Procurement of Professional Services and Physical Works

An overview of the strategy for the procurement of Professional Services is:

Activity type	Summary of proposed procurement delivery	Status
General Consultancy Services	Direct to market to establish a term contract for a preferred supplier to undertake a minimum of 50% of a programme for capital and specialist projects; or	Expires 1 July 2021
	Consultancy Supplier Panel	Expires 1 July 2021
Specialised Consultancy Services	Where a service is considered to be outside of the areas of prequalified specialist expertise, the Council may choose to invite tenders where it considers there will only be one or a small number of consultants who are able to be competitive in delivering the services. Select a consultant from a minimum of <u>one</u> selected tenderer based on one or more of: previous performance; price; quality. Performance measures as appropriate.	As required
	Direct to Market Tender	As required

Table 5-1: Overview of the strategy for the procurement of Professional Services

An overview of the strategy for the procurement of Physical Works services is:

Activity type	Summary of proposed procurement delivery	Status
Term Network Maintenance Contracts	Term network maintenance projects will be assessed on their own merit to determine the appropriate procurement strategy for that project. The Council will develop a specific strategy depending on the criteria, drivers and procedures of the Council and NZTA to meet their objectives.	Expiration of contracts vary. See Table 3-1 for details

Activity type	Summary of proposed procurement delivery	Status
	The current level of bundling and scope of contracts is considered to deliver on the Council's procurement objectives and align with the REG delivery model guidelines. However, when these are retendered it will be necessary to reconsider and develop a specific procurement plan, particularly taking into account the work of REG and NZTA to ensure best practice is being implemented.	
Major Capital Projects:	Where a project is considered significant, it becomes a major project. The Council will determine the extent to which a project is considered significant using the thresholds, criteria and procedures as detailed in The Council's LTP. Major projects will be assessed on their own merits to determine the appropriate procurement strategy for that project.	As required
All Projects >\$500,000	Direct to market.	As required
Renewals, miscellaneous maintenance and Capital projects >\$100,000 and <\$500,000	Supplier Panel; or	The opportunity for registration and selection to the supplier panel will be provided annually prior to 1 July
	Direct to market and open to all contractors through GETS; or	As required
	Variation to an existing contract; or	As required
	Invited Tender.	As required
Renewals, Miscellaneous Maintenance and Capital Projects <\$100,000	Supplier Panel; or	The opportunity for registration and selection to the supplier panel will be provided annually on 1 July
	Variation to Existing Contract; or	As required
	Invited Tender; or	As required
	Direct to market.	As required

Table 5-2: Overview of the strategy for the procurement of Physical Works

An overview of the strategy for the procurement of operational services is:

Activity type	Summary of proposed procurement delivery	Status
Operational Contracts >\$100,000 pa	Partner with neighbouring Councils to undertake a Direct to Market Tender	As required
	Direct to Market Tender	As required



Activity type	Summary of proposed procurement delivery	Status
Operational Contracts <\$100,000 pa	Invited Tender	As required

Table 5-3: Overview of the strategy for the procurement of operational services

5.4 Procurement Selection Methods

Term Contracts

Term network contracts for all infrastructural assets will require specific separate procurement delivery models to be developed for each contract.

Criteria for consideration in the development of such models will include:

- whole-of-life benefits and costs
- efficiencies in bundling of work categories
- market capabilities
- impacts on local economy
- value for money
- likely long term quality of service

Variation to Existing Contract

Where the Council has an existing contract in place and the value, proximity or nature of the physical work is commensurate with the existing contract works, then the Council may invite that contractor to complete that work as a variation to the existing contract. Physical works procured in this manner will need the prior approval of the asset manager

Direct to Market Tender

This will generally be used where the Council is unsure of the Potential contractors to do the works. Direct to market is open to all contractors through Government Electronic Tenders Service (GETS). The process to select a contractor based on previous performance, price, quality and capacity to undertake the work. Performance measures as appropriate. Mixed delivery model as appropriate e.g. payment linked to performance.

Invited Tender

This will generally be where the consultancy or physical works which does not fall within the description of the Supplier Panels. Subject to the prior approval of the Engineering Services Manager, the Council may choose to invite tenders where it considers that there will only be one or a small number of contractors who are able to be competitive in delivering the physical works

Consultancy Supplier Panel

Professional services organisations will be invited to register their interest and complete capability and information schedules for the attributes specified in the ROI document. The ROI will be for the delivery of professional services in relation to capital projects to be implemented by the Engineering Services Department, and which lie outside the scope of the existing professional services term contract.

Ranking criteria will include:



- Relevant experience
- Track record
- Resources
- Management and technical skills
- Quality systems
- Health and safety compliance

Consultants will be assessed for specialist technical capability and registered in accordance with the ROI. The prequalified register will be updated every three years through a separate ROI process. This timeframe may be reviewed as part of the Procurement Strategy review.

Prequalified consultants will be requested to submit proposals for projects via project specific Requests for Proposals to be assessed on a competitive and quality basis.

Provision will be made for Engineering Services to procure the professional services for specific projects by separate tender if required.

Physical Works Supplier Panel

Contractors will be invited to register their interest and complete the capability and information schedules for the specific attributes in the respective Registration of Interest (ROI) documents. The physical works ROI's will be for the delivery of projects estimated to have a contract value of less than \$500,000.

Ranking criteria will include:

- Contractors will be assessed and ranked in accordance with the ROI
- in the ROI, contractors will be required to provide specific details against each of the work categories they apply for including:
 - relevant experience
 - track record
 - resources
 - management and technical skills
 - quality systems
 - health and safety compliance
- approved qualified contractors will be listed in supplier panels for physical works
- the supplier panel will be updated every three years through a separate ROI process
- the supplier panels will also be updated annually through a separate ROI process to allow for the entry of new contractors
- no additional contractors will be eligible for inclusion in the panel during the current 12 month period
- depending on the specific project requirements, tenderers on the relevant panel/s will be requested, in a project specific RFT, to submit a tender to be assessed on price or quality, or both.

Contractors currently included on the Physical Works Supplier Panel can be viewed on the Council's website.

6 Implementation

6.1 Capability and Capacity

This procurement strategy relates to services procured from external professional services providers, external contractors and to services provided by in-house business units.

The Council's Engineering Services Department resources will provide the following:

- Strategic and policy development of all Council infrastructure assets and land development
- Programme management
- Asset planning and management
- Transportation network contract management
- Utilities systems and networks contract management
- Capital project management and monitoring
- Contracts financial management
- The Principal's role for all maintenance, renewal and improvement projects
- Road safety policy and implementation
- Administration of customer service requests
- Planning and liaison with all stakeholders and other authorities

The Council will obtain specialist technical advice and support from its own staff resources as well as external professional service providers. Detailed investigations, design of capital projects, contract management and site supervision is normally provided through external professional service providers.

The capability and capacity of the Council were considered in Council's s17A reviews in 2016 and 2017. The Council has responded to increased capital programme delivery requirements by employing additional project managers, and ensuring the professional services and contractor supplier panels are strong.

All physical works activities are provided through external contractors.

6.1.1 Smart Buyer Self-Assessment

As part of the 2018-48 Activity Management Plan for Transportation, the Council utilised the 'Smart Buyer Self-Assessment' developed by the Road Efficiency Group (REG). The self-assessment score was 65 out of 70 which showed a generally high alignment with smart buyer principles. Some opportunities for improvement were identified, including:

- Developing better understanding and refinement of data to enable optimised, integrated decision-making
- Allocating and managing risk, particularly making this as explicit as possible within tender processes and documentation
- Supporting ongoing skill and competency training by adding structure to this process and more proactively identifying opportunities for staff
- Ensuring our governance is fully informed and able to make good decisions regarding quality and price trade-offs, for example paying more upfront to achieve lower whole-of-life costs

6.2 Internal Procurement Processes

The Engineering Services Department procurement team manages the tender process. We use a project management system (Planview software) and a 'gateway' system that ensures all projects including tender documents are managed effectively and to the right quality. Tenders are advertised and managed through GETS.

There are currently three NZTA-qualified tender evaluators in the department although several more staff are currently working towards the qualification and several others will be starting shortly. We have access to additional qualified evaluators through our professional service suppliers.

Supplier performance is measured and recorded in a consistent ongoing basis, and this information is used for future tender evaluations.

6.3 Performance Measurement and Monitoring

Measurement area	Measure name	Description of measure	Unit	Measure
Value for money	Time	Estimated duration of contract and actual duration of contract	days	Days of contract completion delay
	Cost	Tender price of contract and actual cost of contract	\$	Additional cost of contract above the tender price
	Quality	Tasman District Council's satisfaction with the goods or services purchased		Project review report covering consultant and contractor performance
Supplier markets	Competitiveness	Tenders received	No	Number of tenders received
	Innovation	Whether any alternative tenders were received	No	Number of alternative tenders received
Procurement process	Fairness and documentation	Feedback from contractors on procurement process	%	Feedback from contractors on procurement process

Table 6-1 : Performance Measures

We collect the data generally required in Appendix E of the NZTA Procurement Manual.

6.4 Communications

This Procurement Strategy is owned by the Tasman District Council and is a public document. It will be referred to in the Council's LTP and made available on the Council's website (www.tasman.govt.nz).

Stakeholders are:

- Tasman District Council
- NZTA
- Contractor(s)/Consultant(s)
- Neighbouring councils

Tasman District Council has consulted with stakeholders in the development of this Procurement Strategy.

Ongoing communication with stakeholders occurs periodically.

6.5 Implementation Plan

This strategy will be managed by the Programme Delivery Manager.

The following table describes specific actions and responsibilities associated with implementing this procurement strategy:



Action	Date	Responsibility
Procurement methodologies to be in accordance with this strategy	Ongoing	Project Manager
Monitoring data to be recorded in accordance with Section 6.3	As part of project close-out	Project Manager
Monitoring data to be analysed	Annually	Programme Delivery Manager
Monitoring data for subsidised projects to be compiled and submitted to NZTA	Annually (Annual Achievement Report)	Transportation Manager
Review of procurement strategy	3-yearly, or earlier if necessary	Programme Delivery Manager

Table 6-2: Procurement Responsibilities


6.6 Corporate Ownership

This Procurement Strategy is approved by:



Richard Kirby
Engineering Services Manager
Tasman District Council

23 August 2019

The Council will review this document in June 2022 or earlier as required.