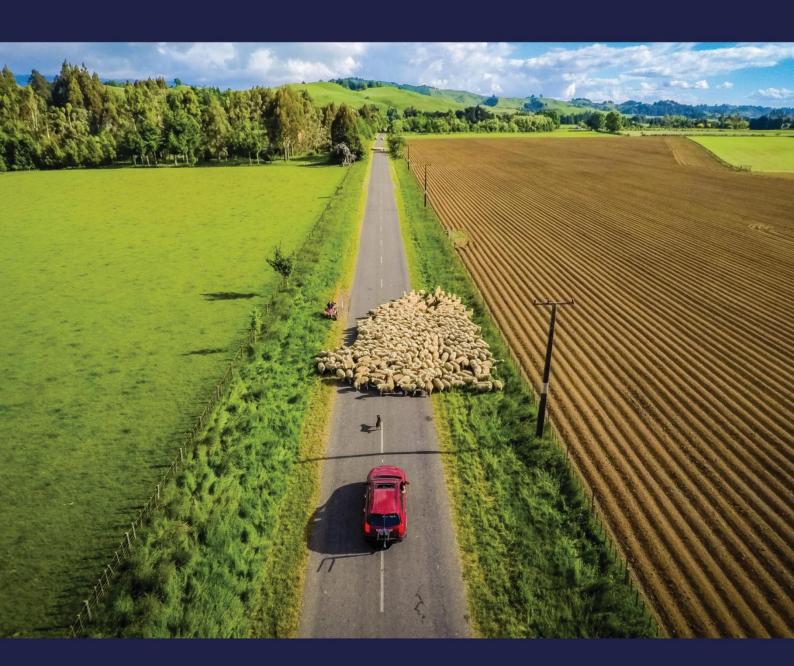


# Roading Network Procurement Strategy 2024-27



| Quality Assurance Statement |  |                             |  |  |  |  |  |
|-----------------------------|--|-----------------------------|--|--|--|--|--|
|                             | Prepared by:<br>John Jones<br>Roading Manager                                | Moree                       |  |  |  |  |  |
|                             |  | John Jones 17 April 2024    |  |  |  |  |  |
|                             | Reviewed by:<br>Matt Williams<br>Senior Strategy Engineer – Roading          | Mart Mellings 47 April 2004 |  |  |  |  |  |
|                             |  | Matt Williams 17 April 2024 |  |  |  |  |  |
|                             | Approved for Release by:<br>Hamish Waugh<br>General Manager - Infrastructure |                             |  |  |  |  |  |
|                             |  | Hamish Waugh 17 April 2024  |  |  |  |  |  |

| Amendment<br>Number | Description of Change                          | Date          | Updated By |
|---------------------|--|---------------|------------|
| V1                  | Initial draft procurement strategy for comment | 31 March 2024 | John Jones |
| V2                  | Faial  | 17 April 2024 | John Jones |
|                     |  |               |            |
|                     |  |               |            |

# **TABLE OF CONTENTS**

| 1 | Exe            | ecuti | ve Summary   | 1  |
|---|----------------|-------|--|----|
|   | 1.1            | Su    | mmary  | 1  |
|   | 1.2            | En    | dorsement of the procurement strategy                                  | 2  |
|   | 1.3            | Evi   | dence of corporate ownership and internal endorsement of the strategy  | 2  |
| 2 | Net            | twor  | Characteristics  | 3  |
|   | 2.1            | Ма    | nawatū District  | 3  |
| 3 | Pol            | icy c | ontext   | 4  |
|   | 3.1            | Str   | ategic objectives and outcomes   | 4  |
|   | 3.2            | ΝZ    | TA Procurement Requirements  | 5  |
|   | 3.3            | Oth   | ner Relevant Factors   | 6  |
|   | 3.3            | .1    | One Network Framework (ONF)  | 6  |
|   | 3.3            | .2    | Draft Regional Land Transport Plan                                     | 6  |
|   | 3.3            | .3    | Draft Government Policy Statement on Land Transport 2024-34            | 7  |
|   | 3.3            | .4    | Long Term Plans (LTP) for MDC  | 8  |
|   | 3.3            | .5    | Broader Outcomes   | 8  |
|   | 3.3            | .6    | Health and Safety  | 9  |
| 4 | Pro            | cure  | ment Environment   | 10 |
|   | 4.1            | Ava   | ailability of suitably experienced contractors                         | 10 |
|   | 4.1            | .1    | Physical Works   | 10 |
|   | 4.2            | Ava   | ailability of Planning and Advice                                      | 11 |
|   | 4.2            | .1    | Consultancy Services   | 11 |
|   | 4.2            | .2    | In-house Professional Services   | 11 |
|   | 4.3            | An    | alysis of current procurement spend and profile                        | 12 |
|   | 4.4<br>entitie | •     | pact of the procurement programmes of other approved organisations and |    |
| 5 | Pro            | cure  | ment   | 13 |
|   | 5.1            | Ro    | ading Maintenance Term Contract  | 13 |
|   | 5.1            | .1    | Service Delivery Model   | 13 |
|   | 5.1            | .2    | Procurement Process  | 14 |
|   | 5.1            | .3    | Financial implications   | 16 |
|   | 5.1            | .4    | Contract Tenure  | 16 |
|   | 5.1            | .5    | Engineers Estimate   | 17 |
|   | 5.1            | .6    | Schedule of Prices   | 17 |

|   | 5.1. | 7    | Cost Fluctuations  | 17 |
|---|------|------|--|----|
|   | 5.1. | 8    | Conditions of Contract                                   | 17 |
|   | 5.1. | 9    | Supporting the Community                                 | 17 |
| Ę | 5.2  | Ме   | dium Sized Contracts                                     | 18 |
| Ę | 5.3  | Sm   | aller Sized Contracts                                    | 19 |
| 6 | Pro  | cure | ment Programme 2024 – 27                                 | 20 |
| 7 | App  | road | ch to Delivering the Work Programme                      | 22 |
| 7 | 7.1  | Cor  | nfirmation of specific strategic objectives              | 22 |
| 7 | 7.2  | The  | Procurement Approach                                     | 22 |
|   | 7.2. | 1    | Procurement Procedures                                   | 22 |
|   | 7.2. | 2    | Proposed Analysis Approach for Future Procurement Update | 22 |
|   | 7.2. | 3    | Activity Characteristics                                 | 23 |
|   | 7.2. | 4    | Supply Market  | 23 |
|   | 7.2. | 5    | Key Risks  | 23 |
|   | 7.2. | 6    | Mitigation of Key Risks                                  | 25 |
|   | 7.2. | 7    | Size and Scope of Contracts                              | 26 |
|   | 7.2. | 8    | Value of Programme for the next three years              | 26 |
|   | 7.2. | 9    | Infrastructure Improvements                              | 27 |
|   | 7.2. | 10   | Maintenance, Operations and Renewal of Infrastructure    | 27 |
|   | 7.2. | 11   | Street Lighting Electricity                              | 27 |
|   | 7.2. | 12   | Financial Delegations                                    | 28 |
|   | 7.2. | 13   | Procurement for high risk/unusual activities             | 28 |
| 7 | 7.3  | Ad۱  | anced components   | 28 |
| 8 | Imp  | leme | entation   | 29 |
| 8 | 3.1  | Cap  | pability and capacity                                    | 29 |
| 8 | 3.2  | Inte | ernal procurement processes                              | 30 |
| 8 | 3.3  | Per  | formance measurement and monitoring                      | 31 |
| 8 | 3.4  | Cor  | mmunications Plan  | 31 |

# 1 Executive Summary

# 1.1 Summary

This Procurement Strategy has been developed to maximise value for money opportunities in the delivery of Transport Services for Manawatū District Council (MDC). It has been developed in compliance with the requirements of the New Zealand Transport Agency (NZTA), and contains outline planning for MDC's procurement approaches.

The MDC Contract No MDC1414-2 Road Maintenance, and Renewals 2024-2027 was awarded to Fulton Hogan (FH) for the period 1 July 2024 to 30 June 2027, plus 2 rights of renewal of 3 years each upon satisfactory performance and subject to MDC agreement (possible total of 9 years).

This contract is for the management, maintenance, renewal, and minor capital works on roads and paths within the MDC boundary. The roads and paths that make up the contract are contained in MDC's RAMM Database. The work included in the scope is shown in the tables below.

| wc  | Maintenance                   | wc  | Renewals                            |
|-----|-------------------------------|-----|-------------------------------------|
| 111 | Sealed pavement maintenance   | 211 | Unsealed Roads Metaling             |
| 112 | Unsealed pavement maintenance | 212 | Sealed Roads Resurfacing            |
| 113 | Routine drainage maintenance  | 213 | Drainage Renewals                   |
| 114 | Structures maintenance        | 214 | Sealed Road Pavement Rehabilitation |
| 121 | Environmental maintenance     | 215 | Structures Component Replacements   |
| 122 | Traffic services maintenance  | 216 | Bridges & Structures Renewals       |
| 123 | VSL Operations and Monitoring | 222 | Traffic Services Renewal            |
| 124 | Cycle path maintenance        | 224 | Cycle path renewal                  |
| 125 | Footpath maintenance          | 225 | Footpath Renewals                   |
| 140 | Minor events                  | 532 | Public transport infrastructure     |
| 151 | Network and asset management  |     |                                     |

The link below provides a description of the output activities covered in each 'Work Category'.

https://www.nzta.govt.nz/planning-and-investment/planning-and-investment-knowledge-base/202124-nltp/2021-24-nltp-activity-classes-and-work-categories/

FH may also have the opportunity to be involved in the delivery of minor low cost / low risk improvements. This will be provisional, and subject to performance considerations during the life of the contract (e.g. some renewal activities). Others will be separately tendered to test market pricing and to give opportunities to other suppliers not involved in the main road network maintenance, ensuring a sustainable market continues to operate.

Other works excluded from the contract that will be managed through separate contracts and procurement processes include structural bridge repairs, bridge inspection and professional services.

# 1.2 Endorsement of the procurement strategy

This procurement strategy supersedes the Manawatū, and Rangitīkei District Councils joint procurement strategy developed in September 2022.

This updated strategy has been discussed with Manawatū District Council (MDC) and submitted to the New Zealand Transport Agency (NZTA) for endorsement to ensure agreement with MDC's and NZTA's procurement principles.

This procurement strategy has been developed in order to comply with the requirements of NZTA and to promote good procurement practice.

It is recommended that NZTA:

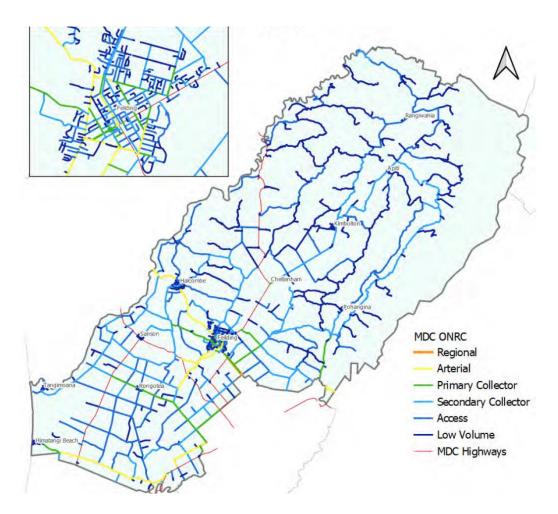
- 1. endorses the Manawatū District Council, Roading Network Procurement Strategy dated 1 July 2024;
- 2. approves the continued use of in-house professional services by Manawatū District Council in accordance with s.26 of the Land Transport Management Act, with the same scope and scale as previously engaged.
- 3. approves the continued use of a variation to the rules in the Procurement manual, section 10.21 Maximum term of a term service contract for infrastructure or planning and advice allowing Manawatū District Council to continue to use a maximum term of nine years (3+3+3 years) for the term service contracts for road network maintenance.

## 1.3 Evidence of corporate ownership and internal endorsement of the strategy

The procurement strategy has been approved by the Executive Leadership Team. The Roading Team will maintain and review this strategy regularly to ensure compliance with the NZTA rules and that all procurement opportunities provide value for money and consistency with MDC's Procurement policy.

# 2 Network Characteristics

# 2.1 Manawatū District



Manawatū Roading Hierarchy

# Network Summary – Length (km)

| Туре  | Sealed | Unsealed | Network |
|-------|--------|----------|---------|
| Urban | 121    | 12       | 133     |
| Rural | 881    | 359      | 1240    |
| Total | 1002   | 371      | 1373    |

# 3 Policy context

# 3.1 Strategic objectives and outcomes

MDC has current purchasing guidelines that are required to be followed in the procurement of goods and services. Their goals align with, and are generally as set out in the Local Government Act 2002, NZTA's procedures and MBIE's Procurement Rules.

In addition, the MDC is committed to providing an open and competitive marketplace in the region, and to deliver broader outcomes that improve the community, environmental and social outcomes. This is essential to allow the MDC to demonstrate to its respective ratepayers that it is delivering the best value for money possible in providing services.

The MDC recognises that successful contracts are based around strong relationships and can involve two, three or more parties jointly contracted to deliver a single outcome. Strong relationships involve a sharing of skills, risk and jointly promoting innovation to improve value of the service delivery. This is relevant from the smallest of contracts to the larger long term contract.

Strong contractual relationships with the supply chain:

- Promote stability in the marketplace.
- Provide confidence to both MDC and the contracting industry.
- Encourage investment in systems, training and equipment.
- Place a value on local knowledge and skills.

The objectives of adopting this procurement strategy are to create:

- A system that enables the MDC to satisfy the Office of the Auditor General and NZTA's requirements to help protect its ability to receive subsidies from NZTA;
- A system that facilitates, rather than stifles, the delegation of appropriate procurement authority to staff;
- A system that gives appropriate control to senior management allowing them to consider large items of expenditure items, before they happen;
- A system that minimises bureaucracy.

MDC's goals in co-ordinating and managing the procurement of goods and services are to:

- Conform with any Statutory provisions;
- Protect MDC in a business-like manner; and
- Maximise ratepayer benefit from expenditure of public funds.

The main objective for this procurement strategy is to aid the improvement of the quality and consistency of road management and maintenance in the region. This will achieve increased road asset longevity, reduce traffic accidents caused by inconsistent road conditions, and promote increased economic growth in the region.

# 3.2 NZTA Procurement Requirements

NZTA is committed to the concepts of:

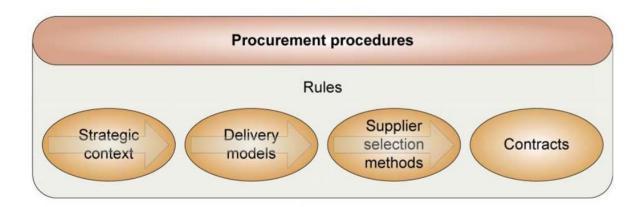
- a) best value for money;
- b) maintaining competitive and efficient markets; and
- c) fair competition among suppliers.

The NZTA Procurement Manual contains procurement procedures approved by NZTA under section 25(1) of the Land Transport Management Act 2003 (LTMA).

The procurement procedures contained in the manual are approved for use to purchase the goods and services required to deliver the activities that have been funded under section 20 of the LTMA.

This procurement strategy has been developed in full compliance with the requirements of the NZTA Procurement Manual and recognised good practice. This procurement strategy uses the same terminology and approach to describing the procurement processes proposed, and addressing the associated key issues.

The diagram below, extracted from the NZTA's Procurement Manual, which identifies the key aspects of a fully comprehensive procurement procedure, has been used in the development of this procurement strategy.



Three aspects of the NZTA's procurement requirements that are considered key to this Procurement Strategy, along with the mechanism for achieving them, are noted as follows:

- Best value for money sharing of expertise and improved consistency and longevity of road maintenance.
- Competitive and efficient markets achieve economies of scale and ensure contracts remain attractive in order to maintain competitive interest with the other large projects in the region that are competing for suppliers.
- Fair competition among suppliers Encourage wider interest and local resource development through larger contracts where contractors from outside the region are encouraged to tender and establish in the region. Such contracts, with a longer tenure will allow contractors to plan

their resources to meet expectations. This may include, for example, the establishment of quarries or batching plant resource to service the contracts.

#### 3.3 Other Relevant Factors

This procurement strategy for road maintenance has been developed in consideration of the One Network Framework (ONF), Regional Land Transport Plan, Draft Government Policy Statement on Land Transport 2024-34, Long Term Plans (LTP) for MDC and the potential impacts these may have on the future of land transport across the region.

#### 3.3.1 One Network Framework (ONF)

The One Network Framework is the new national classification system. It will be used to determine the function of roads and streets, and inform decision making.

The new One Network Framework acknowledges the transport network has a 'Place' function. This means roads and streets are destinations for people, as well as transport corridors. The new framework also introduces classifications for different modes of transport, recognising that our roads and streets have different functions for different modes.

The One Network Framework (ONF) builds on the One Network Roading Classification system, which divided New Zealand's roads into six categories based on how busy they are, whether they connect to important destinations, or are the only available route. The ONF provides more focus on movement and place to provide integrated planning approaches to transport and land-use.

Using the ONF, local authorities and NZTA can compare the state of roads across the country, and direct investment where it is needed most. The ONF classification aims to deliver the right level of road infrastructure where it is needed, determined by a robust, impartial, nationally consistent tool.

The ONF is currently being enhanced to better include people that are walking, riding a bike, taking public transport, or using other transport modes. The changes are intended to better reflect that transport corridors are not just for facilitating travel but are also places where people live, socialise, recreate and do business.

#### 3.3.2 Draft Regional Land Transport Plan

Under changes to the Land Transport Management Act 2003, introduced in 2013, regional transport committees are required to develop a regional land transport plan, in consultation with their community and stakeholders, every six years. These plans are required to be reviewed every three years.

The Plan is a 10-year document. It sets out the strategic direction for land transport in the Horizons Region. It states the regional priorities for the duration of the Plan and outlines the proposed land transport activities that seek to contribute to these priorities and secure and guide investment in the region.

#### Key objectives include:

**Network quality and integration**: The transport network is well-maintained and integrates with current and planned land use to a level which supports a well-functioning and fit-for-purpose system.

**Travel choice**: Transport users in the region have access to affordable transport choices that are attractive, viable and encourage multi-modal travel, and a reduction in vehicle kilometres travelled.

**Connectivity and efficiency**: The regional transport network connects central New Zealand and is efficient, reliable and resilient.

**Climate change and resilience**: The transport system is resilient, minimises climate change through reduction in emissions, and reduces adverse effects from transport on the environment.

**Safety**: The transport network is safe for all users.

Transport investment priorities are:

**Resilience and climate change**: Resilience of the region's transport network will be improved; and the transport system will respond to climate change though adaptation and reductions in transport related emissions.

**Connectivity and access**: Maintain and improve the transport network to provide better connectivity and access, efficient movement of people and freight, reverse network degradation, and create a resilient transport system.

**Better travel options**: Improve transport options for people and freight to encourage higher use of public and active transport, and sustainable freight modes.

Safety: Improve the transport network and user education to create a safe transport system for all users.

It is unfortunate timing that the draft RLTP was published for consultation just prior to the Government releasing the Draft Government Policy Statement on land transport 2024-34 (draft GPS) for consultation.

# 3.3.3 Draft Government Policy Statement on Land Transport 2024-34

The Government has four Strategic Priorities which this GPS will deliver against:

- Economic Growth and Productivity
- Increased maintenance and resilience
- Safety
- Value for money

**Economic Growth and Productivity:** The Government's top priority for investment through this GPS is to support economic growth and productivity. Efficient investment in our land transport system connects people and freight quickly and safely, supporting economic growth and creating social and economic opportunities including access to land for housing growth.

**Increased maintenance and resilience**: Increasing maintenance levels and improving resilience on our state highways, local and rural roads is critically important in achieving the Government's overall objective of supporting economic growth and productivity.

Access to markets is essential and this means having a resilient network that is well maintained.

Increasing maintenance outcomes is critically important, as well as adopting a more proactive approach to maintenance, to achieve a more reliable network for individuals and businesses to be able to rely upon.

Potholes have become increasingly apparent on our roading network in the past five years. While road maintenance funding has increased significantly, the amount of rehabilitation and resealing has not.

**Safety:** Safety on our transport networks is critically important. The steady decline in deaths and serious injuries we observed between the 1980s and early 2010s has slowed over the past decade.

**Value for Money:** Reduction in expenditure on temporary traffic management, while maintaining the safety of workers and road users.

- Focus on outcomes in road maintenance investment to deliver smoother and more reliable journeys for New Zealanders.
- Review of road safety investment to be undertaken to ensure investment is focussed on efficient changes, which make improvements to the roading network at the lowest cost.
- Making better use of existing assets by allowing time of use charging or the use of dynamic lanes in main cities to manage demand.
- Focus on whole-of-life costs to maximise long-run value.
- Making better use of existing digital infrastructure and information systems where appropriate to help achieve the strategic priorities in this GPS.
- All entities involved in providing for the land transport system need to work together to improve the system's performance.

## 3.3.4 Long Term Plans (LTP) for MDC

A range of other relevant factors, such as organisational policies, wider organisational procurement plans, or the regulatory environment have been considered in the development of MDC's long term plan.

This procurement strategy is aligned to MDC's long term plan, which sets out the MDC's strategic goals and budgets for the next ten years. The aim of this procurement strategy is to assist MDC to achieve its goals.

The planned transportation expenditure for the 3 Year Block 2024 – 2027 has been included in MDC's long term plan.

#### 3.3.5 Broader Outcomes

The MDC recognises the need to ensure outcomes achieved through all procurement processes give appropriate consideration to all relevant social, economic and environmental factors. The achievement of best value for money includes consideration of the wider public or community value that can be obtained through the delivery of all services.

It is recognised that the inclusion within contract requirements of broader outcomes requirement, including sustainable market criteria (as described later in this strategy) and other relevant social and environmental measures, could lead to better overall outcomes. Ideally the results from the inclusions will be closely aligned with the strategic objectives of the MDC and the legislative imperative of the Land Transport Management Act.

#### 3.3.6 Health and Safety

All existing and proposed MDC contracts contain detailed requirements associated with the Health and Safety measures required for the works, and the associated traffic management provisions.

There has been changes in legislation (Health and Safety at Work Act 2015), amendments to NZTA's Code of Practice for Temporary Traffic Management (CoPTTM). Moreover there has been an increase in the occurrence of crashes around the country on road maintenance worksites. Bearing this in mind safety requirements are being reviewed to ensure all parties are fully satisfied that there is appropriate planning, and good levels of training, monitoring and compliance of Health and Safety and Traffic Management.

It is also recognised that poorly maintained roads can contribute to road accidents and therefore improved monitoring and timely interventions are required to ensure that roads remain safe for all users.

# 4 Procurement Environment

# 4.1 Availability of suitably experienced contractors

Currently the Whanganui-Manawatū Region roading construction and maintenance market is serviced by three tier 1 national companies; Higgins, Downer, and Fulton Hogan, see Table below.

Whanganui-Manawatū Region roading construction and maintenance market

|                           | Wanganui<br>DC  | Rangitīkei<br>DC  | Manawatū<br>DC  | Palmerston<br>North CC                                    | Horowhenua<br>DC  | Tararua<br>DC   |  |
|---------------------------|---|---|---|---|---|---|--|
| Contractor                | Downer  | Higgins   | Fulton Hogan  | Fulton Hogan  | Higgins   | Downer  |  |
| Contract<br>Model         | Alliance  | Traditional   | Traditional   | Traditional   | Traditional   | Alliance  |  |
| Conditions of<br>Contract | Nothing formal  | NZS3917:2013  | NZS3917:2013  | 2013 NZS3917:2013 NZS3917:2013                            |   | Nothing formal  |  |
| Term                      | 1+1+6+2   | 3+3+3+1   | 3+3+3   | 3+3+3   | 3+3+2   | 5+10  |  |
| Scope                     | Maintenance &<br>Renewals. Inc<br>rehabs and<br>reseals | Maintenance &<br>Renewals. Inc<br>rehabs and<br>reseals | Maintenance &<br>Renewals. Inc<br>rehabs and<br>reseals | Road Maintenance Renewal and Capital Improvement Services | Maintenance &<br>Renewals. Inc<br>rehabs and<br>reseals | Maintenance &<br>Renewals. Inc<br>rehabs and<br>reseals |  |
| Expiry date               | 30 June 2028  | 30 June 2025  | 30 June 2033  | 30 June 2030  | 30 June 2032  | 30 June 2029  |  |

There are several local contracting firms, currently working on housing developments, with the capability to undertake physical components of the road maintenance work required, but they are likely to lack the developed management systems and available resources to undertake the full service contracts in accordance with expected roading industry standards. These local firms are able to subcontract to the head contractors if required. These local firms can be provided for in this plan by requiring the primary contractor to demonstrate how they will work sustainably with the market to support and develop their capability, and setting aside a percentage of contract works ultimately required to be delivered by locally based subcontractors.

To achieve the best value in the long term for all MDCs' procurement, the contracts need to be flexible, collaborative and encourage development of the local contracting market. This will benefit local businesses and the local economy. These goals have been incorporated into consideration of procurement options, and the approach to be taken to contracting roading services in general.

The type of contract and tender selection process needs to be designed to encourage the best contractors to tender, noting that local contractors will not have the same experience and track record as the national companies but may have more local knowledge and access to resources.

#### 4.1.1 Physical Works

The number and composition of firms responding to our RFTs vary greatly depending on the scope of services required. The majority of contracts are procured using the Quality Price Supplier Selection Model.

# 4.2 Availability of Planning and Advice

MDC is currently supplied with services from a wide range of consultants, ranging from local to international companies that provide services to the transport infrastructure sector. Apart from the core transport services that are needed many of these firms have support services to provide a more complete one stop shop service. A number of these consulting firms have established offices in the Region whilst the majority are supported from larger offices located in Wanganui, Palmerston North and Wellington.

These firms provide services to the Council, across a number of sectors, as well as to other authorities in the Region (such as Ruapehu, Wanganui, Manawatu, Tararua, and Horowhenua District Councils as well as Palmerston North City Council and NZTA) and to land developers and private clients.

Established consulting firms that provide roading and transport related services to MDC and other customers in the region include Beca, GHD, and WSP. Ancillary services such as urban design, landscape architecture, geotechnics, surveying, modelling, three D and video imaging, GIS and asset management are frequently provided by many of the larger firms or by specialist boutique service providers.

For each procurement action, an assessment is made regarding the best value for MDC. For small commissions and one off projects consideration is given to the minimising the cost of tendering.

#### 4.2.1 Consultancy Services

The majority of consultancy services procured by Council over the past three years were of values below \$100,000. These services were mainly procured through direct appointments without public advertised tendering, using the short form agreement. Services above \$100,000 were publicly procured through an approved public tender process. These professional consultancy services supplement the services provided using in-house professional resources.

#### 4.2.2 In-house Professional Services

Currently MDC staff provide professional services in the following areas:

- management of the road, cycle and footpath network
- promotion and information activities (network user information see below) that maximise the delivery of mode share targets and efficiency of the transport network in support of the activity management plan.
- implementation and operation of road asset management systems
- regular, routine updates to the activity management plan
- roughness and condition rating surveys
- traffic count surveys, including pedestrian and cycle counts
- road network inspections and field validation of proposed programmes
- routine refreshing of the asset deterioration model
- maintenance and routine updating of transport models
- legalisation of existing road reserves as specified below
- professional services for road maintenance activity classes other than for operational traffic management and emergency works.

# 4.3 Analysis of current procurement spend and profile

The NZTA Procurement manual is to be used for activities funded through the National Land Transport Programme and contains procurement procedures approved by the NZ Transport Agency for use by Council when purchasing infrastructure, planning and advice, and public transport services. This manual also provides guidance on the application of these procurement procedures and the strategic context within which they operate.

The Procurement manual Appendix E: Data collection checklist is used to collect and document the procurement data required by the NZTA. The checklist is a series of headings against which Council assess the information that it must retain in accordance with the guidelines in this manual or for audit purposes. The data contained in this spread sheet was used to analyse the current spend and profile.

# 4.4 Impact of the procurement programmes of other approved organisations and other entities

Nine years ago Manawatū, Horowhenua, and Rangitīkei District Council's roading maintenance contracts were tendered at the same time and the three District Councils worked together to prepare and evaluate the tenders. Therefore all three District Councils were all due for renewal at the same time i.e 1 July 2024. Manawatū, and Horowhenua, District Councils adhered to this dead line and worked together to develop a traditional contract.

The Manawatū District Council Contract No MDC1414-2 Road Maintenance, and Renewals 2024-2027 was awarded to Fulton Hogan for the period 1 July 2024 to 30 June 2027, plus 2 rights of renewal of 3 years each upon satisfactory performance and subject to MDC agreement (possible total of 9 years).

Horowhenua awarded their Road Maintenance, and Renewals 2024-2027 Contract to Higgins Contractor's Limited for the period 1 July 2024 to 30 June 2027, plus 1 rights of renewal of 3 years, plus 1 right of renewal of 2 years each upon satisfactory performance and subject to MDC agreement (possible total of 8 years).

Rangitīkei District Council extended their existing Road Maintenance, and Renewals contract with Higgins for an additional year, the expiry date is now 30 June 2025.

NZTA's major projects in the area include Te Ahu a Turanga (which is scheduled for completion in December 2024) and the extension of the Otaki expressway to north of Levin, which is not scheduled to start construction until 2025.

## 5 Procurement

## 5.1 Roading Maintenance Term Contract

The main procurement for MDC covered under this procurement strategy was Manawatū District Council Contract No MDC1414-2 Road Maintenance, and Renewals 2024-2027.

The contract was awarded to Fulton Hogan for the period 1 July 2024 to 30 June 2027, plus 2 rights of renewal of 3 years each upon satisfactory performance and subject to MDC agreement (possible total of 9 years). The contract is estimated to cost around thirteen million dollars per annum.

Whilst not overly complex this contract includes nearly all routine activities related to maintenance of the road with the exception of any particularly specialised work such as the maintenance of street lighting. Routine maintenance includes vegetation control, some pavement rehabilitation, signage and all street cleaning and drainage works, as well as road resealing and asset renewals. Low cost low risk pavement renewals may also be included in the main Road Maintenance contract, but will be considered on a case-by-case basis to ensure best value for money decisions continue to be made.

MDC has a number of bridges and culverts as part of the road network. The road maintenance contractor will assist with the routine inspection of bridges as part of the contract.

There may also be opportunity to be involved in the delivery of low cost / low risk improvements. These will be provisional and subject to performance considerations during the life of the contract (e.g. some renewal activities). Others will be separately tendered to test market pricing and to give opportunities to other suppliers not involved in the main road network maintenance, ensuring a sustainable market continues to operate.

Other works excluded from the contract that will be managed through separate contracts and procurement processes include pavement delineation remarking, structural bridge repairs, bridge inspection and professional services.

# 5.1.1 Service Delivery Model

Delivery models can impact 'value for money' significantly as some models are better suited to different market conditions and client objectives. The Road Efficiency Group developed the "Road Maintenance Procurement: Delivery Model Selection Guidelines". These guide lines explain the contract delivery models that are currently being used in New Zealand. The advantages and disadvantages of each model are also discussed. The conclusion drawn by Road Efficiency Group is that the choice of contract model is driven by the specific needs of each Road Controlling Authority. The three main delivery models are 'Input Driven', 'Output Driven', and 'Outcomes Based'. The four types of contract models currently used are 'Traditional', 'Hybrid', 'Collaborative or Alliance', and 'Performance Based'.

Rather than choosing a contract model at face value MDC took an 'Evidence Based Management' approach. Evidence was gathered using an amalgamation of quantitative and qualitative methods. The veracity and utility of the accumulated evidence was then weighed prior to arriving at the conclusions.

Critically thinking about the issue was a deliberate process. The definitions and descriptions developed by the Road Efficiency Group were used to search and review the contract models currently in use. The advantages and disadvantages of each contract model were then critically evaluated.

Quantitative data was collected through an empirical, archival study of publicly available data from the twenty five Road Controlling Authorities (RCAs). The data gathered on the twenty five rural RCAs provided a representation of a range of contract models, length of contract term, and scopes of deliverables. The data also gave an indication of the financial and quality outcomes delivered by the various contract models currently in use. The investigation looked for similarities and differences between the various rural RCAs.

The analysis gave an indication of the optimum combination of contract model, conditions of contract, scope, and length of term. The chosen model for Manawatū District Council's Roading Maintenance and Renewal Term Contract was developed and has the following characteristics.

- A Traditional Contract was with an increased use of performance based elements for select elements
  of the work.
- The supplier selection method was the New Zealand Transport Agency's (NZTA's) price quality trade off method. The weighting was 40% Price and 60% Quality. This allowed for a premium to be placed on quality.
- The contract tenure is 9 years, with a renewal at years 3, and 6 (i.e. 3+3+3), subject to satisfactory performance. This brings the renewal dates into alignment with Palmerston North City Council allowing for a future amalgamation should Government move in that direction.
- The scope is extensive enough to include all the NZTA Work Categories.
- The specifications references NZTA's Transport Services technical documentation for land transport network related activities.
- The conditions of contract are 'NZS 3917:2013 Conditions of Contract for Building and Civil Engineering Construction Fixed Term'.

Currently general road maintenance services in the region are delivered through separate contracts, each managed by their respective Councils. Manawatū and Horowhenua District Councils collaborated to develop their 2024-27 roading maintenance and renewal contracts. This approach allowed the cost of contract preparation to be shared by the two Councils. Separate contracts and separate contract management ensures that the costs are transparent and any issues with meeting performance criteria could be addressed.

#### 5.1.2 Procurement Process

The previous Road Maintenance, and Renewals Contract expired on 30 June 2024. Therefore, MDC was required to call tenders for a new contract commencing 1 July 2024.

A call for Registrations of Interest was publicly advertised on GETS closing on 30 June 2023.

Three companies registered their interest:

- Fulton Hogan Ltd
- Downer New Zealand Ltd
- Higgins Contractors Ltd

These companies were provided the Tender Documents via GETS on 4 August 2023.

Shaun McHale, Managing Director, McHale Group Ltd. was appointed as independent Probity Auditor. The Probity Auditor was not a member of the Tender Evaluation Team (TET). A tenderer concerned about any procedural issue had the right to contact the Probity Auditor and request a review.

Two interactive meetings were held with each Tenderer. The aim of the interactive tender process were to resolve issues that may have prevented the Tenderers from developing a Conforming Tender that would be consistent with the objectives and concepts of the Contract. The interactive tender process was also be used to address any anomalies, ambiguities, errors, or omissions identified in the Tender Documents.

Tenders closed at Manawatu District Council electronically via GETS on 27 October 2023 at 4:00pm. Three submissions were received from the following companies:

- Fulton Hogan Ltd
- Downer New Zealand Ltd
- Higgins Contractors Ltd

The tender was evaluated using the Price Quality Method - simple (NZTA Procurement Manual 2009). This is a two-stage process that assesses a non-price attribute submission and then the tender price to select the preferred contractor.

The Tender Evaluation Report Stage One was accepted by the General Manager (GM) of Infrastructure on 9 November 2023. The price electronic tender box was opened by the Tender Secretary, details recorded on the Record of Tender Price Opening form and supplied to the TET to complete the final stage of the evaluation.

The evaluation determined that the Fulton Hogan (FH) had the lowest evaluation price and was the preferred tenderer.

The Contract Period is for the 3 year period 1 July 2024 to 30 June 2027. There are two rights of renewal of 3 years each, upon satisfactory performance and subject to MDC agreement. The total possible term is 9 years.

The contract is an output driven delivery models which tightly specifies the Principal's requirements, with some limitations on the scope for innovation, and require FH to take responsibility for their workforce efficiency through the commercial structure.

This form of model is widely used in New Zealand's roading industry and is known as the "Traditional model". The model used today has evolved somewhat to enable the Principal to benefit from the knowledge base of the contracting industry. This evolution has resulted in the inclusion of:

- Interactive tendering processes
- Early Contractor Involvement
- Lump sum and performance based elements
- Dayworks Schedule

#### 5.1.3 Financial implications

The Contract is a "measure and value". The Engineer approves the programme of works and FH delivers the programme. FH is paid per unit of output (completed product) delivered. For example, per square metre, lineal metre, cubic metre of final product.

A measure and value contract allows the output to be controlled so that costs can be contained within the available budgets.

The monthly expenditure is programmed, and the value calculated according to the measured quantity, as determined by the Engineer, for each item of work carried out at the rates set out in the Schedule of Prices, subject to any adjustments provided for in the Contract.

The Contract also includes Provisional Sums and a Dayworks Schedule.

Provisional sums are amounts of money the Principal enters into the Schedule of Prices. These sums provide for work that may or may not be carried out by FH. Such work shall only be performed on the written instruction of the Principal.

This contract contains clauses for evaluating variations. Daywork may be applied when work is instructed for which there are no comparative rates in a bill of quantities. For example, dayworks are used when valuing Emergency Works.

Pre-agreed sums are included in the Dayworks Schedule. Daywork rates are all-inclusive rates quoted at tender and incorporated in the contract documents. These include an allowance for overheads and profit, either fixed for the period of the contract, or, in the case of contract conditions that are index linked, subject to an inflation allowance.

## 5.1.4 Contract Tenure

Whilst the Procurement rules suggest that a maximum contract term of five years is preferable, the additional time and costs of more frequent procurement appear to outweigh the advantages. The main risk with a longer contract term is that the key people will change over that time. Therefore there is a need to maintain a good culture within the respective management teams that allows good relationships to be maintained

The previous contracts for each of the Manawatū, Rangitīkei and Horowhenua District Councils were for an initial period of three years, with provision for two further three year extensions.

The duration of term contracts was obtained from the twenty five rural districts. Twelve (48%) of rural district council term contracts were between eight and twelve years in duration, with the median term duration being ten years.

The duration of term contracts are likely to have a bearing on costs. Contractor's costs could be reduced through economies associated with tendering, and investments in plant and people.

# 5.1.5 Engineers Estimate

As required by the Price Quality Method (PQM) of supplier selection, an engineer's estimate was prepared and used in the formula for selecting tenderers. The engineer's estimate was arrived at by completing a schedule of prices derived from the estimated quantities extracted from the Draft Roading Activity Management Plan 2023-2034.

The Engineer's Estimate was published in the tender documentation, and a copy of the Draft Roading Activity Management Plan 2023-2034 was provided to tenderers. This gave a good indication of the level of resource and commitment required to comply with the contract requirements.

#### 5.1.6 Schedule of Prices

The approach to scheduling of the works is an important consideration in ensuring a clear allocation of risk, and good value for money can be obtained from FH. It also signals the extent of works to be completed, preferences for different treatment types, and the type and quantity of resource that will be required to achieve the specified requirements.

The previous contracts contained similar works schedules which creates a good starting point to develop the new schedules of prices.

The schedule of prices used a combination of lump sum, unit rates and daywork type items, with a basis of payment describing the performance criteria under which progress payments will be assessed.

To ensure alignment with current contracting industry expectations, additional preliminary and general items were included to ensure the overheads are clearly determined within the contract pricing.

Issues such as increasing costs for works completed at a distance from depots and aggregate sources, and the cost impact of traffic management activities, were considered so that no disincentive was introduced to provide good service to the extremities of each road network, and that these costs can be fairly apportioned across the districts.

#### 5.1.7 Cost Fluctuations

Cost fluctuations will be paid under this contract. The approach used will be NZTA's standard cost fluctuation payment formula, using the quarterly index structure with the Statistics NZ produced indices as the basis for the cost fluctuation payments.

MDC is aware of the current volatility in the pricing of bitumen, and the cost of a number of other inputs to the contract. MDC will continue to watch these areas and others, to ensure the regime for cost fluctuation remains fair and appropriate.

#### 5.1.8 Conditions of Contract

The conditions of contract are the current version of "NZS 3917:2013 Conditions of contract for building and civil engineering - Fixed term". The conditions of contract were reviewed and updated to ensure they are aligned with current requirements and legislation.

#### 5.1.9 Supporting the Community

Since the contract tenure could be for a period of nine years it was important that FH is able to commit to and becomes part of the community.

One of the attributes that was considered when the tenders were reviewed was the overall wider benefits to the community from engaging the particular Contractor.

Tenderers were asked to provide evidence showing their commitment to such things as:

- Health and safety.
- Environment measures employed to minimise the carbon footprint of FH's operations, and to ensure the appropriate protection of the environment.
- Community well-being (e.g. sponsorship of sports clubs).
- Training, succession planning and development of their staff,
- Establishment of concrete and bitumen processing or batching plants to serve not only their needs but assist others in the community.
- Employing local roading staff transferring from the outgoing Contractor in order to retain local knowledge of the road network.
- Developing good working relationships with neighbouring roading contractors so that they can work together should there be a civil defence emergency.
- Working together with a range of small to medium sized local suppliers, and helping them sustain and positively develop their operations.

The contract also included a requirement that a minimum of 20% of the work must be subcontracted to other suppliers, to ensure a sustainable market is maintained over the life of the contract.

#### 5.2 Medium Sized Contracts

Contract MDC1322-1 is for the annual road-marking of the Manawatu District roading network.

An open invitation for tenders was advertised 12 April 2021. Tenders closed at Manawatu District Council on 14 May 2021. The Contract was subsequently awarded to Roadmarking Services Ltd.

The contract period was from 1 July 2021- 30 June 2024. The terms of the Contract allow for an extension of two periods of three years subject to acceptable performance by the Contractor.

On 7 March 2024 MDC approved the extension of Contract MDC1322-1 Road Pavement Marking to Roadmarking Services Limited for a further three year term from 1 July 2024 to 30 June 2027.

Major road rehabilitation projects or any specialised work to structures, including any bridge or main culvert replacements, will be procured under separate contracts when required. They will be project specific contracts.

Medium sized contracts will use NZS 3910: 2023 for contract terms and conditions and will be openly advertised. They will be subject to the retentions as specified in NZS 3910 and have a Defects Liability Period of at least twelve months.

It is possible that an extreme weather event or an earthquake could damage roads and structures in the network. Where the extent of damage is too great to be managed by the roading maintenance contractor

it may be expedient to contract extra assistance. This would need to be assessed at the time with the most practical procurement arrangements determined once the extent of damage is known.

## **5.3** Smaller Sized Contracts

Contracts for professional services and specialised minor works may be tendered to a selected group of up to three companies who are invited to tender. A consultant or company that wins one tender may be invited to undertake additional similar work for similar fees without the need to tender and subject to satisfactory and timely performance.

Engineering firms tendering for professional services shall be bound by the ACENZ Conditions of Engagement.

# 6 Procurement Programme 2024 – 27

| Mainte | Maintenance (Activity Class) Budgets |           |           |           |          |                                |  |  |  |
|--------|--------------------------------------|-----------|-----------|-----------|----------|--------------------------------|--|--|--|
| wc     | Work Category Name                   | 2024-25   | 2025-26   | 2026-27   | Contract | Supplier<br>Selection<br>Model |  |  |  |
| 111    | Sealed Pavement Maintenance          | 1,238,319 | 1,286,614 | 1,327,785 | MDC1414  | Price<br>Quality               |  |  |  |
| 112    | Unsealed Pavement Maintenance        | 917,339   | 953,115   | 983,615   | MDC1414  | Price<br>Quality               |  |  |  |
| 113    | Routine Drainage Maintenance         | 516,572   | 536,718   | 553,893   | MDC1414  | Price<br>Quality               |  |  |  |
| 114    | Structures Maintenance               | 298,319   | 309,953   | 319,872   | TBC      | Price<br>Quality               |  |  |  |
| 121    | Environmental Maintenance            | 1,309,693 | 1,360,771 | 1,404,315 | MDC1414  | Price<br>Quality               |  |  |  |
| 122    | Traffic Services Maintenance         | 556,550   | 578,255   | 596,759   | MDC1414  | Price<br>Quality               |  |  |  |
| 123    | Operational Traffic Management       | 16,594    | 17,241    | 17,793    | MDC1414  | Price<br>Quality               |  |  |  |
| 124    | Cycle Path Maintenance               | 2,514     | 2,612     | 2,696     | MDC1414  | Price<br>Quality               |  |  |  |
| 125    | Footpath Maintenance                 | 71,786    | 74,585    | 76,972    | MDC1414  | Price<br>Quality               |  |  |  |
| 131    | Level Crossing Warning Devices       | 15,180    | 15,772    | 16,276    | TBC      | TBC                            |  |  |  |
| 140    | Minor Events                         | 52,487    | 54,534    | 56,279    | MDC1414  | Price<br>Quality               |  |  |  |
| 151    | Network & Asset Management           | 1,430,478 | 1,486,267 | 1,533,827 | MDC1414  | Price<br>Quality               |  |  |  |
|        | Maintenance - Totals                 | 6,425,830 | 6,676,438 | 6,890,084 |          |                                |  |  |  |

| Renew | Renewals (Activity Class) Budgets   |           |           |           |          |                                |  |  |  |
|-------|-------------------------------------|-----------|-----------|-----------|----------|--------------------------------|--|--|--|
| wc    | Work Category Name                  | 2024-25   | 2025-26   | 2026-27   | Contract | Supplier<br>Selection<br>Model |  |  |  |
| 211   | Unsealed Roads Metalling            | 310,197   | 322,295   | 332,608   | MDC1414  | Price<br>Quality               |  |  |  |
| 212   | Sealed Roads Resurfacing            | 3,612,990 | 3,756,995 | 3,910,812 | MDC1414  | Price<br>Quality               |  |  |  |
| 213   | Drainage Renewals                   | 549,126   | 570,542   | 588,800   | MDC1414  | Price<br>Quality               |  |  |  |
| 214   | Sealed Road Pavement Rehabilitation | 1,655,249 | 1,403,834 | 1,230,650 | MDC1414  | Price<br>Quality               |  |  |  |
| 215   | Structures Component Replacements   | 904,386   | 691,775   | 805,419   | TBC      | Price<br>Quality               |  |  |  |
| 216   | Bridges & Structures Renewals       | 0         | 0         | 0         | N/A      | N/A                            |  |  |  |
| 222   | Traffic Services Renewal            | 495,929   | 515,271   | 531,759   | MDC1322  | Price<br>Quality               |  |  |  |
| 225   | Footpath Renewals                   | 56,935    | 59,156    | 61,049    | MDC1414  | Price<br>Quality               |  |  |  |
|       | Renewals - Totals                   | 7,584,813 | 7,319,868 | 7,461,097 |          |                                |  |  |  |

| Road Ir | Road Improvements (Activity Class) Budgets |         |         |         |          |                                |  |  |
|---------|--|---------|---------|---------|----------|--------------------------------|--|--|
| wc      | Work Category Name                         | 2024-25 | 2025-26 | 2026-27 | Contract | Supplier<br>Selection<br>Model |  |  |
| 322     | Replacement of bridges and structures      | 0       | 0       | 0       | N/A      | N/A                            |  |  |
| 324     | Road Improvements                          | 0       | 0       | 0       | N/A      | N/A                            |  |  |
| 325     | Seal Extensions                            | 0       | 0       | 0       | N/A      | N/A                            |  |  |
| 341     | Minor Improvements                         | 526,914 | 597,282 | 627,664 | MDC1414  | Price<br>Quality               |  |  |
| 357     | Resilience Improvements                    | 283,875 | 367,405 | 266,469 | MDC1414  | Price<br>Quality               |  |  |
|         | Improvement - Totals                       | 810,789 | 964,687 | 894,133 |          |                                |  |  |

| Walking | Walking and Cycling (Activity Class) Budgets |         |         |         |          |                                |  |  |
|---------|--|---------|---------|---------|----------|--------------------------------|--|--|
| wc      | Work Category Name                           | 2024-25 | 2025-26 | 2026-27 | Contract | Supplier<br>Selection<br>Model |  |  |
| 451     | Walking Facilities                           | 324,225 | 426,552 | 89,480  | MDC1414  | Price<br>Quality               |  |  |
| 452     | Cycling facilities                           | 0       | 0       | 0       | N/A      | N/A                            |  |  |
|         | Walking and Cycling - Totals                 | 324,225 | 426,552 | 89,480  |          |                                |  |  |

| Public Tra | Public Transport (Activity Class) Budgets |         |         |         |          |                                |  |
|------------|---|---------|---------|---------|----------|--------------------------------|--|
| wc         | Work Category Name                        | 2024-25 | 2025-26 | 2026-27 | Contract | Supplier<br>Selection<br>Model |  |
| 514        | Public transport facilities O & M         | 5,781   | 6,006   | 6,198   | MDC1414  | Price<br>Quality               |  |
|            | Public Transport - Totals                 | 5,781   | 6,006   | 6,198   |          |                                |  |

# 7 Approach to Delivering the Work Programme

# 7.1 Confirmation of specific strategic objectives

MDC intends to procure the various projects listed in its annual plan. Each project will follow a process that is consistent with the objectives of this strategy. This strategy also indicates the intended delivery models and supplier selection processes that will be applied to the projects in the transport programme for the LTP 204/2027 (as adopted by Council).

# 7.2 The Procurement Approach

#### 7.2.1 Procurement Procedures

MDC will be looking to adopt a targeted procurement approach that best fits its circumstances both now and in the future. The Road Efficiency Group, in particular, has provided useful documentation and held local workshops to promote improved efficiency through procurement innovations. Top of mind is the three core requirements of the LTMA and the community levels of service as agreed through MDC's Long Term Plan.

MDC procures transport activities that are predominantly of a small to medium scale. However there is opportunity to transition towards a more collaborative style where risks are distributed in line with the party most appropriate to carry the risk and this would be most useful in regard to the maintenance, operations and renewal functions. Due consideration will be given to the use of the most appropriate type and style of contract to achieve MDC's outcomes and best value along with giving effect to the Land Transport Management Act.

MDC has an 'open' supplier selection process as its default position. Direct appointments and 'closed contest' processes may be considered for low value contracts. Council's transportation procurement procedures will be based on a selection of the procedures as documented in the latest edition of NZTA's Procurement Manual for Activities Funded through the National Land Transport Programme.

#### 7.2.2 Proposed Analysis Approach for Future Procurement Update

This procurement strategy will apply for a three year period after which it will be reviewed and modified to address changes in circumstances or external influences that arise in this period. At this time, MDC is not in a position to make widespread or significant changes in its transport procurement practices as there is insufficient evidence available currently to justify such changes.

Modest changes are proposed in regard to improvements in collaboration and relationship management. A review is currently underway of alternative procurement practices that would bring additional benefits to Council and to ensure that procurement approaches are specifically related to the transport activity components. These would be considered in the subsequent update of this procurement strategy.

## 7.2.3 Activity Characteristics

The transportation function draws on a wide variety of skills, capabilities and resources predominantly from the contracting sector. The procurement of services involves a selection from suitably qualified and experienced firms within the local and national market through a contestable process.

#### 7.2.4 Supply Market

All work in the transport sector is commissioned by any of the road controlling authorities in the locality and by land developers through subdivisions (growth related new infrastructure). Most of the consultants and contractors in this sector also include general civil engineering activities where their skills, resources and capabilities are shared to provide optimum continuity of work for the respective businesses and this wider market includes industrial and commercial infrastructure work. Council's market share is a relatively small component of the full regional industry.

MDC's maintenance and operational activities are a mix of small to medium sized individual activities that amalgamate to about \$6.5 million annually and the renewal and new infrastructure work contributes an average of about \$8.5 million annually over the next three years (subject to NZTA approval of MDC's bid for the 2024-27 NLTP).

The renewal and new work consumes a relatively high proportion of materials, particularly road surfacing's, while the maintenance and operational activities uses a higher proportion of labour and plant.

Across most of the individual activities there is a good range of businesses from which to seek services and our past record reveals a healthy response to the tendering processes. Rarely are the fewer than 3 bidders thus indicating a keen interest in our work and it is not uncommon to receive more than five bids. This is indicative of a healthy and reasonably mature market.

#### 7.2.5 Key Risks

MDC faces a range of risks in all that it does as the stakeholders include the community both residents and visitors to the District. This procurement strategy addresses only those risks that are pertinent to transport activities. The Roading Activity Management Plan (AMP) includes a section on risk identification and management; staff ensure that appropriate monitoring is provided and that any changes to the risk profile is updated and reported to the MDC's Risk and Audit Committee. Reporting is a requirement on all significant risk areas including Health and Safety performance.

MDC's contract managers are also vigilant in their quality assurance auditing of contract works to also identify high risk situations. The Key risks include:

| Risk                               | Example   |  |
|------------------------------------|---|--|
| MDC's Reputation                   | MDC's reputation can be enhanced or reduced through any project or programme and at any time. Communications with the community, especially those directly affected, along with the impacts of the physical works both during and after completion can also affect people's lives and opinions. |  |
|                                    | While this is not a specific risk it is an outcome of the work maintenance and capital work activity and can affect the Communities confidence in MDC.  |  |
| Safety of the Public.              | Roads are open to all members of the community at all times and MDC's infrastructure works can be a risk to the health and safety of people who come into contact with the works. The danger can be from equipment, excavations, pollution.   |  |
| Environment.                       | Noise, air pollution and discharge of contaminants to natural watercourses are the main risks. The weather can influence outcomes.  |  |
| Failure of Infrastructure elements | Collapse of bridge or retaining wall, sink hole, landslide.   |  |
| Operational                        | Operational risks include equipment use, lifting, staff resource, materials storage on site, storage and use of flammable materials, vehicles, equipment.   |  |
| Health and Safety                  | Work Place Health & Safety compliance.  |  |

# 7.2.6 Mitigation of Key Risks

The above identified risks are listed below with the core mitigation actions or processes.

| Risk                               | Mitigation   |  |
|------------------------------------|--|--|
| MDC's Reputation                   | Appropriate communication before, during and after the work;   |  |
| Safety of the Public.              | MDC audit designs for safety.  |  |
|                                    | MDC review construction methodologies for identification of risks and ensure that agreed processes or practices are followed on site.  |  |
|                                    | Traffic safety audits are carried out at various stages of a project as fitting the size and complexity of the project.  |  |
|                                    | Council require compliance with all safety procedures and Codes (e.g. CoPTTM); adequate signage for guidance of the public (road users); warning devices; barriers and fences excluding access as appropriate, speed restrictions. |  |
|                                    | MDC require the development of a Health & Safety Plan for all contracted projects and works and we regularly audit and record matters arising.   |  |
|                                    | MDC require all activities in the street to apply for consent through the Corridor Access Request (CAR) and Works Approval Permit (WAP) system – this particularly applies to utility operators and their agents.                  |  |
| Environment.                       | Fit for purpose vehicles and plant (noise, emissions). Barriers for spills.  |  |
|                                    | Council include restrictions of work times to reduce disruption or nuisance to the nearby residences. Contractor takes responsibility to manage its work to reduce impacts of poor weather events.                                 |  |
| Failure of Infrastructure elements | MDC has a programme of regular inspections of bridges and retaining walls combined with maintenance and renewal programmes to keep assets in fit for purpose condition.  |  |
|                                    | We engage appropriate expertise in both design and construction activities   |  |
| Operational (Work<br>Practices)    | We require contractors to be adequately trained and skilled. Our auditors and inspectors are also suitably trained.  |  |
|                                    | All vehicles, plant and equipment are required to be fit for purpose with clearly marked certification as required.  |  |
|                                    |  |  |

| Contractors develop effective methods and processes to follow for best practice.  |
|---|
| Staff conditions and practices take tiredness, fatigue and mental state into account. Larger contractors have drug and alcohol free sites and carry out regular testing for impairment.   |
| Overview and inspection of work sites is carried out by Council staff or independent consultants to check and audit the contractors work, methods and on-site practices.  |
| With the introduction of the new legislation for Workplace Health and Safety in April 2016 there have been a number of changes to methods, practices, behaviours and accountabilities for all of the various suppliers, consultants, contractors and their staff. There have been similar impacts on the MDC staff. With these changes come risks and the obligation to manage those risks.   |
| MDC has arranged for training of its staff and will be ensuring that all suppliers, contractors and consultants have appropriate measures in place to satisfy MDC that they are operating fully in compliance with the new legislation. All bids for contracts will contain requirements for tenderers to provide evidence regarding Health and Safety to verify the systems, practices and processes that the tenderers ascribe to. Any tenderer that does not meet MDC's requirement would not be awarded work. |
|   |

#### 7.2.7 Size and Scope of Contracts

Council will consider bundling activities that are similar in nature, are in the same locality, require a similar level of skill or equipment and transport to achieve improved efficiency. Bundling also reduces the opportunity for overlaps of services (wastage or rework) and gaps (deficiency in level of service occurring) and also increases ownership of the road environment where only one contractor has responsibility. Coordination of activities is simpler and there is greater accountability by the contractor.

#### 7.2.8 Value of Programme for the next three years

The transportation programme listed in Council's approved Long Term Plan (2024-27) amount to approximately \$46 million over three financial years. The expenditure on the key functions is shown in Section 4 Procurement Programme 2024 – 27. Those tables include the MDC budget covering funding assisted activities. It is acknowledged that there is likely to be some variation to the expenditure due to subsequent reviews by either MDC or NZTA over the three year period.

The arrangements for the procurement of the various projects included in MDC's transport programme will be co-ordinated on a regular basis with neighbouring authorities, including NZTA and with other departments of MDC. MDC staff regularly meets and discuss transport projects through the Regional Transport Advisory Group which are attended by neighbouring authorities and NZTA.

#### 7.2.9 Infrastructure Improvements

A programme for transportation infrastructure improvements has been developed to improve safety, reduce congestion, improve predictability of travel times, especially for buses and freight, and to make more efficient use of our roading network to support the needs of all of our road users and businesses. The programme will further improve infrastructure for public transport, walking and cycling.

For the physical works, MDC's approach to procure this programme is to group projects to form a contract size that provides for optimising competition from the market for this scale of work and to align like projects geographically as appropriate to improve efficiency. Many of the projects contain the same elements of work, are located on similar levels of road classification and have similar risk profiles. This approach reduces cost, and improves work continuity and consistency as well as reducing the contract administration aspect. The Price Quality Method is preferred for these projects and there would be performance expectations included in the specifications. Weightings in the request for tender documents would be determined depending on the various relevant factors that Council deems important for the work and would include Key performance Indicators for measuring performance against the outcomes that MDC stipulates. The proposed physical works contracts will include consideration of new methods of work and the inclusion of successful initiatives from other RCAs as deemed beneficial.

For the professional services requirements, Council intends to continue with its current approach to procure services through a network based approach as this provides continuity, development of skills and improved application of the goals of MDC in the development of the projects. This also eases the ability to bundle projects together for reduced cost. This would apply to the provision of design and supervision of capital projects relating to local roads e.g. rehabilitations, minor safety works. The major capital projects would normally be delivered individually due to size or complexity of project and the capability of the consultancy market to deliver.

# 7.2.10 Maintenance, Operations and Renewal of Infrastructure

MDC procures the bulk of the maintenance, operation and renewal work through Contract MDC1414 Road Maintenance, and Renewals 2024 – 27. This contract commences 1st July 2024. The contract is for the maintenance of local roads within the Council's network as specified.

The Contract may be extended for two (2) periods of three (3) years subject to acceptable performance by the Contractor.

#### 7.2.11 Street Lighting Electricity

The quantum of street light maintenance has been greatly reduced following the LED upgrade. MDC intend to package work as received from customer requests and to satisfy our other requirements and issue this work to Powerco and MDC approved contractors, with contractor costs charged at pre-agreed unit rates for labour, plant and materials on cost.

The scope of this work will generally be outage repairs on MDC and NZTA owned streetlights. For packaged non urgent repairs MDC will require the repairs to be completed within two weeks of issue of the work package and instruction. There may be instances where more urgent action is required, within 48hrs.

MDC will also require after hours emergency response cover. This is mainly to cover the possibility of a streetlight pole being damaged following a vehicle accident, typically Tenix will be involved to isolate their network.

## 7.2.12 Financial Delegations

MDC has adopted varying levels of financial authority that relates to procurement activities for staff in managerial positions. These are set for budgeted expenditure, unbudgeted expenditure, overspends and bringing forward of funding. The delegation to the Chief Executive is included in Council's Procurement Policy.

## 7.2.13 Procurement for high risk/unusual activities

High risk or unusual activities will have individual Procurement Strategies.

# 7.3 Advanced components

Advanced components are not proposed, the proposed method is essentially the Price Quality Method.

# 8 Implementation

# 8.1 Capability and capacity

The In-house shared professional services roading department, supported by external resources (consultants) as necessary, has adequate capacity to procure the services and works listed in the procurement programme included in this strategy. The current Transport activities organisation structure for MDC is shown in the table below.

| Asset Management                   |   |  |
|------------------------------------|---|--|
| Role                               | Responsibility  |  |
| Roading Manager                    | Managing the Roading Team; development and implementation of the District Land Transport programme; asset management planning; procurement and financial strategies; regional land transport planning.  |  |
| Senior Strategy Engineer – Roading | <ul> <li>Development of the Asset Management Plan</li> <li>Ensure project delivery is aligned with Council's strategic direction, policies and plans. In particular, deliver the 2021-22 programme as described in the 2021-24 AMP. Discuss and seek approvals for any departures from the 2024-27 AMP.</li> <li>Delivery of Resurfacing Programme</li> <li>Roadside Hazard Identification &amp; Programming &amp; Delivery</li> <li>Permanent Warning Signage Programming and Delivery</li> <li>Safer Journeys for Rural Schools</li> <li>Crash Trend Analysis to Supplement/Drive Programming of Safety Related Activities</li> <li>Design &amp; Delivery of MDC Walking and Cycling network enhancements</li> <li>Provide sound, effective advice and reporting of results to the Roading Manager as needed to ensure "no surprises".</li> </ul> |  |
| Asset Management Coordinator       | <ul> <li>Ensure project delivery is aligned with Council's strategic direction, policies and plans.</li> <li>Investigate and compile pavement design reports.</li> <li>Aiming for a 3-year rolling programme.</li> <li>RAMM AMDS transaction projecting, aiming for completion date of end of June 2024.</li> <li>Timely management of early network investigation surveys.</li> <li>Provide past experience and operator knowledge for the software package selection and integration. (Started December 2023, involvement will be increase after the AMDS migration).</li> <li>Work with operational staff to ensure maintenance intervention strategies are followed and decisions are made with a "best for network" approach.</li> </ul>   |  |

| Operational Management                |   |  |
|---------------------------------------|---|--|
| Role                                  | Responsibility  |  |
| Maintenance and Operations<br>Manager | Operational leadership, staff management and direction for the roading operations teams in Manawatu District.   |  |
| Maintenance Contract Administrator    | <ul> <li>Preparation of contract documentation</li> <li>Managing the processes associated with the provision of fault data and condition assessment.</li> <li>Development &amp; monitoring of monthly maintenance programmes of works.</li> <li>Managing asset renewal projects through the design phase and through to construction hand over</li> <li>Performance assessment of completed renewals works</li> <li>Management of monthly performance reports.</li> </ul>   |  |
| Engineering Technician (x2)           | <ul> <li>Contract Monitoring and Supervision: Assist with the management of contracts and monitor contractor performance to ensure the work is completed on time, to budget and quality standards.</li> <li>Road Inspection: Assist with road network inspections as required.</li> <li>Customer Service: Investigate and action complaints, requests and public enquiries as assigned.</li> <li>Inventory Data: Undertake specific data collection as required e.g. measurements of seal area, road lengths, footpath lengths, condition data and validation of existing data held in the RAMM system</li> </ul> |  |
| Corridor Access Co-ordinator          | Processing all Corridor Access Requests (CAR) applications and issuing Works Access Permits (WAP) to carry out work in the road corridor. These are key processes that will ensure that the proposed traffic. management is appropriate for the road environment and ensures the safety of road users and road workers.  This is a key role that reviews a variety of applications, approving traffic management plans, methodologies and   |  |

# 8.2 Internal procurement processes

To ensure compliance requirements are met, this Procurement Strategy shall be read in conjunction with MDC's Procurement Policy and NZTA's Procurement Manual. The NZTA Procurement Manual provides overarching guidance and regulations for roading procurements. If there are contradictions between the three documents NZTA Procurement Manual takes precedence.

# 8.3 Performance measurement and monitoring

Council's performance is measured through the following mechanisms:

- Reporting through the Annual Plan to ensure that the LTP performance measures set by MDC are met. This includes Level of Service, Financial performance, Quality, Health & Safety and Customer Satisfaction.
- Monitoring the performance of road transport activities using the Road Efficiency Group (REG)
  performance measuring tools. NZTA also monitor through TIO and Annual Achievement Reports
  and periodic safety, technical and procedural audits.
- Collecting mandatory KPI data and auditing by NZTA
- Auditing by AOG
- Routine inspections of the network
- Surveying annually the network to ensure all work is completed within budget and to agreed timeframes
- Feedback from users

#### 8.4 Communications Plan

Upcoming procurement activities are communicated via the AMP, MDC's LTP and Annual Plan. These are reported to Council monthly, and quarterly to the Regional Transport Committee meeting. The supplier market is advised via Council web-site, GETS, and industry liaison meetings. Procurement activities are communicated to NZTA via the AMP, the Procurement Strategy, the quarterly Regional Transport Committee Report and during MDC/NZTA liaison meetings.