Date	23 rd November 2020
Procurement Project name	CON20071 Streetlight Renewal & Maintenance Contract
Department	NTA Roading
Prepared by	Musheer Ilahi Khan
Project Manager	Musheer Ilahi Khan – Regional Operations Lead
Project Sponsor	Aram Goes - Maintenance & Operations Manager
	With the near expiry of the WDC & FNDC Streetlight Renewal & Maintenance contracts and the challenges faced by KDC in the absence of a proper streetlight maintenance contract, it was essential to work towards a new Streetlight Maintenance procurement strategy for the wider Northland region to mitigate against; constraint supplier market and a large number of street lighting assets distributed over a huge geographical area resulting in a significant disparity in contractual rates.
	Resolve Group Ltd who had previously worked with NTA on the procurement of road maintenance strategy had been engaged to develop a Procurement Strategy for Streetlight Renewal & Maintenance that derived; potential economies of scale benefits for ratepayers, strike a balance in the levels of service across the Councils whilst maintaining long term relationships with suppliers.
	The qualitative analysis of the contract arrangement against the assessment criteria did reveal that the two-contract option was the most suited. Due to the constraint supplier market it was imperative that potential bidders were not excluded as a result of the contract arrangement and structure.
Background	As such the selection and defining of the most viable two-contract split factored in the line's companies, the distribution of the streetlight assets and the defined Council municipal boundaries.
	In consideration of the above factors the most feasible two-contract is: Contract 1 - Whangarei DC with Kaipara DC as a separable portion Contract 2 - Far North DC. This is so as;
	 Over 90% of the streetlights in KDC are within one hour's drive from WDC city centre. Northpower remains as a potential bidder for streetlight work in WDC & KDC and Top Energy for FNDC as they own & operate the power lines there. This option not only gives us the economies of scale but also enables us to set the desired levels of service pertaining to normal & emergency response times for streetlight outages.
	The contract structure, term and supplier selection method remain as recommended in the "Procurement Strategy" by the Resolve Group.
	A Registration of Interest (ROI) has been released on 18 th November 2020 to inform the wider market of the Councils intent and give the potential bidders an opportunity to explore any joint venture arrangements for this contract model.

	The contract includes the following activities:
	Proactive activities
	 a. Maintenance of luminaires, lighting columns, supports/fixings, control gear and wiring for all street lighting and specified amenity areas Including photo electric cells (day burners – using energy in daytime) b. Replacement/Retrofit programme Luminaires Columns/supports and fixings Wiring Control gear c. Infill programme – installing LED luminaires Asset condition monitoring Asset management Traffic management necessary to safely carry out work without unnecessarily delaying traffic movements. Minor and/or unscheduled related lighting works not otherwise covered above.
Scope of Project	Reactive activities
Scope of Project	 a. Attendance and rectification of lighting outages within prescribed response time for specific areas Accident cause outages including vandalism Non-accident caused outages including luminaire failure b. Working with NTA and emergency services as required in emergency response events
	Management activities
	 a. Reporting Cost and performance Maintenance and Operations Specific programmes Standard contract reporting – Health, Safety and Environment, quality. Condition reporting b. Accurate and complete provision of RAMM and related asset information c. Working collaboratively with stakeholders; Client, Police, Energy supplier(s), to obtain best for community solutions to specific matters.
Estimated Value	\$2.75M (Two Million Seven Hundred and Fifty Thousand) (WDC: \$1.75M; KDC: \$1M)
Contract Structure	Whangarei District Council with Kaipara District Council as a separable portion in CON20071.
Contract Term	5years (Three contract terms of 2 + 2 + 1)

	The key outcomes sought from the contract are:
	 <u>A best for Northland outcome</u> – ideally a consistent standard of lighting should apply across the region, particularly where it is required for safety reasons and ensuring our positive relationship with stakeholders is enhanced;
	 <u>Reliability</u> – the lighting of Northland streets and specified amenity sites maintained to a high standard. (Though early identification of potential issues and prompt attention to reported outages as measured against specific performance criteria.);
	 <u>Health and Safety</u> – demonstrated leadership in health and safety noting the risk associated with street light operations, maintenance and renewal activities;
	d. Prompt response – stated response times are met;
Specification & KPIs	e. <u>Cost efficiency</u> – networks simple to maintain and manage, with whole of life costs considered, including disruptions to customers' journeys (i.e. customer journey delay costs);
	 f. <u>Cost equity</u> – costs fall where they lay with minimal apportionment of combined costs necessary. i.e. no cross subsidisation of one area against another;
	g. <u>Stewardship</u> – an appropriate level of stewardship is taken by the Contractor to deliver best for Northland and best for customer outcomes (i.e. identifying and addressing issues collaboratively based on the root cause and to eliminate rework, ensuring a no surprises approach and open communication with the Principal);
	 <u>Innovation</u> – technical and non-technical innovation resulting in more effective lighting and/or reduced costs;
	i. <u>Use of local labour</u> – the contract has an appropriate level of local labour and resources being used; and
	 <u>Accurate information</u> – condition monitoring and asset management (RAMM data is accurate, timely and complete and able to be relied on).
Associated documents	Approved NTA Procurement Strategy.

	(Procurement Strategy – Registration of Interest (R Request for Tender (RFT) – Evaluation – Aw	vard)	
	A price quality process will be used as it balances the quality and cost aspects of the project in the appointment of a Contractor. Using this procurement method for contractor selection allows greater consideration to be given to the tenderers' innovations and methodologies to deliver the outcomes sought from the contract in the tender evaluation process.		
Procurement Method	A price quality approach is consistent with the expectations of procurement policies of the district councils and Waka Kotahi's Procurement Manual.		
	A key part of the evaluation process will be to evaluate tenderers against pass/fail criteria including:		
	 Demonstrating that they are a viable company with the necessary resources. Being accredited suppliers, or are likely to be accredited suppliers, with Northpower. 		
	Price weight of 60% be used with the non-price at 40%. The non-price attributes are as below.	tributes also weighted at	
	ATTRIBUTES	WEIGHTINGS (%)	
	Accreditation or ability to obtain required accreditation	Pass/fail	
	Company structure and ability to have sufficient resources to deliver the contract	Pass/fail	
Evaluation	Relevant Experience	5	
Criteria	Track record	10	
	Relevant Skills	10	
	Methodology	15	
	Price	60	
	The scoring will be carried out as per the Waka Kota The weightings above give emphasis on Relevant S Track Record as these are key to getting the right te	kills, Methodology and	
Evaluation Team (Internal)	Brendon Tong / Anjitha Prem / Aaron Reilly / Musheer Khan		
Evaluation Team (External)	Consultant will be engaged to lead tender evaluation to maintain impartiality.		

	Procurement Risks	:	
	The risks associate are:	ed with this procurement including contract specifications	
		 Not reaching agreement on a specification and scope of works that meets the needs of the two districts. 	
	 Making the contract too complex for tenderers to effectively price and either, not tendering, or pricing high. 		
		ntly defining the outcomes sought from the contract for nd the performance measures expected.	
Risks	•	contract(s) unattractive for potential tenderers resulting in no tender submissions received.	
	Contract Risks:		
	 The contract relies too much on NTA staff resources engaged at an operational level and reduces their ability to take a strategic overview of future lighting needs/opportunities. 		
	2. The contract administration, including performance measurement, is too complex and beyond the time resources and/or technical understanding of those administering it in both the contractor's team and the NTA.		
Procurement Policy Risk Matrix Category	Negligible / Low / Moderate / High / Extreme		
Health and Safety	High risk – Contractor will be working on electrical assets of the Council & Powerlines company in the road corridor. Mandatory requirement for corridor access & accreditation with Northpower.		
	Release date	11 th January 2021	
	Closing date	19 th February 2021	
Proposed timeline	Evaluation date	19 th March 2021 - Complete	
	Interviews	N/A	
	Workshops	N/A	
Project team members	Musheer Ilahi Khan	; Regional Operations Lead; Engineer to Contract (ETC)	
	Brendon Tong; Ope Representative. (El	erations Specialist Traffic Safety; Engineer's R)	
	Anjitha Prem; Grad (EA)	uate Engineer; Engineer's Representative's Assistant.	

Specialist assistance	Mark Seakins, Roading Consultant, Review Request for Tender document	
Conflicts of Interest	Brendon Tong – (Maybe) Have close working relationships with Currie Electrical & McKay Electrical since 2006 on Streetlight & Traffic Signal Maintenance contracts.	
	Anjitha Prem – Nil	
	Musheer Khan – Nil	
	[Mitigation - independent third party will oversee the tender evaluation process and verify its integrity]	
	The TET will be made up of the following:	
Evaluation method	Consultant (Independent Tender Evaluation Lead)	
	NTA Regional Operations Team staff (TET members)	
Compliance with Policy	Compliant with WDC, KDC & NZTA Procurement Manual	

Procurement Plan Recommended by:

Regional Operations Lead

NTA Approval

Maintenance & Operations Manager	
Name	Aram Goes
Signature	
Date	

General Manager - Northland Transportation Alliance		
Name	Calvin Thomas	
Signature		
Date		

Authorisation to proceed

Whangarei District Council

General Manager Infrastructure - WDC	
Name	Simon Weston
Signature	
Date	

Chief Executive Officer - WDC	
Name	Rob Forlong
Signature	
Date	

Kaipara District Council

General Manager Infrastructure Services - KDC	
Name	Jim Sephton
Signature	
Date	

Chief Executive Officer - KDC	
Name	Louise Miller
Signature	
Date	

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MEMO

To:	Aram Goes
From:	Musheer Khan
CC:	Calvin Thomas
Date:	29/10/2020
Re:	Streetlight Renewal & Maintenance Procurement Strategy.

Purpose

To seek the approval of the NTA management and the three District Councils to proceed with the streetlight renewal & maintenance procurement strategy as per the recommendation in this memo.

Background

Resolve Group Ltd as subject matter experts, who had previously worked with NTA on the procurement of road maintenance strategy had been engaged to identify, explore, evaluate and propose the best suited procurement strategy for Streetlight Renewal & Maintenance in the Northland region.

Listed below is the scope of works for Resolve Group Ltd:

- 1. Develop a Procurement Strategy to consolidate streetlight maintenance contracts for three District Councils in Northland; mindful of the need to derive potential economies of scale benefits for ratepayers whilst maintaining long term relationships with suppliers.
- 2. Work together with Council staff to identify improvement and innovation opportunities to the draft procurement strategy and ensure alignment with Councils' wider policies and maintenance strategies.

Discussion

The Resolve Group Ltd looked at the following key aspects of the Streetlight Renewal & Maintenance procurement strategy:

- 1. Scope
- 2. Characteristics & Risks
- 3. Delivery method
- 4. Procurement method

(Attached is the procurement strategy for NTA Streetlight renewal & maintenance developed by the Resolve Group).

Summarised below are the key outcomes of this procurement strategy:

A. <u>Contract arrangement</u> – the preferred option is the procurement of two-contracts for streetlight renewal and maintenance across the Northland region as tabulated below.

Two Contract Structure	Contract 1	Contract 2
a	Whangarei DC	Far North DC & Kaipara DC
b	Whangarei DC & Kaipara DC	Far North DC
с	Whangarei DC (urban areas)	Whangarei DC (rural areas), Far North DC & Kaipara DC

- B. <u>Contract Structure</u> preferred option is a separable portion in the two-contract structure to accommodate the three district councils. Furthermore, it is proposed to award two contracts to two different tenderers. The client not the tenderer will choose which contract they get.
- C. <u>Contract term</u> it is proposed that the two-contracts have an initial term of two years with two contract extension of two years and one year respectively (2 + 2 + 1) based on performance, entirely at the discretion of the client.
- D. <u>Supplier selection method</u> a price quality process is recommended as it balances the quality & cost aspect of the contract key outcomes. A 60% price and a 40% non-price attribute weighting is proposed.

Way forward

The qualitative analysis of the contract arrangement against the assessment criteria (economies of scale, support for local business, resilience of service delivery, innovation, performance management) did reveal that the two-contract option was the most suited.

Due to the constraint supplier market it is imperative that potential bidders are not excluded as a result of the contract arrangement and structure. As such the selection and defining of the most viable two-contract split needs to factor in; the lines companies (Northpower & Top Energy) operating in the three districts as potential bidders, street lighting assets distributed over a huge geographical area and the complexities relating to precisely demarcating the operational boundaries to achieve the desired level of service.

In consideration of these factors the most feasible two-contract is option "b" Contract 1 - Whangarei DC with Kaipara DC as a separable portion and Contract 2 - Far North DC. This is so as;

- 1. the lines company Northpower who presently maintain streetlights in KDC operate the power lines in both WDC & KDC.
- 2. Top Energy still remains as a potential bidder for streetlight work in FNDC, as they own & operate the power lines there.
- 3. the Council boundaries are already clearly defined for these three districts.
- 4. over 90% of the streetlights in KDC are within one hours drive from WDC city centre.
- 5. this option not only gives us the economies of scale but also enables us to set the desired levels of service pertaining to normal & emergency response times for streetlight outages.

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The contract structure, term and supplier selection method remain as recommended in the "Procurement Strategy" by the Resolve Group.

The purpose of the Registration of Interest (ROI) will now be to inform the wider market of the Councils intent and give the potential bidders an opportunity to explore any joint venture arrangements that they deem fit for this contract model.

Implementation Plan (High Level)

With the expiry of the streetlight renewal and maintenance contract in June 2021, we are on a tight schedule to formulate a procurement plan and work towards awarding the contract by May 2021 giving enough time for a contract transition to eventuate should that be the case.

Tabulated below are our tentative timeframe for the activities.

Activity	Tentative Timeframe
Approval to engage Consultant (PS)	22-Sep-20
Consultant - Formulate Procurement Strategy & ROI	19-Oct-20
Approval of Procurement Strategy & ROI	1-Nov-20
Registration of Interest (ROI) advertised	13-Nov-20
Market sounding period with registered suppliers	4-Dec-20
Formulate RFT	9-Dec-20
Council Approval to Tender & engage consultant - Evaluation	18-Dec-20
Issue Request for tender (RFT) on GETS & Tenderlink	11-Jan-21
Combined briefing of potential tenderers	25-Jan-21
Interactive meetings with tenderers	To be confirmed
Close of tender	19-Feb-21
Tender evaluation	Complete by 19 March 2021
Table tender evaluation report to Councils	16-Apr-21
Naming of preferred tenderers	30-Apr-21
Target date for contract award	14-May-21
Contract start date	1-Jul-21

Recommendation

- 1. It is recommended that the NTA Management & the Council Infrastructure GM's approve:
 - a. the two-contract option; Contract 1 Whangarei DC with Kaipara DC as a separable portion and Contract 2 Far North DC for Streetlight Renewal & Maintenance in the Northland region.
 - b. the release of a **Registration of Interest (ROI)** and the formulation of a **Procurement Plan** based on this; two-contract option, contract term (2 + 2 + 1) & price quality method for supplier selection for Council's endorsement.

Regional Operations Lead

Signature:	Musheer	Digitally signed by Musheer Ilahi Khan
	llahi Khan	Date: 2020.10.29 12:35:23 +13'00'

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NTA Approval

Maintenance &	& Operations Manager	
Name	Aram Goes	
Signature		
Date	29/10/2020	

General Manag	ger - Northland Transportation Alliance	
Name	Calvin Thomas	
Signature		
Date	29-10-2020	

Council Approval

Whangarei District Council

General Manage	r Infrastructure - WDC //
Name	Simon Weston
Signature	S. Land
Date	9-11-2020

Kaipara District Council

General Manag	er Infrastructure Services - KDC
Name	Jim Sephton
Signature	-Spents
Date	29 10 20

Far North District Council

General Manager	Infrastructure & Asset Management - FNDC
Name	Andy Finch
Signature	Alla.
Date	4/11/2020

On the principle that this is only a strategy and will be supported by appropriate procurement plans and DFA approvals, it is approved.

MOVING NORTHLAND FORWARD"

PROCUREMENT STRATEGY FOR NTA STREETLIGHT MAINTENANCE AND RENEWAL CONTRACT(S)

1 PURPOSE

The purpose of this procurement strategy is to formally agree on;

- 1. the key scope components of the NTA Streetlight Maintenance Contract(s) (the Project)
- 2. the outcomes sought from a successful execution of the contract(s)
- 3. document the key considerations made in the selection of the preferred procurement delivery model
- 4. confirm the high-level details in the approach to be taken to procurement and the contract
- 5. outline key activities up to the award of a contract.

2 BACKGROUND

2.1 Description

The Northland Transportation Alliance (NTA) wishes to award a maintenance contract or contracts for the provision of Street Lighting and related amenity lighting operations, maintenance and renewal services, to the NTA (Northland) area comprising streets and amenity sites in Whangarei, Far North and Kaipara District Councils. Street lighting makes streets safer for both motorists and other travellers such as pedestrians, with reliability of street lighting and response times for non-working luminaires being key performance measures. Currently these services are provided under individual contract arrangements by each District Council.

NTA seek contractual arrangements chosen on an all things considered - best for Northland basis,

A key element of this activity is condition monitoring of the existing assets including their ability to "put light on the ground" and the prompt identification of those assets that have failed including those failing as a result of vehicle accidents and vandalism. This includes the associated infrastructure including wiring and lighting columns.

The provision of these services requires working collaboratively with the energy distribution companies Northpower and Top Energy. Lighting of State Highway carriageway is undertaken by Waka Kotahi as a separate contract, as such this is outside this proposed contract scope.

In recent times all three districts have been undertaking separate maintenance and renewal contracts for streetlighting. More recently a combined three districts (Southern & Northern infill) LED contract for replacing existing streetlights with LED streetlights was awarded. The key reason for this was to benefit from the reduced operational costs (less power) and reduced maintenance costs (less maintenance) associated with the relatively new LED technology.

The three main activities related to Streetlighting are:

- 1. Maintenance
- 2. Renewal (of aging assets)
- 3. Streetlighting improvements (LED Infill programme)

2.2 Current Assets - Luminaires

Current luminaires	LED	Non-LED	Total	Percent LED
Whangarei DC	4,808	1,116	5,924	81.16%
Far North DC	1,735	165	1,899	91.36%
Kaipara DC	1105	88	1,193	92.62%
Total	7,648	1,369	9,016	84.83%

The current number of streetlights based on RAMM data are listed below by district

Table 1: Current assets

2.3 Governance

Street lighting is currently individually managed by the three district councils. The proposed contract(s) will be managed by NTA under governance arrangements similar to that used for the NTA road maintenance contracts.

A working group has been set up to produce a common specification for Northland street lighting excluding State Highways. It is expected that this specification will have levels of service appropriate to each community served and in line with New Zealand Codes of Practice for lighting.

It is intended that the costs incurred for each district shall be borne by the District Council in question, with common costs minimised and prorated by an agreed formula across the region to align with NTA policy and avoid cross-Council subsidisation.

2.4 Procurement policy

All three contributing districts have similar procurement policies with common objectives summarised as:

- 1. Transparency and accountability
- 2. Value for money based on whole of life costs
- 3. Effective market competition
- 4. Sustainability and Broader Outcomes
- 5. Encouraging local businesses
- 6. Meeting Waka Kotahi requirements for subsidised works.

These common objectives will be used for this procurement and are aligned with Waka Kotahi's Procurement Manual.

The contractor's use of local resources will be encouraged in the tender documents in accordance with the procurement plans of the three district councils (e.g. CI 6.7 WDC Encourage local supply).

The purpose of this procurement is to more effectively (better service) and efficiently (reduced costs) deliver reliable street lighting to the NTA area based on whole of life principles.

2.5 Funding

The work is and will continue to be funded by the District Councils through their NLTP and Waka Kotahi through street lighting subsidy programmes. The Waka Kotahi subsidy arrangements (Funding Assistance Rate – FAR) varies between districts.

Waka Kotahi funding is conditional on procurement processes in keeping with its Procurement Manual to ensure that best value is obtained from whatever contract arrangements are adopted, unless otherwise formally agreed. Provided this condition is met, which it will be, Waka Kotahi will have no direct involvement in this procurement process however they will remain informed.

Current contract values are detailed below along with confirmed and proposed funding for the activities within the scope of this procurement.

Current contract values	Maintenance & Renewal	Infill (Streetlight improvement - LED) 2020-2021
Whangarei DC	\$267,000	\$3,217,772
Far North DC	\$520,000	\$1,123,299
Kaipara DC	\$60,000	
Total	\$847,000	\$4,341,071

Table 2: Current 2020/21 funding - streetlight maintenance, renewal and other works

With the ongoing investment in LED luminaires through renewal and infill programmes it is expected that streetlight operations and maintenance intervention frequency will reduce over time. Details of the anticipated funding levels for 2021/22 and 2022/23 are included in item 4.5 below.

2.6 Timeline

The target deadline for the contract to commence is 1 July 2021 (Thursday). All existing contractual arrangements will need to be terminated by that date.

2.7 Status

The work to be carried out is generally defined in the current contracts with performance expectations varying between contracts, communities and districts. The recent implementation of LED lighting has made significant changes to current contracts with the capital costs of installation being quickly "paid back" with savings in energy costs and reduced maintenance costs.

There are widely accepted Codes of Practice that are used for street lighting contracts throughout Northland and New Zealand. It is proposed to award contracts based on these codes.

2.8 Capacity of the contractor supplier market

There are three existing suppliers of these services; Northpower, Currie Electrical Ltd, and McKay Ltd. A proposed contract, provided it was of sufficient size and scope, could attract other similar contractors within the Northland areas and potentially further south.

Should the contract(s) awarded be of sufficient scale, there are several contractors in Auckland and other areas of New Zealand that could also be interested in tendering for the work in their own name or teaming up with an established contractor in the region.

Waka Kotahi's lighting contractor is currently Fulton Hogan who supply these services under the current Network Outcomes Contract (NOC), primarily utilising Currie Electrical Ltd (southern area) and Top Energy (northern area) as sub-contractors for these works. There is potential that they will show an interest in this contract and they self-perform this role elsewhere in the country.

Other road maintenance contract suppliers in the NTA region include Downer and Broadspectrum. Both of these contractors provide streetlight maintenance and renewal services to Waka Kotahi and other District Councils in New Zealand, but do not currently have this capacity in Northland. Depending on the scale of the contract these suppliers may show an interest in this contract.

Any suppliers under this contract(s) will require accreditation with the relevant lines company to work on the network. Top Energy is the lines company for Far North District, Northpower is the lines company for Kaipara and Whangarei Districts.

Potential Supplier	Status	Accreditation*
Northpower	Current KDC supplier	Northpower
Currie Electrical Ltd	Current WDC supplier	Northpower
McKay Ltd	Current FNDC supplier	Top Energy & Northpower
Top Energy	FNDC lines company and sub-contractor to Fulton Hogan on Waka Kotahi NOC	Top Energy
Broadspectrum	FNDC South and Kaipara DC road maintenance contractors	To be confirmed
Downer	Whangarei DC South road maintenance contractors	To be confirmed
Fulton Hogan	Current Waka Kotahi NOC contractor, Whangarei DC North and FNDC North road maintenance contractors	To be confirmed

*The accreditation status of interested suppliers will be confirmed with Top Energy and Northpower following the ROI phase.

Accreditation with the required lines company is a requirement for this contract(s), however consideration in the procurement documents (RFT) should be given to a period for potential tenderers to gain accreditation prior to contract award such that they are able to work on the network from 1 July 2021. Details of this accreditation process and back up arrangements should be a requirement of the RFT.

2.9 Innovation potential

The development of LED lighting along with associated CMS systems have enabled more effective and efficient lighting solutions not otherwise possible using traditional lighting technology used on streets and amenity facilities.

Innovation driven by network reliability, lighting improvements and/or cost reduction would be a key element of any contract. This is likely to involve working collaboratively with NTA staff on projects such as the potential wider use of CMS systems however as noted above this is outside of the scope of the proposed contract(s).

3 SCOPE AND KEY ASPECTS OF THE CONTRACT

3.1 General – in scope items

The contract(s) include the following activities:

Proactive activities

- a. Maintenance and cleaning of luminaires, lighting columns, supports/fixings and wiring for all street lighting and specified amenity areas
 - i. Including photo electric cells (day burners using energy in daytime)
- b. Replacement/Retrofit programme
 - i. Luminaires
 - ii. Columns/supports and fixings
 - iii. Wiring
 - iv. Control gear
- c. Infill programme installing LED luminaires
- d. Asset condition monitoring
- e. Asset management (scope TBC)
- f. Traffic management necessary to safely carry out work without unnecessarily delaying traffic movements
- g. Minor and/or unscheduled related lighting works not otherwise covered above

Reactive activities

- a. Attendance and rectification of lighting outages within prescribed response time for specific areas
 - i. Accident cause outages including vandalism
 - ii. Non-accident caused outages including luminaire failure
- b. Working with NTA and emergency services as required in emergency response events

Management activities

- a. Reporting
 - i. Cost and performance
 - 1. Maintenance and Operations
 - 2. Specific programmes
 - 3. Standard contract reporting Health, Safety and Environment, quality etc
 - ii. Condition reporting
- b. Accurate and complete provision of RAMM and related asset information
- c. Working collaboratively with client, police, energy supplier(s), etc. to obtain best for community solutions to specific matters

Sustainability and the possible recycling of materials from renewal works will be encouraged and likely included as a requirement in the RFT under Methodology.

3.2 General – out of scope items

LED lighting with central management systems (CMSs) have capabilities far beyond that able to be delivered by traditional lighting systems used by councils. This includes the ability for individual luminaires to report when they are not working correctly and to determine the intensity, hue and direction of light, depending on site specific movements and time of night, all of which reduces energy consumption while maintaining or improving performance.

While a substantial part of the current networks have LED lighting, there is presently no installation and use of CMS systems in the District Council lighting networks in Northland. It is cost minimal to install luminaires with CMS systems

on LED luminaires for future use. CMS installation is considered as a capital investment and a trial is planned by NTA. Following this it is likely that a separate contract may be let for the installation of CMS compatible with present LED luminaires therefore CMS installation is out of scope for this contract(s). However the contractor chosen for this contract should have the capability to operate and maintain lighting with CMS installed.

This contract(s) also excludes work on traffic signals within the council networks and State Highway carriageway lighting activities.

3.3 Outcomes sought from the contract

The key outcomes sought from the contract are:

- A best for Northland outcome ideally a consistent standard of lighting should apply across the region, particularly where it is required for safety reasons and ensuring our positive relationship with stakeholders is enhanced;
- Reliability the lighting of Northland streets and specified amenity sites maintained to a high standard. (Though early identification of potential issues and prompt attention to reported outages as measured against specific performance criteria.);
- c. **Health and Safety** demonstrated leadership in health and safety noting the risk associated with street light operations, maintenance and renewal activities;
- d. Prompt response stated response times are met;
- e. **Cost efficiency** networks simple to maintain and manage, with whole of life costs taken into account, including disruptions to customers' journeys (i.e. customer journey delay costs);
- f. **Cost equity –** costs fall where they lay with minimal apportionment of combined costs necessary. i.e. no cross subsidisation of one area against another;
- g. Stewardship an appropriate level of stewardship is taken by the Contractor to deliver best for Northland and best for customer outcomes (i.e. identifying and addressing issues collaboratively based on the root cause and to eliminate rework, ensuring a no surprises approach and open communication with the Principal);
- Innovation technical and non-technical innovation resulting in more effective lighting and/or reduced costs;
- i. Use of local labour the contract has an appropriate level of local labour and resources being used; and
- j. Accurate information condition monitoring and asset management (RAMM data is accurate, timely and complete and able to be relied on).

3.4 Contractor attributes sought

The contractor is expected to demonstrate that they have most or all of the following attributes in their tender responses.

- 1. Ability to take joint ownership with the client, of the outcomes expected from the contract above
- 2. Accreditation with Northpower and/or Top Energy (or ability to obtain accreditation)
- 3. Demonstrable best management practice in Health and Safety
- 4. Experience in working on TLA streets maintaining lighting assets
- 5. A collaborative disposition as evidenced by previous working arrangements
- 6. An understanding of LED lighting systems including CMS systems
- Previous experience in condition monitoring of lighting assets and basic asset management capability

- 8. A basic understanding, or better of LED light design, Road lighting design and lighting patterns and CMS systems (to make value adding recommendations and innovations to the client)
- 9. Ability to report efficiently and effectively to the client on a no surprises basis. (Robust management system previously used in similar contracts)
- 10. A desire to use local businesses and resources in their delivery and invest in the development of local people.

3.5 Waka Kotahi role

Waka Kotahi is not expected to play a significant role in this contract other than as a subsidy funder with the expectation that its procurement manual and general conditions will be used in the procurement and subsequent delivery of the contract respectively.

4 KEY PROJECT CHARACTERISTICS AND RISKS

4.1 Current issues

While there is generally "good" customer satisfaction with the service, there are some opportunities for greater focus on specific service levels in certain areas. Service levels vary across the region with the main customer feedback on improvement opportunities being:

- 1. timely response to street lighting outages
- 2. timely response to complaints, and
- 3. requests for improvement to lighting

Meeting stipulated response times will be a key driver of the contract.

In addition, some of the current processes used to deliver the service are seen as inefficient and variable across the council areas.

4.2 Contractor feedback

Current contractor feedback, based on contractual arrangements, has suggested that they would like to see a new contract addressing the following issues:

- 1. Economies of scale;
- 2. Feasible contract term that justifies capital investment;
- 3. A clear scope of works; and
- 4. Challenges in gaining lines company accreditation.

It is intended that this will be confirmed through the ROI process.

4.3 Procurement Risks:

The risks associated with this procurement including contract specifications are

- 1. Not reaching agreement on a specification and scope of works that meets the needs of the three districts.
- 2. Making the contract too complex for tenderers to effectively price and either, not tendering, or pricing high.
- Not sufficiently defining the outcomes sought from the contract for tenderers and the performance measures expected.
- 4. Making the contract(s) unattractive for potential tenderers resulting in minimal or no tender submissions received.

4.4 Contract Risks:

- 1. Not learning or benefitting from the improvement opportunities identified from the current/previous contracts.
- 2. The contract relies too much on NTA staff resources engaged at an operational level and reduces their ability to take a strategic overview of future lighting needs/opportunities.
- 3. The contract administration, including performance measurement, is too complex and beyond the time resources and/or technical understanding of those administering it in both the contractor's team and the NTA.

4.5 Base estimate

	District Councils	Waka Kotahi	Waka Kotahi (%)	Total- Maintenance & Renewals 2021-2022	Infill (Streetlight Improvement - LED) 2021- 2022*	Infill (Streetlight improvement - LED) 2022- 2023	Infill (Streetlight improvement - LED) 2023- 2024
Whangarei DC	\$164,500	\$185,500	53	\$350,000	\$3,000,000	\$1,020,000	\$208,000
Far North DC	\$99,200	\$220,800	69	\$320,000	\$3,303,400	\$550,000	\$550,000
FNDC (Waitangi Trust)	•)			*	\$50,000	\$250,000	\$250,000
Kaipara DC	\$76,000	\$124,000	62	\$200,000	\$1,000,000	ž	-
Total	\$355,200	\$564,800	8 .	\$920,000	\$7,353,000		

The expected costs for the first year of the Maintenance Contracts are described below.

*Note, work for streetlight infill for 2021-2022 has already been tendered and pending proposed budget approval they will be awarded.

Table 3: Proposed 2021/ 24 funding - streetlight maintenance, renewal and other works

This does not include additional work potentially offered on the basis of a good performance outcome and value for money price.

5 CONTRACT DELIVERY METHOD

5.1 Registration of Interest process

Potential tenderers would be advised of NTA's intention to advertise a contract and invited to register their interest in receiving tender documents. During the time between being advised of the ROI and the tenders being advertised potential tenderers could form joint ventures or other similar structures for tendering for the work if they considered it necessary.

Following completion of the ROI process the NTA may invite responders to optionally offer any thoughts they have on the proposed form of contract and proposed service levels for NTA to take into consideration before finalising the contract structure(s) and documentation. This would require this Procurement Strategy to only be finalised after that response was considered.

All tenderers would need to demonstrate in their tender submission that they are a viable company with the skills and resources necessary to deliver the contract. Joint ventures would be led by a lead contractor.

5.2 Number of contracts

The following contract options were considered and the assessment of contract arrangements across the three districts:

- 1. Three contracts
 - a. one for each district based on common documentation; or
 - b. one for each of the three activities across the wider region (maintenance, renewal and improvements)
- 2. Two contracts
 - a. Contract 1 Whangarei DC, Contract 2 Far North DC and Kaipara DC; or
 - b. Contract 1 Whangarei DC and Kaipara DC, Contract 2 Far North DC; or
 - c. Contract 1 Whangarei DC (urban areas), Contract 2 Whangarei DC (rural areas), Far North DC and Kaipara DC
- 3. One contract covering all areas

A qualitative assessment of the possible contract arrangement options was undertaken against the following criteria:

- Value for money and economies of scale
- Supports local businesses and Broader Outcomes
- Resilience of service delivery resource availability, flexibility to deal with additional scope/client requirements
- Innovation
- Performance management ability to benchmark, share information and lessons learned
- Provides access to specialist skills and knowledge

The assessment results are provided below.

Assessment criteria	3 contracts (status quo)	2 contracts	1 contract
Value for money and economies of scale	Low/Medium - No economies of scale generated (base case) - Smaller suppliers likely with lower overheads - Encourages competition at the tender phased but risk of attracting uninformed tenderers submitting unsustainable tenders - High administration costs comparatively per contract (supplier and NTA resource) - Provides ability to benchmark regionally	Medium/High - Multiple contracts encourages competition at the tender phase but scale reduces risk of unsustainable tenders - Moderate economies of scale through increased contract size - Retain ability to benchmark performance regionally - Moderate administration resource and cost through larger contract size (supplier and NTA resource)	Medium/High - Encourages competition at the tender phase but may drive unsustainable tenders as only one contract on offer - High potential for economies of scale - Potential to pay higher overheads depending on supplier (if attracting larger supplier) - Reduced administration resource and cost given single contract (NTA resource) - No ability to benchmark performance regionally
Supports local businesses and Broader Outcomes	High - Largest number of individual contracts, although likely to be spread to two suppliers (potential for three). - Highest likelihood to be attractive to local suppliers utilising local resources.	High - Contract scale still likely to attract local suppliers utilising local resources (same as current - base case). - Larger contract size means suppliers could invest more in supporting Broader Outcomes depending on contract incentives.	Low - Risk of attracting large, national contractors rather than smaller, local suppliers however this could be mitigated through contract requirements to use loca resources.
Resilience of service delivery - resource availability, flexibility to deal with additional scope/client requirements	Medium/High - Baseline level of resilience considering more than one supplier engaged in the region (current - base case).	High - Baseline level of resilience considering more than one supplier engaged in the region (current - base case). - Larger contract size (depending on contract split) will ensure contract is a more significant part of the contractors business, increasing resilience.	Low - May attract a larger supplier with more access to resources but no ability to engage with a second existing contractor i additional scope is to be delivered. - NOC experience relating to responsiveness not considered positive. - Creates distance between NTA and existing suppliers that may be more likely to sub-contract to a larger supplier under this model.
Innovation	Medium - Limited incentive to change from status quo - Ability to benchmark across contracts and share innovations - Smaller contract scale likely to provide minimal room for supplier investment in innovation	Medium/High • Ability to benchmark across contracts and	Medium/High - Larger suppliers will be able to bring in innovation from other parts of the business but may not be compelled to because no other contract to benchmark against - Larger contract enables supplier to invest in innovation and training
Performance management - sollity to benchmark, share nformation and lessons learned	Medium - Good ability to benchmark performance across contracts and share information and lessons, although one supplier is likely to be dominant if a 2/1 contract split occurs. Low - More likely to attract local suppliers with less access to specialists skills or incentive to develop these given the scale of the contract.	Medium - Good ability to benchmark performance across contracts and share information and lessons considering more even contract scale (depending on arrangements)	Low - No ability to benchmark performance within the region and relying on external information from
Access to specialist skills and inowledge lower weighting due to generally ion-complex scope)	Low - More likely to attract local suppliers with less access to specialists skills or incentive to develop these given the scale of the contract.	Medium - Increased contract scale will encourage more access/development of enhanced skills	High - May attract a larger supplier with more access to specialist skills

Table 4: Qualitative assessment of contract model options

5.3 Preferred option

The preferred option is the procurement of **two contracts** for these services across the Northland region. The benefits of this option when compared to the base case scenario of three contracts (status quo) were against the assessment criteria of:

- Value for money and economies of scale
- Resilience of service delivery
- Innovation; and
- Access to specialist skills and knowledge

The major difference between these two contract options related to value for money, with the potential to increase contract scale under the two contract model providing greater opportunity for economies of scale for services that are not complex, reducing supplier and NTA administrative costs associated with the contracts. The potentially increased contract scale with the two contract option drove additional benefits against the other criteria when compared with the three contract base case.

Having two similar contracts will retain the ability to benchmark performance between contracts and share lessons learned from one contract with the other contract. Notwithstanding that both contracts will be collaborative in nature with both contractors and the client contributing to what's best for Northland discussion, the issue of commercial sensitivity between contractors will need to be well managed by the client to facilitate uninhibited discussion.

The issues raised by the incumbent contractors of - economies of scale and feasible contract term that justifies capital investment are considered to be addressed by this approach. The third issue of writing a clear scope of works will be addressed in the contract documents

The key issues to be addressed for this model:

- a. Defining a pragmatic two contract split (boundaries etc.)
- b. Contract administration processes for the apportionment of costs across the three District Councils

There is the opportunity to seek feedback from suppliers who register through the ROI process on the preferred contract arrangements, including the potential arrangement of contract areas under the two contract model e.g. urban vs. rural areas, geographical arrangements etc.

The option of having a single contract covering the area was considered to provide additional economies of scale however it was noted that this was likely to provide less opportunity for local businesses, reduce the resilience of the delivery of these activities in the Northland region and result in reduced competition for these activities in the long term.

General

It is proposed to award two contracts to two different tenderers. In the event that a tenderer is the preferred tenderer for both contracts, they will only be awarded one of them. The client will consider what is best for Northland in awarding each of the two contracts. I.e. the preferred tenderer will not choose which contract they want.

Energy distribution companies, including Northpower and Top Energy will not be precluded from tendering by NTA. Whether their organisations allow for them to submit tenders is up to them to decide and will likely be confirmed during the proposed ROI stage.

5.4 Contract term

It is proposed to have a 2 year initial term with extensions of 2 years and 1 year (2+2+1) based on good performance by the contractor. The initial two year term is considered appropriate to allow contractors to make an effective capital investment in the contract as well as giving the client some extra certainty over what can be expected based on

consistent performance over the past 12 months when considering the first contract extension after about 18-21 months of operation (noting that there is a minimum of three months lead time if a new contract is to be tendered.).

This is further discussed below.

Considerations

- A good evaluation process and robust pre-award discussions will result in a contract that offers the best value.
 I.e. pick the right contractor and reduce the risk of not meeting the contract objectives. This particularly applies where innovation and improvements are sought, potentially involving new technologies and new systems over and above the status quo.
- A shorter initial contract term with consistent extensions makes it easier for a client to remove a contractor that has not performed during the first contract period. This is a lose-lose scenario which can be mitigated by making sure that the best contractors are chosen from a robust procurement process.
- A shorter initial term with longer extensions is not suited to contracts where a contractor is required to make a significant investment to deliver the contract and when that investment requires a longer period of time to recover than the initial term of the contract. This may result in the contractor's pricing being higher because of the risk of not getting the contract extended.
- The contract value needs to be sufficient in respect to contract period and contract value to entice a contractor to tender for the work, making the necessary change to their current operations including any capital investment including upgrading of their skills base.
- Over prescriptive contract specifications may represent greater cost risks for potential tenderers who may not be prepared to cover the costs of meeting the contract specifications, particularly where there is a shorter initial contract period.
- The technology involved is now used widely throughout New Zealand and, although complex to the layperson, is well understood by those who are expected to tender for this work and is not a key consideration in determining an appropriate contract term
- There are two contracts proposed for the NTA area, thus reducing the scope of the contract from what it would be if there were one contract and reducing the risk of relying on one contract for all of NTA's street lighting services.

One year for an initial term was considered in this assessment however is not long enough to get a good indication of the contractor's performance. It is likely that to adequately asses performance would take at least 6 months to ensure the contractor's ability to consistently deliver the value adding/innovation aspects of the contract are demonstrated. In the unlikely event that the contractor's performance was consistently poor over this period, contract termination clauses would be used.

It is considered that a two year first term is appropriate for both contracts because it gives the contractor a reasonable level of certainty for recovering their costs in tendering for, resourcing up, and delivering contracts of these values. It also gives the client a good indication of how the contractor is performing against the outcomes sought from the contract. This would include being able to quantify the benefits from the innovations introduced to the contract.

A three year initial term, or longer, is considered overly long for contracts of this nature where there is a moderate level of investment required to tender for and resource up to deliver the contract.

Recommendation

It is recommended that both contracts have an initial term of two years with two contract extensions of two years and one year respectively based on performance, entirely at NTA's discretion.

5.5 Contract Structure

The contract structure will be confirmed following approval of this procurement strategy and once feedback is received from ROI respondents on the contract structure options.

NTA will act as the Consultant on behalf of each District Council, with the contract Schedule of Quantities based on **separable** portions where required to enable the direct apportionment of costs to the individual councils. If necessary, common items such as Preliminary and General items will be kept small and apportioned in a simple manner to be agreed by the three districts. (e.g. apportioned as a percentage based on tendered costs.)

The Schedules will have the following main sections

- 1. Maintenance
- 2. Renewals
- 3. Streetlight Improvements

A similar contract structure was recently used for the Southern and Northern Infills projects with WDC the principal and FNDC and KDC having separable portions in the contract.

5.6 Performance

Performance is measured by WDC and FNDC in their current contracts. The proposed NTA specifications being jointly prepared will consider these measures when drafting common contract specifications for performance measures. There will be one performance measurement system for the region recognising the individual community's needs. (i.e. there may be different response time levels of service for individual communities).

A direct cash incentive to the contractor is proposed for good performance which is a method currently in place on the FNDC and WDC streetlight maintenance and renewal contracts. The details of this proposed arrangement will be developed during the next phase of this procurement for Council consideration and approval. Supplier access to this performance incentive will be based on annual performance scores, utilising the PACE system consistently across the contracts.

The use of additional work as an incentive was considered in place of a monetary incentive however it was considered not likely to be as effective due to the uncertain availability of additional work across the proposed term of the contracts.

The contractors will be allowed to tender for any of the above works publicly tendered outside the contract, only on the condition that they can demonstrate that they have the resource capacity to carry out the additional works as well as the main contract without impacting negatively on their performance.

6 PROCUREMENT METHOD DETAILS

6.1 **Professional services supplier selection method options**

6.1.1 A price quality process is recommended

A price quality process is recommended as it balances the quality and cost aspects of the project in the appointment of a Contractor. Using this procurement method for contractor selection allows greater consideration to be given to the tenderers' innovations and methodologies to deliver the outcomes sought from the contract in the tender evaluation process.

The tender documents are seen as a minimum standard in respect to quality expectations that tenderers can use when considering innovations and improvements in developing their tender submission while being driven by keeping their tendered costs appropriate to a project driven by value and cost

A price quality approach is consistent with the expectations of procurement policies of the three district councils and Waka Kotahi's Procurement Manual.

A key part of the evaluation process will be to evaluate tenderers against pass/fail criteria including:

- 1. Demonstrating that they are a viable company with the necessary resources
- 2. Being accredited suppliers, or are likely to be accredited suppliers, with Northpower or Top Energy

Other methods considered are discussed below.

6.1.2 Direct Appointment

A direct appointment of one or more organisations for specific areas of work is not considered to be appropriate for this procurement as there are a number of suppliers that could tender for this work.

A direct appointment would not give the price tension or innovation incentives that would be obtained from a tendering process.

Notwithstanding the above a direct appointment would be unlikely to be approved by Waka Kotahi and is not consistent with the three district's procurement policies.

6.1.3 Lowest price conforming

This project is seeking innovation, effectiveness and reliability which would not necessarily be obtained from a lowest price conforming contract.

6.1.4 Quality Based

A quality-based procurement method is not recommended for this process which is driven by a best value approach

6.1.5 Shortlisting considerations

A shortlisting process is not proposed.

6.2 Non-price and pricing attributes

It is recommended that a price weight of 60% be used with the non-price attributes also weighted at 40%.

The non-price attributes are as below.

	WEIGHTINGS (%)
Accreditation or ability to obtain required accreditation	Pass/fail
Company structure and ability to have sufficient resources to deliver the contract	Pass/fail
Relevant Experience	5
Track record	10
Relevant Skills	10
Methodology	15
Price	60

The scoring will be carried out is per the Waka Kotahi template guidelines. Tenderers not receiving a minimum score of 55% in any of the non-price attributes will be excluded from further consideration in the evaluation process.

The weightings above give emphasis on Relevant Skills and Methodology as these are key to getting the right team on board. If a tenderer fails to achieve 55% for Relevant Experience and/or Track record, they will be excluded from further consideration.

The methodology will be based on tenderers describing how they will achieve the key outcomes sought from the contract as described above.

6.3 Tender Evaluation Team

The TET will be made up of the following members:

- Consultant (Independent TET Lead, qualified)
- Brendon Tong
- Aaron Reilly / Anjitha Prem
- Musheer Khan

NTA reserve the right to amend the TET members prior to the RFT documents being released depending on fit and availability, and will also consider the use of non-evaluating Subject Matter Experts/Advisors to the TET.

6.4 Procurement timeframe (indicative)

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	DESCRIPTION OF THE PROPOSED TIMEFRAME TO DESCRIPTION OF THE
Registration of Interest (ROI) advertised	2 November 2020
Market sounding period with registered suppliers	Complete by 27 November 2020
Issue Request for tender (RFT) on GETS	11 January 2021
Combined briefing of potential tenderers	25 January 2021
Interactive meetings with tenderers	To be confirmed
Close of tender	19 February 2021
Tender evaluation	Complete by 19 March 2021
Naming of preferred tenderers	23 April 2021
Target date for contract award	14 May 2021
Contract start date	1 July 2021

6.5 Probity management

Standard Probity processes would be used for this procurement process.

7 NEXT STEPS

Before a contract can be tendered and subsequently awarded, the following activities need to be carried out

- 1. This Procurement Strategy is approved.
- 2. The wider market is advised in a ROI process which seeks interest from potential tenderers but does not preclude anyone from submitting a tender.
- 3. Market sounding is undertaken with registered tenderers from the ROI process on key contract components such as the contract structure and service levels.
- 4. Agreement is reached with the three district councils on a contract scope and specifications including performance measures/levels of service. The documents, particularly the Schedules of Quantities, will be subject to approval of current funding applications or modified if full funding is not obtained.
- RFT documents are prepared and approved and any outstanding actions involving the three districts are closed before releasing the RFT
- Once approved, the contract is advertised on GETS and Tenderlink "normal" GETS & Tenderlink tender processes are followed
- 7. A combined tenderers' briefing is held two weeks after tender release
- 8. Tenders close and the "normal" evaluation process takes place and to get a preferred tenderer.
- 9. The Tender evaluation report with the preferred tendered is formally approved and pre-award discussions commence resulting in a contract being let.

Prepared by:	Ben Sherriff, Resolve Group	Signed	31	Date	19/10/2020
Endorsed:	Rob Lorden, Resolve Group	Signed	Pet forden	Date	19/10/2020
Agreed:	Musheer Khan, Northland Transportation Alliance	Signed	Musheer Digitally signed by Musheer Ilahi Khan Date: 2020.10.29 12:35:53 +13'00'	Date	