

West Coast Councils Joint Land Transport Procurement Strategy 2025-28



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West Coast Councils Joint Land Transport Procurement Strategy 2025-28

Prepared for:

Buller District Council, Grey District Council, Westland District Council

Quality Assurance Statement

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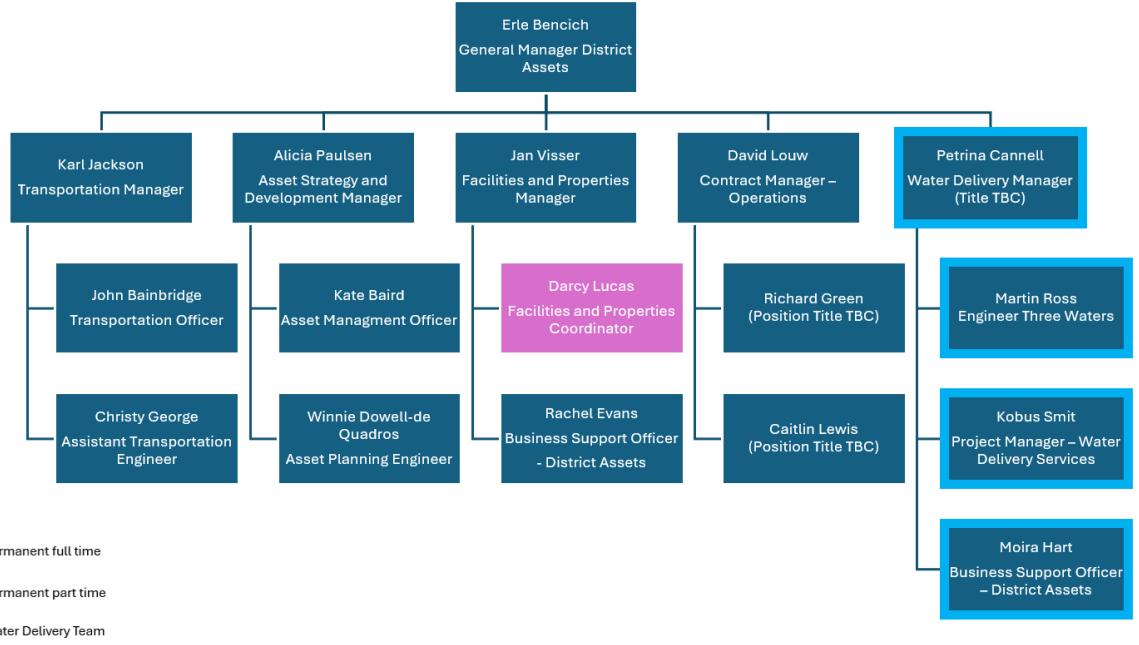
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Executive Summary

Summary Statement

Buller, Grey, and Westland District Councils (the West Coast Councils) have developed this Land Transport Procurement Strategy to enable procurement of goods and services in a manner that aligns with each Council's Procurement Policy and the New Zealand Transport Agency (NZTA) Procurement Manual requirements for activities funded through the National Land Transport Programme (NLTP).

The West Coast's unique context, characterised by geographic isolation, a limited contractor pool, and shared infrastructure challenges, has fostered a collaborative approach to transport planning and delivery. Since 2017 this collaboration has included several transport initiatives, including development of a regional Transport Programme Business Case and Activity Management Plan to inform each Council's Long-Term Plan and submission to the NLTP. As well as providing an opportunity for more efficient delivery of the programmes, this joint approach recognises the similar issues and challenges being faced across the region.

Subsequently, the Councils have sought opportunities to procure shared services to deliver specific projects and activities under a regional approach. This is delivering better value for money and quality of outcomes for each organisation than if they were to procure the same services separately.

As it stands, the three councils have jointly procured two regional professional services contracts by way of improving value for money and attract quality suppliers to the West Coast market.

Additionally, the councils are looking at opportunities to align the timing of their next roading contracts. This would allow the councils to share procurement efficiencies, deliver cost-effective outcomes and make contracts more attractive to those suppliers based outside the region.

The three councils are committed to continuing this collaborative approach and seeking opportunities to be more ambitious in the regional procurement and contract delivery space to increase benefits to their ratepayers.

Our Commitment

Buller District Council (BDC), Grey District Council (GDC) and Westland District Council (WDC) are committed to providing an open and competitive marketplace across the region. This is to demonstrate to ratepayers that the delivery of services undertaken are of the best possible value for money whilst providing opportunities for potential suppliers.

The councils also recognise that successful contracts are relationship based and several parties can be contracted to work together to deliver a single outcome. These relationships involve a sharing of skills and risk along with jointly promoting innovation to improve value of the service delivery. These professional relationships are relevant from the smallest of contracts through to long term contracts.

Solid contractual relationships:

- Promote stability in the marketplace.
- Provide confidence to BDC, GDC and WDC and the contracting industry.
- Encourage investment in systems, training, and equipment.

Extent of the Strategy

This strategy is focussed on transportation and the conditions needed for compliance with NZTA requirements.

While relevant to all the organisation's operations, BDC, GDC and WDC's procurement of works, goods, and services across other activity groups will be guided by each of the council's Procurement Policy and other applicable policies and strategies.

Public Value

Public value means achieving the best possible result from a procurement, this includes achieving whole-of-life economic value for money through successful procurement and delivery of services, as well as any broader outcomes the councils are seeking.

The key components for achieving public value from BDC, GDC and WDC's procurement activities are regarded as:

- Evidence informed asset management and investment decision making to ensure a robust forward programme of work.
- Supplier selection procedures that are appropriate to the goods and services being procured and maintain capacity and competitiveness in the local market.
- Seeking broader outcomes through procurement practices.
- Successful delivery of works and services (the right outcome on time and within budget).

This broad, long-term, perspective commits the councils to seek sustainable options and not necessarily the lowest cost ones.

Council Endorsement and Review

- Subject to the endorsement of NZTA, the Procurement Strategy will be put forward for adoption by each Council.
- Responsibility for the Strategy primarily lies with the Manager Infrastructure Delivery for BDC, Transportation & Infrastructure Manager for GDC, and Transportation Manager for WDC.
- Reviews and NZTA endorsement of the Procurement Strategy is a requirement for continued funding.

The Strategy will be reviewed on a three yearly basis to ensure it is current and remains fit for purpose.

Endorsement and Approval Sought from NZ Transport Agency

The West Coast Councils recommend that NZTA:

- **Endorses** the West Coast Land Transport Procurement Strategy 2025.
- **Approves** the use of the Buller District Council established in-house professional services business unit, to provide in-house professional services to Council's contracts. Note this may be supplemented with procured services in accordance with this strategy.
- **Approves** Buller District Council a variation to Procurement Manual s10.5 Procurement procedure advanced components allowing Council to use the already established Professional Service Panels for land transport activities included in the NLTP.
- **Approves** Buller District Council and Westland District Council extend their current network maintenance contracts by nine months, aligning expiry with Grey District Council on 30 June 2028. This alignment will enable all three Councils to enter the market together, supporting coordinated planning, streamlined procurement, and improved efficiency to deliver better value for money across the region. Detailed planning for this procurement will commence in 2026/27.
- **Approves** the establishment of a regional pre-qualified panel of suppliers for emergency works. This panel will enable faster mobilisation following emergency events, ensure procurement compliance, and strengthen resilience across the region. The panel's scope will be defined in conjunction with NZTA, and according to emergency response needs, including road opening, remediation, and related activities.

1 Council Context

1.1 Buller District Council

1.1.1 BULLER DISTRICT COUNCIL LONG TERM PLAN 2025-34¹

BDC's LTP outlines five community outcomes that guide its infrastructure and procurement decisions:

- Social: Safe, vibrant, healthy, and connected communities.
- Affordability: Efficient, affordable infrastructure and services.
- Prosperity: Resilient infrastructure supporting a diverse economy.
- Culture: Strong community spirit and heritage awareness.
- Environment: Sustainable management of natural resources

1.1.2 BULLER DISTRICT COUNCIL'S PROCUREMENT POLICY

The principles below underpin the intent and implementation of BDC's Procurement Policy and broadly follows the Government Procurement Rules to provide guidance to staff:

1. Value for money (Total Cost of Ownership).
2. Ethical, transparent processes.
3. Proportionality to risk and complexity.
4. Preference for local suppliers where appropriate.
5. Consideration of broader outcomes (social, environmental, cultural).

1.2 Grey District Council

1.2.1 GREY DISTRICT COUNCIL LONG TERM PLAN 2025-34²

GDC's vision and community outcomes were initially developed in 2020 after significant community engagement on what residents would like for their '*Ideal Grey District*'. The 2025-34 Long Term Plan has retained the four vision and community outcomes:

- Economic: Strong, diverse, sustainable and prosperous.
- Social: Safe, inclusive, connected and enabled.
- Cultural: Proud, unique, inter-connected and vibrant.
- Environmental: Bold, practical, resilient and strategic.

1.2.2 GREY DISTRICT COUNCIL'S PROCUREMENT POLICY

The following principles underpin all procurement activities at GDC, as outlined in their procurement policy:

- Plan and manage for greater results.
- Be fair to all suppliers.
- Get the right supplier.
- Get the best outcomes for everyone.
- Play by the Rules.
- Inclusivity.
- Partnering for better contract outcomes.
- Sustainability.

¹ Buller District Council Draft Long Term Plan 2025-34.

² Grey District Council 2025-34 Long Term Plan.

1.3 Westland District Council

1.3.1 WESTLAND DISTRICT COUNCIL LONG TERM PLAN 2025-34

WDC's vision is "By investing in our people, caring for the environment, respecting the Mana Whenua cultural heritage and enabling investment, growth, and development we will enrich our district and the people that reside here".

The Community Wellbeing Outcomes are: Sustainable environment; Diverse Economy; Embracing our culture; Live and Play; and Resilient infrastructure.

1.3.2 WESTLAND DISTRICT COUNCIL'S PROCUREMENT POLICY 2024

In making procurement decisions, Council will have regard to the below key principles governing public spending: Accountability; Openness; Value for Money; Lawfulness; Fairness; and Integrity.

2 Legislative and Regulatory Requirements

Procurement activities are governed by the following frameworks:

- Local Government Act 2002: Requires open, transparent, and accountable decision-making.
- Office of the Auditor-General: Provides guidance on ethical and effective procurement practices.
- Government Procurement Charter & Rules: Emphasize public value, fair competition, and strategic procurement.
- NZTA Procurement Manual: Sets out approved procedures for transport activities funded through the NLTF.
- Land Transport Management Act 2003: Mandates procurement procedures that deliver best value, fair competition, and efficient markets.

BDC, GDC and WDC will comply with all the above legislation.

3 Section 17A Review

In July 2025, a Section 17A review of roading service delivery across Buller, Grey, and Westland District Councils was completed. Each Council's largest transport contract is its individual road maintenance agreement. The review, informed by workshops and documentation, identified opportunities to improve delivery through:

- Better management of maintenance, renewal, and operations contracts
- Stronger performance frameworks for outsourced works
- Joint procurement and potential joint management of contracts from 2028
- Progress toward shared services in asset management and engineering

Key recommendations included:

- Governance: No immediate changes, but increased collaboration is expected
- Funding: Councils should pursue alternative sources beyond the NLTP
- Physical Works: Joint procurement planning should define scope for shared and individual contracts
- Asset Management: Continue mixed in-house and outsourced delivery, with potential for formal resource sharing

4 Understanding our Transport Procurement Environment

4.1 Local Transport Summary

At a regional level, the roading network is heavily reliant on the one north-south route – State Highway 6, providing the main arterial road functions for the West Coast and the linkages to neighbouring regions of Tasman and Otago. The local road networks extend off this main arterial, and there are few other options for making journeys up and down the coast. State Highways 7 and 73 provide important links to Canterbury and the ports in Christchurch.

Together the three councils own and operate approximately 1,945 km of roads. In addition, NZTA operates approximately 870 km of state highway across the West Coast region.³ The Department of Conservation also administer a relatively short length of roads to provide access to public conservation land; some of these connect to the local road network.

4.2 Roading Market Environment

4.2.1 OVERVIEW

While the West Coast's remote location can limit access to external contractors, the Councils maintain a competitive market through capable local providers. To deliver best value, not necessarily lowest cost, they seek innovative, commercially focused suppliers who can offer effective solutions and best value for ratepayers. To be an attractive customer, it is essential that the Councils fosters productive relationships with suppliers.

As discussed below, BDC, GDC and WDC are served by a limited range of large contracting firms capable of successfully managing and delivering large scale maintenance contracts. Meanwhile there are several smaller local contractors who can deliver specific projects and works, or subcontract to larger firms on higher value contracts.

WestReef and Westroads, currently delivering the Westland and Buller maintenance contracts respectively, are council-controlled trading organisations (CCTO) owned by the respective Councils. Despite the nature of these organisations and established relationships with the parent Councils this Procurement Strategy makes no preferential treatment for either supplier. The three Councils through their procurement processes will ensure suppliers are appointed with a focus on:

- Value for money for ratepayers.
- Appointment of principal contractors who can successfully deliver the requirements.
- A healthy and competitive marketplace for small to medium sized local firms.
- Open and fair competition that supports innovation and helps create a competitive, productive marketplace in the region.
- Incumbent bias (perceived or real) is managed / mitigated as appropriate.
- Ensuring Council is valued as a desirable principle / client organisation that demonstrates professional practice and has a reputation for integrity.

4.2.2 PHYSICAL WORKS PROVIDERS

WestReef (BDC contractor)	Westroads (WDC Contractor)
Downer	Fulton Hogan
Rosco Contracting Ltd (BDC)	Avery Bros Ltd
Pearson Contracting Ltd (BDC)	Isaac Construction
MBD Contracting	E-Quip Engineering
A G McMaster Ltd	Higgins
Isaacs Contracting (GDC Contractor)	ElectroNet
Tru-Line Civil (BDC)	Geostabilisation NZ Ltd (BDC)
Paul Smith Earthmoving 2002 Ltd	Geotech Ltd (BDC)

³ <https://www.nzta.govt.nz/planning-and-investment/learning-and-resources/transport-data/data-and-tools/>

There are also other small and 'owner-operator' contractors who can undertake small projects and subcontract work locally.

4.2.3 LOCAL ROAD NETWORK MAINTENANCE AND OPERATION PROVIDERS

Market engagement identifies:

- Large Tier 1 firms hold most road network maintenance contracts nationally.
- Long-term and larger contracts are preferred with at least five-year initial terms and possibility of further extensions.
- Contracts that encourage a collaborative approach with reward mechanisms for good contractor performance and responsibility for decision-making and programmes which are owned by the contract principle are viewed positively.

BDC's current maintenance contractor is WestReef, a BDC controlled organisation. The current contract was awarded in October 2020, with two two-year options to extend to a maximum term ending in 2027. BDC is currently in its first extension, ending in October 2025, with the option to extend for another two years.

In 2023, GDC awarded its roading network maintenance contract to Isaacs, taking over from Westroads. The initial contract period is three years, with the opportunity for two 2-year extensions, for a maximum term of 7 years.

WDC's current roading maintenance contractor is Westroads, a Westland District council-controlled organisation.

The current network maintenance contracts are held by:

- Westland: WestRoads, a WDC CCTO, commenced in 2021 and in its second separable portion (3 + 2 + 10mths), the final 10-month portion was set to align the expiry date with BDC.
- Grey: Isaacs, commenced in 2023 and in its first separable portion (3 + 2 + 2) until 30 June 2026.
- Buller: Westreef, a BDC CCTO, commenced in 2020 is in its second separable portion (3 + 2 + 2) with the final portion soon to commence for a total term of seven-years.

With the award of Grey District's network maintenance contract to Isaacs in 2023 the region now has three major contractors delivering on behalf of each Council, creating a more competitive environment. In addition, Fulton Hogan holds the current State Highway Network Outcomes Contract (NOC) – though they have tendered recently for any the Council maintenance contracts. NZTA is soon to announce the Preferred Supplier for the new Integrated Delivery Model (IDM) contract which will replace the NOC.

Supporting these larger firms are local contractors with the capability to undertake physical works, but some lack the management systems and available resources to undertake the full-service contracts currently being tendered in accordance with expected roading industry standards. These local firms have previously, and likely will still, subcontract to larger contractors on local maintenance and renewal contracts.

4.2.4 PROFESSIONAL SERVICE PROVIDERS

The Councils have been collaborating through shared service arrangements for Activity Management Planning (WC003) and Network and Asset Management (WC151).

Specifically, this has been through the appointment of Beca (roading) and WSP (bridges / structures) to provide asset management professional services. All three councils have aligned, individual fixed term contracts in place to support in-house staff providing asset management services, sharing one-third of the cost to optimise value for money.

To improve value for money and attract quality suppliers to the West Coast market, the Councils are undertaking two regional procurements of professional service providers. These are:

- Regional Roading Asset Management.
- Regional Bridge and Structures Asset Management.

The key objective of these procurement activities is to enter into a long-term contractual arrangement with suppliers who can improve transport data quality, ensure greater use of data and technology, and

enhance forward work planning and investment analysis while empowering the local people to implement sound transport asset management practices consistently across the three councils.

The outcome of this procurement is to attract a professional, competent, and capable supplier who will take responsibility and proactively drive the West Coast Councils to improve their transport asset management practices continually and jointly develop forward work programmes while upskilling locally based staff and building organisational capacity.

Each of the councils utilise various other external providers engaged for specific projects / programmes of work. These providers are generally based in Greymouth or Canterbury and include large national and international multi-disciplinary organisations as well as much smaller specialist service providers.

External professional services are used for specific expertise to assist on works, for example:

- Asset management planning and programme delivery.
- Traffic counting estimation and models.
- RAMM data support.
- Road and asset condition surveys.
- Safety assessments.
- Studies to inform programme development.
- Business case and activity management plan development.
- Geotechnical investigations.
- Structural calculations.
- Traffic engineering.

4.2.5 LOCAL SUPPLIERS

The wellbeing of local communities is highly dependent on the strength of local businesses. This is certainly the case for the West Coast districts, where maintaining attractive employment prospects and strengthening local suppliers' businesses provides the backbone of the regional economy.

Local suppliers are encouraged to tender as this creates healthy competition and discourages complacency or monopolies in small communities where opportunities for work can be limited.

To prevent an unfair bias, a robust procurement process must be followed to ensure that tender evaluation and awarding is done in a fair way that meets NZTAs requirements as well as the respective councils' Procurement Policy.

4.2.6 SPECIALIST SUPPLIERS

Diversity and competition are less evident in specialised areas such as streetlight maintenance and line marking, so careful attention is needed in these areas to ensure value for money – where direct competition is less likely to contribute to that goal.

4.3 High Risk or Unusual Procurement Activities

At this time, all councils have not identified any particularly high-risk activities nor the need for unusual procurement activities that are not covered adequately by the NZTA Procurement Manual.

However, The Councils intend to establish a regional pre-qualified panel of suppliers for emergency works. This panel will enable faster mobilisation following emergency events, ensure procurement compliance, and strengthen resilience across the region. The structure and implementation of this panel will be developed in collaboration with NZTA, taking into account key considerations such as road opening, remediation, and the broader scope of emergency response needs.

This intent is informed by previous emergency events, which highlighted the need for rapid and robust procurement across multiple work packages, including non-roading activities.

5 Procurement Models

5.1 Procurement Objectives

The following objectives are intended to guide BDC, GDC and WDC's procurement of land transport and other infrastructure works programmes:

- To ensure purchasing decisions are consistent, transparent, fair, and lawful.
- To deliver procurement outcomes that meet the current and future needs of communities in a way that is most cost-effective for households and businesses.
- To ensure products, services, and works are fit for purpose and are procured using commercially astute and appropriate processes.
- Support sound environmental procurement and sustainability.

These objectives support the procurement practices sought by Waka Kotahi:

- Contribute to the approved organisation's vision and objectives.
- Help obtain the best value for money from all purchasing activity.
- Help effectively manage supplier markets.
- Effectively manage risks associated with purchasing activity.
- Enable the best quality of goods and services to be obtained.
- Are undertaken in a way that ensures probity and accountability for outcomes.

5.2 Procurement Stages

The eight-stage procurement lifecycle is structured around the 'plan', 'source', and 'manage' phases.⁴ While traditional procurement practices tend to have focused on the source phase, best-practice strategic procurement emphasises the importance of the plan and manage phases for whole-of-life service delivery, relationship management, and public value outcomes.



Figure 1: Procurement Lifecycle

⁴ <https://oag.parliament.nz/2018/procurement/docs/summary.pdf>

The diagram below outlines the decision-making stages of procurement, from identification of a project through to developing the contract. This is of particular relevance to land transport, but applicable to all activities.

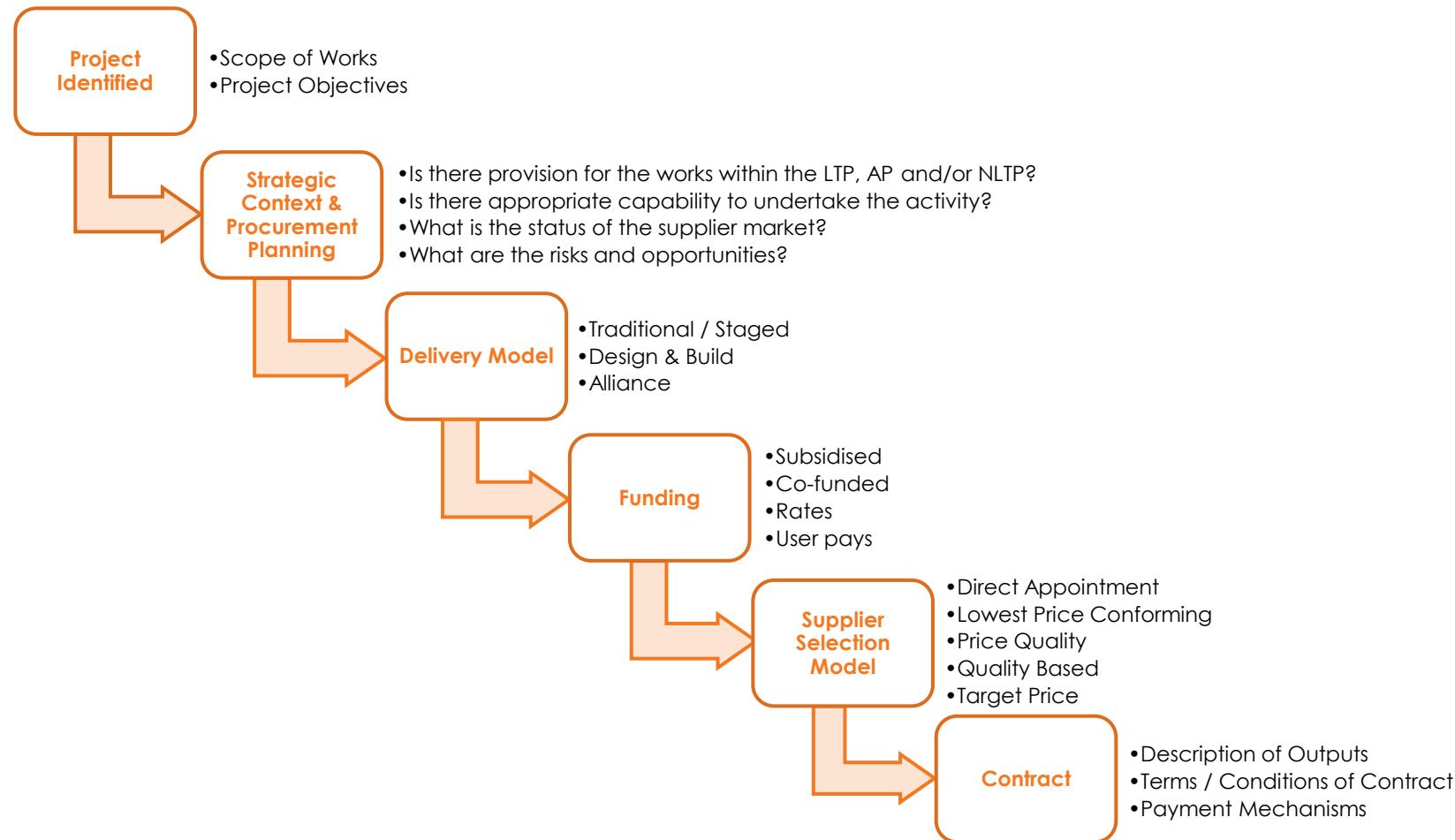


Figure 2: Stages of Procurement

5.3 Procurement Planning

Prior to the engagement of any supplier of goods or services procurement planning is required to ensure the best value for money. This process is relevant for any scale and complexity of contract but should be tailored appropriately.

The procurement planning process should include, as a minimum:

1. A review of the current contract:

- Is it delivering on its objectives?
- Are the appropriate levels of service being met?
- Are the agreed community outcomes being met?

2. Consideration of the strategic context:

- Market circumstances.
- Risks of the proposal and opportunities for risk sharing.
- Opportunities for innovation.
- Potential to integrate across other activities.
- Capacity and capability of Council officers to manage and deliver the procurement programme.

3. How can delivery be improved?

- Scope and cost of delivery.
- Potential bundling of works.
- Alignment with other West Coast Councils.
- Length of contract.
- Potential for local supplier involvement.

4. Determination of the preferred format of contract delivery:

- What type of contract will the works / services be delivered under?

5. Determination of the appropriate selection procedure:

- How will the preferred supplier be decided?

5.4 Forms of Delivery Model

The generally accepted forms of delivery comprise the models outlined in the table below which identifies typical characteristics for the key Forms of Delivery for infrastructure projects.

Table 1: Delivery Models

Potential for Innovation Increases ↓	Staged / Traditional
	Where the client wants to retain control over the programme of works, where delivery is likely to be on a measure and value basis and where the client wants to encourage a healthy market environment with limited suppliers. <ul style="list-style-type: none">• The client has scope, schedule, and programme certainty.• Contract is simple / non-complex / low risk.• Small to medium sized contracts.• Short, medium, or long-term contract duration with potential rollover.• Direct negotiation / lowest price conforming / price-quality methods of procurement.• Method of payment typically measure and value.
	Design and Build
	Where the client wants to set performance measures and hold the contractor accountable for delivering them <ul style="list-style-type: none">• To encourage innovation.• Contract is more complex.• Medium to large sized contracts.• Typically, price-quality methods of procurement.• Client has sufficient asset information for contractor to price contract.• Self-certification with client-controlled checks.• A well-balanced risk profile.• Certainty in expenditure and rates.
Alliance / Collaborative model	
This form of delivery provides flexibility and risk sharing in a formalised 'team approach' with the contractor focused on network outcomes. This is an advanced procurement model and requires approval in advance from Waka Kotahi. ⁵ <ul style="list-style-type: none">• Flexibility and risk sharing.• Client wants to and has the capability to be directly involved in the contract.• Client is uncertain of contract scope, required performance and programme and / or needs to make significant cost savings.• Large / complex contracts.• Longer term contract duration with potential rollover.• Price-quality methods of procurement.• Sharing knowledge and experience.• The asset has a high rate of change.	

5.5 Supplier Selection Methods

There is no 'one size fits all' approach to procurement, and Council favours a range of methods for engaging suppliers including:

- Comprehensive long-term contracts for maintenance works which require high levels of capacity, capability, and certainty.

⁵ Refer to Waka Kotahi Procurement Manual Section 10.5

- Smaller packages to enable smaller local suppliers to supply services to Council and their community.
- Larger packages for capital projects involving complex design, project management, and construction.
- Bespoke packages that acknowledge the roles of specialists.

When choosing the appropriate procurement method, it is noted that some methods are governed by legislation. For example, the Land Transport Management Act 2003 requires certain procedures to be used for approved activities relating to transport.

5.5.1 APPROVED SUPPLIER SELECTION METHODS

NZTA's Procurement Manual (Section 5.4) describes the supplier selection methods an Approved Organisation must use when purchasing outputs or activities funded under Section 20 of the LTMA. These are:

- **Direct appointment:** the purchaser selects a single supplier and negotiates the contract terms, including price.
- **Lowest price conforming:** the preferred supplier meets all the requirements set out in the RFP and offers the lowest-price proposal, after deducting any added value premium.
- **Purchaser nominated price:** the approved organisation fixes the price to be paid and advises this through the RFP. Proposals must meet the requirements of the RFP and are evaluated on the basis of quality only.
- **Price quality:** the quality attributes of suppliers whose proposals meet the RFP's requirements are graded from zero to 100, and the preferred supplier is selected by balancing price and quality through the use of a formula.
- **Quality-based:** the quality attributes of suppliers whose proposals meet the requirements of the RFP are graded and the preferred supplier is selected solely on that basis. A price is then negotiated with the preferred supplier, based on their price proposal. When used for infrastructure this is an advanced component and requires Waka Kotahi approval.⁶

5.5.2 EXPRESSION / REGISTRATION OF INTEREST

The tender process may, depending on the scale and complexity of the goods or services being purchased, include an initial Registration of Interest (ROI) or Expression of Interest (EOI) phase as a means of establishing more information about the goods or services, the market, and the capability of suppliers to satisfy the procurement need.

It may also be used a means of selecting a short-list of organisations for the RFT/RFP phase.

This stage would be followed by a Request for Proposal (RFP) or Request for Tender (RFT).

5.5.3 STAGED SUPPLIER SELECTION PROCESSES

Stage supplier selection processes separate the process into two or more stages.

Providing the process remains fair to all and transparent, adding stages can help deliver better value for money by reducing administration costs. Approved Organisations should consider using a staged supplier selection process if it is likely to deliver better value for money.

This process may include:

- Request for Information (RFI): used to gather information to help design later stages of the supplier selection process. An RFI stage cannot be used to shortlist suppliers.
- Registration of Interest (ROI): asks potential suppliers to:

⁶ Refer to Waka Kotahi Procurement Manual Section 10.5

- Register their interest in an opportunity to supply specific goods, services, or works.
- Provide information that supports their capability and capacity to deliver the goods, services, or works.

An ROI stage can be used to establish a shortlist of suppliers to participate in an RFP stage.

5.5.4 PREQUALIFICATION SYSTEMS

A prequalification system uses a 2-stage process to selecting suppliers for particular works / services.

Suppliers on a prequalification register must have met the criteria specified by the Council for particular types of work or services and are then not required to resubmit generic information with every proposal they submit in response to a Request for Proposal (RFP).

Prequalification systems are typically used for routine or minor works and services to local suppliers with the lowest price conforming supplier selection method. This is typical for the non-core activities such as trades (plumbing and electrical works).

Note that a supplier prequalification system and a supplier panel delivery model are sometimes confused. The fundamental difference relates to the way in which suppliers are placed on a panel as opposed to a prequalification register. To be on a panel, a supplier must compete against others and win a place; to be on a prequalification register, a supplier needs to meet specified criteria as determined by the Council.

5.5.5 SUPPLIER PANEL

The supplier panel model establishes a relationship with a group of suppliers that will be used to deliver a bundle of outputs for a group of activities. This essentially comprises two categories:

- Standing arrangements for supply of recurring purchases each of a relatively low value.
- Panel arrangements where a contractual arrangement is made with a group of suppliers to provide services as and when required based on agreed prices / rates.

As an advanced procurement model a supplier panel requires prior approval from Waka Kotahi under Section 25 of the LTMA.⁷

BDC Professional Services Panel

BDC recently procured two Professional Service Panels which have are operative as of 1 July 2025:

- Panel A: services including project management, programme management, design (engineering, architectural), Engineers Representative and Engineer to Contract.
- Panel B: services including Procurement Advice, Tender Evaluation team and Probity Auditor.

These Panels are to be used across all Council activities, seeking to reduce the need for repeat procurement processes where suppliers are often selected from the same pool of tenderers. The Panels will save both BDC and Consultants time and cost and allow BDC to ensure services are spread across suppliers to maintain a health interest in the marketplace.

BDC requests approval from NZTA under s25 of the LTMA to use both Professional Service Panels for land transport activities included in the NLTP, this will include design and management of capital works, and support for procurement of physical works.

BDC Contract works Panel

BDC's previous Land Transport Procurement Strategy was approved by NZTA under s25 of the LTMA to award Emergency Works contracts under the Roading Return to Service Programme using BDC's established Contract Works Panel.

⁷ Refer to Waka Kotahi Procurement Manual Section 10.5

This programme of work has since been completed, and the Panel is no longer in active use. BDC has no plan to use the Panel for future procurement of emergency works or other land transport activities included in the NLTP.

5.6 Broader Outcomes

Broader outcomes (Government Procurement Rule 16) are secondary benefits from procurement activities that deliver long-term public value—social, environmental, cultural, or economic. They go beyond cost, considering impacts on society, the environment, and the economy. Embedding these principles into procurement will assist the Councils to meet the needs of the end user, delivering long-term value for money, as well as maximise social, economic, cultural, and environmental benefits.

The practicality and appropriateness of broader outcomes will vary depending on the type of goods and services being procured. Four priority areas have been identified below to serve as a starting point for planning individual procurements. Where included, procurement documents will emphasise the importance of broader outcomes to ensure they form a core part of tender responses. This will be contingent on the councils' ability to embed agreed targets into new contracts, requiring suppliers to report against these targets, and empowering contract managers to assess contractor performance.

Implementation	Potential implementation, evaluation, and monitoring
Skills and workforce development	
Value suppliers that can demonstrate a commitment to training and development of staff, including upskilling and apprenticeships for local staff.	<p>Agree and monitor number of apprenticeships and training units completed during the contract term.</p> <p>Monitor wages paid to staff employed via Council contracts, e.g. number of staff earning a living wage (if relevant and agreed via contract T&Cs).</p>
Enter collaborative arrangements with suppliers to upskill in-house staff to build capability and capacity.	Regular monitoring of number of training exercises, or other up-skilling (e.g. mentoring) provided by the contractor to in-house staff against agreed targets.
Prosperous and sustainable New Zealand regions	
Require local sub-contractors to be appointed to an agreed percentage of works on large maintenance or physical works contracts, as appropriate.	Annual reporting of total value of works delivered by SME sub-contractors, where required by contract T&Cs.
Fair and equitable opportunities for local businesses and organisations to participate in the procurement of goods and services.	<p>Put contracts to open market of sufficient scale and complexity that local SMEs can deliver some or all of the works.</p> <p>Require use of SME sub-contractors on large long-term contracts (e.g. maintenance and operation contract).</p> <p>Monitor number of contracts delivered by local SMEs.</p>
Valuing local experience and existing relationships with Councils highly in evaluation of Tenders and Proposals.	Scoring of weighted attributes for company experience and track record to value local experience highly.
Environmentally sustainable practices and outputs	
Seek suppliers that can demonstrate a commitment and processes for minimising waste and emissions on Council projects.	<p>Seek methodologies that propose an approach to minimising waste and emissions, embed these with targets into contract terms and conditions.</p> <p>Require regular reporting of achievement against agreed targets.</p>

5.7Tender Procedures

Council's tender documents / requests for proposals should include, but not be limited to: Scope / specification of works, services, or goods; Payment schedule and payment mechanisms; Duration of contract; Conditions of contract / Terms of Agreement; Evaluation criteria; and Time of closing of tender / proposal.

6 Procurement Strategy

6.1 Delivering the Roading Activity

The total expenditure on the local roading assets has increased over the 2024-27 period, providing for urgent investment in maintenance and renewals to address a backlog of works, whilst also increasing future investment to preserve existing assets. Bridge structures are a core focus of this programme alongside a substantial uplift in investment to improve asset management capability and capacity across the councils' roading teams. This builds on the continual step-change in asset management maturity that the three councils are building on.

The Councils have a mix of funding mechanisms for the land transport activity, with the bulk of revenue coming from NZTA via the Funding Assistance Rate (FAR) subsidy and the remainder from general rates. For 2024-27 BDC's FAR subsidy is 75%, while both GDC and WDC has a FAR subsidy of 64%.

Both BDC and WDC's networks include Special Purpose Roads (SPR), located at Jackson Bay and the Karamea Bluff. These are currently 100% funded by NZTA.

To achieve the best value in the long-term, BDC, GDC and WDC's procurement will remain flexible, collaborative, and will encourage development of the local contracting market benefiting local businesses and the economy.

6.2 Road Maintenance Contract

6.2.1 CURRENT ARRANGEMENTS

Major difference between them is that GDC and WDC have included some improvement work, including resealing, footpath maintenance and renewals, and pavement marking. They like this because it allows the contractor to carry out works from start to finish.

On the other hand, BDC has a continued programme of pavement resealing, seal widening, rehabilitation, low-cost low-risk improvements, and bridge component replacement / full replacement projects which will maintain the interest of the local contracting industry and encourage competition.

BDC's separate pavement resealing programme is to be able to deliver the 3-year programme over a shorter timeframe, improving efficiency and reducing disruption.

The following table lists out each councils current individual maintenance and operation contract. This scope and inclusions will be reviewed as part of any joint procurement planning with a desire to go to market with aligned scope and specifications, so some changes will be needed, particularly for the different approach to resealing currently.

	Buller District Council	Grey District Council	Westland District Council
Activities included	Network inspections and programming Unsealed and sealed roads maintenance Cyclic maintenance (potholes, edge break, litter collection etc.) Street sweeping / footpath maintenance Mowing and vegetation control Drainage maintenance Bridge maintenance Signs maintenance Emergency works / incident response	Network inspections and programming Unsealed and sealed roads maintenance Cyclic maintenance (potholes, edge break, litter collection etc) Street sweeping Mowing and vegetation control Drainage maintenance & renewals Bridge maintenance & some renewals work Signs & other street furniture maintenance & renewals	Network inspections and programming Unsealed and sealed roads maintenance Cyclic maintenance (potholes, edge break, litter collection etc) Street sweeping Mowing and vegetation control Drainage maintenance & renewals Bridge maintenance & some renewals work Signs & other street furniture maintenance & renewals

	Maintenance related to weather events (flooding, storms, snow, ice etc.) Responding to stakeholder queries Minor renewals work	Emergency works/incident response Maintenance related to weather events (flooding, storms, snow, ice etc) Responding to stakeholder queries Resealing Pavement Marking Footpath Repairs, maintenance & renewals Cycleway Maintenance Footbridges and Bus Shelter maintenance Major bridge/structure component replacements	Emergency works/incident response Maintenance related to weather events (flooding, storms, snow, ice etc) Responding to stakeholder queries Resealing Pavement Marking Footpath Repairs, Maintenance & Renewals
Activities excluded	Sealed pavement resealing Major pavement rehabilitation Bridge / structure component replacement and renewals Footpath renewals Line marking Streetlight maintenance and renewals	Street lighting Major Pavement Rehabilitation Bridge/large replacements	Street lighting Major Pavement Rehabilitation Major bridge/structure component replacements Bridge/large replacements

6.2.2 OPPORTUNITIES FOR CONTRACT ALIGNMENT

The three West Coast Councils have agreed to commence planning for a move to joint procurement of their network maintenance contracts. Currently it is expected:

- The Councils will retain their individual network maintenance contracts for their district.
- Some works may be let on a regional / sub-regional basis, for example resealing.
- Contract terms, specification, and basis of payment will be the same for each Contract.
- Contracts will be put to market at the same time under the same procurement, suppliers will have the opportunity to tender for one or more of the contracts.

BDC and WDC's current contract expirations are aligned so the full terms (if taken up by Council) expire on 30 September 2027, WDC achieved this with a 10-month optional extension in their current contract. However, GDC's contract does not line up with the other Councils at any point with expiries in 2026, 2028, and 2030.

The Councils have agreed to a recommendation for BDC and WDC to extend their contracts by 9-months to end 30 June 2028. The rationale for requesting a contract extension is to ensure all three Councils can enter the market together, enabling coordinated planning and improved procurement efficiency. This joint Procurement Strategy is a foundational step toward contract alignment across the West Coast, providing the groundwork for more coordinated, efficient procurement that will benefit all three councils.

At the time of writing formal Endorsement of either option has not been sought from the individual Councils or NZTA, though indications show general support at Council Executive Leadership and NZTA Procurement and Investment Advisor level for Option 1. The Councils will undergo a more detailed planning process

to ensure decision makers can make an informed decision, and at this time formal approval from the Councils and NZTA will be sought.

This approval is expected in the first half of 2026, and the commercial model will be included through development of the regional programme business case and activity management plan for submission to the 2027 National Land Transport Programme in late 2026.

6.3 Professional Services

The Councils engage a range of professional service providers, both local and national, to deliver specific services and support where there is not in-house capability or capacity. This support is primarily focused on network and asset management activities, including specialised engineering services such as pavement design and bridge renewals.

To improve value for money and attract quality suppliers to the West Coast market, the Councils have jointly procured two regional contracts:

- Regional Roading Asset Management, to be delivered by Beca Ltd.
- Regional Bridge and Structures Asset Management, to be delivered by WSP New Zealand Ltd.

These are separate contracts because the technical skills, tools, and methodologies required for road network asset management differ significantly from those needed for structural and bridge engineering. Splitting the work allows each supplier to apply its specialist expertise.

These long-term contracts aim to enhance transport data quality, promote the use of technology, and improve investment analysis and forward work planning. A key objective is to empower local people and build organisational capacity by embedding consistent asset management practices across the three councils. The selected suppliers bring strong technical expertise and will take a proactive role in guiding improvements, co-developing work programmes, and upskilling council teams.

6.4 Roading Contracts

The following table outlines the West Coast Councils programme of roading activities for existing and proposed contracts and recommends contract types and procurement methods based on the cost, complexity, consequences, health and safety, and environmental factors.

Contract	Start Date	Duration (end date)	Budget (forecast annual spend)	Selection Method
Buller District Council				
Local Roads Maintenance Contract	Oct-20	3 yr + 2 + 2	\$3m.	Price Quality
Sealed Pavement Resealing	Nov-24	May-26	\$1.6m	Lowest Price Conforming
Major Pavement Rehabilitation	TBC	TBC	\$0.5m	Lowest Price Conforming
Structures Component Replacement	TBC	TBC	\$1.3m	Lowest Price Conforming/Direct Appointment
Bridge & Structure Renewals	TBC	TBC	\$2.6m	Lowest Price Conforming
Footpath Renewals	Oct-25	May-27	\$470,000	Lowest Price Conforming
Street Light Maintenance	Ongoing	As required	As required	Direct appointment
Prof. Services: Asset Management	1-Nov-22	3yr + 2	\$300,000	Price Quality / Quality-Based / Direct Appointment
Grey District Council				
Local Roads Maintenance Contract	1-Jul-23	3 yr + 2 + 2	\$5,604,000 annually	Price Quality
Bridge & Structure Renewals	By project	As required	\$350,000	Price Quality / Lowest Price Conforming
Street Light Maintenance	Ongoing	As required	As required	Direct appointment
Professional Services	By project	As required	\$300,000	Price Quality / Quality-Based / Direct Appointment
Westland District Council				
Local Roads Maintenance Contract	1-Dec-21	3 + 2 + 10 mths	\$5,429,849 annually	Price Quality
Renewals - Pavement	As required	As required	\$350,000	Lowest Price Conforming
Bridge & Structures Renewals	As required	As required	\$575,000	Price Quality / Lowest Price Conforming
Street Light Maintenance	Ongoing	Ongoing - reactive	As required	Direct appointment
Professional Services	By project	As required	\$300,000	Price Quality / Quality-Based / Direct Appointment

7 Delivery Plan

As part of the three Councils agreeing to plan for joint procurement to their network maintenance contracts, it is assumed that the contracts will be aligned, with the same tender release date, intended contract duration, and start date. The scope of the maintenance contract is expected to include some improvement works (resealing, footpath maintenance and renewals, and pavement marking). This contract scope and structure has proven to be successful by GDC and WDC, streamlining procurement and improve delivery efficiency. Aligning scope across Councils ensures consistency and maximises value through coordinated planning.

The current local roads maintenance contracts do not expire until mid-2028. It is expected scope and specifications of the future maintenance and operations contract will be finalised by 30 June 2026. The following table lists out all of the procurement activities to be undertaken during the term of this Strategy.

7.1 Procurement activities 2025 – 2028

Procurement	Method	Intended release date	Intended term	Intended start date	Estimated value
Buller District Council					
Local Roads Maintenance Contract	Price Quality	5 January 2028	3 yr + 2 + 2	1 July 2028	\$21m
Pavement Rehabilitation	Lowest Price Conforming	Nov 25	4 months	Jan 26	\$1.5m
Bridge & Structure Renewals	Lowest Price Conforming	Oct 25	TBC	TBC	\$2m
Professional Services	Direct Appointment / LPC / Price Quality	November 2025	3 years	November 2028	TBC
Grey District Council					
Local Roads Maintenance Contract	Price Quality	5 January 2028	3 yr + 2 + 2	1 July 2028	\$21,000,000
Pavement Rehabilitation	Price Quality/Lowest Price Conforming	As required	As required	As required	\$1,000,000
Bridge & Structure Renewals	Price Quality/Lowest Price Conforming	As Required	As Required	As Required	\$4,000,000
Street Light Maintenance	Direct appoint	TBC	TBC	TBC	TBC
Professional Services	Price Quality / Direct Appointment	November 2025	3 years	November 2028	TBC
Westland District Council					
Local Roads Maintenance Contract	Price Quality	5 January 2028	3 yr + 2 + 2	1 July 2028	\$21,000,000
Pavement Rehabilitation	Price Quality/Lowest Price Conforming	As required	As required	As required	\$1,000,000
Bridge & Structure Renewals	Price Quality/Lowest Price Conforming	As Required	As Required	As Required	\$4,000,000
Street Light Maintenance	Direct appoint	TBC	TBC	TBC	TBC
Street Light Energy Supply	AOG Supply Contract	November 2025	3 years	November 2028	TBC
Professional Services	Price / Quality / Direct appointment	5 January 2028	3 yr + 2 + 2	1 July 2028	\$21,000,000

8 Procurement Risks

BDC, GDC and WDC aim to get the right balance between risk and expected benefit – to be risk aware but not necessarily risk averse.

For infrastructure activities, specific risks relating to that activity are documented in the relevant Activity Management Plan.

The table below outlines potential risks associated with the procurement process, the likely consequences and identifies action that can be taken to eliminate, isolate or minimise that risk.

Key to most risks is staff development and training in procurement procedures.

Table 2: Procurement Risks

PROCUREMENT RISK	LIKELY CONSEQUENCES	ACTION
Identifying the Need / Planning		
Not fully understanding the need	<ul style="list-style-type: none"> Purchase of unsuitable product or service. Money wasted. Lack of tenders. 	<ul style="list-style-type: none"> Procurement planning. Develop clear scope of work / outcomes. Set appropriate timeframes. Consult with users.
Insufficient funding	<ul style="list-style-type: none"> Delay in making the purchase. Additional costs for re-tender. 	<ul style="list-style-type: none"> Obtain appropriate approvals before undertaking process. Improve planning.
Selecting the Form of Delivery / Method of Selection		
Failure to identify potential sources / suppliers	<ul style="list-style-type: none"> Lack of offers from suitable tenderers. 	<ul style="list-style-type: none"> Procurement planning. Improve market knowledge. Seek industry participation.
Inappropriate form of delivery or selection method used	<ul style="list-style-type: none"> May not select best supplier. Failure to obtain value for money. 	<ul style="list-style-type: none"> Procurement planning. Seek review of selection method.
Contract Documentation		
Inadequate scope / specification / schedule	<ul style="list-style-type: none"> Inadequate responses from tenderers. 	<ul style="list-style-type: none"> Ensure specification is consistent with needs.
Providing inadequate information	<ul style="list-style-type: none"> Outcomes not met. Variety of offers (difficult to evaluate). Loading of costs in offers. Having to provide clarifying information – delays and additional tender costs. 	<ul style="list-style-type: none"> Staff training in contract documentation prep. Review tender documents before issuing. Engage external support where there is insufficient in-house capacity / capability
Terms and conditions unacceptable to tenderers	<ul style="list-style-type: none"> Loading of costs in offers. Tender tags Low response. 	<ul style="list-style-type: none"> Use standard conditions of contract (e.g. NZS3910 for construction contracts).
Tender Procedures		
Insufficient number of responses	<ul style="list-style-type: none"> Re-tender. Increased costs. Delayed delivery to the client. Poor value for money due to limited competition. 	<ul style="list-style-type: none"> Assess advertising methods. Improve market knowledge. Advance notice of tender requests. Allow sufficient time for tenderers to respond.

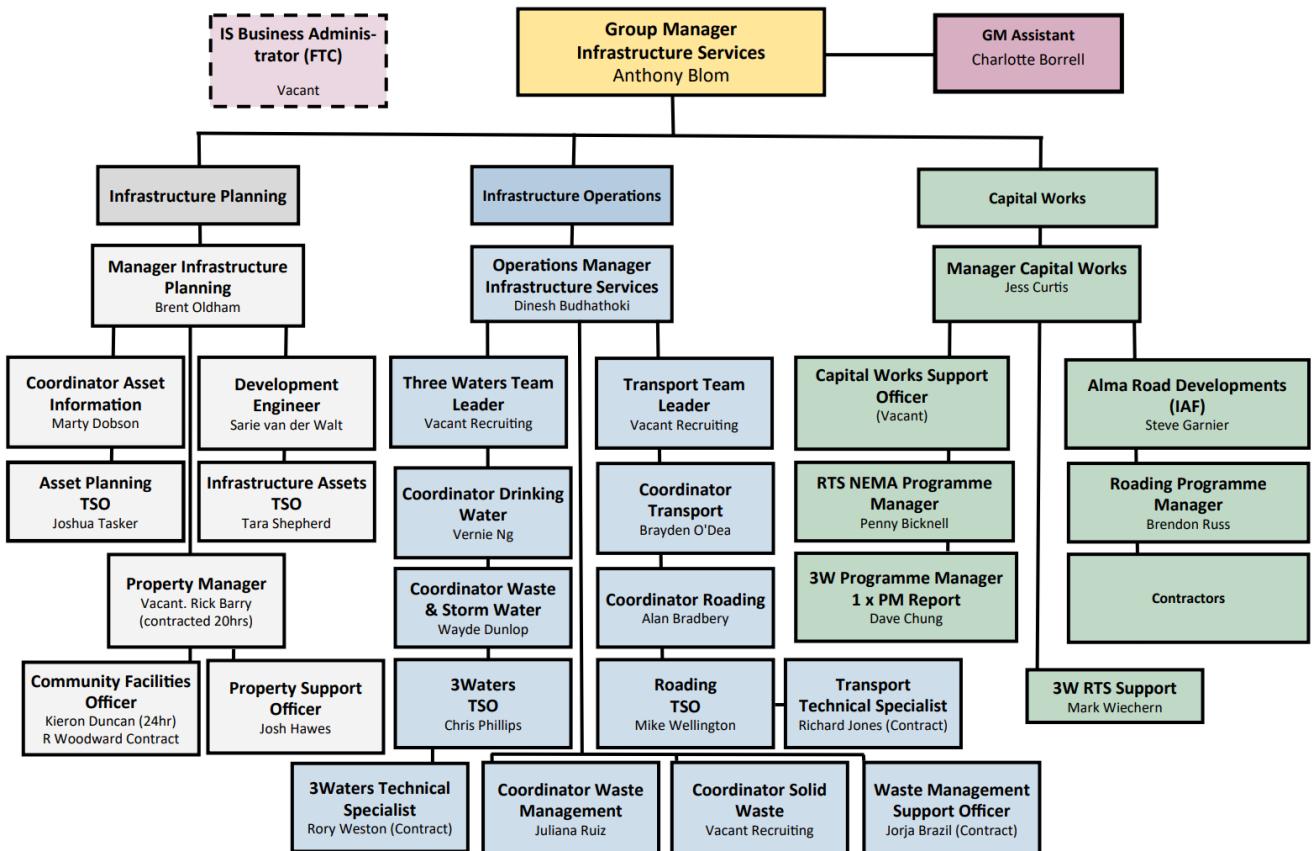
PROCUREMENT RISK	LIKELY CONSEQUENCES	ACTION
		<ul style="list-style-type: none"> Seek feedback from known suppliers on their non-response.
Failure to fully follow evaluation procedures	<ul style="list-style-type: none"> Inconsistent evaluations. Subjective not objective evaluation of offers. Probit Issues. 	<ul style="list-style-type: none"> Clear evaluation methods and criteria. Ensure that TET understand confidentiality obligations.
Selecting an inappropriate supplier	<ul style="list-style-type: none"> May not select best supplier. Failure to fulfil the contract. 	<ul style="list-style-type: none"> Clear evaluation methods and criteria. Set minimum requirements for evaluation (Pass/Fail criteria). Appropriate tender evaluation team
Local supplier not successful	<ul style="list-style-type: none"> Public perception and reality of loss to local economy. 	<ul style="list-style-type: none"> Management of local economy issues within the contract document.
Contract Management		
Lack of formal processes in place to measure value for money.	<ul style="list-style-type: none"> Unanticipated variations and cost increases. Delays in delivery. Contract disputes. 	<ul style="list-style-type: none"> Review contract document prior to release. Accurate records. Include process for assessing variations.
Lack of contract performance management framework and indicators	<ul style="list-style-type: none"> Cost increases. Outcomes not achieved. Delivery of unsatisfactory product / service. Contract / supply disputes. 	<ul style="list-style-type: none"> Maintain good practice. Staff know responsibilities and accountabilities and are suitably trained & experienced in contract management. Relationship management Good record keeping and documentation.
Key personnel not available	<ul style="list-style-type: none"> Outcomes not met. Progress disrupted. Less expertise. 	<ul style="list-style-type: none"> Include requirement in specification and ensure compliance. Provision in contract for 'vetting' alternative personnel

9 Management and Implementation

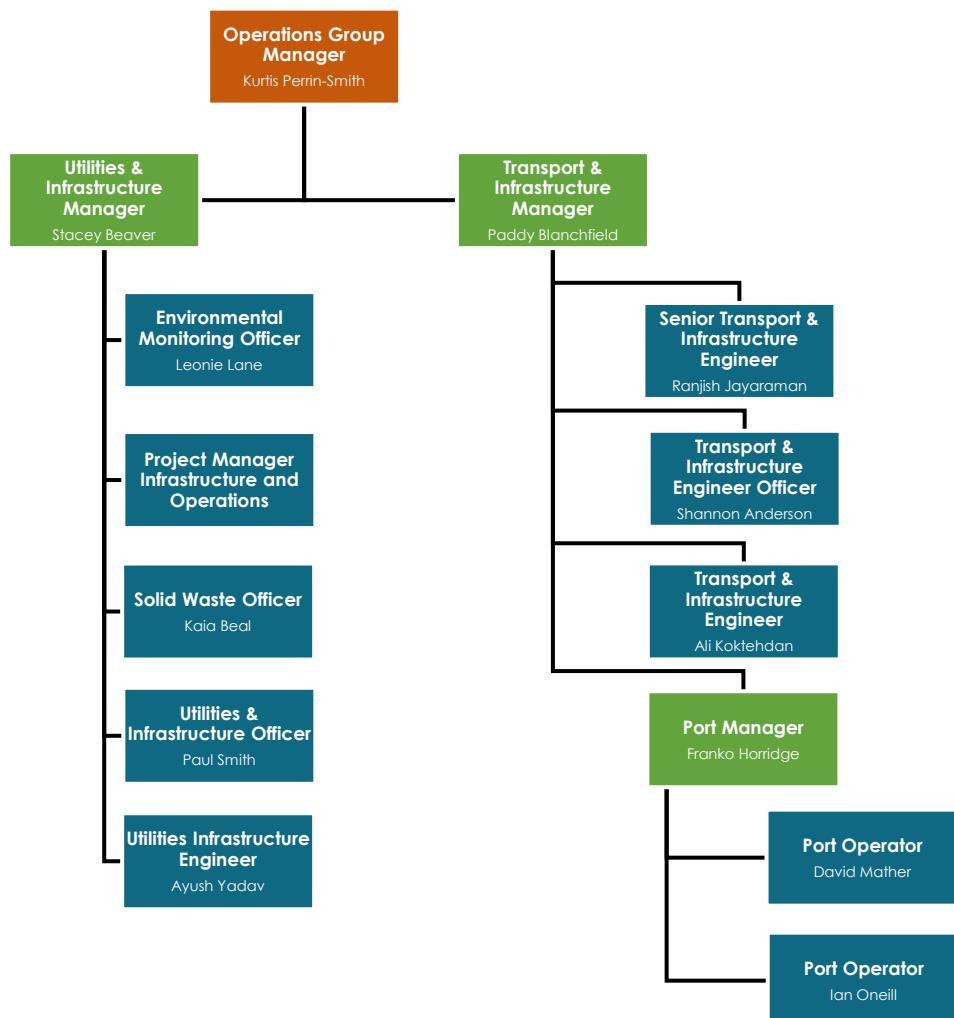
9.1 Organisation Structure

9.1.1 BULLER DISTRICT COUNCIL ORGANISATION STRUCTURE

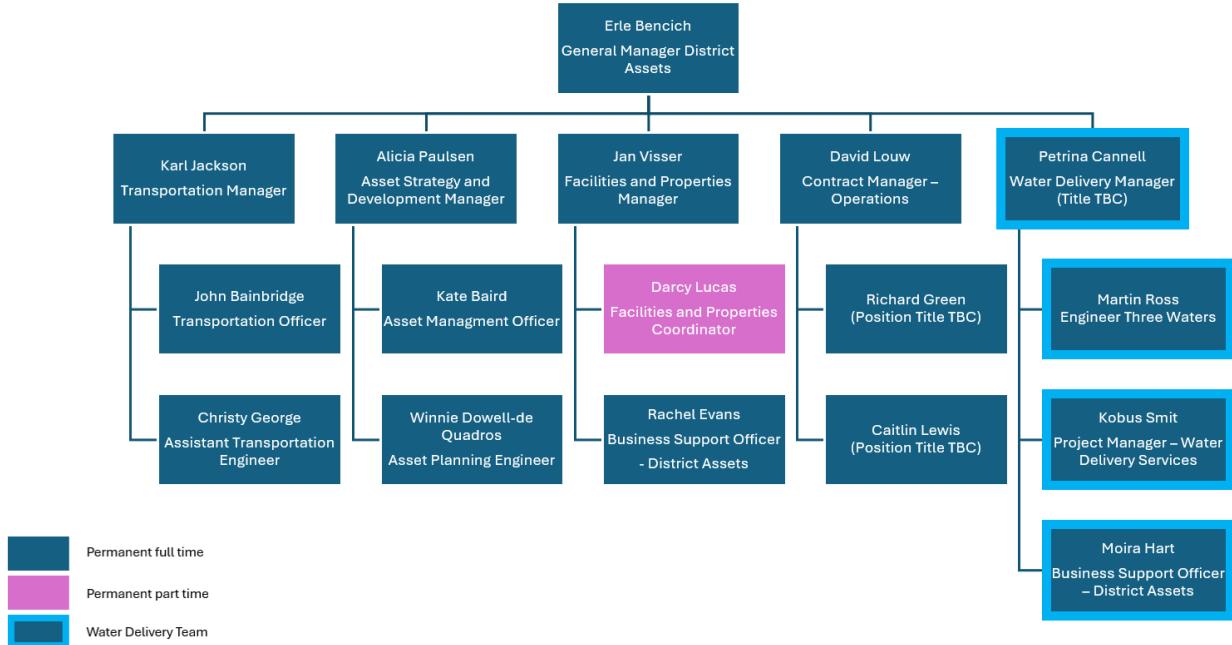
Infrastructure Services - July 2025



9.1.1.1 GREY DISTRICT COUNCIL ORGANISATION STRUCTURE



9.1.1.2 Westland District Council Organisation Structure



9.2 Conditions of Contract

There are several standard Conditions of Contract typically used by BDC, GDC and WDC:

Conditions	Use
NZS 3910 Conditions of contract for building and civil engineering construction	Typically used for renewals and capital works projects
NZS 3917 Conditions of contract for building and civil engineering – Fixed term	Typically used for operations and maintenance contracts (term contracts)
NZS 3916 Conditions of contract for building and civil engineering – Design and construct	Design and Build Contracts
CCCS Conditions of Contract for Consultancy Services (4 th edition 2017)	Professional Services
SFA Short Form Agreement for Consultant Engagement (ACENZ / ENZ)	Professional Services

9.3 Contract Management Approach

The three councils on the West Coast are small sized local authority with capable but limited resources. Council is continually working towards upskilling and retaining staff. Council uses a mix of its own staff and external resources (where appropriate) to deliver levels of service and achieve associated planning and programmes.

Physical works contracts and asset management are generally managed by Council staff. Suppliers with quality systems and self-auditing processes enable Council to be assured quality is not compromised with less supervision.

9.4 Health & Safety

The Councils have a duty to ensure the health and safety of staff, contractors, and the public, so far as reasonably practical. Council does not often control a worksite but significantly influences the health and safety practices and behaviours of downstream contractors who undertake work on their behalf.

The health and safety implications of any proposed activity should be assessed before, during, and after the procurement, with a particular emphasis on:

- **Plan:** project risk assessment is a core component for identifying our needs and specifying requirements. Procurements should have a project-specific risk assessment completed to understand key health and safety risks and potential response / mitigation. Risks should be communicated to suppliers so they can tailor their services accordingly.
- **Source:** all suppliers, especially those being procured to delivery physical works, should have appropriate health and safety systems and processes, and relevant accreditation such as:
 - AS/NZS ISO 45001:2018 or AS/NZS 4801:2001
 - Sitewise GREEN (or equivalent)

The use of minimum health and safety requirements as a pre-condition (pass/fail) may be used when appropriate to ensure only suitable suppliers submit a response. For more complex or high-risk activities it may also be valuable to include specific health and safety questions in the scored attributes to differentiate suppliers.

- **Manage:** each Council has established processes in place for monitoring health and safety on projects, including pre-site handover, monitoring and audits, and post-project reviews.

The Councils are committed to upskilling their project / contract management staff, administrators, and key procurement personnel with relevant health and safety training (such as Unit Standard 17595 – Explain health and safety management requirements for contractors working on site). Health and safety also forms a part of ongoing improvement to contract management monitoring and performance evaluation processes at each Council.

9.5 Communication

9.5.1 ELECTED MEMBERS

Formal reports are provided when decisions are required relating to funding or policy matters. The key 'informing' documents from a procurement perspective are the LTP and relevant Activity Management Plan that sets the scene for the ensuing 10 years.

Updates are provided as appropriate though Council meetings.

9.5.2 COUNCIL MANAGEMENT

Management and other staff have access to all the same reports as Councillors including detailed Activity Management Plans.

The size of the organisation is such that most communication between staff and departments is informal, with regular team meetings, and email the most common form of written communication.

9.5.3 OTHER APPROVED ORGANISATIONS & SUPPLIERS

The West Coast Councils maintains extensive engagement with NZTA (State Highways), through Regional Land Transport groups.

Council staff communicate with other approved organisations and suppliers through a range of forums such as RCA Forum, LGNZ, IPWEA, Engineering NZ and numerous courses, presentations etc. throughout the year.

Council staff (and consultants / contractors) are encouraged to gain knowledge and share experiences from outside the region, such as involvement on reference groups, working parties etc.

Formal communication to the market of proposed programmes is through the LTP, and this Strategy will be made publicly available and accessible via the Councils' website.

9.6 Delegations

No person shall enter into a contract or funding arrangement (including purchasing of goods and services) on behalf of BDC, GDC and WDC unless:

- they have specific delegation to do so; and
- the works, goods and / or services are within budget as set out in the LTP / Annual Plan or by formal resolution of Council.

9.7 Interaction with Other Documentation

This Procurement Strategy is linked to Council and Waka Kotahi's wider planning frameworks as well as implementation rules and guides including:

- Financial delegations.
- NZTA Programming Planning and Funding Manual.
- NZTA Procurement Manual.
- BDC Procurement Policy.
- GDC Procurement Policy.
- WDC Procurement Policy.

10 Review and Improvement

The Councils acknowledge there are opportunities to improve this strategy and procurement processes.

The following procurement items have been identified as future actions:

- Continued staff development in the areas of procurement and asset knowledge.
- The Combined Procurement Strategy will be reviewed on a triennial basis.