Procedure for the Procurement of Engineering Services

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DEFINITIONS

Engineering Service Provider

An Engineering Service Provider (ESP) shall be a partnership, corporation, or other legal entity that is entitled to practice professional engineering or professional geosciences within the province through partners or employees who are members, temporary licensees or specified scope of practice licensees and posses a Certificate of Authorization from the Association of Professional Engineers and Geoscientists of Manitoba.

Categories of Work

Categories of Work are the unique areas of specialization that the Engineering Service Providers will be required to register in in order to be considered for external engineering assignments in that type of work.

Registry

Registry refers to the listing of prequalified Engineering Service Providers, identified by Categories of Work, which can be called upon to provide external engineering services to Manitoba Infrastructure and Transportation.

Registered Office

A registered office is an Engineering Service Provider office that has been prequalified in one or more Categories of Work and is included in the Registry. Only Registered Offices will be considered for assignments within the listed Categories of Work. Firms with multiple offices may register more than one office.

Registered Key Personnel

Registered key personnel are those individuals identified by an Applying Office on their professional / technical personnel profiles (Forms A5 and A6) and include project managers, project engineers, and other professional and technical staff. Registered key personnel will also be identified in Engineering Service Provider proposals and work plans.

Engineering Assignment Value (Table 1)

Engineering assignment value is the total estimated cost for engineering services as determined by the Department prior to soliciting Engineering Service Providers for external engineering services, and if required, revised based on the accepted proposal/quote received from the Engineering Service Provider prior to requesting the final funding approval. The engineering assignment value is inclusive of all fees, disbursements, expenses, applicable taxes and contingency.

DEFINITIONS (CONTINUED)

Applying Office (Appendix A)

An applying office is an individual Engineering Service Provider office which has submitted an application to become prequalified under one or more Categories of Work within the Registry. The applying office does not have to be located in Manitoba.

Professional and Project Management Staff (Form A5)

Professional and project management staff are individuals within the applying office / registered office that will be accepting professional responsibility for the assignment and providing project direction. Senior individuals will take a leadership role in their respective area of expertise and are critical to the assignment's success. They make up a portion of the registered key personnel.

Technical Staff (Form A6)

Technical staff are individuals within the applying office / registered office that will provide technical assistance to the professional and project management staff. Senior individuals will take a lead role in providing quality drafting, surveying and other support services. They make up the other portion of the registered key personnel.

Years of Experience (Categories of Work)

Years of experience shall include all professional and/or technical experience that would be considered relevant to the Category of Work being applied for.

1 INTRODUCTION

This document describes Manitoba Infrastructure and Transportation's (MIT) Procedure for the Procurement of Engineering Services. Several processes are identified as forming the Procedure and these processes are individually described in the following sections. The goal of this Procedure is to ensure the effective and efficient selection of Engineering Service Providers that are capable of delivering quality services.

2 <u>SCOPE OF APPLICATION</u>

This Procedure and associated delegated authorities applies to the contracting of external engineering services for the development of roads, bridges, water control and associated works including transportation studies undertaken by the Policy and Regulations Division as authorized by Treasury Board on September 23, 2008. For other types of consulting and professional services that are not engineering in nature (such as biological assessments and archaeological assessments) procedures and delegated authorities as outlined in the General Manual of Administration will apply.

3 <u>REGISTRY OF PREQUALIFIED OFFICES</u>

Those Engineering Service Providers wishing to be considered for future contracts offered by MIT shall be registered with the Department. Registration shall be by individual offices and not overall corporations. Where engineering firms have multiple office locations, corporations may register more than one office in the same Category of Work, but multiple offices of the same corporation will not be considered for individual projects. The Department's Registry will consist of prequalified offices to be considered in the Department's selection procedure for engaging engineering services.

3.1 How to Register Interest

Engineering Service Providers registering for prequalification in one or more Categories of Work shall submit an application package to the Department. Appendix A (Applying Office Forms) contains the application forms to be submitted for Departmental evaluation.

3.2 Prequalification

The appropriate Department Branch Head/Regional Representative will make the initial assessment and recommendation for which Categories of Work an Engineering Service Provider will be considered qualified. Final approval and appeals of prequalification will be the responsibility of the Assistant Deputy Minister (ADM) of the Division overseeing the work Category. Prequalification will be based on the Registry information submitted by the Engineering Service Providers and past performance. The Department may deny prequalification to Engineering Service Providers with inadequate credentials or unsatisfactory past performance. The Categories of Work for which an Engineering Service Provider prequalifies can change at any time due to unsatisfactory performance or changes within the Registered Office. All Registered Offices will be notified in writing of the Categories of Work for which they prequalify. Any appeals must be submitted in writing to the Department's Engineering Services Contract Engineer (ESCE) within 60 days of receiving notification. Appeals will be decided by the Assistant Deputy Minister of the responsible Division.

3.3 Re-registration

Re-registration by Engineering Service Providers will be required in the following circumstances:

- changes to a Registered Office's basic information on the "Registration Form" (i.e. name, location, branches, insurances);
- changes to a Registered Office's staffing, addition or deletion of registered key personnel;
- additional Category of Work request;
- if an Engineering Service Provider was previously removed from the prequalification list by the Department and they are now re-applying for reinstatement;
- MIT call to update registrations.

Engineering Service Providers are permitted to update, view or withdraw their registration of interest at any time. All such requests must be made in writing to the Engineering Services Contract Engineer.

3.4 Central Registry

The Registry of prequalified Engineering Service Providers will be held at the head office of MIT at 215 Garry Street in Winnipeg, Manitoba. Registry records will be maintained by the Engineering Services Contract Engineer whose duties will also include: the notification for intent to register prequalified engineering offices; scheduling of Department personnel to assist in the prequalification process; receiving and addressing queries and appeals from Engineering Service Providers; and several other duties related to the Department's Procedure for the Procurement of Engineering Services.

Regional and Branch employees wishing to procure engineering services will do so with the assistance of the Engineering Services Contract Engineer. Only engineering offices registered with the Department will be considered. All selections for engagement and direct short listing from the Registry will be done by the Engineering Services Contract Engineer in consultation with the Department Project Manager and according to the procedures discussed in Section 4.

4 <u>SELECTION PROCEDURE</u>

Once it has been decided that a project will be undertaken using Engineering Service Providers, the most appropriate selection method must be determined. The selection of the method is the responsibility of the Engineering Services Contract Engineer, with input from the Department Project Manager. The Department Project Manager must fill out the Engineering Services Assignment Initiation and Approval Form, indicating the preferred engagement procedure, and submit to the Engineering Services Contract Engineer for process approval. The same form shall be used for contract approval up to the level of Assistant Deputy Minister. For contracts requiring Deputy Ministerial or Treasury Board approval, the Department Project Manager must notify the Engineering Services Contract Engineer for process approval notify the Engineering Services Contract Engineer Project Manager must notify the Engineering Services Contract Engineer for process approval. The same form shall be used for contract approval up to the level of Assistant Deputy Minister. For contracts requiring Deputy Ministerial or Treasury Board approval, the Department Project Manager must use the Treasury Board Submission format. The Department Project Manager must notify the Engineering Services Contract Engineer of the proposed project and provide the necessary information to initiate the procurement process. The information provided to the Engineering Services Contract Engineer

should include a brief description of the project, the location, and a list of all applicable Categories of Work for which the Engineering Service Provider must be prequalified.

The Selection Method Matrix in Table 1 (Page 5) provides guidelines to assist the Engineering Services Contract Engineer in determining the appropriate selection method. Section 4.1 describes the four selection method options in detail. Some options require the direct short listing of prequalified Engineering Service Providers from the Registry. The short listing process is described in Section 4.2. Two of the selection methods require the Registered Offices to submit proposals which are evaluated by either the Department Project Manager or a Department Evaluation Team. Sections 4.3 and 4.4 describe the evaluation method and development of evaluation criteria.

Procurement Methods And Approval Authorities							
				Procurement Method			
Programming		Approval Authority	Engineering Assignment Value	Direct Negotiation ^{1,2} (Untendered)	Request for Quotes ^{3,4} (Tendered)	Invited Request for Proposals (Tendered)	Request for Proposals to All (Tendered)
	Both Conital	Director Approval	\$0-\$25k	\checkmark	\checkmark	N/A	N/A
- A -	Project and Engineering	Executive Director Approval	\$25k-\$50k	\checkmark	\checkmark	N/A	N/A
Preservation Program	eservation Program	Assistant Deputy Minister Approval	\$50k-\$100k	\checkmark	\checkmark	\checkmark	N/A
	Project will be Funded	Deputy Minister Approval	\$100k-\$200k	×	\checkmark	\checkmark	N/A
	Tunucu	Treasury Board Approval	>\$200k	\checkmark	\checkmark	\checkmark	\checkmark
		Director Approval	\$0-\$50k	\checkmark	\checkmark	N/A	N/A
	Capital Project is	Executive Director Approval	\$50-\$100k	\checkmark	\checkmark	\checkmark	N/A
	Annual Capital Program but Engineering	Assistant Deputy Minister Approval	\$100k-\$500k	×	\checkmark	\checkmark	\checkmark
n	Assignment is Not	Deputy Minister Approval	\$500k-\$1M	×	\checkmark	\checkmark	\checkmark
- B - Capital		Treasury Board Approval	>\$1M	\checkmark	\checkmark	\checkmark	\checkmark
Program	ogram Both Capital Project and Engineering Assignment ⁵ are Identified in Annual Capital Program	Director Approval	\$0-\$100k	\checkmark	\checkmark	N/A	N/A
		Executive Director Approval	\$100-\$500k	×	\checkmark	\checkmark	N/A
		Assistant Deputy Minister Approval	\$500k-\$1M	×	\checkmark	\checkmark	\checkmark
		Deputy Minister Approval	>\$1M	×	\checkmark	\checkmark	\checkmark
		Treasury Board Approval	>\$100k	\checkmark	N/A	N/A	N/A
Key: $$ = permissible × = not permissible							

Table 1 - Selection Method Matrix for the Procurement of Engineering Services

<u>Notes</u>

1. Direct negotiation is the preferred selection method for projects under \$100,000 in value.

- 2. Any direct negotiation in excess of \$100,000 requires Treasury Board approval.
- 3. Request for Quotes can only be used where the Engineering Services Contract Engineer concurs that the methodology and deliverables are fully defined and cost is the only issue.
- 4. Standing Offers require the Request for Quotes procurement method be followed.
- 5. Only engineering assignments that qualify as part of a tangible capital asset are eligible for funding under the Capital Program.

4.1 Selection Methods

4.1.1 Direct Negotiation Method

The direct negotiation method is the preferred procurement method for projects having Engineering Service Provider costs estimated by the Department to be less than \$100,000. This method allows the Department to select one Engineering Service Provider from the Registry based on an internal Department assessment of which Registered Office would be best suited for a specific project and negotiate a price for the engineering services. For projects with Engineering Service Provider costs estimated by the Department to be less than \$50,000, the initial assessment will be performed by the Branch or Region responsible for the project and forwarded as a recommendation to the Engineering Services Contract Engineer. The Engineering Services Contract Engineer will assess the recommendation to ensure that the workload amongst the Registered Offices maintains balance and may reject a recommendation for this reason. For projects with estimated Engineering Service Provider costs between \$50,000 and \$100,000, committees may be established to review the proposed assignments in this cost range for the upcoming fiscal year. These committees will be responsible for selecting individual Registered Offices for direct negotiations for individual projects within this cost range. For emergent projects with Engineering Service Provider costs estimated by the Department between \$50,000 and \$100,000 that are not identified in advance of the fiscal year, the Department Project Manager may make a recommendation for a preferred Registered Office to the Engineering Services Contract Engineer. Again, the Engineering Services Contract Engineer will assess the recommendation to ensure that the workload amongst the Registered Offices maintains balance and may reject a recommendation for this reason.

In summary, the Direct Negotiation Method is suitable for lower cost projects (Engineering Service Provider costs less than \$100,000) where the Department is familiar with the costs for the scope of work involved. This option may also be used for emergent work in this cost range where there is urgency in engaging an Engineering Service Provider to meet a critical Department deadline. It can also be used where it can be proven that there is only one Registered Office capable of carrying out the assignment.

4.1.2 <u>Request for Quotes Method</u>

This option requires the selection of three Engineering Service Providers from the Registry using the Direct Short Listing Procedure described in Section 4.2. The Request for Quotes (RFQ) method is recommended for projects with estimated costs in the low to medium range (Engineering Service Provider costs less than \$250,000) where the services are of a defined nature (e.g. speed zone studies, safety audits, and detailed condition surveys). If there are alternative methodologies for the delivery of a service, then this method should not be used.

A minimum of three Registered Offices are invited to provide a price quotation. The Registered Office quoting the lowest cost is awarded the assignment. When using this method, it is important for the Department Project Manager to ensure that the terms of reference are well defined and detailed. The Engineering Services Contract Engineer is responsible for short listing the Registered Offices to be invited for submitting quotes based on the Direct Short Listing Procedure in Section 4.2.

4.1.2.1 Standing Offers

The process for engaging an Engineering Service Provider, as described in Section 4.1, pertain to discrete projects where there is a specified project area, scope of work, and deliverable. There are occasions when it is desirable to engage for work that is not tied to a single project and where there is not a specified deliverable. Instead, the Engineering Service Provider is contracted for a particular service for a specified period of time at a predetermined rate. As an example, an Engineering Service Provider could be engaged to provide intersection capacity analysis to the Traffic Engineering Branch on an as-needed basis over a six month period. Other examples include the provision of ongoing expertise in a specialized field or having outside personnel resources brought onto a Department project for a restricted period of time to address work load peaks. This type of engagement is referred to as a Standing Offer and this Section provides guidance on its use. For a project to qualify as a Standing Offer, the work must be homogeneous, require the use of a predefined singular skill set, and contain a certain degree of unknowns including occurrences and locations. More than one call can be made against such an assignment over its duration.

Standing Offers must use the competitive Request for Quotes (RFQ) Method to select a Registered Office for engagement as described in Section 4.1.2. This is because the services must be pre-defined and the Registry will ensure that only prequalified Engineering Service Providers are approached. Cost should be the only issue. The only exception regards the use of the Direct Negotiation Method (Section 4.1.1) where it can be demonstrated to the Engineering Services Contract Engineer by the Department Project Manager that only one Registered Office is qualified to provide the services.

The costing method will be "Time Charges plus Expenses" as described in Section 5.2. This allows services to be performed at a known fee rate while providing flexibility in the length of engagement. Since Standing Offers lack the cost controls of a discrete project (such as an upset limit), the following conditions are placed on their use to ensure that costs are managed:

- Contracts must be estimated at no more than \$250,000 in total value;
- the maximum time a contract can run is 52 weeks;
- the services to be provided must be defined for each use; and
- the contract may not be renewed after the 52 week limit expires without seeking a new competitive quotation.

4.1.3 Invited Request for Proposals Method

This method requires the selection of two to four Engineering Service Providers (with three being desirable) from the Registry using the Direct Short Listing Procedure described in Section 4.2. Selected Registered Offices are sent a Request for Proposals (RFP) which includes Table B2 (refer to Appendix B (Evaluation Tables)) edited to reflect the specific project requirements and contains definitions, descriptions and weights of all applicable evaluation criteria for that project. The Engineering Service Providers' proposals are to include methodology, schedule, team composition and costs and are limited to a set maximum number of pages. The nominal proposal length is 20 pages, but the Department may set a different length for a particular project depending on scope and complexity. The evaluation of the proposals will be the responsibility of the Department Project Manager and will be performed using one of the methods described in Section 4.3.

The Invited RFP Method is suitable for both lower and high estimated cost projects depending on the level of complexity. Weight specifications are defined in Section 4.3.2 and the Department Project Manager must adhere to these specifications when using the Price per Point Method (Section 4.3.1).

4.1.4 Request for Proposals to All Registered Offices Method

This method entails two stages. In the first stage, all prequalified Engineering Service Providers are invited to submit a letter of interest and these letters are evaluated by a Department Evaluation Team. The letter of interest shall contain an overview of the methodology to be employed, the key members of the Engineering Service Provider's team that will undertake the work, and an overall schedule. The Department Evaluation Team will use a combination of the following criteria (which must be defined in the invitation): relevant experience; technical skills; methodology; past performance; and management/organisation. In the second stage, Engineering Service Providers are short listed on the basis of the above evaluation and two Registered Offices are invited to submit detailed proposals. The proposals should include: a detailed work plan; allocation of key personnel to tasks identified in the work plan; descriptions of the methodology to be used to achieve each task; detailed descriptions of their project management procedures; location of key staff, and cost.

This method is suitable for very high estimated cost projects (estimated Engineering Service Provider costs well above \$500,000) requiring high levels of technical ability, significant public / stakeholder consultations and the development of solutions for numerous complex issues. For more complex projects, an "explanatory" meeting during the RFP stage may be conducted by the Department to elaborate on the proposed project requirements and answer any questions. As well, interviews may be conducted during the evaluation stage, either when the Department Evaluation Team is not familiar with the key personnel, or when the project is unusual.

4.2 Direct Short Listing Procedure

The Direct Short Listing Procedure, used in the RFQ and Invited RFP procurement methods, is based on information in the Registry and information provided by the Department Project Manager at the beginning of this selection process, and is performed by the Engineering Services Contract Engineer in consultation with the Department Project Manager. The following is a description of the steps to directly short list Engineering Service Providers using the Registry information. The number of Engineering Service Providers that are to be short listed depends on the selection method to be used, as discussed in Section 4.1 above.

Step 1: Number of Registered Offices to be Short Listed

The Engineering Services Contract Engineer, in consultation with the Department Project Manager, shall determine the number of Registered Offices to be short listed. This number will be dependent on the project requirements, project scope and evaluation methodology.

Step 2: Category of Work

Determine the Categories of Work in the Registry database for which all prospective Engineering Service Providers must be prequalified to be considered.

Step 3: Ongoing Work Count

Ongoing work is defined as projects listed as "ongoing" in the most recent Department "Quarterly Engineering Service Project Status Report". From this report, the Engineering Services Contract Engineer will determine the value of all ongoing assignments for each Registered Office in the broad work heading that covers the relevant individual Category (See Appendix A (Applying Office Forms)). Projects are no longer considered 'ongoing' after the first draft of the preliminary assignment deliverable has been completed.

Ongoing Work Count		
Value in Category Heading	Score	
<\$250,000	5 Points	
\$250,000 - \$500,000	4 Points	
\$500,000 - \$750,000	3 Points	
\$750,000 - \$1,000,000	2 Points	
>\$1,000,000	1 Point	

If a Registered Office has never undertaken work for the Department before in the broad work heading that covers the relevant individual Category, they are given an initial score of 2.5.

Step 4: Past Performance by Category of Work

This step takes into consideration the past performance evaluations of Engineering Service Providers, carried out at the conclusion of each assignment. The Performance Evaluation Procedure that forms part of this overall Procedure for the Procurement of Engineering Services is described in Section 7. The average evaluation score, on a Category of Work basis, over the last three years is awarded points as follows:

Past Performance		
Average Evaluation Rating	Score	
over the Past Three Years		
1 - 2	1 Point	
2-3	2 Points	
3-4	3 Points	
4-5	4 Points	

If a Registered Office has not had an evaluation rating in three or more years, they are assigned 2.5 points in this assessment.

Step 5 Selection

Eligibility for short listing is determined from those Registered Offices meeting the metrics set out in Steps 2, 3, and 4 above. Eligible Registered Offices are then ranked according to the sum of their

scores for ongoing work and past performance. The number of top scoring Registered Offices matching the number to be short listed will be selected. In the case of a tie score, a random selection will be made by the Engineering Services Contract Engineer to break the tie.

An additional Registered Office may be added to the short list if they meet the conditions outlined in Appendix E (Position Paper). The position presented in Appendix E (Position Paper) is meant to allow a Registered Office with relevant prior experience on a given project to be included in the short list, even if their scoring places them outside of the short list as determined by the methodology above.

4.3 Evaluation Methods

This Section discusses how the Department Evaluation Team or the Department Project Manager should evaluate the proposals and select the preferred Engineering Service Provider for the project.

4.3.1 Price per Point Method

The Price per Point Method is the preferred method for evaluating proposals under a competitive RFP selection process. Other methods may be used, but they must be approved by the Engineering Services Contract Engineer and must be identified in advance in the RFP.

A flowchart of the Price per Point Method is shown on the following page in Figure 1. Each Engineering Service Provider is required to submit a first envelope containing the proposed work plan and project methodology but without financial information. A second, sealed envelope is submitted that contains only the financial information associated with the proposed project budget. Initially, only the first envelope is opened for all proponents. The proposal information contained in the first envelopes is evaluated by scoring the criteria defined in Section 4.4. Each criterion is scored on a point basis of 1 to 5 (1= does not meet basic criteria; 5= significantly exceeds basic criteria) and factored to represent the specified weighting stated in the RFP (refer Section 4.3.2). If an

Engineering Service Provider scores less than 2 for any of the five major criteria listed in Section 4.4, their proposal shall be automatically rejected. If there is a determination that the public interest is best served by not awarding the project, then all proposals will be rejected.



After the proposal information contained in the first envelopes is scored for all Engineering Service Providers, the second envelopes containing costs are opened. The costs are initially assessed to determine if they represent a viable level of funding for the workload. Those that are deemed unviable are rejected. For example, if in the Department's experience, the costs represent a level of staffing that is known to be too low to accomplish the work, the proposal can be rejected on that basis. Conversely, if in the Department's experience, the costs represent a level of staffing that far exceeds the workload, then the proposal can be rejected.

For the proposals for which cost has been deemed viable, the total budget amount, described in the second envelope, is divided by the previously assessed score to arrive at a price-per-point. The proposal with the lowest price-per-point is selected as the recommended Engineering Service Provider.

The Department Evaluation Team, or Department Project Manager, must create and complete a summary sheet similar to that shown in Appendix B (Evaluation Tables), Table B2. This sheet will provide guidance throughout the evaluation and assist in the scoring. Appendix B (Evaluation Tables) also provides an example of a summary sheet for an interchange design.

In cases where a Department Evaluation Team evaluates proposals (Section 4.1.4), the Team should consist of 3-5 persons representing the Division, Branch or Region proposing the project. The Department Evaluation Team will be arranged and co-ordinated by the Department Project Manager, who shall seek input from the Engineering Services Contract Engineer. Where specialized technical expertise is required for the project, appropriate representation from the applicable Division or Branch of the Department should be included on the Department Evaluation Team.

4.3.2 Weighting Specification

Where the evaluation method requires that a weight be assigned to each criterion, the RFP shall specify the weight to be applied to each criterion. When assigning weights, the Department shall ensure that all criteria are assigned a weight.

4.4 **Evaluation Criteria**

This Section defines and describes the five evaluation criteria that will be used to evaluate the first envelope of the Price per Point Method for procuring engineering services. A summary form, to assist in the scoring of the evaluation criteria, is provided in Appendix B (Evaluation Tables) (Table B2) and a similar form must be created and completed by the Department Evaluation Team or Department Project Manager. The five criteria are:

Methodology **Technical Skills** Management/Organization **Relevant Experience** Location of Registered Office.

Within each of these criteria is an understanding that one of the Department's primary objectives in every project will be the successful completion of the project on time, on budget and in accordance with applicable engineering requirements and standards.

4.4.1 **Evaluation Criteria Definitions and Descriptions**

METHODOLOGY: This criterion is defined as 'the Engineering Service Provider's proposed approach to achieving the required project objectives on time, on budget, and in accordance with applicable engineering requirements / standards'. To assist in the evaluation of this criterion, the RFP should require the proposal contain a detailed work plan. The Engineering Service Provider should divide the work plan into tasks or work activities that are completely delineated. Under each task or activity, the proposal should describe the purpose, methodology and proposed output. This criterion should be scored by reviewing how well the Engineering Service Provider understands the problem, the suitability of the methodology, the level of innovation in the methodology, and whether the Engineering Service Provider has considered all tasks required to complete the project. The critical tasks or activities that require a high level of technology or quality results should be given greater consideration in the final scoring.

TECHNICAL SKILLS: This criterion is defined as 'the skills and experience of the proposed key personnel, in technical areas required to successfully complete the project'. The RFP should require the Engineering Service Provider to assign individuals to the tasks identified in the work plan and provide descriptions of the individuals' relevant technical skills and experience. The Department Evaluation Team (or Department Project Manager) can then determine whether key personnel are capable of achieving their assigned tasks to the required quality. Greater consideration in the scoring may be given to the key personnel assigned to tasks requiring high technical expertise. The Department should ensure that key personnel listed are actually used, and used as intended, unless replacement personnel have been approved.

MANAGEMENT/ORGANIZATION: This criterion is defined as 'the provision of personnel and management systems for organizing and controlling quality, time and cost'. The RFP should require the Engineering Service Provide to show how they plan to organize and manage the project. A project schedule should be required indicating the duration, level of effort (hours of work) and sequence of work, for each task of the work plan. Project Managers and assigned Team Leaders shall be evaluated based on their demonstrated management skills and qualifications, time allocation, commitment, and past performances as managers or team leaders.

RELEVANT EXPERIENCE: This criterion is defined as 'the Engineering Service Provider's previous experience in technical areas required to successfully complete the project on time, on budget and in accordance with applicable engineering requirements / standards'. The RFP should require the Engineering Service Provider to present relevant and recent office experience in their proposals. Where projects require a high level of technical expertise, the experience should be in an area directly comparable with the project. Where a lower level of technical expertise is adequate, other relevant experience may be considered. The weight given to this criterion in the evaluation procedure should reflect the level of technical expertise required to achieve a quality result.

LOCATION: This criterion is defined as 'the location of key personnel at the time of the proposal, during the project period, and with respect to the project delivery itself'. The RFP should require the Engineering Service Provider to state the location (including office addresses, email addresses, facsimile number and relevant phone numbers) of all key personnel assigned to the project at the time the proposal was written through to the end of the project, as defined by final Department acceptance of all project deliverables. It is preferable that Engineering Service Providers have key personnel located locally at the time of the proposal and during the project. It is considered desirable for an Engineering Service Provider to have all key personnel located within the province during the project period, particularly if the personnel in question have a management role in the project.

Note:

The Department Evaluation Team must differentiate between Relevant Experience, Technical Skills, and Management/Organization to minimize any overlap.

5 PRICING METHODS

Below are descriptions of the two basic pricing methodologies allowed for under this Procedure, including the advantages and disadvantages of each. A detailed description of the method chosen for a specific project must be included in the RFP or RFQ.

5.1 Lump Sum or Fixed Price

The Engineering Service Provider undertakes to perform a specified scope of services for a stated amount including reimbursable expenses and all applicable taxes. This method will be the preferred method for all projects. The main advantage of this method is that payment is explicitly tied to results. Payments are only made upon the successful completion of predefined milestones. This method also allows for greater simplicity in project management in that detailed billings and progress assessments are not required. The main disadvantage is the potential for conflict if there is not a comprehensive and mutual understanding of the project requirements at the time that the lump sum is negotiated. To avoid controversy, the scope of services should be clearly defined in writing and thoroughly discussed and agreed upon in negotiating the lump sum.

5.2 Time Charges Plus Expenses

Time charges based on hours, days, or months of time expended in rendering the service, plus reimbursable expenses. When fees are based on time charges, certain out of pocket expenses and services are normally reimbursable. An initial ceiling, or upset limit, must be employed in the engineering services contract with this method.

This method is suitable when a detailed accounting of cost versus progress is required throughout the project. The advantage of this method is that it provides a detailed measure of expended costs. Disadvantages include the need for the Engineering Service Provider to do detailed cost accounting during the contract and submit regular reports to support billing. This payment method can be subject to the lack of controls of other methods, and conflict can arise when the Department and Engineering Service Provider cannot agree on appropriate levels of time billed versus perceived overall project progress.

6 <u>PERFORMANCE EVALUATION PROCEDURE</u>

The major component of the Performance Evaluation Procedure is the Performance Evaluation Form (refer to Appendix C (Performance Evaluation), Form C1) which must be completed by the Department Project Manager at the conclusion of every project. Once the Performance Evaluation Form is completed and signed by the Executive Director responsible for the Branch managing the assignment, it shall be sent to the Engineering Service Provider. The Engineering Service Provider is to then review the evaluation of their performance and make any comments at the bottom of the Form. Where there is disagreement or queries regarding the performance evaluation, a meeting should be arranged between the Engineering Service Provider and Department representatives. Such a meeting will enable the performance evaluation to be discussed in detail, providing better explanation. Once all the issues are addressed, the Form and any additional comments should be filed with the Department's Engineering Services Contract Engineer for consideration in future selection procedures.

The overall evaluation for each project will be assigned a rating between 1 and 5. This rating will be used in the Direct Short Listing Procedure as described in Section 4.2. Any evaluation that results in an overall rating of less than 2 on any given project will result in the Registered Office in question having their prequalification status reviewed. The Department Project Manager, Engineering Services Contract Engineer and Director of the managing Branch will meet to review the circumstances behind the evaluation. If it is deemed that there are systemic problems within the Registered Office that led to the low evaluation rating, then the review committee will recommend that the Registered Office's prequalification be revoked until they can demonstrate that the systemic problem has been addressed to the satisfaction of the Department. This recommendation shall be sent to the Executive Director of Highway Engineering for approval. If approved, the Engineering Service Provider in question will be notified in writing of the decision and informed under what circumstances prequalification can be reconsidered. The Engineering Service Provider may appeal this decision to the Assistant Deputy Minister, whose appeal decision is final.

6.1 Description of the Performance Evaluation Form

The first part of the Performance Evaluation Form is the background information needed for filing purposes. The next part addresses the Engineering Service Provider's ability to complete projects on time, within budget, and in accordance with appropriate engineering requirements / standards. Information required on the Form allows the Department to review how successful the Engineering Service Provider is at managing projects. Reasons for any delays or extra costs must also be assessed.

Following the evaluation of time and cost, the Form evaluates issues that can influence the quality of the project. These issues include; key personnel, Project Manager, methodology, drawing quality, management, organization, and output. This information will help the Department determine if the end result satisfies its expectations and required quality. The short answers in the Performance Evaluation Form not only provide the Department with a break down of the Engineering Service Provider's performance, but also provide the Engineering Service Provider with specific areas for

improvement. A meeting between the Department Project Manager and/or the Engineering Services Contract Engineer and the Engineering Service Provider can, at the Engineering Service Providers request, be held to review the specific areas for improvement. The numerical ratings provide measurable information for the Department to record and use in future selections.

Registered Offices that have never undertaken work for the Department before are given a probationary rating of 2.5.

7 <u>AUDITING PROCEDURES</u>

As part of the Procedure for the Procurement of Engineering Services, contract information and documentation in the project file will be audited on a spot audit basis by the Engineering Services Contract Engineer. Auditing information will be used to determine whether the Procedure is being used correctly, and as an indication of any need for change. Each Branch and Region should ensure that all information required for this process is recorded and filed as the project file is subject to audit by the Department's Engineering Services Contract Engineer. Information recorded shall include:

- (1) Contract Information Buyer Data Sheet (Appendix D (Data Buyer Sheet))
- (2) Contract Documentation:
 - (i) Invitation for letter of interest (where applicable)
 - (ii) Record of letters of interest received
 - (iii) Short list (show evaluation if the Registry was not used)
 - (iv) The Request for Proposal (RFP) or Request for Quotes (RFQ)
 - (v) The Record of Proposals or Quotations Received
 - (vi) Proposal or Quotation Evaluation and Recommendations
- (3) Performance Assessment

It is recommended that a spot audit of the Procedure for the Procurement of Engineering Services be conducted one year after its complete implementation.

APPENDIX A APPLYING OFFICE FORMS

Form	Title
Δ 1	Engineering Service Provider Registration
	Declaration
A2	Categories of Work
A3	Corporate Information
A4	Applying Office Profile
A5	Applying Office Professional Personnel Profile
A6	Applying Office Technical Personnel Profile
A7	Applying Office Work Experience

ENGINEERING SERVICE PROVIDER REGISTRATION DECLARATION

I/We, the undersigned, understand that the information in this application may be used to register this office with Manitoba Infrastructure and Transportation and I/we certify that the information given is complete and accurate.

Name:	Position:	
Signature:	Date:	

Please indicate on the attached form (Form A2) the Categories of Work your office wishes to be considered for in the prequalification stage. Note that only those Categories checked will be considered.

CATEGORIES OF WORK

Applying Office Name

Please check all Categories for which you will be applying.

Successful registration in high complexity Categories (i.e. Detailed Design – Major Structures) will automatically prequalify the Applying Office for lower complexity work of a similar nature (i.e. Detailed Design – Minor Structures).

The Prequalification Review Committees may be different for each Category. Consequently, a complete package of information will be required for each separate Category for which the Engineering Service Provider is applying (Forms A3 – A7, including background supporting material).

Category	Applying for Prequalification		
Highway Planning and Design Branch			
Detailed Design – High Complexity Roadway			
Detailed Design – Low Complexity Roadway			
Environmental Site Assessment and Remediation			
Functional Design – High Complexity Roadway			
Functional Design – Low Complexity Roadway			
Safety Audits and Safety Operational Reviews			
Materials Engineering Branch			
Geotechnical Contract Administration			
Geotechnical Investigation and Design – High Complexity			
Geotechnical Investigation and Design – Low Complexity			
Traffic Engineering Branch			
Electrical Plant Inspection, Design and Contract Administration			
Roadside Hazardous Protection Design and Contract Administration			
Speed Zone Studies			
Traffic Control Design and Contract Administration			
Traffic Control Device Plant Structural Inspection, Design and Contract			
Administration			
Traffic Operations Engineering			
Traffic Signal System Design			
Transportation Systems Planning and Development Branch			
Transportation Economic Analysis Studies			
Transportation Planning Studies			

Form A2

CATEGORIES OF WORK (Continued)

Category	Applying for Prequalification
Water Control and Structures	
Concrete Detailed Condition Surveys (Level III Inspections) – Major and Minor Structures	
Condition Assessment – Major Structures	
Condition Assessment – Minor Structures	
Contract Administration and Construction Inspection – Major Structures	
Contract Administration and Construction Inspection – Minor Structures	
Dam Safety Review	
Detailed Design – Dams	
Detailed Design – Major Structures	
Detailed Design – Minor Structures	
Detailed Visual Inspections (Level II) – Major and Minor Structures	
Emergency Response Plan Preparation – Dams	
Engineering Inspections – Dams	
Geotechnical Investigation and Design – Structure Foundations	
Hydrologic and Hydraulic Assignments	
Preliminary Design – Dams	
Preliminary Design – Major Structures	
Preliminary Design – Minor Structures	
Structural Assessment – Dams	

CORPORATE INFORMATION

Applying Office			Phone
Address			Fax
			Email
Primary Applying Offic	ce Cont	act	
Гуре of Firm		Individual	Year Founded
		Partnership	
		Corporation	Size of Firm
Head Office Address			Phone
			Fax
			Email
Corporate Officers			
Name		Title	Location
Corporate History			

Form A4

APPLYING OFFICE PROFILE

Applying Office Name

Primary Contact Name

Title

Phone

Office Personnel Summary (Peak Employees Working out of Applying Office)

POSITION	COUNT
Principals	
Project Managers	
Professional Engineers	
Landscape Architects	
Other Professionals	
Scientists	
Technologists / Technicians	
Other	
Totals	

Explanatory Notes:

APEGM Certificate of Authorization Number:

Special Facilities/Technologies:

APPLYING OFFICE PROFESSIONAL PERSONNEL PROFILE

(Use as many copies of this Form as required.)

Applying Office Name

Prequalification Category

(A separate profile must be submitted for each Category within which the professional individual wishes to be considered.)

Professional & Project Management Staff (working out of Applying Office) Independent Design Review Professional Staff (working out of any office)

Name:	Title:
Degree(s):	Years with Applying Office:
Independent Design Reviewer? 🗆 yes 🛛 no	Total Years Experience:
Projects (including years)	Role

APEGM Registration/License Number (if applicable):

Other prequalification requirements as listed under Category of Work (if applicable):

Specialized Training or Skills:

APPLYING OFFICE TECHNICAL PERSONNEL PROFILE

(Use as many copies of this Form as required.)

Applying Office Name

Prequalification Category

(A separate profile must be submitted for each Category within which the technical individual wishes to be considered.)

Name:	Title:
Degree(s):	Years with Applying Office:
	Total Years Experience:
Projects (including years)	Role

Technical Staff (working out of Applying Office)

CTTAM Registration Number (if applicable):

Other prequalification requirements as listed under Category of Work (if applicable):

Specialized Training or Skills:

APPLYING OFFICE WORK EXPERIENCE IN PREQUALIFICATION CATEGORIES

(Use as many copies of this Form as required.)

Applying Office Name:

Prequalification Category:

Relevant Projects

]	DESCRIPTION REFERENCE	LOCATION	YEAR	SCOPE (APPROXIMATE)	Owner
1				Assignment value:	Name:
1.				Capital project value:	Phone:
2				Assignment value:	Name:
2.				Capital project value:	Phone:
2				Assignment value:	Name:
3.				Capital project value:	Phone:
				Assignment value:	Name:
4.				Capital project value:	Phone:
-				Assignment value:	Name:
5.				Capital project value:	Phone:
6				Assignment value:	Name:
6.				Capital project value:	Phone:

Other prequalification requirements as listed under Category of Work (if applicable):

APPENDIX B EVALUATION TABLES

Table	Title
B1	Evaluation Criteria
B2	Evaluation Summary
B3	Evaluation Example

EVALUATION CRITERIA

The following table defines and describes the five evaluation criteria that will be considered in the selection of Engineering Service Providers for engineering services. Registered Offices must ensure that their proposal addresses each of the criteria requirements.

CRITERIA	DEFINITION	REQUIREMENTS	WEIGHT
Methodology	Defined as 'the Engineering Service Provider's proposed approach to achieving the required project services on time, on budget, and in accordance with applicable engineering requirements / standards'.	The Engineering Service Provider shall provide a detailed work plan divided into tasks that are completely delineated. Under each task the Engineering Service Provider shall describe the purpose, the methodology and the proposed output.	
Technical Skills	Defined as 'the skills and experience of the proposed key personnel, in technical areas required to successfully complete the project'.	The Engineering Service Provider shall assign individuals to the tasks identified in the work plan. Descriptions of the individuals' relevant technical skills and experience shall be provided. The Engineering Service Provider will be scored according to the capabilities of the assigned personnel to achieve their task.	
Management/ Organization	Defined as 'the provision of personnel and management systems for organizing and controlling quality, time and cost'.	The Engineering Service Provider shall show how they plan to organize and manage the project. A project schedule is required indicating the duration, effort (hours of work) and the sequence of work for each task of the work plan. In addition to this, the Engineering Service Provider shall identify the Project Manager and Team Leaders, provide descriptions on their management skills and experience, time allocation to the project and location.	
Relevant Experience	Defined as 'the Engineering Service Provider's previous experience in technical areas required to successfully complete the project on time, on budget, and in accordance with applicable engineering requirements / standards'.	The Engineering Service Provider shall provide descriptions of relevant experience of the Registered Office that is recent and directly comparable with the proposed project.	
Location	Defined as 'the location of key personnel at the time of the proposal, during the project period, and with respect to the project delivery itself'.	The Engineering Service Provider is required to state the location of all assigned key personnel at the time the proposal is written and during the proposed project.	

EVALUATION SUMMARY

Criteria	Weight	ESP:			ESP:			ESP:		
	_	Comments	Rating	Score	Comments	Rating	Score	Comments	Rating	Score
Methodology Understanding of Problem (consider tasks separately) Suitability of Methodology (consider tasks separately) Level of Innovation (consider tasks separately) Coverage of All Tasks										
Technical Skills (consider individuals separately)										
Management/Organization Organizational Chart Quality Management System Project Schedule (consider tasks separately) Project Manager Team Leaders (consider individuals separately)										
Relevant Experience										
Location										
Total Score										
Price										
Price per Point										
Ranking										

Rating Key:1 = Does Not Meet Basic Criteria, 2 = Partially Meets Basic Criteria, 3 = Meets Basic Criteria, 4 = Exceeds Basic Criteria, 5 = Significantly Exceeds Basic Criteria

SAMPLE EVALUATION MATRIX

Engineering Design Services for an Interchange

	Weight	ESP A			ESP B			ESP C		
	weight	Comments	Rating	Score	Comments	Rating	Score	Comments	Rating	Score
Methodology (30)										
Understanding of Problem -Traffic Studies/Analysis -Functional Design -Interchange Design -Design Fields of Drainage -Structures/Geotechnical	8		3	24		2	16		3	24
Suitability of Methodology -Traffic Studies/Analysis -Functional Design -Interchange Design -Design Fields of Drainage -Structures/Geotechnical	8		4	32		3	24		2	16
Level of Innovation -Traffic Studies/Analysis -Functional Design -Design Fields of Drainage -Structures/Geotechnical	6		2	12		3	18		3	18
Coverage of All Tasks	8		3	24		2	16		2	16
Technical Skills (30) Experience and qualifications of Team members assigned to the following tasks.										
Traffic Studies/Analysis Functional Design Interchange Design Design Fields of Drainage Structures/Geotechnical	7 7 5 5 6		5 2 3 4 2	35 14 15 20 12		3 2 2 4 1	21 14 10 20 6		4 3 2 4	28 21 15 10 24
Management/Organization (10)										
Organizational Chart Quality Management System Project Schedule Project Manager Team Leaders	1 2 3 2 2		3 5 3 4 2	3 10 9 8 4		3 2 2 3 3	3 4 6 6 6		5 3 2 3 2	5 6 6 4
Relevant Experience (20)										
Traffic Studies/Analysis Functional Design Interchange Design Design Fields of Drainage Structures/Geotechnical	5 5 3 3 4		4 5 3 3 4	20 25 9 9 16		3 4 3 2 2	15 20 9 6 8		4 3 2 5 2	20 15 6 15 8
Location (of Key Personnel) (10)	10		5	50		2	20		3	30
Total Score	100		351			248			293	
Price		\$	535,000		\$	603 <u>,</u> 500		\$	575 <u>,</u> 500	
Price per Point			\$1,524			\$2,433			\$1,964	
Ranking			1			3			2	

Rating Key: 1 = Does Not Meet Basic Criteria, 2 = Partially Meets Basic Criteria, 3 = Meets Basic Criteria, 4 = Exceeds Basic Criteria, 5 = Significantly Exceeds Basic Criteria

APPENDIX C PERFORMANCE EVALUATION

Form	Title
C1	Performance Evaluation Form

Form C1

ENGINEERING SERVICE PROVIDER ASSIGNMENT PERFORMANCE EVALUATION FORM

Project Name:			Contract No.	
Registered Office's Name:				
Project Description:				
TIME Scheduled Completion Date: (Including extensions.)			COST Original Proposal Price: (Including scope changes.)	
Actual Completion Date:			Actual Assignment Cost:	
Rating			Rating	
Additional comments provided on Page 2?	🗌 yes	no no	Additional comments provided on Page 2? yes no	
KEY PERSONNEL			PROJECT MANAGER	
Did the assigned personnel perform effectively?	🗌 yes	no no	Name of Project Manager (PM):	
Were the personnel listed in the proposal, or approved	🗌 yes	🗌 no	Was the PM committed to the project?	
substitutes, used as intended?			Did the PM perform effectively?	
Rating			Rating	
Additional comments provided on Page 2?	🗌 yes	🗌 no	Additional comments provided on Page 2?	
METHODOLOGY			QUALITY OF WORK	
Was the methodology effective?	∐ yes	∐ no	Was the work complete?	
Was the ESP's methodology innovative?	🗌 yes	🗌 no	Ware the deliverables (drawings free of	
Did the results comply with the terms of references?	🗌 yes	no no	errors?	
Rating			Rating	
Additional comments provided on Page 2?	🗌 yes	no no	Additional comments provided on Page 2?	
MANAGEMENT AND ORGANIZATION			CATEGORIES OF WORK	
Were scheduled tasks delivered on time in every stage?	🗌 yes	no no		
Were progress reports accurate and on time?	🗌 yes	🗌 no	Which Categories of Work applied to this ESP assignment?	
Did the ESP react appropriately when unforeseen circumstances arose?	☐ yes	🗌 no	The ratings given in each box shall be summed and an average overall ratin calculated and entered in the box below.	ng
Rating			Overall Rating	
Additional comments provided on Page 2?	🗌 yes	no no	Additional comments provided on Page 2?	

KEY FOR RATING: 1 = Did Not Meet Criteria, 2 = Partially Met Criteria. 3 = Met Criteria, 4 = Marginally Exceeded Criteria, 5 = Exceeded Criteria

Form C1

ENGINEERING SERVICE PROVIDER ASSIGNMENT PERFORMANCE EVALUATION FORM (Continued)

Project Name:	Contract No.
Registered Office's Name:	
Project Description:	
TIME	COST
Comments:	Comments:
KEY PERSONNEL Comments	PROJECT MANAGER
METHODOLOGY	OUALITY OF WORK
Comments:	Comments:
MANACEMENT AND ODCANIZATION	
Comments:	Comments:
EVALUATION BY:	POSITION
SIGNATURE:	EX. DIR. APPROVAL:
ENGINEERING SERVICE PROVIDER COMMENTS:	
NAME: SIG	NATURE: DATE:

APPENDIX D CONTRACT INFORMATION

Form	Title
D1	Buyer Data Sheet

Form D1

CONSULTING CONTRACT – BUYER DATA SHEET

ESP NAME:	
ESP OFFICE ADDRESS:	
DEPARTMENT INVOICE ADDRESS:	
CONTRACT DESCRIPTION: (including award date shown on contract)	
TENDERED / UNTENDERED:	
FUNDING AUTHORIZATION: (T.B. Minute, Minister, Deputy, etc)	
TOTAL CONTRACT VALUE \$	
CASH FLOW: (current year) (subsequent year/s)	
PAYMENT TERMS (Lump Sum or Fee Based):	
WORK ORDER:	
INTERNAL ORDER / COST CENTRE:	
REQUIRED TRACKING NUMBER	CONS
PO NUMBER (generated by Contract Section)	

APPENDIX E

POSITION PAPER FOR SHORT LISTING ENGINEERING SERVICE PROVIDERS WITH PRIOR INVOLVEMENT IN A PROPOSED ASSIGNMENT

December 4, 2000

Introduction

The 1997 Procedure for Procurement of Engineering Services (referred to as the Procedure) provides a specific methodology to short list Engineering Service Providers that will be asked to prepare proposals for a given project. That methodology is based on two primary measures, workload with the Department and past performance. It does not take into account the past experience with a given project. This restriction is detrimental to both the Department and the Consulting industry. Therefore, this position paper has been developed to rectify this situation.

Discussion

The 1997 Procedure for short listing had three main goals. First, ensure that short listed firms have sufficient capacity to take on new Department work. Second, ensure that there is a degree of balance in distributing Department work within the consulting industry. Third, ensure that superior performance results in greater opportunities for work.

These goals remain valid in the Department's selection of Engineering Service Providers. However, it does not make provision for a significant issue. That is, to ensure that firms with substantial past experience on a specific project have an opportunity to be short listed.

For example, consider the case of a detailed highway design. It is likely that three firms would be asked to submit proposals. The names of these three firms would be drawn from a pool of prequalified Engineering Service Providers. The three selected firms would have the strongest balance of superior past performance and work capacity. However, if the detailed design were based on a previous outsourced functional design, there would be no means to ensure that the previous firm had an opportunity to submit a proposal. If the original Engineering Service Provider had more work than three other firms, there is a good chance they would be passed over for this project.

This situation creates problems for both the Department and the consulting industry. The Department loses an opportunity to benefit from continuity between functional and detailed design. In other words, the opportunity to reduce costs since there should be less data collection and greater efficiency in using the original firm. The consulting industry loses an opportunity to utilize past experience in securing new work.

Therefore, the Department and the Consulting Engineers of Manitoba (CEM) have agreed to the following modification to the Procedure to address this issue.

Position

A Engineering Service Provider can be considered for short listing on a new project, even if the Procedure otherwise excludes them, if:

- The firm (corporately) was responsible for a previous phase of the exact same project within the last five years; or
- The firm was involved in a project, within the last five years, that collected data of significant value to the new project.

It is up to the firms to request inclusion on a specific project short list for the above reasons. The Department will not be tracking past work for this purpose. Further, determination of "significant value" is solely up to the Department. There will be no appeals on this determination.

For this position to work there has to be advance notice to the consulting industry of upcoming projects. For most projects, the Department's annual publication of projected consulting assignments will serve this purpose. This publication is made available to the CEM near the beginning of the Department's fiscal year. Any firm wishing to be considered for short listing due to prior experience must submit a request to the Department within four weeks of that publication's availability.

There will be a two-stage approach to assessing the above-described submissions. Firms deemed to not meet either of the above two criteria at a broad level will be immediately screened out and notified. When the terms of reference for the specific project has been finalized, the screened in submissions will be reviewed again. First, it must be confirmed that the Engineering Service Providers are not on the project short list. If they are, the issue is resolved. If not, the firms' past experience will be assessed against the specific project requirements as laid out in the RFP. If the Department concludes there is relevant past experience, that firm's name is added to the normal three short-listed from the registry. If not, the firm in question will not be asked to submit a proposal and will be notified of such.

There will be some projects that will not be identified on the Department's annual publication of projected work. For these projects, a notice will be sent to the CEM once the project has been approved for engagement. The CEM shall be responsible for distributing these notices to their member firms. Any firm wishing to be considered for inclusion due to past experience must make an application within two weeks of this notice. The Department will follow the same procedure described above in assessing these applications.