

Review and Procurement of Replacement Road Traffic Collision Rescue Tools

Subject: Procurement Report
Date: 9th January 2018
Reference: HWFRS/4 (DS212-17)

Background

Hereford & Worcester Fire and Rescue Service (HWFRS) identified through the equipment replacement programme that following an extension of five years (from 10 to 15 years) that the current Road Traffic Collision (RTC) hydraulic rescue tools were due for replacement within the financial year 2017/18. The existing equipment had reached the end of its serviceable life (at 15 years). Whilst the equipment is still fully functional, it has become increasingly resource intensive to maintain and an equipment refresh will address the continued advancement in vehicle construction technology and technology now incorporated into new rescue equipment.

Within the year 2017/18, a nationally led (National Fire Chiefs Council, NFCC) collaborative framework was established which presented an opportunity to undertake a collaborative procurement process through a procurement framework, with several other Fire and Rescue Services.

Since 2003, HWFRS has operated RTC rescue tools predominantly powered through a 'power pack' (that is, powered from a generator through hydraulic hoses) supplying dedicated sets of rescue tools alongside combination rescue tools. These were procured and supplied by Lukas (Clan) latterly in 2003. During the last 15 years, HWFRS has also invested in a minor amount of additional and replacement battery (powered by a battery attached to the tool, rather than a power pack) operated rescue tools from Lukas and Weber. Following a ten year lease and maintenance contract with Lukas (Clan) which expired in 2013, HWFRS has subsequently and is currently responsible for the maintenance of its rescue equipment

Through the NFCC led collaborative procurement framework, the Authority intends to procure up to 45 sets of dedicated cutting RTC rescue tools and associated equipment, of the battery powered type, within the 2017/18 financial year. The Authority will also consider the option for maintenance services up to ten years in duration. The Authority also requested options to further procure two sets of either power pack or battery operated (ultra) 'heavy rescue' dedicated tools.

HWFRS Service Review

In June 2016, the HWFRS Road Traffic Collision (RTC) User Group was established and tasked with reviewing the current provision of rescue tools and developing a specification for a replacement programme. The group collectively agreed the user specification following various methods of engagement with service delivery users. This work was supported by a 'Pros and Cons' document which compared to two types of power sources (Power Pack Vs Battery).

This analysis determined that there is no discernible difference in the performance of the tools due to the power source. It also identified that each power source has advantages and disadvantages. However, on balance, it was determined that tools powered by batteries attached directly to the tool, rather than a fixed generator that attaches the tools to it via hoses, offers greater operational and resilience advantages and may in the longer term be more cost efficient in terms of maintenance and repair. For details please refer to **Appendix 1** Specification and **Appendix 2** Pro's and Cons Supporting Document

In May 2017, the first National (NFCC) led rescue tools collaboration meeting took place. The purpose of the meeting was to establish a common national specification, determine the specific framework lots and agree procurement tender documents and questionnaires.

The NFCC national working group agreed on the following 4 items:

See **Appendix 3** Standardised Collaborative Specification

1. National Standardised Specification for Rescue Tools

Technical

- User and Technical Requirements - Rescue Tools Common Requirements
- Power pack operated rescue tools - common requirements
- Hose & hose reels
- Power pack operated cutter, spreader, ram
- Power pack operated "heavy rescue" cutter, spreader, ram
- Battery Operated Rescue Tools – common requirements
- Battery operated dedicated cutter, spreader, ram
- Battery operated "heavy rescue" cutter, spreader, ram
- Battery operated combination tool (cutter & spreader)
- Ancillary tools

Implementation

- Delivery, Training, Services & contract performance
- Warranty
- Parts, spares, tooling and test equipment
- Documentation
- Risk assessments
- Technical refresh / obsolescence
- Social Value

Standards

- All rescue tools offered in response to this tender must conform to BS EN 13204:2016 Double acting hydraulic rescue tools for fire and rescue service use Safety and performance requirements (or equivalent standard) where applicable.
- Batteries used in conjunction with rescue tools must conform to BS EN 62133:2013 or the International Electro-technical Committee (IEC) 62133: 2012 or its latest version produced in 2017 (or equivalent standard).

Compatibility

All Rescue Tools shall be compatible with gloves, to the standard BS EN 659:2003+A1:2008 Protective gloves for firefighters.

2. Framework Lots

Table 1

Lot	Detail	HWFRS Requirement
Lot 1	Power pack dedicated Rescue Tools (cutter, spreader, ram)	Nil
Lot 2	Power pack "heavy rescue" dedicated Rescue Tools (cutter, spreader, ram)	2**
Lot 3	Battery operated dedicated Rescue Tools (cutter, spreader, ram)	45
Lot 4	Battery operated "heavy rescue" dedicated Rescue Tools (cutter, spreader, ram)	2**
Lot 5	Battery operated combination (cutting & spreading) Rescue Tools	Nil

HWFRS fall into Lots 2, 3 & 4 based on our user specification.

**HWFRS will decide whether to procure 2 sets of power pack operated 'heavy rescue' dedicated tools or 2 sets of battery operated 'heavy rescue' dedicated rescue tools following the evaluation of the tender. Ultra (Heavy) rescue tools will not form part of this paper or tender analysis.

3. Practical Assessments

The practical assessments include a series of exercises undertaken by a variety of user and/or specialists, which will take into consideration end users feedback, compatibility with personal protective equipment, and vehicle stowage.

The national assessments were undertaken in two phases. Firstly the NFCC Research and Development team carried out a series of in-depth evaluation exercises in March 2017. This was subsequently followed by practical evaluations and tests carried out by representatives from each FRS undertaking the procurement, assisted by specialists.

HWFRS local evaluation – In 2016 HWFRS undertook a series of equipment 'roadshows' and trials to evaluate the equipment available at that time on the open market predominantly by the three main market leaders. This work supported the development of the HWFRS specification document and allowed users to ascertain how technology in this area had developed since 2003. HWFRS representatives were also part of every practical evaluation including the national practical assessments held in late 2017 at Severn Park, Bristol.

4. Finalising of Tender Documents

1. Invitation to Tender **Appendix 4**
2. Schedule 3- Questionnaire Lot 1-5 **Appendix 5**
3. Schedule 5- Practical Evaluations **Appendix 6**
4. Schedule 5.1- Practical Evaluations Schematic Example **Appendix 7**
5. Schedule 5.2- Practical Evaluation Scoring Sheet Example **Appendix 8**
6. Schedule 6 Pricing Schedule **Appendix 9**

NFCC Nationally Led Procurement Process

The national procurement tender process for Rescue Tools was advertised on 31st October 2017, with a closing date for applications on 23rd November 2017 followed by Practical Assessments taking place between 4th-6th December 2017. Devon & Somerset Fire & Rescue Authority acted as the lead Authority for this Collaborative mini-competition tender exercise.

The mini-competition was undertaken from the 'Derbyshire Fire and Rescue Service Framework Agreement' for Fleet Options – Section (Lot) 4 Emergency Rescue Equipment, in collaboration with and on behalf of the Contracting Authorities listed below:

- Devon & Somerset Fire & Rescue Authority
- East Sussex Fire Authority
- Hereford & Worcester Fire Authority
- Kent & Medway Fire & Rescue Authority
- Staffordshire Fire and Rescue Authority
- West Sussex County Council

Lot 4 – Emergency Rescue Equipment

- Angloco Limited
- Clan Tools and Plant Limited (Emergency One (UK) Ltd)
- Holmatro UK limited
- John Dennis Coachbuilders Ltd
- KTC Fire Limited
- Vimpex Limited
- Weber Rescue UK Limited

Evaluation Stages

- Stage 1 - Evaluated Price (40%) (DSFRS; 23rd November 2017)
- Stage 2- Evaluated Technical (15%) and Implementation (15%)- Meeting User Requirements (HWFRS Evaluation; 24th & 29th November 2017)
- Stage 3- Consolidate Tender Evaluation Score (Collaboration Authorities 30th November 2017)
- Stage 4- Evaluated Practical Assessment (30%) (4th – 6th December 2017; Severn Park)

Evaluation questions were based on the following overarching criteria and weighted scores:

Award Criteria	Weightings
Technical (meeting user requirements)	15%
Technical (practical assessment)	30%
Implementation – Delivery, training, after-sales services	15%
Price, cost effectiveness, warranty and running costs (including cost of change)	40%
Total	100%

Tender Evaluation

Stage 2- Evaluated Technical (15%) and Implementation (15%)- Meeting User Requirements

Bids were received from the three suppliers listed below, which were initially reviewed in HWFRS against the Technical User Requirements and Implementation Plan. The evaluation panel agreed an overall initial score for each question.

Suppliers

- Clan Tools and Plant Limited (Emergency One (UK) Ltd)
- Holmatro UK limited
- Weber Rescue UK Limited

Consolidated Tender Evaluation Score

The collaborating Authorities subsequently met in order to rationalise and challenge each other's initial assessment and where appropriate, moderated through consensus an overall score and justification for each area against the Technical User Requirements and Implementation Plan.

Practical Assessment (30%)

The three suppliers were assessed and scored following the nationally led practical assessment held at Severn Park, Bristol. These assessments enabled representatives from all FRSs to assess the tools capabilities and ergonomics, including manual handling and, as such, a number of practical tests devised to evaluate each tool were undertaken.

Representatives from HWFRS which included both male and female operational staff, all had recent operational experience, and represented a number of different duty systems and geographical areas.

Results following practical assessment (see Table 1 above)

- For Lots 2 and 3, Holmatro scored the highest following the practical Assessments in both Purchase only and Purchase with Maintenance.
- For Lot 4 Purchase only - Holmatro scored the highest following the practical Assessments
- For Lot 4 Purchase with Maintenance - Weber scored the highest following the practical Assessments

The NFCC led framework reported to each FRS with the scoring of each supplier's tools in late 2017. HWFRS then requested a further evaluation feedback report from HWFRS delegates that attended the assessments on Service Delivery's behalf which have confirmed and align with the overall scoring of the framework.

Contracts Awarded for each of the Collaborating Authorities (excluding HWFRS)

Table 3

Devon & Somerset Fire & Rescue Authority	Clan Tools and Plant Limited- Lot 5 Purchase Only
East Sussex Fire Authority	It is anticipated that the approval process will be completed by mid-February 2018
Kent & Medway Fire & Rescue Authority	Weber Rescue UK Limited- Lot 4 Purchase with Maintenance
Staffordshire Fire and Rescue Authority	Holmatro UK limited- Lot 3 Purchase Only Clan Tools and Plant Limited- Lot 4 Purchase Only
West Sussex County Council	Holmatro UK limited- Lot 1 & Lot 2 Purchase with Maintenance

The below table shows an Evaluation Summary for each stage of the process against the basic equipment provision. Please note, CLAN offered 2 options within Lot 3. It can be seen that the difference between the suppliers is over 2.5% in Holmatro's favour.

Table 4

ITT - overall scores	Technical		R A N K	Practical		R A N K	Implementation		R A N K	Price		R A N K	Total	Over all Rank
Weighting	15%		K	30%		K	15%		K	40%		K		
Supplier	Scores													
Clan RAM	100	15.00%	1	54.81	16.44%	3	87.14	13.07%	1	90.06	36.02%	3	80.53%	4
Clan	100	15.00%	1	53.75	16.13%	4	87.14	13.07%	1	93.64	37.45%	2	81.65%	2
Holmatro	100	15.00%	1	70.55	21.17%	1	54.29	8.14%	4	100	40.00%	1	84.31%	1
Weber	100	15.00%	1	65.25	19.58%	2	75.71	11.36%	3	88.92	35.57%	4	81.51%	3

Stage 1 - Price (40%)

The overall cost is based on each of the suppliers providing HWFRS with 45 sets of dedicated battery rescue tools for purchase only are as follows: A set comprises of:

- 1 x cutter
- 1 x spreader
- 1 x Ram
- 4 batteries (1 per piece of equipment and) and
- associated chargers

HWFRS requirement for this procurement is to purchase a complete replacement package which includes the basic set as well as tool accessories, and providing 3 additional batteries per appliance.

Each supplier provided costings for each of the required accessories and batteries. HWFRS additional Equipment required to the basic set are as follows:-

- Batteries x 3 per fire engine
- Battery Chargers for spare batteries
- Pedal Cutter x1 per fire engine
- RAM support X1 per fire engine

Based on HWFRS's total operating costs for resilience purposes and required ancillary tools, the evaluation summary of each stage of the process as per the Derbyshire Framework now highlights the following and demonstrates just over 2% in Holmatro's favour.













Maintenance options

Options for maintenance contracts over the estimated lifespan of the equipment (10 years) were also considered in the submissions by suppliers. It was determined that based upon the commitment of long term revenue cost implications for this period not to proceed with these options at this time. Internal capacity and technical levels are currently adequate to undertake this provision within HWFRS and thus avoid a long term revenue commitment for this function.

Outcome

With regard to the provision of a full suite of replacement equipment including battery dedicated rescue tools (Lot 3) HWFRS will proceed with a purchase only contract.

HWFRS have determined to award the contract for the procurement of dedicated battery rescue tools and associated equipment to **Holmatro UK**. Holmatro UK were overall winners in Lot 3 under the NFCC Led Framework offering the most cost effective overall procurement option. Additionally, based upon the costs provided, Holmatro UK also currently appears to offer the lower costs for future replacement or upgrade of batteries, batteries being the main replacement component. Holmatro equipment also scored the highest with Service Delivery representatives with the rescue tools being assessed as ranked first for ergonomics, manual handling and ease of use.

Appendix 1 Pros and Cons Supporting Document	 Pros and Cons Supporting Document
Appendix 2 HWFRS RTC Replacement Specification	 HWFRS RTC Replacement Specific
Appendix 3 Standardised Collaborative Specification	 Standardised Collaborative Specific
Appendix 4 Invitation to Tender	 DS212-17 Invitation to tender ver 1.0.doc
Appendix 5 Questionnaire Lot 1 Questionnaire Lot 2 Questionnaire Lot 3 Questionnaire Lot 4 Questionnaire Lot 5	 DS212-17 Schedule 3 Questionnaire Lot 1 v  DS212-17 Schedule 3 Questionnaire Lot 2 v  DS212-17 Schedule 3 Questionnaire Lot 3 v  DS212-17 Schedule 3 Questionnaire Lot 4 v  DS212-17 Schedule 3 Questionnaire Lot 5 v
Appendix 6 Practical Evaluations	 DS212-17 Schedule 5 Practical evaluation.d
Appendix 7 Practical Evaluations Schematic Example	 DS212-17 Schedule 5.1 Practical Evaluati
Appendix 8 Practical Evaluation Scoring Sheet Example	 DS212-17 Schedule 5.2 Practical Evaluati

Appendix 9 Pricing Schedule



DS212-17 Schedule 6
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