released under the Freedom of miornation Act 1962 by the Department of the Arthrette Aransport Regional Development Communications and the A

 From:
 \$22(1)(a)(ii)

 To:
 Minister.King.MO

Cc: s22(1)(a)(ii) ; <u>Jeanine Drummond</u>; <u>Mick Kinley</u>

Subject: AMSA - Keeping the Minister Informed - 261 Board Meeting Outcomes July 2023 [SEC=OFFICIAL]

**Date:** Friday, 28 July 2023 12:42:02 PM

Attachments: 2023-07-28 LETTER TO MINISTER - 261 Board Meeting Outcomes.docx.pdf

### **OFFICIAL**

### Dear Minister

Please find attached a letter from the Australian Maritime Safety Authority (AMSA) Chair, Ms Jeanine Drummond with outcomes from the  $261^{st}$  Board meeting held on Thursday, 6 July 2023 for your information.

A hard copy of this letter and attachment has been forwarded to your office at Parliament House.

Please do not hesitate to contact me if you require any further information.

Kind regards

s22(1) (a)(ii) s22(1)(a)(ii)

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CHAIR

The Hon Catherine King MP Minister for Infrastructure, Transport, Regional Development, and Local Government PO Box 6022 House of Representatives Parliament House CANBERRA ACT 2600 catherine.king.mp@aph.gov.au

### **Dear Minister**

s22(1)(a)(ii)

The Australian Maritime Safety Authority (AMSA) Board held their 261st meeting in Canberra on Thursday, 6 July 2023. s22(1)(a)(ii)

The Board endorsed two major decision items at this meeting:

The Board was provided with the outcome of the procurement process for each of the Aids to Navigation (AtoN) maintenance and Emergency Towage Capability (ETC) Level 1 (dedicated) services, both due to commence from 1 July 2024. The procurement was undertaken as a single activity but with separate requirements. Tenderers were able to bid to provide either, or both services.

The AtoN maintenance process produced a single tender from the incumbent. Scores awarded by the evaluation team were disappointing and overall, the bid was assessed as only marginally meeting the technical requirements. Given the safety critical nature of the service, and the high cost of the capability, the evaluation team concluded that a contract should not be awarded from the AtoN component of this procurement.

AMSA will now develop a plan to sustain AtoN capability while an alternate procurement strategy is devised and delivered.





Yours sincerely

s22(1)(a)(ii)

28 July 2023

nfastarcture. Transport: Regional Development. Communications and the Ap

 From:
 Parliamentary AMSA

 To:
 \$22(1)(a)(ii)

 Cc:
 Parliamentary AMSA

**Subject:** AMSA background - AtoN maintenance services [SEC=OFFICIAL:Sensitive]

**Date:** Friday, 8 September 2023 8:54:21 AM

Attachments: AMSA advice for DITRDCA - AtoN maintenance services.docx

Importance: High

### **OFFICIAL:Sensitive**

Hi s22(1)

As discussed this week, please find background on AMSA procurement for AtoN maintenance services *attached*.

Many thanks,



SENIOR GOVERNMENT RELATIONS OFFICER
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# AMSA advice for the Department of Infrastructure, Transport, Regional Development, Communications and the Arts

# Aids to Navigation (AtoN) maintenance services - post 30 June 2024

- AMSA provides its marine Aids to Navigation (AtoN) network in line with Regulation 13, Chapter V of the IMO SOLAS convention, International Association of Marine Aids to Navigation and Lighthouse Authorities (IALA) standards, and what AMSA considers international best practice. AMSA has prioritised its AtoN and measures performance of the network in accordance with IALA Recommendations.
- 2. In 2001, AMSA outsourced its AtoN maintenance services, after an extensive internal business review process. The business review was in response to a whole-of-government policy on the contestability of government services, involving benchmarking internal service delivery with the option of delivery by the private sector.
- 3. AMSA's objectives in outsourcing included: reducing overall costs whilst improving quality of service delivery; increased flexibility; meeting industry expectations of the cost-effective use of funding generated by the Marine Navigation Levy; and access to specialist skills and expertise.
- 4. AMSA's outsource model has continued as a single national contract which includes maintenance, performance, fault/failure response, and inventory. AMSA outsourced the delivery of AtoN maintenance services from July 2001 to Australian Maritime Systems Limited (AMS), now AMSG, following an open tender process. The incumbent has continued to maintain the network through successive contracts following open tenders.
- This year, procurement 22AMSA117 Provision of Aids to Navigation (AtoN) Maintenance and Level 1 Emergency Towage Capability (ETC) services did not proceed to contract award for the AtoN maintenance services component.
- 6. AMSA is committed to making alternative arrangements for essential maintenance and is developing a detailed plan to sustain the AtoN maintenance services into the future. An outline of progress in planning and risk mitigation follows.
- 7. The existing contract does not expire until 30 June 2024, and all existing contract requirements remain extant until that date.
- 8. At the conclusion of the contract, AMSA intends to maintain network reliability and availability, with the same high-level goals and objectives:
  - providing a cost effective AtoN network that performs and has availability to the mariner in line with IALA guidelines;
  - managing our assets so they reach their expected in-service life;
  - maintaining good quality, safety, and environmental performance; and
  - managing compliance and stakeholder expectations.

s47C

15. AMSA also has representatives actively involved in IALA technical committees, notably those covering Engineering and Sustainability, and AtoN Requirements and Management. AMSA regularly provides input to those committees. §47C

17. s47C

he physical work on sites will still be delivered by contractors, for which there is a significant workforce available, already servicing the broader 11,000 AtoN network around Australia.

s47C

Infrastructure, Transport, Regional Development, Communications and the Arts

From: Board Secretariat

To: Minister.King.MO

Cc: s22(1)(a)(ii) ; Betts, Jim; Jeanine Drummond; Mick Kinley

Subject: AMSA - Keeping the Minister Informed - 263 Board Meeting Outcomes September 2023 [SEC=OFFICIAL]

Date: Thursday, 28 September 2023 10:01:10 AM

Attachments: 2023-09-28 LETTER TO MINISTER RE 263 BOARD MEETING OUTCOMES -.pdf

### **OFFICIAL**

### Dear Minister

Please find attached a letter from the Australian Maritime Safety Authority (AMSA) Chair,

Captain Jeanine Drummond with outcomes from the 263<sup>rd</sup> Board meeting held on Thursday, 21 September 2023 for your information.

A hard copy of this letter and attachment has been forwarded to your office at Parliament House.

Please do not hesitate to contact the Board Secretariat if you require any further information. Kind regards

s22(1) (a)(ii) s22(1)(a)(ii)

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# 263rd AMSA BOARD MEETING

**CHIEF EXECUTIVE OFFICER'S REPORT** 

Thursday, 21 September 2023

Released under the Freedom of Mornation Act 1982 by the Department of frastructure. Transport, Regional Development, Communications and the Arts

Paper No. 2023-263-3

# CHIEF EXECUTIVE OFFICER REPORT

	DECISION		DISCUSSION		NOTING
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SPONSOR: All divisions and Office of Legal Counsel

# **EXECUTIVE SUMMARY**

1. The purpose of this report is to provide the Board with the significant activities that have taken place since the last meeting of the Board in August 2023.

### **OPERATIONS**

### **RESPONSE**

# Aids to Navigation (AtoN) Maintenance

# **AtoN maintenance services – transition from AMS Group** post 30 June 2024

40. As AMSA advised in Board Paper 2023–261–4, procurement 22AMSA117 Provision of Aids to Navigation (AtoN) Maintenance and Level 1 Emergency Towage Capability (ETC) services did not proceed to contract award for AtoN maintenance services. As noted, AMSA is committed to making alternative arrangements for essential maintenance and will return to the Board no later than December 2023 with the detailed strategy to sustain the AtoN maintenance services until 2026. This update provides an outline of progress in planning and risk mitigation.

FOI 24-269

- 41. AMSA provides its marine AtoN network in line with Regulation 13, Chapter V of the IMO SOLAS convention, International Association of Marine Aids to Navigation and Lighthouse Authorities (IALA) standards, and what AMSA considers international best practice. AMSA has categorised its AtoN and measures performance in accordance with IALA recommendations.
- 42. AMSA still intends to maintain and meet the existing KPIs for network reliability and availability from 1 July 2024. It is important to note that the existing contract does not expire until 30 June, 2024 and that all existing contract requirements, KPI's and incentives remain extant until that date. High level goals and objectives for the network will remain the same:
  - (a) providing a cost effective AtoN network that performs and has availability to the mariner in line with IALA guidelines
  - (b) management of AMSA's assets so they reach their expected in-service life
  - (c) maintaining good quality, safety, and environmental performance
  - (d) managing compliance and stakeholder expectations.
- 43. Although this is considered safety critical infrastructure and it is maintained as such, it is just one layer of safety in the system. Its operation is also not at immediate risk when the existing maintenance contract ends. It is not akin to turning off the power at the end of 30 June 2024. There will be alternative arrangements that will be necessary on 1 July 2024, and others that can be introduced and scaled up over time.

- 44. AMSA is already aware there is considerable misinformation about the criticality of the incumbent contractor in maintaining the network. AMSA is responsible for only 480 AtoNs out of an estimated 11,000 across the country. The vast majority of those are not maintained by AMSA's incumbent contract and Western Australia, for example, uses a different single outsourced provider to service its network. There are other models in use that provide lesser degrees of outsourcing.
- 45. AMSA is confident that there are viable alternatives available to perform the outsourced functions beyond AMSA's incumbent contractor. Many businesses already supply project and specialised services to AMSA, support State and Territory agencies responsible for AtoN maintenance and also work as subcontractors to AMSA's incumbent contractor.
  - The key will be matching the work packages available to the capacity and appetite of the market. Having said that, AMSA continues to anticipate an important role for the incumbent contractor if it tenders in response to approaches to market.
- 46. Within AMSA, aspects of the AtoN network are delivered by Corporate (property management including leasing and licencing), Policy & Regulation (AtoN network review and planning and nautical advice) and Response (contract management, strategic asset management, capital works program and project delivery). AMSA will continue to perform those functions beyond 30 June 2024 when the current maintenance services contract ends.

s22(1)(a)(ii), s47C

The broader AM&P team already has competent contract managers, asset managers, project managers, information management skills, and specialised technical and chartered engineering resources.

50. Representatives from AM&P and P&R are also actively involved in IALA technical committees, notably those covering Engineering and Sustainability, and AtoN Requirements and Management. AMSA regularly provides input to those committees. Although the physical maintenance and related elements has been outsourced for some time, AMSA staff retain an in depth understanding of the requirements and workings of the network.

Regional Development Communications and the

- 51. Team workshops and focus groups have been undertaking a risk, activity, skills, capability, and resource review, which will subsequently feed into the detail of the preferred operating model and required organisational team structure. Mapping and assessing the functions performed under the current contract has been one of the critical steps undertaken so far.
- 52. Many functions, including asset management, which underpins the maintenance of the AtoN network, are already done inhouse. There are other critical roles that will stay inhouse including information management. AM&P will be taking on more planning and coordination functions, for instance around scheduling maintenance activities, organising minor repairs, stakeholder liaison, arranging the issue of AusCoast Warnings and providing information to a broader range of contractors.
  - The physical work on AtoNs will still be delivered by contractors for which there is a significant workforce available already servicing the broader 11,000 AtoN around Australia.
- 53. There is already a good foundation for the next steps. The capability mix and size of AM&P will need to grow progressively to meet the requirements of the new operating model. The requirements and the supporting information will be developed in parallel to the detail on the operating model. A small number of positions will be created in the short term to support that development work, with the first additional project manager commencing in late September to free up current resources to spend more time on planning and implementation.
- There is a significant disengagement plan in place for the end of the current contract. Working through that process AMSA will seek to ensure appropriate transfers of information and knowledge have been made or will be made. In that sense, the process is no different to the award of the contract to a different contractor.
- 55. All of this is not to understate the work involved or to downplay the residual risk around some aspects (identified in Board Paper 2023-261-4) but it is important to dispel the idea that AMSA has been hands-off from the network for 20 years. That is true in the case of the physical work but incorrect in terms of maintaining an understanding of the network.

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Released under mer frastructure, Transpo A more detailed AtoN maintenance services strategy will be provided at the latest by

60.

the December 2023 Board meeting.

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# **NATIONAL MEETINGS**

# Meetings attended by senior AMSA officers

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Department of Infrastructure, Transport, Regional Development, Communications and the Arts (DITRDCA): Chief Operating Officer and Executive Director (Response) met with the Department regarding AtoN procurement on Friday, 1 September.

**Approved by:** 

14 September 2023

**Executive member responsible:** 

Mym

**MICK KINLEY** 

Chief Executive Officer

From: Morrow, Mark

Sent: Wednesday, 11 October 2023 5:37 PM

**To:** SCOTT, Megan **Cc:** Mick Kinley

**Subject:** AtoN maintenance - AMSA [SEC=OFFICIAL:Sensitive]

**Importance:** High

**OFFICIAL:Sensitive** 

Megan,

s22(1)(a)(ii)

s22(1)(a)(ii)

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Having reviewed the substantive functions described in the contract, we believe that there is more opportunity through our own innovation (and

interests) that may not have been available had we entered back into a contract with AMSG.

So, as mentioned earlier there are 3 main components that AMSA is engaged on detailed planning at the moment:

1. Demobilisation

The current contract provides for specific milestones and deliverables in demobilisation. The team in Brisbane have a schedule of what those deliverables are and are currently documenting those into a project schedule to make sure we track progress against time. There will be triggers in the plan which match the contract specifications and a part of the contract incentivisation (monetary) relies on AMSG meeting those demob requirements. I am assured (as recently as this week) that at the working level, staff of both AMSG and AMSA are working collaboratively on meeting those milestones.

2. Identification of priority services and functions post 1 July

A significant amount of planning has already occurred around a tiered and prioritised model of service delivery. The existing contract is constructed under 8 broad functions:

- · Asset and warehousing
- Outage Response
- · Planning and scheduling
- · Routine Maintenance
- Innovation (of which very little was actually done by AMSG over recent years)
- · Remote monitoring systems
- Unforeseen events
- · Site management

Outage Response, unforeseen events and Asset and Warehousing are considered priority 1. The current plan is to go to market in smaller jurisdictional packages to provide for outage response and unforeseen events. There are numerous contractors currently available around Australia who provide maintenance services to the network of some 11,000 AtoN in use of which we only manage 450. The asset and warehousing solution will be moved to a logistics specialist (like Toll) which effectively removes it from contractor management and provides a full logistics and dispatch solution for all of the contractors once established. The remaining items will form packages of work which will be established secondary to the primary service risks. Things like site management are easily established through contract.

3. Risk Identification, consolidation and mitigation

Considerable work has occurred to identify and determine a broad range of risks. Many of those have mitigations already identified, others are still being worked on with confidence they can be appropriately mitigated.

All of these plans and documents are either in development or semi stages of finality.

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# **Mark Morrow**

EXECUTIVE DIRECTOR RESPONSE DIVISION

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FOI 24-269 Document 5

From: Morrow, Mark
To: SCOTT, Megan

**Subject:** AtoN Procurement - Estimates Brief [SEC=OFFICIAL:Sensitive]

Date:Wednesday, 11 October 2023 8:21:36 AMAttachments:03 AtoN Maintenance Tender SE October 2023.pdf

### **OFFICIAL:Sensitive**

Megan,

s22(1)(a)(ii)

### **Mark Morrow**

EXECUTIVE DIRECTOR RESPONSE DIVISION

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**KEY ISSUE** 

**DOC ID: 03** 

# **AtoN MAINTENANCE TENDER and ALTERNATIVE PLANS**

### **TALKING POINTS**

s22(1)(a)(ii)

 This year, an open procurement process did not identify a suitable contractor beyond 1 July 2024. The procurement process was conducted in accordance with the Commonwealth Procurement Rules (CPRs).

s22(1)(a)(ii)

- Beyond 30 June 2024, AMSA is committed to maintaining network reliability and availability to the same high standards we currently adhere to.
- An alternative operating model is being developed and detailed plans are well advanced. The new operating model will consider the range of functions currently undertaken by AMSA.
- AMSA already delivers 'in house' many of the functions necessary to support the AtoN network. This includes property management (leasing and licencing), AtoN network review, planning and nautical advice, contract management and strategic asset management. AMSA also separately contracts and oversees delivery of the capital works program of refurbishment and repair, which is unrelated to the maintenance contract and regularly undertaken by companies other than AMSG.
- Further details of the procurement opportunities, and individual contract opportunities, will be revealed to the market as a whole in due course.

Senate Budget Estimates
October 2023

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FOI 24-269 Document 5

## FOR OFFICIAL USE ONLY

KEY ISSUE DOC ID: 03

 AMSA will take this opportunity to review aspects of the AtoN maintenance activities, to look for efficiencies and improvements in our management of the assets. This work will position AMSA to reassess the long-term operating model over the coming years.

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6. There are viable alternatives available to perform the outsourced functions beyond AMSA's incumbent contractor. Many businesses already supply project and specialised services to AMSA, support state and territory agencies responsible for AtoN maintenance, and work as subcontractors to AMSA's incumbent contractor.

Senate Budget Estimates
October 2023

# Infrastructure, Transport, Regional Development, Communications and the Arts

### FOR OFFICIAL USE ONLY

KEY ISSUE DOC ID: 03

The key will be matching the work packages available to the capacity and appetite of the market.

- 7. AMSA will use this opportunity to again review its 20-year-old model of contract maintenance, to consider both the function, and the existing maintenance arrangements, and to ensure any future maintenance contract/s provide the required service efficiently and with potentially reduced human effort or intervention.
- 8. AMSA already has an internal project delivery team that combined, has decades of experience in planning and conducting major construction and refurbishment works on the AtoN network. AMSA staff have a range of relevant professional qualifications, and the team has competent contract managers, asset managers, project managers, information management skills, and specialised technical and chartered engineering resources.
- 9. AMSA also has representatives actively involved in IALA technical committees, notably those covering Engineering and Sustainability, and AtoN Requirements and Management. AMSA regularly provides input to those committees. Although the physical maintenance and related elements has been outsourced for some time, AMSA staff retain an in-depth understanding or the requirements and workings of its network.
- 10. Over the last few months, team workshops and focus groups have been used to undertake a risk, activity, skills, capability, and resource review, which will subsequently feed into the detail of the preferred operating model and required organisational team structure. Mapping and assessing the functions performed under the current contract has been one of the critical steps undertaken so far. This work is on track and is being led by senior AMSA management.
- 11. The relevant teams in AMSA will need to grow progressively to meet the requirements of the new operating model. The requirements and supporting information will be developed in parallel to the detail of the operating model. A small number of positions will be created in the short term to support that development work, with the first additional project manager commencing in late September. This will free up current resources to spend more time on planning and implementation.
- 12. As part of its routine contract management, AMSA ensured there was a disengagement plan in place for the end of the current contract. Working through that process, AMSA will seek to ensure appropriate transfers of information and knowledge are made.
- 13. Without understating the work involved or downplaying the residual risk around some aspects, it is important to dispel the idea that AMSA has been hands-off from the network for 20 years. That is true in the case of the physical work, but incorrect in terms of maintaining an understanding of the network.
- 14. An initial risk assessment has been conducted. The challenges for delivery of the new operating model identified at this stage are bringing on suitable resources and making improvements to AMSA work processes and systems.

Senate Budget Estimates
October 2023

KEY ISSUE DOC ID: 03

- - 17. In addition, AMSA will have the opportunity for more frequent market engagement, the ability to be more agile in strategic and tactical asset management decisions, a bigger incentive to adopt emerging technologies more quickly, and we will encourage innovative maintenance solutions which may not have been realised with a single provider.
  - 18. Current planning indicates that AMSA will continue to manage its AtoN network after the maintenance contract ends within the funding envelope it has forecast from the relevant levy streams in 2024-25.

Action Officer	s22(1)(a)(ii) , A/g Manager Asset Management and Preparedness, Response	Ph: (07) 3001 <b>s22(</b>
Approval	Mark Morrow, Executive Director Response	Approved Date: 4 October 2023

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