# PROJECT OVERVIEW

**Parks & Reserves** 

**Community Services** 

Project: Parks2025; Proposed Parks Contract Model

Responsible officer: Adrian Hoddinott, Contracts Manager, Parks





То	Dave Winterburn, Bill Nicol, Paddy Cribb, Ken Bailey
Community	-
Association	
Date	June 2024
Subject	Parks 2025 – Proposed Contract Model

#### **PROJECT OVERVIEW**

#### **PURPOSE**

To support and justify the new PARKS2025 maintenance contract model outlined below by capturing the past contract term background and context as gained by the Contracts Manager, Officers, Parks team and stakeholders.

It provides historical context, checks and balance's that inform the decisions made and the endorsements provided to ensure the last 7 years of contracts management experience within Parks and more broadly Council leverages these experiences so that improvements are made to ensure that Maintenance contracts continue to evolve over time as our needs and commitments change so that going forward, we can deliver best for our ratepayers and visitors.

#### **EXECUTIVE SUMMARY**

The existing Parks maintenance contracts that were awarded in 2017-2018 all expire June 30, 2025. They have operated under a standard NZS: 3917 Contract model and have a maximum 8-year term. This term is made up by a 5 + 3yr timeframe where 3 additional years are awarded if key performance indicators are met. It is widely accepted if an extension is not awarded, then the contract has been poorly executed. A contract extension was awarded in 2022 for all three contracts.

Based on the past 8 years of contract service delivery and the user demands upon our parks and outdoor amenities, we are proposing a new contract model structure merging the most relevant asset and service requirements into dedicated standalone contract formats. This is set out below;



From Current Contract	Current Scope	To New Contract (5+3 Term)	New Scope
Open Spaces	Horticulture, Safety and Hygiene, Mowing, Tree management, Response and Cemeteries, and Internments	Open Spaces	'Hort' Horticulture, Safety and Hygiene, Mowing, Cemeteries and Internments, Playgrounds, Sports field management, event delivery (international & domestic). Delivery of renewals programs
High Profile Turf	Sports field Management, High value amenity turf mowing, Event delivery (international and domestic)	Rationalised and aggregated into the Open Spaces Agreement above	Absorbed into Open spaces
-	-	New, Arboriculture - Removed from Open spaces	'Arb' Tree management services (Street, reserve, trails, rural, tree planting, pest plant programs)
Tracks and Trails	Tracks and Trails network, Pest Plant Programs	Tracks and Trails	'Tracks & Trails' Tracks and Trails, Delivery of minor civil works and related renewals programs

Fundamental changes to the existing contracts are a rationalisation of Open Spaces and High Profile Turf contracts and a separation of tree management from Open Spaces into its own stand-alone contract. Tracks and trails remains in its existing format with the exception that canopy clearance of the trail corridor is moved to the proposed Arb contract and has a new emphasis on including minor civil works capability and delivery of minor improvements. These changes are driven by;

- A need to meet our Biodiversity and climate commitments and to ensure we have the specific contract expertise to meet our needs
- Rationalise our roles and responsibilities to ensure the right people are doing the right job
- Delivering value for money. Our contractors understand the scope and the "ask" from day one with an emphasis on delivering capital works programs through the allocation of provisional sums (based on good operational maintenance delivery services)

The recommendation is to adopt this proposal with clarification and expansion in the procurement plan which will be developed and approved according to procurement policy and guidelines. We will also include all renewals works within the plan so we do not have to do extra plans every time we want to do a variation to the contract for civil renewal works.

What has been noted from the previous contract term is the success that can be leveraged off a high-performance function and the flow on effect through other parts of the contract ie Cricket



provision had the flow on effect that High profile turf could leverage this unique subject matter knowledge and apply it to international and domestic rugby, league Australian Football.

The new model proposed requires an increase in the FTE currently available by one. Contract management best practice tells us that any additional investment in its delivery results in at least that amount of savings being realised annually.

This new roles encompasses;

1. Contract Officer, Arb Contract

Council also provides an additional, internally delivered service through the Parks unit, being the 'Field Team'. There is an opportunity to further consider and optimise the Field Term role and scope at this time and in parallel (and as a separate work stream) to the Parks Maintenance contracts. For context only, the Field team scope is identified below.

From Current Contract	Current Scope	To New Contract	New Scope
Field Team	Custodian CBD responsibilities, high amenity value horticulture inc cemeteries (across the district), council buildings, and facilities, CBD,s QT and Wanaka and Arrowtown, Horticulture renewals, Hedges within CBD's	Field team	Custodian CBD responsibilities, high amenity value horticulture inc cemeteries (across the district), council buildings, and facilities, CBD,s QT and Wanaka and Arrowtown, Horticulture renewals, Grass mowing within CBD,s inc Queenstown Gardens, irrigation maintenance at high profile sites., Hedges within CBD

#### BACKGROUND INCLUDING TIMEFRAMES

The scope of the Parks Maintenance contracts in 2017-18 was defined/influenced by;

- A period of time where the incumbent contracts were largely unmanaged and their scope was unclear. That led to contractors developing their own priorities, work programs and management of budgets
- Little emphasis on meeting Climate action and Bio diversity wishes (predated now existing commitments and aspirations



- Limited amount of knowledge about the assets; for example 7,000 trees were thought to have existed reserves but in fact it was closer to 23,000
- Condition, age and remaining life of assets was largely unknown
- Planning, procurement and the new contract start up was very tight where the new contractors starting the contracts did so without agreed performance frameworks in place
- O Delivery of capital programs incl. renewals was not included in the procurement evaluations
- Quality assurance systems and processes, and performance monitoring frameworks were not in place for Council Officers to undertake robust and defendable contract management tasks
- External support that assisted in the development of the Parks maintenance contracts was not carried through to the appointment of the contractors and important behaviours and "intentions" were not embedded into the contract
- Council asked contractors to provide systems and processes to verify quality assurance and service delivery which meant Council was not in possession of Asset information or works carried out on assets. Council did not offer the Contractor ANY integratable systems or processes at the beginning of the contract.
- No single asset register in place to capture activities incl. financials against assets inc an inability to invoice works in a "Business to Business" approach.
- Events delivery was added as a variation later on into the High Profile Turf (HPT) contract.
   The contractor did not include this in its initial tender. This remains a significant part of the existing contract
- Contracts awarded to Contractors that did not have a defendable track record on the delivery of key aspects of the network is Asplundh (tree specialist and Tracks and Trails contract)
- Specialist Contracts were folded into larger contracts (cemeteries, Playgrounds, tree maintenance, horticulture, and toilet cleaning) which excluded specialist contractors from tendering (Tree contractors did not tender because they did not want playgrounds responsibilities for example)
- o Contract Officers that were asked to have a unachievable span of subject matter expertise



# WHAT WORKED, WHAT DID NOT

The Officers outlined below have had 1;1 relationships and interactions with Parks Maintenance contractors since the start of the contracts. Their contribution here is to succinctly identify what worked and what did not work. The list below is a summary with key themes outlined in these summaries below.

- Britt Race, Sport and Recreation
- Erin Schimanski, Parks Field Team
- Clare Tompkins, Parks Delivery team
- Simon Hantsche, Open Spaces Contract officer
- Chloe Henry Martin, High Profile turf and Tracks and Trails Contract Officer
- Tarsy Koentges, Cemeteries and Heritage Officer
- Stef White, Arborist QLDC

# WHAT WORKED

What worked	Activity	Contract
Target Cost Contract Model	All	All
Term (5 +3) – aligned with future Long term Plan timeframes	All	All
Provision of a High performance function (events delivery) led to a "washdown effect" that meant that the capacity to deliver a higher Level of service through out the remainder of the contract	Cricket	High Profile Turf
Relationships with Contractors allowed for conversations to resolve contract matters which were not able to be resolved through a contract mechanism	All	All
Independent MSQA to determine contractor performance and pointed direction on where improvements are required	ARB	Open Spaces
Auditing Process years 5-8	All	All
Ability to track Works completed. Years 6-8.	ARB	Open Spaces
Capture of Intellectual Capital from contractor	ARB	Open Spaces
Delivery of International, Domestic and local events and the flexibility to deliver these events at short notice	Events	High Profile Turf
GIS as a tool to understand our assets better	All	All



Pest Plant Program years 7-8	Pest Plant	Tracks and Trails
Regular contractor/contracts/stakeholder check ins	Events	High Profile Turf
ARB delivery – Quality delivered, and asset information gained over the period of the contract including a sound network wide risk assessment	Open Spaces	ARB
Internments and Cemeteries Services	Cemeteries	Open Spaces
Condition assessments to guide works programs	Tracks	Tracks and Trails

# WHAT DID NOT

What did not work	Activity	Contract
Confusion around "Who does what". Scope broadly not understood around roles and responsibilities for contractors and internal teams and not clarified at contract commencement	All	All
"Do-ability" - contractors' capacity and capability to deliver Capital programs through allocated provisional sums. In ability to plan for the renewals through lack of resourcing and organization.	All	All
Retention of Intellectual Capital – To much asset knowledge sits with the contractor	All	All
Contract and contract mechanisms to difficult to understand inc inflation and term extension processes.	All	All
Performance models are not robust and do not include the metrics to be able to determine whether the kpi model has been achieved clearly, tools to measure also unavailable. Shortfall in defendable, accurate and automated reporting.		
Governance groups terms, roles and responsibilities not well understood.		
Too much focus on monthly KPI measures (Should be quarterly)		
A fundamental reliance on individuals and spreadsheets creates silo's and undermines continuity for the duration of the contract when council officers move on from roles.		
Appropriate and necessary systems and processes in place that are integrated to minimize administration.		



All	All
All	All
Events	Open Spaces
High Profile Sites	All
Hard Assets	All
Open Spaces	Horticulture
All	All
Mowing	High Profile Turf
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External support involved in the development of the contract landscape and its specifications was not leveraged or utilized appropriately at the start of contracts to embed subject matter expertise and the intention of contract mechanisms	All	All
Contract was largely self-governed initially and autonomous which led to the contractor sticking to their own priorities	High Profile Turf	High Profile Turf
Contract collapsed in year 4 when contractor had no staff on contract	Tracks	Tracks and Trails

#### RATIONALE AND DRIVERS

THE ONGOING NEEDS OF COUNCIL ARE BROADLY IDENTIFIED BELOW;

- Delivering Value for money. Resourcing for delivering Capital programs within the FY which
  provides an assurance to the community that approved Council budgets are allocated where
  the demand sits and works are completed on time, in full to cost.
- Embed a delivery model that builds on annual performance, knowledge, and skills, and is able to make better decisions based on asset condition and target services where most needed, at the right time.
- Broader outcomes. Including meeting meeting our Climate action and Biodiversity commitments outlined in Councils Climate Action plan and optimizing social/economic development opportunities including apprenticeships, working with schools and iwi, creating pathways and further education
- o Contract time frames that align with the Long Term Plan timeframes
- Meet our commitments informed by the Parks and Open Spaces Strategy (future Blue / Green network Strategy
- Greater emphasis on incorporating Asset management best practice to manage assets to the lowest lifecycle costs and deliver value – Evidenced based decision making and following investment



- Greater co-ordination between Council departments to ensure the "right people are identified to do the right job" (at the right time) to deliver efficiencies
- Greater accessibility to contractors solely available to Parks (based on committed forecasts and funding for necessary works in season) means a reduction in the risk of non-delivery of work programs due to a competitiveness (internal and external) and a shortfall in contractor availability
- Flexibility
- A fair and reasonable approach to delivery levels of service to both Upper Clutha and Whakatipu Wards

#### THE REQUIREMENTS OF NEW MAINTENANCE CONTRACTS INCLUDE;

- Have an appropriate span of scope guided by asset activity complexity
- O A framework that allows for and promotes enduring improvement (and a corresponding 'penalty' system for repeated poor service delivery performance.
- Capacity and workflow to undertake capital works programs (renewals and minor improvements) to provide greater "do-ability" and provide greater capital assurance in its next Long term Plan delivery alongside and not at the detriment of scheduled, Operational work
- Contract size and value and scope meets a market expectation to ensure there is a commercial viability in delivery for the contractor and that each contract tendered receives a competitive amount of submissions ensuring competitiveness and driving value
- A greater understanding of asset management best practice with contribution to accurate, meaningful and functional management plans.
- An understood and well developed understanding of its environmental impact
- A proven track record and capacity in its quality assurance systems and processes.
- Relationship management with dedicated contract control group, meaningful reporting with KPIs that matter to us.

#### OPTIONS AND RECOMMENDATION

Moving towards the new proposed contract model meant an assessment of the contract options available to Council. These included:

# OPTION 1; RATIONALISE ALL CONTRACTS INTO ONE "SUPER CONTRACT"

Contract	Scope
Open Spaces	All activities and functions, Tracks and Trails plus ARB



#### **BENEFITS**

- A single point of contact for the administration of the contract
- Possibility or reducing overheads
- Higher contract value attracts larger contractors

#### **DRAWBACKS**

- Certain likelihood of a greater number of sub-contractors resulting in a lack of oversight and quality assurance issues.
- Value potentially comprised with multiple margins on margin.
- Risk associated with the contract unable to deliver, there is no alternative contract to shoulder some of that workload while an alternative delivery is identified
- Consolidation of contracts mean smaller, local (and some national) contractors are not competitive
- Span of subject matter expertise is stretched with a risk on levels of service not being delivered to more technical or specialist activities Escalated cost to do business Including because of the large amount of subcontractors required.

# OPTION 2; RETAIN CURRENT MODEL

Contract	Scope
Open Spaces	Horticulture, Safety and Hygiene, Mowing, Tree management, Response and Cemeteries, and Internments
High Profile Turf	Sports field Management, High value amenity turf mowing, Event delivery (international and domestic)
Tracks and Trails	Tracks and Trails network, Pest Plant Programs

#### **BENEFITS**

- Familiar to the organisation
- Contract model can be easily replicated in procurement phase

## **DRAWBACKS**

- Lessons learnt over the past 8 years marginalised for where we need to make changes based on what hasn't worked well for the past period.
- Does not meet future needs by ensuring the "right person for the right job"
- Span of subject matter expertise to broad for successful delivery
- Does not realize opportunities to reduce administration or contract overheads

## OPTION 3; RATIONALISE AND SEPARATE (RECOMMENDED)

Contract	Proposed Scope	Term



Open Spaces	Horticulture, Safety and Hygiene, Mowing, Cemeteries and Internments, Playgrounds, Sports field management, event delivery (international & domestic).  Delivery of renewals programs	5 + 3 years
Arboriculture	Tree management services (street, reserve, trails, rural), tree planting, pest plant programs	5 + 3 years
Tracks and Trails	Tracks and Trails, Delivery of minor civil works and related renewals programs	5 + 3 years

#### **BENEFITS**

- A rationalization of roles and responsibilities across similar activities means that the contract landscape is more easily understood by users
- Three very clear single points of contact for the administration of the contract, formally recognizing and delegating the role of Engineers representative for each point of contact.
- Creates specialist concentration of skills from planning, through maintenance to planned renewals to optimise the lifecycle of our assets.
- Appropriate and manageable span of expertise in terms of delivery inc quality assurance
- Appropriate and manageable span of expertise in terms of contract management
- Isolates and amplifies specialist functions and activities that are identified as important in meeting commitments made by council ie Trees, Revegetation etc
- Rationalization of activities ensures that a greater amount of contractors will tender for work they specialize in making it a more competitive process driving the potential for value (ie tree specialists will not tender for toilet cleaning)
- Longer contract term gives greater flexibility for proactive programmed maintenance. For example, +1 extensions are transactional by nature and aren't often the best way of doing business.
- This longer term also encourages improved whole of life management, contractors will be motivated to be proactive in their management of assets, working closer with Council to ensure they don't end up with deferred maintenance at the end of the contact term.
- Option 3 also follows work done by other councils where specialised greenspace delivery takes on a whole of life asset focus recognizing the initial planning, preparation, propagation, maintenance of juvenile species, through to mature species is best undertaken by a single entity who takes greater ownership and responsibility across the whole of life for the asset

#### **DRAWBACKS**

- More than one point of contact for the administration of the contracts
- Will need to programme works phases well if separate company is doing spraying on the trails vs physical works. An increase in the cost of the Tracks and Trails contract may be seen as a double up on tasks/inspections increases cost



- Possible additional overhead costs from more contractors.
- Additional FTE required

# ACTIVITIES - WHO DOES WHAT (PROPOSAL)

The below Officers are directly responsible for the delivery of the services outlined and the management of the aligned budgets. They have provided an endorsement of the proposed roles and responsibilities and activities across departments with the goal of "the right person, looking after the right asset". The result is a rationalized approach to Council asset management and an optimized delivery of services in a coordinated fashion.

- Clare Tomkins, Delivery Manager
- Adrian Hoddinott, Contracts Manager
- Stefan Amston, Property Manager
- Ben Greenwood, Roading Contract Manager
- Daniel Bruce, 3W Contract Manager



Part   Common   Property   Part   Common   Part	Asset type	Owner 🔻	Maintenance ¥	Funding	Preferred Contract Option	Endorsementrecieved **	Officer -
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Text Name (CDN to general contention)							Adrian Hoddinott
Description			Parks - Field team	Parks - Field team		Yes	Clare Tomkins
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# OTHER HELPFUL INFORMATION

Roles (Current)	Responsibilities		
Renewals Officer	Renewals delivery, Co-ordination Of Renewals Program		
Contracts Officer	Tracks and Trails, High profile Turf		
Contracts Officer	Open Spaces & new developments		
Arborist	Trees – Arborist and technical support (not contract		
	management		
Geospatial Analyst	Manage GIS databases, as-built capture		
Cemeteries and Heritage Officer	Cemeteries and Internment deliverables		
Contract Manager	Delivery of Contracts and Asset management function		
	within Parks		

# **APPENDIX**









