

Item 8.

Tender - T-2025-1686 - Parks and Street Greening Maintenance Services

File No: X128688

Tender No: T-2025-1686

Summary

This report provides details of the tenders received for T-2025-1686 - Parks and Street Greening Maintenance Services.

The City of Sydney delivers high quality parks and street greening assets across approximately 217 hectares of the Sydney local area, providing greening and active and passive recreation spaces for the use and enjoyment of the community.

The City's parks and street greening network has been maintained under a split service delivery model between the City's in-house Park Operations team and a contracted service provider since 2003. Each service provider is responsible for a separate service area based on a geographic split of the Sydney local area. These are referred to as the north and south service areas as defined in Attachment A to the subject report.

This report reflects the resolution of Council at its meeting on 25 August 2025 to note the re-tendering of parks maintenance services for the north service area in September 2025 with the results of the tender evaluation to be reported to Council in early 2026.

The tendered service is for the provision of:

- Preliminaries and general requirements
- Parks horticultural maintenance
- Park turf maintenance
- Sports field maintenance
- Park infrastructure maintenance
- Park cleansing
- Park resource recovery
- Street greening maintenance.

The tendered service will commence 1 June 2026 following the expiry of the current Parks and Open Space Maintenance Services contract on 31 May 2026.

This report recommends that Council accept the tender offer of Tenderer B for the provision of Parks and Street Greening Maintenance Services.

Recommendation

It is resolved that:

- (A) Council accept the tender offer of Tenderer B for Parks and Street Greening Maintenance Services for:
 - (i) the price and contingency outlined in Confidential Attachment B to the subject report; and
 - (ii) the schedule of rates outlined in Confidential Attachment C to the subject report, for a period of 5 years, with the option for 2 further terms of 2 years each, subject to satisfactory performance and other relevant considerations;
- (B) Council note that the total contract value including contingency for Parks and Street Greening Maintenance Services is outlined in Confidential Attachment B to the subject report;
- (C) authority be delegated to the Chief Executive Officer to finalise execute and administer the contract relating to the tender; and
- (D) authority be delegated to the Chief Executive Officer to exercise the option referred to in clause (A), if appropriate.

Attachments

Attachment A. Parks and Street Greening Service Provision Map

Attachment B. Tender Evaluation Summary (Confidential)

Attachment C. Schedule of Rates (Confidential)

Background

1. The City delivers high quality parks and street greening assets across approximately 217 hectares of the Sydney local area, providing greening and active and passive recreation spaces for the use and enjoyment of the community.
2. The City's parks and street greening network has been maintained under a split service delivery model between the City's in-house Park Operations team and a contracted service provider since 2003.
3. Each service provider is responsible for a separate service area based on a geographic split of the Sydney local area. These are referred to as the north and south service areas as defined in Attachment A to the subject report. Both service providers deliver services to meet the service levels defined in the Parks and Street Greening Specification (the Specification).
4. Council resolved to note at its meeting on 25 August 2025:
 - (a) the Parks Maintenance Cost Benefit Analysis and Service Delivery Report prepared by Morrison-Low Advisory dated July 2025 as shown at Confidential Attachment B to the subject report;
 - (b) that retaining the split provider service model using the inhouse parks operations team and a contract service provider (as outlined in Scenario 2) is significantly lower in cost and provides better value for money than bringing the parks maintenance service fully inhouse (Scenario 3);
 - (c) the costs for the different options for a new depot within the Local Government Area are significant;
 - (d) the implementation of Scenario 3 to bring the parks maintenance service fully inhouse would require a significant review of the Long Term Financial Plan to allocate the operational and capital funding required; and
 - (e) the re-tendering of the parks maintenance service for the north service area in September 2025 with the results of the tender evaluation to be reported to Council in early 2026.
5. This report reflects the delivery of clause (e) of the resolution.

Tendered Service

6. The tendered service will commence 1 June 2026 following the expiry of the current Parks and Open Space Maintenance Services contract on 31 May 2026.
7. The north service area comprises 94 hectares of parks and street greening spanning Annandale, Darlinghurst, Dawes Point, Camperdown, Chippendale, Forest Lodge, Glebe, Haymarket, Millers Point, Pyrmont, Ultimo, Surry Hills, Sydney Central Business District and Woolloomooloo.

8. There are 137 parks and 549 street greening assets within the north service area across the following park and street greening classifications:
 - (a) Iconic Parks - for example, Hyde Park, Glebe Foreshore parklands, Observatory Hill Park, Prince Alfred Park and Victoria Park.
 - (b) Neighbourhood Parks - for example, Chippendale Green, Giba Park, Harmony Park and Peace Park.
 - (c) Pocket Parks - for example, Cooper Street Reserve, John Street Reserve, Quarry Green, Robyn Kemmis Reserve and St Bartholomews Park.
 - (d) Sports Fields - for example, Jubilee Oval, Federal Park 1, The Crescent Sports Field and Wentworth Park.
 - (e) Street Greening Assets - for example, Glebe Point Road Streetscapes and Traffic Treatments, Elizabeth Street Streetscapes, Harris Street Streetscapes and Traffic Treatments and O'Connor Street Traffic Treatments.
9. The tendered service does not include services for water features, recycled water systems, urban forestry, bush restoration, minor landscape works construction, sports field maintenance services (Redfern Oval and seasonal renovation) and mobile planter display program.
10. The specification has been designed to ensure the services contribute to the following City strategies:
 - Sustainable Sydney 2030 - 2050 Continuing the Vision
 - Greening Sydney Strategy
 - Environmental Strategy 2025 - 2030
 - Stretch Reconciliation Action Plan 2025 - 2028
 - Waste Reduction and Circular Materials Strategy 2026 - 2035
 - Urban Ecology Strategic Action Plan
 - Weed Management Policy and Pesticide Use Notification Plan.
11. To promote and ensure meaningful engagement with and contribution to the City's strategic objectives, the contract for the tendered service includes:
 - (a) Clear key performance indicators to assess performance against strategic contributions, such as:
 - (i) Prioritising non-potable water, conserving potable water and managing fertiliser application for water quality.
 - (ii) Not increasing fuel consumption from baseline.
 - (iii) Reducing glyphosate and pesticide use.

- (iv) Improving biodiversity along habitat corridors and diversifying monoculture plantings with an emphasis on street greening assets.
 - (v) Implementing innovations for sustainable outcomes such as electric fleet, plant and equipment.
 - (vi) Establishing and maintaining mutually beneficial relationships with Aboriginal and Torres Strait Islander businesses and community through:
 - Community engagement targets
 - Employment targets
 - Subcontractor and supplier targets
 - Required increase of expenditure with Aboriginal and Torres Strait Islander subcontractors and suppliers year-on-year
 - Reporting on progress against the service provider's Reconciliation Action Plan.
 - (b) Contractual mechanisms to support the administration of the key performance indicators.
 - (c) Specified requirements as part of assessing the award of the first further term, such as:
 - (i) The service provider transitioning to 100% electric light commercial and passenger vehicles by 2030.
 - (ii) The service provider having a Reconciliation Australia endorsed Innovate or Stretch Reconciliation Action Plan by the end of the initial term.
12. The tendered service is for the provision of:
- (a) Preliminaries and general requirements – for example, planning, reporting, customer service, trialling and innovation of sustainability initiatives, park event liaison, sustainability, work health and safety, environmental protection and risk and emergency management services.
 - (b) Park horticulture maintenance – for example, managing pest and disease, weeding, soil testing and amelioration, planting, pruning, mulching, managing floral bedding displays and water sensitive urban design features.
 - (c) Park turf maintenance – for example, managing pest and disease, weeding, soil testing and amelioration, mowing, aerating, resting, oversowing, top dressing and re-turfing.
 - (d) Sports field maintenance – for example, managing pest and disease, weeding, soil testing and amelioration, mowing, aerating, resting, oversowing, top dressing, line marking and managing cricket wickets.

- (e) Park infrastructure maintenance – for example, inspecting infrastructure for asset condition and maintaining playgrounds, open structures, fences and low walls, pavements and edging, sports infrastructure, furniture, irrigation and stormwater drains.
 - (f) Park cleansing– for example, inspecting and cleaning playgrounds, litter and syringe removal, graffiti removal, drain cleaning, high pressure cleaning, cleaning of infrastructure assets.
 - (g) Park resource recovery– for example, collecting and disposing of park litter bin waste, dumped waste and green waste from community greening volunteers (e.g. Landcare and Bushcare).
 - (h) Street greening maintenance – for example, managing pest and disease, weeding, planting, pruning, mulching, mowing, turfing, maintaining water sensitive urban design features and street garden hooped fencing.
13. To ensure staff managing the contract have flexibility to deliver the services, the contract for the tendered service is structured between:
- (a) Fixed annual lump sum price for core services for proactive maintenance:
 - (i) North service area: full service provision.
 - (ii) South service area:
 - Annual testing of reduced pressure zone valves (RPZ) to be provided under the tendered service as stated within the Parks Maintenance Cost Benefit Analysis and Service Delivery Report. This service requires a plumber with specialist accreditation for inspecting, commissioning and testing high hazard RPZ valves. Testing and certification of each RPZ valve is required annually. For the south service area, annual testing and certification falls within January through April and September through October.
 - (b) Schedule of rates services:
 - (i) North service area: for reactive or programmed work of variable quantity.
 - (ii) South service area: when required above the additional six FTE and to augment the existing capability and capacity to deliver specialist services as stated within the Parks Maintenance Cost Benefit Analysis and Service Delivery Report. Specialist service delivery is on an ad-hoc basis for periodic unforeseen works of variable quantity, such as responding to vandalism
14. There is no guarantee as to the volume or total value of schedule of rates services.
15. Fixed lump sum price and schedule of rates were tendered for the first year of the initial contract term, with Consumer and Wage Price Indices (CPI/WPI) adjustments to be used for any annual substantiated adjustments thereafter.

16. The specification was reviewed as part of the procurement process using data collected over the current contract, to refine the existing outcome and prescriptive service levels. Refinements aim to increase strategic alignment and improve services to the community, asset management and performance management such as:
- (a) New specification for improving biodiversity along habitat corridors, diversifying monoculture plantings and aligning park plantings with adjoining bush restoration areas.
 - (b) New specification for biomass harvesting of reed beds for biofiltration function of Lake Northam, Victoria Park wetlands and park aquatic weed management.
 - (c) Refined soil testing and improvements to mitigate risks to water quality from fertiliser application.
 - (d) Park turf maintenance separated from sports field turf maintenance to ensure clear service levels reflect what is needed from both turf assets.
 - (e) Improved infrastructure asset management including additional asset condition inspections and refined prescriptive minimum service frequencies across playgrounds, open structures, furniture, fencing and walls, boardwalks, decking and pavement, sports infrastructure and irrigation and water systems and services.
 - (f) Refined prescriptive frequencies for park cleansing and resource recovery including high pressure cleaning, drain cleaning, barbecue cleaning, litter removal from aquatic areas and additional servicing during daylight saving time, weekends and summer.
 - (g) Street greening service levels separated from park service levels and refined to reflect the complexities of that asset type and opportunities such as community greening, improving habitat corridors, diversifying plant species, addressing design defects and desire lines and including intervention triggers for installing hoop fencing.

Invitation to Tender

17. The Request for Tender was advertised on Tenderlink on 17 September 2025 and closed on 19 November 2025.
18. The Request for Tender was available on the Supply Nation and New South Wales Indigenous Chamber of Commerce websites via their member opportunity boards.

Tender Submissions

19. Three submissions were received from the following organisations:
- E.W. Edwards and T Harrison-Wynyard t/a Clean Cut Works (ABN 80 558 494 768)
 - Solutions Plus Grow Pty Ltd (ABN 60 097 217 493)
 - Green By Nature Pty Ltd (ABN 82 073 170 279)
20. No late submissions were received.

Tender Evaluation

21. All members of the Tender Evaluation Panel have signed Pecuniary Interest Declarations. No pecuniary interests were noted.
22. The relative ranking of tenders as determined from the total weighted score is provided in the Confidential Tender Evaluation Summary – Attachment B.
23. All submissions were assessed in accordance with the approved evaluation criteria detailed in the table below.

Evaluation Criteria - Qualitative	Evaluation Weightings
<p>Quality and Operational Plan and Resourcing</p> <p>The Tenderer's:</p> <ul style="list-style-type: none"> • Draft Quality and Operational Plan has all required programs and plans as set out in the specification and is clear, well written and formatted with minor work to finalise. • Draft Quality and Operational Plan is comprehensive and able to be used by personnel, with a practical structure and details a clear approach to delivering the services to meet the specification requirements. • Draft Quality and Operational Plan programs, plans and methodologies demonstrate how the Tenderer will plan and schedule proactive and reactive maintenance and inspection activities to achieve the specification. • Personnel committed to the contract have the experience and qualifications as set out in the specification, to deliver the services to meet the requirements of the specification. 	28

Evaluation Criteria - Qualitative	Evaluation Weightings
<ul style="list-style-type: none"> • Fleet, plant and equipment resources dedicated to the Contract are sufficient to deliver the services to meet the specification requirements. The proposed resourcing can respond to potential expansion of park and street greening assets and fluctuations in service requirements due to seasonality or changes in park and street greening use etc. • Suppliers and sub-contractors are registered businesses, holding the required licenses, suitable for delivering the services to meet the specification requirements. 	
<p>Current Organisational Capacity</p> <p>The Tenderer demonstrates that their organisation's size and structure is sufficient to deliver the services to meet the specification requirements, including increases in service demands for the total possible contract length.</p>	5
<p>Modern Slavery Act Compliance</p> <p>The Tenderer demonstrates awareness and active management of modern slavery risks within their operations and supply chains.</p>	2
<p>Experience</p> <p>The Tenderer demonstrates comprehensive experience in:</p> <ul style="list-style-type: none"> • Services under multi-year government contracts. Each of the following service types are covered within demonstrated examples: <ul style="list-style-type: none"> • Horticultural maintenance • Turf maintenance • Sports field maintenance • Infrastructure maintenance • Cleansing maintenance • Resource recovery maintenance • Street greening maintenance. • Delivering services in urban high-profile environments of similar context, size and complexity to that of the contract area. 	15

Evaluation Criteria - Qualitative	Evaluation Weightings
<ul style="list-style-type: none"> Programming and managing a large and complex multidisciplinary workforce to deliver services across a range of asset types and locations to achieve client objectives and proactively manage assets. 	
<p>Methodology and Strategic Alignment</p> <p>The Tenderer demonstrates how they will contribute to the City meeting the strategic targets as set out below.</p> <p><u>Contributing to the Environmental Strategy 2025 - 2030 targets</u></p> <ul style="list-style-type: none"> Tenderer proposes the use of battery-powered forms of all hand-held mechanical plant to deliver the services. Tenderer's proposed methodologies for delivering the services clearly align with and contribute to the City achieving its potable water targets. Methodologies are holistic, achievable and include proactive and reactive approaches to conserving water and managing its use. Tenderer demonstrates commitment to transitioning to 100% electric light commercial and passenger vehicle fleet by 2030. <p><u>Contributing to the Waste Reduction and Circular Materials Strategy 2025 - 2035 targets.</u></p> <ul style="list-style-type: none"> Tenderer's proposed methodologies for delivering the services clearly align with and contribute to the City achieving its resource recovery targets. Methodologies are achievable and include proactive and reactive approaches to minimising waste and prioritising circular economy principles, followed by recycling and then disposal into landfill. Tenderer provides examples of initiatives that have already been implemented. These are used to demonstrate how they plan to implement waste minimisation and circular economy principles from their existing engagements. <p><u>Contributing to the Stretch Reconciliation Action Plan 2025 - 2028.</u></p> <ul style="list-style-type: none"> Tenderer provides a copy of their endorsed Reflect Reconciliation Action Plan (RAP) or commitment to achieve an endorsed RAP within year 1 of the contract. Tenderer demonstrates a commitment to having an endorsed Innovate or Stretch RAP by the end of the initial contract term. 	10

Evaluation Criteria - Qualitative	Evaluation Weightings
<ul style="list-style-type: none"> • Tenderer's proposed personnel resources at least meet the specification requirements for personnel engagement and engaging ≥ 2 Aboriginal and Torres Strait Islander sub-contractors and ≥ 2 Aboriginal or Torres Strait Islander suppliers under the contract. <p><u>Corporate Social Responsibility and Economic Sustainability</u></p> <ul style="list-style-type: none"> • Tenderer demonstrates examples of and commitment to social and ethical initiatives and generating the local economy through employment and purchasing. 	
<p>Price</p> <p>Tenderer's proposed lump sum and schedule of rates.</p>	40

Evaluation Criteria - Mandatory
<ul style="list-style-type: none"> • Material acceptance of the City's standard form contract • Insurances • Financial integrity • Work health and safety compliance • Heavy Vehicle National Law compliance

Performance Measurement

24. The performance of the approved service provider will be assessed against a comprehensive list of key performance indicators mapped to key result areas to manage, monitor and evaluate performance against the contract requirements. These are:
- (a) Quality and operational plan
 - (b) Resources
 - (c) Reporting
 - (d) Sustainability
 - (e) Database management

- (f) Communication
 - (g) Customer service
 - (h) Work Health and Safety
 - (i) Emergency management
 - (j) Environmental protection
 - (k) Performance audits:
 - (i) Park horticulture maintenance
 - (ii) Park turf maintenance
 - (iii) Sports field maintenance
 - (iv) Park infrastructure maintenance
 - (v) Park cleansing maintenance
 - (vi) Park resource recovery maintenance
 - (vii) Street greening maintenance
25. Performance will be reviewed against these criteria to ensure quality of service, sustainability and contribution to the City's strategic objectives relevant to the services.
26. Performance reviews will be held on a minimum monthly basis at formal contract meetings and at an annual performance review meeting.

Risks

27. A comprehensive risk assessment was undertaken to identify risks and inform the development of the specification and procurement approach. The risks associated with the tendered service are high given the service complexity, asset breadth, locations, community profile and proximity to sensitive environments.
28. To address these risks, the tender evaluation focused on tenderer experience, demonstrated competency and understanding of the service requirements, allocation of sufficient resources to deliver the services and demonstration of how they could meaningfully contribute to strategic objectives.
29. The tendered service will be managed in accordance with the tolerances set out in the City's Risk Appetite Statement, in particular the following:
- (a) Financial risk appetite:

The City has a responsibility to ensure that it has sufficient resources in the short, medium and long term to provide the levels of service that are both affordable and considered appropriate by the community.

(b) Environmental and sustainability risk appetite:

The City is dedicated to actively identifying and addressing environmental risks associated with our activities and services. We prioritise prevention and proactive measures to minimise our ecological impact, conserve resources and protect ecosystems.

(c) Service delivery risk appetite:

The City's risk philosophy is centred around achieving a balance between innovation, community and user satisfaction and risk management, ensuring that we meet our strategic objectives while maintaining a robust control environment.

(d) Infrastructure, technology, assets and property risk appetite:

The City places a high priority on ensuring the continuity of essential services delivered through infrastructure assets. Our risk appetite emphasises the need to protect and maintain critical infrastructure to minimise disruption to services, meet community expectations and to ensure public safety.

Financial Implications

30. The tender price and estimated total contract value including contingency for the Parks and Street Greening Maintenance Services is detailed in Confidential Attachment B.
31. The schedule of rates is detailed in Confidential Attachment C.
32. There are sufficient funds allocated for the tendered service within the current year's operating budget and future years' forward estimates as included in the current approved Long Term Financial Plan.

Relevant Legislation

33. The tender has been conducted in accordance with the Local Government Act 1993 and the Local Government (General) Regulation 2021.
34. Local Government Act 1993 - Sections 10A and 10B provide that a council may close to the public so much of its meeting as comprises the discussion of information that would, if disclosed, confer a commercial advantage on a person with whom the council is conducting (or proposes to conduct) business if it is in the public interest to do so.
35. Attachment B and Attachment C contain confidential commercial information of the tenderers and details of Council's tender evaluation and contingencies which, if disclosed, would:
 - (a) confer a commercial advantage on a person with whom Council is conducting (or proposes to conduct) business; and
 - (b) prejudice the commercial position of the person who supplied it.

36. Discussion of the matter in an open meeting would, on balance, be contrary to the public interest. The reasons supporting this are that disclosure of the confidential information would compromise Council's ability to negotiate fairly and commercially to achieve the best outcome for its ratepayers. In addition, disclosure of the information provided in the course of the procurement process and the assessment of that information would prejudice the commercial position of the participants in the procurement process.

Critical Dates / Time Frames

37. The existing Parks and Open Space Maintenance Services contract expires 31 May 2026. The tendered service will commence on 1 June 2026.
38. Following the contract execution in March, a minimum 2-month contract transition period has been programmed until 1 June 2026. This period is required for the service provider to procure any resources (human, plant, fleet and equipment) and attend City facilitated training and inductions.
39. The proposed initial contract term is 5 years with 2 optional further terms of 2 years each. The total proposed contract length is 9 years, ending 31 May 2035 if both further terms are approved by the City.

Public Consultation

40. Public consultation was not required prior to the tender being advertised.

VERONICA LEE

Executive Director City Services

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