

**NEW ZEALAND GOVERNMENT  
PROCUREMENT AND PROPERTY**

# **FUNCTIONAL LEADERSHIP REPORT 2019**

New Zealand Government

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# NEW ZEALAND GOVERNMENT PROCUREMENT AND PROPERTY FUNCTIONAL LEADERSHIP REPORT 2019

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# CHIEF EXECUTIVE'S FOREWORD

Government procurement is hugely important to the New Zealand economy. Government spends approximately \$41 billion a year on goods and services, and this accounts for about 18 per cent of GDP.

The effective management of this spend is critical and we have always been focused on getting the best value for money. New Zealand Government Procurement and Property has a flexible, principles-based approach that gives government procurement in New Zealand an enviable international reputation.

We have been called on to lead work across government to ensure that procurement is used to deliver more than just cost savings. The focus has shifted to gaining public value from government expenditure to support the Government's wider environmental, social, cultural and economic goals.

This means using our significant spending power to drive improvements in employment conditions for workers, to increase access to government contracts for Māori, Pasifika and smaller businesses, to boost skills in the construction industry and to cut emissions and waste.

We have a leading role in government office accommodation too and a new mandate to achieve more for New Zealanders. Property is a key means to deliver government services that are tailored to what citizens need. There will be greater emphasis on close collaboration between agencies and an imperative to explore shared spaces, and to deliver modern flexible workplaces that value people. It's exciting to be looking at how property can foster a more joined-up approach across government.

This is all very important work for NZGPP, and it is great to know that the priorities we are working on, in particular 'broader outcomes' and the Government Office Accommodation Programme, are contributing to sector-wide reform.

I want to congratulate NZGPP staff for embracing these new approaches and their creativity in exploring what more we can do for the benefit of our fellow New Zealanders.



**Carolyn Tremain**  
Chief Executive,  
Ministry of Business,  
Innovation and  
Employment



# GENERAL MANAGER'S FOREWORD

New Zealand has no specific government procurement legislation. Instead, each government agency is responsible for its own procurement decisions and practices within a government procurement framework led by MBIE. This lack of procurement legislation is uncommon – other countries tend to have more prescriptive and compliance-driven procurement practices. The framework works however in a New Zealand context as a result of the direct efforts of agencies, industry and New Zealand Government Procurement and Property.

This principles-based approach has won us respect internationally. Oxford University's Blavatnik School of Government this year ranked New Zealand number one in the world for government procurement. This was due to our competitive and fair processes and for the extent our government e-procurement functions support access for small and medium enterprises. This is a prestigious award that acknowledges the hard work that is being done right across government.

This year NZGPP has prioritised work to achieve better public value from what government spends on goods and services and from our management of government property.

We have updated the Government Procurement Rules to place stronger requirements on agencies to support wider social, economic, environmental and cultural goals. With 137 public service agencies, departments and Crown entities bound by the Rules and others such as tertiary institutions and local authorities that are encouraged to apply them, this is a real opportunity to get greater public value for the money we spend. We have been very pleased to have received strong support from agencies and industry for the difference that procurement can make.

We are refocusing the way government property is organised and coordinated and have been exploring co-location opportunities. This will support the drive to regional growth, greater efficiency and better delivery of services to citizens, flexible workplaces for the future, and a standardised approach to fit-out and design.

We have also played a greater role within the social procurement sector. This supports our purpose by getting better public value for New Zealand.

Our focus remains on supporting agencies by providing solutions and removing barriers, along with uplifting agencies property and procurement capability.

I would like to thank the agencies that support NZGPP with its initiatives by using procurement and property as levers to deliver better outcomes for New Zealand and to deliver system change.

NZGPP people have risen to the challenge to see what more we can do in property and procurement – in our own teams and through the support we give to agencies.

I would also like to take this opportunity to thank the staff of NZGPP and all those who have supported the efforts of the branch for what has been a very productive and successful year.



**John Ivil**  
General Manager,  
NZGPP

A stylized, handwritten signature in blue ink, appearing to read 'John Ivil', positioned to the right of the portrait.

# WHAT WE DO

New Zealand Government Procurement and Property (NZGPP) sets the standard for good procurement and property practice across the public sector. We do this through sound policy and strategic advice and by promoting excellent procurement practices and effective property management. We deliver on these objectives through our two external facing brands: New Zealand Government Procurement (NZGP) and Government Property Group (GPG).

Our goal is to get the best public value from government expenditure. Government agencies spend about \$41 billion a year on buying goods and services and \$330 million managing Crown property. How we spend that money can shape the business environment and support the Government's wider environmental, cultural, social and economic goals. Our new challenge is to promote and use government buying power to achieve broader outcomes for New Zealand.

The focus of NZGP is on raising standards, improving capability and reducing duplication in government procurement, and on making government a customer of choice for suppliers.

GPG helps agencies efficiently manage Crown property. We are focused on organising government office accommodation to support wider goals, such as regional growth, more accessible and streamlined public services and more flexible future workplaces.

We work in partnership with government agencies to build procurement and property capabilities and seek to make procurement and property management easier through systems and frameworks that drive quality decision-making.



**119 People**



**\$26m procurement budget**

\$6.5m Crown, \$19.5 third party funding



**\$3.7m property budget**

\$2.4m Crown, \$1.3m third party funding



**2 Ministers**

Minister of Economic Development

Minister of State Services

Each year, government agencies spend approximately \$41b on goods and services, and \$330m managing the Crown property portfolio.

The Government has targeted four 'broader outcomes' to achieve the greatest benefit for New Zealand:

- › Increase New Zealand businesses' access to government procurement
- › Increase the size and skill level of the domestic construction sector
- › Fair work: employment standards and health and safety
- › Transition to a net zero emissions economy and design waste out of system



**138 Electric vehicles** have been purchased through the AoG vehicles contract



**\$420 Million reduction** in government rental and facilities management costs



**62 Agencies** in the Government Property Group mandate



**Rated #1** in the world for government procurement by Oxford University



**\$855 Million** saved through AoG contracts to June 2019



**919,768 m²** of Crown office space



**8 Graduates** started procurement graduate programme February 2019



**268 Applications** received for 2020 graduate programme



**4 Career fairs** attended promoting procurement as a profession



**127 Attendees** from 39 agencies completed procurement & property soft skills training



**133 People** completed contract management training for the social services sector



**240 People** attended property knowledge hours



**800 People** attended procurement breakfast sessions



Social services **training collaboration**: 20 workshops, 2 hui with 11 social sector agencies

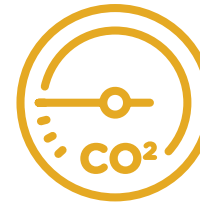
# HIGHLIGHTS



**NZGPP's  
international  
influence**[↗](#)



**Making a difference  
through government  
procurement**[↗](#)



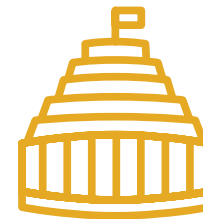
**Tracking  
government  
emissions**[↗](#)



**Working  
with the  
construction  
sector**[↗](#)



**Supplier code  
of conduct**[↗](#)



**Government  
Office  
Accommodation  
Programme**[↗](#)

# STRATEGY AND VISION

## National Strategy for Government Procurement

With the changes to our procurement approach it's the right time to develop a National Procurement Strategy, so that we are positioned to deliver on government priorities, aligned with broader outcomes, and changes in technology and trade agreements.

Agencies will be able to refer to the strategy when making decisions. The strategy will clarify how procurement can make the most of government spending to support wider environmental, cultural, social and economic goals. The strategy is a cross-agency project initially developed with the members of the Procurement Functional Leaders Group.

## National Strategy for Government Office Accommodation

Government office accommodation is becoming more responsive to what the public needs, more efficient and resilient, and focused on the way we will work in the future.

The strategy for government office accommodation will encourage collaboration between agencies, iwi, regional and local government and other interested groups so that the community has better access to the services that matter to them.

## NZGPP work programme and our strategic priorities

This year we have developed a branch strategy to set our direction to 2021 and align our work with Government and MBIE priorities. The strategy provides a summary of our goals, key focus areas and initiatives. It reflects increased attention from government on regional development, citizen and community participation, and public value.

We have identified six strategic priorities to guide our work programme:

- › Implementing broader outcomes
- › Government Office Accommodation Programme
- › Digital tools for procurement and property
- › Data and insights
- › Commercial capability
- › Commercial portfolio management



## 1. Implementing broader economic outcomes

In October 2018, Cabinet agreed to leverage four broader outcomes from government procurement contracts to:

- › Increase access for New Zealand businesses, with a particular focus on priority sectors (such as ICT, Maori and Pasifika businesses and regional businesses) and smaller businesses.
- › Increase the size and skill level of the domestic construction sector workforce, targeting construction contracts in excess of \$9 million.
- › Improve conditions for New Zealand workers through employment standards in cleaning, security and forestry services contracts, and health and safety improvements in all contracts, specifically in the high-risk forestry and construction industries.
- › Support the transition to a net zero-emissions economy.

NZGPP has a significant programme of work underway to see these new broader outcomes achieved across government.

The updated Government Procurement Rules (4th edition) mark a critical step towards achieving greater public value from procurement spending, shifting the view from value for money and cost driven procurement to considering these broader outcomes.

We have published Construction Procurement Guidelines that provide government agencies with guidance on the government's standards of good practice for the development of their construction procurement strategy.

A number of initiatives are underway to help agencies reduce waste and emissions through various All-of-Government contracts, including office supplies, air travel and vehicles.

Training and resources are available for agencies through Hikina, our online training platform, and we are engaging with agencies at all levels to provide support and guidance.

### ► READ MORE

[Broader outcomes ↗](#)

[New Plymouth District Council focuses on public value ↗](#)

[Social procurement at Auckland Council ↗](#)

[Creating opportunities to partner with Māori providers ↗](#)

[Inland Revenue's social procurement strategy ↗](#)

[Government Procurement Rules, 4th edition ↗](#)

[Helping agencies reduce waste ↗](#)



## 2. Government Office Accommodation Programme

We are working with government agencies on ways to manage public sector office accommodation to provide better public services and great places to work.

This will streamline and simplify access to services in the communities where they are needed. We will look at opportunities for agencies to share office space and make sure public sector property is fully used.

Modern workplaces are necessary to attract the next generation of public servants, and to enable them to work in collaborative environments with the right technological and management support. Building fit-out and design will aim for sustainability and energy efficiency.

Three key programmes are under development:

- › The Auckland Accommodation Project is transforming government office accommodation in Auckland.
- › The Regional Footprint Programme is working with government agencies and local government to improve public service delivery in regional locations.
- › The Wellington Regional Accommodation project is looking to develop hubs in the Kapiti Coast, Porirua, and the Hutt Valley.

► **READ MORE**

[Appendix 4: Government Accommodation Portfolio Report](#)

### Key performance measures

	2019	2018	2017
<b>Rent per area (m<sup>2</sup>)</b>	\$299	\$299	\$225
<b>Energy cost per area (m<sup>2</sup>)</b>	\$20	\$14	\$14
<b>Facilities management cost per area (m<sup>2</sup>)</b>	\$58	\$35	\$35
<b>Operational expenditure (Opex) cost per area (m<sup>2</sup>)</b>	\$14	\$17	\$17
<b>Total cost per office (m<sup>2</sup>)</b>	<b>\$391</b>	<b>\$296</b>	<b>\$292</b>
<b>Area (m<sup>2</sup>) per office person</b>	14.5	16.1	15.9

### 3. Digital tools for procurement and property

We are increasing the efficiency and effectiveness of agency procurement and property through a programme of digitisation, including improving existing tools.

We are developing tools to support the Government Electronic Tenders Service (GETS) and deliver an integrated end-to-end e-procurement service. This will include:

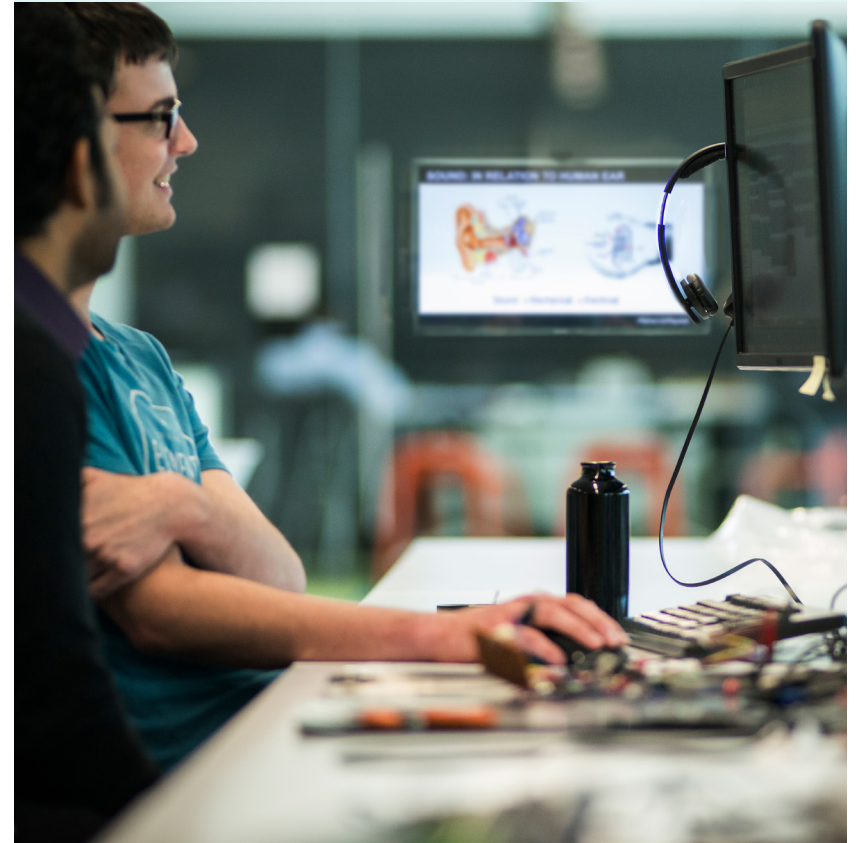
- › Single sign-on to allow agencies to move easily between websites and tools.
- › Document builder to help agencies develop fit-for-purpose tender and contract documents.
- › Conflict of interest tool.
- › Access to evaluation and contract management tools.
- › Improvements to GETS to make it simpler for users, and to incorporate the New Zealand Business Number and the ability to advertise pre-tender opportunities.

We are upgrading the Government Property Portal (GPP) to make it easier for government agencies to manage and use the space, property and lease modules. This is in addition to the mobile app which is already available for agencies who need to access their information on the go.

The data we collect from GPP is used to report to the Government and stakeholders about the Crown's estate, to identify opportunities to broker office space between agencies and to support the evaluation and reporting for our work programme.

► READ MORE

[Digital tools supporting agency procurement ↗](#)



## 4. Data and insights

Our goal is to optimise data collection and analysis to reduce the burden on agencies and support more data-led decision making.

We will do this through enhanced digitalisation that will allow us to capture the data we need to measure progress towards the Government's priority outcomes and ensure policy frameworks are achieving their intended benefits.

By making our data open and accessible we can feed analytics and insights back to agencies more readily while supporting the branch's work programme.

We want to reduce the reporting burden on agencies by reviewing our data collection processes with a view to streamlining information requests to agencies and suppliers.

► READ MORE

[New Zealand government procurement open data](#)↗

## 5. Commercial capability

We want agencies to have access to a wide range of learning opportunities, tools and resources that meet their development needs, support implementation of best practices and deliver wider social, economic, cultural and environmental benefits from the purchase of goods and services.

We will do this by:

- › Delivering training and resources through our online learning management system, Hīkina and through face-to-face training opportunities.
- › Providing advisory services and workshops to help agencies develop commercial acumen, including regular knowledge sessions for government procurement and property professionals.
- › Using the data and insights gathered from the Procurement Capability Index and Significant Service Contracts Framework to develop capability programmes.
- › Build resources and guidance to support strategic procurement projects and initiatives such as the Construction Skills Action Plan.
- › Delivering the Social Services Procurement Training Strategy, including online and in-person wananga (workshops).
- › Providing hands-on support to agencies needing more expertise to manage high-risk or complex procurement.
- › Developing new talent through the Procurement Graduate Programme.

► READ MORE

[Hīkina – building government procurement capability](#)





## 6. Commercial portfolio management

Taking a system-wide, or 'portfolio' approach to managing commercial opportunities and risks enables us to support agencies better. We have a number of initiatives underway to help us achieve this:

- › Digitalisation of All-of-Government contracts to make it easier for agencies to procure common goods and services.
- › Using data to help us focus on the areas of government spend, and suppliers, that would most benefit from a co-ordinated government-wide approach to supplier relationship management.
- › We will continue to provide expertise and advice to agencies that need it for planning or executing high-risk or strategic initiatives.

► READ MORE

[Delivering construction consultancy online](#) ↗

# STAKEHOLDER ENGAGEMENT

## Property Functional Leadership Chief Executives Group

A new mandate for managing government property calls for close collaboration and shared solutions between agencies.

This group sets the framework and strategy for a more joined-up approach to government office accommodation.

## Procurement Functional Leaders Group

The Procurement Functional Leaders Group (PFLG) provides strategic leadership to help shape government procurement strategy and strengthen capability and collaboration across agencies.

## Client Advisory Groups

Engaging with Client Advisory Groups, particularly where it involves All-of-Government (AoG), are important ways for us to test our thinking and gain professional and business input to what works best for government procurement.

The development of procurement policy, capability and collaboration across agencies – including links to economic development – is a major contributor to the success of Procurement Functional Leadership. Feedback from key groups, including the supply market, is important in this.

## Government Property Forum

Senior property officials within key government agencies to work with and contribute to the development of standards and guidelines for government office accommodation across the portfolio.

## Business Reference Group

The Business Reference Group (BRG) is an advisory group providing a business perspective on government procurement strategy, policy, capability and practices in New Zealand.

## Knowledge Hours

Property and Procurement knowledge hours are held regularly throughout the year and bring public sector property and procurement specialists together to network and share knowledge.

# APPENDICES

Appendix 1: Agency satisfaction with All-of-Government contracts

Appendix 2: All-of-Government contract spend

Appendix 3: All-of-Government sourcing activity

Appendix 4: Government Office Accommodation Portfolio Report

## Appendix 1: Agency satisfaction with All-of-Government contracts

NZGPP surveys government agencies annually to assess their satisfaction with the All-of-Government (AoG) programme. This feedback is used to deliver improvements to the programme and enhance our service to agencies.

Our performance has improved across all key metrics in the 2018/19 Agency Satisfaction Survey. Most notably:

- › Agency satisfaction with the value AoG contracts are delivering increased from 70.59% to 71.10%
- › Quality of service from the team managing contracts has improved from 61.5% to 65.85%
- › Ease of access to information about AoG contracts has improved from 58.1% to 71.65%

Positive feedback was received about the account management approach recently implemented in NZGPP.

While agency satisfaction is increasing overall, agencies told us how we can continue to improve our service to them. These suggestions included an improvement in customer service delivery and reducing the complexity in our communications.

Over the coming year we will continue to roll out enhancements to our website content and functionality to make it easier for agencies to access the information they need to support their work.

Questions	Overall Scores 2017/18 (sum of Likert scale data)	Overall Scores 2018/19	Year On Year Change
Agency satisfaction with range of products and services included in scope meeting agency needs.	82.15%	83.60%	1.77%
Agency satisfaction with the quality of service from the team managing the AoG contracts. <sup>1</sup>	61.50%	65.85%	7.07%
Information about the AoG contract is easy to access and meets needs.	58.10%	71.65%	23.32%
Survey Areas/Average Satisfaction Score Across Contracts	2017/18	2018/19	Year On Year Change
Information about the AoG contract is easy to access and meets needs <sup>2</sup>	3.5	3.9	11.43%

<sup>1</sup> Denotes compulsory MBIE Common Measurement Tool (CMT) questions which are used across all MBIE customer satisfaction surveys.

<sup>2</sup> Average satisfaction scores out of a maximum of 5.

## Appendix 2: All-of-Government contract spend

All-of-Government (AoG) contracts are established to enable collaborative buying in the most common goods and service categories for government agencies. Currently, 18 AoG contracts provide a channel for government to purchase a diverse range of goods and services from electric vehicles to school office supplies.

Depending on the nature of the goods and services being procured and the amount of sourcing and supplier relationship management activity that is required, an administration fee of up to 1.5% can be applied to each contract. Over time, an increase in agency participation and internal efficiencies has led to the average administration fee dropping to 0.8% across the AoG programme.

The revenue attained through this fee is used to fund the AoG programme and other government-wide procurement initiatives and systems such as the Online Panel Directory, the Learning Management System (Hīkina), the upcoming Conflict of Interest Tool, and upcoming investments in GETS and other e-Procurement tools.

	Spend (M)	Savings (M)	Admin Fee (M)
External Recruitment Services 2nd Gen	\$801.3	\$37.9	\$7.8
Travel Management Services	\$335.8		\$0.0
Air Travel 2nd Gen	\$239.9	\$24.1	\$1.3
Consultancy Services	\$191.2	\$10.1	\$1.2
Electricity	\$171.3	\$10.2	\$0.4
IT Hardware 2nd Gen	\$168.2	\$10.8	\$2.3
Motor Vehicles 2nd Gen	\$129.1	\$20.7	\$1.7
External Legal Services 2nd Gen	\$72.9	\$10.6	\$1.1
Office Supplies	\$61.6	\$28.1	\$0.9
Print Technology and Associated Services	\$32.5	\$2.8	\$0.5
Advertising Services	\$26.6	\$1.6	\$0.4
AoG Panel Banking Services	\$20.2	\$16.5	\$0.0
Advertising Media	\$18.5		\$0.0
External Recruitment Services	\$14.5	\$1.5	\$0.2
Reticulated Gas 2nd Gen	\$14.0	\$3.0	\$0.1
Office Furniture	\$13.3		\$0.0
Print Devices	\$11.1	\$1.0	\$0.2
Rental Vehicles	\$9.7	\$2.7	\$0.1
Risk Financing and Insurance	\$8.5	-\$0.9	\$0.1
External Legal Services	\$8.0	\$0.8	\$0.1
Design Services	\$6.7	\$0.1	\$0.1
Reticulated Gas	\$6.5	\$1.2	\$0.0
Property Consultancy Services	\$1.5	\$0.1	\$0.0
Rental Vehicles 2nd Gen	\$1.3	\$0.2	\$0.0
Crown Transactional Banking Services	\$1.0	\$2.7	\$1.2
<b>Grand Total</b>	<b>\$2,365.2</b>	<b>\$185.9</b>	<b>\$19.8</b>



## Appendix 3: All-of-Government sourcing activity

Each year, as a number of AoG contracts approach their expiry date, the NZGPP Sourcing Team engages with suppliers and government agencies to develop a fit-for-purpose commercial approach that will deliver positive outcomes for government while taking into account market developments.

This table shows contract renewal activities that were carried out in the financial year 2018/19, and those that are scheduled to occur during the coming financial year 2019/20.

Contract	Start	End	Days	Type	Key Date
Banking services	1/07/2018	30/06/2021	1,095	Contract End	1/07/2018
Reticulated gas	1/10/2018	30/09/2021	1,095	Contract Renewal	1/10/2018
Electricity	23/12/2018	22/12/2020	730	Contract Renewal	23/12/2018
Rental vehicles	3/03/2019	2/03/2023	1,460	Contract Start	3/03/2019
Advertising media	24/06/2019	23/06/2020	365	Contract Renewal	24/06/2019
Travel management services	26/06/2019	25/06/2024	1,826	Contract Start	26/06/2019
Office supplies	18/07/2019	17/09/2021	792	Contract Renewal	18/07/2019
Construction consultancy services	1/12/2019	31/12/2039	7,335	Contract Start	1/12/2019
Risk financing and insurance	15/04/2020	14/04/2022	729	Contract Renewal	15/04/2020
Advertising services	24/06/2018	23/06/2020	730	Contract End	23/06/2020
Design services	24/06/2018	23/06/2020	730	Contract End	23/06/2020
Motor vehicles	1/07/2020	30/06/2025	1,825	Contract Renewal	1/07/2020
Print technology and associated services	11/09/2020	10/09/2022	729	Contract Renewal	11/09/2020
IT hardware	24/09/2015	23/09/2020	1,826	Contract End	23/09/2020
<b>Panel Refreshes</b>					
Property Consultancy	1/08/2018	This was a change to an existing contract.			
Advertising media	1/11/2018	This was a change to an existing contract.			
Advertising services	1/02/2019	This was a change to an existing contract.			
Other: Rental vehicles (<1 day rentals)	27/08/2019	This was a change to an existing contract.			

## Appendix 4: Government Office Accommodation Portfolio Report

For the year ended 30 June 2019, the government office accommodation portfolio continued to show the trend of reducing office space and is now at under one million square metres. While there have been efficiencies created through new ways of working at new premises, much of the change has come through careful analysis of the data, and ensuring that only office space is counted. This, coupled with changes to the method of calculation of office space, has reduced the size of the office portfolio in the past year. This is also reflected in the reduction in the occupation density ratio down to 14.5m<sup>2</sup> per person, now within the government's target range of 12-16m<sup>2</sup> per person.

The average cost of space at \$6,071 per person including rent and facilities management, has increased marginally, although it is still compares favourably with the average cost for private sector space.

In late 2018, government set new expectations for the office accommodation portfolio, together with a change to the property functional leadership mandate. This is starting to drive effort towards providing accommodation in regional New Zealand, producing greater colocation and collaboration opportunities, and providing workplaces that add value to the people that work in those spaces. While we will continue to monitor the efficiency of the portfolio, future metrics will be geared toward measuring the outcomes that government expects the office portfolio to influence.



**919,768 m<sup>2</sup>**

Total size of Crown office space\*



**14.5 m<sup>2</sup>**

Average area per office person, compared to private sector of 16.6 m<sup>2</sup>\*\*



**-252,618 m<sup>2</sup>**

Office footprint decrease change since 2018



**-782,855 m<sup>2</sup>**

Total estate footprint reduction since 2011



**\$6,071**

Average cost per office person\*\*

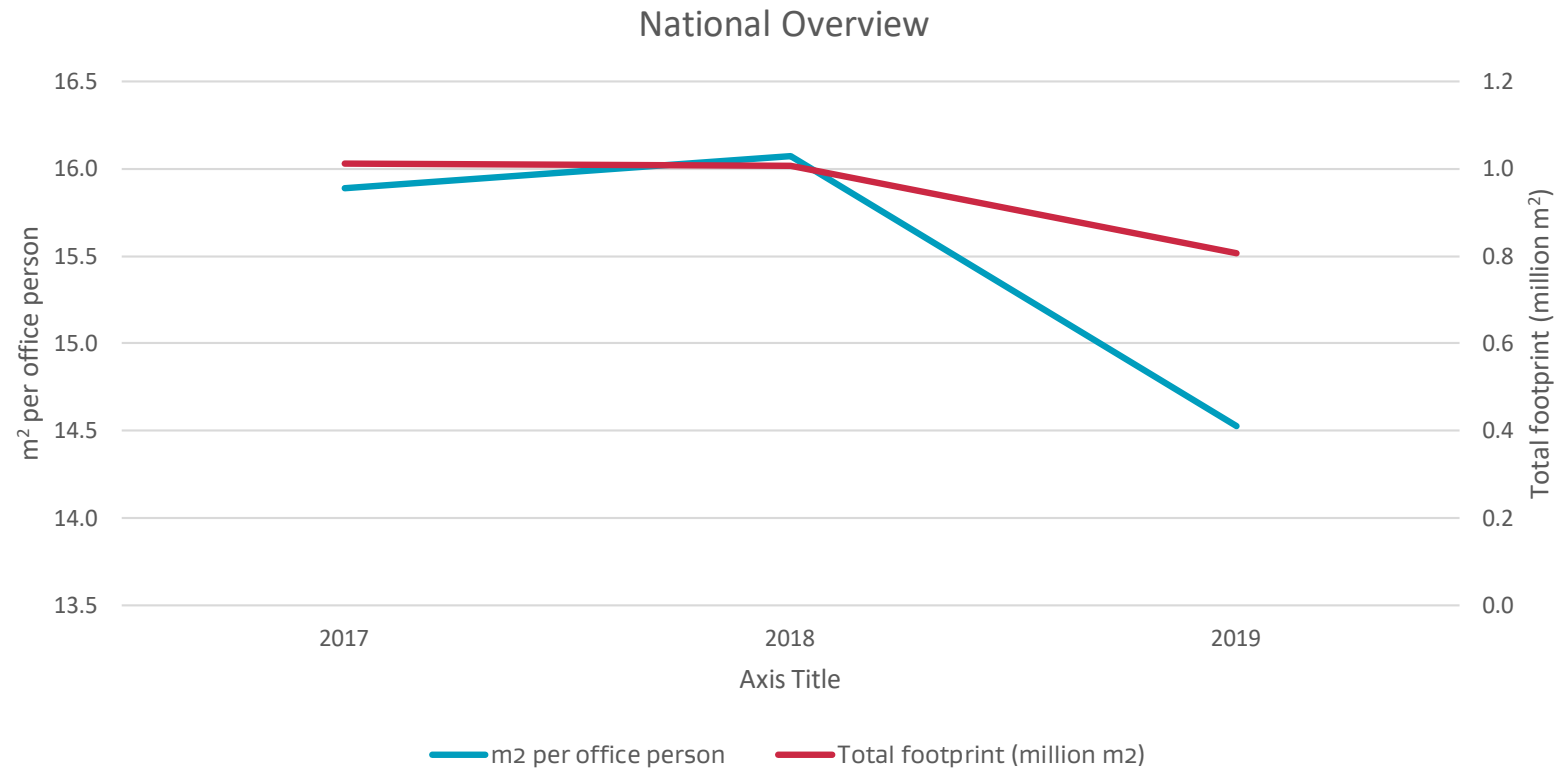
\*Total size of Crown office space used in this report is 805,613 excluding agencies who have not provided current operational costs for the 2018-19 financial year.

\*\*Private sector figures show the overall national central business district (CBD) office results, sourced from the Colliers NZ Workplace Report 2018: Workplace and Occupational Trends which is produced every two years.

## Portfolio overview

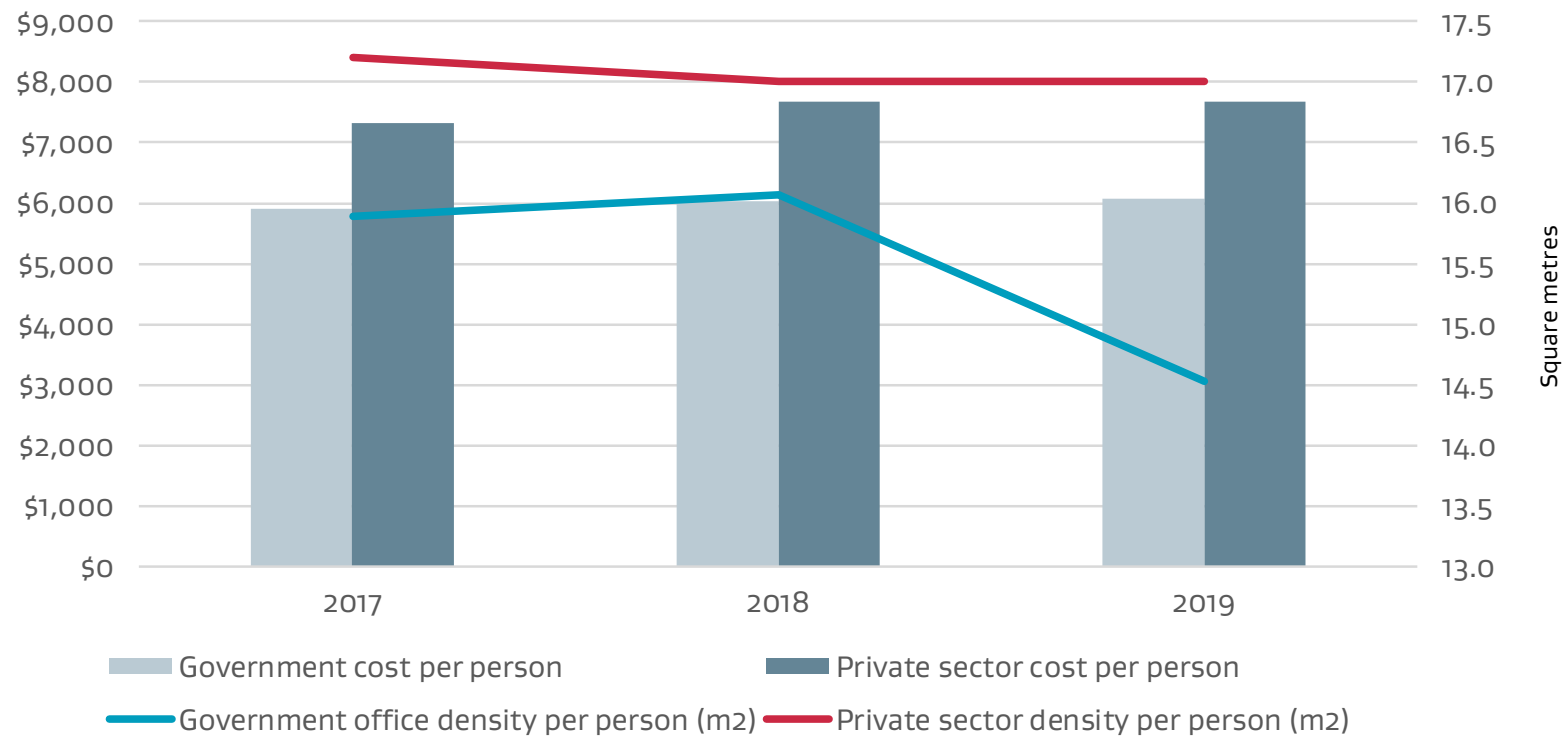
The graph below provides an overview of some of the key performance indicators for the Crown office estate.

These trends demonstrate the impact of agencies and Government Property Group working together on the efficiency and effectiveness of the Crown portfolio.



## Private sector benchmarking

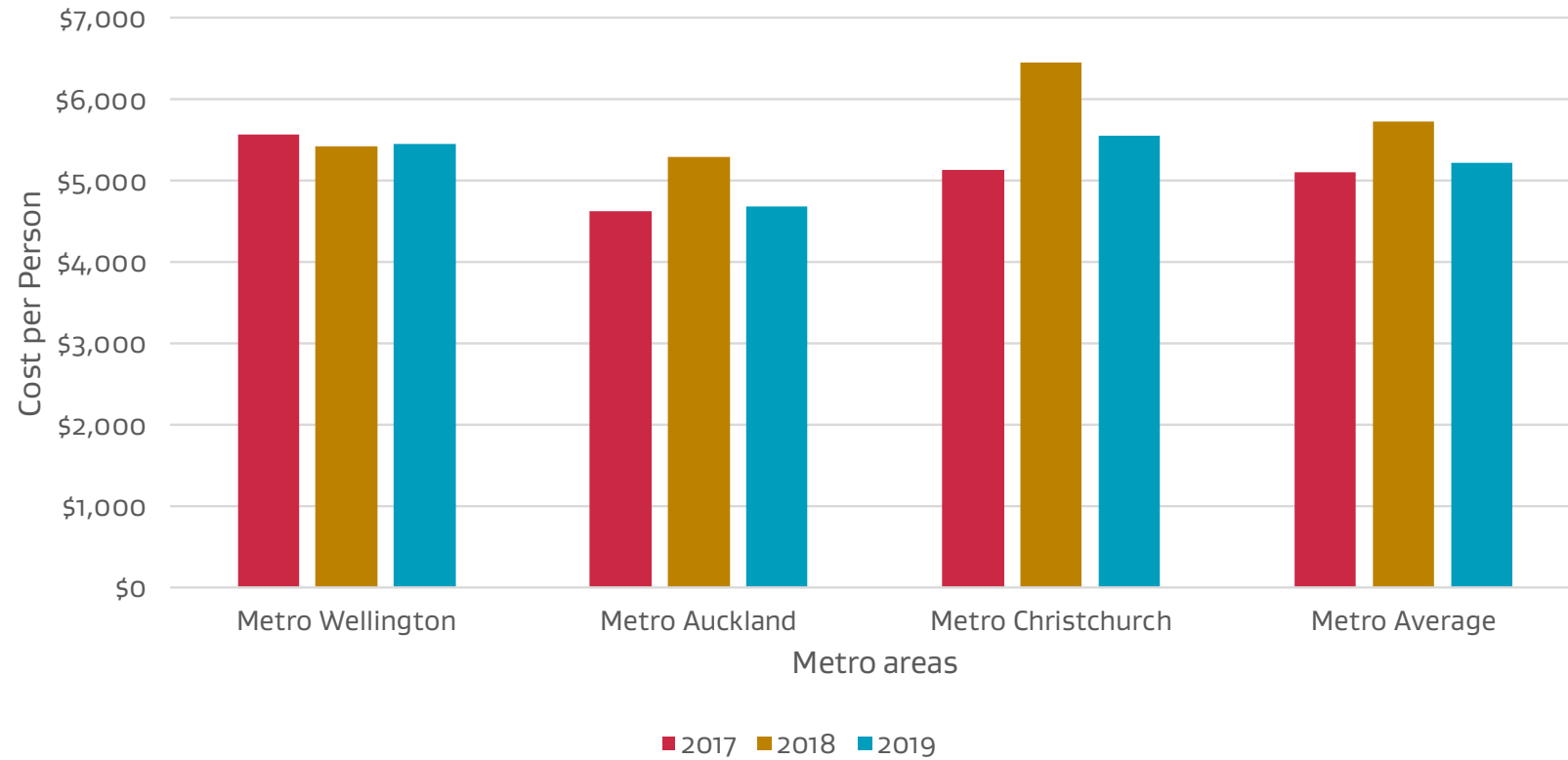
Each year the Government Property Group looks to the private sector as a benchmark to measure performance, using the following key measurements: total occupancy cost per office person, and square metres per office person.



Average \$ per person: \$6,071      Average SQM per person: 14.5 m<sup>2</sup>

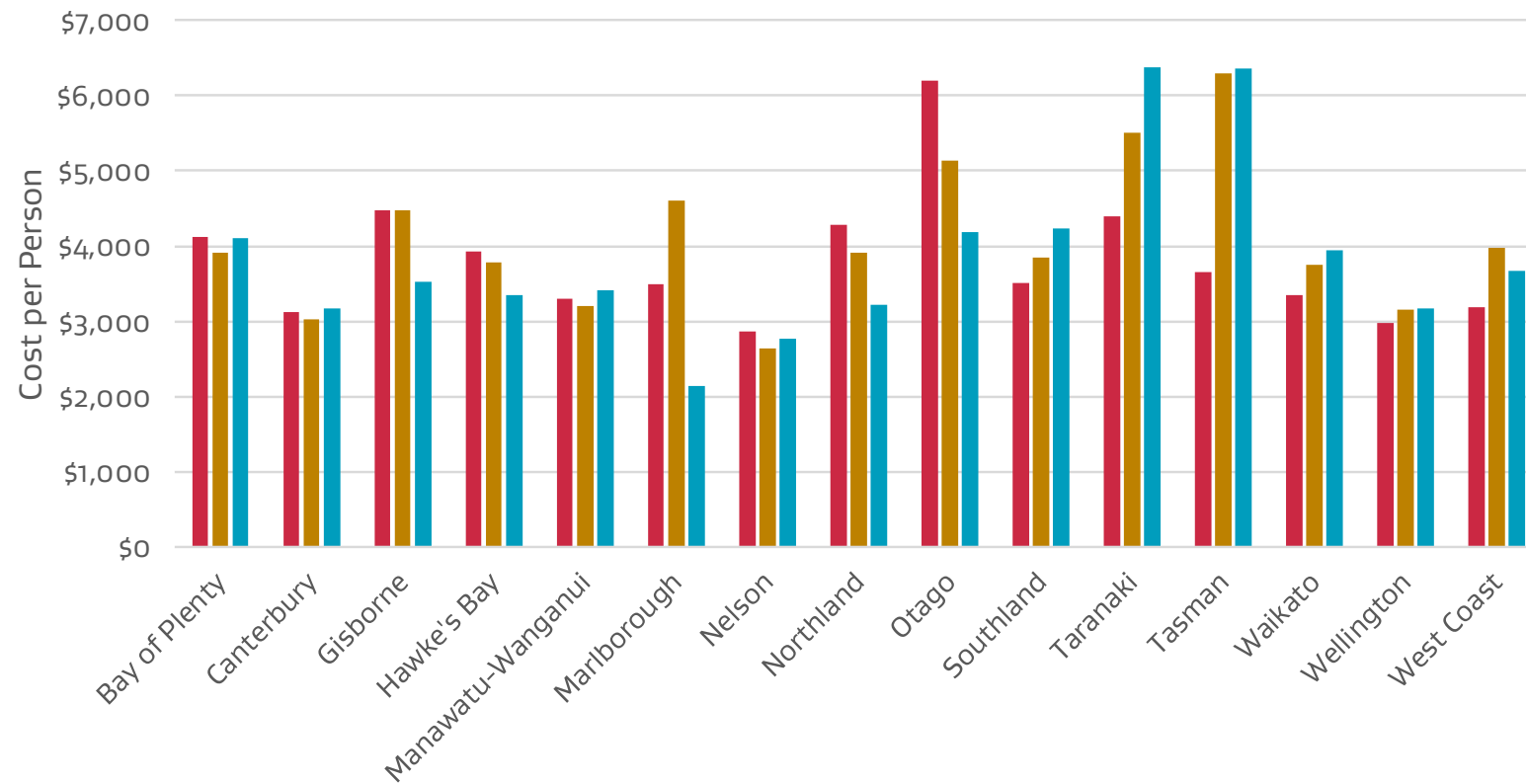
\*Private sector figures show the overall national central business district (CBD) office results, sourced from the Colliers NZ Workplace Report 2018 – Workplace and Occupational Trends which is produced every two years.

## Lease cost per person: metropolitan

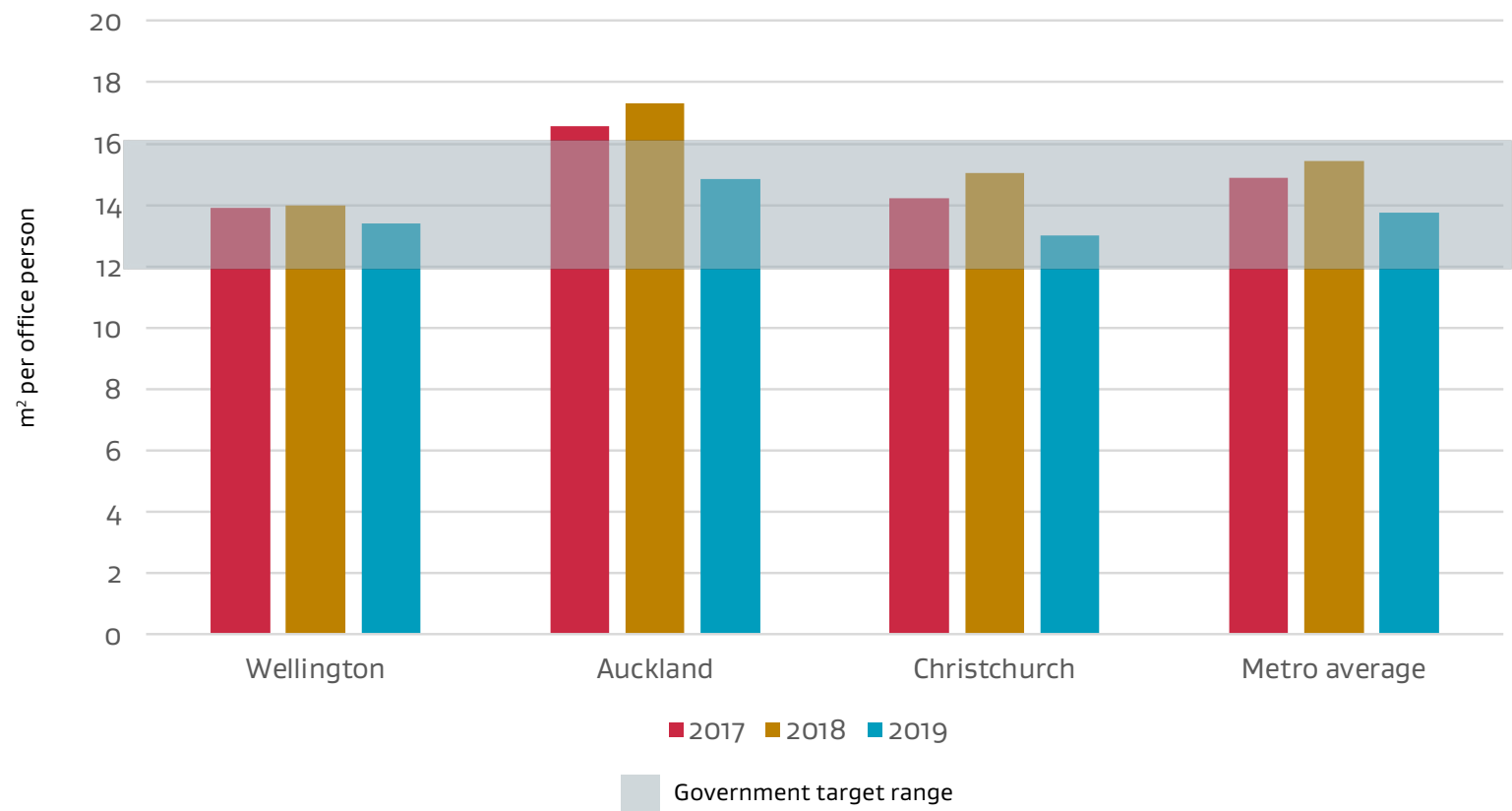




## Lease cost per office person: regional



## Agency density per location: metropolitan



## Agency density per location: regional

