



AGENDA

City Delivery Committee Workshop Monday, 7 July 2025

I hereby give notice that a City Delivery Committee Workshop meeting will be held on:

Date: Monday, 7 July 2025

Time: 9:00 AM

Location: Tauranga City Council Chamber
L1 90 Devonport Road
Tauranga

Please note that this meeting will be livestreamed and the recording will be publicly available on Tauranga City Council's website: www.tauranga.govt.nz.

Marty Grenfell
Chief Executive

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1 BUSINESS

1.1 Lead Level of Service - Draft Policy

File Number: A18436438

Author: Clare Sullivan, Team Leader: Governance Services

Authoriser: Christine Jones, General Manager: Strategy, Growth & Governance

Presenter(s): Vicky Grant-Ussher, Josh Logan, Jeremy Boase

External presenter(s):

Workshop information




Purpose of workshop

1. The purpose of the workshop is to consider the Lead Level of Service - Draft Policy.

Executive summary

2. Three documents are attached:
 - I. Draft Lead Level of Service Policy for review.
 - II. Draft Lead Policy presentation.
 - III. Table of Provisions.

Attachments

1. Draft Lead level of Service Policy for review - A18436494 [↓](#) 
2. Draft lead policy presentation - A18436496 [↓](#) 
3. Table of provisions final pdf (A17926673) - A18436492 [↓](#) 

DRAFT (LEAD LEVEL OF SERVICE) POLICY



Policy type	City		
Authorised by	Council		
First adopted	26/10/2005	Minute reference	M05/123.3
Revisions/amendments	3/12/2009	Minute references	M09/11.6
	TBC	Minute references	
Review date	As required		

1. PURPOSE

- 1.1. To provide clarity and guidance about how Council will set and describe levels of service.
- 1.2. To provide a broad direction on the funding of levels of service **consistent with the Revenue and Financing Policy**.

2. SCOPE

- 2.1. This policy applies to how Council will set and describe levels of service in:
 - the Long-term Plan / Annual Plan (LTP/AP)
 - Council policies
 - strategic documents
- 2.2. This policy does not apply to operationally agreed standards of provision (for example those set in service level agreements, activity plans or contractual arrangements) but may provide useful guidance and direction to staff when making these decisions.

3. BACKGROUND

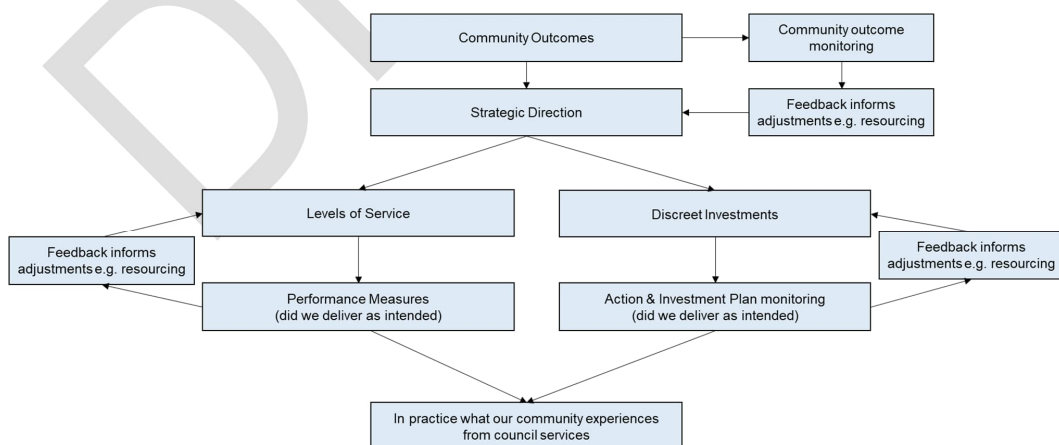
Legislative context

Section 91(2) of the Local Government Act 2002 states that one of the purposes of the identification of community outcomes is to allow communities to discuss the relative importance and priorities of identified outcomes.

Schedule 10 (2)(a) of the Local Government Act 2002 requires that the Long Term Council Community Plan (LTCCP) includes:

- The intended levels of service provision for the group of assets; and
- The estimated expenses of achieving and maintaining the identified levels of service provision

- 3.1. Levels of service are one mechanism in the council's performance framework. Levels of service articulate activities and services the community can expect the council to undertake and to what standard they are delivered. To guide Council's decision-making on levels of service it is appropriate to have a policy which defines how Council will set and describe levels of service.
- 3.2. Not all activities or services that the council undertakes will require a formal level of service. Section 6.1 of the policy outlines how Council makes decisions on which levels of service will be recorded and monitored through the LTP/AP, Council policy or in strategic documents.
- 3.3. Levels of service and linked performance measures (which check whether the level of service has been provided as intended) provide an important accountability function. Figure 1 outlines how levels of service contribute within the overall performance framework of the council.
- 3.4. Figure 1: the council performance framework



- 3.5. Levels of service support the council to set a baseline standard, which can be used to calculate the impact of development. Council standard approach to calculating the impact of development is to set a measurable level of service which can be used to calculate new or additional assets required to service growth. Requirements to meet Council's levels of service are also set out in the City Plan as a condition of accepting land in lieu of money.
- 3.6. Historically there has not been consistent consideration of levels of service across the council's activities. This has, in some cases, led to different levels of service being provided in different parts of the city for no clear reason. In addition, the council has in the past received assets from developers that exceed "normal" standard levels of service and which the council has then been obliged to maintain in perpetuity.
- 3.7. Council has acknowledged that future developers of comprehensive development areas may wish to install assets that have a higher level of service than would normally be expected across the city. To ensure that the costs of the additional levels of service are borne by the beneficiaries, a clear policy statement is necessary.

4. DEFINITIONS

Term	Definition
Comprehensive development area	<p>A clearly defined geographic area that is comprehensively planned (for example by way a structure plan development process or similar) as an urban growth area, as defined by council.</p> <p>the urban growth areas of Pyes Pa West, Papamoa East Stage 1 (including Excelsa), Papamoa East Stage 2, and the Coast Papamoa (M09/100.6 amended 3 December 2009) where:</p> <ul style="list-style-type: none"> • There is a clearly defined geographic area which is/will be identified in the District Plan and is being comprehensively planned as an urban growth area; and • The District Plan has distinct and separate provisions relating to subdivision, development and services of the area; and • The area meets the Smartgrowth requirements of a minimum average development yield of 15 lots per hectare. Other Comprehensive Development Areas could be added entirely at Council's discretion at a later date.
Council	The elected member body representing Tauranga City.
Levels of Service	A measurable description of what Council delivers (or intends to deliver). A level of service will always relate to something Council can control for the purpose of this policy this includes levels of service set in the LTP/AP, council policy or strategic documents.
High density residential zone	An area identified as suitable for high density housing as per the Tauranga City Plan.

Intensification Areas	Are areas defined by the Council through the Smart Living Places project and subsequent District Plan changes, that provide greater opportunity for medium density, high density or mixed use types of development within defined geographic areas.
Significant activity	An activity of high significance for the community as determined through the council's Significance and Engagement Policy.
Special character areas	Geographic areas with specific unique characteristics (eg, beach, central business district, areas with historic and character buildings).
The council	The Tauranga City Council organisation.

5. PRINCIPLES

~~Council considers that it is important to define Levels of Service to:~~

- ~~• Achieve fairness and equity, having particular regard to sections 5.1 and 5.4;~~
- ~~• Identify priorities for timing and commitment of resources as Council responds to community outcomes; and~~
- ~~• Provide certainty to the community (and the organisation) on the Level of Service Council will provide and at what cost.~~
- ~~• Meet legislative requirements.~~

- 5.1. Council will make informed decisions on levels of service considering the strategic, practical, and financial implications of the desired level of service.
- 5.2. The council will clearly communicate to the community what level of service will be delivered, when and at what cost and how this will be reported on and monitored.
- 5.3. Council will aim to provide an equitable service to the community and consider fairness and equity when setting levels of service or transitioning to a new level of service.
- 5.4. Council may provide a differentiated level of service when the council considers this is justified, as outlined in section 6.10 - 6.17 of this policy.

6. POLICY STATEMENT

Council activities that require a formal level of service

6.1. Activities and services that will have a formal level of service (through LTP/AP, council policy or strategic documents) will be set by Council, but are likely to include those services and activities which:

- are legally required to be disclosed
- relate to a significant activity of council, such as those that are:
 - important to the achievement of council's strategic direction
 - have major cost implications
 - have major financial and non-financial risks attached
 - areas where the public have, or are likely to have strong views
- are linked to investment and funding decisions (for example, development contributions or targeted rates).

Setting Levels of Service

6.2. Council will generally set a level of service through the LTP/AP however in limited circumstances Council may state a level of service through a council policy. This includes when:

- other parties may be expected to deliver on a council level of service (for example developers)
- there is a higher level of specificity required to articulate and monitor the level of service to be delivered than what would be appropriate to include in an LTP/AP
- an activity has a high and ongoing level of community interest and having a policy supports staff to respond to ongoing enquires on the council level of service.

Council notes that the desired level of service may be:

- A totally new level of service; or
- A increase from the current level of service; or
- A decrease from the current level of service; or
- Ceasing the current level of service.

6.3. A level of service should be described in a way which:

- explains if this is a new level of service, a change (increase or decrease) from an existing level of service, or a ceasing of a level of service
- is easy to understand and relevant to the community
- clearly describes the service to be delivered
- ensures that the level of service will be measurable and supports the calculation of development contributions
- restricts the level of service to what council can control.

- 6.4. In determining desired levels of service Council will have particular regard to:
- strategic context (particularly **Our Direction** and Smartgrowth)
 - what the current level of service is, **and the proposed approach to transition to a different level of service noting section 6.5 of this policy**
 - technical issues (including engineering or physical constraints)
 - user/community issues
 - various level of service options including advantages and disadvantages
 - costs of current level of service and future options (lifecycle and annual costs)
 - available funding sources with reference to Council's revenue and financing policy.
- 6.5. **Council may, where appropriate, outline the proposed approach to transition to a different level of service through the Infrastructure Strategy, Financial Strategy and within activity sections in the LTP/AP.** In sequencing and prioritising any changes in levels of service across geographic areas within the city, consideration will be given to:
- social-economic factors
 - the number of levels of service where the current level is lower than the desired levels of service
 - the extent to which the current level is lower than the desired level of service
 - technical achievability and sustainable environmental management considerations
 - opportunities for efficiency (by multi-project economies of scale)
 - impact of the lower level of service on community wellbeing and achievement of community outcomes and strategies
 - financial impact and effect on the Revenue and Financing Policy
 - competitiveness, economic development, and promotion of employment opportunities (particularly regarding non-residential areas).
- 6.6. **Performance measures provided for a level of service should be tested to ensure:**
- **they represent a major aspect of the activity**
 - **they are understandable by the community**
 - **that the resources allocated to reasonably deliver the level of service at the desired level are in place (if not sufficient Council will need to reconsider the level of service)**
 - **they are measurable and the necessary processes are in place to collect the data required each quarter**
 - **they are challenging but achievable.**
- 6.7. The council will utilise the Long-term Plan process to consult on significant changes to levels of service for significant activities:
- prioritise desired levels of service for different activities
 - consult on desired levels of service
 - consult on the financial impact of changes in levels of service.
- Once they have been established, the base levels of service will be disclosed in the Long-term Plan / Annual Plan and/or specific policies or strategies.

Transitioning to a desired Level of Service

Where the current level of service is different from the stated desired level of service Council will, through the LTCCP/Annual Plan process:

- Define the timing when the desired level of service is to be achieved by; and
- Allocate appropriate resources (including funding) to enable the desired level of service to be achieved.

6.8. Where a defined desired level of service is different from the current level of service, Council will develop a programme to change the level of service over the defined timeframe.

6.9. In sequencing and prioritising any changes in levels of service across geographic areas within the city, consideration will be given to:

- Social-economic factors
- The number of levels of service where the current level is lower than the desired levels of service
- The extent to which the current level is lower than the desired level of service
- Technical achievability and sustainable environmental management considerations
- Opportunities for efficiency (by multi-project economies of scale)
- Impact of the lower level of service on community wellbeing and achievement of community outcomes and strategies
- Financial impact and effect on Financing and Revenue Policies
- Competitiveness, economic development, and promotion of employment opportunities (particularly regarding non-residential areas).

Differentiated Levels of Service

6.10. In the interest of fairness and equity Council will generally seek to adopt city wide levels of service.

6.11. The council may in limited circumstances provide a differentiated level of service where this:

- is consistent with the strategic direction of Council
- supports high density residential zones
- supports comprehensive development areas
- supports special character areas.

Higher level of service consistent with the strategic direction of Council

6.12. Council may decide to set a higher level of service for a particular area of the city where this fits with the strategic direction of council.

Higher level of service to support ~~intensification areas~~ high density residential zones

- 6.13. Council acknowledges that ~~intensification areas~~ high density residential zones will generally require some higher levels of service than the city-wide level of service to ensure an integrated and liveable community.
- 6.14. Council will fund the difference between the city-wide level of service and the ~~intensification areas~~ high density residential zone level of service in the same manner as which the city-wide level of service is funded. That is, there will be no targeted rate to fund the premium at this stage.
- 6.15. The funding approach recognises the:
- contribution which intensification makes to city growth management and the delivery of the Smartgrowth Strategy
 - transition from the current urban form to a more intense urban form is likely to occur over a long period of time, and that over that period the levels of service and liveability will vary within the ~~intensification area~~ high density residential zone as this change takes place.
 - an acceptance that functional compromises may be required when retrospectively increasing urban density and associated levels of service.

Higher level of service to support comprehensive development areas

- 6.16. Where there are higher levels of service in a comprehensive development area than the city-wide level of service, Council will, in respect of:
- Maintenance and renewal costs: Fund the difference between the city-wide level of service and the comprehensive development area level of service by way of a targeted rate or other appropriate funding tool.
 - The developer and development:
 - Enter into a memorandum of understanding with the developer agreeing the levels of service where they are higher than the city wide LOS, and how those levels of service will be funded, maintained and replaced.
 - Encourage the developer/s to include in the promotion material for the subdivision and section purchase package, the likelihood of higher levels of service and the consequential financial impact that may occur on the purchaser.
 - Consider including a note on the higher level of service in an "Advice Note" in the Resource Consent.
 - The Land Information Memorandum; Specify that the level of service is higher than the city-wide level of service and that there is a targeted rate/additional charge to fund this.
 - ~~Consultation and disclosure of the higher level of service:~~
 - ~~Include in the City Plan a statement that specifies the area over which the higher level service may apply.~~
 - **The council will clearly specify the higher level of service in the LTP/AP.**
 - This funding approach recognises:
 - that the comprehensive development area receives a uniformly higher level of service across a significant geographical area

- Council's commitment to maintain the higher level of service over a long period of time
- the higher level of service is provided (or clearly established) at the development stage
- functional compromises that will be experienced in already developed areas will be less of an issue in greenfield development sites.

Higher level of service to support special character areas

- 6.17. Where there is a higher level of service in a special character area, funding for the higher level of service will be considered on a case by case basis taking into account:
- fairness and equity
 - the extent of public/private benefit **in accordance with the Funding Needs Analysis carried out in the development of the Revenue and Financing Policy.**

~~Further criteria will be developed over time.~~

7. RELEVANT DELEGATIONS

- 7.1. Council is responsible for setting levels of service through the Long-term Plan / Annual Plan, council policies and strategic documents.
- 7.2. The Chief Executive will be responsible for organisational delivery on defined levels of service in accordance with the Long-term Plan / Annual Plan, council policies and strategic documents.

8. REFERENCES AND RELEVANT LEGISLATION

- Local Government Act 2002
- **City Plan**
- **Our Direction**
- **Long Term Plan / Annual Plan, including Financial Strategy, Infrastructure Strategy and Groups of Activity sections**

9. ASSOCIATED POLICIES/PROCEDURES

- Rating Policy
- Revenue and Financing Policy **and Funding Needs Analysis**
- Development Contributions Policy



Lead Level of Service Policy

7 July 2025



Purpose of the workshop

- To introduce the City Futures Committee to the content and purpose of the Lead Level of Service Policy.
- To outline the changes proposed in the Draft Lead Level of Service Policy.
- To gather feedback on any further changes to the draft policy the Committee would like considered prior to reconsidering adopting the draft policy at a Committee meeting (at which point targeted engagement can be considered).

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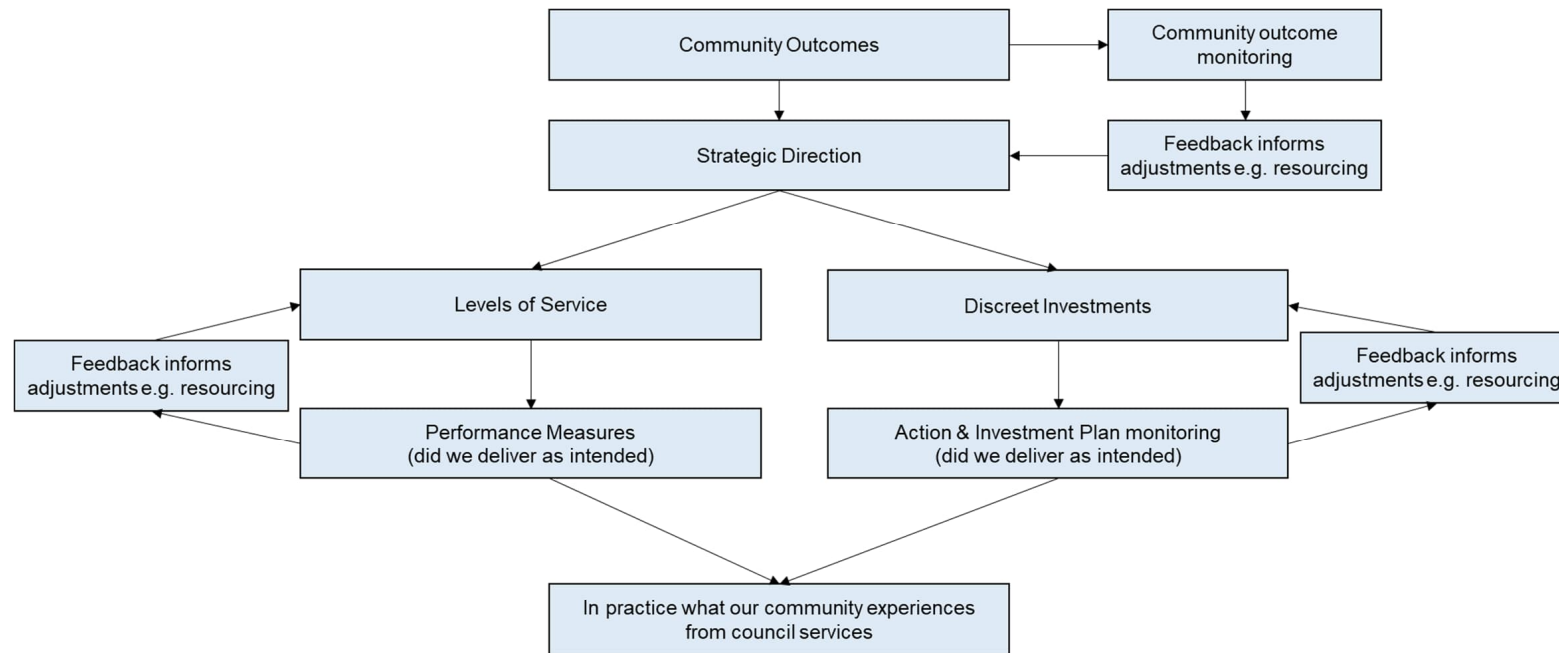
Structure of session

1. Why we have the policy
2. The core elements of the policy
3. What we proposed to change from the current policy in the review and why
4. Case study examples
5. Discussion on other changes which may be desired and next steps

1. Why do we need this policy?

- Guidance to staff
- Transparency for the community
- Policy positions on higher levels of service for certain areas

How do Levels of Service fit into council's performance management framework?



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2. Core elements of the policy

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Principles of the policy

- The Council will make informed decisions on levels of service considering the strategic, practical, and financial implications of the desired level of service.
- The Council and TCC staff will clearly communicate to the community what level of service will be delivered, when and at what cost and how this will be reported on and monitored.
- The Council will aim to provide an equitable service to the community and consider fairness and equity when setting levels of service or transitioning to a new level of service.
- The Council may provide a differentiated level of service when the governing body considers this is justified, as outlined in section 6.10 - 6.17 of this policy.

Council activities that require a formal level of service

- legally required to be disclosed
- relate to a significant activity of council
- are linked to investment and funding decisions

How the Council and TCC staff will consult:

The Council and TCC staff will utilise the Long-term Plan process to consult on significant changes to levels of service for significant activities:

- prioritise desired levels of service for different activities
- consult on desired levels of service
- consult on the financial impact of changes in levels of service.

Once they have been established, the base levels of service will be disclosed in the Long-term Plan / Annual Plan and/or specific policies or strategies.

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Setting Levels of Service

- where the Level of Service is described (eg, LTP/AP, policy, strategy)
- how the Level of Service is described
- what performance measures to set for the Level of Service
- **what the desired level of service is (example)**
- **how to get to that desired level of service (example).**

Describing a Level of Service



Feedback/Satisfaction based

how happy are the community with the service/activity provided



Quantitative measures (how much was provided/where)

Population based – X per person
Radial proximity based – based on distance as the crow flies from a fixed point (eg a residence)
Delivery amount – eg build 2-3 extra each year



Qualitative measures

Standards that are more subjective and therefore must be assessed qualitatively
eg for open spaces, features like:
Site adaptability
Wellbeing
Site Identity



Use-based measures

Based on what take up is of different activities and offerings eg:
How many people visited the art gallery in the last week
How many people have played a sport game at an active reserve

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When the Council might consider a higher level of service in an area of the city

- is consistent with the strategic direction of the Council
- supports high density residential zones
- supports comprehensive development areas
- supports special character areas.

3. What we proposed to change and why

- Handout of changes

4. Example case studies

- What the desired level of service is (example)
- How to get to that desired level of service (example)



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5. Discussion

Feedback already received:

- Language Council – the Council and TCC staff
- Desire to ensure the diverse views of the community are considered further in deciding Levels of Service
- Definition of Special Character Areas

- Next steps

Detailed Analysis of proposed changes to the policy

Policy section reference	Rationale for change
1.2	Added to link this policy to the Revenue and Financing Policy which must also be considered when setting a level of service
2.1	Added to explain that the policy applies across the different mechanisms of setting levels of service
2.2	Clarifies that operational activities or services that have an agreed standard of provision will be considered a level of service for this policy
3 - removed section	Removed outdated Local Government Act references in the policy. A reference to the Local Government Act 2002 remains in the references and relevant legislation section
3.1-3.4	Added to provide more information on the role of levels of service in council's performance framework
3.5	Added to provide more information on the role of levels of service in setting development contributions.
3.6	Updated language for clarity
4 – definition of comprehensive development area	Updated the definition of a comprehensive development area to reflect that the City Plan no longer identifies these areas. Have also made the definition more general to avoid terms dating in future.
4 - levels of service	Added to explain that the policy applies across the different mechanisms of setting levels of service
4 - High density residential zone	Updated to match new City Plan terms for high density areas.
5.1 – 5.4	Updated to reframe as more active principles to guide staff when considering levels of service.
6.1	New section to clarify when activities should have a formal level of service
6.2	New section to clarify when a level of service should be set through a policy rather than the Long-term Plan/Annual Plan (LTP/AP)
6 – removed section	Now covered in first bullet of section 6.3
6.3	Updated language to clarify what is expected from a customer focus. Included consideration of the calculation of development contributions.
6.4	Updated strategy references, reference added to section covering transitioning to a new level of service
6.5	Moved previous section on transition to a new level of service into the section on setting level of service to reflect the relative rarity of setting a new level of service. Added references to relevant sections of the LTP/AP.
6.6	Added material on performance measures which now form part of the performance framework.
6.12	Added to acknowledge that a higher level of service may be provided where it fits with the strategic direction of council.
6.13 – 6.15	Updated the definition of intensification area to high density residential zone as per the current City Plan definitions.

