



3: Levels of Service

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CONTENTS

3	Levels of Service	1
3.1	Introduction	1
3.2	Stakeholders and Community	1
3.3	Key Service Drivers	3
3.4	Engaging with the Community	3
3.5	Customer Wants and Needs	6
3.6	Past Performance	6
3.6.1	Performance – Customer Ratings	6
3.6.2	Performance – Level of Service Targets	8
3.6.3	Performance – Infrastructure Quality Standards	8
3.7	The Present and Future Levels of Service and Performance	8
3.8	Improving Level of Service Performance	8
3.9	Changes in Levels of Service	9
3.10	Adoption of Levels of Service by Council	11

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3 Levels of Service

3.1 Introduction

Levels of service are developed in order to demonstrate a clear understanding of customer needs and expectations and show how these needs and expectations will be met. They are moderated and guided by statutory requirements and the organisation's strategic and corporate goals as well as community outcomes. Schedule 10 of the LGA requires the description of intended levels of service to include performance targets and other measures by which the actual levels of service may be meaningfully assessed. Monitoring these targets over time allows SDC to measure performance and be more accountable to stakeholders and community.

This section provides an overview of stakeholders in the Community Facilities Activity, the role of council, and how community services contribute to the community outcomes. Key service drivers, customer needs, and past performance is discussed. Specific information, including the present and future levels of service for each service area, is displayed in Sections 7 to 16.

3.2 Stakeholders and Community

In order to promote excellence in the management of resources and the provision of services for the people of Selwyn District stakeholders need to work together. It is important to identify stakeholders to better understand their values and what aspects of the Community Facilities Activity are important to them.

Information was initially compiled during the development of the community outcomes from questionnaires posted in local newspapers, submissions, referenda, workshops, surveys and commissioned research. This process not only identified the outcomes but also identified organisations and groups capable of influencing the promotion of those outcomes. Further to this work a revision of existing asset planning documents has facilitated further development of the list of stakeholders, see Table 3-1 and Table 3-2. Note that more specific information on stakeholders for each service area is included in Sections 7 to 16.

Key Internal Stakeholders	Community Service									
	Recreation Reserves	Township Reserves and Streetscapes	Cemeteries	Public Toilets	Community Centres and Halls	Swimming Pools	Properties and Buildings	Rental Housing	Gravel Reserves	Forestry
Councillors	●	●	●	●	●	●	●	○	●	●
Malvern Community Board	●	●	●	●	●	●	●	○	○	○
Township Committees	●	●	●	●	●	●	○			
Property Group Staff	●	●	●	●	●	●	●	●	●	●
Community Services & Facilities Group Staff	●	○	○	○	●	●	●	○	○	○
Infrastructure Group Staff	○	○	○	○	○	○	○	○	●	○
Organisational Performance Group Staff	○	○	●	○	○	○	○	○	○	○
Communication & Customers Group Staff	●	●	●	●	●	●	●	●	●	●
Information Services Staff	○	○	○	○	○	○	○	○	○	○
Environmental & Regulatory Services Group Staff	○	○	○	○	○	○	○	○	○	○
Hall Committees	○				●	○				
Pool Committees						●				
Reserve Committees	●	○			○	○				
● Primary Interest ○ Secondary Interest										

Table 3-1: Key Internal Stakeholders

Key External Stakeholders	Community Service									
	Recreation Reserves	Township Reserves and Streetscapes	Cemeteries	Public Toilets	Community Centres and Halls	Swimming Pools	Properties and Buildings	Rental Housing	Gravel Reserves	Forestry
Selwyn community including citizens and ratepayers	●	●	●	●	●	●	●	●	●	●
Individual user of service	●	●	●	●	●	●	●	●	●	
Tourists & visitors to the District	●	●	●	●	●	●	●			○
Sporting and recreation groups/clubs	●	○			●	●				
Environment Canterbury	○		●	●	○	○	○		●	●
Ministry for the Environment	●	●	●	●					●	●
Department of Conservation	●	●	●	○			○		●	○
Ministry of Health			●	●		●				
Neighbouring TLAs (CCC, WDC, ADC)	○		○	○	○	○	○			○
Ministry of Primary Industries										●
NZ Transport Agency		○							○	
Ministry of Education/Schools	○						○			
Sport Canterbury	●	○			○	●				
Funeral Directors			○							
Disabilities Community	●	●	○	●	●	●	●	○		
Ngai Tahu & Taumutu Iwi	●	○	●	●			●		○	○
Heritage NZ	○		●		○		●			
Fish and Game	○	○							○	○
Forest and Bird	○	○							○	○
Community groups	●	●	●	●	●	●	●	●		○
Tenants (housing)								●		
Commercial lessees							●			
Lessees (grazing)	●						●		●	●
Contractors, Consultants & Suppliers	●	●	●	●	●	●	●	●	●	●
● Primary interest ○ Secondary interest										

Table 3-2: Key External Stakeholders

3.3 Key Service Drivers

The key drivers affecting the Community Facilities Activity include changing legislation and regulation, council's policy and strategic direction, and increasing customer expectation. A full range of service drivers relating to individual services is explained in the Level of Service parts in Sections 7 to 16.

Legislation

Key statutory, regional, and local legislative requirements that impact on the levels of service are outlined in Section 2.10. In addition, detailed information on legislation, regulations and standards relating to service areas is covered in Sections 7 to 16.

Strategy and Policy

Key strategic documents with potential to influence customer expectations are set out in Section 2.10.3 and more detailed information is included in each of the service area sections (Sections 7 to 16).

Urbanisation

Resident expectations of a higher standard of service commensurate with a city environment are increasing as some townships become more "urbanised". This has been particularly evident in the high growth townships of Rolleston, Prebbleton, West Melton and Lincoln where there are community expectations for service standards above what has previously been provided.

3.4 Engaging with the Community

Existing service level descriptions and performance measures have been reviewed in order to evaluate their adequacy in terms of useful reporting. The analysis included information collected from the LTP and Annual Plan consultation, earlier asset management plan versions, and other strategic documents. An exercise was undertaken by a combined Councillor and Staff working group to review the current performance measures included in the LTP with a view to ensuring they are producing useful reporting information and to reduce reliance on Annual Residents Surveys. This work was carried out in late 2020 with the final measures signed off at a Council Workshop in December 2020.

Service level descriptions and performance measures have been modified based on:

- Analysis of results and trends from the annual Selwyn Residents Survey
- Development and consultation on strategic documents e.g. Open Spaces Strategy, Eastern Selwyn Community Spaces Plan
- Preparation and consultation on Reserve Management Plans
- Formal focus group workshops on level of service standards for Community Facilities in 2008, 2013 and 2017
- Consideration of national levels of service developed by NZRA for parks and reserves
- Consideration of Selwyn District's provision and service levels compared with similar local authorities as described in the Yardstick benchmarking project for parks
- Analysis of consultation on various iterations of the LTP and subsequent Annual Plans
- Feedback from the community via formal processes such presentations to Council
- Analysis of service request information collected over the last three years
- Council Working Party review of levels of service and performance measures leading in to the preparation of the 2021-31 LTP
- Pre-consultation survey and focus group feedback on services as part of the 2021-31 LTP development process
- Greater Christchurch 2050 survey and workshops

Early Consultation Survey and Charrette 2020

The Council undertook early consultation with the community as an input to the development of the 2021-31 LTP. This included a community charrette with 36 participants and an on-line survey that generated 265 responses carried out over October/November 2020. The key objectives of the pre-consultation was to seek direction on Council's level of service and investment

- Trade-offs
- Ratepayers' willingness to pay

Overall the consultation indicated the following key findings:

- Importance of Selwyn retaining its distinct rural character
- Clean and consistent water supply and safe and quality roads were the most important priorities
- Majority of respondents want the same level of Council spend and service
- Willingness to pay more (e.g. rate increase or user charge) - for some activities, but also want Council to look for other funding sources
- Of all the activities, desire to invest in community services and facilities-related activities was lowest - three of the five activities had a net negative score (more people wanting to reduce investment than increase it)

Feedback related to community facilities services is summarised in the information set out below.

Willingness to pay more for the various community services and facilities-related activities is set out in the following figure. The scoring is based on use of net score to differentiate priorities (spend more minus spend less). This shows that there is, in particular, a preference for spending more on activities for teenagers.

Facilities and services for teenagers	16
Parks, sports fields, and playgrounds	3
Local community centres and halls	-5
Swimming pools	-7
Libraries	-20

Figure 3-1: Community Facilities Willingness to Pay

All the listed Selwyn District Council (SDC) activities are considered important for Selwyn's future development by respondents. However, maintaining drinking water quality and ensuring adequate water supply receive the strongest endorsement along with providing green spaces, parks and reserves through the district. The importance of various Council activities is shown in the figure below.



Figure 3-2: Importance of Council Activities

Greater Christchurch Partnership - Greater Christchurch 2050

The Greater Christchurch Partnership (comprised of SDC, CCC, WDC, NZTA, CDHB, Te Rūnanga o Ngāi Tahu, ECan, Department of the Prime Minister and Cabinet) has been engaging with communities to hear what's most important to people for Greater Christchurch. This includes a survey of 3,000 people (10% from Selwyn District), workshops with 400 young people and workshops with stakeholders undertaken in October/November 2020. In terms of Selwyn District the following findings are relevant:

What's most important:

- People feel safe (57%)
- Nature, including waterbodies are protected and respected (52%)
- Public transport, walking and cycling are easy and affordable (51%)
- There is lots of green space and trees (47%)
- Waste is minimised, with good options to reuse and recycle (45%)

Biggest issues:

- Traffic congestion is getting worse (62%)
- There are pollution and waste management issues (58%)
- We are not doing enough to offset the impacts of climate change (48%)
- We are losing our natural ecosystems and indigenous biodiversity (45%)
- It's costly and difficult to access health services (44%)

This information helps to provide a focus for service levels and expenditure priorities for the Community Facilities Activity and indicates preferences for looking after the natural environment and ensuring there are plenty of green spaces.

Focus Group Feedback

In 2017, focus groups were invited to comment on the level of service for recreation reserves, township reserves and streetscapes; cemeteries; public toilets; community centres and halls; and swimming pools. Feedback was collated on "H forms", (refer Annexes attached to relevant service areas in Sections 7 and 8, 9, 10, 11 and 12). Each service was scored out of 10 (10 being most satisfied with service) with justification for the score, opinion on adequacy of current expenditure level, and suggested improvements.

Findings from this exercise have been included in the relevant service area sections and a summary is shown below.

Service	Average Satisfaction Rating Out of 10	Current level of spending	Main issues identified
Reserves	6.9	Even support for about right and spending more	Loss of volunteers, some assets lacking maintenance, wider public use services but paid for by local communities, support and communication from Council
Community Centres & Halls	7.3	About right, some support for spending more	Most need upgrading, focus on smaller facilities as well not just hub ones, need to maintain a district wide service.
Swimming Pools	6.7	About right	Need sufficient facilities close to populations, more support for local pools – lifeguards, some community pools need repairs.
Cemeteries	8.2	About right	Mowing standard, sunken graves not attended to quickly enough, water availability at some cemeteries.
Public Toilets	4.2	High support for spending more	Cleaning standard, not enough toilets, poor signage, some not well located, some poor quality (Lincoln).

Table 3-3: Level of Service Focus Group Scores

3.5 Customer Wants and Needs

Customer values have been identified by SDC in order to address the wants and needs that different stakeholders demand from the Customer Facilities Activity. These values link the levels of service with the community outcomes and are considered to be important for the economic, social, environmental and cultural well-being of the area. Customer values have been grouped into the following core values:

- . Accessibility
- . Affordability
- . Availability
- . Cultural Sensitivity
- . Environmental Protection
- . Health & Hygiene
- . Heritage Protection
- . Legal Compliance
- . Provision/Distribution (Quantity)
- . Quality
- . Reliability/Responsiveness
- . Safety & Security
- . Sustainability
- . Utilisation

3.6 Past Performance

Performance of Community Facilities activities has been measured and reported in three ways, each described below.

3.6.1 Performance – Customer Ratings

The annual Selwyn Residents Survey has been carried out over a number of years and gives a trend in customer perception on performance for certain services. Results from this survey are shown in the graph below. Additional detail on past customer satisfaction is recorded in the individual service sections of this plan. The performance rating information extracted from the Residents Surveys shown in the graph below is based on the respondents that were a user of the service as this provides a more focused assessment of performance. The Council may discontinue with an annual survey of residents in the current form and this information may not be available for future iterations of this Activity Management Plan. A link to Annual Residents' Surveys is here: [Annual Residents' Surveys](#)

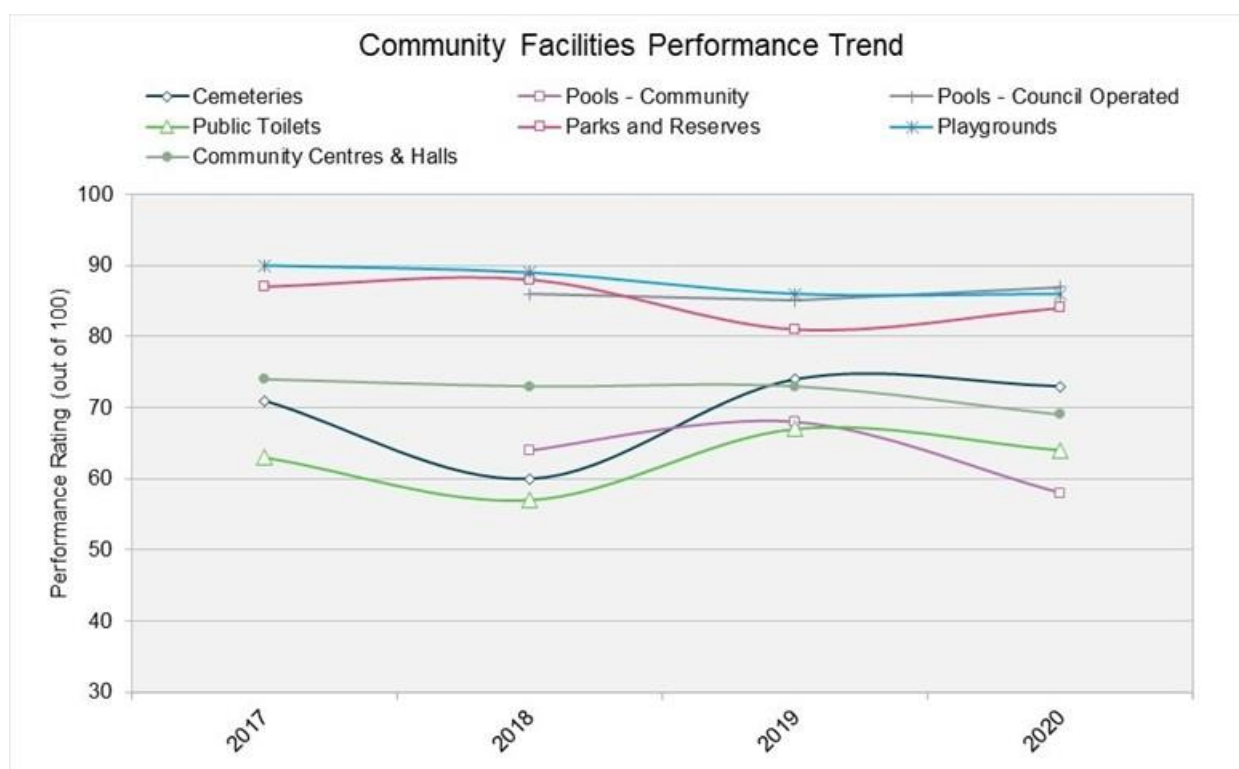


Figure 3-3: Performance Trend (Source: SDC Residents' Opinion Surveys 2017-2020)

The level of customer satisfaction with Council's performance in most of the service areas shown in Figure 3-3 has tended to maintain a relatively consistent level over the survey period. There has been some minor decrease in the rating for community pools which is likely to be a reflection of closure of the Courtenay Pool due to health and safety concerns and that access to these pools was not available during the COVID-19 lockdown period. Council's programmes over recent years to improve performance in identified areas and address service gaps has contributed to the consistent ratings and improvements in some areas. This includes:

- Renewal, upgrading and new facility programme for public toilets (with support from TIF funding).
- Review of maintenance and operations standards for public toilets.
- Provision of new play areas including community parks and upgrading play equipment following independent playground assessments.
- Provision of new and extended sports parks for active recreation and improving facilities on them.
- Upgrading the quality of environments and facilities provided at rural recreation reserves.
- Investment in extending the Selwyn Aquatic Centre.
- Provision of a number of new community centres - Lakeside, Dunsandel, West Melton, Rhodes Park
- Increasing maintenance levels at cemeteries.

3.6.2 Performance – Level of Service Targets

Council has adopted Levels of Service and associated performance measures for each of the ten service areas. These have been reviewed as part of developing the 2021-31 LTP with an emphasis on 'SMART' performance goals:

- Specific
- Measureable
- Attainable
- Realistic
- Time-bound.

In reviewing levels of service and performance standards Council has considered the "Parks Categories and Levels of Service Guidelines" developed by the New Zealand Recreation Association (NZRA). This document provides a framework for levels of service applicable to parks and recreation assets/services and to enable comparison on a national basis.

The review has resulted in some of the performance measures being adjusted or some new measures being put in place. This has focused on:

- Ensuring there are a range of measures that cover the various customer value areas;
- Reducing reliance on Annual Residents' Survey information;
- More targeted measures based on user intercept surveys;
- Reflecting the strategic direction of Council for the service;
- Ensuring the measures are meaningful in gauging the service performance and can be readily assessed.

3.6.3 Performance – Infrastructure Quality Standards

The service standard provided by the infrastructure is recorded using specific, measureable methods which can be repeated as required. For assets such as buildings, this is an extensive exercise and is not repeated frequently. Buildings are rated according to a Property Quality Standard, and changes to the building will trigger a review of its performance rating. The assets for which performance is currently documented are:

- Playgrounds (Play value, play environment, number of activities)
- Toilets (Comfort, appearance, servicing, accessibility, safety, compliance, availability etc.)
- Swimming Pools (Assessment against "Poolsafe" criteria.)
- Halls (PQS – accessibility, safety, functionality, compliance, availability, affordability etc.)
- Sports fields (Independent quality and performance assessment)

Non-asset aspects of the infrastructure, such as opening hours, staffing and responsiveness to fault repairs may also be measured and monitored as part of a performance assessment.

3.7 The Present and Future Levels of Service and Performance

Information on present and future levels of service is covered in Sections 7 to 16 of this plan. These provide statements on current and future levels of service along with performance measures for each of the ten service areas.

3.8 Improving Level of Service Performance

Analysis of service gaps has been carried out for all service areas. As part of this process, SDC's response to addressing the performance gaps has been stated and translated to projects. This information is incorporated into the specific level of service information in Sections 7 to 16.

3.9 Changes in Levels of Service

The Council has been generally satisfied that the current levels of service determined for each service area where appropriate. This has been supported by feedback from the community through formal consultation processes. Performance against targets to measure level of service performance as recorded in the 2018-28 LTP and subsequent Annual Plans have generally been achieved.

In developing the 2018 version of the Community Facilities Activity Management Plan, information was provided to focus groups on the cost of current services and the cost to ratepayers for increasing the level of service in order for them to make informed decisions on level of service changes and the cost implications of doing so.

The focus group exercise generally confirms that the levels of service are appropriate but indicated some areas where gaps are evident. This specifically related to public toilets where there was a desire to increase expenditure to improve the service. Over the last three years Council has made significant investment in public toilets with additional financial support from the Tourism Infrastructure Fund (TIF).

The pre-consultation survey and charrettes carried out in 2020 leading in to the preparation of the 2021-31 LTP also confirmed the levels of service and expenditure levels were about right for Community Facilities but did indicate a moderate preference for more expenditure on parks, reserves, sports field and playgrounds as well as providing facilities for youth.

Council has also considered legislative requirements especially related to the Health and Safety at Work Act when developing the 2018 Community Facilities Activity Management Plan and identified additional hazards that required further controls. This related to play equipment safety, community pool supervision and gravel pit management. This resulted in new processes being put in place for inspecting play equipment, additional supervision at community pools, regular inspections and reporting at active gravel pits and health and safety remedial works being carried out a number of pits. The NZ Drinking Water Standards have placed additional requirements on small water supplies to ensure they provide safe drinking water. This has implications for some supplies that service hall and reserves (mainly from on-site bores) and requires extra expenditure to install filters and carry out testing to meet compliance standards.

For the balance of service areas within the Activity it is intended that no significant changes to levels of service are required. This view is formed on the basis that:

- Focus group consultations and the Resident Survey undertaken did not raise any significant issues in terms of the current levels of service. The Resident Surveys carried out over the last three years have not signalled any major issues with levels of service for Community Facilities.
- Analysis of service requests over the last three years is not showing any specific trends that would indicate dissatisfaction with levels of service.
- Consultation undertaken with the community as part of developing reserve management plans for various reserves.
- Community consultation carried out as part of developing the Ellesmere and Malvern Area Plans, Open Spaces Strategy, and the Eastern Selwyn Community Spaces Plan.
- Pre-consultation survey and charrettes undertaken leading in to the preparation of the 2021-31 LTP did not signal the need for any major changes in levels of service.
- Submissions received on the 2018-28 LTP and subsequent Annual Plans have not raised issues that indicate current levels of service require reviewing.

Some changes to levels of service were identified as necessary through the development of the 2018 Activity Plan driven primarily as a result of the district transitioning from a rural base to more urbanised environments with associated level of service expectations from the predominantly new communities. Specific changes made at that time to levels of service and the identification mechanism, which continue to be applied through the 2021 plan are set out below:

- Provision of new community centres - New and improved community and recreation centres have recently become operational and provide an improved level of service at Dunsandel, West Melton, Lakeside, Prebbleton and Tai Tapu. In some cases these have resulted from earthquake rebuild work but have involved improving the service standards as part of that. Over the 10 year planning period new facilities are also planned for Leeston (an existing gap in service - this facility will be a combined library/service centre/community centre) and Prebbleton (to meet the needs of this growing community). The Prebbleton facility is also likely to be constructed for use as an emergency welfare centre as Council currently does not have a building constructed to the required seismic level for this purpose (IL4). The Community Centres, Halls and Libraries Network Plan that was prepared in 2020 provides a new direction for this service in moving towards a more sustainable network of facilities with a focus on quality, fit-for-purpose, specialisation and high levels of activation as opposed to a larger quantity of facilities where some have very low utilisation. Ultimately this may mean fewer facilities over time as it may not be prudent to continue to support facilities that are low use, not valued by communities and require significant on-going investment. From an operational perspective, Council has already moved to a centralised booking system and expansion of programming to more facilities and will continue to implement actions that promote use of facilities.
- Development of major sports parks - The development of Foster Park has an element of level of service improvement as well as addressing demand from growth. This park is now largely developed but has a number projects for final completion including a youth play facility, car parking and a full-sized artificial hockey turf. The youth play facility will help to address the expressed need to provide additional facilities for this age group. The hockey turf is primarily needed to meet growth in this sport but also will increase the level of service in terms of the quality of surface available. Foster Recreation Park went through an extensive planning process which involved a notice of requirement for designation and a master planning exercise with associated public and stakeholder consultation. A new major park is also planned for Prebbleton to meet growth demands in this locality. This park also has elements, in terms of natural area provision and specialist play facilities for youth that help to address service level gaps. Community consultation and a notice of requirement process for designating the park has been followed that has provided for a high level of public input.
- Selwyn Sports Centre - This new 8 court facility will become operational in 2021 and provides for an increased level of service in terms of enabling space for recreation and sports activities that have not been provided for previously as well as allowing for indoor play for sports such as netball. The requirement for indoor court space was based on needs assessment work carried out in Rolleston and a high level of support was indicated through this process. The indoor courts in Rolleston also formed part of the Foster Park master planning exercise and accompanying community consultation.
- Rolleston Town Centre development - A number of level of service changes have been indicated as part of developing the Rolleston Town Centre Master Plan. This plan was prepared with a high level of public input prior to adoption by Council. The level of service improvements includes the creation of a high quality town square and high amenity park on Rolleston Reserve. The development also includes Te Ara Ātea, the new community, cultural and library complex that will be opening in 2021. This is a leading-edge facility that creates an enhanced standard with the range and quality of spaces and service available.
- District Park development - A large scale park (100 hectares) has been purchased on the edge of Rolleston with development planned to commence from 2024. The need for this park was initially identified in the Rolleston Structure Plan and further supported with the preparation of the Open Spaces Plan. This park will provide for a range of activities that cannot be accommodated on existing sites which includes events space, community gardens, recreation of indigenous plains planting, farm park and sports hub.
- Public toilet provision - Council will continue with the programme to improve the quality of public toilets in the district. Although this programme is, in part, a renewal plan it also has a component of level of service improvement. The level of service focus group exercise carried out indicated a strong level of support for spending more on improving public toilet facilities. Improved standards of provision and servicing are also required to meet expectations from an increasing tourist base.
- Community pools provision - Along with Selwyn Aquatic Centre (SAC) Council provides a number of swimming pools and some of these need significant investment to keep them in a serviceable condition and also have health and safety concerns in terms of operation. A demand study was carried out in 2020 as well as a feasibility study for future aquatic facility provision in Darfield. The key thrust of this work identified the need to concentrate on providing good quality facilities at a district and sub-district level (SAC, Southbridge and Darfield) while supporting some of the other facilities where a safe environment for users can be achieved. The plan signalled the need to improve the water temperature at Southbridge Pool and to upgrade the services at Darfield Pool.

Ultimately a new indoor facility could be considered for Darfield but in the interim a major upgrade of plant and equipment is required to maintain water quality and provide warmer water. Some pools may need to close overtime if they cannot continue to provide a safe environment for users and will require substantial financial investment for upkeep and operation.

- Transition of work from committees to contract - The operational complexities of managing maintenance services on reserves has seen work transfer from volunteer committees to contracts or paid caretakers. Although this has cost implications as work shifts from volunteers it provides the opportunity for delivering more consistent levels of service especially in regard to turf maintenance, toilet cleaning and playground upkeep. It is anticipated that further work will transition from volunteers over the ten year period and this will have consequential impacts on levels of service.
- Gravel pit operation - The Council has decided to incrementally withdraw from the gravel supply market as a result of diminishing resources and the on-going viability of the operation. Actions to implement withdrawal will continue through the period of this plan. This is essentially a reduction in the level of service for that activity which has, in the past, supplied gravel principally for road maintenance contracts. In the future gravel supply will be sourced from alternative suppliers. This direction is outlined in the Gravel Management Strategy.
- Rental housing - The Council has indicated that it does not wish to be a significant provider of community (rental) housing and has embarked on a programme to reduce involvement in this activity. Actions have already been implemented or are in train to reduce the number of rental houses held by Council. It is likely that some new houses may be purchased from time to time for strategic development purposes and may be rented for a period until site development occurs.

3.10 Adoption of Levels of Service by Council

Council carried out a review of levels of service for all activities as part of the lead-in work to the development of the 2021-31 LTP. This included a combined staff-councillor working group that assessed the existing levels of service and performance measures with a focus on ensuring they were meaningful and measureable going forward. This process resulted in a number of changes and especially a reduction in reliance on measures derived from community satisfaction from the annual residents' survey. The review work was signed off by Council at a Long Term Plan Workshop in February 2021. The new level of service targets and measures have been incorporated in to this Activity Management Plan.

Levels of service will be formally adopted as part of the adoption of this Activity Management Plan.

The primary levels of service and performance measures have been confirmed by Council and will be included in the Community Facilities Significant Activity section of the Long Term Plan for 2021 – 2031. This includes some modifications compared with the 2018-28 Long Term Plan.

Actual performance will be reported on an annual basis in the Council's Annual Report.

Performance for other technical and customer levels of service identified in this plan will be reported on an annual basis to Council following the end of the financial year.