City of Swan

Technical Level of Service Catalogue – Volume 1

Level of Service Strategy

Construction and Maintenance

19/10/2026



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Contents

Introduction **3**

Purpose 3

Service Statement 3

Overview 3

Common Terminology and Information 4

Supporting Documenation 5

1. Methodology **7**

1.1 Level of Service Cycle 7

1.2 Scheduling and Delivery of Maintenance Services 8

1.3 Proactive Maintenance 8

1.4 Reactive Maintenance 9

2. Relationship between Level of Service and Budget **10**

2.1 Gap between Expected and Actual Level of Service 10

2.2 Maintaining current Levels of Service 11

3. Limitations and Challenges **12**

3.1 Factors the City can control 12

3.2 Factors the City cannot control 12

4. Roles in Level of Service Management **13**

4.1 Role of Elected Members 13

4.2 Role of City Staff 13

4.3 Role of Community 13

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The City of Swan acknowledges the Traditional Custodians of this region, the Whadjuk people of the Noongar Nation and their continuing connection to the land, waters and community. We pay our respects to Elders past and present, and their descendants.

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Technical Level of Service Catalogue – Volume 1

Introduction

The City is responsible for delivering maintenance services for all areas and assets which are under its care and control. Within this, the City has a number of service areas which involve the operation and maintenance of its assets with the goal of maintaining and improving the quality of life for the community.

This document is part of a suite of documents (i.e. a catalogue) which define the Technical Levels of Service (LOS) that the City will deliver as part of its operations.

Purpose

The purpose of this document is to outline the overarching strategy associated with the City's full 'Technical Level of Service' catalogue.

Service Statement

Across the City's full Technical level of Service catalogue for maintenance activities, all City assets shall be maintained such that safety risks to the community are mitigated as much as possible, maintenance is completed at a level consistent with the surrounding areas and resource commitments are proportionate with community use and best practice.

Overview

For the City's maintenance activities, 'Level of Service' is defined as 'a qualitative or quantitative measure defining the performance, quality, and efficiency of a service or asset'.

The underlying principles of adjusting the level of service is that an adjustment can be made either by reducing the accepted level of service (i.e. reduced frequency or quality of scheduled maintenance activities) or increasing the level of service via commitment of additional resourcing (i.e. more staff, more funding, etc).

It is important to consider the different service layers that exist, each of which have a different lens associated with the 'Level of Service'. These are summarised in Table 1.

Table 1: Different Level of Service layers.

Level of Service Layer	Definition	Example
1. Strategic (SLOS)	**The "Future Lens":** Long-term policy or strategic goals (10–20 years). These are the "promises to the future" made by Council.	**Target:** "Achieve 30% urban canopy cover by 2035 to mitigate heat and improve liveability."
2. Community (CLOS)	**The "User Lens":** What the resident sees/feels today. Focuses on amenity, safety, and reliability.	**Outcome:** "Maintained shared paths have continuous shade, footpaths intermittent shade; residential streets look 'leafy' and well-kept."
3. Technical (TLOS)	**The "Organisational Lens":** Engineering specs, intervention levels, and maintenance cycles (i.e. the performance guideline for City staff and contractors).	**Nominated Specification:** "Watering of new street trees weekly for 2 years in dry season; bi-annual pruning for health only.

Technical Level of Service Catalogue – Volume 1

This catalogue deals exclusively with the Technical Level of Service for the City's maintenance activities, covering information which is applicable across all volumes of the City's Technical Level of Service Catalogue. This includes (but is not limited to) the following:

- A summary of the subject matter of each volume of the Technical Level of Service Catalogue
- Definitions of common terms
- Overarching methodology for determining Levels of Service
- Limitations (e.g. what the Technical Level of Service Catalogue does not cover)
- Budget considerations
- Review cycle and process (e.g. assess if we are Over-servicing and Under-servicing based on resources and stakeholder expectations).

Future iterations of this document may include additional maintenance activities.

Common Terminology and Information

There is a range of general information and common terminology which applies across the City's full Technical Level of Service catalogue. These are outlined in Table 2.

Table 2: General information, definitions and common terms for the City's LOS catalogue.

Subject of definition	Description/Definition	Source(s)
Active reserve	Means Public Open Space (POS) areas that have been constructed for the purpose of supporting organised team sporting events. These areas must typically be maintained to a higher standard than passive reserves.	As defined in this document
Buildings	Means buildings or facilities that are owned or maintained by the City of Swan.	As defined in this document
Days	Means 'business days', which are Monday to Friday. These do not include Satruday, Sunday or public holidays.	As defined in this document
Passive reserve	Means Public Open Space (POS) areas that provide areas for relaxed/recreational outdoor activities. Maintenance requirements are typically less stringent in comparison to active reserves.	As defined in this document
Public Open Space	Means Public open space (POS) is publicly accessible land set aside for community sport, recreation, nature conservation and general public use. Examples include parks, playgrounds, sports fields and nature reserves.	As defined in this document
Road reserve	Means the area encompassing the verge and road (i.e. the areas between private property boundaries).	As defined in this document
Rural verges	Refers to the City's definition for verges in rural areas.	City of Swan Verge Maintenance Policy

Road hierarchy	Refers to the fact that the City's road network is comprised of different types of roads which serve different purposes (e.g. Access Road, Local Distributor, Artierial Roads, etc.). This catalogue aligns with the Road Hierarchy adopted by MRWA.	MRWA Western Australia Road Hierarchy
Streetscapes	Verge areas (i.e. the area between the edge of the road and private property boundaries.	As defined in this document

Supporting Documenation

This document should be read in conjunction with all subsequent volumes of the City of Swan's Technical Level of Service Catalogue. The current catalogue of Technical Level of Service volumes is shown in Table 3.

Table 3: Summary of Technical Level of Service Catalogue.

Technical LOS Volume	Title	Service Areas Included
1	Level of Service Strategy	• Nil (i.e. this document)
2	Streetscape Maintenance	• Verge mowing and slashing • Horticulture activities • Tree Maintenance • Weed spraying • Sweeping
3	Building and Security Infrastructure Maintenance	• Exterior maintenance • Interior maintenance • Building systems maintenance (HVAC, fire, security, etc) • Swan Active Centres (e.g. pools, sport court fans, UV filters, plant room maintenance) • Physical security infrastructure maintenance • Building lighting, generators and RCD switchboards • Electrical testing and tagging • Pest control • Building cleaning and servicing

4	Parks, Playgrounds and Reserves Maintenance	• Active reserve mowing • Passive reserve mowing • General oval maintenance • Park furniture maintenance • Public open space lighting • Playgrounds • Irrigation systems • Water bodies • Natural areas (weed management and firebreaks)
5	Civil Infrastructure Maintenance	• Drainage (open and piped) • Roads (sealed and unsealed) • Footpaths and cyclepaths • Street lighting • Bus shelters and street furniture • Signage and linemarking • Bridges, culverts and jetties
6	Other Maintenance	• Safe Maintenance program • Emergency evacuation diagram updates • Asbestos inspection, removal and certification program • Flags and flagpoles • Piano Tuning • Lift maintenance

Other supporting documentation that is particularly relevant to this document (i.e. Technical Level of Service Catalogue Volume 2 – Streetscape Maintenance) includes:

- Relevant Asset Management Plan(s) (AMPs)
- Relevant City Policies, processes and guidelines (e.g. Verge Mowing Policy, Tree Guidelines, etc.)
- Revelant Australian Standards and/or Austroads Guidelines
- Revelant service authority standards (e.g. Western Power, Water Corporation).
- Other relevant Guidelines and Standards (e.g. IPWEA, WALGA)

1. Methodology

1.1 Level of Service Cycle

1.1.1 Establishing a Targeted Level of Service

In developing, implementing, reviewing and revising the City's Technical Level of Service for maintenance activities, the City adopts a cyclic approach as shown in Figure 1.

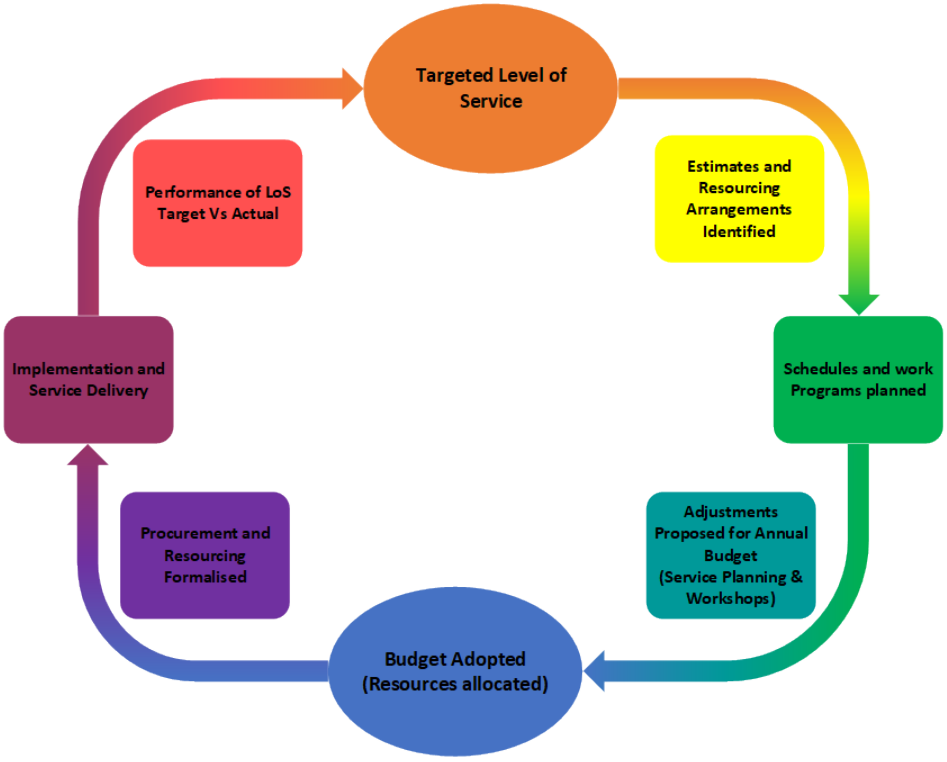


Figure 1: Level of Service cycle.

Expectations around the targeted level of service are formed through the creation and ongoing review of organisational Policies, Strategies, Plans and Budget, as well as external Standards, Regulations and Legislation.

1.1.2 Translating Expectations into Outcomes

Once Level of Service expectations are established, City staff are then responsible for balancing these expectations with available budgets and resourcing to translate this into outcomes for the community. The City achieves this through adjustment of proactive maintenance programs, reactive maintenance intervention points and procurement of associated resourcing.

1.1.3 Measuring Performance

To measure performance against expectations, the City surveys the community annually and compares feedback against set targets.

1.1.4 Reviewing Level of Service to Address Gaps

If a gap exists between the maintenance service that is expected and what is being delivered, the City considers how it can close this gap through the review and adjustment of targets or maintenance. As an example, the well-established relationship between quality, cost and time to complete works

(summarised in Figure 2) is used as one mechanism to adjust maintenance programs and reactive intervention criteria to address community feedback.



Figure 2: Relationship between cost, time and quality, which is applied to maintenance activities.

It is important to note that adjustments to the City's Level of Service are not instantaneous, as there are lead time factors such as the procurement of additional contractors, purchasing of additional fleet or onboarding of additional staff which must occur before an increase in LOS can be realised.

Typically, it can take up to 1-2 years to see the full impacts of an increased or decreased LOS.

1.2 Scheduling and Delivery of Maintenance Services

The City delivers the majority of its maintenance services through a combination of internal City staff and external contractors for both proactive and reactive maintenance activities. The decision on whether a service is contracted out or completed by in-house City staff is influenced by factors including (but not limited to):

- In-house resourcing compared against workload for a given maintenance service area (i.e. budget, headcount and fleet availability)
- Available space for staff and fleet accomodation
- Level of risk and liability associated with maintenance activties
- Specialist skills and expertise

Generally, recurring maintenance activities are more cost-effective to perform services via in-house staff.

1.3 Proactive Maintenance

Each year, the City develops a range of proactive maintenance programs, which are scheduled maintenance activities at differing levels of frequency, cost and scope depending upon the type of activity and location.

Certain proactive maintenance activities must be completed at certain times of year (e.g. clearing drains prior to winter rain to avoid flooding, clearing firebreaks prior to the summer bushfire season). Where this is applicable, it shall be noted in the proactive maintenance table applicable to the relevant service area.

The City may also engage in proactive maintenance in advance of ad-hoc events of significance (e.g. Festivals or shows; Gidgegannup Show, Swan Valley Show, etc).

In general, a visual inspection/assessment will be conducted prior to commencing works at the time of visitation for scheduled maintenance activities, in order to determine if works are required. If the objectives of the maintenance program will still be met by the next visit without the need to complete the scheduled works, this is recorded against the relevant maintenance program and City staff/contractors will progress to the next location in the program.

1.4 Reactive Maintenance

It is generally more efficient to conduct proactive maintenance than reactive maintenance. This is due to the efficiencies gained when work locations can be planned and completed sequentially, with resourcing requirements known beforehand, as opposed to on an ad-hoc basis. As such, the default position for the City should always be to complete maintenance proactively where possible. However, a portion of the City's maintenance will always be reactive, so is important to set clear criteria for the point at which reactive maintenance intervention is required as opposed to proactive maintenance.

The criteria for reactive maintenance intervention will be different for each maintenance activity type (e.g. criteria for a footpath trip hazard may be more objective, while perceived fire risk may be more subjective). However, the general principle for setting reactive maintenance intervention criteria is that reactive maintenance may be required if both:

- The primary objective(s) of the City's proactive maintenance programs is likely to not be maintained in between instances of scheduled maintenance; and
- The maintenance works cannot wait until the next round of scheduled maintenance, as there is an unacceptable level of risk for the City (e.g. safety, financial, reputational, etc) when assessed against the City's Risk Management Framework.

The reason for this general approach is based on the practicality of identifying if a reactive maintenance intervention point has been exceeded.

If the reactive intervention criteria for a type of maintenance is not met, the maintenance works shall instead be completed as part of the next instance of proactive maintenance works.

2. Relationship between Level of Service and Budget

2.1 Gap between Expected and Actual Level of Service

A significant factor in determining the Level of Service is the budget available for a particular maintenance area. If there is a gap that exists between the expected Level of Service and the actual Level of Service being provided, there are usually only two ways this gap can be addressed:

1. On one hand, increasing the budget that is available will lift the Level of Service being provided up closer to the expected Level of Service.

2. On the other hand, lowering the Level of Service expectations can bring this into line with the actual Level of Service that can be provided with current resourcing limitations.

The benefits and issues associated with both methods for closing the gap between the expected and actual Levels of Service are summarised in Table 4.

Table 4: Benefits and Issues with each method for closing the LOS gap.

Method	Benefits	Issues
Increasing budget to allow for an increase in Levels of Service	• Maintenance activities are performed to a higher standard of quality, greater frequency and/or faster • Community satisfaction increases • Less opportunity for issues from lack of maintenance to snowball into bigger issues/safety risks, etc.	• Higher annual cost increases to sustain higher Levels of Service, leading to the requirement for additional rates revenue to fund the increase in costs. • Greater increase in resources required (i.e. additional staff/contractors/fleet required). • Increasingly more difficult to maintain higher levels of service due to the City's growth, requiring an exponential increase in costs to maintain over the longer term.
Reduce Level of Service expectations to align with existing resourcing limitations	• Avoid increasing annual maintenance costs by more than the standard increases due to CPI and asset base growth. • Reduce the requirement for additional resources.	• Creates more opportunities for issues from lack of maintenance to snowball into bigger issues/safety risks and disrupt existing proactive programs. • Increased community complaints and dissatisfaction.

In general, the City aims to balance risk mitigation and community satisfaction around Level of Service within available resourcing parameters by reviewing the maintenance services we provide annually.

2.2 Maintaining current Levels of Service

It is important to note that the cost of simply maintaining the City's current Level of Service will increase annually, due to inflation and growth in the City's asset base. If the City wishes to increase its level of service beyond what it currently provides, this further increases the cost required to do so. This is illustrated as an example in Figure 3.

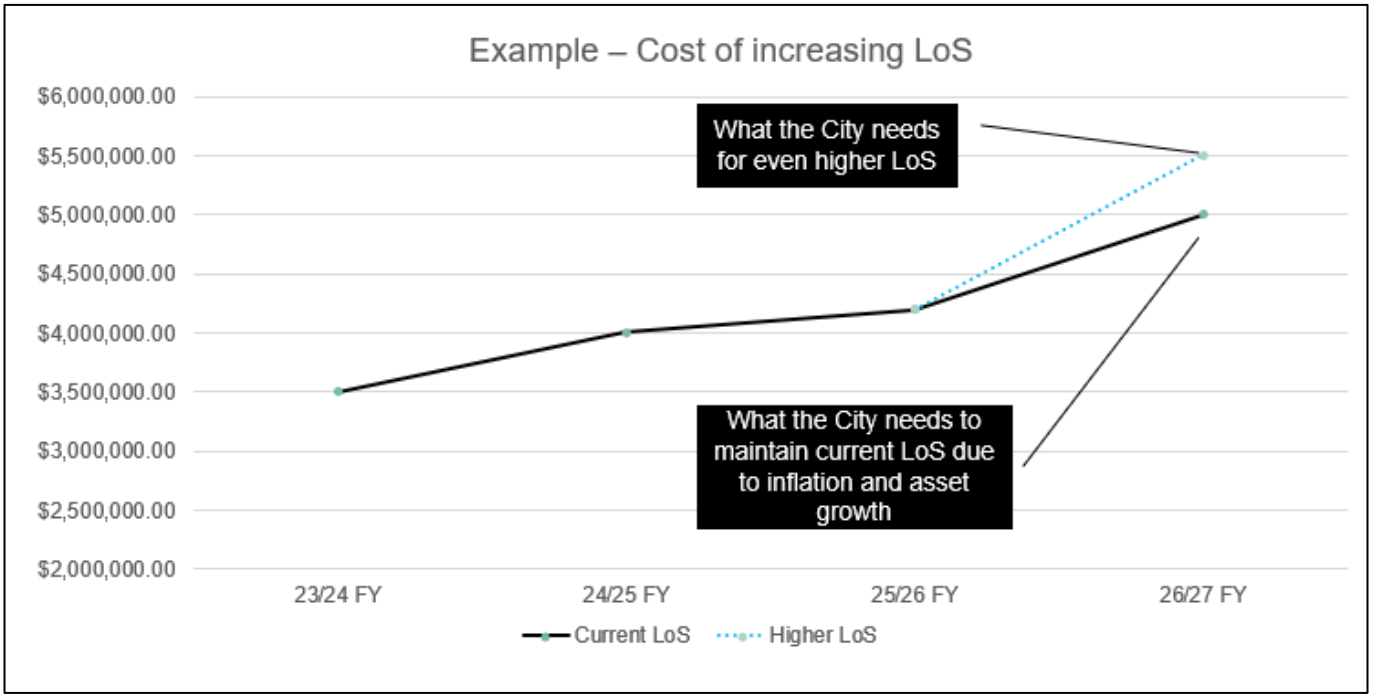


Figure 3: Example of requirements for maintaining existing LOS versus increasing LOS.

This also means that the City can actually have a reduction in LOS, despite increasing the budget, if this increase is still less than the sum of the increase due to inflation and asset base growth.

3. Limitations and Challenges

3.1 Factors the City can control

The City must operate within certain constraints when developing and implementing a technical level of service for maintenance activities. While the City can control or influence these constraints, they should be considered as part of best practice asset maintenance and financial sustainability. These constraints include (but are not limited to):

- To maintain equity for the community, the City does not (and should not) budget or schedule maintenance activities specific to certain wards or suburbs.
- The City must, where possible, stick to the reactive maintenance intervention point criteria to avoid setting a precedence for reactive maintenance that cannot be sustained across the whole City.
- The City must consider physical space limitations for staff and fleet, which affects ability for resources to grow to keep up with increasing demand.

3.2 Factors the City cannot control

Several internal and external factors can affect the City's ability to indefinitely maintain a fixed technical level of service. These include (but are not limited to):

- Cost increases to perform maintenance activities due to inflation, growth in asset base, contract rates, etc.
- Geographical size and scale of the City (currently 1,042km^2, nearly 20% of Perth Metropolitan area).
- Population growth (more people using assets, leading to more frequent maintenance required).
- Unexpected resourcing issues (e.g. internal vacancies due to illness, contractor availability/management issues).

An example of one aspect mentioned above, the City's asset base growth, is summarised in Table 5. This illustrates the increase in the City's asset base (and the corresponding increase in maintenance requirements) across a range of asset classes within a five (5) year period.

Table 5: City asset growth (data taken from the City's Annual Reports).

Asset Class	Unit of Measure	Value in 2020/21	Value in 2024/25	Approximate Growth Over Five (5) Years
Roads	Kilometres	1598	1695	6%
Paths	Kilometres	955	1036	8%
Buildings	Number of	276	300	9%
Parks and Streetscapes	Hectares	875	929	6%
Drainage Pipes	Kilometres	862	912	6%

4. Roles in Level of Service Management

4.1 Role of Elected Members

The role of the Elected Members is to set the strategic direction of the City and direct the administration via Council Policy and Council resolutions. In accordance with the Local Government Act Section 2.7, this includes:

- **Finances and Resources:** Overseeing the allocation of the municipal finances and resources.
- **Policy and Strategy:** Determining the Local Government's Policies and planning strategically for the future of the district.
- **Services and Facilities:** Deciding which services and facilities the Local Government will provide to the district.

Elected Members primarily guide the Levels of Service through resource allocation within the annual budget that is adopted. However, Elected Members must also consider alignment between the budget, Policy, strategy and provision of services and facilities, as a mismatch of any one of these compromises overall service delivery.

4.2 Role of City Staff

In relation to the servicing of the community, the role of City Staff (i.e. the Administration) led by the Chief Executive Officer (CEO) is to implement Council decisions and Policy, manage service provision and maintain operational systems. These responsibilities are at the core of the fulfilment of the Levels of Service outlined herein and it is the administrations responsibility to provide those services in the most efficient and effective way possible.

It is also the responsibility of the Administration to provide feedback and potential options and solutions for Council to consider where there are gaps in service delivery for any reason. This includes where the service levels are set beyond resource capacity, or where services and focus should be adjusted to better meet current community needs by reviewing services which may be over-catered for.

4.3 Role of Community

The role of the community is to have an open, honest and respectful dialogue with the Council and Administration around the outcomes they would like to see, primarily in the public realm. Community members can do this through the provision of feedback, particularly regarding where service levels could be adjusted to either increase or decrease service provision in order to better balance competing priorities and the net financial impact on ratepayers.

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