

Land Use

Goal: Direct growth in ways that protect and support our quality of life and that balance diverse interests in housing, employment and the environment.

Core Principle: The ways in which we use the land will impact the character and future of Lander.

Perhaps nowhere in America is the love of land and its value to a community's past, present and future more evident than in Lander. The land is the heart and soul of who we are; it's our identity and our livelihood. But, we have to be ever mindful that the land that underlies and defines Lander is a finite resource. More land cannot be created, but it can be lost to erosion, it can be poorly used, and it can be covered by haphazard development. Cared for properly, the land will sustain us and can be redeveloped again and again to carry us into the future.

Objective: Promote development patterns that protect open space and public and private investment.

Cities are living, breathing organisms. They experience cycles where new development is built, older areas are adapted to new uses and obsolete uses and structures are replaced with new. When this pattern of growth, adaptation, and regeneration occurs in harmony with the rest of the community, it supports and strengthens the city. The city prospers. When the pattern is skewed and development occurs without control, begins to encroach on and threaten parts of the city, grows faster than the infrastructure needed to support it, or leap frogs out to the city edge leaving pockets of vacant, obsolete and underused areas close to homes, infrastructure and businesses, it is much like a cancer that can damage and destroy.

The City of Lander acknowledges the inherent right of property owners to use, redevelop and otherwise enjoy their property. But the city also recognizes the wisdom in promoting what it believes are minimum measures to ensure that such use and enjoyment by one owner or a group of owners does not threaten the use and enjoyment of the rest of the community or undermine the millions of dollars in public and private investment that have been made. The following actions are designed to address such minimum measures and help keep Lander a healthy, thriving city.

[Infill, sprawl, graduated density, clustering, concurrency, scenic views, downtown, neighborhood protection]

Actions:

1-1. Encourage infill development.

Infill development is the development of vacant or underused sites located in otherwise developed areas of the city. This may be a vacant lot next to a gas station, a vacant tract between two housing developments, or an abandoned property falling into disrepair. While

potential infill sites can take many forms, they do have similar characteristics. They are generally surrounded by developed areas, they usually have good access to public infrastructure such as streets and utilities, and they are often, but not always, single parcels or small tracts. Occasionally they may have environmental challenges, such as contamination, flooding, slopes and gullies, but often they have just been overlooked or ignored. Tract home builders, for example, prefer large, contiguous relatively level tracts of land that can be easily divided and developed en mass by a single or select few home builders constructing homes having a common or repetitive footprint and style. By contrast, building homes on infill lots in residential areas often means scattered sites and custom floor plans to address characteristics of the individual site.

Infill development does not mean building on every square inch of land in the city. It does not mean building houses on public parkland, eliminating public open spaces, or requiring development of all vacant parcels. It also does not mean prohibiting development at the edges of the city. A public policy to support and encourage infill simply means that they city places a higher priority on the use of developable sites within the existing city fabric and will uses its resources to remove barriers and create incentives for these sites to be used.

There are many benefits of infill development. Infill makes better use of the land already within the city and minimizes the consumption of raw land at the edges. It helps to ensure that jobs and homes are located conveniently within the city. It bolsters the real estate market and values of property in older areas of the city. It makes better use of existing public infrastructure— instead of running new water lines a mile away, infill helps add customers to existing lines decreasing the per capita costs of the maintenance of those lines, and it increases the tax base.

1-2. Develop a zoning plan that promotes graduated densities and intensities of development with the highest density and intensity in the downtown and the lowest at the edge of the planning area.

Historic plans for cities and towns called for the greatest intensity of use at the center decreasing as you moved outward toward the edges. Uses were often mixed in ways that supported a largely pedestrian environment in higher density areas with larger agricultural uses located around the edges, but close enough to support the city. Graduated densities and intensities of development are also important visual signals that let the traveler know when they are entering a town as well as when they are approaching or moving away from town center.

With zoning came the ability to segregate uses, a phenomenon that has been taken to the extreme in modern times. The advent of the automobile allowed cities to push residential and employment centers to the edge of town and beyond creating auto-dependent suburbs that in many communities are use islands cut off from other parts of the city by thoroughfares, fences, and fears of incompatibility. The result has been sprawl, congestion, and indifference, if not hostility, toward pedestrian access.

As a small central city, Lander still enjoys many of the attributes characteristic of historic small towns. This is partly due to the fact that Lander has been growing and developing very slowly. If the rate of growth and redevelopment increases, however, the current zoning plan does not provide enough guidance to ensure that we continue to be a well-integrated and walkable city with a well-defined center and rural edges.

1-3. Fully integrate land use and infrastructure planning.

It is an interesting and well documented relationship that land use drives infrastructure needs and infrastructure drives land use; yet these two very important parts of community planning often occur with only a nod toward one another. Time and again in communities across the country, a new water line, sewer line, or road has redirected growth in often unintended or unplanned ways. Likewise, land use policies may steer growth to areas where infrastructure is inadequate requiring millions of dollars in retrofits, upgrades and new extensions that were unplanned and unbudgeted. This can be resolved by ensuring that land use and infrastructure planning is completely integrated. An integrated plan will result in directed public investment that makes sure that areas identified for future housing, commercial and industrial uses have the infrastructure they need and that those areas can be served in the most economical way.

1-4. Protect and support important community facilities.

Lander is blessed with many wonderful and important facilities that serve the needs of our citizens. These facilities range from the airport to the hospital to Lander Mill and the city cemetery. Each makes a unique contribution to our quality of life, often reflecting millions of dollars in public and private investment, and is worth our care and protection.

One of the biggest threats to the ongoing health and efficacy of our community facilities is land use incompatibility. Whether it's development that hems in the airport or housing developments too close to industry, we must be aware of what each facility needs in terms of neighbors to keep it working and prospering for our citizens. The following is a list of some of these facilities and the issues that might need to be addressed.

- *The **City of Lander Hunt Field Airport** is a small, general aviation airport with big plans. Currently Wyoming's busiest and largest general aviation airport, the airport is constrained by slopes, the current Rodeo Grounds and the municipal golf course. The Rodeo Grounds are moving soon to make way for additional hangar space and airport support facilities to support the projected need. The 2010 Airport Master Plan, however, calls for the relocation of the runways as well as a reclassification of the airport to a C2 facility that can handle larger aircraft. These changes will require deft treatment of current obstacles as well as the prevention of future constraints that will impair implementation of the master plan and future growth of the airport. Existing airport overlay zoning districts should be expanded to address potential land use impacts of the airport on surrounding land uses and those land uses on the*

airport. Currently, the standards address height and lighting, but do not address uses that congregate the public, serve the needs of children,

- Like similar facilities everywhere, the **City of Lander Landfill** facility should be monitored for environmental impacts and protected against encroaching incompatible land uses.
- **Lander City Park** is a jewel. It is extremely popular with citizens and heavily used during much of the year. It is the site of family picnics and of large community events. Occasionally, noise can become an issue for adjacent residences and it's become increasingly obvious that the park needs to expand in the future to meet the needs of our community. The city should capitalize on the availability of adjacent properties to expand the park when possible.
- The **Rodeo Grounds** are moving to make room for an expanded airport facility. While the grounds average low daily and weekly attendance, peak events such as the July 4th Rodeo require that the town plan for adequate infrastructure while making sure that the use of the grounds does not negatively impact surrounding properties. Also, as Lander grows more events at the grounds are likely so plans should include making sure that adjacent uses don't unduly limit future expansion opportunities.
- The **Wyoming Life Resource Center (WLRC)** is a State of Wyoming residential facility that provides therapeutic, medical and vocational services for its residents living with intellectual disabilities and acquired brain injuries. It is located on a 90-acre campus adjacent to large undeveloped tracts of land. As these undeveloped tracts build out, care will need to be taken to ensure that new uses do not negatively impact the residents. Many of the residents are sensitive to visual, auditory and sensory stimuli so attention should be given to uses that may generate noise, light, vibration and dust as well as any that would create an incongruous visual border with WLRC.
- The **Lander Business Park** and planned **Industrial Park** are facilities that provide a supportive environment for business and industry. One reason business and industry find parks to be desirable locations is that by co-locating with similar uses it minimizes the risk that existing and future neighbors will experience or perceive negative impacts from their operations. The city should continue to work to ensure that lands surrounding the existing business park and the proposed industrial park develop and redevelop in ways that are complementary to the parks.
- The **National Guard** facility located on Leedy Drive is an active site. The National Guard periodically uses the site to stage personnel exercises, equipment and logistics. These activities do have some offsite impacts, which should be considered when surrounding lands are developed and redeveloped. Fortunately, Dillon Park provides a buffer for the facility along one side.
- Residential development has been allowed to encroach on the **County Jail** facility creating what some feel is an unnecessary safety risk for the residents of those

homes. Future development and redevelopment surrounding the jail should be with uses and densities that minimize these risks.

- The city's **Wastewater Lagoons** are important features in the treatment of public wastewater; however, they do have sight and odor issues that may be a problem if residential development encroaches too closely. As opposed to being a potential nuisance, the **Water Treatment Plant and Intake** are community resources that could suffer from inappropriate land use getting too close. Certainly, any uses that could degrade water quality by contaminating surface or groundwater supplies should be excluded from a ½ mile buffer of these facilities or closely monitored to ensure they do not threaten community water supplies.
- The **Library** and **County Courthouse** generate a lot of activity. Automobile and foot traffic to and from the site can be heavy at times. Both facilities are surrounded by existing development, including a residential area. Care should be taken to minimize impacts should these properties redevelop or either of the public facilities expand.
- **Lander Regional Hospital** is an 89 bed facility providing a full range of services to Lander and surrounding areas. Like most hospitals, Lander Regional generates a significant amount of traffic and noise, issues which should be taken into consideration when surrounding lands are developed or redeveloped.
- The **Historic School House** that is currently the **Mason Building**, located at 6th and Garfield, was built in the late 1800s. It is a symbol and a marvelous example of early Lander and Wyoming history. Another, iconic, historic and community landmark is **Lander Mill**. Once an active mill that processed animal feed for Purina, the mill's silo can be seen from many places in town. **The Historic Railroad Depot**, currently occupied by the Chamber of Commerce, is another historic jewel. As the city ages and grows, it will face pressure to demolish its historic buildings to make way for modern development. Lander will need to work hard to preserve its past by encouraging preservation through adaptive reuse and appropriate rehabilitation of its historic structures.
- Many other areas of Lander including **Lander Valley High School**, and the **Museum of the American West**, warrant special attention when new development or redevelopment is proposed for surrounding areas.
- **Mt. Hope Cemetery** owned by the City of Lander is currently surrounded on three sides by open field and agricultural land. This is hallowed ground visited frequently by citizens and family wishing to pay their respects to the deceased in reverence and solitude. The serenity of the site could be lost if the open land around the cemetery is replaced by intense development or development that has offsite impacts such as noise, light, odor, or vibration. The city will also need to consider expanding the cemetery in the future, which won't be possible if all available land is dedicated to other uses.
- **The abandoned railroad right of way and rail lines** leading east out of town point to a time in the city's historic when it was the western terminus of the Chicago and

Northwestern Railway. In many communities, abandoned rail lines have been transformed into active trails, providing a shared use path for pedestrians, cyclists and horseback riders. Lander may also have a need for another secondary road in that location in the future. Whatever the future holds, the city should carefully plan how the rail bed can be transformed into a new city resource without losing its place in history.

1-5. Require infrastructure concurrency whenever possible when making land use decisions.

Infrastructure concurrency simply means making sure the infrastructure to support development is in place concurrent with the development of property. Too often, development is allowed to occur which stresses the ability of our roads and utilities to provide adequate levels of service especially during peak times. After development is in place, the cost of upgrading these systems usually falls entirely to tax and rate payers. This can be avoided by requiring concurrency.

1-6. Protect established residential neighborhoods from incompatible development.

Many non-residential uses, such as churches, daycares, professional offices, small retail, neighborhood scale food establishments and hair salons can be very compatible and highly desirable mixed in or close to residential neighborhoods. Other uses can destabilize a neighborhood causing property values to plummet and forcing residents to move. Boundary uses around established neighborhoods should be well planned and regulated to make sure they prosper without causing harm to the neighborhood.

Measures of Progress:

- Number of infill projects
- Development that reinforces the transition of densities and intensities of development
- Infrastructure capacity and levels of service
- Stable Property values

Objective: Create more opportunities for housing diversity and affordability.

Income has not kept pace with the cost of housing across the country including Lander. Despite the recent housing crisis in many cities, the value of properties in Lander has continued to increase making housing less affordable for many residents and workers. This is helping to create a workforce shortage in the city.

While the problem of affordability can be fairly complex, some of the solutions are not. Encouraging housing diversity is one such solution. Single-family detached dwellings tend to be the most expensive housing and require the most money and time to maintain. Because of this, they are becoming less desirable in areas with an aging population, empty nesters and young professionals. Condominiums, townhouses, patio homes, and apartments provide greater alternatives for housing choice and affordability. Currently, Lander does not have many of these choices, and some, like apartments, do not meet current demand.

Actions:

1-7. Encourage residential development above downtown shops and businesses.

One often overlooked place for new housing development is the downtown. That is ironic since downtowns were the residential place of choice in many historic cities. Housing more people downtown strengthens and vitalizes the downtown in many ways. It provides more people to shop and eat at downtown locations seven days a week morning, noon, and night. It ensures that there are more “eyes on the street” helping to reduce the potential for crime and loss of property due to fire or other causes. And, having residents downtown and not just tourists or workers makes the downtown feel more alive, more real.

1-8. Expand opportunities for workforce, senior, and first-time homebuyer housing.

Lander does not directly provide housing for any of its citizens. It can, however, encourage certain types of housing through land use policies, grants, and fees. Lander needs more housing for its workforce, especially those employed in the service industry, which tend to be some of the lower paying positions. The city needs more housing that meets the needs of its growing senior population. This ranges from handicapped-accessible single-family detached structures to full time nursing care. And the city particularly needs more first-time homebuyer housing to encourage a young workforce.

1-9. Allow small scale, well designed multi-family housing in more areas of the town.

Encouraging different types of housing shouldn’t mean creating new zoning districts or designating a single spot or area for multi-family housing, although that has been the trend for much of the last 50 years across the country. A better, more sustainable, and community-building strategy is to allow small scale, well designed alternative housing in most areas of the city that currently permit residential development. This will require thought, changes in codes and approaches as well as perhaps some public education, but the results should be a stronger, more robust housing market.

1-10. Expand infrastructure to new areas suitable for residential development.

City water and sewer has not been expanded in many years. This has helped to create a bottleneck for residential development. Workforce housing will need densities that require public water and sewer and developers need the city to expand these utilities to new areas for development.

Measures of Progress:

- Number of residential units in the downtown
- Number of units designated as workforce, senior, or first-time homebuyer units
- Ratio of single-family detached units to multi-family units within designated areas of the city
- Ratio of number of affordable units to the total number of units

Objective: Expand and diversify the economic base.

Lander's current economy is centered on retail, service, , and education and government, industries. Much of the economy in terms of jobs and income is derived from tourism associated with outdoor sports and activities. As Lander looks to the future, it will need to focus on diversifying the job base and capitalizing on it already significant tourist draw.

A key to diversifying the economy is to grow Lander's industrial base. The Lander Business Park has been very successful. Now it is time to look at establishing a new industrial park, hopefully one that will attract more manufacturing and business enterprises that will complement instead of compete with existing business and industry. Expanding opportunities for light industry—industry that has little if any offsite impacts—so that small-scale light industrial businesses can locate in commercial areas is another option for increasing opportunities for new industry.

Tourists bring a lot of dollars into the Lander economy each year, most of which is tied to Lander's spectacular position as a gateway to some of the nation's top outdoor adventure areas. While tourists may play and learn in one of the many outdoor areas, they tend to spend at least a portion of their time sleeping, shopping, and eating in Lander. While they are here, there is the opportunity to expose them to many other facets of Lander they may find interesting. The historic downtown and other historic properties are assets that should be capitalized on as well as our numerous quaint shops, festivals, and parks. Development of a new theatre/arts district is also a possibility that should be considered not only for tourists but for the enrichment of our citizens as well.

Actions:

1-11. Support policies that strengthen downtown and reinforce its position as the heart of Lander.

Our downtown is the heart of Lander. It represents the center of business and government and provides diverse opportunities for shopping, dining, doing business and viewing a slice of historic Lander. In many cities, downtowns were abandoned in the 60s and 70s by business and government alike in favor of newer, more modern shopping centers and locations along new thoroughfares. What most of them have found out since then is there is no replacement for downtown. Without a central business district, towns lack identify and focus. Luckily, Lander's downtown is still intact and, while challenged by some vacancies and not nearly as vibrant as it could be, continues to thrive.

1-12. Develop a new business park adjacent to the current town limits.

There is currently a serious lack of space available for new business sites within Lander. Specific needs include new ready-to-build 10 acre sites as well as new buildings for BLM and WYDOT.

1-13. Consider allowing more light industrial uses in non-residential portions of the town.

Light industry can include everything from a place that makes dentures to a dress-makers shop to a business that makes and repairs home appliances and electronics. As a group, these types

of business have few offsite impacts and can provide a diversity of jobs and opportunities for home-grown business. With a little effort, it is easy for them to integrate seamlessly into many non-residential areas including downtown.

1-14. Promote Lander as a tourist destination.

Tourism is a major component of the city's economy, so why spend time and effort promoting it? Perhaps the best answer is that despite Lander's acclaim and success and a gateway to the Wind River Range, it actually has more to offer than that. Lander has history and small town character that make it a wonderful tourist destination, even for those who care nothing about backpacking, camping, fishing, rock climbing or the myriad other outdoor opportunities that entice our current tourists.

Tourism promotion is also more than trying to get people to visit. It is about making sure that once they're here they feel welcome. Lander is not shy on the individual hospitality our residents freely give, but we are lacking in community hospitality. This is evident in our lack of wayfaring signage and visitor parking especially parking for large vehicles such as buses and RVs.

1-15. Adopt economic development strategies that create job diversity.

Diversifying the job base will not be easy. It will mean creating an economic development plan that identifies in detail the types of industries and services that are complementary with the current economy as well as the character and goals of Lander. It will also require the city to create a targeted approach to business recruitment and retention and to support job training that will be required to prepare our citizens for new types of jobs. There are many industries Lander could grow and foster that are closely linked to the industries we already have, but that meet our need to diversify—we just have to find them!

One way to attract new business and industry to Lander is to develop a new industrial park. Lander's current business park is at capacity. Industrial parks provide new prospects ready-to-build land, a guaranteed business-friendly neighborhood, and good access to major streets.

Measures of Progress:

- Percentage of vacant storefronts in the downtown
- Creation of a new business park
- Percentage of non-residential zoning area that permits light industrial uses.
- Increased tourism revenue
- Increase in number of sustainable wage jobs
- increased overnight stays
- Increased job diversity
- increase in population

Objective: Increase opportunities for recreation, culture, and tourism.

Quality of life is a term mentioned frequently by citizens and industry as the reason they chose to locate in a particular place. While this term is somewhat vague and can mean many things to many people, it nearly always means access to quality cultural and recreational opportunities. While Lander is the gateway to one of the nation's best wilderness playgrounds, having community scale recreational resources and opportunities within the city itself is important. This is evidenced by the huge popularity of City Park and the fact that demand now exceeds capacity during many events. Still, City Park even if expanded is not enough. The city needs to have a program for the long term expansion and maintenance of recreational facilities specifically parks, trails and open spaces. Citizens have also expressed a real need for an indoor recreational center especially during the winter months.

Culture is another term that can have many meanings. For our purposes it means the chance to come together as a community to explore and appreciate our capacity as human beings to act imaginatively and creatively as expressed through all forms of art. Lander is the home to Eagle Bronze Works, an internationally known and locally celebrated bronze art producer. We are blessed to have outstanding examples of their work placed strategically around our community, but we need to encourage other forms of art as well and create a community showcase.

Lander is a popular tourist destination, but principally as a gateway to federal lands. There is a lot of latent tourism capacity in the city, which, if capitalized on, could have a significant impact on community wealth. While Lander should continue to highlight itself as a gateway, it needs to position and market itself as a tourism destination as well. The history of Lander is, in many ways, the history of Wyoming and the story told in our historic buildings, museums, and downtown is one worth preserving and sharing.

Actions:

1-16. Develop a program for land and right-of-way acquisition to expand and maintain parks, trails and public open spaces.

Along with maintaining the recreational resources Lander citizens and visitors already enjoy, the city needs to focus on how and when to acquire new right-of-way and where such land is needed to expand our current park and recreation offerings. Of particular need is a comprehensive trails plan that identifies areas for future expansion including connections to Fort Washakie, Riverton and adjacent areas. These trails should be planned and designed to accommodate pedestrians, cyclists, horses, and snowmobiles.

1-17. Explore the feasibility of creating an all-season public recreational center.

While the great outdoors will always be the city's most important recreation venue, citizens have expressed the need for an indoor facility that can accommodate individual and group activities throughout the year. These may include basketball, fitness, gymnastics and similar activities, but will need to be better defined based on public need.

1-18. Expand City Park.

City Park is a wonderful public resource, but it can no longer accommodate demand during peak times and events. There is also a need to create and maintain a property buffer between the park and adjacent residential areas to make sure that noise, especially music and amplified sound during special events, is not disruptive to those areas.

1-19. Consider establishing a theatre/art district in the downtown area.

Our downtown is a wonderful place to establish a cultural showcase in the form of an art district complete with studios, galleries, and a theatre for performing arts. Not only would such a district be a great place for residents, but it could also draw tourists into the downtown helping to establish it as a tourism destination. A rich cultural environment is also

1-20. Strengthen the historic district and its tourism potential.

We have a rich history that is alive in our historic buildings and structures. They help us tell the story of Lander and serve to remind us of the values that helped establish our city and our state. Many people come to Wyoming looking for the authentic west and hungering for real examples of our history. If preserved and promoted, Lander’s historic district and other historic structures could be a significant tourism draw helping us to further establish Lander as a destination and not just a gateway.

Measures of Progress:

- Establishment of a land and right-of-way acquisition program for parks, trails and public open spaces
- Adoption of a comprehensive trails plan
- Completion of a feasibility study for creating a recreational center
- Completion of a comprehensive report to City Council on the possibility of establishing a theatre district
- Number of designated historic sites as a percentage of all qualifying historic sites within the city
- Implementation of an expansion plan for City Park

Objective: Plan for adequate community services.

While homes, businesses, roads, utilities, medical facilities, schools and similar assets are essential for community prosperity, the services needed to support them are also important and shouldn't be overlooked. Whether it is waste management, communications, or the protection of life and property, adequate services are needed to ensure we remain strong.

Actions:

1-21. Develop a robust recycling program.

The City of Lander currently operates a free, voluntary recycling center at the Lander Bale Facility. While many residents bring some portion of their recyclables to the facility, it is a very small fraction of what could be recycled. Recycling not only reduces waste and demand for landfill space, it also reduces resource consumption. Making recycling easy and convenient is the key to a strong voluntary program. The city should consider placing other recycling facilities at strategic places and encouraging shops and stores to recycle paper and plastic bags.

1-22. Install a fiber optic line to Ft. Washakie to create system redundancy for our communications network.

High capacity, reliable fiber optic communication lines are essential for twenty-first century communities. While Lander does not have the transportation capacity to handle large manufacturing or distribution facilities, it does have the wonderful surroundings and quality of life that is attractive to communication-based industries such as call centers. Running a new fiber optic line to Ft. Washakie to create a “loop” or redundancy will help to ensure that we are in a position to take advantage of the best opportunities available to us in the communication and digital age.

1-23. Acquire strategic sites for snow storage.

The winter weather that makes Lander a year-round outdoor playground and brings large amounts of snow puts a strain on our public works department. Removing snow from the streets means more than scraping. It also means moving the snow to a place where it can be stored until it melts. When snow storage areas are far away or inconveniently located, more labor is required to move the snow. That costs money. If snow storage sites aren't properly sited, they can also create problems when the snow begins to melt. The city should examine its current facilities and capacities and develop a plan for immediate and long-range solutions to snow removal problems.

1-24. Maintain acceptable levels of service for water, wastewater, police, fire, and emergency services.

Utilities, police, fire and emergency services provide backbone support for Lander and help us to ensure public safety and welfare. As a community changes its services must respond. Aging water and sewer lines mean more opportunity for inflow and infiltration that can overwhelm wastewater plants during storms and contaminate ground and surface waters. Lines carrying too much or too little capacity can also lead to problems with line pressure, blockages, and lack of capacity for economic development. Currently, the city's police, fire and emergency services are centralized and response times acceptable. As the city grows creating more roof tops, more

citizens, and more congestion response times will need to be monitored to determine when satellite facilities may be needed.

Measures of Progress:

- Per capita amount of materials recycled per capita
- Diversity of materials recycled within the city as a whole
- Installation of fiber optic line
- Identification and acquisition of snow storage sites
- Levels of service performance