Draft Building Asset Management Plan

2027 - 2028



Adelaide Hills
COUNCIL

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Executive Summary

The Adelaide Hills Council district spans approximately 795 square kilometres across 57 townships and localities, on the traditional Country of the Peramangk and Kaurna people. Its distinctive character is shaped by rural landscapes, natural environments, historic townships and strong local communities, each with its own identity and connection to place.

Council's buildings form an important part of this community life. Halls, libraries, sporting facilities and other community spaces provide places to meet, participate, learn and access services, while operational buildings support Council's delivery of services across the district. Many facilities also contribute to the heritage and identity of their townships.

Managing this geographically dispersed and varied building portfolio requires Council to balance local needs, changing community expectations, asset condition and available resources. This Building Asset Management Plan guides the maintenance, renewal and future planning of these facilities so they continue to support appropriate and financially sustainable services.

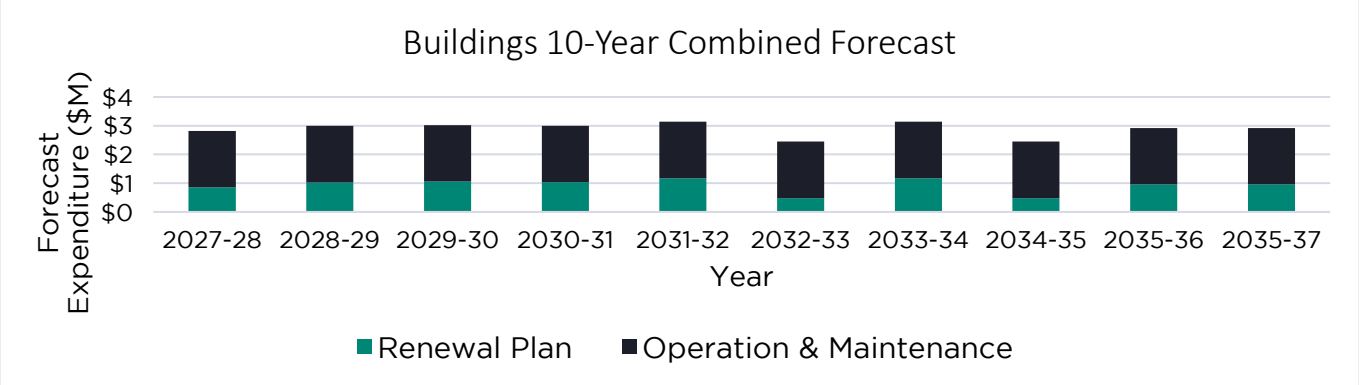
Adelaide Hills Council's building portfolio includes 318 buildings and structures with a replacement value of approximately $114 million. These assets provide places for community, sporting and cultural activities, public amenities and commercial uses, and support Council's administration and operational services across the district.

This Plan guides the management of buildings throughout their lives, covering acquisition, operations, maintenance, renewal and disposal. It supports Council's Strategic Plan and informs the Long Term Financial Plan by connecting service needs, asset condition, risk, and investment priorities.

The Plan proposes three service levels—High, Standard and Basic—to reflect the different roles and use of Council's buildings. Safety and applicable compliance requirements apply at every level. Detailed activities, frequencies and performance measures will be developed, applied and reviewed through the Improvement Plan.

The 2021–2022 visual condition assessment found 50.9% of assessed building components in Good or Excellent condition, 43.8% in Fair condition and 5.3% in Poor or Very Poor condition. Planned maintenance and timely renewal are important to manage deterioration, alongside challenges associated with ageing buildings, accessibility, functionality and heritage.

The 10-year forecast includes annual operations and maintenance expenditure and funding of approximately $1.95 million, with renewal expenditure and funding averaging $0.92 million annually, in current dollars. Forecasts align with Long Term Financial Plan allocations, but further work is required to assess funding adequacy against asset needs, Council's responsibilities and proposed service levels. A separate acquisition and upgrade forecast has not yet been quantified.



The Improvement Plan prioritises clearer responsibilities and lease obligations, service standards, risk management, inspections, maintenance records and cost reporting. Portfolio optimisation, a Public Toilet Strategy and improved condition, utilisation and suitability information will guide future decisions. Findings will inform updates to this Plan and the Long Term Financial Plan.

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Introduction



Adelaide Hills Council's building assets provide the spaces and facilities required to support a diverse range of community, recreational, cultural, commercial, and operational services. It is essential that these assets remain safe, compliant, functional, and serviceable to support ongoing service delivery and respond to the changing needs of the community.

Purpose of the Asset Management Plan

This Building Asset Management Plan outlines the activities and forecast funding required to manage Council's building portfolio at agreed service levels. It considers asset condition, service requirements, community values, associated risks and the outcomes of the Strategic Plan 2024.

The Plan is not a detailed budget. It is a key strategic document that guides decision-making, informs the Long-Term Financial Plan and supports Council's long-term financial sustainability.

The Plan Supports Council's obligations under section 122 of the Local Government Act 1999 for infrastructure and asset management planning over at least 10 years. Its forecast expenditure informs the development and review of Council's Long-Term Financial Plan.

Guiding Principles

Service and Community Outcomes
Assets will be managed to deliver appropriate levels of service aligned with service requirements, community needs and expectations, consultation outcomes, and Council's strategic priorities.

Risk-Based Decision Making
Asset-related risks will be identified, assessed and managed having regard to service criticality, condition, performance, compliance obligations, and Council's risk appetite.

Financial Sustainability
Asset investment decisions will balance service needs, risk, asset performance, and affordability, recognising both current costs and the long-term financial implications of decisions.

Lifecycle Management
Assets will be managed across their full lifecycle, from planning and acquisition through operation, maintenance, renewal, upgrade, rationalisation and disposal, to support service outcomes and achieve value over the asset's life.

Evidence-Based Decision Making
Asset information will be managed, maintained and used to support transparent, consistent and informed decision-making.

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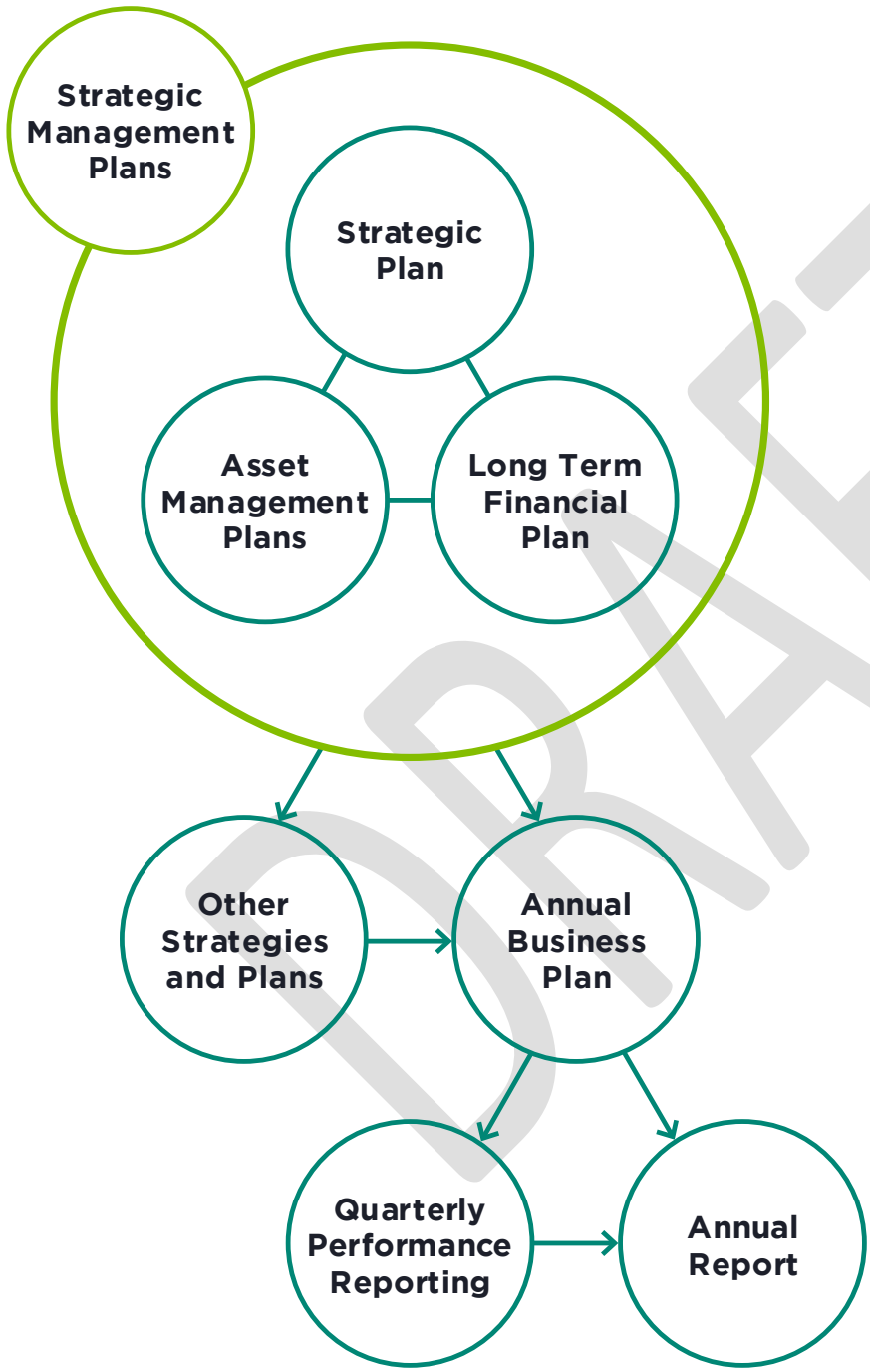
Strategic Context

The Buildings Asset Management Plan forms part of Council's strategic planning framework. It supports the objectives of Council's Strategic Plan by identifying the activities and investment needed to manage buildings and sustain the services they provide. The Plan informs the Long-Term Financial Plan, with annual priorities and funding considered through the Annual Business Plan and budget process.

Adelaide Hills Council Strategic Planning Framework



Strategic Plan

The Strategic Plan sets out the Council's key areas of focus for the next four years.

Asset Management Plans

Details the management and development of our assets and infrastructure.

Long Term Financial Plan

A view of our finances over a 10 year period that shows how we remain financially sustainable while delivering our strategic goals.

Annual Business Plan

Provides our annual budget and the details of how we will deliver our strategic management plans during the financial year.

Quarterly Performance Reporting

Shows our performance against the Annual Business Plan targets.

Annual Report

Shows our performance against our Annual Business Plan targets.

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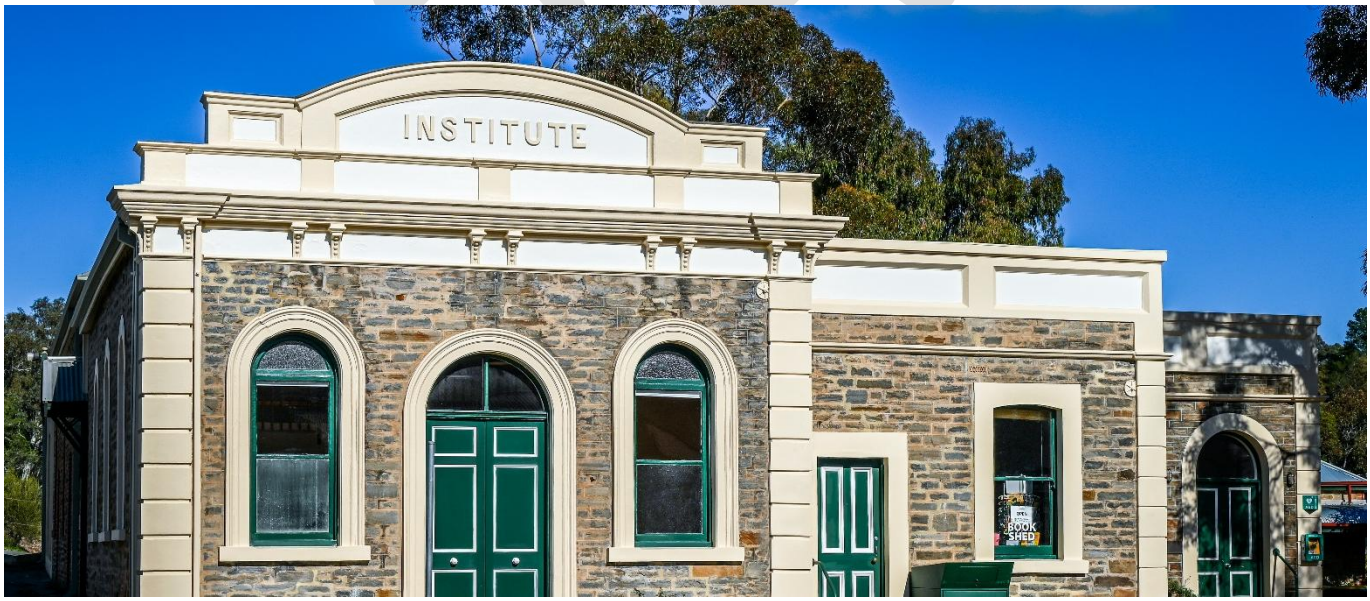
Key Documents

This section summarises the key Council plans and strategies that influence asset management planning and the delivery of infrastructure services.

- Strategic Plan 2024
- Long Term Financial Plan 2026-2035
- Annual Business Plan and Budget 2026-27
- Community and Recreation Facilities Framework
- Disability Access and Inclusion Plan 2026-2030
- Libraries Strategy 2022
- Sport and Recreation Strategy 2017-2021
- Towards Zero Emissions Carbon Management Plan
- Resilient Hills Coasts Regional Climate Action Plan 2025-2030
- Resource Recovery and Recycling Strategy
- Precinct Planning Framework and Guidelines

The following table outlines how this Asset Management Plan supports the relevant priorities of Council's Strategic Plan 2024.

Strategic Plan 2024 reference	How the AMP responds
BFE3.3 and BFE3.4 — asset planning and service standards	Improve asset information and establish appropriate building service levels.
BFE4.1–BFE4.4 — facility use and management	Inform utilisation reviews, shared use, leasing and portfolio optimisation.
O5.2 — financial sustainability	Connect lifecycle requirements and funding gaps with the LTFP and annual budget.



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Building Asset Summary

The Building Asset Management Plan covers Council owned buildings that support a range of community, recreational, operational, and commercial functions. Council's asset register includes 318 buildings and structures with a total replacement value of approximately $114 million.



The portfolio includes enclosed and partially enclosed constructed assets that accommodate people, activities or equipment. These range from complex facilities such as the Civic Centre, and heritage buildings such as the Woodside Institute, to simple structures such as sheds and shelters.

A number of Council-owned buildings are occupied and managed by community organisations or other third parties. Responsibilities for operations, maintenance and capital investment vary between agreements and are not always clearly defined. Clarifying and documenting these responsibilities is an action in the Improvement Plan.

The building portfolio is grouped by primary service role, use or management arrangements to support consistent planning, analysis and reporting.

Council's building assets can be classified into the following categories:

Category	Description of Category
Council Operations	Buildings primarily used to support Council's administration, workforce, service delivery or operational activities. These facilities are occupied and directly managed by Council.
Community Facilities	Buildings primarily provided for community, civic, cultural, educational or social use. They may be Council-managed or occupied by community organisations, but their main purpose is community service rather than sport, open space, or Council operations.
Open Space	Buildings and structures primarily provided to support the use, enjoyment or management of parks, reserves, gardens, cemeteries, and other public open spaces, particularly informal recreation rather than organised sport.
Sport	Buildings and structures primarily provided to support organised sport, recreation or active leisure activities. This category relates to the purpose of the facility, regardless of whether Council or a club manages it.
Public Amenities	Buildings provided primarily for general public convenience and incidental use rather than for a particular organisation or programmed activity.
Emergency Services	Buildings primarily provided to support emergency response, public safety and related operational activities, occupied and managed by recognised emergency service organisations.
Commercial	Buildings primarily used for commercial, business or income-generating activities, under arrangements where the occupant or activity operates on a commercial rather than community-service basis.

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Building Category	Building Count	Replacement Value ($)
Commercial	3	5,055,033
Community Facility	83	60,455,826
Council Operations	54	16,835,342
Open Space	46	1,259,961
Public Amenities	29	6,322,763
Sport	103	24,308,570
Total	**318**	**114,237,496**

Table 1: Building replacement values as at 1 July 2026

Replacement values exclude buildings in the Emergency Services category. These buildings are managed and maintained by lessees under ground lease arrangements.

Levels of Service

Levels of service define the standards Council aims to provide through its building portfolio to meet Council and community needs. They describe what users can expect in terms of safety, accessibility, functionality and amenity, together with the maintenance activities and performance standards needed to support these outcomes.

They guide maintenance, renewal and investment decisions by balancing community expectations, asset performance and risk with available resources and long-term financial sustainability.



Building Levels of Service Hierarchy

The building service level hierarchy comprises three tiers - High, Standard, and Basic, as described in Table 2. It recognises that buildings perform different functions, provide different community benefits, and require different levels of investment. Safety and applicable compliance requirements apply at every level.

The hierarchy provides a framework for maintenance, renewal, upgrade and rationalisation decisions. It will be progressively applied to individual buildings, with the assessment method and detailed maintenance and renewal standards developed and refined during implementation. The outcomes and associated resource requirements will inform future updates to the Asset Management Plan and Long-Term Financial Plan.

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Service Level	Description	Maintenance Intent	Renewal Intent
High	High presentation, functionality, reliability and amenity, reflecting community significance, high patronage, operational criticality, public profile, tourism importance or multi-functional use.	Proactive, planned maintenance to preserve high service standards. Defects generally addressed promptly to minimise disruption and deterioration.	Programmed before significant loss of service or presentation, maintaining the required high standard.
Standard	Consistent presentation, functionality, reliability and amenity for regular community or Council use, with moderate patronage, community reliance or operational importance.	Planned and responsive maintenance to keep facilities sound, functional and presentable. Defects addressed before materially affecting services.	Undertaken at agreed condition or performance intervention levels, generally restoring an appropriate contemporary standard.
Basic	Simple, functional service, keeping facilities safe, compliant, secure and serviceable for their intended purpose. Maintenance and renewal focus on essential functionality.	Essential, targeted maintenance for safety, compliance, security, weatherproofing and functionality. Cosmetic or non-critical work may receive lower priority.	Focused on components needed for safe, functional service. May be deferred until reasonably required, considering risk, condition and ongoing asset need.

Table 2 – Building service level hierarchy

Service levels will be assigned to individual buildings with consideration of:

- Strategic importance and alignment with Council's priorities
- Frequency of use and patronage
- Range of services and user groups supported
- Community benefit, reliance and the building's role within its township
- Importance to Council's operations and service delivery
- Public profile, location and tourism role
- Risk and consequences of service disruption, including the availability of suitable alternatives

Assessments will be supported by available evidence and professional judgement. The method for applying these considerations will be developed and tested during implementation.

Community Levels of Service

Community levels of service describe what people expect when using Council's buildings, including safety, cleanliness, accessibility, suitability and reliability.

Council's understanding of community expectations for its buildings is informed by broader community feedback and recorded service requests. The 2025 Community Survey did not specifically assess building service levels, however it highlighted the importance of accessible and well-maintained public amenities, access to local facilities, and preservation of heritage and township character. These findings provide context for building planning rather than a direct measure of satisfaction with the building portfolio.

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Building-related Customer Request Management (CRM) records provide insight into reported maintenance and service issues but are not a standalone measure of building quality or community satisfaction. The available records cover one full year and two partial years, limiting reliable comparisons over time. They do not capture all enquiries and may include requests raised by Council staff. Request numbers are also influenced by facility use, reporting practices and the nature of the issues raised.

Further engagement and improved analysis of service requests will help refine community expectations and develop meaningful performance measures as the building service level hierarchy is implemented. This work is included in the Improvement Plan.

Technical Levels of Service

Technical levels of service guide the operations, inspection, maintenance, and renewal activities needed to support each building's intended use and service standard. Activities are prioritised with consideration of risk, condition, service continuity, applicable requirements, and Council's responsibilities.

Detailed activities, frequencies, response standards, and renewal intervention points will be developed alongside implementation of the building service level hierarchy. Suitable performance measures and data requirements will be established through this work, which is included in the Improvement Plan.

These activities provide a basis for service delivery, although consistent portfolio-wide standards and performance measures have not yet been fully documented. The current approach and areas for further development are summarised below.

Service area	Current approach	Further development
Operations	Inspections and works address applicable requirements and identified safety issues.	Document inspection requirements, responsibilities and records.
Maintenance - reactive	Work is prioritised according to risk, condition and impacts on building use.	Define response priorities and timeframes aligned with the service level hierarchy.
Maintenance - planned	Maintenance and repairs support continued use for the intended purpose.	Establish maintenance activities and frequencies appropriate to each service level.
Renewal	Forecast priorities consider condition, known defects, risk and service requirements.	Develop renewal intervention points aligned with the service level hierarchy.

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Future Demand

Demand Drivers

Adelaide Hills Council's building portfolio reflects the district's distinctive township structure, with many towns having their own halls, institutes, community buildings and sporting facilities. These assets support local identity, community connection and access to services, however, their dispersed nature can also result in duplicated facilities, varying utilisation, and higher costs to operate, maintain, and renew. Many are also older or heritage buildings that are highly valued but can be costly to maintain, adapt, and upgrade to meet contemporary accessibility, safety and environmental standards.

Future demand for the building assets can be influenced by population growth, demographic change, seasonal patterns of use, community preferences and expectations, technological developments, economic conditions, environmental awareness, and changing legislative and regulatory requirements, and the need for more inclusive, flexible and multi-purpose facilities.

Council's response will depend on each building's condition, functionality, utilisation, location and adaptability, together with available funding and the capacity of community organisations and lessees to support their facilities. This may require Council to prioritise investment, encourage shared use, adjust service levels, or consider the optimisation of the building portfolio through consolidation, repurposing, or rationalisation of some assets.

Demand Management

Demands will be managed through the effective use of existing assets, targeted upgrades, and strategically planned provision of new assets. Demand management measures may also include non-asset solutions, shared or alternative service-delivery arrangements, risk transfer through insurance, and planned responses to asset failures.

Demand driver	Likely effect on building requirements	How demand may be managed
Population and demographic change	Changes in the number, type, location and accessibility of facilities required by the community	Monitor population projections and local needs, improve accessibility and favour flexible, multi-purpose facilities
Changing sporting and recreational participation	Increased use of some facilities and declining or changing use of others	Monitor membership, bookings and utilisation; encourage shared use; and align investment with demonstrated demand and recreation planning
Community preferences and expectations	Greater demand for safe, accessible, inclusive, functional and well-presented facilities	Establish service levels, undertake community engagement and use customer feedback and utilisation information to inform priorities
Tourism, events and seasonal patterns	Periodic increases in demand for public amenities, halls and other facilities in key locations	Monitor seasonal use and target operating, maintenance and investment responses to periods and locations of higher demand
Legislative and regulatory change	New or higher requirements relating to safety, accessibility, building compliance and environmental performance	Undertake compliance audits, assess risk and incorporate required works into maintenance, renewal and upgrade programs

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Climate change and environmental expectations	Greater need for resilient, energy-efficient and water-efficient buildings	Incorporate resilience and sustainability measures into maintenance, renewal and upgrade projects
Changing service-delivery models and technology	Reduced demand for some traditional spaces and increased demand for adaptable, connected and multi-purpose facilities	Review how services are delivered and make better use of existing buildings before considering upgrades or new assets
Economic conditions and affordability	Changes in community participation, operating costs and Council's ability to respond to emerging needs	Prioritise responses according to service need, benefit, risk and affordability, and investigate partnerships and external funding

Table 3. Opportunities identified to date for demand management

Any new assets required to meet demand may be acquired, donated or constructed. Where new or upgraded assets are required to meet demand, their whole-of-life costs, including operations, maintenance and renewal, will be considered in planning and funding decisions.

Lifecycle Management

This section explains how Council will manage its buildings throughout their lives to support the agreed levels of service while considering costs and risks. It draws on available information about asset condition, performance and useful life to guide operations, maintenance, renewal and other investment decisions, and to develop the work programs needed to keep buildings fit for their intended use.

Lifecycle management describes Council's approach to acquiring, operating, maintaining, renewing and disposing of building assets over their life to deliver agreed levels of service, ensure value for money, and support long-term financial sustainability by balancing whole-of-life costs, risk and performance.

This approach supports buildings remaining appropriate for community needs and informs the funding requirements identified in this Plan.

An assets lifecycle can be described into the following stages:

Acquisition
- Initial phase of identifying, planning, purchasing or building asset, and includes donated asset.

Operations
- Activities required to run and use an asset so it can deliver its intended service.

Maintenance
- Minor repairs that allow an asset to reach its expected life.

Renewal
- Works to return an asset to "as new" condition to provide an equivalent service.

Disposal
- Removing assets from service that are underperforming, underutilised, or obsolete.

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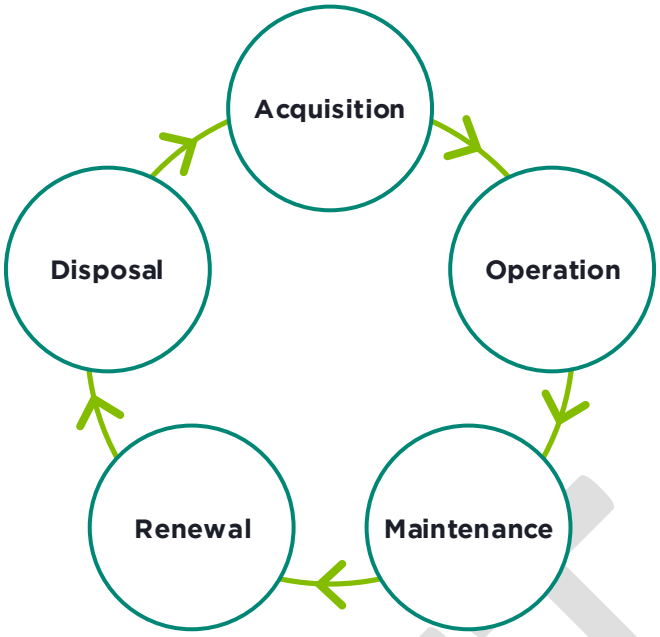

Figure 1: Asset lifecycle flowchart

These stages are further detailed later in the report.

Asset Condition

The condition of Council's buildings is determined through comprehensive visual condition assessments undertaken by qualified specialist consultants. These inspections focus on a component-level visual evaluation of major structural, external, and internal building elements to identify visible defects and deterioration.

The latest building condition assessment was undertaken in 2021-2022, with the next building condition assessment scheduled for 2027-2028. Following that assessment, Council intends to undertake comprehensive visual condition assessments on a consistent 5-year cycle to maintain a reliable baseline. Additional assessments will be undertaken on buildings where condition, deterioration or risk warrants.

The condition scoring criteria adopted for building asset audits is summarised:

Rating	Condition	Definition
1	**Excellent**	Very good condition. Only normal preventative maintenance required.
2	**Good**	Minor components show wear. Minor maintenance required.
3	**Fair**	Moderate deterioration evident. Moderate maintenance required.
4	**Poor**	High deterioration. Significant renewal or rehabilitation required.
5	**Very Poor**	End of Life. Very high risk of breakdown. Investigate renewal/removal

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Current condition profile

The overall condition profile of Council's building portfolio, based on the findings of the 2021–2022 comprehensive visual assessment, is illustrated in Figure 2.

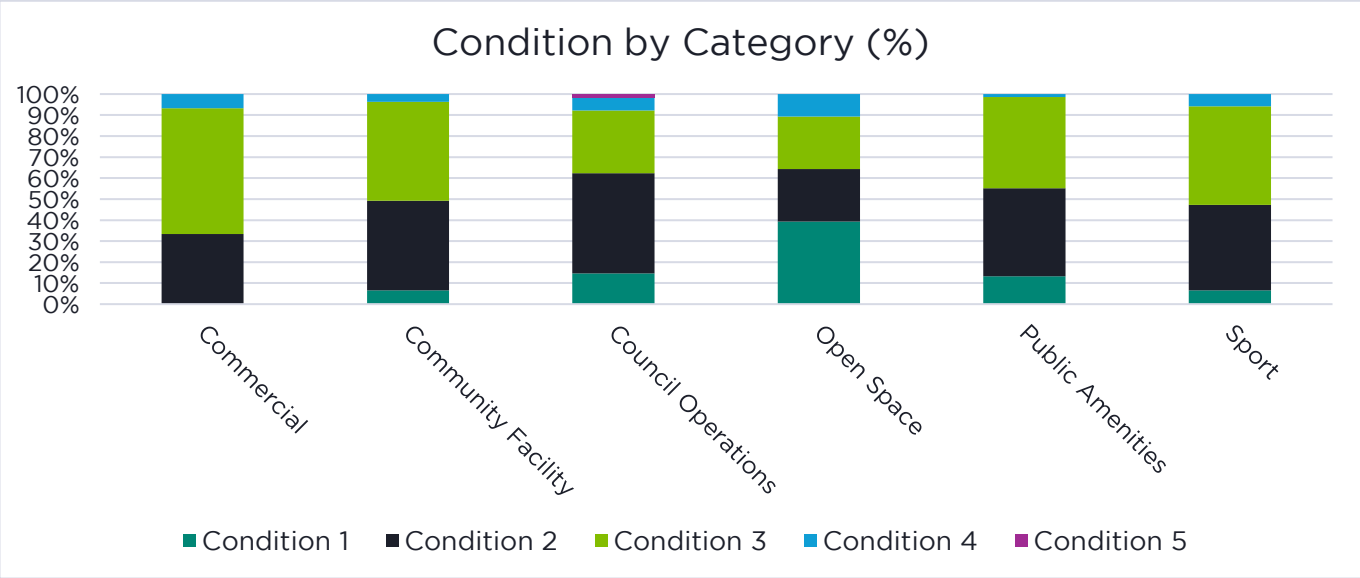

Figure 2: Condition of Council's building components by category (% of components assessed)

The assessment indicates that 50.9% of building components are in Condition 1 or 2, 43.8% in Condition 3 and 5.3% in Conditions 4 or 5. The substantial proportion in Condition 3 highlights the importance of planned maintenance and timely renewal to manage deterioration. Components in Conditions 4 and 5 require further assessment to determine appropriate action, considering their function, safety implications and consequences of failure.

Category	Condition Average
Commercial	2.7
Community Facility	2.5
Council Operations	2.3
Open Space	2.1
Public Amenities	2.3
Sport	2.5

Table 4: Average condition score for category of buildings

Average condition scores range from 2.1 to 2.7, placing all categories between Good and Fair condition. These averages provide a broad comparison but can mask individual components in poorer condition. Maintenance and renewal priorities will therefore consider component-level condition alongside functionality, service requirements and risk.

Useful Life

Building components have different expected useful lives, reflecting their materials, construction, use, exposure and maintenance requirements. The following table summarises the useful life ranges currently recorded in Council's asset register.

Expected useful lives and estimated remaining useful lives are planning assumptions rather than fixed replacement dates. Actual renewal timing is informed by condition assessments, maintenance history, risk and the component's ability to support the required service.

Some building elements are grouped into broader components for valuation and depreciation purposes. The useful life recorded for a grouped component does not necessarily reflect the replacement timing of each individual element. Individual elements may therefore require renewal before the recorded end of the grouped component's life.

Component groupings and useful life assumptions will be reviewed through Council's audit improvement process. The outcomes will inform future asset register updates and renewal forecasts.

Component Name	Useful Life Range
Entire Structure-Simple Asset	20-80
Internal Fit-out and Fittings	10-100
Roof	20-80
Services	10-150
Sub-Structure	40-200
Super-Structure	25-150

Table 5: Useful life range for building components

Asset Challenges

A significant portion of Council's building portfolio was constructed several decades ago to meet historical community needs. As these assets age, they present a dual challenge: the natural physical deterioration of structural components, and an increasing divergence from modern regulatory and contemporary standards.

Key impacts of this ageing profile include:

- Accessibility: Some older facilities have accessibility limitations, including ramps, doorways and amenities that may require assessment and improvement.
- Increasing Maintenance Requirements: Ageing buildings can require more frequent repairs and maintenance, increasing pressure on available budgets.
- Functionality and Suitability: Some buildings remain structurally sound but no longer adequately support contemporary community needs. Examples include changerooms with communal showers or layouts that limit flexibility, privacy or inclusive use.
- Heritage Considerations: The heritage element can impact the cost of repairs, renewals, complexity of fixes, timelines, and community expectations.

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- **Local Servicing and Site Constraints:** Access to reliable water supplies, ageing septic systems and limited car parking can affect the operation, suitability and future improvement of facilities. Addressing these constraints may require investment beyond the building itself.

Balancing maintenance, renewal and upgrades across these challenges within available funding is a key long-term task for Council. Investment priorities will need to consider condition, risk, service needs, accessibility, heritage significance and the ongoing suitability of each facility.

Operation and Maintenance Plan

Operations and maintenance activities support the ongoing use of Council's buildings, helping them remain safe, functional, and fit for purpose throughout their service life.

Operations include routine activities and costs that support building use and service delivery, such as cleaning, and regular inspections, utility costs, and security monitoring.

Maintenance includes activities undertaken to keep buildings and their components in appropriate service condition. These include servicing, painting and repairs to manage deterioration, address defects and help components achieve their expected service life.

Responsibility for operations and maintenance is shared between Council and building occupants according to lease or other agreements. These arrangements establish responsibility for undertaking activities and meeting associated costs. Operations and maintenance forecasts reflect Council's expected obligations. These forecasts will be reviewed as leases are renewed, responsibilities are clarified or service requirements change.

Activities are prioritised according to legislative requirements, risk, asset condition, and level of service. Detailed operations and maintenance activities, frequencies, responsibilities and resource requirements will be progressively developed to support implementation of the building service level hierarchy.

Council will review building maintenance requirements through its asset service reviews, considering condition, functionality, utilisation and ongoing service needs. Where a building is approaching the end of its useful life or no longer fit for purpose, the review will assess whether continued maintenance remains practical and cost-effective, or whether renewal, upgrade, replacement, consolidation or disposal would better meet service needs.

Public toilets accounted for approximately 62.5% of recorded building-related maintenance requests in the available 2024–2026 CRM data. This will inform maintenance planning and development of the Public Toilet Strategy. Request numbers do not indicate the cost or complexity of maintenance undertaken.

Forecast Operations and Maintenance Expenditure

Figure 3 shows the combined operations and maintenance forecasted expenditure over the next 10 years. This provision supports activities such as electrical testing and tagging, utility payments, security, defibrillator maintenance, insurance, cleaning and building maintenance. Operations and maintenance costs are not separately identified in the current financial forecasts.

The forecast reflects current budget allocations and assumptions incorporated into the Long Term Financial Plan. Further review of historical expenditure, maintenance requirements and cost assumptions is needed to assess whether this provision is sufficient to meet Council's ongoing obligations and proposed levels of service. This work will inform future updates to the Plan and financial forecasts.

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Figure 3: 10-year operation and maintenance planned expenditure

Renewal Plan

Asset renewal is the replacement, rehabilitation or refurbishment of existing assets or components to restore their condition and service potential. For buildings, this may include replacing roofing materials, floor finishes or building services. Renewal supports continued service delivery, while works that substantially increase capacity, functionality or service levels are considered upgrades and are included in acquisition planning.

Council's building asset register records buildings as a series of components. Condition assessments examine individual building elements in greater detail, with the findings used to update the condition and estimated remaining useful life of the corresponding register components. This information, together with component replacement values, is used to forecast future renewal needs and inform long-term financial planning and capital works programs.

Renewal planning uses these forecasts and detailed assessment findings to prioritise proposed works, considering condition, risk, service levels, the future use of each building and Council's strategic priorities. Available funding informs the scheduling of works. Project scope, timing, and cost estimates are refined as asset information is updated and projects are investigated.

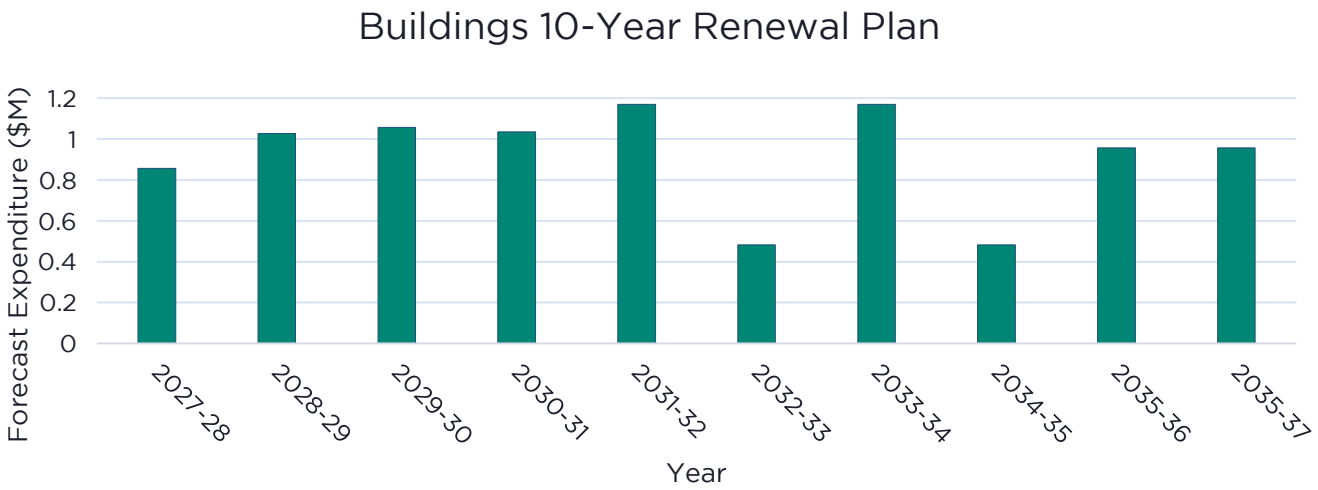

Figure 4: 10-year renewal planned expenditure

Acquisition Plan

Acquisition includes providing new assets or upgrading existing assets to meet service needs. New assets may be purchased, donated or constructed.

Renewal projects may include new or upgraded components to address compliance requirements, accessibility, functionality or changing service needs.

The extent and cost of these works will be progressively identified through project investigations and scope development. A separate acquisition and upgrade forecast has not yet been quantified. Existing project estimates will be reviewed to establish the extent to which these costs are already included and to identify any additional funding requirements.

New and upgraded assets create ongoing operations, maintenance and future renewal obligations, and may increase depreciation expense. These financial impacts will be considered when assessing proposals and refining forecasts to inform the Long-Term Financial Plan.

Disposal Plan

Disposal planning will be progressively developed through a review of Council's building portfolio, informed by asset condition, utilisation, suitability for service delivery, community needs and expectations, and whole-of-life costs.

Buildings identified as potentially surplus to requirements will be assessed for alternative use, consolidation or disposal, with consideration of heritage significance, lease arrangements and applicable statutory and consultation requirements.

Risk Management

Council faces increasing pressure to maintain, renew and upgrade an ageing building portfolio while responding to changing legislative requirements, accessibility expectations, community needs and financial constraints. These pressures require a risk-based and financially sustainable approach to investment across the portfolio.

Council's building risk management approach considers risks to people, service continuity, and asset performance, together with risks arising from funding constraints, incomplete information, and unclear responsibilities.

Risks will be assessed using Council's risk management framework and risk matrix, considering likelihood, consequences and the effectiveness of existing controls. Assessments will draw on condition information, maintenance and compliance records, lease arrangements, and relevant emergency and business continuity plans.

The findings will inform maintenance and renewal priorities, with particular attention to public safety, statutory compliance and critical services.

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Likelihood	1 Insignificant	2 Minor	3 Moderate	4 Major	5 Catastrophic
A Almost Certain	Medium (1A)	High (2A)	Extreme (3A)	Extreme (4A)	Extreme (5A)
B Likely	Medium (1B)	High (2B)	High (3B)	Extreme (4B)	Extreme (5B)
C Possible	Low (1C)	Medium (2C)	Medium (3C)	High (4C)	Extreme (5C)
D Unlikely	Low (1D)	Low (2D)	Medium (3D)	Medium (4D)	High (5D)
E Rare	Low (1E)	Low (2E)	Low (3E)	Medium (4E)	High (5E)

Table 6: Council's risk matrix

Critical Buildings and Components

Critical buildings and components are those whose failure could have significant consequences for safety or the continuity of essential services.

Council will draw on emergency management and business continuity plans, supported by advice from relevant Council staff, to identify buildings with critical service or emergency roles. Consideration will include the consequences of closure, the duration of disruption, and the availability of alternative facilities.

Critical components will be identified through relevant condition assessments, and safety inspections, particularly where failure could cause serious injury or prevent safe building use. This information will help prioritise inspections, maintenance and renewal.

Key Risks and Treatments

The following table identifies preliminary risks and proposed treatments. Existing controls and their effectiveness are to be confirmed, and risk ratings completed using Council's risk matrix.

Treatments may include inspections, maintenance, repairs, renewal, further investigation or changes to building use or access. Priority actions will identify responsibility, timing and funding requirements.

Where treatments cannot be fully implemented, the remaining risks and service consequences will be documented for consideration through Council's risk management framework.

Risk	Potential consequences	Current Controls	Proposed treatment
Insufficient funding or resources for maintenance, renewal and risk treatments	Increasing defects, higher future costs, reduced service levels and greater risk exposure	AMP and financial planning alignment, budget reviews and works prioritisation	Identify funding and delivery gaps, prioritise treatments and document the consequences of deferred work
Deterioration or failure of building components	Injury, reduced functionality, building closure or service interruption	Condition assessments, defect reporting, inspections, repairs and renewal programs	Investigate significant defects and prioritise maintenance or renewal according to risk and service needs

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Blocked gutters and stormwater drains	Water ingress, building damage and disruption to use	Cleaning arrangements, inspection frequencies and records of recurring problems	Establish cleaning frequencies based on site needs and identify associated maintenance costs
Failure of essential safety systems or gaps in compliance arrangements	Reduced occupant protection, regulatory consequences or building closure	Inspection, testing and servicing arrangements, compliance records and assigned responsibilities	Confirm requirements and responsibilities, address deficiencies and retain evidence of completed actions
Bushfire, storms, flooding and extreme heat, including changing climate exposure	Injury, asset damage, loss of access, reduced asset life and service disruption	Emergency plans, hazard assessments, site preparedness and recovery arrangements	Assess exposure of key facilities and incorporate appropriate preparedness and adaptation measures into maintenance and investment planning
Utility outages or disruption to contractors and suppliers	Loss of building functionality, delayed repairs and interruption to services	Business continuity plans, backup systems, alternative facilities and supplier arrangements	Identify critical dependencies and confirm contingency arrangements for priority services
Security incidents, vandalism or unauthorised access	Injury, property damage, financial loss and disruption to use	Access controls, security measures and incident reporting	Review recurring incidents and strengthen controls where warranted
Unclear responsibilities for leased or shared buildings	Missed inspections, unresolved defects and delayed responses	Lease provisions, maintenance responsibilities and reporting arrangements	Clarify responsibilities and establish reporting, escalation and follow-up arrangements
Incomplete or unreliable building information	Significant defects overlooked, inappropriate priorities and inaccurate funding forecasts	Asset register checks, condition assessments and updates from maintenance activities	Address priority information gaps and improve processes for recording defects, completed works and changes to assets
Building suitability or investment decisions do not align with service needs	Reduced functionality or accessibility, underutilisation and expenditure on buildings with an uncertain future	Service reviews, utilisation information, accessibility assessments and property planning	Coordinate renewal decisions with service needs and portfolio optimisation, while addressing immediate safety and compliance requirements

Risk Review

Building-related risks are currently reviewed through condition assessments, inspections, defect reporting, maintenance planning and operational decision-making. However, these reviews are not yet consolidated through a formal asset-specific risk register or a consistently documented annual review process.

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Council maintains a corporate risk register for significant organisational and strategic risks. Relevant asset-related risks may be escalated to that register where they meet corporate reporting thresholds, while other building risks continue to be managed through operational controls, works programs and budget processes.

Over the life of this Plan, Council will strengthen and formalise its approach by documenting key building risks, existing controls, treatment actions, responsibilities and review outcomes. This will improve the connection between asset planning, operational risk management, financial planning and Council's corporate risk framework.

Financial Summary

This section summarises the forecast expenditure and available funding for Council's building portfolio over the 10-year planning period. It brings together the financial implications of operating, maintaining and renewing buildings to support ongoing service delivery.

Forecast Basis

Renewal expenditure for the first eight years is based on identified projects informed by available condition data, known defects, risk and operational priorities. For years nine and ten, an indicative annual allowance has been applied using the average annual renewal requirement generated by the 20-year NAMS+ lifecycle forecast for the building portfolio.

The renewal program is a forecast of anticipated expenditure and timing, rather than a confirmed schedule of works. Confidence is generally greater in the first year, where projects are considered through the annual budget process, although scope, cost and timing remain subject to further planning and investigation. Forecasts across all years will be progressively refined as Council strengthens its planning cycle, develops project scopes and updates condition information and renewal priorities.

Operations and maintenance forecasts are based on the amounts currently budgeted in Council's Long Term Financial Plan, with these costs presented together. Further review is needed to assess whether this funding is sufficient to meet ongoing operations and maintenance requirements.

Forecast expenditure is expressed in current dollars, with inflation applied separately through the Long Term Financial Plan.

Financial Forecasts

The 10-year financial forecast includes expenditure for the operation, maintenance and renewal of Council's buildings. Operations and maintenance are presented together, consistent with the current financial forecasts.

The forecast includes:

- **Operations and maintenance:** Budget provision for ongoing activities such as cleaning, utilities, security, insurance, electrical testing and tagging, defibrillator maintenance, servicing and repairs.
- **Renewal:** Forecast expenditure to replace or restore existing buildings and components to sustain their service potential.



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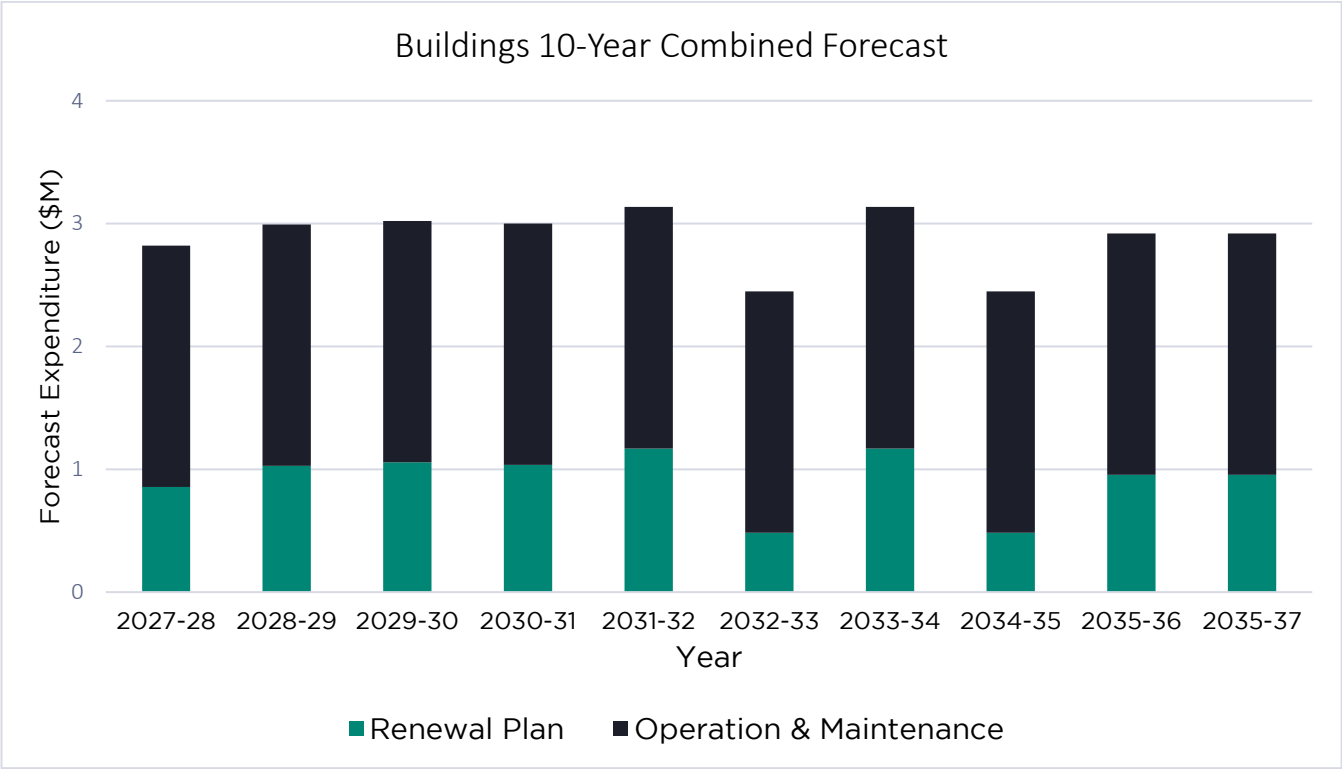

Figure 5: Forecast building expenditure by activity over the 10-year planning period.

Funding Position

Council's Long Term Financial Plan identifies the funding currently allocated to operate, maintain and renew the building portfolio. The expenditure forecasts presented in this Plan currently align with these allocations.

Annual forecast expenditure and available funding are approximately $1.95M for operations and maintenance, with average annual renewal expenditure and funding of around $0.92M over the ten-year planning period.

This alignment does not establish that all asset needs are fully funded. Further work is required to review renewal requirements, assess operations and maintenance needs, and understand the costs of delivering the proposed levels of service and meeting Council's obligations.

Forecasts are expressed in current dollars over the ten-year planning period, with inflation applied separately through the Long Term Financial Plan.

As this work progresses, any identified funding gaps will inform future financial planning, project prioritisation and consideration of service levels. Decisions to defer work will consider the implications for asset condition, service delivery, risk and future costs.

Depreciation and Renewal Funding

Depreciation recognises the estimated consumption of building assets over their useful lives. It is a non-cash operating expense that helps Council understand the full cost of providing services. Depreciation influences the revenue Council needs to recover through rates and other income to support financially sustainable services over time, although it does not determine the amount spent on renewal each year.

The following indicators help explain renewal funding for the building portfolio:

Indicator	What it measures	Building portfolio
Asset Renewal Funding Ratio (ARFR)	Planned renewal expenditure funded through the LTFP compared with renewal expenditure identified in the AMP.	**100%** over the planning period, reflecting alignment between the current AMP forecast and LTFP allocations.
Asset Sustainability Ratio (ASR)	Renewal expenditure compared with depreciation.	**Approximately 42%**, using average annual forecast renewal expenditure of $0.92 million over the 10-year planning period and 2026/27 depreciation of $2.18 million as an indicative comparison.

The ARFR confirms that currently identified renewal expenditure is funded; it does not establish that all renewal needs have been identified. The lower ASR may reflect the timing of renewal for long-lived building components, useful life assumptions and limitations in available condition information. A sustained difference could also indicate renewal needs not yet captured in the forecast.

The condition assessment scheduled for 2027/28 will provide updated evidence to review renewal priorities, any backlog and remaining useful life assumptions. The findings will inform revised expenditure forecasts and consideration of funding adequacy through future LTFP reviews.

Data Confidence and Limitations

Council's building asset register and the 2021–2022 comprehensive visual condition assessment provide a foundation for understanding the portfolio and forecasting expenditure. Overall data confidence is assessed as Medium, although confidence varies between different types of information.

Council has an established record of the buildings it owns, their locations and the observed condition of assessed components. The condition assessment provides a snapshot at the time of inspection; it does not establish the condition of concealed elements or identify every defect. Deterioration and changes since inspection also need to be considered.

Renewal forecasts rely on assumptions about component useful lives, deterioration, replacement costs and the timing of work. Grouping individual elements into broader asset register components can also limit the precision of renewal forecasts where those elements have different conditions or replacement cycles. Forecasts will be refined as updated assessments, maintenance records, investigations and project costs become available.

Operations and maintenance forecasts are based on current financial provision. Historical expenditure and underlying cost assumptions require further review to strengthen confidence in the forecast and assess funding adequacy.

Information on building utilisation and suitability for current service needs is less developed. Physical condition alone does not establish whether a building remains appropriate for its intended use. This limits the evidence available to support service-level and portfolio optimisation decisions.

The available information supports portfolio-level planning. Individual investment decisions may require further investigation to confirm condition, scope, timing and cost. Actions to improve data confidence are included in the Improvement Plan.

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Improvement Plan

Monitoring and Review

The figures in this Asset Management Plan will be reviewed annually as part of Council's Long Term Financial Plan process and updated to reflect changes in service levels, asset valuations, condition data and available resources.

The Plan will be comprehensively reviewed and updated at least every four years, with the review undertaken within two years after each general election of Council, as required under section 122(4)(b) of the Local Government Act 1999.

Improvement Plan

The following table lists tasks that are to be undertaken to improve the practice of building asset management and deliver a better service to the community.

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Item	Task	Responsibility*	Resources Required	Commencement Year	Completion Year
1	Review organisational arrangements and resourcing to clarify accountabilities and responsibilities for buildings and structures	Property; Strategic Assets; Field Services; Sport and Recreation	Internal	2026/27	2026/27
2	Review outdated lease agreements and establish clear maintenance and capital replacement responsibilities within new and renewed lease agreements, including appropriate provisions for building inspections and access	Property; Strategic Assets; Sports and Recreation; Field Services	Internal/ external	2026/27	2026/27* **or undertaken at time of lease renewal*
3	Develop and apply service requirements for buildings and structures, aligned with the service level framework	Strategic Assets; Property; Sports and Recreation	Internal	2026/27	2026/27
4	Undertake an optimisation review of Council's building and property portfolio	Strategic Assets; Property; Sports and Recreation	External/ internal	2026/27	2026/27
5	Strengthen building asset risk management through a documented review process, including a building asset risk register or equivalent record of key risks, controls, treatments and responsibilities	Strategic Assets; Property; Sports and Recreation; Field Services; Governance	Internal	2026/27	2026/27
6	Develop community and technical levels of service alongside implementation of the building levels of service hierarchy	Property; Strategic Assets; Sports and Recreation; Field Services	Internal	2026/27	2027/28

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7	Review and improve building access arrangements, including consideration of key management, master key and electronic access-control options appropriate to different building types and uses	Property	Internal	2026/27	2028/29
8	Undertake building condition and valuation assessments	Strategic Assets	External/ internal	2027/28	2027/28
9	Develop and maintain a 3-year rolling capital works program	Strategic Assets; Property; Sports and Recreation	Internal	2027/28	2027/28
10	Improve systems and processes to capture and report actual building maintenance costs	Strategic Assets; Property; Finance	Internal	2027/28	2027/28
11	Implementation using Confirm for Property Services maintenance activities, integrated with CRM (Salesforce)	Strategic Assets; Property; Information Management	Internal	2027/28	2027/28
12	Review the "Community and facilities framework"	Property; Field Services; Sport and Recreation; Strategic Assets	Internal/ external	2027/28	2027/28
13	Develop operational procedures and guidance for the management of building information within the asset management system	Strategic Assets	Internal	2027/28	2027/28
14	Establish and implement a regular building inspection program, including defined inspection requirements, frequencies and recordkeeping	Property; Strategic Assets	Internal	2027/28	2027/28
15	Develop a public toilet strategy	Property; Strategic Assets	Internal	2027/28	2028/29

*Task lead published first

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