



Asset Management Strategy



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9	1 May 2017	Finance Audit Committee Resolution No. AC212017 That the Audit Committee recommends: That Council approve the Infrastructure Asset Management Policy, Strategy and Plans as attached and provided. That the Infrastructure Asset Management Plans as presented are incorporated into Council's Long Term Financial Plan.	DEIS	Finance Audit Committee	



10	22 May 2017	Ordinary Council Meeting Resolution No. OC2682017 That Council approve the Infrastructure Asset Management Policy, Strategy and Plans (provided to Elected Members on 27 April 2017 under separate cover to the agenda). That the Infrastructure Asset Management Plans as presented are incorporated into Council's Long Term Financial Plan.	DEIS	Council	Council
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NAMS.PLUS Asset Management

The Institute of Public Works Engineering Australasia.
CITY OF VICTOR HARBOR – ASSET MANAGEMENT STRATEGY
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Executive Summary

This Asset Management Strategy has been prepared to assist Council to improve the way it delivers services from infrastructure including roads, bridges, footpaths, stormwater, open space, kerb channel/carparks/traffic control devices, other infrastructure and buildings. These infrastructure assets have a replacement value of **\$278,954,000**

The Asset Management Strategy is to enable Council to:

-) Show how its asset portfolio will meet the service delivery needs of its community into the future;
-) Achieve its asset management policies; and
-) Ensure the integration of its asset management plans, community plan and LTFP.

Adopting this Asset Management Strategy will assist Council in meeting the requirements of national sustainability frameworks, State Local Government Act 1999 and providing services needed by the community in a financially sustainable manner.

The asset management strategy is prepared following a review of the council's service delivery practices, financial sustainability indicators, asset management maturity and fit with council's vision for the future outlined in the Community Plan 2036. The strategy outlines an asset management improvement plan detailing a program of tasks to be completed and resources required to bring Council to a minimum 'core' level of asset maturity and competence.

Strategy outlook

1. Some assumptions have been made with respect to Asset Management Plans, (Refer to AM Plans 6.4). It is vital that ongoing improvements occur to asset register data being gathered prior to any significant changes to current funding are adopted.
2. The organisation is able to fund current infrastructure lifecycle cost at current levels of service with the available revenue.
3. The organisation's current asset management maturity is at 'core' level and investment is needed to improve information management, lifecycle management, service management and accountability and direction.
4. Risk management approach to asset management has been supported by our Advanced Infrastructure Risk Management Plans.
5. Continued investment is needed to improve and move towards asset 'advanced' maturity levels for information management, lifecycle management, service management and accountability and direction. However significant progress has been made over the past 5 years.

Table A: Asset management strategies

No	Strategy	Desired Outcome
1	Move from annual budgeting to long term financial planning	The long term implications of Council services are considered in annual budget deliberations.
2	Develop and annually review Asset Management Plans covering at least 10 years for all major asset classes (80% of asset value).	Identification of services needed by the community and required funding to optimise 'whole of life' costs.
3	Develop a Long Term Financial Plan covering 10 years incorporating asset management plan expenditure projections with a sustainable funding position outcome.	Sustainable funding model to provide Council services.
4	Incorporate Year 1 of Long Term Financial Plan revenue and expenditure projections into annual budgets.	Long term financial planning drives budget deliberations.
5	Review and update asset management plans and long term financial plans after adoption of annual budgets. Communicate any consequence of funding decisions on service levels and service risks.	Council and the community are aware of changes to service levels and costs arising from budget decisions.
6	Report Council's financial position at Fair Value in accordance with Australian Accounting Standards, financial sustainability and performance against strategic objectives in Annual Reports.	Financial sustainability information is available for Council and the community.
7	Ensure Council's decisions are made from accurate and current information in asset registers, on service level performance and costs and 'whole of life' costs.	Improved decision making and greater value for money.
8	Report on Council's resources and operational capability to deliver the services needed by the community in the Annual Report.	Services delivery is matched to available resources and operational capabilities.
9	Ensure responsibilities for asset management are identified and incorporated into staff position descriptions.	Responsibility for asset management is defined.
10	Implement an improvement plan to realise 'core' maturity for the financial and asset management competencies within 2-4 years.	Improved financial and asset management capacity within Council.
11	Report every 2 years to Council by Audit Committee/CEO on development and implementation of Asset Management Strategy, Asset Management Plans and Long Term Financial Plan.	Oversight of resource allocation and performance.

12	Infrastructure Asset Management Plans have a life of four years (council election cycle) and is due for complete revision and updating within two years of each Council election.	Present Infrastructure Asset Management Plans and Strategy in draft form to Council.
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Table B: Asset management improvement plan

The program of tasks and resources required to meet the minimum 'core' asset management standards. The tasks and program are shown below.

Ref	Task	Responsibility	Target Date	Budget
1	Annually review ten year capital works program	DEIS, MI, MF, MO, MER	Annually October / November	Allocated
2	Reflect actual useful lives in next valuation of the associated infrastructure assets (<i>desk top reviews</i>)	IO, MI, MF, Assetic	Annually during February/March	Allocated
3	Review levels of service	DEIS, MO, MER, IO, MI, MF	Ongoing	FY2017-19 Open Space Review, not approved
4	Continue to maintain and quality check the asset register	IO	Ongoing	Allocated
5	LTFP and Asset Management Plans to align	DEIS, MF	Annually April/May/June	Allocated

1. Introduction

Assets deliver important services to communities. A key issue facing local governments throughout Australia is the management of ageing assets in need of renewal and replacement.

Infrastructure assets such as roads, stormwater, bridges, footpaths, open space and buildings present particular challenges. Their condition and longevity can be difficult to determine. Financing needs can be large, requiring planning for large peaks and troughs in expenditure for renewing and replacing such assets. The demand for new and improved services adds to the planning and financing complexity.¹

The creation of new assets also presents challenges in funding the ongoing operating and replacement costs necessary to provide the needed service over the assets' full life cycle.²

¹ LGPMC, 2009, Framework 2 Asset Planning and Management, p 2.

² LGPMC, 2009, Framework 3 Financial Planning and Reporting, pp 2-3.

The national frameworks on asset planning and management and financial planning and reporting endorsed by the Local Government and Planning Ministers' Council (LGPMC) require councils to adopt a longer-term approach to service delivery and funding comprising:

-) A strategic longer-term plan covering, as a minimum, the term of office of the councillors and:
 - o bringing together asset management and long term financial plans;
 - o demonstrating how council intends to resource the plan; and
 - o consulting with communities on the plan.
-) Annual budget showing the connection to the strategic objectives.
-) Annual report with:
 - o explanation to the community on variations between the budget and actual results;
 - o any impact of such variances on the strategic longer-term plan;
 - o report of operations with review on the performance of the council against strategic objectives.³

Framework 2 (Asset Planning and Management) has seven elements to assist in highlighting key management issues, promote prudent, transparent and accountable management of local government assets and introduce a strategic approach to meet current and emerging challenges. These elements include:

-) Asset management policy
-) Strategy and planning
 - o asset management strategy
 - o asset management plan
-) Governance and management arrangements
-) Defining levels of service
-) Data and systems
-) Skills and processes
-) Evaluation.⁴

The goal of asset management is to ensure that services are provided:

-) in the most cost effective manner;
-) through the creation, acquisition, maintenance, operation, rehabilitation and disposal of assets;
-) for present and future consumers.

The objective of the Asset Management Strategy is to establish a framework to guide the planning, construction, maintenance and operation of the infrastructure essential for Council to provide services to the community.

³ LGPMC, 2009, Framework 3 Financial Planning and Reporting, pp 4-5.

⁴ LGPMC, 2009, Framework 2 *Asset Planning and Management*, p 4.

1.1 Legislative reform

An amendment to the SA Local Government Act 1999 was undertaken in 2005. At the core of the amendment was that Council address their future funding and expenditure practices with the goal of achieving financial sustainability. The key to achieving this was through long term policy decision making and planning.

Key aspects of the revision are:

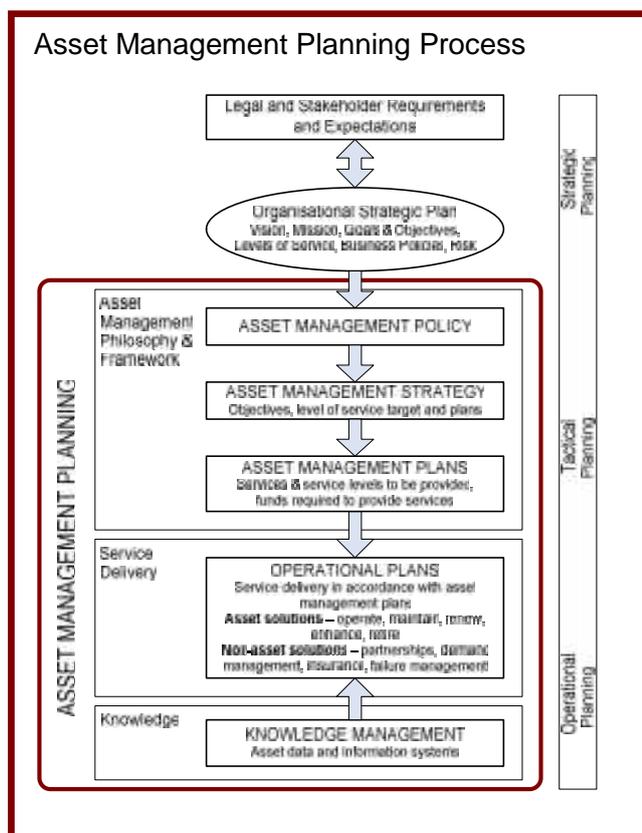
-) Councils are required to update their Strategic Management Plans every four years (within two years after each periodic election);
-) Long Term Financial Plans (at least 10 years) are required as part of a Council's Strategic Management Plans;
-) Infrastructure Asset Management Plans (at least four years) are also required as part of a Council's strategic management plans;
-) Each Council must have an Audit Committee and,
-) Council auditors must be changed every five years.

These requirements are consistent with the intention of the National Frameworks outlined in Section 3.5 of this strategy.

1.2 Asset Management Planning Process

Asset management planning is a comprehensive process to ensure that assets are managed and maintained in a way that enables affordable services from infrastructure to be provided in an economically optimal way. In turn, affordable service levels can only be determined by assessing Council's financial sustainability under scenarios with different proposed service levels.

Asset management planning commences with defining stakeholder and legal requirements and needs, incorporating these needs into the organisation's strategic plan, developing an asset management policy, strategy, asset management plan and operational plans, linked to a long-term financial plan with a funding plan.⁵



⁵ IPWEA, 2009, AIFMG, Quick Guide, Sec 4, p 5.

2. What Assets do we have?

Council uses infrastructure assets to provide services to the community. The range of infrastructure assets and the services provided from the assets is shown in *Table 1*.

Table 1: Assets used for providing Services

Asset Class	Description	Services Provided
Roads	Sealed and Unsealed Road network: <ul style="list-style-type: none">) 259 km Sealed Roads) 124 km Unsealed Roads 	Private and commercial carriageways within the council area in a safe manner.
Stormwater	Network comprises: <ul style="list-style-type: none">) Pipes) Side Entry Pits) Junction Boxes) Gross Pollutant Tramps 	Operation, maintenance, renewal and upgrade of stormwater assets to meet service levels set in annual budgets.
Footpaths	Bitumen, Concrete and Block Paving footpaths.	Pedestrian movements to minimise trips and falls.
Kerb Channel, Car Parks and Traffic Control Devices	Manage a significant amount assets covering traffic signals, traffic control, w-beam railing, lighting and ticket machines, car parks, concrete kerbing and channelling.	Carry out annual bridge repair and construction works that align with our latest condition assessments of bridges within the 10 year planning period.
Bridges	Manage and maintain 51 bridges throughout the City of Victor Harbor.	Carry out annual bridge repair and construction works that align with our latest condition assessments of bridges within the 10 year planning period.
Other Infrastructure	Significant miscellaneous assets not covered in other plans e.g. boat ramp, tram line.	Support other major asset based services.
Open Space	Parks, Reserves and Recreational Amenities for public use. Provision and maintenance of sporting facilities and landscaped areas.	Provision of sporting facilities and open spaces so that customers may safely enjoy the local natural environment and participate in recreational activities.
Buildings	Public buildings either providing or required to provide a public service.	Corporate facilities, library, toilet amenities, recreational facilities, community facilities and buildings of historic significance are provided and maintained.

3. The organisation's assets and their management

3.1 State of the Assets

The financial status of the organisation's assets is shown in *Table 2*.

Table 2: Financial Status of the Assets

Asset Class	Replacement Cost (\$000)	Depreciated Replacement Cost (\$000)	Annual Depreciation Expense (\$000)
Roads	\$99,616	\$76,928	\$2,085
Stormwater	\$50,805	\$38,264	\$453
Footpaths	\$9,977	\$7,042	\$187
Bridges	\$28,753	\$21,247	\$256
Kerb Channel, Car Parks, Traffic Control Devices	\$29,529	\$20,455	\$404
Open Space	\$14,136	\$8,726	\$392
Other Infrastructure	\$3,074	\$1,914	\$79
Buildings	\$43,064	\$26,242	\$882
Total	\$278,954	\$200,818	\$4,738

Figure 1: Asset Replacement Costs

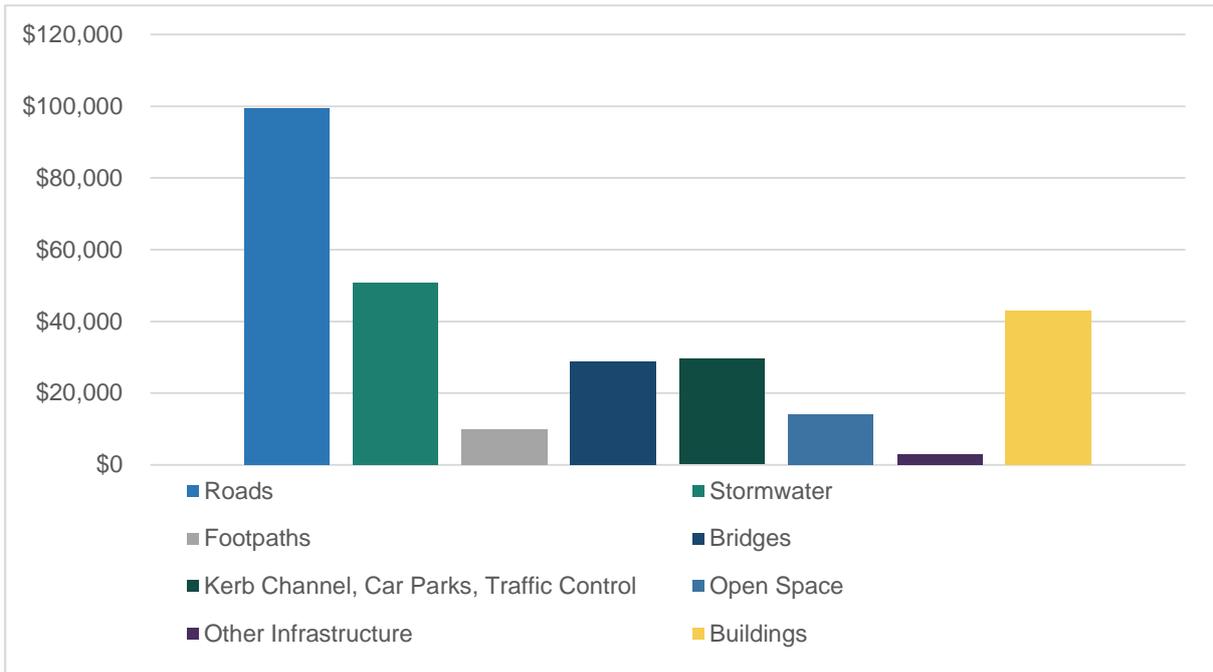
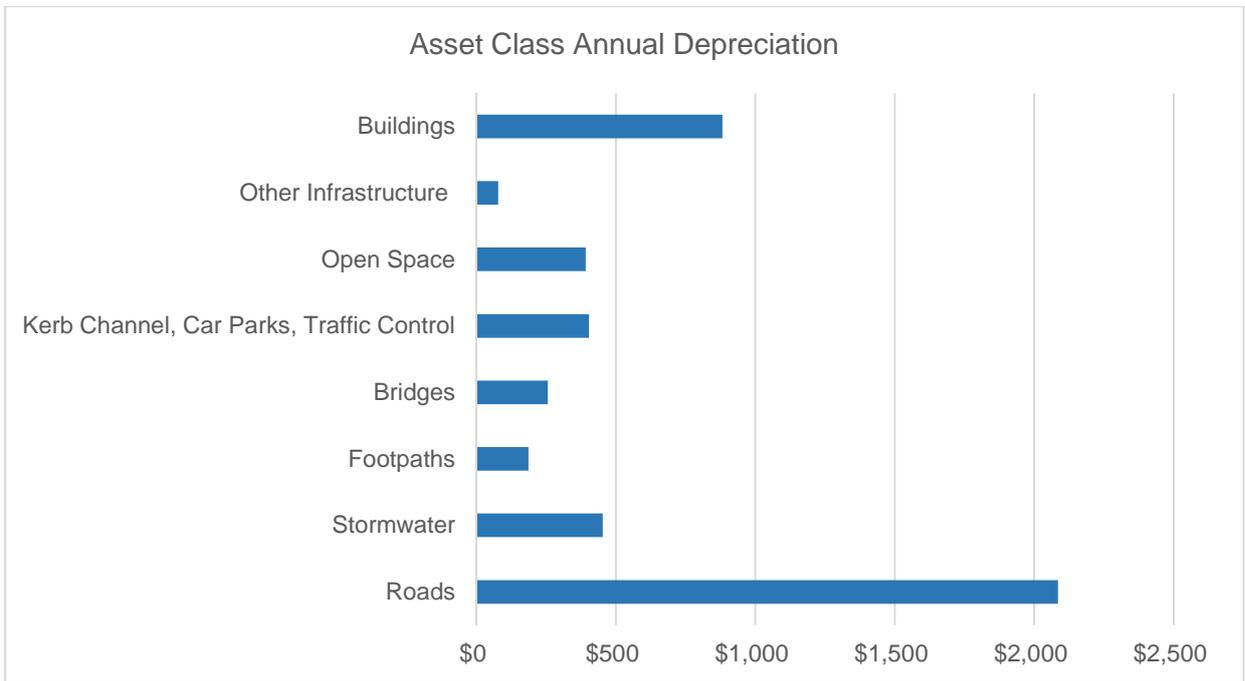


Figure 2: Asset Class Annual Depreciation in Dollars



Asset Renewal Funding Ratios

The Asset Renewal Funding Ratio is the most important indicator and reveals that over the next 10 years, the organisation is forecasting that it will have the funds required for the optimal renewal and replacement of its assets. *Reference Asset Modelling S3_V3*

Figure 3: Asset Renewal Ratios

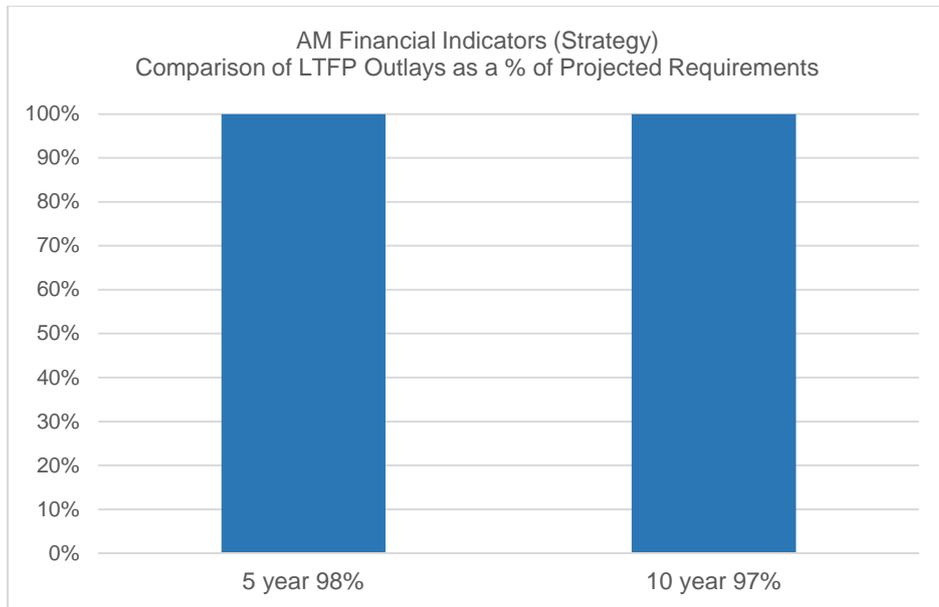
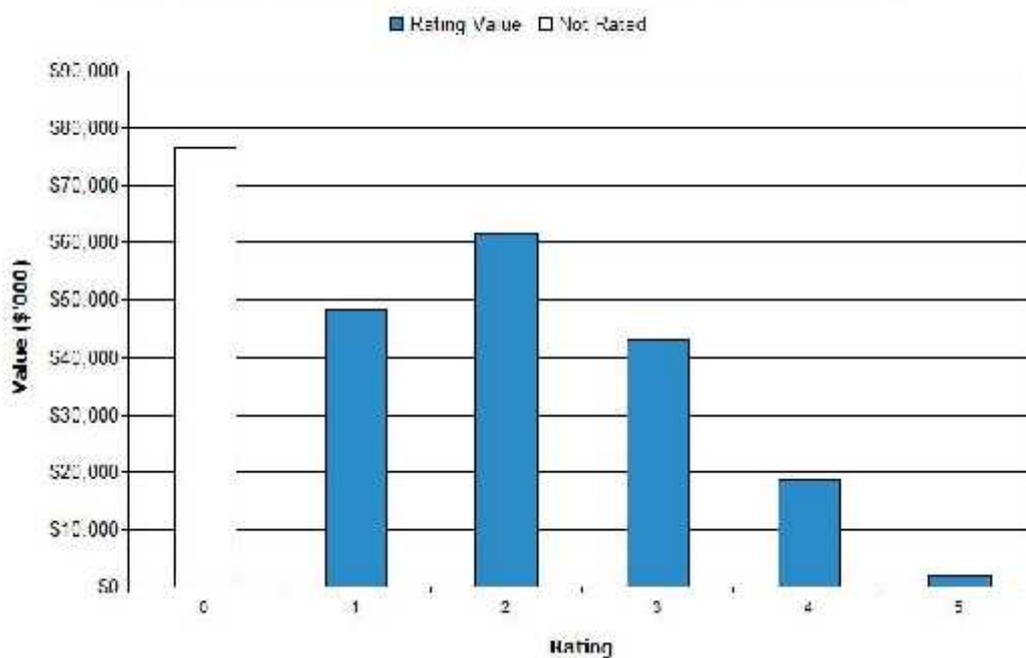


Figure 4: Asset Condition Profile

Victor Harbor CC - Condition Profile (Strategy)



Condition Profile Strategy Data

Condition	CRC (\$000's)	Weight
0	\$76,591	31%
1	\$48,371	19%
2	\$61,618	25%
3	\$43,155	17%
4	\$18,552	7%
5	\$1,875	1%

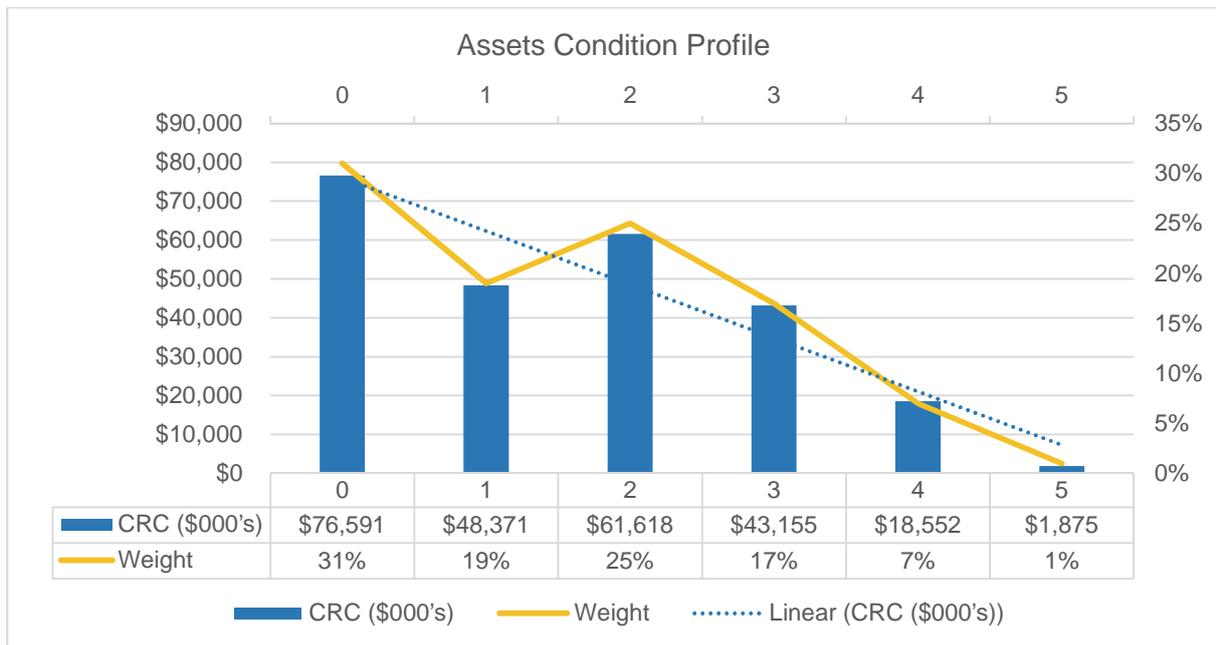


Figure 5: Asset Condition Descriptions

Condition Grading	Description of Condition
0	Brand New: Asset is brand new.
1	Very Good: Near as new condition with no defects.
2	Good: Superficial deterioration. No issue with reliability. No maintenance is required.
3	Fair: Minor deterioration present. Routine maintenance may be required.
4	Poor: Significant deterioration present. Requires maintenance to keep the asset serviceable and programming for renewal/rehabilitation on forward 5 year works program.
5	Very Poor: Extensive deterioration present. Requires significant maintenance to keep the asset serviceable and programming for renewal/rehabilitation within the following year.
6	End of Life: Asset is unserviceable and provides no service. Asset cannot be used.

3.2 Lifecycle Cost

Lifecycle costs (or whole of life costs) are the average costs that are required to sustain the service levels over the longest asset life. Lifecycle costs include operating and maintenance expenditure and asset consumption (depreciation expense). The lifecycle cost for the services covered in this Asset Management Strategy is shown in *Table 3*.

Table 3: Lifecycle Cost for Council Services

Service	Average Expense		Average Annual Depreciation Expenditure (\$000)	Life Cycle Costs (\$/yr.) (\$000)
	Operations (\$000)	Maintenance (\$000)		
Roads	\$86	\$478	\$2,085	\$2,649
Stormwater	\$118	\$99	\$453	\$670
Footpaths	\$10	\$85	\$187	\$282
Bridges	\$63	\$40	\$256	\$359
Kerb Channel, Car Parks, Traffic Control	\$98	\$66	\$404	\$568
Other Infrastructure	\$0	\$46	\$79	\$125
Open Space	\$1,495	\$50	\$392	\$1,937
Building	\$578	\$184	\$882	\$1,644
TOTAL	\$2,448	\$1,048	\$4,738	\$8,234

Lifecycle costs can be compared to lifecycle expenditure to give an indicator of sustainability in service provision. Lifecycle expenditure includes operating, maintenance and capital annual average renewal expenditure over the next 10 years. Lifecycle expenditure will vary depending on the timing of asset renewals. The lifecycle expenditure at the start of the plan is shown in *Table 4*.

Table 4: Lifecycle Expenditure for Council Services

Service	Current Year Expenditure 2016-17		Capital Renewal Expenditure (Av/\$/yr.) (\$000)	Life Cycle Expenditure (\$/yr.) (\$000)
	Operations (\$000)	Maintenance (\$000)		
Roads	\$185	\$478	\$1,488	\$2,151
Stormwater	\$118	\$99	\$655	\$872
Footpaths	\$10	\$85	\$241	\$336
Bridges	\$56	\$23	\$61	\$140
Kerb Channel, Car Parks, Traffic Control	\$93	\$66	\$526	\$685
Other Infrastructure	\$0	\$46	\$124	\$170
Open Space	\$1,495	\$50	\$239	\$1,784
Building	\$578	\$184	\$269	\$1,031
Total	\$2,535	\$1,031	\$3,603	\$7,169

The lifecycle costs and lifecycle expenditure comparison highlights any difference between present outlays and the average cost of providing the service over the long term. If the lifecycle expenditure is less than the lifecycle cost, it is most likely that outlays will need to be increased or cuts in services made in the future.

Knowing the extent and timing of any required increase in outlays and the service consequences if funding is not available will assist organisations in providing service to their communities in a financially sustainable manner. This is the purpose of the Asset Management Plans and Long Term Financial Plan.

A shortfall between lifecycle cost and lifecycle expenditure gives an indication of the lifecycle gap to be addressed in the Asset Management Plans and Long Term Financial Plan.

The lifecycle gap and lifecycle indicator for services covered by this Asset Management Strategy is summarised in *Table 5*.

Table 5: Lifecycle Sustainability Indicators

Service	Lifecycle Costs Depreciation (\$/yr.) (\$000)	Lifecycle Expenditure LTFP (\$/yr.) (\$000)	Lifecycle Gap * (\$/yr.) (\$000)	Sustainability Indicator Ratio (%)
Roads	\$2,649	\$2,151	(\$498)	81
Stormwater	\$670	\$872	\$202	130
Footpaths	\$282	\$336	\$54	119
Bridges	\$359	\$140	(\$219)	39
Kerb Channel, Car Parks, Traffic Control Devices	\$568	\$685	\$117	121
Other Infrastructure	\$125	\$170	\$45	136
Open Space	\$1,937	\$1,784	(\$153)	92
Buildings	\$1,644	\$1,031	(\$613)	63
Total	\$8,234	\$7,169	(\$1,065)	98Av

Note: * A lifecycle gap is reported as a negative value.

The sustainability indicators are significantly influenced by the forecast of capital renewal and the planned expenditure on capital renewal.

Renewal expenditure is major work which does not increase the asset's design capacity but restores, rehabilitates, replaces or renews an existing asset to its original service potential. Work over and above restoring an asset to original service potential is upgrade/expansion or new works expenditure.

The Asset Management Plans which provide the detail input into the sustainability assessment consider three scenarios.

- **Scenario 1** uses the Asset Register valuation data to project the renewal costs for renewal years using acquisition year and useful life.
- **Scenario 2** uses capital renewal expenditure projections from external condition modelling systems (such as Pavement Management Systems), known captured infrastructure to minimise Whole of Life (WoL) costs, asset register conditions grading's at 4 and 5, or a combination of average network renewals plus defect repairs.
- **Scenario 3** balances capital renewal expenditure with the Long Term Financial Plan.

This strategy is based on **Scenario 2**.

It is common that the valuation registers used in Scenario 1 are not developed to a level of maturity where they are reliable for producing a realistic renewal forecast. This is the status of the asset and financial registers for the City of Victor Harbor, and consequentially the Scenario

2 case is used for the majority of the Asset Management Plans. For Scenario 1 (renewals based on the asset register) to be valid, when the asset register is sorted by remaining life from 1 to 20 years this would be consistent with the capital renewal program. For the City of Victor Harbor the refinement of the asset register to achieve this situation should become an important part of the asset management improvement plan.

Scenario 3 will enable the City of Victor Harbor to quantify the funding gap, in so that a list of the renewals that cannot be afforded at current funding levels may be devised. It will then be up to the council to decide whether the resulting reduced service level is accepted or, extra funding be sourced to maintain them.

3.3 Asset Management Structure

Council's Executive shall ensure implementation of asset management planning by the Council and whole of organisation, and shall review the implementation progress on an ongoing basis, including reporting to Council annually as part of the requirements of meeting target of organisational 'Core' Asset maturity as defined in the Governance requirements of the national framework – see section 3.5.

3.4 Corporate Asset Management Team

A 'whole of organisation' approach to asset management can be developed with a corporate asset management team. The benefits of a corporate asset management team include:

-) demonstrate corporate support for sustainable asset management
-) encourage corporate buy-in and responsibility
-) coordinate strategic planning, information technology and asset management activities
-) promote uniform asset management practices across the organisation
-) information sharing across IT hardware and software
-) pooling of corporate expertise
-) championing of asset management process
-) wider accountability for achieving and reviewing sustainable asset management practices.

The role of the asset management team will evolve as the organisation maturity increases over several phases.

Phase 1

-) Strategy development and implementation of asset management improvement program.

Phase 2

-) Asset Management Plan continuous development.
-) Reviews of data accuracy, levels of service and systems plan development.

Phase 3

-) Evaluation and monitoring of Asset Management Plan outputs.
-) Ongoing asset management plans review and continuous improvement.

The current positions on Council's asset management team is:

-) Director Environment and Infrastructure (DEIS)
-) Manager Operations (MO)
-) Manager Finance (MF)
-) Infrastructure Officer (IO)
-) Manager Environment and Recreation (MER)
-) Manager Infrastructure (MI)

The different asset classes are individually managed by key staff members that have been integral in developing the Asset Management Plans that support this strategy. The division of categories and associated staff are detailed below:

Category	Position	Additional
Roads	DEIS	IO, MI, MO, DEIS
Stormwater	MI	IO, MI, MO, DEIS
Footpaths	DEIS	IO, MI
Bridges	MI	IO, DEIS
Kerb Channel, Car Parks, Traffic Control Devices	MI	IO, DEIS
Other Infrastructure	MI	IO, DEIS
Open Space	MER	MO, MI, IO, DEIS
Buildings	MF	DPRS

3.5 Financial and Asset Management Core Competencies

The National Frameworks on Asset Planning and Management and Financial Planning and Reporting define ten elements. Eleven core competencies have been developed from these

elements⁶ to assess 'core' competency under the National Frameworks. The core competencies are listed below.

Financial Planning and Reporting

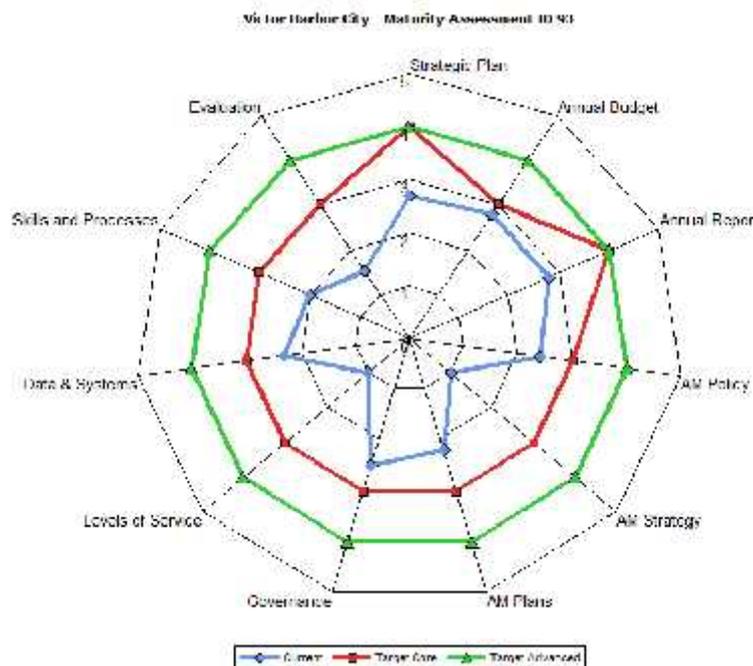
-) Strategic Longer Term Plan
-) Annual Budget
-) Annual report

Asset Planning and Management

-) Asset Management Policy
-) Asset Management Strategy
-) Asset Management Plan
-) Governance and Management
-) Levels of Service
-) Data and Systems
-) Skills and processes
-) Evaluation

Council’s maturity assessments are shown below. The current maturity Figure 7c is shown by the blue bars. The maturity gap is to achieve core financial and asset management competency is shown by the red bars.

Figure 6a: Core Asset Management Maturity - Detail Captured 2011



⁶ Asset Planning and Management Element 2 *Asset Management Strategy and Plans* divided into Asset Management Strategy and Asset Management Plans competencies.

Figure 6b: Core Asset Management Maturity - Detail Captured 2011

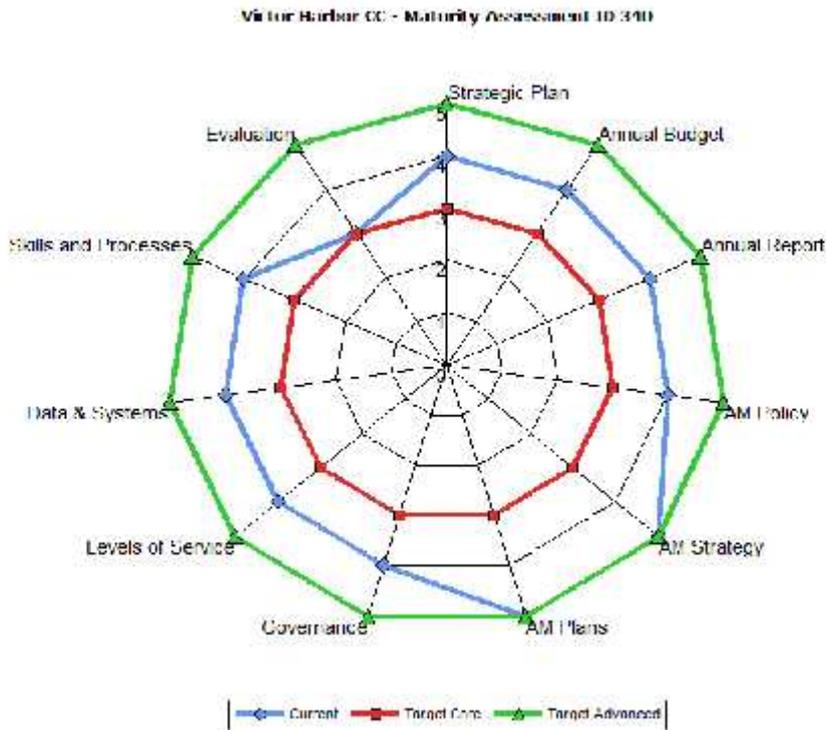
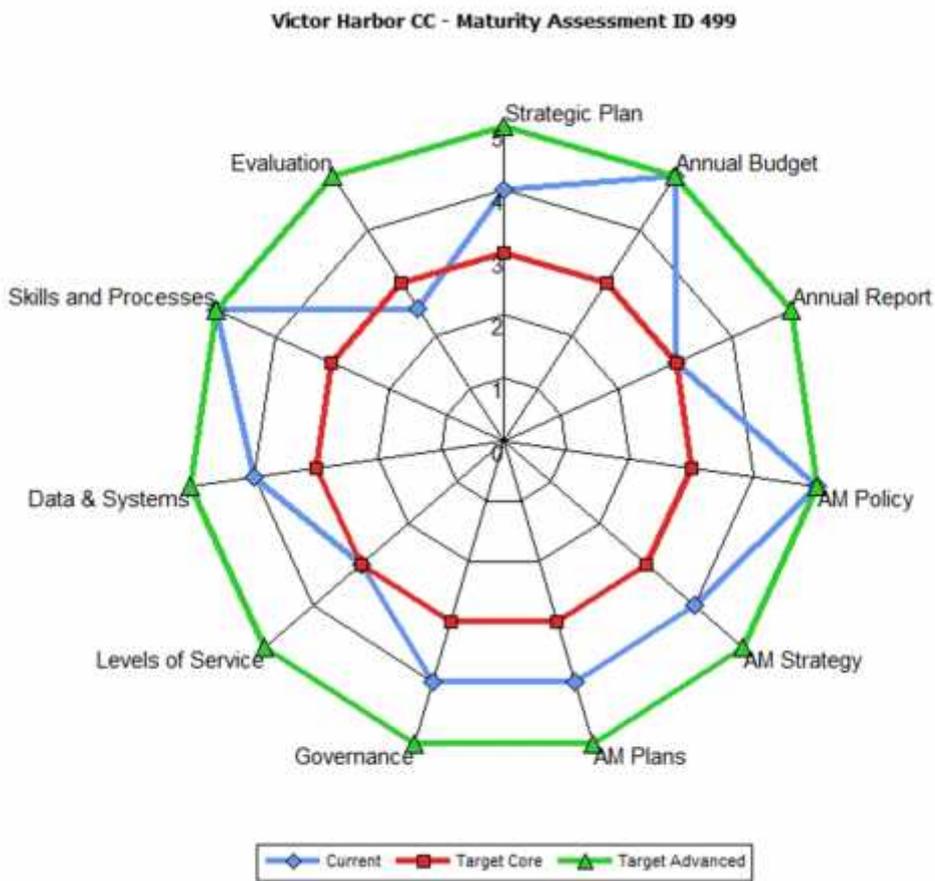


Figure 6c: Core Asset Management Maturity - Detail Captured 2016



***The closer to the centre of the chart, the less mature the asset management practice. ***

In 2016 the key gaps identified from above as shown in figure 7c were: Evaluation and Levels of Service. Each of these aspects will be addressed over the next 2-4 years.

3.6 Strategy Outlook

1. Some assumptions have been made with respect to Asset Management Plans, (Refer to AM Plans 6.4). It is vital that ongoing improvements occur to asset register data being gathered prior to any significant changes to current funding are adopted.
2. The organisation is able to fund current infrastructure lifecycle cost at current levels of service and available revenue.
3. The organisation's current asset management maturity is at 'core' level and investment is needed to improve information management, lifecycle management, service management and accountability and direction.
4. Continue investment is needed to improve information management, lifecycle management, service management and accountability and direction. However significant progress has been made over the past five years as shown in Figure 7c Core Asset Management Maturity Audit.

4 Where do we want to be?

4.1 Council's Vision, Objectives and Strategies

OUR VISION - What we want the future to be like:

The Victor Harbor Community Plan 2036 will help shape the future of Victor Harbor for the next 20 years. It highlights the opportunities that have shaped our thinking and describes in broad terms how we plan to achieve our vision - **A city that offers opportunity and lifestyle.**

OBJECTIVES - What needs to be in place to achieve our vision:

- Objective 1 - Healthy environments
- Objective 2 - Attractive lifestyle and inclusive community
- Objective 3 - Thriving local economy
- Objective 4 - Services and infrastructure supporting the community
- Objective 5 - An innovative Council empowering the community

4.2 Asset Management Policy

Council's Asset Management Policy defines the Council's vision and service delivery objectives for asset management in accordance with the Strategic Plan and applicable legislation.