

Queensland Government Strategic Asset Management Plan Framework

Overview



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1.0 Introduction

The Queensland Government's assets exist not only to perform functions, but also to assist state government agencies deliver required levels of services to the community in a cost-effective manner. Agencies must make many decisions on how their limited resources are applied to assets to optimise performance and service delivery. Sustained utilisation of every asset to a continuous level of peak performance is not possible. Effective capital asset investment strategies should be aligned with agency goals and all relevant business drivers considered during decision-making processes.

Making better use of assets by improving the strategic focus of asset management planning across state agencies was identified in the State Infrastructure Plan (SIP) which outlined that the state *'will improve the use of Queensland's public assets by rolling out strategic asset management plans'*¹ (SAMPs).

The Queensland Government's *Agency Planning Requirements* provides agencies with mandatory strategic and operational planning requirements. To support the *Agency Planning Requirements*, the Queensland Government also releases *Specific Purpose Planning Requirements* which address areas of high strategic importance. Under these, agencies will be required to report on either SAMPs or Total Asset Management Plans (TAMPs) from 1 July 2020.

The SAMP content incorporates many elements of the current whole-of-government TAMP reporting structure. The SAMP builds on the investment made by agencies in the development of TAMPs by having the content of TAMPs feed into the SAMPs.

1.1 Purpose

This document outlines the Queensland Government's SAMP framework by describing the core principles of strategic asset management planning and the elements of a SAMP. It is recognised that state agencies are responsible for the management of assets under their control and adopt processes and procedures developed specifically for their own requirements. There is flexibility within the government's SAMP regarding the content to be provided, while acknowledging the diversity and scale of portfolios and service delivery requirements across agencies. The SAMP should reflect the individual agency situation regarding its asset management. It is not intended to provide a SAMP template.

Guidance for the SAMP framework is taken from the *Strategic Asset Management Planning Framework Guide* developed by Aurecon and the Asset Institute (April 2018) and the *ISO 55000 Asset Management System (AMS)*. ISO 55000 defines a SAMP as the *"documented information that specifies how organisational objectives are to be converted into asset management objectives, the approach for developing asset management plans, and the role of the Asset Management System (AMS) in supporting achievement of the asset management objectives"*. The AMS is the all-encompassing process that ensures assets are managed in a way that generates the best value-for-money outcomes. The SAMP framework links asset management to the achievement of organisational objectives, realising the benefits of strong asset planning and management.

1.2 Out of scope

SAMPs are one component of the broader AMS processes. This SAMP framework does not include specific guidance on:

- a state asset management governance framework
- the development of an asset management policy
- the development of Asset Management Plans (AMP)
- agency development and application of appropriate management of the assets in an efficient and effective manner
- how organisations direct, coordinate and control asset management activities
- how agencies integrate the SAMP with other agency planning frameworks and processes
- TAMPs – templates and guidance previously prepared and available from DSDMIP.

¹ State Infrastructure Plan Part B: Program – 2017 update Implementation action 17 – Better asset use

2.0 What is strategic asset management planning?

Strategic asset management planning aligns asset portfolio/operational planning with higher-level strategic service objectives (both agency and government) and enables prudent and efficient decisions to be made in response to a changing operating context. Implementing an asset strategy development process seeks to achieve an appropriate balance between community expectations (performance), organisational risk exposure (risk) and the effective use of financial resources (cost).

Strategic asset management planning is a key corporate activity that must be driven by senior management to reflect an agency’s asset policy framework and associated budgetary objectives. For strategic asset management to generate maximum impact, senior agency management should ensure that:

- ownership, control, accountability, responsibility, and reporting requirements for assets are established, relevant, clearly communicated and implemented, including outsourced services
- Asset Management Information Systems (AMIS) are maintained at a level that meets agency and government information, decision making and reporting requirements
- an effective performance evaluation/reporting and continuous improvement program is in place.

The SAMP aims to provide a logical, understandable and structured hierarchy of asset-related actions from strategy to planning and delivery. It can drive associated or consequential improvements across all areas of the asset lifecycle to secure value for money from an agency’s overall asset investment by:

- offering a strategic perspective to rethink the way physical assets facilitate the delivery of services
- setting out a guideline for developing AM objectives and supporting alignment across levels of service and contributing to desired strategic outcomes within a constrained budget environment
- incorporating stakeholders’ expectations into planning to ensure external requirements are met
- improving asset management skills and maturity
- integrating with other management systems (e.g. risk management, financial management, information management)
- linking AMSs with long-term funding requirements through a long-term financial plan
- supporting funding submissions by providing demonstrable links to agency and state strategies.

The relationship of the SAMP to other organisational and asset management elements within an overall AMS is shown in Figure 1. It also indicates how the flow of information enables alignment with the agency’s organisational strategic plans. Figure 1 also reflects the conventional view that a TAMP is in many ways an aggregation, at an organisational level, of the various AMPs that the organisation has in place to manage its assets.



Figure 1: Relationship of the SAMP to other organisational processes reflected in an AMS

Figure 2 demonstrates the interdependence between whole-of-government and agency decision-making. At an agency level, the corporate strategic plan defines the business and what/how services are to be delivered, which in turn identifies the asset portfolio required, both new and existing. This links strongly to an agency’s Service Delivery Statements which provide the basis on which the SAMP is to align assets with services.

Configuring the current asset portfolio, with some new investment to meet future service requirements, is a key requirement and challenge for all agencies which must also continue to meet the state’s objectives for the community.

SAMP development is also in the context of the agency’s own internal processes. In implementing the SAMP, relevant internal agency processes will need to be aligned to ensure a coordinated approach. Agencies are to develop and maintain SAMPs within the context of whole-of-government and agency policies, standards and processes, particularly budgets.

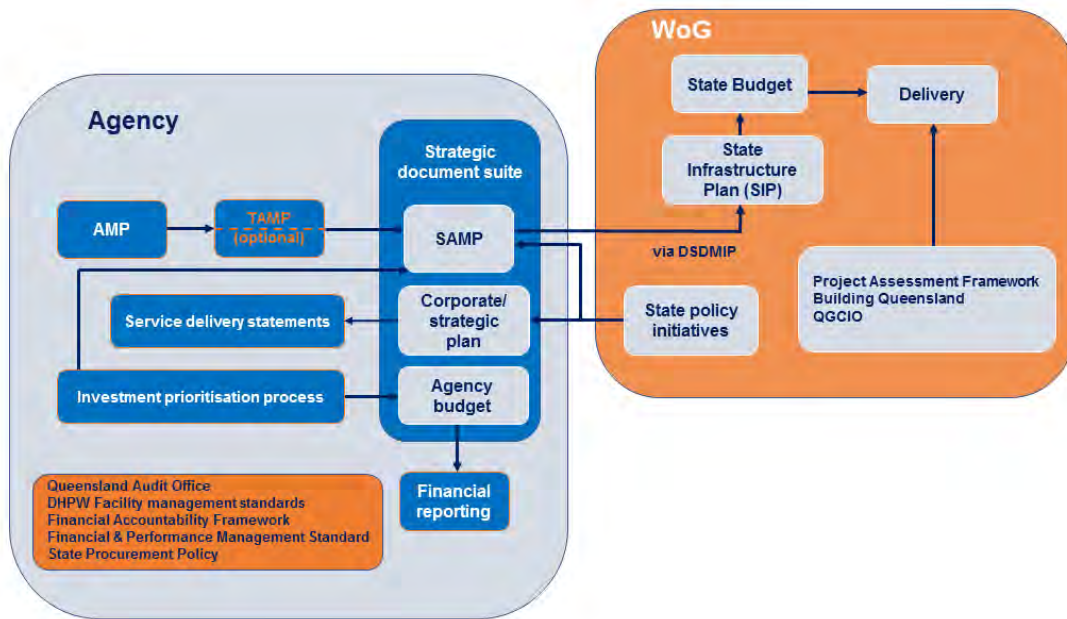


Figure 2: SAMP Context²

2.1 Benefits of a SAMP framework

The key benefits include:

- Providing an overarching strategic planning structure and process for the delivery and management of non-current assets to best sustain economic development and delivery of services to the community, including further development of asset management expertise and systems.
- Providing a framework for developing strategies that define service needs then seek to match the quality, quantity and type of assets with that need. Note that in some circumstances, a non-asset solution might best meet the service need.
- Ensuring decisions made about each asset or group of assets are supported with structured methodologies and decision-making tools that consider the total life of the asset.
- A rationale for investment decisions that is more clearly linked to service requirements, leading to more streamlined government approvals for agency capital investment proposals. Long-term financial planning should be aligned to ensure financial sustainability in service delivery.
- Ensuring minimisation of costs over the life of the asset for providing, maintaining and operating assets to support service and program delivery at specified standards.

² Financial Accountability Framework (FAF), Financial and Performance Management Standard (FMPS), Maintenance Management Framework (MMF)

- Ensuring investment in assets is at an appropriate level commensurate with service delivery requirements and encourages the consideration and adoption of non-asset-based options for the delivery of some services in some circumstances.
- Ensuring that capital works programs, priorities and asset risk management practices are consistent with government policies.
- Developing a framework to assist those in the public sector to best apply sound consistent business principles and analytical, rational and effective decision-making to their asset management practices. This drives commitment from senior management to good asset management practice and continuous improvement.

3.0 Principles and elements

A SAMP defines an overarching strategy and process for asset management planning. It is a high-level strategic document that captures the relationship between organisational objectives and how these translate into asset management objectives. It develops the framework required to competently manage assets, which can then be translated into operational level activities, including AMPs and in some jurisdictions TAMPs, that both flow from strategic decision-making.

A SAMP also provides a strategic and overarching basis for decisions about planning for investment and procurement, as well as the management and recycling of assets required, to meet an agency's service delivery objectives. It should be developed as a dynamic framework and a living document that can be updated in response to changing needs, contexts and practices.

3.1 Scope

ISO 55000 defines asset management as the '*coordinated activity of an organisation to realise value from assets, where assets are defined as an item, thing or entity that has potential or actual value to an organisation*'³.

Building on this definition, the SAMP framework applies to non-current assets (physical and intangible) controlled by agencies. These include infrastructure (transport and utilities), non-residential buildings (hospitals, offices and schools), residential buildings/housing provided for staff, and other assets, such as information technology and communication systems, heritage, natural and green assets, and plant and equipment.

Further direction is provided through the Non-Current Asset Policies for the Queensland Government Public Sector NCAP1 – Recognition of Assets.

It does not apply to financial assets, although the ISO 55000 asset management standard and associated guidance documents are clear that the management of financial and non-financial functions in asset management (such as for physical infrastructure) must be aligned and integrated.

While subject to the requirements of individual agencies to align with budget processes and with the SAMP's strategic nature, an agency's SAMP should be developed in accordance with the following indicative timeframes:

- short term – four years (aligned with forward estimates and agency Strategic Plan)
- intermediate term – five to 15 years (projected investment/expenditure)
- long term – 10 to 20 years (potential future requirements).

These indicative timeframes have been deliberately overlapped to emphasise a SAMP's intended flexibility. Actual timeframes should align with an agency's core business and the nature of its assets and should be capable of accommodating changing service delivery modes and needs.

3.2 Elements

The elements of the SAMP framework are reflected in Figure 3. Each has a role to play in best practice planning, provision, management, maintenance and eventual recycling of assets, and are further explained in this document. An example of a SAMP guide for agencies can be found in the *SAMP supporting guidance material*. As agencies are responsible for managing assets under their control in a manner consistent with government requirements, their own specific operational circumstances, organisational risk profiles and the nature of their asset base, agencies have the flexibility to align the format and composition of the SAMP report with their requirements. Agencies may also wish to consider representing their SAMP in an illustrative approach, such as a dashboard, to assist with readability and understanding.

³ ISO 55000:2014 Section 3.3.1, p14

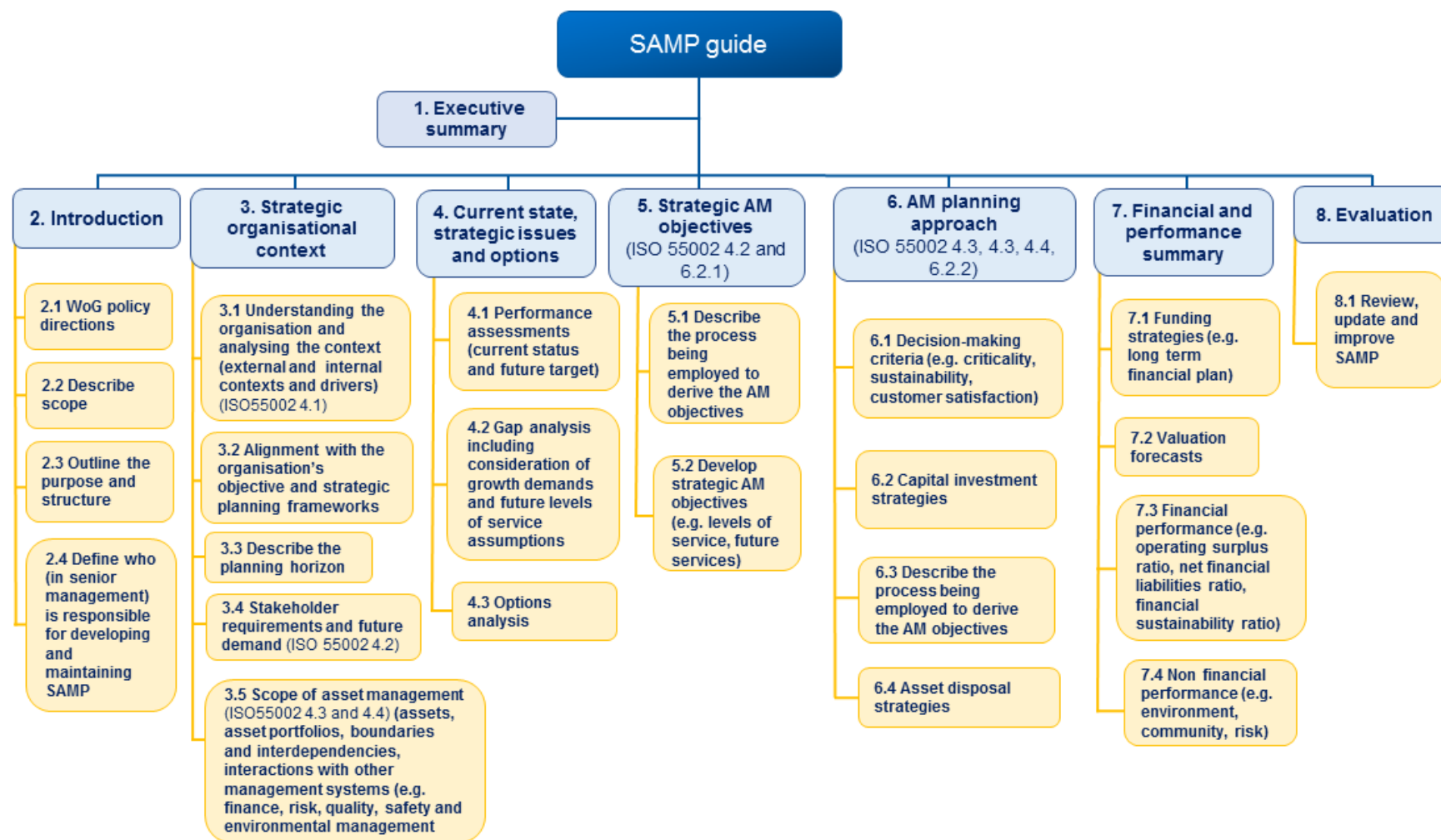


Figure 3: Elements of strategic asset management

3.3 Guide

The SAMP guide in Figure 3 comprises eight chapters that reflect the key elements required to prepare a SAMP. This guide is consistent with the draft SAMP framework prepared as part of the ISO55002 guidelines and this will promote alignment with the international asset management standard. The chapters are:

- Chapter 1 – Executive summary
- Chapter 2 – Introduction and purpose
- Chapter 3 – Strategic organisational context
- Chapter 4 – Existing asset holdings, strategic issues and options
- Chapter 5 – Strategic asset management objectives
- Chapter 6 – Asset management planning approach
- Chapter 7 – Financial and performance summary
- Chapter 8 – Evaluation – performance monitoring and continuous improvement.

These chapters are further detailed below and in the *SAMP supporting guidance material*.

3.3.1 Executive summary

The executive summary should provide an overview of the final SAMP and include:

- SAMP objectives
- high-level context, including any business or corporate plans the SAMP supports or with which it aligns, and the strategic organisational context
- service delivery risks and opportunities (current and future)
- scope of assets covered, including gaps and surpluses
- performance against financial and non-financial measures
- evaluation processes, KPIs and projected outcomes.

A description of the difference between the SAMP and any other relevant asset management plans should be provided.

3.3.2 Introduction and purpose

The state considers that the strategic management of assets should align with the strategic direction of the agency preparing the SAMP. As such, the introduction should provide a statement of the overall purpose of the SAMP, specifically in relation to the agency for whom the SAMP is being prepared. The key objectives of asset management should be specific, measurable and relate to the agency, with the key portfolio considerations stated.

The introduction should address:

- purpose of the SAMP, contextualised for the specific agency with reference to its corporate objectives
- structure of the SAMP
- fit within the overall AMS
- benefits/costs
- SAMP scope – including the nature of the asset classes covered
- functional relationship between the SAMP and agency-specific organisational leadership documents
- executive responsibility.

Agencies may find it useful to provide a diagrammatic representation of the functional relationship between the SAMP and agency-specific organisational leadership documents.

3.3.3 Strategic organisational context

Understanding the organisational context of the SAMP is essential to its success as all assets must align with the delivery of organisational services. This section should be tailored to an agency's organisational objectives, taking into consideration key internal and external stakeholders. Agencies should ensure the SAMP is aligned with their planning framework, link asset management with other management systems, and clearly describe the planning horizon of the SAMP e.g. four, 10, 15, 20 years.

This section should describe the regulatory and policy frameworks that the agency works within, including regulation and legislation, corporate governance, other asset management strategies and key operational strategies and procedures.

A diagrammatic representation may be useful to summarise these relationships, accompanied by a description of the key features of each item.

It is also important to consider the internal and external factors that may impact on future service delivery. These may vary between agencies, and only agency-specific factors should be considered. These may include demographic changes, legislative requirements, economic, climate or market position, stakeholder/customer expectations/issues, financial constraints, and any other issues derived from the analysis of future service delivery. It is important that all assumptions are documented for future reference and to facilitate future updates. In this part of the SAMP, agencies can define relevant internal and external factors applicable to their asset portfolios and reflect their portfolio requirements in the adopted planning timelines⁴.

The strategic organisational context should address:

- internal and external context and drivers including whole-of-government priorities for the community
- alignment with the agency's corporate objectives and strategic planning framework
- scope of the AMS underpinning the SAMP, including related programs and documents
- legacy considerations (historic reasons why asset base is constituted in its current form)
- the SAMP planning horizon and supporting rationale
- stakeholder requirements (legal, financial, technical, regulatory, organisational) – now and future
- financial and non-financial implications of implementing a SAMP
- relevant financial/ non-financial KPIs impacting a SAMP
- approach to corporate system integration
- integration with corporate risk management process
- commitment to continual improvement.

3.3.4 Existing asset holdings, strategic issues and options

Agency assets must support the delivery of agency services consistent with the government and agency's broader strategic planning and long-term vision, direction and priorities. This section of the SAMP allows the agency to describe its existing services and standards in more detail, and how its assets support these now and into the future. Much of the data relating to current asset holdings informing this section can be drawn from the current TAMP process.

This section of the SAMP should be clearly aligned with agency service delivery statements, or their equivalent, and outline:

- Existing service areas and standards, existing asset portfolio, how this is used to produce services, factors expected to impact on future service delivery (potentially leading to future infrastructure risks and opportunities).
- Historical non-current asset investment levels.
- Condition of the assets and strategy for condition assessment.
- Indication of the likely infrastructure-related needs and emerging challenges and opportunities facing the agency, prioritised in accordance with likely impacts.
- Existing maintenance strategy for current asset holdings and capital program including:

⁴ Planning timelines should address a range of horizons from a minimum of 4 years out to 10 or 15 years in the medium term and 15 to 20 years in the longer term to suit agency portfolio requirements.

- maintenance resourcing
- in-house skills assessment
- critical maintenance issues.
- Identification of capability gaps or surpluses listed per asset class.
- Options to address gaps, including a strategic plan for procurement of required assets and management of assets no longer required. Options to consider include:
 - Non-asset solutions:
 - policies to manage demand and supply issues
 - other efficiency management and innovative processes
 - other service delivery solutions.
 - Asset-based solutions:
 - projects to sustain existing services at the current level
 - upgrade/replacement of existing infrastructure
 - investment in new infrastructure.
 - Disposal of surplus or redundant assets
 - Private sector involvement (opportunities for the private sector to work with government on delivering innovative solutions to infrastructure delivery).
- Development of financial and non-financial KPIs.
- Approach to asset acquisition/replacement plans.
- Approach to asset rationalisation and disposal planning.
- Proposed maintenance strategies (short/medium/long-term).

3.3.5 Strategic asset management objectives

The asset management objectives section should address the agency's strategic asset management objectives and the process used to establish them. Relevant agency-specific or whole-of-government policies should be identified and outlined.

Alignment should be shown between agency objectives and goals and asset management strategies and objectives. Where an agency holds multiple classes of assets, delivering against a range of agency objectives and goals, the alignment may need to be outlined by asset class. This provides a direct line of sight from high-level organisational objectives to asset ownership and management to support service delivery through the asset management objectives which will cascade down into the plans.

Examples of strategic asset management objectives include:

- capability of assets to deliver required services and achieve service delivery objectives
- ensuring asset management practices and decisions are guided by service delivery needs
- maximising the service potential of existing assets by ensuring they are appropriate for purpose and are maintained effectively
- reducing the demand for new assets through appropriate asset lifecycle renewal, demand management techniques and consideration of alternative service delivery options
- ensure capital expenditure decisions are based on rigorous and documented economic appraisals of options that include financial as well as non-financial parameters.

Further examples are detailed in Table 1.

AM objectives	AM actions to achieve objectives
The organisation recognises the importance of AM planning and adequately resources the AM system	<p>An AM policy is adopted by the ... (governance body).</p> <p>An AM plan is updated annually and approved by the senior management team.</p> <p>The AM plan provides the basis for annual budgets.</p> <p>Appropriate structure and resources are provided to deliver these objectives.</p>
The organisation actively and transparently engages with stakeholders as to how the network is managed	<p>Stakeholders are identified and communicated with to ensure expectations are understood and documented.</p> <p>Levels of service are defined with consideration of these requirements.</p>
Decision-making is outcome based and based on reliable asset information	<p>An asset inventory is developed and holds condition and performance information to support informed decision-making.</p> <p>Performance against defined levels of service is reported annually.</p> <p>Major expenditure decisions are prioritised using a common framework that ensures projects and activities with the highest benefit-cost proceed.</p> <p>The decision framework ensures the optimal lifecycle cost option is selected.</p>
The network is managed in a financially prudent manner	<p>An AM plan with a long-term expenditure and funding plan is in place to maintain the network to agreed levels of service.</p> <p>The level of service impact of differences between AM plan funding requirements and annual budgets is explained in the annual report.</p> <p>Priority is given to maintenance and renewal of existing assets over building new ones.</p> <p>Asset value and annual depreciation is recognised in the organisation's financial accounts in accordance with international reporting standards.</p>
Environmental impacts of the assets are mitigated	<p>The environmental impacts of significant decisions are considered in the decision framework, along with actions required to mitigate negative impacts.</p>
The AM system is maintained to a high quality	<p>AM processes are documented and opportunities for refinement and efficiency are identified.</p> <p>Policies and practices represent global best practice and would permit the gaining of accreditation to the relevant ISO standards.</p> <p>A risk register is maintained, and actions are identified and evaluated to reduce the highest risks.</p>
Service delivery mechanisms ensure outcomes delivered at lowest lifecycle cost	<p>Physical works will be delivered through a competitive market.</p> <p>Maintenance contracts will be performance/outcome based.</p>
A continual improvement approach is taken	<p>An AM improvement program (strategy) is adopted which identifies a pathway to achieve these objectives.</p> <p>The strategy is regularly reviewed, and progress reported to the senior management team.</p>

Table 1: Example principles and objectives for the AM System⁵⁵ Source IMM02015

3.3.6 Asset management planning approach

Information in the document called Non-Current Asset Policies for the Queensland Public Sector NCAP 1 Recognition of Assets (NCAP) should be used to identify and recognise assets. In accordance with NCAP1, an asset is a resource controlled by the entity as a result of past events and from which future economic benefits are expected to flow to the entity. Physical assets are items such as land, buildings, information technology, infrastructure, library collections, equipment or fleet. Non-current assets are expected to have a service life of more than one year.

Transparency in asset management and related decision-making is essential for the conduct of agency and government business. This section of the SAMP should provide clarity regarding the asset management planning approach of the agency preparing the SAMP, including strategies relating to decision-making, procurement, maintenance and recycling.

This section should address:

- Decision-making criteria including prioritisation:
 - performance (stakeholder satisfaction, asset output, service level against agreed KPIs)
 - risk (risk to user, risk of failure, risk of service disruption, safety risk, reputation)
 - cost (cost of ownership, operations and maintenance, profit, financial return, NPV).
- Capital investment strategies:
 - sustaining (renewal/replacement)
 - improvement/growth.
- Asset operational and maintenance strategies including condition monitoring:
 - intervention levels
 - reactive and preventative maintenance
 - operational risk management
 - health and safety
 - cost and budget management.
- Asset recycling strategies:
 - benefit/cost
 - service performance
 - risk exposure/reliability.

Each of the above should be reflected in the asset management plans for the various asset classes and the SAMP provides the necessary approach for the development and maintenance of these plans.

Accordingly, it will generally be necessary to highlight linkages with other asset management planning documentation and provide cross-references, including corporate plans, TAMPs and AMPs. Depending on the spread of asset classes managed by an agency, it may be appropriate to outline the asset management planning approach for each class, including management objectives and a brief financial summary.

3.3.7 Financial and performance summary

Agencies should provide a high-level transparent summary of the process to be followed to ensure sufficient financial resources can be provided. This will address future operating and capital expenditure over the period of the plan and is intended to draw attention to the need to link the AM system with long-term funding requirements.

In addition, agency performance against the SAMP should be measured against financial and non-financial measures in the context of overall agency performance.

For each asset class or portfolio, documents should include:

- short and long-term capital improvement program
- existing asset net value
- annual depreciation expense
- maintenance and repairs expenses
- operating expenses.

Where possible, linkages should be made to the agency's financial and corporate strategies, and to the budget cycle more broadly. Funding strategies and asset valuation methodologies (including forecasting) should be described at a high level.

Regarding non-financial measures, agencies should identify the measures that provide a meaningful guide to the performance of their asset portfolio and asset management systems. This should include asset management maturity as a core measure but may also include applicable measures to assess performance against SAMP objectives for matters such as risk, environmental impacts and/or resilience, user feedback and community benefits.

This section of the SAMP should address:

- Funding strategies:
 - grants
 - borrowings
 - private sector investment.
- Approach to valuation:
 - determining fair value
 - depreciated replacement costs
 - residual value.
- Effect of investment, disposal and procurement options:
 - existing and proposed asset values
 - proposed recurrent expenses.
- Depreciation.
- Maintenance.
- Operating.
- Financial ratios (consumption ratio/sustainability ratio).
- Short- and long-term capital improvement programs.
- Financial and non-financial performance – current levels and future targets against agreed KPIs.
- A long-term financial plan with a horizon sufficiently into the future to pick up any potential financial shocks. A 10-year financial planning horizon is recommended.
- Non-financial measures may include (subject to agency relevance):
 - asset management maturity
 - risk
 - environmental impacts/resilience
 - user feedback
 - community benefits.

3.3.8 Evaluation

The evaluation section should outline the process for review by senior management, updates and improvement of the SAMP.

It should identify review frequency and how the agency will incorporate new information, document compliance, performance monitoring and continuous improvement of processes and practices. It should also identify how the review and evaluation of the SAMP will align with any review and evaluation of other agency asset management strategies and plans. It is important to provide clarity as to who is evaluating and reviewing the SAMP, and the agency levels involved in decision-making.

The state is aiming for continuous improvement in the strategic management of its assets. Each agency should clearly define the performance evaluation and improvement procedures for its own SAMP; however, these processes should be consistent with the *Queensland Government Program Evaluation Guidelines* produced by Queensland Treasury and give due regard to:

- *Queensland Government Performance Management Framework Policy*
- *Financial Accountability Framework*
- *Financial and Performance Management Standard*
- *Maintenance Management Framework.*



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