

| Maintenance manualChapter 4: Minor capital worksNovember 2017 |
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Department of Health

# Revision history

Department of Health

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More information

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Contents

[Revision history 2](#_Toc498006448)

[Minor capital works policy 4](#_Toc498006449)

[Introduction 4](#_Toc498006450)

[Contractor performance 4](#_Toc498006451)

[Housing Assistance Leasing Plan (HALP) ratings 4](#_Toc498006452)

[Delegations for minor capital works 4](#_Toc498006453)

[Types of minor capital works 5](#_Toc498006454)

[Budgets for minor capital works 5](#_Toc498006455)

[Requests for minor capital works 6](#_Toc498006456)

[Contractor communication 8](#_Toc498006457)

[No access 8](#_Toc498006458)

[Maintenance of properties managed by registered housing agencies 8](#_Toc498006459)

[Minor capital works procedures 9](#_Toc498006460)

[Introduction 9](#_Toc498006461)

[Prior to raising a job order 9](#_Toc498006462)

[Raising a job 10](#_Toc498006463)

[The works have not been arranged 10](#_Toc498006464)

[Obtaining quotes for NOS works 10](#_Toc498006465)

[Access to a property 11](#_Toc498006466)

[Varying a job 11](#_Toc498006467)

[Non-conformance 12](#_Toc498006468)

[Non-conformance form 12](#_Toc498006469)

[The works are completed 12](#_Toc498006470)

[Managing complaints 13](#_Toc498006471)

[Aids, adaptations and disability modifications 13](#_Toc498006472)

[Maintenance of community-managed properties 13](#_Toc498006473)

[Maintenance for properties managed by Aboriginal housing Victoria 13](#_Toc498006474)

[Appendix 1 14](#_Toc498006475)

[Maintenance category of work 14](#_Toc498006476)

# Minor capital works policy

## Introduction

Minor capital works are maintenance works carried out by the Department of Human Services (the Department), on tenanted or vacant public housing properties, generally in response to requests for such works. Minor capital works could result in an improvement in the condition of the property or its amenities.

The objectives for carrying out minor capital works are to:

* improve an amenity
* extend the life of a property or asset
* add value to a property.

Minor capital works may be carried out as priority or non-urgent works. They may be required even if a property has been placed on a maintenance or upgrade program.

This chapter covers the policy and procedures for:

* determining the nature of minor capital works
* arranging for minor capital works to be completed
* the roles of the superintendent’s representatives in carrying out minor capital works.

**Note**: The Director of Housing (the Director) as landlord is responsible for maintenance of all public housing and community managed properties, including leased properties occupied by public housing tenants. However, replacement of capital expenditure items is generally considered to be the responsibility of the owner/agent. Refer to the **Leased Properties** Chapter in the **Tenancy Management Manual.**

## Contractor performance

The superintendent’s representative liaises between the tenant and the head contractor to ensure that all maintenance works are carried out within the conditions of the contract and comply with trade specifications.

The position of the superintendent’s representative is held by nominated Department of Human Services staff who liaise with the tenant and contractor in carrying out maintenance works.

* Refer to the **Introduction** of the **Responsive Maintenance** Chapter for the Departmental staff who hold the positions of superintendent’s representatives.

## Housing Assistance Leasing Plan (HALP) ratings

The Department’s Housing Assistance Leasing Plan (HALP) Rating on a property is a basic indicator of how long the Department intends to keep a Director Of Housing owned property. The rating reflects the property’s long-term viability, given the relevant factors at the time.

The decision to undertake the types and extent of vacant or additional maintenance works by the local housing office is dependent on the property’s HALP rating.

* Refer to the **Vacant Unit Maintenance** Chapter for more information on HALP ratings.

## Delegations for minor capital works

Delegated authorities to order works and goods for minor capital works are the same as those for responsive maintenance.

* Refer to **Table 3.1** of the **Responsive Maintenance** Chapter for the authorised delegations.

The Housing Manager (HM)/Housing Services Manager (HSM)/Housing Call Centre (HCC) Manager/Community Managed Accommodation (COMAC) Manager may impose limits below the delegations in managing their budgets.

## Types of minor capital works

Minor capital works are intended to improve an amenity, extend the life of a property or asset, or add value to a property. Minor capital works. They may be ‘discretionary’ or ‘non-discretionary’ depending on the urgency for the maintenance works.

Examples of minor capital works (but not inclusive) are:

Replacement of appliances, such as stoves, hot water systems, heaters, range hoods, central heating systems.

* electrical re-wiring
* major shower or bathroom repairs
* installation of garden sheds or additional/storage cabinets
* replacement/installation of party or front fencing

Minor capital works are initiated by one of the following actions:

* tenant or tenant’s representative contacts the local housing office or the HCC to request repairs
* housing staff report on the condition of a property or asset after an inspection is conducted of the property
* a recommendation to carry out works is made by the contractor in an Inspect and Report
* approval is given by the Department (as an authority number) to the head contractor to carry out the works
* an order has been made at the Victorian Civil and Administration Tribunal (VCAT) directing the Director to carry out maintenance works.

## Budgets for minor capital works

The Director as landlord is responsible for maintaining tenanted properties in good repair. Where repair works result from wear and tear, the cost of such works is borne by the Department. The nature and extent of the repairs determine the budget to which the maintenance works are charged.

### Minor capital works (MCAP)

* Where urgent repairs are required as a result of, for example, the breakdown of an appliance and the safety and health of tenants may be affected, urgent non-discretionary minor capital works are assigned the Maintenance Category of Work ‘MCAP’ code in the Housing Integrated Information Program (HiiP) Repairs system, and charged to the appropriate budget. The Department replaces the appliance instead of making repairs to it where it is more cost-effective to do so.

Non-discretionary minor capital works are authorised and managed by the local Housing Office HCC/COMAC/.

### Discretionary ‘make good’ works (MCDW and PROG)

* A property may require discretionary urgent or non-urgent ‘make good’ works while it is awaiting programmed maintenance in the future. For example, a property has been placed on an upgrade program which includes internal and external painting. Following a vacant unit inspection, urgent painting works are raised to ‘make good’ the property and to bring it to a standard that is suitable for tenancy. Such discretionary make good works are carried out so that the condition of the property is improved and its value increased or as part of the Department’s Asset Protection Works program, see **Housing Standards Policy Manual**.

Discretionary ‘make good’ works are initiated after an inspection of the property or asset by the Housing Services Officer (HSO), Field Services Officer (FSO) or contractor. Such works are raised and managed by the local Housing Office, assigned the HiiP Repairs Category of Work code ‘MCDW’ or ‘PROG’, and charged to the appropriate budget.

### Aids, adaptations and disability modifications

A tenant can request maintenance works that will improve the access and/or amenities of their property for a member of their household with a disability or special needs. An example of this is the installation of ramps to a property. Such minor capital works add value to the property, are assigned the HiiP Repairs Category of Work ‘DMOD’ code and are charged to the Minor Disability Modifications budget.

The responsibility for managing these works in HiiP Repairs is with the HCC. The HCC obtains approval from the local housing office prior to allocating jobs for minor modifications, for example, grab rails and small ramps.

* Refer to the **Responsive Maintenance** Chapter for more information on Aids, Adaptations and Disability Modifications.

## Requests for minor capital works

When a tenant or their representative requests maintenance works to be completed on their property, the Department assesses the timeframe for their completion. Usually this is determined by the nature of the work required.

The Department arranges for all urgent repairs to be completed within 24 hours. Priority works are completed within seven days. Non-urgent maintenance works are carried out within 14 days after being given notice, in accordance with the ***Residential Tenancies Act 1997 (RTA) (s.74).***

### Urgent minor capital works

An example of urgent minor capital works is the replacement of a hot water service due to the total failure of the appliance.

A job order (formerly schedule contract order) is raised to the head contractor immediately so that the urgent works are completed within 24 hours.

* Refer to the **Responsive Maintenance** Chapter for more information on Urgent works.

### Priority works

Priority works are to be completed within seven calendar days so that the maintenance works do not become urgent repairs.

When determining whether non-urgent maintenance works should be completed as a priority, the Department considers whether:

* there would be a significant decrease in the level of the amenity provided to the tenant
* future costly repairs could be required if the maintenance works are delayed.
* Refer to the **Responsive Maintenance** Chapter for more information on the types of maintenance works.

### Non-urgent works

Tenants can request the Director of [Consumer Affairs Victoria](http://www.consumer.vic.gov.au/) to conduct an investigation if the landlord has not carried out the repairs within 14 days. If CAV have conducted an investigation, the tenant has received an inspection report from the Director of CAV and the work has not commenced, the tenant has 60 days in which to make an application to VCAT for the repairs to be completed, as per ***RTA (s.74, 75).***

* Refer to the **Responsive Maintenance** Chapter for more information on Priority works.

### Programmed works

Capital improvement works or maintenance works that are scheduled for completion in the future are referred to as Programmed Works. Such works are non-urgent, and improve, protect or extend the life of a property or amenity. They are contracted in bulk lots, and are carried out in a planned and systematic manner.

Non-urgent maintenance works are exempt from the 14-day timeline if the works can be completed in the future as Programmed Works.

### Schedule of rates (SOR)

* The **SOR** is the Schedule of Rates and trade specifications in the contract between the Director and the head contractor, for maintenance works carried out on public housing and community-managed properties.

Most repair works are covered by the SOR, and jobs for SOR items are raised directly in HiiP Repairs.

### Not on Schedule (NOS) works

* Works that the contractor may be requested to carry out which are not covered by any of the listed Schedule of Rates (SOR) items or other written, negotiated or agreed rate, are referred to as **NOS Works.** NOS Works can be undertaken by the head contractor or a selected casual contractor.

NOS quotations are required for:

* works up to the value of $$1,000 - one written itemised quotation from the head contractor or casual contractor
* works over $1,000 - a minimum of three written quotations from separate contractors, including the head contractor and an independent cost estimate by the FSO.

NOS works which may impact on staff or contractors’ health and safety must be approved by the HSM in the local Housing Office, for example, cleaning gutters.

* Refer to the **Responsive Maintenance** Chapter for more information on the Schedule of Rates and NOS Works.

### Tenant responsibility maintenance

The Department aims to recover costs where repairs to a tenanted or vacant property are necessary as a result of neglect or damage caused during a tenancy.

Where a property has been placed on a works program managed by Property and Asset Services, the Department may carry out the repair works as part of the programmed maintenance contract, as per ***RTA (s21, 452).***

* When the Department raises a job for damage to a property or amenity that is considered to be the responsibility of the tenant, the work is raised as a **Maintenance Claim Against a Tenant (MCAT).** The Department makes an application to VCAT to seek an Order for Compensation when the contractor has completed repairs to the property and final costs of the repairs have been established, as outlined in the **Tenant Property Damage** Chapter.

## Contractor communication

The aim of communication between the Department and the head contractor is to give instruction on maintenance work to be carried out and to resolve any issues with regard to property maintenance. It covers the following areas of maintenance works:

* Job orders are instructions to the head contractor to carry out instructed works.
* An ‘Inspect and Report’ (I and R) is a condition report used to determine if an item is to be replaced or repaired, and the extent of works needed.
* A Recall notice is issued to notify the contractor that works performed are perceived or deemed to be defective or incomplete.
* A Superintendent’s Site Instruction (SSI) is to rectify defective works where a response to a recall notice has not been received or where attendance has not occurred within the specified timeframe in the recall.
* Variations to jobs are instructions to the head contractor of additions or changes to the original job order.
* **Not on Schedule (NOS)** works are carried out by the contractor which are not covered by the Schedule of Rates (SOR).
* Refer to the **Responsive Maintenance** Chapter for more information on Contractor Communication.

## No access

### The contractor cannot gain access to the property

* The contractor is required to make up to two attempts to contact the tenant to carry out the maintenance work on the property. They are required to make prior appointments by telephone or in person with the tenant to gain entry to the premises to carry out the work in the job order, see **SOR**.

If the first attempt to gain access to the property is not successful, a contractor calling card is left requesting that the tenant contact the contractor to arrange an alternative date and time. If the contractor’s attempt to gain access fails a second time, the contractor returns the job order to the Department, and the job may be cancelled.

* Refer to the **Responsive Maintenance** Chapter, and the **Access to Properties** Chapter in the Tenancy Management Manual for more information.

## Maintenance of properties managed by registered housing agencies

The Department of Human Services is not responsible for the maintenance of properties that are managed by registered housing agencies. Tenants residing in such properties are to report their maintenance issues to their managing agent/landlord.

# Minor capital works procedures

## Introduction

### The Housing call centre

The Department’s Housing Call Centre (HCC) is the primary point of contact for tenants who wish to report or have queries on maintenance issues. Tel: 131 172. Non-urgent repairs can be reported on-line via the Housing website or email Tenant Maintenance <tenant.maintenance@dhhs.vic.gov.au>.

Minor capital works are raised following the same procedures as responsive maintenance works. Job orders are created, defined and allocated in the HiiP Repairs system. The main communication tool between the Department and the head contractor is the contractor memo.

* This section must be read in conjunction with the **Responsive Maintenance** Chapter. The Responsive Maintenance chapter describes in detail the procedures for raising responsive maintenance works which can be followed for raising minor capital works.

## Prior to raising a job order

### Assess the request for maintenance works

Before a job is raised in HiiP Repairs, obtain sufficient information to determine the type and extent of maintenance works required. Also ascertain whether they are urgent or non-urgent. Ask for details of the required works, the reason the works are required and if applicable, how the damage occurred.

If the works are not urgent repairs, determine whether they should be completed as minor capital or programmed works to be undertaken by Property and Asset Services.

**Note:** Refer to the property’s HALP rating to determine the type and extent of works required. See section 2.1.3 in the Vacant Unit Maintenance Chapter for more information.

If the tenant is responsible for the cost of the maintenance works, as outlined in the **Tenant Property Damage Chapter**.

If the maintenance works requested are for a non-standard fixture or item to be installed, the tenant is required to complete an **Internal/External Works Permit Application Form**, located on the Housing website. For more information, refer to the **Responsive Maintenance Chapter**.

### Determine the extent of requested works

To determine the type and extent of the minor capital works required, one or more of the following actions may be taken:

* The Housing Office/HCC/COMAC requests an Inspect and Report (I and R) from the head contractor
* The HCC raises a pre-inspection in HiiP Repairs to COMAC, the local Housing Office or head contractor, detailing the inspection requirements
* The Housing Office /COMAC conducts an inspection of the property or amenity
* In response to the pre-inspection, the local housing office/COMAC may send a request to the HCC to raise the job to the head contractor.
* **Note***:* Where a home visit is conducted by a Housing Services Officer (HSO) for a maintenance request, this may be incorporated into the triennial home visit requirements, as per the **Tenancy Management Manual**.

## Raising a job

## The works have not been arranged

Check the Job History in HiiP Repairs to ensure that the address of the property is correct and that a job has not already been allocated. Check the Property notes for any additional information relating to the maintenance request. If a job does not exist for this work, raise the job.

* Assign the appropriate [Maintenance Category of Work](#_Maintenance_Category_of) see Appendix 1 page 14,required to the job, that is, HiiP Repairs Category of Works codes ‘MCAP’ for minor capital works and ‘MCDW’ for minor capital discretionary works. Enter the details of the job when defining it in HiiP Repairs.
* Refer to the **Responsive Maintenance Chapter** for the procedure on Raising a Job.

### Schedule of Rates (SOR) items

* The **Schedule of Rates (SOR)** lists the different scheduled items of works or repairs which may be completed on a public housing or community managed property. The majority of job orders raised for maintenance works are SOR items which are available in HiiP Repairs.

### Appliances that are to Be Supplied (TBS)

* Appliances covered by a contract with a specific manufacturer are referred to as ‘Supplied Items’ and recorded as ‘TBS’ items in HiiP Repairs, as detailed in the **SOR**.

Appliances that are listed as TBS items on a supply order may include:

* + - heaters
		- hot water services
		- stoves
		- washing machines and dryers for communal laundries.
* A recommendation to replace an appliance is made by the contractor in an I and R on the item needing repair. The I and R may be initiated by the local Housing Office, HCC or COMAC, see **SOR**.

Property and Asset Services is responsible for arranging and managing the TBS contracts. Tel: (03) 9096 2153.

* Refer the **Responsive Maintenance Chapter** for more information on TBS items.

### Warranty on TBS items

TBS appliances have a warranty period during which the manufacturer is responsible for attending to and rectifying any omission of or defect in the appliance.

Warranty periods on appliances generally commence from the delivery date. Check the warranty details listed for individual appliances in the Summary of Supply Contracts (TBS catalogue).

Contact Property and Asset Services if there are any problems relating to warranty on TBS items.

## Obtaining quotes for NOS works

### Not on Schedule (NOS) works

* Works items which are not covered in the SOR are referred to as Not on Schedule **(NOS) works**.

Check the SOR thoroughly or consult the FSO to make sure that an appropriate item to cover the works does not exist before using ‘NOS’ in HiiP Repairs.

### Simple Works

Simple Works are generally 'Not on Schedule' (NOS) works that fall outside the Schedule of Rates and are managed by the local Housing Office /COMAC. Such works can include the replacement of fences and tree removal.

Where the NOS Simple Works job is raised to the head contractor, enter the full description of the works required in HiiP Repairs, in the Description field in the Defined Item screen.

All NOS Simple Works jobs to a casual contractor are raised by the local Housing Office /COMAC, using the appropriate NOS code.

* Refer to the **Responsive Maintenance Chapter** and to the Intranet for more information on NOS works.

### Simple Works quotation

* **Simple Works Tenders On-line** is the Department’s centralised quotation document creation application for all Simple Works quotes, and is accessed by the FSO through the Housing and Community Building Intranet.

The FSO uses Simple Works Tenders Online to obtain selective competitive quotations for NOS works outside the scope of work orders, and for works of a complex technical nature.

* Refer to the **Responsive Maintenance Chapter** for more information on Simple Works.

**Note:** The HM/HSM/COMAC Manager may impose limits below the delegations in managing their budgets.

### Casual contractor quotes

The FSO is responsible for checking that the contractor’s public liability insurance policy is current and has the required provisions.

* Refer to the **Responsive Maintenance Chapter** for more information.

## Access to a property

The contractor is required to make up to two attempts to contact and arrange with the tenant to gain entry to the premises to carry out the work in the job order. The contractor may not be able to get into the premises where:

* the tenant is not at home each time
* the tenant fails to contact the contractor each time
* there may be a health and safety risk if the maintenance works are not completed immediately, for example, a gas leak.

In these cases, the job may either be cancelled in HiiP Repairs, or the local Housing Office /COMAC staff may enter the property without the tenant’s permission in order to carry out urgent or make safe repairs, as per ***RTA (s.86(1)(c).***

* Refer to the **Responsive Maintenance Chapter** and to the **Access to Properties Chapter** in the Tenancy Management Manual for more information on gaining access to a property.

## Varying a job

The head contractor has the authority to complete the job where there are variations to the original order, provided the additional cost incurred is no more than $500 within the original intent of the order.

* If the cost variation to the original job order is estimated to be more than $500, it is recommended that the contractor make a variation request to the Housing Office /HCC/COMAC that raised the job, see **SOR**.

### Hold points

* Hold points are points or stages of the instructed work beyond which the work may not proceed without review and approval by the superintendent’s representative, see **SOR**.

The head contractor requests approval for exceeding the work’s hold points from the local Housing Office /HCC/COMAC. If approval is given, the Housing Office /HCC/COMAC that raised the job provides the head contractor with a contractor authority number to carry out the works. The details are recorded in HiiP Repairs and included in the job order.

* Refer to the **Responsive Maintenance Chapter** for more information on Varying a Job and Hold Points.

## Non-conformance

In some circumstances, the head contractor cannot complete the works according to the provisions in the SOR contract. Non-conformance of the contract provisions may result from the any of the following:

* the contractor is unable to complete the works to the specifications in the SOR contract
* the contractor is unable to meet the specified timelines
* the works are not adequately completed
* the works have not been completed to the Department’s standards in an investigation undertaken by the Compliance Unit.
* There is disagreement over payment, for example, liquidated damages are applied on a job refer to the **Contractor Payment Chapter**.

### Contractor memo function in HiiP Repairs

Communication between the Department and the head contractor is via the contractor memo function, to resolve issues of property maintenance, including non-conformance to SOR specifications.

The contractor memo is used in:

* cancelling jobs
* requesting I and Rs
* initiating and responding to recalls and SSIs
* Refer to the **Responsive Maintenance Chapter** for more information on contractor memos.

## Non-conformance form

The contractor is required to complete a **Non-conformance Form** where the contractor has not complied with the SOR. This is a record for the Department and the contractor as to why the works cannot be completed according to the Department’s standards and specifications.

The local Housing Office submits a **Compliance Investigation Request** to the **Compliance Unit**, Portfolio Management Group, Property Portfolio Branch, if non-compliance of the SOR is suspected. The Compliance Unit is also responsible for undertaking investigation of the contractor’s work on a random sample basis, to ensure that the works have been completed satisfactorily.

* Refer to the **Responsive Maintenance Chapter** for more information on non-conformance by the contractor.

## The works are completed

Once the works are completed by the contractor, the HiiP Repairs generated job order or the **Inspection and Test Plan (ITP)** is signed and dated by the tenant as confirmation that the contractor attended the property and completed the works. The head contractor issues an Inspection and Test Plan (ITP) is a record of the completed works, and may be used in a compliance audit.

## Managing complaints

The HCC is the primary point of contact for tenants with queries or complaints regarding maintenance issues. Complaints may be made by tenants about contractors or Departmental staff, or by contractors about tenants. The HCC responds and attempts to resolve the matter where possible. If the matter is complex and/or requires a site visit, the matter is referred to the local Housing Office /COMAC.

* Refer to the **Responsive Maintenance Chapter** or the Complaints Management Policy for more information on Complaints Management.

## Aids, adaptations and disability modifications

Aids, adaptations and disability modifications fall into three categories: ‘minor’, ‘major’ and ‘full’ Modifications.

Access and minor modifications are works requested by tenants who require additional amenity provisions to, or in lieu of, those general amenity standards provided by the Department, and include hand-rails and walk-in showers.

Major modifications include bathroom modifications, and specialised works that may require a structural permit or council certification approval.

Full modifications include kitchen and/or bathroom upgrades.

Requests for major and full modifications must be referred to Property and Asset Services.

* Refer to the **Responsive Maintenance Chapter** for more information on the procedure to carry out modification works.

**Note:** As part of the ‘Job on Assessment and Pre-inspection’ process in HiiP Repairs, the responsibility for managing these works in HiiP Repairs is with the HCC. The HCC obtains approval from the local Housing Office/COMAC prior to allocating works for minor modifications, for example, grab rails and small ramps.

## Maintenance of community-managed properties

Maintenance works on properties which are owned by the Director, and leased to or managed by community agencies, are managed by the Community Managed Accommodation Unit (COMAC), Property and Asset Services.

Tenants of community-managed properties contact their community management group for maintenance during office hours. Requests for minor capital works are forwarded by the community management group to the Housing Call Centre for action. Tel: 131 172 or email the call centre  <callcentre@dhs.vic.gov.au> or report on-line.

* Refer to the **Responsive Maintenance Chapter** for more information.

## Maintenance for properties managed by Aboriginal housing Victoria

Maintenance of properties managed by Aboriginal Housing Victoria (AHV) is managed by the Housing Call Centre. Requests for maintenance are assessed and the appropriate jobs are raised and completed in accordance with the Department’s policy and procedures. The costs of these maintenance works are charged to the appropriate budget.

If it is assessed that non-urgent maintenance or repair works should be transferred to a future program of works, notify the local Aboriginal Housing Officer (AHO).

* Refer to the **Responsive Maintenance Chapter** for more information.

# Appendix 1

## Maintenance category of work

| HiiP Code | HiiP category of work |
| --- | --- |
| ABNDAPROBSMHBSMLBSMMBSPTCFHZCLEACLGDDMODGARDINSRINWKMCAPMCDWMDEMMSRANRBRNSIMPBAYPRHRPROGRELDRESPRMGCSDSESHOSSPOTSPUSSPUPVACUVALDVANDFRMTCDMG | Abandoned GoodsAsset ProtectionBuilding Service Maintenance - HeatingBuilding Service Maintenance - LaundryBuilding Service Maintenance – MiscellaneousPublic Lighting and Telephone EquipmentClearing Fire HazardsCleaningCleaning and GardeningDisability ModificationsGarden MaintenanceInsuranceInvoiceable WorksMinor Capital WorksMinor Capital Discretionary WorksMinor DemolitionsMiscellaneous Charges Rental Account (Fire Extinguisher)Neighbourhood Renewal – Barwon RegionNon-stock Improvement - Miscellaneous ExpensesOperating Costs - Parking BaysProgrammed Maintenance – High RiseProgrammed MaintenanceLiquidated Damages ReimbursementResponsive MaintenanceResponsive Maintenance – Gas CrisisStock Improvement Scheme – Direct Selling ExpensesSHOS ConversionsSpot Purchase Upgrade - RGSSpot Purchase Upgrade – Supported SinglesSpot Purchase – Psychiatric and Aged CareVacant Units MaintenanceLiquidated Damages ApplicationVandalismFire Risk Management - CRUClient Damage - CRU |

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