HORSHAM
Rural City Council

Asset Plan 2025–35

DRAFT – Proposed to be Adopted by Council October 2025

Acknowledgement of Country

"The Horsham Rural City Council acknowledges the five Traditional Owner groups of this land: the Wotjobaluk, Wergaia, Jupagulk, Jaadwa and Jadawadjali people.

We recognise the important and ongoing place that all Indigenous people hold in our community.

We pay our respects to the Elders, both past and present, and commit to working together in the spirit of mutual understanding and respect for the benefit of the broader community and future generations."

Asset Plan 2025-35

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Mayor and CEO's Foreword

It is with pleasure that Council presents its 10-year Asset Plan 2025-35.

This Asset Plan includes input gathered from a series of consultation and engagement processes during 2025 to seek the community's priorities for improvements to levels of service in Council's asset management practices.

The Asset Plan serves to inform the Long-Term Financial Plan by identifying operational and strategic practices that will ensure Council manages its assets in a financially sustainable manner.

Future asset management practices in the Asset Plan are in turn guided by Council's Horsham 2041 Community Vision and Council Plan 2025-29.

The Community Vision captures our shared hopes and aspirations for the future and continues to inform other key Council documents.

The Council Plan 2025-29 includes the strategic themes of the Council over the next four years, key commitments and measures against these themes, and major initiatives to be delivered.

Included in the Asset Plan are projections for managing and maintaining Council's most visible assets, set out in a series of classes for which there are common physical and financial management practices:

- Roads
- Bridges and major culverts
- Buildings and other structures
- Recreation and open space
- Footpaths and pathways
- Kerbs and channels
- Stormwater drainage

A key component of the Asset Plan is the Long-Term Capex Plan (LTCP) which compiles the capital projects proposed for renewing, upgrading and installing new assets over the next 10-year period.

A significant proportion of Council's asset management budget is committed to the ongoing maintenance and renewal of roads.

As heavy vehicle sizes increase, Council includes maintaining, upgrading and strengthening of bridges and culverts in its planning process.

As well, Council has identified the need for a Western Highway bypass of Horsham, and a second road crossing of the Wimmera River within the Horsham urban area. These will both require considerable planning and engagement with the community.

Council is currently part-way through implementing a five-year program of installing footpaths in some streets in Horsham and Natimuk that have not previously had footpaths installed. In addition, some proposed upgrades to shared tracks and bike paths have been prioritised in the 2024-34 Horsham Bicycle and Shared Path Infrastructure Plan.

Recreation and open space services are among Council's largest asset portfolios, ranging from sporting facilities to bench seats on walking paths. Regular safety inspections, vegetation management and tree planting and pruning are among Council's diverse responsibilities in this service area.

While operation and maintenance of Council assets is essential to deliver the services expected by the community, longer-term planning is crucial to meet Horsham's growing and changing population.

It is forecast that there will be more than 960 additional residents in Horsham in 2041, equivalent to growth of 0.2 per cent per year. This will generate a need for approximately 1500 additional houses across the municipality, more than 90 per cent of which will be in Horsham, followed by Natimuk.

And, as our population grows, so will the demand for further infrastructure.

Our present and future needs are dictated and guided by countless influences and projections.

Council's Asset Plan is one of the key tools to assist us in meeting those growing needs.

Cr Ian Ross, Mayor

Gail Gatt, Chief Executive Officer

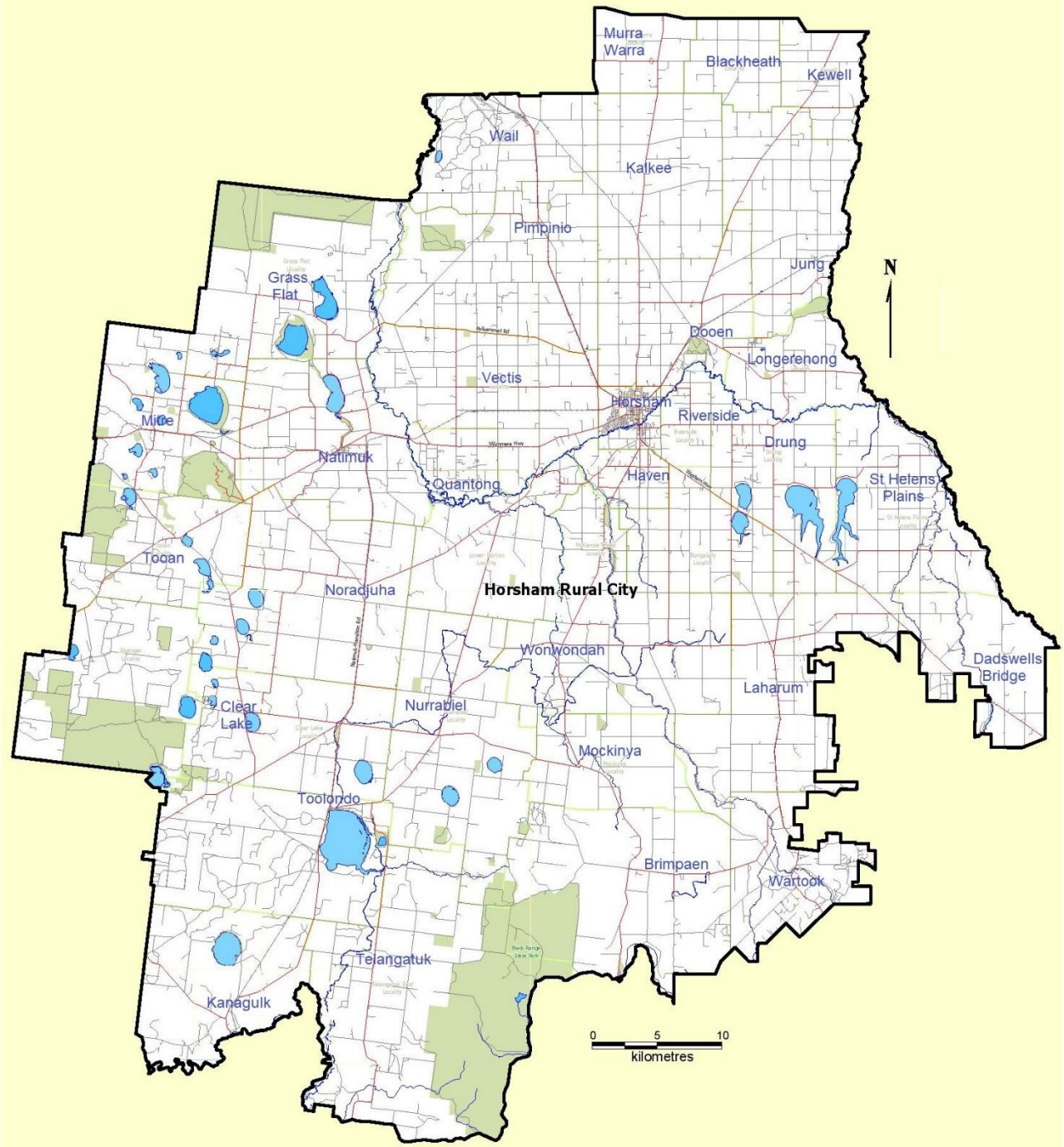


Figure 1 Map of Horsham Rural City Municipality

Asset Plan 2025-35

The Asset Plan

Introduction

This Asset Plan has been prepared to provide information to the community about Council's long-term approach to managing its assets to provide services to the community. It identifies the operational and strategic practices Council uses to manage assets across their whole-of-life cycle in a financially sustainable manner.

This plan follows the guidelines of the Institute of Public Works Engineering Australasia (IPWEA) and Local Government Victoria (LGV). The structure and content are aligned to the International Infrastructure Management Manual and the ISO 5500 and 31000 series of standards.

The Asset Plan quantifies the asset portfolio and identifies the strategic and operational practices that will ensure that Council manages assets across their life cycle in a financially sustainable manner. The Asset Plan, and associated asset management policies provide Council with a sound base to understand the cost and risk associated with managing its assets for the community's benefit.

The Asset Plan informs the Long-Term Financial Plan by identifying the amount of capital and maintenance expenditure that is required over the life of each asset class. The Asset Plan considers asset condition, service levels and the review and setting of intervention levels for each asset class.

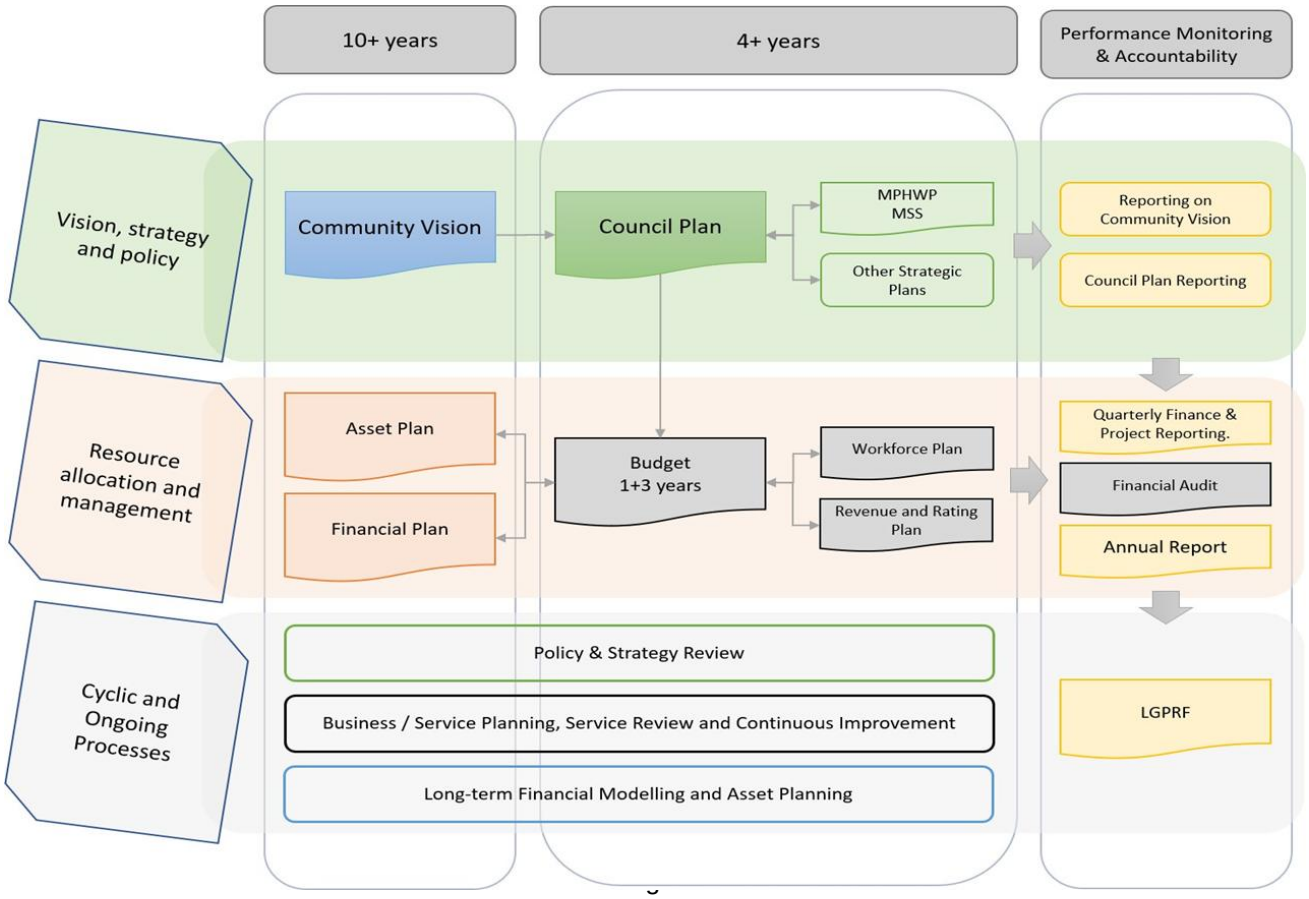
A key component of the Asset Plan is the Long Term Capex Plan (LTCP) which compiles the capital projects proposed for renewing, upgrading and installing new assets over the next 10-year period.

Legislative Requirements

The *Local Government Act 2020* (the Act) sets out a framework for all Victorian councils to ensure an open and transparent process for developing key strategic documents in consultation with their communities. The Act sets out guiding principles coupled with defined outcomes. Each council then can customise its approach to achieving its own plans and strategies.

The Integrated Strategic Planning and Reporting Framework (the Framework) guides Council in identifying community needs and aspirations over the long term (Community Vision), medium term (Council Plan) and short term (Annual Budget) and then holding itself accountable against these plans through the Annual Report. It also details the other plans required to complete the Framework to deliver a robust suite of plans to guide Council priorities and actions into the future.

The following figure demonstrates the Integrated Strategic Planning and Reporting Framework and how each element informs or is informed by other parts of the Framework together with the timeframes and scopes of each element.



The Asset Classes

About Asset Classes

Council groups assets into a series of classes for which there are common physical and financial management practices. Appendix A of this Plan presents a “plan on a page” summary of each asset class, which describes the composition, condition, value and key management approaches for each class.

The following sections provide further information about the general management approach to each of the infrastructure asset classes, and specific current strategies adopted by Council to meet levels of service and to address community identified needs.

Roads

Council’s road network includes urban roads within the townships and the rural roads outside the townships. Arterial roads within the municipality are managed by the Department of Transport and Planning (DTP). Arterial roads can be distinguished as they are named with a route identifier, for example, A8 is the Western Highway, C222 is Northern Grampians Road.

The main components within the roads asset class are typically:

- sealed surfaces, pavements and kerbs in the urban areas
- sealed surfaces, pavements and shoulders for the rural sealed network
- unsealed pavements for the rural unsealed network.

Other components include traffic control devices, signs, roundabouts, guideposts and delineators, on road bike paths, on-road and off-street car parking, line marking and raised pavement markers, guardrails, minor drainage structures and drains.

Kerbs and channels

Drainage is an essential element of managing road pavements, as water ingress is a key reason for failure of roads. The channels provide the local collector system for road and adjoining property runoff until this water is transferred usually into a buried pipe drainage system or less often an open drainage channel.

Kerbing types vary to suit different functions. Barrier kerbing is a more vertical kerb, used to assist in the control of vehicle movement off the roadway. An alternative semi-mountable kerb is often used in residential areas.

Bridges and Major Culverts

Within the road network there are major structures that cross waterways including bridges, major culverts (defined as those larger than 375 mm diameter or box culverts of equivalent cross section), footbridges and boardwalks.

Council’s major bridges, critical for traffic flow and route connectivity, are situated over the Wimmera River and include:

- Drung-Jung Road Bridge (Gross Bridge)
- Horsham–Wal Wal Road Bridge
- Polkemmet Road Bridge
- Riverside Road Bridge
- Horsham–Lubeck Road Bridge
- Wimmera River Pedestrian Bridge
- Hamilton Street Pedestrian Bridge

Major bridges are amongst the most expensive of Council's individual assets. Ongoing inspections and maintenance are required to ensure that they continue to safely carry people and fully loaded vehicles.

Buildings and Other Structures

This asset class primarily consists of buildings, but it also includes several other structures such as retaining walls, shelters and swimming pools.

Council owns and manages 166 buildings including the Horsham Town Hall, community halls, kindergartens and many more.

Some of the key "other structures" included in this category are Horsham Regional Livestock Exchange (HRLE), the Wimmera Intermodal Freight Terminal, Horsham Aquatic Centre and Horsham Aerodrome.

Larger buildings, e.g. Horsham Town Hall and Aquatic Centre, have several layers of complexity for asset management, as they have a range of components that require specific management, for example heating and cooling systems, and complex plumbing arrangements.

Figure 4 Horsham Town Hall. Photo credit Williams Ross Architects

Figure 3 Horsham Aquatic Centre

Figure 5 Kalkee Rd Children's Hub

Footpaths and Pathways

This asset class includes footpaths, tracks and trails including cycling paths, ramps, railing, signs and non-slip surfacing.

Stormwater Drainage

The urban stormwater drainage network includes underground pipes, open drains, pits and drainage structures, retention basins and litter traps. These assets are found in the urban areas of Horsham and Natimuk and at some key facilities, e.g. Wimmera Intermodal Freight Terminal, Horsham Aerodrome and Horsham Regional Livestock Exchange.

Recreation and Open Space

This asset class includes a wide range of asset types including:

- Playground equipment and under surfacing.
- Recreation reserves including recreation playing surfaces, lighting, drainage, fencing and irrigation systems.
- Parks and gardens including street and park furniture including seats, tables, bins, fixtures and signs.
- Wetlands.
- Trees in parks, street trees, garden beds, plants, shrubs, lawns are all part of Council's open space portfolio, however, these are not included in the asset register from a financial perspective.

Figure 6 Horsham Nature and Water Play Park

Asset Hierarchy

About Hierarchies

The service standards that apply to different asset classes vary across the range of assets in each class, so that typically, there is a grouping of assets within classes into hierarchy levels, reflecting the service standard. This section describes the hierarchical approach applied to some of Council's key asset classes to reflect the hierarchy of service standards.

Roads, kerbs and channels, and bridges and major culverts

The road network within the municipality comprises arterial roads and local roads. Arterial roads are at the top of the hierarchy being roads that are managed by DTP. Arterial roads are the highways and major roads within the municipality, including the Western, Wimmera and Henty Highways, and other roads including the Horsham Noradjuha Rd, Williams Rd and Wombelano Rd. Arterial roads can be distinguished by their route numbers, featuring a letter (M, A, B or C) and a number, for example C222 is Northern Grampians Rd.

Other roads within the municipality are classed as local roads and are generally Council's responsibility.

Council's road hierarchy is defined in its Road Management Plan. The table below sets out the four classes of roads and some related assets. Council maintains a road register which lists the classification of each road in accordance with this hierarchy. The Road Management Plan and Road Register are published on Council's website.

Table 1 Road and related assets hierarchy

Name	Function	Indicative Traffic Volume (VPD)
Link	Roads other than arterial roads that link significant destinations and are designed for efficient movement of people and goods between and within regions. Link roads also provide property access.	Rural > 100 Urban > 1000
Collector	Roads other than arterial or link roads that provide movement of traffic within local areas and connect access roads to a substantial number of higher order roads. Collector roads also provide property access.	Rural 50 - 100 Urban 500 - 1000
Access	Roads other than arterial, link or collector roads, that provide access to the street address of residences on occupied properties.	Rural < 50 Urban < 500
Minor	Roads other than arterial, link, collector or primary access roads that provide access to occupied property other than to the street address, or access to non-occupied abutting properties, and non-residential property.	Less than 50
Ancillary Area	An area of land owned or managed by Council, maintained by a responsible road authority as ancillary to a public road.	
Path	A road reserve that contains a constructed pathway but does not contain a constructed or formed roadway.	
Tracks	Typically, un-formed roads which are not generally used by the public, but which may have very limited occasional use, e.g. for fire purposes.	0 - 1
Paper Road	A road reserve not reasonably required for public use	

The Road Management Plan provides details on the maintenance standards applicable to each level of road.

While kerbs and channels assets, and bridges are considered as part of the road network, the hierarchical approach tends to differ for these. For example, kerbs and channels are generally found in urban areas, for all classes of urban roads. Similarly, the design load capacity of bridges is generally consistent for all classes of roads.

Buildings and other structures and recreation and open spaces

Buildings and recreation and open spaces assets share the same hierarchy as defined in Council's Social Infrastructure Framework (2020), being classified into four groupings in order of use and importance to the community as follows:

- **Local:** Local facilities are those that are accessible close to home such as a local meeting space and a local park. The access benchmarks are different for rural and urban areas. Rural areas of around 1,000 residents may require a local facility, however a similar facility in an urban area can serve a larger population, between 2,000 to 4,000 residents. In the rural area, local facilities may need to be accessed by car, with approximately a 15-minute drive, but in the urban area, they should be accessible by walking.
- **Neighbourhood:** Neighbourhood facilities are a broader range of facilities, including neighbourhood meeting spaces, community gardens and kindergartens. Multiple neighbourhood facilities may be provided across the municipality including in rural areas.
- **Municipal:** Municipal facilities are higher order facilities such as a children's and community hub, aquatic centre and library. Generally, one municipal facility is provided to serve the whole Horsham Municipality. As the centre of the Horsham Municipality, these facilities are in Horsham City.
- **Regional:** Regional facilities serve the whole Wimmera Region. These include regional arts and cultural facilities. They tend to be in Horsham City, being the regional centre.

Figure 7, below provides a diagrammatic representation of this hierarchy.

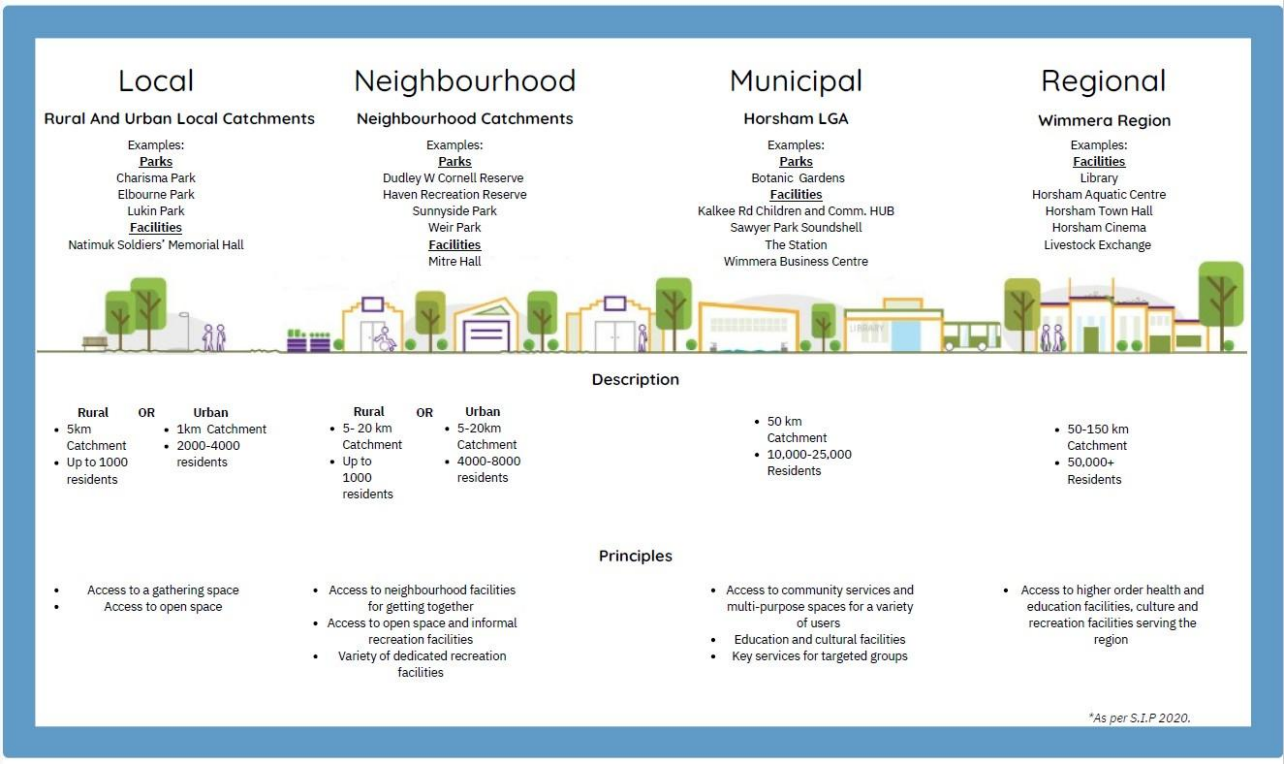


Figure 7 Buildings and recreation and open spaces hierarchy

Footpaths and Pathways

Council's Road Management Plan also defines a hierarchy for footpaths as shown in Table 2.

Table 2 Footpath Hierarchy

Hierarchy	Broad description
F1	**High Use & Risk** Major shopping centres and heavily used pedestrian areas Horsham Central Business District: intermittent high pedestrian use areas (examples are, sporting complexes; medical/hospital facilities, retirement complexes)
F2	**Medium Use & Risk** Busy urbanised areas and heavy use link paths Moderately pedestrian use areas. Typical of these are small suburban shops; walking, running and leisure tracks with high usage, such as the Wimmera River track adjacent to Barnes Blvd
F3	**Lower Use & Risk** Less frequently used paths Footpaths in less well used areas, running tracks, cycling and recreational tracks

Stormwater Drainage

The drainage network hierarchy in urban areas is broadly defined by the asset size (pipe diameter), which is governed by the required flow capacity based on the catchment area above any point in the network. Pipe size increases downstream within each catchment, reflecting the increased catchment area and flow at each point in the system.

Levels of service

This section describes the levels of service expected to be provided by each of the asset classes. These levels of service (or service standards) are reflected in the standards to which various assets are constructed, operated and maintained over their lives.

As part of the development of this updated 2025-35 Asset Plan, Council undertook a series of engagement processes during 2025 to seek input into the community's priorities for improvements to levels of service in Council's asset management practices. The outcomes of that are included here and relevant aspects incorporated into subsequent sections of this Plan.

Community engagement

Horsham Rural City Council engaged Projectura Pty Ltd to work with the community and Council to review the Community Vision, develop a four-year Council Plan, and inform the development of related strategies to guide the municipality's future. An initial draft report was presented to Council in June 2025. That report identified the following outcomes from this engagement process, as they relate to asset management, as summarised below:

Roads

Key asset related outcomes included reduce traffic volumes in urban areas, advance a highway bypass and new bridge, and improve rural road maintenance. Specific comments included:

- "Stop 2000+ trucks storming through city every day"
- "Bypass highway around Horsham to remove traffic from Horsham"
- "A bridge across the Wimmera River between Bennett Rd and Ballinger St"
- "A decision on the bypass and construction of dual highway from Buangor to the SA border"

Facilities

Renew sporting facilities, playgrounds and arts venues to provide better access and use by all ages and abilities. In particular:

- "Prioritise funding multi-purpose assets"
- "Upgrade to Horsham aquatic centre"
- "We have old facilities that need replacing. No more plans, lets get the job done"
- "More transparency with facility users to fix challenges with maintaining facilities"

Roads, kerbs and channels, and bridges and major culverts

The principal service provided by roads is to facilitate the efficient transport of goods and people. Roads are constructed and maintained to suit the volume and types of traffic associated with their assigned hierarchy. In establishing a level of service for roads, Council considers vehicle width, vegetation clearance and ride comfort (measured through roughness).

A significant proportion of Council's asset management budget is committed to the ongoing maintenance and renewal of roads so they can function at their current construction standard. Council conducts regular condition inspections to assess the need for maintenance or renewal of its roads.

At times, roads need to be upgraded to meet the higher standards, based on changes in usage priority or types of use. The Horsham Urban Transport Plan and the Rural Road Network Plan provide guidance to Council when planning network upgrades. The upgrading of sections of roads is prioritised for best use of available funding.

Of note, the Rural Road Network Plan has identified three new overlays within the road hierarchy for upgraded service standards, as described below.

- Priority freight routes. For which the objective is to widen some sections of these roads, which are currently sealed at single lane with, so that they have a dual-lane seal to address the safety issues associated with vehicles travelling on the shoulders when passing in opposite directions.
- Farm Machinery Routes. To develop a network of all-weather roads, with a suitable clearance envelope, so that larger, slow-moving machinery has options to avoid higher traffic roads in all seasons.
- Tourism routes. Aiming to provide sealed roads to key tourism precincts.

The Rural Road Network Plan provides the basis on which Council seeks to improve rural road service standards, which was one of the priority issues arising from the community feedback. Council will be seeking further Government funding to improve freight routes, and to develop the farm machinery networks as part of that plan.

A further community priority is the need for a Western Highway bypass of Horsham. Council has identified this as one of its priority areas for 2025-26, with consideration being given to either a full bypass or an alternative truck route, to include links to the other regional highways on which Horsham sits. Council's consideration of this issue will also inform identification of a preferred location for a second road crossing of the Wimmera River within the Horsham urban area.

Bridges and culverts are maintained to provide suitable access for vehicles using the road network. As heavy vehicle size increases, Council includes upgrading and strengthening of these structures in its planning process.

Buildings and other structures

Buildings cater for a wide variety of Council's services and are maintained to be fit for purpose for their intended use. This can mean that different buildings will have different maintenance needs and schedules.

As an example, a regional level facility, such as Horsham Town Hall, needs to be maintained to a higher standard than, say, a local community hall, as the expectations on the standard of presentation are higher.

Work is now well advanced on a community facilities maintenance framework, aiming to clarify the responsibilities of Council and user groups, to ensure an equitable and appropriate approach to maintenance of these facilities.

Upgrades to buildings are driven by specific strategies, including:

- Social Infrastructure Framework 2020
- Horsham Municipal Community Facilities Strategy 2025-35 (Draft for Consultation)

The guiding principles from this latter draft set a clear framework for decision making regarding future provision of community facilities, as follows:

- A fair approach - Towards fair and equitable opportunities for community facility provision across the Horsham municipality.
- Inclusive and welcoming - Nurturing environments where people feel safe, welcome, and included in our community facilities.
- Shared and thriving facilities - Sharing buildings, spaces and resources to strengthen community connections and resilience.
- Universal design and access - Enabling access for people of all ages, genders, abilities, backgrounds, and cultures.
- Strategic planning and decision making - Facilitating collaborative decision making that is strategic and long term.

Two key areas Council plans on advancing, to address the community feedback relate to the Aquatic Centre and the need for a multi-user, regional sports stadium facility.

The Aquatic Centre Master Plan was completed in 2017 and many of the upgrades proposed in that have been completed. Further projects in the Master Plan under consideration include the provision of a warm water / hydrotherapy pool, and improvements to the outdoor pool area.

Council is also advancing plans for a regional multi-sports facility.

Council's further consideration of these two facilities is underway as part of its planning for its 10-year capital works program.

Footpaths and Cycleways

Footpaths provide access primarily for pedestrians, increasing numbers of mobility assistance vehicles and bicycles for children. Shared pathways are provided in many open space areas.

Footpaths in residential areas are typically concrete, although pavers are used in some high-use areas. Shared pathways have a range of surfaces.

The following criteria have been adopted by Council for footpaths in Horsham.

- All streets in residential areas should have a footpath on at least one side of the street.
- Identified main routes should have a footpath on both sides of the street.
- In some places, footpaths originally constructed with a bitumen seal are being replaced with concrete paths.

Council is part way through implementing a five-year program of installing footpaths in some streets in Horsham and Natimuk that have not had footpaths installed.

In addition some proposed upgrades to shared tracks and bike paths have been prioritised in the 2024-34 Horsham Bicycle and Shared Path Infrastructure Plan

Stormwater Drainage

Drainage is necessary to remove rainfall runoff from properties, roads and open spaces. The sub-surface drainage network starts with relatively small pipes (225 mm or 300 mm diameter) at the upper reaches of each local catchment. As the system progresses downslope, pipe sizes increase, reaching diameters of up to 1200 mm.

Runoff is discharged either to the Wimmera River, Natimuk Creek or a series of basins. In several locations the water is used for watering of open spaces, e.g. Wotonga Basin, Racecourse Reserve and Police Paddock basins. In other cases, the basins form wetlands that improve the quality of the drainage water by allowing time for solids to settle and for the nutrient load to be consumed before the drainage water reaches the Wimmera River.

The target standard for the underground drainage systems is for them to cope with a one-in-five-year rainfall event. To achieve this, they need to have adequate pipe sizes and to be maintained so drains are cleared regularly or in response to blockages. This also means that, if a storm is larger than a one-in-five-year event, we accept that there may be some flooding. Generally, the adjoining streets are designed to take any surplus water in these situations.

In rural areas, roads require a table drain to protect the road pavement from degradation due to waterlogging. The roadside drains are generally not intended to provide drainage of the adjoining paddocks. Maintenance of these roadside drains, including tree regrowth removal, is required to ensure their continued effective performance.

Council is focussed on improving the drainage to reduce flooding. To develop the data needed to achieve this, Council runs inspections during heavy rain events. It also relies on residents to contact Council when they are impacted by flooding, for example if the gutters don't drain quickly after a rain event.

Recreation and Open Space

There is a myriad of assets that support Council's recreation and open space services, ranging from sporting facilities to bench seats on walking paths.

Open space assets are inspected, cleaned and maintained to meet their required levels of service, as in accordance with established schedules. For examples, independent safety inspections of playgrounds occur every 6 months (as per Table 5), with more frequent visual inspections by Council staff as part of a regular maintenance routine.

Vegetation management is a key part of the servicing requirement of open spaces and includes mowing or slashing of lawn and grassed areas and tree management. Both require extensive and often seasonally variable resourcing.

Street Tree Management is informed and managed in accordance with the 2021-31 Greening Greater Horsham Strategy. Council also undertakes a significant program of managing trees on nature strips, including planting of new trees, maintaining them in the first few years to ensure they survive, and to prune them into a suitable form. Ongoing maintenance is also required to ensure sufficient clearance from power lines and to manage their safety as the tree health declines with age.

Future Demand

Demand Forecasts

Population

The population of Horsham Rural City Council is growing and changing. It is forecast that there will be more than 960 additional residents in Horsham in 2041, equivalent to a growth of 0.2% per year.

This will generate a need for approximately 1500 additional houses across HRCC by 2041. Most of this growth (over 90%) will be in Horsham, followed by Natimuk. Remaining growth will be spread across the municipality's smaller towns and settlements.

The Victorian Government has recently released housing targets in its Plan for Victoria strategy to ensure there are ample opportunities for housing development in each local government area. The target for the Horsham municipality is 3,300 houses, which is significantly higher than the forecast growth to ensure adequate planning is undertaken to cater for the actual growth that may eventuate.

Infrastructure

Council's *Horsham and Natimuk Diverse and Affordable Housing Strategy, 2025* encourages a pattern of housing development that enables development and community infrastructure to be supplied when and where required to support growth in Horsham. The strategy outlines planning needed for urban development and social infrastructure to support preferred patterns of growth.

Further, the *Horsham Municipal Community Facilities Strategy 2025 –35* (draft) noted that:

- population growth is expected within the central areas of Horsham, whilst the population in rural areas is expected to decline, and
- that regionally, Horsham is the only municipality whose population is expected to increase, meaning Horsham will also need to plan for investment in facilities that service the wider region.

There is a potential for population growth associated with major projects, such as mining and renewable energy. Demand for extractive resources in Victoria is expected to increase rapidly, as is investment in renewable projects. Expansion of these sectors will create new jobs and increase demand for housing and changes in infrastructure needs in certain locations during project construction and operation, for example:

- impacts on car parking in multi-level residential areas,
- drainage systems due to reduced area of impervious surface.

Climate change adaptation is a key consideration that will drive Council's asset management practices. Climate changes may impact:

- night-time recreation and the provision of lighting and security,
- provision of more and greener open spaces and shade,
- increased use of reclaimed water,
- flood resilience due to increased large events,
- the number and size of culverts on roads and
- increased protection of floodways, e.g. using concrete.

Larger trucks are becoming common and pressure is developing for A-doubles to be permitted on local roads, leading to:

- increased wear
- some bridges not being suitable. Council has undertaken assessments and increased investment on bridges for B-doubles but further work is required to confirm suitability for A-doubles.

State of Assets

Valuation

The valuation of assets is a key measure to assist in managing the physical assets, and the financial sustainability of the organisation. Each class of assets has been valued, with the latest (2025) valuations being shown in Table 3.

Table 3 Summary of Valuations by Asset Class

Asset Class	Replacement Cost	Assets Written Down Value	Accumulated Depreciation
Roads	$395M	$306M	$89M
Kerb and channel	$40.6M	$24.6M	$16M
Bridges and major culverts	$49.3M	$11.5M	$37.8M
Buildings and other structures	$98.2M	$68.2M	$30M
Footpath and Pathways	$41.2M	$26.2M	$15M
Stormwater Drainage	$75.6M	$51.4M	$24.2M
Recreation and Open Space	$98.1M	$61.1M	$37M
Other Structures	1.7M	1.3M	0.4M
Total	**$799.8M**	**$576.7M**	**$223.1M**

Figure 8, below, shows the distribution of the asset valuation across classes.

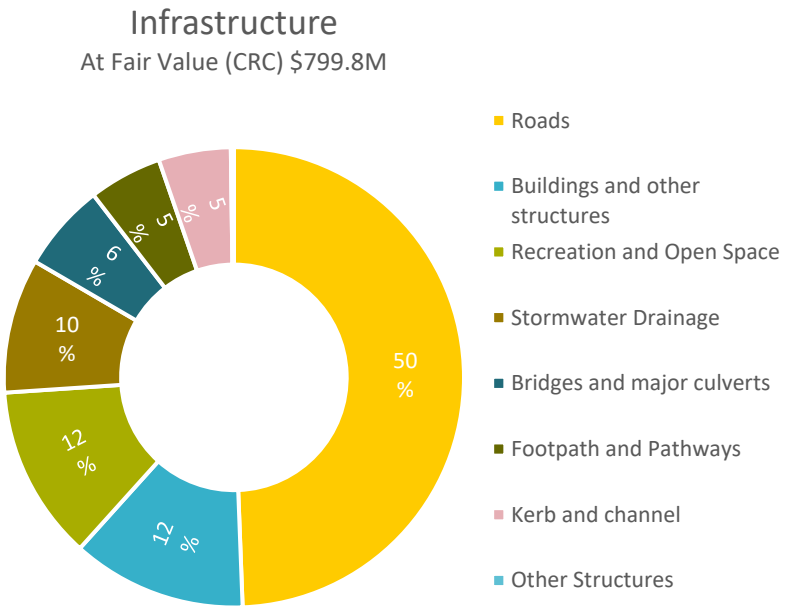


Figure 8 Summary of asset valuations

Condition of assets

Overview

Council has an ongoing condition assessment program to regularly assess the condition of assets. The inspection process gathers high quality data in a format suitable to inform decision-making for asset renewals and upgrades. They are carried out by a suitably trained engineers and inspectors, who assign ratings based on the physical condition of each asset. The assessment report includes an extensive photographic record, providing visual evidence of the condition ratings assigned.

Customer notifications of damage or poor asset condition are also important to inform Council's maintenance program.

An asset will deteriorate over time. Information about the expected life and the current condition of an asset enables Council to estimate the remaining useful life of each asset. This then informs an estimate of when renewal or replacement will be required, and the estimated asset replacement cost. This information is aggregated for all assets into a computer model to generate an estimated long-term renewal program.

A summary of the condition rating scale covering all assets is shown in Table 4.

Table 4 Asset condition rating table

Condition	Description	Rating
0	New	Excellent
1	Near new or recently rehabilitated	Very Good
2	The infrastructure in the system has some elements that show signs of deterioration	Good
3	The infrastructure in the system shows general signs of deterioration that require attention; some elements show significant deterioration	Fair
4	A large portion of the system exhibits significant deterioration	Poor
5	Many components of the system exhibit signs of failure	Very Poor
6	Requires immediate attention	Failed

Photos providing examples of these condition ratings are included in Appendix D for buildings and sealed road assets.

Evolution of assessment techniques

The process of assessing asset condition continues to be a time-consuming process, often involving manual techniques, however it is rapidly evolving in some areas.

Council's Road Revaluation Report (2023) explains, as an example, the development of laser surface roughness assessment to reduce the time taken and increase the accuracy of asset data condition. As a result, Council can better target sections of roads requiring maintenance and renewal to reduce costs whilst improving the overall condition of the assets. This also leads to alternative maintenance procedures which can better target affected assets.

The overall condition of Council's asset portfolio has been assessed to provide a clear understanding of current performance and future renewal needs. Regular condition assessments ensure that assets are maintained to an appropriate standard, supporting safety, functionality, and community expectations. The following graphs illustrate the current condition distribution of roads, as examples of the condition data for these two asset classes.

Condition summaries for each asset class

Roads

This condition assessment is based on surface condition. High-quality data collected during the 2022–23 valuation has been validated against the 2025 laser profiling dataset, confirming the reliability and accuracy of the assessment outcomes.

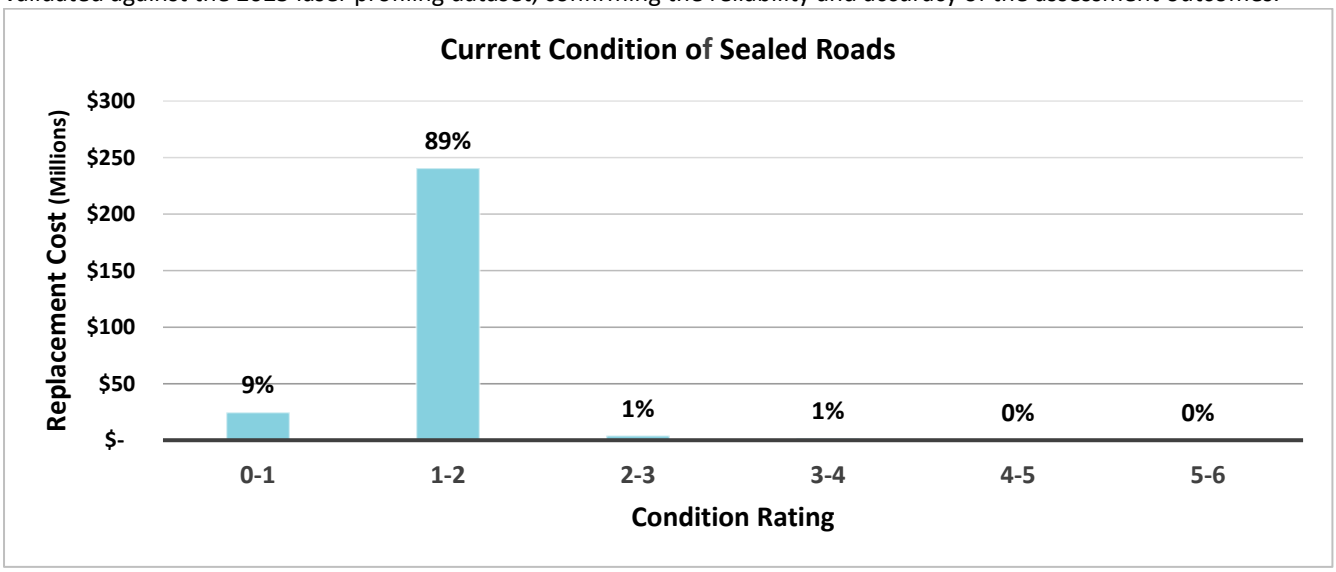


Figure 9 Sealed roads condition profile

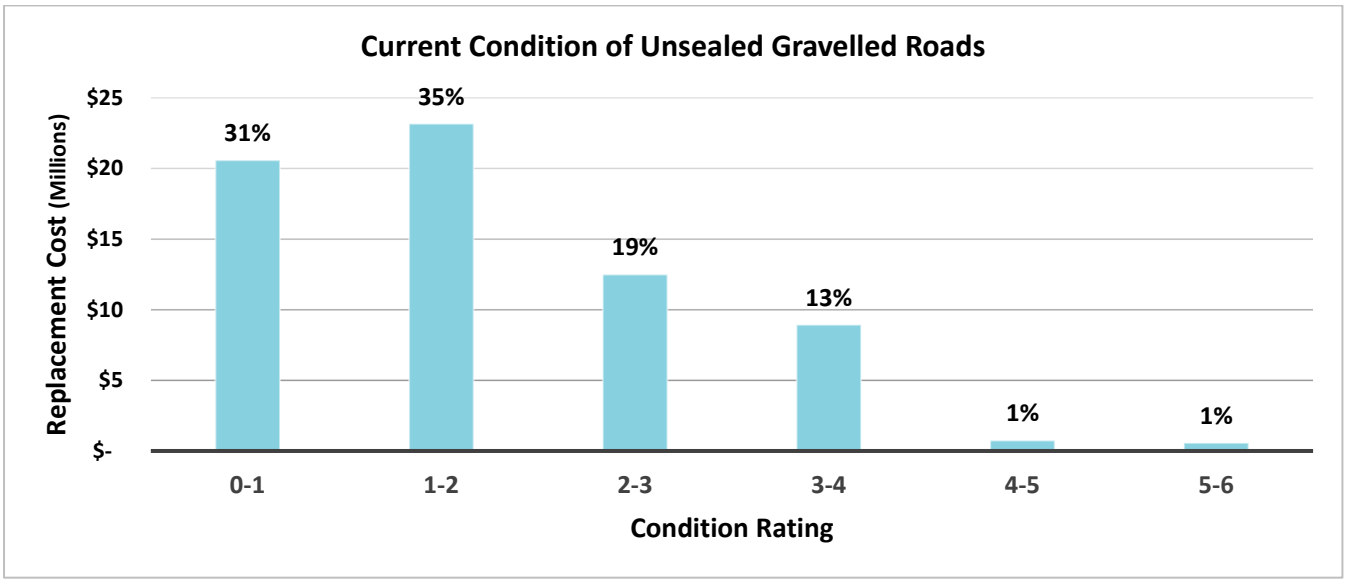


Figure 10 Unsealed roads condition profile

Other Asset Classes

The condition profiles for each asset class are provided in Appendix A, included with other summary information for each class.

Life Cycle Management Plan

The Asset Life Cycle

Planning for the long-term management of assets requires an understanding of the phases in an asset's life cycle to be able to optimise expenditure on assets. Key information on the phases in the asset life cycle is provided in this section.

Operations and Maintenance

Operational expenditure is incurred on regular and ongoing activities to operate and maintain assets so that they continue to deliver the services expected by the community. Systems and processes are developed to manage asset operations in a systematic, efficient way.

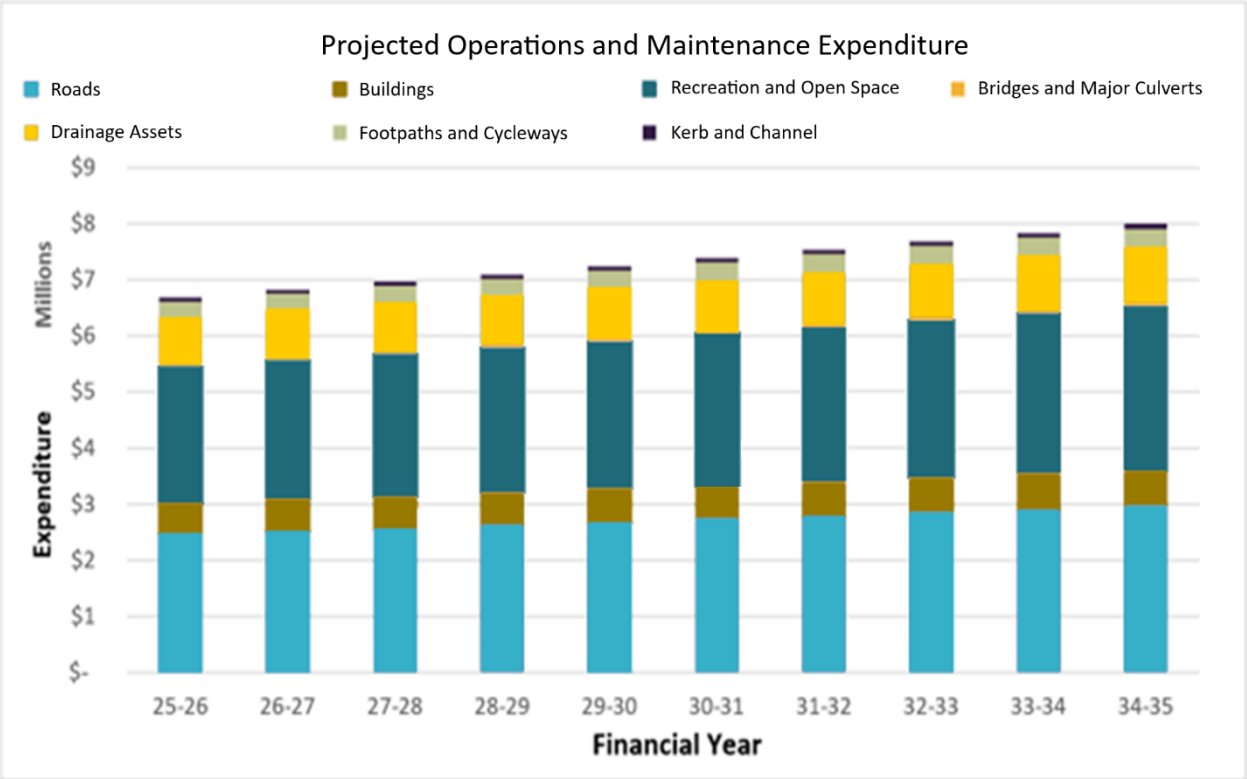
Maintenance is driven by the results of asset inspections to identify defects and assign condition ratings. Inspections to identify defects are carried out to a set schedule (Table 5). Rectification works are planned according to set intervention criteria. More detailed inspections are carried out every four years on all assets to update asset condition ratings in the asset register. Council also relies upon community requests to report problems that occur between inspections.

Table 5 Defect inspection frequencies

Asset Class	Hierarchy	Frequency
Roads, kerbs an channels, bridges and major culverts	Link	6 months
	Collector	12 months
	Access	2 years
	Minor	3 Years
Buildings	Local	3 years
	Neighbourhood	3 years
	Municipal	2 years
	Regional	2 years
Footpaths and Cycleways	F1	6 months
	F2	12 months
	F3	2 years
Stormwater drainage	Drainage pits	4 years
	Pipes	4 years
	Open space drainage infrastructure	4 years
Recreation and open space	Reactive Inspections	Following requests and incidents
	Comprehensive Inspections	4 years
	Playground safety inspections	6 months

Increases in maintenance costs resulting from the acquisition of new assets has not been represented in Figure 11. When new infrastructure is proposed, the appropriate ongoing maintenance costs are evaluated and added to the operations and maintenance budget at the time.

Figure 11 Projected operations and maintenance expenditure



Renewals

Short term planning

An asset is maintained until the end of its useful life when condition assessments determine its condition rating to be five, or four for the more critical assets, including some specific assets which are targetted to be maintained to a higher standard. At that time, the asset is proposed for inclusion in the capital renewals program. Short-term budgets over the coming four years are prepared with current accurate condition assessments. Also at that time, consideration is given to any need to upgrade the asset to cater for growth in demand.

Long-term Asset Renewal Planning

Council has developed a computer model linked to its asset database to facilitate long-term planning of asset renewal requirements. Key inputs to this model are:

- Understanding the expected life of assets, based on historic evidence of the life of similar assets using data from Council and across the industry.
- Assessing the current condition of assets to know how they are performing compared to their expected lives.
- An assumed rate of deterioration of the assets over their lives, based on previous experience of each type of asset.

These models provide a reasonable understanding of likely future renewal investment requirements, however, improvements continue to be made in understanding:

- The costs of replacing specific assets
- The quality of the asset condition data, and
- The rate at which assets deteriorate / depreciate over time.

The computer model enables forecasts of annual renewals requirements to be developed, and to examine the impact of different funding scenarios on the future condition of assets.

Council seeks to continuously improves its data collection and analysis techniques to enhance planning to maximise the efficiency of its investment in asset renewal.

Modelling has been undertaken for 25-year periods for each asset class to estimate the financial demands for renewals funding. The model uses asset expected life, current condition, remaining life and replacement cost to estimate the annual funding required under different scenarios. Costs for each year use 2025 dollars to ensure consistent comparisons.

A range of scenarios were modelled to assess the profile of asset condition within an asset class based on various levels of investment.

Asset condition will vary with time and will depend on the level of funding available for renewals. The higher the annual expenditure, the better the condition profile for the assets will be.

The analyses presented in the following sections show the outcome of this modelling, using levels of renewals funding established in the 2025-29 budget development process. This process commenced with an initial modelling at historic funding levels. Where it was assessed that the future asset condition profile was lower than desired, a range of scenarios were modelled for consideration by Council. This led to the identified funding levels for the 2025-29 period being adopted.

Long-term change in asset condition

Table 6 summarises the change in asset condition profiles after ten years if the current level of renewals funding is continued. In this table, and the graphs in the following section, the modelling shows the percentage of assets in each class, by their condition, rated from 0 (being new) to 6 being end of life.

Table 6 Change in condition rating after 10 years at current spending

Asset Class	Current condition (% of assets)							Annual average renewal ($)	Condition In 10 years (% of assets)						
	0	1	2	3	4	5	6		0	1	2	3	4	5	6
Sealed Roads	11	24	49	14	2	0	0	6,300,000	0	31	55	14	0	0	0
Unsealed Roads	24	31	26	15	2	0	1	$1.3M, rising to $1.6M in three years and remaining thereafter	15	11	14	10	22	16	12
Kerbs	0	8	66	22	3	0	0	145,000	1	8	65	23	3	0	0
Bridges	0	83	16	2	0	0	0	300,000	0	4	68	24	2	3	0
Building	1	6	22	70	1	0	0	650,000	3	6	17	65	8	0	0
Footpath	3	6	80	11	0	0	0	150,000	5	7	74	12	2	0	0
Drainage	24	21	32	19	3	1	0	145,000	27	21	32	2	18	1	0
Open spaces	4	18	77	1	0	0	0	445,000	1	7	52	20	4	5	10

Table 7 presents the average condition rating for each asset class now, and at the end of the 10-year life of this Asset Plan, based on the level of renewal investment presented in the table above. Discussion of the change in asset condition over the Asset Plan and modelling periods is included for each asset class in the following section.

Table 7 Average Condition Comparison

Asset Class	Average Current Condition	Average Condition in 10 Years
Sealed Roads	1.72	1.83
Unsealed Roads	1.44	2.38
Kerbs	2.19	2.21
Bridges	1.19	2.00
Building	2.66	2.59
Footpath	2.00	2.00
Drainage	1.58	1.63
Open spaces	1.75	2.66

Condition profiles by asset class

Figure 12 to Figure 19 show the modelled condition profile for each asset class as they change from year to year based on the nominated level of annual renewal expenditure, as approved by Council in the 2025-29 budget.

Key points to interpreting the graphs are:

- The different colours bars, from dark green (being new or near new) through to orange or red (being end of life) represent the percentage of assets in that condition for the specific asset class.
- Changes in the percentage of assets in a class, or trends in these percentages are shown by a change in the height of a bar of a specific colour within each year.
- An overall goal of the modelling is to try to maintain relatively consistent levels of assets in each condition (colour).
- If there are changes, for example, the increase in red in Figure 13 for unsealed roads, the notes below the graph explain how that will be managed.

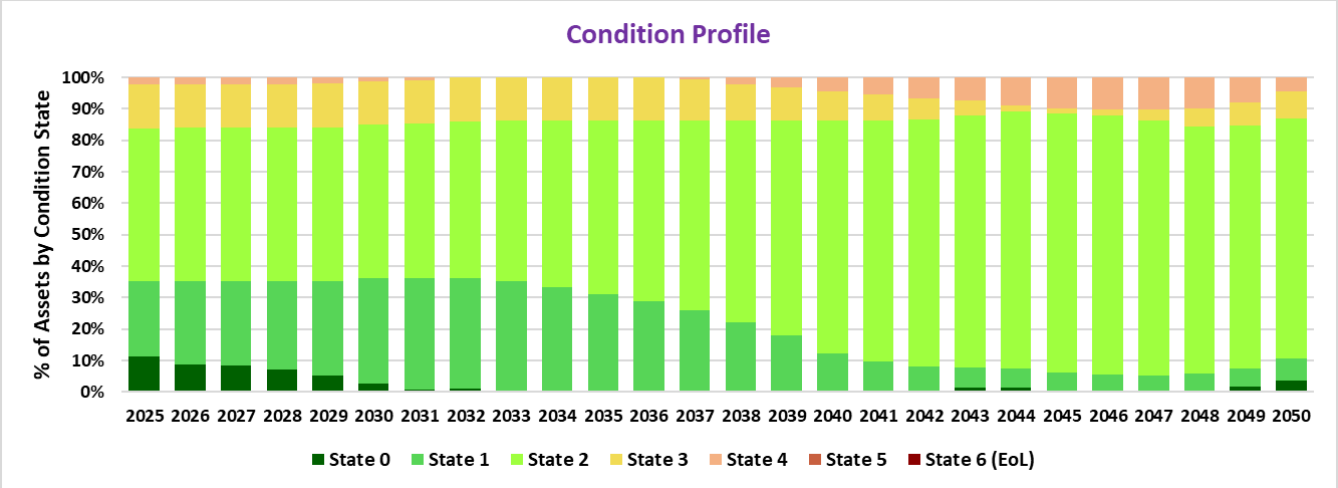
For each asset class, key observations from the modelling are discussed, including an outline of planned management techniques that aim to enhance the outcomes of renewal investment. These improved techniques are not yet modelled. However, subsequent Asset Plans will be able to assess the benefit of these techniques in forecasting future investment requirements. Should these techniques be insufficient, by themselves, to address future shortfalls in investment, the subsequent Asset Plans will present updated forecasts of the future investment requirements.

Sealed roads

Figure 12 shows the outlook for changes in the condition profile for sealed roads using an annual renewals expenditure of $6.3M and the following management approaches.

- Maintain roughness at or below the target Level of Service through a combination of micro-surfacing, slurry seal and heavy patching. These techniques are applied to short sections only, based on laser-sourced data.
- Major reconstruction of longer road sections will only occur when most of the section reaches condition five. Historically, long sections of roads were at times reconstructed when surface roughness measures indicated that only part of the section required this.

Figure 12 Sealed road condition profile



With this approach, the asset condition profile will remain stable over the next ten years, i.e. a change from 1.72 to 1.83 (see Table 7).

The longer-term modelling shows a reasonably stable profile for asset conditions, with some decline in the combined percentage of assets in states 0-2 from about 2035 on. However, new management techniques which are being introduced have not yet been factored into the long-term modelling, these include:

- Reconditioning or stabilising of existing pavement rather than full reconstruction. This is becoming increasingly possible as many roads over the past 20+ years have been constructed with a thicker pavement, meaning that less material will need to be brought in for some future works.
- Access to better quality and/or cheaper gravel. Council has a major program to investigate alternative gravel sources to lead to cheaper outcomes.

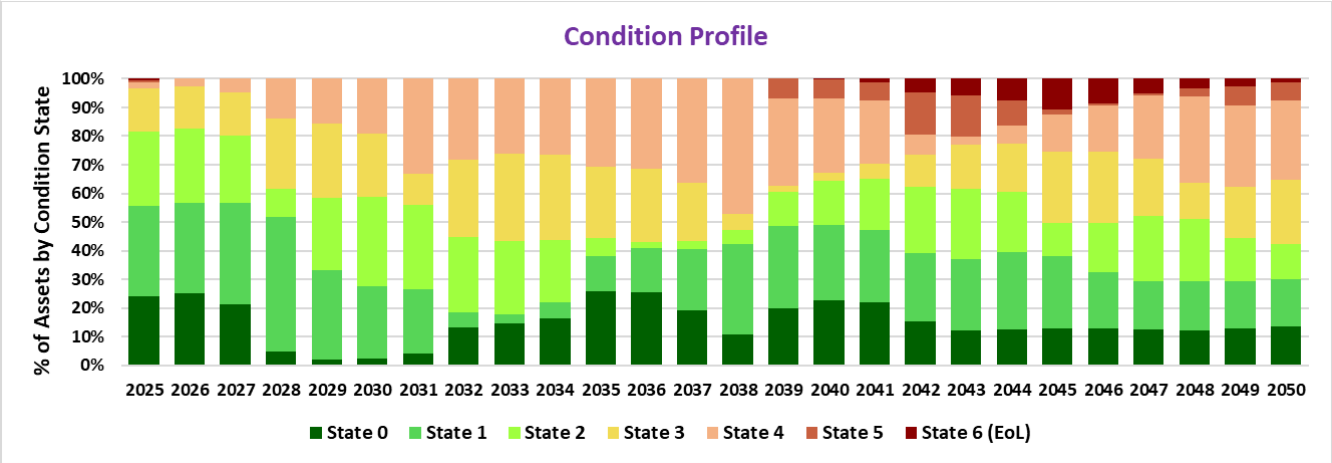
Both techniques are aimed at reducing the cost, or the inflationary cost of road reconstruction, to enable a greater outcome for each dollar of investment.

Future Asset Plans will take into consideration the effect of new management techniques in modelling the subsequent asset condition profiles

Unsealed roads

Figure 13 shows the outlook for changes in the condition profile for unsealed roads using an annual renewals expenditure at $1.3M in Year 1, rising to $1.6M over the next three years, and remaining steady at $1.6M annually thereafter, based on intervening when the asset condition reaches five.

Figure 13 Unsealed road condition profile



With this investment level, from 2028-29, there is the potential for the average condition of unsealed roads to decline from 1.44 to 2.38 over the ten years of this Asset Plan (see Table 7). That is a noticeable impact on the Level of Service, and is reflected in the increasing levels of condition three and four roads in the graph above. This impact becomes more pronounced from 2039, when condition five and six roads begin to develop.

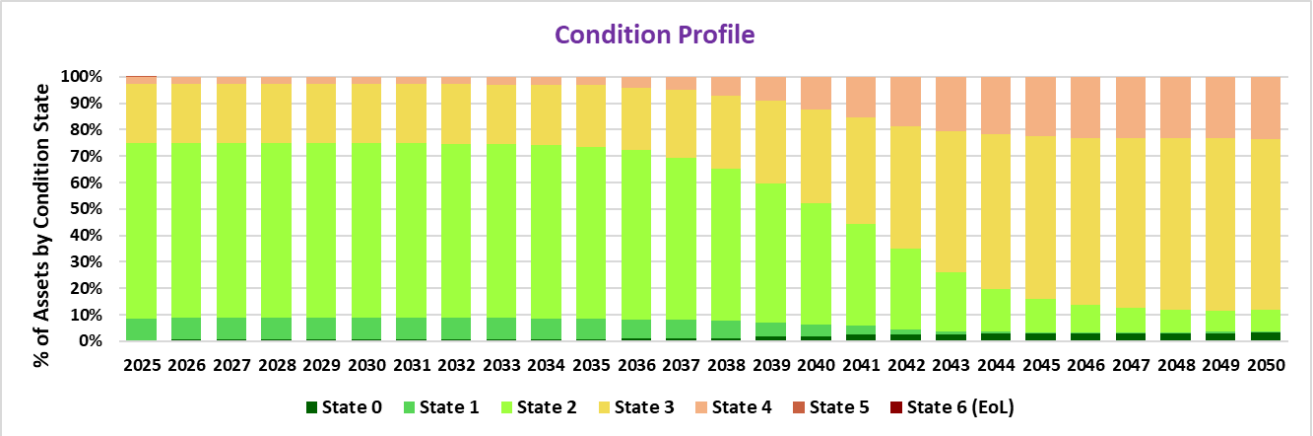
Planned management techniques to mitigate this impact include:

- sourcing better quality gravel, so that re-sheets have a longer life,
- investigating additional quarry sites to reduce haulage distances and costs to road construction sites and
- extending the use of Otta Seals, as a substitute for gravel surfaces on selected roads.

Kerbs and channels

Figure 14 shows the outlook for changes in the condition profile for kerbs and channels using an annual renewals expenditure of $145,000 based on intervening when the condition reaches state five.

Figure 14 Kerb and channel condition profile



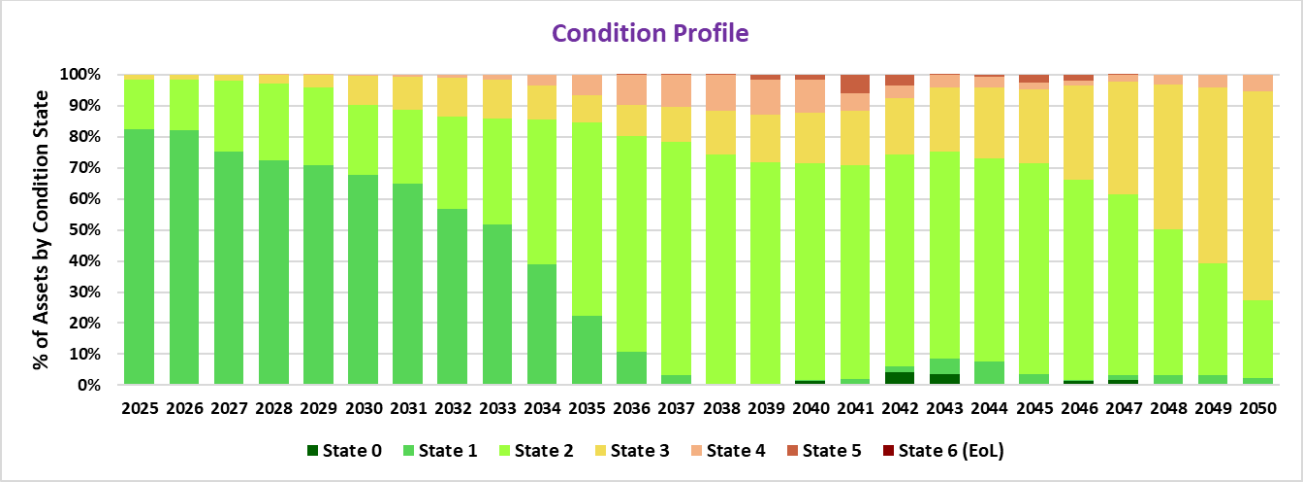
The summary table, Table 7, shows that over the life of the Asset Plan, the average condition of kerbs remains near stable, declining only from 2.19 to 2.21 during the period 2025-35 at the current level of investment. In the longer term, after about 2037, there is some decline in the asset condition profile, associated with the ageing of these assets.

There are limited techniques to mitigate this future decline, particularly with Horsham's highly reactive soils. It is anticipated that an increased level of investment will be required from about 2037 onwards. However, with the history in recent decades of roads being constructed with a thicker pavement, this will mean that the base cost of the road reconstruction itself will be reduced, enabling some of the reduced expenditure to be directed to kerb reconstruction – which is normally done concurrently with road reconstruction.

Bridges and major culverts

Figure 15 shows the outlook for changes in the condition profile for bridges and major culverts using an annual renewals expenditure of $300,000 based on intervening when the condition reaches state five.

Figure 15 Bridges and major culvert condition profile



The modelling shows that there will be a marked increase in the percentage of bridges in condition 2 or worse from about 2031. This largely reflects that many of the bridges were constructed in about the 1950s, and that they are ageing. This is also reflected in the average condition shown in Table 7, with bridges declining from 1.19 to 2.00 over that period.

A significant level of highly innovative research work has been conducted by Council to develop more cost-effective means for maintaining and strengthening our bridge assets, both to lengthen their lives and enable their use for an expanding fleet of heavy trucks. This research has been conducted in collaboration with Deakin University and the University of Western Sydney.

The approved 2025-29 budget and draft Long Term Capex Plan both include significant provisions to renew and strengthen Council's bridges.

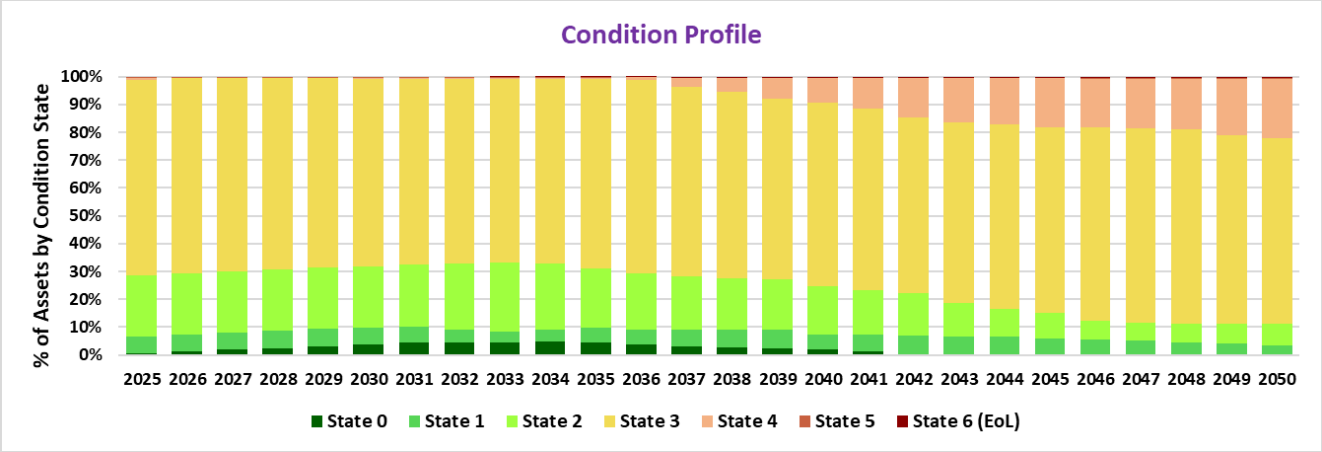
The modelling, as presented above, includes provision for the base renewal works, but has not included the expected benefits of the additional strengthening works. These strengthening works will ensure that bridges do not deteriorate more rapidly than previously predicted and will increase the expected life beyond those predictions.

As an example, Council has secured funds for strengthening Gross Bridge on Drung-Jung Road. This is a highly innovative project, and the methods adopted in its design and implementation will serve as a model for enhancing the performance and longevity of many other bridges across our municipality, and beyond particularly in rural areas of Australia.

Buildings

The renewal requirements of Council's portfolio of buildings has been modelled where regional, municipal and neighbourhood assets are renewed at condition four and local assets at condition five, with an average annual expenditure of $650,000.

Figure 16 Buildings condition profile



The modelling shows a relatively stable condition for building assets over the life of the Asset Plan, with a gradual increase in the percentage of assets in condition 4 from about 2037. Over the 10 years of this Asset Plan the average condition remains reasonably constant starting at 2.66 and marginally improving to 2.59.

One of the guiding principles of the draft Community Facilities Strategy is to further advance the use of shared facilities. This will assist the long-term outlook for building renewal costs, through a reduction in the number of facilities that Council needs to maintain and renew.

Refinements to Council's management of these assets also includes developing a more detailed understanding of the building components at each facility. This will lead to a finer level of analysis of asset renewal demands, which is anticipated to also introduce some degree of year-to-year variability in asset renewal requirements, as specific high-cost components become due for replacement. Overall, it is assessed that this will not lead to a greater long term average renewal demand.

Footpaths and pathways

Modelling of future requirements for footpath renewal indicates an average annual renewal demand of $150,000. This will lead to a long-term condition profile as shown in Figure 17.

Figure 17 Footpath and pathways condition profile

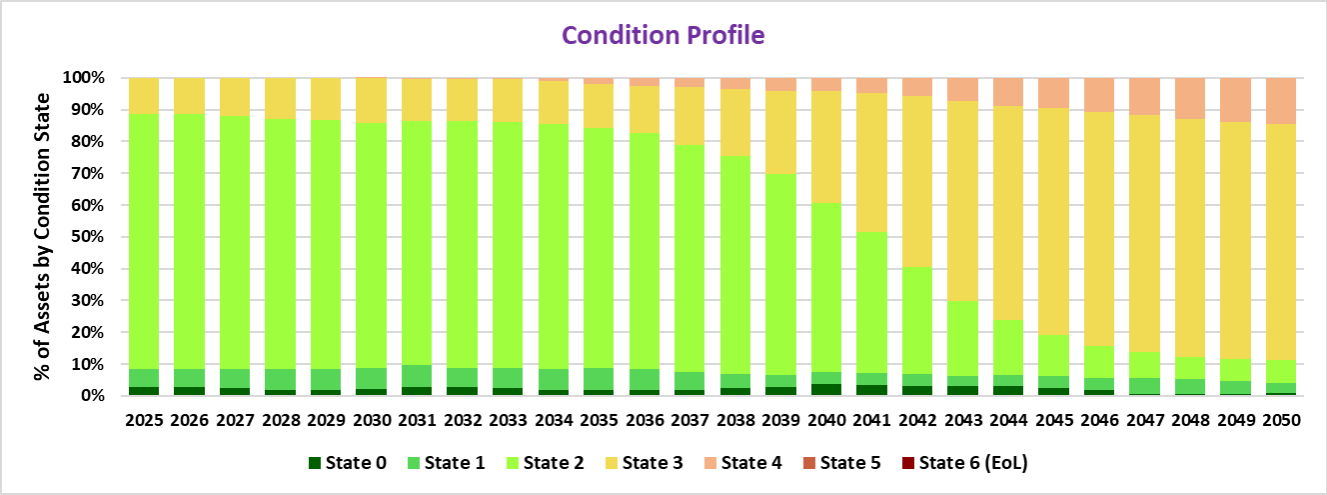
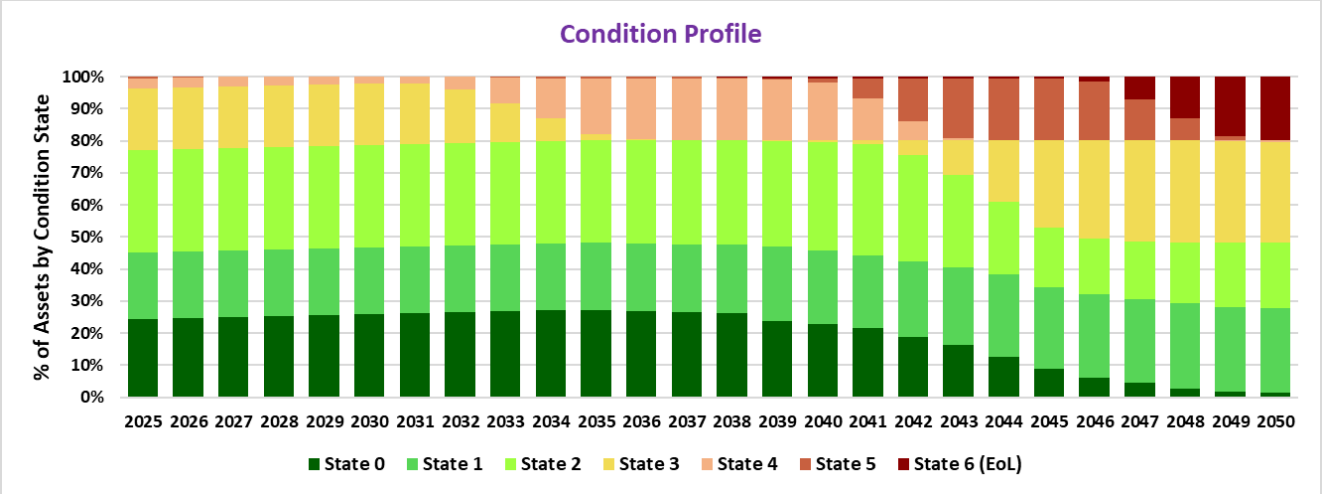


Figure 18, and the data in Table 7 both show a stable asset condition profile over the next 10 years, but after about 2035, the modelling indicates a decline in condition. This reflects the theoretical ageing profile of these assets. However, it is considered that these profiles may exceed the actual rates of degradation, and that further conditions over the next 10 years, will lead to a more accurate assessment of the longer-term degradation of these assets.

Stormwater drainage

Modelling of Council's stormwater drainage system assumed pipes have an 80-year life and are renewed when they reach that age, as limited condition data is available for buried assets. Based on this, the average annual renewal demand is $145,000. Figure 20 shows the long-term modelled profile of the condition of these assets at this level of investment.

Figure 18 Drainage assets condition profile



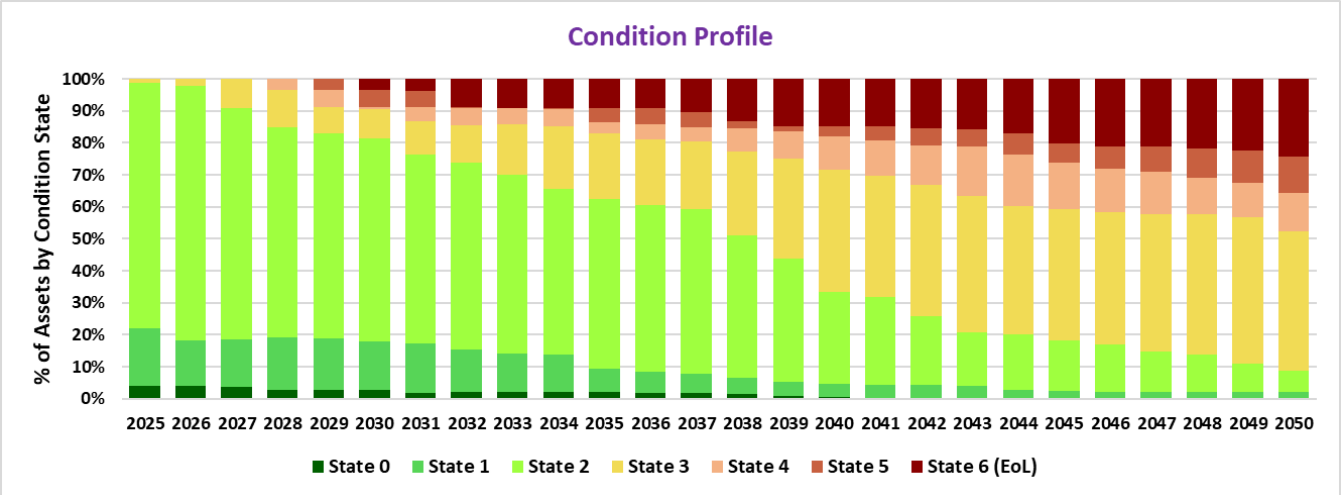
Based on the current conservative estimates of useful life, a steady decline in asset condition is due to a growing proportion of assets reaching poor or end-of-life states over time. However, in the next ten years, the condition is relatively stable, with a minor decline only in condition from 1.58 to 1.63.

However, it is important to note that the actual service life of drainage assets may be significantly longer than these conservative estimates suggest. In the next revaluation cycle, the collection of high-quality condition data will enable a more accurate understanding of asset performance. This improved data will allow for a review and refinement of the modelling assumptions, which is expected to present a more positive outlook on asset longevity and condition trends. Moreover, most of the older drains are also in areas where some capacity issues exist. A key program over the next few years will be developing a better network model to define the needs for upgrading of the system, to better target investment requirements in these areas.

Recreation and open space

The average annual budget adopted for recreation and open space facilities is $445,000.

Figure 19 Recreation and open space condition profile



While Figure 19 shows a gradually declining trend in asset condition over the 25 years, with a growing percentage of assets notionally at end of life from 2030 onwards, experience on the ground is yielding a more positive position. At present while few assets are in a condition requiring immediate replacement, investment in renewals is continuing, with the aim of smoothing out future significant investments that might arise in any one- or two-year period.

Specific analysis has been conducted of the assets anticipated to reach end of life during the Asset Plan period to better plan, and smooth out this investment. Some of the more expensive assets modelled for renewal during that period will be able to be maintained to lengthen their lives, e.g. retaining walls and fences, which will reduce the investment requirement in those years. These measures are not yet able to be simply represented in the modelling.

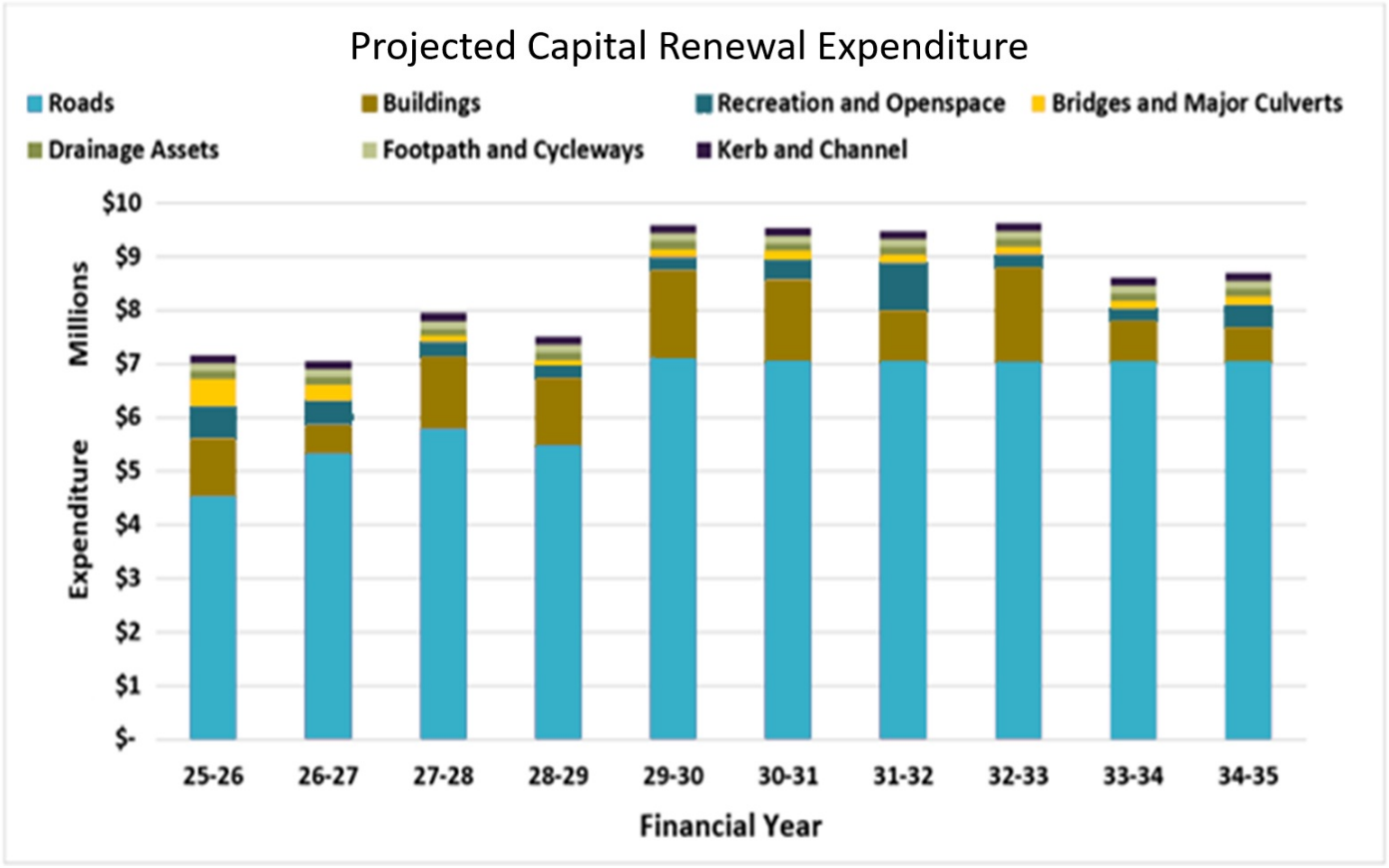
The further work on analysis of these assets will lead to an improved understanding of the lives of these assets, and future replacement costs, which will help refine future updates of the long-term investment requirements for recreation and open space assets.

Renewals summary

Figure 20 presents a summary of the proposed renewals expenditure for the 2025-35 period. The following notes relate to this graph:

- Expenditure includes the renewal components of some other projects that also have upgrade elements to them.
- The expenditure only includes the core infrastructure areas, as shown in the legend to the graph. It does not include renewals of some support areas, e.g. Fleet and IT.
- The actual level of renewals on a year-to-year basis will also be informed by subsequent decisions as part of the annual budget process.

Figure 20 Projected Capital Renewal Expenditure



Upgrades

Investment in upgrading assets is driven by the need to increase the capacity of assets to cope with growth in community demands and the changes in levels of service as community expectations change.

The gaps between the current and desired service levels inform the asset upgrades programs for roads, bridges, buildings and open space assets.

Key proposed upgrades are in response to:

- Roads – deficiencies in road width on freight corridors and improvements to farm machinery routes.
- Bridge and major culverts – increases in heavy vehicle traffic that may require strengthening works on existing bridges. In the meantime, strategies to manage the risk to road users are being considered and include implementation of load limits.

- Buildings and other structures – economic development in the region, and an improved strategic approach to long-term facility use and development
- Footpath and pathways – Council's recently adopted Horsham Bicycle and Shared Paths Plan 2024-34
- Stormwater drainage – to service new subdivisions and address historic capacity limitations in parts of the system
- Recreation and open space – development of key facilities, including at City Oval and plans for a regional level multi-sports facility.

Upgrades summary

Upgrades will increase the value of the asset base and impact the future depreciation and operations and maintenance costs. These inform the Long-Term Financial Plan.

Table 8 summarises the key principles used in determining priorities in Council's upgrade program.

Table 8 Asset upgrade priority assessment

Asset Class	Design criteria	Shortfalls	Upgrade goals
Roads	Priority freight routes to be upgraded to 6.2 m seal. Preferred routes for farm machinery being identified through the Rural Road Network Plan, to provide wider roads with a clear tree envelope, and avoid mixing slow moving farm machinery with other traffic. Urban areas, improved safety for cyclists and pedestrians. Alternative truck route to divert trucks from Horsham CBD and link the three main highways that run through Horsham. Other needs as identified in Horsham Urban Transport Plan and Rural Road Network Plan.	Seal width less than 6.2m 88.2 km of roads need to be widened in the medium term, including • 12.6 km of link roads (from < 4 m to 6.2 m) • 27.4 km of collector roads to be converted to link roads • 30.9 km of access roads to be converted to link roads. • 17.3 km of minor roads to be converted to sealed and link roads	Achieve seal width of 6.2m and 1m gravel shoulder.
Bridges and Major Culverts	Increase in number of heavy vehicles requiring capacity upgrade. Increased use of wide farm machinery. Resilience to major weather events – increased capacity of culverts to avoid washouts during floods.	Wide farm machinery. Three major crossings of Wimmera River on Council roads.	Allowance for retrofit to meet current standards. Many bridges built to old design standards.
Buildings	Greater utilisation needed, tending away from single-use buildings. Intervene before they deteriorate too much. Redundant buildings (disposal plan). Uniform condition assessment across municipality through Social Infrastructure Framework. Gaps in service level to drive upgrade program.	For each hierarchy level of building assets, Council has defined the minimum and desirable service level. For a subset of 50 high priority buildings, gaps against the service level were identified for the 10-year period commencing 2021.	Community Facilities Strategy to guide future upgrade plan
Footpaths and Cycleways	Horsham's ageing population. Upgrade for personal mobility vehicles.	Standard current width of 1.5 m is not wide enough for personal	Allowance to create footpaths where they should be.

	Shared paths for cycling on some key routes. Gaps in footpath network. Gaps in cycling path network and upgrades in standards.	mobility vehicles to pass, upgrade to 1.8 m. Priority for 1.8 m over long term.	New pathways in future to be 1.8m.
Stormwater Drainage	New subdivisions in Horsham may lead to capacity problems in downstream areas. Impacts of climate change on frequency of flooding.	Hydraulic model to be developed to systematically assess capacity issues.	Stormwater management plan. Forward project list and budgets.
Recreation and Open Space	Driven by Open Space Strategy and imminent Play Space Strategy. Identification of new reserves, and equitable level of service based on hierarchy. Climate change adaptation, e.g. shade and micro-climates.	Where identified in the Open Space / Play Space Strategy. Provision for adequate space in new subdivisions.	For all high priority open space sites, gaps against the service level were identified and scheduled to upgrade in the 2021-31 years. These include development of pathways, lighting, BBQs, seating, parking, accessible equipment, irrigated grass etc. based on hierarchy.

Further discussion on upgrades for some key asset classes follows.

Roads

Safety is a priority of many of the planned service standard upgrades, and Council's endeavours to improve road safety have been enhanced through recent funding through the Transport Accident Commission's Safer Local Roads and Streets Program. A series of works on five roads will be completed during 2025-26 through funding of nearly $2 million, to address road, pedestrian and cycling safety. Additional funding from the Federal Government's Active Transport Fund will also contribute to these works.

Bridges and culverts are maintained to provide suitable access for vehicles using the road network. In some cases, bridges or culverts may not have the capacity to cater to larger, heavier trucks that are becoming more common in the municipality (e.g. A-doubles). This may lead to the need for some load limits on these structures, and for alternative routes to be used, until such time as the structures are able to be upgraded.

Larger trucks have the following impacts for our roads.

- Road wear increases, where older roads have not been designed to cater for the heavier trucks.
- Some bridges may not be suitable. Council has assessed bridge capacity to cater for B-double trucks and have planned a corresponding increased investment commitment. Further work is planned to confirm the suitability of these bridges for A-doubles.
- Pressure is being applied to Council to upgrade its bridges as the State Government moves to allow A-doubles to be used more widely on the State's road network.

Significant investment is required to meet these demands and is yet to be fully assessed.

Upgrading to new service standards is heavily dependent on external grant funding. Council has had some success in this regard, with some $5 million of Federal Government funding through the (then) Heavy Vehicle Safety and Productivity Program, to upgrade five key freight routes. Further funding applications have been made seeking to commence the program of upgrading many roads to the Farm Machinery Route standard and deliver additional upgraded Freight Routes.

Funding from the Federal Heavy Vehicle Safety and Productivity Program had facilitated Council's completion of the following projects to reconstruct the road and increase the seal width to 6.2 m.

- Horsham Lubeck Road (5875 m)
- North East Wonwondah Road (7790 m)
- Dimboola Minyip Road (8880 m)
- Polkemmet Road (7070 m)
- Noradjuha-Tooan East Road (9450 m)

Footpaths and pathways

There is a backlog of streets that currently do not have footpaths that meet these criteria. In 2024-25, Council commenced a five-year program to construct footpaths in streets in Horsham and Natimuk where no footpath currently exists. This program will cost $900,000 over five years.

Footpath maintenance is a priority for Council, given the highly reactive (moving) soils that cause displacement in sections of footpaths.

Council has implemented a program to replace some historic asphalt footpaths, which have deteriorated over time and, in many cases, disappeared. These paths are primarily in Horsham north, but also some other older parts of Horsham.

Acquisition

In some cases, to deliver a new or upgraded service as identified in a strategy, Council may need to either acquire land or a developed property to achieve the planned outcome. Acquisition of these assets will be through normal commercial processes and based on a business case being approved by Council.

Horsham is experiencing limited growth. As a result, expansion of Horsham's urban area is expected to occur at a modest pace in the planning outlook.

New urban areas are developed by private investors. Developers are responsible for creating new assets to service their developments, including roads, footpaths, drains and drainage basins (wetlands), lighting, water supply and sewerage.

Council requires compliance with a set of infrastructure standards, known as the Infrastructure Design Manual and the Sustainable Infrastructure Guidelines. These have been adopted by many Councils across rural Victoria. Council reviews the submitted plans and oversees construction to ensure that developments comply with these standards.

On completion of the works, many of these assets are then handed over to Council, which becomes responsible for their ongoing maintenance and renewal.

Decommissioning

Planning for decommissioning is generally done as part of the initial planning of a new project, so that any asset that may no longer be required on completion of a new project can be removed from service. Assets may also be decommissioned where there is no longer a service need or is surplus to Council's needs. The costs of decommissioning need to be included in the planning process for new or upgrade works.

Decommissioning of an asset is often followed by disposal by demolition or sale. A variation from this relates to landfills, where, at the end of their filling regime, Council is required to cap each landfill cell, and then maintain them for a defined period to ensure that there are no adverse effects on the environment.

Disposal

Where assets become obsolete or are superseded, Council can dispose of them by demolishing or selling them. By doing so, Council only manages assets that are in use by the community.

Council maintains an asset disposal policy to ensure that good value is obtained from any disposal of assets and that transparent processes are followed.

Financial Summary

Short term budget forecast

This information is provided in the annual Horsham Rural City Council Budget.

Long Term Capex Plan

Development

Council has established a systematic process for developing its ten-year Long Term Capex (Capital Expenditure) Plan (LTCP).

The initial LTCP was developed for the 2021-31 Asset Plan based on a review of some 55 then current Council plans and strategies. The list of projects is reviewed annually to remove projects that have been delivered or assessed as no longer required, add projects that are identified as new strategies are adopted, and to continually re-prioritise projects based on an ongoing improved understanding of community needs and priorities.

Feasibility studies or business cases are prepared for the higher priority projects, along with cost estimates which also aim to identify potential source of funds for the projects. Council relies heavily on external funding through State and Commonwealth infrastructure grants, especially for major projects.

Prioritisation

Council has a systematic approach to prioritisation of capital projects, based on:

- the required service level of that asset, compared to the current service level,
- the level of use of the asset,
- providing and maintaining equitable service levels between areas,
- the availability of suitable funds, and
- the ability for assets to serve multiple uses.

Different parameters are used for different asset classes, with the detailed process outlined in Appendix C.

As planning proceeds, the priorities are reviewed to achieve a balanced and affordable program of works in each year's program. Specific details of the prioritisation process are presented in the discussion below.

Long Term Capex Plan expenditure

An outcome of the ongoing LTCP development process is that there are many more projects identified than Council is able to afford, even considering alternative funding sources, such as loans and grants.

Table 9 and Table 10 below show the "all projects" ten-year LTCP expenditure program, based first on asset class, and then based on whether they are renewal, upgrade or new projects, noting that some projects may be a combination of these project types.

Table 9 Long-term capital expenditure by asset class "all projects"

Asset Class	25-26	26-27	27-28	28-29	29-30	30-31	31-32	32-33	33-34	34-35
Roads	$5,385,442	$6,106,234	$6,550,641	$5,780,406	$8,250,000	$8,250,000	$8,130,000	$8,130,000	$8,130,000	$8,130,000
Bridges	$ 924,438	$ 300,000	$ 861,748	$1,170,000	$1,150,000	$1,150,000	$1,150,000	$ 150,000	$ 150,000	$ 150,000
Footpaths and cycleways	$ 817,751	$ 459,150	$ 484,194	$ 475,500	$ 357,500	$ 407,500	$ 807,500	$ 807,500	$ 307,500	$ 307,500
Drainage	$ 145,000	$ 185,000	$ 185,000	$ 185,000	$ 655,000	$ 185,000	$2,685,000	$ 185,000	$ 185,000	$2,185,000
Recreational. leisure and community facilities	$1,010,000	$ 498,000	$ 150,000	$ 50,000	$3,120,000	$26,755,000	$31,238,000	$9,050,000	$ 100,000	$1,150,000
Parks, open space and streetscapes	$ 366,500	$ 350,000	$2,429,649	$ 370,000	$1,057,000	$ 857,500	$2,009,136	$1,762,250	$ 616,500	$ 610,000
Buildings	$1,856,750	$1,772,163	$4,118,106	$2,741,700	$4,425,174	$3,480,054	$4,745,000	$4,871,351	$6,325,000	$ 700,000
Land	$ 800,000	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -
Plant, machinery and equipment	$3,195,000	$1,080,000	$2,099,000	$ 995,000	$2,000,000	$1,400,000	$1,935,000	$1,457,000	$1,517,000	$1,500,000
Furniture, computers and telecommunications	$ 446,805	$ 193,922	$ 125,063	$ 245,000	$ 185,000	$ 155,000	$ 185,000	$ 155,000	$ 155,000	$ 155,000
Off street car parks	$ -	$ -	$ -	$ -	$ 120,000	$ -	$ -	$ -	$ -	$ -
Waste management	$ 657,018	$3,712,057	$ -	$ -	$1,100,000	$3,000,000	$ 50,000	$ 750,000	$ -	$3,000,000
Art	$ 55,000	$ 55,000	$ 55,000	$ 55,000	$ 55,000	$ 55,000	$ 55,000	$ 55,000	$ 55,000	$ 55,000
Lending materials	$ 112,000	$ 112,000	$ 112,000	$ 108,798	$ 112,000	$ 112,000	$ 112,000	$ 112,000	$ 112,000	$ 112,000
Other infrastructure	$3,675,000	$ 175,000	$1,675,000	$ 957,163	$ 425,000	$4,025,000	$ 225,000	$ 225,000	$1,185,000	$ 225,000
Grand Total	**$19,446,705**	**$14,998,525**	**$18,845,401**	**$13,133,567**	**$23,361,674**	**$49,832,054**	**$53,326,636**	**$27,710,101**	**$18,838,000**	**$18,279,500**

Table 10 Long-term capital expenditure by project type "all projects"

Project Type	25-26	26-27	27-28	28-29	29-30	30-31	31-32	32-33	33-34	34-35
Renewal	$10,447,622	$11,978,575	$10,473,406	$ 9,496,852	$12,092,835	$14,425,225	$11,912,000	$11,572,966	$10,619,000	$13,697,000
Upgrade	$ 1,953,947	$ 796,225	$ 2,410,148	$ 2,388,215	$ 4,142,735	$ 5,036,725	$ 7,948,136	$ 4,070,191	$ 1,621,500	$ 3,745,000
New	$ 7,045,134	$ 2,223,725	$ 5,961,847	$ 1,248,500	$7,126,105	$30,370,104	$33,466,500	$12,066,945	$ 6,597,500	$ 837,500
Grand Total	**$19,446,705**	**$14,998,525**	**$18,845,401**	**$13,133,567**	**$23,361,674**	**$49,832,054**	**$53,326,636**	**$27,710,101**	**$18,838,000**	**$18,279,500**

The total level of expenditure in this “all projects” LTCP is some $262 million. This level of program has been assessed as being unaffordable, and requires consideration against the level of available funding for capital programs developed through the Long Term Financial Plan.

Modelling of a range of assumptions for the LTFP established the following base-scenario to define affordable expenditure in the LTCP:

- Gross annual capex program of $15 m per year for years 5-10 of the 10 year plan
- Assumed external grants of $1.5 m per year
- Roads to Recovery grants included, approx $2.4 m per year.

This leads to a base capex program of $156 million for the ten-year period of the Asset Plan. Hence there is a significant difference between this base level of affordability and the $262 million of projects which have been identified in the all projects LTCP.

Recognising this, Council’s priorities have been refined on the basis of two classes of projects. The first are considered as current commitments where there is limited discretion to vary the programs, including:

- The 2025-26 Capex program was approved as part of the current annual budget, and is currently being implemented.
- Asset renewal programs which are a fundamental priority to ensure core service delivery can continue.
- Some projects that have been established as commitments, either through specific Council resolutions or where there are funding agreements in place for them.
- Compliance obligations, e.g. where certain standards are set by external regulators to meet service provision requirements.

These projects account for some $131 M of expenditure over the 10 years of the LTCP.

The second class of projects are those that are more discretionary. Councillors have reviewed these projects to establish a prioritised list, resulting in the following potential expenditure levels for each level of priorities, firstly on an annual basis, then based on the source of funding.

Table 11 Long-term capital expenditure, prioritised, by year

Year	25-26	26-27	27-28	28-29	29-30	30-31	31-32	32-33	33-34	34-35	Total
Commitments	**$19,206,200**	**$14,775,213**	**$13,826,101**	**$ 9,902,204**	**$12,492,000**	**$14,982,000**	**$11,517,000**	**$10,589,000**	**$10,589,000**	**$12,982,000**	**$131,130,718**
Discretionary:											
(highest) Priority 1	$ 152,500	$ 1,052,500	$ 2,552,500	$ 52,500	$ 1,602,500	$ 1,552,500	$ 2,102,500	$ 1,552,200	$ 1,602,500	$ 1,552,500	$13,775,000
Priority 2	$ 0	$ 0	$ 0	$ 0	$ 2,250,000	$25,000,000	$26,250,000	$ 5,000,000	$ 0	$ 0	$58,500,000
Priority 3	$ 0	$ 100,000	$ 0	$ 0	$ 400,000	$ 0	$ 2,500,000	$ 0	$ 0	$ 2,000,000	$ 5,000,000
Priority 4	$ 0	$ 0	$ 2,500,000	$ 2,000,000	$ 5,680,000	$ 3,075,604	$ 880,000	$ 100,000	$ 100,000	$ 100,000	$14,435,604
(lowest) Priority 5	$ 0	$ 30,000	$ 535,000	$ 682,163	$ 125,000	$ 256,000	$ 5,798,000	$ 6,560,000	$ 0	$ 0	$13,986,163
Discretionary Total	**$ 152,500**	**$ 1,182,500**	**$ 5,587,500**	**$ 2,734,663**	**$10,057,500**	**$29,884,104**	**$37,530,500**	**$13,212,500**	**$ 1,702,500**	**$ 3,652,500**	**$105,696,767**
Combined Total	**$19,358,700**	**$15,957,713**	**$19,413,601**	**$12,636,867**	**$22,549,500**	**$44,866,14**	**$49,047,500**	**$23,801,500**	**$12,291,500**	**$16,634,500**	**$236,827,485**

Note that the figures shown for 2026-27 through to 2028-29 do not align with the current approved budget, as there have been adjustments to some project priorities in these years since the budget was approved, for example the commitment to proceed with the Wesley Performing Art Centre upgrade.

Table 12 Long-term capital expenditure, prioritised, by funding source

Project Priority	Total	Rates	Grants	Loans	Other
Commitments	**$131,130,718**	**$97,944,680**	**$27,991,603**	**$ 1,852,200**	**$ 3,341,877**
Discretionary:					
(highest) Priority 1	$13,775,000	$ 6,665,000	$ 5,850,000	$ 1,260,000	$ 0
Priority 2	$58,500,000	$ 6,105,000	$42,685,000	$ 9,690,000	$ 20,000
Priority 3	$ 5,000,000	$ 2,550,000	$ 0	$ 0	$ 2,450,000
Priority 4	$14,435,604	$ 3,306,923	$ 2,040,000	$ 7,000,000	$ 2,088,681
(lowest) Priority 5	$13,986,163	$ 2,146,865	$ 9,319,298	$ 2,460,000	$ 60,000
Discretionary Total	**$105,696,767**	**$20,773,788**	**$59,894,298**	**$20,410,000**	**$ 4,618,681**
Combined Total	**$236,827,485**	**$118,718,468**	**$87,885,901**	**$22,262,200**	**$7,960,558**

The initial prioritisation of projects has reduced the “all-projects” 10 year capex amount from $262 million down to $237 million (combining the current commitments and discretionary total). Table 12 shows that to achieve this higher level of capital investment, significant additional funding will be required for some key projects to be able to be delivered. In particular some very significant levels of grant funding are foreshadowed to enable some key projects to be achieved. There will be a need to review priorities on a year-to-year basis throughout the life of this Asset Plan to establish a program that is able to be funded.

Further work will also be undertaking on revising the scope of some key projects, including the proposed Regional Sports Stadium facility and Council Depot relocation. This will include consideration of delivery options, including a staged approach and scope refinements to achieve cost reductions.

Given the uncertainty in securing additional funding to deliver the full range of priority projects, the financial projections presented in the remainder of this report align with the financial modelling presented in the Long Term Financial Plan.

Long Term Financial Projection

Financial projections for the projected operations, maintenance, capital renewal and capital new/upgrade costs are shown in Table 13 and Figure 20, below.

In the table, the renewal demand is that established through modelling as outlined in this Plan. Some additional renewal expenditure results from various upgrade and new projects, which contain a component of work scope which is classified as renewal works.

Recognising that Council’s level of investment is constrained, the capital expenditure figures presented in Table 13 have been aligned with the modelled expenditure in the Long Term Financial Plan, as also outlined in the section above. A review of expenditure on renewals and other capital expenditure will be required each year to monitor the affordability of the program compared to target service standards for asset utilisation.

Table 13 Projected life-cycle expenditure

Financial Year	Operations & Maintenance	Capital Renewal	Capital Upgrade & Acquisition	Total Assets Budget
2025-26	$ 6,691,974	$10,447,622	$ 9,778,378	$26,917,974
2026-27	$ 6,825,813	$11,978,575	$ 2,572,425	$21,376,813
2027-28	$ 6,962,440	$10,473,406	$ 8,372,594	$25,808,330
2028-29	$ 7,101,576	$ 9,496,852	$ 3,667,148	$20,265,576
2029-30	$ 7,243,608	$12,092,835	$ 2,907,165	$22,243,608
2030-31	$ 7,388,480	$14,425,225	$ 574,775	$22,388,480
2031-32	$ 7,536,250	$11,912,000	$ 3,088,000	$22,536,250
2032-33	$ 7,686,975	$11,572,966	$ 3,427,035	$22,686,975
2033-34	$ 7,840,714	$10,619,000	$ 4,381,000	$22,840,714
2034-35	$ 7,997,528	$13,697,000	$ 1,303,000	$22,997,528
Total	**$73,275,248**	**$116,715,480**	**$40,071,520**	**$230,062,248**
Average	**$ 7,327,525**	**$11,671,548**	**$ 4,007,152**	**$23,006,225**

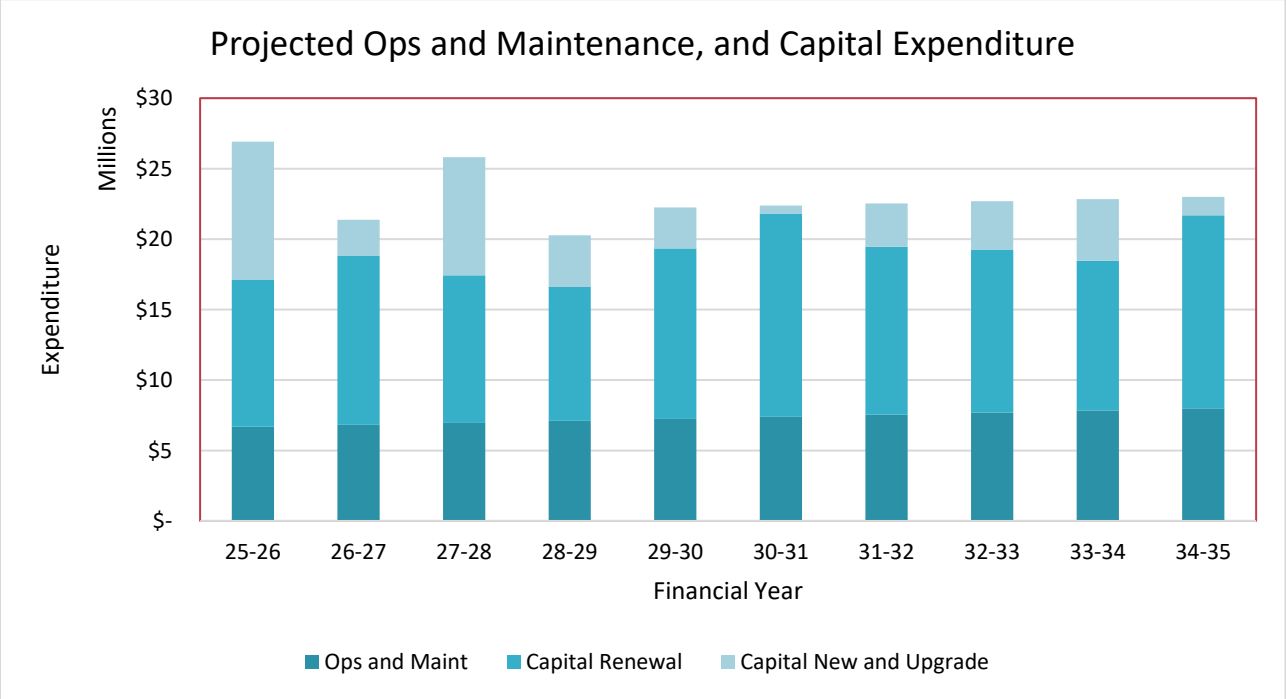


Figure 20 Projected operations and maintenance and capital expenditure

Strategies and Plans

The following strategies and plans have been taken into consideration in the development of the key strategic documents and have also contributed to the data contained in both the Asset Plan and the Financial Plan. This is not an exhaustive list, Council has many other plans and strategies, however, as work is completed on the priorities within each, they are retired or archived.

- Aquatic Centre Master Plan
- Central Business District Revitalisation Streetscape Plan
- Community Inclusion Plan
- Creative Horsham Strategy
- Customer Service Charter
- Domestic Animal Management Plan
- Aboriginal Commitment and Action Plan (Draft)
- Events Strategy
- Gender Equity Action Plan
- Greening Greater Horsham Tree Strategy
- Horsham Bicycle and Shared Paths Plan 2024-34
- Horsham City Urban Renewal Plan
- Horsham Heritage Study
- Horsham Open Space Strategy
- Horsham Urban Transport Plan
- Investment Attraction Strategy
- Municipal Emergency Management Plan
- Municipal Fire Management Plan
- Outdoor Play Space Plan
- Road Management Plan
- Rural Road Network Plan
- Sawyer Park City Oval Concept Plan
- Streetscape Plan
- Tourism Local Area Action Plan
- Youth Strategy
- Zero Net Emissions Action Plan

Asset Plan 2025-35

Appendix A – Asset Class Snapshot

Roads

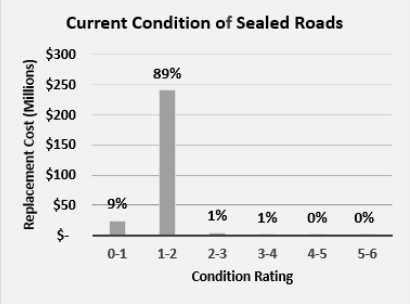
Asset Replacement Cost
$395M
Assets Written Down Value
$306M
Accumulated Depreciation
$89M
49% of Assets Total ($799.8M)

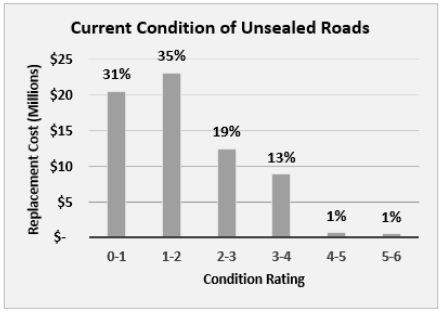
Road Hierarchy

Link: link significant destinations and are designed for efficient movement of people and goods between and within regions.
Collector: Provide movement of traffic within local areas and connect access roads to a substantial number of higher order roads.
Access: Provide access to the street address of occupied properties.
Minor: provide access to occupied property other than to the street address, or access to non-occupied abutting properties, and non-residential property.

Total Length of Council Roads = 2986 km
Sealed Roads: 1014 km
Unsealed Gravel Roads: 963 km
Formed Only Roads: 1009 km.

INSPECTIONS
Link: Every 6 months
Collector Road: 12 months
Access Road: 24 months
Minor Road: 36 months





10 Year Renewal Program

Programmed Expenditure $63,385,188

SUMMARY

- **Road assets represent 49% of the total value of Council's assets.**
- **Sealed roads are generally in better condition compared to unsealed gravel roads. About 98% of sealed roads have a condition rating between 0 and 2, whereas only 64% of unsealed roads fall within that same range.**
- **Renewals are occurring on both unsealed and sealed roads. Over 30 km of unsealed roads have been re-sheeted annually in recent years, but in 2025–26, nearly 40 km are scheduled for renewal.**
- **Council is dedicated to keeping all roads, excluding minor and formed only ones, accessible in all weather conditions.**

Kerbs and channels

Asset Replacement Cost
$40.6M
Assets Written Down Value
$24.6M
Accumulated Depreciation
$16M
5% of Assets Total ($799.8M)

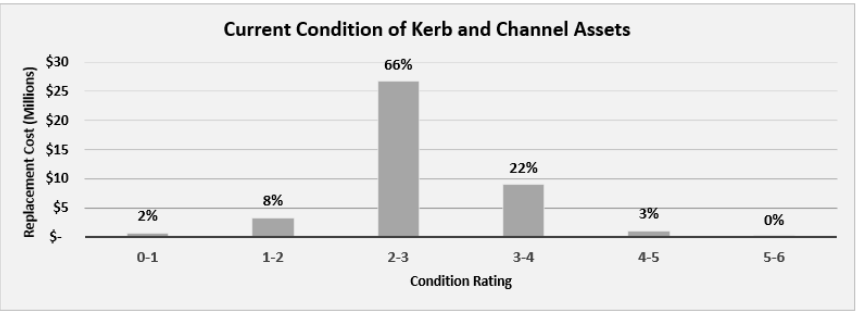
Total Assets = 2765
Total Length = 235 km

142 km - Semi Mountable K&C 600 mm wide
79 km- Concrete K&C 450 mm
14 km- All others

Major Kerb Types

- **Concrete Kerbs**
- **Stone Kerbs**

INSPECTIONS
Kerb inspections are carried out alongside road inspections, following the road hierarchy.
Link – 6 Mths, Collector – 12 Mths Access – 24 Mths



ASSET LIFE
Concrete Kerb and Channel - 60 years.
Concrete Spoon type – 70 years.
Stone Kerb - 80 years.
Earth Open - 15 years

10 Year Renewal Program

Programmed Expenditure $1,515,534

SUMMARY

- **Kerb and Channel assets represent 5% of the total asset value.**
- **Most assets are in good condition, with 74% of them having a condition rating of 1-3 (Good). The funds outlined in the programmed renewal expenditure are crucial to preserving this condition.**
- **Renewals of concrete footpaths are taking place at the same time as drainage improvements in areas where water is pooling on the roads.**
- **A current focus is on reconstructing misaligned kerbs which are holding water for more than 48 hours.**

Asset Plan 2025-35

Bridges and Major Culverts

Asset Replacement Cost
$49.3M
Assets Written Down Value
$11.5M
Accumulated Depreciation
$37.8M
6% of Assets Total ($799.8M)

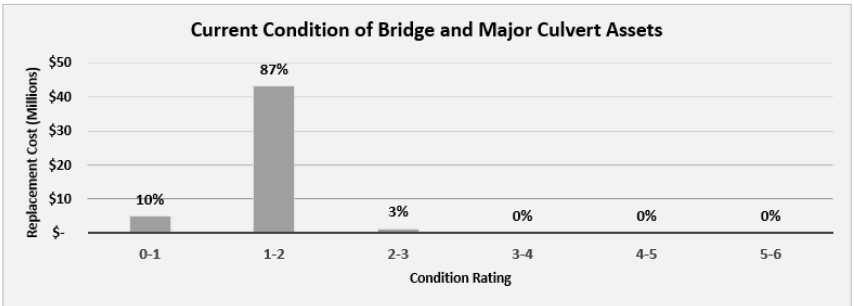
Total Assets = 92

Public Bridges 47

Public Culverts: 45

Major Sub-Types

- Road Bridges
- Pedestrian Bridges
- Major Culverts



INSPECTION

Inspections are conducted in conjunction with road inspections as outlined in the Road Management Plan.

10 Year Renewal Program

Programmed Expenditure $1,912,000

SUMMARY

- **Bridge and Major Culvert assets represent nearly 6% of the total value of Council's assets.**
- **Most assets are in good condition, nearly 95% of them having a condition rating of 0-2. No Asset is beyond condition rating 3. The funds outlined in the Programmed Renewal Expenditure are crucial to preserving this condition.**
- **Renewal work is underway on bridges showing visible defects, and retrofitting is being implemented on specific bridges, to ensure they can safely accommodate heavier vehicles.**

Buildings and Other Structures

Asset Replacement Cost
$98.2M
Assets Written Down Value
$68.2M
Accumulated Depreciation
$30M
12% of Assets Total ($799.8M)

Total Assets = 166

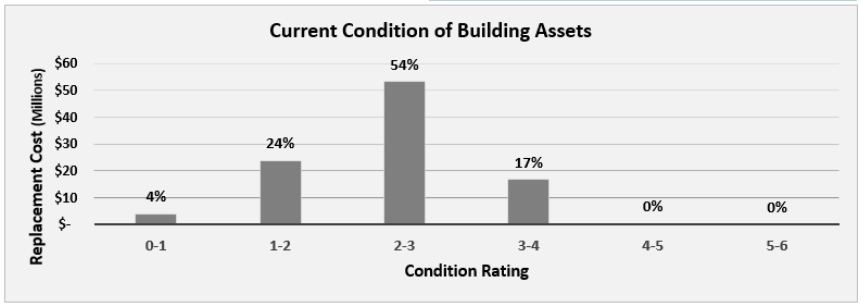
Local: 7 Buildings

Neighbourhood: 85 Buildings

Municipal: 74 Buildings

Building Categories (hierarchy)

- Local: 5 km catchment
- Neighbourhood: 5-20 km catchment
- Municipal: 50 km catchment



INSPECTION

Local: Once every 3 years
Neighbourhood: Once every 3 years
Municipal: Once every 2 years
Regional: Once every 2 years
Detailed inspection of All Assets: Every 4 years

10 Year Renewal Program

Programmed Expenditure $11,300,866

SUMMARY

- **Building assets represent 12% of the total asset value.**
- **Most assets are in good condition, nearly 80% of them having a condition rating of 1-3 (Good). The funds outlined in the programmed expenditure renewal are crucial to preserving this condition.**
- **A current emphasis is on a proactive renewal strategy, which involves enhancing building data and planning renewals according to the requirements of various building components. Council is dedicated to ensuring that all facilities and buildings are maintained in a fully functional condition.**

Asset Plan 2025-35

Footpaths and Pathways

Asset Replacement Cost
$41.2M
Assets Written Down Value
$26.2M
Accumulated Depreciation
$15M
5% of Assets Total ($799.8M)

Total Assets 2210 | Total Length = 294 km
256 km -100mm Reinforced Concrete
0.58 km - 100mm Reinforced Concrete with pattern
2.4 km - 125mm Depth Bitumen, plus preparation
4.7 km - 125mm Depth Gravel, plus preparation
0.38 km - 125mm Reinforced Concrete
0.45 km - 30mm Asphalt over 100mm Pavement, plus Prep.
1.5 km - Bitumen
5.4 km - Brick Pavers, plus preparation
0.4 km - Crushed Rock
9.9 km - Pavers (Concrete & Other), plus preparation
1.3 km - Sealed
6.5 km - Spray sealed.
4 km - Unsealed crushed rock

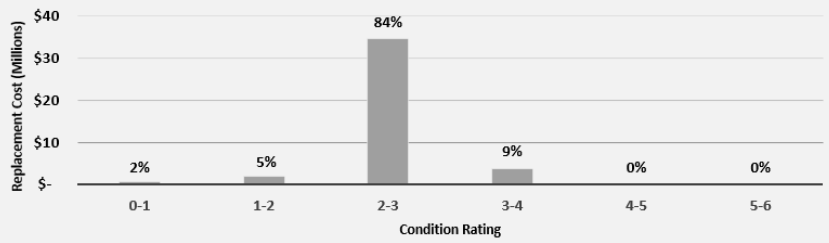
Footpath Hierarchy

F1: High Use & Risk: - Major shopping centres and heavily used pedestrian areas.
F2: Medium Use & Risk: - Busy urbanised areas and heavy use link paths.
F3: Lower Use & Risk: - Less frequently used paths

INSPECTIONS

F1: 6 Months **F2:** 12 Months
F3: 24 Months

Current Condition of Footpath



ASSET LIFE

Concrete Footpaths - 70 years.
Paver Footpath – 40 years.
Sealed Footpaths - 30 years.
Unsealed Footpaths - 15 years.

10 Year Renewal Program

Programmed Expenditure $1,500,000

SUMMARY

- **Footpath and Cycleways assets represent 5% of the total asset value.**
- **Most assets are in good condition, with 84% of them assessed as having a condition rating of 2-3 (Good).**
- **The funds outlined in the programmed renewal expenditure are crucial to preserving this condition.**
- **A recent focus has been on constructing new footpaths on streets that currently lack them.**
- **Council is committed to ensuring that at least one side of every road has a footpath, with $168K allocated annually in the Long Term Capital Expenditure plan to support this effort through to 2028-29.**

Stormwater Drainage

Asset Replacement Cost
$75.6M
Assets Written Down Value
$51.4M
Accumulated Depreciation
$24.2M
9% of Assets Total ($799.8M)

Total Assets

Drainage Pipes
147 km

Drainage Pits
5125 Pits

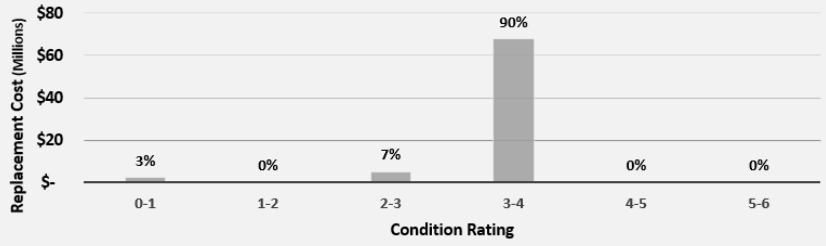
Asset Categories

- **Drainage Pipes:** Concrete, Plastic, PVC etc.
- **Drainage Pits:** Septic, Grated, Driveable etc.

INSPECTIONS

Drainage Pits: Once every 4 years
Drainage Pipes: Once every 4 years
Open space Infrastructure: Once every 4 years

Current Condition of Stormwater Drainage Assets



ASSET LIFE

Drainage Pipes – 100 years
Drainage Pits – 100 years
Drainage Basin and Wetlands – 150 years

10 Year Renewal Program

Programmed Expenditure $1,471,000

SUMMARY

- **Drainage assets represent 9% of the total asset value.**
- **Most assets are in fair condition, with 90% of them having a condition rating of 3-4.**
- **The funds outlined in the programmed renewal expenditure are crucial to preserving this condition.**
- **Renewals are prioritised based on flooding complaints backed up by camera inspection.**

Recreation and Open Space

Asset Replacement Cost
$98.1M
Assets Written Down Value
$61.1M
Accumulated Depreciation
$37M
12% of Assets Total ($799.8M)

Total Assets = 6488
Aerodrome Assets = 315
Drainage Assets = 146
Parks, Open Space and Streetscapes Assets = 2494
Recreation, Leisure & Community Assets= 1630
Waste Management Assets = 289
Other Infrastructure Assets = 1614

Recreation, Leisure, and Community Categories

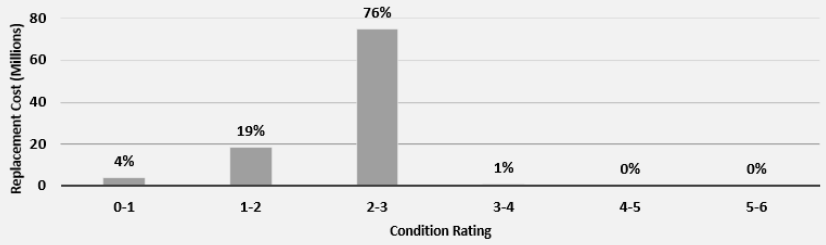
Local: 5 km Catchment
Neighbourhood: 5-20 km Catchment
Municipal: 50 km Catchment
Regional: 50-150 km Catchment

INSPECTION

Reactive Inspections: Conducted based on specific requests or incidents that warrant immediate attention.

Comprehensive Inspections: Performed every 4 years as part of an extensive revaluation of assets, ensuring accurate condition assessment and uptodate inventory.

Current Condition of Recreation and Open Space Assets



10 Year Renewal Program

Programmed Expenditure $4,161,949

SUMMARY

- **Open space assets represent 12% of the total assets value.**
- **Approximately 95% of the assets are in good condition, with a condition rating between 1 and 3. The funds outlined in the programmed renewal expenditure are crucial to preserving this condition.**
- **Renewals for open space assets are being conducted based on customer requests and for assets that have a condition rating of 4 or higher.**
- **The emphasis is on a proactive renewal strategy, which involves scheduled inspections and planning renewals according to the maintenance requirements of various Asset classes.**
- **Council is dedicated to ensuring that all assets are maintained in a fully functional condition.**

Appendix B – Asset Inventory

Asset class	Asset type	quantity	unit
Roads	Sealed	1014	km
	Unsealed gravel	963	km
	Formed only	1009	km
	Total roads	2986	km
Kerbs and channels	Semi-mountable, 600 mm wide	142	km
	Concrete, 450 mm wide	79	km
	All others	14	km
	Total	235	km
Bridges and major culverts	Bridges	47	number
	Culverts	45	number
	Total	92	number
Buildings and other structures	Local	7	number
	Neighbourhood	85	number
	Municipal	74	number
	Total	166	number
Footpaths and pathways	100mm Reinforced Concrete	256	km
	100mm Reinforced Concrete with pattern	0.58	km
	125mm Depth Bitumen, plus preparation	2.4	km
	125mm Depth Gravel, plus preparation	4.7	km
	125mm Reinforced Concrete	0.38	km
	30mm Asphalt over 100mm Pavement	0.45	km
	Bitumen	1.5	km
	Brick Pavers, plus preparation	5.4	km
	Crushed Rock	0.4	km
	Pavers (Concrete & Other), plus preparation	9.9	km
	Sealed	1.3	km
	Spray sealed	6.5	km
	Unsealed crushed rock	4	km
	Total	293.51	km
Stormwater drainage	Pipes	147	km
	Pits	5125	number
	Drainage basin infrastructure	51	number
Recreation and open space	Aerodrome assets	315	number
	Drainage assets	146	number
	Parks, open space, and Streetscapes Assets	2494	number
	Recreation, Leisure & Community Assets	1630	number
	Waste Management Assets	289	number
	Other Infrastructure Assets	1614	number
	Total	6488	number

Appendix C – Capex Prioritisation

Process Overview

Council's approach to funding prioritisation involves decision trees that lead to the development of a comprehensive Long Term Capex Plan including project sorting, prioritisation, cost estimation and scheduling. A process is in place which uses key principles to guide priorities of the listed projects for the next ten years and to enable further development of the listed projects.

Various sections within the organisation work together to develop a suite of long term capital works projects.

Prioritisation metrics have been developed to enable comparison of the relative merit of projects.

For each project identified, an initial cost estimate was developed. Those projects which were not identified in with adopted Council plans or strategies were given a lower priority or delisted. This process led to listing of projects with relatively higher priority, and affordability over a period of ten years proposing a total capital spend for 10 years of $262 million of which $93 million is considered to be core renewal.

Project Prioritisation

Road asset upgrade

The prioritisation of road assets is based on their hierarchy, traffic volume, and percentage of heavy vehicles and whether they are part of a future freight route, scored using the framework shown in the table below.

Table 14 Prioritisation framework for asset upgrade and creating a new asset

Asset Characteristics / Score	Asset Characteristics													
	Road Hierarchy				Traffic Volume			HV%					Future Freight Route	
	Link	Collector	Access	Minor	>=200	100-199	31-99	0-30	>30	15-29	8-14	0-7	Yes	No
Prioritisation score for upgrade or new	8	4	2	1	8	4	2	1	8	4	2	1	12	0

Building asset upgrade

Council has 167 buildings in its register. All buildings were assigned a hierarchy level, namely Regional, Municipal, Neighbourhood and Local. Under each hierarchy the minimum and desirable service levels were defined. For each asset, the gap in service level between the current and desired service level was identified as projects to upgrade the asset.

There are some buildings which may need upgrade works, but there is potential to consider whether the service provided by these sets of buildings can be provided elsewhere. Works on these assets were costed however, they were proposed to be kept on hold until further feasibility studies are carried out. This will be further informed by the current draft Community Facilities Strategy (draft in 2025).

Each building was assessed with the following five criteria. For example: a building in regional hierarchy gets "4" raw score. The higher the gap in service, a higher score is given. Assets with higher utilisation, high frequency of use and multiple and diverse range of community groups receive higher scores. A number of buildings are designated as "on hold" due to being either: surplus (currently not in use), single use (i.e. only one community group uses the facility) or planning required (strategic planning is required before scope is able to be determined). Buildings which are not "on hold" are allocated a score of 3 to assist sequencing of works over time.

Table 15 Building upgrade prioritisation framework

Criteria	Raw Score (A)	Weight B	If not hold (C)	Total Score
Hierarchy	1 – 4	0.4	3	Sum(A*B)+C
Gap in service level	0 – 17	0.2		
Frequency of use	1 – 10	0.2		
Equity and multiuse	1 – 5	0.1		
Precinct	1 – 5	0.1		

Public Toilets upgrade

From a financial classification perspective, public toilets are classified as buildings, due to the generalised definition that "all assets with enclosed walls and a roof are buildings". However, the criteria that governs the prioritisation for toilets are similar to those of open space assets. Thus prioritisation for public toilets has been separated from general buildings with a different prioritisation framework.

The dominating factors that determine the relative priorities are:

i) frequency of use
ii) the gap against minimum and preferred standard for a given service level, if a facility has a higher service level gap and has a high frequency of use (based on cleaning frequency) then it is considered a higher priority. If "on hold" (i.e. planning required or location review) then a factor of 0.5 is applied to again account for sequencing of works over time.

Table 16 Toilet blocks prioritisation framework

Criteria	Raw Score (A)	Weight B	If hold (C)	Total Score
Frequency of use	1 – 10	1	3	[Sum(A*B)]*C
Gap against minimum standard	0 – 19	1		

Open Space asset upgrade

Council's Social Infrastructure Framework identifies 27 parks/reserves as high priorities to upgrade before resources are spent on other assets. For all these open space assets, a hierarchy was assigned to establish the relative service levels for each. To fill the gap in service level for each asset, the required upgrade works were identified and estimates of costs developed.

Each facility was assessed with the following two criteria to ascertain the relative priority amongst other facilities. A value of 3 is then subtracted if the facility is noted as "on hold" to again assist sequencing of works over time. A public space is noted as "on hold" if further planning work is required i.e. location or equipment review.

Table 17 Open space asset prioritisation framework

Criteria	Raw Score (A)	Weight B	If hold (C)	Total Score
Gap against minimum standard and key principles	0 – 17	1	-3	[Sum(A*B)]+C

For a given service level, if a facility has higher service level lap, then it is considered of higher priority unless it is on hold or there is alternative within 500 m. All 27 facilities were given a prioritisation score which is an indication of relative priority for each project.

The Play Space Strategy (in draft) will also inform priorities for these projects over the next few years.

Distribution of funding for existing asset upgrade and minor new asset creation

Whilst it is relatively easy to compare and rank assets in the same portfolio, it is difficult to compare road asset upgrade projects with building upgrade projects or open space asset upgrade projects. Historically, more funds have been spent on road asset upgrades compare to open space and building assets upgrade.

Table 18 Distribution of funding for asset upgrade and minor new asset creation

Asset Type	Replacement Value ($ M)	% based on 3 asset types	Adjustment %	Proportion of upgrade fund on these 3 assets (%)	Includes upgrades of
Road asset	246	67	0.00	67	Sealed road, unsealed road, gravelled road, formed road, car parks, kerbs
Building asset	92	25	0.00	25	All buildings, halls (including assets in HRLE, WIFT, Aerodrome, etc.)
Open space asset	29	8	0.00	8	All open space assets that are used for recreation purpose (excludes footpath, bike path, etc)

Finally, Councillors review the projects to provide a community perspective on priorities.

Appendix D – Examples of Asset Condition

This appendix provides examples of the condition ratings (scores) of assets as outlined in the section on Asset Conditions.

Two asset classes are presented, as examples of the broader range of asset classes. The first is sealed roads. The notes in this diagram explain the condition score and features associated with that score for the examples shown.

Diagram - Example of condition rating for road assets

Condition 0 - 0.5 No failures, no shape loss

Condition 3 Moderate failures and shape loss

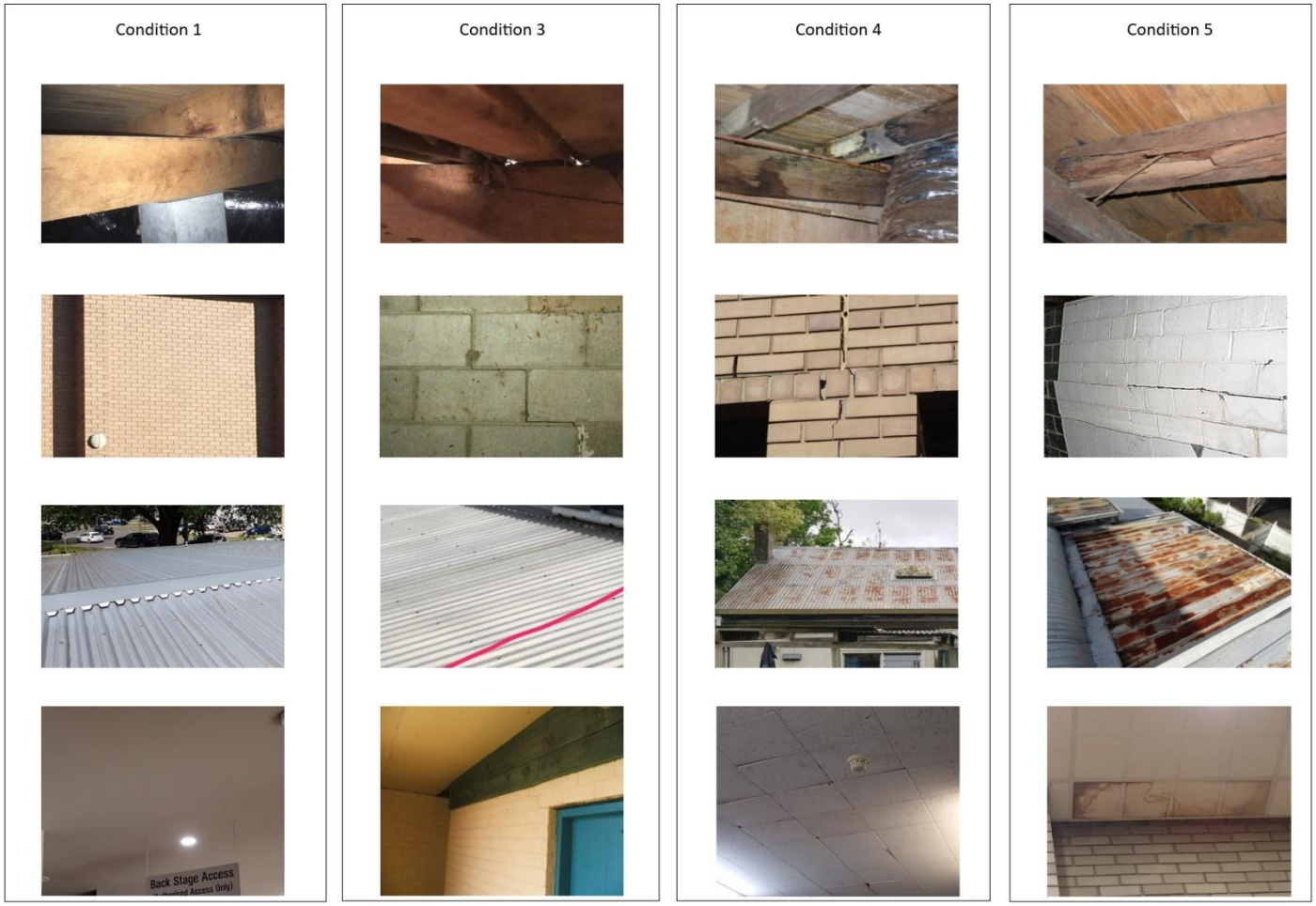
Condition 3.5 Extensive shape loss and failures

Condition 4-4.5 Bad shape loss and ext failures

The second example, on the next page, shows the condition of several components of building assets in a range of condition ratings, 1, 3, 4 and 5.

For each score examples of shown relating to timber structural elements, brick/masonry walls, roof cladding and internal walls and ceilings showing the progression of condition from near new to failure as the condition rating score gets higher.

Diagram – Example of condition rating for some components of building assets

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