

City of Casey

ASSET PLAN

2025-2035



City of
Casey





ACKNOWLEDGEMENT OF COUNTRY

The City of Casey proudly acknowledges the traditional owners, Casey's Aboriginal communities and their rich culture and pays respect to their Elders past, present and future. We acknowledge Aboriginal people as Australia's first peoples and as the traditional owners and custodians of the land on which we work and live.

COMMITMENT TO RECONCILIATION

The City of Casey is committed to reconciliation, guided by Casey's Reconciliation Action Plan (RAP) and the Casey Aboriginal Gathering Place. These initiatives support cultural connection, strengthen community capacity, and work towards better outcomes for the Aboriginal and Torres Strait Islander community.

DIVERSITY STATEMENT

The City of Casey is home to a remarkable diversity of cultures, languages, faiths, identities, landscapes, and stories. From our first Australians to our most recent arrivals and every wave between, the City of Casey welcomes and represents all community members and their respective ambitions to live healthy, rewarding, and happy lives.

These intersecting and overlapping community stories form Casey's collective identity and contribute to its evolving, rich history.

We recognise this diversity as our strength and we aim to share, nurture, and celebrate it.

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1. INTRODUCTION

The City of Casey (Casey) is a diverse municipality covering 400 square kilometres. Casey includes culturally and environmentally significant land along with residential, farming, industrial, and commercial areas. Casey is one of the fastest-growing municipalities in Australia. In 2025, Casey had a population of 429,383, which is forecast to increase to 614,075 by 2046. Of those who live in Casey, 42 per cent speak a language other than English, and over 100 different faiths are represented. Casey has one of the largest local government asset portfolios in Victoria.

Given its expansive size, Casey City Council (Council) owns and manages \$4.8 billion of infrastructure assets (as of 1 July 2024). The forecast asset portfolio in 2046 is \$9 billion. **Figure 1** shows that the majority of these assets are civil infrastructure (i.e. roads and paths), followed by stormwater drainage and buildings and facilities.

As Casey changes and grows, Council’s responsibility is to manage its assets effectively and efficiently through its lifecycle, i.e. planning, delivery, operation, maintenance, monitoring, renewal, and decommission or disposal. Effectively managing these assets maximises service to the community while minimising the associated risk and cost to Council. Current data forecasts that Casey requires an average of \$223 million combined operating and capital expenditure per year over the next ten years to manage assets.

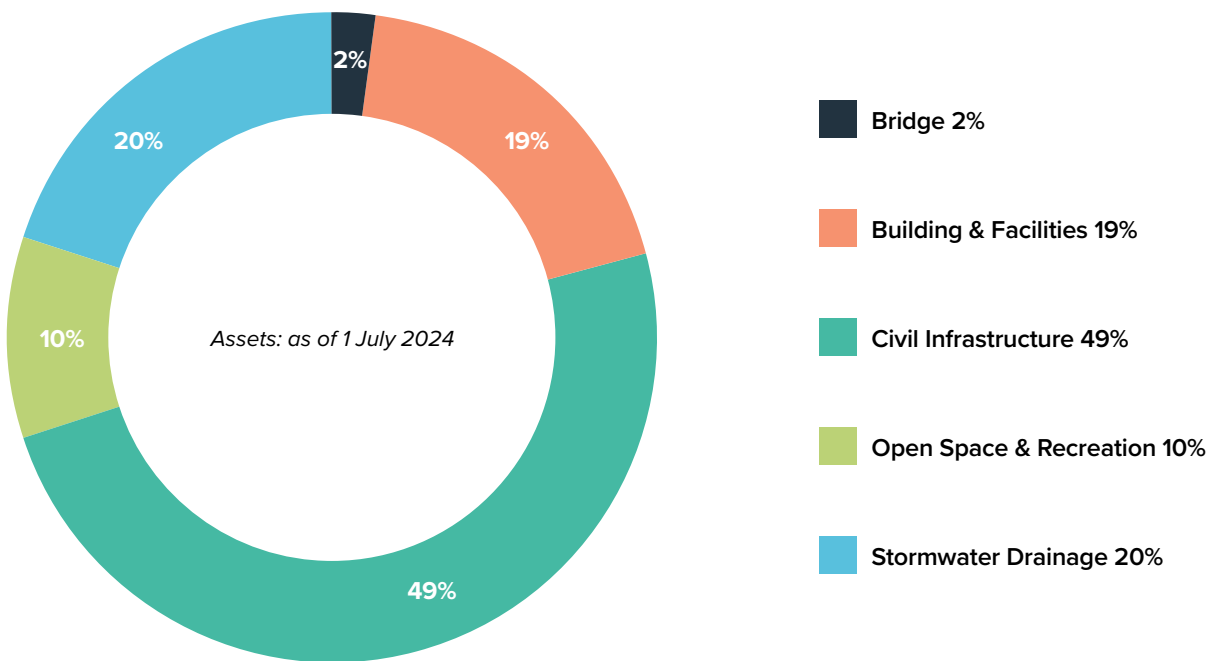
1.1 Scope and Purpose

The Asset Plan (Plan) is prepared in alignment with Section 92 of the *Local Government Act 2020*. It applies to all infrastructure assets owned or managed by Council, except land and land under roads.

The purpose of the Plan is to articulate:

- How the Plan integrates with the *Community Vision, Council Plan, Domain Strategies, Strategic Service Plans* and *Long-term Financial Plan*
- How Council is going to manage its assets to meet the service delivery needs of the community
- A ten-year financial forecast for operating and capital expenditures related to assets.

Figure 1 – Infrastructure asset portfolio distribution



2. ASSET MANAGEMENT AT CASEY

In alignment with our Community Vision, organisational objectives, and the principles of asset management, Council aspires to:

Maximise the value of our assets, ensuring they adapt to our changing community and enable Casey to be connected, innovative, and resilient.

2.1 Principles

The following principles underpin Council's asset management practice:

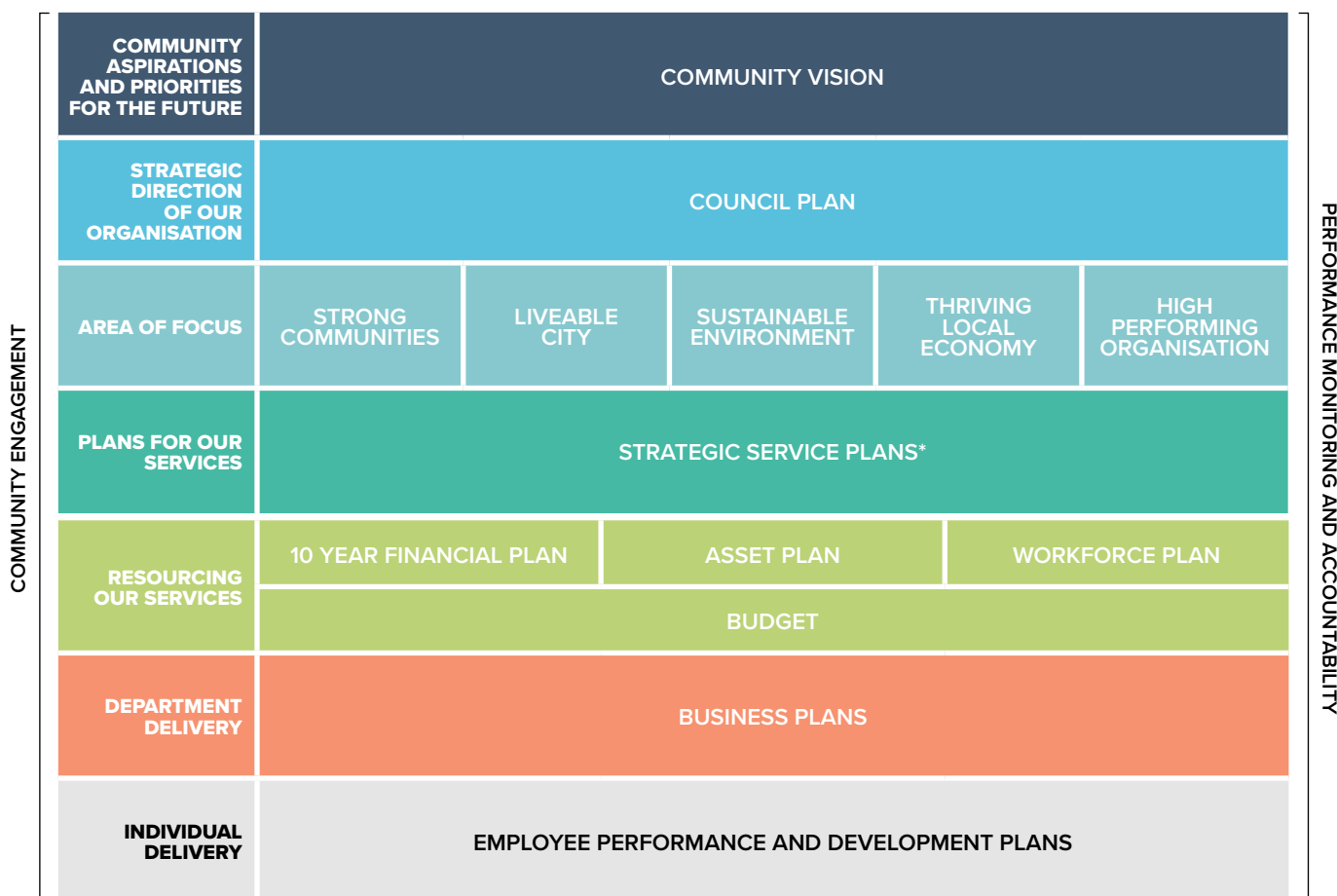
- The whole of a lifecycle approach to optimise assets for the community and service provision.
- Focus on long-term sustainability and adaptability to address the effects of climate change on assets.
- Evidence-based asset management, which is clearly defined with measurable performance targets aligned to service plans.
- Practical systems and processes that fit with the organisation's asset management capability and maturity.
- Continuous improvement and innovation of asset management processes, practices, and systems.

2.2 Integration with strategic framework

The Council Plan 2025-2029 outlines the five strategic outcomes for Casey to achieve its vision of becoming a more connected, innovative and resilient community.

The Asset Plan aligns with the integrated strategic planning framework by providing an overview of the asset requirements for implementing Casey's strategic outcomes.

Figure 2 – Integrated strategic planning framework



*In development

3. COMMUNITY FEEDBACK

Before drafting the Plan, Council sought community views on the future of infrastructure within Casey via a deliberative engagement process called *Shape Your City*. The engagement unpacked the long-term challenges of managing the Council's asset portfolio (as presented in this Plan). It also sought the communities' feedback on approaches to improve the long-term sustainability of the Council's asset portfolio. This community feedback has been used to support the development of this Plan.

Scenarios for a budget shortfall

Panel members were given one of two scenarios to consider in the event of a shortfall in the future.

Scenario 1:

It's 2035, there is a shortfall in the budget; what potential solution should Council explore considering the three options below:

- Decrease new asset construction/reduce
- Delay renewals or upgrades
- Lower the level of service.

From the three options presented, panel members felt that decreasing the construction of new assets was preferred over reducing renewals/upgrades or lowering the level of service. Reasons given for this include:

- Keeping the asset at a higher quality, resulting in less repairs in the future.
- Concern there was not enough patronage of existing assets, would need to understand if the other assets in the same class were at capacity – therefore warranting additional services.
- If we are unable to maintain the current assets we have financially, why add other assets to the mix, which would require a further stretch of the budget.

Scenario 2:

It's 2035, there is a shortfall in the budget; Council is considering the disposal of community buildings to reduce \$5 million from its renewal works budget. What would make the disposal of a building asset acceptable?

Disposing of an asset elicited more discussion by the groups, with Panel Members wanting to explore other options before an asset was disposed of. Options considered:

- Privatisation keeps the community benefit while being conditional to community use requirements. Maintaining ownership of the land, leasing the building only.
- Sponsorship, exploring community and commercial sponsorship opportunities to retain the use and operation of the asset. Likened to community banking models (e.g. Bendigo Bank).
- Consolidation, ensuring the service remains even if buildings are disposed of, and how the service can be continued to be delivered to ensure a community benefit.
- Public-private partnerships should consider how the asset could be retained or rebuilt.

Another group felt that the community needed to be brought into Council's thinking as early as possible, where utilisation was the reason behind the disposal of an asset. This might look like:

- Using sensors to understand use and periods of underuse.
- Running a use it, or lose it campaign - to encourage community use.

Across both scenarios, both decisions would be communicated to sell the benefits and the thinking behind the decision. "Sell the benefit, common sense approach," be sure to use all communication avenues available (website, local media, social media and Councillors).

On asset planning, a discussion among the group focused on ensuring that the planning and construction of assets were of high quality to reduce renewal and repair costs in the future. Feedback included:

- Panel members were invited to consider their 'most loved' asset that contributes to the enjoyment of Casey.

Figure 3 – A most loved community asset



4. WHAT WE OWN AND MANAGE

Council manages and maintains a diverse infrastructure asset portfolio through which it delivers a broad range of services to support the community's needs. It is one of the largest local government asset portfolios in Victoria.

4.1 Infrastructure Assets

These infrastructure assets are grouped into five asset classes:

Bridges: includes road and pedestrian bridges as well as major culverts.

Buildings and facilities: includes all facilities such as sports and leisure, arts and culture, family and community centres, community hubs, and public toilets.

Open space and recreation: includes all active and passive assets in our reserves, such as sports grounds and equipment, play spaces, lighting, fencing, vegetation and trees, and public art.

Civil infrastructure: includes roads, kerb and channels, car parks, traffic management devices and paths.

Stormwater drainage: includes underground pipes, pits, minor culverts, table drains, and water bodies.

The table below shows that roads, followed by stormwater drainage and buildings, are the highest-valued assets across the portfolio (as of 1 July 2024).

Table 1 – Detailed Asset Portfolio

Asset	Asset Class	Quantity	Replacement Value (\$000)
Bridges	Bridges	273 Bridges	109,591
Building	Building and Facilities	314 Buildings	889,627
Roads	Civil Infrastructure	1,977 km	2,005,228
Carparks	Civil Infrastructure	292 Carparks	63,867
Paths	Civil Infrastructure	2,928 km	282,983
Stormwater Drainage	Stormwater Drainage	2,750 km Pipes, 101,680 Pits, 415 Minor Culverts	958,409
Sports Ground	Open Space and Recreation	160 Sports Grounds	123,902
Play Space	Open Space and Recreation	745 Play Spaces	97,351
Infrastructure	Open Space and Recreation	19,924 Barbecue, Bike Racks, Seats, Fencing, Water Tanks	74,640
Minor Structure	Open Space and Recreation	1,828 Feature & Retaining Walls, Shade Structures, Stairways	49,596
Waste	Open Space and Recreation	786 Bin Cages, Flare, Barrier Wall	36,385
Lighting ^	Open Space and Recreation	3,101 Carpark, Park, Sports Lights	65,155
Sports Equipment	Open Space and Recreation	192 Sports Equipment	12,609
Public Art	Open Space and Recreation	161 Public Artworks	4,493
Vegetation *	Open Space and Recreation	~ 13 Million m ²	-
Trees *	Open Space and Recreation	~ 300,000	-
Total			4,773,836

^ Excluding Street Lights

* Trees and Vegetation are not assigned a monetary value under this Plan.

4.2 Assets we do not manage

While Council owns and manages an extensive portfolio of infrastructure assets, it does not manage all infrastructure that the community engages with. Many infrastructure assets Council does not manage are the responsibility of various State and Australian government agencies or utility corporations. Some examples of these types of infrastructure include:

- Arterial road networks, including freeways
- Public transportation
- Hospitals and ambulance stations
- Schools, TAFE and universities
- Regional drainage and waterways
- State or national parks and gardens
- Police stations and courts
- Street lights

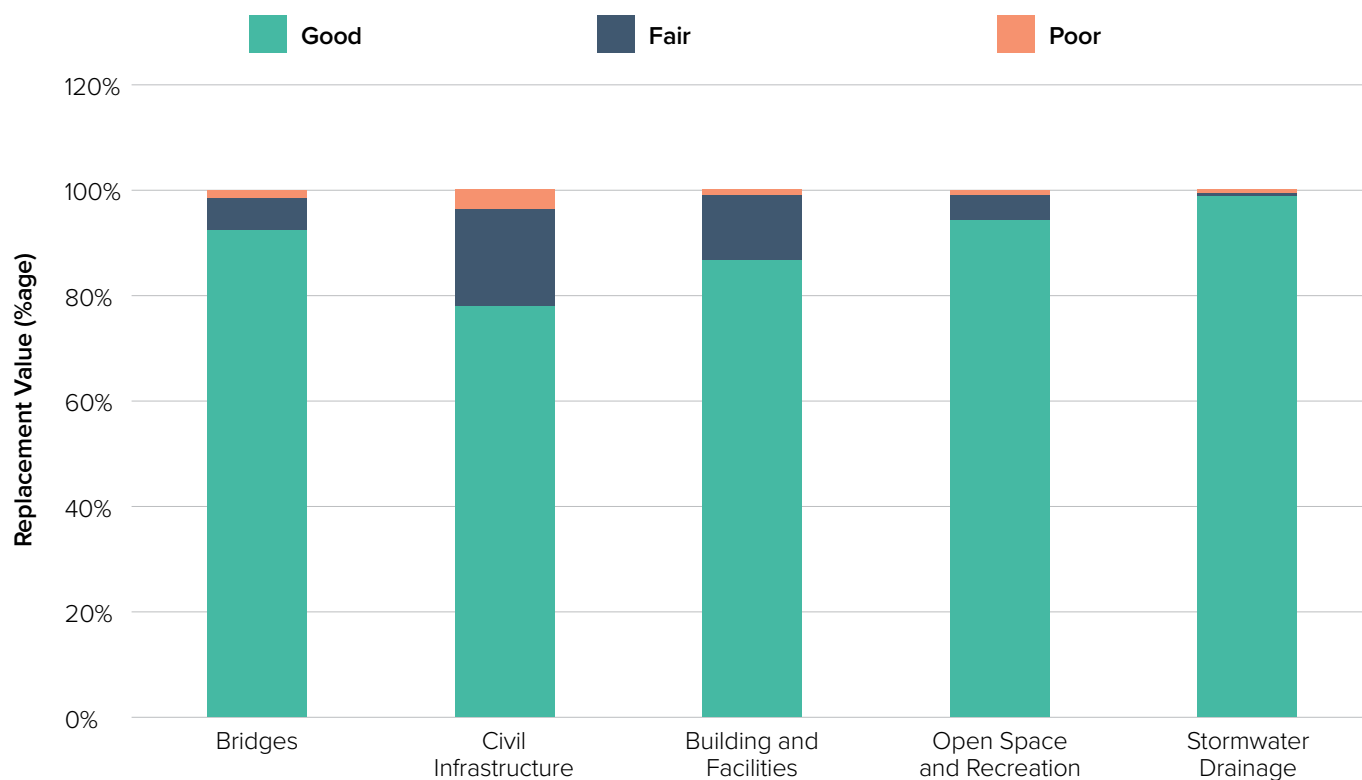
4.3 Asset condition

Aside from the infrastructure volume, to effectively deliver services to the community, Council must also consider the asset's physical state or condition.

Council conducts regular condition assessments of assets, enabling the development of maintenance and renewal programs to ensure that assets are maintained at the appropriate standard.

As indicated in **Figure 4** below, Council's current asset data indicates that an average of two to three per cent of assets are in poor condition, requiring intervention within the next 3 to 5 years.

Figure 4 – Condition distribution for asset-class



4. WHAT WE OWN AND MANAGE

Civil infrastructure accounts for the largest proportion of assets in fair or poor condition. The civil infrastructure condition data is based on the 2022 condition assessment results and is not reflective of recent renewal investment outcomes.

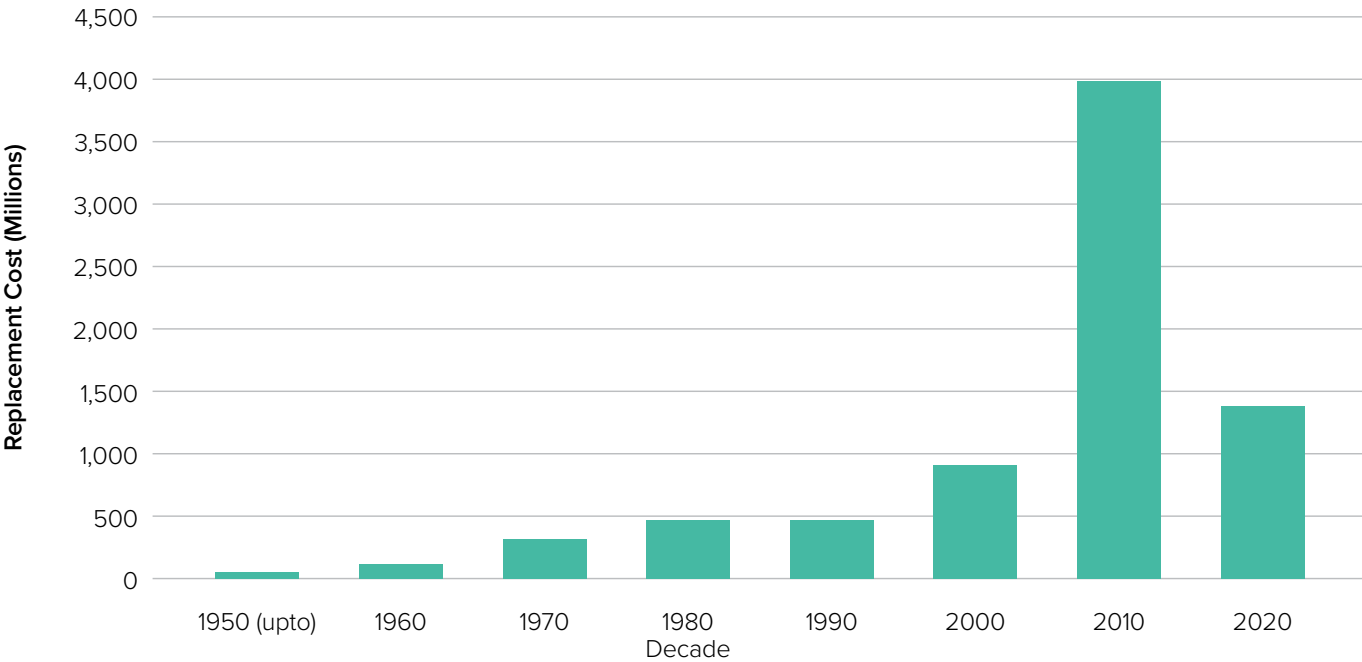
Council adopted a rolling program with a five-year frequency for infrastructure asset condition assessment; however, condition data can be challenging to obtain for some asset groups. Where appropriate, the age of the asset is used as an approximation of asset condition [newer assets = better condition].

As Casey is a growth area, most of the Council's infrastructure assets have been acquired within the last three decades (*Figure 5*).

This means most of the Council's assets are relatively new and, therefore, in good condition, i.e. functional and providing the required level of service with minimum or no maintenance required. However, all infrastructure assets have a defined useful life and will deteriorate over time, significantly increasing renewal and maintenance requirements in future years.

Beyond physical condition, the asset's 'fit for purpose' for the service it supports is also an essential measure of condition. This is another key data focus for Council to develop over the next four years to ensure we are renewing our existing infrastructure in alignment with service and community needs.

Figure 5 – Assets acquired by decade



5. INFRASTRUCTURE CHALLENGES

In addition to the volume and condition of assets, Council will adapt and respond to various local, regional, and international conditions that impact infrastructure delivery and maintenance.

Key conditions and challenges are highlighted in the following sections.

5.1 Infrastructure demand

Casey is one of the fastest-growing municipalities in Australia, with a population of 429,383 residents (as of 2025) and a forecasted population of 614,075 by 2046.

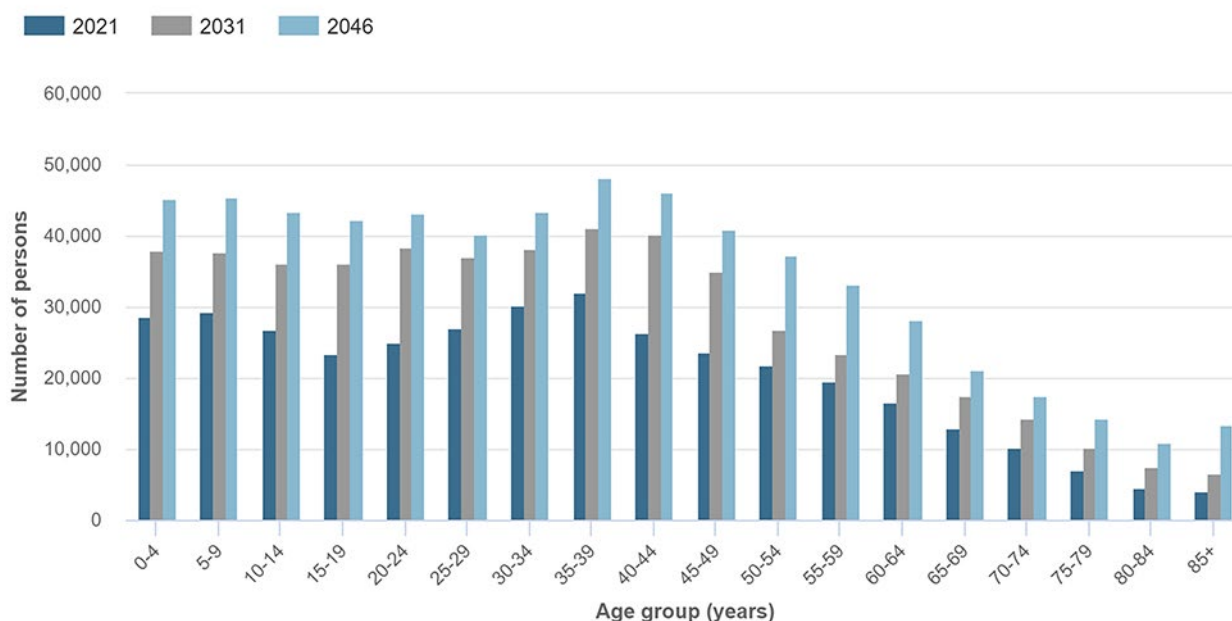
As shown in **Figure 6** below, Casey will continue to see growth across all age groups. The age group 35 to 44 years old will continue to be the dominant age group.

The most significant increase in persons between 2021 and 2031 is among those aged 40 to 44, which is expected to increase by 13,761 and account for 8.0% of the total population.

Figure 6 – Population forecast with age groups

Forecast age structure - 5 year age groups

City of Casey - Total persons



Source: Population and household forecasts, 2021 to 2046, National Forecasting Program, .id (informed decisions), August 2024.

.id informed decisions

5. INFRASTRUCTURE CHALLENGES

With increased population comes an increased demand for services, resulting in the need for new infrastructure and additional pressure on existing infrastructure. To address the demand, Council has planned for the delivery of the following projects in the next 10 years:

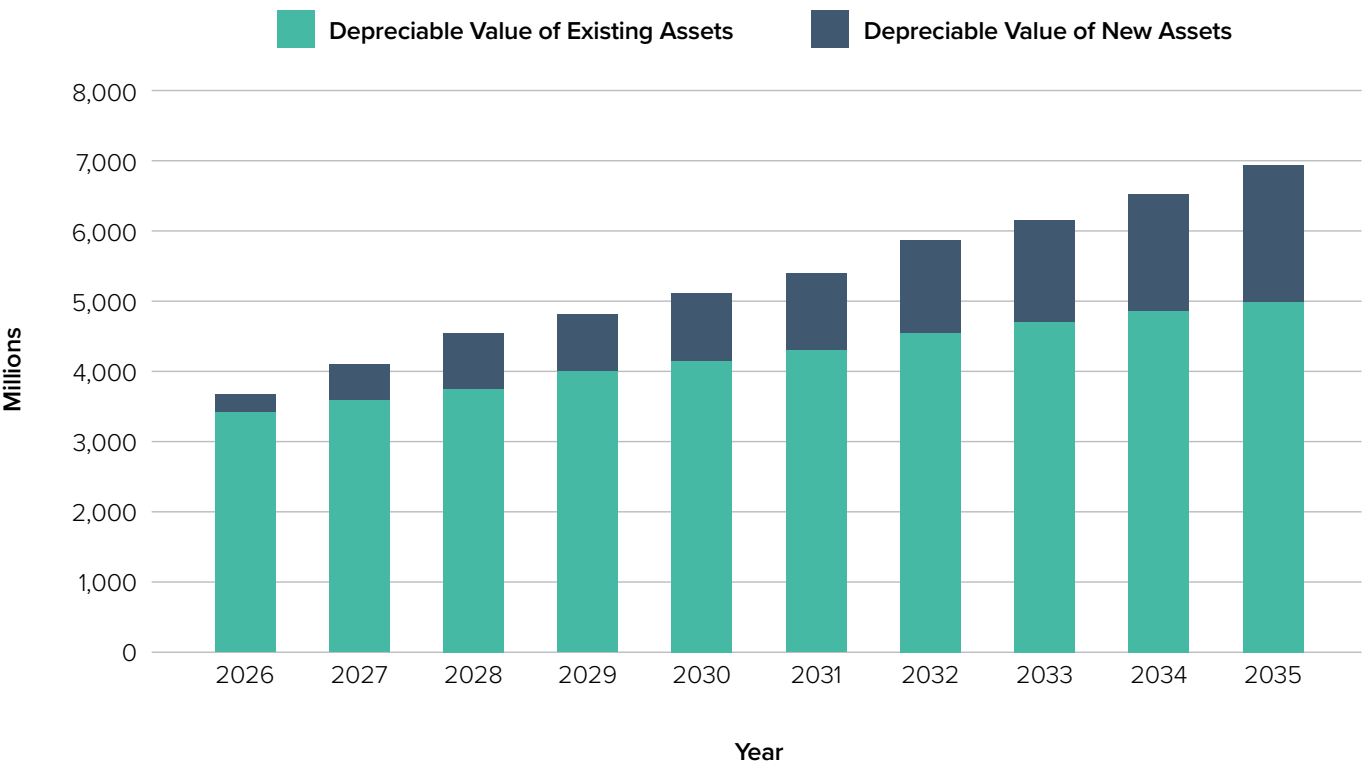
- New community and recreational facilities valued at \$626 million
- New parks, playgrounds and sporting ovals valued at \$61 million
- New roads and drainage valued at \$169 million

Council is also facing an increase in infrastructure demand, which is underpinned by the rise in service demand and standards due to state reforms and regulation changes.

The need for this new infrastructure puts significant pressure on Council’s financial resources and adds to future upkeep requirements. Council will need to leverage alternative funding and partnership arrangements to help ease the pressure. This could include co-location opportunities with State Government infrastructure, loans, decreasing the size and complexity of the buildings, and or partnerships with the private sector.

The **Figure 7** graph shows additional service demand translated to forecast depreciable asset values compared to the existing assets:

Figure 7 – Depreciable asset values forecast



5.2 Renewal gap

The current \$4.8 billion worth of physical infrastructure (excluding land) is growing by approximately ten per cent annually. The forecast asset portfolio in 2046 is \$9 billion. While most of our infrastructure is in good condition, some shorter-lifespan asset types (e.g. playgrounds and outdoor furniture) will need increased investment in renewal to maintain current standards. This renewal requirement will continue to grow as the new infrastructure ages.

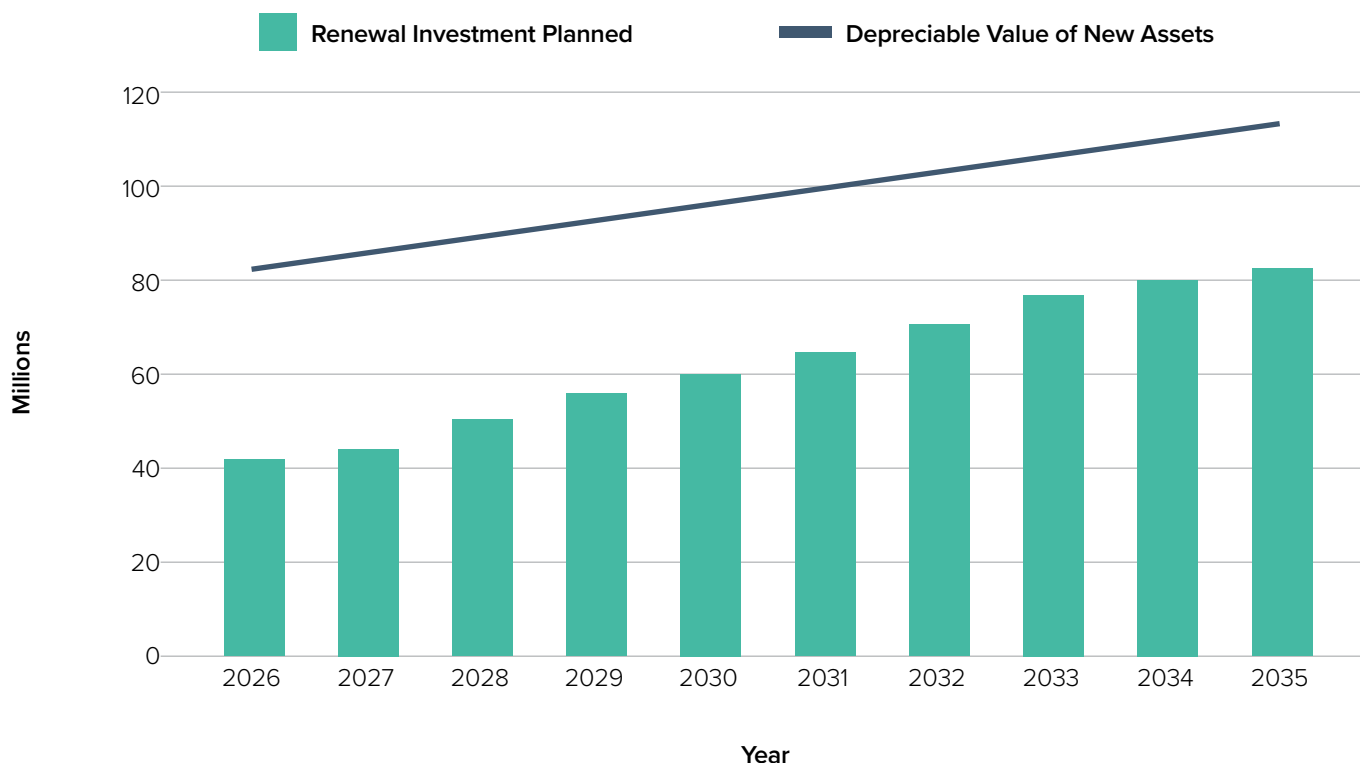
Typically, depreciation represents the consumption of the asset. To maintain assets effectively, Council's target is to keep the annual renewal expenditure within the capital program at around 90 per cent of annual depreciation costs. As shown in **Figure 8**, Council's forecast spending over the next ten years on renewal is much lower than the 90 per cent depreciation target.

To address the renewal gap, Council developed a hybrid model for calculating renewal demand. The hybrid model uses predictive modelling based on actual observed condition assessments, where available, to determine the renewal requirement. Where condition data is unavailable, the expiry date based on asset age and standard useful life is used to predict renewal requirements. The model informs renewal plans for every major asset group. These will provide further evidence on where to direct renewal funds to achieve the renewal target.

During annual capital works programming, the project prioritisation process will support balancing the required renewal funding with new infrastructure funding to ensure the renewal gap is being addressed alongside the delivery of new infrastructure.

The **Figure 8** graph below shows the forecasted renewal budgets versus depreciation:

Figure 8 – Renewal gap



5. INFRASTRUCTURE CHALLENGES

5.3 Changing user expectations

Community expectations regarding service levels and specific community needs are growing. While Casey's age profile will remain consistent over the next 20 years, pockets across the City are ageing and require different infrastructure. This will require changes to existing infrastructure to cater for their needs. It will also require Council to review existing infrastructure to understand how to redevelop it to accommodate different service usage. Or, if it is not needed, dispose of it to reduce operating expenditure.

While there will always be a need for physical infrastructure, Council will adapt and respond to changing ways of use, aligning with the community's evolving preferences and expectations through community feedback and data-driven long-term planning.

5.4 Technology improvements

Technology and its integration into infrastructure are rapidly improving. It provides new ways of monitoring assets for both usage and maintenance requirements, which will help improve asset management practices. However, data management capabilities need to be enhanced to ensure long-term sustainability.

To address this challenge, Council has undertaken initiatives focused on innovation and the enhancement of information systems, aimed at developing the necessary capabilities to effectively leverage emerging technologies. For example:

- Installed sensors to collect real-time utilisation of toilet blocks.
- Installed water leakage detection sensors for the water systems.
- Laser-based and an AI-based tool to collect road condition data.
- Trialling an AI-based tool to convert stormwater drainage condition assessments to works program.
- Using predictive modeling tool to inform long-term renewal demand.
- Using semi-automated tool to develop asset-class asset management plans.
- Upgrading its Asset Information Management System to use the best technology to manage the infrastructure.



5.5 Climate change

Climate change presents a significant challenge to the ongoing management of the Council's assets for long-term sustainability and adapting to changing conditions. To address this challenge, Council's assets must become more resilient and efficient. Some of the significant projects Council delivered or are in progress addressing environmental challenges are listed below:

- Replacing mercury vapour with LED lighting.
- Installing solar panels in buildings.
- Air-locking the building to improve heating and cooling efficiency.
- Water harvesting to capture and reuse stormwater for reticulated supply.

5.6 Funding system constraints

Current funding systems present a significant risk and challenge to the ongoing management of assets. Within the growth areas, Council collects development contribution funds from new developments to fund future infrastructure. However, these contributions often fall short of the project costs, requiring rates to fund the gap.

Council rates are subject to rate capping, i.e. limiting the amount councils can raise their rates each year. As a growth area Council, Council's population and assets are growing significantly. Additionally, the Council's existing assets require renewal to ensure they are maintained at an appropriate standard. Within a rate-capped environment, there is a risk that the Council will not raise enough rates to fund the infrastructure requirements. Council needs to carefully manage this over the medium to long term to ensure that infrastructure is not compromised.

Casey has been fortunate to access additional grant funding sources, such as the Growth Areas Infrastructure Contribution (GAIC), the Growing Suburbs Fund (GSF), and various other grants. While these are extremely helpful, contribution requirements by the Council can result in reprioritisation, the expansion of scope, and the cost of the projects (in some instances). It is anticipated that the availability of grant funding will decline over time.

To overcome the funding system challenges, Council will work through assessing alternative ways of increasing revenue and decreasing infrastructure costs. This will be further explored and consulted with the community as part of its service review program.

In the last few years, Council has faced challenges due to under-investment in the State-managed road network within the municipality. Delays in declaring heavy traffic roads as arterial roads mean Council need to maintain them and require more funds. Delays in upgrading and expanding State-managed roads to meet the growing demand are leading to the overuse of Council-managed roads, resulting in faster deterioration and the need for more funds. To overcome this challenge, Council will continue to advocate for effective and timely investment of State-managed roads within Casey.



6. LONG-TERM FINANCIAL FORECAST

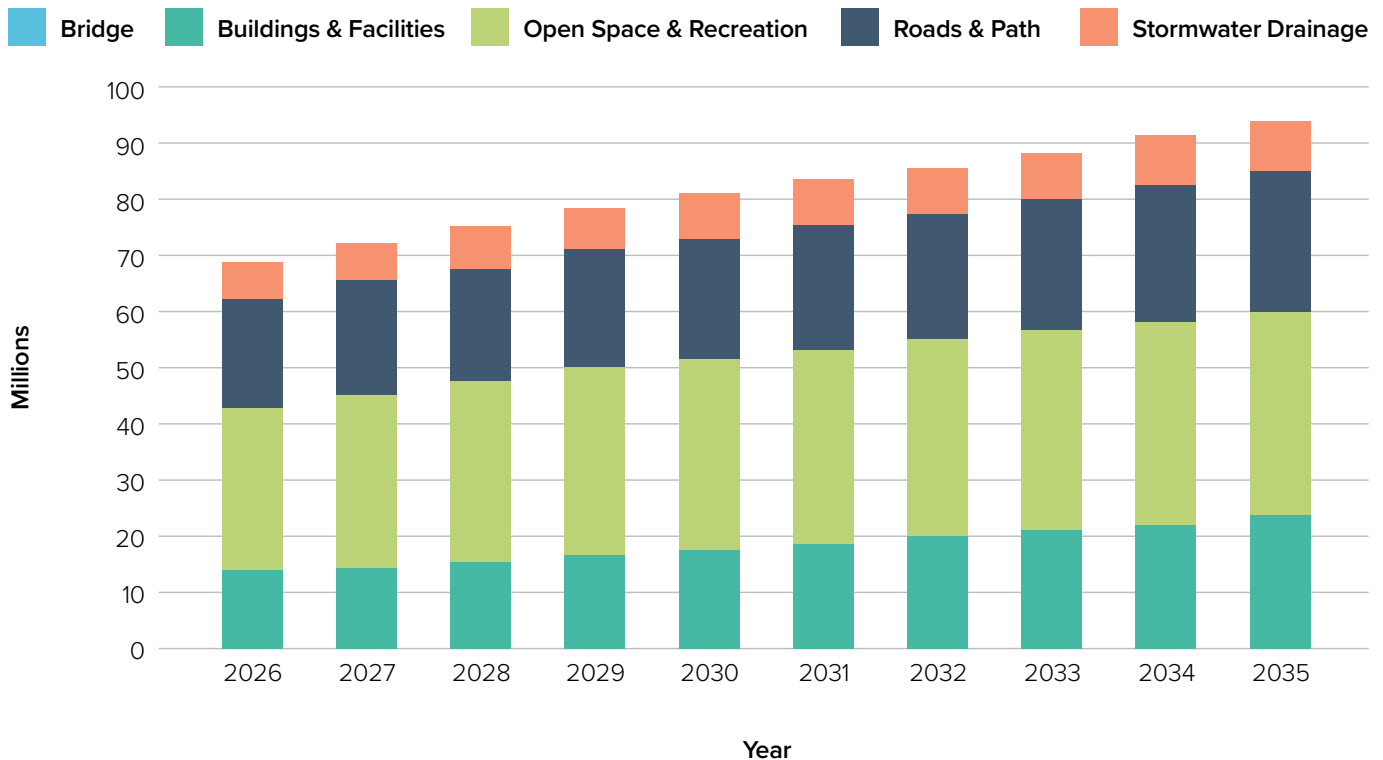
Apart from ensuring that assets continue to provide the required level of service to the community, Council must be able to afford the service and asset requirements. The expenditures are primarily divided into operational and capital expenditures for the financial forecast.

6.1 Operational expenditure

Operational expenditure covers the regular consumption of materials and routine work on assets to maintain their function. These can be scheduled or unscheduled (reactive) maintenance work to ensure that the asset continues to meet the standards and community's requirements.

The forecast operational expenditure includes expected increases in the asset portfolio due to growth. The **Figure 9** graph below shows an indication of operation and maintenance forecast expenditure categorised by asset-class:

Figure 9 – Operation and maintenance expenditure forecast



6.2 Capital expenditure

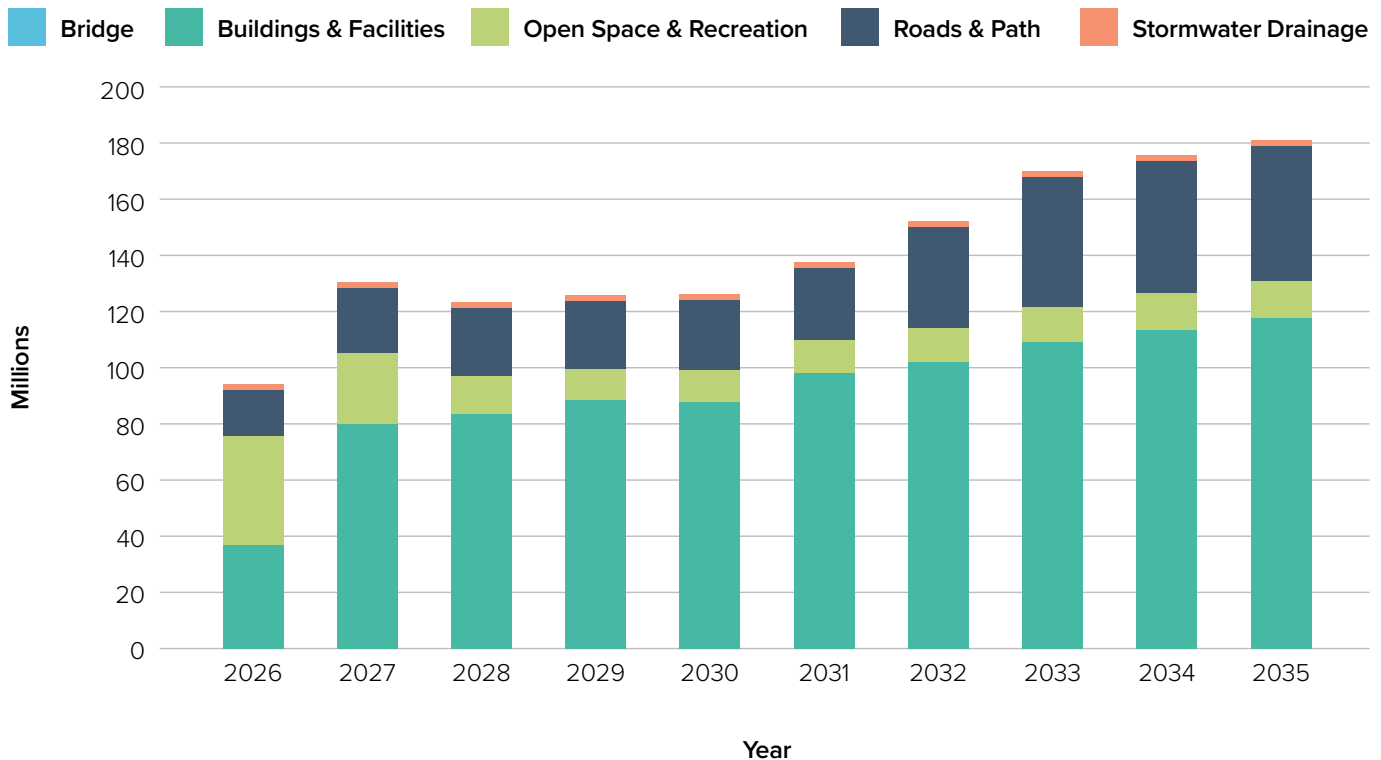
Capital expenditure is generally a significant project-based investment that provides benefits to the community over periods of time. The annual capital works program aims to balance the community's needs across three main categories:

- Acquisition: construction of new assets, expansion of assets, upgrade of assets.
- Disposal: Disposal of assets.
- Renewal: Renewal of assets.

As Casey is currently in its growth phase as a municipality, there is very little expenditure toward the disposal of assets. It is expected to increase in the coming years as we look to revitalise existing areas and adjust the asset portfolio to community needs.

Figure 10 below shows the overall planned capital expenditure for each asset-class:

Figure 10 – Planned capital expenditure



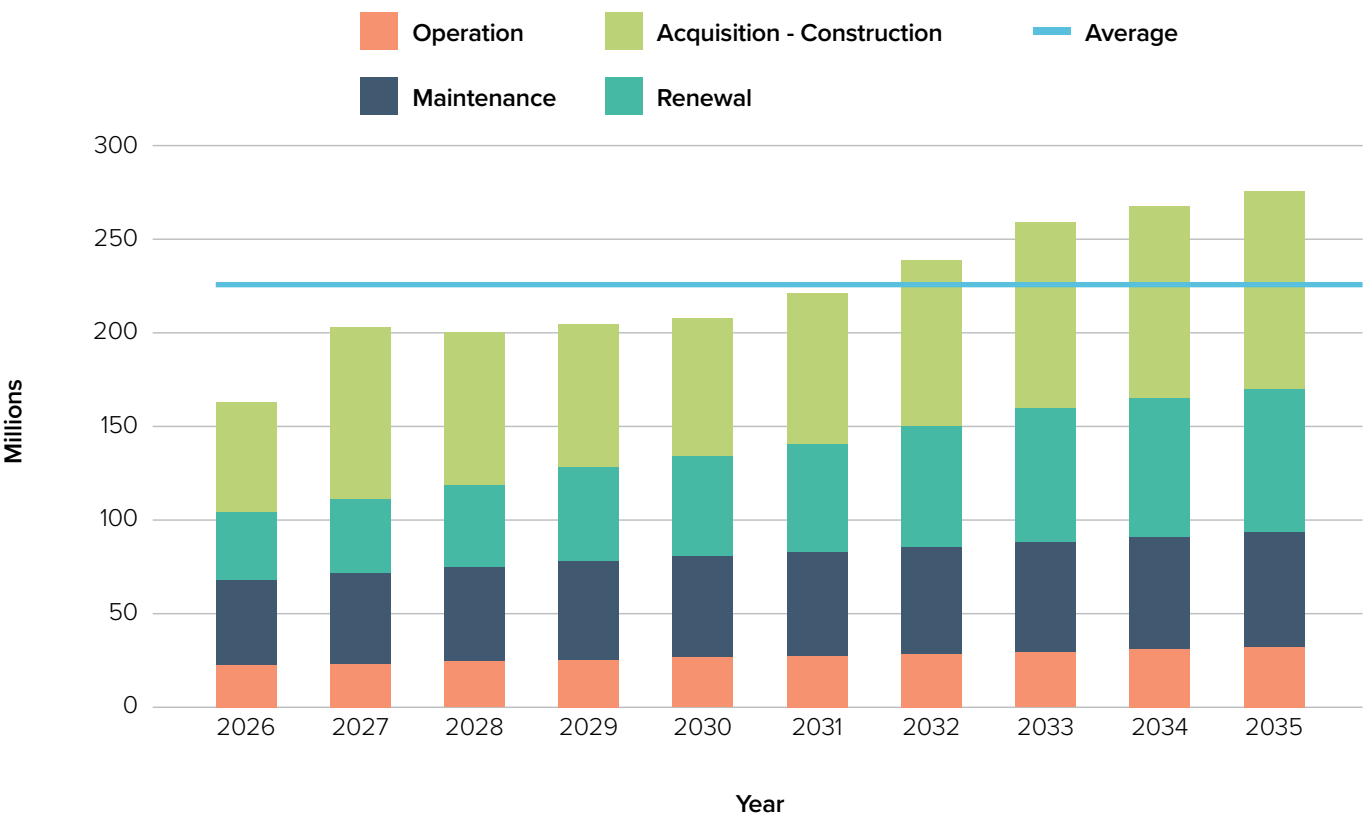
6. LONG-TERM FINANCIAL FORECAST

6.3 Lifestyle costing forecast

When making asset-related decisions, Council must consider the optimisation of long-term cost while maximising sustained community benefits.

The current data forecasts that Casey requires an average of \$223M of combined operating and capital expenditure per year over the next ten years to operate, maintain, renew, and build infrastructure to meet the community's needs (Figure 11).

Figure 11 – Lifecycle costing forecast



7. IMPLEMENTATION AND CONTINUOUS IMPROVEMENT

This Plan has highlighted that Casey's current practices meet its short-term asset needs. However, there are significant challenges that are a key focus in the medium to long term to ensure Council's assets continue to support the realisation of the Community Vision. The key challenges have been identified as:

- Infrastructure demand
- A growing renewal gap
- Changing uses of infrastructure
- Technology improvements
- Climate change
- Funding system constraints

Areas of focus to respond to these challenges include:

- Increasing funding for new infrastructure
- Decreasing the number and cost of new assets
- Decreasing the asset base (divestment)
- Reducing renewal/upgrade cost
- Adapting to changing uses of infrastructure
- Improving asset data and leveraging technology
- Improving resilience and sustainability of infrastructure

To enable and support these strategic objectives, Council will enhance its asset management capability. This will be done through a roadmap based on the International Infrastructure Management Manual (IIMM) 2020 framework.

8. MONITORING AND EVALUATION

Implementation of this Plan will be monitored through Casey's asset management governance structure. The governance structure will also oversee progress on the key improvement opportunities, data improvements and financial modelling.

A complete evaluation of the Plan will be undertaken every four years in line with the corporate reporting cycle to support the development of the next planning phase.

9. KEY ASSUMPTIONS

The following key assumptions are made in the set of financial forecasts carried out for the development of the Plan:

- All data is as of 1 July 2024
- Asset quantities are based on asset-class asset management plans
- Asset valuation is based on an asset movement report
- Renewal data is based on asset-class asset management plans and the planned budget
- Long-term financial forecast data is based on asset-class asset management plans.

10. APPENDIX - DEFINITIONS

The definitions of the asset infrastructure expenditure during its whole life are derived from Victoria's Local Government (Planning and Reporting) Regulations 2020 and the Institute of Public Works and Engineering Australia (IPWEA) Australian Infrastructure Financial Management Manual (AIFMM) 2015 and stakeholder consultation.

10.1 Operational expenditure

10.1.1 Maintenance

The recurrent or ongoing expenditure required regularly or periodically as part of anticipated scheduled work to ensure that the asset achieves its useful life and provides the required level of service. It keeps the asset in its original or good working condition and slows its deterioration.

Examples:

- Potholes repair on the road pavement, carpark surfaces and paths
- Repainting of buildings or other assets
- Replacing air conditioning or heating units.

10.1.2 Operating

The recurrent or ongoing expenditure, which is continuously required to keep assets running, typically includes power, fuel, plant, and equipment but excludes maintenance expenditure.

Examples:

- Asset defect and condition inspections
- Road sweeping
- Stormwater drainage cleaning
- Grass cutting
- Tree pruning
- Utility usage cost, i.e. fuel, electricity, gas, and telecom.

10.2 Capital expenditure

10.2.1 New

The expenditure creates a new asset, providing a new service that did not exist beforehand or in addition to existing assets supporting the same service. It will increase future operating and maintenance expenditures.

Examples:

- New infrastructure in the new subdivision areas, i.e., roads, drainage, pathways, oval and playspaces
- New playground that didn't exist beforehand in the existing built-up area.

10.2.2 Expansion

The expenditure that extends the capacity of an existing asset to provide benefits to new users at the same standard as is provided to existing beneficiaries. It will increase operating and maintenance expenditures in the future because of the increase in the organisation's asset base.

Examples:

- Adding new traffic lanes to the existing road
- Adding new rooms to the existing building.



10.2.3 Renewal

It is an expenditure for replacing an existing asset with the same or technologically modern equivalent asset, which restores the service level to its original standard. It restores assets to their new condition and may reduce future operating and maintenance expenditures.

Examples:

- Road resurfacing or resheeting.
- Replacing a material section of a drainage network pipes of the same capacity.
- Resurfacing existing sports oval.

10.2.4 Upgrade

The expenditure replaces a previously existing asset with enhanced capability or function or useful life beyond its original life, where an option existed for replacement without the enhanced capability or functionality or useful life. Often, it does not result in additional revenue unless direct user charges apply. In most instances, it will increase operating and maintenance expenditures in the future because of the increase in the organisation's asset base.

Examples:

- Replacing drainage pipes with greater capacity pipes.
- Converting unsealed road to sealed road
- Sealing unsealed road shoulder.
- Replacing the building with more capacity.

10.2.5 Disposal

The expenditure associated with the disposal of decommissioned assets, i.e., assets that are no longer required. It may include demolition, sale or transfer of assets to another organisation. The service levels may or may not be affected.





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