



Statutory guideline 01/11

Priority infrastructure plans

A guideline for the preparation of priority infrastructure plans under the *Sustainable Planning Act 2009*.

7 November 2011

Looking forward and delivering now—integrated planning, strong local government and development for a growing state.

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About this guideline

Preliminary

In accordance with section 88 and 834 of the *Sustainable Planning Act 2009* (SPA), a *planning scheme* is required to include a *priority infrastructure plan* (PIP).

Section 627 of the SPA requires local governments to follow a guideline when making or amending a PIP.

This guideline has been prepared under the SPA to provide direction on planning issues for PIPs. This guideline should be read in conjunction with the statutory guideline for making or amending local planning instruments (prepared pursuant to section 117 of the SPA), which provides direction on the process for making and amending a *planning scheme* to include a PIP.

Objectives and outcomes of the guideline

Statutory guideline 01/11 – Priority infrastructure plans (guideline 01/11) has been prepared to clarify state government expectations on the form and content of a PIP.

Guideline 01/11:

- discusses the purpose of a PIP
- details the minimum content to be included in a PIP
- outlines the role of the Queensland State Government in the development and approval of PIPs
- details considerations to determine how local government *trunk infrastructure* and land use outcomes are aligned
- outlines a methodology to ensure PIPs are developed in an accountable and efficient manner
- addresses aspects of infrastructure planning that are of interest to the state.

How to use guideline 01/11

Guideline 01/11 is divided in two components:

- Part A – guidance and information on PIPs
- Part B – PIP template.

Part A provides guidance about *trunk infrastructure* planning and the drafting of core elements of a PIP.

Further guidance on the level of information, supporting material and methods of development of PIPs is provided in practice notes which can be accessed on the Department of Local Government and Planning website.

Part B of this guideline is a PIP template. PIPs are to be drafted in accordance with the template provided in Part B. The template provided in Part B is *Queensland Planning Provision* compliant however is able to be amended to be consistent with the relevant local government's existing *planning scheme*.

It is recommended that local government use a Geographical Information System to capture the relevant data (including growth and *planning assumptions* and *demand units* relevant to different infrastructure networks).

Abbreviations

Part B includes a list of abbreviations used within guideline 01/11.

Definitions

Part B includes definitions for particular words used in guideline 01/11, the PIP practice notes and/or PIPs. Other terms used in this guideline have the meaning given in the SPA. Words used in the guideline 01/11 that are defined in SPA or by the Queensland Planning Provisions and Part B of guideline 01/11 are italicised.

PIP drafting and approval

The statutory guideline for making or amending local planning instruments (prepared pursuant to section 117 of the SPA) provides direction on the process for making and amending a *planning scheme* to include a PIP. Local government should refer to this document when making or amending a PIP.

Guideline 01/11 replaces the repealed *Statutory guideline 01/09 Priority infrastructure plans and infrastructure charges schedules* (guideline 01/09).

Local governments that commenced PIP preparation under guideline 01/09 may continue PIP development in accordance with that guideline. However, any components of a PIP that pertain exclusively to infrastructure charging schedules or regulated infrastructure charges schedules are to be removed prior to adoption of the PIP.

If the Minister has approved a PIP for public notification the local government must notify the PIP which was approved. Following Ministerial approval for public notification, amendments to align a PIP with guideline 01/11 may be made on the following basis:

- a properly made submission (e.g. made by the local government) which is supported by the local government, prior to finalising its PIP for second state interest review
- to address new or changed planning circumstances or information, this includes the making of guideline 01/11.

However a change to the PIP that is considered a significant change, in the local government's opinion, will require additional public consultation.

Part A—Guidance and information on PIPs

What is a priority infrastructure plan?

A PIP is the part of a *planning scheme* which outlines local government's plans for the provision of *trunk infrastructure* to service urban development in a coordinated, efficient and orderly way. PIPs provide the basis to understand infrastructure networks, upgrades and/or potential new *trunk infrastructure* to both inform and support the strategic intent and detailed land use planning within the planning scheme.

A PIP details what *trunk infrastructure* is required, where it is required, and when it will be needed. As a result, local governments are in a better position to make decisions about development and funding allocations.

PIPs deal primarily with planning and provision of *trunk infrastructure*. *Trunk infrastructure* and *non-trunk infrastructure* are both *development infrastructure*. *Development infrastructure* can be summarised as land and/or works for water cycle management (including water supply, sewerage and drainage), transport, parks and land for community facilities.

Generally *trunk infrastructure* is 'higher order' network *development infrastructure*, which is external to a development and is shared between developments. While *non-trunk infrastructure* is generally 'lower order' infrastructure that is internal to a development or connects a development to the 'higher order' network *development infrastructure*.

Structure of PIP

The following components represent the structure of a PIP:

- Preliminary
- *Planning assumptions*
- *Priority infrastructure area (PIA)*
- *Desired standard of service (DSS)*
- *Plans for trunk infrastructure (PFTI)*

The degree of detail contained under each of these headings and the inclusion of optional information depends on the complexity of the *trunk infrastructure* network and the development environment within which the PIP will function.

There are a number of methodologies that can be used to develop a PIP. The PIP practice notes, provide methodologies to assist in the development of a PIP. The methodologies outlined in the PIP practice notes are not mandatory, however where an alternative methodology is used, conclusions drawn must be transparent and accountable to the state government and the public.

Supporting material

The SPA (section 724(g)(ii)) stipulates that local governments must keep relevant information, such as maps, studies, reports and/or explanatory statements prepared in relation to PIP development, available for public inspection and purchase.

Any relevant material not included in the PIP is to be referenced as extrinsic material under 'Editor's notes - Extrinsic material' in the PIP template.

Infrastructure charges

Previously, *infrastructure charges schedules* (ICS) and *regulated infrastructure charges schedules* (RICS) were key components of PIPs. ICS and RICS established *trunk infrastructure* charges price points and were a basis for levying charges on development for *trunk infrastructure*. The introduction of the *Draft State planning regulatory provision (adopted charges)* (SPRP) on 1 July 2011, implemented a standard *trunk infrastructure* charging framework. Consequently ICS and RICS have been superseded by the SPRP and are no longer included in PIPs.

Planning assumptions

The SPA stipulates that a PIP include assumptions about the **type, scale, location** and **timing** of future development and growth (*planning assumptions*). The *planning assumptions* are critical elements underpinning the PIP. They provide a logical and consistent basis for *trunk infrastructure* planning. Together with the *desired standard of service* they assist in the development of the *plans for trunk infrastructure*.

Assumptions about the **type** of development refers to specific land uses such as residential, commercial or industrial. Land uses which describe the assumed types of development are based on the land uses included in the remainder of the *planning scheme*.

The assumed **scale** of development refers to the density and/or extent of development anticipated to occur within a *local government area*.

Assumptions about **location** and **timing** of future development reflects when and where development of varying types and scale will occur. By understanding the location and timing of future development, local government and *state infrastructure* providers can determine the most appropriate sequencing of infrastructure provision and funding.

A number of sources exist which can assist local governments in developing *planning assumptions*. These include:

- population and employment projections prepared by Queensland Treasury
- sub-regional narratives in *regional plans*
- strategic frameworks within *planning schemes*
- zoning and development code provisions within *planning schemes*

- other relevant planning documents such as master plans, Urban Land Development Authority development schemes, infrastructure agreements etc.

A PIP must clearly articulate the *planning assumptions* and associated reference material source documents and how these align with the local government's preferred settlement pattern.

Demand generation

Assumptions about the type, scale, location and timing of future growth and development can be converted into a measure of demand which will apply to each *trunk infrastructure* network. On this basis, and in conjunction with the DSS, the PIP can identify the capacity of each *trunk infrastructure* network to service existing and future development. This assists local governments in determining necessary upgrades or new *trunk infrastructure* required to support future development.

The level of detail included in this section is dependant on the outcomes of the *planning assumptions*. For local governments that anticipate a higher level of growth and demand on infrastructure networks, this section should include a conversion of the *planning assumptions* into demand on *trunk infrastructure* networks. Converting *planning assumptions* into demand provides the foundation for informed decision making when undertaking detailed infrastructure planning and assessing development applications against the PIP.

If the *planning assumptions* demonstrate very low or no growth, population and employment projections can be used as a simple alternative measure of demand on *trunk infrastructure* networks.

Local governments should refer to the PIP practice notes for assistance with the development of *planning assumptions* and in determining demand on infrastructure networks.

Desired standards of service

The PIP must state DSS for each infrastructure network identified in the PIP. The DSS details the standards that comprise an infrastructure network most suitable for the local context. Local governments are best positioned to determine which standards are most suitable for the planning and supply of *trunk infrastructure* in their *local government areas*.

The DSS is supported by the more detailed network design standards included in *planning scheme policies* and other controlled design standards such as statutory guidelines and Australian/New Zealand standards. The DSS, *planning scheme policies* and any related *planning scheme* codes must be aligned as the PIP and/or *planning scheme* are prepared or amended. The PIP and *planning scheme policies* should clarify how the DSS and design standards apply to the respective *trunk* and *non-trunk infrastructure* networks.

The DSS can vary within a network or between service catchments. For example, water supply pressure and volume standards may differ for different catchments and road widths and *trunk infrastructure* construction standards in an industrial area may be different from those for a residential area.

The PIP practice notes include an indicative methodology to assist local government in the development of DSS.

Plans for trunk infrastructure

The *plans for trunk infrastructure* (PFTI) component of the PIP identifies existing and future *trunk infrastructure* to service urban development in the *local government area*.

PFTI should align with service catchment areas that may extend to include areas outside the PIA.

The local government's capital works program should be consistent with the PFTI and associated documents.

The PFTI are designed to be consistent with the DSS and comprise the capacity to service projected growth. The PIP practice notes provide further advice on the level of detail to be included in PFTIs.

Priority infrastructure area

The PIP must delineate a PIA. A PIA is defined as the part of a *local government area* intended to accommodate between 10 and 15 years' anticipated growth for *urban purposes*. The SPA identifies these purposes as residential, retail, commercial and industrial purposes.

The PIA does not limit local government's infrastructure planning to inside the PIA, nor does it prohibit or constrain development outside the PIA.

The PIA:

- must, in its location and extent, be based on land identified as available for *urban purposes*
- may consist of a single area or multiple geographically discrete areas
- must include all developed urban land provided with infrastructure services
- excludes undeveloped future urban areas that are only needed to accommodate growth beyond 15 years
- reflects the area/s where the necessary *trunk infrastructure* networks will be provided to service 10-15 years growth
- may include areas serviced by existing infrastructure even if those areas have infill capacity extending beyond 15 years
- must be defined having regard to:

- the availability and capacity of local and *state infrastructure* networks
- the expected infill and redevelopment potential of the existing serviced areas
- existing development approvals
- must not include areas for which the local government is unable to clearly state *planning assumptions* and anticipated demand.

The PIP practice notes provide further advice on PIAs.

Other guidance

Infrastructure agreements

The PIA may include areas subject to existing *infrastructure agreements* to the extent the *infrastructure agreement* caters for development within the 10 to 15 year growth period.

The PIA must exclude areas subject to *infrastructure agreements* if insufficient information exists on which to base the assumptions and infrastructure planning.

Master planned areas

Master planned area declarations may be made at any time, independent of normal *planning scheme* review cycles, or the process for making PIPs. If a *master planned area* is declared when the process of making, reviewing or amending a PIP is underway, the local government may continue to prepare the PIP without accounting for the *master planned area* declaration, and may reflect the declaration in a later revision of its PIP. This ensures the process for making a PIP is not unduly delayed by the need to accommodate the declaration.

Distributor-retailer arrangements

From 1 July 2013, *Netserv plans* will deal with detailed planning (e.g. PFTI and DSS) for water and wastewater *trunk infrastructure* networks and service for *local government areas* that have a *distributor-retailer* or withdrawn council arrangement. *The South East Queensland Water (Distribution and Retail Restructuring) Act 2011* requires that distributor-retailers and withdrawn local governments undertake *Netserv* planning on the basis of local government approved assumptions and focus infrastructure planning to within the relevant PIA.

Local government will continue to have responsibility to establish a PIA within a PIP on the basis of the optimal path for development including the efficient provision of water and wastewater infrastructure.

Prior to 1 July 2013, a PIP must incorporate or reflect detailed network planning for all *trunk infrastructure* networks, including planning for water and wastewater *trunk infrastructure* networks, undertaken by, or developed in consultation with, the relevant *distributor-retailer*.

Part B – Priority infrastructure plan template

<All text shaded in grey is subject to further local government review and amendments to reflect local government circumstances. Sections of text and parts of tables that are not relevant should be deleted. All text in brackets offers general drafting guidance and is to be deleted.>

< In regards to formatting and numbering the template provided below is Queensland Planning Provision version 3 compliant. PIPs must be consistent with the relevant local government planning scheme. >

<Refer to relevant practice notes for more information on the preparation of the PIP.>

Part 4 Priority infrastructure plan

4.1 Preliminary

- (1) This priority infrastructure plan has been prepared in accordance with the requirements of the *Sustainable Planning Act 2009*.
- (2) The purpose of the priority infrastructure plan is to:
 - (a) integrate and coordinate land use planning and infrastructure planning
 - (b) ensure that trunk infrastructure is planned and provided in an efficient and orderly manner.
- (3) The priority infrastructure plan:
 - (a) states in Section 4.2 (planning assumptions) the projections of future urban growth and the assumptions of demand for each trunk infrastructure network, which have informed the preparation of the priority infrastructure plan
 - (b) identifies in Section 4.3 (priority infrastructure area) the prioritised area to accommodate urban growth for 10 to 15 years
 - (c) states in Section 4.4 (desired standards of service) for each network of development infrastructure the desired standard of performance of infrastructure
 - (d) identifies in Section 4.5 (plans for trunk infrastructure) the existing and planned trunk infrastructure for the following networks:
 - (i). water supply
 - (ii). wastewater
 - (iii). stormwater
 - (iv). transport
 - (v). public parks and land for community facilities.

4.2 Planning assumptions

- (1) The planning assumptions form a logical and consistent basis for the planning of the trunk infrastructure networks and the determination of the priority infrastructure area.

< Voluminous background planning assumptions documentation may be included in a relevant planning scheme schedule.>

<Low and no growth local governments with small population town centres may base assumptions about demand generation on the population, dwelling, employment and

floorspace growth projection tables. In these cases, projections must be included in the PIP and not in a schedule.>

<Medium and larger local governments will develop more detailed demand generation assumptions. Where demand generation assumptions are included in the PIP, local government can choose to include other background planning assumptions material in either the PIP or a planning scheme schedule>

4.3 Priority infrastructure area

- (1) The priority infrastructure area is the area where suitable and adequate development infrastructure exists, or where it can be provided most efficiently.
- (2) The priority infrastructure area identifies the area where <insert council name> council gives priority to provide trunk infrastructure for urban development up to 20XX.
- (3) The priority infrastructure area is identified in <insert reference to relevant map>.

<Local government may choose to include a summary map of the PIA here. More detailed PIA maps can be included in a relevant planning scheme schedule>

4.4 Desired standards of service

- (1) The desired standard of service details the standards that comprise an infrastructure network most suitable for the local context.
- (2) The desired standard of service is supported by the more detailed network design standards included in planning scheme policies, legislation, statutory guidelines and other relevant controlled documents about design standards identified below.

Water supply

<insert local government specific outcomes for the desired standard of service>

Wastewater

<insert local government specific outcomes for the desired standard of service>

Stormwater

<insert local government specific outcomes for the desired standard of service>

Transport

<insert local government specific outcomes for the desired standard of service>

Public parks and land for community facilities

<insert local government specific outcomes for the desired standard of service>

4.5 Plans for trunk infrastructure

- (1) The plans for trunk infrastructure identify the existing and proposed trunk infrastructure networks intended to service the assumed development at the desired standard of service stated in the PIP.
- (2) The plans for trunk infrastructure are identified in <insert reference to relevant component of PIP such as maps and tables>.

Editor's note - Extrinsic material

The documents identified in the following table assist in the interpretation of the PIP, and are extrinsic material under the *Statutory Instruments Act 1992*.

Title of document	Date	Author or organisation who prepared document	Other relevant information

Definitions

<The following terms are to be included in the glossary or definitions section of the planning scheme. Those local governments that have developed their PIP and planning schemes using the Queensland Planning Provisions version 3 (QPP v3) can disregard this section as these definitions are already included in the QPP template.>

Term	Definition
Base date	The date from which a local government has estimated its projected infrastructure demands and costs.
Demand unit	Demand units provide a standard unit of measurement to express demand on a trunk infrastructure network.
Net developable area	<p>The area of land available for development. It does not include land that cannot be developed due to constraints such as acid sulphate soils, conservation land, flood affected land or steep slope.</p> <p>Note – For the purpose of a PIP net developable area is usually measured in hectares, net developable hectares (net dev ha).</p>
Netserv Plan	A distributor-retailer's plan about its water and wastewater networks and provision of water service and wastewater service pursuant to section 99BJ of the <i>South East Queensland (Distributor Retailer Restructure) Water Act 2009</i> .
Planning assumptions	Assumptions about the type, scale, location and timing of future growth.
Projection area/s	Area or areas within a local government area for which a local government carries out demand growth projections.
Service catchment	<p>A service catchment is an area serviced by an infrastructure network. An infrastructure network is made up of one or more service catchments. Service catchments are determined by the network type and how it has been designed to operate and provide service to the urban areas.</p> <p>For example:</p> <ul style="list-style-type: none"> stormwater network service catchments can be

Term	Definition
	<p>delineated to align with watershed boundaries</p> <ul style="list-style-type: none"> • open space network service catchment can be determined using local government accessibility standards • water network service catchments can be established as the area serviced by a particular reservoir.
Ultimate development	The realistic extent of development anticipated to be achieved when a site (or projection area or infrastructure service catchment) is fully developed.
Urban purposes	Urban purposes includes residential (other than rural residential), retail, commercial, industrial, community and government related purposes.

Abbreviations

[The following terms are to be included in the abbreviations section of the planning scheme.]

DSS	desired standard of service
PFTI	plans for trunk infrastructure
PIP	priority infrastructure plan
PIA	priority infrastructure area



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