



IPA infrastructure guideline

1/08 – Priority infrastructure plans

Draft for consultation

25 June 2008



IPA Infrastructure Guidelines

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Further information

Department of Infrastructure and Planning
Reply Paid 15009 City East Qld 4002 Australia

tel +61 (7) 3247 6273

email pips@dip.qld.gov.au



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The recent release of the draft standard infrastructure charges schedule has prompted a review of the IPA Infrastructure Guidelines 1/04 and 2/04

The draft guideline incorporate changes resulting from the draft standard infrastructure charges schedule, lessons learnt from assessing draft priority infrastructure plans (PIPs) and feedback from local government, the development industry and state agencies involved in the review of PIPs.

It has now been released for further consultation until Friday, 29 August 2008.

While we seek your views over the consultation period, the department is still keen for councils to move forward with the preparation of PIPs. Our consultation forums with local government, industry and state agencies will focus on practical steps we can take to get PIPs in place sooner.

Key changes to the draft guideline 1/08

- Alignment with the draft standard infrastructure charges schedule and draft ICS Guideline 2/08.
- Guidance on the relationship between the minimum 15-year priority infrastructure area (PIA) planning time frame, planning beyond

the PIA time frame and the limit on charging for infrastructure provided beyond 20 years.

- Guidance on how to draft a PIP that is easier to implement and apply to development assessment.

An updated PIP template will be included with the final approved Infrastructure Guideline 1/08.

How to make your submission

We welcome your comments on the draft Infrastructure Guideline 1/08 until 5.00pm, Friday, 29 August 2008.

You may email your submission to pips@dip.qld.gov.au, or forward a written submission to:

Feedback on IPA Infrastructure Guideline 1/08
Priority Infrastructure Planning
Department of Infrastructure and Planning
PO Box 15009
City East QLD 4002

For more information

To request a copy of the draft guideline or for more information

visit www.dip.qld.gov.au

tel 3247 6273

email pips@dip.qld.gov.au.





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List of acronyms

CPI	Consumer price index
DIP	Department of Infrastructure and Planning (Queensland)
DSS	Desired standard of service
EP	Equivalent persons
ET	Equivalent tenements
ICS	Infrastructure charges schedule
IDAS	Integrated Development Assessment System
IPA	<i>Integrated Planning Act 1997</i>
PFTI	Plans for trunk infrastructure
PIA	Priority infrastructure area
PIP	Priority infrastructure plan
QCA	Queensland Competition Authority
RICS	Regulated infrastructure charges schedule
RIP	Roads implementation program (for Department of Main Roads)
SOI	Statement of intent (for Department of Main Roads)



Terms and definitions

The definitions in the following section will assist the reader to interpret the guidelines. For statutory definitions, reference is made to the relevant legislation.

Additional trunk infrastructure costs

(Refer to IPA sections 5.1.25 to 5.1.32.) This means the cost of supplying infrastructure to development that:

- a. is
 - inconsistent with the assumptions about the type, scale, location or timing of future development stated in the PIP, or
 - located wholly or partially outside the PIA
- b. would impose additional trunk infrastructure costs on the infrastructure provider taking into account:
 - infrastructure charges or regulated infrastructure charges levied on the development
 - trunk infrastructure supplied or to be supplied by the applicant in respect of the development.

Base year

This means the year from which a local government has estimated its projected infrastructure demands and costs.

Demand unit

This means the standard unit of demand used to express the demand represented by different types of lots or uses on a trunk infrastructure network..

Desired standard of service (for a network of development infrastructure)

(Refer to Schedule 10 of the IPA.) This means the standard of performance stated in the priority infrastructure plan.

Development infrastructure

(Refer to Schedule 10 of the IPA.) This means:

- a. land or works, or both land and works, for
 - urban and rural, residential, water-cycle management infrastructure, including infrastructure for water supply, sewerage, collecting water, treating water, stream managing, disposal of waters and flood mitigation; or
 - transport infrastructure, including roads, vehicle lay-bys, traffic control devices, dedicated public transport corridors, public parking facilities predominantly serving a local area,



cycle ways, pathways, ferry terminals and the local function, but not any other function, of state-controlled roads, or

- public parks infrastructure supplied by a local government, including playground equipment, playing fields, courts and picnic facilities; or

b. land, and works that ensure the land is suitable for development for local community facilities, including

- community halls or centres
- public recreation centres
- public libraries.

Establishment cost (for infrastructure)

(Refer to Schedule 10 of the IPA.) This means:

- a. the cost of preparing an infrastructure charges schedule, including the desired standards of service and plans for trunk infrastructure used to calculate the charges stated in the infrastructure charges schedule
- b. ongoing administration costs for the infrastructure charges schedule
- c. for future infrastructure—all costs for designing, financing and constructing the infrastructure and acquiring land for the infrastructure
- d. for existing infrastructure—
 - the cost of reconstructing the same works using contemporary materials, techniques and technologies (current cost)
 - if the land was acquired for the infrastructure after 1 January 1990, then the value of the land at the time it was acquired, adjusted for CPI

Infrastructure

(Refer to Schedule 10 of the IPA.) This means land, facilities services and works used for supporting economic activity and meeting environmental needs.

Infrastructure agreement

(Refer to IPA section 5.2.1.) This means an agreement about payment for, or supply of, infrastructure.

Infrastructure charge

(Refer to IPA section 5.1.6.) This means a charge for an infrastructure network identified in an infrastructure charges schedule.

Infrastructure charges notice

(Refer to IPA section 5.1.8.) This means a notice requiring the payment of an infrastructure charge levied on the premises.



Infrastructure charges register

(Refer to IPA section 5.7.2.) This is a register of all infrastructure charges levied by a local government.

Infrastructure charges schedule

(Refer to Schedule 10 of the IPA.) This is a schedule adopted by a local government that states charges for the establishment cost of trunk infrastructure in the local government's area in accordance with chapter 5, part 1, division 4 of the IPA.

Infrastructure provider (for an application)

(Refer to Schedule 10 of the IPA.) This refers to a local government that is the assessment manager, and supplies trunk infrastructure for development or has an agreement with another entity that supplies trunk infrastructure to the local government area.

Local function charge

This means a charge a local government levies for the local function use of the state-controlled road network.

Non-trunk infrastructure

(Refer to Schedule 10 of the IPA.) This refers to development infrastructure that is not trunk infrastructure and is generally provided by the developer

Planning assumptions

These are assumptions about the type, scale, location and timing of future urban growth, which inform the preparation of the priority infrastructure plan.

Planning scheme

This is the planning scheme for a local government area prepared in accordance with the IPA requirements.

Plans for trunk infrastructure

(Refer to Schedule 10 of the IPA.) This refers to the part of a priority infrastructure plan that identifies the trunk infrastructure networks that exist, or may be supplied, to service future growth in the local government's area to meet the desired standard of service stated in the plan.

Priority infrastructure area (for a local government)

(Refer to Schedule 10 of the IPA.) This means an area that:

- a. is used, or approved for use, for any of the following purposes:
 - residential, other than rural residential
 - retail and commercial
 - industrial



- community and government purposes related to a purpose mentioned above.
- b. will accommodate at least 10 years, but not more than 15 years, of growth for any of the purposes mentioned in paragraph a above.

It also includes an area not mentioned above that:

- a. the local government decides to include in the area; and
- b. is serviced by development infrastructure.

Priority infrastructure plan

(Refer to Schedule 10 of the IPA.) This refers to the part of a planning scheme that:

- a. identifies the priority infrastructure area
- b. includes the plans for trunk infrastructure that the local government intends to supply, or for which infrastructure charges will be levied
- c. identifies, if required by a supplier of state infrastructure with a relevant jurisdiction, either
 - a statement of intent for state-controlled roads, or
 - the roads implementation program under the *Transport Infrastructure Act 1994*, section 11
- d. states the assumptions about the type, scale, location and timing of future growth on which the plan is based
- e. states the desired standard of service for each development infrastructure network identified in the plan
- f. includes any infrastructure charges schedule.

Refund agreement

This is an infrastructure agreement that provides for a local government to refund a proportion of the cost of the infrastructure provided by the developer, through infrastructure charges collected from other users of the infrastructure.

Regulated infrastructure charge (rate)

(Refer to IPA section 5.1.17.) This is a charge for an infrastructure network identified in a regulated infrastructure charges schedule.

Regulated infrastructure charges notice

(Refer to IPA section 5.1.18.) This is a notice requiring the payment of a regulated infrastructure charge levied on premises.

Regulated infrastructure charges register

(Refer to IPA section 5.7.2.) This is a register of all regulated infrastructure charges levied by a local government.

Regulated infrastructure charges schedule



(Refer to IPA section 5.1.16.) This is a schedule adopted by a local government that states the regulated charges for the establishment cost of trunk infrastructure in the local government's area.

State infrastructure (for purposes of a PIP)

State infrastructure for the purposes of a PIP can refer to the following:

- a. state schools infrastructure
- b. public transport infrastructure
- c. state-controlled roads infrastructure
- d. emergency services infrastructure.

State infrastructure plans (for purposes of a PIP)

These are plans for the supply of state infrastructure in a local government area, prepared by the provider of the state infrastructure.

State infrastructure provider (for purposes of a PIP)

This is a concurrence agency that supplies or contributes toward the cost of the following state infrastructure:

- a. state schools infrastructure
- b. public transport infrastructure
- c. state-controlled roads infrastructure
- d. emergency services infrastructure.

Statement of intent (for a state-controlled road)

This is a statement about the state-controlled road, including proposals for providing transport infrastructure included in the roads implementation program under the *Transport Infrastructure Act 1994*, section 11.

Trunk infrastructure

This refers to development infrastructure that is identified in a priority infrastructure plan as trunk infrastructure.

Ultimate development (for a catchment)

This means the realistic total (full) development that can be achieved in terms of the type and scale of uses allowed by the planning scheme, for any catchment of an infrastructure network.



1 Introduction

This guideline has been prepared in accordance with the requirements of the *Integrated Planning Act 1997* and sets out how a priority infrastructure plan (PIP) must be prepared.

The guideline identifies those matters that must be addressed in the preparation or amendment of a priority infrastructure plan.

The guideline sets out at Appendix 1 the required planning scheme template for priority infrastructure plans. Other presentation formats may only be used with the State's prior approval, provided they comply with all relevant requirements of the IPA and these guidelines.

The guideline also provides advice and relevant supporting information and illustrates, through examples, approaches to priority infrastructure plan preparation.

Also available is the guideline for making or amending infrastructure charges schedules.



2 Infrastructure planning and funding under the IPA

2.1 Integrated Planning Act 1997

The *Integrated Planning Act 1997* (IPA) is the primary legislation guiding planning and development assessment in Queensland. It is a whole of government framework through which a wide array of regulatory controls are exercised, and aims to deliver both comprehensive and integrated assessment and decision making for the benefit of all Queensland communities.

2.2 Infrastructure and planning schemes

Infrastructure planning is an integral and fundamental component of land use planning and the preparation of planning schemes. Better coordination and integration of infrastructure and land use planning was one of the driving forces behind the IPA reform.

Infrastructure planning and funding mechanisms in the IPA

- Priority infrastructure plans (PIPs)
- Infrastructure charges schedules (ICSs)
- Regulated infrastructure charges schedules (RICSs).
- Conditions for non-trunk infrastructure
- Conditions for State infrastructure providers
- Conditions for additional infrastructure costs
- Conditions for necessary trunk infrastructure
- Infrastructure agreements (including partnership agreements).

It is recognised that a major influence on the efficiency of infrastructure provision is how widely urban growth is dispersed and the sequence in which it occurs.

Ensuring greater attention is given to infrastructure costs and efficiencies during the planning process can significantly assist in reducing infrastructure costs to the community as a whole. The State, which is a major provider of urban infrastructure, such as schools, roads and emergency services can ensure its resources are more effectively and efficiently applied.

The IPA seeks to recognise and promote the importance of infrastructure in land use planning and decision making. The IPA also establishes an equitable, efficient and accountable system for funding development infrastructure. This is achieved through a range of charging, conditioning and agreements powers. The operation of these powers is guided by the infrastructure planning components included in each planning scheme.



As with all activities carried out under the IPA, infrastructure planning must be carried out in a way that advances the purpose of the Act, which is to seek to achieve ecological sustainability. This is described as a balance that integrates protecting ecological processes and natural systems, economic development, and maintaining the well-being of people and communities. In relation to infrastructure, advancing the IPA's purpose includes supplying infrastructure in a coordinated, efficient and orderly way, including encouraging urban growth in areas where adequate infrastructure exists or can be provided efficiently.

Knowledge of the existing infrastructure networks servicing an area, including their capacities and thresholds for augmentation is an integral component to the planning process. Balancing competing outcomes is also integral to the planning process and must be carried out in consultation with the Department of Infrastructure and Planning, and in a way that respects the different jurisdictional responsibilities that exist.

It should also be noted other legislation, such as the *Water Act 2000*, deals with infrastructure planning related matters and must be complied with, in addition to the requirements of the IPA.

2.3 Infrastructure concepts

2.3.1 Development infrastructure

The IPA limits development infrastructure to the five networks that provide basic and essential services and facilities to ensure the safe, healthy and efficient functioning of local communities. Development infrastructure is defined as the land or works, or both land and works, for water cycle infrastructure (including water supply, sewerage, drainage, water quality), transport infrastructure (including the local function of state-controlled roads), parks and local community infrastructure, predominantly servicing the local government area.

Local government, in consultation with the community, should determine realistic and affordable standards of development infrastructure. This should be reflected in the desired standards of service for each network and will be based on a range of factors including regulatory requirements, cost, capacity to pay, and anticipated environmental, economic and social outcomes.

Development infrastructure is divided into two categories:

- trunk infrastructure; and
- non-trunk infrastructure.

2.3.2 Trunk infrastructure

The IPA defines trunk infrastructure as the development infrastructure identified in a priority infrastructure plan as trunk infrastructure. Trunk infrastructure is the higher order or shared development infrastructure required to ensure the healthy and safe functioning of the uses it is servicing. Trunk infrastructure's primary



purpose is to service ‘catchment’ areas with a number of users or developments, rather than servicing individual developments or users.

Local government is responsible for planning, funding and providing trunk infrastructure. Provided the infrastructure to be supplied falls within this definition, it can be planned in the PIP and charged for under an infrastructure charges schedule (ICS) or a regulated infrastructure charges schedule (RICS). An important consideration when identifying trunk infrastructure is the fact that infrastructure charges may only be levied for trunk infrastructure that has been identified in the PIP.

For example, public parks infrastructure such as playground equipment and playing fields, is included within the meaning of development infrastructure. If a local government wishes to levy charges for parks infrastructure it would need to identify the parks that would be charged for. This means these parks would need to be identified (either as specific locations or approximate areas within which specific park infrastructure will be provided) as part of the trunk infrastructure network identified in the priority infrastructure plan.

There is a minimum practical size for neighbourhood or local park facilities. Despite being at the lowest level in the hierarchy of recreational facilities, these facilities still service a significant number of users. Accordingly, it is recommended that all public parks infrastructure supplied by a local government be defined as trunk infrastructure. This means all public parks infrastructure would be planned in the PIP (on the basis of an open space and recreation or similar plan) and charged for under an ICS as a single integrated network providing public parks and recreational opportunities.

Examples of trunk Infrastructure

- Bulk water collection, treatment and distribution infrastructure
- Sewer mains and sewage treatment works
- Local government provided major roads (e.g. arterial or sub-arterial in a typical road hierarchy), dedicated public transport corridors, or works carried out on a State controlled road to meet local traffic needs.
- Flood mitigation works servicing an entire catchment
- Gross pollutant traps or regional wetlands
- District level playing fields or metropolitan recreational facilities

2.3.3 Non-trunk infrastructure

The IPA defines non-trunk infrastructure as all development infrastructure not identified as trunk infrastructure in the PIP. The Act at section 5.1.2 only allows non-trunk infrastructure to be required through a condition. The condition may only be for supplying infrastructure for one or more of the following:



- infrastructure networks internal to the premises;
- connecting the premises to external infrastructure networks;
- protecting or maintaining the safety or efficiency of the infrastructure network of which the non-trunk infrastructure is a component.

The IPA provides a comprehensive suite of infrastructure planning and funding tools for local governments. It is essential that each local government make informed choices about how the infrastructure framework will apply in their areas, and in doing so analyse their infrastructure networks to determine how best to use the available tools.



3 Priority infrastructure plans

3.1 Priority infrastructure plan (PIP)

Land use planning and infrastructure planning are intricately interwoven activities. Decisions about the allocation of land for urban land use purposes need to be informed by the infrastructure costs and consequences of those decisions. Similarly, infrastructure decisions need to be informed by the land use policies applying in the area.

The priority infrastructure plan (PIP) assists with the integration of land use and infrastructure planning in planning schemes. Accordingly, it is a key mechanism to assist in planning and managing urban growth.

The PIP forms part of the planning scheme. It includes :

- the priority infrastructure area, where infrastructure has been planned to service the growth expected to occur during the next 10 to 15 years
- assumptions about the nature and scale of this growth that have informed the local government's infrastructure planning
- the desired standards of service for each trunk infrastructure network
- the plans for trunk infrastructure necessary to service existing and future development
- where required, information about the planning for state-controlled roads
- any relevant infrastructure charges schedules.

The PIP is an important strategic planning tool that aims to align the local government's ability to service with infrastructure, the areas identified for future urban growth in the planning scheme. It also is the core element of the infrastructure charging framework in the IPA. It provides a clear, transparent and certain basis for the calculation of infrastructure charges.

The Queensland Government is a fundamentally important provider of infrastructure for urban purposes. The state also is a partner in the development of each PIP. The PIP is prepared in consultation with the state having regard, among other things, for local and state policies, infrastructure efficiencies, expected population and employment growth, demand for serviced land and market expectations.

Both the state and local government will benefit from the better integration and coordination of state and local government infrastructure planning.

3.1.1 Priority infrastructure area

The priority infrastructure area (PIA) is a fundamental component of every PIP. Its purpose is to identify the areas within the local government area that are, or are planned to be, serviced with development infrastructure, and for which detailed



trunk infrastructure plans have been prepared. In each local government area there should only be a single PIA used for planning and coordinating the various infrastructure types.

For most local governments, the PIA must accommodate at least 10, but not more than 15 years growth for urban residential, retail, commercial, and industrial purposes. This is total urban growth including both greenfields and infill growth.

3.1.2 Planning assumptions

The planning assumptions about the type of use, scale, location and timing of development are critical elements underpinning the PIP. Their purpose is to provide a logical and consistent basis for the detailed infrastructure planning. Together with the desired standards of service they assist in the development of the plans for trunk infrastructure, and form the basis for the calculation of infrastructure charges and upon which to base additional infrastructure cost assessments.

3.1.3 Desired standards of service

The desired standards of service are adopted and used by local government to shape the planning and design solutions of its infrastructure.

3.1.4 Plans for trunk infrastructure

The plans for trunk infrastructure identify for each infrastructure network the existing and future infrastructure necessary to service development.

3.1.5 State-controlled roads

State-controlled roads often form an important part of the integrated road network servicing a local government. These roads usually serve a dual purpose servicing both the greater region beyond the local government boundaries as well as the local area. In relation to state-controlled roads infrastructure, provision is made for information about these roads to be included in the PIP.

3.1.6 Infrastructure charges schedules

The PIP can be divided into two components, the infrastructure planning component and the charging component. Local governments that intend to levy an infrastructure charge on development can only do so if they have identified trunk infrastructure in the PIP and included an ICS.

Levying an infrastructure charge to recover the relevant share of demand generated by development is only one way of funding infrastructure. Local governments must also consider other funding options, including special rates and charges, utility charges and general rates.



3.1.7 Relationship between planning and charging timeframes

The purpose of the PIA timeframe is to reasonably limit the exposure of local governments and the State to un-coordinated development pressures.

Accordingly, the PIA focuses local governments' infrastructure planning and provision to a 10- to 15-year period.

Local governments may plan for growth outside the PIA. Generally this would be growth occurring beyond the 15-year time frame of the PIA. There is no time limit on how far out local governments may plan for trunk infrastructure. However, for the purposes of determining infrastructure charges, only trunk infrastructure provided within 20 years may be included (see ICS guideline).

Where a local government proposes to charge for infrastructure provided within a 15 to 20-year timeframe, the charge must be supported by the same level of planning detail as that provided for the PIA.

3.2 The role of the PIP in development assessment

Development applications have to be assessed against the PIP to consider the infrastructure implications.

3.2.1 How the PIP relates to code and impact assessment generally

On its own the PIP provides a basis for ensuring the development infrastructure costs associated with development proposals are identified and able to be passed on through charges (infrastructure charges schedules) and conditions (IPA section 3.5.32).

The decision about whether to approve or refuse a proposal must be made according to the planning merits of the proposal in accordance with the decision rules of the Integrated Development Assessment System (IDAS).

The willingness of an applicant to pay the additional costs for trunk infrastructure for development outside the PIA is not, of itself, reason to approve an application if there are other relevant planning considerations that have not been, and cannot be satisfactorily resolved.

The role of the PIP in development assessment

- Proposals must be assessed and decided in accordance with the decision rules of IDAS
- The PIP is one of the matters against which applications must be assessed
- The primary function of the PIP in development assessment is to assist in determining infrastructure costs
- Inconsistency with the PIP is not, of itself, a reason to refuse a proposal unless the scheme has been specifically constructed to align the policy intent of the scheme in this way
- Development inconsistent with the PIP is subject to additional cost impact assessment and additional cost conditions may be imposed



Similarly, an indication in the planning assumptions that expansion of an area is anticipated within the next 15-year planning period of the PIA (e.g. a 10 000 m² increase in the floor area of a regional shopping centre) should not create an expectation that a development application for this expansion must be approved.

While the PIP is primarily an infrastructure planning mechanism, it nevertheless is an integral part of the scheme and must fit within the overall context of the planning scheme, including the outcomes sought.

3.2.2 Additional infrastructure cost assessments

Under the IPA, if development inconsistent with the PIP is approved it may be subject to an additional infrastructure cost assessment and the imposition of conditions about the payment of the additional infrastructure costs. A proposal may be inconsistent if it is located wholly or partially outside the PIA, or if it is inconsistent with the assumptions about the type, scale, location or timing of future development stated in the planning assumptions.

The purpose of this assessment is to determine, after taking into account any infrastructure charges paid or to be paid, or infrastructure supplied or to be supplied by the applicant for the proposal, whether there would be any additional costs for the local government or state infrastructure provider in supplying infrastructure to the development. If there are additional infrastructure costs, these can be recovered through conditions imposed on the development approval. This is further discussed in section 4.3 (Planning assumptions) of this guideline.



4 Preparing the priority infrastructure plan

This section provides additional information on issues relevant to the preparation of a PIP.

4.1 Priority infrastructure plans

4.1.1 Format and content of the PIP

Priority infrastructure plan

- The PIP must be structured as shown in Appendix 1 of this guideline
- The supporting explanatory information must be referenced in the plan and be available for inspection
- Includes any infrastructure charges schedules

There is a required format for the presentation of the PIP in the planning scheme. The template for this format is included at Appendix 1.¹

It represents a concise summary of the detailed information gathered and studies undertaken in the preparation of the plan. However, the more detailed information is important supporting explanatory (extrinsic) material that can aid in the interpretation of the plan. Accordingly, this material must be available for inspection and be referenced in the priority infrastructure plan or the infrastructure charges schedule (if any).

The supporting material is not to be included as part of the planning scheme. Rather, its existence must be referenced, and identified in the plan as extrinsic material under section 15 of the *Statutory Instruments Act 1992*. Full transparency is required, and no part of the PIP or ICS and supporting documents may be

classified as confidential without prior approval from the Department of Infrastructure and Planning.

Where possible, the supporting material must be available in electronic (PDF) format. Copies of the same documents must also be available in the original electronic format (Microsoft Word, Excel or relevant GIS program) to allow the Department to analyse the data.

4.2 Priority infrastructure area

Priority infrastructure area (PIA) for a local government is defined in Schedule 10 of the IPA. This means an area that:

- a. is used, or approved for use, for any of the following purposes:
 - residential, other than rural residential

¹ To be included with the final approved IPA Infrastructure Guideline 1/08 – Priority infrastructure plans



- retail and commercial
 - industrial
 - community and government purposes related to a purpose mentioned above.
- b. will accommodate at least 10 years, but not more than 15 years, of growth for any of the purposes mentioned in paragraph a above.

It also includes an area not mentioned above that:

- a. the local government decides to include in the area; and
- b. is serviced by development infrastructure.

The PIA is limited to the urban (including any serviced rural residential) area where at least 10 years but not more than 15 years of growth can be accommodated. If a local government has an existing, fully serviced area that can accommodate more than 15 years of urban growth, the PIA is limited to this area.

4.2.1 Relationship of PIA to the planning scheme

The provision of trunk infrastructure relates primarily to urban areas. The PIA is a tool used by local government to prioritise how it will sequence the provision of trunk infrastructure over time to accommodate development growth in the most efficient way. The PIA is the area where local government commits itself to plan and provide infrastructure to accommodate urban growth over the next 10 to 15 years. This does not limit local government from planning for trunk infrastructure to service growth beyond the 15 year period of the PIA. However, the ICS does not allow the inclusion of costs in infrastructure charges for future infrastructure commissioned beyond a time period of 20 years.

Priority Infrastructure Area

The efficient provision of the different infrastructure services in combination is considered to determine the boundaries of the PIA.

For example, it is not acceptable to identify a priority infrastructure area for the transport infrastructure network and a different priority infrastructure area for the water cycle infrastructure network.

Land may only be included in the priority infrastructure area if it has been classified for urban purposes in the planning scheme.

The Act requires (Schedule 1, section 8A) that the boundaries of the PIA and the planning assumptions on which the priority infrastructure plan is based must be agreed with the suppliers of State infrastructure (for purposes of a PIP: state schools infrastructure, public transport infrastructure, state-controlled roads infrastructure and emergency services infrastructure) before the local government submits the proposed PIP to the Department for first state interest review.

4.2.2 Areas included within the PIA

The priority infrastructure area identified in the priority infrastructure plan must be serviced by all



infrastructure networks planned by the local government.

The PIA can consist of a single area or a combination of a number of geographically discrete areas. For example, the PIA for a regional coastal local government may be distributed between the major township, coastal villages, and a rural hinterland township. In a low growth local government area the PIA may include only the existing serviced area and the immediate infill areas.

All urban land already developed for the purposes listed in the definition above, must be included in the PIA. Undeveloped future urban areas that will only be needed to accommodate growth beyond 15 years must be excluded from the PIA.

In a local government area with a relatively static or slowly growing population, the PIA in most cases need only include the existing serviced area. It is likely this area will contain sufficient vacant infill areas in, or immediately adjacent to the area, to meet residential, retail/commercial, and industrial needs for the next 10 to 15 years.

When defining the PIA boundaries, the local government must consider the following:

- Availability and capacity of existing infrastructure networks (both local and state networks)
- Infill and redevelopment potential of the existing serviced areas
- Existing development approvals
- Where potential exists for infill development within existing serviced areas, the local government may include these areas in the PIA even if assumed growth in the area is anticipated to occur beyond the 15-year timeframe of the PIA
- Local government must clearly state the planning assumptions and anticipated demand for all areas included in the PIA. Infrastructure to service the entire PIA must be planned and included in the local government's plans for trunk infrastructure. Areas where local government cannot achieve these outcomes should not be included in the PIA.

4.2.3 Rural residential areas

Local government may include in the PIA rural residential areas which are serviced with trunk infrastructure networks. In many cases, these areas are only serviced with roads infrastructure, in which case they are little different from the other non-urban parts of the local government's area.

Local governments may include within the PIA existing or growth areas for rural residential type development. However, if this is done, plans for the trunk infrastructure networks servicing or proposed to service these areas must be prepared. The PIP is primarily about infrastructure planning. If rural residential areas are only serviced by a limited number of development infrastructure networks, or have different standards of service, there is little benefit in including these areas within the PIA.



If the local government does not include rural residential in the PIA, it is important the PIA be reduced in size to reflect the proportion of rural residential growth that will occur outside the PIA. For example, if 5% of the urban growth expected in the local government's area was expected to occur in rural residential areas, sufficient land would only need to be provided in the PIA for the remaining 95% of urban growth, distributed across the various land use types or localities according to likely demand.

4.2.4 Infrastructure agreement areas

Many local governments will have within their areas larger development projects that are also the subject of agreements dealing with the future provision of infrastructure (see IPA 5.2.1 to 5.2.7). Local governments have two options for dealing with these areas in their priority infrastructure areas.

The first option is to exclude the areas from the PIA on the basis their future growth will be in accordance with the terms of the infrastructure agreement. However, if this is done, the area of the PIA should be reduced by an amount that reflects the proportion of growth likely to occur within the infrastructure agreement area.

For example, if a large development project that is also the subject of an infrastructure agreement is expected to accommodate half of the growth anticipated to occur within the local government over the next 15 years, the PIA would only need to identify sufficient land for the other half of the growth anticipated to occur over this period (i.e. sufficient land for 7 or 8 years growth rather than the 10 to 15 years required under the IPA). The infrastructure agreement for the site deals with the provisions for providing infrastructure. To the extent an infrastructure agreement is inconsistent with a development approval or an infrastructure charges notice (or a regulated infrastructure charges notice), the agreement prevails (see IPA 5.2.7).

The second option is to make planning assumptions about growth in the agreement area in the same way as for other areas within the local government. The rate of this growth and the related supply of infrastructure will be influenced by the development approval for the area and the terms of the infrastructure agreement. In this way, part or, all of the agreement area may be included within the PIA, depending on how much of the area is expected to be developed within the next 15 years. The anticipated growth must be further disaggregated into multiple year cohorts for consistency with the rest of the PIA and PIA Plans for trunk infrastructure would therefore include the agreement area showing the anticipated supply of infrastructure to the area.

Whichever approach is used, the PIA must state how any infrastructure agreement areas have been dealt with.

4.2.5 Mapping the PIA

The PIA map must be shown on a cadastral base and must clearly and accurately identify the areas included. This may be achieved by drawing the boundaries on



the zoning maps or on a specific PIA map, which shows the different land use types (in similar colours to the zoning maps) forming the basis of the planning assumptions.

However, local governments experiencing high growth, or with a complex urban environment, may wish to use the PIA map to convey additional information about the planning assumptions underpinning the priority infrastructure plan.

The PIA map may include additional information to identify:

- the anticipated timing (e.g. anticipated growth boundaries by 3- or 5-year cohorts) by shading or lines within the overall PIA boundary;
- a preferred sequence for the development of different areas or parcels in the PIA by numbering;
- areas inside the PIA where certain trunk infrastructure networks are planned not to be provided (e.g. such as rural residential areas);
- infrastructure agreement areas.

4.3 Planning assumptions

4.3.1 Scope of planning assumptions

The IPA requires the PIP to state the planning assumptions about the:

- type;
- scale;
- location; and
- timing of future development on which the PIP is based.

Population and employment projections provide the basis for existing and expected demands for future infrastructure.

The land use zoning and associated controls of the planning scheme will regulate the location, type and scale of future development. The assumptions should not duplicate or restate these controls in

Scope of Planning Assumptions

For example, population projections may indicate an established residential area is likely to experience substantial population growth. The planning scheme provisions for the same area indicate it can be redeveloped at higher densities. Since it is unlikely the entire area will be redeveloped during the next 15 years of the PIA, the assumptions about residential development should indicate how much redevelopment will occur in the area over the projection period to accommodate the projected population increase.

Similarly, the area may have existing retail, commercial and service uses that are expected to expand as redevelopment occurs and the area's population increases.

Based on the planning scheme, the future development assumptions for this area should show the amount, density and timing of anticipated residential growth (e.g. medium density residential at an average density of 18 dwellings per hectare), and the amount and timing of retail, commercial and service use growth associated with the residential growth.



detail. What is required is an informed estimate of the development (and associated infrastructure demand) that is likely to occur given the amount of growth anticipated and the development potential allowed in the planning scheme.

Local government must plan trunk infrastructure to service the realistic scale of development (yield) that can be achieved on premises. It is not always practicable to achieve the potential (theoretical) scale of development shown within the planning scheme. This can be due to a range of physical constraints including slope, ecologically (i.e. significant vegetation), flooding, existing infrastructure etc (much of this information will be provided in planning scheme overlays). Other requirements of the planning scheme such as setbacks, height and car parking will also impact upon the scale of development that can realistically be achieved on premises.

As well, consideration must be given to area impacts. The likely extent of redevelopment in brownfield areas during the planning period of the PIP must be a consideration.

A local government must take account the potential impact of site and area constraints to ensure that the PIP is based on realistic planning assumptions regarding the potential scale of development on premises. This will mean that there is less likelihood of an oversupply of trunk infrastructure (and associated costs) under the PIP.

As mentioned previously the assumptions must be agreed with the Department of Infrastructure and Planning before the local government resolves to send the plan to the Department for the first state interest review (see section 4.2.1. of these guidelines).

It is intended the assumptions be prepared to a level of detail that is commensurate with the nature and complexity of the PIP being prepared. A PIP that includes infrastructure charges schedules must be based on assumptions that are sufficient to support the implementation of the charges schedules.

4.3.2 Planning assumptions and implementing the PIP

The planning assumptions about the type, scale, location and timing of future development impact directly on infrastructure provision. The planning assumptions have to be converted to the relevant demand units for each type of lot or use, for the various types of infrastructure.

When compiling and structuring this data, it is important to consider how the PIP will function in relation to development assessment when it is implemented.

For example, densities and the total units of demand planned for must be stated in a way that allows consistency or inconsistency with the priority infrastructure plan to be determined simply and with a high degree of certainty. Assumptions must be identifiable and soundly based.

Development applications for individual lots will be assessed against the PIP to determine whether they are consistent with the identified planning assumptions.



Information on the planning assumptions (planned demand) must be structured so that in practice it facilitates an easy assessment of development applications on a lot-by-lot basis. This is particularly relevant to councils experiencing medium to higher growth rates. It is highly recommended that local government use a geographical information system (GIS) to capture the relevant data, such as growth and planning assumptions and demand units planned for, to achieve this.

The process to convert planning assumptions into demand units for the various types of infrastructure is discussed later in this guideline.

Development applications that generate different infrastructure demands than that planned for can be assessed for additional infrastructure costs.

4.3.3 Population and employment growth projections

4.3.4.1 Projecting growth

The purpose of the PIP is to integrate land use and infrastructure planning. Furthermore, it enables local government to proactively plan, fund and provide infrastructure in an efficient and timely way to service existing development and future growth.

The PIA is a mechanism to ensure that growth occurs in areas where it can be serviced most efficiently. The PIA is therefore the primary focus area of local government's efforts to plan and provide infrastructure to accommodate growth for 10 to 15 years. Although not required, local governments are encouraged to also consider and plan for growth in the period beyond the 15 years of the PIA. Planning for significant infrastructure items such as large treatment plants, major roads and dams will benefit from this longer term planning perspective which includes the PIA and longer term growth areas outside the PIA.

To plan infrastructure for the demands generated by future growth in population and employment, it is necessary to estimate the extent and rate of this anticipated growth for each year, for a minimum of 15 years. Census data generated by the Australian Bureau of Statistics forms the basis for these projections. The Planning Information and Forecasting Unit (PIFU) of the Department of Infrastructure and Planning provides enhanced information to assist in the development of growth projections for the various urban areas. A table template that local government must use as the basis for its population and employment growth projections is included with this guideline.

4.3.4.2 Network catchments

Trunk infrastructure planning and charging is based on an appropriate number of catchments. It is important that local governments intending to levy charges through an ICS should familiarise themselves with the requirements of the ICS guideline when preparing the PIP. Infrastructure charges have to be based on a number of catchments for each type of infrastructure to reflect the difference in cost to service different geographical areas. Accordingly, when preparing the PIP, different planning catchments have to be identified for each of the infrastructure networks.



Considered in the context and role of the PIA, these catchments will primarily be identified for the areas serviced by infrastructure inside the PIA. These catchment boundaries will differ for the various types of infrastructure. In practice they will also not necessarily align with the boundary of the PIA. However, they will in combination, generally cover the area of the PIA which is the area where local government gives priority to plan and provide infrastructure to accommodate growth for 10-15 years.

The aggregated planning and demand assumptions for each infrastructure network catchment are derived from the population and employment growth projections developed for the PIP.

4.3.4.3 Planning for ultimate development

Infrastructure should be planned for the realistic total development that can be achieved in terms of the type and scale of uses allowed by the planning scheme, for each catchment of an infrastructure network. For those catchments generally located within the PIA, ultimate development should be achieved within the 10 to 15 year period of the PIA or relatively close to that. Infill areas or areas where redevelopment occurs may take longer to reach ultimate development.

4.3.4 Areas for preparing projections and assumptions

The following sections deal with the development of the population and employment growth projections which forms the basis to determine future demands for different types of uses for the various types of infrastructure. The identified projection areas may be based on suburb boundaries or census statistical local areas. To achieve a high degree of accuracy, it is useful to formulate the planning assumptions by combining small areas, such as census collection districts.

While small projection areas are unlikely to correspond to infrastructure network catchment or service areas, and the catchment or service areas for each separate infrastructure network are unlikely to correspond with each other, using small, fine-grained projection areas allows different groupings of the areas to be combined to approximate the catchment or service areas for the separate infrastructure networks. They are in effect the building blocks that enable local governments to assemble approximations of suburb, catchment or other areas for infrastructure planning and other related purposes.

It is recommended that local government use a geographical information system (GIS) to capture the relevant data on a small area basis. Using this

Projection and assumption areas

- Planning assumption projection areas may be based on small areas such as census collection districts.
- These areas may be combined to approximate the areas serviced by different networks, catchment boundaries and suburbs.
- Planning assumptions may be presented in the PIP at suburb or locality level.
- Further details must be provided in the supporting material.



tool, it is a relatively simple process to disaggregate the data and capture it on a lot by lot basis. Converted, assumed units of demand for the various infrastructure networks can later be added to this data base.

Although it is desirable to prepare the planning assumptions on a small area basis, particularly for large, complex and high growth local governments, it is not necessary for the priority infrastructure plan to include the small area data. To keep the PIP reasonably succinct, it is recommended small area data be combined and presented on a suburb or locality basis. This guideline includes a table template that local government must use as the basis for its population and employment growth projections. More detailed information must be included in the supporting (extrinsic) material.

4.3.5 Matters to be addressed in population, housing and employment projections

The primary projection area for the PIP is the PIA. In addition, a local government may include any urban area it wishes to plan for beyond the 15-year time frame of the PIA. The PIA and the projection areas should include the various types of land uses necessary to accommodate the projected growth over the next 15 years.

As previously described, the growth projections for infrastructure planning and charging are based on catchments (planning areas). If areas outside the PIA are also planned for, similar demarcation must also be for these as well. This enables the development of growth projections and planning assumptions for the demarcated areas to determine the total demands when fully developed (ultimate).

Providing ultimate demand figures for areas outside the PIA assist infrastructure providers (both local and state) by ensuring they are aware of the possible extent of further growth in the area. This will enable them to plan larger or longer term items of infrastructure that will service the entire area more efficiently, rather than incrementally plan infrastructure only to meet short or medium term needs;

4.3.5.1. Population and Housing Projections

For each area, identify the following:

- **Location**

Local governments must include the identified projection areas (such as suburb or statistical area) to which the assumptions relate

- **Existing and projected population**

For the existing population, the official estimated resident population figures may be used with adjustments to account for growth since the data were collected, or to take account of boundary differences. The state's planning and forecasting unit provides information on existing resident population, growth estimates and household occupancy sizes. The population projections are the projected population for the area over nominated timeframes (yearly projections or a maximum of 5-year periods can be shown in the PIP if preferred. The population and housing projections should be prepared by appropriately qualified and experienced persons using accepted



techniques. The Planning Information and Forecasting Unit (PIFU) of the Department of Infrastructure and Planning is able to prepare these customized projections. Population projections are an essential input into the assumptions on which the PIP is based and must be agreed with suppliers of state infrastructure (see Schedule 1, section 8A of the IPA)

- **Existing and projected dwelling units**

Existing dwelling units are simply the number of existing dwellings of different types in the area. This information is available through census data, but should be updated to account for growth since the data was collected. Other sources of information include local knowledge, research and local government's data bases such as rates that include information on existing property and dwellings. Projected dwelling units are the number of units required to accommodate the area's projected population at the assumed occupancy rates. The projection periods must match the population projection periods. The projections table template included in this guideline shows how local government should further disaggregate existing dwellings by type.

- **Occupancy rates**

This is the average number of persons per occupied dwelling and is included to allow local governments to estimate the total number of new dwellings required by dividing the projected population by the occupancy rate. Occupancy rates are available from census data and (PIFU, but future rates may differ from these. In most local governments the current trend is for a decline in occupancy rates and this may be significant in terms of the total number of dwelling units required. It is recommended that the decline in occupancy rates be considered as this could have implications for the local government's infrastructure planning. Occupancy rates should be specified according to dwelling type.

4.3.5.2 Employment Projections

For each area, identify the following:

- **Location**

Local governments must include the identified projection areas (such as suburb or statistical area) to which the assumptions relate.

- **Use**

This is intended to be a simple description to give an idea of the type and scale of employment generating activities in the area. Planning scheme definitions may be used if desired.

- **Existing and projected employment**

This is the number of persons currently employed in the area and can be obtained from special census tables, local knowledge, research and studies. Projections for future employment will not be precise, but should indicate in broad terms the amount of employment growth likely to occur in the area for the different types of uses.



- **Conversion rate**

This is the rate at which additional land or floorspace for retail, commercial and industrial uses is provided, usually expressed as m² of floorspace or hectares of land per employed person. Once again, the figure used does not need to be precise, but is intended to ensure that employment growth and related growth in retail, commercial, industrial, education and other activities is taken into account when planning infrastructure.

- **Assumed growth**

Based on the employment projections and conversion rates, this is the notional increase in floor space and land (expressed in m² or hectares) required to service the projected growth to ultimate development for an area. . This growth should be stated using the same projection periods used for residential growth. Floor space is considered a reasonable measure of growth as it can be used to estimate traffic generation and other ‘demands’ on infrastructure that can then be factored into the infrastructure planning process. There is a direct relationship between land and floor area. The ratio of floor area to land area varies for different uses and the land area associated with the projected floor space requirements should also be accounted for.

4.3.6 Matters to be addressed in assumptions

The planning assumptions need to be addressed for each area. Development applications are assessed for consistency against the assumptions under the PIP. Where determined to be inconsistent, local government may impose conditions for additional infrastructure costs. The following four assumptions apply:

- **Location**

- Local governments must consider whether the location is inside or outside the boundary of the PIA.

- **Type**

This is the type or types of uses that exist or are expected to establish in the location or area. These uses are based on the planning scheme. Generic descriptions or planning scheme definitions can be used. All future uses that can reasonably be anticipated should be identified.

- **Scale**

This contains two elements relating to the amount of development anticipated and the intensity of that development. The amount and intensity of future development can play an important role in the additional infrastructure cost assessment process. Where these assumptions are to be used in this way, they must be clearly stated.

- **Amount of growth**

This is the total amount of growth of a particular type expected to occur over time up to ultimate development in the location or area covered by the assumptions. This growth should be expressed in units appropriate to each



type of development listed (e.g. dwelling units for residential, floorspace or area for retail or industrial activities etc)

– **Intensity**

This is the density of development the local government has assumed will occur in the area for its infrastructure planning. The density or intensity specified is based on the planning scheme requirements applying to the area (e.g. minimum lot sizes, height limits, boundary setbacks, plot ratios and the like), and the capacity of the existing infrastructure networks to service future growth. This must be a realistic figure based on the development potential provided by the planning scheme and analysis of property market trends. This is described in greater detail above under the heading “Scope of Planning Assumptions”. For example, intensity of development can be expressed as the number of dwellings per hectare, or number of relevant demand units such as equivalent persons for water supply.

• **Timing**

This essentially indicates how much of the assumed development will occur over a nominated period or the ‘rate’ at which the assumed development will occur for each identified area. It is most easily expressed as the proportion of the total anticipated growth expected to occur within each of the projection periods used in the population, housing and employment projections. This information forms the basis to determine when local government intends to provide future infrastructure elements to service the growth in demand. If local government intends to use this assumption to assess applications for consistency, they need to clearly identify the date when future infrastructure elements will be provided to various areas. This can be shown in a combination of the plans for trunk infrastructure and associated schedules of works.

4.3.7 Converting projections and assumptions into demand

The population and employment projections form the basis to predict the average future rate of growth for a local government. Based on local knowledge, local governments are best able to determine how this rate may vary from one local geographical area or catchment to the next.

Detailed planning for each infrastructure network will usually be based on units of demand specific to the particular network.

For each type of lot or use, the demand units are derived from the planning assumptions about the type, scale, location and timing of development. The population, housing and employment projections identify how demand will grow over time up to ultimate development for each catchment. It is therefore necessary to convert these into appropriate units of demand for each infrastructure network.

Infrastructure demand for residential and non-residential uses can be expressed using the following demand units:

- water and sewerage—demand generated per equivalent person (EP) or equivalent tenement (ET) per day



- transport—number of trips generated per day
- stormwater quantity—the fraction of impervious area
- stormwater quality—the impact of development on stormwater quality (e.g. light industry generally has a smaller impact than heavy industry)
- parks—number of people.

These demand units may be expressed as a number per dwelling, per hectare of developable land for a use, or per floor area for non-residential uses. For residential uses, household sizes are important to determine the assumed demand. For non-residential uses, the number of job opportunities and the type of existing or anticipated use helps determine the assumed demand.

For example, the assumed demand planned for a lot allowing one detached residential dwelling may look as follows:

- water – 2.7 EP
- sewerage – 2.7
- transport – 6.5 trips per day
- stormwater – 0.7 (fraction impervious area detached dwellings)
- parks – 2.7 persons.

Based on study and analysis, standard rates of demand must be determined for the various types of uses. Local governments intending to assess development against the planning assumptions for consistency (and impose conditions for additional costs) or to levy charges through an infrastructure charges schedule, must include tables in the that show the assumed demand expected to be generated by the various lots and use types in the planning scheme. These tables may include demand units for non-residential, development-use types and express a total number of employees, EPs or trips per area of useable floor space. It may also show the developable area in hectares or enrolment numbers for education. The number of demand units, such as EPs, for residential types of development depends on household sizes associated with the different types of dwelling units.

Assumed demand (for a lot) plays an important part in the process to assess whether a development application is consistent with the planning assumptions.



4.4 Desired standard of service

4.4.1 Stating the desired standard of service

The desired standard of service (DSS) of each trunk infrastructure network in the priority infrastructure plan must be stated in the PIP.

At a minimum, the DSS must include statements about the quantitative and qualitative performance of the individual infrastructure networks.

Quantitative standards are primarily about the capacity of the network.

Qualitative standards are primarily about the performance of the network.

Although not required, some local governments may wish to state the anticipated environmental effects and user benefits of their desired standards of service.

Environmental effects and user benefits may be helpful in informing the community of the expected benefits of a given DSS, and also the environmental costs of providing the stated desired standards of service. For example, providing a certain level of flood immunity may be able to be accommodated through the adoption of water sensitive urban design principles, whereas a higher level of flood immunity may necessitate widening of a waterway corridor.

The DSS must include thresholds for the provision of infrastructure. Often these thresholds will be based on accepted engineering or planning criteria that have been used by the local government for some time. In many instances the DSS will simply involve stating the implicit assumptions and standards that have been the basis for the local government's infrastructure planning and supply.

It should be noted that DSS do not have to be stated for state infrastructure networks.

Local government planning schemes usually include planning scheme policies regarding the hierarchy and design of infrastructure networks. The DSS, the planning scheme policies and any associated codes dealing with these in the planning scheme should be aligned.

The template included in this guideline provides the format to present the desired standards of service. In addition to identifying their own standards, local governments may choose from the examples included in the template but should ensure that they are adjusted for their own purposes and circumstances.

Examples of quantitative standards of service

- Pressure of the water supply network
- Ability to accommodate maximum dry weather flow for the sewerage network
- Level of flood immunity (e.g. 1 in 100 year ARI) provided by the drainage network
- Amount of public recreation land provided
- Capacity of the road network to accommodate traffic needs



4.4.2 Desired standard of service variations

The DSS may differ for different parts of the network or local government area. For example, the DSS for the water supply network (pressure and volume) and transport networks (road widths and construction standards to accommodate heavy vehicles) in an industrial area may be different from those for a residential area.

Similarly, the DSS for community purposes infrastructure (amount and location of land, range of facilities provided) in a 'greenfields' residential area may be different from those for an existing residential area experiencing significant infill and redevelopment where little or no additional land for recreation is available.

4.4.3 Community involvement and affordability of the standards

Desired standards of service must be established in a way that recognises the balance that exists between community expectations, affordability and the efficient provision of infrastructure.

The standards are integral components of the PIP. The community has a right to provide input into its formulation through the plan making process. The requirement to state the standards in both quantitative and qualitative terms is intended to assist people's understanding of the standards, including their costs and benefits of the particular balance that has been struck.

4.4.4 Construction standards

The construction standards that apply to infrastructure must apply equally to infrastructure provided by the local government and to infrastructure provided by developers in the local government area.

Construction standards also need to address a range of sometimes competing location, engineering and environmental performance objectives. These may include locating and designing infrastructure to reduce impacts on residents or the environment, or to ensure essential infrastructure can continue to operate during and after natural hazard events.

Examples of qualitative standards of service

- Quality (mineral and chemical analysis) of the potable water provided by the water supply network;
- Level of treatment for sewage effluent (tertiary treatment, nutrient removal etc);
- Treatment of stormwater to achieve water quality objectives;
- Accessibility (location and design), site characteristics (dimensions, layout, slope, flood immunity) and range of recreational opportunities provided by public parks; and
- Level of performance (waiting times, queue lengths etc) of intersections during peak traffic periods.



4.4.5 Achieving the desired standards of service

The DSS in a PIP are defined primarily for infrastructure planning purposes. They are not to be interpreted to imply guaranteed levels of performance for infrastructure networks. The IPA makes clear that intentions stated in the plan do not create an obligation to supply the infrastructure or that any right exists to expect or demand the standard of service stated. (see IPA section 2.1.24).

The actual standard of service provided is likely to vary over time. When new infrastructure is provided the standard of service will improve significantly, then gradually decline over time as more development occurs and the capacity of the infrastructure is consumed. Eventually, a threshold will be reached when it is necessary to provide additional infrastructure to augment the network and the standard of service provided will again improve significantly.

4.5 Plans for trunk infrastructure

4.5.1 Developing the PFTI

The plans for trunk infrastructure (PFTI) must identify the trunk infrastructure networks that exist in the area. The plans for trunk infrastructure must also identify the networks proposed to service the assumed development at the DSS stated in the priority infrastructure plan. These may be new networks or augmentations of the existing networks.

Plans for trunk infrastructure can be developed by comparing the capacity of the existing development infrastructure networks against the capacity of the infrastructure networks required to service existing and anticipated future development at the local government's stated DSS. In some cases there may be capacity in the infrastructure networks servicing existing urban areas that can be utilised to service some or all of the anticipated future development.

However, where the capacity of the existing networks is inadequate, augmentation or extension of the existing networks will be required. Local governments should also be aware of the need to provide additional capacity for other uses reasonably associated with the development anticipated in the priority infrastructure plan (e.g. community and social purposes such as schools, hospitals, government services etc).

By analysing the PIA, assumptions about future development and desired standards of service, local governments can determine where augmentation or expansion of the infrastructure networks is required and the additional capacity required. Infrastructure to deliver the required capacity by the appropriate means,

Plans for trunk infrastructure

- Existing trunk infrastructure networks must be shown as well as the plans for new or augmented networks
- Local government's works program must reflect the PFTI and associated schedules to provide future trunk infrastructure



and at the required locations, can then be identified and its supply planned. Plans for this future infrastructure, together with the plans for the networks servicing existing development, form the plans for trunk infrastructure.

The local government's capital works program must reflect the PFTI and associated works schedules to provide future trunk infrastructure.

4.5.2 Service catchments, time periods and relationship to the PIA

As a minimum, the PFTI must specify the trunk infrastructure networks required to service the entire priority infrastructure area at the local government's DSS. By including land in the PIA, the local government is committing itself to preparing plans detailing how it will service the land.

However, the PFTI are not limited in scope solely to the priority infrastructure area boundary or the 10- to 15-year development assumptions stated in the PIP. The service catchment boundaries for an infrastructure network are unlikely to align precisely with the PIA boundary or the service catchments for the other development infrastructure networks. Therefore, the local government may prepare infrastructure plans for the entire service catchment even if this extends beyond the PIA boundary.

Similarly, a local government may include in its PFTI items of infrastructure that will be required beyond the 10- to 15-year growth period identified by the PIA, particularly for major infrastructure items such as a new water supply dam, regional sports field complex or major road link, if development occurring now will use or benefit from such infrastructure.

PFTI service catchments and time periods

- Trunk infrastructure plans must be prepared for all land within the PIA.
- Trunk infrastructure plans may be prepared for service catchments that extend outside the PIA or beyond the 10 to 15 year growth horizon

4.5.3 Implementing the PFTI

As the desired standards of service are based on infrastructure networks and overall standards, there is some flexibility in the way infrastructure can be provided to meet the stated desired standards of service.

Local government must seek to provide an infrastructure network that delivers to users the stated DSS for the network.

However, the IPA makes provision for a local government to supply different trunk infrastructure from that identified if the infrastructure supplied delivers the same standard of service for the network (see IPA section 5.1.13). If a local government chooses to supply different infrastructure from that identified in the PIP, it must add information to the extrinsic material to explain and justify the decision.

Focusing on the delivery of the desired standards of service for the network rather than specific infrastructure items or elements gives the local government flexibility



in how to achieve the desired standards of service. This means new technology or other innovative means of providing the desired standards of service can be adopted. In practice these type of updates and adjustments will generally be made when the PIP is reviewed.

4.5.4 Detail required in PFTI

The plans for trunk infrastructure included in the PIA are a summary of the infrastructure planning undertaken by the local government.

For local governments intending to levy charges through an ICS, a greater level of detail is required in the preparation and presentation of its identified trunk infrastructure plans. Schedules of infrastructure works for each network must be included in the ICS. The requirements for these are described in the *IPA Infrastructure Guidelines 2/08 - Infrastructure charges schedules*. Where schedules of works are included in the infrastructure charges schedule, these should not be duplicated in the PIP.

For councils not intending to levy charges through an ICS, a lesser but still appropriate level of rigour and detail is required. The information in the PIP must still enable councils to make well-informed decisions regarding infrastructure provision and costs.

The detailed background information on which the plans for trunk infrastructure are based must be included in the supporting material for the PIP and must be referenced as extrinsic material (see section 4.1.1 of these guidelines).

The format for presenting this information is included in the template in Appendix 1.

The plans for trunk infrastructure for a given infrastructure network must consist of a map or maps with the single purpose of identifying the PFTI for each network. This should show the major elements of the network that are cross-referenced by number to a schedule of works that includes the following information:

- a corresponding reference number for the network element and/or item shown on the map;
- a brief description of the element and/or items that make up the element;
- whether the element is existing, or if new, an estimated date of when the element/item will be provided.

For local governments not intending to levy charges through an ICS, the following applies.

Example:

A local government intends to provide a reticulated water supply system to a growing rural residential area.

Although the area is not included in the local government's PIA, the local government may include the infrastructure servicing this area in its PFTI, and relevant infrastructure charges schedules, and charge rural residential development in accordance with the schedules



- Estimated timing can be expressed in terms of specific years or time bands, such as 2011 to 2014). For infrastructure planned to be constructed within a 15-year period, time bands should be reasonably precise and no more than five years.

4.5.5 PFTI as triggers for additional infrastructure cost assessments

The parameters mentioned in the PFTI and associated works schedules play an important role in assessing additional infrastructure costs. It is important that the PFTI include sufficient detail about the estimated timing for provision of items if they have service delivery implications for the local government.

Capacity constraints or thresholds play a role to determine when infrastructure should be upgraded or additional infrastructure provided. Information about growth in demand affecting the thresholds is derived from the population and employment growth projections. In the interests of consistency, local government must identify the expected date when the thresholds will be reached as the timings for the supply of the future infrastructure. It must be clearly stated so additional infrastructure cost assessments may be triggered when development is inconsistent with the local government's trunk infrastructure plans.

4.6 State infrastructure provision

4.6.1 Integration and coordination

The boundaries of the priority infrastructure area and the assumptions on which the priority infrastructure plan is based must be agreed with the suppliers of state infrastructure (see IPA Schedule 1, section 8A).

For purposes of a PIP, a state infrastructure provider supplies state schools infrastructure, public transport infrastructure, state-controlled roads infrastructure and emergency services infrastructure.

It is not generally expected that all state infrastructure plans be included in the PIP (see section 3.1 of these guidelines). However, it is expected that the PIP will be used by state infrastructure providers to guide their own infrastructure planning.

In the case of state-controlled roads with a local function, a local government PIP needs to separately identify them as part of the transport PFTI.

For future infrastructure, the PIP will need to refer to statements of intent (SOIs) for the state-controlled road network.

Where a PIP includes a transport ICS that includes local function charges for a state-controlled road, all future works where local function charges are planned to be spent must be listed along with the timing and proportion of total costs of works to be funded by the local function charge. Further requirements are described in the *IPA Infrastructure Guidelines 2/08 - Infrastructure charges schedules*.



4.6.2 State infrastructure plans

A PIP may be required to include a reference to state infrastructure suppliers' plans for the supply of state infrastructure. This is to inform the community and developers about how the suppliers of state infrastructure intend to provide their infrastructure in the local government's area.

4.7 Charging mechanisms

4.7.1 Infrastructure charges schedules

There is no requirement on a local government to levy any infrastructure charges. Funding sources available to local governments to pay for trunk infrastructure include special rates and charges, utility charges, general rates collected from the community and infrastructure charges levied on developers. Local governments should consider all available funding options when making decisions about how trunk infrastructure will be funded.

An ICS is a mechanism for funding the supply of trunk infrastructure identified in a priority infrastructure plan.

Infrastructure charges schedules form part of the PIP. This is to ensure the links between the infrastructure planning in the infrastructure plan and funding mechanisms in the charges schedule are maintained and clearly identified.

The requirements for the preparation of an ICS are further described in the *IPA Infrastructure Guidelines 2/08 - Infrastructure charges schedules*.

4.7.2 Regulated infrastructure charges schedule

The opportunity to use a regulated infrastructure charges schedule (RICS) is available to all local governments. It is however particularly suited to smaller local governments with relatively stable populations or low growth expectations.

The RICS allows a local government, by resolution, to adopt infrastructure charges up to, and including, the maximum charge amounts set out in the *Integrated Planning Regulation 1998*.

Infrastructure charges schedules (ICS)

- ICS are mechanisms for funding trunk infrastructure identified in a PIP
- ICS, forms part of the PIP
- ICS and RICS mechanisms can be used simultaneously in the same local government area provided no double dipping occurs



The regulated charge mechanism allows local governments to apply (conservatively valued) infrastructure charges without having to prepare infrastructure charges schedules.

The IPA sets out how the mechanism works and how charges are imposed (see IPA sections 5.1.15 – 5.1.23). In summary, the following requirements apply:

- the local government must have an IPA planning scheme;
- the local government must have a PIP;
- the local government may only adopt regulated charges for trunk infrastructure networks identified in the priority infrastructure plan (i.e. the local government must have a PFTI for the network being charged for).

It is the responsibility of each local government adopting a regulated charge to set the charge at the level considered appropriate for its individual circumstances. Adoption of a charge is not mandatory.

The proposed regulation sets out conversion rates for applying the charges for different types of development and use.

Local government may use both an ICS and RICS simultaneously as mechanisms to calculate and levy trunk infrastructure charges. This includes using both an ICS and a RICS for the same infrastructure network provided that the charge areas do not overlap.

For example, a local government may have prepared sufficient infrastructure plans to support the detail required for the preparation of an ICS for one catchment. However, they only have outline trunk infrastructure plans for remaining catchments. Although sufficient planning does not exist to allow an ICS to be prepared, there is enough information to develop basic plans for trunk infrastructure and apply charges through a RICS. Local government should clearly demonstrate that no double dipping occurs. Charges (ICS and RICS) can only be levied and spent on trunk infrastructure identified in the PIP.

The RICS is adopted by local government council resolution. The RICS is not part of the planning scheme but is attached to the planning scheme (see IPA section 5.1.16)

Regulated infrastructure charges (RICS)

- Regulated infrastructure charges schedules are available to all councils. They are particularly useful for smaller local governments with stable or slow growth
- A local government, by resolution, may adopt a RICS charge up to and including the maximum amounts stated in the regulation
- For a local government to adopt a RICS charge it must have a priority infrastructure plan
- A local government may only adopt RICS charges for trunk infrastructure networks identified in the PIP
- The IPA Regulation sets out conversion rates for applying the charge for different types of development and use.



5 Process for preparing PIPs

The following sections outline a recommended process for preparing a PIP for both a high growth, and a low growth local government. The process includes relevant statutory requirements and recommended timeframes.

Step 1 Resolve to prepare the PIP

In accordance with the requirements of Schedule 1 of the IPA, the local government must make a resolution to prepare or amend the priority infrastructure plan, either as a separate amendment to the planning scheme or as part of a new planning scheme

Step 2 Collect data

Prior to developing a PIP, a high level of understanding regarding how an area has been growing is essential. This is required regardless of whether the local government is considered to be a high or low growth area.

It is recommended that a review of the following be undertaken:

- growth patterns over the previous 5 to 10 years, including:
 - an analysis of the current and historic demographic situation;
 - growth rates in different parts of the local government area, and for different land use types;
 - current land use types and densities throughout the local government area; and
 - an analysis of how the current population utilise the local government area, in particular, linkages to work nodes, recreation patterns, shopping patterns, and sense of place in different suburbs/localities;
- any environmentally sensitive and other non-developable areas within the local government;
- the extent and capacity of existing infrastructure networks (maps of these infrastructure networks will be required);
- desired and actual standards of service provided by each existing network;
- the location of any current approvals for urban land uses; and
- the location of areas that can sustain further urban growth, and the type and intensity of urban land uses permitted under these areas in the planning scheme.

It is also very important that the future desired planning environment from a local and state perspective be clearly understood. In this sense, it would be useful for the local government, before embarking on developing the PIP, to have an understanding of the broader planning outcomes the scheme is seeking to achieve, and how these could impact on infrastructure planning.



State infrastructure suppliers' policies for the provision of their facilities should also be known as they may also impact on infrastructure planning.

Much of the information required above will be dependent on the planning scheme. Therefore, it is recommended preparation of the PIP only commence after the scheme elements on which the planning assumptions for the PIP are based (type and scale of development allowed), have been determined.

Step 3 Identify the existing urban area

The PIA (see IPA Schedule 10) includes the area that is developed, or approved for development for the following purposes;

- residential;
- retail and commercial; and,
- industrial;

As noted in section 4.2.2, this area will include areas developed for related community or social purposes such as schools, hospitals, parks and the like that are reasonably associated with the above uses.

Rural residential areas may also be included in the existing urban area if the local government believes the area is serviced by development infrastructure.

Step 4 Prepare the population, housing and employment projections

Projections about future population, housing and employment should be prepared in accordance with the requirements of section 4.3 and Template 1 to provide a basis for the assumptions about future development.

Step 5 Allocate anticipated growth

The majority of the planning assumptions will relate to specific areas. This growth should be mapped with regard to:

- existing approvals;
- areas able to sustain urban growth; and
- areas where infrastructure exists or can be provided or augmented most efficiently.

Any growth not related to specific areas should also be allocated and mapped at this time. Even if a specific site for these uses is not identified, it is important to ensure sufficient land for the growth is available in the nominated area.

Infrastructure efficiency in this context is not just about minimising infrastructure costs, but also about achieving a balance between infrastructure costs, state and local government land use policies, community preferences, and market realities.



Step 6 Identify draft PIA

The existing urban area from step 4 and areas identified for future growth from step 5 should be mapped and will effectively constitute the local government's draft priority infrastructure area. To identify the PIA, local governments must consider how areas can be most efficiently serviced by the *combination* of the different types of development infrastructure. This is the area where council commits itself to plan and provide infrastructure to accommodate growth in population and employment over the next 10 to 15 years.

Step 7 Develop the assumptions

Based on the data collected above and analysis of demographic and other growth trends, develop the planning assumptions in accordance with the requirements stated in section 4.3.

Step 8 Consult state infrastructure suppliers

Under section 8A of Schedule 1 of the IPA, the PIA and assumptions must be agreed with the suppliers of state infrastructure before to the first state interest review of the draft planning scheme or priority infrastructure plan.

It is recommended that consultation (in particular regarding state-controlled roads) be initiated early in the process and before the local government undertakes detailed infrastructure planning for the priority infrastructure area and anticipated growth. This is to minimise rework if the PIA or assumptions change after consultation with the suppliers of state infrastructure.

Step 9 Agreement with state infrastructure suppliers

Suppliers of state infrastructure may request changes to the PIA or planning assumptions to better align with state infrastructure supply intentions. Negotiations may be required if the state agencies and local government cannot reach agreement on these matters. If agreement still cannot be reached, a dispute resolution process is specified under IPA, section 8A of Schedule 1, whereby the Minister can obtain advice about the matters before making a decision.

Suppliers of state infrastructure may at this point, or at one of the subsequent state interest reviews, require the local government to include in the PIP a reference to their plans for the supply of state infrastructure in the area as discussed in section 4.6.

Once the state confirms that agreement has been reached on the priority infrastructure area and planning assumptions, the local government can commence the detailed infrastructure planning to service the priority infrastructure area and anticipated growth. In some cases this may involve updating existing planning to ensure it adequately responds to the growth anticipated in the planning assumptions in the areas included in the PIA .



Step 10 Develop proposed desired standards of service

The DSS are the other key information required to allow the local government to plan and design infrastructure networks that will deliver the desired standards of service to users. The DSS should be stated in the way described in section 4.4.

Step 11 Prepare draft PFTI

The DSS, PIA and planning assumptions together form the basis to determine the trunk infrastructure required to service future growth, as well as identifying where and when this trunk infrastructure is likely to be required. The local government can then plan and design infrastructure networks to deliver the required trunk infrastructure and outline a program for expansion or augmentation of these networks in line with anticipated growth. Plans for trunk infrastructure should be developed as outlined in section 4.5 of these guidelines

Step 12 Prepare an ICS

Once the infrastructure networks to service future growth have been planned, those local governments using infrastructure charges schedules to charge for the provision of the planned infrastructure can commence preparation of the schedules.

Reference should be made to the *IPA Infrastructure Guidelines 2/08 - Infrastructure charges schedules* for detailed direction on how to prepare an ICS.

Step 13 Finalise draft PIP

The individual elements developed above can then be brought together to form the draft priority infrastructure plan for the local government area. When drafting the PIP the local government will need to exercise care to ensure the PIP is consistent with the required content and format as discussed in section 4.1 of these guidelines, and remains a succinct summary of the detailed infrastructure planning undertaken.

Step 14 First state interest review

After the local government makes a resolution proposing the PIP in accordance with the requirements of section 9 of Schedule 1 of the IPA, the draft PIP can then proceed to consideration of state interests under section 11, Schedule 1, of the IPA.

During this review, the Department will be assessing the draft PIP for compliance with the requirements of the IPA and these guidelines. The state infrastructure providers (for purposes of a PIP) will also have the opportunity to review the PIP at this time. Any ICS included in the PIP, will be referred to the Queensland Competition Authority for review. Following the review, amendments to the PIP may be required (if conditioned by the Minister) or recommended, or other comments provided, before the Minister authorises the local government to give public notice of the PIP. The local government must make any required amendments prior to commencing public notification.



Step 15 Public notification

Public notice of the PIP must be given in the way prescribed under sections 12 to 14 of Schedule 1 of the IPA. During the public notification period, the PIP and supporting extrinsic material must be kept available for public inspection and submissions can be made in respect of the plan.

Step 16 Consideration of submissions

After the end of the public notification period, the local government must consider, in accordance with section 16 of Schedule 1 of the IPA all properly made submissions before deciding whether to proceed with the PIP. The local government must report to submitters how it has dealt with the submissions.

Step 17 Second State interest review

If the local government decides to proceed with the PIP it must be resubmitted to the Department for reconsideration of state interests under section 18 of Schedule 1. During this review the Department will be reviewing the PIP to ensure any amendments made in response to submissions do not affect the PIP's compliance with the IPA and these guidelines. In addition, any amendments may be referred for further review by relevant agencies and the Queensland Competition Authority. The Minister must then advise the local government if it can adopt the PIP and may again require or recommend amendments to the PIP. The local government must make any required amendments to the PIP.

Step 18 Adoption

The local government makes a resolution to adopt the PIP as required under sections 19 to 21 of Schedule 1 of the IPA. Once the PIP has commenced operation, the local government has the ability to undertake additional infrastructure cost assessments for those projects that are outside the PIA or inconsistent with the planning assumptions in the PIP.



6 Reviewing the priority infrastructure plan

Local governments must monitor growth within their areas on a regular basis and compare the actual growth against the assumptions in the PIP. Where actual growth does not match that anticipated, it may be necessary to review the PIP.

The purpose of the review is to ensure the local government's infrastructure planning benchmark is consistent with current trends.

6.1 Prescribed PIP reviews for high growth local governments

While all local governments must prepare a PIP, not all are experiencing growth pressures sufficient to warrant review of the plan more regularly than the normal scheme review period. Accordingly, only those 'growth' local governments identified in the Integrated Planning Regulation 1998 are required to undertake the four-yearly PIP review. This represents the mid-point in the eight-year life of a planning scheme.

The purpose of these reviews is to ensure the growth assumptions and infrastructure planning are always anticipating, rather than reacting to, growth, and that there is always sufficient land identified within the PIA to accommodate expected growth.

Failure to review a PIP could see it artificially affecting the land market by inflating the price of land within the PIA if the supply of available land was allowed to fall too low. Similarly, future development opportunities could be restricted or exposed to unnecessary additional costs if the local government's infrastructure planning was inaccurate or focused on too short a time horizon, or if the supply of planned infrastructure had not kept pace with actual growth.

Local governments experiencing rapid growth must review their PIPs on a more regular basis to ensure the infrastructure planning and charging framework remains responsive to market conditions and promotes coordinated, efficient development patterns by sending signals to the market about local and state government servicing intentions. Similarly, there is nothing to prevent a local government that is not prescribed in the regulation from undertaking more regular reviews.

These reviews will not necessarily lead to PIP amendments to update the document, but in most high-growth local governments it is expected amendments will be required to add additional land to the PIA to maintain the required 10- to 15-year supply, extend the planning assumptions out to a similar time periods and undertake further infrastructure planning for the expanded PIA or additional anticipated growth.



It is also recommended that the PIP be reviewed when there is a significant departure from the development assumptions, either due to a development approval outside the PIA or the development parameters being granted, or due to an increase or decrease in market activity. This is particularly important if the local government has entered into a refund agreement with a developer that involves the local government refunding to the developer infrastructure charges collected from other users of the infrastructure provided by the developer.

6.2 PIP reviews for other local governments

For those local governments not experiencing significant growth (either in absolute or percentage terms), the PIP does not have to be reviewed during the life of the planning scheme.


In these cases the local government must review and prepare a new PIP for its area when the planning scheme itself is reviewed after eight years of operation.

As is the case for high-growth local governments, it is recommended the PIP be reviewed if there is a significant departure from the planning assumptions, such as a major unanticipated industry, mining or rural industrial project that has significant implications for the existing infrastructure networks.



7 Appendix 1 - PIP Template

To be included with the final approved IPA Infrastructure Guideline 1/08 – Priority infrastructure plans



Department of **Infrastructure and Planning**
PO Box 15009 City East Qld 4002 Australia
tel +61 7 3227 8548
fax +61 7 3224 4683
info@dip.qld.gov.au

www.dip.qld.gov.au