Planning for local infrastructure to serve local communities

By 2050, the population of Queensland is expected to grow by approximately 3 million people. This population growth will generate significant economic, cultural and social opportunities for Queensland. It is also very important that we properly plan by providing the necessary infrastructure to serve the needs of the existing and new communities in areas experiencing growth.

Queensland has an integrated approach to land use and local infrastructure planning that helps governments, utility service providers and developers work together to deliver infrastructure on time and in the right place in an efficient and cost-effective way. Planning for local infrastructure occurs via state infrastructure planning and local infrastructure planning.

State infrastructure planning

The State Infrastructure Plan (SIP) sets out the Queensland Government’s strategic direction for planning and prioritising the state’s investment in major infrastructure, including the pipeline of infrastructure projects to be delivered across Queensland over the coming four-year period. It also identifies the funding that has been allocated to each infrastructure project by the Queensland Government, Commonwealth Government and the relevant local government. The SIP is updated annually to reflect the outcomes of the government budget cycle and updates to the infrastructure pipeline as projects are progressed and delivered.

More information on the SIP can be found on the department’s website.

The focus of the balance of this fact sheet is on the infrastructure planning framework as it relates to local governments.

Local government infrastructure planning

Local infrastructure planning considers the delivery of infrastructure like roads, bikeways, wastewater, parks and community facilities. The integration of land use and local infrastructure planning ensures that local governments:

- can make informed decisions about infrastructure spending, ensuring that infrastructure to support future growth is considered in a local government’s long-term financial planning
- focus investment where it is most needed, providing for infrastructure and enabling development, in an efficient and orderly manner
- provide for future upgrades to infrastructure, where development increases demand on a community’s existing infrastructure networks
- provide local communities and the development industry with transparency and certainty about a local government’s intentions for the long-term provision of infrastructure.

In Queensland, local governments are responsible for infrastructure planning and delivery within their local government area. This involves defining the extra demand that new development places on infrastructure networks and then:

- setting conditions for infrastructure to be provided as a condition of a development approval, and/or
- levying infrastructure charges to ensure a development contributes to a portion of the delivery of new or improved infrastructure.
Local governments may also supplement development contributions from other revenue such as rates. Local governments monitor growth, infrastructure delivery and demand and regularly report on infrastructure charges revenue, expenditure and delivery.

Local government infrastructure planning cycle

Local government infrastructure plans

The principal tool that identifies the infrastructure needed for local communities is a local government infrastructure plan (LGIP), which forms part of a local government’s planning scheme. The LGIP also prioritises and includes estimates of the costs of delivering the infrastructure needed.

While all local governments in Queensland have a planning scheme, not all local governments have adopted an LGIP. A local government that does not already have an adopted LGIP can prepare an LGIP at any time. An LGIP is prepared by a local government in consultation with their communities. Before adoption, an LGIP requires review by the Queensland Government and an independent reviewer, to ensure that it appropriately addresses requirements.

A local government planning scheme and building provisions require a developer to provide for the infrastructure needed to directly service the development as part of the approval process and commencement of the development, like a footpath along the front of the property or a cul-de-sac created within a residential subdivision. This is called non-trunk infrastructure. Non-trunk infrastructure cannot be included in an LGIP.

Development can also place additional demands on the wider infrastructure network, contributing, along with other development, to the need for more extensive infrastructure upgrades or extensions. This is called trunk infrastructure. Trunk infrastructure is generally infrastructure that is shared between multiple developments and may include the following infrastructure networks:

- water supply
- sewerage
- stormwater drainage and water treatment
- transport (other than transport services), like roads, bikeways, footpaths, bus stops and ferry terminals
- public parks and land for community facilities.

A local government may only identify trunk infrastructure within an LGIP.
Water netserv plans for South East Queensland service providers

In South East Queensland (SEQ), planning for water supply and sewerage infrastructure is undertaken by SEQ utility service providers, which include distributor-retailers (Unitywater and Queensland Urban Utilities) and some local governments.

The principal instrument that guides the provision of safe, secure and reliable water and wastewater infrastructure to support local communities is a water netserv plan. A water netserv plan provides information about the existing services and how it is proposed to accommodate growth into the future, including the charges that the service provider will levy on new development for the provision of this infrastructure.

Delivering infrastructure with development

Trunk infrastructure upgrades are beyond what is reasonable for one development site to deliver, and one development is only creating a part of the need for that infrastructure.

To deal with this, developers may be required to contribute to delivering trunk infrastructure through paying infrastructure charges to local government and/or directly delivering infrastructure and upgrades.

A local government can only levy infrastructure charges or impose conditions for developers to contribute to the provision of trunk infrastructure if the planning scheme includes an LGIP.

The local government must also have adopted an infrastructure charges resolution (ICR) that transparently identifies the charges that the local government will levy to different types of new development and how these charges are calculated.

While a local government can set their own charges, the Queensland Government sets the maximum charges that a local government may levy for the provision of trunk infrastructure.

The local government then levies infrastructure charges through providing an infrastructure charges notice (ICN) to the developer that identifies the applicable levied charge, how the value has been determined and a timeframe for payment.

Monitoring and reporting

It is also important to monitor that the local infrastructure planning system that has been established is ensuring the timely, equitable and sustainable delivery of infrastructure. This includes providing certainty to developers and investors about how and where infrastructure that is necessary to support proposed new development will be delivered.

Transparent reporting also ensures that there is a clear line-of-sight between levied charges, infrastructure delivery and proposed future expenditure for the delivery of infrastructure. To help with this, local governments are required to make information publicly available about:

- the background material used to inform the preparation of the local government’s infrastructure plan
- how development applicants are charged to contribute to, or have entered into agreement for the delivery of, infrastructure
- the levied infrastructure charges collected by the local government
- the trunk infrastructure items delivered by the local government and developers
- forecast infrastructure charges revenue and trunk infrastructure expenditure for the next four years (as well records of actual revenue, expenditure and infrastructure delivered over the previous financial year).

Regular monitoring is essential to ensuring that infrastructure planning can respond to changing circumstances and emerging trends. Therefore, local governments and SEQ service providers are required to review their LGIPs and water netserv plans every five years.