



# Local Government Infrastructure Plan

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## Extrinsic Material Report Priority Infrastructure Area

**Date: June 2018**

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## 1. Background

Council of the City of Gold Coast (Council) has prepared a Local Government Infrastructure Plan (LGIP) in accordance with the requirements of the *Planning Act 2016*. The new LGIP will replace the current LGIP (formerly a priority infrastructure plan) as part as an amendment to the City Plan.

One of the key components of an LGIP is the Priority Infrastructure Area (PIA). The purpose of the PIA is to clearly identify the area prioritised for the provision of trunk infrastructure for the next 10 to 15 years based on the projections of urban development. The LGIP must at a minimum identify the trunk infrastructure required to service the anticipated urban development inside the PIA at the desired standard of service (DSS). Council is responsible for funding the provision of trunk infrastructure identified within the PIA.

The PIA has been drawn to reflect the requirements of the *Planning Act 2016* and the Strategic Framework of the City of Gold Coast City Plan, which identifies the expected future growth of the City and how it is to be accommodated. The PIA reflects the planned City Plan split of future growth as:

*“...around two thirds are planned to be accommodated in renewed and transformed centres and key inner city urban neighbourhoods, with the remaining one third planned for new communities and in the Coomera Town Centre where supplies of undeveloped land in the urban area still exist.”*

This paper is one of a series of papers explaining Council’s position on key elements of the draft LGIP.

## 2. Purpose

The purpose of this paper is to outline the key matters that have been considered in determining the new draft PIA.

## 3. What is the PIA?

Schedule 2 of the *Planning Act 2016* defines the priority infrastructure area (PIA) as an area:

- a. serviced, or intended to be serviced, with development infrastructure networks; and
- b. used, or approved for use, for-
  - (i) residential purposes, other than rural residential purposes; or
  - (ii) industrial, retail or commercial purposes; or
  - (iii) community or government purposes related to a purpose stated in subparagraph (i) or (ii); and
- c. that will accommodate at least 10, but no more than 15, years of growth for any of those purposes.

For the purposes of clarity, this document will refer to land use purposes identified in the definition of the PIA as ‘urban’ purposes.

The PIA boundary must be identified on a cadastral map over the planning scheme zoning. Whilst there is only one PIA for each LGIP, it is possible that the PIA may contain a number of geographically separate areas.

The Minister’s Guidelines and Rules recognise that there may be circumstances where significant urban development is planned to occur outside the local government’s PIA, such as Priority Development Areas (PDAs) and infrastructure agreement areas. Growth in these areas must be accounted for when determining the PIA.

## 4. Matters considered in determining the PIA

The location of the PIA boundary has significant implications for both the financial sustainability of Council and the viability of development.

Under the Minister's Guidelines and Rules, Council must ensure that it is able to fund trunk infrastructure to service urban growth inside the PIA using revenue from infrastructure charges and other sources.

Under Section 129 of the *Planning Act 2016*, Council may impose a condition for the payment of additional trunk infrastructure costs on development that is located completely or partly outside the PIA and which imposes additional trunk infrastructure costs on the Council. Council is not required to refund these additional costs. This can have a significant impact on the feasibility of development outside the PIA.

When determining the PIA, a balance must therefore be achieved between the following objectives:

- a. including sufficient land inside the PIA to accommodate at least 10 (but not more than 15) years of future urban development and provide certainty for developers
- b. ensuring that Council is able to fund and supply adequate trunk infrastructure to service the assumed urban development inside the PIA.

Determining the PIA is therefore a complex and iterative process which involves:

- determining the assumptions about existing and future urban development and the infrastructure demand generated by this development (planning assumptions)
- assessing the spare capacity of existing trunk infrastructure networks
- identifying future trunk infrastructure required to service the projected demand at the proposed DSS
- assessing whether Council can fund the trunk infrastructure required to service the assumed urban growth within the PIA with reference to its Long Term Financial Forecast (LTFF).

The assumptions about existing and future urban development prepared by Planning and Environment for the Priority Infrastructure Plan (included in Gold Coast Planning Scheme 2003 Version 1.2, Amended October 2010), and utilised by Gold Coast Water for its water and sewerage infrastructure plan, have been used for the new LGIP.

The future growth in the City will occur within the PIA boundary, in accordance with the intentions of the City Plan, as shown *Appendix A – Existing and projected population*, of the LGIP Extrinsic Material Report Planning Assumptions.

		2016	2021	2026	2031
Inside Priority Infrastructure Area	Detached dwellings	350,654	363,686	382,568	393,707
	Attached dwellings	205,064	257,033	297,772	329,894
	Tourist residential	32,956	37,581	43,919	48,899
	Total	588,674	658,299	724,259	772,499

Outside Priority Infrastructure Area	Detached dwellings	18,340	18,534	18,748	18,900
	Attached dwellings	1,172	3,249	3,447	3,455
	Tourist residential	100	100	100	100
	Total	19,612	21,883	22,295	22,455
	Percentage of total population inside PIA	97%	97%	97%	97%

	Percentage of total population outside PIA	3%	3%	3%	3%
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Network planning was undertaken having regard to the number of existing and future dwellings and the amount of existing and future GFA stated for each planning catchment. These were converted into an amount of demand for each catchment, derived from the demand units for each network. The PIA accommodates the expected growth in the City, as detailed in the *LGIP Extrinsic Material Report Planning Assumptions*, with regard to type, scale, location and timing of development.

The City Plan emphasises the importance of infill development to accommodate future population growth. Residential areas included in the Medium and High density residential zones will accommodate the majority of this growth. Based on these zones and density designations the additional dwellings projected to be needed by 2031 in the SEQ Regional Plan will be accommodated within the PIA to provide for the projected population. Further, the City commenced the Greenfield Land Supply Analysis in 2015 to confirm whether the City's current supply of greenfield land has the capacity to accommodate the anticipated growth as outlined in City Plan and in anticipation of the targets proposed in the (then) upcoming draft SEQ Regional Plan. The outcome of this study concluded that the current capacity of greenfield land is sufficient to meet the growth outlined in the City Plan.

*Appendix A* of the *LGIP Extrinsic Material Report Planning Assumptions* shows the projected population growth within the PIA for the period 2016 to 2031. The infill areas are able to accommodate the assumed growth within the existing urban areas. The PIA was drawn to ensure there is sufficient greenfield land to accommodate that proportion of future growth not expected to be accommodated in the infill areas. The growth expected in these areas is shown below:

		2016	2021	2026	2031
<b>Coomera</b>	Detached dwellings	11,983	11,982	11,969	11,969
	Attached dwellings	4,645	16,563	30,689	30,689
	Tourist residential	2	2	280	280
	Total	16,630	28,547	42,938	42,938
<b>Helensvale</b>	Detached dwellings	14,906	16,403	19,185	24,923
	Attached dwellings	4,182	4,182	4,913	5,056
	Tourist residential	3	3	0	0
	Total	19,091	20,588	24,098	29,979
<b>Pimpama</b>	Detached dwellings	12,412	15,329	15,873	15,873
	Attached dwellings	1,326	7,256	7,334	7,334
	Tourist residential	0	0	0	0
	Total	13,738	22,585	23,207	23,207
<b>Worongary - Tallai</b>	Detached dwellings	7,642	10,884	14,798	16,608
	Attached dwellings	339	526	752	856
	Tourist residential	0	0	0	0
	Total	7,981	11,410	15,550	17,464

It can be seen these suburbs will provide for the expected growth for the period of this LGIP. The boundary of the PIA has been drawn accordingly. The map included in Appendix A illustrates the relationship between land use zones, SA2's and the PIA boundary.

## 5. Principles for amending the current PIA boundary

The principles stated in Table 1 were used when amending the current PIA boundary to ascertain the draft new PIA. These decision rules address matters contained within the *Planning Act 2016* definition of the PIA.

**Table 1 – Principles for amending the current PIA boundary**

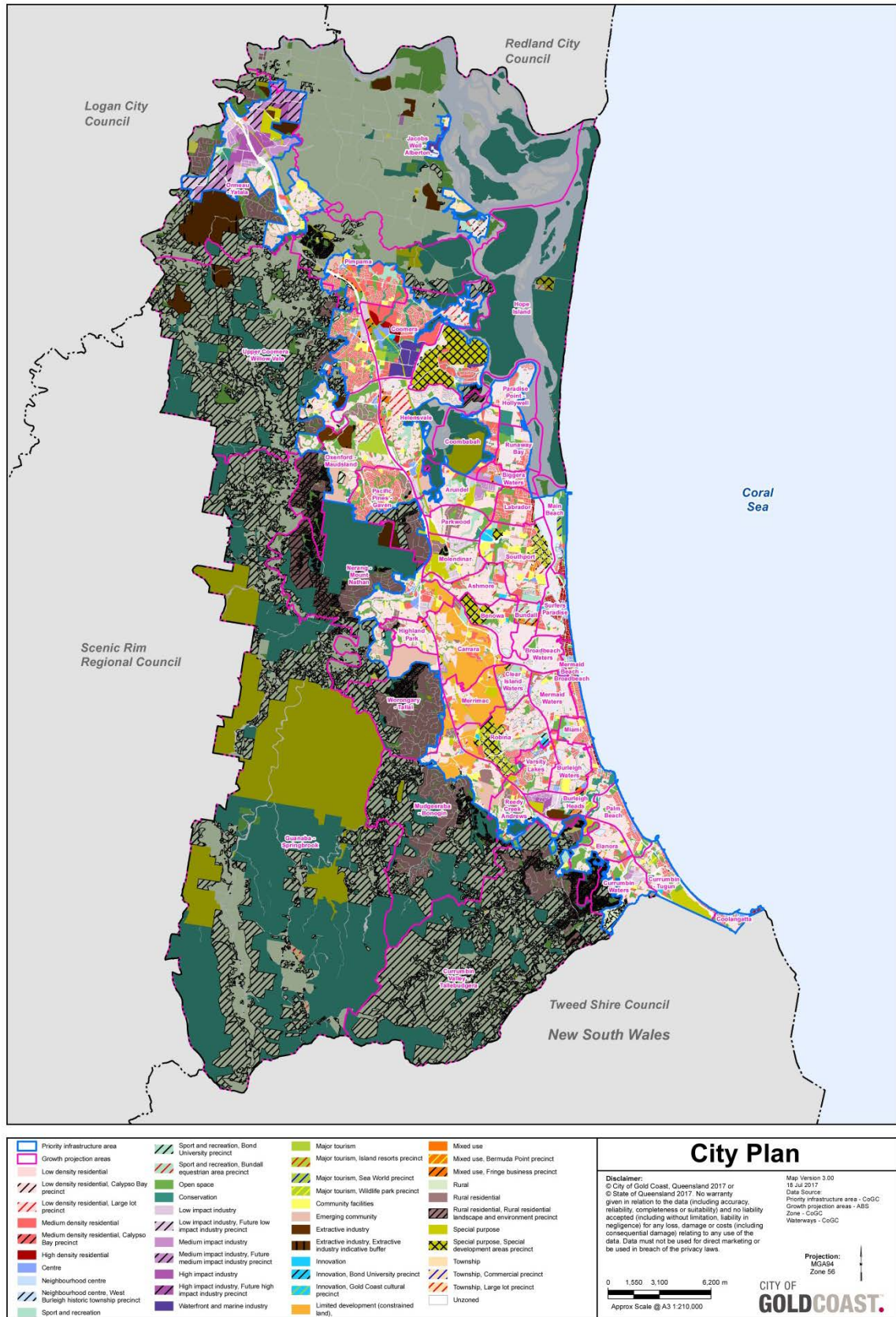
Item No.	Scenario	Recommendation	Reasons
1	Multiple zoning (Split zone) for a land parcel located on the PIA boundary	Align the PIA boundary with the zone boundary where one zone is urban and the other is rural or rural residential.  The exception to this is where there is a current development approval for urban development on the rural or rural residential zoned portion of the land.	Aligning the PIA with the zoning boundary provides the opportunity to exclude rural and rural residential zoned areas.  However in the case where there is a current development application or approval for urban development on the rural or rural residential zoned portion of the land that is likely to proceed, the land will be required to be serviced with development infrastructure and will therefore be included in the PIA.
2	Land in the open space or sport and recreation zone located on the PIA boundary	To be included if it is serviced, or intended to be serviced by development infrastructure.	It is considered that open space, and sport and recreation have a predominantly urban purpose as they service urban development. It should be included if it is serviced, or intended to be serviced by development infrastructure.
3	Golf course located on the PIA boundary	To be included if it is serviced, or intended to be serviced by development infrastructure.	Golf courses are generally zoned as Sport and Recreation or Open Space, which are considered to have a predominately urban purpose as they service urban development. It should be included if it is serviced, or intended to be serviced by development infrastructure.
4	Future trunk parks located on the PIA boundary	To be included if it is serviced, or intended to be serviced by development infrastructure.	Irrespective of zoning, trunk parks are considered to have an urban purpose as they service urban development and therefore should be included if they are serviced, or intended to be serviced by development infrastructure.
5	Rural zoned land located on the PIA boundary	To be excluded from the PIA. The exception to this is where there is a current development approval or undecided application (for urban development) that is likely to proceed.	The Planning Act definition of the PIA does not include rural zoned land as appropriate for inclusion in the PIA.  The exception to this is where there is a current development approval or an undecided application for urban development that is likely to proceed. In such cases, the land will be required to be serviced with development infrastructure and will therefore be included in the PIA.
6	Rural residential zoned land located on the	To be excluded from the PIA. The exception to this is where there is a current development approval or	The Planning Act definition of the PIA specifically excludes rural residential zoned land from the PIA. The exception to this is where there is a

Item No.	Scenario	Recommendation	Reasons
	PIA boundary	undecided application (for urban development) that is likely to proceed.	current development approval or an undecided application for urban development that is likely to proceed. In such cases, the land will be required to be serviced with development infrastructure and will therefore be included in the PIA.
7	Conservation zone located on the PIA boundary	To be excluded from the PIA.	Conservation zones are typically not serviced by trunk infrastructure and are not intended for urban purposes under the City Plan.
8	Unzoned Marina	To be excluded from the PIA.	The PIA should be consistent with City Plan zoning intention.
9	Extractive industry zone and special purpose zone in Stapylton located on the PIA boundary	Extractive industry zone to be excluded from the PIA. Special purpose zoned sites to be decided on a case by case based on whether currently serviced or intended to be serviced by the either water or sewer networks.	The extractive industry zone is not intended for urban purposes. Certain special purpose zoned sites are serviced by the majority of trunk infrastructure networks and therefore can be included in the PIA.
10	Rural and rural residential zoned land surrounded by urban land	Rural and Rural residential zoned land to be excluded unless currently serviced or intended to be serviced by the water or sewer networks.	Rural and rural residential zoned land is inconsistent with the Planning Act definition of the PIA. However by virtue of their location these areas are often serviced by water or sewer networks. Including these areas helps with legibility of mapping.
11	Road easements, waterbodies or gaps between property and council boundaries	To be included.	Improves legibility of map and low risk of including these areas.
12	Misalignments to the cadastre boundary	PIA boundary to be aligned with Feb 2016 cadastre boundary.	Improvements to GIS data quality. PIA maps must be legible at the lot level.
13	Other GIS errors such as dangles, gaps, and self-intersection, etc.	To be cleaned as per general GIS rules.	Improvements to GIS data quality. PIA maps must be legible at the lot level.
14	Current development approvals	Land with a development approval which will likely be serviced with development infrastructure should generally be included.	Irrespective of the zoning or current use of the land, if there is an approval for urban development and the land will be required to be serviced with development infrastructure, it should be included in the PIA.



# Appendix A

Local Government Infrastructure Plan Map - Priority infrastructure area and growth projection areas







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For more information

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