7.11. LOCAL GOVERNMENT INFRASTRUCTURE PLAN - STATUTORY REVIEW

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EXECUTIVE	General Manager Corporate and Communities
DEPARTMENT	Corporate and Communities
TEAM	Environment and Planning
DATE	27 October 2026

RECOMMENDATION

That Council:

1. **Receive the statutory review of the Local Government Infrastructure Plan in accordance with Section 25(3) of the *Planning Act 2016.***

2. **Resolve to amend the Local Government Infrastructure Plan in accordance with the Minister's Guidelines and Rules 2023.**

3. **Approve $200,000 to deliver the Local Government Infrastructure Plan amendment project commencing in January 2027 noting:**

    a. **$50,000 to be provided in 2026/27 annual budget and $150,000 in the forecast 2027/28 annual budget.**

    b. **Amendments to the 2026/27 annual budget ($50,000) will be subsequently reflected in Budget Review 1.**

EXECUTIVE SUMMARY

Under the *Planning Act 2016* (the Act) all local governments in Queensland are required to include a Local Government Infrastructure Plan (LGIP) in the planning scheme to levy infrastructure charges and impose conditions for trunk infrastructure on development approvals.

An LGIP is a strategic planning tool that identifies shared infrastructure necessary to service local communities (trunk infrastructure). It identifies a growth scenario (called the planning assumptions) and a local government's plans for trunk infrastructure to service urban development at the desired standard of service for this demand. An LGIP is effectively a commitment, in terms of what infrastructure is necessary and will be provided, to service future growth and development envisaged by a planning scheme for a 15-to-30-year planning horizon.

On 5 June 2018, Douglas Shire Council, adopted the current LGIP following commencement of the Douglas Shire Planning Scheme on 3 January 2018. Section 25 (3) of *the Act* requires

that Council must review its LGIP within five (5) years after the LGIP was included in the planning scheme.

The purpose of an LGIP review is to consider the accuracy, currency, and relevance of the LGIP. In undertaking the review, Council must comply with the Minister's Guidelines and Rules (MGR) 2024 and use the approved LGIP Review Checklist (Form MGR5.1).

The review of the LGIP has been completed, and recommends that Council decide to amend the LGIP in accordance with the MGR.

PREVIOUS COUNCIL CONSIDERATIONS / RESOLUTIONS

At the Ordinary Meeting held on 5 June 2018, Council adopted the current Local Government Infrastructure Plan (LGIP).

REPORT/BACKGROUND

Local Government Infrastructure Plan (LGIP)

Infrastructure planning aims to align the planning and delivery of future infrastructure with the projected demand for community services such as drinking water, sewerage, transport and parks. Local governments plan for infrastructure in many ways including via LGIP's prepared under *the Act*.

An LGIP is a strategic planning tool that identifies shared (trunk) infrastructure necessary to service local communities. An LGIP forms part of and is integrated with land use planning under a local government planning scheme. An LGIP is effectively a commitment, in terms of what infrastructure is necessary and will be provided, to service future growth and development envisaged by a planning scheme for a 15-to-30-year planning horizon.

An LGIP is Council's long term strategic plan for infrastructure provision in the same way its planning scheme designates land for future urban development. It is important to ensure that the LGIP is accurate, current, and relevant as it has strategic significances for land use planning as well as financial sustainability (see Figure 1 below). It formalises Council's planning and financial obligations for infrastructure and servicing.

A local government is required to include an LGIP as part of its planning scheme particularly where it levies infrastructure charges. The purpose of an LGIP is to:

- Integrate infrastructure planning with land use planning identified in the Douglas Shire Planning Scheme – e.g. see Figure 2 below
- Outline the intended provision of trunk (shared) infrastructure for Douglas Shire – e.g. identifies infrastructure necessary to connect a new urban area to existing networks
- Enables council to estimate the cost of trunk infrastructure to assist long-term financial planning – e.g. estimates how much future infrastructure will cost
- Ensures that trunk infrastructure is planned and provided in an efficient and orderly manner – e.g. prevents development occurring out of sequence

- Provides a basis for the conditioning of trunk infrastructure through development application processes – e.g. allows Council to condition the delivery of LGIP infrastructure by applicants under a development approval

An LGIP includes the following components:

- Planning assumptions – align the expected future land use intensity, and type and pattern of development as envisaged by the planning scheme, to infrastructure planning
- Priority Infrastructure Area (PIA) - the area designated under the LGIP which Council has prioritised for the provision of trunk infrastructure for 10-to-15 years
- Desired Standards of Service (DSS) - planning and design standards for trunk infrastructure
- Plans for Trunk Infrastructure (PFTI) - maps of trunk infrastructure items necessary to service the projected urban development
- Schedule of Works (SOW) model – calculates the estimated cost and indicates the timing for provision of individual items of trunk infrastructure
- Extrinsic material – background documents and technical reports informing the LGIP

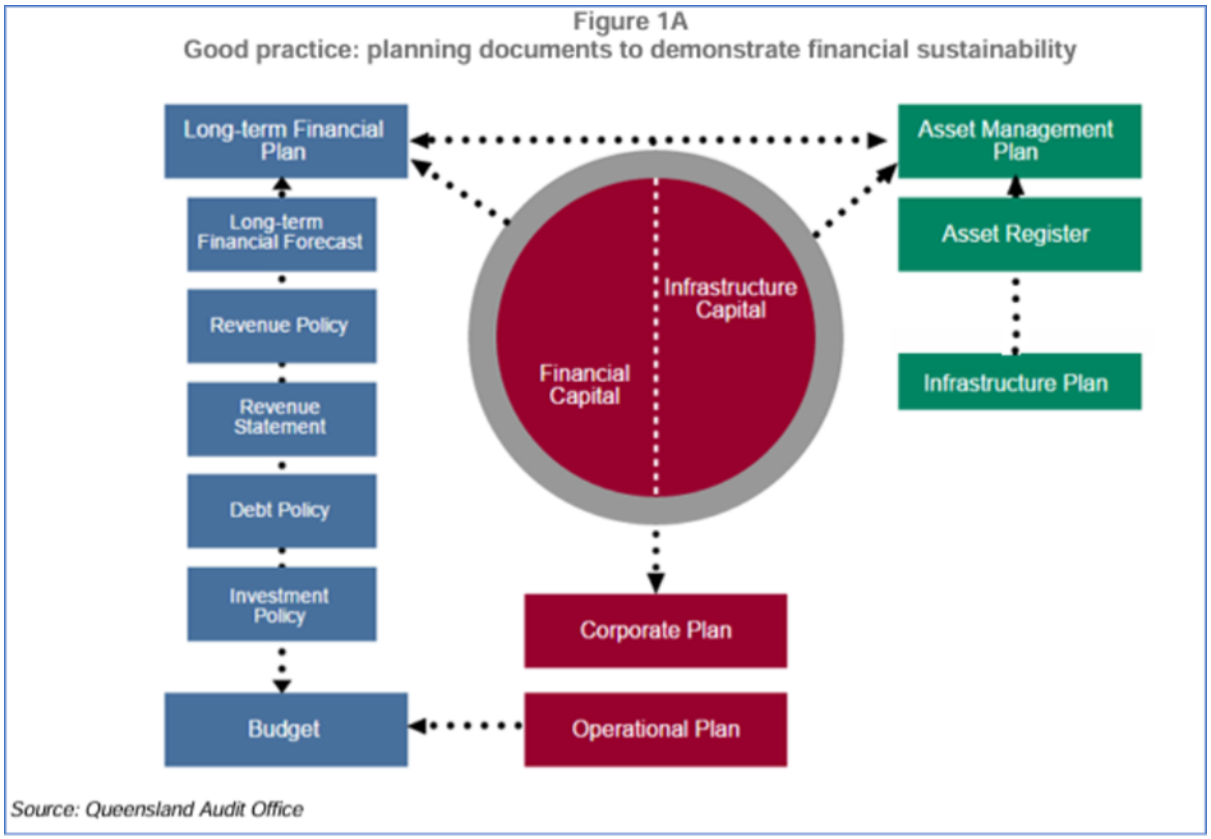


Figure 1: Infrastructure planning and financial planning and sustainability.

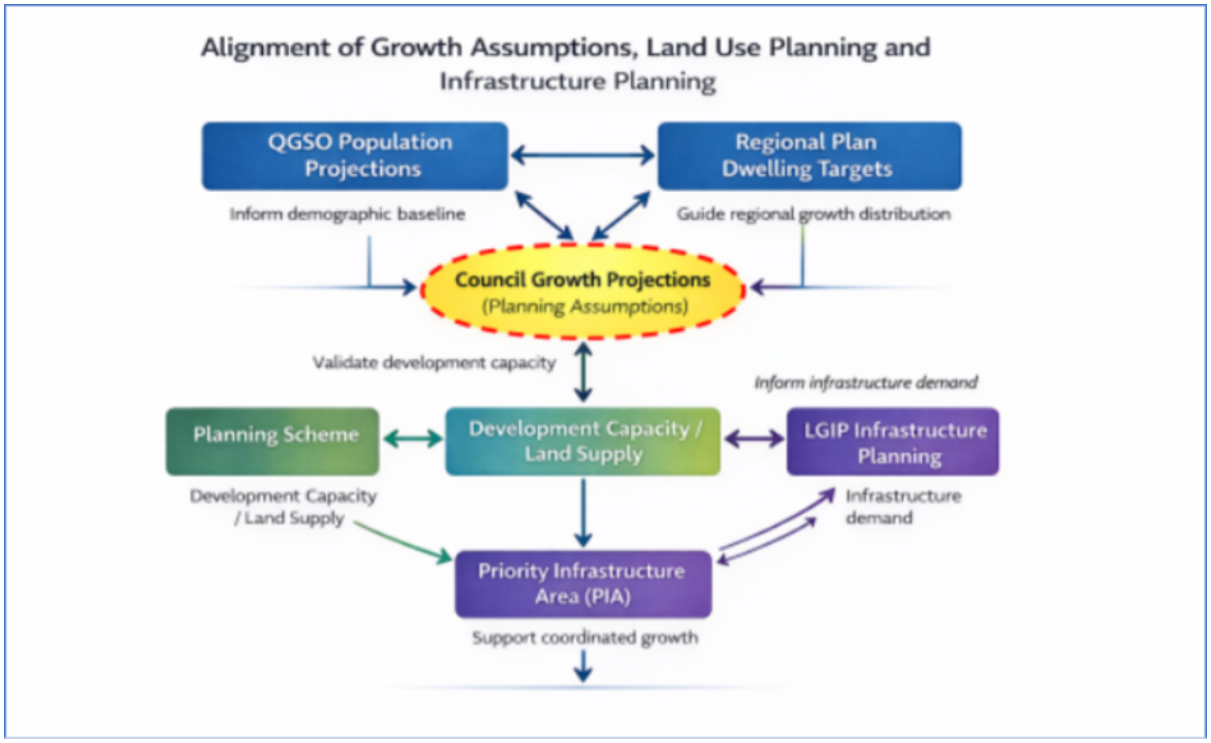


Figure 2: Infrastructure and land use planning integration.

LGIP Statutory Review

In accordance with section 25(3) of *the Act* and Chapter 5, Part 5 of the MGR, Council must consider the accuracy, currency and relevance of the adopted LGIP, using the Review Checklist within five (5) years of adoption.

The review of the LGIP has been completed by Integrated Infrastructure Planning (LGIP Consultant), and the following matters have been identified as opportunities for amendment:

- The Queensland Government Statistician's Office (QGSO) has released updated population and dwelling projections (2025 series). The planning assumptions in the adopted LGIP have a base year of 2011 and are to be updated to maintain a 15-year forecast horizon from the base year.

- The Priority Infrastructure Area (PIA) is to be reviewed to confirm it continues to accommodate 10-15 years of urban growth, consistent with *the Act*.

- Network planning (desired standards of service, service catchments and schedules of works) is to be reviewed for each trunk network to ensure it reflects current growth forecasts and the requirements of the updated MGR (July 2024).

A copy of the completed Review Checklist is attached (Attachment A – Review Checklist).

A detailed report prepared by the LGIP consultant to summarise the findings of the LGIP statutory review is attached (Attachment B – LGIP Review Report).

Council is to therefore, in accordance with the process outlined in Chapter 5, Part 5 of the MGR, required to decide to complete the statutory five (5) year review and:

- Make an LGIP amendment (Part 3 process);

- Make a new LGIP (Part 4 process); or

- Not make an LGIP amendment.

It is recommended that Council decide to amend the Local Government Infrastructure Plan as a result of the five (5) year review and commence an amendment process in accordance with the MGR.

Within 20 business days of the review being undertaken, Council must also write to the Chief Executive of the Department of State Development, Infrastructure and Planning (DSDIP) advising that the review has been completed and the decision to make an LGIP amendment has been made in accordance with section 23.2 of the MGR.

If Council decides not to make an LGIP amendment, a further process is required which includes the following steps:

- Council must consult with the Department of Transport and Main Roads
- Council contracts an Appointed Reviewer (from a panel of contractors pre-approved by DSDIP) to conduct a compliance check
- The Minister then considers the material and, decides whether the review requirements have been satisfied, as outlined in Part 5 of the MGR

The above option is not recommended and unlikely to be supported by the Chief Executive, DSDIP based on the currency, accuracy and relevance of the current LGIP.

LGIP Amendment Process

The process for making an LGIP amendment is set out under *the Act* and Part 3 of the MGR and generally includes the following steps:

- Council decides to make an LGIP amendment (this proposed resolution)
- Council prepares a proposed LGIP amendment in accordance with Part 6 of the MGR and in consultation with the Department of Transport and Main Roads
- Council contracts an Appointed Reviewer (from a panel of contractors pre-approved by the Department of State Development, Local Government, Infrastructure and Planning) to conduct a first compliance check of the proposed LGIP
- After receiving a written statement from the Appointed Reviewer confirming that the proposed LGIP amendment complies with the MGR, Council sends the proposed LGIP amendment and supporting information to the Minister requesting a review of the proposed LGIP amendment
- The Minister considers the proposed LGIP amendment and, when satisfied that the proposed LGIP amendment is appropriate, advises Council to proceed to public consultation
- Public consultation is undertaken for at least 15 business days
- Council considers any submissions received, and decides whether or not to make changes to the proposed LGIP amendment in response to the submissions

- Council sends the proposed LGIP amendment and supporting information to the Minister for consideration

- The Minister considers the proposed LGIP and, when satisfied that the proposed LGIP amendment is appropriate, advises that Council may adopt the proposed amendment; and

- Council decides whether to adopt the proposed LGIP amendment, advises the State and includes the updated documents on its website.

An LGIP amendment will typically take 12 to 18 months to complete, depending on the extent of changes.

The LGIP amendment process requires 'whole of Council' input including Council's planning, infrastructure and finance departments. A steering committee has been established to ensure the project, and 'whole of Council' involvement is coordinated. Ensuring the amended LGIP takes into account and aligns with Council's broader infrastructure and financial planning will also be an important task for the steering committee.

FINANCIAL AND RESOURCE IMPLICATIONS

Under *the Act*, a local government's ability to levy charges for trunk infrastructure is contingent on the planning scheme including a compliant LGIP.

The LGIP amendment project will require input from Council's asset and infrastructure owners including:

- Information on trunk infrastructure developed since the LGIP commenced

- Information and advice on completed infrastructure studies or plans informing individual networks

- Information on asset management plans and capital works programs relevant to existing and planned trunk infrastructure

- Information on existing trunk infrastructure shown in the LGIP that has been augmented, deleted or replaced since the LGIP commenced

Consultation with Council's infrastructure planning and delivery teams during the LGIP statutory review process identified opportunities to align future network planning tasks with the LGIP including whole of shire network reports for water and sewerage. This may require allocated budget for these projects to be brought forward so the LGIP can be prepared concurrently with key network planning tasks.

The LGIP Review Report recommends considering the inclusion of stormwater in addition to the current trunk infrastructure networks. Council currently has no broader drainage network planning and has not historically levied charges for drainage. The inclusion of drainage under the LGIP will allow Council to levy additional charges for drainage on new development. Infrastructure planning for drainage is important to ensure this network is designed and developed to achieve appropriate standards including for the conveyance and storage of stormwater runoff but also for water quality and environmental outcomes.

It is anticipated that the preliminary stages of the LGIP amendment project will determine overall budget requirements. There is currently $200,000 included in the forecast 2027/28

budget, however on the basis that the project is to commence in early 2027 to align with Council's Planning Scheme amendment work, management is seeking Council approval to provide $50,000 in the 2026/27 operating budget which will be subsequently reflected in Budget Review 1 (BR1) scheduled for presentation to Council in November 2026.

RISK MANAGEMENT IMPLICATIONS

Non-compliance with Council's obligation under *the Act* to review the LGIP every five (5) years exposes Council to legal risks associated with the delivery of trunk infrastructure. Reviewing the LGIP in terms of its accuracy and currency ensures that conditions requiring a third-party to deliver trunk infrastructure are able to be imposed.

ENVIRONMENTAL IMPLICATIONS

The LGIP review has recommended that Council consider including a drainage network in the current LGIP.

Including a drainage network in the LGIP will contribute to environmental outcomes for stormwater quality with the opportunity to require higher levels of water sensitive urban design inclusions.

SOCIAL IMPLICATIONS

Infrastructure identified in the LGIP is necessary to service the growing needs of the Douglas Shire community. This includes infrastructure that supports active, healthy and socially engaged communities such as pedestrian and cycle networks and parks and community facilities

CORPORATE AND OPERATIONAL PLAN

This report has been prepared in accordance with the following:

Corporate Plan 2025-2030 Initiatives:

Theme 1 - Liveability
To deliver community activities to promote safe, healthy, inclusive and socially engaged communities with an environmental conscious.
1.6 - *Create and maintain parks and open spaces to preserve, protect and sustain our natural assets.*
1.8 - *Provide safe, efficient and reliable water and wastewater services.*

Theme 2 - Prosperity
Council plans, builds and maintains the infrastructure required to improve our lifestyle and promote economic growth, working actively to support local businesses.
2.4 - *Assess developments against the planning scheme.*

Theme 3 - Service Delivery
We deliver Council services effectively and efficiently to meet community expectations, focusing on the wellbeing of both the community and our employees.
3.6 - *Deliver Council services to meet community expectations.*

Operational Plan 2026-2027 Actions:

Legislative requirement.

LEGISLATION AND POLICY

- *Planning Act 2016*
- *Planning Regulation 2017*
- Minister's Guidelines and Rules 2024
- Douglas Shire Planning Scheme 2018
- Local Government Infrastructure Plan (LGIP)

CONSULTATION

Internal Consultation:

- Environment and Planning Team
- Water and Wastewater Team
- Maintenance and Operations Team
- Finance Team
- Infrastructure Planning and Delivery Team

External Consultation:

Council must, within 20 business days of completing the review, advise the Chief Executive of the State department of the outcome of the review, in accordance with the MGR.

CONCLUSION

It is recommended that Council complete the statutory process for the review of the LGIP Section 25(3) of *the Act* and decide to commence an LGIP amendment in accordance with Part 3 of the MGR.

ATTACHMENTS

1. Attachment A - Review Checklist - Doc Id 1394283 [**7.11.1** - 5 pages]
2. Attachment B - LGIP Review Report - Doc Id 1394298 [**7.11.2** - 10 pages]

LGIP review checklist

Approved form MGR5.1 under the Planning Act 2016 ***Douglas Shire Council – 2026 Statutory 5-year review in accordance with Section 25(3) of the Act***

Review principles:

- A reference in the checklist to the LGIP is taken to include a relevant reference to the *Planning Act 2016* and chapter 5 of the Minister's Guidelines and Rules.
- Terms in this checklist that are defined in the *Planning Act 2016* or the Minister's Guidelines and Rules.

The checklist must not be taken to cover all requirements of the *Planning Act 2016* and the Minister's Guidelines and Rules. Local governments must still have regard to the requirements as set out in the *Planning Act 2016* and the Minister's Guidelines and Rules when preparing or amending an LGIP.

Local government infrastructure plan (LGIP) checklist				To be completed by local government		To be completed by appointed reviewer			
LGIP outcome	**LGIP component**	**Number**	**Requirement**	**Requirement met (yes/no)**	**Local government comments**	**Compliant (yes/no)**	**Justification**	**Corrective action description**	**Recommendation**
The LGIP is consistent with the legislation for LGIPs and the Minister's Guidelines and Rules	**All**	1.	The LGIP sections are ordered in accordance with the LGIP template.	Yes					
		2.	The LGIP sections are correctly located in the planning scheme.	Review	Make the LGIP available in the planning scheme on Council's website				
		3.	The content and text complies with the mandatory components of the LGIP template.	Review	New version of the guidance materials issued July 2024. Review for continued compliance.				
		4.	Text references to numbered paragraphs, tables and maps are correct.	Review	Minor drafting errors in section 4.2.1, 4.4.3 and 4.4.4.				
	Definitions	5.	Additional definitions do not conflict with statutory requirements.	N/a					
	Preliminary section	6.	The drafting of the Preliminary section is consistent with the LGIP template.	Review	New version of the guidance materials issued July 2024. Review for continued compliance.				
		7.	All five trunk networks are included in the LGIP. (If not, which of the networks are excluded and why have they been excluded?)	Review	The stormwater was not previously included in the LGIP.				
	Planning assumptions - structure	8.	The drafting of the Planning assumptions section is consistent with the LGIP template.	Yes					
		9.	All the projection areas listed in the tables of projections are shown on the relevant maps and vice versa.						
		10.	All the service catchments listed in the tables of projected infrastructure demand are identified on the relevant plans for trunk infrastructure (PFTI) maps and vice versa.						
	Planning assumptions - methodology	11.	The population and dwelling projections are based on those prepared by the Queensland Government Statistician (as available at the time of preparation) and refined to reflect development trends in the local government area.	Review	The QGSO have released updated projections in 2026.				
		12.	The employment and non-residential development projections align with the available economic development studies, other reports about employment or historical rates for the area.	Review	Review the projections based on updated studies and information.				

Review principles:

- A reference in the checklist to the LGIP is taken to include a relevant reference to the *Planning Act 2016* and chapter 5 of the Minister's Guidelines and Rules.
- Terms in this checklist that are defined in the *Planning Act 2016* or the Minister's Guidelines and Rules.

The checklist must not be taken to cover all requirements of the *Planning Act 2016* and the Minister's Guidelines and Rules. Local governments must still have regard to the requirements as set out in the *Planning Act 2016* and the Minister's Guidelines and Rules when preparing or amending an LGIP.

Local government infrastructure plan (LGIP) checklist				To be completed by local government		To be completed by appointed reviewer			
LGIP outcome	**LGIP component**	**Number**	**Requirement**	**Requirement met (yes/no)**	**Local government comments**	**Compliant (yes/no)**	**Justification**	**Corrective action description**	**Recommendation**
		13.	The developable area excludes all areas affected by absolute constraints such as steep slopes, conservation and flooding.	Review	Utilise current constraints in the development of new planning assumptions				
		14.	The planned densities reflect realistic levels and types of development having regard to the planning scheme provisions and current development trends.	Review	Review the densities based on updated studies and information.				
		15.	The planned densities account for land required for local roads and other infrastructure.						
		16.	The population and employment projection tables identify "ultimate development" in accordance with the defined term.						
		17.	Based on the information in the projection tables and other available material, it is possible to verify the remaining capacity to accommodate growth, for each projection area.						
		18.	The determination of planning assumptions about the type, scale, timing and location of development, reflect an efficient, sequential pattern of development.						
		19.	The relevant state agency for transport matters and the distributor-retailer responsible for providing water and wastewater services for the area (if applicable), has been consulted in the preparation of the LGIP (What was the outcome of the consultation?)						
	Planning assumptions - demand	20.	The infrastructure demand projections are based on the projections of population and employment growth.	Review	Updated demand projections will be needed to reflect updated planning assumptions.				
		21.	The infrastructure units of demand align with those identified in the Minister's Guidelines and Rules, or where alternative demand units are used, their numerical relationship to the standard units of demand is identified and explained.						
		22.	The demand generation rates align with accepted rates and/or historical data.						
		23.	The service catchments used for infrastructure demand projections are identified on relevant PFTI maps and demand tables.						
		24.	The service catchments for each network cover, at a minimum, the urban areas, and						

Review principles:

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- Terms in this checklist that are defined in the *Planning Act 2016* or the Minister's Guidelines and Rules.

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Local government infrastructure plan (LGIP) checklist				To be completed by local government		To be completed by appointed reviewer			
LGIP outcome	**LGIP component**	**Number**	**Requirement**	**Requirement met (yes/no)**	**Local government comments**	**Compliant (yes/no)**	**Justification**	**Corrective action description**	**Recommendation**
			enable urban development costs to be compared.						
		25.	The asset management plan (AMP) and Long Term Financial Forecast (LTFF) align with the LGIP projections of growth and demand. (If not, what process is underway to achieve this?)	Review	Review continued alignment of the LGIP with other Council strategies.				
	Priority infrastructure area (PIA)	26.	The drafting of the PIA section is consistent with the LGIP template.	Review	New version of the guidance materials issued July 2024. Review for continued compliance.				
		27.	Text references to PIA map(s) are correct.						
		28.	The PIA boundary shown on the PIA map is legible at a lot level and the planning scheme zoning is also shown on the map.	Review	Ensure each parcel can be viewed on the pdf maps				
		29.	The PIA includes all areas of existing urban development serviced by all relevant trunk infrastructure networks at the time the LGIP was prepared.						
		30.	The PIA accommodates growth for at least 10 years but no more than 15 years.	Review	A review of the capacity of the PIA is required to ensure ongoing capacity for 10-15 year's growth.				
		31.	The PIA achieves an efficient, sequential pattern of development.	Yes					
		32.	If there is an area outside the PIA that the planning assumptions show is needed for urban growth in the next 10 to 15 years, why has the area been excluded from the PIA?	Review	An LGIP review is required to ensure ongoing capacity for 10-15 year's growth.				
	Desired standards of service (DSS)	33.	The drafting of the DSS section is consistent with the LGIP template.	Review	New version of the guidance materials issued July 2024. Review for continued compliance.				
		34.	The DSS section states the key planning and design standards for each network.	Review	The stormwater was not previously included in the LGIP.				
		35.	The DSS reflects the key, high level industry standards, regulations and codes, and planning scheme policies about infrastructure.	Review	Review the DSS to ensure the most up to date standards are reflected.				
		36.	There is alignment between the relevant levels of service stated in the local government's AMP and the LGIP. (If not, what process is underway to achieve this?)	Review	Review continued alignment of the LGIP with other Council strategies.				

Review principles:

- A reference in the checklist to the LGIP is taken to include a relevant reference to the *Planning Act 2016* and chapter 5 of the Minister's Guidelines and Rules.
- Terms in this checklist that are defined in the *Planning Act 2016* or the Minister's Guidelines and Rules.

The checklist must not be taken to cover all requirements of the *Planning Act 2016* and the Minister's Guidelines and Rules. Local governments must still have regard to the requirements as set out in the *Planning Act 2016* and the Minister's Guidelines and Rules when preparing or amending an LGIP.

Local government infrastructure plan (LGIP) checklist				To be completed by local government		To be completed by appointed reviewer			
LGIP outcome	**LGIP component**	**Number**	**Requirement**	**Requirement met (yes/no)**	**Local government comments**	**Compliant (yes/no)**	**Justification**	**Corrective action description**	**Recommendation**
	Plans for trunk infrastructure (PFTI) – structure and text	37.	The drafting of the PFTI section is consistent with the LGIP template.	Review	New version of the guidance materials issued July 2024. Review for continued compliance.				
		38.	PFTI maps are identified for all networks listed in the Preliminary section.						
		39.	PFTI schedule of works summary tables for future infrastructure are included for all networks listed in the Preliminary section.						
	PFTI – Maps *[Add rows to the checklist to address these items for each of the networks]*	40.	The maps clearly differentiate between existing and future trunk infrastructure networks.						
		41.	The service catchments referenced in the schedule of works (SOW) model and infrastructure demand summary tables are shown clearly on the maps.						
		42.	Future trunk infrastructure components are identified (at summary project level) clearly on the maps including a legible map reference.						
		43.	The infrastructure map reference is shown in the SOW model and summary schedule of works table in the LGIP.						
	Schedules of works *[Add rows to the checklist to address these items for each of the networks]*	44.	The schedule of works tables in the LGIP comply with the LGIP template.	Review	New version of the guidance materials issued July 2024. Review for continued compliance.				
		45.	The identified trunk infrastructure is consistent with the *Planning Act 2016* and the Minister's Guidelines and Rules.						
		46.	The existing and future trunk infrastructure identified in the LGIP is adequate to service at least the area of the PIA.	Review	Network planning to be updated to reflect updated planning assumptions and the reviewed PIA.				
		47.	Future urban areas outside the PIA and the demand that will be generated at ultimate development for the relevant network catchments have been considered when determining the trunk infrastructure included in the SOW model.	Review	Review to ensure ongoing capacity for 10-15 year's growth.				
		48.	There is alignment of the scope, estimated cost and planned timing of proposed trunk capital works contained in the SOW model and the relevant inputs of the AMP and LTFF. (If not, what process is underway to achieve this?)	Review	Review continued alignment of the LGIP with other Council strategies.				
		49.	The cost of trunk infrastructure identified in the SOW model and schedule of work	Yes					

Review principles:

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- Terms in this checklist that are defined in the *Planning Act 2016* or the Minister's Guidelines and Rules.

The checklist must not be taken to cover all requirements of the *Planning Act 2016* and the Minister's Guidelines and Rules. Local governments must still have regard to the requirements as set out in the *Planning Act 2016* and the Minister's Guidelines and Rules when preparing or amending an LGIP.

Local government infrastructure plan (LGIP) checklist				To be completed by local government		To be completed by appointed reviewer			
LGIP outcome	**LGIP component**	**Number**	**Requirement**	**Requirement met (yes/no)**	**Local government comments**	**Compliant (yes/no)**	**Justification**	**Corrective action description**	**Recommendation**
			tables is consistent with legislative requirements.						
	SOW model	50.	The submitted SOW model is consistent with the SOW model included in the Minister's Guidelines and Rules.	Review	New version of the guidance materials issued July 2024. Review for continued compliance.				
		51.	The SOW model has been prepared and populated consistent with the Minister's Guidelines and Rules.	Yes					
		52.	Project owner's cost and contingency values in the SOW model do not exceed the ranges outlined in the Minister's Guidelines and Rules.	Yes					
		53.	Infrastructure items included in the SOW model, SOW tables and the PFTI maps are consistent.	Yes					
	Extrinsic material	54.	All relevant material including background studies, reports and supporting information that informed the preparation of the proposed LGIP is available and identified in the list of extrinsic material.	Review	Extrinsic material reports to be updated to reflect any changes to network planning.				
		55.	The extrinsic material explains the methodology and inter-relationships between the components and assumptions of the LGIP.	Review	Extrinsic material reports to be updated to reflect any changes to network planning.				

Douglas Shire Council

Local Government Infrastructure Plan (LGIP) review summary

September 2026

Executive summary

The purpose of this report is to summarise the findings of the statutory review of the Local Government Infrastructure Plan (LGIP) and a recommended pathway for a future amendment.

Section 25(3) of the *Planning Act 2016* requires Council to review the LGIP within 5 years of adoption. Douglas Shire Council's LGIP was adopted 19 June 2018 (effective 1 July 2018) making the statutory review overdue.

The statutory review has been completed which confirms the LGIP requires updating, with new planning assumptions, network planning and a review of PIA required (refer Table 2 below for a summary of the observations made during the review). A report has been prepared for Council, recommending an LGIP amendment.

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1. Project purpose

The purpose of this report is to summarise the findings of the statutory review of the Local Government Infrastructure Plan (LGIP) and a recommended pathway for a future amendment.

2. Statutory framework

Section 25(3) of the *Planning Act 2016* requires Council to review the LGIP within 5 years of adoption. Douglas Shire Council's LGIP was adopted 19 June 2018 (effective 1 July 2018) making the statutory review overdue.

2.1. Legislative context

The *Planning Act 2016,* particularly sections 111 and 113, requires a planning scheme to include a LGIP to lawfully levy infrastructure charges and impose trunk infrastructure conditions.

The *Minister's Guidelines and Rules 2024* (MGR), Chapter 5, guides the development, review and amendment of an LGIP. The MGR clearly states that an interim amendment (Part 2) cannot be the amendment process used to respond to a 5-year review of the LGIP.

The *Guidance for the Minister's Guidelines and Rules (July 2024)* contains the current LGIP template (Appendix 1) and SOW model guidance.

2.2. Regional and local context

Douglas Shire's context is unique as a significant proportion of the Shire is World Heritage-listed (Wet Tropics), the economy is strongly tourism-driven (Port Douglas), and water supply and sewerage networks are managed by Council rather than through a distributor-retailer arrangement.

3. Review of the LGIP

The MGR requires Council to use the Review Checklist and Chapter 5 to review the accuracy, currency and relevance of the LGIP. This section summarises the observations made during the review.

The adopted LGIP is difficult to locate on Council’s website, with the planning scheme landing page showing a historical message. The LGIP (including Schedule 3) is contained on the website as part of the Council resolution in 2018, but this has not been transferred into the planning scheme.

DOUGLAS SHIRE PLANNING SCHEME

PART 4 LOCAL GOVERNMENT INFRASTRUCTURE PLAN

(1) Part 4 - Local government infrastructure plan (LGIP) is not reflected in the planning scheme. In accordance with Section 997(4) of the *Sustainable Planning Act 2009*, Council has until 30 June 2018 to finalise a LGIP. Council's current adopted charges resolution continues to have effect.

3.1. Preliminary

The current LGIP lists only four of the possible five trunk networks, being water supply, sewerage, transport, and parks and land for community facilities. Planning for the stormwater network is not currently included in the LGIP. However, the planning assumptions table (SC 3.1.3 Planned density and demand generation rate for a trunk infrastructure network) states a stormwater demand-generation rate for every development type.

Council could consider including the stormwater network in a future LGIP, with quantity and quality elements allowable in the statutory framework. This decision is likely to be influenced by the level of network planning available, including demand analysis, desired standards of service, capture of existing trunk infrastructure information, detailed network analysis and identification of future projects required to service demand.

3.2. Planning assumptions

The base date for the planning assumptions is 2011, with a growth forecast for the 5-year cohorts of 2016, 2021, 2026 and 2031. The State Government has released several newer population and dwelling projections since 2011, with the most recent release in August 2026. The current MGR requires alignment with the latest available series.

The planning assumptions in the LGIP (see below) show significant differences from the recent QGSO release (Table 1).

Table 4.2.2—Population and employment assumptions summary

COLUMN 1 DESCRIPTION	COLUMN 2 ASSUMPTIONS					
	Base date 2011	2016	2021	2026	2031	Ultimate development[1]
POPULATION	15,546	17,591	18,785	19,875	21,022	27,122
EMPLOYMENT	3,179	3,205	3,370	3,560	3,759	4,857

Table 4.2.1—Residential dwellings and non-residential floor space assumptions summary

Column 1 Description	Column 2 Assumptions					
	Base date (2011)	2016	2021	2026	2031	Ultimate development
Residential dwellings[2]	7779	8,330	8,925	9,549	10,161	14,328
Non-residential floor space (m^2 GFA)[3]	136,860	143,690	150,670	157,290	164,205	205,157

Table 1: QGSO population and dwelling forecasts (medium series - 2026)

Parameter	2021 (b)	2026	2031	2036	2041	2046
Population	12,441	13,304	13,620	14,003	14,372	14,727
Dwellings	6,132	6,493	6,615	6,764	6,889	6,992

Updated planning assumptions are needed, adopting a recent base year, ideally aligning with a census year (2021 or 2026), a 15-year forecast horizon (minimum), and updated non-residential projections and planned densities.

Contemporary LGIPs are increasingly relying on data and evidence to inform planning assumptions, collating information on each parcel to build the growth profile from the bottom up, aggregating totals to compare with the top-down information provided by Queensland Government Statistician's Office (QGSO) and regional plans. Ultimate development is

calculated in the planning assumptions by deriving the available land supply from the provisions in the planning scheme, removing the constrained land to determine the developable area.

3.3. Priority Infrastructure Area (PIA)

The current LGIP (section 4.3) states the PIA accommodates growth "up to 2031", leaving only around 5 years' of land supply, which is well short of the mandatory 10–15 years' of land required for urban development in the definition of the PIA.

A PIA review is to consider the ability of the PIA to accommodate the growth forecast in updated planning assumptions, and confirm servicing by all included networks, particularly water supply and sewer infrastructure.

3.4. Desired standards of service (DSS)

DSS sections exist for the four included networks with reference to industry standards such as FNQROC Development Manual (2014), EPA/DNR requirements, Water Act 2000, WSAA Codes (2011) and NHMRC Drinking Water Guidelines (2011). Each of the DSS are to be reviewed to ensure the DSS reflect current practices and stated standards remain the current, relevant document, and other references are correct.

Desired Standards of service will be required for the stormwater network, if added to the LGIP.

3.5. Plans for trunk infrastructure (PFTI)

Mapping will be updated based on changes to the schedules of work, infrastructure planning to respond to demand and the addition of the stormwater network (if added).

3.6. Network planning and schedules of works (SOW) model

The planning for each network is to be re-visited to plan the infrastructure required to service updated demand created in the planning assumptions. A review of the definition of trunk will be necessary and an update of the process to identify and value the existing trunk infrastructure which meets the definition, noting the replacement value from the asset registers.

This data will be included in an updated schedule of works model and amended background papers will be necessary to describe the network planning.

3.7. Financial sustainability

The Review Checklist requires Council to demonstrate financial sustainability of the LGIP through alignment with Council's Asset Management Plan and Long Term Financial Forecast. With the recent increases in the cost to deliver infrastructure, many councils are rationalising the schedules of work to ensure the infrastructure can be delivered.

3.8. Extrinsic material

The current extrinsic material list relies heavily on sources from 1999–2017, with several tied to the period pre-2014, during the time of amalgamation with Cairns Regional Council. Council may need to investigate and prioritise updated detailed network planning for the Douglas local government area.

The extrinsic material table also includes one entry which is left as an unfinished placeholder.

3.9. Summary of review observations

Table 2 below summarises the key findings of the review of the LGIP in response to Section 25(3) of the Act.

Table 2: Summary of observations

LGIP section	Observation	Priority
Preliminary	Stormwater network not included – consider inclusion (with DSS, mapping and schedules of work) – or remove references to stormwater network in planned density table	Optional
Planning assumptions	Updated base date and projections required (2026 recommended). Update growth horizon from 2031 to provide a forecast to 2036 (minimum), 2041 (recommended) Parcel based model recommended.	Required
PIA	Review PIA to ensure land supply for 10-15 years' of urban development. Ensure the PIA mapping shows the current planning scheme zoning.	Required
DSS	Review and update references	Recommended
PFTI	Update network planning (demand forecast, mapping, SOW) to respond to new planning assumptions.	Required
SOW model	Review financial sustainability	Required
SOW	Delivery status not tracked (2011–2019 items still shown as future)	Required
Extrinsic material	Stale sources (1999–2017); one unfinished placeholder entry	Recommended
Document integrity	Review formatting and typographical text to correct broken cross-references, and copy-paste errors in two section introductions. Ensure the projects in the schedules of work are shown on the maps (with a matching label).	Minor

An amendment of the LGIP is required to maintain compliance with the statutory framework.

4. Review recommendation

The review confirms the LGIP requires updating with multiple compliance gaps with updated planning assumptions required and a review of the capacity of the PIA.

Under s25(3) and MGR Chapter 5 Part 5, a council resolution is required to complete the statutory review process. Council must decide to either make an LGIP amendment (Part 3), make a new LGIP (Part 4), or not amend. Not amending is not recommended given the compliance gaps identified. An LGIP amendment in accordance with Part 3 is recommended.

5. Plan for updating the LGIP

A report has been prepared for a Council meeting, with a recommendation to commence a process for amending the LGIP. Should Council decide to amend the LGIP, there are two steps to be undertaken:

- Step 1: finalise the 5-year review

Within 20 business days of the review being undertaken, Council must write to the chief executive of the State advising that the review has been completed and the resolution to commence a LGIP amendment, made in accordance with Section 25(3) and Section 23.2 of MGR.

- Step 2: commence the LGIP amendment following the process outlined in Part 3 of the MGR:

    1. Council decides to make an LGIP amendment (the resolution made in Step 1);
    2. Council prepares a proposed LGIP amendment in accordance with Part 6 of the MGR, which will involve the recommendations in Table 2 above.
    3. Consult with the Department of Transport and Main Roads;
    4. Council contracts an Appointed Reviewer (from a panel of contractors pre-approved by the Department of State Development, Local Government, Infrastructure and Planning) to conduct a first compliance check of the proposed LGIP. After receiving a written statement from the Appointed Reviewer confirming that the proposed LGIP amendment complies with the MGR, Council sends the proposed LGIP amendment and supporting information to the Minister requesting a review of the proposed LGIP amendment;
    5. The Minister considers the proposed LGIP amendment and, when satisfied that the proposed LGIP amendment is appropriate, advises Council to proceed to public consultation;
    6. Public consultation is undertaken for at least 15 business days;
    7. Council considers any submissions received, and decides whether or not to make changes to the proposed LGIP amendment in response to the submissions;

8. Council sends the proposed LGIP amendment and supporting information to the Minister for consideration;
9. The Minister considers the proposed LGIP and, when satisfied that the proposed LGIP amendment is appropriate, advises that Council may adopt the proposed amendment; and
10. Council decides whether to adopt the proposed LGIP amendment, advises the state and includes the updated documents on its website.

6. Financial and resource implications

Under the *Planning Act 2016*, a local government's ability to levy charges for trunk infrastructure is contingent on the planning scheme including a LGIP. It is essential that the LGIP complies with the Act and for the planning scheme to include a compliant and up-to-date Local Government Infrastructure Plan to ensure that Council maintains the capacity to levy infrastructure charges.

Preparing for an LGIP amendment, Council could consider budget / resource allocations for:

- Updated planning assumptions (possibly including a growth model)
- Inclusion of the stormwater network including a network plan, capture of existing trunk assets, mapping layers
- Updated network planning for water supply, sewer, transport, active transport, parks and land for community facilities
- Assistance with the drafting and compilation of the LGIP documents, mapping and SOW model
- Appointed Reviewer through the process.

An LGIP amendment can be a 12-24 month process with many contributing factors such as availability of internal resources, budget cycles for external support, time taken for consultation and state interest reviews, etc.

7. Linkages to Douglas Shire Planning Scheme

During the amendment of the LGIP, Council is to consider ongoing alignment with the Douglas Shire Planning Scheme, such as zoning, planned density, building heights etc.

8. Conclusion

The statutory review has been completed which confirms the LGIP requires updating, with new planning assumptions, network planning and a review of PIA required. A report has been prepared for Council, recommending an LGIP amendment.