Planning and Environment Act 1987 Sections 46GF and 46GM

MINISTERIAL DIRECTION ON THE PREPARATION AND CONTENT OF INFRASTRUCTURE CONTRIBUTIONS PLANS

and

MINISTERIAL REPORTING REQUIREMENTS FOR INFRASTRUCTURE CONTRIBUTIONS PLANS

Part A contains the Ministerial Direction on the Preparation and Content of Infrastructure Contributions Plans issued by the Minister for Planning under section 46GF of the *Planning and Environment Act 1987*.

Part B contains the Ministerial Reporting Requirements for Infrastructure Contributions Plans issued by the Minister for Planning under section 46GM of the *Planning and Environment Act 1987*.

PART A: MINISTERIAL DIRECTION ON THE PREPARATION AND CONTENT OF INFRASTRUCTURE CONTRIBUTIONS PLANS

Purpose

1. The purpose of this Direction is to direct planning authorities in relation to the preparation and content of infrastructure contributions plans.

Definitions

- 2. In this Direction:
 - a) *allowable items* means the plan preparation costs, works, services and facilities specified in this Direction:
 - b) *community and recreation construction* means the construction or provision of community and recreation works, services or facilities;
 - c) *development setting* means any development setting described in an Annexure to this Direction;
 - d) *drainage construction* means the construction or provision of drainage works, services or facilities;
 - e) GAIC contribution area has the meaning set out in section 201RC of the Act;
 - f) *Infrastructure Contributions Plan Guidelines* means the document *Infrastructure Contributions Plan Guidelines* published by the Department of Environment, Land, Water and Planning as amended from time to time;
 - g) *non-government school* has the same meaning as in section 1.1.3 of the *Education and Training Reform Act 2006*;
 - h) *public land* means land specified to be set aside for public purposes in the relevant precinct structure plan or equivalent strategic plan;
 - i) *State infrastructure* means those works, services and facilities that are specified in this Direction or an Annexure to this Direction as State infrastructure;
 - j) *transport construction* means the construction or provision of transport works, services or facilities; and
 - k) if a term relating to the use of land is not defined in this Direction, the term has the same meaning as in the *Victoria Planning Provisions*.

Types of land where an infrastructure levy may be imposed

3. An infrastructure levy may only be imposed in respect of the development of land that is within a development setting specified in an Annexure to this Direction.

Classes of development exempt from an infrastructure levy

- 4. An infrastructure levy must not be imposed in respect of the development of land for:
 - a) a non-government school; or
 - b) housing provided by or on behalf of the Department of Health and Human Services.

Allowable items

- 5. An infrastructure contributions plan may only fund allowable items.
- 6. Unless this Direction or an Annexure to this Direction specifies otherwise, an allowable item does not include those works, services or facilities that a developer of land normally provides on or to the land in order to develop the land for urban purposes.

Note:

The *Infrastructure Contributions Plan Guidelines* provide guidance on the works, services and facilities that are normally provided by developers in a development setting.

Requirements for imposing a standard levy

Allowable items

- 7. A standard levy may only fund the following allowable items:
 - a) any works, services or facilities that are listed as standard levy allowable items in the applicable Annexure to this Direction;
 - b) any works, services or facilities that may be funded by a supplementary levy unless the applicable Annexure to this Direction specifies otherwise;
 - c) plan preparation costs provided that no more than 1% of the standard levy is used to fund those costs.

Standard levy rates

- 8. If an infrastructure contributions plan imposes a standard levy, the plan must apply:
 - a) a standard levy rate selected from the applicable Annexure to this Direction that accords with the class of development of land being levied; or
 - b) if the standard levy rate specified in the applicable Annexure to this Direction has been indexed by the Minister, the indexed standard levy rate.

Note:

An infrastructure contributions plan may apply a lower rate of standard levy than the standard levy rate if the requirements of section 46GE(2)(b) of the Act are met.

9. The standard levy rates specified in an Annexure to this Direction apply until the end of the financial year specified in the Annexure. For each subsequent financial year, the standard levy rates must be indexed in accordance with the method specified in the applicable Annexure to this Direction.

Note:

The rates indexed by the Minister will be published on the Department's Internet site.

Indexation method and timing to be specified in a plan for a standard levy

10. If an infrastructure contributions plan imposes a standard levy, the plan must provide for the indexation of the levy on 1 July of each financial year in accordance with the method of

indexation specified in the applicable Annexure to this Direction. If no method of indexation is specified, the infrastructure contributions plan must specify an appropriate method of indexation.

Requirements for imposing a supplementary levy

Allowable items

- 11. A supplementary levy may only fund the following allowable items:
 - a) any works, services or facilities that are listed as supplementary levy allowable items in the applicable Annexure to this Direction; and
 - b) plan preparation costs if those costs are incurred in respect of works, services or facilities to be funded by the supplementary levy.

Note:

Under section 46GB of the Act, an infrastructure contributions plan must not fund plan preparation costs incurred by the Growth Areas Authority as a planning authority.

Criteria for applying a supplementary levy

- 12. Before deciding whether to impose a supplementary levy, the planning authority must consider:
 - a) whether the plan preparation costs, works, services or facilities can be wholly or partially funded from a standard levy;
 - b) whether the works, services or facilities are essential to the proper and orderly development of the area;
 - c) whether the works, services or facilities are identified in a precinct structure plan or equivalent strategic plan applying to the land;
 - d) whether the land has particular topographical, geographical, environmental or other physical constraints or conditions that significantly affect the estimated cost of allowable items to be funded through the infrastructure contributions plan; and
 - e) any other criteria specified in the applicable Annexure to this Direction.

Requirements for estimating costs

- 13. If a planning authority decides to impose a supplementary levy, the infrastructure contributions plan must specify the estimated cost of:
 - a) all plan preparation costs, works, services and facilities to be funded from the supplementary levy, as required by section 46GE(1)(i)(ii) of the Act; and
 - b) any other allowable item specified in the applicable Annexure to this Direction.
- 14. If the applicable Annexure to this Direction specifies a method for estimating the cost of the public land to be funded through an infrastructure contributions plan, a planning authority must use that method in preparing the plan.

Indexation method and timing to be specified in a plan for a supplementary levy

15. If an infrastructure contributions plan imposes a supplementary levy, the plan must provide for the indexation of the estimated cost of the works, services and facilities to be funded from the supplementary levy on 1 July of each financial year in accordance with the method specified in

the applicable Annexure to this Direction. If no method of indexation is specified, the infrastructure contributions plan must specify an appropriate method of indexation.

Exemption

16. The Minister may grant an exemption from the need to comply with this Direction in relation to a particular infrastructure contributions plan. An exemption may be granted subject to conditions.

List of Annexures

17. This Direction includes the following Annexure:

Richard Wynne MP

Minister for Planning
Date: 20 October 2016

Annexure 1

METROPOLITAN GREENFIELD GROWTH AREAS

Development setting

1. The development setting to which this Annexure applies is a Metropolitan Greenfield Growth Area.

Definition of a Metropolitan Greenfield Growth Area

- 2. A Metropolitan Greenfield Growth Area is land in metropolitan Melbourne that is:
 - a) a growth area declared under section 46AO of the Act; and
 - b) within an urban growth boundary; and
 - c) either:
 - zoned under the planning scheme for residential, industrial or commercial purposes or as an Urban Growth Zone; or
 - subject of an amendment to the planning scheme to be zoned for residential, industrial or commercial purposes or as an Urban Growth Zone.

Standard levy rates

- 3. Table 1 sets out:
 - a) The standard levy rate that applies to the class of development of land listed in the Table.
 - b) For each standard levy rate, the amount of the levy allocated to the provision of:
 - community and recreation construction;
 - transport construction; and
 - public land for community and recreation construction and transport construction.
- 4. The standard levy rates in Table 1 apply until the end of the 2016/2017 financial year.
- 5. The standard levy rates specified for the South-East Growth Area in Table 1 may be applied to a Metropolitan Greenfield Growth Area within the municipal district of the Cardinia Shire Council or Casey City Council.
- 6. The standard levy rates specified for the North and West Growth Areas in Table 1 may be applied to a Metropolitan Greenfield Growth Area within the municipal district of the Hume City Council, Melton City Council, Mitchell Shire Council, Whittlesea City Council or Wyndham City Council.
- 7. For the purposes of Table 1, residential development includes the development of land in a town, neighbourhood or local activity centre for office, commercial, civic or retail development.

Table 1: Standard levy rates

Metropolitan Growth Area	Class of development	Community and recreation construction	Transport construction	Public land	Total Levy Rate		
	All amounts in \$ per net developable hectare						
South-East Growth Area	Residential development	\$87,500	\$112,500	\$139,000	\$339,000		
	Commercial and industrial development	\$0	\$112,500	\$46,000	\$158,500		
North and West	Residential development	\$87,500	\$112,500	\$128,500	\$328,500		
Growth Areas	Commercial and industrial development	\$0	\$112,500	\$42,500	\$155,000		

Indexation method and timing of standard levy rates

- 8. The standard levy rates specified in this Annexure must be indexed on 1 July 2017 for the 2017/18 financial year and on 1 July for each subsequent financial year in accordance with the following requirements:
 - a) The amount of the standard levy rate allocated to community and recreation construction must be indexed using the Producer Price Index Numbers for Non-Residential Building Construction – Victoria published by the Australian Bureau of Statistics (Catalogue 6427.0, Table 17, Output of the Construction Industries, subdivision and class index numbers) for the June, September, December and March quarters occurring immediately before the beginning of the financial year in respect of which the indexed rate is being determined.
 - b) The amount of the standard levy rate allocated to transport construction must be indexed using the Producer Price Index Numbers for Road and Bridge Construction Victoria published by the Australian Bureau of Statistics (Catalogue 6427.0, Table 17, Output of the Construction Industries, subdivision and class index numbers) for the June, September, December and March quarters occurring immediately before the beginning of the financial year in respect of which the indexed rate is being determined.
 - c) The amount of the standard levy rate allocated to public land must be indexed using the relevant public land index prepared by Valuer-General Victoria for the Minister (and published on the Department's Internet site) for the 12 month period occurring immediately before the beginning of the financial year in respect of which the indexed rate is being determined.
 - d) The indexation of the standard levy rate must be based on the levy amounts allocated to community and recreation construction, transport construction and public land specified in Table 1 of this Annexure or, if the standard levy rate has been indexed by the Minister, the amounts allocated in the indexed standard levy rate.

Indexation of items being funded by a supplementary levy

- 9. If an infrastructure contributions plan imposes a supplementary levy, the plan must apply the following indexes to the estimated cost of the works, services or facilities to be funded from the levy (as appropriate):
 - a) Transport construction—the Australian Bureau of Statistics Producer Price Index for Road and Bridge Construction Victoria (Catalogue 6427.0, Table 17, Output of the Construction Industries, subdivision and class index numbers).
 - b) Public land—the relevant public land index prepared by Valuer-General Victoria for the Minister and published on the Department's Internet site.
 - c) Any other item—the index determined by the planning authority.

Cap on community and recreation construction

- 10. The amount of the total standard levy rate for residential development that may be used for community and recreation construction must not exceed:
 - a) in the 2016/2017 financial year—\$87,500 per net developable hectare; and
 - b) in each subsequent financial year—the amount of the indexed standard levy rate published by the Minister on the Department's Internet site for that financial year which is allocated to the provision of community and recreation construction.
- 11. The Minister may increase the amount specified in clause 10 in relation to a particular infrastructure contributions plan if:
 - a) the community and recreation construction to be funded by the increased amount is essential to the orderly and proper development of the area; and
 - b) no supplementary levy is being imposed to fund transport construction or public land for transport construction; and
 - c) the total standard levy rate is not increased.

Allowable items

12. Allowable items must be provided in accordance with the relevant precinct structure plan or equivalent strategic plan applying to the land.

Community and recreation construction allowable items

- 13. Table 2 lists the allowable items for community and recreation construction that may be funded by a standard levy.
- 14. An allowable item listed in Table 2 includes any associated works, services or facilities that are reasonably required to ensure the item is suitable for its intended use.
- 15. The estimated cost of an allowable item for community and recreation construction may include a contingency amount for construction not exceeding 15% of the estimated project cost.

Table 2: Community and recreation construction standard levy allowable items

	Standard levy allowable item				
Community facilities	Single or multi-purpose community facilities that provide for a range of community activities and services.				
	This includes, but is not limited to, the following:				
	multi-purpose community facility				
	kindergarten				
	childcare and occasional care facility				
	playgroup facility				
	maternal and child health centre				
	library and learning centre				
	community arts and cultural facility				
	neighbourhood house				
	adult day care and activity group facility				
	youth services facility				
	delivered meals facility				
	business accelerator facility.				
Sports and recreation facilities	Multi-purpose or specialist sports and recreation facilities that provide for a range of activities and services.				
	This includes, but is not limited to, the following:				
	outdoor multi-purpose sports field, court and spaces				
	multi-purpose and/or specialist pavilion				
	football oval				
	soccer pitch				
	cricket oval				
	rugby field				
	tennis court				
	basketball court				
	netball court				
	bowling green				
	bocce court				
	baseball field				
	softball field				
	hockey field.				

Transport construction allowable items

- 16. If the land is within a GAIC contribution area, a standard levy or a supplementary levy must not be imposed to fund transport construction on an existing declared State road. This does not include the construction of road intersections required to connect a new or upgraded council road to a declared State road.
- 17. Table 3 lists the allowable items for transport construction that may be funded by a standard levy. The column in the Table headed 'Standard of provision' describes the standard or scope of construction that a standard levy would normally be expected to fund.

Table 3: Transport construction standard levy allowable items

Standard levy allowable item		Standard of provision		
Council arterial roads This includes: upgrades to existing local roads to council arterial road standards; and	Arterial road spacing	Based on a typical 1.6 km arterial road grid network with alternating primary (six lane) and secondary (four lane) arterial roads.		
new council arterial roads.	Arterial road design	Designed to generally accommodate the forecast ultimate traffic volumes generated by the new development.		
	Arterial road lanes	Construction of one through lane in each direction.		
	Walking and cycling infrastructure	On both sides of the arterial road as specified in the Precinct Structure Plan or equivalent structure plan.		
	Signalised pedestrian crossings	As specified in the Precinct Structure Plan or equivalent structure plan.		
Intersections (traffic signals or roundabouts) with council or declared State arterial roads This includes:	Intersection spacing	Based on a typical 800 metre spacing within the standard 1.6 km arterial road grid network.		
 arterial and arterial road intersections; and arterial and connector road intersections. 	Through lanes at intersection approach	One through lane plus one short through lane in each direction.		
	Left turn lane/slip lane	One left turn lane/slip lane where required in ultimate design.		
	Right turn lane	As specified in the Precinct Structure Plan or equivalent structure plan.		
	Traffic signals	Signals to be located at the ultimate intersection position.		
	Walking and cycling infrastructure	As specified in the Precinct Structure Plan or equivalent structure plan.		

^{18.} Table 4 lists the allowable items for transport construction that may be funded by a supplementary levy. Any criteria in the Table for applying a supplementary levy must be met.

Table 4: Transport construction supplementary levy allowable items

Supplementary levy allowable item	Criteria for applying a supplementary levy
Council arterial roads This includes: upgrades to existing local roads to council arterial road standards; and new council arterial roads.	 At least one of the following apply: The Precinct Structure Plan or equivalent strategic plan requires: arterial road spacing above the standard set out in Table 3; or the interim construction of two through lanes in each direction. Construction costs substantially exceed the amount of the standard levy allocated to transport construction because: of the topographical, geographical, environmental or other physical conditions of the land; or the road is designed to primarily service industrial development; or the area of the precinct in net developable hectares is limited.
Intersections with council and declared State arterial roads This includes: • arterial and arterial road intersections; and • arterial and connector road intersections.	 At least one of the following apply: The Precinct Structure Plan or equivalent strategic plan requires: additional number of intersections above the standard set out in Table 3; or intersection design requirements above the standard set out in Table 3. Construction costs substantially exceed the amount of the standard levy allocated to transport construction because: of the topographical, geographical, environmental or other physical conditions of the land; or the road is designed to primarily service industrial development; or the area of the precinct in net developable hectares is limited.
Intersections with council local roads	The intersection is on or adjoins land in fragmented ownership.
Road bridges (including rail overpasses)	The bridge forms part of the council arterial road network.
Pedestrian bridges and accessways	The pedestrian bridge or accessway is required to provide access over a railway, arterial road, waterway corridor, major easement or other major obstacle.
Major culverts	The internal cross-sectional area of the culvert is at least 1.75 square metres.
Developer provided: I local or collector roads; road or pedestrian bridges; or pedestrian accessways.	The road, bridge or accessway is on or adjoins land in fragmented ownership.

- 19. An allowable item listed in Table 3 or 4 includes any works, services or facilities that are reasonably required to provide that item, including:
 - a) the design, preparation, supervision and inspection of works, including relevant fees;
 - b) site preparation;
 - c) services relocations, installations and adjustments;
 - d) construction of pavement and kerb and channel;
 - e) drainage;
 - f) foundations, abutments and structures;
 - g) landscaping;
 - h) bus priority measures;
 - i) fencing, including guard fencing;
 - j) traffic control signs, line marking and street lighting;
 - k) temporary works, access restoration and 'making good' works;
 - 1) maintenance of:
 - landscaping for one year or two summers;
 - traffic signals on arterial roads for up to ten years; and
 - all other works for one year.
- 20. The estimated cost of an allowable item for transport construction may include a contingency amount for construction. If the allowable item is a road or a road intersection, the contingency amount must not exceed 15% of the estimated cost of constructing the road or road intersection. If the allowable item is a bridge, the contingency amount must not exceed 20% of the estimated cost of constructing the bridge.

Public land allowable items

21. Table 5 lists the allowable items for public land that may be funded by a standard levy. The column in the Table headed 'Amount of public land' describes the amount of public land that a standard levy would normally be expected to fund.

Table 5: Public land standard levy allowable items

Standard levy allowable item		Amount of public land			
Land for community and recreation	Land to be used for:	As specified in the Precinct Structure Plan or equivalent strategic plan.			
Land for transport	Council arterial road reservations	As per the ultimate design for the arterial road as set out in Table 3 comprising: A 41 metre wide reservation for a primary (six-lane) arterial road. A 34 metre wide reservation for a secondary (four-			

Standard levy allowable item		Amount of public land		
		lane) arterial road.		
	Intersections with council arterial roads	As per the ultimate design for the arterial road intersection to accommodate all intersection works as set out in Table 3. This may include land within a Public Acquisition Overlay if the land is required for a connection between the development and a council arterial road.		
	Intersections with declared State arterial roads where the intersection works are attributable to the development	As per the ultimate design required to accommodate all intersection works as set out in Table 3 to provide connections with declared State arterial roads. This may include land within a Public Acquisition Overlay if the land is required for a connection between the development and a declared State arterial road.		

22. Table 6 lists the allowable items for public land that may be funded by a supplementary levy. Any criteria in the Table for applying a supplementary levy must be met.

Table 6: Public land supplementary levy allowable items

Supplementary levy allowable item		Criteria for applying a supplementary levy
Land for transport	Council arterial road reservation	The Precinct Structure Plan or equivalent strategic plan requires public land to accommodate: arterial road spacing above the standard set out in Table 3; or arterial road works (including batters) above the standard set out in Table 3.
	Intersections with council or declared State arterial roads	The Precinct Structure Plan or equivalent strategic plan requires public land to accommodate: additional number of intersections above the standard set out in Table 3; or intersection design requirements above the standard set out in Table 3.
	Bridges and major culverts	The public land is required to accommodate a bridge or major culvert (and associated works) above that required for the typical arterial road grid network set out in Table 3.
	Developer provided: • local or collector roads • road or pedestrian bridges • pedestrian accessways	The public land is required to accommodate a road, bridge or accessway on or adjoining land in fragmented land ownership.
Land costs	High public land values	The value of the public land per hectare substantially exceeds the amount of the standard levy allocated to public land.

Other supplementary levy allowable items

23. Table 7 lists other allowable items that may be funded by a supplementary levy. Any criteria in the Table for applying a supplementary levy must be met.

Table 7: Other supplementary levy allowable items

Supplementary levy allowable item	Criteria for applying a supplementary levy
Other local works, services and facilities	 All of the following apply: The item is essential to the development of the area. The item is not listed as a standard levy allowable item. The Minister agrees to the item being funded from a supplementary levy.
Financing costs	 The financing costs are: associated with the early delivery of works, services or facilities that are listed as a standard levy allowable item or a supplementary levy allowable item; and incurred by the development agency responsible for providing the works, services or facilities.

State infrastructure allowable items

- 24. State infrastructure must not be funded by a standard levy.
- 25. Table 8 lists the allowable items for State infrastructure that may be funded by a supplementary levy. Any criteria in the Table for applying a supplementary levy must be met.

Note:

Under section 46GC of the Act, an infrastructure contributions plan must not impose an infrastructure levy in relation to the development of land in the GAIC contribution area unless the development agency responsible for carrying out the works, services or facilities or for the plan preparation costs being funded by the levy is a municipal council.

Table 8: State infrastructure supplementary levy allowable items

Supplementary levy allowable item		Criteria for applying a supplementary levy			
Transport infrastructure	Construction of declared State roads, including intersections and bridges, and public transport infrastructure Land for declared State roads, including intersections and bridges, and public transport infrastructure	 All of the following apply: The infrastructure is identified in a growth corridor plan or equivalent State or local strategic plan adopted by a Minister, government department or a planning authority. The development generates a need for the State infrastructure. The levy does not apply to the development of land 			
Community facilities Regional open space	Land for State education, health or emergency facilities Land for regional open space	 in the GAIC contribution area. The State government has agreed to be the development agency for the infrastructure item. 			

Estimating project costs

- 26. If an infrastructure contributions plan imposes a supplementary levy to fund transport construction or public land, the planning authority must estimate the cost of all allowable items to be funded from a standard levy.
- 27. The Public Land Estimate of Value method described in the *Infrastructure Contributions Plan Guidelines* must be used by:
 - a) the planning authority to estimate the cost of public land to be funded by a standard levy (if required by this Annexure) or a supplementary levy;
 - a) a collecting agency to value land that is accepted as works-in-kind under section 46GH(2) of the Act.

Section 18(1AB) of the Subdivision Act

28. Section 18(1AB) of the Subdivision Act 1988 applies to a Metropolitan Greenfield Growth Area.

PART B: MINISTERIAL REPORTING REQUIREMENTS FOR INFRASTRUCTURE CONTRIBUTIONS PLANS

Purpose

1. The purpose of this document is to set out the requirements of the Minister in relation to reports prepared by collecting agencies and development agencies in respect of infrastructure contributions plans.

Application

2. These requirements apply to the preparation of a report by a collecting agency or development agency under section 46GM of the *Planning and Environment Act 1987* (the Act).

Requirements

- 3. A report must be prepared each financial year and given to the Minister for Planning within 3 months after the end of the financial year reported on.
- 4. If the collecting agency or development agency is a municipal council, the report must be included in the report of operations contained in the council's annual report prepared under the *Local Government Act 1989*.

Collecting agencies

- 5. A collecting agency must report on:
 - a) any infrastructure levy paid to it under Part 3AB of the Act in a financial year in accordance with Table 1 in the Annexure;
 - b) any land, works, services or facilities accepted by it in a financial year in accordance with Table 2 in the Annexure; and
 - c) the total amount of infrastructure levies paid to it, the total amount of land, works, services and facilities accepted by it, and the total amount of infrastructure levies expended by it under Part 3AB of the Act in accordance with Table 3 in the Annexure.

Development agencies

- 6. A development agency must report on:
 - a) its use of any land, works, services or facilities accepted as works-in-kind under section 46GH of the Act; and
 - b) the expenditure of any infrastructure levy paid to it under Part 3AB of the Act;

in accordance with Table 4 in the Annexure.

Richard Wynne MP

Minister for Planning Date: 20 October 2016

Annexure

MINISTERIAL REPORTING REQUIREMENTS

Levies	received in [Insert Year] fina		
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	•	-	
Project ID Project	description	Item purpose	Project value (\$)
contributions received	and expended to date		
Total levies received	Total levies expended	Total works-in-kind accepted	Total ICP contributions received
Total Icvics Icccived		(4)	/I
(\$)	(\$)	(\$)	(levies and works-in-kind) (\$)
	Project ID Project (•	

Table 4 – Land, works, services or facilities delivered in [Insert Financial Year] from ICP contributions collected

Project description	Project ID	ICP name and year approved	ICP fund expended (\$)	Works-in- kind accepted (\$)	Council's contribution (\$)	Other contributions (\$)	Total project expenditure (\$)	Percentage of item delivered
Total								