Preface

Using this state interest guideline

The Queensland Government established the State Planning Policy (SPP) to define the specific matters of state interest in land use planning and development. To support the implementation of the SPP, each state interest in the SPP is supported by a state interest guideline such as this one.

This state interest guideline must be read in conjunction with the SPP.

The SPP does not prioritise one state interest over another and thus provides flexibility for local governments to respond to specific regional and local contexts. This allows for the state interests to be considered as an entirety rather than as individual competing or conflicting priorities.

The SPP guiding principles carry equal weight with the state interests and must be considered by local government as part of the integration of state interests as an entirety rather than as individual policies. This supports decision making which integrates and balances the economic, environmental and social needs of current and future generations, promotes innovative approaches to design and development where consistent with the strategic intent of a planning scheme and enables flexible and performance-based decisions as part of the assessment process.

Where text in this guideline is in a coloured text box, it is an excerpt from the SPP and is the state’s policy about a matter of state interest.

In relation to making or amending a planning scheme, the SPP quoted text defines what a local government should do in preparing or amending a planning scheme (i.e. the state prefers this policy but will consider alternative approaches based on specific local context or issues).

Where interim development assessment requirements apply for a state interest (because the relevant planning scheme has not yet integrated the state interest or an amendment to the SPP has occurred subsequent to the scheme), the SPP quoted text defines requirements that must be applied in the assessment of applicable development applications.

Content within this state interest guideline that is not an excerpt from the SPP provides further context and explains how the SPP policies can be applied. It does not introduce or define any new policies which do not exist in the SPP itself.

The use of such guidance material is optional—it does not form a statutory component of the SPP and hence is not a mandatory requirement of the state.
Contents

PART A  Core concepts................................................................. 4

PART B  Integrating the state interest into planning schemes ............ 6

PART C  Application of interim development assessment requirements . . . . 13

PART D  Model code provisions .................................................. 14

PART E  Supporting information .................................................. 15
  1.  References, industry guidelines and technical resources .................. 15
  2.  Mapping information............................................................ 16
PART A: Core concepts

State interest—state transport infrastructure

Planning enables the safe and efficient movement of people and goods across Queensland and encourages land use patterns that support sustainable transport.

Core concepts

What is the transport network?
The transport network refers to the whole interconnected system of transport infrastructure that exists across Queensland. It includes all types of transport infrastructure (roads, railways, busways, light rail, cycling and pedestrian paths), the routes used for different types of trips and infrastructure that is constructed, owned and operated by local and state government, government owned corporations and private entities. It is important that the transport network is considered as a whole system to maximise the performance and efficiency of all infrastructure in the network.

What is state transport infrastructure?
In general, the term state transport infrastructure describes the physical structures and facilities for transporting goods and people throughout Queensland which are constructed by, on behalf of, or under contract with, the Queensland Government. State transport infrastructure includes certain roads, railways and railway stations, busways and busway stations, light rail, cycle paths and associated facilities required to manage and operate infrastructure such as power lines, signs and signals, depots, safety barriers and monitoring and security equipment.

For the purposes of the State Planning Policy (SPP), state transport infrastructure is defined using existing terms under transport and planning legislation which describe the various types of structures and facilities that are state transport infrastructure. These terms are as follows:

- a state-controlled road under the Sustainable Planning Regulation 2009.
- other rail infrastructure under the Transport Infrastructure Act 1994.
- active transport infrastructure under the Transport Planning and Coordination Act 1994.

What is a state transport corridor or future state transport corridor?
A state transport corridor refers to the land on which state transport infrastructure is built, or will be built in future. In most cases, a state transport corridor will be wider than the area of land occupied by the infrastructure itself. This land provides a safety buffer from adjacent land uses and allows the state to construct, manage and maintain the infrastructure as required.

For the purposes of the SPP, a state transport corridor and future state transport corridor is defined using existing terms under transport and planning legislation. These terms are as follows:

- a state-controlled road under the Sustainable Planning Regulation 2009 and future state-controlled road under the Transport Infrastructure Act 1994.
- a public passenger transport corridor and a future public passenger corridor under the Sustainable Planning Regulation 2009.
- a state-controlled transport tunnel and a future state-controlled transport tunnel under the Sustainable Planning Regulation 2009.
- an active transport corridor and a future active transport corridor under a guideline made under the Transport Planning and Coordination Act 1994.
What is a public passenger transport facility or future public passenger transport facility?

A public passenger transport facility refers to a facility which provides access to dedicated public passenger transport infrastructure.

‘Public passenger transport facility’ and ‘future public passenger transport facility’ are defined terms under the Sustainable Planning Regulation 2009 which includes railway stations, busway stations, light rail stations and public passenger transport interchanges such as the Roma Street Transit Centre in Brisbane.
PART B: Integrating the state interest into planning schemes

Policy 1
Identifying state transport infrastructure and existing and future state transport corridors.

How to appropriately integrate the policy

The policy outcome will be achieved when a local planning instrument identifies state transport infrastructure and existing and future state transport corridors.

There are multiple ways in which a planning scheme can appropriately identify state transport infrastructure. For example:

- strategic framework mapping can depict the location of major transport infrastructure in the local government area at a broader level; and
- overlay mapping could be included which depicts the location of state transport infrastructure and existing and future state transport corridors in their local government area.

Policy 2
Locating development in areas currently serviced by transport infrastructure and where this cannot be achieved, facilitating development in a logical and orderly sequence to enable cost-effective delivery of new transport infrastructure to service development.

How to appropriately integrate the policy

2.1 Prioritise development of brownfield sites in existing urban and regional areas.

2.2 Locate greenfield development in areas close to established communities or in areas which are natural extensions to existing transport infrastructure networks.

2.3 Support public passenger transport and active transport infrastructure in new developments.

2.4 Ensure the location and timing of greenfield development is coordinated with transport infrastructure delivery plans.
Policy 3

Facilitating development surrounding state transport infrastructure and existing and future state transport corridors that is compatible with, or supports the most efficient use of, the infrastructure and transport network.

The policy outcome will be achieved when a local planning instrument, through its strategic framework, land use strategies, and local government infrastructure plan, facilitates development surrounding state transport infrastructure and corridors that is compatible with or supports the most efficient use of the infrastructure and network.

How to appropriately integrate the policy

3.1 Locate higher density residential and commercial development in areas serviced by public passenger transport or in areas which are natural extensions to existing public passenger transport routes.

3.2 Locate land uses which generate a high number of trips such as major retail and business centres adjacent to existing or future public passenger transport facilities and/or near major transport links.

3.3 Locate land uses which attract a high number of public passenger transport users within a walkable catchment from public passenger transport facilities. The walkable catchment is 400 metres from bus stops and 800 metres from rail and busway stations. These distances need to be considered when planning for major sport, recreation and entertainment facilities, education facilities and hospitals.

3.4 Locate industrial and freight land uses around freight terminals and along state-controlled road and railway corridors that are key freight routes, and business parks, technology and research centres are located near major transport links.
Policy 4

Protecting state transport infrastructure and existing and future state transport corridors and networks from development that may adversely affect the safety and efficiency of the infrastructure, corridors and networks.

The policy outcome will be achieved when a local planning instrument, through its strategic framework and land use strategies ensures development is not of a type or scale that would result in adverse impacts on the safety and efficiency of state transport infrastructure, corridors and networks.

How to appropriately integrate the policy

4.1 Ensure development does not undermine the structural integrity of existing infrastructure.

4.2 Ensure development does not hinder or prevent transport infrastructure from being constructed in a future state transport corridor.

4.3 Ensure road networks effectively manage all types of traffic and ensure local traffic is not directed onto state-controlled roads (i.e. highways, freeways and motorways).

4.4 Ensure sensitive land uses are not located on land that is significantly impacted by environmental emissions generated by state transport infrastructure unless impacts can be mitigated to acceptable levels.

4.5 Development involving the handling, use or storage of hazardous and dangerous goods is not located adjacent to state transport infrastructure that has a public passenger transport function.

Policy 5

Identifying a road hierarchy that effectively manages all types of traffic.

How to appropriately integrate the policy

A road hierarchy is an important tool to plan and manage the efficiency of the road network and to plan and manage land uses interacting with the road network. Road hierarchies give functional classifications to different types of roads based on the function of vehicles using the road and the level of access to the road. This helps to achieve an efficient road network and guide longer distance movements to appropriate parts of the road network. A road hierarchy protects sensitive land uses from high levels of traffic and helps mitigate adverse environmental impacts on air and noise quality.

A road hierarchy is not intended to replace existing local government administrative and legal road classifications which are used to manage and allocate funding to the road network, but rather provide functional road classifications to address traffic mobility, amenity and access issues through land use planning.

Work is continuing to identify a road hierarchy at the state level which will provide more certainty to end users and local governments.
Policy 6
Facilitating land use patterns and development which achieve a high level of integration with transport infrastructure and support public passenger transport and active transport as attractive alternatives to private transport.

Land use and transport planning have a major influence on where and how people travel. The location of land uses strongly influences travel demand and the efficiency of public transport services. At the same time, the location and availability of transport infrastructure often determines the location and distribution of different land uses.

Land use patterns and development which are integrated with transport infrastructure can improve liveability of communities by ensuring people of all ages and levels of mobility have access to a variety of convenient, safe and attractive ways to travel to employment, commercial, retail, education, recreation and community destinations.

Neighbourhoods which are designed to incorporate a range of different types of transport infrastructure can reduce the need to travel using private motor vehicles and the number and length of trips made by car. Making more trips using public passenger transport, walking and cycling has a number of economic and social benefits including:

- reducing traffic congestion on roads;
- saving travel time and cost of transport;
- reducing environmental impacts from transport;
- ensuring infrastructure is used more efficiently; and
- enabling cost effective and efficient provision of public passenger transport services.

The policy outcome will be achieved when a local planning instrument, through its strategic framework, land use strategies, and local government infrastructure plan, ensures that land use patterns and development achieve a high level of integration with transport infrastructure and support public passenger transport and active transport as viable and attractive alternatives to private transport.

How to appropriately integrate the policy

6.1 For new greenfield communities and major subdivisions:

- road networks are appropriately designed to enable the provision of safe and efficient public passenger transport services;
- active transport infrastructure is included that is safe, convenient and has a high level of amenity for pedestrian and cyclists and provides direct routes to centres, schools, public transport stops and other local destinations;
- road networks are planned and designed to cater for cyclists; and
- a safe, convenient and legible movement network is provided for people with disabilities, including those using wheelchairs, mobility scooters and similar aids.
How to appropriately integrate the policy

7.1 Ensure development applications meeting the following criteria are made assessable development under the local government planning scheme:

- a material change of use and/or reconfiguring a lot on land within 400 metres of a public passenger transport facility or a future public passenger transport facility where the total site area is equal to or more than 5000 square metres.

7.2 Include development assessment measures as detailed in the SPP code: Land use and transport integration (refer to Appendix 4 in the SPP) or similar development assessment requirements.

These requirements may be included through zone codes, local or neighbourhood plan codes or through the use of overlay mapping and codes.

The SPP Interactive Mapping System identifies the location of existing and future public passenger transport facilities and land within 400 metres of these types of facilities.
State transport infrastructure generates environmental emissions such as noise, vibration, dust particles and light. Conversely, development that is not designed and located to mitigate the impacts of environmental emissions may also adversely impact the efficiency of state transport infrastructure (for example, a reduction in the operating hours of a freight railway to mitigate the noise impacts on nearby residential development).

The strategic framework and land use strategies in a local planning scheme should ensure sensitive land uses are appropriately sited and designed to mitigate adverse impacts on the development from environmental emissions generated by state transport infrastructure.

How to appropriately integrate the policy

8.1. Identify areas of land within the local government area that are adversely affected by environmental emissions generated by state transport infrastructure.

The extent to which land within a local government area is impacted by noise, air, vibration and light emissions generated by state transport infrastructure will differ depending on a variety of factors including:

- the mode(s) of transport operating within the transport corridor;
- operational characteristics of the transport corridor (for example, traffic density, frequency, speed, vehicle type);
- the width of a transport corridor;
- whether the transport corridor is at-grade, elevated or depressed in the surrounding landscape;
- whether strategies have been adopted to reduce the level of emissions generated from a transport corridor (for example, construction of noise barriers, adoption of new technology);
- whether impervious objects are located on land adjacent to a transport corridor (for example, a barrier or building may block or diffuse the spread of environmental emissions); and
- local environmental conditions (for example, topography, prevailing meteorological conditions such as wind direction or speed and vegetation coverage can all influence the dispersal of environmental emissions).

The areas of land most likely to be affected by environmental emissions from state transport infrastructure are:

- land within or abutting (that is, shares a common boundary with a transport corridor) a transport corridor;
- land adjacent to a transport corridor (for example, separated from a transport corridor by only a road, access way, service or utility easement or other undeveloped land such as a park or nature reserve);
- land with a direct line of sight to a transport corridor; and
- land within 100 metres of transport infrastructure.

Currently, land that is significantly affected by noise from state-controlled roads and the rail network is mapped as a transport noise corridor under the *Building Act 1975*. 

Policy 8

Protecting state transport infrastructure and community health and amenity by ensuring sensitive development is appropriately sited and designed to mitigate adverse impacts on the development from environmental emissions generated by state transport infrastructure.
8.2 Ensuring sensitive land uses on areas affected by environmental emissions from a state transport infrastructure achieve acceptable levels of amenity.

The scheme should include development assessment provisions which ensure development is sited and designed to achieve an acceptable level of both indoor and outdoor amenity.

The Department of Transport and Main Roads’ Policy for development on land affected by environmental emissions from transport and transport infrastructure may be used to provide guidance on acceptable levels of amenity for different sensitive land uses.

Local governments should encourage developers to adopt the most effective means of achieving acceptable levels of amenity given any project-specific or site-specific opportunities or constraints.

Some common strategies for mitigating the impact of environmental emissions include, but are not limited to, the following:

- separation distances/setbacks—locating sensitive development on land that is appropriately separated from a state transport corridor (where possible);
- topography—using the natural topography to prevent line of sight between the emission source and a new sensitive development;
- site design (building location and orientation)—locating emission sensitive components of the development furthest from the state transport corridor (for example, in a mixed-use development placing residential buildings furthest from, and commercial and retail spaces closest to, the transport corridor); orientating buildings so that outdoor living areas are shielded from the source of emissions;
- building design/layout—designing the internal layout of a building so that emission sensitive rooms are located furthest from the transport corridor (for example, ensuring bedrooms and other habitable areas in a residence are placed on the side of the building furthest from the transport corridor); designing the internal layout of a building so that less sensitive rooms (such as garages, laundries, corridors etc.) are placed on the side of the building closest to the transport corridor to act as a buffer, and minimising the number of doors and windows that can be opened on the side of the building closest to the transport corridor;
- building treatments/construction materials—using building materials which mitigate the impact of environmental emissions, such as masonry walls, acoustic insulation, laminated and double-glazed windows, solid doors and window and door seals;
- fences/barriers/mounds/screens—constructing fences, barriers, mounds and screens may be appropriate where space allows and there is no significant adverse impact on the amenity of a locality; and
- landscaping—vegetation buffers placed between emission sensitive buildings and a state transport corridor may assist in mitigating impacts caused by air particle and dust emissions and light spill.

It should be noted that the Queensland Development Code Mandatory Part 4.4: Buildings in a Transport Noise Corridor addresses internal noise impacts on residential development (i.e. habitable rooms of Class 1, 2, 3 and 4 buildings) within transport noise corridors. Therefore, local planning schemes should not include provisions about achieving indoor noise levels for these types of buildings. However, a local planning scheme may include provisions about achieving indoor noise levels for other sensitive land uses if affected by noise from state transport infrastructure.
PART C: Application of interim development assessment requirements

Satisfying the state interest

The following information provides local government with assistance in the assessment of development against the SPP code: Land use and transport integration.

The integration of development with state transport infrastructure is important for ensuring the safe, efficient and sustainable use of transport networks and the provision of connected, prosperous and liveable communities.

The design and siting of development should enhance integration with state transport infrastructure. This is achieved by providing safe and convenient pedestrian and cyclist access to public passenger transport facilities and a hierarchy of road and street networks to manage local and through traffic.

The state’s primary interest is the integration of large-scale residential, retail and commercial developments with state transport infrastructure. Therefore, development applications for a material change of use or reconfiguration of a lot meeting the following criteria must be assessed by local government where the proposed development:

- is located within 400 metres of a public passenger transport facility or a future public passenger transport facility, and
- has a total site area equal to or more than 5000 square metres.

The SPP Interactive Mapping System identifies the location of existing and future public passenger transport facilities and land within 400 metres of these types of facilities.

The state interest will be achieved when development applications for the above mentioned types of development meet the performance outcomes in the SPP code: Land use and transport integration (see Appendix 4 of the SPP).

Road and street networks internal to development should be designed to manage the various transport requirements of the development and provide a clear, legible and permeable network that enables maximum mobility and accessibility for pedestrians, cyclists and public transport.

Development should be sited to make use of existing linkages to public passenger transport and designed so as not to reduce the accessibility or integration of development with state transport infrastructure. Development should encourage the use of existing and future public passenger transport by ensuring the amenity of pedestrian and cycle paths connecting to public passenger transport facilities. For example, shade protection is provided along pedestrian and cycle routes and at identified bus stop locations.
There are no model code provisions for this state interest, instead refer to the SPP code: Land use and transport integration (Appendix 4 of the SPP).
PART E: Supporting information

1. References, industry guidelines and technical resources

Documents that may provide assistance in achieving this state interest include, but are not limited to:

**Standards Australia**

www.standards.org.au/Pages/default.aspx

- Australian Standard AS1742.10–2009 Manual of uniform traffic control devices, Pedestrian control and protection, Standards Australia
- Australian Standard AS2890.3–1993 Parking facilities, part 39: bicycle parking facilities, Standards Australia

**Austroads**

www.austroads.com.au

- Austroads guide to traffic engineering practice—Part 13 pedestrians
- Austroads guide to traffic engineering practice—Part 14 bicycles

**Department of Transport and Main Roads—guidance and tools**

- Bike user guide
- Easy steps—a toolkit for planning, designing and promoting safe walking
- Moving freight – a strategy for more efficient freight movement
  www.tmr.qld.gov.au/movingfreight
- Integrated regional transport plans
- Manual of uniform traffic control devices—Part 11: Parking controls (bus zones)
- Policy for development on land affected by environmental emissions from transport and transport infrastructure
- Principal cycle network plans
- Public transport infrastructure manual, Translink
- Queensland Transport and Roads Investment Program (QTRIP) 2012–13 to 2015–16
- Translink Network Plan, Translink
- Transport Planning and Coordination Regulation 2005—Schedule Part 2: Development standards (road widths and indented bus bays)
- Crime Prevention through Environmental Design (CPTED) guidelines for Queensland, Queensland Police
- Queensland Development Code Mandatory Part 4.1—Sustainable buildings Department of Infrastructure, Local Government and Planning
- Transport Noise Corridor Search Tool
  Department of Housing and Public Works

**Other Queensland Government agency—guidance and tools**

- Western Australia Planning Commission’s Liveable Neighbourhoods Edition 3
- Complete streets: Guidelines for urban street design
  Institute of Public Works Engineering Australia Queensland Division Inc.
2. Mapping information

Local governments can obtain mapping of the location of state transport infrastructure and existing and future state transport corridors from the State via the SPP Interactive Mapping System www.dilgp.qld.gov.au/planning/state-planning-instruments/spp-interactive-mapping-system.html

The SPP Interactive Mapping System includes the following layers:

- state-controlled roads;
- future state controlled roads;
- railways;
- future railway land;
- public passenger transport corridors;
- future public passenger transport corridors;
- public passenger transport facilities;
- future public passenger transport facilities;
- state-controlled transport tunnels;
- future state-controlled roads;
- future state-controlled transport tunnels;
- Area within 400 metres of a public passenger transport facility; and
- Area within 400 metres of a future public passenger transport facility.

Information regarding the location of existing and future active transport corridors can be obtained by contacting the nearest Transport and Main Roads regional office www.tmr.qld.gov.au/About-us/Contact-us/In-person/Roads-offices.aspx