

State Planning Policy – state interest guidance material

# Infrastructure integration

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## Using the SPP state interest guidance material

The Queensland Government established the State Planning Policy (SPP) to define the matters of state interest in land-use planning and development. State interests in the SPP consist of a state interest statement, state interest policies and, where applicable, assessment benchmarks.

This guidance material has been prepared to support the implementation of the SPP and the interpretation of the *Infrastructure integration* state interest. Although the SPP broadly applies to a range of activities undertaken by state and local governments, the guidance material is particularly focused on assisting local governments when making or amending a local planning instrument and when applying the assessment benchmarks (to the extent relevant).

The SPP does not prioritise one state interest over another and thus provides flexibility for decision-makers to respond to specific regional and local circumstances. This allows for the state interests to be considered in their entirety rather than as individual or separate priorities. State interests are to be considered in the context of the guiding principles in the SPP, which promote an *outcome focused, integrated, efficient, positive* and *accountable* planning system.

The SPP guidance material is intended to be read in conjunction with the SPP and the relevant state interest. The SPP guidance material is not statutory in its effect and does not contain any new policy requirements. It is not mandatory for local governments to use the guidance material; it is provided to assist with the interpretation and application of the state interest policies and the assessment benchmarks contained in the SPP.



The SPP guidance material is structured as follows:

**Part A: Understanding the state interest** – This section briefly explains why a particular matter is a matter of state interest, describes the purpose of the relevant state interest statement and defines the core concepts associated with the state interest.

**Part B: Integrating the state interest policies** – This section provides background and further explanation for each of the state interest policies defined in the SPP. It also provides examples and options regarding how to appropriately integrate each state interest policy into a local planning instrument.

**Part C: Mapping** – This section identifies and explains the mapping layers contained in the SPP Interactive Mapping System (IMS) relevant to a particular state interest. It also clarifies how a local government can locally refine state mapping in certain instances and outlines where online mapping for the state interest can be accessed (if relevant).

**Part D: Applying assessment benchmarks** – In accordance with the Planning Regulation, an assessment manager or referral agency must have regard to the SPP when assessing a development application. For some state interests, there are also specific assessment benchmarks that must be used by a local government for development assessment. This section outlines the development applications to which the assessment benchmarks apply and how a development application may demonstrate compliance with these benchmarks, to the extent that these are relevant. The assessment benchmarks contained in this section will apply to assessable development in addition to any assessment benchmarks contained in a local planning instrument, to the extent of any inconsistency.

**Part E: Example planning scheme provisions** – This section provides example planning scheme provisions that a local government may choose to adopt, or to adapt, when making or amending a local planning instrument. It is important to note that the example planning scheme provisions provided may only be in relation to a particular aspect of a state interest, rather than addressing all of the particular state interest policy requirements.

**Part F: Supporting information** – This section provides a list of technical resources that a local government may wish to refer to when making or amending a planning scheme. This section also provides a glossary of terms and acronyms used throughout the SPP guidance material.

Where text in this guidance material is in a coloured text box, it is an excerpt from the SPP and is either the state interest statement, state interest policy or the assessment benchmarks applicable to the *Infrastructure integration* state interest.

Any queries related to the SPP guidance material or the SPP should be sent to [SPP@dilgp.qld.gov.au](mailto:SPP@dilgp.qld.gov.au).

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## Part A: Understanding the state interest

### State interest statement

The benefits of past and ongoing investment in infrastructure and facilities are maximised through integrated infrastructure and land use planning.

### Background

Infrastructure investment is fundamental to the continued growth of Queensland. While providing infrastructure can be expensive, it has the ability to stimulate the economy, influence settlement patterns and land use, and enhance quality of life. Conversely, inappropriate land-use decisions can impact adversely on the efficient and effective operation of infrastructure and, by extension, reduce the benefits afforded by infrastructure investment decisions. To support the integration of infrastructure, local governments need to understand the operational requirements and ensure that land-use planning and development support the form and function of the infrastructure.

By promoting the practice of integrated infrastructure and land-use planning, the state government aims to maximise the public benefits afforded by investment decisions, improve efficiencies and performance of infrastructure and reduce unnecessary expenditure. Local government, through the effective integration of infrastructure, can assist the state government to achieve this outcome.

### Core concepts

#### Support and reflect the outcomes of infrastructure plans and initiatives

All levels of government document strategies for the efficient delivery of infrastructure. The private sector also undertakes strategic infrastructure planning. The planning and delivery of infrastructure can have important land-use implications, which need to be considered and appropriately reflected in planning schemes.

#### Maximise the benefits of infrastructure investment through land-use planning

Land-use planning is a powerful lever that can maximise the economic, social and environmental benefits provided by infrastructure. As local governments regulate and manage growth at a local level they are best placed to ensure that land-use planning decisions are informed by and have appropriately considered significant infrastructure projects and initiatives committed to by all levels of government and the private sector.

This can be done by ensuring local planning schemes:

- reflect significant infrastructure projects and initiatives that are proposed in the local government area
- encourage patterns of development that maximise the use of existing infrastructure capacity
- restrict the encroachment of land use that would limit the intended function and purpose of the infrastructure
- remain flexible enough to facilitate co-location opportunities for different types of infrastructure
- encourage in-sequence development, which allows the logical and orderly delivery of infrastructure.

### **Protect the form and function of infrastructure from inappropriate or sensitive land uses**

Land-use planning can avoid or minimise the potential adverse impacts on the community associated with infrastructure such as visual or acoustic amenity and air quality. Planning schemes should promote development that does not compromise the safe and efficient operation of existing and approved infrastructure.

## Part B: Integrating the state interest policies

When making or amending a local planning instrument, each local government is required to consider all state interests in the SPP and appropriately integrate those state interests applicable to their local area.

Appropriately integrating a state interest requires all state interest policies to be considered by a local government, but it does not necessarily mean a local government must address each and every state interest policy when making or amending a local planning instrument. For example, if a local government needs to balance competing state interests in a local planning instrument, it may not be possible to address all policies for a particular state interest.

This balancing of state interests may mean that the planning scheme preferences one state interest policy over another. This outcome will be considered as part of the state interest review, and ministerial approval means the approach taken by the local government in balancing the state interest policies is endorsed by the state.

This section provides examples for how to appropriately integrate each state interest policy for the *Infrastructure integration* state interest.

## State interest policy 1

The outcomes of significant infrastructure plans and initiatives by all levels of government are considered and reflected, where relevant.

### Background

Governments at the federal, state and local levels prepare infrastructure plans. Understanding these plans – as well as the opportunities and challenges they present for land-use and infrastructure integration – can help ensure that a planning scheme contributes to improving the overall prosperity and liveability of Queensland.

Infrastructure provides a solid foundation for the built environment and results in direct and indirect economic, environmental and social benefits. It influences settlement patterns and can act as a catalyst to attract investment, growth and economic activity. It is important that local government planning schemes are prepared with regard to key infrastructure plans and initiatives by all levels of government and also the private sector.

### Key infrastructure plans and initiatives to consider

The Australian Infrastructure Plan (AIP) is prepared by Infrastructure Australia, an independent statutory body that advises the federal government on infrastructure matters. The AIP is a 15-year plan that documents a vision and provides guidance on how to address existing infrastructure gaps and meet future challenges.

The AIP is supplemented by the Infrastructure Priority List (IPL), which details significant projects (supported by a business case) and infrastructure initiatives for each state and territory. Infrastructure initiatives are the priorities that address a nationally significant need but require further development and assessment to determine the most effective delivery option.

The State Infrastructure Plan (SIP) details the Queensland Government's strategic direction for the planning, investment and delivery of infrastructure. The SIP outlines the government's approach to planning, prioritising and providing infrastructure investment in a timely, practical and economical manner.

The SIP has two components – Parts A and B.

Part A is a strategy that sets a clear vision for the future and adopts a new approach to infrastructure planning and prioritisation. It articulates how the government will respond to the key opportunities and challenges facing Queensland.

Part B documents a four-year program of investment and identifies longer-term projects, opportunities and priorities for each region of the state. The projects within the four-year program are either in the planning stage, approaching procurement and construction, or underway. This includes key maintenance programs. The intention is to progress longer-term projects to four-year program once development options are explored and funding is confirmed.

Part B of the SIP includes the Queensland projects that are listed in the AIP's IPL. Local planning schemes should, at a minimum, contain provisions that support the delivery of projects within the four-year program. The longer-term projects could also be recognised

within the strategic framework of local planning schemes, given that the AIP and SIP are periodically updated to provide strategic longevity.

Local government infrastructure plans (LGIPs) are prepared in accordance with the *Planning Act 2016* and the process set out in the Minister's Guidelines and Rules.

An LGIP is a key part of a local government's planning scheme. Its purpose is to:

- integrate infrastructure planning with land-use planning
- articulate a local government's intentions for the provision of trunk infrastructure and its associated costing
- ensure that trunk infrastructure is planned and provided efficiently and cost-effectively.

LGIPs may only identify infrastructure that the local government has categorised as trunk infrastructure. This infrastructure is limited to the following five networks:

- water supply
- sewerage
- stormwater
- transport
- parks and land for community facilities.

While complementary, the preparation of an LGIP does not in itself mean that the state interest has been appropriately integrated into a planning scheme in its entirety. Similarly, the satisfactory integration of the state interest does not replace or change the requirements for making an LGIP should a local government wish to levy infrastructure charges on development or impose conditions for trunk infrastructure.

## How to appropriately integrate the policy

- 1.1 Consult with government agencies, government-owned corporations, and utility providers early in the planning scheme development process to determine relevant plans and initiatives for the local area.
- 1.2 Review and reflect relevant outcomes of infrastructure studies and plans available for the local government area. This should include, at a minimum, the AIP, the SIP, and the infrastructure-related components of an applicable regional plan. After the infrastructure plans are reviewed and the infrastructure that has implications for the local government area is identified, a planning scheme should, within its strategic framework, acknowledge these infrastructure initiatives and how the planning scheme's land-use strategies accommodate and respond to them. The case study below, Gold Coast Light Rail, demonstrates this approach.
- 1.3 Use the conceptual mapping in the planning scheme's strategic framework to identify key infrastructure projects such as those listed in Part B of the SIP.
- 1.4 In some cases, state infrastructure (such as existing and future state-controlled roads) are mapped and regulated as part of the State Assessment and Referral Agency's role, noting that mapping is periodically updated. While recognition and conceptual mapping of these infrastructure networks in a planning scheme is appropriate, local governments should not duplicate assessment roles that are undertaken by the state government.

## Case study: Gold Coast Light Rail

### Local planning scheme considering and reflecting significant infrastructure plans

Gold Coast Light Rail (GCLR) is the largest transport infrastructure project ever undertaken on the Gold Coast. It spans 13 kilometres and 16 stations between Gold Coast University Hospital and Broadbeach. GCLR Stage 1 increased public transport patronage by approximately 25 per cent in its first year of operation, seeing light rail become the backbone of the Gold Coast public transport network.

In May 2016, construction of stage 2 of the GCLR commenced. Stage 2 extends from the Gold Coast University Hospital and connects with regional rail at Helensvale. Stage 2 of the GCLR project is identified in the:

- Australian Infrastructure Plan, Infrastructure Priority List 2016 as a proposed initiative subject to the preparation of a business case. The business case was issued to the Commonwealth and was subsequently supported.
- State Infrastructure Plan, Part B: Program, as an approved project.

The Gold Coast Planning Scheme contains a 'Light Rail Urban Renewal Area Overlay Code', which supports the delivery of the GCLR through ensuring that future development within the GCLR corridor will provide compact, high-quality urban environments to maximise economic development opportunities arising from the investment in the GCLR project.

This integrated approach through the planning scheme supported the identification and selection of station locations for the GCLR based on their existing and future 'city-building' potential. This means stations are located right in the heart of centres, rather than on the edge, to contribute to the quality of the local area and the passenger experience.



**Source:** Queensland Government, State Infrastructure Plan, Part A: Strategy (March 2016), page 12.

## State interest policy 2

Development achieves a high level of integration with infrastructure planning to:

- (a) promote the most efficient, effective and flexible use of existing and planned infrastructure
- (b) realise multiple economic, social and environmental benefits from infrastructure investment
- (c) ensure consideration of future infrastructure needed to support infill and greenfield growth areas
- (d) optimise the location of future infrastructure within communities to provide greater access to facilities and services and enable productivity improvements.

## Background

Local government should promote the use of land surrounding or serviced by infrastructure for development that maximises economic, social and environmental benefits. The planning scheme should reflect the strategic importance of land required for existing or proposed infrastructure.

## How to appropriately integrate the policy

- 2.1 Consult with relevant government agencies, government-owned corporations, and utility providers early in the planning scheme formulation process in terms of:
  - the current and planned capacity
  - what might constitute compatible and incompatible land use and development
  - opportunities to realise economic, social and environmental benefits
  - demand forecasting
  - infrastructure augmentation feasibility
  - identifying co-location opportunities
  - identifying the need for new infrastructure.
- 2.2 Where appropriate, identify specific opportunities in the planning scheme. The planning scheme's strategic direction should identify economic, environmental and social benefits that can be realised through the integration of infrastructure and land-use planning such as accessibility, employment, productivity, growth, connectivity, and quality of life.
- 2.3 Ensure the planning scheme supports the most cost-effective means of servicing assumed growth and future urban development, such as:
  - increasing densities around key infrastructure
  - providing complementary and compatible land uses around key infrastructure
  - facilitating co-location opportunities of key infrastructure
  - limiting the encroachment of incompatible and/or sensitive land uses that would restrict or limit the intended operation of the infrastructure
  - locating potential future growth areas where they would present as a natural or logical extension of the urban form and existing infrastructure network.

The case study for the Gold Coast Light Rail project, discussed under policy 1, outlines how the council responded to the project in the planning scheme to realise the multiple benefits such investment generates.

- 2.4 Encourage the location of compatible and complementary land uses near significant infrastructure. These will vary depending on the infrastructure type.

Compatible and complementary land uses can create a transition area, which has the effect of forming a buffer between the infrastructure and more sensitive or incompatible land uses.

- 2.5 Encourage the co-location of facilities to provide the community with access to multiple services in a single location to facilitate enhanced and integrated service delivery while simultaneously providing a focus for community activity.

## State interest policy 3

Development occurs:

- (a) in areas currently serviced by state and/ or local infrastructure and associated services; or
- (b) in a logical and orderly location, form and sequence to enable the cost effective delivery of state and local infrastructure to service development.

### Background

Constructing, operating and maintaining infrastructure is a substantial cost for government. As a result, one of the primary purposes for this policy initiative is to reduce the cost of providing infrastructure to service development while continuing to create prosperous, vibrant and healthy communities.

Ensuring new development optimises the use of existing infrastructure, where possible, and minimises the distance between new developments and existing infrastructure reduces the costs associated with the provision of infrastructure and services.

### How to appropriately integrate the policy

- 3.1 Recognise the cost of infrastructure by encouraging development in areas proximate to infrastructure, particularly infrastructure with surplus capacity.
- 3.2 Locate new development in accessible and well-serviced locations. Prioritise:
  - the uptake of infill development and redevelopment of brownfield sites
  - increasing the density of residential, mixed-use, retail, commercial and industrial development in areas accessible to existing infrastructure and services
  - allowing growth in areas where adequate infrastructure capacity exists or can be provided efficiently and cost-effectively.
- 3.3 Include zone provisions that locate potential future growth areas or greenfield developments in areas where adequate infrastructure exists or where there is a logical extension to an existing infrastructure network that has the capacity to service the additional growth.
- 3.4 Discourage out-of-sequence development in circumstances where significant urban development is proposed in areas not currently serviced by state or local government infrastructure, unless it can be demonstrated that it:
  - is in the public interest to do so
  - can be cost-effectively serviced by infrastructure without placing a burden on either state or local government to provide that infrastructure.
- 3.5 In these circumstances, take into account the projected growth and urban development expected to occur in these out-of-sequence areas when preparing the planning assumptions for planning schemes and LGIPs.

## State interest policy 4

**Existing and planned infrastructure is protected from development that would compromise the ability of infrastructure and associated services to operate safely and efficiently.**

### Background

Infrastructure must be able to perform its intended function without restriction or limitation resulting from the encroachment of sensitive or inappropriate land uses.

Some types of infrastructure and their associated activities have the potential to affect nearby land uses. For example, the nature and scale of the infrastructure and its operations may result in visual or acoustic amenity impacts or light-spill associated with night-time activities. To avoid or minimise such impacts and allow the infrastructure to perform its function without impediment, it is essential to identify key infrastructure and its operational requirements in planning schemes.

Planning schemes should ensure adjoining future development and associated activities do not adversely impact on the safety, viability or efficiency of existing operations. In addition, land-use governance should not prevent the augmentation of key infrastructure to accommodate future growth needs.

### How to appropriately integrate the policy

- 4.1 Consult with relevant government agencies, government-owned corporations, and utility providers early in the planning scheme formulation process to determine what type of land use or development may compromise the ability of infrastructure and associated services to operate safely and efficiently.
- 4.2 The planning scheme's strategic framework recognises the importance of protecting infrastructure and services so they can function safely and efficiently for their intended purpose.
- 4.3 Identify significant existing and planned infrastructure in strategic framework mapping to safeguard the ability to deliver infrastructure projects and their ongoing operation now and into the future. Where the specific location of an infrastructure project has not yet been determined, indicative conceptual mapping can be included in the strategic mapping.
- 4.4 Where appropriate, zone existing and endorsed future infrastructure to reflect the nature of the infrastructure – for example, through a community facilities zone or special purpose zone. The application of these zones reinforces that the land is committed for infrastructure purposes.
- 4.5 Include provisions in the zone, local plan code or overlay that protect strategically important corridors and sites from the encroachment of incompatible land uses or land uses that would compromise the intended, efficient and safe operation of the identified infrastructure.
- 4.6 Depending on the built form and associated zoning, in conjunction with the ability to satisfactorily deal with interface conflicts, include performance outcome provisions to address incompatible or sensitive land uses where their encroachment would have the effect of limiting or restricting the intended function or operation of infrastructure.

- 4.7 Where possible, provide physical buffers to separate operational areas of infrastructure from sensitive land uses. This separation may ensure that major infrastructure is able to operate safely and efficiently while minimising the degree of adverse impacts on surrounding development.
- 4.8 Where buffers are implemented, recognise them in the strategic framework of the planning scheme and protect them from uses that would compromise their integrity or purpose. Zoning, local plans and overlays should establish development assessment requirements that maintain the buffer area in its intended form. Where buffers cannot be implemented, setback requirements can achieve a similar outcome.

## Part C: Mapping

There are no mapping layers on the SPP Interactive Mapping System relevant to the *Infrastructure integration* state interest.

However, there are SPP Interactive Mapping System maps that relate to particular infrastructure types – for example, energy and water supply maps, transport infrastructure maps, strategic port maps, and airports and aviation facilities maps. These may be of assistance when preparing a planning scheme or amendment to a planning scheme.

Refer to **Appendix 1** of the SPP for a comprehensive list of mapping layers.

## Part D: Applying assessment benchmarks

The SPP does not contain any specific assessment benchmarks for the *Infrastructure integration* state interest.

However, for the purposes of development assessment, the assessment manager must have regard to the SPP (including the *Infrastructure integration* state interest statement and policies) in accordance with the Planning Regulation 2017, where the planning scheme has not appropriately integrated the state interest. The SPP applies as a matter to have regard to where the assessment manager considers these matters are relevant to the proposed development and only to the extent of any inconsistency with the planning scheme.

## Part E: Example planning scheme provisions

There are no example planning scheme provisions associated with the *Infrastructure integration* state interest.

## Part F: Supporting information

- Infrastructure Australia (February 2016), Australian Infrastructure Plan.
- Infrastructure Australia (February 2017), Infrastructure Priority List 2017—Project and Initiative Summaries.
- Queensland Government (March 2016), State Infrastructure Plan, Part A: Strategy.
- Queensland Government (March 2016), State Infrastructure Plan, Part B: Program.

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