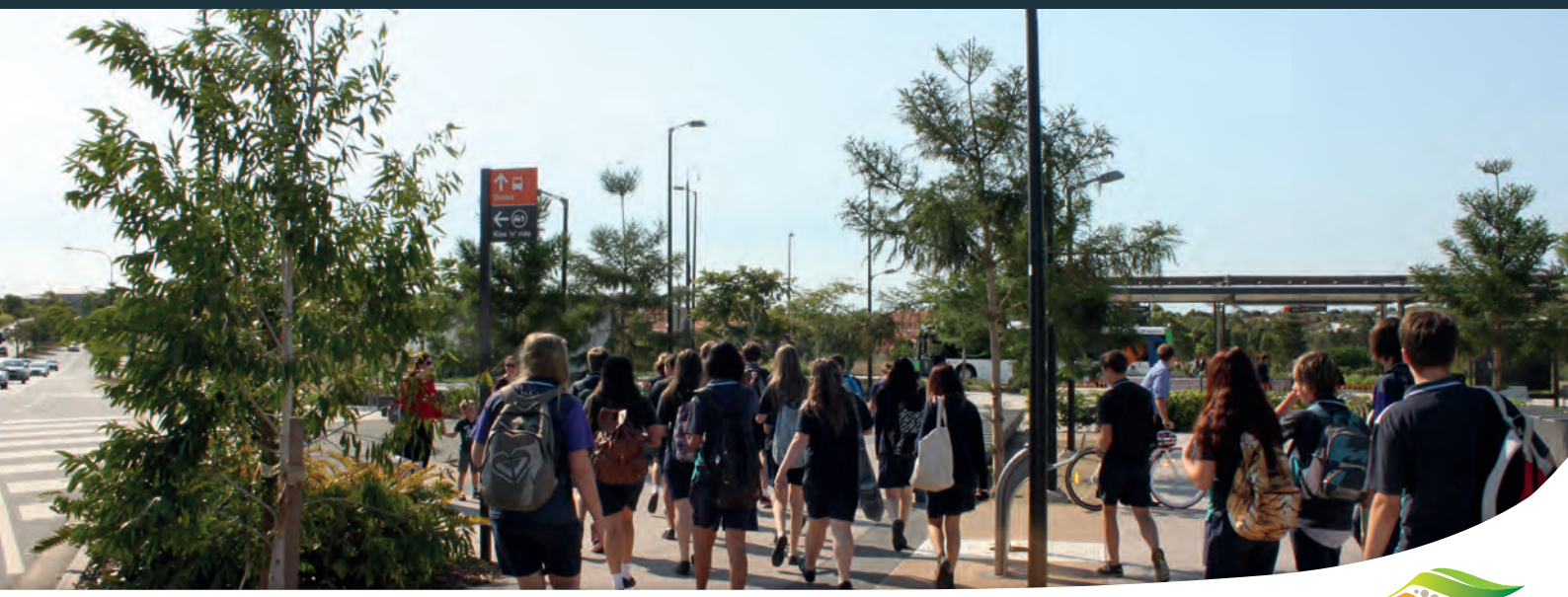
Planning Scheme Policy
Integrated Transport Assessment



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Adoption
MBRC adopted this planning scheme policy on 24 November 2015.

Commencement
This planning scheme policy will take effect from 1 February 2016.

Amendment
Alignment amendment 1 2017
- Adopted by Moreton Bay Regional Council on 27 June 2017
- Took effect from 3 July 2017

Major amendment 1 2019
- Adopted by Moreton Bay Regional Council on 12 December 2019
- Took effect from 29 January 2020.

1 Introduction

This policy supports the Moreton Bay Regional Council Planning Scheme and has been made by Council in accordance with Chapter 2, Part 3, Division 2 of the *Planning Act 2016*.

The MBRC Planning Scheme Strategic Framework which is intended to guide development within the MBRC area emphasises the importance of place making and urban design to create quality human habitats. This is particularly important as the planning scheme seeks to accommodate more people and jobs within existing and new urban areas, protect green networks, avoid flood hazards, provide for movement within and between places, and to improve the integration and coordination of land use planning and infrastructure delivery.

This planning scheme policy sets out the process and content required for an Integrated Transport Assessment (ITA) and provides more general guidance for transport integration for developments not requiring the preparation of an ITA.

The design attributes of development proposals can influence the availability of transport choices. Developments need to support walking and cycling, increasing the mode share of active and public transport, and provide adequately for servicing. They also need to address the transport impacts of a development on the existing and future transport network. New developments will be planned, designed and delivered to support more travel choices.

The ITA is intended to:

- demonstrate that new development is well considered in terms of all transport modes;
- be consistent with the outcomes of Planning Scheme Policy- Integrated Design;
- ensure the right type of activity is occurring in the right place or precinct and does not unduly compromise the planning and operation of the transport network;
- precede and guide development applications to support the availability of transport choices;

- address the transport impacts of a development from construction until 10 years after completion of the last stage of the development.

2 Purpose

The purpose of this policy is to:

1. Provide a guide to new developments to support access and movement by a variety of transport options, by:
    - provision of specific measures to support and encourage walking, cycling and greater use of public transport
    - adopting design principles to support an integrated overall urban structure within the local area
    - supporting and reinforcing the desired access hierarchy in the order of pedestrian, cycle, public transport, emergency access, servicing and general traffic
    - integrating and connecting with surrounding development, land uses and transport networks
    - providing high quality pedestrian, cycle and vehicle networks both within the development and connected to the surrounding area;
    - providing safe crossings for pedestrians and cyclists
    - accommodate desire lines of travel for wildlife.
2. Provide guidance to the information required when submitting development applications.
3. Provide guidance on the preparation of an ITA, where required by the planning scheme.

3 Application

This policy applies to:

A. A material change of use
B. A preliminary approval overriding a planning scheme
C. Reconfiguring a lot

And:

i. An area or activity identified in the planning scheme as requiring preparation of an ITA preceding consideration of a development application.
ii. An area identified by resolution of Council from time to time as requiring preparation of an ITA preceding consideration of a development application

iii. Development where traffic to or from the development at any time within the next 10 years is forecast to increase the two way flow on the adjoining road or intersection by more than 5% in the morning or afternoon transport peak
iv. Development within 200 metres of a transport sensitive location such as a school, shopping centre, bus or train station or a large generator of pedestrian or vehicular traffic
v. Development which has access onto a sub-arterial or arterial road or within 100m of a signalised intersection
vi. Development which dissects or significantly impacts on an environmental area or an environmental corridor
vii. Development greater than the thresholds identified within Table 1 – Activity Thresholds for Integrated Transport Assessments:

Table 1 - Activity Thresholds for Integrated Transport Assessments

Land use	**Threshold**
Residential	More than 50 lots or dwellings
Offices	More than 4,000m^2
Retail activities including hardware and trade supplies, shop, shopping centre, showroom	More than 1,000m^2
Warehouse and Industry– including high impact, medium impact, low impact and special industry.	More than 6,000m^2
On site car parking	More than 100 spaces
Trip generation rate	100 vehicles within the peak hour for the activity

Applications for development, including temporary use and/or interim development in an area identified as requiring an ITA will not be supported until there is an approved ITA prepared in accordance with this policy.

Nothing contained in this policy shall preclude Council and the applicant from entering into an agreement with regard to the matters dealt with by this policy.

Where an ITA has been prepared by Council and the proposed development application has been prepared in accordance with the assessment prepared by Council then the requirements of this policy are deemed to be complied with.

4 Functional transport network

The Moreton Bay Region has now moved to a functional transport network. Roads and streets in different places will have different roles and priorities in terms of the transport modes and movement. The ITA will help ensure that the travel demands of a development and identified solutions to address those demand, reflect the role of the road or street in the particular location.

Guidance should be taken for the future structural road layout in accordance with the functional hierarchy identified within the Planning scheme policies – "Neighbourhood Design", and "Integrated Design".

For example road with a:

- Place function – streets that maximise the ease and attractiveness for pedestrian, active transport and public transport users and supports the place activity while providing access to and from the place
- Movement function – roads that maintain good access to, from and between centres, economic areas and motorways, while active transport users are provided safe facilities.

The preferred transport options will address the travel demands of a development in the following priority order:

(i) Reducing the need to travel
(ii) Maximising access by walking, cycling and public transport
(iii) Identifying measures to accommodation residual trips

The road and street network will be designed to support greater transport movement options through the use of:

- Grid structures to maximise walkability
- Four way intersections to increase legibility and reduce speeds
- Connections with the existing street network to integrated development with surrounding uses
- Integration with other infrastructure networks including open spaces and community facilities.

5 Preparation

The matters outlined in Access and Urban Design Statement identified within the PSP – Integrated Design and this document (where it exceeds the thresholds identified within Table 1) are to be considered at the conceptual stages of a development proposal.

Early and ongoing involvement of a suitable expert, such as a transport planner, will enable transport matters to be considered and addressed at the conceptual stage of a proposal. An ITA submitted to

support a development application must be impartial, objective and concise, addressing those matters identified.

The key assumptions included within the ITA should be confirmed by Council as being acceptable prior to lodgement of the ITA and the development application. This will assist in timely consideration of the information, and reduce the need for additional work if the assessment is based on approaches not considered acceptable to Council. The assumptions that should be confirmed with Council include (but are not limited to):

- Trip generation rates
- Mode share
- Trip distribution
- Requirements for intersection capacity analysis or other traffic modelling

6 Further advice

Where proposals impact on roads that are controlled by Council, consultation with relevant Council transport planning officers is recommended.

However, when a proposal involves a State controlled road and/ or the rail network, the Department of Transport and Main Roads and Queensland Rail will need to be consulted.

7 Interpretation

Terms used in this planning scheme policy are defined in Schedule 1 – Definitions of the planning scheme. Where a term is not defined in Schedule 1, section 1.3 Interpretation of the planning scheme applies.

8 Matters to consider

The preparation of an ITA must demonstrate that it is consistent with the principles contained within the integrated infrastructure strategies for the region. The integrated infrastructure strategies include: Integrated Transport Strategy, Travel Demand Management Strategy, Active Transport Strategy, Networks and Corridors Strategy, Public Transport Strategy, Freight Strategy, and any relevant additional transport strategies.

An ITA prepared in accordance with Attachment 1 Guideline for an Integrated Transport Assessment is considered to address and be consistent with the principles contained within the integrated

infrastructure strategies. The following outlines the principles contained within Moreton Bay Regional Council transport strategies.

Travel Demand Management Strategy - Managing our demand for travel

A. Reducing the need to travel – Less travel can be achieved through shorter and fewer trips. The way our places are laid out influences our need to travel at the site, within the local area, and across the district. If our homes are closer to things we need – we can travel there more easily by walking, cycling and public transport.
B. Better transport options – People want to be able to make a choice as to how and when they travel. They need a variety of routes and means to travel. Available choices need to satisfy different journey purposes. People expect a reasonable level of transport service throughout the urban area.
C. Knowledge of transport choices – Users can choose to change their travel behaviour by being informed of implications of the transport options available to them. Access to information on footpath networks and public transport services can encourage the use of more sustainable transport modes.

Active Transport Strategy - Planning for active transport

A. Active communities – Many places are important destinations for walking and cycling. These include mixed use activity centres, public transport stations, schools and employment nodes. It is important that we establish better walking and cycling connections to and within these places. This connectivity and high level of amenity will make these locations more accessible, lively and enjoyable.
B. Connecting across the region – Moreton Bay region covers over 2,000 square kilometres, including a variety of rural and urban communities. Walking and cycling links between communities will offer greater travel choice.
C. Building an active transport culture – Changing attitudes towards walking and cycling is important. Promoting active transport will make walking and cycling a preferred choice for more people.

Public Transport Strategy - Planning for public transport

A. Timely and reliable public transport – Journey times need to be consistent and comparable to other transport options. Users expect a balance between availability, journey time, cost, coverage and frequency.
B. Accessible and affordable public transport – All users should find public transport easy, attractive, comfortable and affordable to use without being limited by physical or financial capacity
C. Clear and useful public transport information – Users and potential users of public transport need the right information before and during a journey. Information must be available to give users confidence in getting to where they want to go, when they want to go.

Freight Strategy - Planning for the movement of goods and services

A. Freight awareness – Developing greater understanding of the role and significance of freight within our places by educating industry and the community

B. Accommodating freight movement - Identifying and improving suitable routes to meet user needs. This includes design and integration of freight facilities to provide for delivery while reducing the impact on communities

C. Optimising the movement of freight – Considering better ways and modes to move and exchange freight.

Transport Network and Corridors Strategy - Planning for Transport Networks and corridors

A. Moving between places –The region's network of transport corridors provide for the movement and mobility of people and goods for both local and longer trips. The variety of facilities provides travel choice across all trip purposes. Travel opportunities need to be available to allow users the freedom to choose the most appropriate mode depending on their journey type and purpose.

B. Access to our centres –The sustained growth of our region will see increasing development densities within our activity centres. Providing good access and travel choice to and within these centres will have multiple benefits for the whole region. This will support the principles of transit oriented development, and foster the conditions necessary for economic regeneration and more self-containment of employment within the region.

C. Permeable and connected street network – Communities rely on a network of streets that underpin the structure of a neighbourhood. Permeable and fully connected street networks are an important principle in establishing local transport facilities that support access to destinations. When planned and designed in context with low traffic speeds, legible street networks provide conditions that promote walking and cycling and allow access for buses.

End Notes

Amendment Number: 2 **Adopted: 27 June 2017** **Effective from: 3 July 2017**	
Planning Scheme Policy Reference	**Summary of amendment**
-	• Amendment to reflect the terminology used in the *Planning Act 2016*, the *Planning Regulation 2017* and related state planning instruments.
Amendment Number: 3 **Adopted: 12 December 2019** **Effective from: 29 January 2020**	
Planning Scheme Policy Reference	**Summary of amendment**
-	• The overall purpose and general effect of the adopted amendments to the existing planning scheme policies are to add clarity and improve usability.

Attachment 1: Guideline for the preparation of an Integrated Transport Assessment

1. Executive summary

Prepare a short synopsis of the proposal, its impacts and the planned mitigation and implementation measures identified through the ITA process.

Advice

The Executive Summary should be short and concise – but detailed enough to be read as a standalone section and provide a reader with enough information to feel familiar with the development and the recommended outcomes without needing to read the full report.

2. Introduction

Prepare a brief outline of proposal and a description of the general location and context of the proposal.

Advice

Keep the description brief, bearing in mind that a fuller description will be provided in a later section under "Proposal" and that a description will also be provided in the development application when the ITA is associated with an application.

For a preliminary approval to override the planning scheme:
Description of the type of zoning and precinct, the transport matters such as road layout proposed, the type of activities proposed and their intensity (e.g. 750 dwellings or 350 employees are planned). Identify any transport issues unique to the proposal.

For site specific proposals:
Describe the site characteristics, the land use proposed and its intensity, and relevant transport matters such as the supply of on-site parking proposed, access arrangements or hours of operation if known.

3. Description of existing land use and transport environment

Set the scene and introduce the location in more detail than in the introduction. Provide a map identifying the existing roads within the vicinity of the site or development area.

Show any places of interest that will be referred to within the body of the ITA. Photos and aerial photographs are particularly helpful in showing the context of the development.

Advice

Identify the features of the existing transport network, including the following items as relevant to the proposal and site:

- *existing walking and cycling networks within convenient walking and cycling distance*
- *existing bus and rail service routes and frequencies within convenient walking and cycling distance*
- *bus stops, bus lanes and high occupancy vehicle (T2 or T3) lanes with potential to serve the site*
- *on-street and off-street parking facilities*
- *road hierarchy of adjoining roads and routes to higher-order roads. This should be consistent with the functional road hierarchy and process for identification contained within the Planning scheme policies – "Neighbourhood Design", and "Integrated Design"*
- *traffic volumes on main routes (which could include turning volumes, level of service (LOS) information, and comparisons between peak and inter-peak time)*
- *crash records*
- *truck and service vehicle access and facilities.*

Highlight any land use characteristics that have a bearing on the proposal, including any known or approved future proposals.

Map this information where possible will present a clearer picture.

4. The proposal

Provide a full description of the proposed development, supporting infrastructure and anticipated use to ensure a full understanding of the development proposal. If the development is proposed to occur in stages, outline those stages and the timeframes involved.

Advice

<u>For a preliminary approval to override the planning scheme</u>
Include information on the proposed change of use; the types of activities that will be permitted in each respective zone and to what intensity those activities will be permitted. This will outline the theoretical maximum development potential of the area (irrespective of whether this may occur in reality).

Outline what type of road network plan is proposed. Guidance on preparing a road network plan is contained in Planning scheme policy – Neighbourhood design

Matters that should be addressed include:

- *What will the road hierarchy and road functional classification within the development area and/or serving the development?*
- *What are the applicable cross sections for the road type(s) as identified within the identified within the Planning scheme policy -Integrated Design.*

- *How have the needs of pedestrians, cyclists, service vehicles and public transport users been provided for within and accessing the development area from its service catchment?*
- *What is the approach to be taken to parking provision within the development area?*

For site specific proposals

The description should detail what type of activity is proposed, what the intensity of the development will be and operating hours if known. Outline access and parking arrangements, appropriate street cross sections (as per Planning scheme policy -Integrated Design), loading provisions (if appropriate) and any pedestrian and end of trip cycle facilities that are proposed.

Describe the site and any existing development that is presently occurring on the site and adjacent to the site. Address what will happen to existing development and how the new development will integrate with existing buildings, existing street cross sections, parking and access points if they are to remain.

5. Integration with future transport network

Provide a short statement referring to wider planning strategies such as the South East Queensland Plan, Strategic Framework (Part 3 of the planning scheme) and the various transport strategies prepared by Council to outline the future direction sought for land use and transport within the Moreton Bay region. This should remain brief.

Advice

Identify how the proposal will fit within existing and future transport networks when considered as one network. It should identify upgrades and improvements in services planned by Department of Transport and Main Roads, TransLink and Council and how these are relevant to the development.

A particularly important component of integration is ensuring that the staging of the development is proposed in line with the predicted completion dates for any particular infrastructure or service upgrade proposed within strategic and infrastructure plans. The ITA should outline the proposed staging of the proposal and demonstrate how this is in line with transport plans for the area.

For a preliminary approval to override the planning scheme

For proposals covering a wide geographical area the ITA will need to demonstrate how the proposal integrates with and supports the future transport network surrounding the development area. With respect to the internal layout of the area the ITA should demonstrate that decisions made about the type of land use and the intensity of land use have been made to support the road layout planned and that the road layout provides a network for all modes of transport.

For site specific proposals

For proposals on a single site or covering a limited geographical area, the ITA should demonstrate that the proposed intensity and type of land use is appropriate with respect to the surrounding transport network, or can be designed so as not to adversely impact on the transport network. The focus of the analysis should be on how the site achieves adequate integration with the surrounding transport network and how the proposed design within the site provides for all transport modes adequately.

Matters to consider:

- *Is the site located adjacent to an existing or planned rail or bus station?*
- *Is the site within a reasonable walking distance of a rail or bus station (1km)? If so, how can pedestrians access the site in terms of direct route and the quality of pedestrian facilities along that route?*
- *Does the site locality achieve high levels of walking and cycling infrastructure by level of service standards identified within the Active Transport Strategy?*
- *How has the development been designed to interact with the transport network so as to facilitate pedestrian and cyclists movements, to encourage public transport use and to manage traffic congestion?*
- *Is a travel plan proposed?*
- *What level of car parking is being provided, and how is access and egress to be managed?*

6. Predicted trip generation and expected mode share

An overview of the origin and destination of users of the development, that is, where they will be coming from and leaving to, with relation to the existing transport network (and any relevant upgrades proposed in transport plans). It should draw conclusions as to what mode shares could reasonably be expected in the circumstances.

Advice

This analysis should address the following matters:

Land use characteristics

Describe the catchment the proposal will serve – local or wider catchment. Will it attract single purpose or multipurpose trips i.e. can other activities be undertaken on the site or within proximity of the site. Are these within walking distance and are connections provided? Is the development dependant on car use or can a significant proportion of travel be undertaken by public transport or active transport?

Public transport accessibility

Identify the origins and destinations of people traveling to the development and the availability of public transport services, frequency in relation to core hours of the activity. Identify the accessibility of the development to bus stops within 400 metres of an actual walk catchment or bus or train stations within 1km of an actual walk catchment. The actual walk catchment relates to links and connections available

to the public including roads, pathways, laneways and through open space. Consideration of safety and amenity for persons using active transport to and from public transport and adequacy of facilities at the stations is to be included.

Walking and cycling accessibility

The facilities available onsite for walking and cycling, facilities within a walking or cycling distance of the development, and identification of any improvements needed to encourage these modes.

Service and emergency vehicle access

Provide details on how emergency vehicles will access the site, how servicing of the site will be achieved and how this servicing will avoid impacts on active transport.

Private vehicle accessibility

Assess the existing and future private vehicle travel anticipated to be generated by the development, internal circulation and impacts of this on the surrounding road network and intersections. Consideration should be made regarding level of parking provided, mode share, trip generation and distribution and existing conditions within the transport network. Include a road safety audit including consideration of all users, site access, existing crash and injury history, provision for service vehicles etc.

Predicted mode share

Identify the predicted mode share for the development so that appropriate parking is provided (rather than over-supply) and the traffic generation assessed for the development is accurate (rather than over-predicting private vehicle mode shares). Although mode share predictions may be subject to change, it is possible to predict with some degree of confidence how people are likely to travel to an area or an activity by different modes. This allows an understanding to be gained as to measures that can be implemented to influence the mode share of the development and what measures (e.g. infrastructure, education, operation) are proposed to achieve this.

7. Evaluation

Using the information gained in previous sections of the report, assess the impacts of the development on the surrounding transport network.

Advice

The evaluation should include:

- *conflicts from vehicles accessing and egressing the site including consideration of other transport users including public transport, active transport and other vehicles*
- *differentiate between existing problems with the transport network and those as a result of development*

- *inclusion of strategic and/or localised intersection modelling and the results of this modelling, or the reasons and judgement as to why transport modelling was not considered necessary.*

8. Mitigation and improvements

Identify the necessary mitigation measures that will be required to address any impacts on the transport network. Measures may be proposed as a positive way of increasing the mode shares for public transport, walking and cycling.

Any mitigation must have regard to the existing or proposed road hierarchies. For example if a road adjoining a proposal or development site is noted as being a primary Active Transport route then the needs of active transport users should have increased priority when considered with other modes and when considering mitigation. Mitigation measures may be needed both within a site, as well as within the transport network external to the development site or area.

Advice

Mitigation measures that might be proposed could include any of the following:

- *changes to the location, use, design and intensity of land use, so that the site or development area is more supportive of the transport networks in the area*
- *new or upgraded crossing points for pedestrian and cyclists at key points*
- *dedicated cycling networks or shared path facilities*
- *introduction of bus priority measures*
- *upgrading public transport stops and providing real time signage*
- *providing for shared or remote parking and car pooling*
- *upgrading existing intersections to provide for all travel modes*

9. Consultation summary & implementation plan

One of the most important aspects of a complete ITA is outlining how necessary infrastructure upgrades will be funded and who will be responsible for providing the measures.

Where changes are needed to the transport network beyond the development, it is imperative that these measures are discussed with the relevant transport authority. ITAs identifying infrastructure upgrades as necessary to mitigate adverse effects, but which do not go on to identify who will be responsible for these measures, how they will be funded, and by when, will not meet the requirements of an ITA.

Advice

This section should detail the discussions that have been had with relevant agencies, and the agreements reached. Where mitigation projects are identified and the following information should be provided in the ITA:

- *concept plans for any required infrastructure upgrades*
- *estimated cost of the upgrades or new facilities*
- *confirmation of who will be responsible for providing the infrastructure or services and by when*
- *source of funding*

10. Conclusions

This section should summarise the development, the assessment that has been undertaken, and any changes or mitigation recommended to ensure an acceptable proposal.

Advice

It should describe:

- *The nature of the land use proposed, the overall structure for the area (where appropriate) and how the development has been designed to integrate with existing and future transport networks*
- *The mode shares being targeted by the development, and the measures that will be implemented to meet those targets*
- *Any mitigation measures that are proposed, including the costs, how they will be funded and who is responsible for providing them*
- *How the mitigation measures proposed in the ITA have been captured in the layout, recommended conditions and the design. In particular, the monitoring or staging clauses that have been inserted to ensure that mode shares targeted in the ITA are actually met.*