Land use and transport integration

Planning Practice Note 94
December 2021

The purpose of this practice note is to provide guidance about how the Transport Integration Act 2010 and the transport system should be given effect when preparing and implementing local planning policies and strategies for transport into the planning scheme.

Alignment between land use and transport planning is critical to providing efficient, safe and sustainable movement for people and goods, and achieving land use planning goals such as accommodating the future growth in population and employment in Victoria.

Integrating land use planning and transport planning requires land use planning decisions to consider the current and future development and operation in the transport system.

Transport planning is complex, and many parties are involved in development and delivery of transport infrastructure. This planning practice note provides guidance for preparing and implementing transport policies and strategies into a planning scheme.

The transport system

The transport system is made up of all the components for moving and transporting people and goods and includes movement networks, transport interchanges, infrastructure and land reserved for future transport needs.

The diagram below shows the transport system.

Figure 1. The transport system
**State Transport System**

The State Transport System comprises the elements of the transport system that are of state significance. In planning schemes, the state transport system is planned, delivered and protected differently to the local transport system. The State Transport System is made up of the following principal movement networks:

- Principal Bicycle Network, including Strategic Cycling Corridors
- Principal Public Transport Network and Regional Rail
- Principal Road Network
- Principal Freight Network
- Principal Transport Gateways.

The components of the State Transport System are shown below:

*Figure 2: Components of the State Transport System*
Local movement networks

Local movement networks are planned for at the local (municipality) level and include local roads, cycling and walking routes, community transport and ‘first and last mile’ freight links.

Together the State Transport System and local movement networks make the transport system for Victoria.

Common transport system terms

Several terms are used in state planning policy to describe the elements of the transport system. Below is a description of what those terms mean.

<table>
<thead>
<tr>
<th>Term</th>
<th>Meaning</th>
</tr>
</thead>
<tbody>
<tr>
<td>High capacity public transport</td>
<td>Public transport that accommodates more than ten passengers.</td>
</tr>
<tr>
<td>Local movement networks</td>
<td>Integrated with the State Transport System. Planned at a local level and generally include walking networks, cycling networks and local road networks. Provides a local and potentially regional service.</td>
</tr>
<tr>
<td>Low capacity public transport</td>
<td>Public transport that accommodates ten or less passengers.</td>
</tr>
<tr>
<td>Motorway network</td>
<td>Declared freeways including toll roads as defined in the Road Management Act 2004. Included in the Principal Road Network.</td>
</tr>
<tr>
<td>Movement network</td>
<td>Routes and places, generally defined by mode, that connect to form a network that allows for the movement of people and goods using a particular mode. For example, cars on the road network, bicycles on the cycling network, walkers on the walking network. The transport system is comprised of multiple movement networks.</td>
</tr>
<tr>
<td>Off road public transport</td>
<td>Public transport that uses dedicated transport corridors that do not form part of the road network. Includes trains, trams, lightrail, rail, ferries, cycle share.</td>
</tr>
<tr>
<td>On road public transport</td>
<td>Public transport that shares road space with other road users. May be high capacity (trams, buses) or low capacity (taxis, ride share, cycle share, community transport).</td>
</tr>
<tr>
<td>Significant Municipal Road</td>
<td>A road that is under control of the municipal council and is identified as a key part of the road network.</td>
</tr>
<tr>
<td>State transport infrastructure</td>
<td>Existing and proposed transport infrastructure that forms part of the State Transport System.</td>
</tr>
</tbody>
</table>
Planning policy for transport

State transport policy

State planning policy for transport sets the direction for how planning authorities should consider the transport system in land use planning decisions to support a safe, integrated and sustainable transport system. Integrating land use and the transport system from a planning perspective requires balanced consideration of how to best locate housing, jobs and services to make use of the transport system while protecting existing and planned transport infrastructure from the impacts of land use and development.

Clause 18 of the Planning Policy Framework (PPF) of planning schemes specifies state, regional and local planning policies for land use planning for transport. This includes overarching planning policy at clause 18.01 for integration of the entire transport system (as defined in clause 73.01) and specific policies for integration of each movement network at clause 18.02. It also integrates policy for interchanges and infrastructure that are required to connect and operate the movement networks, along with land reserved for the future development of the transport system. The policy applies to both state and local transport infrastructure.

While some planning decisions may mostly relate to one type of transport or one part of the transport system, the starting point for decision making is facilitating the movement of people and goods, rather than specific modes of transport. In the context of clause 18, this requires considering broad directions in clause 18.01 as well as the specific movement networks at clause 18.02.

The policy documents specified in clause 18 are adopted state transport policy and should also be considered.

Clause 18 requires that planning decisions consider the impact on state transport infrastructure both existing and future. Four transport infrastructure categories have been defined that provide a planning response to each category.

Figure 3: Transport infrastructure categories

<table>
<thead>
<tr>
<th>Category</th>
<th>Existing infrastructure</th>
<th>Infrastructure in delivery</th>
<th>Planned infrastructure</th>
<th>Potential infrastructure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Term</td>
<td>Existing infrastructure</td>
<td>Under construction</td>
<td>Planned</td>
<td>Identify as needed</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Planning controls in place to support delivery.</td>
<td>Land is reserved by a Public Acquisition Overlay or other statutory tool for a public purpose.</td>
<td>Future or potential infrastructure identified as required in an approved State policy or strategy. Eventually will be statutorily identified as an Area of interest</td>
</tr>
<tr>
<td>Planning response</td>
<td>Protect and improve</td>
<td>Don't compromise</td>
<td>Maintain opportunity</td>
<td></td>
</tr>
</tbody>
</table>

Least certain

Most certain
Once infrastructure has been identified as ‘planned’ or ‘potential’ infrastructure, the role of a planning authority or responsible authority is to ensure the opportunity to deliver this infrastructure is not compromised by planning decisions, even if it may be several years until the infrastructure may be delivered.

**Local planning policy for transport**

Local policy provides the detailed policy directions for local movement networks and land use or local responses to integrate into state movement networks.

A local policy should only identify potential or planned infrastructure when it forms part of a local movement network or the infrastructure is identified in State government policy as required for the State Transport System.