

Vehicular access to state-controlled roads policy

Management of access between adjacent land and state-controlled roads

2023

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Document control

Date	Action	Revision summary / amendments
January 2023	Review	<ul style="list-style-type: none">• Section 3: inclusion of limited access roads• Section 5: Function, Principle 2, Strategy 3 – expand content• Section 6: Design Criteria – amend and clarify content• Section 7: Related documents – update references• Section 8: Glossary of terms – update

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1. Introduction

TMR is responsible for managing the safety and efficiency of the state-controlled roads (SCRs) network across Queensland. The *Vehicular access to state-controlled roads policy* (the policy) outlines statewide principles which will be applied by the Department of Transport and Main Roads (TMR) when making decisions relating to vehicular access between SCRs and adjacent land.

Under the *Transport Infrastructure Act 1994* (TIA), TMR can make decisions relating to the management of access between SCRs and adjacent land. Decisions on the management of access may relate to development applications, proposals for new or changed vehicular access, undertaking planning for future state transport infrastructure and safety audits.

2. Policy statement

TMR will apply the following principles when making a decision relating to the management of access between adjacent land a SCR:

- vehicular access must not compromise safety of the users of the SCR network or any other transport infrastructure
- vehicular access must be consistent with the functional requirements of the SCR
- vehicular access must be consistent with the current or planned intent for the road corridor and the SCR network.

3. TMR's role in managing vehicular access to SCRs

The SCR network is a system of roads of national and state significance. Roads of national and state significance are roads that provide direct, safe and efficient access to places of national and state significance. SCRs may also form part of public passenger transport and active transport networks.

Vehicular access to a SCR has a direct impact on the safety and the efficient function of the road network. Road safety research¹ indicates that there is a direct relationship between increased numbers of access locations, increased frequency of the use of access points, and increased crash rates. Unmanaged vehicular access onto the SCR network can also limit the network's ability to function efficiently which can have far-reaching economic impacts for Queensland and beyond.

As a result, TMR must balance the needs of interested parties to access land from the SCR with the broader community's need for the safe and efficient operation of the SCR network.

4. Applicability

TMR will apply the principles of this policy to all decisions on the management of vehicular accesses between SCRs and adjacent land, including:

- assessing applications made under TIA to construct a new vehicular access between land and a SCR
- assessing applications made under TIA to change an existing vehicular access between land and a SCR
- assessing development applications or a change application made under planning legislation involving constructing or changing a vehicular access
- assessing applications for mining and resources projects, including solar and wind farm developments

¹ Brindle, Ray, 1998, *Relationship Between Accidents and Access Conditions*, ARB Transport Research Ltd. Research Report No. 320.

- providing advice on development applications made under planning legislation
- undertaking planning for future state transport infrastructure and upgrades of the SCR network including projects undertaken by TMR
- undertaking reviews of existing vehicular accesses to SCRs, for example, conducted as part of a safety audit.

This includes decisions relating to vehicular access to a limited access road, declared by TMR under the *Transport Infrastructure Act 1994*. Additional information about limited access roads is available at:

<https://www.tmr.qld.gov.au/Community-and-environment/Planning-and-development/Other-matters-requiring-approval/Limited-access-roads-and-limited-access-policies>

The principles of this policy also apply to decisions relating to non-vehicular access to a SCR, for example, the use of an access by pedestrians.

5. Policy principles

This policy sets out three key principles that must be considered when making decisions related to vehicular access to SCRs. These policy principles are inter-dependant; fulfillment of one principle is linked to the fulfillment of the other two principles. Under each principle sits a set of strategies which provides further detail on how to achieve each principle. A proposal must demonstrate how it meets all three policy principles and all relevant strategies to comply with this policy.

The following diagram illustrates the inter-relationship between the three policy principles.

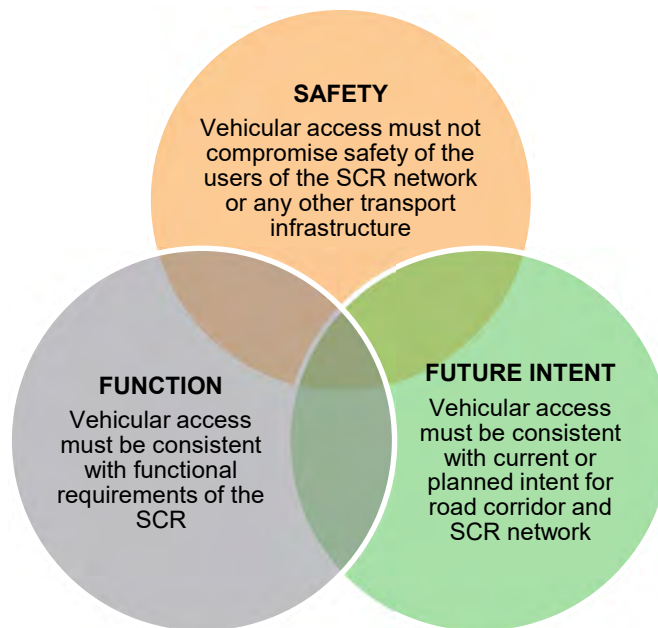


Figure 1 The inter-relationship between the three policy principles

SAFETY

Principle 1: Vehicular access must not compromise safety of the users of the SCR network or any other transport infrastructure

TMR regards safety as paramount in the road environment. TMR seeks to ensure adequate levels of safety for all users of the SCR network, including motorists, pedestrians and cyclists.

The condition of a road cannot be defined absolutely as being safe or unsafe. Rather, road safety is considered as a relative measure benchmarked against an existing condition or an acceptable risk threshold.

Strategy 1 Vehicular access to SCRs will not be permitted if it significantly worsens road safety or results in an unacceptable impact to road safety.

Vehicular access to a SCR will not be permitted at locations considered to be unsafe including, for example, near motorways and motorway on and off ramps, intersections, pedestrian crossings and bus stops.

Strategy 2 Vehicular access to SCRs will not be permitted where it significantly worsens safety for users of other transport infrastructure.

Other transport infrastructure includes rail, light rail, public passenger and active transport infrastructure. In terms of public passenger transport and active transport, new or changed vehicular access must not impede the ability of patrons, pedestrians and cyclists to safely access and use this infrastructure.

Strategy 3 The safety of the users of the SCR network will be the primary consideration for all works in a SCR corridor.

The construction, maintenance and operation of a vehicular access must ensure that the safety of the users of the SCR network is maintained or improved.

Strategy 4 The planning and design of road infrastructure projects must make provision for the location and design of existing vehicular accesses to ensure there is no significant worsening of or unacceptable impact to road safety.

In circumstances where a project identifies there is the potential for significant worsening of road safety, measures must be undertaken to avoid, manage or mitigate the issue. This may include relocating, modifying or removing the existing vehicular access.

FUNCTION

Principle 2: Vehicular access must be consistent with the functional requirements of the SCR

The primary function of most SCRs is to provide efficient routes for through-traffic including road freight vehicles. Additional vehicular access points or poorly located vehicular access points can compromise the through-traffic carrying function of SCRs. SCRs can also function as public transport or active transport spines and vehicular access should be designed and constructed to be consistent with this function where applicable.

Strategy 1 Vehicular access to SCRs will not be permitted on higher order roads such as motorways and limited access roads, except where specified in a limited access road policy.

Strategy 2 Vehicular access to SCRs will not be permitted where access can be feasibly obtained from a local road.

Vehicular access must be from a local road where a feasible alternative to SCR access exists. Where safe access to the local road network is not feasible, access may be permitted if sufficient justification is provided and the vehicular access is located and designed to minimise any impacts.

Strategy 3 The number of access points to a SCR will be minimised to ensure the through traffic carrying function of the road is maintained.

The preferred options for managing multiple access points to a SCR are to consolidate vehicular accesses, redirect access via a service road, or to construct shared access for adjoining properties. Where appropriate, development involving any new or extended local road networks should also make provision for future connectivity to adjacent land and/or local road corridors (such as the provision of road stubs).

Strategy 4 Vehicular access to SCRs must not compromise the public passenger transport or active transport function of the SCR.

Vehicular access must not impede the efficient operation of public passenger transport and active transport networks. Any new or changed vehicular access must be designed and constructed to minimise conflict points with public transport vehicles, pedestrians and cyclists.

FUTURE INTENT

Principle 3: Vehicular access must be consistent with the current or planned intent for the road corridor and the SCR network

The Queensland Government makes a significant investment in the transport network, including the road network. TMR plans for, and manages, infrastructure and roads to ensure the transport network continues to support economic growth and keep our communities connected to employment, recreational opportunities, health, education and other essential services. Vehicular access decisions need to consider this investment and ensure that the state's ability to deliver in the future is not compromised.

Strategy 1 Vehicular access must not impede the operation of existing transport infrastructure or the delivery of planned corridor improvements.

Planned corridor improvements include road widening, bus infrastructure (including bus stops), turning lanes, footpaths, and cycle routes.

Strategy 2 Vehicular access must not impede the delivery of planned upgrades to the SCR network.

Planned upgrades include extensions, upgrades or duplication of SCRs.

Strategy 3 The standard of vehicular access works must ensure the configuration of the SCR frontage is consistent with the current or documented intended form of the SCR corridor.

Any new or changed vehicular access must be designed and constructed to enable the continuity of:

- a. footpaths and cycling infrastructure along the frontage
- b. drainage (kerb and channel, stormwater infrastructure and so on) along the frontage
- c. public utility plants (electricity, gas, telecommunications, water and sewerage infrastructure) along the frontage
- d. noise barriers.

6. Design Criteria

A new or changed access must comply with TMR standard drawings for access and Normal Design Domain (NDD) criteria specified in the Road Planning and Design Manual, 2nd Edition. Where a design cannot meet NDD criteria, design proposals are subject to TMR written approval. Extended Design Domain (EDD) and Design Exceptions will not be permitted without written approval from TMR.

Applicants are encouraged to have early discussions with TMR regional office development assessment teams.

Regional office contact details are available at: <https://www.qld.gov.au/transport/contacts/roads>.

7. Related documents

- *Transport Infrastructure Act 1994*
 - section 24 declaration of SCRs
 - section 33 road access works approval
 - sections 54-61 limited access roads
 - section 62 road access location approval
 - sections 72-74 compensation provisions
- Department of Transport and Main Roads, *Road Planning and Design Manual, 2nd Edition* (available at: <https://www.tmr.qld.gov.au/business-industry/Technical-standards-publications/Road-planning-and-design-manual-2nd-edition>)
- Department of Transport and Main Roads, *Guide to Traffic Impact Assessment* (available at: <https://www.tmr.qld.gov.au/business-industry/Technical-standards-publications/Guide-to-Traffic-Impact-Assessment>)
- Department of Transport and Main Roads, *Approved Planning Policy*, (available at: <https://www.tmr.qld.gov.au/Community-and-environment/Planning-and-development/Planning-and-development-assessment-under-the-Planning-Act/Approved-Planning-Policy>) Austroads, *Austroads Guide to Road* (available at: <https://austroads.com.au/publications/road-design/agrd-set>)
- Austroads, *Austroads Guide to Traffic Management* (available at: <https://austroads.com.au/publications/traffic-management/agtm-set>)
- Department of Transport and Main Roads, Limited access roads and limited access policies (available at: <https://www.tmr.qld.gov.au/Community-and-environment/Planning-and-development/Other-matters-requiring-approval/Limited-access-roads-and-limited-access-policies>)
- Department of Transport and Main Roads, Approved Planning Policy (available at: <https://www.tmr.qld.gov.au/Community-and-environment/Planning-and-development/Planning-and-development-assessment-under-the-Planning-Act/Approved-Planning-Policy>)
- Department of State Development, Infrastructure, Local Government and Planning, State Development Assessment Provisions, State code 1: Development in a state-controlled road environment (available at: <https://planning.statedevelopment.qld.gov.au/planning-framework/state-assessment-and-referral-agency/state-development-assessment-provisions-sdap>)

8. Glossary of Terms

Term	Meaning
active transport infrastructure	<p>means infrastructure for use in connection with active transport, including, for example, the following -</p> <ul style="list-style-type: none"> (a) a path or walkway for use by pedestrians (b) a path, lane or other infrastructure for use by cyclists (c) a device or facility designed and constructed for parking bicycles (d) an end of trip facility. <p>(see section 8A(3) of the <i>Transport Planning and Coordination Act 1994</i>)</p>
corridor	<p>describes the land within a state-controlled road. That is, unless otherwise specified in a declaration, the width of a corridor through a state reserve, state forest, timber reserve, vacant state land or pastoral holding is 30 metres each side of the centre line of the trafficked route.</p>

Term	Meaning
	(see s24(5), <i>Transport Infrastructure Act 1994</i>)
crash	<p>includes -</p> <ol style="list-style-type: none"> 1. (a) a collision between 2 or more vehicles, or 2. (b) another accident or incident involving a vehicle in which a person is killed or injured, property is damaged, or an animal in someone's charge is killed or injured. <p>(see schedule 5 of <i>Transport Operations (Road Use Management - Road Rules) Regulation 2009</i>)</p>
limited access road (LARs)	means a state-controlled road, or part of a state-controlled road, declared to be a limited access road under section 54 of the <i>Transport Infrastructure Act 1994</i> .
local government road	<p>a road that is under the control of a local government.</p> <p>(see <i>Transport Infrastructure Act 1994</i>, schedule 6)</p>
new or changed vehicular access	<p>between premises and a road or state transport corridor, means -</p> <ol style="list-style-type: none"> (a) the use of a new location as a relevant vehicular access between the premises and the road or corridor, or (b) the construction of a new relevant vehicular access between the premises and the road or corridor, or (c) the extension of an existing relevant vehicular access between the premises and the road or corridor, or <p><i>Example for paragraph (c) - widening a driveway to allow access by a wide-turning vehicle</i></p> <ol style="list-style-type: none"> (d) an increase in the number of vehicles regularly using an existing relevant vehicular access between the premises and the road or corridor or (e) a change in the type of vehicles regularly using an existing relevant vehicular access between the premises and the road or corridor. <p>(see Schedule 24 of the <i>Planning Regulation 2017</i>)</p>
planned upgrade	<p>Defined in the State Development Assessment Provisions (SDAP) as:</p> <p>an extension, upgrade, or duplication of state transport infrastructure or transport networks for which affected land has been identified:</p> <ol style="list-style-type: none"> 1. in a publicly available government document, or 2. in written advice to affected land owners. <p>Government documents are Commonwealth, state or local government documents that include a statement of intent for, or a commitment to, a planning outcome or infrastructure provision.</p> <p>(see SDAP glossary of terms)</p>
premises	<p>means -</p> <ol style="list-style-type: none"> (a) a building or other structure; or (b) land, whether or not a building or other structure is on the land. <p>(see the <i>Planning Act 2016</i>, schedule 2)</p>
public passenger service	<p>means a service for the carriage of passengers if:</p> <ol style="list-style-type: none"> 1. the service is provided for fare or other consideration, or

Term	Meaning
	<p>2. the service is provided in the course of a trade or business (but not if it is provided by an employer solely for employees), or</p> <p>3. the service is a courtesy or community transport service, and</p> <p>4. includes a driver service and a service for the administration of taxi services, but does not include a service excluded from the <i>Transport Operations (Passenger Transport) Act 1994</i> by a regulation.</p> <p>(see schedule 3 of the <i>Transport Operations (Passenger Transport) Act 1994</i>)</p>
public passenger transport infrastructure	<p>means infrastructure for, or associated with, the provision of public passenger transport, including, but not limited to:</p> <ol style="list-style-type: none"> 1. a transit terminal for public passenger services (for example, an airport terminal, a coach terminal, a cruise ship terminal), or 2. a ferry terminal, jetty, pontoon or landing for ferry services; or 3. a bus stop, bus shelter, bus station or bus lay-by, or 4. a busway station, or 5. a light rail station, or 6. a taxi rank, limousine rank or limousine standing area, or 7. a railway station, or 8. vehicle parking and set-down facilities, or 9. pedestrian and bicycle paths and bicycle facilities, or 10. a road on which a public passenger transport service operates. <p>(see section 3 of the <i>Transport Planning and Coordination Act 1994</i>)</p>
public utility plant (PUP)	<p>means plant permitted under another Act or a Commonwealth Act to be on a road.</p> <p><i>plant</i> includes any of the following -</p> <ol style="list-style-type: none"> (a) a conduit or cable (b) an electrical installation under the <i>Electricity Act 1994</i> (c) an overhead conveyor (d) a pipeline (e) a pole (f) a railway, monorail or tramway (g) a telecommunications plant (h) a viaduct or aqueduct (i) a water channel. <p>(see schedule 6 of the <i>Transport Infrastructure Act 1994</i>)</p>
road safety audit	<p>a formal examination of a future road or traffic project, in which an independent, qualified person reports on its potential safety hazards and identifies remedial measures.</p> <p>(see Department of Transport and Main Roads, <i>Guide to Traffic Impact Assessment</i>)</p>
Road Planning and Design Manual (RPDM)	<p>is the primary technical reference document for the planning and design of roads. It refers designers to the relevant Austroads publications for technical requirements, and outlines where Queensland Department of Transport and Main Roads practice supplements or differs from the Austroads guides.</p>

Term	Meaning
	(available at : https://www.tmr.qld.gov.au/business-industry/Technical-standards-publications/Road-planning-and-design-manual-2nd-edition)
significantly worsened	<p>is defined as a change to the level of safety risk. Safety risk is considered in terms of changes in:</p> <ul style="list-style-type: none"> • likelihood – how often an event or situation is expected to take place, and • consequence – the effect, result, or outcome of something occurring. <p>The likelihood and consequence of an incident occurring is scored on a risk matrix to produce a risk score which indicates the level of safety risk (such as low, medium and high). A change, for example, in a level of safety risk from low to medium would be considered a significant worsening of safety.</p>
state-controlled road (SCR)	a road or land, or part of a road or land declared under section 24 of the <i>Transport Infrastructure Act 1994</i> .
road stub	is a 'dead end' road which is terminated at the boundary line of a property, and may be extended at a later date to provide access to abutting land or a road.
TIA	<i>Transport Infrastructure Act 1994</i> .
transport infrastructure	<p>means -</p> <ul style="list-style-type: none"> (a) active transport infrastructure as defined under the Transport Planning Act, section 8A(3), or (b) air transport infrastructure, or (c) busway transport infrastructure, or (d) light rail transport infrastructure, or (e) miscellaneous transport infrastructure as defined under the Transport Infrastructure Act, section 416, or (f) other rail infrastructure, or (g) public marine transport infrastructure as defined under the Transport Infrastructure Act, schedule 6, or (h) public passenger transport infrastructure as defined under the Transport Planning Act, schedule 1, or (i) rail transport infrastructure, or (j) a road on state toll road corridor land, or (k) a state-controlled road. <p>(see schedule 24 of the <i>Planning Regulation 2017</i>)</p>
unacceptable impact to road safety	means an increase in the likelihood or severity of crashes with the potential to result in fatality or serious injury.
vehicle	<p>includes -</p> <ul style="list-style-type: none"> (a) a motor vehicle, trailer and tram, and (b) a bicycle, and (c) an animal-drawn vehicle, and an animal that is being ridden or drawing a vehicle, and (d) a combination.

Term	Meaning
	<p>but does not include a wheelchair, a train, a wheeled recreational device, a wheeled toy or a personal mobility device.</p> <p>Motor vehicle includes, but is not limited to, a car, motorbike, bus, commercial vehicle, heavy vehicle, public passenger vehicle, road train, truck, tractor, agricultural vehicle and electric vehicle.</p>
vehicular access	<p>refers to the means of entry or exit for traffic between the boundary of the premise and the traffic lanes for the use of vehicles; example - driveway.</p> <p>All new or changed access between adjacent land and state-controlled roads requires approval under the Transport Infrastructure Act 1994.</p>
vehicular access works	<p>refers to any necessary road works within a road corridor associated with a vehicular access.</p>