

6.7 FORREST STREET TRAFFIC PETITION - RESPONSE TO PETITION

- Attachments:**
1. **Forrest Street Petition - Confidential**
 2. **Information in Support of Forrest Street Petition**
 3. **Forrest Street - Proposed Slow Points**

RECOMMENDATION:**That Council:**

1. **NOTES the specific requests of the residents of Forrest Street, between Norfolk and Fitzgerald Streets, as presented by the lead petitioners;**
2. **NOTES the officer's comments in respect of items 1 - 4 of the residents list of requests.**
3. **APPROVES IN-PRINCIPLE, subject to public consultation, item 5, the installation of three (3) speed humps within the aforementioned section of Forrest Street, as shown on Plan 3666-DP, Attachment 1;**
4. **CONSULTS with the residents on item 6, changes to the parking restrictions and also the recommendation of the Sustainability and Transport Advisory Group to implement staggered parking as a means of slowing traffic.**
5. **RECIEVES a further report at the conclusion of the public consultation.**

PURPOSE OF REPORT:

To seek Council approval for a proposed course of action in response to a petition received 16 June 2021 in requesting immediate measures in respect of traffic calming in Forrest Street, North Perth, for the section between Norfolk and Fitzgerald Streets.

BACKGROUND:

In June 2021 the City received a petition of in excess of a 100 signatories, from the residents of Forrest Street, North Perth, in requesting immediate action in respect of traffic calming for the section between Norfolk and Fitzgerald Streets.

The issue had previously been raised during public question time at the Council Briefing on 11 May 2021 as part of the discussion around the Accessible City Strategy, prior to its adoption by Council on 18 May 2021 and again at the Ordinary Meeting of 22 June 2021.

Some of the petitioners subsequently meet with Elected Members at Forrest Street on Saturday 24 July 2021 to personally voice their concerns and suggested improvements.

The residents also prepared and submitted a very comprehensive report in support of their petition, as shown as '**Attachment 2**'.

The matter was then listed on the agenda for discussion at the Sustainability and Transport Advisory Group (STAG) meeting of 5 August 2021.

Upon the release of the minutes of the STAG Meeting the City received a further letter from the lead petitioners expressing their disappointment in the STAG's recommendations and reiterating their concerns and preferred actions.

The petitioners are strongly opposed to the proposed staggered parking.

DETAILS:

The initial petition sought 'urgent traffic management controls in our residential street' to:

- Reduce the present danger of speed and the high number of vehicles using the street as a ‘rat run’ between William and Fitzgerald Streets, and visa-versa, by the installation of traffic calming devices.
- Reduce the three (3) hour parking limit on all days to one (1) hour limit as is provided in the Wasley Street car park which is partly empty on weekends, and
- Provide regular ranger patrols for Forrest Street as commuter’s park all day on the street undisturbed.

With the recent implementation of the mini-roundabouts at nine (9) intersections in the streets to the south of Forrest Street, the aforementioned section of Forrest Street is essentially the last street within the immediate precinct* without traffic calming, which the residents have also raised.

*there are other streets from Burt Street north without traffic calming but the majority are not direct links/routes between Walcott and/or William Street to Fitzgerald Street, and therefore do not attract the same volume of traffic as that of Forrest Street.

There is a proposal to make Norfolk Street a Safe Active Street. This is yet to be approved by Council and could provide additional traffic calming in respect speed limits and traffic calming devices which would likely impact upon the adjoining streets (including Forrest Street). A Safe Active Street project would still be some way off and the residents are seeking immediate action.

Traffic Data.

Forrest Street is classified as an Access Road under the Metropolitan Functional Road Hierarchy and currently has the standard 50 kph Urban Speed Limit. Parking is confined to the southern side of the road only with a 3P 8.00am to 6.00pm Monday to Friday restriction in the residential portion of the street (it is 1P adjacent the commercial premises).

ROAD	CLASS	DATE		LOCATION	AWT 5 day	Ave Speed	85% Speed	% Heavy (Class 3-12)	5 Day Peak Vehicle/hr	
		START	FINISH						AM	PM
FORREST ST	AR	10-Oct-19	16-Oct-19	FITZGERALD-WASLEY CP	2105	24.2	31.3	2.2	183.3	193.5
FORREST ST	AR	03-Mar-21	10-Mar-21	FITZGERALD - NORFOLK Mid block	1781	40.9	49.1	2.8	140.2	182.6
FORREST ST	AR	03-Mar-21	10-Mar-21	NORFOLK - WILLIAM	1293	33.8	41.0	2.6	130.2	134.0

The above data is within the operating criteria for an Access Road, in that the 85th speed is below 50 kph and the average weekday volume is below the threshold 3,000 vehicles per day.

When compared to the surrounding road network traffic volume is higher, as can be seen in a ‘heat’ map of traffic data on the surrounding streets below.



The petitioners are specifically seeking that the following measures be implemented this year (by 31 December 2021):

1. 40km/hr speed limit applied to the street.
2. Local traffic only sign (at the entrance of the residential segment of Forrest Street)
3. Right turn only from Wasley Street carpark exit onto Forrest Street
4. Driveway Line Markings within street parking zone
5. Speed bumps installed at a maximum of 60m apart - Community Consultation required*
6. 1 hr Parking Limit, 7 days a week - Community Consultation required*

*as discussed with the Elected Members at the 'street' meeting.

Officer Comment:

1. 40km/hr speed limit applied to the street.

This cannot be implemented without Main Road approval and requires data supporting the change before it will be considered (see point No. 5 below). However it can form part of the broader discussion with Main Roads WA when reviewing the Urban Road Safety Program – Mini-Roundabouts Project and the proposal to implement a 40 kph speed limit within the project area.

2. Local traffic only sign (at the entrance of the residential segment of Forrest Street).

Requires an application to Main Roads WA for approval to install, which will be submitted.

3. Right turn only from Wasley Street carpark exit into Forrest Street.

It would have an impact upon Wasley Street in respect of traffic redistribution as any local traffic generated by the town centre activity, including residents of Forrest Street, would have to exit via Wasley Street, whereas one could enter from either street. Further, anecdotally the volume of traffic turning left into Forrest Street from the Wasley Street car park is relatively minor in respect of the total volume of traffic using Forrest Street.

4. Drive-way line-markings within street parking zones.

Can be implemented immediately. However, residents would need to be aware that it may result in fewer on-road parking spaces if installed in accordance with the standards, i.e. if the spacing between crossovers cannot accommodate a standard vehicle, (which under Australian Standards is (the once) typical large 'family' sedan), with off-sets (length 7.8m), then technically it should be deleted.

5. Speed humps installed a maximum sixty (60) metres apart – Community Consultation required.

Plan 3666-DP, as shown on **Attachment 1**, indicates the approximate location of three (3) standard low profile speed humps. The spacing is in the order of 62m*, whereas two (2) speed humps would have resulted in >80m spacing, thereby limiting the impact.

*crossovers preclude evening spacing of the proposed speed humps.

The three (3) speed humps should reduce the 85% speed to the order of 40 kph which will, in-turn, meet Main Roads criteria when considering a 40 kph speed limit (build it and they shall come). It should be noted that there are existing speed humps adjacent the exit of the Wasley Street carpark, to delineate the residential portion of the street, as well as at the intersection of Fitzgerald Street.

6. 1 Hour Parking Limit – 7 days per week – Community Consultation Required.

The petitioners are of the view that the 3P limit is being abused and that there is a lack of enforcement. They contend that by reducing the restriction to 1P, retaining 8.00am to 6.00pm, but also covering weekends it should eliminate this problem and increase usage of the Wasley Street car park. This concern extends to

'football' parking when patrons of Perth Stadium catch the special football services, which picks-up at Chemist Warehouse and drops-off at North Perth Plaza.

The Manager of Ranger Services has advised that a Ranger is assigned to the North Perth Town Centre, including Forrest Street, on weekdays to enforce parking restrictions, commencing and concluding with Clearways. Further, they have issued 8 infringements within the residential portion of Forrest Street over the past 8 months (from 1 January 2021) months (of a total 1,733 in the North Perth area in the same period).

CONSULTATION/ADVERTISING:

Residents and businesses would be consulted regarding the proposals in accordance with the City's Community Consultation Policy 4.1.5.

RISK MANAGEMENT IMPLICATIONS

Low: It is low risk for Council to approve the proposed actions which should lead to a reduction in traffic speeds and volumes, improved road safety outcomes and an improved level of amenity for residents of Forrest Street.

STRATEGIC IMPLICATIONS:

This is in keeping with the City's *Strategic Community Plan 2018-2028*:

Accessible City

Our pedestrian and cyclist networks are well designed, connected, accessible and encourage increased use.

Connected Community

We have enhanced opportunities for our community to build relationships and connections with each other and the City.

SUSTAINABILITY IMPLICATIONS:

This does not contribute to any environmental sustainability outcomes. This action/activity is environmentally neutral, as it is unlikely to lead to fewer car trips as a result of the proposed changes, but rather a redistribution of trips.

PUBLIC HEALTH IMPLICATIONS:

This does not contribute directly to any public health outcomes in the *City's Public Health Plan 2020-2025*. Nevertheless, the residents contend that it will improve their wellbeing and reduce their anxiety by calming, and potentially reducing, the volume and speed of traffic using Forrest Street.

FINANCIAL/BUDGET IMPLICATIONS:

The civil works (3 speed humps) are estimated to cost \$20,000, and if approved would be funded from the annual Minor Traffic Management Improvement Program.

COMMENTS:

As can be seen in the traffic data the 85% speed in the mid-block section of Forrest Street is on the cusp of the 50 kph speed limit and the traffic volumes are higher than the surrounding local road network.

The differential in the AM and PM traffic volumes, AM 140 v's PM 182, is likely, in part, because the east bound journey is easier as there is currently no parking on the northern side of Forrest Street and it gives an impression of priority over the west bound movement. This led the STAG to suggest that 'staggered' parking may overcome this issue, slowing traffic down and making it a less desirable route, in-lieu of traffic calming devices (speed humps). The petitioners, and therefore one could assume the residents, oppose staggered parking and had a very specific request for 'speed humps', along with the other aforementioned changes.

In light of the petition, which had more than 100 signatures, the majority of whom live in Forrest Street, the residents are seeking some action by the City to address their concerns as a priority. While the support

appears overwhelming in respect of the request for traffic calming (speed humps) and change in the parking restrictions it is City's practice to consult before seeking Council's endorsement.

Information in Support of Forrest St Petition to the City of Vincent

Background

Forrest St is a local access road which is being heavily utilised by non-residents travelling through the area at the detriment of local residents. Forrest St is currently not fulfilling its role as an access road, with through-traffic dominating access to abutting properties, safety, and amenity aspects (Government of Western Australia, 2020) (City of Vincent, 2016). Forrest St residents are of the strong opinion that local area traffic management is not uniform across access roads within the cell (bounded by Walcott St, William Street, Fitzgerald Street, and Vincent Street) and that its application is required for the street to function effectively within its assigned category.

Forrest St refers to the segment of Forrest St in North Perth (between Fitzgerald St and Norfolk St), unless otherwise stated. Forrest St has a street pavement width of 6.0m.

Meet Primary Criteria as an Access Road

Forrest St is classified under the City of Vincent's Functional Road Hierarchy as an access road (City of Vincent, 2016, p. 147). The City of Vincent Local Area Strategy states that "to promote effective and efficient traffic management, Main Roads developed a Metropolitan Road Hierarchy to designate the role of all roads within a region and to encourage the uniform traffic management of roads of the same role" (City of Vincent, 2016, p.144). Within their hierarchy, Main Roads define that a road section must meet all of the primary criteria to qualify for the category (Government of Western Australia, 2020). Forrest St currently fails to meet two primary criteria:

- Low degree of connectivity
- Predominant purpose of provision of vehicle access to abutting properties

Degree of Connectivity

Liveable Neighbourhoods reports that a through-traffic function is not suitable for access streets with a pavement width of 6m (Western Australian Planning Commission, 2015, p. 49). However, Forrest St has a high degree of connectivity to enable the function of through-traffic on the street. District distributor roads of Fitzgerald St and William St are connected via a roundabout at its Norfolk St intersection. Roundabouts also support a high degree of connectivity in all directions.

Traffic is directed down Forrest St

Non-resident traffic from outside the cell are encouraged to travel via Forrest St. Motorists exiting North Perth Plaza are not able to turn right onto, or U-turn on Fitzgerald St, hence restricted access along this distributor road directs traffic to the first available right, being Forrest St. U-turn vehicle traffic is not accounted for in recorded traffic data due to the Eastern location of traffic counters installed in March 2021.

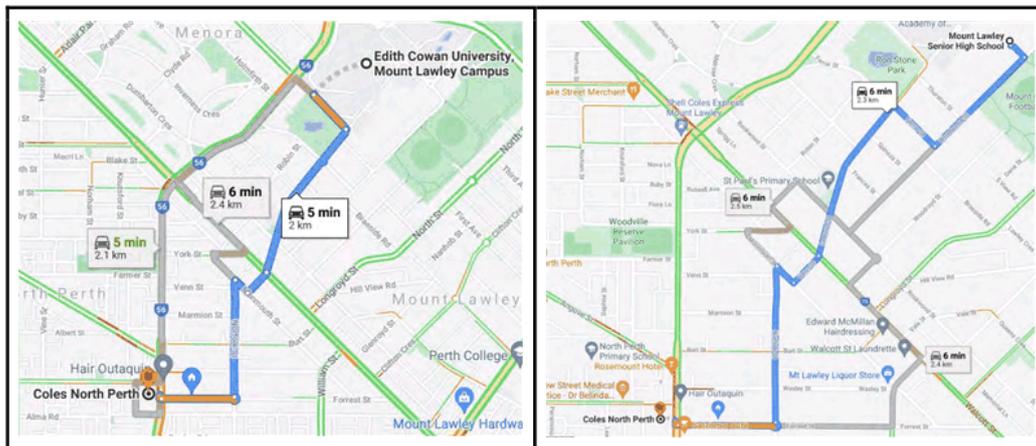


Photos: Motorist completing a U-turn in resident driveway.



Photo: Traffic counters on Eastern side of the street, excludes U-turn traffic.

From the North, Forrest St is also the first and most accessible option for non-local motorists to access local (e.g North Perth Plaza or Wasley St Carpark) and regional destinations (e.g Fwy entry and educational institutions). Vehicles traveling South via Longroyd St are not permitted to take a right onto Walcott St. Restricted traffic movement on this distributor road directs traffic along William St and through Forrest St to access Fitzgerald St. Austroads recommends traffic is to be directed to the most appropriate route as part of orderly traffic planning and management (Austroads, 2020a, p. 7).



Images: Google Maps directing traffic down Forrest St to access the Town Centre.

Streets	Section and Year Recorded	Vehicles per day
Forrest St	Fitzgerald St to Norfolk St in 2021	1791
Raglan Rd	Ethel to Norfolk in 2020	571
Chelmsford Rd	Ethel to Fitzgerald in 2019	521

(City of Vincent, 2021a) (City of Vincent, 2021b) (City of Vincent, 2019).

Recent traffic data from within the cell, shows that Forrest St has significantly higher volumes of traffic per day.

Distributor Road at Capacity

Exacerbating the issue is the current traffic congestion along Fitzgerald St at the Forrest St intersection, which is currently at capacity during peak periods (City of Vincent, 2020a, p. 19) (Government of Western Australia, 2021). This traffic congestion encourages non-resident motorists to use Forrest St as an alternative route to district distributors to move between regional areas. In addition, the traffic lights located just North of the streets' entrance encourages through-traffic. Opportunistic motorists at a standstill heading North on Fitzgerald St, turn right into Forrest St to access William St or Walcott St (via Norfolk St). Austroads reports that restraints on 'rat-running' is involved for spill over traffic for orderly traffic planning and management (Austroads, 2020a, p. 7).

Heavy Vehicles

Main Roads reports that heavy vehicles are permitted on District Distributor A roads, however, on access roads they are permitted only to service properties (Government of Western Australia, 2020).

Type of Vehicle	Vehicle Volumes over one week (3 March - 10 March 2021)
Passenger Car	11873
Car with Trailer	21
Rigid-body 2 Axle Truck	336
Rigid-body 3 Axle Truck	17
Rigid-body 4 Axle Truck	4
3 Axle Articulated Truck	6
4 Axle Articulated Truck	3

(City of Vincent, 2021a)

Traffic data shows that Forrest St (Fitzgerald - Norfolk) and Forrest St (Norfolk- William) have heavy vehicle percentages of 3% (336 of 12260 vehicles) and 2.6% (227 of 8713 vehicles) respectively. These values exceed that of the parallel local area District Distributor A streets of Vincent St (Ethel-Norfolk) and Bulwer St (Fitzgerald-Palmerston) which both report 2.5% (City of Vincent, 2021b) (GHD, 2020). Traffic data at a similar location on parallel access road,

Chelmsford Road (Ethel-Norfolk) reported a heavy vehicle percentage of only 1.9% in 2019 (City of Vincent, 2019).

Historic data shows that the percentage of heavy vehicles using Forrest St has increased significantly (by 73%) from 2.2% in 2016, despite residential density on the street remaining unchanged (City of Vincent, 2021a). Heavy vehicles are using Forrest St to move goods between industrial, commercial, and residential regions.

Heavy vehicle use on Forrest St must be reduced for it to meet its access road criteria and conform to the City of Vincent's Accessible City Strategy, whereby pedestrians and cyclists are defined users over heavy goods vehicles (City of Vincent, 2020a, p. 31).

Traffic Volumes

Liveable neighbourhoods recommends a maximum volume of 1000 vehicles per day (vpd) for an Access street D (Planning Commission of Western Australia, 2015, p. 40). Forrest St recorded a 5 day average of 1891 vpd and a maximum volume of 1997 vehicles on Friday the 5th of March (City of Vincent, 2021a).

There are approximately 34 residential properties serviced on Forrest St between Fitzgerald St and Norfolk St (Landgate, 2019). Daily vehicle trips are assumed at 3 per dwelling within residential areas and weekday peak hour trips at 3.7 per dwelling (Connell Wagner, 2008, p. 27). However, a conservative estimate has been applied of 8 per dwelling within residential areas and weekday peak hour trips at 0.8 per dwelling (Western Australian Planning Commission, 2016, p. 11). Applying these assumptions, local residents on Forrest St account for approximately 272 vpd out of a 5 day average of 1891 vpd (14%); which aligns with Alma Rd (which has the same number of properties, but no through road function).

Day	Forrest St vpd
Monday	1864
Tuesday	1869
Wednesday	1862*
Thursday	1864
Friday	1997
Saturday	1834
Sunday	1444
Total	12,734

*Total recorded at 1406 but excluded data from 9am-12pm. Four day average values between 9am - 12 pm (Monday, Tuesday, Thursday and Friday) included for accuracy (City of Vincent, 2021a).

Traffic volumes are not proportional to the number of abutting properties, with the majority of traffic (86%) being through-traffic. Weekday peak hour trips for residents are estimated at 27

vehicles. The weekday average am and pm peak hour trips are recorded at 144 and 183 vehicles, respectively (City of Vincent, 2021a). The majority of am (81%) and pm (85%) peak hour trips can be accounted for by through-traffic. Traffic data in the table below shows disproportionate traffic volumes across access roads within the cell.

Parallel Streets	Vehicles per day (Section Norfolk St to Hyde St) in 2017.
Forrest St	1426
Alma Rd	260
Raglan Rd	473
Grosvenor Rd	540
Chelmsford Rd	310

(City of Vincent, 2017, p. 55)

Driveway Access

As a local access road, Forrest Streets’ predominant function is to give access to abutting property (City of Vincent, 2016, p. 146-147), however, this is not the case. Residents report that access to their property is obstructed or delayed, and unsafe due to the high volume of through-traffic. Residents are significantly adversely impacted by the disproportionate volume of traffic as the street provides the only access to their property (with no secondary access via right of way).

Forrest St on-street parking is in high demand too, due to; its proximity to the Town Centre, crosswalk and public transport, free cost, and 3 hour weekday limit. This is consistent with neighbouring Wasley St (which is reported to have a 100% occupancy rate of on-street parking during peak periods) (City of Vincent, 2013, p. 147). A combination of the narrow street pavement and high parking demand has resulted in parking dominating the streetscape on the South side. Furthermore, 3P residential on-street parking is not monitored unless a complaint is submitted (City of Vincent, 2021c). As a consequence, approximately 200m of the street is limited to just one give way lane.



Photos: Motorists giving way at each end of the one way segment.



Photos: Sets of vehicles obstructing driveway access.



Photo: Sets of vehicles obstructing driveway access on Forrest St, Mount Lawley.

Traffic data shows that between 8am and 6pm Monday to Friday, there were on average 141 vehicles per hour (vph) or 2.35 vehicles every minute using Forrest St (City of Vincent, 2021a). During the peak pm period, this weekday average increased to 183 vph or one vehicle every 20 seconds (City of Vincent, 2021a). These conditions are incompatible with providing for the safe and convenient movement of vehicles accessing properties.

Road Safety for Pedestrians and Cyclists

Liveable Neighbourhoods recommends that access streets “accommodate shared pedestrian, bike and vehicular movements”, the high volume of through-traffic does not support this. Furthermore, Forrest St does not benefit from having measures that visually narrow the street (such as staggered parking or parking on both sides) to provide a safe pedestrian environment (Western Australian Planning Commission, 2015).

Liveable Neighbourhoods recommends that an Access street D have a target vehicle speed of up to 30km/hr (Western Australian Planning Commission, 2015, p. 40). Traffic data reports that least 90% of vehicles within the week exceeded this recommended benchmark (City of Vincent, 2021a).

Amenity

Unlike Mount Hawthorn, Leederville and Mount Lawley, on-street parking in North Perth (including Forrest St) is unrestricted on weekends (City of Vincent, 2021d) (City of Vincent, 2021e). Consequently, on-street parking on Saturdays is at capacity, reducing a segment of the street to a give way lane. This period coincides with high traffic volumes. Traffic data for

Forrest St, reports that at 11am on Saturday, we had 193 vehicles travel through or 1 vehicle every 18 seconds for the entire hour (City of Vincent, 2021a). From 8am through to 6pm on Saturday, Forrest St carried a total of 1485 vehicles or one vehicle every 24 seconds, with an estimated 74 of these being heavy vehicles. This rate of traffic flow is not present on other access roads within the cell (or within the City of Vincent) and is detrimental to the amenity of the street. Residents out in their gardens, on their verandas or in their homes are subject to the noise associated with the continuous flow of traffic.

In addition, there is also traffic noise generated by the high-speed differential at the commencement of the give way lane. Austroads report that high speed differentials “will result in excessive accelerations and decelerations, with accompanying noise impacts and inconsistent driver behaviour” (Austroads, 2020a, p. 176).

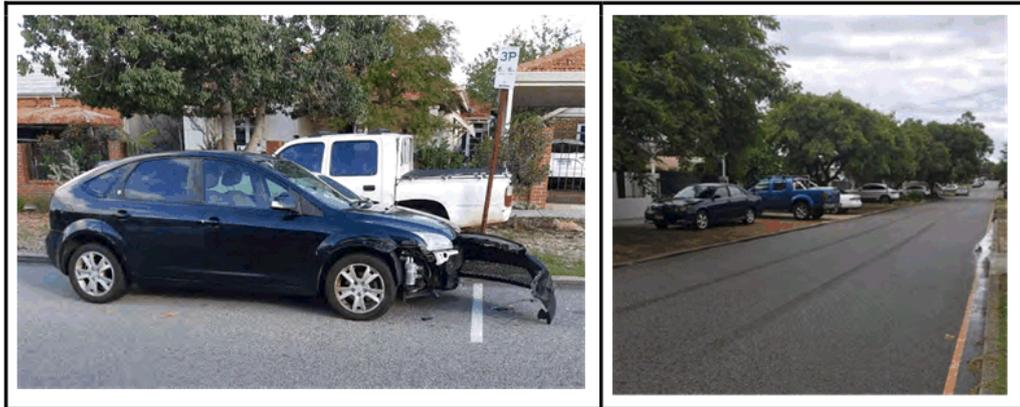


Photos: Vehicle waiting at a stop, followed by noisy acceleration to enter the give-way lane.

Through-traffic motorists eager to short-cut exhibit road rage behaviours (honking horns and verbal abuse) when faced with delay by residents accessing their properties or cyclists using the road. Residents have observed on a weekly basis, motorists revving their engines and vehicles mounting verges to avoid delay. On occasion, residents have observed motorists crashing into parked vehicles and doing burnouts.



Photos: Vehicles mounting resident verges and driveways to bypass oncoming traffic.



Photos: Vehicle accidents and burnouts on Forrest St.

These issues conflict with the City of Vincent's vision to put people first and ensure that "getting around is safe, easy, environmentally friendly and enjoyable" (City of Vincent, 2020a, p. i). Residents who have lived on the street for decades report a significant and more recent decline in amenity of the street, which is discouraging the use of the streetscape and limiting opportunities for residents to connect and build relationships (City of Vincent, 2021f). Furthermore, the poor amenity and perceived safety risks discourage more sustainable means of transport (including walking, cycling and public transport) for residents of the local area (City of Vincent, 2020b, p. 23).

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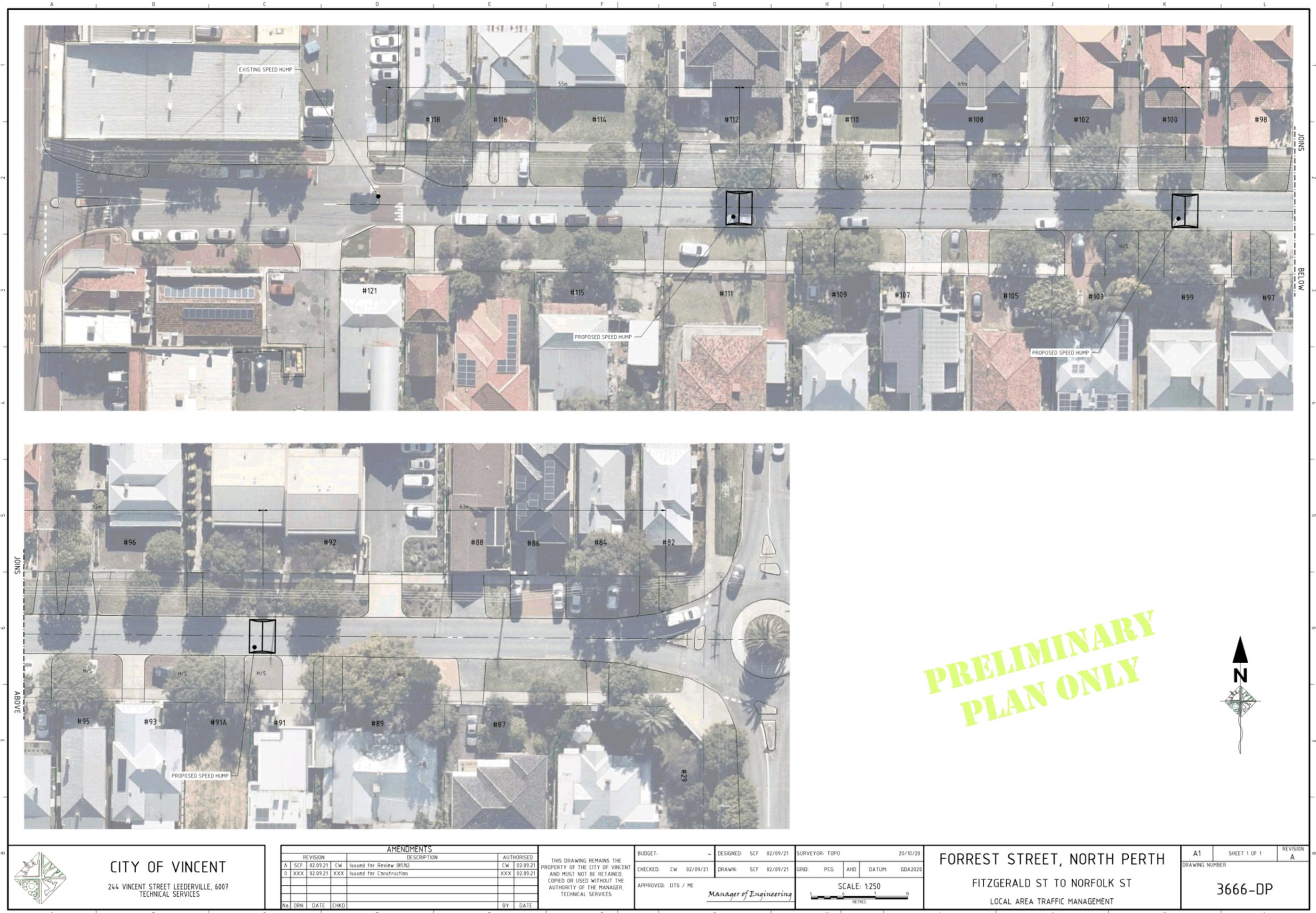
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**PRELIMINARY
PLAN ONLY**



CITY OF VINCENT
244 VINCENT STREET LEEDERVILLE, 6007
TECHNICAL SERVICES

AMENDMENTS			
REVISION	DESCRIPTION	AUTHORISED	
A	SCF 02.09.21 CW Issued for Review (85%)	CW	02.09.21
0	XXX 02.09.21 XXX Issued for Construction	XXX	02.09.21
No	DRN DATE	CHKD	BY DATE

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BUDGET: - DESIGNED: SCF 02/09/21 SURVEYOR: TOPO 20/10/20
CHECKED: CW 02/09/21 DRAWN: SCF 02/09/21
APPROVED: DTS / ME
Manager of Engineering

GRID: PCG AHD DATUM: GDA2020
SCALE: 1:250
METRES

FORREST STREET, NORTH PERTH
FITZGERALD ST TO NORFOLK ST
LOCAL AREA TRAFFIC MANAGEMENT

A1 SHEET 1 OF 1 REVISION A
DRAWING NUMBER
3666-DP