

This policy:

- Aims to ensure a consistent, fair and comprehensive approach to the investigation, consultation, designs, implementation and monitoring of Local Area Place Making (LAPM) schemes.
- Demonstrates a commitment to reduce the adverse impacts of motor vehicles in the local street network and to improve road safety and residential amenity.
- Establishes a framework to ensure the service to residents in investigating and installing traffic management treatments is streamlined and to ensure best use of Council's limited funding and resources.

1. The Purpose and Scope of Local Area Place Making

The City of Yarra has been divided into twenty-one local precincts, each one bound by arterial roads or other physical barriers such as creeks or rivers. (Figure 1)

LAPM is concerned with the planning and management of roads that Council is responsible for within these local traffic Precincts. Rather than dealing with specific sites or isolated streets LAPM is an area wide approach that considers neighbourhood traffic related issues and their proposed solutions in the context of the local precinct.

The LAPM process aims to manage vehicle traffic and improve conditions for pedestrians and cyclists. This includes reducing the speed of motor vehicles using Council managed roads where they are shown to be above the municipality wide limit of 40 km per hour.

The speed that people drive motor vehicles along the street is strongly influenced by the design. Physical devices and streetscaping treatments have been proven to lower the speed at which most people drive. Council is able to implement these measures on the streets it manages and complement them with some level of education, supported from time to time by enforcement efforts from the Victoria Police.

As motor vehicle speeds go down in local streets, a number of valuable benefits emerge. These benefits are articulated in a number of Council policies and include the following. Road safety for all road users improves. More people feel comfortable walking or riding a bicycle to their destination. Noise pollution is reduced. The liveability and utility of the street improves. Parking is also an important component however it is currently the subject of separate studies conducted by Council's Parking Services unit in parallel with the LAPM study.

The LAPM process can further enhance the amenity through the use of landscaping treatments.

LAPM can have some negative effects for residents such as increased travel time for local road users, reduction of on-street parking supply, restricted access to properties and increased noise and emissions associated with traffic treatments such as road humps. These negative effects, such as increased journey times, often provide the benefits of reduction in through traffic and associated noise and emissions. It is therefore important that residents understand and accept that there are potentially both advantages and disadvantages of LAPM and schemes need to be placed in the context of the wider city strategy.

The community is an integral part of the LAPM process. During the process Council, residents and other stakeholders, such as local employers, work through the advantages and disadvantages of the proposals.

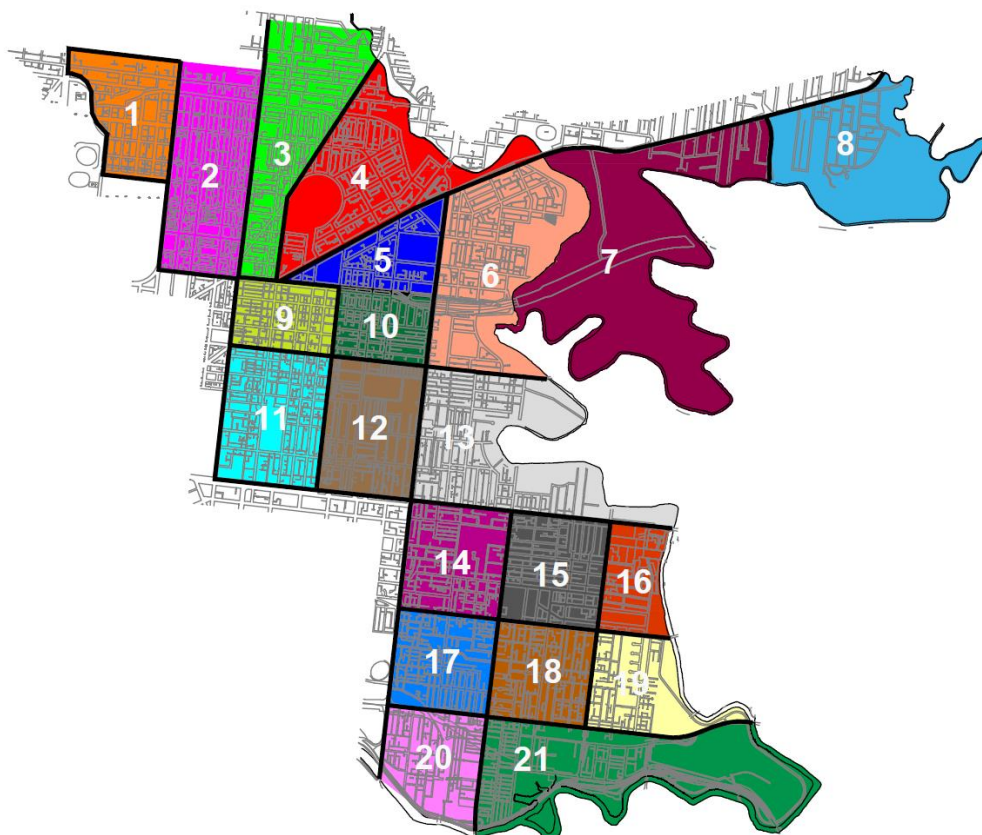


Figure 1 – Layout of LAPM Precincts

No.	Precinct
1	Princes Hill
2	North Carlton
3	Scotchmer (North Fitzroy)
4	North Fitzroy
5	West Clifton Hill
6	East Clifton Hill
7	Coate
8	Alphington
9	Rose
10	Gold
11	Fitzroy
12	Collingwood
13	Abbotsford
14	North Richmond
15	Highett
16	Victoria
17	Richmond
18	Coppin
19	Bendigo
20	Balmain
21	Barkly

2. The Policy Context

The strategic context for decision making on Local Area Place Making is provided by the **City of Yarra's Council Plan 2013-17, the Strategic Transport Strategy (actions updated 2012), Encouraging and Increasing Walking Strategy, the Parking Strategy, the Night Time Economy Draft Strategy and the Bicycle Strategy**. This document outlines how the LAPM will achieve the objectives of these policies and will help create a context for decision making throughout the process.

2.1 Yarra's Council Plan 2013-17

The City of Yarra's Council Plan outlines a vision for how Council will respond to the opportunities and challenges facing Yarra. It provides guidance across a range of topics, including: how to promote actions that will improve the amenity of residents; manage the challenges presented by population growth; provide support to vulnerable community members; protect and enhance Yarra's heritage and culture; and, continue to reduce the city's environmental footprint. The following is how LAPM will contribute to meeting the strategic objectives of the Council Plan.

- **Strategic Objective (SO1) Celebrating Yarra's uniqueness** - LAPM will connect with and empower its culturally diverse communities and must seek to strike the right balance between local communities (business and residential), while also supporting and promoting business including specialised agglomerations, such as community and health services in Richmond.
- **Supporting Yarra's Community (SO2)** – LAPM will continue to create a resident-friendly city that reduces isolation, improves access to the built environment and builds social connections.
- **Making Yarra more liveable (SO3)** – LAPM will seek to support and provide sustainable transport capacity which underpins Yarra's local economy as there is no room for road investment that increases capacity in Yarra as it only exacerbates congestion. This is in the context of competing demand for street space, and the aim to decrease car travel in and through Yarra, while providing fit for purpose parking for residents, business and visitors.
- **Ensuring a sustainable Yarra (SO4)** – LAPM will continue as a mechanism to reduce the community's environmental footprint, such as promoting sustainable travel; smoothing the flow of traffic; increasing safety while providing reliable journey times; and, also reducing traffic emissions and noise.
- **Leading local government (SO5)** – The LAPM is a program of continuous improvement that ensures that place making evolves and innovates to suit Yarra's changing landscape. Organisational development, systems integration and process improvement are fundamental to achieve best practice standards in local traffic management, with providing value for money at the core of actions.

2.2 Yarra's Strategic Transport Strategy 2006 (with actions updated in 2012)

- **Facilitating sustainable economic growth (STO 1, 2 & 3)** - Yarra already has a high relative percentage of sustainable travel patterns. The aim is to build on this to ensure sustainable growth and development of Yarra. This objective reflects the need to accommodate Melbourne's significant population and employment growth with Melbourne's population forecast to be over 5 million by 2031 with 30% more people living in Yarra in 2031, and by 2017 the City of Yarra is forecast to have an additional 10,000 jobs. These people will commute from, to, and through City of Yarra. This growth in travel means that it is essential that all local place making schemes seek to facilitate these trips in the most efficient and sustainable way, while managing the impact on local businesses and residents.
- **An accessible city for all (STO 1, 2 & 3)** - Schemes will facilitate access for all to local services and the transport network by designing streetscapes that promote walking and enhance accessibility, while making streets safer for all users.

- **Improving local economics (STO 5 & 6)** - Local measures should decrease the negative impacts of vehicle traffic on local businesses, while ensuring that a balance is achieved to promote access and servicing to premises.
- **Safety and security (STO 1 & 3)** - The environment that people access to transport facilities needs to feel safe and secure. Place making management plays an essential role in facilitating access to stations, bus stops and tram stops, this access needs to be safe, secure and pleasant to actively promote the use of public transport.
- **Advocate for reduced road speeds (STO 1)** - Yarra became the first municipality in Australia to implement an area wide 40km/h speed limit in all local residential streets, with the exception where a shared zone speed limit of either 10km/h or 20km/h applies. Now that all local streets have been reduced to 40km/h begin a progressive program of applying for 30km/h speed limits in residential areas.
- **The right mode in the right context (STO 4 & 6)** - In Yarra there is a clear preference towards more sustainable transport modes (pedestrians, cycling and public transport) as they contribute to the vibrancy of the local environment of Yarra and are fast and safe ways to travel.

2.3 Encouraging and Increasing Walking Strategy

This document sets out a framework for increasing walking in Yarra. It outlines policy that new hardware and infrastructure should support more walking and continue to develop and strengthen land use and transport policies that lead to an improvement of the walking environment as new development takes place.

2.4 Bicycle Strategy 2010-2015

This strategy outlines a range of measures to increase bicycle use through improved access and infrastructure for bicycles and pedestrians. This includes continuous and well maintained bicycle networks that inexperienced and experienced riders feel safe and comfortable using.

2.5 Night Time Economy Draft Strategy

The NTE Project commenced in 2012 to explore potential strategies to enhance the safety, vibrancy and functionality of Yarra's entertainment precincts at night. One of the drivers for the project was amenity concerns arising from growth in residential dwellings in and nearby night time entertainment precincts, as Yarra's population is expected to increase by 20,000 in the next 15 years.

This generated two key areas to investigate, 1) managing precincts, and 2) supporting access to activities and entertainment at night (to Yarra's new and growing medium density population), while ensuring surrounding neighbourhood NTE precincts are well-kept.

The outcome from a strategy intended to be finalised by mid- 2014 is a priority setting framework to manage and support a night time economy and activities in Yarra. The vision is for a safe, vibrant and functional night time activities/NTE in Yarra.

2.6 Parking Vision, Goals and Principles

This document sets out a strategy for managing parking within the City of Yarra with a goal being to enable a reduction in the road pavement space used for parking where a community benefit can be achieved, particularly where pedestrians, cyclists, public transport and people waiting for public transport will benefit.

3. LAPM Prioritisation Process

Requests for LAPM usually arise from residents to reduce traffic volume and speeds in local streets and to improve safety and access for all road users.

Upon receipt of such requests, Council officers will make a preliminary site visit and review available traffic data to quantify if there is a readily apparent road safety problem. Should it be determined that the site is not considered an urgent road safety issue, officers will refer this to the LAPM priority ranking list. In the event where a safety issue is identified from the analysis of site investigations, evidentiary traffic data and engineering assessment, officers may decide to bypass the LAPM process and consider another appropriate course of action to address the problem.

Despite having a LAPM program that has run for many years in Yarra, many requests are received to investigate traffic issues. As a result, a warrants system is used to determine the priorities for competing precincts in Yarra. Competing precincts will be ranked according to the following criteria that is based on available data:

- Casualty crashes – any reported fatalities, serious injuries and other injuries in the last five years on local streets or intersections;
- Traffic speed – any local street with an 85th percentile speed generally greater than 44km/h;
- Traffic volume – any local street with an average weekday traffic volume generally greater than 1,000 vehicles;
- Through traffic – any local street with a peak hour to 24 hour volume ratio generally in excess of 14%;
- Heavy vehicles – any local street with a proportion of commercial vehicles to all traffic generally in excess of 5%;
- Activity land use generators (e.g. hospitals and schools) – considered in terms of likely pedestrian and bicycle generation, especially by vulnerable road users; and
- Resident complaints – expressed by the number of received letters, petitions and notes to file from Council officers.

This criteria is generally used across the municipality for ranking purposes. These will vary in some local streets as some serve as collector streets and are long in nature between existing arterial roads. Other local streets are comparatively short, but service commercial and industrial areas and whilst daily traffic volumes are generally low the street can have a higher percentage of commercial vehicles or trucks.

In November each year officers will review the LAPM priority ranking list as part of the development of budget and traffic management programs for the subsequent financial year, and advise councillors.

Officers will undertake planning works on two LAPM precincts each financial year. This process takes an integrated approach which includes active participation of the community, resolution of broad traffic issues and development of appropriate measures. The recommended measures proposed by a LAPM study will generally be constructed in the following financial year subject to Council adoption and the availability of funding.

4. Community Participation and Information

Scope for internal staff to identify issues in the LAPM Study area.

The LAPM study involves extensive consultation with the local community to identify local traffic and parking issues, a review of complaints, a review of any evidentiary traffic related data and engineering investigations undertaken by Council officers and independent traffic consultants.

Parking issues in relation to safety and traffic flow, parking restrictions, parking supply and parking enforcement are considered with any LAPM study.

Bicycle and pedestrian (including mobility impaired pedestrians) safety issues are also considered on any developed traffic management treatments.

An effective LAPM study requires an appropriate level of consultation with the local community as any scheme without it is unlikely to gain community acceptance and may not address residents' or business operators' concerns. This is consistent with the intent and objectives in the adopted '*Community Engagement and Consultation Policy (2008)*'. Consultation with the community plays an important role in the identification of key traffic and parking issues and is often a useful source of local knowledge. Council strongly supports the inclusion of CALD principles in survey forms and questionnaires sent to the wider community. Officers will continue to use "Culturally and linguistically diverse (CALD)" panels in the survey forms and questionnaires. In addition to this, Communications has advised that web-site users can view the council web-site in several different languages by using a simple function on the web-site homepage.

The community input to any LAPM study is summarised below and is shown as a flow chart in Figure 2.

Initial Community Circular

A community circular to be distributed to all owners and occupiers in the precinct, requesting community members to complete a questionnaire survey (either online or reply paid envelope) on traffic problems in their street/area and to seek opinion on a speed restraining device such as a road hump located adjacent to their properties if speeding is deemed an issue. A separate parking review is also undertaken. The survey will also seek nominations for individuals to act as community volunteers in the Traffic Study Group (TSG). Also seek input from the Bicycle Advisory Committee, Disability Advisory Committee, Council's Strategic Transport Team, Council's Open Space Team and Business Advisory Group.

Public Meeting

To outline the traffic study process and to provide the community with the opportunity to discuss local traffic issues. A charter will also be made available which will outline the tasks and responsibilities of the community volunteers on the TSG. Council's Parking Services attend to outline its parking study process.

Traffic Study Group Meetings

Three TSG meetings are proposed to be held. These meetings will be attended by Ward Councillors, one of which shall chair the meeting, around 12 community volunteers, Council officers and independent traffic consultants.

Study Group Committee Meeting #1

The TSG to identify and prioritise key traffic related issues for the area based on the initial community questionnaire, review of Council files, data collection and engineering investigations.

Study Group Committee Meeting #2

Traffic consultants to present a, recommended, Traffic Management Plan to the TSG for further investigation. A range of options to address a specific problem may be presented for consideration of the TSG. The advantages and disadvantages of various treatments will be discussed in accord with the selection criteria for traffic management devices as outlined in the Policy. The objective of this meeting is to gain committee support for a preferred Traffic Management Plan which is distributed to the community for public comment. This plan is also sent to essential services departments for comment.

Community Circular #2

A community circular, which details the objectives and specific treatment locations of the recommended Plan is sent to all owners and occupiers, asking community members to complete a survey form (either online or reply paid envelope) on traffic measures in their street/area. Also seek input from the Bicycle Advisory Committee, Disability Advisory Committee, Council's Strategic Transport Team, Council's Open Space Team, Council's Urban Design Team and Council's Sustainable Asset Management Team.

Study Group Committee Meeting #3

Consultants to outline the received community responses to the TSG and final recommendations of the TSG will be sought.

In its assessment, the TSG will review the three different levels of support for each proposed treatment. This includes:

- *Overall Support – the percentage support from all responses to the questionnaire for each individual device. If a majority of overall support for an individual device is received, the TSG will then refer to the 'street' level support.*
- *Street Level Support – the percentage support from the questionnaire response from the street with the proposed treatment. If a majority of street support for an individual device is received, the TSG will then refer to the 'adjacent properties' level support.*
- *Adjacent Properties – the number of properties directly adjacent to the proposed treatment who 'support' and 'do not support' the proposed treatment. If no objections are received by any adjacent property to each proposed treatment, the TSG will include this into the final TMP. If an objection is received from any adjacent properties, the TSG may consider an alternative proposal in consultation with affected property owner(s) and consideration of the wider support.*

Final Recommended Traffic Management Plan

Advise all owners and occupiers of the recommended final TMP and Council Meeting date on which LAPM will be considered by Council.

Council Meeting

Council to consider recommendations of LAPM study.

Monitoring and Review

Each TMP once implemented will be reviewed 12 months thereafter to monitor effectiveness.

When finalised, the community will be advised via newsletter or information in the local press that the results of the review are on the Council's website.

Councillors and the TSG will also be advised of the results.

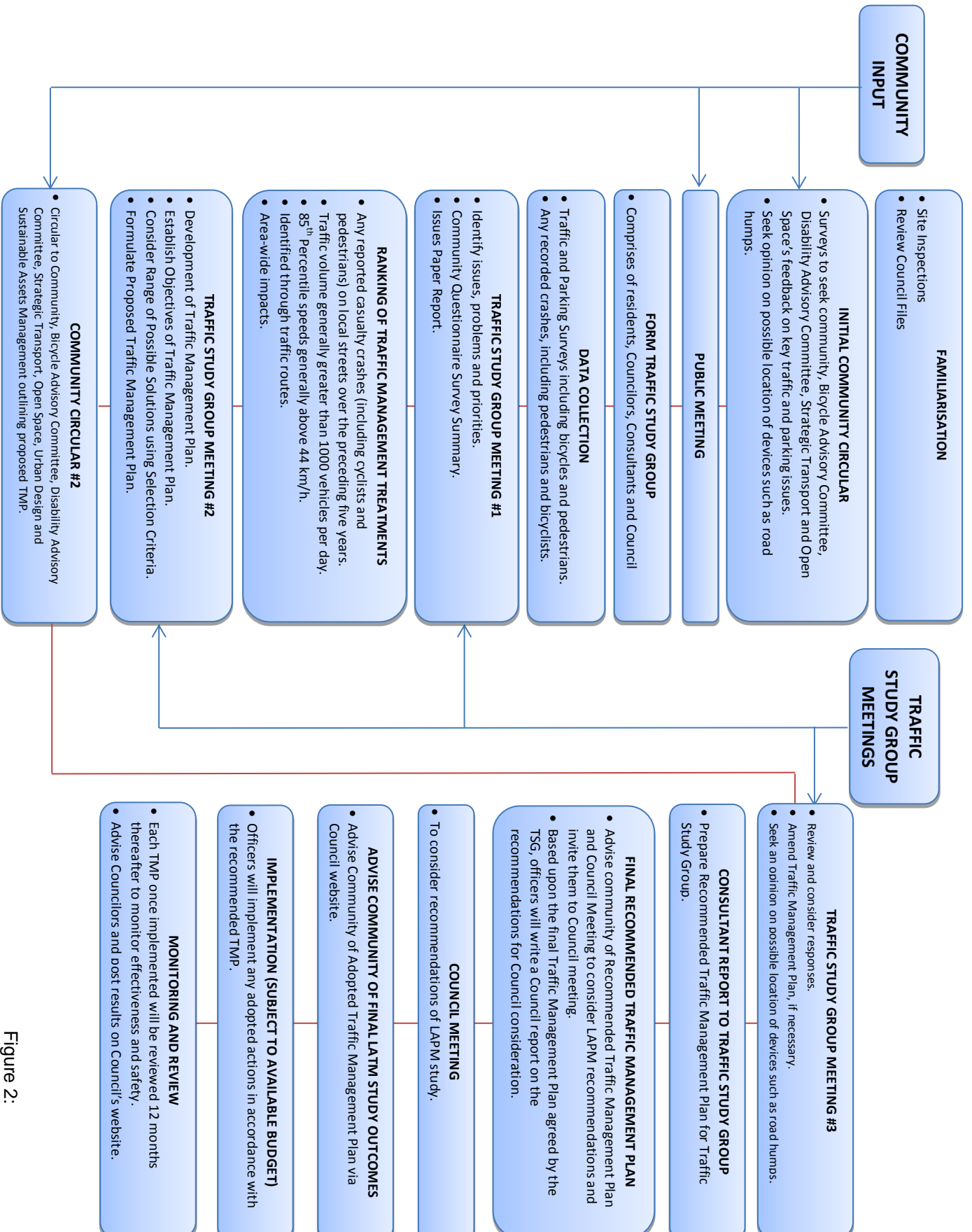


Figure 2:
Typical LAPM Process

5. Criteria for Selection of LAPM Treatments and Examples

A range of LAPM treatments can be used for different purposes and situations. Tables 1 to 4 provide a description of accepted LAPM treatments and outline their relative effectiveness. This provides information to assist the TSG to determine the appropriate street modification treatments to address specific problems and conditions. The appropriate application for use of specific treatments and their relative effects on speeds, crash risks, traffic volumes, pedestrian and bicycle safety conflicts, loss of on-street parking and financial implications are also shown in Tables 1 to 4.

All devices will be constructed to Australian Standards and be conducive to bicycle and pedestrian safety, as well as disability discrimination act compliance.

Table 1: Criteria for the Selection and Use of Vertical Deflection Treatments

Measure		Reduce speeds	Reduce traffic volume	Reduce crash risk	Increase pedestrian safety	Increase bicycle safety	Loss of parking	Indicative costs
Vertical deflection devices	1) Road Cushions (bus routes)	Yes	Yes	Yes	Yes	Yes	No	\$8,000-\$12,000
	2) Road Humps	Yes	Yes	Yes	Yes	Yes	No	\$8,000-\$12,000
	3) Wombat Crossings	Yes	Yes	Yes	Yes	Yes	Yes	\$12,000-\$15,000
	4) Raised Intersections	Yes	Yes	Yes	Yes	Yes	No	\$12,000-\$25,000



Table 2: Criteria for the Selection and Use of Horizontal Deflection Treatments

Measure		Reduce speeds	Reduce traffic volume	Reduce crash risk	Increase pedestrian safety	Increase bicycle safety	Loss of parking	Indicative costs
Horizontal deflection devices	1) Lane Narrowing/Kerb Extensions	Yes	No	Yes	Yes	Yes	Yes	\$15,000-\$20,000
	2) Slow Points	Yes	Yes	Yes	Yes	No	Yes	\$15,000-\$20,000
	3) Mid-block median treatments	Yes	No	Yes	Yes	Yes	No	\$20,000-\$30,000
	4) Roundabouts	Yes	Yes	Yes	Yes	No	Yes	\$50,000-\$120,000

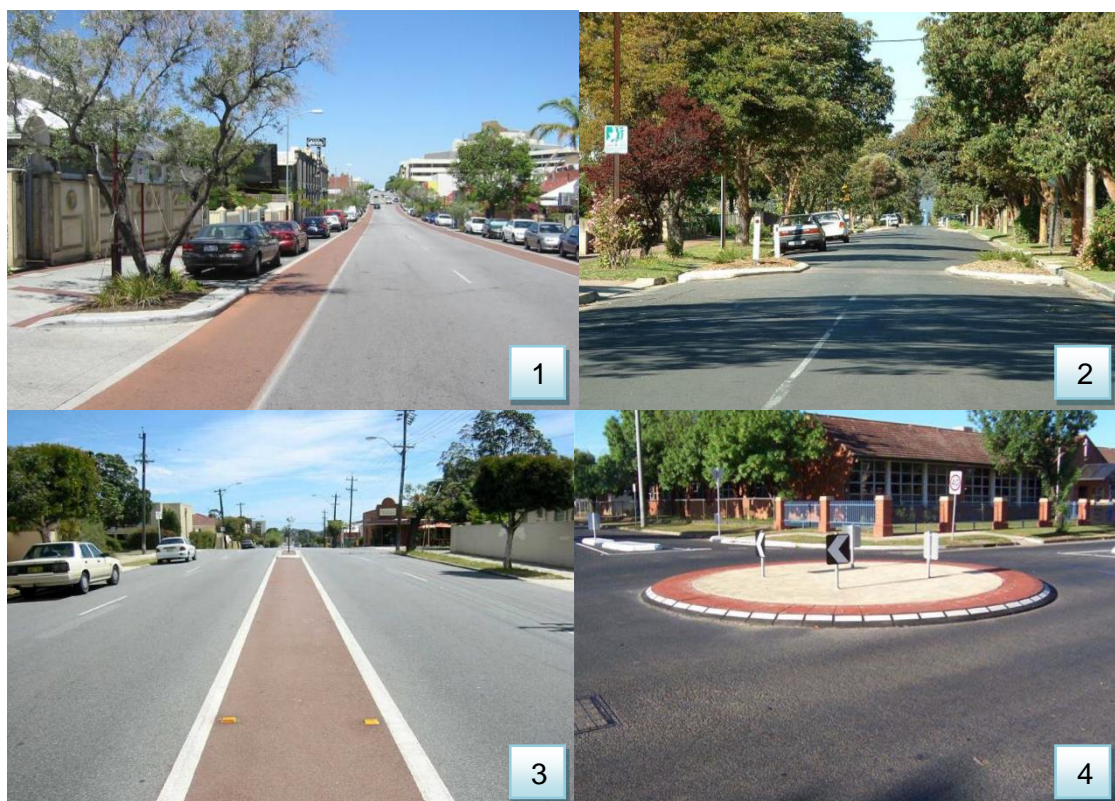


Table 3: Criteria for the Selection and Use of Diversion Treatments

	Measure	Reduce speeds	Reduce traffic volume	Reduce crash risk	Increase pedestrian safety	Increase bicycle safety	Loss of parking	Indicative costs
Diversion devices	1) Full Road Closure	No	Yes	Yes	Yes	Yes	Yes	\$20,000-\$40,000
	2) Half Road Closure	No	Yes	Yes	Yes	Yes	Yes	\$20,000-\$40,000
	3) Modified 'T' Intersection	Yes	No	Yes	Yes	No	Yes	\$15,000-\$25,000
	4) Left-in/Left out Islands	No	Yes	Yes	Yes	Yes	Yes	\$10,000-\$25,000



Table 4: Criteria for the Selection and Use of Signs, Linemarking and other Treatments

Measure		Reduce speeds	Reduce traffic volume	Reduce crash risk	Increase pedestrian safety	Increase bicycle safety	Loss of parking	Indicative costs
Signs, Linemarking and other treatments	1) Speed Limit Signs	Yes	No	Yes	Yes	Yes	No	\$150
	2) Prohibited Traffic Movement Signs	No	Yes	Yes	Yes	Yes	No	\$150
	3) One-Way (Street) Signs	No	Yes	Yes	Yes	Yes	No	\$150
	4) Give Way Signs	Yes	Yes	Yes	Yes	Yes	No	\$150
	5) Stop Signs	Yes	Yes	Yes	Yes	Yes	No	\$150
	6) Marked Pedestrian Crossings	Yes	No	Yes	Yes	Yes	Yes	\$1,500
	7) Shared Zones	Yes	Yes	Yes	Yes	Yes	Yes	\$5,000-\$15,000
	8) Threshold Treatments	Yes	Yes	Yes	Yes	No	No	\$15,000-\$30,000
	9) Bicycle Facilities	No	No	Yes	No	Yes	Yes	\$5,000-\$10,000



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Definitions

<i>Term / Abbreviation</i>	<i>Definition</i>
<i>Collector Street</i>	<i>A street that carries higher volumes of traffic. It connects access places and access streets through and between neighbourhoods.</i>
<i>Local Street</i>	<i>A street providing local residential access where traffic is subservient, speed and volume are low and pedestrian and bicycle movements are facilitated.</i>
<i>Local Area Place Making (LAPM)</i>	<i>An area wide approach as a basis for report investigation.</i>
<i>Traffic Study Group (TSG)</i>	<i>Comprising of elected community members, council officers, facilitated by independent traffic consultants and ward councillors.</i>