



Bushfire Area Access Strategy

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1. Introduction



Bushfire poses a serious threat to people, property and infrastructure in the Shire of Mundaring.

Bushfire poses a serious threat to people, property and infrastructure in the Shire of Mundaring. Landowners, the Shire and state agencies all have a duty of care to manage this risk in multiple ways from managing vegetation and fuel loads to improving access arrangements.

Avoiding potential entrapment is critical. In 2009, the Shire's Community Safety team completed an access audit which identified areas that did not provide two alternative routes for residents to evacuate in a bushfire emergency. The aim of the Shire's Bushfire Area Access Strategy (BAAS) is to establish a framework to systemically rectify these unsatisfactory access arrangements.

The locations are classified into three levels of difficulty. **Simple Road Restrictions** are those where minor intervention/improvement is required to achieve two ways out, such as removing boulders or gates. **Road Connections not Formalised** are those where more significant capital works need to be funded. **Public Road Reserves with Only One Entry Point** are those where physical improvement works would be impractical and/or cost prohibitive and where land tenure solutions may need to be devised.

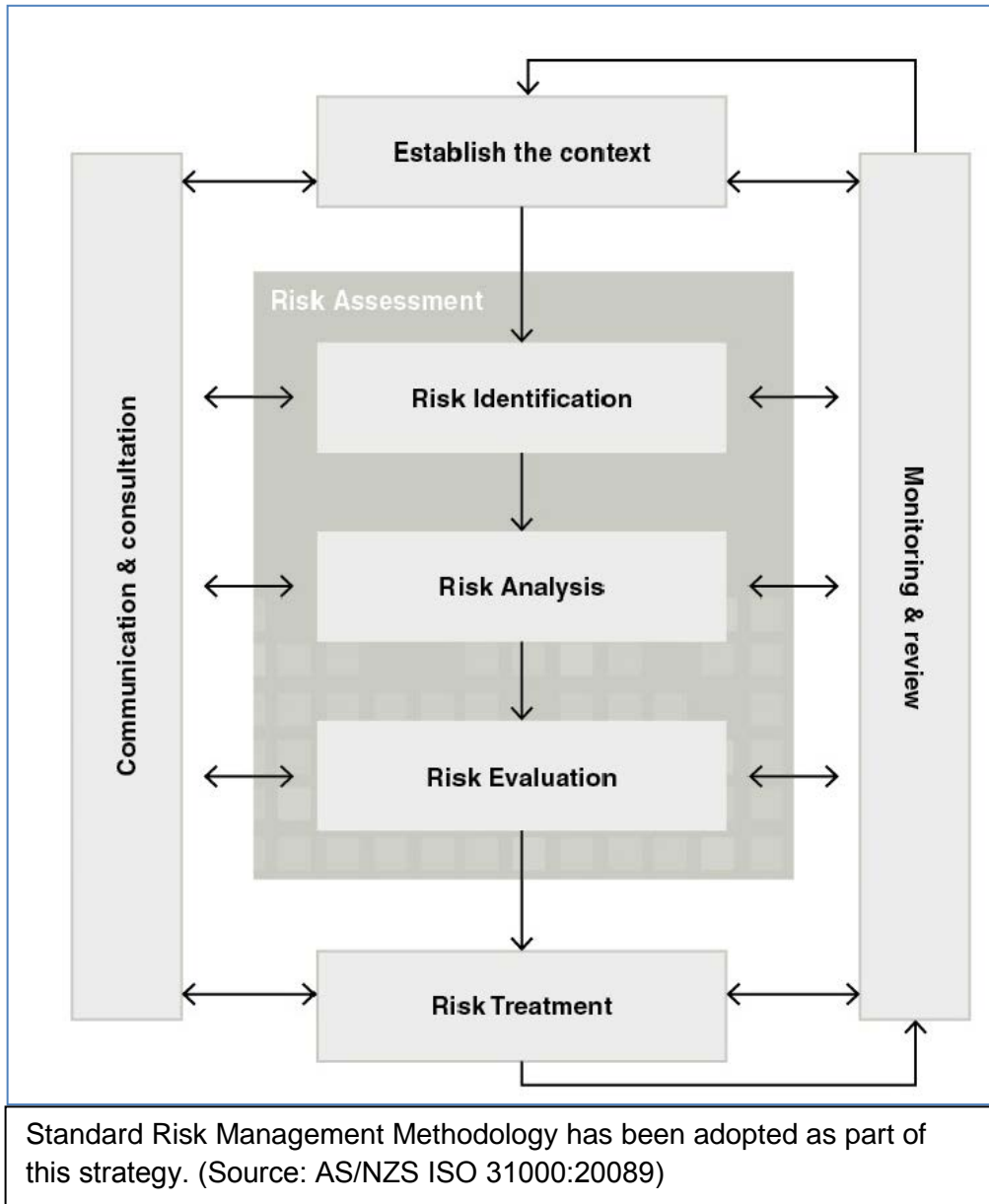
The Strategy Statements below will guide the implementation of the Strategy moving forward.

2. Strategy Statements

1. Access improvement priorities will be based on a risk management approach which aims to deliver genuine gains in community safety and brings access into accordance with *Guidelines for Planning in Bushfire Prone Areas* (Dec 2015) (*Guidelines*) as much as practicable and may be staged overtime;
2. In Simple Road Restriction Scenarios, any road restriction preventing vehicle through movement such as boulders, bollards or gates not formally approved through section 3.50 of the Local Government Act are to be removed as soon as practical and residents notified at least 2 weeks prior to works commencing;
3. In Road Connections not Formalised Scenarios, where connections do not meet the *Guidelines*, treatment options meeting the Guidelines shall be developed in conjunction with residents. Where valid objections are received and modifying treatment options cannot substantially address the issues raised, the matter shall be forwarded to Council for resolution;
4. In Public Road Reserves with Only One Entry Point Scenarios, (where high risk areas exist and infrastructure solutions cannot be readily achieved), the Shire will advise those landowners and encourage them to discuss informal (interim) solutions to alternative access options until such time as formal tenure changes can be established.
5. Appendix 1 of this Strategy will be dynamic and subject to regular updates via the Shire's Risk Management Committee;
6. Capital works required to address identified locations will continue to be contained in the Capital program for Bushfire Access Improvements and budgeted within the Shire's Corporate Business Planning process;
7. A complete review of the Access Audit and this Bushfire Area Access Strategy should be completed in 5 years' time, having regard to the access standard benchmarks set by the *Guidelines*, or any successor document;
8. New subdivisions will continue to be subject to achieving compliance with contemporary standards which may require the ceding of land for thoroughfares and/or a fair and reasonable contribution at the time of subdivision to improve existing non-compliant roads deemed necessary for access.

3. Risk Management Process

The process of setting priorities and preferred access treatments will follow the Standard Risk Management Methodology (Australian Standards: AS/NZS ISO 31000:20089).



3.1 Context

The threat of bushfire risk is one which residents have repeatedly expressed concerns to the Shire, either directly or through Shire Community Perceptions Surveys and Community Strategic Plan.

Climate change is resulting in a rise in average temperatures and reduced rainfall in the south-west. Areas like Mundaring are becoming more susceptible to frequent bushfires.

One of the recommendations from the 'Keelty Report' resulting from the Inquiry into the Perth Hills Bushfire 2011 stated (No. 39 (c)) that "State and Local Governments [should] examine options to retrospectively bring these areas into compliance with Planning for Bushfire Protection Guidelines."

The Planning for Bushfire Protection Guidelines now referred to as Guidelines for Planning in Bushfire Prone Areas (Guidelines) outline, amongst other things, current expectations regarding standards and design requirements for public roads and Emergency Access Routes. These public thoroughfares need to be freely available and safe for public use in the event of a bushfire.

The Shire's Local Planning Strategy (LPS) was endorsed by Council in June 2013 and also specifically identifies the need to improve access arrangements in established areas.

...“Much of the existing residential and rural residential development within the Shire of Mundaring, particularly in areas subdivided some decades ago, fails to meet... key [bushfire access safety] requirements, leaving many residents with potentially inadequate escape routes and emergency vehicles with inadequate access for fire fighting and evacuation purposes.” (Local Planning Strategy 2013)

Relevant strategies adopted by Council within the Local Planning Strategy include:

In all new subdivisions, and where possible in all new developments, ensure adequate vehicular access to/from and within bushfire prone areas, both for escape by residents and for access by emergency vehicles, particularly fire fighting appliances	4.6.3.3 5.1
Conduct an audit of the adequacy of vehicular access/egress in bushfire prone areas throughout the Shire	4.6.3.3 5.1
Use the audit referred to in the point above to prepare a strategy for improving access/egress identified as inadequate and progressively implement that strategy, which may involve actions including: <ul style="list-style-type: none"> - construction of new roads - opening of closed roads - widening of existing roads - removal of barriers within road reserves 	4.6.3.3 5.1
Adopt a position that the Shire values, and places strong emphasis on, the protection of vegetation for environmental and aesthetic reasons, but where there is a conflict between vegetation protection and bushfire safety, Council will make decisions having regard to bushfire safety objectives	5.1

The Shire has in the past, for one reason or another, physically closed or obstructed roads with gates / boulders. Recent legal advice confirms that the Shire, as the managing authority of thoroughfares, has a legal obligation under Section 3.52 (2) of the *Local Government Act* (1995) to keep thoroughfares or streets open:

“Except to the extent that it is authorised by law to close them or restrict their use, a local government is to ensure that thoroughfares are kept open for public use.”

If this provision of the LG Act (1995) is found to be contravened, the local government must rectify the situation so that it can resume its compliance with section 3.52(2) as soon as practical.

Hence, the Shire’s BAAS is based a set of rational, consistent and interlocking documents / statutes / recommendations that exist at both state and local government level which highlight the duty of care obligations the Shire has in resolving existing unsatisfactory access arrangements.



3.2 Risk Identification

To achieve genuine improvements, the Shire must direct its limited resources to best effect. The Shire manages 982 roads within the Shire, of which 612km are sealed and 77 km remain unsealed. Some perform an important district function, while others are locally significant.

Across the Shire, various existing roads could be regarded as under-width relative to the contemporary standards expected in new subdivisions. However, in practical terms, and in recognition of the limited resources available to the Shire, there may be more cost effective and far more pressing improvements needed in specific locations to resolve entrapment situations rather than road widenings. Hence, solutions requiring more costly and extensive works will need to be forecast in long term budget process with interim solutions provided where possible.

The Audit completed in 2009 is considered sufficient at this stage to 1) prioritise problem areas, and 2) develop treatment solutions in potential entrapment locations.

The preparation of the audit involved an assessment of those Shire thoroughfares where there was only 1 access and egress route and where entrapment could potentially occur. Since 2010, the simple and cost effective improvements of removing existing road restrictions have mostly been completed. These included the removal of permanent barriers such as boulders, bollards and gates and in some locations the erection of emergency access route signs. Remaining work requires greater investment both in terms of capital works and Shire resources to formalise routes that meet the Guidelines.

As a result of the progress so far, there are 30 roads identified in the Access Audit still requiring improvement. A further 66 roads which do not have a second public road access connection will require planning review and solutions; six 6 of which are regarded as serious.

Access improvement areas have been categorised into three levels.

Simple Road Restriction	Low cost implementation, no land administration issues, signage	0 remaining, signage only to be resolved
Road Connections not Formalised	Capital works required, no land administration issues	30 remaining
Public Road Reserves with Only One Entry Point	Capital works impractical and/or cost prohibitive; or Significant land tenure limitation issues (eg. land acquisition/transfer/easements)	66 remaining

It is acknowledged that there are limitations to the audit including:

- While the principle of avoiding entrapment situations remains current, specific access design standards have evolved since the 2009 audit, with a new iteration of the Guidelines released only recently in December 2015;

Of particular note is the shift from requiring;

“Two different vehicular access routes, both of which connect to the public road network, are available to all residents/the public at all times.”

To:

“Two different vehicular access routes are provided, both of which connect to the public road network , provide safe access and egress to two different destinations and are available to all residents/the public at all times and under all-weather conditions.”

- Audit was not undertaken within a context of broader understanding of fuel load risks and management plans for reserves, which will be better understood once the Shire has completed an overall Bushfire Risk Management Plan;

Hence, another review of the Audit should be planned at a future point. In the interim - and to continue to focus on improving community safety – the Shire will adopt the requirements within the most current Guidelines when evaluating different treatment solutions.

3.3 Communication

Communication with affected residents is critical and will promote a general understanding of the Shire’s approach.

The original audit included consultation with the Shire of Mundaring Volunteer Bush Fire Brigades and Bushfire Advisory Committee. It is also acknowledged that the audit needs to be dynamic and respond and accommodate other concerns or situations brought to the Shire’s attention.

Further, it is important residents are kept informed of the Shire’s initiative to improve access routes around their area both in terms of the potential nuisance or inconveniences that may be caused by construction works, but also so they are acutely aware of the improvements and any new options for escape in an emergency situation.

Residents on all 30 remaining roads for capital improvement works have been notified of the need to improve access and advised that further consultation will occur when capital funding and design options are ready.

3.3.1 Simple Road Restriction

As identified above, the Shire, as the managing authority of thoroughfares, has an obligation under Section 3.52 (2) of the Local Government Act (1995) to keep thoroughfares open.

Where road restrictions have been removed no option for a permanent restriction to be reintroduced shall be considered.

Where issues result from the removal of a road restriction such as changes in traffic patterns that cause traffic issues which are confirmed through traffic surveys, then traffic management treatments will be developed in consultation with residents and implemented when budgets allow. Where significant consensus cannot be reached a report will be prepared for Council resolution.

The potential use of signs will be dealt with by Council at a future date as a possible means to regulate traffic.

3.3.2 Road Connections not Formalised

Where improvements relate to re-connecting/widening portions of road pavements in existing road reserves, the Shire will inform surrounding residents of the proposed works and the preferred treatment.

Where various treatment options are available, the Shire will invite comment from landowners to help inform the preferred treatment solution. As well as informing residents, inviting comment could potentially enrich the Shire's understanding of the challenges in the locality and identify some cost-effective alternatives.

Where significant consensus cannot be reached on the treatment option a report will be prepared for Council resolution.



3.3.3 Public Road Reserves with Only One Entry Point

This category covers public roads with only one formally gazetted entry point or where improvement works would be impractical and/or cost prohibitive and where land tenure solutions may need to be devised.

Resolution of high difficulty improvements will require strong collaboration between landowners and the Shire. In most instances, the Shire will be unable to achieve any improvement without landowners actively participating and (in some cases), accepting some tenure burden (easement/public road reservation) over freehold land.

It is not within the financial capacity of the Shire to compulsorily acquire private land for the purpose of thoroughfares, nor does compulsory acquisition always succeed. Hence, the Shire will only be able to create new thoroughfares through a subdivision process. The LPS and LPS4 contain provisions to guide new subdivision and developments. They also contain provisions which provide for existing areas. For example, Clause 6.5.17 states:

Where...subdivision would result in improved vehicular access and safety for adjacent or surrounding residents within the Bush Fire Hazard Special Control Area and where vehicular access in that area has been recognised as inadequate by appropriate experts, the Shire may recommend approval to the proposed subdivision, notwithstanding that such subdivision is not otherwise supported by the Scheme.

The normal subdivision process has the potential to facilitate dedication of road reserves, road construction and access solutions in existing problem areas. Additional subdivision potential will not be entertained for non-compliant areas were normal subdivision rights could otherwise resolve the access issues.

Where landowners in areas without subdivision potential express an interest in subdivision, the Shire will consider facilitating subdivision potential provided it delivers broader access improvements, amongst achieving other planning objectives within Local Planning Scheme No.4. Any decision to facilitate better access by allowing a reduction in lot sizes would ultimately rest with the WAPC.

The Shire will write to the affected landowners identified as 'serious concern' and encourage discussions between neighbours to agree on some interim and 'informal' access arrangements in the event of a bushfire.



3.4 Risk Analysis / Evaluation

Priorities for access improvements will be based on the considerations below. Given that the consequence of entrapment could be life threatening, the 'Consequence' rating remains at 'Catastrophic' in all instances. Whilst every life is precious, there is a need for the Shire to take a utilitarian approach and consider the 'number of residents' at risk, as this would obviously increase the priority.

The following criteria focus on the potential 'Likelihood' of a catastrophic event.

Assess the Access Difficulties / Entrapment

- Number of residents potentially exposed?
- Road hierarchy (eg Strategically Important Road / Local / Access way)?
- High Risk Land Use Types (traffic generated / evacuation alternatives eg stay in place)?
- Extent of Surrounding Bushfire Risk (Moderate / Extreme) / Threat from multiple directions?
- Topography? (Steep topography affects the speed of bushfire front, the ease of evacuation and bushfire fighting capability)
- Recent subdivision which has resulted in an increased population density (and an incomplete works bond has been provided);
- Measure of likelihood (1-5)

Consequence		Catastrophic
Likelihood		5
Almost Certain	5	EXTREME (25)
Likely	4	EXTREME (20)
Possible	3	HIGH (15)
Unlikely	2	HIGH (10)
Rare	1	MEDIUM (5)

3.5 Risk Treatment

Risk treatment options will need to be appropriate and cost effective based on the potential benefit.

Genuine gains in community safety are more important than bringing all Shire roads and thoroughfares into absolute compliance with the Guidelines immediately. Where practicable, the Shire will endeavour to bring improvements into accordance with the Guidelines – but due to resource constraints – this is likely to occur over the longer term.

It should be acknowledged that opening roads offers broader benefits relative to ease of access. This treatment can, by virtue of more through traffic and removal of vegetation, impact on established amenity or the local communities perception of amenity in the locality. Notwithstanding this, amenity is a secondary consideration relative to preserving life and allowing for safe evacuation in the event of a bushfire.

The following criteria will be applied.

1. Assess Risk Treatment Options

- Absolute compliance with Public Road Standard Guidelines and *Guidelines*? Cost? Benefit?
- Staged response options? Cost? Benefit?
- Alternative 'Acceptable Solution' responses? Cost? Benefit?
 - o Environmental impacts?
 - o Social impact?
 - o Ongoing maintenance / management costs?
- Implementation challenges? Tenure / Costing considerations
- Interim risk mitigation actions? Cost? Benefit?
- Consultation outcomes? (Where undertaken)

The Shire's Risk Management Committee will consider the treatment options prior to inclusion within the Shire's annual budget.

3.6 Monitoring and Review

The Strategy will be reviewed and reported back to the Shire's Risk Management Committee annually to highlight any refinements, improvements or key learnings.

Appendix 1 should be regarded as a dynamic list, where there is potential for new access risks to be added and a risk rating / treatment option applied. Any new areas identified will be contemplated by the Shire's Risk Management Committee as the need arises.

Once the Shire has addressed key entrapment locations, another Access Audit should be undertaken in 5 years which establishes longer term priorities to progressively upgrade established access routes to conform more fully to contemporary road design requirements within bushfire areas.

4. Implementation

The Shire will annually review the schedule of prioritised road and access way works and budget accordingly through the annual Corporate Business Plan.

In some cases, landowners/developers must fund the upgrading of roads and access ways to realise subdivision potential and fulfil conditions of subdivision approval. These improvements may relate to upgrades or improvements to thoroughfares identified as a priority within this Strategy. Depending on the scale of the subdivision, the contribution could be the full amount or a portion of the total works. It may be that the Shire's schedule may not align with landowners/developer immediate expectation, resulting in a private subdivision unable to be finalised for some time.

Re-scheduling Shire works to align with developer requests is generally not supported but may be justified where the overall cost borne by the Shire (and ratepayers) is effectively subsidised by a developer contribution.

Developers/landowners who cannot proceed with subdivision due to there being unsatisfactory road access or no constructed public road available to proposed lots have the following options:

1. Postpone the subdivision until the Shire upgrades/constructs the road according to the schedule specified; or
2. Contribute to the full cost of constructing the road and associated infrastructure. (Note, this may be the normal expectation where no road reserve exists in accordance with WAPC Development Control Policy 1.1); or
3. Commit to providing a financial contribution to the Shire and seek approval (via the Risk Management Committee) to elevate its priority within the Shire's works schedule.

In rescheduling road improvements, the Risk Management Committee will consider:

- a. Implications on community safety in postponing the scheduled/committed work;
- b. The degree to which works benefit the safety of wider community;
- c. Opportunity presented in the owner partially funding the road and the potential saving to the Shire in bringing the works forward;
- d. Shire's ability to:
 - partially fund the works within the available budget;
 - dedicate resources to undertake/oversee/supervise the works;
- e. The quality and reliability of the costing process undertaken so far and risks associated with other matters (environmental, servicing, soil type, tenure etc)

Regardless of any decision made by any other authority, the Shire will not and cannot be bound to fund access improvements to facilitate private subdivision.

In summary, the implementation of the Strategy will occur as follows:

1. The Bushfire Area Access Strategy is endorsed by Council;
2. Infrastructure Services implements its works program to address (3.1 and 3.2) on the advice of Community Safety and Planning Services;
3. Community Safety and Planning Services write to properties affected by (3.3) Public Road Reserves with Only One Entry Point to encourage collaboration between landowners to establish some interim and informal options for affected residents;
4. Prioritisation and treatment options will be updated annually via Risk Management Committee and embedded within annual budget (starting from 2016-17), which will be endorsed by Council;
5. Following consultation, the preferred treatment option will be determined by the Shire's Risk Management Committee unless valid objections (see definition below) are made that cannot be substantially addressed by modifying or selecting an alternative treatment option. Where valid objections are raised that cannot be readily addressed by modifying the treatment option, the matter will be referred to Council for determination.



Definitions

Guidelines For the purpose of this strategy, *Guidelines* means the *Guidelines for Planning in Bushfire Prone Areas* (Dec 2015) or as modified by the Shire's Local Planning Scheme No.4.

Valid objections A valid objection must:

- *have a basis in the Strategy Statement and criteria (3.4 and 3.5) expressed within this strategy;*
- *relate specifically to the implications of the proposed treatment option or suggest alternatives, as retaining the status quo (i.e. non-compliant access) cannot be entertained;*
- *not be based on amenity considerations alone, as bushfire safety is paramount;*

Examples of invalid objections may include:

- *suggestions which would fall outside of the intent of the Guidelines;*
- *the perceived loss of property value;*
- *the loss of amenity due to increased through traffic and loss of vegetation.*

APPENDIX 1 – INITIAL LIST OF LOCATIONS IDENTIFIED FOR
IMPROVEMENT WORKS

Road Connections not Formalised Location (in Suburb Order only)	Status / Current Planning
Beechina: Lockwood Rd.	130 metres constructed, asphalt seal remaining only and programmed
Chidlow: Clifton St from Reservoir Rd to Rosedale Rd	Road to be widened and sealed
Chidlow: Reservoir Rd to Rosedale Rd	Road to be widened and sealed
Chidlow: Lake View Rd to Stone Street	Completed
Chidlow: Stone Road to Lilydale Road	Road to be sealed to 4 metre width - remains minor link
Darlington: Harold St and Nelson Rd	Upgrade unmade steep section - 25 metres to be constructed
Darlington: Nelson Rd (Lukin Ave to Miranda St)	Upgrade gravel section - 130 metres to be constructed
Darlington: Allpike Road	Upgrade gravel road between 44 and 46
Glen Forrest: Casino Rd	Road to be widened and sealed
Glen Forrest: Quarry Court to Glen Forrest Drive	Seal to 4 metre width - remains minor link, construct cul -de-sac on existing end
Glen Forrest: Strettle Rd	Upgrade unmade section - 100 metres to be constructed
Glen Forrest: Newric Rd	Upgrade unmade section - 70 metres to be constructed
Greenmount: Alidja Lane	Completed, Steep/narrow road signs to be investigated only
Hovea: Falls Rd to Richardson Rd	Upgrade unmade section - 500 metres to be constructed
Hovea: Hedges Road.	Upgrade unmade section - 220 metres to be constructed
Hovea: Mons Rd to Hedges Rd	Upgrade unmade section - 150 metres to be constructed
Hovea: Oxley Rd to Hedges Rd	Upgrade unmade section - 480 metres to be constructed
Mt Helena: Hummerston St to Wilkins Rd	Road to be widened and sealed
Mt Helena: Bernard St	Road to be widened and sealed
Mt Helena: Lance St	Upgrade unmade and narrow gravel section - 420 metres to be constructed
Mt Helena: Bernard St. West to Heritage Trail	Route to be designed and costed
Mt Helena: Alps St to Johnston St	Road to be widened and sealed
Mt Helena: Munroe St to Dargin St	65 metres of unmade road to be designed and costed
Mt Helena: Silia Retreat to Wilkins Rd	Road to be sealed 4 metres wide
Mt Helena: William Rd East.	Completed

Mt Helena: Samuel St.	Asphalt seal on gravel section to complete
Mundaring: Gill St to Clifton St	Upgrade unmade section - 90 metres to be sealed, cud-de-sac on Clifton
Mundaring: Lacey Rd	Completed, traffic survey outstanding
Mundaring: Janeczak Rd to Elizabeth Ave	Road to be widened and sealed with Elizabeth Ave
Mundaring: Pretty Lane to Halifax Place	270 metres constructed, asphalt seal remains and programmed, traffic survey outstanding
Mundaring: Thomas Road to Gill Street	Completed – private access agreement obtained
Parkerville: Battery Road to Kintore Rd and Seaborne St	Upgrade unmade section - 120 metres to be constructed
Parkerville: Boyamyne Road to McDowell Loop	Road to be widened and sealed, developer to seal portion
Sawyers Valley: Eason Rd.	Road to be widened and sealed
Sawyers Valley: Lacey St.	Completed
Stoneville: Clutterbuck Close to Stoneville Rd	Road to be widened and sealed, connection to Stoneville Road on bend to be reviewed
Stoneville: La Grange Rd to Woodlands Rd	Road to be widened and sealed
Stoneville: Traylen Rd from Stretch Rd to Glyn Pl	Road to be widened and sealed

*** Please note: Existing List – Subject to Prioritisation as part of the 2017-18 Budget Process

List of possible entrapment roads without ready solutions.

This is a list of roads that have identified problems but no identifiable solutions. These roads should be considered for planning solutions and/or engineering solutions.

Suburb	Road
Chidlow	Baxter Rd
Chidlow	Cleaver St
Chidlow	Forge Dr and Anvil Wy
Chidlow	Frith St
Chidlow	Keenan Rd
Chidlow	Kerun Rd
Chidlow	Laguna Vista
Chidlow	Rosedale Rd
Chidlow	Sertorio Rd
Darlington	Glen Rd
Darlington	Hubert Rd Sth
Darlington	Sandover Rd
Darlington	Saw Drive
Darlington	Padbury Rd
Darlington	Mofflin Ave
Darlington	Pittersen Rd
Glen Forrest	Hardey Rd (south)
Glen Forrest	Jellicoe Rd
Glen Forrest	Lauffer Way
Glen Forrest	Lindsay Pl
Glen Forrest	Manjiri Dve
Glen Forrest	Mills Rd East
Glen Forrest	Moola Rd
Glen Forrest	Rickard Rd
Glen Forrest	O'Conner Rd
Greenmount	Padbury Rd
Greenmount	Pitterson Rd
Helena Valley	Fyfe St
Helena Valley	HelenaValley Rd East
Hovea	Anne Rd
Hovea	Clare Rd
Hovea	Flora Rd
Hovea	Glenroy Rd
Hovea	Mons Rd

Mt Helena	Baldock St
Mt Helena	Cade St
Mt Helena	Goodwin Pl
Mt Helena	Grigg Rd
Mt Helena	Kerin Rd
Mt Helena	Neptune St
Mt Helena	Simes Rd
Mt Helena	Whitlam St
Mt Helena	Alfred St
Mundaring	Thomas Rd, Hobbit glade
Mundaring	Martin Rd
Parkerville	Hidden Valley Rd
Parkerville	Kintore Rd
Parkerville	Brindle Rd
Parkerville	Iron Road
Sawyers Valley	Anthony Place
Sawyers Valley	Cromwell Rd
Sawyers Valley	Goslin Rd
Sawyers Valley	Horace St
Sawyers Valley	Oliver St
Sawyers Valley	Malabar Rd & Marshwood Pl
Sawyers Valley	Riley Rd (East end)
Sawyers Valley	Stoneleigh Rd
Stoneville	Llangi Way & Laponia Pl
Stoneville	Matthews Way
Stoneville	Mulumbar Place, Creek Cl
Stoneville	Higginson Rd
Wooroloo	Orchard Rd
Wooroloo	Hopedale Rise
Wooroloo	Maraubra Pl
Wooroloo	Clematis Gr