# PLACES FOR PEOPLE

ESTABLISHING A PLATFORM OF EVIDENCE TO SHAPE MELBOURNE'S FUTURE

2015 STUDY

CITY OF MELBOURNE

A CITY
FOR PEOPLE

We support our community members – whatever their age,
sex, physical ability, socio-economic status, sexuality or cultural
background – to feel like they can be active, healthy and valued.
We plan and design for our growing city, including safe, healthy
and high-quality public spaces.

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Places for People

Published July 2016

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1. FOREWORD

Places for People 2015 is a longitudinal research study that investigates the urban conditions of central Melbourne. This is the third edition of the study, which was originally published in 1994 and again in 2005.

Places for People has enabled us to track the built environment and public life of our city over time, and in doing so has provided us with a substantial data and evidence base.

Over the last three decades, City of Melbourne strategies and programs have worked towards creating a city that attracts people. These have been profoundly successful in reversing a long-term exodus of residents, workers and shoppers to the suburbs, which had seen the centre of Melbourne abandoned after work hours by the 1980s.

Melbourne is now experiencing rapid growth and change, which has generated new challenges for the city, particularly relating to the quality of life it supports for people. For example, how can Melbourne be sustained and improved while population densities increase, and relatively homogenous residential tower and podium development models dominate?

To enable us to respond to these challenges and plan for the future, the City of Melbourne has undertaken a complementary study to Places for People. The Local Liveability 2015 Study expands the approach to investigating Melbourne to capture some of the more complex elements and nuanced relationships with the city to better understand the conditions that enrich or compromise its liveability. The Local Liveability 2015 Study provides a new platform of evidence to facilitate an assessment framework that enables an integrated, more equitable and performance-based approach to urban planning and design.

Places for People 2015 applies a traditional urban research lens to build understanding of urban changes over time and at the district level. The Local Liveability 2015 Study adds an integrated and dynamic approach to reveal the local, contemporary Melbourne. It poses new questions and challenges our thinking about planning and design to enable Melbourne to continue its growth and development as a resilient and accessible city. It will inform thinking, planning and design to improve the quality of life in our city.

2. BACKGROUND

The premise of Places for People is that people are drawn to places of high-quality design that feature attractions and other people. A growing number of people over time is an indicator of success. Since 1993, Places for People has collected information for each decade to produce longitudinal data to monitor use and qualities of urban space.

Places for People measures particular urban conditions over time, documenting how the city is changing. The first Places for People (published 1994) focused on attracting people back to the city after a long-term exodus of residents, workers and shoppers to the expanding suburbs, which was compounded by the economic recession at this time. A decade after this, Places for People 2005 documented the city's revitalisation as it redefined its regional and global identity and functions, attracting people back through residential, commercial and retail development and with regional attractions.

Places for People has traditionally measured the extraordinary rather than the ordinary - the special rather than the everyday and the regional rather than the local. Urban surveys have concentrated on prominent streets and public spaces in the retail core, followed by the commercial district and Southgate, and later extended to the growth areas of Southbank and Docklands.

While it remains valid to measure and monitor the city's public environment and public life, the challenge of a declining population has now reversed, with substantial population growth projected to continue. Measuring success simply on the number of people who live in, work in and visit the municipality is no longer enough. Ensuring that Melbourne remains a functional city that performs for all is now vital.

A different set of issues demand a different method of urban investigation. The Local Liveability 2015 Study has developed a socio-spatial investigation to generate meaningful and current data to guide the city's future growth and development. This study expands beyond the traditional focus on the public realm and considers how the city has rapidly changed in its urban form and structure, and the impact these changes have on the daily lives of Melbourne's people. It aims to provide a 'reality check' of some aspects of the city's functionality and to generate a fresh baseline that reflects actual conditions and how they inter-relate.

Together, Places for People 2015 and the Local Liveability 2015 study provide a substantial set of data on the city's condition and over time they will offer important new insights into the city and city life that will be vital for planning its growth and development.

3. OVERALL PREMISE AND APPROACH

This section outlines the project premise and details the urban components researched to test that premise at a district scale according to the traditional Places for People method.

The scope and complexity of Places for People was expanded to investigate those urban conditions considered essential to the quality of the public realm as well as the quality of daily life (the latter more fully investigated in the Local Liveability 2015 Study).

While the project premise was founded on international best practice, Places for People research was tailored to capture the Melbourne condition relating to how the city has changed and how it currently performs.

Research Evolution

The research direction of the 2015 Places for People study was refined through a review of literature to identify relevant urban trends, their impacts, and best practice for addressing them. Six urban components or 'lenses' were identified as being significant for understanding Melbourne's performance as a liveable, productive and resilient place for people, both through time and for the contemporary city (Fig. 1):

- Population
- Urban Structure
- Built Form
- Land Uses
- Public Space
- Movement

These lenses played a critical role in further defining and guiding the research, particularly in the analysis of data collected through the traditional methods of the Places for People study at the district level, to provide a sophisticated understanding of performance that goes beyond the public environment to consider other components of the city that shape everyday life.

In the formative period of research development, these urban lenses were defined in the following way:

Population   **Urban Structure**   **Built Form**

Land Uses   **Public Space**   **Movement**

FIG. 1. The Places for People research lenses at the district scale.

Population

What is It?

The focus of the Places for People research is Melbourne's communities, being those existing groups of people connected by place and/or social, cultural and economic networks of exchange, and which may include residents, workers, students and frequent visitors.

Why is it Important?

Places for People has always been a study about the city's human dimension. Cities only exist because of people and so our urban environments should be assessed to consider population catchments and their needs. The number of residents, workers and daily visitors (including students) allows us to estimate the likely quantum and type of city users throughout the day and week, and the nature of their needs when in the city.

Urban Structure

What is It?

Urban structure is the spatial arrangement of a city's primary organising components: the street blocks, street network, land parcels, and natural physical features such as rivers, floodplains and topography. Other aspects of the city, including the built form and land uses, contribute to and influence a city's urban structure.

Why is it Important?

An investigation of urban structure is critical to understanding a city spatially. The scale and arrangement of a city's urban structure will fundamentally influence the scale and arrangement of buildings, land uses and public space, and so ultimately determine how walkable and legible a city is.

Built Form

What is It?

Built form is the physical shape and scale of building volume in terms of height, width and depth, and how the building is articulated in regards to architectural details. The 'skyline' created by a group of buildings is also considered to be built form, but this is not the focus of Places for People. Rather, the relationship between buildings and public space, and how they shape people's experiences of the city, is the focus of research.

Why is it Important?

Built form has a significant influence on people's everyday experiences in public space. Where the built form is small-scale, rich in land uses and details, and presents many independent entrances to public space, it offers more variety of places to attract people. A range of different land uses also provide opportunities for social and economic exchange, and a purpose for walking. When buildings are designed to accommodate the car their form is profoundly different: large scale with few, if any, pedestrian entrances and a homogenous land use. The building presents a negative interface with the street that is unable to attract or sustain city life.

Land Uses

What is It?

Land uses are those activities that occur inside buildings.

Why is it Important?

The variety and type of land uses are considered fundamental to giving purpose to walking, and have a critical impact on providing access to everyday needs. Of particular importance for creating locally-based opportunities for exchange and reciprocation, are those primary land uses that meet daily needs and generate production[1] (as opposed to consumption).

Public Space

What is It?

Public space is communal social space that is accessible to all people. It may include:

- Streets and malls (e.g. Bourke Street and Bourke Street Mall)
- Laneways and alleys (e.g. Hosier Lane)
- Urban squares and plazas (e.g. City Square)
- Parks and gardens (e.g. Fitzroy Gardens)
- River ways and promenades (e.g. Southgate).

Why is it Important?

Public space offers outdoor settings for city life beyond the privatised realm of buildings (Wall & Waterman 2010:52). The design and activities within public space are generally interpreted by the community as expressing a city or district's culture, values or history. Promenades, streets and lanes function to channel pedestrians but also provide places to pause where there are seats. Squares, parks and gardens offer communal places for people to socialise or find respite, exercise or to rest. Where public space features planting, it may function as ecological space and provide city dwellers and workers with a connection to nature. Public spaces associated with a vast range of land uses or attractions provide destinations for visitors and locals. Public places designed for the car tend to devalue the space for people. This has on-going implications, as people go where people are.

Movement

What is It?

Places for People focuses on walking as the primary mode of transport in the city. The traditional study considered the design of public space, its built form edges and the connectivity of the pedestrian network as principal determinants for walkability. Places for People 2015 also considers the presence of land uses to provide a purpose for walking, and believes this condition is fundamental to determining if the city is walkable.

Why is it Important?

The degree of walkability is critical for determining a district's ability to attract and support public life in the street, as well as its environmental and economic resilience in facilitating walking rather than car dependency.

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[1] Production is the degree to which these land uses contribute to productive networks of exchange, and are generally the antithesis to land uses that generate consumption (e.g. retail).

4. KEY FINDINGS OF PLACES FOR PEOPLE

Chapter 4 presents the principal findings of Places for People. The longitudinal and district level data presented in this section has been largely generated from the traditional Places for People methods, first developed by Jan Gehl, and applied to Melbourne's inaugural study of 1993/94.

Research Background

Urban Form

- Urban structure
- Degree of change

People

- Population
- Pedestrians
- Stationary activities

Public Space

- Amount and distribution
- Seats and bluestone paving
- Compromised pedestrian network
- Laneways

Built Form

- Towers
- Street level facades
- Upper level facades
- Building entrances

Land Uses

- Attractors
- Basic services
- Residential dwellings
- Car parking

From the District to Local Level

Research Background

The City of Melbourne's Places for People initiative began in 1993, when Danish architect and urban design consultant, Professor Jan Gehl, was invited to Melbourne to help survey the central city's public spaces and public life.

In partnership with the City of Melbourne, Professor Gehl explored issues and opportunities relating to public space, and collected data on the city's public life. This data was presented in Places for People: Melbourne City 1994, and set out recommendations to develop and improve Melbourne's public spaces.

In 2004 Professor Gehl returned to Melbourne to assist with the second study. Places for People 2004 compared progress against the 1994 recommendations. It extended the study to include major new public spaces established over the past decade. New issues affecting the quality and use of the public environment were identified and recommendations made for how they could be addressed.

Another decade on, Places for People 2015 replicates the established methodology to continue the longitudinal study. Some aspects of data collection have been extended and further developed to capture data in response to contemporary issues.

Places for People 2015 groups research for the first time according to specific urban components (Figs 1 & 2). These components were identified through a review of Australian and international literature that considered urban trends and their impacts, and the principles and best practice for addressing them. They are regarded as critical to guiding Melbourne's growth towards a highly liveable, productive and resilient city for all people and communities.

The Places for People study area has expanded over time, starting with the central city and newly opened Southgate in 1993/94, to more of Southbank in 2004/05, and then the growth areas of Docklands and Southbank in the latest research (Figs 3 & 4). The data has a general baseline of 1993, except where survey sites were added in later studies. In both the 2005 and 2015 studies, the data and analysis was cast further back in time to the mid 1980s, where data was available. This was done to provide a background understanding of how the city had changed in the decade leading up to the 1990s, at a time when the City of Melbourne began implementing its 1985 Strategy Plan that included significant changes to its urban design and planning practice. The time and spatial range of data are set out in the following pages. For explanations on why particular time periods were defined see the Methodology.

Principal Year of Data Collection

DATA	1993	2004	2013
POPULATION			
Population	●	●	●
Population Details (Demographics)			●
Business Occupation Numbers			●
URBAN STRUCTURE			
Street Network and Blocks over Time			●
BUILT FORM			
Building Heights/Floor No.	●		●
Building Age			●
Building Entrances		●	
Building Tower Typologies			●
Quality of Facades - Street Level	●	●	●
Quality of Facades - Upper Level			●
Heritage Registered Buildings	●		
Historic Buildings Incorporated into Redevelopment			●
LAND USES			
Attractors (Local to Regional)	●	●	●
Educational Institutions		●	
Land Uses - Selected Basic Services			●
Principal Land Uses - Ground and Upper Storeys			●
Residential Dwellings		●	●
Retail Opening onto Public Space	●		
Premises Open at Night - Selected land Uses	●	●	
MOVEMENT			
Bicycle Network		●	
Bicycle Parking			●
Car Parking			●
Public Transport Network		●	
Street and Laneway Network	●	●	●
Traffic volumes	●		

cont.	1993	2004	2013
PUBLIC SPACE			
Bluestone Paving		●	●
Café Locations and Seats	●	●	●
Footpath Capacity	●		
Grade Separations on Footpaths (Docklands + Southbank)			●
Laneways, Arcades and Alleys - Locations	●	●	●
Laneways, Arcades and Alleys - Functions		●	●
Locations and Area (sqm) and/or Length (m)	●	●	●
Microclimate	●		
Number of Events in Public Space	●		
Pedestrian Network		●	●
Public Art		●	
Public Benches	●	●	●
Solar Access	●		
Street Trees		●	
PUBLIC LIFE			
Public life - Pedestrian Numbers	●	●	●
Public Life - Stationary Activities	●	●	●
Public Life - Age and Gender		●	

FIG. 2. Places for People data collection over time. Refer to the Methodology for details regarding the data in this table.

FIG. 3. The Places for People study boundaries
over time.

The *Places for People* research data was collected, analysed
and published at different times. The studies are referred to
according to their publication dates, while the data is specified
according to its collection times.

1994 Study
Data Collected 1993-1994
Published 1994

2005 Study
Data Collected 2004-2005
Published 2005

**2015 Study**
Data Collected 2013-2014
Published July 2016
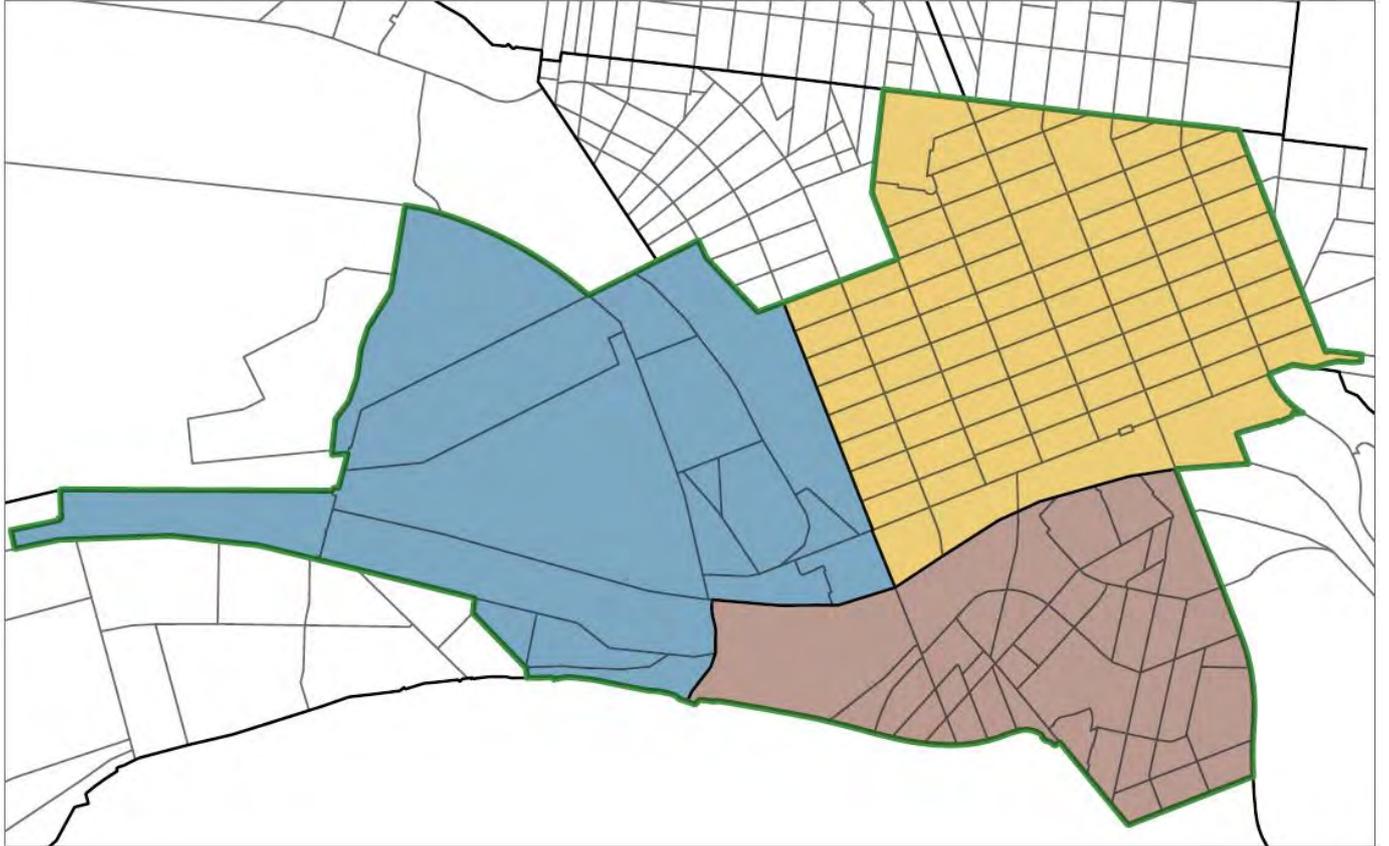
FIG. 4. The 2015 Places for People study has analysed
data at a district level for the central city, Docklands
and Southbank.

——— 2015 Study Area

Central City

Docklands

Southbank

Urban Form: Urban Structure (Mid 1980s-2010s)

Since the mid 1980s, the urban structure of the Places for People study area has changed to varying degrees in its three research districts. This is due to different scales and types of redevelopment. In the central city, wholesale redevelopment through the consolidation of multiple land parcels has led to the loss of historic fine-grained urban morphology and through-block permeability (Figs. 5 & 6). For example, the demolition of historic buildings and loss of lanes to construct Melbourne Central retail complex in the late 1980s-1991 had a negative impact on urban structure. In the 2000s, a different approach was taken for the QV site: a former hospital campus was redeveloped on newly subdivided land parcels with publicly accessible laneways, to establish through-block permeability (although with mixed success in design execution).

In Docklands, the area has been dramatically transformed from a disused port to a mix of residential, commercial and entertainment/leisure land uses. The pre-existing urban structure has changed from long single streets running east-west with the wharves and large-scale yards, to some additional short north-south streets and smaller blocks. Although it has become more intricate, the scale of the urban structure is larger than that in the central city, where a longer period of time has led to greater subdivision and the gradual emergence of lanes. In particular, Docklands features blocks occupied by a single building, whereas the central city has blocks of multiple smaller buildings. Bourke Street and Collins Street have been extended westward into Docklands to create a physical and symbolic link with the central city, but Docklands is still separated from the central city by rail and road infrastructure, and from Southbank and Fishermans Bend by the Yarra River. The water front also means that Docklands is divided into discrete areas, which has significant implications for connectivity and walkability.

The industrial and institutional past of Southbank is still evident in this district's urban structure. Large-scale land parcels are mostly situated within impermeable blocks, and surrounded by very wide streets that define a coarse and unwalkable urban structure, which contrasts to that in the central city. The Citylink tunnel development of the 1990s further reduced Southbank's urban structure, with super-human road infrastructure creating an impenetrable barrier at the centre of the district around Sturt, Miles, Moore and Power streets.

1836 city block plan
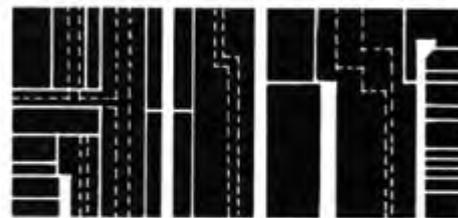
19th century subdivision

20th century consolidation of land

FIG. 5. Change to the central city's urban structure over time.

(SOURCE: City of Melbourne, 1987, Grids and Greenery).

1886

2015

FIG. 6. Change to the urban structure of Collins Street has occurred through land parcel consolidation and wholesale redevelopment. This example at the eastern end of Collins Street (looking towards the Treasury Building) shows discrete land parcels with multiple buildings facing onto Collins Street (above), compared with site consolidation to form Collins Place (below).

(SOURCES: above - Murray, J and McIntosh, P, no date, The Streets of Melbourne From Early Photographs; below - City of Melbourne, 2015).

Urban Form: Degree of Change (Mid 1980s-2010s)

The City of Melbourne has experienced profound change in its urban form since 1985. In a single generation, almost half (48%) of sites in the Places for People study area have been redeveloped (Figs. 7 & 8).

FIG. 7. Sites redeveloped 1985-2012.

1980s

2010s

FIG. 8. These historic and contemporary views of Southbank show the significant change to the area since the 1980s.

(SOURCES: above left - James Flood-Harold Paynting Charity Trust, 1985, Melbourne Celebrates 150th Anniversary: Souvenir Portfolio of Melbourne; above right - Fedele, A, November 2013, Southbank, Melbourne's iconic waterfront location, continues its skyscraper trend with the approval of a 193-metre residential tower, retrieved 4/7/2016 from https://commons.wikimedia.org/wiki/File:Melbourne_Southbank_May_2015.jpg

People: Population (Mid 1990s-2010s)

Residents

(Places for People 2015 Study Area)

1996	4,334
2006	27,690
2011	37,123
1996-2006	539% increase
2006-2011	34% increase
1996-2011	757% increase

Workers

(Places for People 2015 Study Area)

1997	176,462
2004	219,172
Early 2010s	301,454
1997-2004	24% increase
2004-2012	38% increase
1997-2012	71% increase

Ratio of Workers to Residents

(Places for People 2015 Study Area)

The relationship of the number of workers to residents

	Study Area	Central City	Docklands	Southbank
Mid 1990s	40.7	-	-	-
Mid 2000s	7.9	12.4	1.9	3.5
2012	8.1	11.0	6.6	3.8

Students (Aged 15 Years+)

(Weekday, Melbourne Municipality)

2004	64,000
2011	82,000
2004-2011	28% increase

Daily Visitors

(Weekday, Melbourne Municipality)

2004	276,000
2011	270,000
2004-2011	2% fall

By District in the Study Area

	Central City		Docklands		Southbank	
■ Employment	179,006	220,488	7,643	38,198	32,523	42,768
■ Resident	179,006	220,488	7,643	38,198	32,523	42,768
	2000's	2010's	2000's	2010's	2000's	2010's
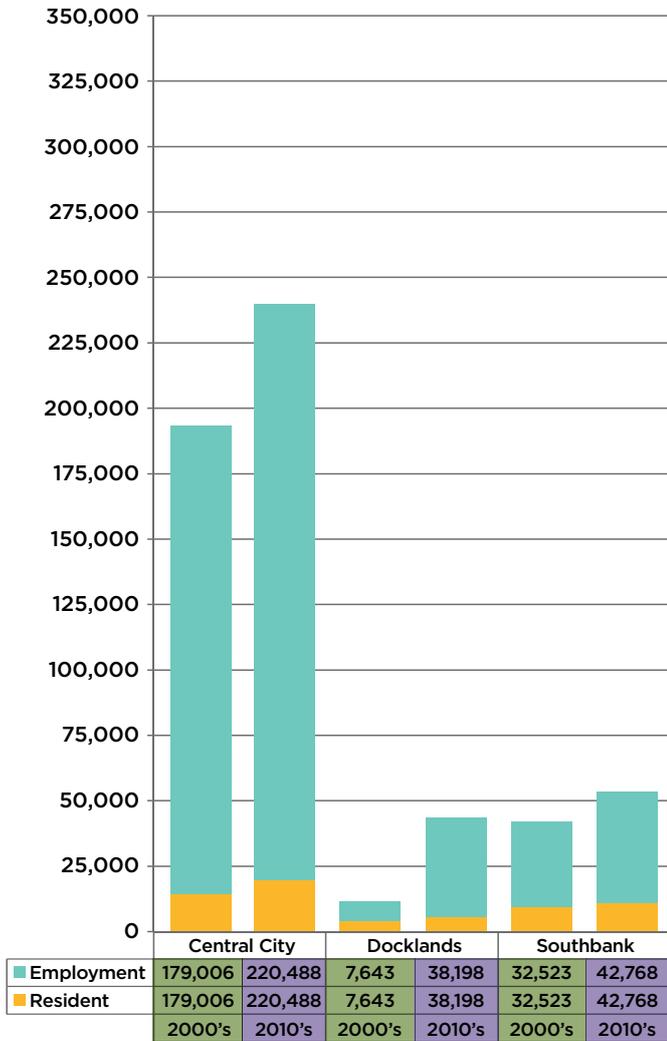
Residents and Workers

Whole Study Area

	1990's	2000's	2010's
■ Employment	176,462	219,172	301,454
■ Resident	4,334	27,690	37,123
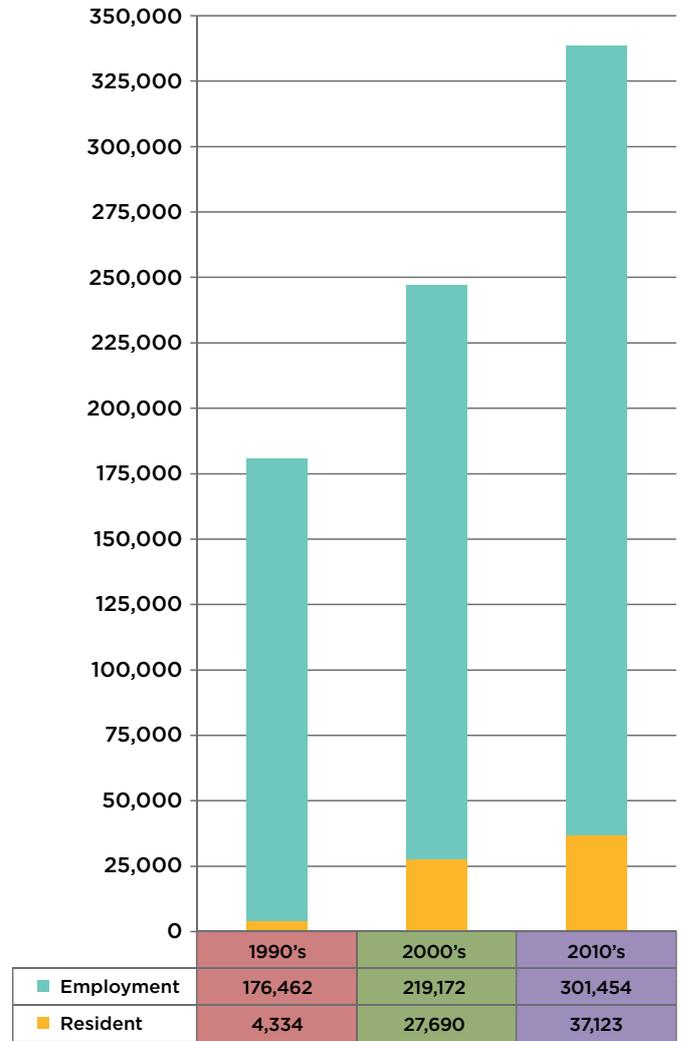
Residents and Workers

Observations

While the recent emergence of Docklands and Southbank as residential and business areas is well documented, and evident via an expanding skyline, the central city continues to hold the highest total population (workers and residents) of the districts within the Places for People study area (Fig. 9).

Workers have historically formed the majority of total population in central Melbourne, and in the 2010s continue to do so in each of the study area districts. Increases in residents in the study area, have not matched the growth in residential dwellings (Fig. 9 and Figs. 43, 44 & 45).

Since the mid 2000s the central city, Docklands and Southbank all recorded growth in worker and residential populations. Within the central city, the residential population recorded a higher percentage increase than for workers: 40% and 23% respectively. In Southbank and Docklands between the mid 2000s and 2010s, the percentage increase observed for workers outpaced that of residents. Docklands experienced a 400% increase in workers, triggered by prominent corporate employers relocating their offices to this area.

	Central City	Docklands	Southbank
2006	14,388	3,939	9,363
2011	20,028	5,790	11,305

Residents

	Central City	Docklands	Southbank
1997	149,400	2,837	24,225
2004	179,006	7,643	32,523
2011	220,488	38,198	42,768
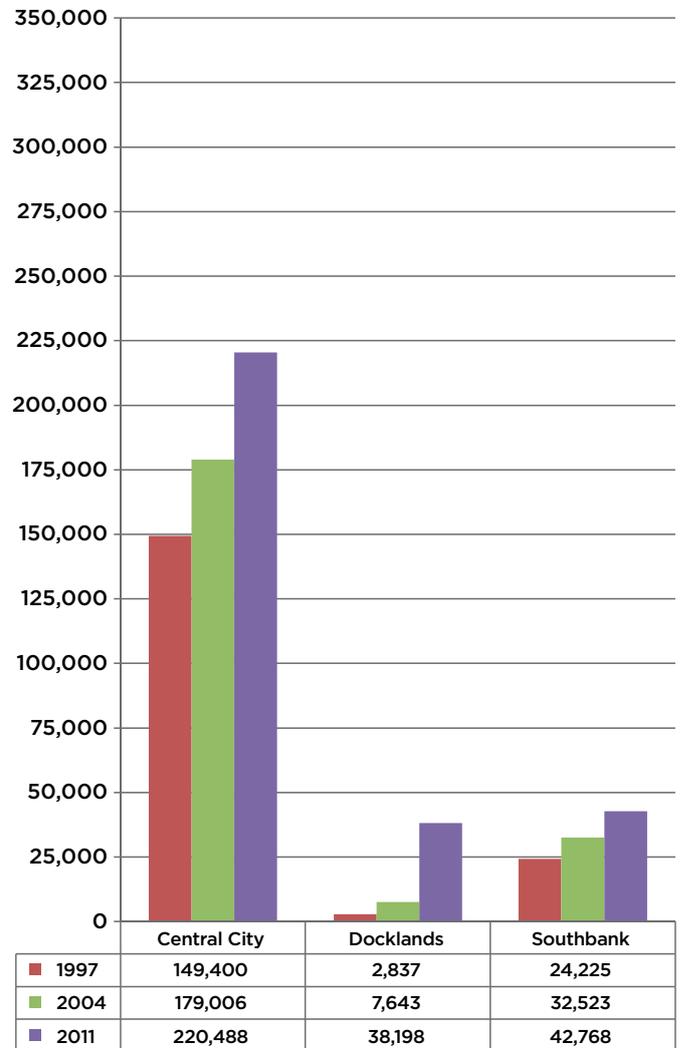
Workers

FIG. 9. Population change for the study area over time, from the Australian Bureau of Statistics and City of Melbourne's Census of Land Use and Employment (pp. 16-17).

People: Pedestrians (1993-2013)

(Original 1993 Places for People Survey Sites)

The following growth has been observed in pedestrian numbers since the first Places for People study:

D = Day   E = Evening

WEEKDAY (1993-2013)

Daytime (10:00-18:00)

1993-2013	**+31%**	(190,772 - 249,492)

Highest Volumes Recorded

1993	**39,076**	Bourke St. Mall (1D)
2004	**64,932**	Bourke St. Mall (1D)
2013	**48,792**	Bourke St. Mall (1D)

Lowest Volumes Recorded

1993	**10,144**	Collins St. (9D)
2004	**11,058**	Russell St. (9D)
2013	**9,042**	Russell St (9D)

Evening (18:00 -00:00)

1993-2013	**+136%**	(45,868 - 108,168)

Highest Volumes Recorded

1993	**10,512**	Bourke St. E Mall (1E)
2004	**17,328**	Swanston St. S (1E)
2013	**24,684**	Swanston St. S (1E)

Lowest Volumes Recorded

1993	**2,040**	Collins St. (9E)
2004	**4,512**	Collins St. (9E)
2013	**3,870**	Russell St. (9E)

SATURDAY (1993-2013)

Daytime (10:00-18:00)

1993-2013	**+37%**	(194,764 - 266,838)

Highest Volumes Recorded

1993	**62,732**	Bourke St. Mall (1D)
2004	**73,512**	Bourke St. Mall (1D)
2013	**69,102**	Bourke St. Mall (1D)

Lowest Volumes Recorded

1993	**3,108**	Collins St. (9D)
2004	**5,958**	Collins St. (9D)
2013	**8,178**	Russell St. (9D)

Evening (18:00 -00:00)

1993-2013	**+92%**	(88, 020 - 169,236)

Highest Volumes Recorded

1993	**17,428**	Bourke St. E (1D)
2004	**19,074**	Swanston St. S (1D)
2013	**33.786**	Swanston St. S (1D)

Lowest Volumes Recorded

1993	**2,492**	Swanston St. N (9D)
2004	**3,312**	Collins St. (9D)
2013	**6,030**	Collins St. (9D)

Pedestrian survey sites over time (1993-2013)

1 Bourke St. Mall

2 Bourke St. E

3 Little Bourke St.

4 Swanston St. N

5 Swanston St. S

6 Russell St.

7 Collins St.

8 Princes Bridge

9 Elizabeth St.
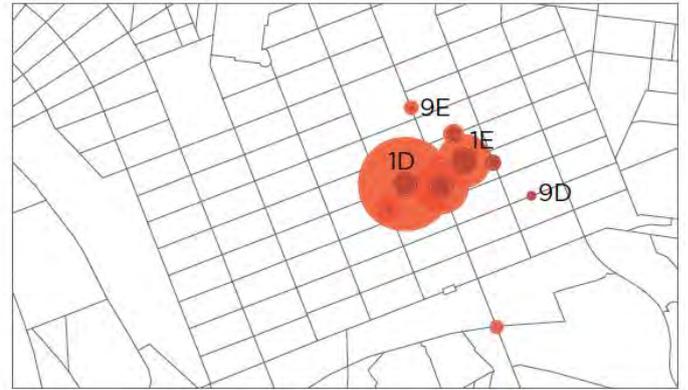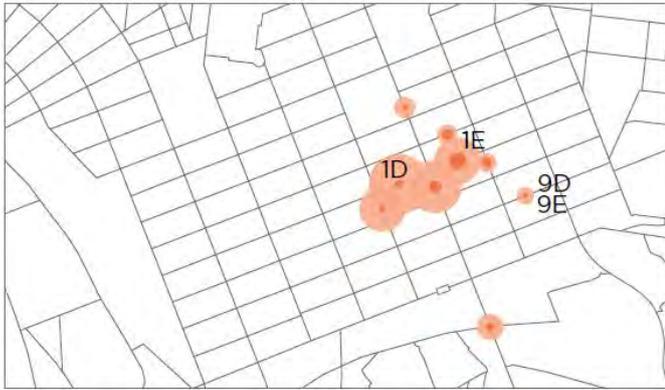
D = Day   E = Evening

1993

Weekday Daytime   Weekday Evening   Saturday Daytime   Saturday Evening

2004
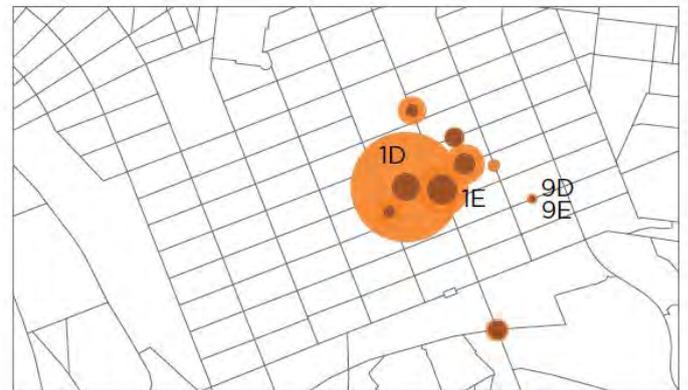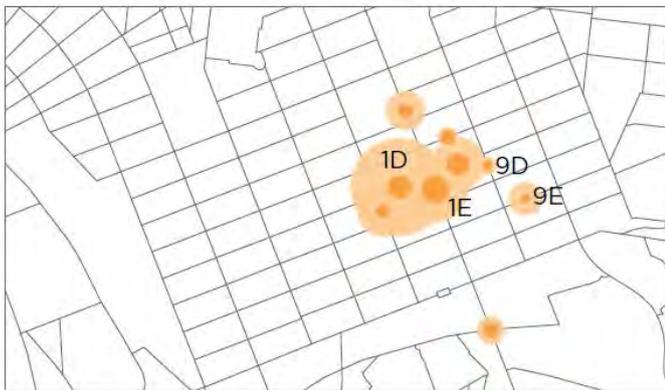
Weekday Daytime   Weekday Evening   Saturday Daytime   Saturday Evening

2013
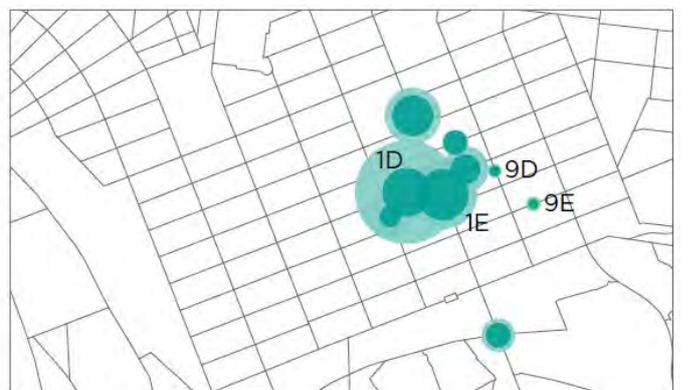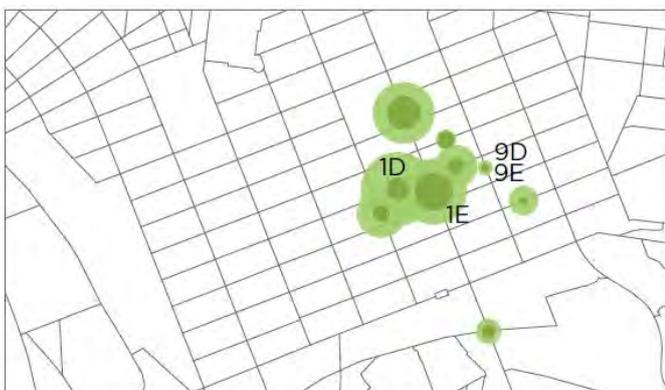
Weekday Daytime   Weekday Evening   Saturday Daytime   Saturday Evening

FIG. 10. Pedestrian volumes for the original 1993 Places for People survey sites, over time.

Observations

With the Places for People study now in its third iteration, the original 1993 pedestrian count sites have data entries over twenty years for November-December 1993, 2004 and 2013 (Figs. 10 & 11). Over this time period, the total number of pedestrians counted on the weekday and Saturday have increased by 53%.

The growth in pedestrians has not been consistent across sites or times of the day and week:

• Between 1993 and 2004, the greatest pedestrian growth occurred on the weekday - 38% for daytime and 95% for evening. Saturday pedestrian volumes only increased by 9% for the daytime and 12% in the evening.

• Between 2004 and 2013, this pattern of growth reversed. Saturday pedestrian numbers experienced the greatest growth, with 26% in the daytime and a significant 72% at night. Unexpectedly, weekday daytime volumes decreased by 5%, while evening numbers grew by 21%.
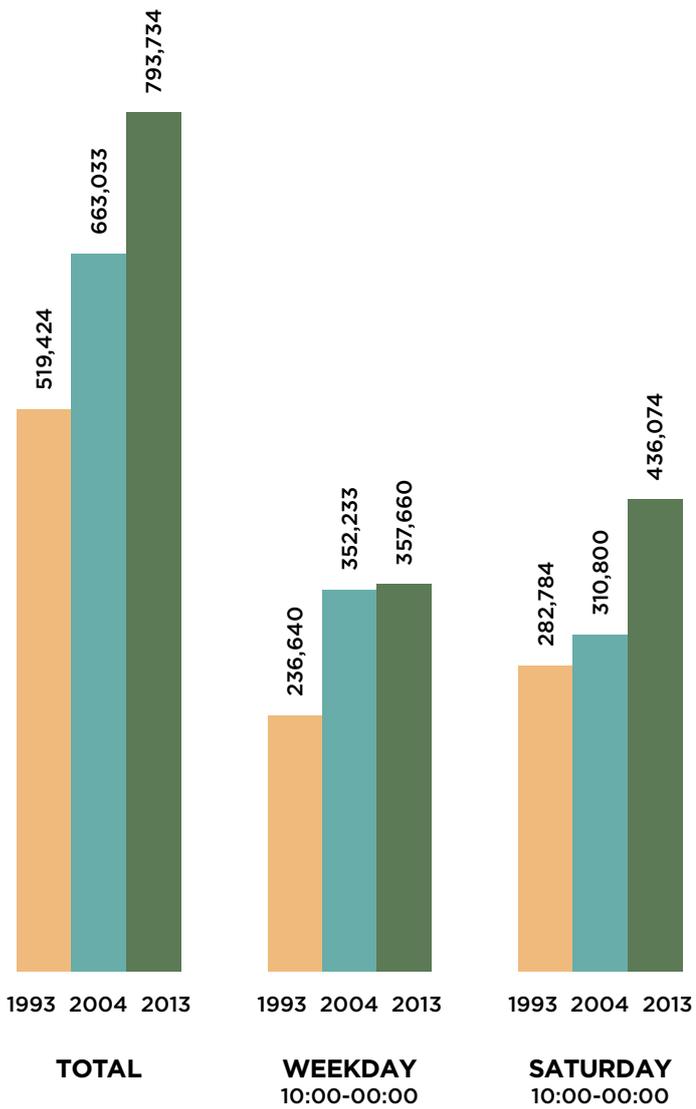
FIG. 11. Total pedestrian volumes 1993, 2004 and 2013 for weekdays and Saturdays for 10:00am to midnight (top), and day time and evening (bottom).

Pedestrians Over Time - All Day

	1993	2004	2013
TOTAL	519,424	663,033	793,734
WEEKDAY 10:00-00:00	236,640	352,233	357,660
SATURDAY 10:00-00:00	282,784	310,800	436,074
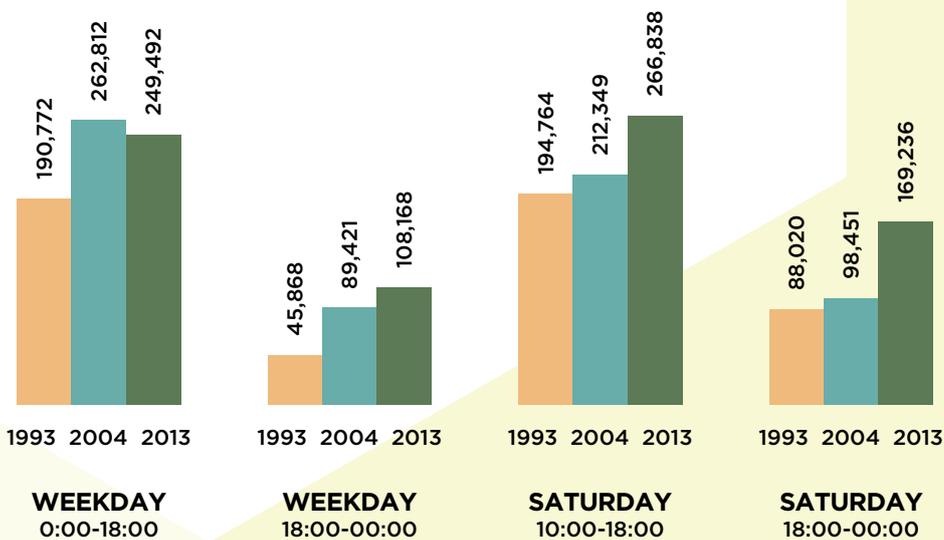
Pedestrians Over Time - By Time of Day

	1993	2004	2013
WEEKDAY 0:00-18:00	190,772	262,812	249,492
WEEKDAY 18:00-00:00	45,868	89,421	108,168
SATURDAY 10:00-18:00	194,764	212,349	266,838
SATURDAY 18:00-00:00	88,020	98,451	169,236

People: Pedestrians (2013)

(2013 Places for People Survey Sites)

D = Day   E = Evening

WEEKDAY (2013)

Daytime (10:00-18:00)

Highest Volumes Recorded

48,792	Bourke St. Mall (1D)
45,174	Swanston St. S (2D)
43,764	Swanston St. Central 'A' (3D)

Lowest Volumes Recorded

1,956	Queensbridge St. (47D)
1,806	Victoria St. E (48D)
1,662	City Rd. E (49D)

Evening (18:00 -00:00)

Highest Volumes Recorded

24,684	Swanston St. Central 'A' (1E)
21,768	Swanston St. Central (2E)
21,624	Swanston St. S (3E)

Lowest Volumes Recorded

696	Collins St., Docklands (47E)
660	Queensbridge St. (48E)
582	Peel St. (49E)

SATURDAY (2013)

Daytime (10:00-18:00)

Highest Volumes Recorded

69,102	Bourke St. Mall (1D)
48,018	Swanston St. S (2D)
45,336	Swanston St. Central 'A' (3D)

Lowest Volumes Recorded

1,374	City Rd. E (47D)
1,284	Queensbridge St. (48D)
534	Collins St., Docklands (49D)

Evening (18:00 -00:00)

Highest Volumes Recorded

33,786	Swanston St. Central 'A' (1E)
32,046	Bourke St. Mall (2E)
30,588	Swanston St. S (3E)

Lowest Volumes Recorded

1,074	Peel St. (47E)
936	City Rd., (48E)
552	Collins St., Docklands (49E)

Observations

Across the 49 sites surveyed in 2013, the following patterns became apparent in the spatial distribution of pedestrian volumes (Fig. 12):

- Sites heaviest in pedestrian volumes were clustered in the central city Retail Core along Swanston Street and Bourke Street, where there are pedestrian friendly street designs adjacent to major public transport nodes and high land use intensity.

- For both the Weekday daytime and Saturday daytime, Bourke Street Mall ranked highest for volume; the next highest sites were situated on Swanston Street.

- On both the Weekday evening and Saturday evening, Swanston Street sites recorded the highest pedestrian numbers.

- Those sites with the lowest pedestrian numbers were situated on the periphery of the study area in Southbank and Docklands, and the western side of the central city.

Pedestrian Sites 2013

2013

D = Day   E = Evening

● Weekday Daytime   ● Weekday Evening
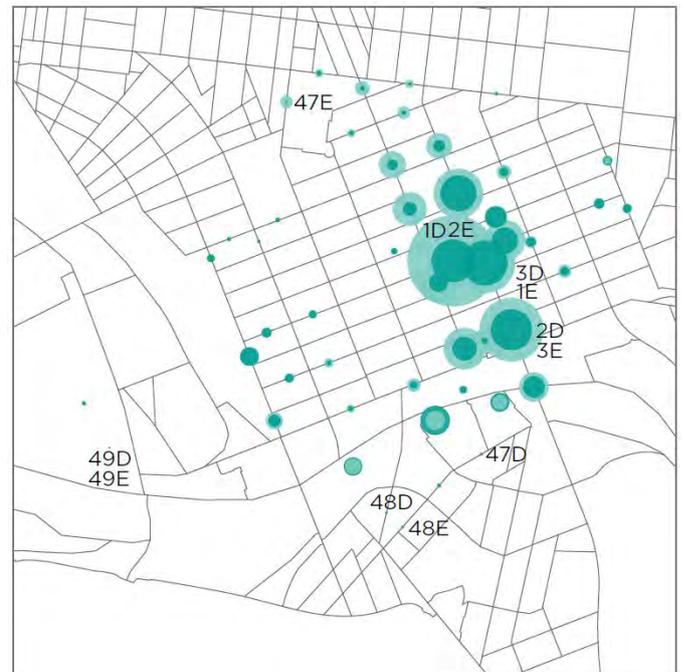
● Saturday Daytime   ● Saturday Evening

FIG. 12. Pedestrian volumes for all survey sites in 2013 for the weekday (above) and Saturday (below).

People: Stationary Activities (1993-2013)

(Original 1993 Places for People Survey Sites)

The following growth has been observed in pedestrian numbers since the first Places for People study:

D = Day   E = Evening

WEEKDAY (1993-2013)

Daytime (10:00-18:00)

Highest Hourly Average Recorded

1993	**235**	Bourke St. Mall (1D)
2004	**264**	Swanston St. N (1D)
2013	**297**	Swanston St. N (1D)

Lowest Hourly Average Recorded

1993	**20**	Elizabeth St. (7D)
2004	**54**	Elizabeth St. (7D)
2013	**82**	Elizabeth St. (7D)

Evening (18:00 -00:00)

Highest Hourly Average Recorded

1993	**418**	Southgate (1E)
2004	**173**	Swanston St. S (1E)
2013	**379**	Swanston St. S (1E)

Lowest Hourly Average Recorded

1993	**6**	Elizabeth St. (7E)
2004	**20**	Elizabeth St. (7E)
2013	**9**	Elizabeth St. (7E)

SATURDAY (1993-2013)

Daytime (10:00-18:00)

Lowest Hourly Average Recorded

1993	**342**	QVM (1D)
2004	**326**	QVM (1D)
2013	**694**	Bourke St. Mall (1D)

Lowest Hourly Average Recorded

1993	**52**	Elizabeth St. (7D)
2004	**64**	Elizabeth St. (7D)
2013	**126**	Elizabeth St. (7D)

Evening (18:00 -00:00)

Lowest Hourly Average Recorded

1993	**318**	Bourke St. Mall (1D)
2004	**319**	Southgate (1D)
2013	**662**	Bourke St. Mall (1D)

Lowest Hourly Average Recorded

1993	**12**	Elizabeth St. (7D)
2004	**8**	Elizabeth St. (7D)
2013	**13**	QVM (7D)

Stationary activities survey sites over time (1993-2013)

1 Bourke St. Mall

2 Bourke St. E

3 Swanston St. N.

4 Swanston St. S

5 Southgate

6 Elizabeth St

7 Queen Victoria Market (QVM)

Please Note:

• Hourly averages rather than totals used due to surveys not being undertaken for each hour during the survey period.

• Evening counts not collected for QVM in 1993.

1993
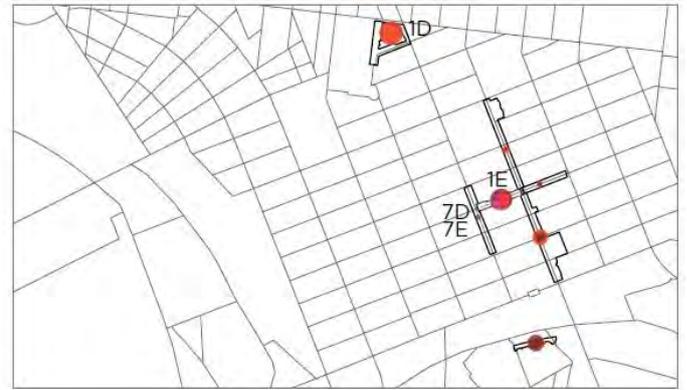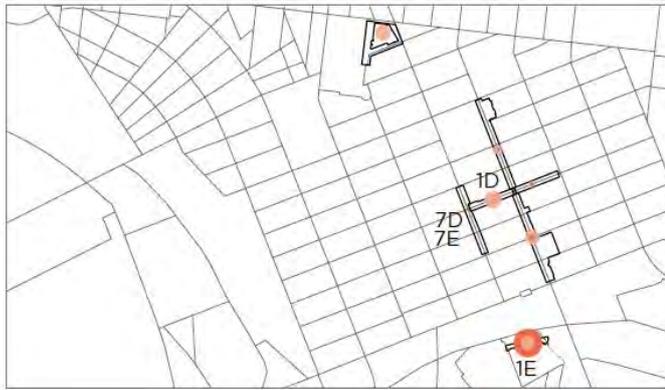
● Weekday Daytime   ● Weekday Evening   ● Saturday Daytime   ● Saturday Evening

2004

● Weekday Daytime   ● Weekday Evening   ● Saturday Daytime   ● Saturday Evening

2013

● Weekday Daytime   ● Weekday Evening   ● Saturday Daytime   ● Saturday Evening

FIG. 13. Stationary activities hourly averages for the original Places for People survey sites, over time.

Observations

Across the 20-year time period in which stationary activities have been surveyed, the following is observed (Figs. 13 & 14).

- The spatial distribution of stationary activities volumes (average per hour) has remained consistent. Across all recording periods, Bourke Street Mall, Swanston Street S and Swanston Street N experienced the highest numbers, whilst Elizabeth Street and QVM (at night) have typically recorded the lowest.

- The number of stationary activities has increased by 93% between 1993 to 2013, with growth of 21% between 1993–2004, and a larger 60% increase from 2004-2013.

- Between 1993–2013, Saturday experienced a greater percentage increase than weekdays (127% compared with 51%), whilst evenings observed more growth than during the day.

- Swanston Street sites and Bourke Street Mall recorded the largest increases since 1993. Of particular significance was Swanston Street N in the evenings, with 1085% growth on the weekday and 1524% on Saturday. Swanston Street N was the only site to have increases over 1000% since 1993.

- Not all sites had observed increases. For example, the 2013 Saturday daytime numbers at QVM are 47% down on 1993 levels.

The stationary activities data collected over time are significant for demonstrating what attracts public life. It is not necessarily the amount or even the quality of public space that attracts city life, but rather the land uses on offer within or around that space. The busiest survey sites are those in close proximity to a great range of land uses in the central city; public space in Docklands is vast but in an area of poor quantities of land use diversity.

FIG. 14. Stationary activities over time for selected survey sites.

Elizabeth St.

Southgate

Legend:
- 1993 — 10:00-18:00
- 1993 — 18:00-00:00
- 2004 — 10:00-18:00
- 2004 — 18:00-00:00
- 2013 — 10:00-18:00
- 2013 — 18:00-00:00

Swanston St. S

WEEKDAY

- 1993: 194, 50
- 2004: 242, 173
- 2013: 297, 379

SATURDAY

- 1993: 216, 121
- 2004: 208, 279
- 2013: 600, 575

Swanston St. N

WEEKDAY

- 1993: 107, 21
- 2004: 264, 136
- 2013: 297, 249

SATURDAY

- 1993: 86, 25
- 2004: 172, 123
- 2013: 484, 406
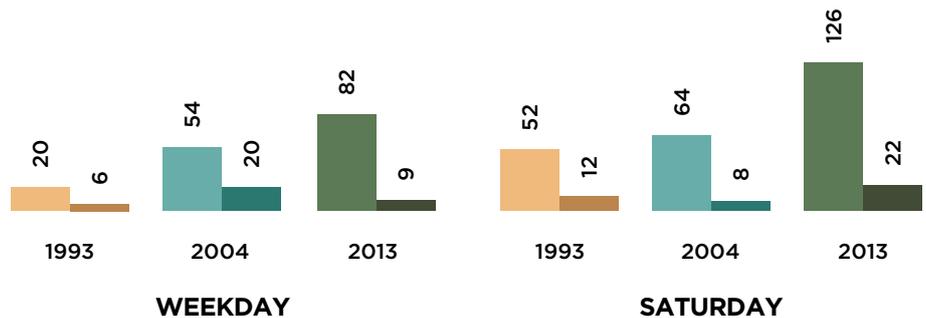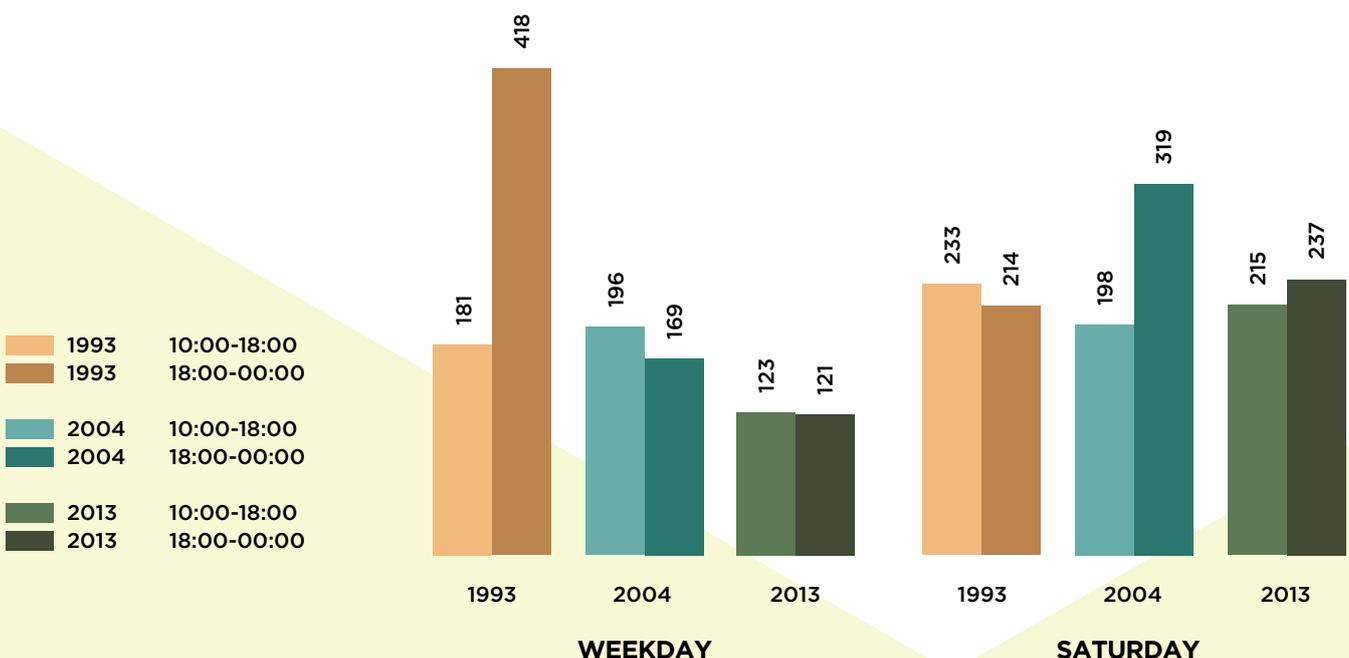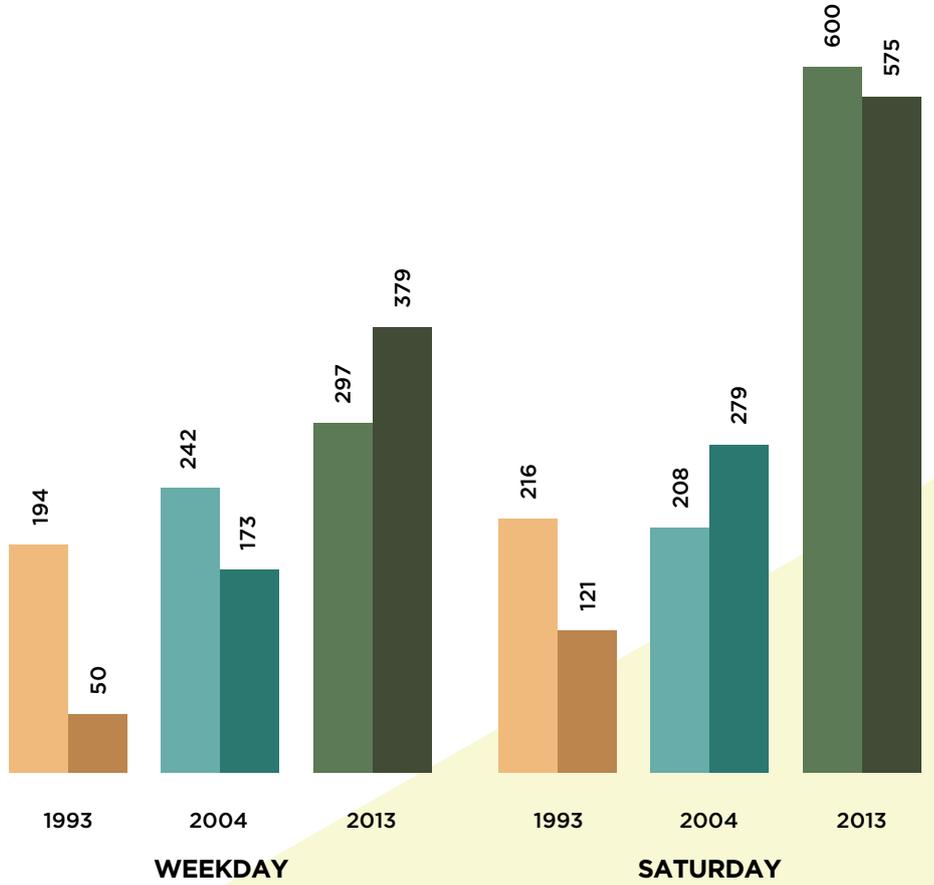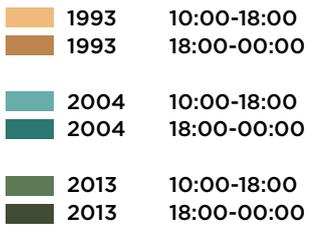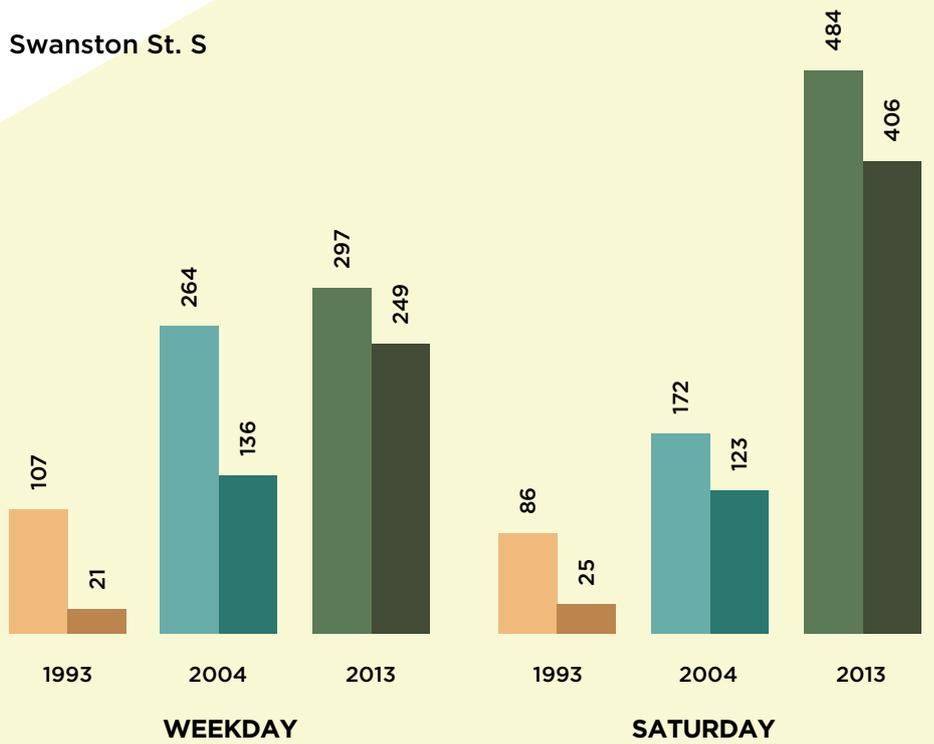
People: Stationary Activities (2013)

(2013 Places for People Survey Sites)

D = Day   E = Evening

WEEKDAY (2013)

Daytime (10:00-18:00)

Highest Hourly Average Recorded

384	Federation Sq. (1D)
291	Bourke St. Mall (2D)
260	Degraves St./Centre Pl. (3D)

Lowest Hourly Average Recorded

68	Elizabeth St. S (19D)
47	Elizabeth St. N (20D)
44	Northbank (21D)

Evening (18:00 -00:00)

Highest Hourly Average Recorded

495	Federation Sq. (1E)
243	Bourke St., Docklands (2E)
277	Southgate Central (3E)

Lowest Hourly Average Recorded

18	Elizabeth St Central (19E)
10	QVM (20E)
9	Elizabeth St. Central 'A' (21E)

SATURDAY (2013)

Daytime (10:00-18:00)

Highest Hourly Average Recorded

703	Bourke St. Mall (1D)
665	Federation Sq. (2D)
481	Swanston St. S (3D)

Lowest Hourly Average Recorded

38	Bourke St., Docklands (19D)
35	Collins St., Docklands (20D)
33	Northbank (21D)

Evening (18:00 -00:00)

Highest Hourly Average Recorded

672	Bourke St. Mall (1E)
548	Federation Sq. (2E)
526	Southgate Central (3E)

Lowest Hourly Average Recorded

21	Collins St., Docklands (19E)
20	Elizabeth St. Central (20E)
16	QVM (21E)

Observations

The 2013 surveys (for the 2015 study) recorded stationary activities at 21 locations (Fig. 15). Observations for the spatial trends in both stationary activities numbers and types of activities include:

- The highest volume of stationary activities were recorded at Federation Square and Bourke Street Mall. Northbank consistently had low numbers during the day, and QVM at night after the market had closed.

- Although they are situated parallel to one another as north-south routes through the central city, Swanston Street and Elizabeth Street were remarkably different in the numbers of stationary activities they attracted.

- QVM had the largest volume discrepancy of any site between daytime and evening periods, whilst Southgate sites attracted heavier numbers of people on the weekend compared to the week. Surprisingly, Bourke Street in Docklands ranked second for stationary activities on the weekday evening, which may be an anomaly (e.g. due to an event that attracted a large number of people).

- The stationary activities of standing or sitting in cafes tended to be the most dominant types. It was apparent that numbers for sitting on public seats or outdoor cafe seating was partly determined by the degree of seating provision. Federation Square had a high number of cafe and secondary seating; the outdoor cafe precincts of Hardware Lane and Degraves Street were dominated by people sitting in outdoor cafes. Swanston Street N attracted more people sitting on benches, where public seats were available.

Stationary Activities Sites 2013

■ **New in 2004**

■ **New in 2013**

■ **1**	Bourke St. Mall
2	Bourke St. Central
■ **3**	Bourke St. E
■ **4**	Swanston St. N (extended)
5	Swanston St. Central
6	Swanston St. Central 'A'
7	Swanston St. S
■ **8**	Federation Sq.
■ **9**	Northbank
■ **10**	Southgate E
11	Southgate Central (extended)
■ **12**	Southgate W / Crown
13	**Queen Victoria Market (QVM)** (extended)
■ **14**	Elizabeth St. N
■ **15**	Elizabeth St. Central
■ **16**	Elizabeth St. Central 'A'
17	Elizabeth St. S
■ **18**	Hardware St.
■ **19**	Bourke St., Docklands
■ **20**	Collins St., Docklands
■ **21**	Degraves St. + Centre Pl.

2013

● **Weekday Daytime**   ● **Weekday Evening**

● **Saturday Daytime**   ● **Saturday Evening**

FIG. 15. Stationary activities for all survey sites in 2013 for the weekday (above) and Saturday (below).

Public Space: Amount and Distribution
(Mid 1980s-2010s)

(Places for People 2015 Study Area)

Observations

Since 1985, public space in the Places for People study area has increased from 27 Ha to 85 Ha (Fig. 16). While a portion of this growth (11 Ha) is due to changes in municipal boundaries over time, the City of Melbourne has gained 47Ha of additional publicly accessible spaces by extending footpaths and establishing new public places.

In the central city, new public space has replaced surplus railway infrastructure and road reserve, to create spaces such as Birrarung Marr Park and Batman Park. Other spaces have been reconfigured and redesigned, including the transformation of Princes Gate Plaza to Federation Square.

While open space has been developed along the Yarra River, including the Southgate Promenade, there has been minimal new local public space established in Southbank.

Since the early 2000s, a significant contribution to the quantum of new public space has come through redevelopment in Docklands. However, the 2013 stationary activities data shows that this open space is not yet attracting the same degree of public life as in the central city. This may be due to differences in population numbers, as well as the amount of land uses available in Docklands to attract public life.

1980s-1990s

▬ Existing Public Space

▬ Public Space Added
1980s-1990s

– – City of Melbourne
Boundary before 1990s

1990s-2000s

▬ Existing Public Space

▬ Public Space Added
1990s-2000s

FIG. 16. Changes to the amount of public space over time
(Australian Bureau of Statistics and City of Melbourne's Census of Land Use and Employment pp. 31, 33).

Public Space: Amount and Distribution
(Mid 1980s-2010s)

A. 1979-1980

B. Mid-Late 1980s

C. 2000s

FIG. 17. (A-C) Bourke Street Mall was the first City of Melbourne project that created public space for people by limiting vehicular access.

(SOURCES: A - City of Melbourne, 1980s; B - Smart, T et al, 1984, Colourful Australia: Melbourne; C - City of Melbourne, 2005).

D. 1970

E. 2011

F. Mid-late 1980s

FIG. 18. (D-F) City Square was the first public space created within the central city.

(SOURCES: D - Sievers, W., 1970, City Square from Swanston Street, looking east, SLV image H2003.100/910; E - Dianna Snape Photography for City of Melbourne, 2011; F - Smart, T et al, 1984, Colourful Australia: Melbourne)

2000s-2010s

 ▬ Existing Public Space

 ▬ Public Space Added
 2000s-2010s
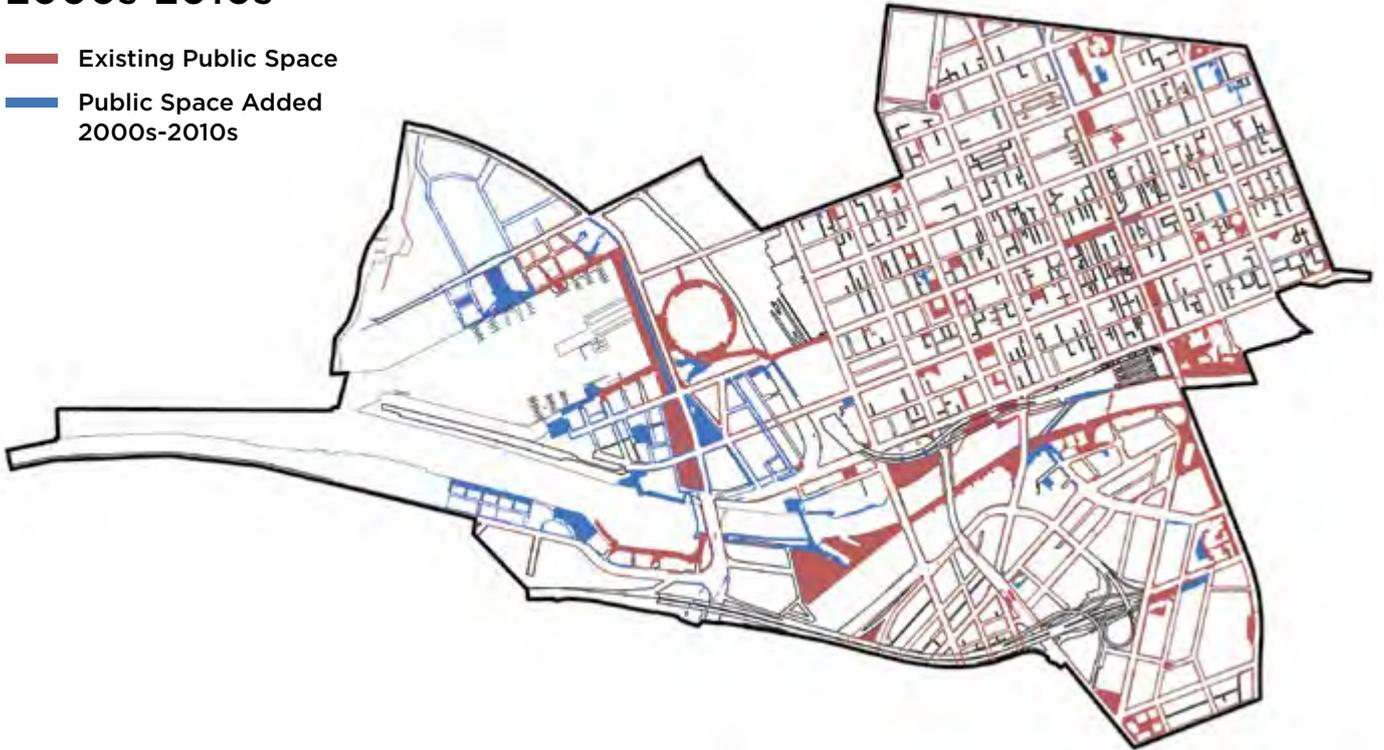
2014

 ▬ Existing Public
 Space at 2014

Public Space: Seats and Bluestone Paving (Mid 1980s-2010s)

Seats

(Original Places for People 1994 Study Area)

Seating provides opportunities for people to rest and pause, and so are important for creating inviting public space. Between the 1994 and 2015 studies, the number of café seats grew from 1,938 to 9,332 (+382%), while the number of public seats fell from 3,493 To 3,368 (-4%) (Fig. 19). The growth of café seating has contributed much to the life of public space, but what has been apparent since the 2005 Places for People study is that café seating can come at a cost to public seating provision by displacing it and reducing the area of freely available public space.

Amount and Distribution of Bluestone Paving

(Central City and Places for People 2015 Study Area)

Bluestone paving has been important to the identity of Melbourne's public space. Between the mid 1980s and mid 2000s, bluestone installation was exclusive to the central city (with some exceptions), particularly in Swanston Street, Bourke Street, Collins Street, and little streets such as Little Collins Street and Flinders Lane (Fig. 20). Since redevelopment of Docklands, bluestone has also been installed there, especially along Bourke Street and Collins Street extensions, to apply the same suite of materials that has historically defined the central city.

	1993	2013		1993	2013
	3,493	3,368		1,938	9,332

PUBLIC BENCHES   **CAFE SEATS**
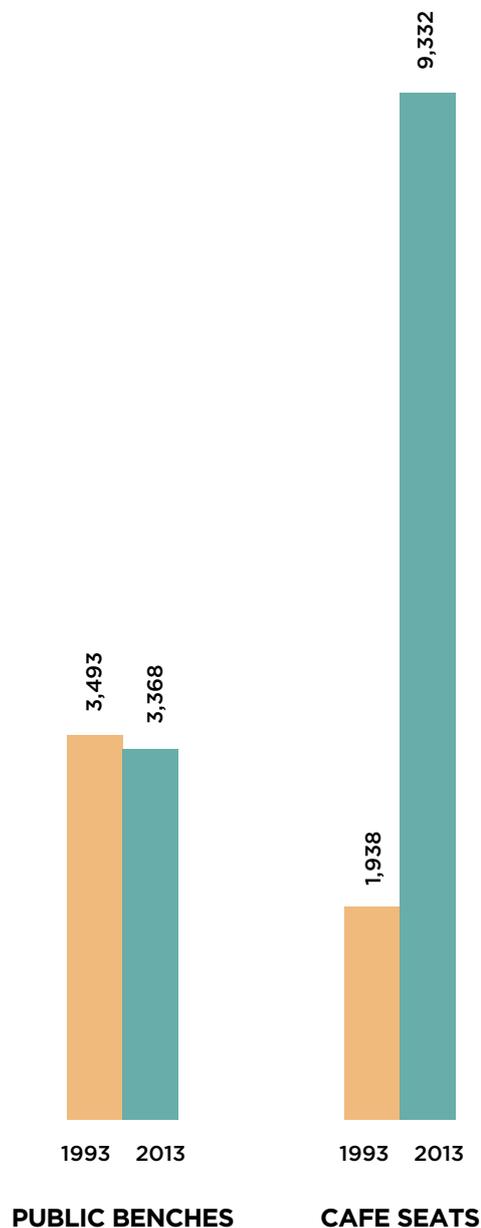
FIG. 19. Changes to the number of seats on public benches and the number of outdoor cafe seats, over time.

1980s-1990

▬ Existing Bluestone

(Data unavailable
for the 1990s)

2000s-2010s

▬ Existing Bluestone

▬ Bluestone Added
2000s-2010s

2010s

▬ Existing Bluestone as
at Mid. 2000s

▬ Bluestone Added
2005-2014
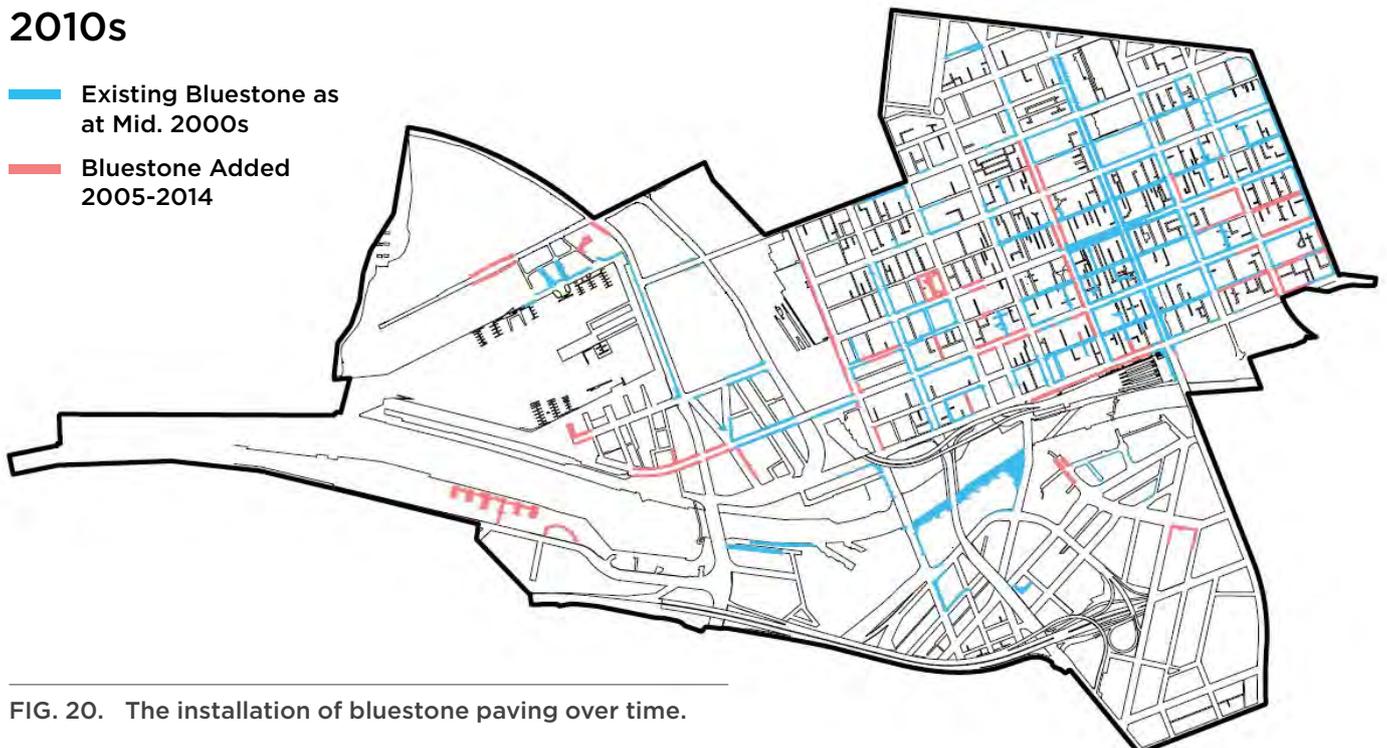
FIG. 20.   The installation of bluestone paving over time.

Public Space: Compromised Pedestrian Network
(Mid 2010s)

(Places for People 2015 Study Area)

For the first time in the Places for People 2015 study, compromises to the pedestrian network were surveyed for Docklands and Southbank[1]. It was found that in Docklands, the success of the east-west connections to integrate the district with the central city were compromised by railway infrastructure of Southern Cross Station. The Collins Street and Bourke Street extensions have had to bridge over the railway, thus requiring stepped level changes where they intersect with new streets such as Village Street. These level changes are not only onerous and inconvenient for pedestrians, but contribute to an indirect and confusing pedestrian network. Wurundjeri Way offers no pedestrian links for people, and both in its physical form and traffic, it severs Docklands from the central city (Figs. 21 & 22).

Southbank streets are typically designed for the car, with wide carriageways and minimal footpath widths. Level changes have been introduced at the intersection of St Kilda Road, City Road and Sturt Street, where this intersection once existed at a single ground level. The resulting complex and ambiguous series of stairways and ramps create isolated places that may discourage rather than invite pedestrians (Figs. 21 & 22).

A.

B.

C.

D.
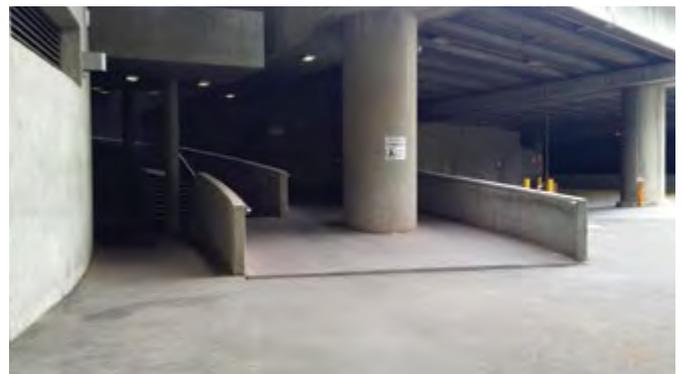
FIG. 21. Examples of poor pedestrian conditions in Docklands and Southbank, including a lack of footpaths in Wurundjeri Way (A), very wide roads with narrow footpaths in City Road (B), as well as stepped and ramped level changes over the Southern Cross railway lines (C) and from St Kilda Road to Southbank (D).

(SOURCES: A - Retrieved 2015 from https://www.google.com.au/search?q=wurundjeri+way&hl=en-AU&biw=1680&bih=882&site=webhp&source=lnms&tbm=isch&sa=X&sqi=2&ved=0CAgQ_AUoA2oVChMIlrOM5-OMyAIVIRamCh3S7wFF#hl=en-AU&tbm=isch&q=wurundjeri+way+docklands&imgdii=CiQ3UbYmPNi2iM%3A%3BCiQ3UbYmPNi2iM%3A%3BZjYJHccrkag4qM%3A&imgrc=CiQ3UbYmPNi2iM%3A; B - City of Melbourne, 2010s; C - City of Melbourne, 2010s; D - City of Melbourne, 2014).

[1] The central city was not surveyed as it was seen to not have the same degree of issues with its pedestrian network.

2013-14
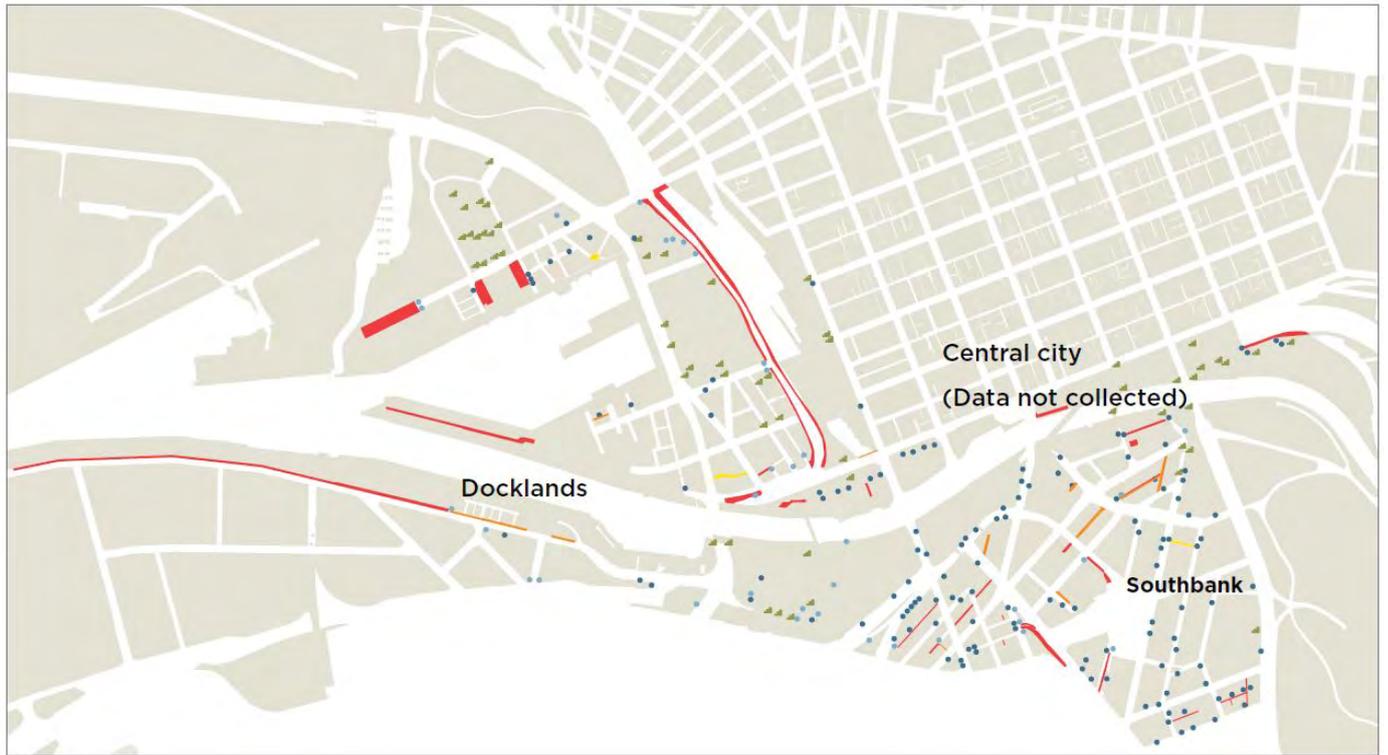
FIG. 22. Poor pedestrian conditions in Docklands and Southbank, surveyed in the field.

- Stairs (e.g. to streets, bridges or subways)
- Shared Footpath
- Narrow Footpath
- No Footpath
- Footpath Ends
- Footpath Interrupted by Car Access (e.g. driveways)

Public Space: Laneways
(Mid 1980s-2010s)

(Central City)

The central city is defined by an intricate and permeable urban structure, primarily due to subdivision of the original Hoddle blocks and the addition of laneways, arcades and alleys to provide access to the newly subdivided land parcels (Fig. 5). This trend towards greater complexity and permeability began to be reversed from the 1960s-1970s, as multiple land parcels became consolidated and redeveloped (Fig. 5). Collins Place was one of the early such projects, opening in 1981, followed by Melbourne Central a decade later (Fig. 6). Such redevelopment has removed laneways or internalised them as arcades that are no longer open to the public throughout the day and week (Fig. 24).

From the mid 1980s, City of Melbourne recognised that the central city's through-block laneways and arcades were critical to augmenting the pedestrian network; in particular, for providing north-south links. The Council began a program of urban design improvements to lanes, with Degraves Street and Hardware Lane being two of the earliest projects in the mid to late 1980s (Figs. 23-25). During the 1990s and 2000s, more laneways throughout the central city underwent pedestrian improvements to extend footpaths (often to a single surface), limiting vehicular access and allowing for outdoor dining. The laneway surveys in 2012-2013 revealed that many lanes have still not been improved for people, despite serving as important pedestrian links (Fig. 25). These surveys have shown that the central city laneways vary in form, function, and the land uses and activities they harbour, often balancing competing but equally crucial activities vital to inner city locals and visitors. The laneway network facilitates better connectivity and linkage by foot, but also serves an important service function by providing back-of-shop access.

As individual places, laneways offer a welcome juxtaposition to the central city's uniform street grid. Their smaller scale intensifies sensory interaction, with the physical space positioning aesthetic details, sights and smells at a range more easily discernible to humans: this is known as the 'human scale'.
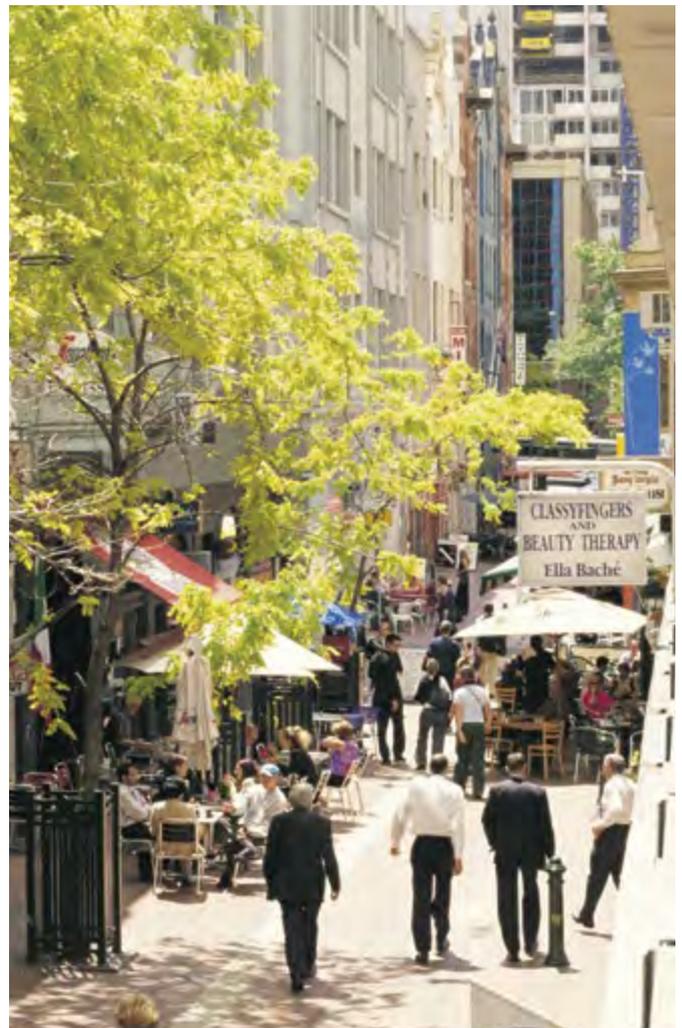
FIG. 23. Hardware Lane was one of the first lanes to be upgraded for pedestrians in the 1980s. Narrow footpaths, barely wide enough for a single pedestrian (above) were converted to a single pedestrian surface with trees (below).

(SOURCES: Above - City of Melbourne, 1985, Streets for People; Below - City of Melbourne, 1990s).

1980s-2013

LANEWAYS

Added

Altered (length/shape)

Removed

ARCADES

Added

Altered (length/shape)

Removed

FIG. 24. Changes to the laneway and arcade network over time.

In this map some laneways have been reconstructed and are not to scale. They are representative only.

1980s-2013

Laneways upgraded for pedestrians
(e.g. footpaths widened, new paving, trees, street furniture)

FIG. 25. Laneways upgraded since the mid 1980s (based on preliminary research). Approximately 42 of the central city's 270 laneways have been upgraded (excluding alleys and arcades).

In this map some laneways have been reconstructed and are not to scale. They are representative only.

Public Space: Laneways
(Mid 1980s-2010s)

(Central City)

Day v. Night

Most laneways are open to the public during the day and night, whereas arcades are generally closed at night. This impacts on not only the permeability of the pedestrian network, particularly in the Retail Core (Figs. 26 & 27), but also changes the nature of the immediate area, including those streets and lanes that connect with arcades during the daytime.
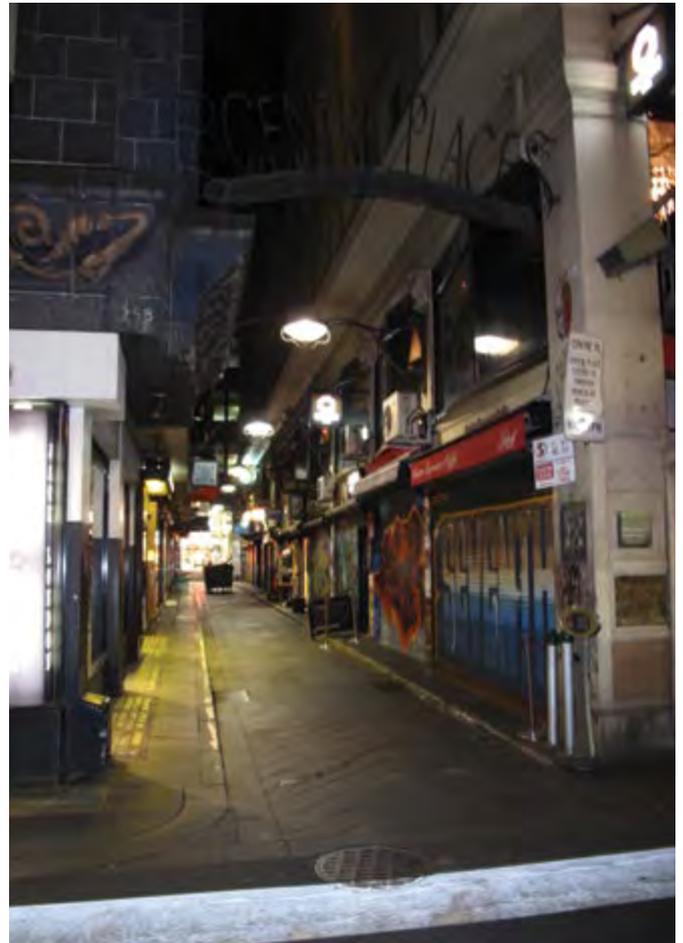
FIG. 26. Centre Place by day (left) vs. by night (right).
Centre Place forms part of the popular north-south pedestrian link between Flinders Street Station and Bourke Street Mall. The lane relies on the Centre Place Arcade for a connection through from Flinders Lane to Collins Street, and so when the arcade is shut at night, the pedestrian link is no longer available. This changes the nature of Centre Place, from a bustling, congested through-route and public space to one that is very quiet.

(SOURCES: Left - City of Melbourne, 2012; Right - City of Melbourne, 2012).

2013

FIG. 27. The network of lanes that are accessible during the day vs. night. The permeability of the retail core is greatly reduced after hours when arcades are closed.

Built Form: Towers
(Mid 2010s)

(Places for People 2015 Study Area)

Within the 2015 study area, there are 186 sites that feature towers (buildings 18 storeys or over), of which 128 (69%) have been constructed since 1985 (Fig. 29). According to the City of Melbourne's Development Activity Monitor (August 2014), there are 145 towers proposed for the study area, likely to be constructed in the next five years (2014-2019). Of these proposed towers:

- 14% are over 60 storeys (at least 180m tall)
- 95 have been granted planning permits
- 50 are under consideration by the Planning Minister

Between the mid-1950s, when the first tower was built (ICI House) and 2013, an average of 3.3 towers were constructed per year. If all 145 proposed towers are constructed within the next five years (2014-2019), there will be 29 towers constructed annually. This represents an increased growth rate in tower construction by 779%.

The increase in the number of towers is significant for impacts to local areas. A comparison of three blocks, one each from the central city, Docklands and Southbank, demonstrates compelling evidence that towers generally, and podium towers in particular, lead to a poorer interface between building and public environment, both in the number and type of doors, and quality of street level and upper level facades (Figs. 30-33).

Podium towers also restrict the potential for land uses. By accommodating onsite car parking at street and upper levels, these buildings offer few land uses for locals, and without internal occupation by people, they provide no passive surveillance in the critical first several building storeys where people in the street and building occupants can see each other (Fig. 33).

14% OF TOTAL TOWERS LIKELY TO BE BUILT IN NEXT 5 YEARS ARE ABOVE 60 STOREYS

Eureka Tower
Height 297.3m

40m Height Limit
before 1950's

Residential Tower
60 Storeys Approx. 180m

18 Storeys Approx. 54m
Towers above this height
shown on map

| 1930s – 1950s | 1950s – 1980s
Modern Office | 1980s – 2000s
Podium Office | Mid 1990's – Present
Residential Tower | Next 5 Years
Residential Tower |

59% OF TOTAL TOWERS BUILT TO DATE

| First Break from
the 40m Height
Limit (ICI House) | 140 William St | Telstra Corp. Tower | Rialto Towers | Eureka Tower |

?

Total 145 Towers above 18 storeys
approved by Aug 2014 or under
Ministers consideration are likely
to be built in the next 5 years

TOTAL 197 TOWERS ABOVE 18 STOREYS BUILT BY 2013

Swanston St

ICI House, 1955-58

1 Collins St, 1983

Eureka Tower, 2002-06

108 Australia, ?

FIG. 28. The trajectory of tower development in Melbourne, over time.

(SOURCES: Left to Right - Author Unknown, 1955, Swanston Street, Melbourne, Victoria, SLV image H2009.95/10; Photo by Wille, P., ca 1950s-1971, ICI House, E. Melbourne. Bates, Smart McCutheon, SLV image H91.244/5562; Goad,P. and Bingham-Hall-P., 1999, Melbourne Architecture; Wikipedia, No Date, Fender Katsalidis Architects, retrieved 2014-2015 from https://en.wikipedia.org/wiki/Fender_Katsalidis_Architects; Inhabitat, No Date, Australia 108: Tallest Skyscraper in the Southern Hemisphere coming to Melbourne, retrieved 2014-2015 from http://inhabitat.com/prefab-australia-108-will-be-the-tallest-skyscraper-in-the-southern-hemisphere/australia-108-fender-katsalidis-4/?theme=responsive).

2014

■ **Existing Towers (Buildings 18 Storeys or Over)**

■ **Podiums of Existing Towers**
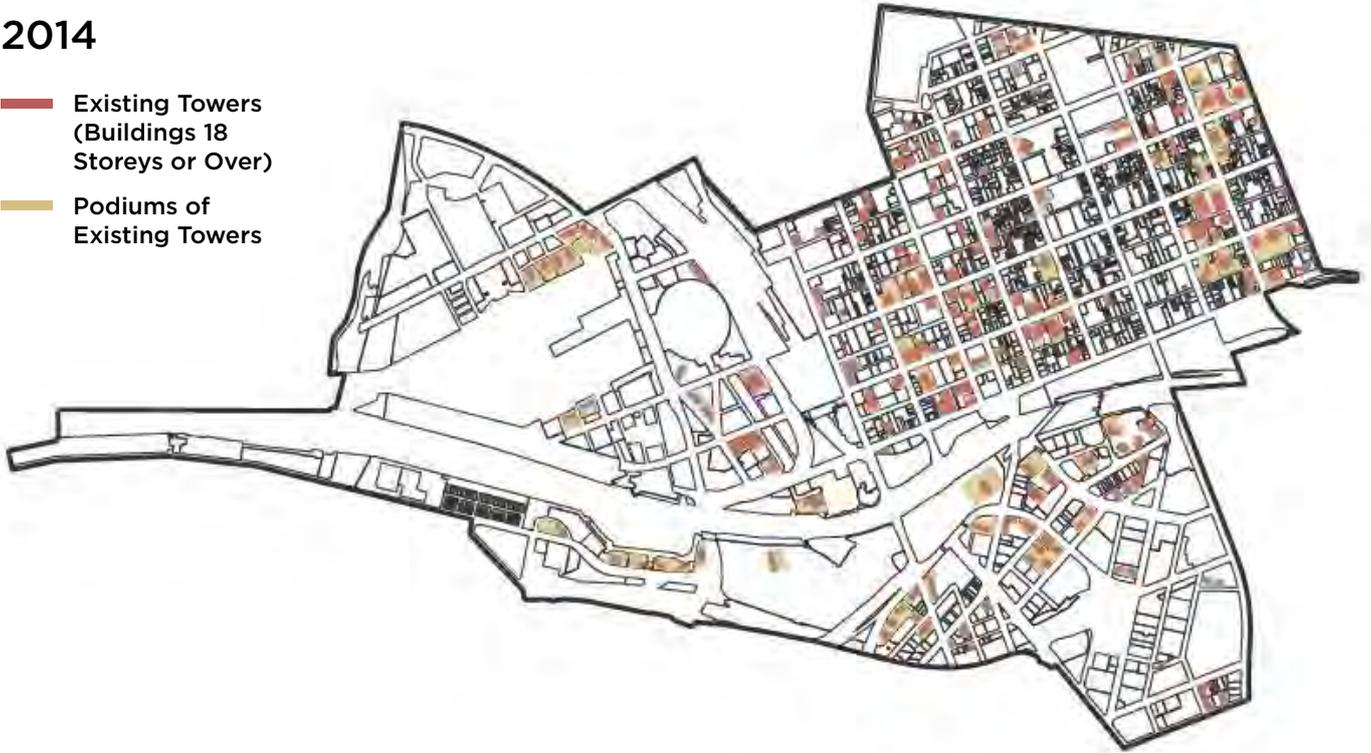
2014

� **Towers likely to be Built in the Next 5 Years (2014-2019)**
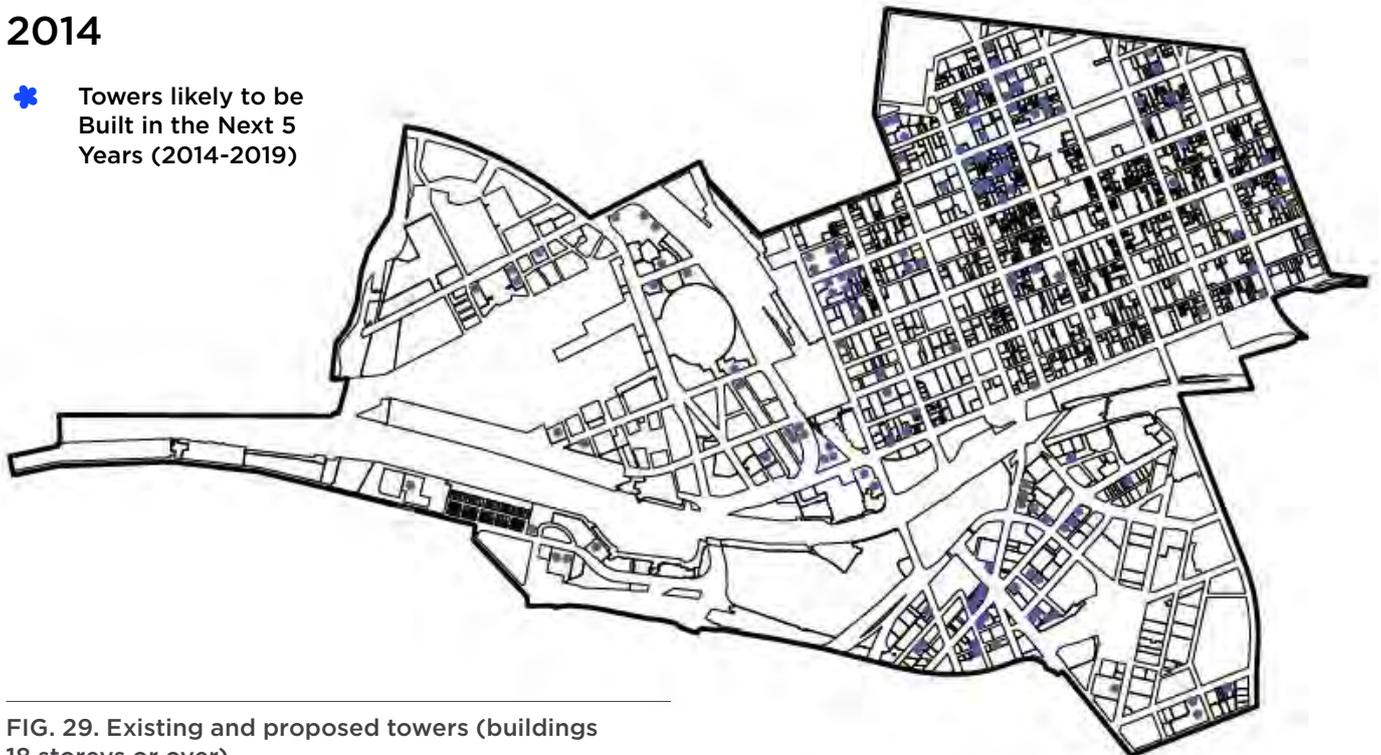
FIG. 29. Existing and proposed towers (buildings 18 storeys or over).

CENTRAL CITY

DOCKLANDS

SOUTHBANK

A.
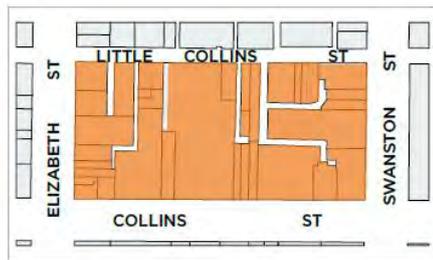
B.
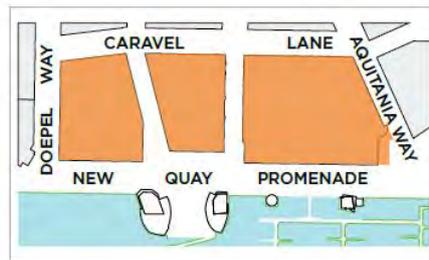
C.
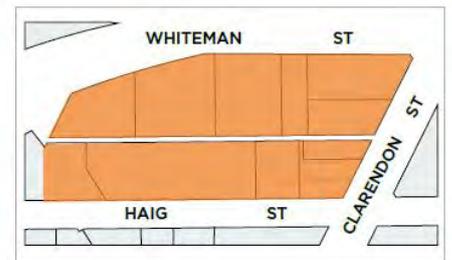
FIG. 30. The location of the three blocks for comparison in built form, occupants and land uses.

(SOURCES: Photos Left to Right - SkyscraperCity.com, No Date, Block Arcade, retrieved 2014-15 from http://www.skyscrapercity.com/showthread.php?t=364197; SkyscraperCity.com, No Date, The Docklands, retrieved 2014-15 from https://www.google.com.au/search?q=docklands&hl=en&biw=1680&bih=882&site=webhp&source=lnms&tbm=isch&sa=X&ved=0CAcQ_AUoAmoVChMIi66t_eGOyAIVByWmCh2W5Ab2#hl=en&tbm=isch&q=new+quay+melbourne&imgrc=KKE7s_FIjAdvXM%3A; City of Melbourne, 2015).

CENTRAL CITY

DOCKLANDS

SOUTHBANK

Towers and Podium Towers

Towers ▢ Podium Towers ▣
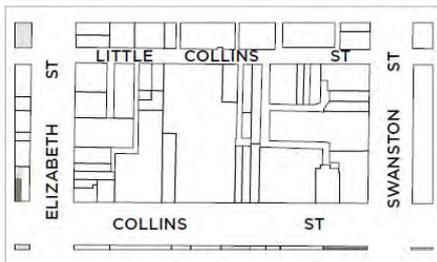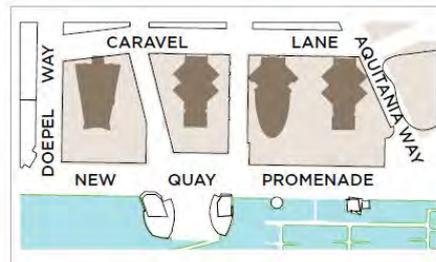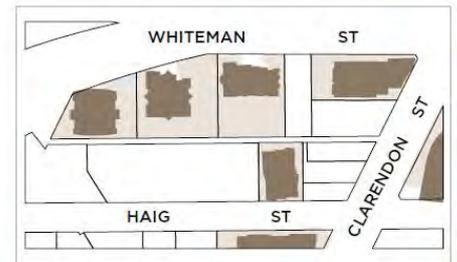
0 TOWERS

4 TOWERS

5 TOWERS

● Uncontrolled (Unsecured) Entrance
● Controlled (Secured) Entrance
● Controlled (Secured) Roller Door

Building Entrances
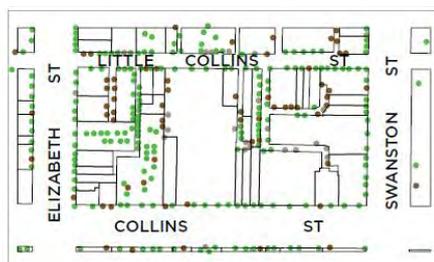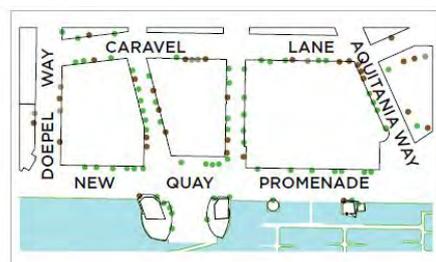
198 ENTRANCES

75 ENTRANCES
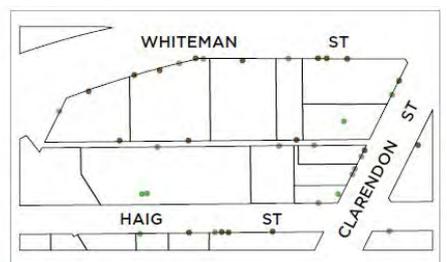
29 ENTRANCES

FIG. 31. Three block comparison of central city, Docklands and Southbank, showing the relationship between building type and interface with the public environment.

CENTRAL CITY

DOCKLANDS

SOUTHBANK

Quality of Street Level Facades

——— 'A' Grade ——— 'B' Grade ——— 'C' Grade
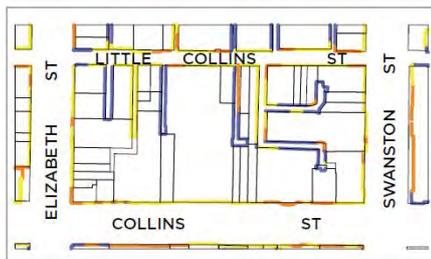
682m 'A' GRADE
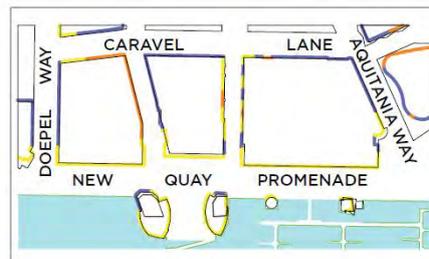
445m 'A' GRADE
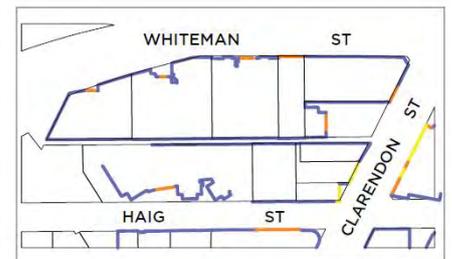
33m 'A' GRADE

Quality of Upper Level Facades

——— 'A' Grade ——— 'B' Grade ——— 'C' Grade
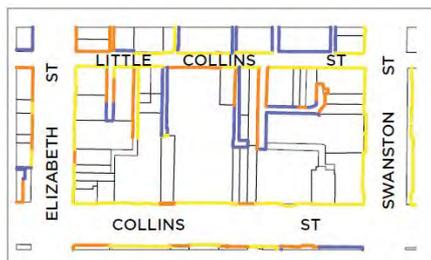
591m 'A' GRADE
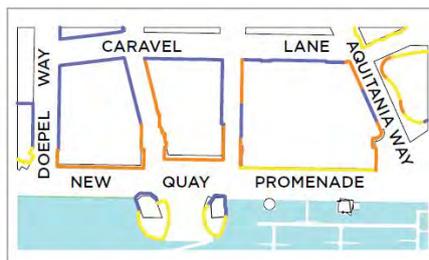
95m 'A' GRADE
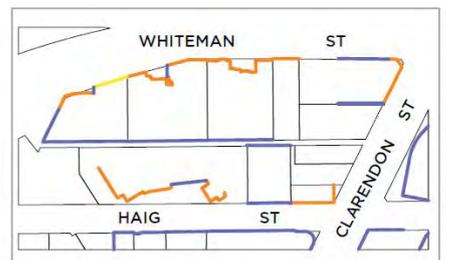
25m 'A' GRADE

FIG. 32. Three block comparison of central city, Docklands and Southbank, showing the relationship between building type and interface with the public environment, where 'A' is the highest quality and 'C' the poorest.

Towers and Podium Towers

RETAIL

MIXED USE
(Including retail, commercial, medical, residential...)

RESIDENTIAL

CAR PARKING

Towers are 18 storeys (approx. 54m) or more

40m Height limit

Threshold for people to engage between building and street

BUILDINGS WITHIN THE 40m height limit
E.G. CENTRAL CITY

RESIDENTIAL TOWERS
E.G. SOUTHBANK
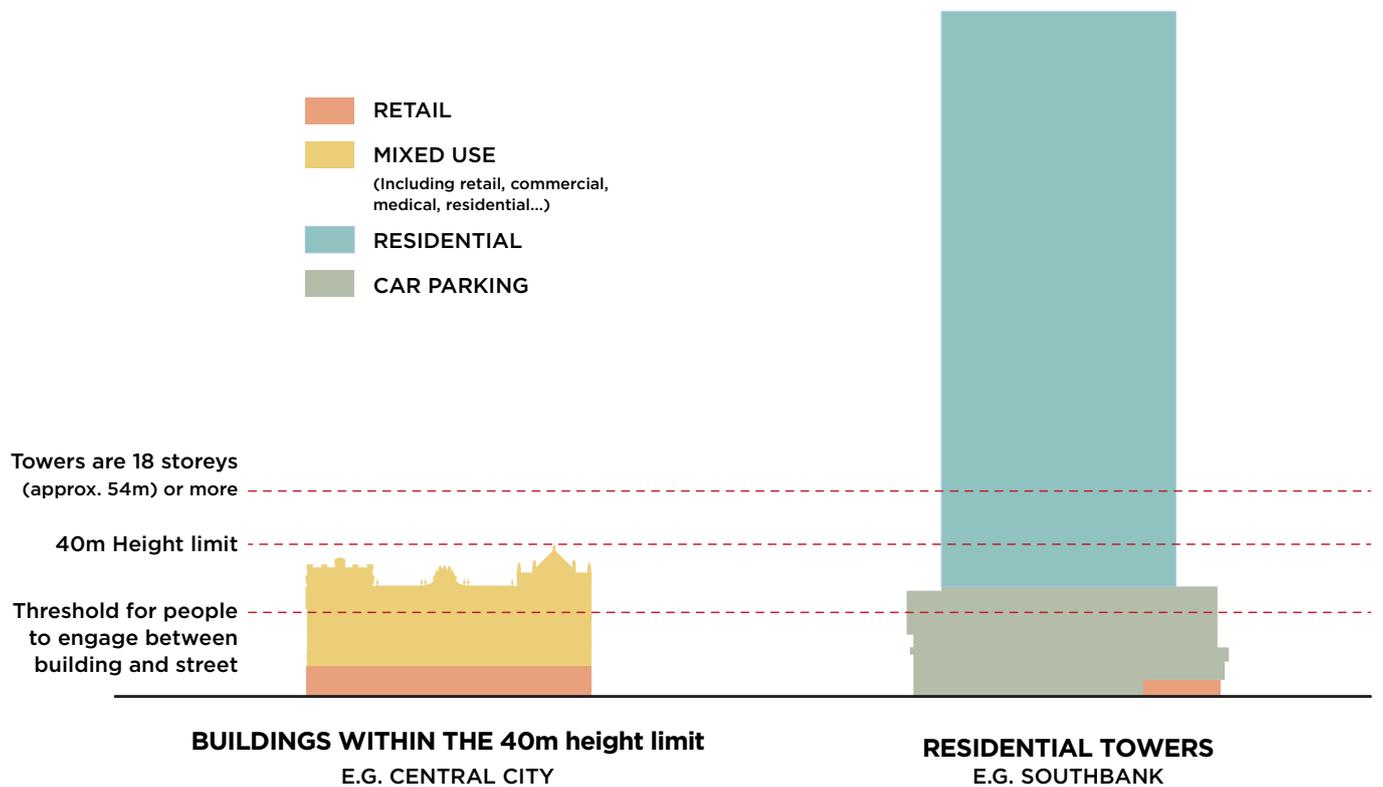
FIG. 33. A comparison between the podium tower and building within the central city's 40m height limit, which shows the differences between degree of interaction with the public environment, and the types of land uses that occupy different levels.

Built Form: Street Level Facades (1993-2013)

(Places for People 2015 Study Area)

The survey of street level facades since 1993 demonstrates the importance of development scale and intricacy of land uses to produce animated streets. The quality of street level facades has improved in the central city, in particular the western portion (Fig. 36). This may be attributed to Council policy for improving the pedestrian appeal of facades at ground level, but also due to a maturing city that is acquiring greater complexity through smaller ground floor tenancies. However, there are redevelopment projects that diminish rather than contribute to a more vibrant and animated city, by demolishing small scaled tenancies with large scaled and internalised buildings (Figs. 34 & 35).

In Docklands, a pattern is evolving for ground floor tenancies that front onto the water or main streets, and with this, richer and more permeable street facades compared to the 'back-of-house' that accommodate car park entries and services. This 'front-of-house' vs. 'back-of-house' dichotomy is particularly pronounced in Victoria Harbour and Waterfront City, creating two extremes of engagement and disengagement (Fig. 32).

In Southbank, the primary form of development is podium towers with few land uses at street level. The fact that so many towers have a limited interface with the street, creates not only a dormant urban form, but a place with little passive surveillance that is critical to people's sense of safety and security (Figs. 32 & 33).

A.

B.

C.

FIG. 35. Examples of the difference in 'A' to 'C' graded street level facades, according to the Places for People survey method.

(SOURCES - A and C - City of Melbourne, 2013; B - Quach, V (7/8/2007), Melbourne Exhibition and Convention Centre at night, retrieved 2015 from https://upload.wikimedia.org/wikipedia/commons/b/b3/MelbourneExhibitionCentre-side).

FIG. 34. In Caledonian Lane, the recently developed Emporium with "back-of-house" loading and services (right) has replaced multiple small shop fronts (above).

(SOURCE: Author Unknown, No Date, Lonsdale House Barber Shop, retrieved 2015 from http://www.butterpaper.com/cms/resources/1101/lonsdale-house-barber-shop).

1993

- ▬ 'A' Grade
- ▬ 'B' Grade
- ▬ 'C' Grade

No Data

No Data

NB:
- This map is a summary of the 1993 fieldwork.
- The laneways were not surveyed in 1993.

2013

- ▬ 'A' Grade
- ▬ 'B' Grade
- ▬ 'C' Grade
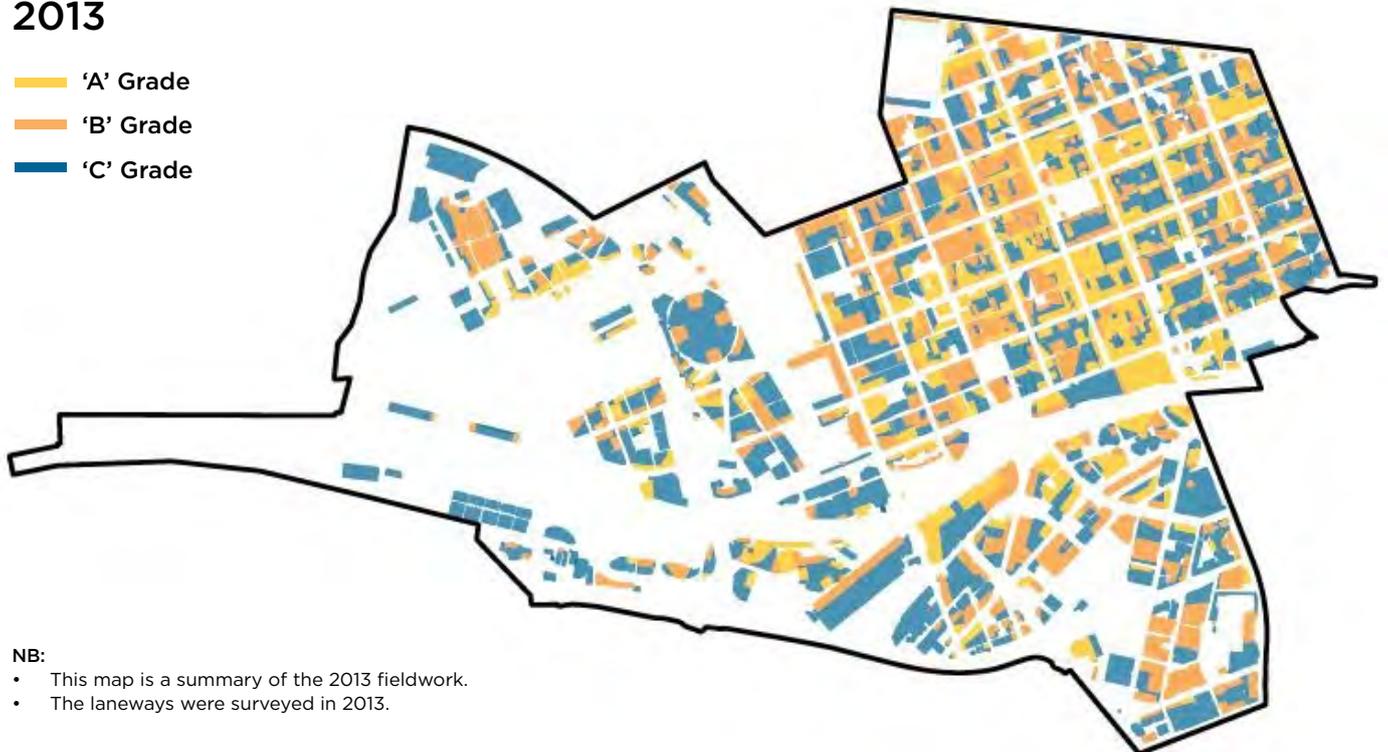
NB:
- This map is a summary of the 2013 fieldwork.
- The laneways were surveyed in 2013.

FIG. 36. 'A' to 'C' graded street level facades, according to the Places for People survey method.

Built Form: Upper Level Facades (2013)

(Places for People 2015 Study Area)

The survey of upper level facades is new to the Places for People 2015 study, introduced to capture the first few building storeys that are critical for people in the street to engage with internal activities and occupants, and vice versa (Figs. 33 & 37).

This survey has revealed a similar relationship as to street level facades: the scale of tenancies and the number and mix of land uses is generally associated with the quality of facades. The presence of podium towers with onsite car parking has a diminishing affect on the quality of facades (Figs. 32 & 33 and Figs. 37 & 38). Where buildings have tenancies for people rather than cars, the quality of the upper facade is higher.

A.

B.
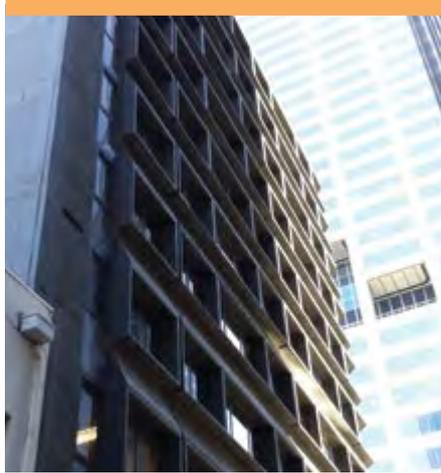
C.
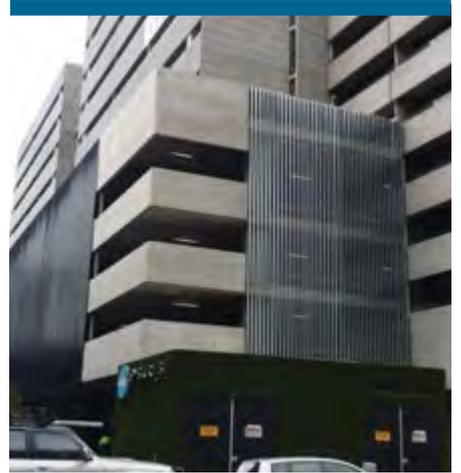
FIG. 37. Examples of the difference in 'A' to 'C' graded upper level facades, according to the Places for People survey method.

(SOURCES - City of Melbourne, 2013)

2013

- 'A' Grade
- 'B' Grade
- 'C' Grade
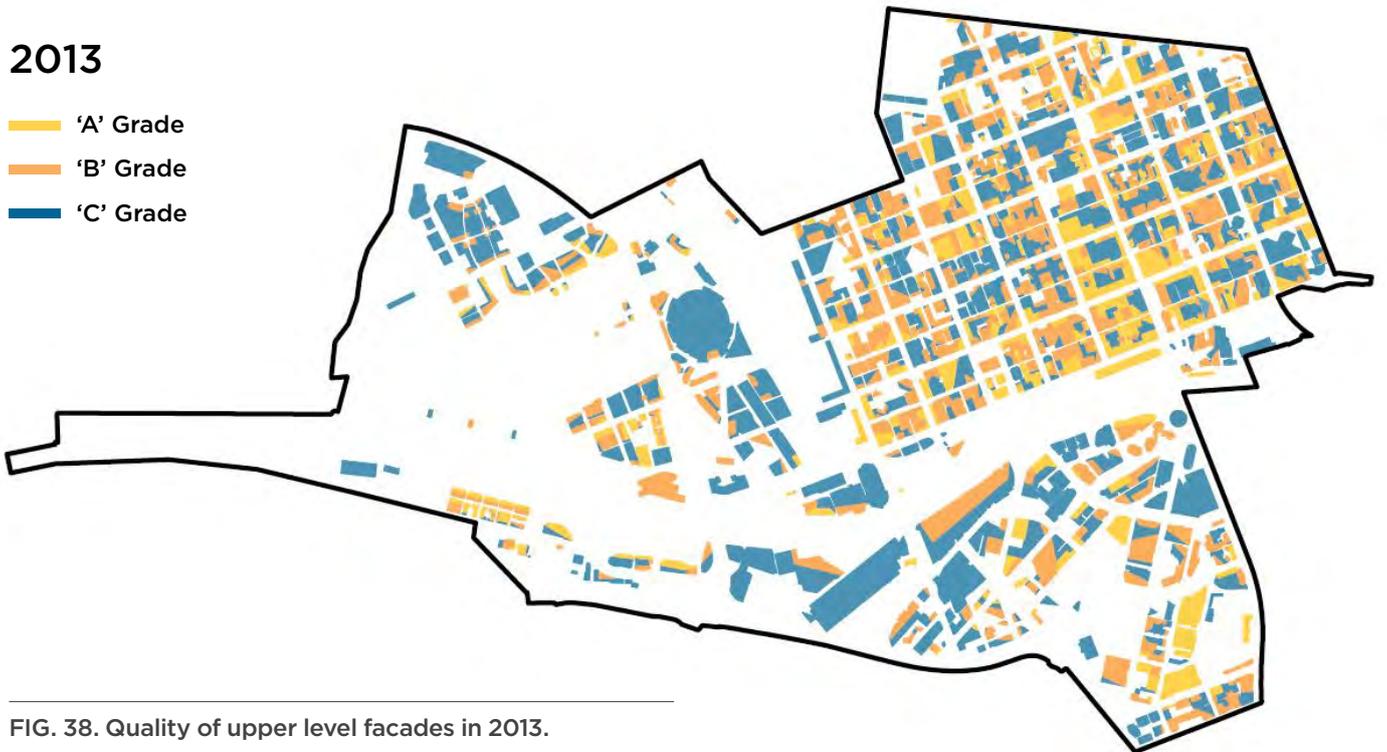
FIG. 38. Quality of upper level facades in 2013.

Built Form: Building Entrances (2004-2013)

(Central City and Places for People 2015 Study Area)

There has been an overall increase in the number of building entrances[1] in the central city (Fig. 39).

The 2013 survey data shows that the central city features significantly more building entrances compared with Southbank and Docklands (Fig. 31 and Fig. 40). This can be attributed to a finer urban structure with:

- smaller land parcels

- smaller buildings and tenancies at street level

- more street frontages created by a fine urban structure of laneways and little streets

The significance of a greater number of building entrances in the central city is that there are:

- more land uses for people to access

- greater visual richness in street level building facades

- more opportunities to encounter people and see public life; building entrances provide a point of entering/exiting buildings, and popular locations for people to meet.

Those conditions that contribute to a higher number of building entrances, and what they mean for the walkability of the study area, are explored in the Local Liveability 2015 Study.

2004
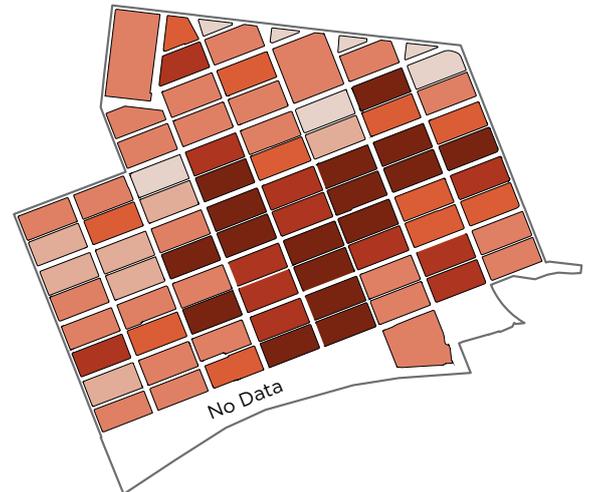
2013

**No. Entrances along the Street
(Excluding doors in lanes and roller doors)**

- 0-9
- 10-19
- 20-29
- 30-39
- 40-49
- 50+
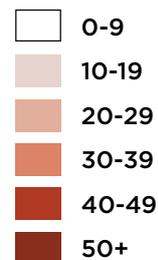
FIG. 39. The number of entrances in the central city in 2004 and 2013 (excluding laneways to make the two surveys comparable).

[1] The mapping of entrances over time has excluded laneways, as these were not surveyed in 2004.

2013

- 🟢 Secured Entrance (e.g. residential apartments)
- 🟠 Unsecured Entrance (e.g. shops)

FIG. 40. The location of building entrances throughout the study area according to the degree of how 'public' they are (secured vs. unsecured).

Land Uses: Basic Services (Mid 1980s-2010s)

(Places for People 2015 Study Area)

For the district level research, basic services include land uses within the following categories at all building levels (not just at street level):

- Hospitality and Entertainment
- Retail Goods
- Retail Services
- Medical
- Health / Fitness / Beauty
- Education
- Community Services and Facilities
- Arts / Culture / Religion.

Between 2004 and 2012 for the Places for People study area, basic services as a whole (all categories) increased by 43% (Figs. 41 & 42). Each of the eight categories individually recorded an increase in number, with the highest percentage growth in:

- Hospitality and Entertainment   +62%
- Health / Fitness / Beauty   +138%
- Education   + 73%
- Community Services and Facilities   + 98%

Growth in the Hospitality and Entertainment category is attributed to continual growth in the number of cafes and restaurants, which between 2004-2012, increased by 74% (from 703 to 1,223). Cafes and restaurants were the most populous of land uses counted within the Hospitality and Entertainment category.

The trend for land uses falling within the Retail Goods and Retail Services categories is also of note. While each category observed modest growth between 2004-2012, individual uses recorded significant gains and falls that speak to observed trends within the inner city and wider economies. Clothing retailing, footwear retailing and supermarket and grocery stores increased significantly, while land uses vulnerable to recent changes in technology and the emergence of online shopping experienced decreases, including:

- Newspaper and book retailing   -27%
- Video and electronic media   -57%
- Travel agency and tour arrangements   -18%
- Photographic film processing   -95%

The following maps show trends in diversity and dispersal of basic services within the Places for People study area from 1997-2014, a time period in which the city underwent substantial physical and economic transformations through redevelopment of Southbank and Docklands, and a residential apartment boom.

Basic Services

Legend:
- 2004 (blue/teal)
- 2012 (red)

Category	2004	2012
Arts / Culture / Religon	200	237
Community Services & Facilities	47	93
Education	153	265
Health / Fitness / Beauty	26	62
Medical	277	342
Retail Services	646	763
Retail Goods	1288	1747
Hospitality / Entertainment	1292	2092
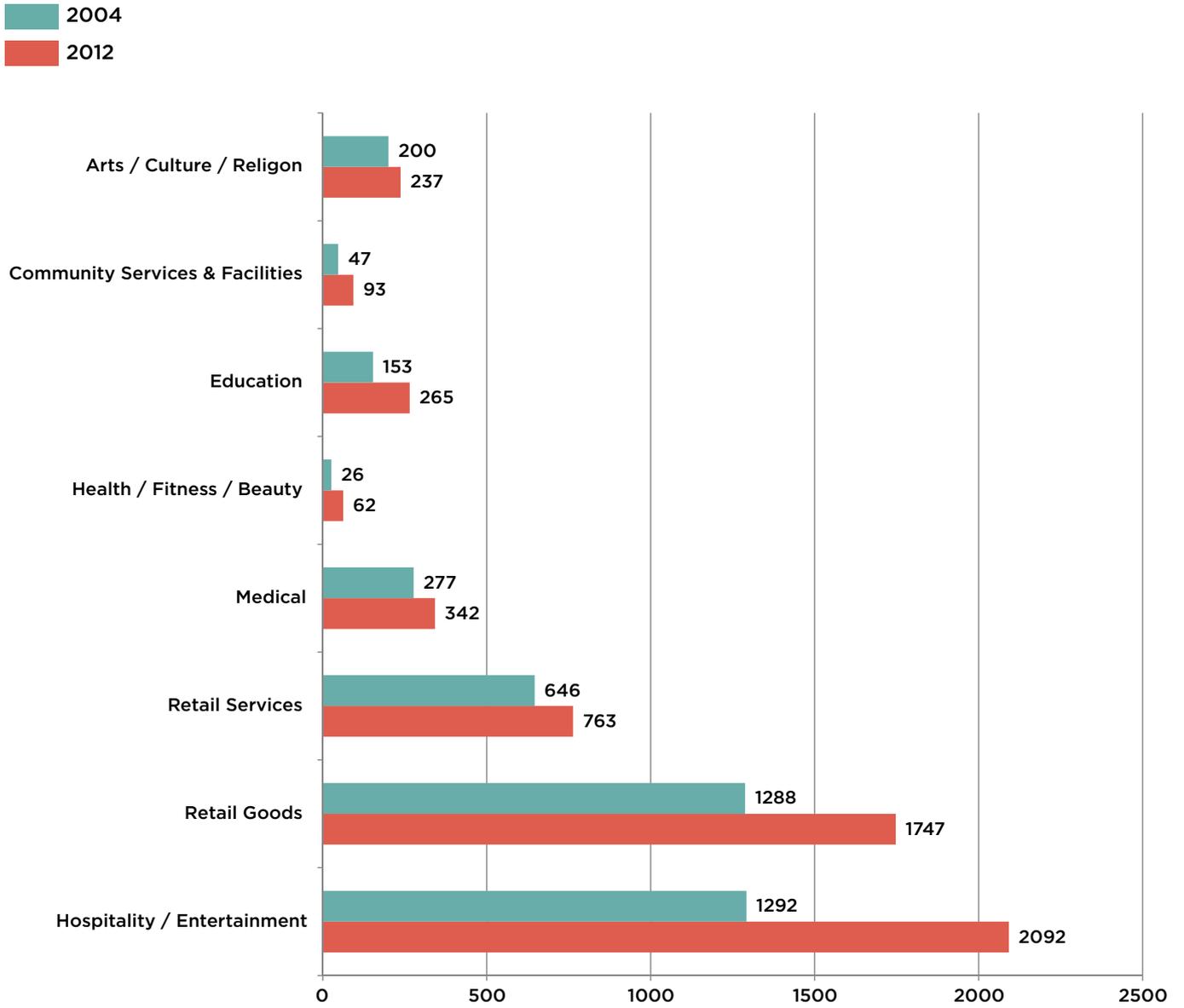
FIG. 41. Land use numbers within each of the eight basic services categories for 2004 (blue) and 2012 (red), for the Places for People 2015 study area.

1997

- 🟡 Hospitality and Entertainment
- 🔴 Retail Goods
- 🟢 Retail Services
- 🟢 Medical
- 🔵 Health / Fitness / Beauty
- 🟢 Education
- 🩷 Community Services and Facilities
- 🔵 Arts / Culture / Religion

No Data

2004

2012

FIG. 42. The distribution of land uses within basic services categories over time. Please note that the size of the circles does not represent volumes but rather has been created to enable each category to be visible for each land parcel.

Land Uses: Residential Dwellings (Mid 1980s-2010s)

(Places for People 2015 Study Area)

In 1985, the City of Melbourne aspired to add "a minimum of some 8,000 dwellings...to the city's housing stock over the next ten to fifteen years" (City of Melbourne, 1985:99). A decade after this target was set for the whole of the municipality, the central city alone had 2,452 dwellings by 1997, then 7,607 in 2004, followed by 18,450 in 2012. This represents an increase by 8,770% in dwelling numbers since 1985 (Figs. 43-45).[1]

Growth of residential numbers, which has occurred in all Places for People 2015 districts, was initially achieved through commercial building conversions and some new towers, mainly in Southbank. A recent and ongoing construction boom has fuelled the development of new residential towers in the central city, Docklands and Southbank.

The contemporary residential dwellings landscape is dominated by apartments, with houses as only a fraction of all dwellings, totalling less than 1% for both the central city and the Places for People study area as a whole (Fig. 44).

The maps show the land parcels that contain residential dwellings (note that for Docklands and parts of Southbank no data was available for 1985 and 1997) (Fig. 45). The differences in residential land parcel size between the central city and newly developed Southbank and Docklands are significant, and this is explored in the Local Liveability 2015 Study.
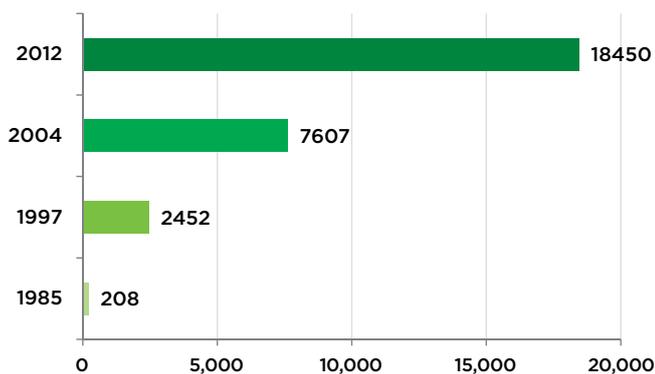

**FIG. 43. Growth in the number of residential dwellings in the central city over time.**
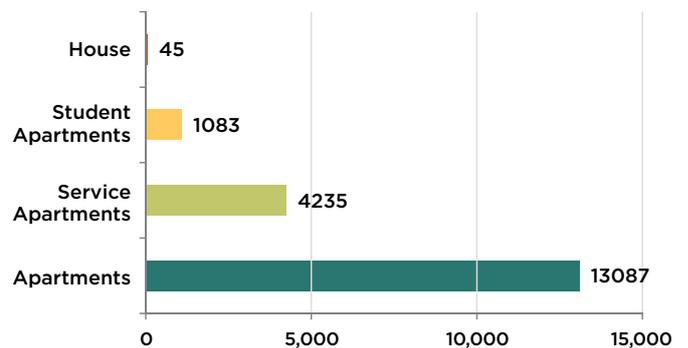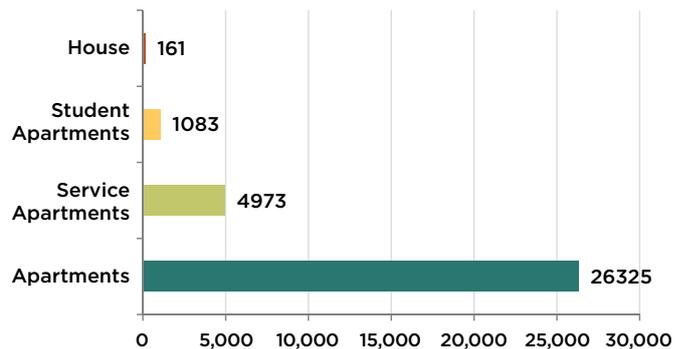
FIG. 44. The number of residential dwellings in 2012 by type for the Places for People 2015 study area (above) and the central city (below).

[1] Residential data is unavailable for all Places for People 2015 districts from 1985. .

1985

No Data

Partial Data

1997

No Data

Partial Data

FIG. 45. (pp. 60-61) Sites with residential dwellings, over time.

2004

2012

Land Uses: Car Parking (Mid 1980s-2010s)

(Places for People 2015 Study Area)

Onsite car parking refers to those private and commercial car parks situated within land parcels rather than on the street. Within the entire Places for People study area, onsite car parking grew by 28% between 1997-2012, fostered by car-friendly development in Docklands and Southbank (Fig. 46).

The maps (Fig. 47) show the quantity of onsite car parking that each land parcel held for the years 1997, 2004 and 2012. The highest numbers of onsite car parking (in red) tended to emerge as part of redevelopment in Docklands and Southbank, although there were some central city sites that also accommodate a high number of cars including the Queen Victoria Market, Queen Victoria site (Swanston Street), Southern Cross Site (Russell and Bourke Streets), and Melbourne Central (Elizabeth Street).

While onsite car parking is often accommodated below ground in the central city, the inclusion of car parking above ground in Docklands and Southbank imposes a need for wide building footprints, and displaces possible floorspace that could occupy active land uses for people (Fig. 33).
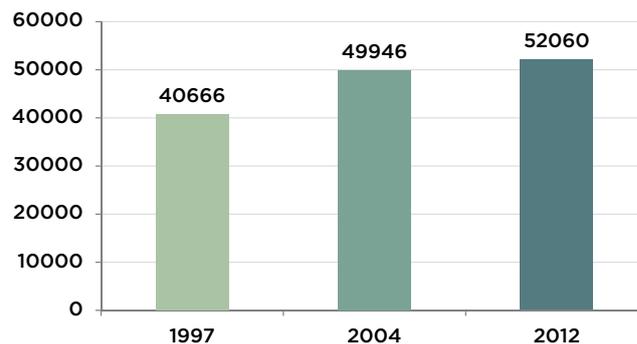
FIG. 46. The number of onsite car parking spaces in the Places for People 2015 study area over time.

1997
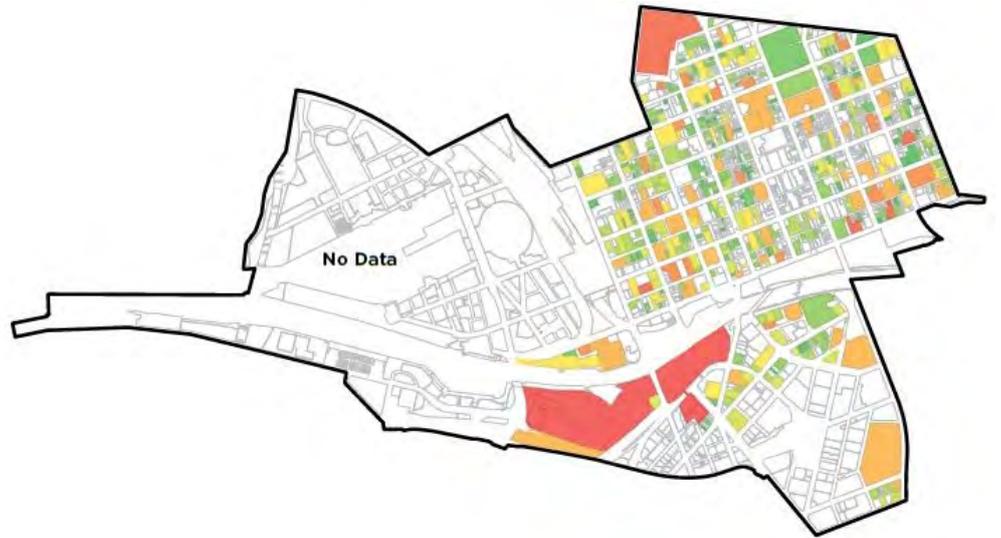
2004

2012

No. Onsite Carparking Spaces

- 1-5
- 6-10
- 11-25
- 26-50
- 51-100
- 101-250
- 251-500
- 501-750
- 751-1500
- 1501-3100
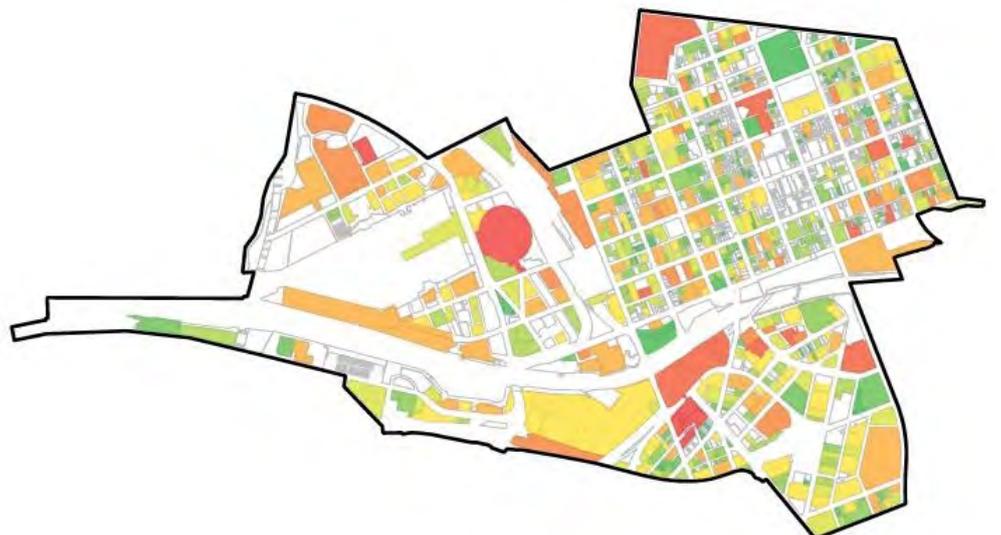
FIG. 47. Sites with onsite car parking between 1997-2012.

From District to Local Level

Whilst pedestrian counts continue to rise in the central Retail Core, this 'bustling activity' is not replicated in other parts of the city, especially in areas of high density growth in Docklands and Southbank. This highlights the duality of the city as a regional / national / international destination, and a city for local people. Most people live most of their daily lives locally, not city wide. Their wellbeing is therefore at least as much tied up in how well their local neighbourhood functions as it is in how the wider city functions. Both are important but one (the neighbourhood level) is rarely part of the urban land use / transport conversation or planning process (Victorian Government, May 2014).

Beyond the Retail Vore of the central city (focusing on Swanston and Bourke streets) the residential and employment population data (2012) (Figs. 48 & 49) shows a disconnect between high concentrations of where people live or work, and low concentrations of walkable (essential) land uses (ABS 2012). With so many people living and working in Docklands and Southbank, why were pedestrian counts so low? Further evidence was gathered to understand how these areas were performing at a local level. The Places for People 2015 block comparison studies on the following pages explore the urban influences on land use mix. The Local Liveability 2015 Study investigates further how urban form cultivates mix use walkable neighbourhoods.

2004

- **Essential Land Uses**

	0
	1-10
	11-50
	51-150
	151-200
	201-500
	501-1000
	1001-2300
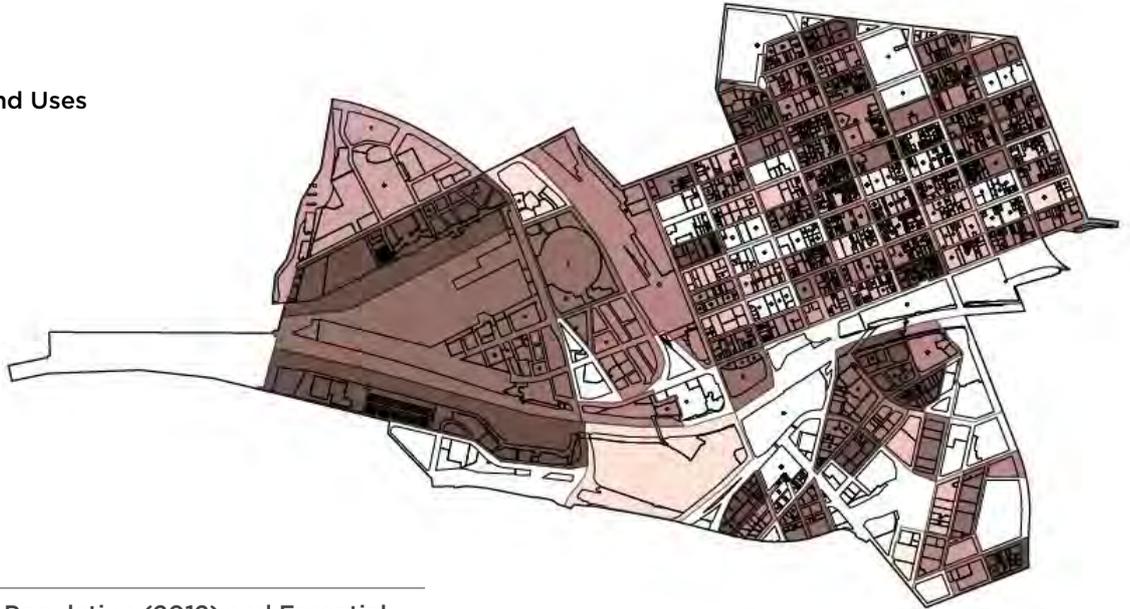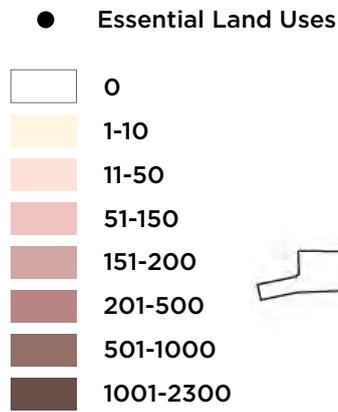
FIG. 48. Residential Population (2012) and Essential Land Uses (ABS 2012)

2012

- **Essential Land Uses**

|	
	0
	1-1000
	1001-2500
	2501-5000
	5001-13000
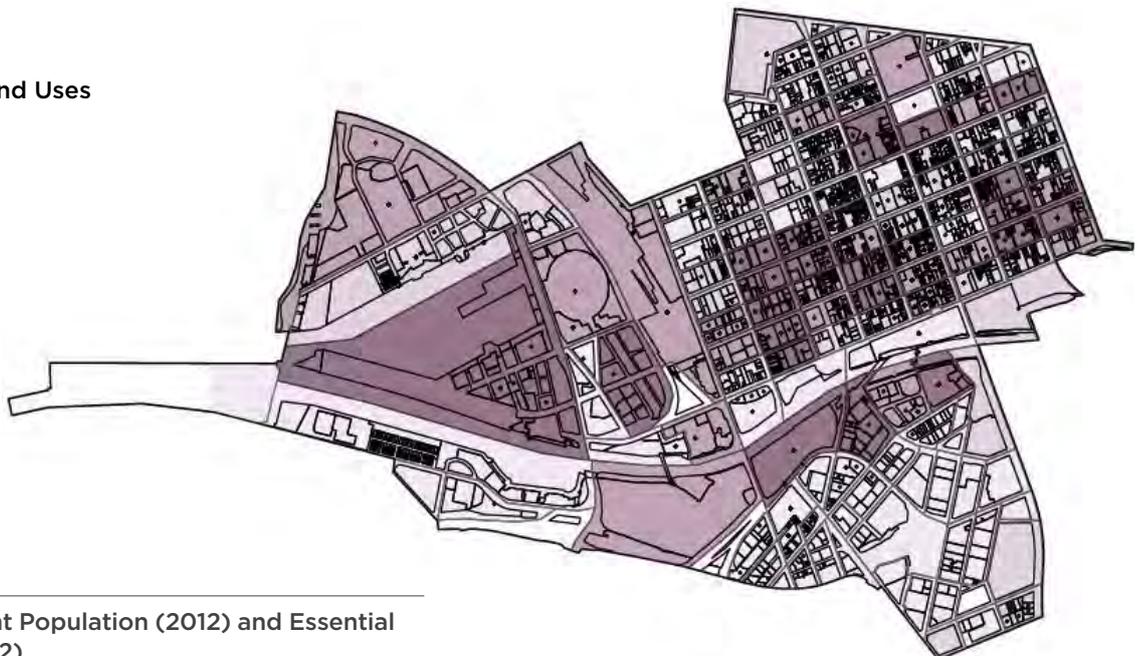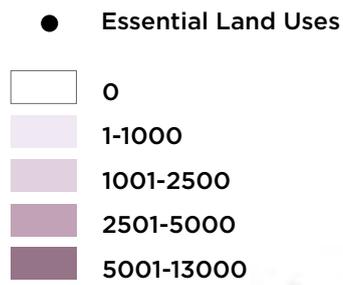
FIG. 48. Employment Population (2012) and Essential Land Uses (ABS 2012)

Places for People 2015 expands beyond the traditional focus of the public realm and highlights the congruencies between private development and connected local living. The comparative block studies reveal the impact of built form on land use, urban structure and walkability in three different locations within the study area: the central city, Southbank and Docklands (Fig. 30 and Fig. 49).

Significant observations were made in relation to the podium tower blocks in Southbank and Docklands. The large-scale building footprints of the podium tower blocks generated a coarsely grained urban structure. Above-ground car parking discourages walkability and increases car dependence. Large occupancies for businesses provide few entrances onto the public realm where there are low levels of social interaction (low pedestrian counts). The large floor plate dimensions with towers above impose a reliance on mechanical systems for ventilation, cooling and lighting. There is a prevalence of tall towers on top of podiums offering only a homogenous housing 'choice' aimed at a narrow purchaser market, and so limiting the diversity of occupants. These typologies avail themselves to limited adaptability to suit peoples' changing needs. The height of towers and their set back from the street diminishes peoples' sense of connectedness to the street, and passive surveillance of the public realm.

The central city block consists of smaller-scale buildings with a finer-grain urban structure. This enables a more diverse and higher quantity of land uses around small-scale streets and laneways, favouring a range of small to medium businesses with multiple entrances, giving more purpose and interest to walking. There is no car parking in the central city block. The central city buildings feature narrow floor plates and higher floor-to-ceiling heights that are adaptable to changing land uses over time.

FIG. 49 (pp. 67-69). Three block comparison of central city, Docklands and Southbank, showing the relationship between building type, occupants and land uses.

CENTRAL CITY

DOCKLANDS

SOUTHBANK

Towers and Podium Towers

Towers ▪ Podium Towers

0 TOWERS

4 TOWERS

5 TOWERS

Residents

129 RESIDENTS

2229 RESIDENTS
(SITES INCLUDED BEYOND THE STUDY BLOCK)

1561 RESIDENTS

Business Occupants
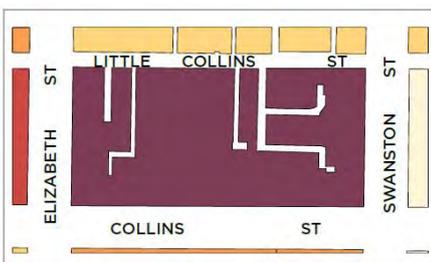
511 BUSINESS OCCUPANTS
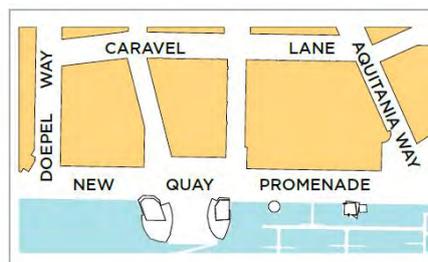
178 BUSINESS OCCUPANTS

23 BUSINESS OCCUPANTS

▪ 0-100	▪ 201-300	▪ 401-500	▪ 1001-2000	▪ NO DATA
▪ 101-200	▪ 301-400	▪ 501-1000	▪ 2001+	
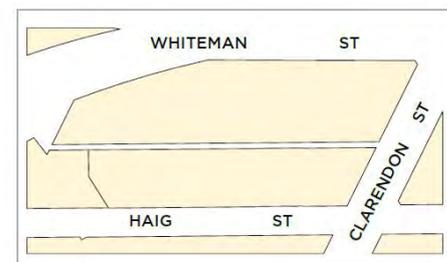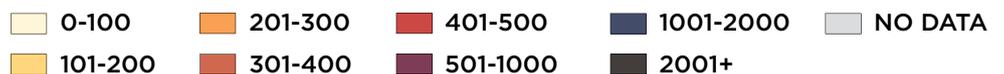
CENTRAL CITY

DOCKLANDS

SOUTHBANK

Onsite Carparking

| | Towers | | Podium Towers |

Central City map
LITTLE COLLINS ST — COLLINS ST
ELIZABETH ST / SWANSTON ST

0 ONSITE CAR PARKS

Docklands map
DOEPEL WAY — CARAVEL — LANE — AQUITANIA WAY
NEW QUAY PROMENADE

1100 ONSITE CAR PARKS

Southbank map
WHITEMAN ST — CLARENDON ST
HAIG ST

1292 ONSITE CAR PARKS

☐ 0	☐ 101-200	■ 301-400	■ 501+
☐ 1-100	■ 201-300	■ 401-500	☐ No Data

Essential Land Uses

Central City map
LITTLE COLLINS ST — COLLINS ST
ELIZABETH ST / SWANSTON ST

68 ESSENTIAL LAND USES

Docklands map
DOEPEL WAY — CARAVEL — LANE — AQUITANIA WAY
NEW QUAY PROMENADE

3 ESSENTIAL LAND USES

Southbank map
WHITEMAN ST — CLARENDON ST
HAIG ST

1 ESSENTIAL LAND USE

- ● Arts, Culture and Religion
- ● Community Services and Facilities
- ● Education
- ● Health, Fitness and Beauty
- ● Retail Goods
- ● Hospitality and Entertainment
- ● Medical

5. METHODOLOGY

This section specifies the methodology of Places for People (2015). The methodology is an important component of Places for People, and has always been of great interest to other cities within Australia and overseas for providing an accessible didactic tool for undertaking urban research, and in promoting Melbourne as a city concerned with evidence-based planning and design.

For more detailed information about the Places for People 2015 methodology, please refer to the Outcome Data Methodology 2016 document.

INTRODUCTION:

Year of Data Collection and Publication

The *Places for People* research data was collected, analysed and published at different times (see list below). The studies are referred to according to their publication dates, while the data is specified according to its collection times.

1994 Study

Data collection 1993–1994

Data publication 1994

2005 Study

Data collection 2004–2005

Data publication in 2005

2015 Study

Data collection 2013–2014

Data publication 2015

POPULATION:

The number of residents, workers, students and visitors in Melbourne was analysed for each edition of Places for People. Population data from previous editions was not used for Places for People 2015, due to possible inconsistencies caused by the extension of the study area boundary for this edition.

Research Indicators and Data Collection

Residential Population Over Time

The number of people living in the Places for People study area districts over time.

Secondary data[1] from the Australian Bureau of Statistics (ABS) Censuses for 1996, 2006 and 2011, was used.

The ABS was engaged to generate tailored data specifically relating to the Collectors Districts (CDs) falling within the Places for People study area, as opposed to more commonly available data according to municipal, metropolitan or state boundaries.

Demographic Data for Residents Over Time

The demographic characteristics of the residential population to understand the types of people living in the Places for People study area districts over time.

Places for People 2015 incorporated ABS Census demographic data for the first time, with data on residents from the 1986, 1996, 2006 and 2011 Censuses analysed including: age, gender, country of birth, language spoken at home, highest level of education, dwelling tenure, household structure, motor vehicle ownership and travel mode.

Worker Population Over Time

The number of people employed in the project study area districts over time, on a full-time, part-time, permanent, contractual or casual basis.

Worker population for the Places for People 2015 study area was determined using data on the number of jobs, collected through the City of Melbourne's Census of Land Use and Employment (CLUE) for 1997, 2004 and 2011-12.

Building Occupants Over Time

The number of tenants in each building for the study area districts over time.

Sourced from CLUE for 1997, 2004 and 2012, the number of building occupants was synthesised at the CLUE block level rather than for each land parcel, to ensure confidentiality.

Student Population

The number of students in the municipality attending educational institutions on a typical day.

Secondary data for the number of students was difficult to collect for the study area over time. In the 1994 and 2005 studies, estimates were made from different secondary sources, including enrolment numbers for universities. For Places for People 2015, the Daily Population Estimates and Forecasts (City of Melbourne, December 2013) was referred to for students studying in the municipality as residents or visitors, and in the two age groups of under 15 years and 15 years plus.

Visitor Population

The number of people visiting the municipality on a typical weekday, including metropolitan, regional, interstate and international visitors, but excluding students and workers.

The number of daily visitors to the Melbourne municipality has always been an elusive statistic to obtain, partly due to how visitors are defined. Visitors can include workers, students, tourists, and people travelling to the city for a specific reason such as to shop, attend a medical appointment or visit an art gallery.

The visitor population statistic for each edition of Places for People came from a different source and typically related to the entire municipality and not the specific study area. For Places for People 2015, the Daily Population Estimates and Forecasts (City of Melbourne, December 2013) was used as the source for the latest data (2012) and for 2004 (coinciding with the data year of the Places for People 2005).

Research Limitations

- Comparable data for residential populations in the Central City, Docklands and Southbank was unavailable before 2006; for the worker population, comparable data was unavailable before 1997.

- The accuracy of the data, particularly estimates of students and visitors.

- Up-to-date ABS Census statistics were not available as the last collection year was 2011.

- The data collection categories for the ABS and CLUE have evolved and changed, making it difficult to compare statistics over time.

- The CLUE statistical boundaries have changed over time, hampering true longitudinal statistical comparisons.

- Historic CLUE data for Southbank and Docklands was unavailable because data was not collected until they became part of the City of Melbourne.

- Some CLUE data collected before the 1990s was not digitised, and so not easily accessed.

- The CLUE blocks vary considerably in size, which hindered spatial assessment over time (such as urban density).

[1] Data collected by someone other than the user

URBAN STRUCTURE:

Research Indicators and Data Collection

Blocks and Streets Over Time

The spatial distribution, scale and alignment of blocks and streets in the study area districts over time.

At the district level, the assessment of urban structure was restricted to mapping the streets, lanes, open space, and resulting blocks, and changes to their alignments over time.

The urban structure was mapped using AutoCAD software. The latest base drawing available from the City of Melbourne GIS[1] branch was used for 2013, and then by working backwards, a copy of the base was amended according to the spatial structure in the mid-2000s, 1990s and the 1980s.

Historic spatial information was closely referred to when amending the base for each decade using:

- Melways for the mid-1980s, 1990s and 2000s (Fig. 50)

- State Library of Victoria's online map collection.

The Research Limitations

- The accuracy of historic spatial information – some inaccuracies for lanes and arcades were found in the AutoCAD base and Melway maps.

- The cartography of Melway is invaluable to historic spatial research, but provides a graphic rather than true spatial representation, and so cannot be used to reconstruct historic conditions to scale.


Mid 1980s *Melway*

Mid 1990s *Melway*

Mid 2000s *Melway*
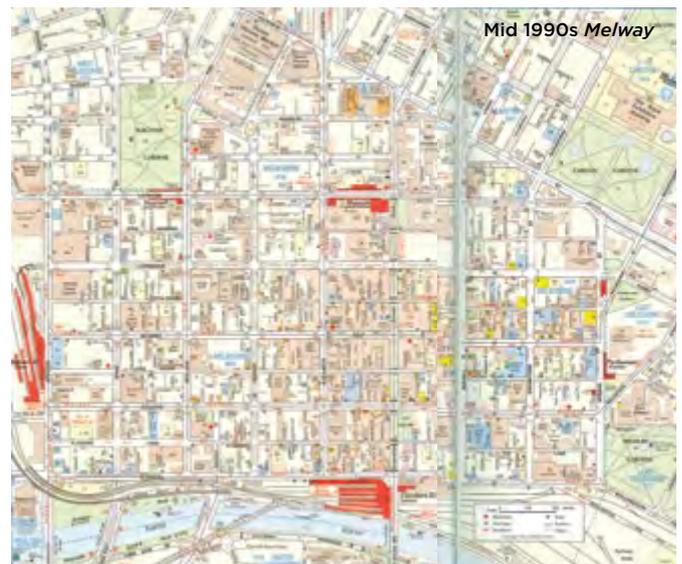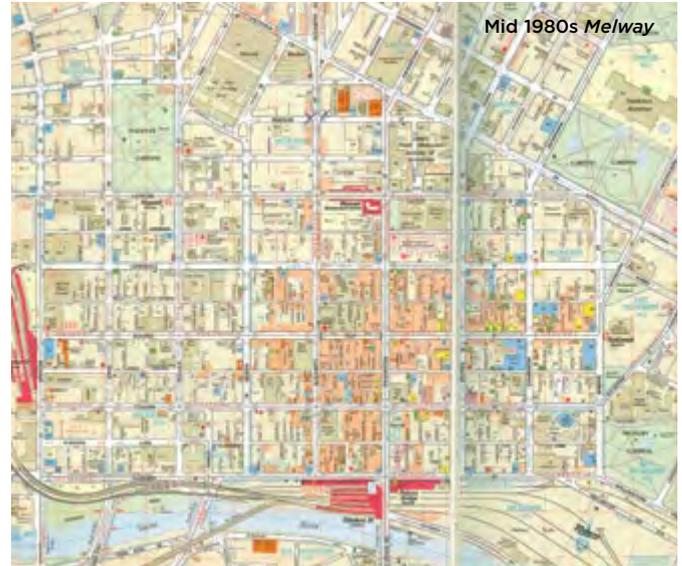
FIG. 50. Melway for the mid-1980s, 1990s and 2000s

[1] Geographic Information Systems.

URBAN FORM:

Places for People has always included fieldwork to document the built form conditions that influence the quality of public space.

Research Indicators and Data Collection

Street Level Facades over Time

An indicator for the scale of built form, providing a sense of the degree of granularity and permeability that may be experienced at street level, over time.

Street level facades were mapped through conducting fieldwork across the entire study area and according to an established Places for People method that records the degree of visual richness and visual permeability of facades at street level, with an 'A'-'C' grading. This survey has occurred since Places for People commenced, and using the same method so that data can be compared from decade to decade. However, from the beginning:

- it is thought that the survey was simplified in method by omitting some original Gehl survey criteria not clearly defined or too onerous to apply in the field by one surveyor.

- the criteria was problematic for historic buildings that offer substantial visual richness without the same degree of visual permeability as modern shop fronts. In these cases, historic buildings were generally assigned a middle ('B') grading for the 2015 surveys as a compromise between richness and permeability.

Upper Level Facades

An indicator for the scale of built form, providing a sense of the degree of granularity and permeability that may be experienced in the first four upper levels.

The same type of survey for street level facades was conducted for the first four levels above street level. A survey of upper level facades appears in the 2015 study for the first time due to ongoing issues with the quality of building facades above street level. The first four storeys above ground level were selected according to Gehl's research into the degree of human interaction possible between the interior and the street. That is, those levels identified as allowing for people inside and outside a building to see each other. Gehl's research was applied to maintain the integrity of the facade survey according to the original philosophy of Places for People (Gehl, n.d.).

Building Entrances over Time

The number of entrances at street level shows the degree to which buildings interface with the street, and the scale of ground floor tenancies, over time.

Building entrances were introduced in Places for People 2005, with locations and numbers mapped for streets through fieldwork across the entire study area. The survey was replicated for Places for People 2015 with some refinements to allow for recording the type of building entrances, such as whether they were secured, unsecured or featured roller doors. Fire doors were not recorded, unless also used as a secondary building entrance. In addition to streets, laneways were also surveyed to provide more detailed spatial data.

Building Age

An indicator for the aggregation of time within urban form. The diversity of building age not only influences how variegated the urban form appears, but its performance in accommodating a variety of tenancies and diversity of land uses.

Data on building age was incorporated for the first time in Places for People 2015, adding a new spatial layer using secondary data (2012 CLUE) for the date of building construction.

Sites with Towers Since 1985

Sites featuring buildings 18 levels or over, with or without a podium, constructed since 1985.

Sites with towers were incorporated for the first time in Places for People 2015 using secondary data (2012 and 2014 CLUE information, and verified using NearMap and Google Street View) to map the degree of development featuring towers over 18 levels that had been constructed since 1985. Existing towers were identified as buildings with 18 levels or over (excluding basements), and with or without a podium. The degree of future tower development likely to occur in the next five years was determined through identifying sites in the City of Melbourne Development Activity Monitor (August 2014). This indicator was considered in correlation with other indicators to better understand how a contemporary building typology had influenced urban structure, and the number and diversity of land uses.

URBAN FORM:

The Research Limitations

- While the Street Level Facade Survey was coordinated by the same individual that performed the central city survey in 1994 and 2005, the data collected was vulnerable to some subjectivity.

- Places for People study boundaries have changed over time, and so the Street Level Facade Survey is only available over time for the central city and a part of Southbank.

- Urban form fieldwork was not collected for sites that were inaccessible or under construction at the time of the surveys.

- The accuracy of the spatial information. In particular, the following CLUE and GIS data was found to have inaccuracies for:

  - date of building construction – some individual buildings are not captured, many are assigned the date 1945 when the date is unknown although that construction year is unlikely given the severe shortage of building materials during and just after World War II.

  - building heights and number of storeys.

- In the Development Activity Monitor, some sites were still under consideration with the Planning Minister, and so building heights were subject to change from the planning approval process.

LAND USES:

Places for People has traditionally focused on how the city performs in attracting more people and so the land uses considered are those regarded as principal attractors. Places for People 2015 broadened this research to consider other types of land uses, particularly those needed for everyday living.[1]

Data sources for land uses have varied across Places for People editions, so the 2015 study collected secondary data from consistent sources retrospectively, in order to generate comparable data over time.

Research Indicators and Data Collection

Attractors over Time

Land uses considered to be people attractions in the study area districts over time.

Land uses that fall into general categories of entertainment, eateries, 24-hour convenience stores and retail were mapped using CLUE data for 1997, 2004, 2010 and 2012.

Basic Services over Time

Land uses considered as essential to everyday life in the study area districts and over time.

Basic services were mapped using CLUE data for 1992, 2004 and 2012. Basic services were selected from a list of ANZSIC[2] codes and categorised into broad categories for an easier reading of spatial information, including:

- Hospitality and Entertainment
- Retail Goods
- Retail Services
- Medical
- Health / Fitness / Beauty
- Education
- Community Services and Facilities
- Arts / Culture / Religion

Residential Dwellings over Time

The location and number of residential dwellings in the study area districts over time.

Residential dwellings were mapped using CLUE data for 1997, 2004 and 2012 for varying categories over time (due to the evolution of the CLUE data collection).

Educational Institutions over Time

The location and number of educational institutions in the study area districts over time.

CLUE data for 1985, 1997, 2004 and 2012 was used to map educational institutions ranging from kindergartens to universities, but with categories varying over time due to changes to the CLUE data collection.

Onsite Car Parking over Time

The location and number of onsite car parking spaces for the study area districts over time.

While private and commercial onsite car parking is typically considered in transport-related research, it was included as a land use for Places for People 2015 due to its tendency in Melbourne to consume floor space that could otherwise accommodate land uses required by people for everyday living. CLUE data was sourced and mapped for 1997, 2004 and 2012.

The Research Limitations

- The latest CLUE data was for 2012, and so the most recent trends and conditions could not be captured for land uses.

- The data collection categories for CLUE have evolved and changed over time, preventing longitudinal analysis.

- The CLUE statistical boundaries have changed over time which hampers a true spatial comparison of districts over time.

- Historic CLUE data for Southbank and Docklands is unavailable as data was not collected until these areas became part of the City of Melbourne.

- Data was not recorded for Docklands in CLUE 1997. While no residential development had yet commenced, there may have been some caretaker dwellings in the area.

- Some CLUE data collected before the 1990s is not digitised and so not easily accessed.

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[1] This complex aspect of the research was not fully resolved until the Local level research was undertaken in the Local Liveability 2015 Study.

[2] Australian and New Zealand Standard Industrial Classification.

PUBLIC SPACE AND MOVEMENT:

In addition to public life, Places for People has always undertaken fieldwork to document particular urban conditions so as to investigate the quality of public space.

Research Indicators and Data Collection

Public Space over Time

The location and area of public space for the study area districts over time.

The location and area of public space[1] was mapped over time from the mid 1980s (at the start of the City of Melbourne's Urban Design Program), the mid-1990s (the first Places for People study), the mid-2000s (the second Places for People study) and 2014. This historic mapping was based on:

- previous Places for People maps
- Melway maps for the mid-1980s, 1990s, 2000s and 2014
- City of Melbourne officer knowledge of public spaces in the city over time.

Laneways over Time

The spatial distribution of laneways in the central city over time and their changing form and functions.

The network of lanes in the central city was mapped in previous Places for People studies, although categorised differently according to transport functions or prominent land uses. In order to understand how the laneway network had changed over time according to comparable parameters, the 2015 study mapped retrospectively:

- the location of lanes
- whether lanes were through-routes or dead ends
- whether lanes were accessible 24/7 or closed after hours (e.g. arcades).

This historic mapping was made possible through the following sources:

- historic Melway maps for the mid-1980s, 1990s, 2000s and 2014
- historic knowledge held by officers across the City of Melbourne, regarding laneway projects.

For 2015, those laneways upgraded for pedestrians were also determined through surveys of existing conditions onsite, and verified using Google Streetview.

Seats over Time

The number of seats available on public benches and outdoor cafes for the central city over time.

Public seats and cafe seats have been mapped and counted in all Places for People studies. A surveyor conducts this in the field, walking down both sides of a street and in public spaces to record every seat and its seating capacity. While City of Melbourne data bases are now available for public seats and cafe locations, the method applied for the first study was replicated for the 2015 study to ensure data accurately reflected urban conditions 'on the ground' in a way comparable across each decade.

Disrupted Footpaths

Disruptions to the pedestrian network by location and type.

This in-the-field survey was added to Places for People 2015 to document locations where pedestrian connectivity was compromised by:

- level changes
- an absence of or terminated footpaths
- narrow footpaths
- footpaths shared with motor vehicles
- footpaths interrupted by driveways
- poor pedestrian crossings
- lack of signage.

The survey was undertaken for the entire Southbank and Docklands districts within the project study area, where pedestrian disruptions are known to be an issue. The survey was not conducted in the central city where the issue was not regarded as significant.

[1] In the district level research, public space includes all outdoor open space that is publicly accessible 24 hours a day. It includes footpaths, pedestrian only spaces such as promenades, squares and plazas. For the 2015 study, parks and gardens are also considered (the first two studies excluded parks and gardens as per Gehl's method.

The Research Limitations

- The historic mapping based on the memories and knowledge of City of Melbourne officers, was vulnerable to inaccuracies.

- Both the Melway and 2013 AutoCAD base plan were found to have inaccuracies for lanes and arcades, not reflecting conditions as they currently exist or are known to have occurred in the past.

- The cartography of the Melway, while invaluable to historic spatial research, provides a graphic rather than true spatial representation. This prevented the recreation of historic conditions to scale, and so some lanes and arcades are representative only in location and width.

- The Places for People study boundaries have changed over time, and so longitudinal data for the Seat Survey was only available for the original 1993 study area.

- It was difficult to distinguish ownership of cafe seats in areas of high numbers and in close proximity.

- Due to the loss of all raw survey maps from the 1994 study, cafe seat data for that decade was limited to locations only, which could be determined from the publication.

- Due to limited historic information for Southbank, some open spaces (especially footpaths) could not be captured over time.

PUBLIC LIFE:

Public life surveys have always formed a primary component of the 'traditional' Places for People research. Both the pedestrian counts and stationary activities fieldwork have always been strictly undertaken according to the 1994 methodology so the data can be compared over time. In particular, the surveys have been carried out:

- at the same time of year (November-December)

- in fine weather (with a maximum temperature for the day no less than 21°C, and no more than 35°C) to represent a typical fine day. This is particularly important for stationary activities as they are sensitive to weather conditions.

- when no major event is scheduled in order to represent a typical day.

The selection of survey sites was first undertaken in 1993 to test the conditions of the Retail Core, Collins Street as a 'premier' address, and the newly opened Southgate (Alexander 2013).[1] Additional sites were added to the 2005 and 2015 studies by applying the original 1994 criteria to the selection of sites and their boundaries, namely:

- pedestrian counts were collected mid-block rather than at intersections in order to capture one flow of pedestrian traffic

- stationary activities sites excluded the road carriageway.

Research Indicators and Data Collection

Pedestrian Counts over Time

The number of people walking through a survey site between 10:00am-12:00am on a typical weekday and Saturday over time.

Collected every hour between 10:00am–12:00am for a typical weekday (Tuesday or Thursday[3]) and Saturday. The counts were taken for 10 minutes on each side of the street and later extrapolated to produce an hourly average. To ensure comparable data over time, pedestrian counts have always been taken using tally counters rather than computerised technology that may become obsolete or whose software and technical accuracy may produce different and so incomparable results through time.

For the original nine counting sites, surveys have always been undertaken at precisely the same location (by referring to the original survey maps). For the 2015 study, the number of counting sites was increased to 49 to ensure baseline data could be collected for the western section of the central city and the growth areas of Southbank and Docklands (Fig. 51).

Stationary Activities Surveys over Time

The number of people engaged in stationary activities in a survey site between 10:00am 12:00am on a typical weekday and Saturday, over time.

Collected every hour between 10:00am-12:00am for a typical weekday (Tuesday or Thursday) and Saturday. These surveys are unique to the Places for People method, mapping the activities that people undertake in open space when not walking, including: standing, sitting, lying down, playing, cultural activities such as busking, and commercial activities such as kiosk vendors. For the original seven sites, surveys have not being conducted to the precise same boundaries over time due to physical changes in the public environment. However, longitudinal comparisons were made in the 2015 study by adjusting the 2005 and 2013 data to the 1993 boundaries.

For the 2015 study, the number of survey sites was increased to 21 in order to gather baseline data for the western section of the Central City, and the growth areas of Southbank and Docklands (Fig. 51).

- 2015 Study: Pedestrian Counting Only (Surveyed 2013)
- 2015 Study: Pedestrian Counting + Stationary Activity Mapping (surveyed 2013)
- 2005 Study: Sites Added (surveyed 2004 and 2013)
- 1994 Study: Original Sites (surveyed 1993, 2004 and 2013)
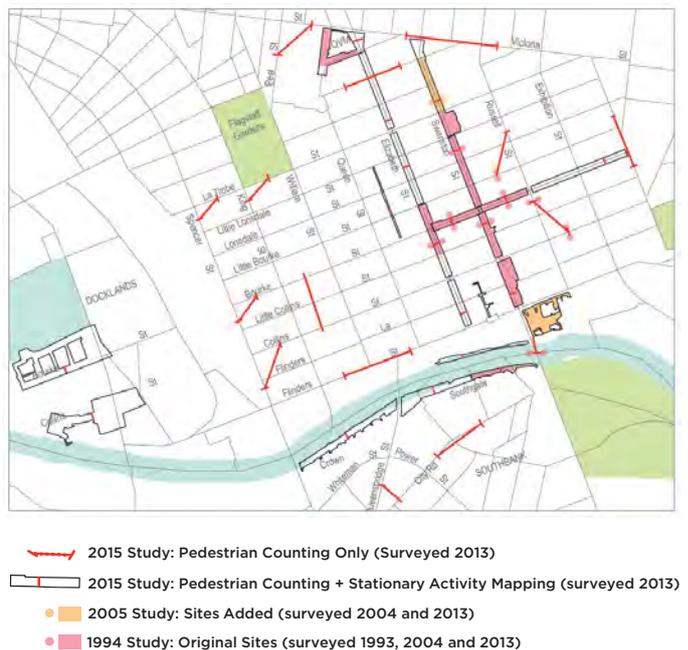
FIG. 51. The 2015 Public Life Survey Sites

[1] The pedestrian counting sites exactly match those from a pedestrian survey by CoM in 1979.

[3] Wednesdays are not used due to the QVM study site being shut.

The Research Limitations

- The pedestrian counts were difficult to accurately record on very wide and busy footpaths (e.g. Bourke Street Mall).

- The stationary activities surveys were vulnerable to some subjectivity between surveyors.

- Stationary activities surveys were difficult to conduct for complex and busy sites such as Federation Square and City Square. It is likely that some activity was not captured on such sites when particularly busy.

- The Places for People study boundaries have changed over time, and so longitudinal data is only available within the boundaries of the original 1993 survey sites and some 2005 sites.

- Stationary activities data was not collected for every hour in 1993, and no data was collected for the QVM site after 18:00. Therefore, the average per hour has been referred to rather than totals, which would require extrapolation.

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