

C O U N C I L R E P O R T

Agenda Item 6.2

31 March 2009

THE REDEVELOPMENT OF SWANSTON STREET

Division Office of the Chief Executive

Presenter Dr Kathy Alexander, Chief Executive Officer

Purpose

1. This report provides details of six options for the possible redevelopment of Swanston Street. It recommends that the six options be released for public comment.

Recommendation from Management

2. That Council:
 - 2.1. endorse the six options for the redevelopment of Swanston Street as detailed in this Report;
 - 2.2. endorse consulting with the community on the redevelopment options; and
 - 2.3. request that a report on the outcomes of the Community Engagement Program be presented to the July meeting of Council.

Background

3. Swanston Street is a major City thoroughfare and is known as Melbourne's civic spine. Its connection to the CBD's retail core at Collins, Bourke and Lonsdale Streets (including Queen Victoria Village) and the presence in the Street of landmarks such as St. Paul's Cathedral, RMIT, Melbourne University (further north), Federation Square, the State Library, Melbourne City Baths and the City Square will ensure the Street continues to be well utilised by pedestrians.
4. At the Council meeting of 16 December 2008, it was resolved:
 - 4.1. *that Council asks the Chief Executive Officer to prepare a report for the March meeting of Council, which explores the range of options for the future redevelopment of Swanston Street, from re-opening to further pedestrianisation: the report to include indicative costings and street layout proposals: and;*
 - 4.2. *following receipt of the report, consults with the community on the redevelopment options.*
5. In 1992, Swanston Street was closed to general traffic between Flinders Street and La Trobe Street. Footpaths were widened and trees were planted to create a more pedestrian friendly area. In 1999, following a review, the Street was re-opened to evening traffic. New lighting and traffic safety measures including reduced vehicle speed were introduced to complement the night time vehicle access. For further information about Swanston Street see *Attachment One*.

6. Speed is restricted to 30 km/h at all times and through traffic is prohibited along Swanston Street between 7am and 7pm. Trams, bicycles and taxis are allowed at all times while service vehicles are permitted before 10am. After 10am, service vehicles must have a permit.
7. In January and February 2009, a series of design meetings were held with stakeholders with an involvement in the future of Swanston Street. From these initial meetings, six options have been developed for the future use of the Street. The implementation of each option is technically possible.
8. The options detailed in this Report, are applicable to Swanston Street from Flinders Street to Franklin Street. A design drawing of each option is at *Attachment Two*. No detailed costings have been developed for any of the options. However, a very broad initial estimate indicates costs could range from \$3 million to \$20 million. These figures exclude any tram track works and cannot be made more accurate without full quantity surveyor input. The options have been broadly assessed relative to each other within the cost estimate boundaries from lowest to highest and this assessment is noted against each of the options below.
9. In summary the six options are:
 - 9.1. Design Option 1: Increased motor vehicle and bicycle access:
 - 9.1.1. decreased footpath width;
 - 9.1.2. dedicated vehicle lane in both directions 24 hours a day;
 - 9.1.3. dedicated bicycle lane in both directions 24 hours a day;
 - 9.1.4. moving service and delivery parking from kerbside to indented;
 - 9.1.5. taxi parking removed;
 - 9.1.6. tram access and movement will remain as is; and
 - 9.1.7. next lowest cost (approximately \$3-5 million).
 - 9.2. Design Option 2: Managed Service Delivery:
 - 9.2.1. moving service and delivery parking from kerbside to indented;
 - 9.2.2. shared bicycle lane in both directions during the day;
 - 9.2.3. shared private vehicle and taxi access in both directions during the night;
 - 9.2.4. taxi parking removed; and
 - 9.2.5. lowest cost (approximately \$3 million).
 - 9.3. Design Option 3: Increased pedestrian movement:
 - 9.3.1. increased footpath width;
 - 9.3.2. tram tracks relocated to kerbside;
 - 9.3.3. dedicated bicycle lane in both directions in the centre of the road;
 - 9.3.4. private vehicle and taxi access removed;
 - 9.3.5. indented parking for service and delivery vehicles;

- 9.3.6. raised platforms for tram boarding; and
 - 9.3.7. highest cost (approximately \$20 million + tramworks).
- 9.4. Design Option 4: Increased tram passenger and motor vehicle access:
- 9.4.1. increased footpath width to make raised platform tram stops at Franklin Street, Melbourne Central, Bourke Street and City Square (similar to Bourke Street tram stop with capacity for bicycles);
 - 9.4.2. dedicated bicycle lane in both directions incorporated into extended footpath;
 - 9.4.3. indented parking bays provided for service and delivery vehicles;
 - 9.4.4. taxi and private vehicle access limited to sections of the street between the tram stops; and
 - 9.4.5. medium cost (approximately \$5-10 million).
- 9.5. Design Option 5: Alternative option for increased tram passenger and motor vehicle access:
- 9.5.1. increased footpath width to make raised platform and two concentrated pedestrian zones at RMIT - Melbourne Central and Bourke Street Mall - Town Hall;
 - 9.5.2. shared bicycle lane in both directions incorporated into extended footpath;
 - 9.5.3. indented parking bays provided for service and delivery vehicles in vehicle access zones;
 - 9.5.4. taxi and private vehicle access limited to vehicle access zones; and
 - 9.5.5. medium cost (approximately \$10-15 million).
- 9.6. Design Option 6: Decreased motor vehicle access:
- 9.6.1. increased footpath width for length of street;
 - 9.6.2. raised platforms from Flinders Street to Franklin Street;
 - 9.6.3. dedicated bicycle lane in both directions incorporated into extended footpath;
 - 9.6.4. removes taxi and vehicle access at all times with the exception of service and delivery vehicles;
 - 9.6.5. out of hours service and delivery vehicle access for distribution; and
 - 9.6.6. medium to high cost (approximately \$15-20 million).
10. For the purposes of the Community Engagement Program a simple evaluation framework for the six options has been prepared. The framework is comprised of eight criteria, which will be used to assess the design options. The eight criteria are:
- 10.1. travel time (saving time);
 - 10.2. safety (increasing feelings of safety from crime);
 - 10.3. environment (better for the environment);

- 10.4. accident (reducing accidents involving road users);
 - 10.5. reputation (enhance Melbourne's reputation for liveability);
 - 10.6. services (better meet your needs);
 - 10.7. access (helping you to move about the street); and
 - 10.8. business (better for Melbourne's prosperity).
11. The criteria have been developed after initial advice from external consultants.

Key Issues

The Configuration and Management of Swanston Street

12. The existing Street configuration and management plan requires review. This is partly due to an increase in the amount of activity in the Street in the 10 years since the Street was closed to through traffic during the day. The main issues are:
- 12.1. conflict between the different mode uses. The two main conflicts are between cyclists and motorists/tour buses and trams and delivery vehicles/tour buses. These conflicts will ease when tour buses are relocated.
 - 12.2. pedestrian congestion. At peak times, the existing footpath areas struggle to manage the pedestrian loads. In particular the areas adjacent to Melbourne Central Station and to a lesser degree adjacent to Flinders Street Station and outside the RMIT buildings at La Trobe Street.
 - 12.3. reduced pedestrian access to trams. Despite the number of tram users, there are no platform stops along the southern end of the Street meaning that pedestrian access is weakened especially for people with physical disabilities.
 - 12.4. there is a sense that the different travel modes in the Street are not in harmony and in some ways compete against each other. This provides an impression that the Street is not being well managed.

Opportunities for Change that Relate to all Options

13. The following measures could be used to enhance each of the improvement options:

Freight Solutions

14. Better management of freight vehicles is important to the future of Swanston Street. This could involve a commitment to 'last kilometre' freight options as identified in the Department of Transport's Freight Futures Strategy and Future Melbourne. This would involve establishing loading points at either end of the Street where heavy vehicles can leave their deliveries (possible sites are the City Square carpark and Melbourne Central) leaving delivery into Swanston Street by smaller vehicles.
15. Altering freight arrangements will improve amenity and safety for pedestrians and cyclists and reduce greenhouse gas emissions by taking larger delivery vehicles out of the street. The logistics of last kilometre freight options and how they might work in the Street require further investigation. The ramifications of any changes to the way the Street is serviced need to be carefully thought out so that this important function takes place smoothly. Swanston Street could be used to trial this freight option.

Improved Amenity through Public Art

16. There are further opportunities to place public art in Swanston Street to enhance the look of the Street. For example, the sculpture at the corner of La Trobe Street draws attention to the role and place of the State Library of Victoria. Similar works could be placed at other parts of the Street. Artworks, in association with improved signage, could also be used to help represent the distinct precincts within the Street (eg. education precinct, retail precinct, civic precinct).

Service Constraints that Relate to all Options

17. For the purposes of this report, capacity for innovation in Swanston Street has been limited by:
 - 17.1. the avenue of plane trees along the street and their root systems which limit the extent of potential footpath narrowing;
 - 17.2. stormwater capacity within the Street;
 - 17.3. the considerable cost and practical difficulties of removing, undergrounding or elevating the tram tracks; and
 - 17.4. the overhead catenary lines that power the trams (although there are examples overseas of ground level power supply systems).

Managing Swanston Street at Night

18. The implementation of options three and six would see private vehicles including taxis removed from the street at night and, in the case of options four and five, from part of the street. This may lead to a weakening of passive surveillance and possibly more crime. However the numbers of pedestrians has grown a lot since the street was first re-opened to night traffic in 1999. Passive surveillance is therefore likely to be higher. The evening profile of Swanston Street has also changed. Restaurant numbers have grown considerably particularly at the Lonsdale/La Trobe Street end of the street.

Managing Displacement

19. If changes are made to the management or structure of Swanston Street, it will have a flow-on effect in other CBD streets, especially Russell Street and the main intersecting east/west streets. The return of private vehicles to Swanston Street during the day could reduce vehicle traffic in nearby streets and increased pedestrianisation could displace traffic on to other streets. If changes are made to Swanston Street, nearby streets will need to be carefully monitored.

Relation to Council Policy

20. Future Melbourne emphasises the need for 'smart city driving'. This includes eliminating pedestrian and cyclist death and serious trauma by collisions and making motoring compatible with these vulnerable road users.

Consultation

21. The Council engages with the community for a range of reasons including, but not limited to, helping to understand community needs, gaining public feedback about a range of options and assisting it in its decision making. For the Swanston Street Redevelopment, a major Community Engagement Program is planned to assess and evaluate public and private sector opinion.
22. Representatives of major stakeholders such as RMIT, Grocon, State Government Departments, RACV, Bicycle Victoria and the Retail Traders Association (Vic) attended some or all of the design meetings.

23. Building upon this initial consultation, the Administration has identified three levels of community engagement: informing, consulting and active participation. This spectrum of engagement is based upon the relationship between Council and the community and the level of influence individuals and groups can have on the decision being made. Consultation with the community will be to seek feedback on the six design options and to rank what the community value against a set of criteria.
24. An extensive review of stakeholders has been conducted and the following groups have been identified:
 - 24.1. Arts Precinct;
 - 24.2. Business (General);
 - 24.3. Business in Swanston Street and Surrounding Grid;
 - 24.4. Council employees;
 - 24.5. Culturally and Linguistically Diverse (CALD) groups;
 - 24.6. Government Departments;
 - 24.7. Library networks;
 - 24.8. Outreach Services for Swanston Street;
 - 24.9. Residents in Swanston Street and the surrounding Grid;
 - 24.10. Residents in General, Students, Workers and Visitors; and
 - 24.11. Transport and Enforcement agencies and personnel.
25. It is proposed that the Community Engagement Program commences on 1 April 2009 and concludes on 8 May 2009. During that time a comprehensive marketing campaign will be conducted to reach all stakeholders groups. The campaign will be comprised of:
 - 25.1. a Swanston Street Kit wherein stakeholders can obtain information on the background of Swanston Street, the design options, where to find more information and how to inform us of your preferred option and what you value most in the Street;
 - 25.2. static boards located in key locations along Swanston Street;
 - 25.3. a dedicated Hotline, Website and E-village;
 - 25.4. media placements; and
 - 25.5. targeted information sessions.

Government Relations

26. The Department of Transport, Yarra Trams and the VicRoads were represented in the design workshops. Government will be further consulted once Council has determined to release the design options.

Finance

27. The costs incurred in undertaking this work so far have been:
- 27.1. \$15,000. Consultancies to facilitate design options workshops and Design Branch staffing costs; and
 - 27.2. \$32,000. Consultancy to design evaluative framework and undertake preliminary analysis.
28. The cost associated with the implementation of a Community Engagement Program and further analysis of the stakeholder input will be \$60,000. This amount will be met through the existing budget.

Legal

29. No direct legal issues arise from the recommendation from management.
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Attachments:

- 1. Swanton Street – A Snapshot
- 2. The Concept Drawings

SWANSTON STREET – A SNAPSHOT

This section presents Swanston Street's development history and highlights the Street's key roles and functions. Issues surrounding Swanston Street's existing operation are identified and lessons from elsewhere regarding street opening/ closure are also discussed.

Brief History

Swanston Street became Melbourne's commercial hub with the opening of Princes Bridge in 1851 and the subsequent link to St Kilda Road.

During the 1850's and 1880's it became the busiest street in Melbourne as a result of boom times and gold rushes. Some of Melbourne's most historic buildings were founded during this period, including the Town Hall, the State Library, the Museum of Victoria, St Paul's Cathedral and the former Queen Victoria Hospital.

In 1991 the City of Melbourne made a landmark decision to close Swanston Street to vehicle traffic. Prior to its redevelopment in 1992, Swanston Street was considered the main north-south transport corridor through the Central Business District (CBD), with 70% of vehicles using the street as a means to travel to areas outside of the CBD.

In **1992** Swanston Street was closed to through traffic and its pedestrian and bicycle space upgraded, with the widening of footpaths, provision of bicycle lanes, new street furniture, clearer signage, tree planting and installation of artworks. The objectives of these works were to:

- *“Give priority to pedestrians;*
- *Improve the environmental quality of the City, through a reduction in through traffic and pollution and amenity enhancements such as tree planting;*
- *Improve public transport linkages between key retail, entertainment and civic precincts;*
- *Improve vehicle circulation within and around the City's centre; and*
- *Reinforce Swanston Street as a civic spine” (Melbourne City Council, 1997).*

The result of closure to general traffic was a more vibrant and active streetscape during the day, which significantly improved the street experience for pedestrians and public transport users. At night however, Swanston Street was empty. In **1999**, as a response to this, Swanston Street was reopened to general traffic in the evening (between 7pm and 7am) and various safety measures were also introduced in order to activate the street at night. Such measures included increased lighting, signage and traffic management regulations.

More recent developments to Swanston Street include the new forecourt to the State Library, Federation Square, the redevelopment of Melbourne Central, the completion of the Queen Victoria Village and other upgraded shop premises throughout the precinct. All such developments have contributed to the increased popularity and success of Swanston Street, and greater rates of pedestrian visitation at night.

Map



Access and Usage Controls

- Vehicle speeds on Swanston Street are restricted to 30 km/h at all times.
- Through traffic cannot enter Swanston Street between 7am and 7pm, although service vehicles are allowed at all times. Roller blades and skateboards are also prohibited from the precinct from 7am to 7pm.
- U-turns are not permitted at any time. Right turns are nearly all prohibited with two exceptions at Lt. Lonsdale Street from the south approach and Flinders Lane from the north approach.
- Trams are top of the road hierarchy of Swanston Street, with two single tram lines operating in the northbound and southbound direction. Vehicles must share the road space with the trams. There are no bicycle lanes on Swanston Street.

Key Roles & Precincts

Swanston Street is the single most important pedestrian and public transport route into the Melbourne Central Business District (CBD). The street has evolved as a series of inter-linked functional sub-areas. It also has a number of key roles.

Roles:

- Swanston Street is a major pedestrian gateway entry space to the CBD and retail core;
- It serves as Melbourne's civic spine, and is one of the primary ceremonial routes;
- It is the focus of major events and city festivals;
- It is the axis linking the CBD to the Yarra River, Southbank, the Parklands and the Shrine.
- It is an important component of the Melbourne tramway system.

Precincts:

- Civic and institutional area from Little Collins Street to Federation Square (east side of Swanston Street);
- An area of transition (the east side of Swanston Street, Little Collins to areas north of Bourke Street);
- A secondary services area between Bourke and Lonsdale Street;
- The University precinct extends north from Lonsdale Street and encompasses RMIT University Campus and the State Library. This precinct has influenced patterns of activity on the western side of Swanston Street.
- The Chinatown precinct has influenced activity patterns at the intersection of Little Bourke and Swanston Streets.

Usage Patterns

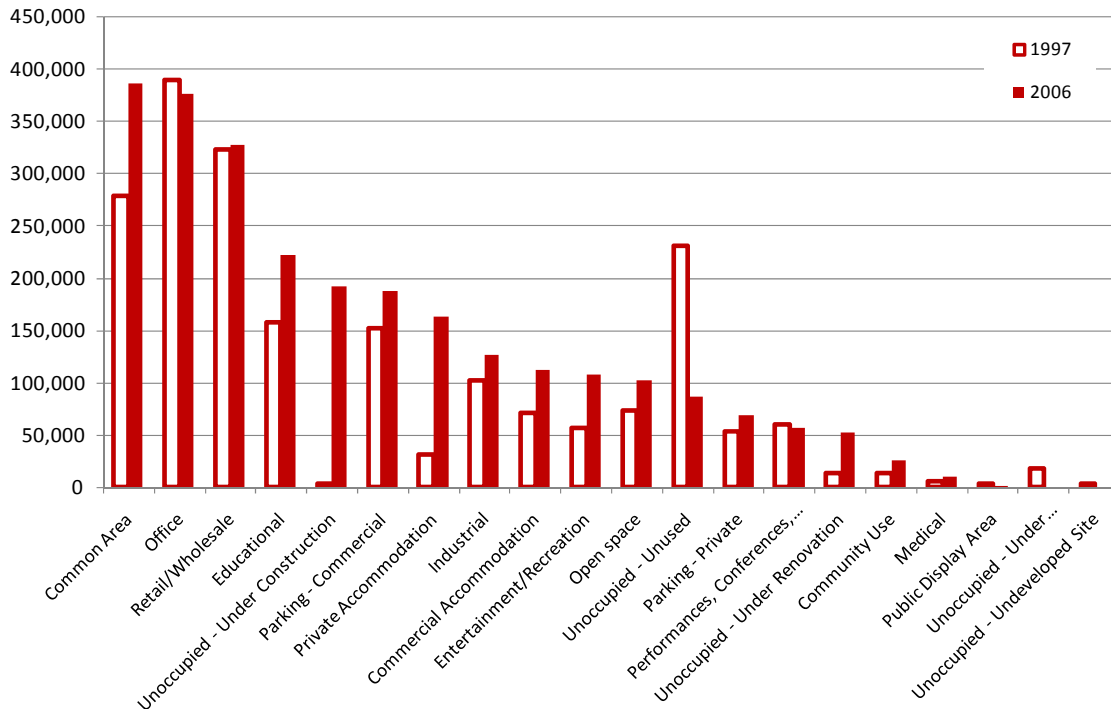
Land Use

Floorspace

Figure 1 displays the floor space trends in terms of land use in Swanston Street over the 1997 to 2006 period. It is clear from the figure that, apart from the common areas provided in buildings, the dominant floorspace types are office and retail, with education also playing a leading role. Commercial parking and private accommodation are also significant.

Data from the ABS Census highlights that number of residents in the Swanston Street precinct has increased from 2,160 in 2001 to just over 3,500 in 2006. The figures for the Melbourne CBD grid follow a similar pattern, i.e. 6,500 and 12,700 respectively.

Figure 1 Swanston Street Floorspace Use 1997 & 2006



Source: CLUE

Establishments

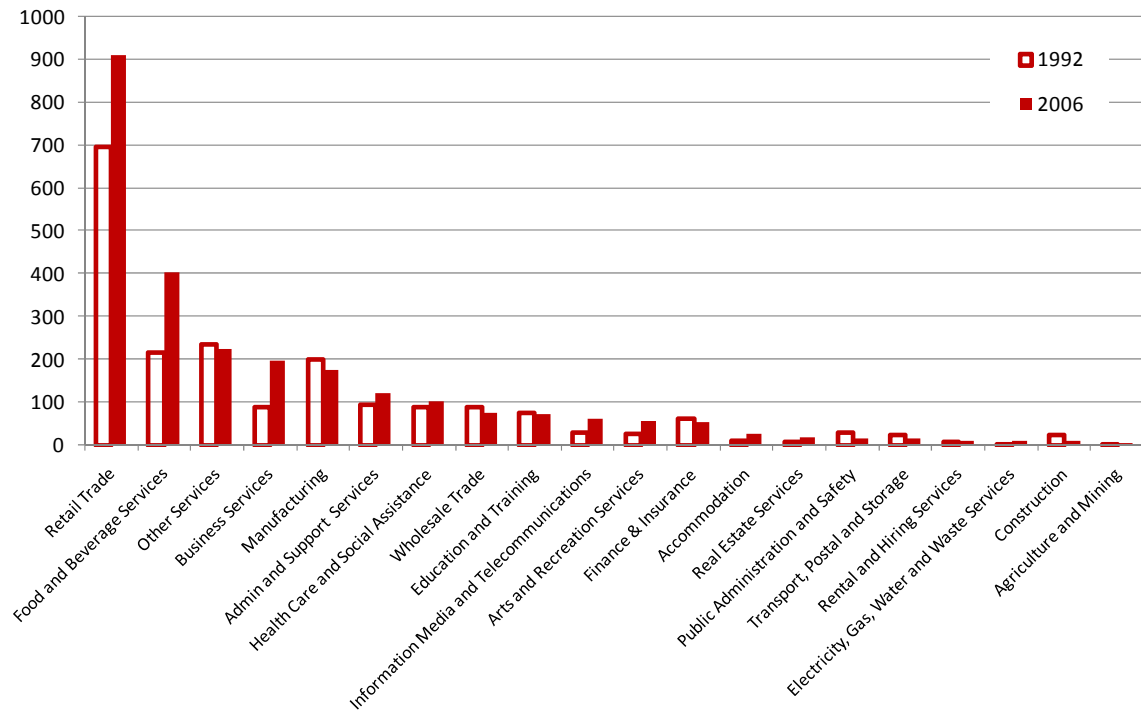
Figure 2 highlights that retail trade is the predominant establish type on Swanston Street currently. Moreover, since 1992 the growth in establishments has been completely dominated by retail and food and beverage service establishments, reinforcing the earlier assertions about the revitalisation of Swanston Street that has occurred since its closure to private vehicular traffic.

Employment

Again retail is the stand out from an employment perspective, as evidenced in Figure 3. Other significant job categories hosted in Swanston Street include business services, education and training and food and beverage services. Information media and telecommunications, finance and insurance and public administration also contribute significantly.

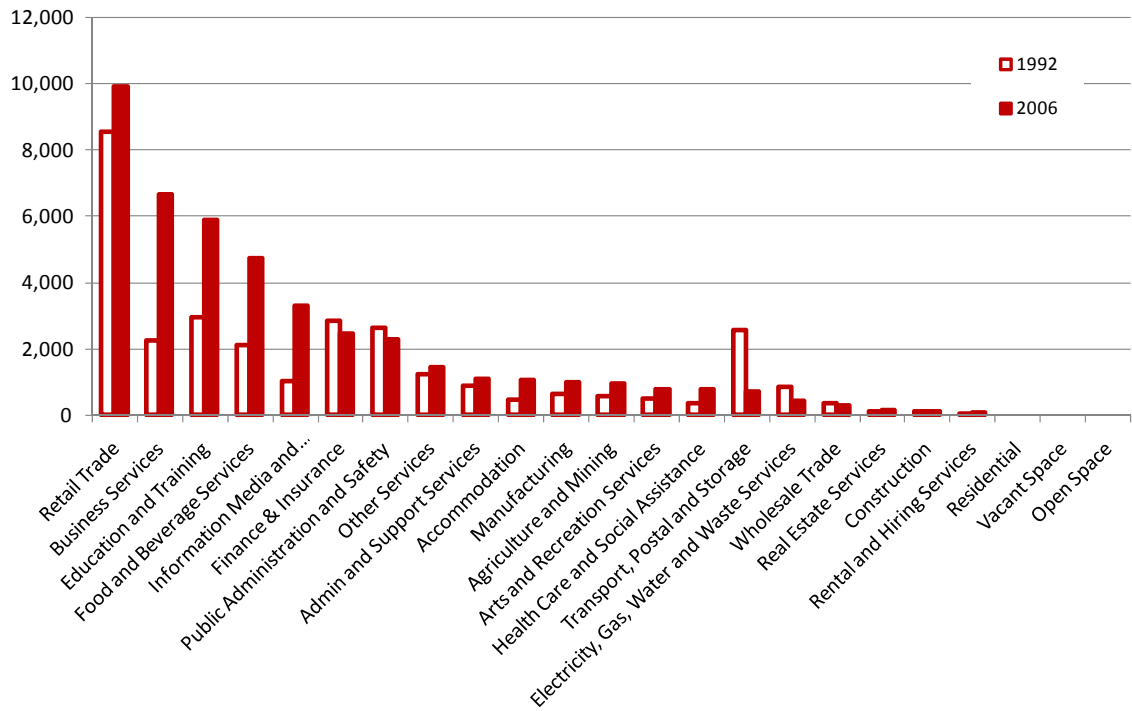
Employment growth in Swanston Street since 1992 has been concentrated in these sectors as well, with finance and insurance and public administration the notable exclusions to this trend.

Figure 2 Swanston Street Establishment Type 1992 & 2006



Source: CLUE

Figure 3 Swanston Street Employment Type 1992 & 2006



Source: CLUE

Street Activity

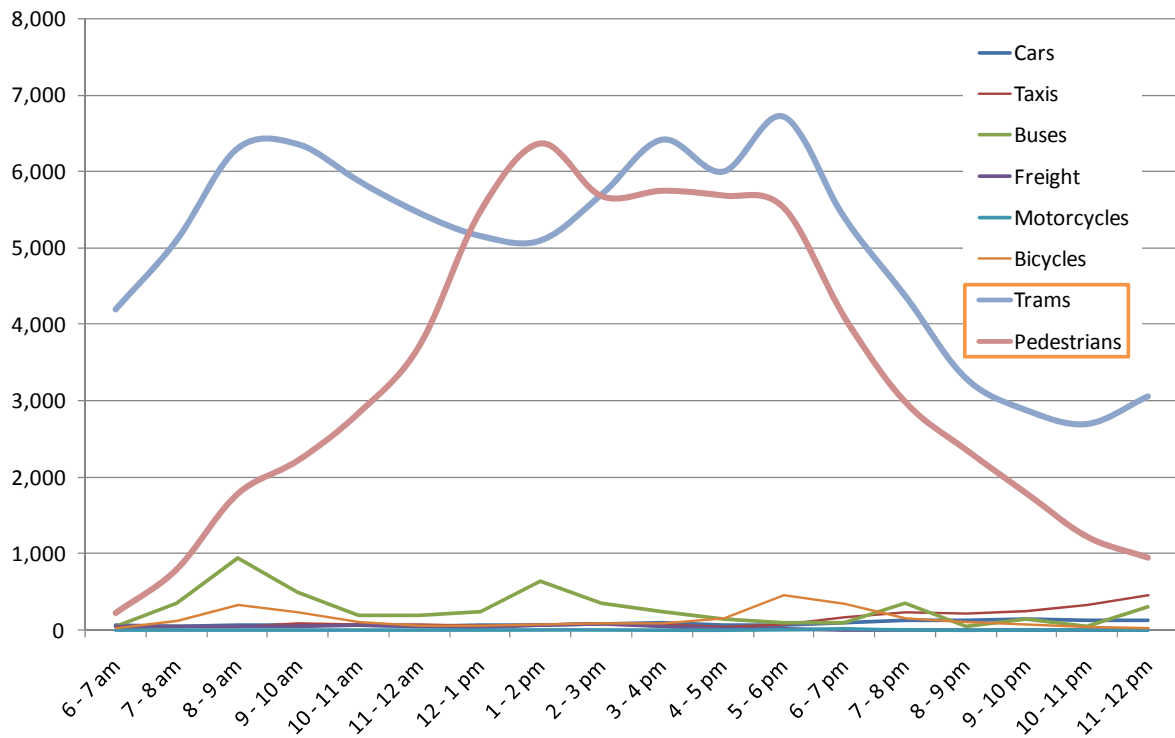
Passenger Volumes

Figure 4 illustrates the volume of traffic on Swanston Street on a typical weekday in terms of person numbers. That is, the tram, bus and other motorised vehicle numbers refer to passenger numbers. Naturally pedestrian and bicycle numbers represent persons travelling by these respective modes.

From Figure 4, it is clear that the volume of people movement is completely skewed towards pedestrians and tram patrons. Other vehicle occupants are insignificant in comparison.

Insights from Yarra Trams reinforce this notion. Yarra Trams highlight that Swanston Street is the busiest tram thoroughfare in the world, with approximately 1,600 tram trips per day along the Street. In fact the 9 tram routes that use the Street account for about one third of all of Melbourne’s tram passengers.

Figure 4 Swanston Street Weekday Vehicle Occupants by Mode



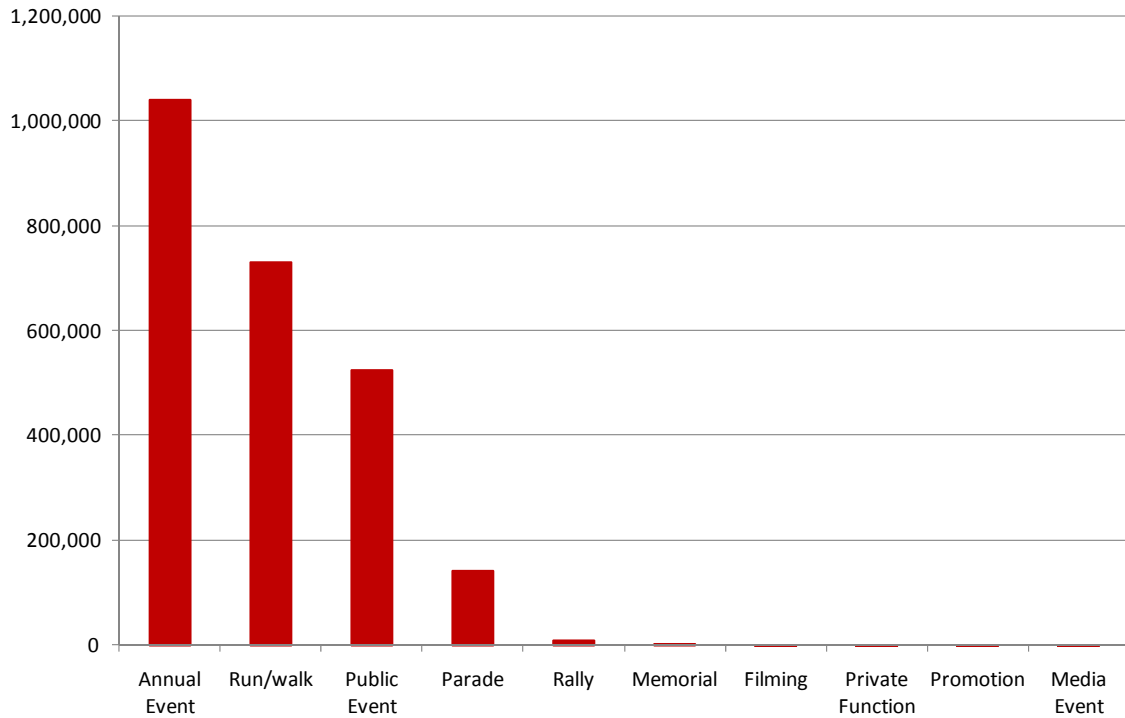
Source: Derived from Maunsell AECOM (2008).

Importantly, while the numbers used to construct Figure 4 vary slightly depending on where the actual traffic counts are taken on Swanston Street, the trend across the northern, central and southern areas of the Street is highly similar.

Events

Melbourne is known as a city of events and the annual attendance of events in Swanston Street highlights the Street’s role within this context. More than 1 million people attend annual events in Swanston Street and close to a million attend organised runs/ walks and parades. Over half a million attend other public events.

Figure 5 Annual Attendance by Event type in Swanston Street



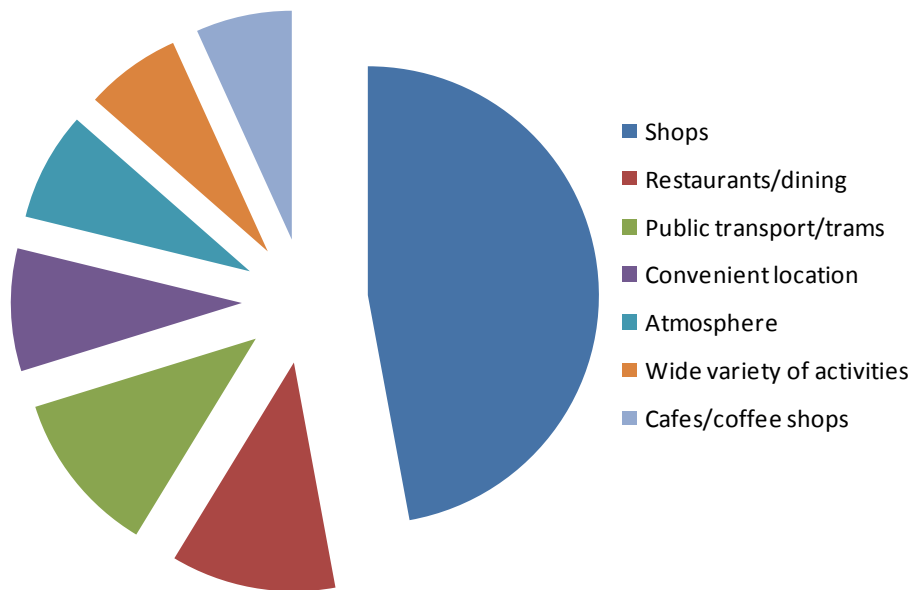
Source: City of Melbourne

Tourism

Visitor numbers for Swanston Street are elusive due to the data collection methods of tourism stakeholders. However, it is clear that the number is large given the Street’s recognised role as a tourist navigation point that the popularity of the Street in terms of:

- Shopping particularly; and to a lesser extent
- As a restaurant and dining locale and as a transport hub (Figure 6).

Figure 6 Main Reason for Visiting Swanston Street



Source: City of Melbourne

Recent Experience with Swanston Street

In October 1997, the Swanston Street Review¹ was undertaken to determine whether the original objectives of the 1992 closure to traffic had been achieved. As mentioned earlier, these objectives included:

- “Give priority to pedestrians;
- Improve the environmental quality of the City, through a reduction in through traffic and pollution and amenity enhancements such as tree planting;
- Improve public transport linkages between key retail, entertainment and civic precincts;
- Improve vehicle circulation within and around the City’s centre; and
- Reinforce Swanston Street as a civic spine” (Melbourne City Council, 1997).

The Review found that some progress has been made to meet these objectives. Significantly, the closure led to **an increase in pedestrian and bicycle volumes** and a **notable improvement in tram travel times** during both peak and off peak periods. A **reduction in accidents** was also noted with 50% less vehicle accidents (from 82 accidents between 1989 and 1991 down to 41 accidents between 1993 and 1995). Similarly, pedestrian accidents fell by 40% over the same period. The Victorian Police cited a reduction in crime within the CBD since the closure of Swanston Street, however it was also noted that a new police station opened in Swanston Street in March 1997.

¹ Melbourne City Council (MCC), Swanston Street Review, October 1997.

Retail performance results are unclear. Discussion groups with traders and owners highlighted that participants believed the Street's closure had a negative impact on retail turnover. However, the Review also found that, based on rental levels in Swanston Street, the closure had a neutral impact on trading performance.

In terms of the tenancy mix, there has been ***an increase in restaurant and speciality tenancies.*** It is believed that this is a result of the redevelopment (notably footpath widening) together with variations to local laws and a more general trend toward this form of activity. In terms of occupancy rates, Swanston Street has had ***a higher occupancy rate*** since its closure in comparison to other parts of the CBD.

As Swanston Street stands today, it is considered by various stakeholders that its functioning could be improved. Key concerns include:

- ***A lack of activity at night,*** compromising Street safety;
- The current ***retail mix,*** characterised by lower-end retailing including souvenir shops; and
- The design of the ***road system,*** which fails to adequately define carriageways for the different modes of travel.

Lessons Learnt Elsewhere

Copenhagen began pedestrianising its central city streets over 40 years ago. Gehl and Gemzoe² demonstrate that the pedestrianisation of streets in Copenhagen has turned a once empty car-base business city into a lively, mixed use city. Their research shows a one to one relationship between the area of pedestrianised space in the city and the increase in ***city centre users:***

“From 1968 to 1995 the number of people who spent time in the public space of the city centre increased three and a half times. Over the same period, the total area of car-free streets and squares increase three and a half times”³

Other key impacts experienced in pedestrianised areas revolve around ***crime levels, accident rates, social interaction and retail performance.***

- Some case studies have shown that pedestrianised areas offer ‘an eyes on the street’ surveillance, as Jane Jacobs described it. For example, in London’s financial district car restrictions, coupled with the introduction of security cameras, produced a 50% reduction in crime. This was attributable to some crimes being far less viable without a motorised vehicle.⁴ On the other hand, other case studies (e.g. Church Street Parramatta) suggest that the re-introduction of cars, can activate night-time uses and therefore increase safety.
- The risk of accidents is significantly reduced when motorised vehicles are removed from an area or where the separation of transport modes is improved. In Norway, an 82%

² Gehl, J and Gemzoe, L, *What the Pedestrian Wants*, April 2006.

³ Ibid.

⁴ Wright, L, *Car-Free Development*, September 2005.

reduction in accidents occurred when streets were converted from two way traffic to pedestrian streets.

- Research has shown that social interaction on the streets is heavily determined by traffic levels. A study examining the social interaction on streets with different traffic levels found that on streets with heavy traffic (more than 16,000 vehicles per day) there were three times fewer social interactions than on streets with light traffic (2,000 vehicles per day).⁵
- Retailing is a common beneficiary of pedestrianisation schemes. Wright⁶ points out that this is usually driven by an increase in foot traffic in pedestrian areas, but also acknowledges that results are often closely tied to the quality of the project. Table 1 summarises findings from studies analysing impacts on shop sales and property values in pedestrian areas. It shows that retailers often benefit from increased turnovers.

Importantly, the history of street pedestrianisation is not one of universal success. Some pedestrianised malls, particularly in the United States and some in Australia, have been reopened to motorised vehicles in the hope of increasing patronage.

In 2007, part of the Church Street Mall in Parramatta was re-opened to one lane of slow traffic after 20 years as a pedestrian mall. According to the Parramatta City Council, the Mall did not trade strongly during the day and the evening darkness created significant security/safety issues. As a result, one block of the Mall has been re-opened to one lane of slow traffic. Other key design elements to increase vitality include tree planting, installation of public art and seating areas. Council is also working closely with property owners to improve the facade of private buildings.

Since the reopening of the Church Street Mall, the benefits have included a decrease in vacant sites and an increase in safety, as discount shops are being replaced with restaurants, fashion outlets and nightclubs, supporting an afterhours economy.⁷

⁵ Ibid.

⁶ Ibid.

⁷ Parramatta City Council (PCC), *Revitalisation of the Church Street Mall*, Planning Report, October 2005.

Table 1 Summary of Economic Impact Studies of Pedestrianised Areas

Study	Years of Study	Location	Survey Size	Results
Deutscher Industrieund Handelstag (1979)	Various	233 local authorities in Germany	Businesses in 331 pedestrianised areas	Turnover % of firms with turnover increases inside of area: 83% % of firms with turnover increases outside of area: 24%
Transport and Environment Studies (1987)	1987	London (UK)	Retailers on Neal Street, Covent Garden	Turnover 60% of respondents claimed higher turnovers
Edward Erdman Research (1989)	1987-1988	14 UK towns	Various street sections	Increase in rental prices (in prime shopping sites) Vehicle street: 19.7% Pedestrianised street: 42.5%
DoE and The Association of Town Centre Management (1997)	1996	Coventry (UK)	Sample of retailers in town centre	Increase in sales levels 40% Increase in foot traffic 25%
Local Government Commission (2001)	1997	Lodi (US)	Survey of pedestrian improvement area	Increase in new business 60 new businesses Decrease in vacancy rates From 18% to 6% Increase in sales tax revenues 30%
Local Government Commission (2001)	1998	West Palm Beach (US)	Survey of pedestrian improvement area	Increase in property values 1993: US\$10-US\$40 per sq. foot 1998: US\$50-US\$100 per sq. foot

Source: Adapted from Wright, 2005

Traffic and Transport

The Swanston Street carriageway is approximately 13.4 metres wide comprising two lanes in each direction. Trams run along the two inside lanes and these lanes are shared with vehicles and bicycles. Restricted parking for service vehicles, taxis and police vehicles are provided on the outside lanes on both sides of the road.

The overall footpath width is 8.4m. Where there is footpath activity (eg. outdoor cafes) the pavement is approximately 3m wide. The wider pavements are designed to accommodate the large volume of pedestrians.

The number of people living, working and visiting the CBD is projected to continue to expand⁸. See Table One below for a movement profile outlining the number of vehicles and people currently using Swanston Street. It is a snapshot of travel activity taken at different parts of the street and not a count of all travel from one end of the street to the other.

⁸ By 2020, the municipality of Melbourne's population could reach 140,000 people with more than 1,000,000 people expected to visit the city daily including around 250,000 national and international visitors. (City of Melbourne, 2008)

Daily Traffic Activity	quantity	people	proportion
Pedestrians	46,051	46,051	30.7%
Cyclists	2,587	2,587	1.7%
Trams	1,500	91,000	60.6%
Cars	806	1,048	0.7%
Taxis	1,645	2,140	1.4%
Motorcycles	39	39	0.0%
Vans and trucks	618	618	0.4%
Buses	135	6,750	4.5%
	53,381	150,233	

- Traffic Data from Maunsell Nov 2008 Traffic Survey, Bourke St – Lt Collins Block – 6am to midnight
- Pedestrian Data from City Research Dec 2008, daily 24 hour average, Lonsdale St – Lt Lonsdale St Block
- Bus occupancy assumed at 50 people, car 1.3, taxi 1.3.
- Tram Patronage from Department of Transport.

An estimated 2 million people per year attend major events including Melbourne Cup and ANZAC day parades.

There has been a reduction in crashes within Swanston Street since pre-1991 when private vehicles had full street access. See Table Twzo below.

Period	No
1987-1991	299
1997-2001	113

Table Two – Swanston Street Casualty Accidents since 198

Nine tram routes run along the street, providing the highest frequency of trams in Melbourne at approximately one per minute. There are approximately 1,600 tram trips per day along the street. One third of all of Melbourne’s tram passengers use Swanston Street.

On 1 April 2009, all tourist buses will be relocated to Flinders Street. Pickup/set down buses including the Sky Bus airport shuttle operate in Swanston Street.

The State Government’s Eddington Report recommended the establishment of a new metropolitan rail tunnel. The first stage of this work scheduled for commencement by 2013 would see a new rail link from Footscray heading south under Swanston St and St Kilda Rd to the Domain. With stops at Melbourne Central and Flinders Street, it will provide an interchange point to access new stations at Parkville and St Kilda Road. This will help to relieve pressure on trams in Swanston Street and St Kilda Road. The result of the new train lines is likely to be a lift in patronage.

Business and Retail

In the Swanston Precinct⁹, retail trade is the predominant industry. In 2008 there were 10,218 buildings used for retail trade compared with on 8,526 in 1992. This usage is likely to be consolidated in the future. RMIT has recently announced plans to build

⁹ Swanston Precinct comprises 10 blocks from Flinders Street to Franklin Street with Swanston Street along the spine and bordered by Elizabeth Street to the west and Russell Street to the east.

on the old CUB site in Swanston Street. This will increase the retail footprint and also the amount of residents in the Street.¹⁰

There are many variables that determine the economic performance of Swanston Street. In 2008, the land value, capital value and rental value of properties in Swanston Street were the highest of all the main streets the CBD. It has sustained this ranking since 1990 against like CBD streets. In 1990, before the Street was partially closed to vehicular traffic, Swanston Street held only the fourth highest rental values¹¹.

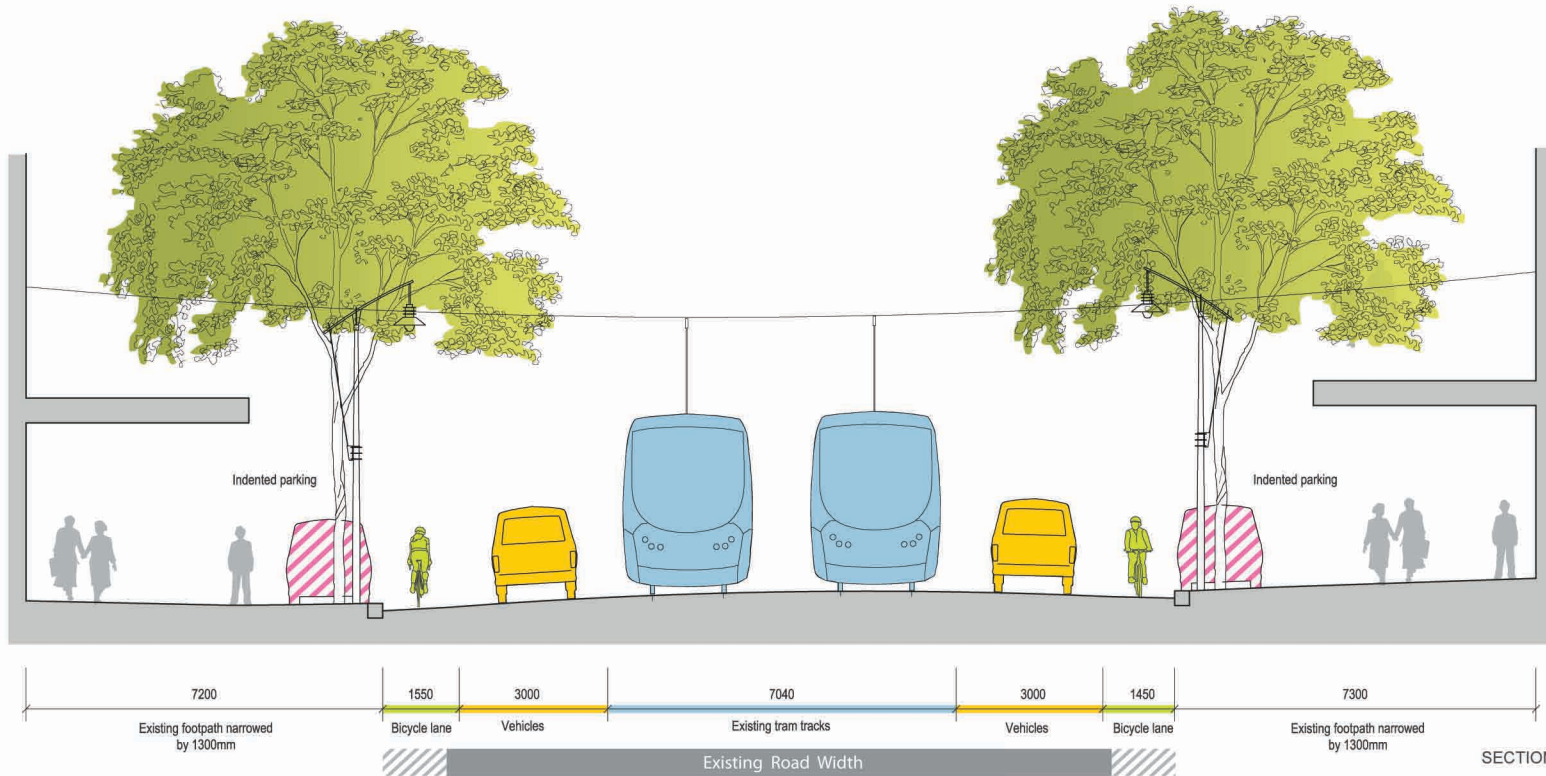
¹⁰ The Minister for Planning has approved the redevelopment of the former Carlton and United Brewery (CUB) site bounded by Victoria, Swanston, Queensberry and Bouverie Streets in Carlton for mixed use including 6 new highrise buildings.

¹¹ This is compared to Bourke, Collins, Elizabeth, King, La Trobe, Lonsdale, Queen, Russell, William Streets and Flinders Lane. City of Melbourne, 2008 Property Services Branch.

FOCUS: Increased motor vehicle and bicycle access

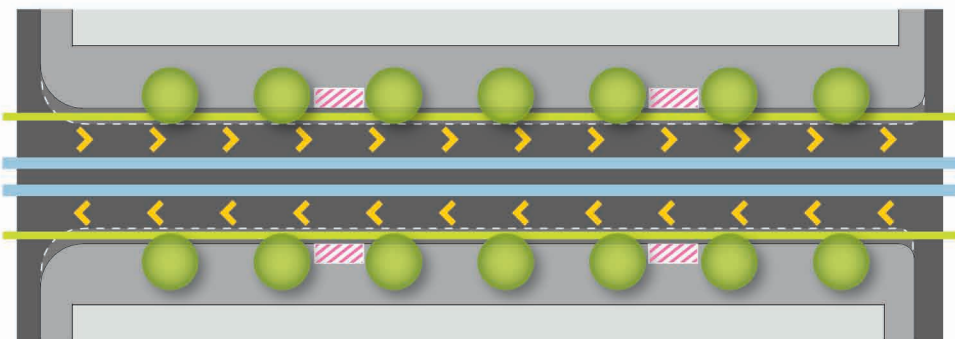
Design Option **1**

Attachment 2
Agenda Item 6.2
Council
31 March 2009

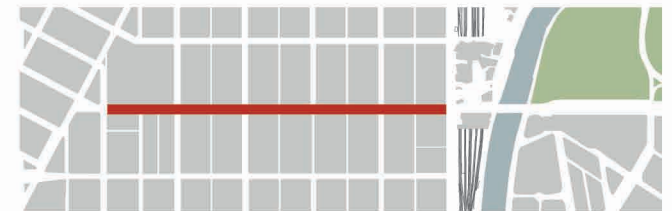
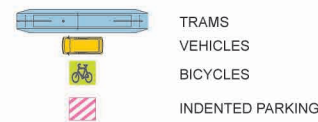


DESCRIPTION

-  Decreased footpath width
-  Dedicated vehicle lane in both directions 24 hours a day
-  Dedicated bicycle lane in both directions 24 hours a day
-  Moving service and delivery parking from kerbside to indented.
-  Tram access and movement will remain as is
- Taxi parking removed
- Next to lowest cost: (approximately \$3 - 5M)



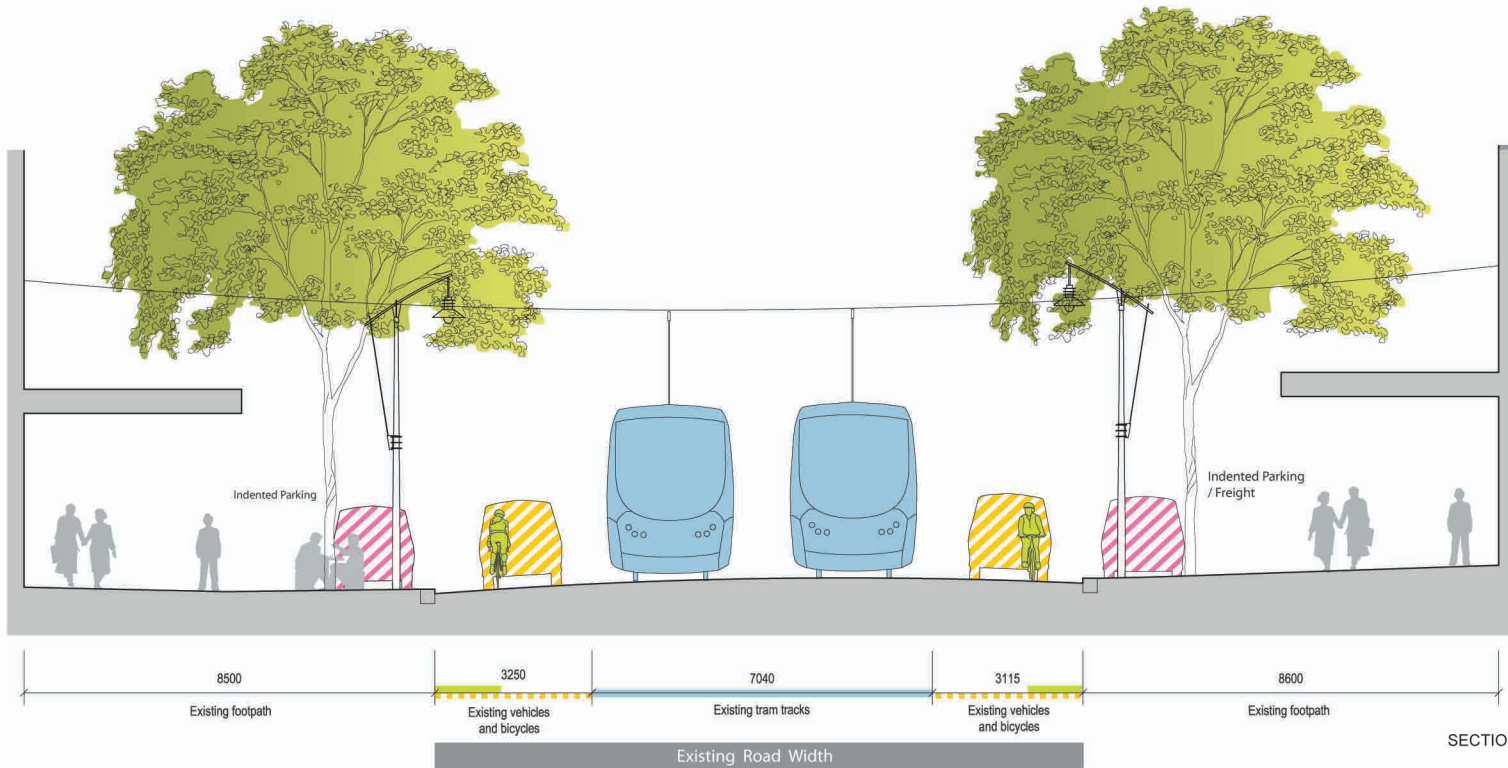
BLOCK PLAN




LOCATION PLAN

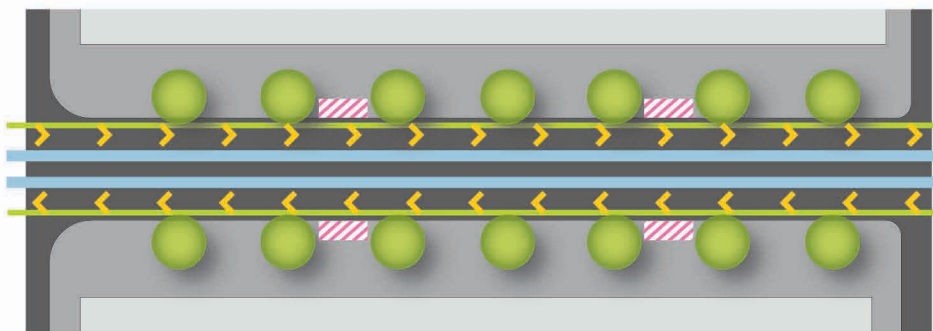
FOCUS: *Managed service delivery*

Design Option 2

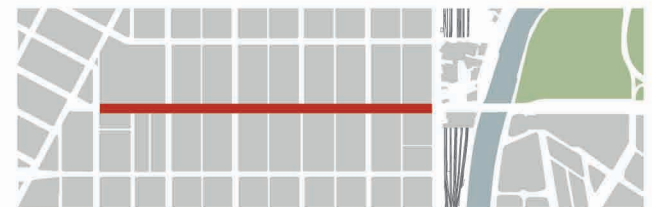


DESCRIPTION

-  Moving service and delivery parking from kerbside to indented.
-  Shared bicycle lane in both directions during the day.
-  Shared private vehicle and taxi access in both directions during the night.
- Taxi parking removed
- Lowest Cost: (approximately \$3M)



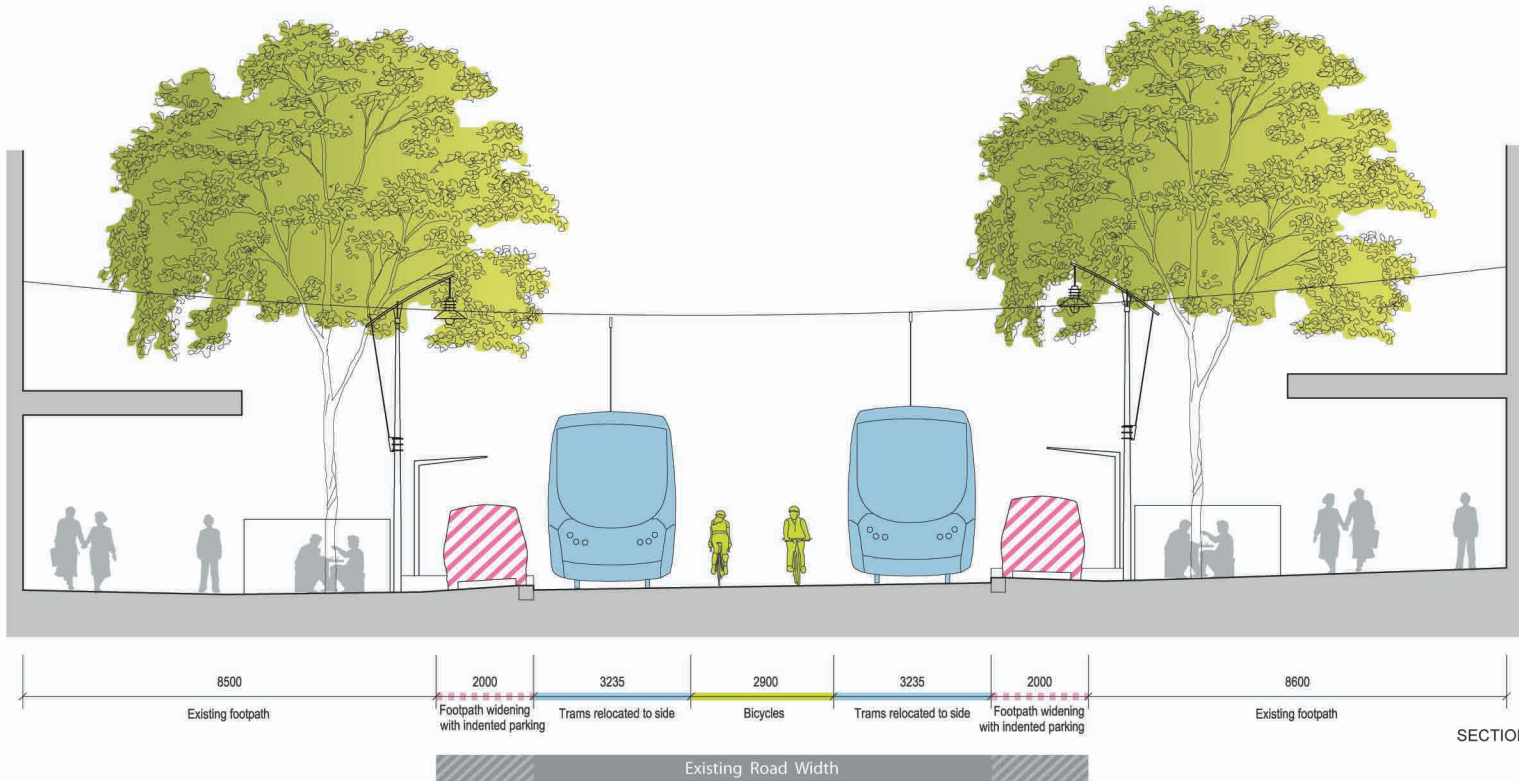
BLOCK PLAN



LOCATION PLAN

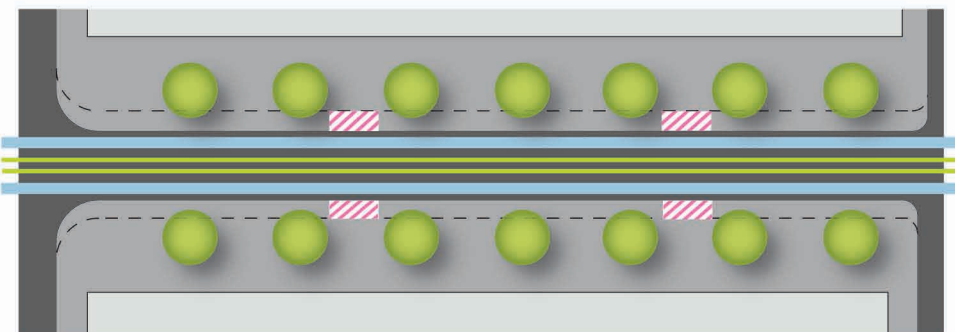
FOCUS: *Increased pedestrian movement*




Design Option **3**

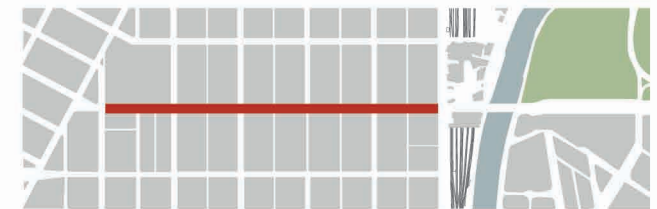


DESCRIPTION

-  Increased footpath width
-  Tram tracks relocated to kerbside
-  Dedicated bicycle lane in both directions in the centre of the road
-  Indented parking for service and delivery vehicles
- Private vehicle and taxi access removed
- Raised platforms for tram boarding
- Highest cost : (approximately \$20M + Tramworks)

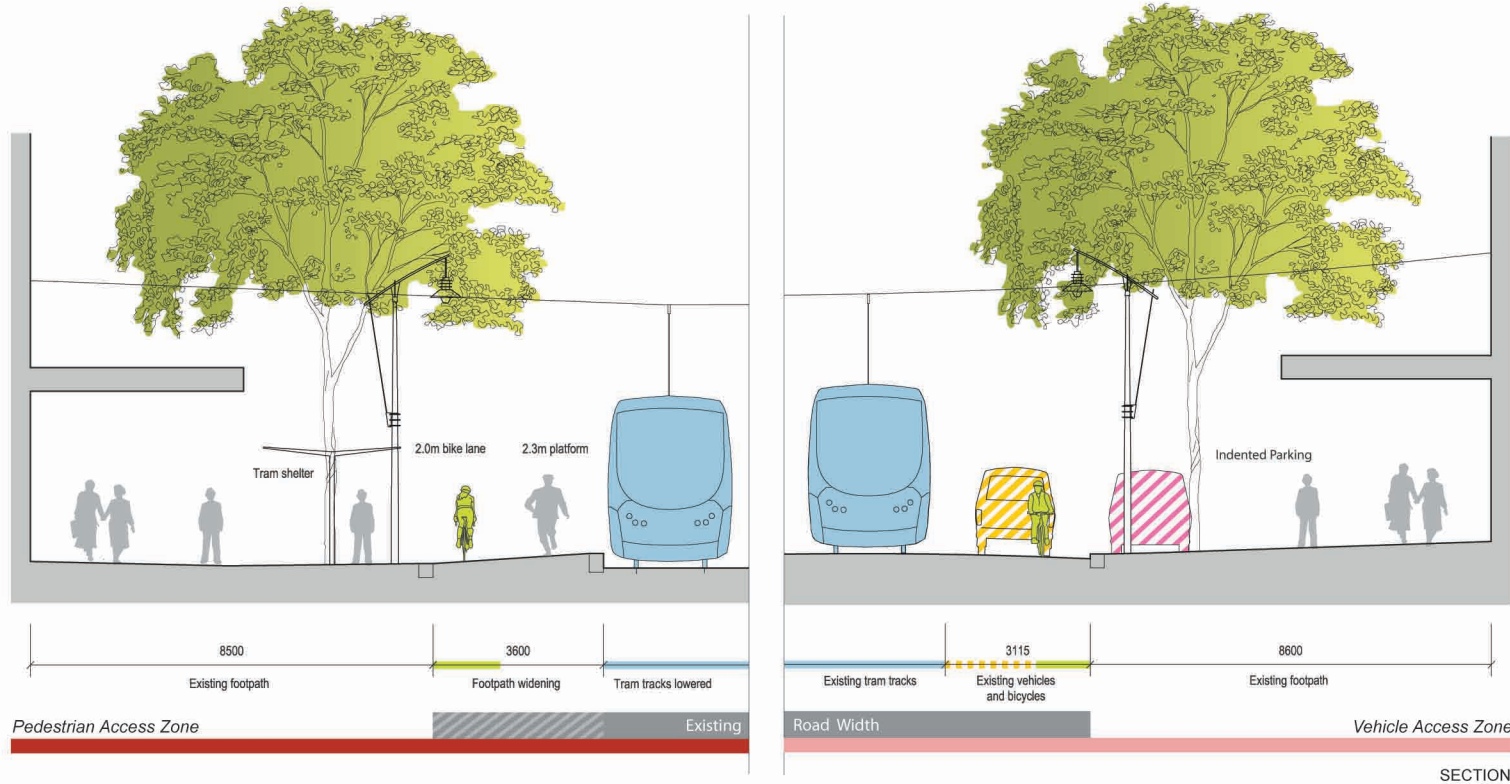


-  BICYCLES
-  TRAMS
-  INDENTED PARKING FOR SERVICE / EMERGENCY VEHICLES



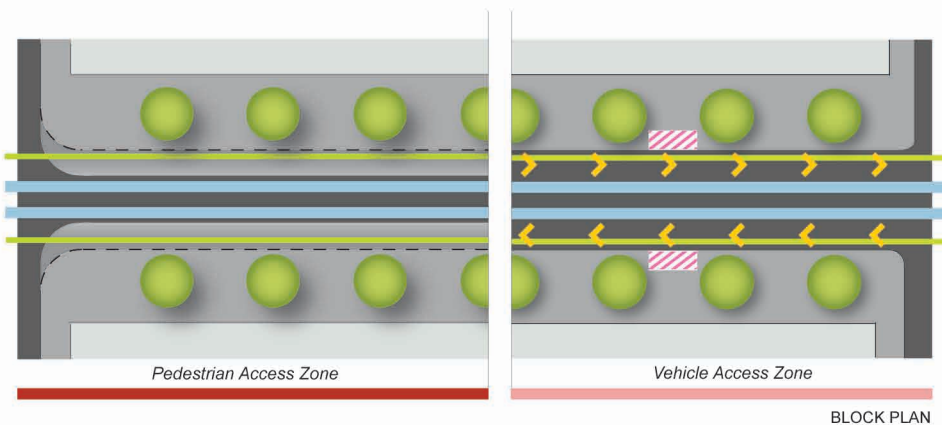
FOCUS: *Increased tram passenger and motor vehicle access*

Design Option 4

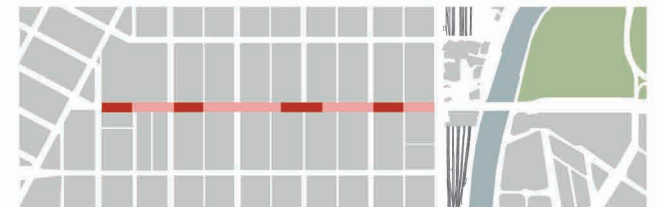


DESCRIPTION

- Increased footpath width to make raised platform tram stops at Franklin Street, Melbourne Central, Bourke Street and City Square (similar to Bourke Street tram stop with capacity for bicycles)
- Dedicated bicycle lane in both directions incorporated into extended footpath
- ▨ Indented parking bays provided for service and delivery vehicles in vehicle access zones
- ▨ Taxi and private vehicle access limited to Vehicle access zones
- Medium cost: (approximately \$5-10M)



- TRAMS
- VEHICLES
- BICYCLES
- LIMITED VEHICULAR ACCESS
- INDENTED PARKING



LOCATION PLAN

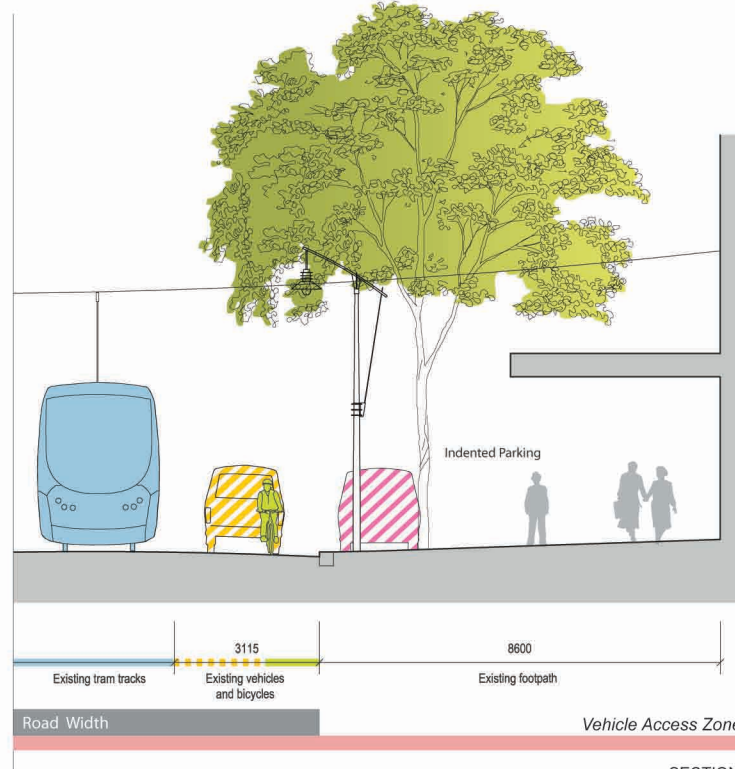
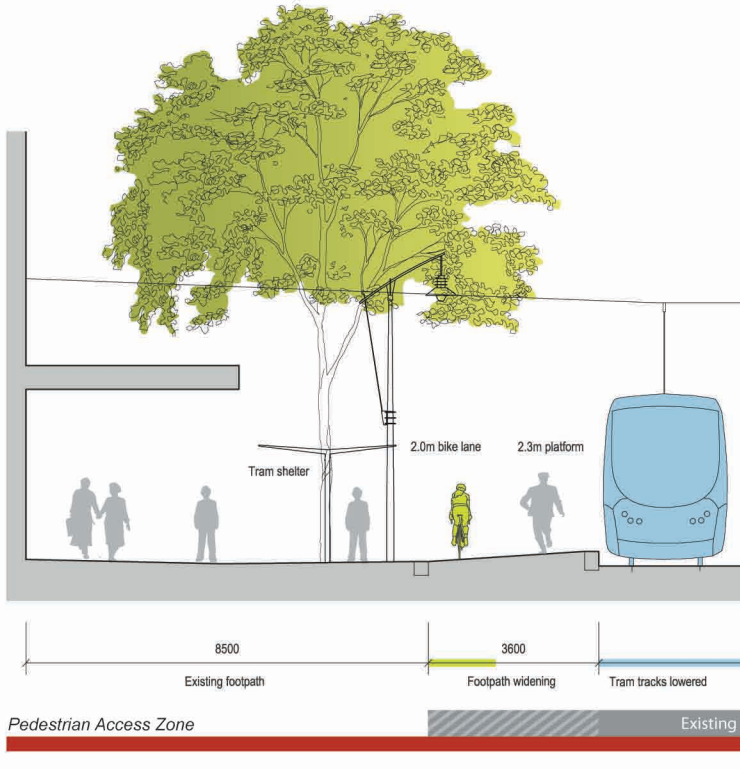
SECTION

BLOCK PLAN


FOCUS: *Alternative option for increased tram passenger and motor vehicle access*

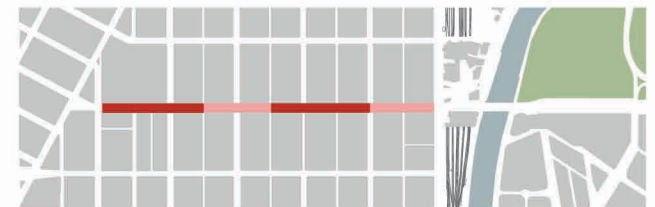
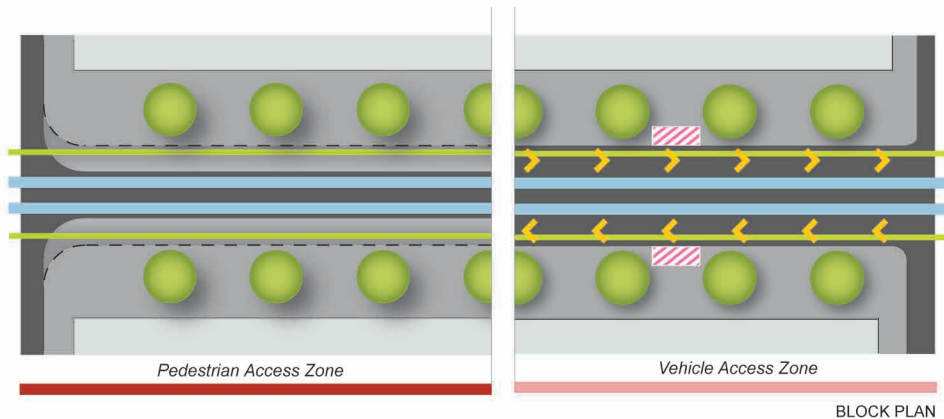
Design
Option

5



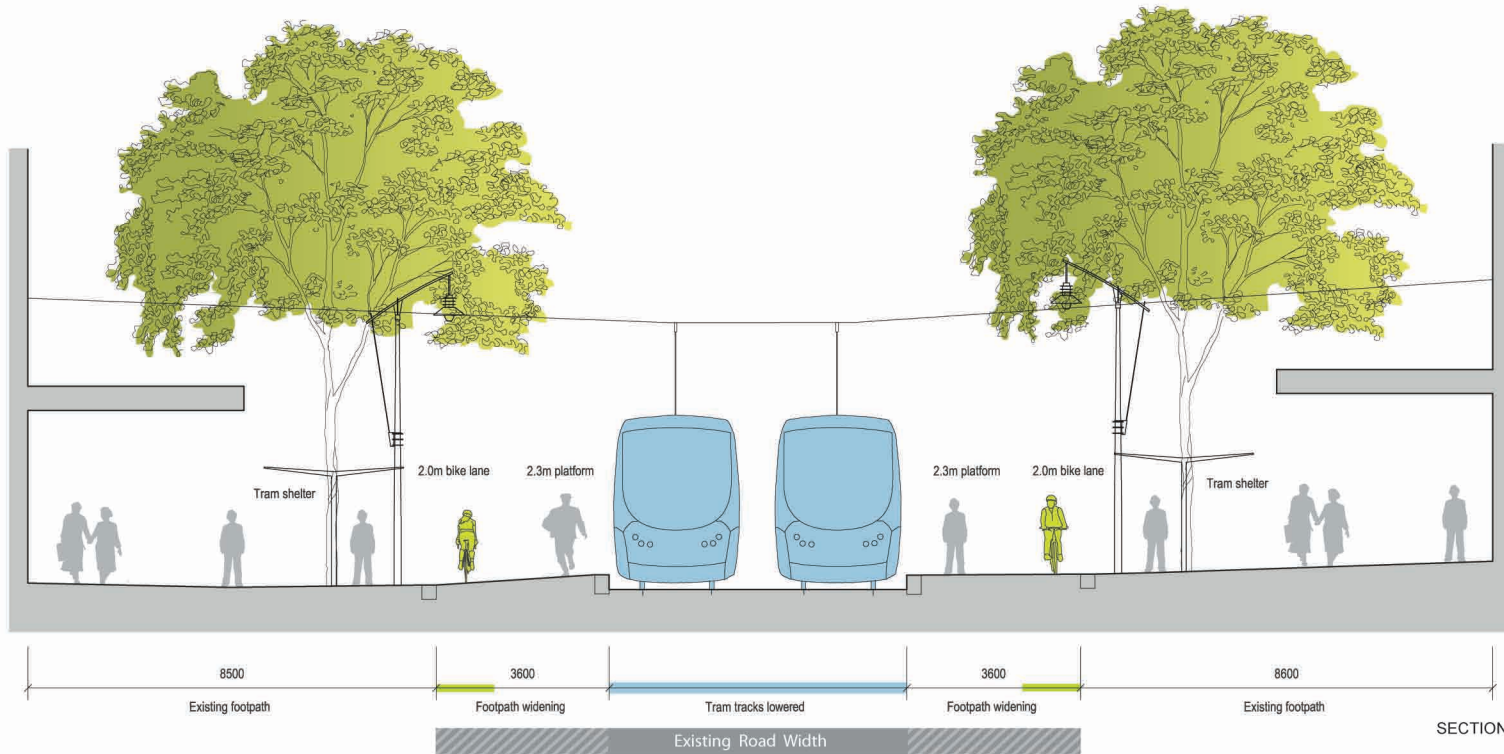
DESCRIPTION

-  Increased footpath width to make raised platforms and two concentrated pedestrian zones at RMIT - Melbourne Central and Bourke Street Mall - Town Hall
-  Shared bicycle lane in both directions incorporated into extended footpath
-  Indented parking bays provided for service and delivery vehicles in vehicle access zones
-  Taxi and private vehicle access limited to vehicle access zones
- Medium cost:
(approximately \$10-15M)




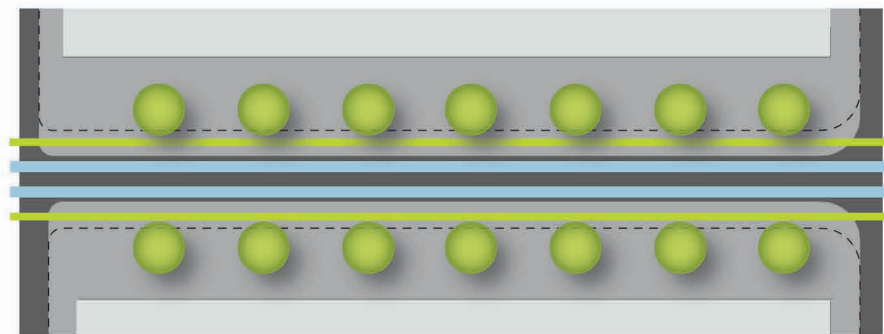
FOCUS: *Decreased motor vehicle access*

Design Option 6

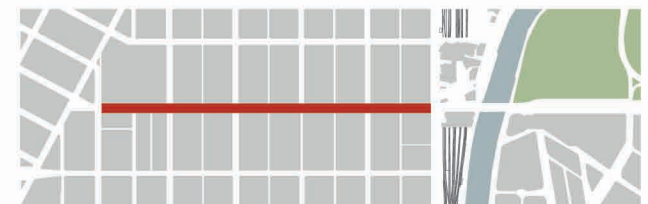
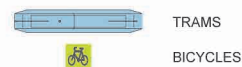


DESCRIPTION

-  *Increased footpath width for length of street*
- Raised platforms from Flinders Street to Franklin Street*
-  *Dedicated bicycle lane in both directions incorporated into extended footpath*
- Removes taxi and vehicle access at all times with the exception of service and delivery vehicles*
 - Out of hours service and delivery vehicle access for distribution*
 - Medium high cost: (approximately \$15-20M)*

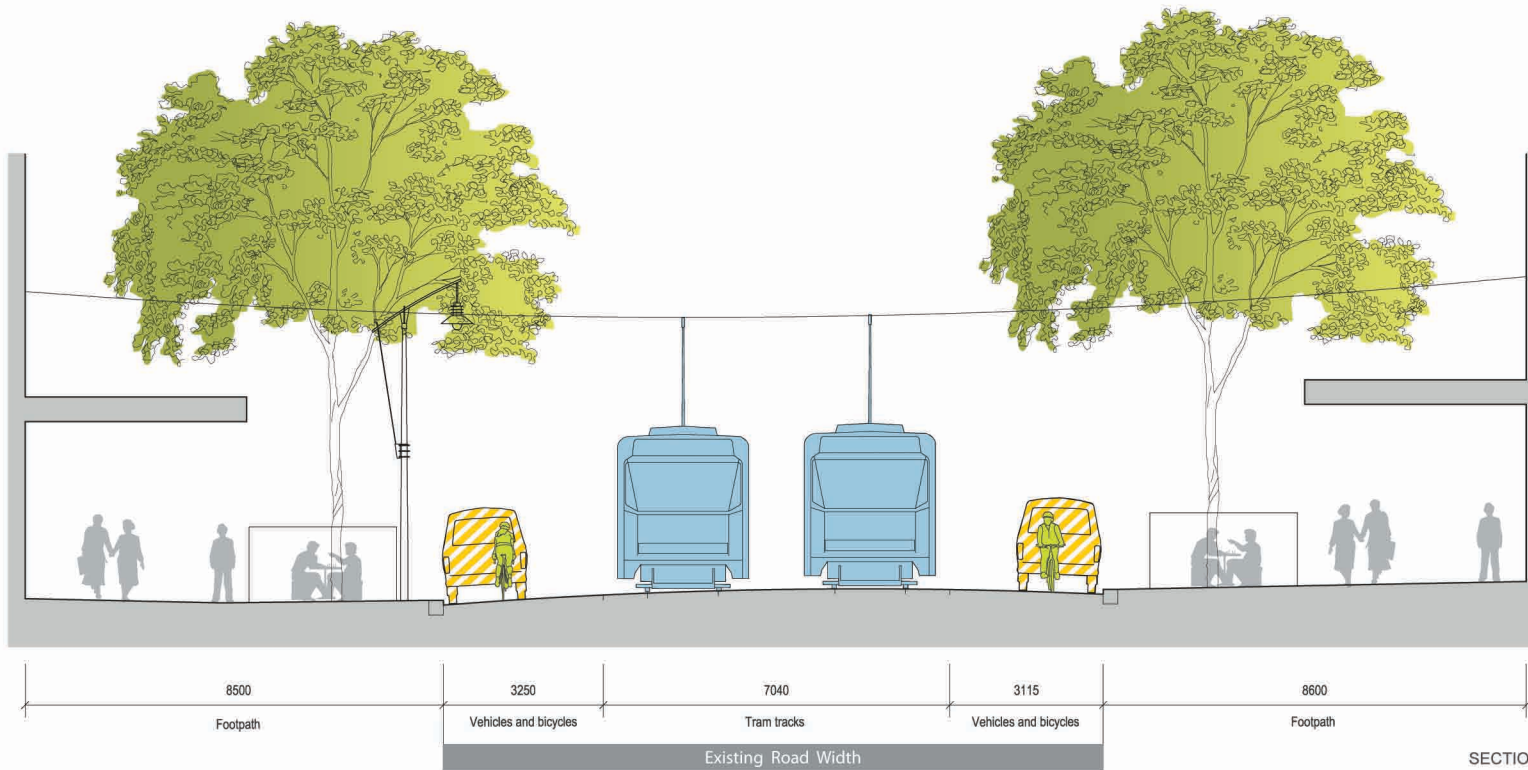


BLOCK PLAN



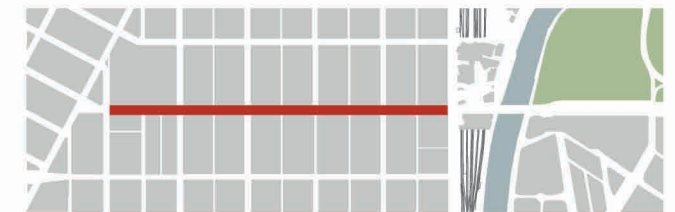
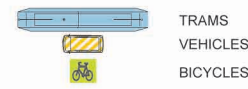
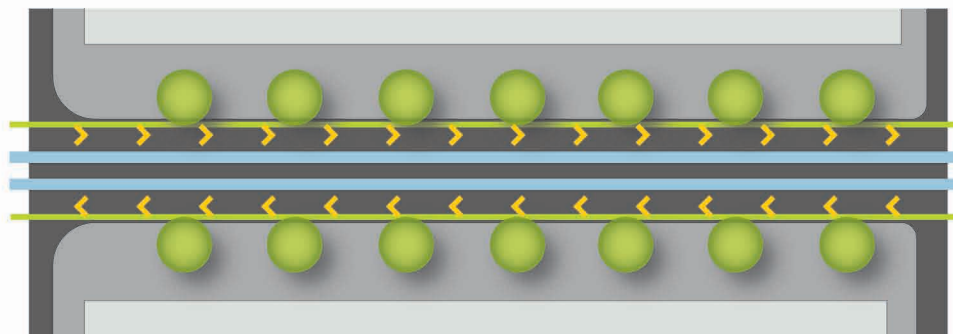
LOCATION PLAN

Existing:



DESCRIPTION

- ▨ Cars only between 7pm - 7am
- Shared tram, bicycle, taxis, buses and service delivery.



LOCATION PLAN

FINANCE ATTACHMENT

THE REDEVELOPMENT OF SWANSTON STREET

There are no significant direct financial implications associated with the recommendations contained in this report. Expenditure incurred so far and proposed for the consultation process will be provided through the branch budget.

Any of the options being considered would need to be assessed as part of the annual budget process and would normally form part of the Council Works program.

Joe Groher
Manager Financial Services

LEGAL ATTACHMENT

THE REDEVELOPMENT OF SWANSTON STREET

No direct legal issues arise from the recommendation from management.

Kim Wood
Manager Financial Services