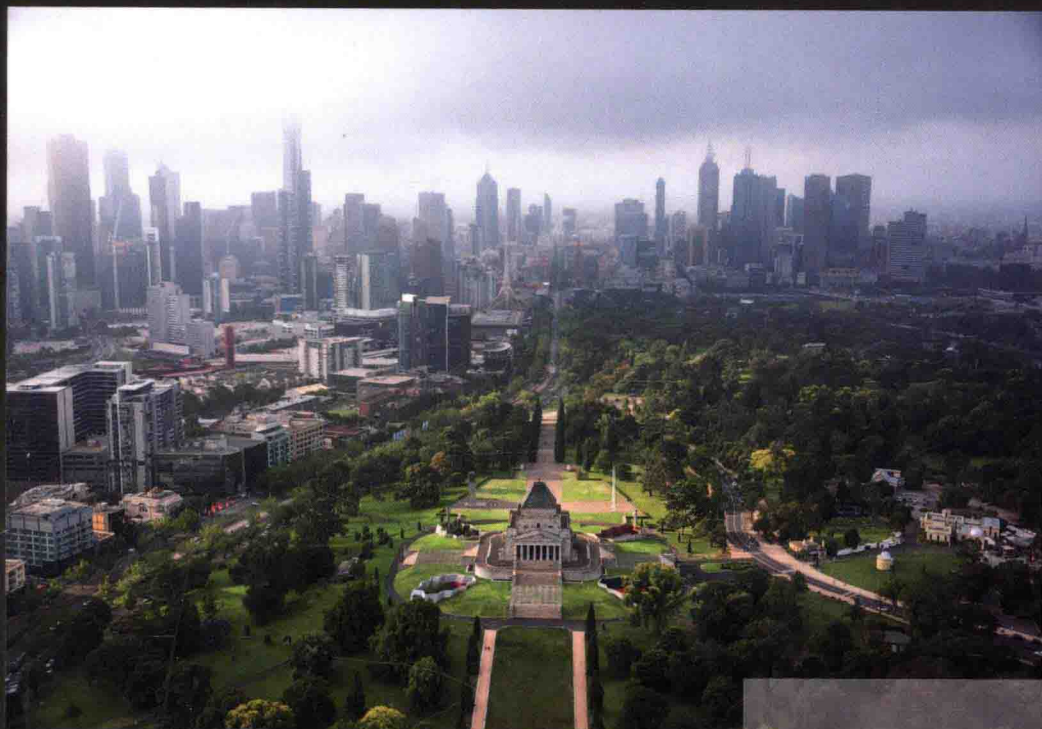


JOHN STANLEY
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How Great Cities Happen

Integrating People, Land Use and Transport



CITIES SERIES

How Great Cities Happen

'This fine volume on cities draws from the considerable stock of wisdom accumulated over many years by its three authors, all of whom have leading international reputations and experience in the fields of city planning and management. It mixes hard empirical analysis with a sensitive appreciation of human needs, including those often neglected in urban decision-making, notably that of children and young people. It is a timely and important addition to the urban canon.'

Brendan Gleeson, The University of Melbourne, Australia

'A must-read for charting sustainable urban futures, How Great Cities Happen is chock full of illustrative and inspiring international examples, highlighting experiences in two of the world's most liveable cities – Melbourne and Vancouver. Key steps for creating great cities, informed by some of the best research to date, are offered throughout. Here the authors stress good governance, reliable funding, affordable housing, and what so far has received scant attention in the literature, socially just and child-friendly communities.'

Robert Cervero, University of California, Berkeley, USA

Urban planners in developed countries are pushing hard for closer integration of land use and transport. At the same time, gaps in knowledge and understanding are becoming more apparent, as the traditional focus has been on the shape of the city, rather than how it functions as a place to live and visit. *How Great Cities Happen* addresses this challenge by developing a wider, all-encompassing agenda for more productive, inclusive and sustainable cities.

This book's innovative approach to land use and transport planning covers such issues as: urban planning for productivity growth; social inclusion and wellbeing (including what makes a great city for children); and environmental sustainability. Extensive discussions of affordable housing and analyses of funding opportunities for increased investment in urban public transport are also provided. In addition, the book offers a review of the governance frameworks that can best integrate top-down strategic thinking and bottom-up approaches into a more holistic approach. The book adopts a meticulous yet non-technical approach, grounded in a blend of academic research and the experience of cities.

This work will appeal to students in urban planning, policy, economics, transport economics and social and environmental policy. Professional planners and urban policymakers will also benefit from the strong policy orientation.

John Stanley is in the Institute of Transport and Logistics Studies at the Business School, University of Sydney, **Janet Stanley** is in the Melbourne Sustainable Society Institute at the Melbourne School of Design, The University of Melbourne and **Roslynn Hansen** is in the Faculty of Architecture, Building and Planning at The University of Melbourne, Australia.

Photo: 'View looking over the Shrine of Remembrance towards Melbourne's Central Business District, Australia'

Photographer: John Gollings

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Integrating People, Land Use and Transport

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How Great Cities Happen

CITIES SERIES

Series Editor: John Rennie Short, *Department of Public Policy, University of Maryland, Baltimore County, USA*

As we move into a more urban future, cities are the main setting for social change, economic transformations, political challenges and ecological concerns.

This series aims to capture some of the excitement and challenges of understanding cities. It provides a forum for interdisciplinary and transdisciplinary scholarship. International in scope, it will embrace empirical and theoretical studies, comparative and case study approaches. The series will provide a discussion site and theoretical platform for cutting edge research by publishing innovative and high quality authored, co-authored and edited works at the frontier of contemporary urban scholarship.

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How Great Cities Happen
Integrating People, Land Use and Transport
John Stanley, Janet Stanley and Roslynn Hansen

Preface

For many years now we have been working at the interface between academic research about people, the environment and cities and the real-world application of theories and tools to improve the way cities, and parts thereof, are planned. Most of this work has been in our home city of Melbourne, Australia, but we have been fortunate to have had the opportunity to look in some detail at a large number of cities at various stages of development, across most continents, and have developed some great friendships with people actively engaged in seeking to improve the lives of citizens in those places. Roles in advising the current and recent past Victorian Governments about desirable long-term land use transport planning futures for Melbourne challenged us to think deeply, in a somewhat Rumsfeldian fashion, about what we knew, what we did not know, who might know what we did not know and what no-one knew! More seriously, it has provided us with a chance to think a little about what might make a difference for the wellbeing of our city's many residents, how challenges and opportunities facing our city might best be tackled to improve that wellbeing and how such questions might be informed by an emerging evidence base, from academia and also from those cities that take research and evidence-based policy seriously. We have drawn on cities that we think are top performers in answering such questions and believe that our musings thereon may be of value to some others interested in cities.

This book is one result. It is practical in focus, intended mainly for city planners and others who have city-wide roles and interests, as well as for those whose bailiwick is part thereof (e.g. a sub-region, local authority or neighbourhood). It should also be of value to students of urban planning, transport planning, geography, economics, social sciences, policy sciences and related disciplines.

Our particular concern is to help broaden the scope of long-term land use transport planning in cities, our research underlining the increasing inter-relatedness of much that happens in cities. Narrow, silo-based thinking, which has a long tradition in urban land use transport planning, has long passed its use-by-date and there are many exciting developments taking place in leading cities, in terms of incorporating a broader agenda into thinking about city futures and doing so in ways that recognise

inter-connections. Integrated land use transport planning is the result but it is still not widely practised and few cities lead across the board. We hope that there are some ideas in this book that will help even those planners in the best cities, places like London, Freiburg, Vancouver and Portland.

Writing the book has been interesting, informative and challenging. We come from different disciplines: economics/transport policy, social/environmental policy and geography/urban planning. Dealing with such a value-laden subject has required that we each learn from the others in seeking agreed positions on many matters and in finding ways of handling issues where we may disagree. There are no absolutes in public policy and what may be best in one setting may not be in another. This is the everyday stuff of city planning! Readers will have different challenges, opportunities, insights, perspectives and values from ours. Citizen wellbeing for all citizens and green values are high on our priority list, as is a productive city. This directly affects what interests us most in city planning and influences the solutions we tend to favour.

The critical importance of approaching land use transport planning in an integrated way to meet the needs of people and the environment is the key message of this book, where the matters encompassed in such an integrated approach are necessarily becoming increasingly broad. The subject matter poses serious challenges for practitioners, as it does for anyone seeking to write about the topic. We continually found ourselves wondering about where to place discussion of particular topics, given the high degree of interconnectedness among most of our material. This may mean that the reader occasionally finds some discussion turning up in unexpected places, demonstrating the difficulties and challenges in trying to think, plan and write in an integrated way.

We hope we have provided a sufficiently broad canvas for readers to consider what we say and how it might help deal with some of the challenges and opportunities they face. For students, we hope it encourages you to think broadly, not narrowly, and grab opportunities to contribute your own new knowledge to making cities better places for their citizens, now and in the future.

As a final introductory comment, we are continually impressed by the wisdom of the crowd and equally confused about why, given this wisdom, political leaders and their advisers are often so slow to move on many great ideas for making better cities. The more our cities are able to tap the vast talents of their citizens, the less need there will be for books like this!

Acknowledgements*

This book has its origins in government policy formulation, planning practice and university research/teaching. We have benefitted greatly from our interactions with political leaders, professional colleagues, students and community members over many years, from many of whom we have gained new insights and ideas about the subject matter of this book. We acknowledge these many contributions and are grateful for the inspiration they have provided.

We also wish to acknowledge the help and support provided by Professor David Hensher, Director of the Institute of Transport and Logistics Studies, Business School, University of Sydney and Professor Brendan Gleeson, Director of Melbourne Sustainable Society Institute at the University of Melbourne. David and Brendan have encouraged us to write this book and provided ideas for some of the complex areas that are covered.

We especially thank the team at Edward Elgar, who have been very supportive of us in writing this book and highly professional in its production. The encouragement and enthusiasm that characterises Alex Pettifer and his EE team is an inspiration to us as authors, the EE group being great contributors to the international advancement and sharing of knowledge.

Finally, we hope some ideas in this book may help in a small way to make a better world for Safiri Stanley and Connell Tanner, two Stanley grandchildren born during its writing.

NOTE

- * Every effort has been made to obtain all required copyright permissions but if any have been inadvertently overlooked the publishers will be pleased to make the necessary arrangement at the first opportunity.

Abbreviations

BRS	Business Rates Supplement
BRT	Bus rapid transit
BTRE	Bureau of Infrastructure, Transport and Regional Economics
CAZ	Central Activities Zone
CBA	Cost-benefit analysis
CBD	Central Business District
CGE	Computable general equilibrium
CIL	Community Infrastructure Levy
CLTs	Community Land Trusts
CoFFR	Council on Federal Financial Relations, Australian Government
CSIRO	Commonwealth Scientific and Industrial Research Organisation
EU	European Union
FAR	Floor area ratio
GDP	Gross domestic product
GFC	Global financial crisis
GHG	Greenhouse gas
GLA	Greater London Authority
GPS	Global positioning system
GRP	Gross regional product
GST	Goods and Service Tax
GT	Gigatonnes
GVA	Gross value added
Ha	Hectares
HDI	Household disposable income
HOT	High occupancy toll
HRM	Halifax Regional Municipality
IEA	International Energy Agency
IPART	Independent Pricing and Regulatory Tribunal
IPCC	Intergovernmental Panel on Climate Change
Kg	Kilogram
Km	Kilometres
KPI	Key performance indicator

LEP	Local enterprise partnership
LGA	Local government authority
LIHTC	Low-income housing tax credits
LPT	Liverpool–Parramatta Transitway
LSE	London School of Economics
LUT	Land use transport
MAC	Ministerial Advisory Committee
MPA	Metropolitan Planning Authority
MSC	Marginal social cost
NGO	Non-government organization
NHMP	New Housing Marketplace Plan
NIEIR	National Institute of Economic and Industry Research
NO _x	Oxides of nitrogen
NRAS	National Rental Affordability Scheme
OECD	Organisation for Economic Co-operation and Development
OMA	Outer Metropolitan Area
PV	Photovoltaic
PTAL	Public transport accessibility level
RGS	Regional Growth Strategy
RTP	Regional Transportation Plan
RTS	Regional Transportation Strategy
SEP	Strategic Economic Plan
SIBs	Social impact bonds
SSP	Sustainable Streets Plan
STP	Single Transport Plan
TfL	Transport for London
TIF	Tax increment financing
TIFIA	Transport Infrastructure Finance and Innovation Act
TOD	Transit-oriented development
UGB	Urban growth boundary
UK	United Kingdom
UN	United Nations
US	United States of America
VKT	Vehicle kilometres of travel
VMT	Vehicle miles of travel
WYCA	West Yorkshire Combined Authority

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1. Why this book?

1.1 CITIES MATTER BUT ARE CHALLENGED

Over half the world's population now lives in cities and this share is increasing. The UN expects that it will be 66 per cent by 2050. The well-being of humanity, and of the planet on which it depends, is thus inextricably and increasingly linked to the performance of cities.

Cities are usually the most productive parts of the country in which they are located. They provide the widest range of opportunities for people to engage in activities, such as: work, shopping, dining out, going to the theatre or sporting events, visiting friends, engaging in recreational pursuits and experiencing a range of cultures, as well as having access to education, hospital and medical facilities, if needed. These opportunities have been celebrated by authors such as Glaeser (2011) and they form key reasons why cities have evolved over the past 5000+ years.

Cities also host many major problems. In cities associated with the Industrial Revolution in the UK and Europe, for example, poor sanitation, heavy industrial pollution and communicable diseases shortened many lives. Some of these issues are present in cities in developing countries today, such as can be seen in air pollution from traffic, coal burning, slash and burn practices and deforestation (which frequently affects residents in neighbouring countries). Common concerns in cities today include job creation for all members of the population, traffic congestion, crime, social exclusion, obesity and poor air quality. Great cities work to maximise the good and minimise the bad for all of their citizens. Understanding about many of these issues is increasing but with many gaps remaining, which poses challenges for policy. Path dependence means that remedial action, building on new knowledge, can sometimes take years to achieve results.

Our home city, Melbourne, Australia, is a regular high achiever in various ratings of the world's most liveable cities. The *Economist Intelligence Unit* has rated it the world's most liveable city every year from 2011–15 (ahead of wonderful cities like Vancouver and Vienna). Two of the authors of this book spent much of 2012–13 advising the (then) Victorian Planning Minister, and are currently advising the new Victorian State Government and its Planning Minister, on the city's long-term land use transport

strategy. This role has highlighted some of the major planning challenges that Melbourne is facing, despite its high rating. These challenges, which are common to many cities, include:

- pressures on infrastructure and services provision from a rapid rate of population growth. This is a particular problem in both outer urban growth areas, where development densities are low and local employment opportunities are relatively scarce, and in the inner city, which is undergoing an urban renaissance driven largely by growth in the knowledge economy and a medium- and higher-density housing boom
- creating sufficient jobs of the right types for the rapidly growing population, including offsetting large losses in manufacturing jobs, which had been a mainstay of the economy. While the city has a number of strong trade-exposed sectors, like education, biomedical research, tourism, professional services and advanced manufacturing, the resources boom in other Australian states, fuelled (for example) by China's rapid urbanisation, put upwards pressure on the Australian exchange rate, with Melbourne's trade-exposed sectors under severe pressure for a number of years. The 2015 easing of the construction phase of the mining boom and lower commodity prices has seen a softening in the Australian dollar, which is helping Melbourne's trade-exposed sectors
- sharing access to employment opportunities more widely across the metropolitan area. While employment in the Central Business District (CBD) and inner surrounds has grown quickly, as the knowledge economy has boomed, job availability and associated productivity levels in the fast growing outer suburbs are much more problematic, as is access to jobs from these growth areas
- high and growing costs of traffic congestion, partly a reflection of decades of underinvestment in land transport infrastructure and poor transport pricing systems
- public transport services that are straining under patronage growth pressures at peak times on many routes but are underutilised in some areas and not available in others, due to a long period of underinvestment
- high house prices and associated supply shortages of new properties for owner occupancy and properties for rental. Long waiting lists for public housing, an under-resourced, not-for-profit social housing sector, increased numbers of homeless people and a lack of supply of housing to buy or rent at prices affordable to low-income and lower-middle-income households are adversely impacting the city's