

University of Southern Queensland
Faculty of Health, Engineering & Sciences

**Little Streets in Small Cities:
the role of laneway activation
in Regional Queensland CBD revitalisation**

A dissertation submitted by

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Abstract

Laneway activation has become a popular CBD revitalisation strategy in Australia, with many cities attempting to replicate the highly publicised success of Melbourne's laneway activation efforts. Small cities attempting to implement laneway activation, though, only have the experiences of large cities for guidance, as there is a dearth of academic research scrutinising laneway activation. This raises the question of whether or not policies and strategies developed for large cities can be successfully adapted for small city laneway networks.

The aim of this dissertation is to investigate the role of laneway activation in small-scale CBD revitalisation. To this end, the available literature was first analysed before a comparative analysis of laneway networks in six regional Queensland CBDs was undertaken. One of these cities – Mackay – was further analysed as a case study in an attempt to gauge the potential for activation and develop a laneway activation strategy suitable for a small city.

This mixed method research revealed that small cities in regional Queensland have outlined broad plans for laneway activation. The available literature indicates some of the large city inspired aspects of these plans would be ineffectual. It was concluded that small cities should take a gradual approach to laneway activation and CBD revitalisation by making incremental improvements to existing networks. The outcomes of this research thereby suggest laneway activation has potential to play a small role in small-scale CBD revitalisation.

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Glossary

Alley: An interchangeable term for laneway. The term of choice in North America. see Laneway.

CBD: see Central Business District

CBD Revitalisation: Attempts which aim to reverse the decline of, and restore the importance of, the traditional commercial area of a population centre.

Central Business District: The traditional commercial area of a population centre.

Laneway: An ‘access to the back of properties which have a complementary street as their primary and front-side access’ (Martin 2001, p. 77).

Laneway Activation: An attempt which aims to encourage activity and social interaction within a utilitarian laneway.

‘Organic’ Laneway Activation: An attempt to encourage activity within a utilitarian laneway instigated by private interests, such as developers and businesses.

Small City: Within the Australian context, a freestanding built-up area located outside of the metropolitan area surrounding the state capitals and one that plays significant economic, service and governance roles in the region immediately surrounding it.

Chapter 1

1.0 Introduction

Laneways have been part of city form since the world's earliest cities appeared. Around 2100 BC, the grid pattern of the ancient cities of the Indus Valley made distinction between the principal streets and narrower laneways (Kostof 1991). Thus, for millennia, laneways have served a variety of purposes from access and service to neighbourhood social spaces and children's play areas (Martin 2001, 2002; Beasley, cited in Newell et al. 2013; Borchert, cited in Newell et al. 2013). Yet, after developing a reputation as dangerous and unhealthy places, laneways were eliminated from twentieth century residential developments in western nations. In commercial areas of cities, however, the laneway continued to be seen as necessary for providing service access for businesses. With the current focus of policy makers and planners on Central Business District (CBD) revitalisation, laneways are being viewed as having potential beyond the utilitarian. Now, laneways are viewed as 'an untapped resource for city makers seeking to make their city more alive, more interesting and more appealing' (Woodhouse 2011, p. 273).

After the highly publicised success and media's popularisation of laneway activation efforts in Melbourne, laneway activation seems to have become the CBD revitalisation strategy of choice in many Australian cities (Carmichael 2011). However, the actual role of laneway activation in CBD revitalisation, particularly in small cities, has been neglected in the literature. The relationship between these two strategies within small cities is the focus of this dissertation.

The remainder of this chapter introduces the research topic in more depth, as follows:

- Background – details further the influences on the choice of research topic.
- Objectives – introduces the broad aims and specific goals of the research.
- Justification – discusses the need for the research from a professional perspective.
- Methodology – documents the procedure used to investigate the research question.
- Outline – presents the structure of the dissertation.
- Definitions – clarifies common terms used throughout the dissertation.
- Limitations – states the assumptions and boundaries of the research.

1.1 Background

Laneways became connected with all manner of social ills in nineteenth century America (Hess 2008). It is during this period that the catchphrase ‘I wouldn’t want to meet him in a dark alley’ came into popular usage (Partridge 2005, p. 227). Social reformers and planners began to call for the ‘abolition of all alleys’ (Wright 1916, p. 99). This finally culminated in the US Federal Housing Administration releasing neighbourhood planning guidelines in 1938 which effectively banned the laneway and greatly influenced American urban form post-World War II (Martin 2001).

For the most part, laneways caused fewer social problems in the majority of Australian cities. The exception was Melbourne, where rapid population growth in the late-nineteenth century saw the city’s approximately 250 laneways achieve notoriety as the residences of the lower classes and attract the attention of slum clearance advocates (Byrne 2010; May 2010; Mayne 2010b). In stark contrast is the early- twenty-first century view of Melbourne’s laneways. After a concerted laneway activation programme in conjunction with a CBD revitalisation plan, Melbourne’s laneways ‘have become a valued and even celebrated feature of the city’ (Poulton 2011, para. 21). It is

therefore unsurprising that other cities around Australia are implementing their own laneway activation programmes in a bid to replicate Melbourne's success.

The rising economic and environmental costs of both urban infrastructure and 'far flung automobilised suburbs;' the decreasing size of Australian families; and planning movements, such as New Urbanism and Smart Growth – which promote the virtues of compact city form, mixed land uses, and pedestrian-friendly (as opposed to automobile-dominated) landscapes – have contributed to a relatively recent shift in focus from the suburbs to the traditional business district (Davison 2001, p. 790; Downs 2005; Ellis 2002). Laneways in Australia are found in older settled areas, usually the CBD, explaining the reason policy makers and planners make a link between laneway activation and CBD revitalisation.

Considering the widespread adoption of laneway activation, though, surprisingly little academic research has been undertaken into its benefits or the actual contribution it makes to CBD revitalisation. Additionally, the literature focuses exclusively on large cities, most with extensive networks of laneways, such as Chicago, Los Angeles, and Sydney (e.g., Cassidy, Newell & Wolch 2008; McNeill 2011; Newell et al. 2013). This poses problems for small cities attempting to implement laneway activation and CBD revitalisation, as the only guidance is the experiences of large cities. With over seven million Australians residing outside of Australia's capital cities (Australian Bureau of Statistics 2013), the question of whether or not large city policies can be successfully downscaled and applied to small city laneways and CBDs is not an insignificant one.

The potential impact of ineffectually downscaling large-scale policies to fit small cities is greatest in Queensland. Budge and Butt (2009, p. 13) state the combined population of Queensland's medium sized cities 'represent a third of the population of Australia's medium sized cities' and that Queensland's share is growing. Planners and policy makers continue to suggest laneway activation for Queensland cities, yet the literature gives no indication as to whether a strategy developed in a large southern city can be adapted to the climate and lifestyle of small cities in Queensland.

1.2 Objectives

The broad aim of this dissertation is to generate discussion amongst planners and policy makers as to the efficacy of laneway activation in small networks of laneways and to consider what role it has to play in small-scale CBD revitalisation.

To this end, the research seeks to identify the laneway activation strategies which have the greatest potential to contribute to CBD revitalisation in regional Queensland. A secondary objective is to expound on peripheral issues regarding laneway activation and CBD revitalisation – such as community benefits, methods of encouraging stakeholder involvement, and limitations and opportunities imposed by regional Queensland's climate and lifestyle – through the development of a laneway activation strategy using the city of Mackay, in Queensland, as a case study.

1.3 Justification

As discussed, an objective of this study is to generate discussion about the role of laneways in small cities. It is hoped collating the literature will assist future researchers and that evaluating current strategies will inform policy makers about the suitability of laneway activation for their city.

On this basis, the research can be justified by referring to the codes of behaviour of three professions involved in laneway activation and CBD revitalisation: engineers; surveyors; and town planners. The ability of an engineer to practise competently, defined by Engineers Australia (2010, p. 1) as 'acting on the basis of adequate knowledge,' is limited in this case because the knowledge of the role of laneway activation in small-scale CBD revitalisation simply does not exist. In contrast, adequate knowledge is available for large cities, but the common re-scaling of strategies to fit small cities impinges on the Surveyors Board Queensland (2010) *Code of Practice*. Under the *Code*, a surveyor would be obliged to bring Bell and Jayne's (2006) concerns regarding the ineffectiveness of re-scaling large city policies to fit small city contexts to

the attention of their client in an attempt to avoid wasted resources if re-scaling is implemented.

All three professions have a duty to act in a manner that benefits the community as a whole and to promote sustainability. A town planner in particular is required by the Planning Institute of Australia (2002) to ensure a development:

- is sustainable;
- provides for the protection of natural and man-made resources;
- is aimed at securing a pleasant, efficient, and safe working, living, and recreation environment; and
- is efficient and economic.

Newman and Kenworthy (cited in Scheurer 2001) consider CBD revitalisation to be a key strategy for directing growth inwards and reducing reliance on the automobile and the urban sprawl it generates. Such an approach is sustainable in that it utilises existing urban form, protecting valuable agricultural land from encroaching development (Jabareen 2006). Laneway activation itself aims to produce human scale places thereby potentially contributing to a pleasant and safe, working, living, and recreation environment for small city residents (GEHL Architects 2004). Finally, greater knowledge of a community's actual needs and preferences may help avoid the inappropriate re-scaling of large city policies identified by Bell and Jayne (2006) and the associated waste of limited funds and resources.

1.4 Methodology

Given the dearth of literature relating specifically to laneways and CBD revitalisation in small cities, a major part of this study was theoretical and took place in three stages. The first involved collating, comparing, and evaluating the available academic literature to identify: perceptions of laneways; laneway activation strategies employed in cities; and small-scale CBD revitalisation initiatives. Due to the, primarily, North American

focus of the academic literature, to introduce an Australian perspective, a review of the strategic documents and policies of four Australian cities with laneway activation programmes – Melbourne, Sydney, Brisbane, and Perth (identified in *Figure 1.1*) – was also undertaken.

The second stage focussed on six population centres in regional Queensland: Cairns; Longreach; Mackay; Rockhampton; Toowoomba; and Townsville. Each is a major centre within the region surrounding it and the six were selected by location to broadly represent the state of Queensland outside of the South-East metropolitan area (see *Figure 1.1*). A summary of the form and function of laneways in regional Queensland was created based on street maps. Additionally, a comparative analysis of laneway strategies identified or employed within the six population centres was undertaken to generate a general list of laneway activation strategies with the potential to contribute to CBD revitalisation in regional Queensland.

The final stage was informed by the previous two stages. Using the theories identified in stage one and the strategies identified in stage two, a laneway activation strategy was drafted specifically for the city of Mackay. This was based on a physical audit of the city's laneways identifying those suitable for revitalisation. It is hoped that this exercise will not only benefit Mackay, but will provide guidance for other small cities considering laneway activation.



Figure 1.1 The Australian cities evaluated in this paper (Geoscience Australia 2010).

1.5 Outline

This dissertation consists of five chapters. This chapter, the introductory chapter, provides a broad overview of the research problem and the specific objectives of the study. The second chapter presents a review of the literature relating to laneway activation and CBD revitalisation. A comparative analysis of laneway networks in six of regional Queensland's small cities follows in the third chapter. Further analysis of one of the cities – Mackay – is continued in chapter four, as a case study, to gauge the potential for activation of its laneway network. The fifth and final chapter identifies opportunities for future research before concluding the dissertation.

1.6 Definitions

1.6.1 Laneway Activation

Alley, Derb, Mews, Roji, Ruelle – whatever the name, laneways exist in some form in cities throughout the world (refer to *Figure 1.2*). Martin (2001, p. 77) aptly defines a laneway as an ‘access to the back of properties which have a complementary street as their primary and front access.’ It is this definition which was adopted for this dissertation.



Figure 1.2 Laneways throughout the world. L-R: Alley in Chicago (Russell 2006); Derb in Marrakech (Ganley 2009); Mews in London (Sinclair 2011); Roji in Osaka (Askolin 2006); Ruelle in Montréal (Nugent 2007). Images used under a Creative Commons Attribution 3.0 (<http://creativecommons.org/licenses/by-nc-sa/3.0/>).

Laneways form part of a city’s circulation network, but, historically, have always been seen as secondary to streets. Martin (2001, 2002) explains laneways were once necessary to ensure dirty, yet routine, activities – such as coal delivery and ‘night soil’ (excrement) removal – could be undertaken out of sight of the well-kept front streets. Advances in technology have made the night cart redundant, but the laneway still performs a utilitarian function, as the emphasis on ‘access’ in Martin’s definition demonstrates. Utilitarian laneways hidden behind or between buildings are generally devoid of activity. Such ‘residual urban spaces’ have been identified by Whyte (cited in Woodhouse 2011) as a significant problem for cities (Seymour et al. 2010, p. 380). Recently, cities have been attempting to rectify this by transforming laneways into safe pedestrian linkages, desirable destinations, inspiring spaces and places, and canvases for street art and creativity (Carmichael 2011). A working definition of laneway activation

is therefore: an attempt which aims to encourage activity and social interaction within a utilitarian laneway.

In Australia, laneway activation in CBDs is usually instigated by public authorities, such as local governments. There are occurrences of private interests, such as developers and local businesses, beginning the laneway activation process instead. These instances are referred to as ‘organic’ laneway activation for the purposes of this dissertation.

1.6.2 Small City

Commonly, population figures are used to define city size, but this can pose problems. For example, by population size, Hobart is the largest city in Tasmania, but is much smaller than Sydney, Australia’s largest city, which, in turn, is only a small city compared to large global cities like Shanghai. Therefore, Budge and Butt (2009) argue a better measure of city size is its relative size, regional and global consequence, and functional roles.

Considering the lack of research regarding laneways and smaller cities in general, this dissertation used a broad definition of ‘small city’ within the Australian context. Namely, based on Budge and Butt’s (2009) measures, a small city in Australia is a freestanding built-up area located outside of the metropolitan area surrounding the state capitals, and one that plays significant economic, service and governance roles in the region immediately surrounding it.

1.6.3 CBD Revitalisation

The literature concerning CBD revitalisation does not dwell on the definition of the term. This is probably because, to a certain extent, it is largely self-explanatory. The CBD is commonly referred to as the ‘downtown’ in North America, which the *Australian Concise Oxford Dictionary* (1997, p. 397) simply defines as ‘the business part of a city or town.’ Another term used interchangeably with CBD is ‘city centre,’

reflecting the usual location of the CBD in the area where the city originated and developed out from (Robertson 1999). Since the 1950s, a common experience of CBDs in Western nations has been a decline in status (Thomas & Bromley 2000). A working definition of CBD revitalisation for this dissertation is thus: attempts which aim to reverse the decline of, and restore the importance of, the traditional commercial area of a population centre.

1.7 Limitations

To undertake this research, two minor assumptions and one major assumption were made, namely:

1. a strong, vital CBD benefits a community;
2. there is a difference between small cities and large cities and that each have individual strengths, problems, and needs; and
3. the populations of small cities want laneway activation.

Literature by Adams (2005); Budge and Butt (2007, 2009); Faulk (2006); Filion et al. (2004); GEHL Architects (2004); and Robertson (1999) validate the first two assumptions. However, little consideration has been given to the third assumption by researchers, policy makers and planners, and is outside the scope of this dissertation.

This leads into the three main limitations of the research. Limited resources mean:

1. The opinions of the public regarding laneway activation can not be sought.
2. The laneway activation strategies proposed can not be implemented or evaluated in reality.
3. The laneway audit of Mackay will focus on the physical form, not the human dimensions of the laneways.

A community-led, ‘bottom-up’ approach to development has been recognised as the best method of ensuring local problems are addressed and poorly targeted solutions ‘are not imposed on local people by well-intentioned professionals’ (Transport 2000 2004, p. 3; Yung, Chan & Xu 2011). Even in Mackay, then, the needs of the community and the human dimension of laneways should be given further consideration before any of the findings of the research are implemented.

1.8 Conclusions

In this chapter, it was seen that laneways have served a variety of purposes and fallen in and out of favour throughout the history of human settlement. In Australia, the laneway is currently in vogue due to a successful laneway activation programme instigated as part of Melbourne’s CBD revitalisation efforts. Other cities around Australia are attempting to replicate Melbourne’s success, but the relationship between laneway activation and CBD revitalisation has been neglected in the academic literature.

This poses problems for small cities trying to implement laneway activation, as their only guidance is the experiences of large cities, and little consideration has been given to the transferability of large-scale policies to small city contexts. Hence, this paper will focus on the role of laneway activation in small-scale CBD revitalisation. It aims to contribute to discussion and future research by: reviewing the existing literature; generating a general list of laneway activation strategies suitable for small cities in Queensland; and drafting a laneway activation strategy for the city of Mackay.

Based on the significant number of Australians living in small cities, and the potential sustainability and economic benefits, laneway activation in small CBDs is a topic worth investigating. Although resource constraints limit this research to a theoretical investigation into the physical dimension of laneway activation and CBD revitalisation, it is hoped the research will offer a good starting point for future research and discussion.

Chapter 2

2.0 Literature Review

The preceding chapter broadly touched on the relationship between laneway activation and CBD revitalisation. This chapter delves deeper, reviewing the literature published on the subject. The literature was found to fall within one of four overarching categories and the chapter has been structured as such:

- The legitimacy of laneways – detailing the differing views of laneways based on surrounding land uses.
- Australian laneway activation programmes – focusing on the efforts of the cities of Melbourne, Sydney, Brisbane, and Perth to activate their laneways.
- The North American approach – outlining the research undertaken regarding alleys from an American perspective.
- Small-scale CBD revitalisation – documenting the academic literature which investigates CBD revitalisation efforts in small cities.

2.1 The legitimacy of laneways

The question of the legitimacy of laneways arises from nineteenth century North American perceptions of the narrow thoroughfares in residential areas.

2.1.1 Historical attitudes to residential laneways

Prior to the nineteenth century, laneways had been a ubiquitous feature of cities as the older grid-based sections of North American cities attest; in Chicago, for example, the laneway network totals some 3000 kilometres (Attarian 2010). However, technological advances and unsanitary conditions led to the residential laneway falling out of favour. Once modern infrastructure obviated the need for coal delivery and night soil removal via laneways, planners, such as Frank Lloyd Wright (1916, p. 99), began to question the ‘wasteful, absurd’ practice of constructing a secondary network of service streets.

Meanwhile, rapid growth brought about by industrialisation and immigration saw laneways become home to those with the fewest options, and, with instances of twelve or more people living in each laneway dwelling, ‘slum’ in nineteenth century America became synonymous with ‘back alley, a street full of people’ (for example, see *Figure 2.1*) (Harper 2012, para. 7; Borchert, cited in Hess 2008; Ford, cited in Hess 2008; Martin 2001). Modern civilisation started ‘taking a step in advance away from these unsightly



Figure 2.1 A slum alley in Washington D.C.
1935. (Mydans 1935)

thoroughfares’ when elite new neighbourhoods began to be designed without laneways (Hess 2008; Kingery 1916, p. 54). Finally, in 1934, the Federal Housing Administration (1938, pp. 21-2) released guidelines repudiating the grid and effectively banning laneways from residential development to save a ‘substantial initial installation cost’ and remove ‘a problem in community maintenance,’ as well as ‘undesirable social consequences’ (see *Figure 2.2*). A significant portion of residential mortgages were backed by the Federal Housing Administration, meaning this vision of ‘good’

neighbourhood design greatly influenced American urban form post-World War II (Martin 2001).

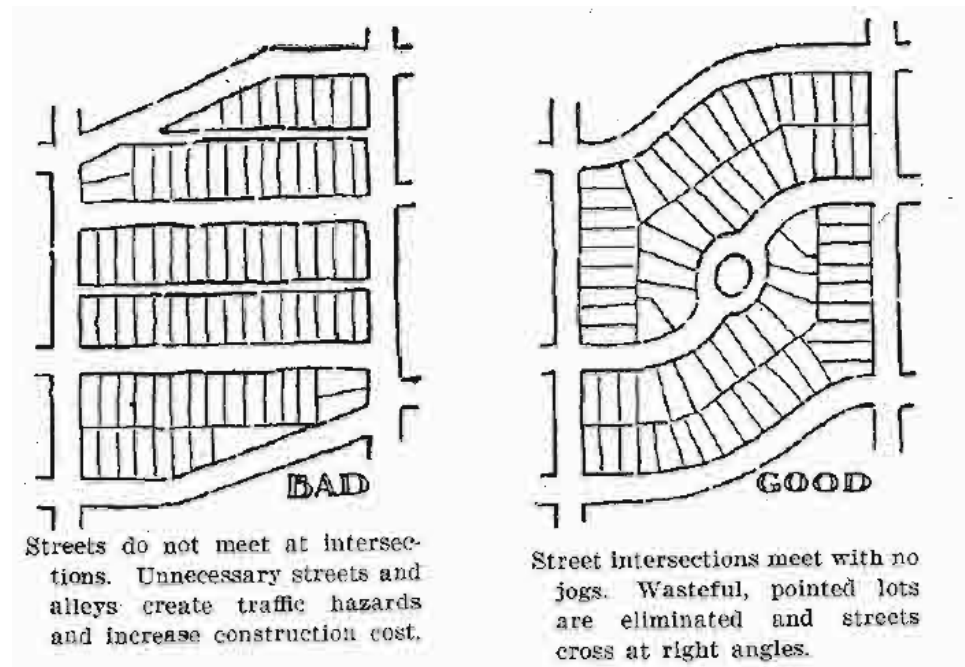


Figure 2.2 'Bad Alleys' – A diagram from *Planning neighbourhood's for small houses* by the Federal Housing Administration (1938, p. 20).

2.1.2 Historical attitudes to laneways in business districts

Although 'evil-looking' laneways with their 'squalid poverty' (Morrell, cited in Freestone & Nichols 2013, p. 10), have influenced society's view of laneways, laneways in business districts were not viewed as negatively as those in residential areas. In his 1931 review of town planning principles, American planner Karl B. Lohmann (cited in Martin 2001, p. 82) summed up the disparate views when he concluded that, although laneways 'were generally undesirable in residential areas,' as a secondary means of access to properties, they were 'generally desirable in business districts.' In 1911, Charles Mumford Robinson (1911, pp. 66-7) wrote of the 'peculiar value' of laneways in a business district in allowing 'goods to be loaded and unloaded systematically without interruption by, or interruption to, the traffic of the street,' going so far as to claim 'business lots which run through to alleys have a higher valuation than those which do not possess such facilities.' Even the Federal Housing Administration

(1938, p. 21) admitted ‘where it is necessary to serve stores... alleys will be found advisable’.

Laneways in business districts were accepted on the other side of the Pacific too. Similar sentiments were expressed in Australia’s first comprehensive statutory local planning scheme. Its author, R.A. McInnis, dedicated a whole section to laneways and wrote:

In all subdivision for business purposes, it should be the policy of council to insist upon the provision of (rear access by means of lanes and rights of way) so that loading and unloading can be carried out within private premises and form no obstruction to general traffic in the process

(McInnis 1934, p. 22).

Begrudgingly or not, the laneway was thus seen as a legitimate and, moreover, necessary element of the business district (Martin 2001).

2.2 Australian laneway activation programmes

2.2.1 Evolution of Australia’s laneways

Australia’s laneways were generally not part of the original pattern of streets. The ‘great bulk of Australian towns’ owe their layout to Governor Darling’s 1829 regulations (Freeland, cited in Siksna 2006, p. 90). The Darling Regulations were a response to a growing population and reflected the pressure on authorities to more rapidly provide new towns (Siksna 2006). For ease of surveying, the Darling regulations specified streets were to be laid out in a rectilinear fashion – the almost universal pattern adopted by British colonialists (Davison 2001; Kostof 1991). The minimum width of streets would be 25.6 metres and the square blocks 201.17 metres wide (Siksna 2006).

From the existence of laneways much narrower than the minimum 25.6 metres in present day Australian cities, it is obvious that adaptations were made to the original

plans of Darling towns. Comparing the physical evolution of eight American and Australian cities, Siksna (1998) concluded that the square block width of 201.17 metres was too large and resulted in a circulation mesh too coarse for convenient movement. In the Australian cities Siksna (1998) studied, this invariably led to the spontaneous and incremental insertion of additional streets, laneways and arcades to create a finer mesh pedestrian network and allow access to the backs of deep lots.

2.2.2 Melbourne

Melbourne is the state capital of Victoria and an early adopter of laneway activation. Its laneway activation programme is widely recognised as a success and has inspired other Australian cities to instigate their own laneway activation programmes.

- *History*

Melbourne is unique amidst Australia's larger cities in that it was laid out with a series of 'little streets' running parallel to its major east-west streets. The narrow lanes were the idea of the new Governor, Sir Richard Bourke, who introduced them into the original 1836 plan, which had been prepared by surveyor Robert Hoddle in accordance with former Governor Darling's regulations (Lewis, cited in Siksna 2006). These little streets were intended to provide rear access to allotments, but they did not preclude the addition of further laneways in Melbourne.

In the late-nineteenth century, Melbourne experienced a gold rush induced population boom. 'Corrupt and untrammelled speculation' during the period saw unordered subdivision and re-subdivision of city blocks leading to the creation of an irregular pattern of laneways (Siksna 2006, p. 95). By 1895, 158 laneways, most running off the original little streets, had been inserted into Hoddle's grid (for example, see *Figure 2.3*) (Balmford 2010). The laneways were used to service workshops, warehouses and factories, but they were also used as rubbish dumps and makeshift public toilets (May 2010). The unsanitary conditions meant Melbourne's laneway residences tended to house the poorer lower classes (Byrne 2010). A stereotypical perception of Melbourne's back laneways as slums began to develop and the more affluent members of the

decline in activities in the historic CBD (Fogelson, cited in McNeill 2011). The ‘5 pm Flight’ to the suburbs, depicted starkly by artist John Brack in *Figure 2.4*, led to souvenir T-shirts featuring a black rectangle and the caption ‘Melbourne by Night’ and the labelling of Melbourne’s CBD as ‘an empty, useless city centre’ (Day, cited in GEHL Architects 2004, p. 4; Koerner 1998, p. 36).



Figure 2.4 Collins St, 5pm: an oil on canvas by artist John Brack (1955) depicting Melbourne’s CBD and a phenomenon known as the ‘5pm Flight.’

- *Policies and strategic documents*

Like most of Melbourne’s lauded urban improvement plans, the laneway activation programme has its roots in the city’s *1985 Strategy Plan*. Mant et al. (1994, p. 29) attribute the success of the Plan to its ‘broad base and its aim to reinforce the city’s strengths rather than drastically change them.’ The 1985 Strategy Plan articulated a move away from a ‘five-day twelve-hour central business district’ towards a ‘seven-day twenty-four hour central activities district’ (Adams 2005, p. 52). The Strategy provided an overarching vision, which was implemented through various design proposals. Laneway activation was categorised as one of the ‘environment improvement

programmes' which were 'designed to promote the amenity and image of Central Melbourne' (Sposito 1987, p. 14). Laneway activation was therefore only a single component of a wider CBD revitalisation plan, which also involved: consistent streetscape treatments; urban conservation and development controls; shopping hour and liquor licensing reforms; inner-city residential development; and encouragement of creative industries (Mant et al. 1994; McNeill 2011).

Melbourne's laneway network is today covered by a specific policy within the local government's *Melbourne Planning Scheme – 22.20 CBD Lanes*. The policy identifies four core characteristics of successful laneways:

1. Connectivity – The provision of a physical connection through a city block.
2. Active frontages – Building frontages that provide for visual and physical interaction between the public space of the lane and the ground floors of the buildings.
3. Elevational articulation – the architectural character of the buildings adjoining the lane and the degree to which this provides aesthetic and spatial interest to the public realm.
4. Views – views from the lane's public realm towards a connecting lane, street or landmark.

(City of Melbourne 2008, p. 1)

Based on these characteristics, the laneways in Melbourne's CBD fall within one of three classes:

1. Class 1 Lanes – show signs of all four core value characteristics and support a high level of pedestrian activity. The character and/or function of these lanes are significant and require protection
2. Class 2 Lanes – show signs of three out of the four core value characteristics. The character and/or function of these lanes are significant and require protection.
3. Class 3 Lanes – show signs of two or less of the four core value characteristics. Many of these lanes may benefit from upgrading and enhancement to realise their full potential with regard to pedestrian amenity and urban design. These lanes generally provide vehicular access to the rear of buildings for loading and service requirements or access to car parking areas.

(City of Melbourne 2008, pp. 1-2)

Raxworthy (2000, p. 57) hypothesises that the ‘proliferation of laneways’ in Melbourne allowed the city to look beyond the traffic movement functions of laneways and place ‘greater emphasis on recreational functions.’ However, considering the national recognition of Melbourne’s laneway activation programme, the number of laneways with an official utilitarian function is unexpected. The vast majority of CBD laneways – 187 – are rated as Class 3, while 31 fall within Class 2 and only nine are classified as Class 1 (see *Figure 2.5* for examples) (City of Melbourne 2008).

- *Small business support*

Melbourne takes a holistic approach to supporting small business. Grants are available to any small business with an innovative idea; successful applications are not dependent on the business being located in a laneway (City of Melbourne 2013b). The statistics show mixed success for this grants programme. Although the number of retail and hospitality businesses operating from the CBD has increased, between 1971 and 2008, the actual number of people employed by these industries in the CBD dropped by one-third, suggesting the grants are successful in creating small businesses, but not jobs (O’Hanlon & Dingle cited in, Sintusingha, Polakit & Bruch 2010).

- *Art*

Poulton (2011, para. 21) reports the laneways of Melbourne ‘have become particularly popular among Melbourne’s artists and young people.’ Since the 1990s, mural-style graffiti art has shifted into the more secluded spaces of laneways, earning Melbourne a reputation as a tourist destination for street art (Wong 2011). The City of Melbourne (2013a) complemented existing street art between 2001 and 2011, with its Laneways Commission art programme involving the commissioning of six varied public art installations in the city’s laneways. The Laneways Commission has now been subsumed into a general Public Art programme covering the whole CBD (City of Melbourne 2013a).



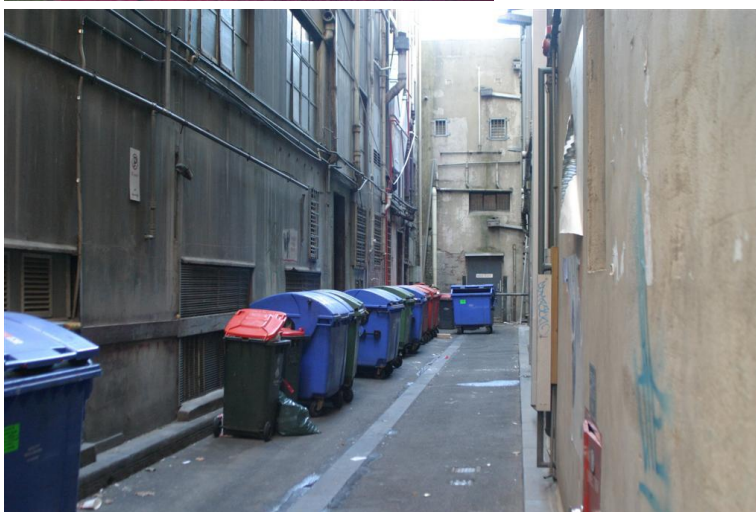
**Class 1 Laneway –
Centre Place.**

(Phelan 2009) Image
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(<http://creativecommons.org/licenses/by-nc-nd/3.0/>).



Class 2 Laneway – Brien Lane.

(Broken Simulacra 2006)
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**Class 3 Laneway –
Cocker Alley.**

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Figure 2.5 Examples of laneways in Melbourne

2.2.3 Sydney

Sydney, the state capital of New South Wales, is Australia's largest city. The CBD has a strong business economy, being the preferred Australian headquarters of many global and national corporations, and policy makers are looking to complement the city's weekday business activity with vibrant street life outside business hours (McNeill 2011).

- *Policies and strategic documents*

The local government area of the City of Sydney encompasses the Sydney CBD. Several Council documents relate to laneway activation in the city.

Laneway activation fits within the broad vision of the *Sustainable Sydney 2030* strategic document. The fifth objective of *Sustainable Sydney 2030* is a 'lively, engaging city centre' the sub-objectives of which include encouraging fine grain and small business (City of Sydney 2008, pp. 96-7). The associated *Fine Grain Review* highlights the influence of Melbourne in the formulation of this objective, stating Sydney aspired to create in the city's CBD laneways a "third tier" of retail and cultural spaces similar to that achieved in Melbourne over the last two decades' (Allchin & King 2012, p. 8). The review admits potential difficulties for Sydney, however; the city has 80 percent fewer laneways than Melbourne due to Sydney's laissez faire, irregular grid structure (Allchin & King 2012).

Sydney also lost many of its laneways between the 1960s and 1990s due to a Council policy of selling laneways, as in Melbourne, to facilitate large developments (City of Sydney 1993). In the 1990s, the public began to grow concerned about the loss of small businesses and specialty stores due to this policy (City of Sydney 1993). In response, in 1993, the City of Sydney adopted an early laneway activation programme outlined in the *Policy for the Management of Laneways in Central Sydney*.

The policy reflects the changing views towards laneways at the time. In the early 1990s, laneways were increasingly being seen as a component of a city's open space and its

pedestrian network, with functions beyond the utilitarian (City of Sydney 1993). From an early stage, activated laneways were perceived as essential for CBD vitality. The City of Sydney (1993, p. 9) wrote ‘the attractiveness of the pedestrian network is critical to the viability of retail, entertainment and tourism in the city and contributes to the economic health as well as quality of life of a city.’

Accordingly, the policy recommended that, whenever a laneway was retained, the pedestrian amenity of the laneway should be enhanced by:

- encouraging active uses at ground level.
- upgrading paving, lighting and signage.
- installing street furniture.
- ensuring consistency and continuity of streetscape improvements throughout the network.

(City of Sydney 1993).

The *Policy for the Management of Laneways in Central Sydney* guided Sydney’s laneway activation efforts until late 2012, when the policy was repealed upon the introduction of the *Sydney Development Control Plan 2012*. In this document, laneways are defined as a type of street with general provisions to ensure city owned and privately owned laneways are enhanced and retained (City of Sydney 2012b). Similarly to the 1993 policy, the Development Control Plan suggests increasing pedestrian activity by encouraging active uses and improving streetscapes (City of Sydney 2012b). However, the Development Control Plan recognises laneways often still have a service role to play and has included design guidelines to ensure access for service vehicles and owners of property abutting a laneway (City of Sydney 2012b). Consequently, the Development Control Plan constrains laneways with potential for activation to those with a minimum width of six metres to allow for a shared service road within the laneway and removable street furniture (see *Figure 2.6*) (City of Sydney 2012b).

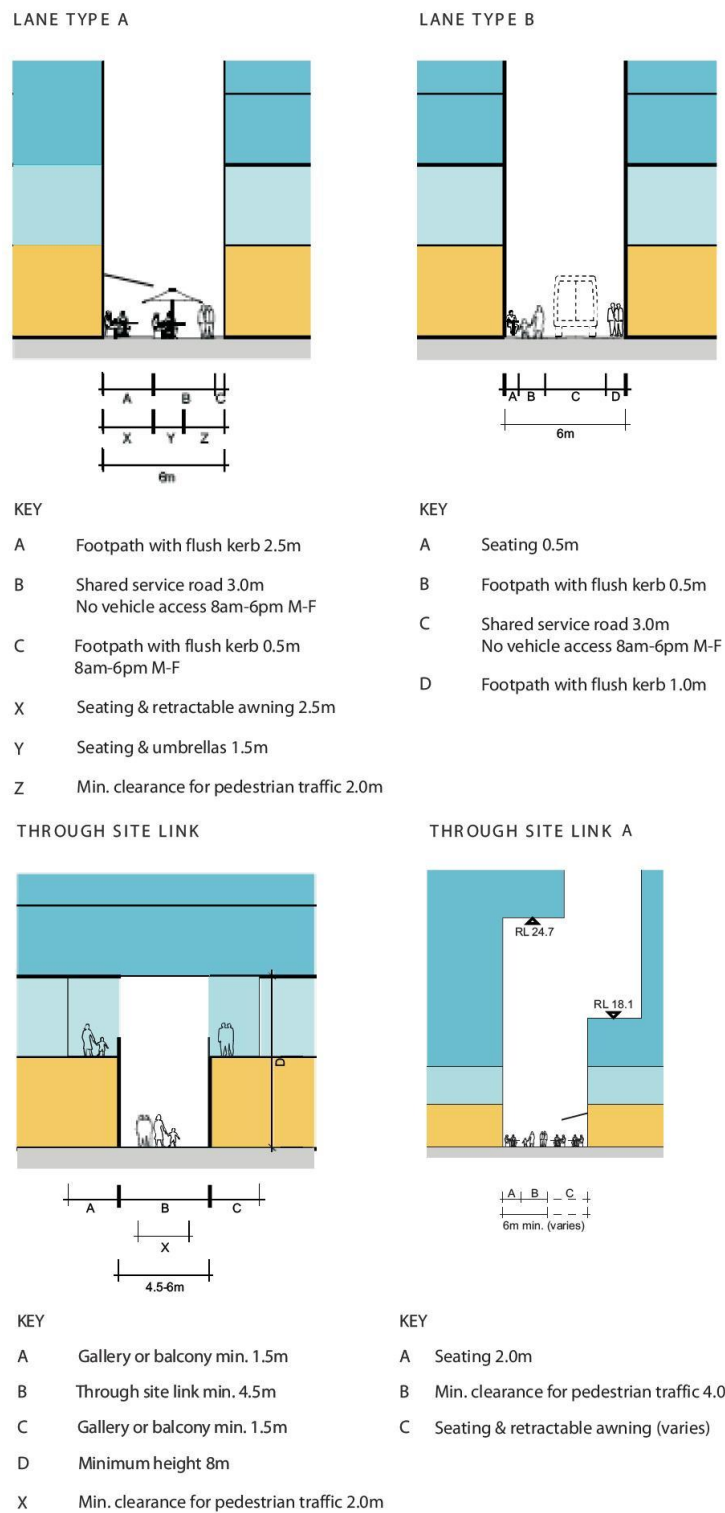


Figure 2.6 Lanes and Through Site Link typical sections showing minimum widths from Sydney Development Control Plan 2012 (City of Sydney 2012b, pp. 6.1-11).

- *Small business support*

The City of Sydney offers small businesses various forms of support. The Council provides funding through grants and sponsorships programmes; one of the Finegrain Matching Grants, titled ‘Laneways,’ explicitly encourages ‘small businesses to seek out opportunities to contribute to the activation of these distinctive sites’ (City of Sydney 2013b, ll. 34-35). The City of Sydney (2012a, 2013a) also offers advice through educational business seminars and employs a dedicated Business Development Coordinator to provide assistance for finegrain businesses and small bars seeking to establish premises or hold an event in the CBD.

- *Art*

The City of Sydney has attempted to repeat the success of Melbourne’s Laneway Commissions by commissioning temporary artworks in Sydney’s laneways through its *By George!* art programme (see *Figure 2.7*) (Wong 2011).



Figure 2.7 The Sky is Falling: an art installation in Sydney’s Angel Place for the 2008 By George! art programme (Ritar & Bradley 2008).

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(<http://creativecommons.org/licenses/by-nc-sa/3.0/>).

2.2.4 Brisbane

The state capital of Queensland and third of Australia’s major cities on the eastern seaboard, Brisbane is also activating its laneways.

- *Policies and strategic documents*

The Brisbane CBD falls within the local government area of Brisbane City Council. The Council adopted a laneway activation programme in 2008 – *Vibrant Laneways* – but supporting, publically available documentation is scant.

Following public feedback, laneway activation was incorporated into Brisbane's *City Centre Master Plan 2006* in the form of a Small Scale Spaces Demonstration Project (Brisbane City Council 2006). The demonstration project features a number of concept plans, but little background detail.

Most of the information regarding the Vibrant Laneways programme, albeit of a general nature, is available on the Brisbane City Council (2013b) website. The webpage states the aim of the programme is to create places:

- where people can meet and relax;
- that improve pedestrian access in and around the city centre;
- to shop and dine;
- to celebrate creative arts; and
- that offer opportunities for small business.



Figure 2.8 The activated Burnett Lane in Brisbane's CBD

(Brisbane City Council 2011b). Image used under a Creative Commons Attribution 3.0 (<http://creativecommons.org/licenses/by/3.0/>)

From the descriptions of laneway activation projects listed on the webpage, Brisbane City Council is working to achieve these objectives through public art installations and streetscape improvements (see *Figure 2.8*).

- *Small business support*

Brisbane City Council operates a phone line for business, but, at the time of writing, does not offer grants for small businesses in the CBD (Brisbane City Council 2013a).

- *Organic laneway activation*

A number of privately owned laneways are being activated by private interests. For example, in Fortitude Valley, a locality adjacent to Brisbane's CBD, Winn Lane is a privately owned and activated laneway supporting retail businesses and a café (see *Figure 2.9*) (Winn Lane 2013; Estwick 2012). In the same precinct, activation of the privately owned Bakery and California Lanes is underway.



Figure 2.9 The privately owned Winn Lane in Brisbane's Fortitude Valley (Allen 2013). Image used under a Creative Commons Attribution 3.0

(<http://creativecommons.org/licenses/by/3.0/>)

The development applications for Bakery and California Lanes show plans for mixed use commercial, retail, office and residential areas (see *Figure 2.10*) (David 2011, 2013). The plans also show negative perceptions of laneways exist in Brisbane, as the developer is proposing to lock California Lane behind gates after business hours to

reduce anti-social behaviour (Calligeros 2013; Guymer Bailey Architects 2013). ‘Alley-gating’ is prevalent in many urban residential areas of the United Kingdom and has also been employed in North America (Armitage & Smithson 2007; Berg 2009; Landman 2003). The effectiveness of alley-gating in reducing crime is debateable. Research by Haywood, Kautt and Whitaker (2009) in the United Kingdom found the perceived drop in crime reported by residents after alley-gates were installed was not supported by a corresponding drop in police recorded data. Certainly, gating local government controlled laneways to physically remove land from the public realm is not a feasible solution to prevent crime in CBDs; a conclusion the US city of Los Angeles reached when a mid-1990s alley gating program was declared unconstitutional (Berg 2009).



Figure 2.10 A concept of an activated California Lane in Brisbane's Fortitude Valley (David 2013).

- *Measuring vitality*

Brisbane's laneways have one other place in the literature, being the basis of one of the few academic articles relating specifically to Australia's laneways. Woodhouse (2011) used Brisbane's laneways to investigate the association between land-use patterns and built form, and vital laneways. Woodhouse (2011, p. 296) developed a 'somewhat crude assessment tool' (reproduced in Appendix B) to measure the vitality of laneways. By

finding a strong association between good environmental quality and vital laneways, the results supported similar findings relating to people's perceptions of laneways based on visual cues intimating local involvement and upkeep of a place, which are discussed further in section 2.3.2 of this dissertation.

2.2.5 Perth

The state capital of Western Australia has followed the lead of Melbourne in implementing a laneway activation program.

- *Policies and strategic documents*

The City of Perth is the local government responsible for the Perth CBD. In 2008, the Council adopted a strategic document *Forgotten Spaces: Revitalising Perth's Laneways episode I*. The document was developed 'to improve the contribution that laneways make to the city's economy and vitality' (Laneways Project Team: Strategy & Urban Development Units 2008, p. 1). The focus of the document is on the retail core of the CBD with four of the six listed aims of the strategy reflecting a desire to use laneway activation to support business and thus encourage CBD revitalisation.

Forgotten Spaces involved analysis of the laneways in Perth's CBD using a site analysis data sheet reproduced in Appendix B and a comparison of Perth's CBD and laneways with those of Melbourne and Sydney. It was concluded the shallow blocks of Perth largely negated the need for secondary access to businesses via laneways. Additionally, the analysis revealed the majority of Perth's laneways are privately owned, limiting the role of local government 'to primarily one of advocacy and champion of the benefits' of laneway activation (Griffiths 2008, p. 19).

The remainder of the *Forgotten Spaces* document is mostly aspirational. The proposed activation strategies involve using laneways as space for niche businesses, small bars and cafés, and creative industries, to alleviate the 'space squeeze,' brought about by at capacity retail and commercial stock, the Perth CBD was experiencing at the time (Laneways Project Team: Strategy & Urban Development Units 2008, p. 11). Physical

enhancements, such as streetscape improvements, lighting, artwork, and bin storage are mentioned, and potential built form guidelines are flagged.

Melbourne is mentioned repeatedly throughout the document. Art, capital works, small business grants, and planning guidelines are listed as strategies that make Melbourne's laneways 'a success story' (Laneways Project Team: Strategy & Urban Development Units 2008, p. 9). Fashionable language used by sections of the media to describe Melbourne's laneways is used throughout *Forgotten Spaces*. Adjectives including quirky, charming, intimate, intriguing, and enticing are all applied to Perth's laneways. However, this does not necessarily reflect reality. A pilot activation strategy in Perth's Wolf Lane has been only partly successful; economic development is limited to a small area of the laneway, 'while the east-west portion remains devoid of active shop fronts' (Laneways Project Team: Strategy & Urban Development Units 2008, p. 3).

- *Small business support*

Forgotten Spaces emphasises the need for business support in order to fully achieve the document's aim to promote business diversity and innovation. To this end, the City of Perth (2012) offers grants to creative businesses and small businesses. Grants are available to assist entrepreneurs in establishing a business in underutilised areas of the city, which includes, but is not specific to, laneways.

- *Organic laneway activation*

Seventy-five percent of the laneways identified in *Forgotten Spaces* are privately owned. Instances of concerted laneway activation efforts instigated by private interests, though, are rarer. Investigation revealed few examples of organic laneway activation in Perth. The most well known seems to be the privately owned Shafto Lane, which is



Figure 2.11 Shafto Lane, Perth

(McKenzie 2009) Image used under a Creative Commons Attribution 3.0 (<http://creativecommons.org/licenses/by/3.0/>)

arguably Perth's original activated laneway – active shop frontages and eateries have lined Shafto Lane since at least 1993 (see *Figure 2.11*) (GEHL Architects 2009).

2.3 The North American approach

Despite Seymour et al. (2010, p. 380) asserting 'alleyway conversions have occurred in a number of US cities in commercial and mixed-use districts' the North American literature focuses on residential laneways. Inevitably, this limits the applicability of the North American literature to commercial laneway activation, but there are still some elements of the literature, as follows, which are relevant to commercial laneway activation.

2.3.1 'Green Alleys' and permeable pavement

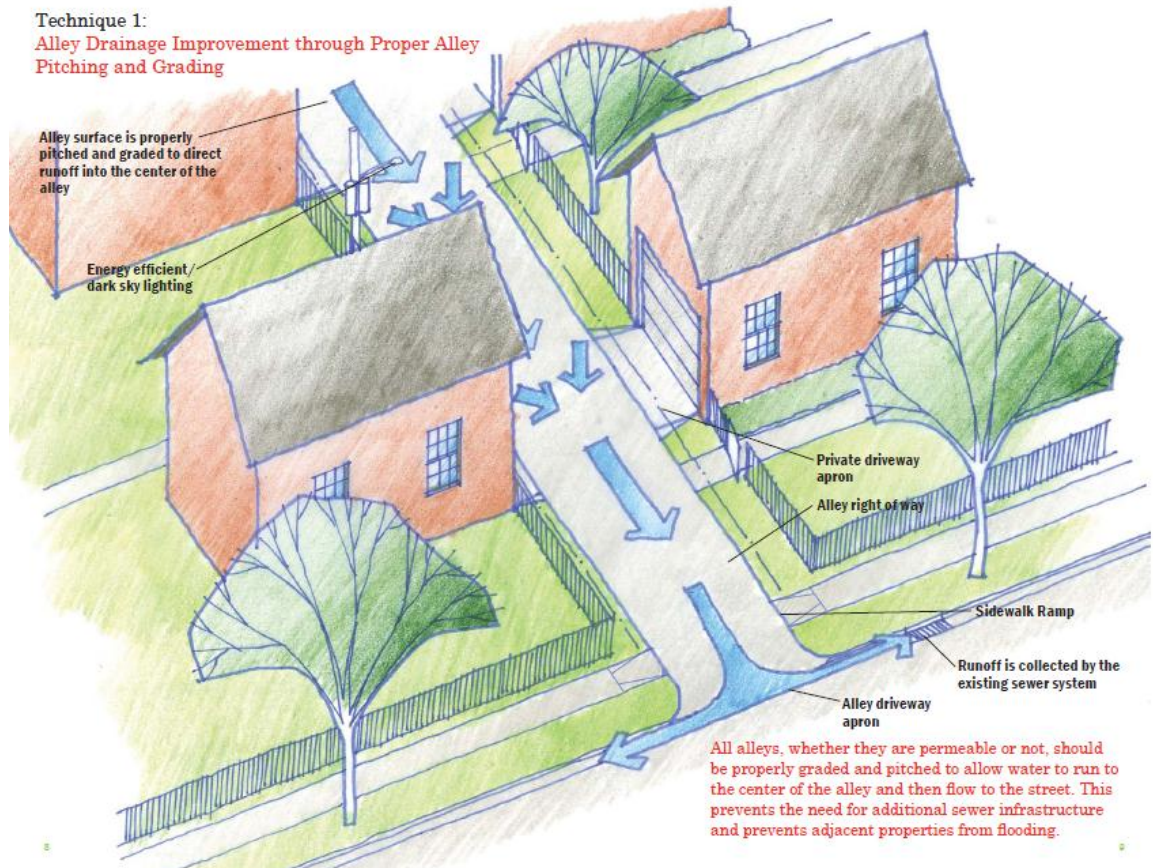
In his study of historic dirt- and gravel-surfaced residential laneways, Martin (2000) writes early-twentieth century laneway improvement initiatives involved paving and began in the more highly trafficked laneways of North American CBDs. Over the intervening decades, these laneway paving initiatives have evolved into today's *alley greening* projects. Alley greening is a relatively recent initiative, taken up by numerous US cities including Baltimore, Los Angeles, and Seattle, after the establishment of a pilot program in Chicago in 2006 (Newell et al. 2013). Despite the name, vegetation does not feature prominently in Green Alleys; Seymour et al. (2010, p. 380) instead list the common features of alley greening as 'permeable pavement; high-albedo pavement; and surface grading' (refer to *Figure 2.12* on page 33). Newell et al. (2013, p. 146) analysed eight green alley programs and concluded that 'alley greening programs in the US are unquestionably oriented towards stormwater management goals,' perhaps reflecting the 'availability of federal, state and city funding for stormwater management.'

In Australia too, stormwater management is an issue. A 2001 study found flooding generated the greatest economic losses of all the natural disasters Australia had suffered

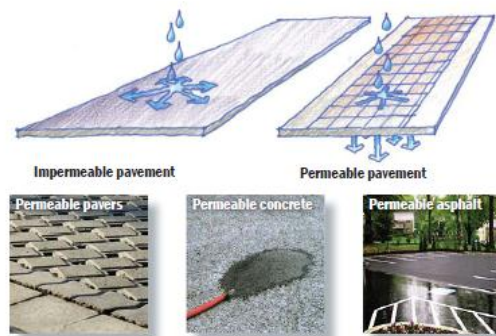
since 1967 (Gentle, Kierce & Nitz 2001, p. 41). Flood events in the eastern states between 2011 and 2013 have brought discussions of community resilience to flooding to the fore and governments have made flood mitigation funding available (Edwards 2013; Guest 2013; Tlozek 2013).

The increase of impermeable surfaces due to urbanisation has been recognised as one of the contributors to flooding (Booth & Leavitt 1999, p. 314). It is estimated that roads, laneways and car parks can account for up to 25 percent of the impermeable surfaces in a city (Attarian 2010; Shackel 2010). Governments in Australia, such as Queensland's Department of Natural Resources and Water (2007) and Brisbane City Council (2011a), recognise the potential for permeable paving to reduce: impermeable surfaces; stormwater run-off; and downstream flooding. However, the uptake of permeable paving in Australia has been limited, which Shackel et al. (2008, p. 1) believe is due to a lack of awareness among relevant sectors and conflict with the long entrenched engineering principle that water must be kept out of pavements to avoid failures.

Laneway activation programmes offer an ideal opportunity to test permeable pavement on small discrete sites before progressing to larger, complex projects, as demonstrated in Chicago (Attarian 2010). Most laneway activation programmes in Australia's capital cities involve repaving of surfaces. Where site conditions permit, a correctly pitched and graded laneway with a permeable pavement surface should be capable of managing runoff from small to moderate storm events without the installation of an expensive underground system of pipes (Attarian 2010).

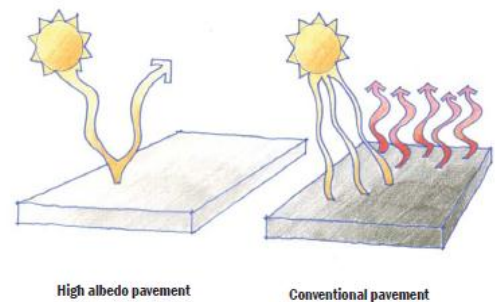


Technique 2:
Permeable Pavement



Permeable pavement has pores or openings that allow water to pass through the surface and percolate through the existing subsoil. Permeable pavement comes in the form of permeable asphalt, permeable concrete, and permeable pavers. In areas where soils do not drain freely, permeable pavement can be used in combination with subsurface drainage systems, like pipe underdrains or stormwater infiltration trenches to slow runoff and reduce stress on the combined sewer system.

Technique 3:
High Albedo Pavement



High albedo pavement material is light in color and reflects sunlight away from the surface. With less sunlight absorbed by pavement, less heat is radiated by the pavement. High albedo pavement therefore reduces the urban heat island effect. This reduces cooling costs, helps the survival of urban vegetation, and improves air quality, which can help reduce the symptoms of some respiratory diseases.

Figure 2.12 Illustrations of surface grading, permeable pavement and high albedo pavement from *The Chicago Green Alley Handbook* (Chicago Department of Transportation 2010, pp. 8-11).

2.3.2 Fear in Laneways

Another branch of laneway research in North America fits within the wider literature relating to environmental criminology and the fear of crime (Herzog & Flynn-Smith 2001; Wang & Taylor 2006). Researchers in this field are interested in how micro-level design and land-use factors influence people's reactions to and perceptions of danger. Some of the findings are relevant to laneway activation projects.

Investigation by Herzog and Flynn-Smith (2001) into the way people perceive the physical settings of laneways found:

1. narrow laneways tend to be seen as more dangerous;
2. curved laneways are more likely to be seen as dangerous;
3. shadowed laneways are usually seen as dangerous; and
4. well-maintained laneways provide a sense of safety.

The first three findings are expected when the Nasar/Fisher model is applied. The Nasar/Fisher model characterises settings in relation to three features:

1. prospect – how well a person can look ahead and anticipate who or what they will encounter;
2. refuge (or concealment) – how the features of a setting may lower a person's view of their surroundings; and
3. escape vs. boundness – how easily a person can exit a location at various points.

(Fisher & Nasar, cited in Wang & Taylor 2006; Nasar & Fisher cited in Wang & Taylor 2006).

Therefore, in the context of a setting with a dangerous reputation, a narrow laneway has high boundness and provides a low level of escape from potential attackers, while both a sharply curved laneway and a shadowed laneway have low prospect and high refuge, concealing potential danger around a bend or in the dark.

Herzog and Flynn-Smith's (2001) fourth finding relates to research into the sorts of cues which intimate local involvement and different levels of upkeep of places (Herzog & Chernik, cited in Herzog & Flynn-Smith 2001; Taylor, cited in Wang & Taylor 2006). Herzog and Flynn-Smith (2001, p. 662) propose a well-maintained laneway implies an orderly setting and regular surveillance by caretakers, thus conveying 'a kind of symbolic message that should enhance positive affective reactions.'

In line with Herzog and Flynn-Smith's (2001) first three findings, focus groups have shown residents are reluctant to use Los Angeles' laneways after dark and generally only used them when necessary to enter and exit properties (Seymour et al. 2010). However, residents' negative perceptions are at odds with Herzog and Flynn-Smith's fourth finding, as physical audits show Los Angeles laneways, taken as a whole, are 'reasonably attractive, walkable, quiet and mostly clean,' (Wolch et al. 2010, p. 2892). Thomas and Bromley (2000) have discussed the complex interrelationship between the fear of crime and actual risk of crime and the difficulty in distinguishing between feelings of vulnerability from calculated perceptions of risk. Accordingly, the organisers of the focus group hypothesised that residents' lasting fear may be the result of exposure, however isolated or infrequent, to criminal activity and concluded that residents' and society's perception of laneways as dangerous places 'present challenges for planning useable (and used) alleyways' and 'must be seriously considered in revitalisation plans meant to enhance laneways as social and physical activity spaces' (Wolch et al. 2010, p. 2892).

In the CBD especially, fear has been considered as a deterrent to visits to, and pedestrian activity within, city centres, leading to a reduction in overall vitality (Thomas & Bromley 2000). Ideally, Herzog and Flynn-Smith's (2001) findings and the associated research should therefore be considered at all stages of CBD laneway activation programmes. People's reactions to narrow, curved laneways suggest it may be worthwhile prioritising activation of straight, slightly wider laneways where they exist. Likewise, sufficient lighting should be installed as a matter of course; the City of Chicago (Chicago Department of Transportation 2010) installs energy efficient, dark sky compliant light fixtures within its green alleys. Any streetscape enhancements or

interventions should ensure they provide high prospect and low refuge; limbed up trees and low planter boxes, as seen in Perth's Wolf Lane in *Figure 2.13*, maintain clear lines of sight, while Seattle's Clear Alley Program limits the permanent storage of industrial bins in laneways, thereby limiting places of concealment for potential attackers (Seattle Public Utilities 2013). Finally, despite some variance in the literature, laneways should be maintained regularly to maximise the benefits of improvements; the City of Chicago has added its green alleys to existing street cleaning routes (Attarian 2010).



Figure 2.13 Limbed up trees and low planter boxes in Wolf Lane, Perth do not block people's view of the laneway or provide potential hiding places (Serls 2007).

Research into fear in laneways has produced one other finding of note. The macro-level property of mystery relates to how a site's micro-level features combine to create a promise of further information if one could penetrate deeper into a setting (Herzog & Flynn-Smith 2001). Paradoxically, Herzog and Flynn-Smith (2001) found mystery was an indicator of both preference and danger when applied to urban laneways. Wang and Taylor (2006) found a similar link, but applied the caveat that mystery as a predictor of reactions towards laneways is dependant on context and individual differences. The

mystery-preference link is noteworthy because, deliberately or not, it was the basis of Tourism Victoria's 'It's Easy to Lose Yourself in Melbourne' marketing campaign. The campaign aimed to market Melbourne's laneways as tourist destinations – describing them as 'hidden treasures' – thereby placing any mystery surrounding the city's laneways within a positive context (Patterson 2006, p. 7).

2.3.3 Audits and Focus Groups in Los Angeles

The final body of North American research relevant to commercial laneway activation is focused around the laneways of Los Angeles. Unsurprisingly, given their prevalence, Newell et al. (2013); Seymour et al. (2010); and Wolch et al. (2010) are interested in green alley programs. Their research diverges from others, though, in that Wolch and colleagues believe the ultimate goal of green alley programs should be to enhance laneways for use as public space, not just for stormwater management. The laneways of Los Angeles are spread throughout the city and Wolch sees them as an opportunity to increase public green space and to create a hospitable 'shadow network' providing a non-motorised, healthy and sustainable alternative for travelling between destinations (Berg 2009, p. 25).

The premise of encouraging pedestrian activity by improving the built environment has support from other researchers. The micro-level characteristics of an urban environment which contribute to perceptions of safety, comfort and pleasurability have been shown to have some influence on pedestrian frequency and choice of route (Agrawal, Schlossberg & Irvin 2008; Day et al. 2006; Evans-Cowley 2006; Foltête & Piombini 2007). From a green alley perspective, Adkins et al. (2012) found a street-side, well designed vegetated stormwater catchment was a built environment characteristic which contributed to the attractiveness of a walking environment. Seymour, Reynolds and Wolch (2010) have highlighted the predicted environmental and public health benefits of improving walkability in laneways, but there are also potential economic benefits in business districts. Studies of spending habits in European city centres have shown increased walkability and improved streetscapes tend to result in people staying longer and spending more in the CBD (Loveday 2006).

To generate wider support for green alleys as public space, Cassidy, Newell and Wolch (2008) authored a report: *Transforming alleys into green infrastructure for Los Angeles*. Within the report, Cassidy, Newell and Wolch (2008) encourage resident-initiated laneway conversion projects and include a draft project guide for residents. The community-led, ‘bottom-up’ approach to development has been recognised as the best method of ensuring local problems are addressed and poorly targeted solutions ‘are not imposed on local people by well-intentioned professionals’ (Transport 2000 2004, p. 3; Yung, Chan & Xu 2011). The City of Perth also recognised the importance of local involvement when it admitted its physical upgrade of Wolf Lane had failed to generate the desired levels of economic development due to a lack of emphasis on encouraging stakeholder and business involvement (Laneways Project Team: Strategy & Urban Development Units 2008).

Another recommendation of the report was to evaluate the impacts and benefits of laneway improvements by analysing environmental parameters, function, resident satisfaction, and pedestrian safety, before and after upgrades. To this end, Seymour et al. (2010) held a series of focus groups to investigate and record resident perceptions of laneways in five Los Angeles neighbourhoods. Simultaneously, Wolch et al. (2010) conducted audits of the physical form of the city’s laneways using as audit tool developed specifically for laneways by Seymour, Reynolds and Wolch (2010) which is reproduced in Appendix B. Seymour, Reynolds and Wolch (2010) recommended users modify the audit tool based on their particular cityscape. The findings of both indicated discordance between residents’ negative perceptions and the physical reality of the laneways, as discussed in section 2.3.2 of this dissertation.

2.4 Small-scale CBD revitalisation

All of the laneway initiatives discussed to this point have been located in large cities. This is expected given there are few urban studies regarding small cities in general. Budge and Butt (2007, p. 286) theorise small cities are overlooked due to the ‘sheer size

of issues apparent in the world's large metropolitan areas.' In an Australian context, it is the major metropolitan centres of Sydney, Melbourne, Brisbane, Perth and Adelaide which command attention. Hence, the applicability of the main body of urban planning research to the small cities where one-third of Australia's population reside (Australian Bureau of Statistics 2013) is questionable.

The dearth of literature relating to small cities sees most governments and policy makers attempting to adapt the policies of larger cities to fit a local context (Bell & Jayne 2006). This 're-scaling' is particularly evident in the current focus of small cities on CBD revitalisation. In what Budge and Butt (2007, p. 287) describe as a 'virtual replication of central city metropolitan planning and development' many small cities 'seem to have discovered 'shop top housing,' heritage preservation, outdoor eating, laneways, tourist information and signage.' However, Bell and Jayne (2006, p. 1) observe that frequently this re-scaling translates into 'ineffectual practical outcomes' and suggest a more realistic approach would be to instigate urban regeneration and economic development in a way, Budge and Butt (2007, p. 286) propose, that capitalises on, and markets to, 'the qualities and attractions of smallness.'

Although Bell and Jayne (2006, p. 5) lament 'too many theorists have been wooed and wowed by spectacular urbanism' to see small cities as a valid research topic, some researchers in North America have investigated CBD revitalisation in small cities. The resulting literature is primarily descriptive in nature, documenting strategies used successfully in small cities around North America. Although not directly transferable, considering the similarities in the decline of American and Australian CBDs, some of the revitalisation strategies described are relevant to an Australian setting.

The various academics and practitioners who have investigated CBD revitalisation have each developed lists of principles, strategies, and attributes common to successful CBDs. Each list is different, but individual items can be broadly related to four key revitalisation strategies, adapted from Robertson (1999):

1. Develop a strong public/private partnership
2. Encourage mixed use
3. Build on existing strengths
4. Establish a distinctive sense of place

2.4.1 Develop a strong public/private partnership

Reviews of North American small cities by Robertson (1999, 2004) and Faulk (2006) indicate a public/private partnership is key to having a strong CBD. Robertson (2004) believes developing a public/private partnership is in the interests of ensuring the actual needs of a community are clearly communicated and funding is directed to the areas where it is needed most. Robertson (2004) goes on to describe a four point model, known as the *Main Street Approach*, commonly used as a basis for public/private partnerships in North America's small cities:

1. Organisation – cooperation between individuals, businesses, and government institutions with a stake in the CBD.
2. Design – enhancement of the CBD's physical assets.
3. Promotion – marketing of the CBD as a whole.
4. Economic restructuring – strengthening and diversifying the CBD's economic base.

Australia's capital cities are using aspects of the Main Street Approach. The four cities studied are all using the design element by virtue of the streetscape improvements each integrates into their laneway activation programmes. Melbourne, Sydney, and Perth are also using the economic restructuring component through their small business grants, while Melbourne and Sydney, in particular, promote their laneways by organising annual art festivals. Sydney is the only city clearly utilising the organisation element by liaising directly with businesses through the City of Sydney's Business Development Coordinator.

2.4.2 Encourage mixed use

People are essential to a successful CBD. When Melbourne's CBD was declining in the late 1980s, one of the problems identified was a lack of people in the CBD after business hours (Adams 2005). In his survey of small cities, Robertson (1999) found this problem is just as relevant to small cities; 90 percent of the small cities with declining vitality indicated attracting people during the evening and on weekends was a problem. This suggests a successful CBD requires high levels of human activity and, consequently, requires a wide variety of functions and activities in order to attract people (Robertson 1999).

The literature identifies Residential as one of the key functions of a vibrant CBD; of the ten elements Moulton (cited in Ferguson 2005) states are needed for successful CBDs, four relate to growing the CBD's residential base. After reviewing several reports and case studies from Australia, North America, and Europe, Tolley (2011, p. 26) concluded a 'high proportion of all retail expenditure comes from local residents and workers,' adding credence to the claim by Robertson (1999) and Faulk (2006) that a residential population will add to the demand for a variety of goods and services in the CBD. A residential base is also recommended to increase activity levels in the CBD after business hours (Faulk 2006; Ferguson 2005; Robertson 1999; Thomas & Bromley 2000).

Laneway activation can be seen to promote a residential population in the CBD, in that a common aim of laneway activation programmes is to improve streetscapes and create desirable destinations and, in doing so, contribute to making a city a pleasant place to live. A residential population and CBD revitalisation in turn can be seen to encourage laneway activation as the demand for a variety of goods and services a residential base generates has been seen to encourage small boutique businesses to open in the activated spaces in laneways in Australia's larger cities.

2.4.3 Build on existing strengths

The strengths of a city vary from place to place. Robertson (1999) collated 44 different assets that 57 cities listed as one of their main strengths, including a waterfront, heritage buildings, and a strong retail mix. However, there is one strength all small cities share – that is, according to Budge and Butt (2007, p. 286), ‘the qualities and attractions associated with smallness.’ Filion et al. (2004, p. 340) concur after finding successful small cities in North America ‘tend to target niche markets and make use of small- rather than large-scale revitalisation projects.’ Grantz and Minz (cited in Faulk 2006, p. 632) term this approach ‘urban husbandry’ as opposed to ‘project planning’ – a series of incremental changes to existing urban form instead of expensive new development.

Laneways are commonly referred to as small places in the Australian literature (Carmichael 2011; Laneways Project Team: Strategy & Urban Development Units 2008; Woodhouse 2011). This choice of adjective implies laneways have the potential to be a strength in small cities. The focus of the literature on large cities and residential laneways means the evidence to support this assertion is slim. Laneways rate a single brief mention in the literature relating to North American small-scale CBD revitalisation. In a case study of the small city of New Richmond, Wisconsin, Robertson and Ryan (2004, pp. 18-9) describe streetscape improvements to a laneway in the business district before stating other laneways ‘could be greatly improved by using this alleyway as a model’ because ‘alleys are an underutilised sense of place in most downtowns.’

2.4.4 Establish a distinctive sense of place

This is perhaps the most important aspect of CBD revitalisation. Robertson (cited in Bell & Jayne 2006, p. 9) writes:

a continuous series of small-scale organisational, aesthetic/design and economic improvements that makes downtown desirable – a strong sense of place – is the foundation for successful development in small cities.

Haque (cited in Bell & Jayne 2006) agrees, finding marketing a city's unique selling point can produce revitalisation. Certainly, a policy phase between the 1950s and 1980s, which saw CBDs attempting to compete directly with the suburbs by becoming more like suburban shopping malls, was considered an economic failure and may have even contributed to the decline of some North American CBDs (Filion et al. 2004). As Rypkema (2003, p. 12) concludes, the strength of the CBD is not its 'homogeneity with everywhere else,' but its 'differentiation from anywhere else.'

Laneway activation can contribute to establishing a small city's sense of place by differentiating the CBD from neighbouring suburbs. This is particularly evident in Melbourne, where marketing campaigns used laneways to define the CBD (Patterson 2006). However, considering the 'me-too-ism' the Melbourne laneway programme has generated in Australia, it is worth noting Bell and Jayne's (2006, p. 10) warning of 'off-the-peg solutions' producing 'a series of monocultural 'unique' small cities,' especially where large consulting companies may copy design elements used successfully elsewhere when designing streetscapes, and so defeat the original objective of creating a distinctive sense of place (Ashworth 2009).

2.5 Conclusions

Laneways have always served a vital service function in CBDs, but Melbourne's successful laneway activation programme has shown laneways also have the potential to become social and recreational places, and spaces for small businesses. Streetscape upgrades, art, small business grants, and planning guidelines are all activation strategies which have been employed in Australia's large cities. Sydney, Brisbane and Perth relate these strategies directly to laneway activation, while Melbourne's focus has gradually shifted over time to encompass the whole of the CBD. The slow activation of Perth's government initiated Wolf Lane pilot project and the organic activation of Brisbane's laneways demonstrate community and business support for laneway activation is crucial if activation is to be a success. Incidentally, it should be noted activated laneways still

need to perform their traditional service function for CBD businesses, as Melbourne and Sydney's policies imply.

The North American literature provides insight into people's negative perceptions and fear of laneways; an important consideration for laneway activation given fear decreases vitality in CBDs. The research supports the implication that activated laneways have the potential to offer the community environment, public health, and economic benefits. Additionally, the experience of Chicago and its green alleys shows that laneways offer a discrete site for testing new construction methods and design elements before they are rolled out throughout a city.

Finally, the literature and Australian examples demonstrate there is overlap between the objectives of laneway activation and CBD revitalisation. Laneway activation offers cities a way of making small, incremental improvements to a CBD's built environment, variety of goods and services, and sense of place. Given the current popularity of laneway activation, though, cities should be aware that directly duplicating another city's successful strategies and design elements defeats the purpose of creating a distinctive and unique sense of place.

Chapter 3

3.0 Regional Queensland laneways

The previous chapter reviewed the published literature to establish a theoretical framework regarding laneway activation and CBD revitalisation. That literature largely ignored Australia's small cities, leaving decision makers in these cities with little guidance relevant to a small city's size and circumstances. Consequently, the focus of this chapter is Australian – specifically Queensland – small cities. It will compare the form and function of laneway networks, and associated strategic documents, in the CBDs of six small cities in regional Queensland:

- Cairns
- Longreach
- Mackay
- Rockhampton
- Toowoomba
- Townsville

Collating details of the six cities' laneway networks and activation strategies will allow observations to be made regarding the similarities or differences between regional Queensland's small cities. Patterns that would otherwise go unnoticed can then be considered in the context of the theory and framework provided by the previous chapter. Hence, this chapter ends with a Summary of observations regarding CBD revitalisation, laneway networks, and activation strategies in regional Queensland's small cities.

3.1 Cairns

Cairns is the farthest north of the six cities studied. Situated in the tropics on Queensland's north-east coast, Cairns has an international airport and the economy is underpinned by tourism (Economic Development and Innovation Department 2012).



Figure 3.1 Cairns' CBD and laneway network (Architectus Brisbane et al. 2011; Cairns Regional Council 2012; Cnes/Spot Image, DigitalGlobe & GeoEye 2012a)

3.1.1 CBD Revitalisation

Cairns Regional Council adopted a City Centre Master Plan in October 2011 in response to:

- a new regional planning scheme;
- the Cairns Transit Network project; and
- a downturn in tourism

(Architectus Brisbane et al. 2011).

The Master Plan aims to revitalise the CBD by increasing pedestrian activity in the centre. A number of broad strategies and specific projects are recommended to achieve this aim, including: reducing reliance on private vehicles, increasing mixed use within the CBD, and activating shop frontages. The Master Plan also looks to establish a distinctive sense of place by reinforcing the tropical location of Cairns. It therefore recommends a number of improvements to the physical assets of the CBD, in particular, by street greening and shading (Architectus Brisbane et al. 2011). Laneway activation is not mentioned as a strategy for CBD revitalisation and laneways are only mentioned briefly as a component of the pedestrian network.

3.1.2 Laneway Network

The core of Cairns' CBD is laid out in a grid delineated by the main streets (see *Figure 3.1*). This grid has remained largely intact since it was first laid out in 1877; so much so that only two laneways have been dedicated for public use within the CBD. The remainder of Cairns' laneway network consists of informal mid-block linkages through privately owned arcades and hotels, as identified on the pedestrian and cycling map in the City Centre Master Plan.

3.1.3 Laneway Activation

In some respects, Cairns' laneway network is similar to Perth's in that the majority of the city's laneways are privately owned. In section 2.2.5 of this dissertation, it was argued this limited Perth's local government to an advocacy role when it came to laneway activation. This does not seem to be the case in Cairns where the Council has previously taken on a more active role in laneway activation.

Cairns Regional Council instigated a biennial public arts project – *Changing Lanes* – in 2011, which involved installation of public artworks within Cairns laneways (Creative Partnerships 2013). The project was based on 'many similar projects world wide,' and advice was specifically sought from the City of Melbourne (Shepherd 2011, p. 19). A key objective of the project was to 'enhance, enliven and revitalise urban public space located in the CBD' (Cairns Regional Council 2013). Given most laneways within the CBD are privately owned, the Council and artists had to obtain the consent of business owners in order for the project to run successfully (Shepherd 2011). Artists were commissioned in April 2013 to create artworks for a second year of *Changing Lanes*, but the project was unexpectedly put on hold in June before the August launch with no further information forthcoming at the time of writing (Public Art Advisory Committee 2013a, 2013b).

Organic laneway activation projects have also been organised by local businesses. One such business – *Caffiend* – is 'a little hidden laneway café' with no main street frontage (*Cafe Culture Magazine* 2012). The café utilises the privately owned adjacent laneway as dining space and has held several events in the laneway with other businesses, including an annual street art festival, to repaint the murals in the laneway, and pop-up dining nights (see *Figure 3.2*) (Kuch 2009, 2011b; Pop Up 2012a).



Figure 3.2 Events in the ‘Caffiend alley’ (Kuch 2011a; Pop Up 2012b).

3.2 Longreach

Longreach is located in the central west of Queensland and is the smallest of the cities considered in this study. Longreach services a traditionally rural area, but is also economically reliant on outback tourism (Queensland Government 2013).

Semantically, Longreach would usually be considered a town rather than a city. However, Longreach has been included in this study because, firstly, it performs the role of a small city in that it is the economic, service and governance centre of the surrounding region and, secondly, because it offers a different view of regional Queensland as the farthest inland of the cities selected.



Figure 3.3 Longreach's CBD and laneway network (Campbell Higgson Town Planning 2006; Cnes/Spot Image, DigitalGlobe & GeoEye 2012b)

3.2.1 CBD Revitalisation

Though small in size, Longreach too has developed a CBD Master Plan (see *Figure 3.4*). The focus of revitalisation efforts is the main street. The plans include planting shade trees, treating pavements, and installing street furniture and public artworks (Terrain Consultants 2011). There are no associated explanatory documents accompanying the plan, so the overall aim of the CBD Master Plan is unknown. Presumably, Longreach Regional Council is responding to the region's reported downturn in tourism and is attempting to consolidate the current commercial area of the town (Arthur 2013). The Master Plan makes no mention of laneway activation.

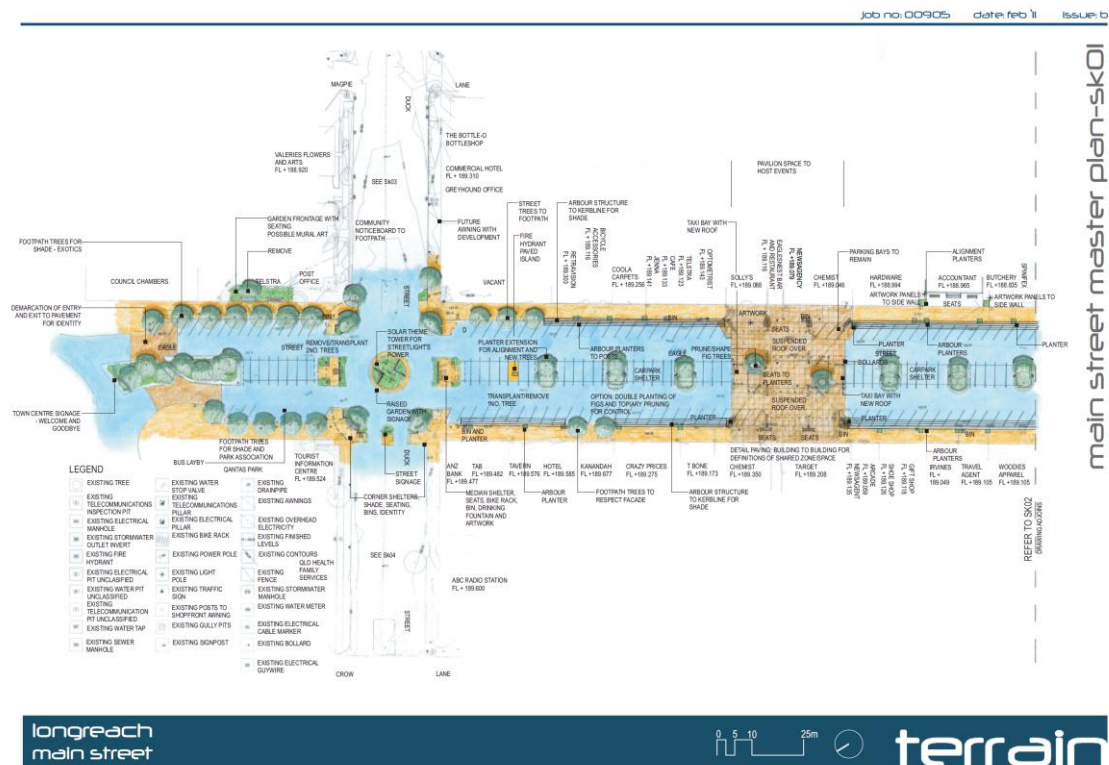


Figure 3.4 Part of Longreach's CBD Master Plan (Terrain Consultants 2011). A larger version is reproduced in Appendix C.

3.2.2 Laneway Network

Longreach is the first of two of the six cities studied that has a planned network of laneways. Such a network was not a standard feature of Queensland's late-nineteenth century settlements. In 1878, directions prescribing a minimum width of 20.117 metres for new roads and specifying they intersect at right angles, were issued to surveyors in Queensland (Lands Department 1878). The standard layout of Queensland towns at the time was thus a grid devoid of narrow lanes.

Consequently, in 1887, when surveyor Vincent Desgrand was instructed to layout the township of Longreach, he attempted to follow the 1878 directions. So uniform in layout were the towns resulting from these directions that Desgrand (1887) actually suggested dispensing with a preliminary design. However, the Deputy Surveyor General insisted on receiving a preliminary design for approval, which, upon receipt, the Secretary for Lands requested be changed, for reasons undocumented, so that 'a lane 60

links wide' would run 'through each section at the back of the lots' (Davidson 1887; Dutton 1887, ll. 10-12). The result of the Secretary for Lands' special instruction can be seen today in the series of laneways running longitudinally through each section of Longreach's rectilinear grid (see *Figure 3.3*).

3.2.3 Laneway Activation

Despite their prevalence, Longreach's laneways receive few mentions in Longreach Regional Council's policies. The laneways are viewed as part of the movement network and are referred to in utilitarian terms. However, there is one tenuous link to laneway activation. Council's streetscape policy specifies the margins and footpaths of laneways be turfed – a treatment with vague overtones of Chicago's green alleys (Longreach Regional Council & Terrain Consultants 2010).

3.3 Mackay

Mackay is situated on Queensland's east coast. The region is Australia's largest producer of sugar, but in recent years the mining industry has been a major source of growth (Canegrowers Australia 2012; Mackay Regional Council 2013a).

3.3.1 CBD Revitalisation

Mackay has a dispersed CBD that has been the subject of a number of strategic documents in recent times. The most recent document is the 2012 Public Realm Report based on the earlier 2011 City Centre Local Area Plan. The Public Realm Report is described as an 'overarching concept within which a series of strategic interventions can be taken' (Deicke Richards & Lat 27 2012, p. 5). These 'interventions' are all discrete catalyst projects – mainly intersection upgrades and physical enhancements to existing open spaces (Deicke Richards et al. 2011b). Each project was identified in the City Centre Local Area Plan. For this plan an analysis of the existing city, including its form, movement networks and economy was undertaken. The analysis resulted in the

identification of ‘key opportunities,’ including Mackay’s Laneways and Arcades (Deicke Richards et al. 2011b, p. 17).



Figure 3.5 Mackay’s CBD and laneway network (Cnes/Spot Image, DigitalGlobe & GeoEye 2013; Deicke Richards et al. 2011b; Mackay Regional Council 2012).

3.3.2 Laneway Network

Mackay was laid out in 1863 by surveyor Thomas Henry Fitzgerald. The design was for a typical grid with a minimum road width of 20.117 metres, precluding the addition of laneways, as District Surveyor A.F. Wood emphasised in his instructions to Fitzgerald:

If there is sufficient space, it is desirable that the streets be made one and a half chain wide and in no case less than one chain; narrow lanes for access to the backs of allotments are to be avoided

(Kennedy 2002, p. 33).

Despite Wood's assertion, 15 publically dedicated laneways exist today in Mackay's CBD (see *Figure 3.5*). The laneways developed haphazardly to allow access to the rear of businesses. The unplanned nature of the laneways means the network has poor connectivity, with most of the laneways ending mid-way through a block.

3.3.3 Laneway Activation

The City Centre Local Area Plan has identified the city's laneways as providing 'opportunities for economic development (retail diversification), greater active/passive surveillance, and small public realm projects' (Deicke Richards et al. 2011b, p. 16). The laneways and arcades strategy within the plan outlines in broad strokes activation strategies, including: 'permanent art installations, self-guided heritage trails with interpretative signage and ephemeral activities such as pop-up retail, markets, busking and temporary art' (Deicke Richards et al. 2011a, p. 76).

Although the laneway and arcades strategy did not translate into a catalyst project in the Public Realm Report, activated laneways are included as an objective of the Mackay City Centre Local Plan Code within the May 2013 Draft Planning Scheme. The Scheme seeks to create an 'intimate urban setting' for 'a range of permanent, semi-permanent and temporary uses, activities and events' by enhancing the laneway network 'through retaining and extending existing laneways and creating new laneways' (Mackay Regional Council 2013b, p. 7.11). The Draft Planning Scheme has taken a long-term view to extend the laneway network using laneways and arcades created during future development. Fifty linkages are identified on its laneway network map (see *Figure 3.6*). Taking a similar approach to Sydney, the Scheme specifies 31 of these laneways be nine metres wide to accommodate both vehicle traffic for rear servicing of buildings and safe pedestrian movement.

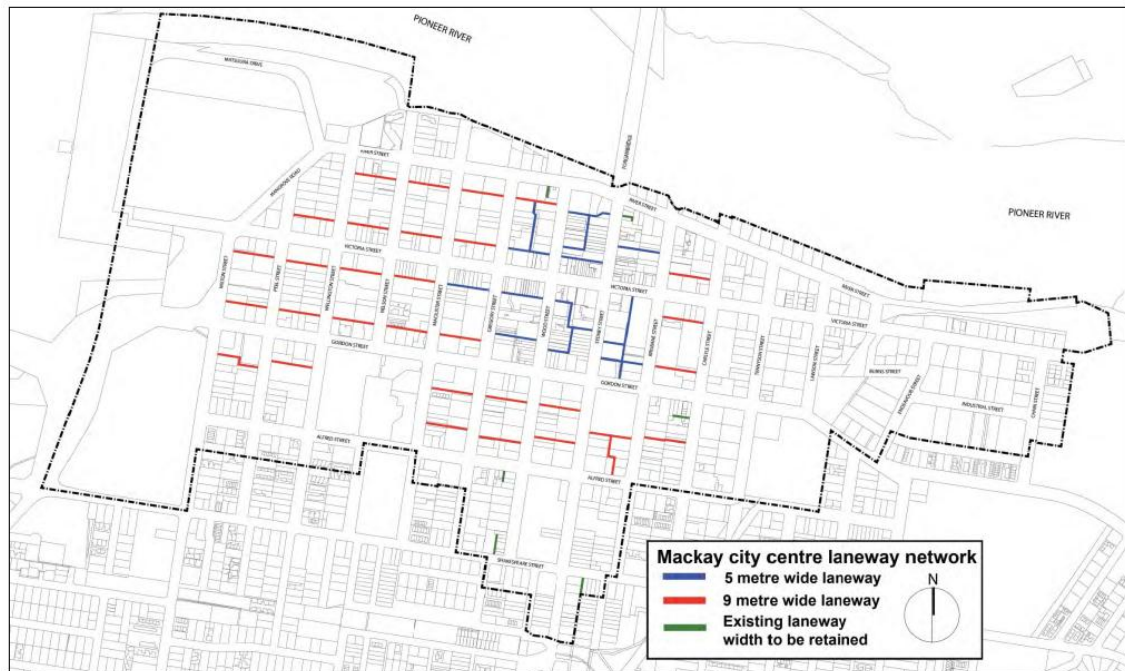


Figure 3.6 Laneway network from the Mackay Regional Council (2013b, p. 7.30) Draft Planning Scheme. A larger version is reproduced in Appendix C.

Some ad hoc activation has already been occurring. The Council's Economic Development team has instigated an Easter Laneway Festival. First held in 2012 and again in 2013, the festival was designed to take residents into the 'nooks and crannies of the City Centre' and involved local artists painting laneway walls and bands playing within certain laneways (*Daily Mercury* 2012). 'Organic' laneway activation has also taken place. In May 2012 a local business submitted a development application for an upmarket bar utilising the adjacent Fifth Lane (Martin 2012). The smoking area of the bar is oriented towards, and opens onto, the laneway, but current licensing conditions prevent consumption of alcohol in the publically owned laneway (see *Figure 3.7*). The ex-Melburnian proprietor did have plans for an alfresco dining area in the laneway, but the practical reality of unfettered vehicle access and poor amenity due to adjacent buildings' blank walls and industrial bins resulted in those plans being put on hold (Poppleston, R 2013, pers. comm., 12 August).



Figure 3.7 The bar oriented towards Fifth Lane in Mackay

3.4 Rockhampton

The city of Rockhampton lies on the banks of the Fitzroy River in central Queensland. Defence, education and retail are strong drivers of the economy, but Rockhampton promotes itself as the Beef Capital of Australia (Capricorn Tourism 2013; Queensland Treasury Corporation 2012).

3.4.1 CBD Revitalisation

Rockhampton is taking a slightly different approach to CBD revitalisation. It has recognised the Fitzroy River adjacent to the CBD as its existing strength and based its revitalisation efforts around the River. Consultants prepared a Riverfront Revitalisation Plan for Council in 2011. The Plan divides the riverside into a number of distinct precincts and within each precinct broadly identifies key projects for implementation in

the short- and long-term. The core of the CBD falls within the precinct known as the Quay Street Spine. Projects in this precinct, in order of priority, include: a pedestrian/cycle loop; markets; a historical centre and path; and revitalised laneways (Tract Consultants 2011).

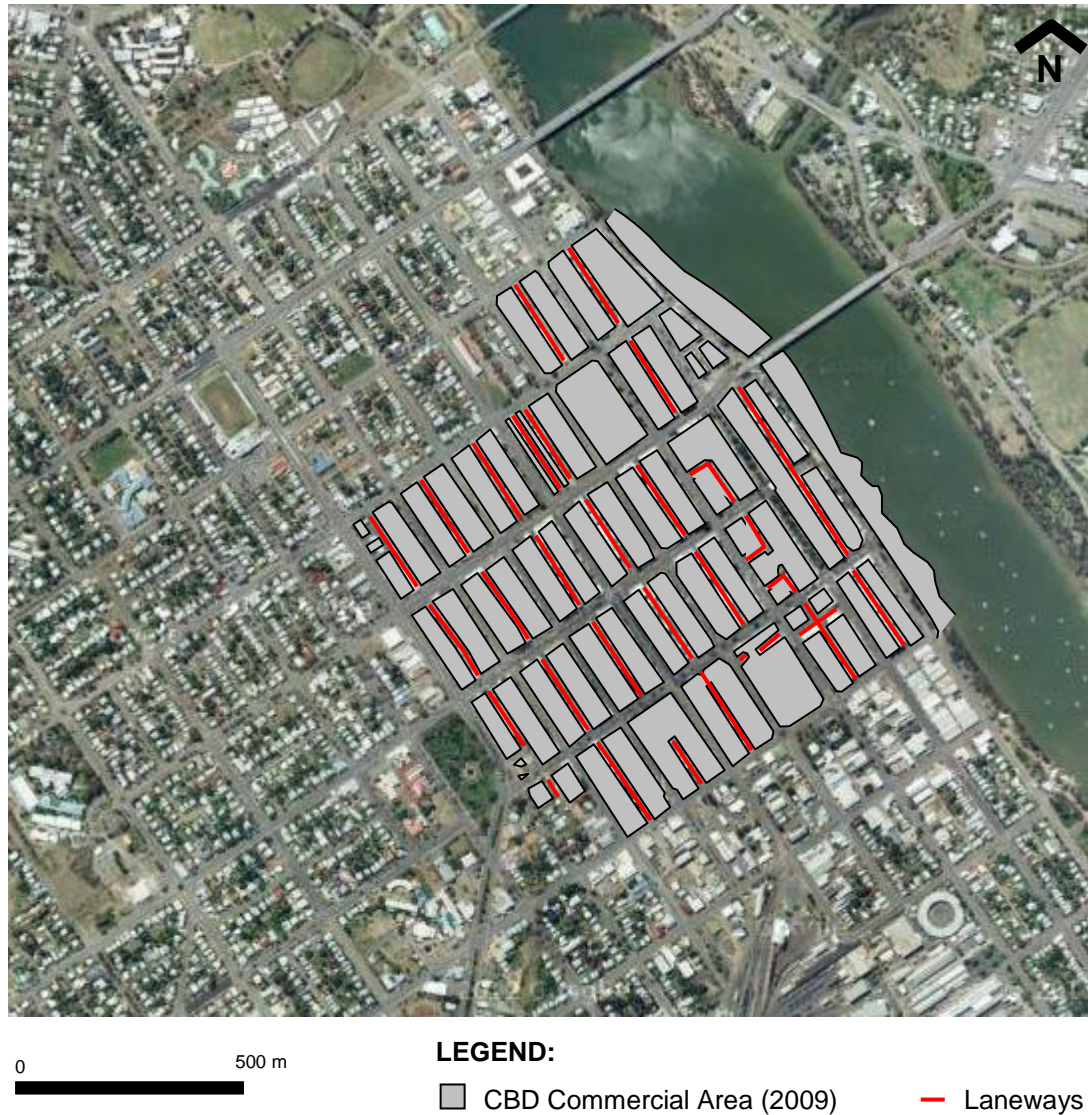


Figure 3.8 Rockhampton's CBD and laneway network (Aerometrex, DigitalGlobe & GeoEye 2013; Rockhampton Regional Council 2009).

3.4.2 Laneway Network

Rockhampton's city centre grid is methodically intersected by a network of narrow laneways running parallel to the Fitzroy River (see *Figure 3.8*). The unusually extensive network of laneways was part of the original plan of Rockhampton prepared by surveyor Francis Clarke and laid out in 1858 under the direction of surveyor Arthur Francis Wood. The network of laneways has a superficial resemblance to Melbourne's 1836 grid and to explain this, apocryphal stories have been circulating since at least 1904 when Bird (1904, p. 20) wrote 'Mr A.F. Wood had previously assisted in the laying out of the city of Melbourne and followed the Melbourne plan when surveying Rockhampton.' By the year 2000, the story had been further embellished with Francis Clarke now 'Victoria's Surveyor General at that time' (Allom Lovell Architects 2000, p. 9). A search of Queensland's State Archives reveals the truth is more mundane.

Wood arrived in Australia c. 1852 some 15 years after Hoddle laid out Melbourne (Emanuel 1891). Queensland had not yet separated from the colony of New South Wales when, in October 1858, the Surveyor General's office in Sydney sent Wood to lay out Clarke's plan of Rockhampton (*The Morning Bulletin* 1891). Six months earlier, the Surveyor General had sent Clarke 'printed instructions for laying out a Town at Rockhampton on the Fitzroy River' (Barney 1858b). Included was a standard set of instructions entitled *Laying out of Towns and Villages* which stated all building allotments will have 'a back lane entrance, parallel with the longitudinal streets, of 30 links in width' (Barney 1858a, p. 650). Clarke duly prepared a plan to these instructions, but a 'blunder' on his part meant Wood had to alter 'the design of that part of the township nearest the river' and 'add four sections on the south-west boundary of the township' (*The Morning Bulletin* 1891, p. 5). Nevertheless, the majority of Clarke's design was carried out and Rockhampton thus has more in common with the layout of those towns in New South Wales laid out under the Surveyor General's 1858 instructions – such as Young, Inverell, and Cootamundra – than it does with Melbourne (see *Figure 3.9*).

**Cootamundra, NSW****Inverell, NSW****Rockhampton, QLD****Young, NSW**

Figure 3.9 A comparison of Rockhampton's layout with those of towns in NSW showing rear laneways running parallel to the main streets (all images are the same scale) (Aerometrex, DigitalGlobe & GeoEye 2013; Digital Globe 2013a, 2013b, 2013c).

3.4.3 Laneway Activation

Rockhampton has the largest laneway network with the greatest connectivity of the six cities studied, yet it has made next to no use of its laneways beyond the utilitarian (see

Figure 3.10). Rockhampton Regional Council (2009, p. 4.28) emphasises this current view in its planning scheme, stating:

Wherever possible, servicing will occur off laneways so that the street is not affected by garbage bin areas, set downs and the like and a continuity of built form along the road frontage is developed.

This harkens back to Robinson's (1911, pp. 66-7) musings on the value of laneways in business districts in allowing 'goods to be loaded and unloaded systematically without interruption by, or interruption to, the traffic of the street.' This mindset is at odds with the cosmopolitan view of activated laneways full of people and cultural events.



Figure 3.10 A typical utilitarian laneway – East Lane, Rockhampton

Considering the current situation, Rockhampton Regional Council's gradual approach to laneway activation is not unreasonable. Like other cities, Rockhampton is aiming to engage 'the community, particularly the younger demographic' and 'generate a sense of

place, pride and ownership that will evolve with the generations' by activating its laneways through artworks and festivals (Tract Consultants 2011, p. 25). This activation approach is similar to that taken by Cairns and Mackay. Where it differs though is in the timeframe for implementation – 10 to 20 years – and the specific consideration of crime prevention. The strategy is still only in its early stages, so few details are provided, but crime prevention methods for all laneways have been flagged; a recognition fear is a deterrent to pedestrian activity in CBDs, as discussed in the previous chapter in section 2.3.2.

3.5 Toowoomba

Toowoomba is Australia's largest non-capital inland city. Situated in the Darling Downs region west of Brisbane, the city has a strong agricultural base, but expansion of the Surat Basin energy precinct in recent years has seen manufacturing and mining become significant drivers of the economy (Toowoomba Regional Council 2012b).

3.5.1 CBD Revitalisation

Consultants prepared a CBD Master Plan for Toowoomba Regional Council in 2010. The plan is focussed on the long-term. For eight precincts within the CBD, an overall intention and several objectives are identified to guide future development. The desired result of a revitalised CBD – retaining existing heritage buildings and the garden city image – is communicated. The Toowoomba Plan differs from others in that it forgoes suggesting specific projects to implement, instead recommending the intent of the plan be incorporated into Toowoomba Regional Council's Planning Scheme through multiple supporting strategic documents. One of these is a laneway strategy (Urbis 2010).



Figure 3.11 Toowoomba's CBD and laneway network (CNES/Spot Image, DigitalGlobe & GeoEye 2012c; Toowoomba Regional Council 2012c; Urbis 2010).

3.5.2 Laneway Network

The laneway network in Toowoomba was unplanned (see *Figure 3.11*). The original survey of 1853 laid out an irregular city grid devoid of laneways. The network developed in a laissez-faire fashion over time with laneways being inserted, deleted and re-inserted into the fabric of the city as the original blocks were subdivided and re-subdivided (for example, see *Figure 3.12*).

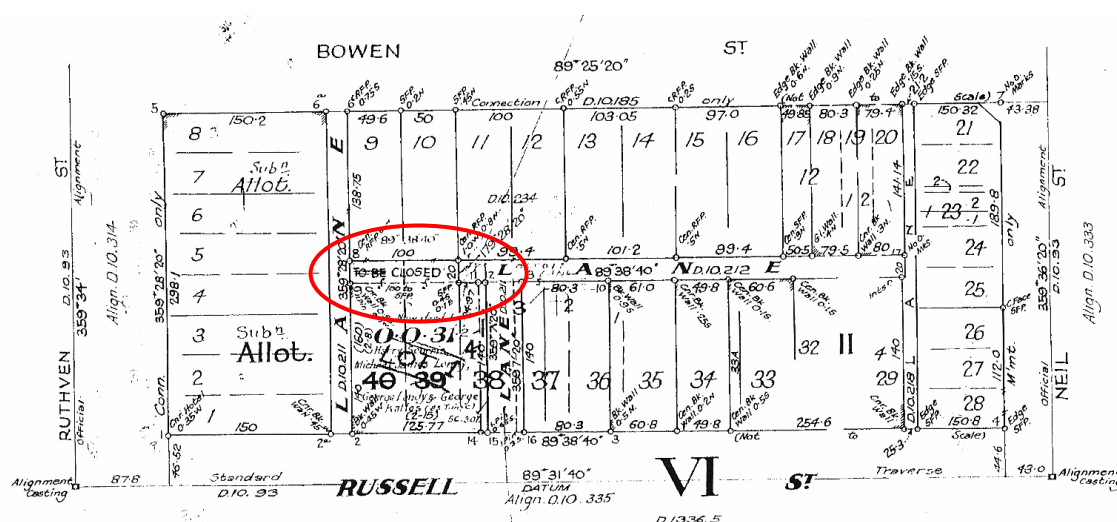


Figure 3.12 Survey plan showing a lane being inserted and another piece being closed (Jackson 1954).

3.5.3 Laneway Activation

Toowoomba Regional Council has adopted the recommendation of the CBD Master Plan and begun preparing a Laneway Strategy (Toowoomba Regional Council 2012a). The strategy is said to be ‘a specific and detailed study to identify the location, type, and capacity for change and activation of the city centre’s laneways’ (Urbis 2010, p. 74). At the time of writing, the strategy was not available for public viewing. Council has also approved a \$600,000 laneways demonstration project in the 2013/2014 budget, but, again, no other details were available at the time of writing (Toowoomba Regional Council 2013).

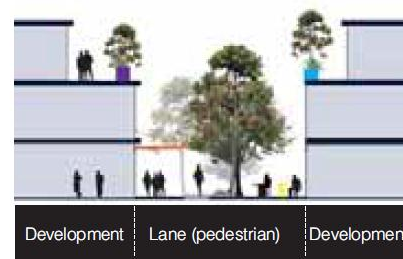


Figure 3.13 Indicative laneway treatment from Toowoomba CBD Master Plan (Urbis 2010, p. 59).

Based on the CBD Master Plan, the Laneway Strategy and Demonstration Project could include plans for: ‘Small scale retail; On street dining; Public art; Streetscape works and furniture; Ensuring active land use at the ground plane;’ and ‘Orienting building entrances and windows to lane frontages’ (Toowoomba Regional Council 2013, p. 54). The Master Plan recommends the laneways be pedestrian only, but also recognises the

utilitarian role laneways play, recommending time managed vehicle servicing of businesses off laneways be allowed (see *Figure 3.13*). Additionally, in line with the long-term view, the Master Plan suggests the laneway network should be supplemented by new connections when infill development occurs.

3.6 Townsville

Townsville is the largest city in northern Australia. It has a diverse economy with health care and social assistance, public administration and safety, and retail trade being the main industry employers (Government Statistician 2013). Revenue from Townsville's CBD makes up an estimated ten percent of the North Queensland economy (Townsville City Council 2011b).

3.6.1 CBD Revitalisation

Townsville's CBD Master Plan is focussed on maintaining the traditional role of the CBD as Townsville's principal activity centre. The importance of people to a vital CBD is recognised; the plan's 'ultimate aim is to facilitate the benchmark of achieving 30,000 people living and working in the inner-city by 2030' (Urbis 2011, p. 2). The plan thus aims to make Townsville a 'liveable city' and has identified activation strategies and preliminary projects aimed at encouraging mixed use and building on the city's strengths (Urbis 2011, p. 10).

Within the retail core of the CBD, this is manifested in strategies aimed at activating shop frontages, such as a high frequency of entryways and windows, no blank or inactive walls and 50 to 80 percent of floor space dedicated to retail, entertainment or commercial uses (Urbis 2011). Though considered, less attention is given over to the rear sides of buildings and to laneways. This is not unexpected given the ratio of streets to laneways in Townsville.

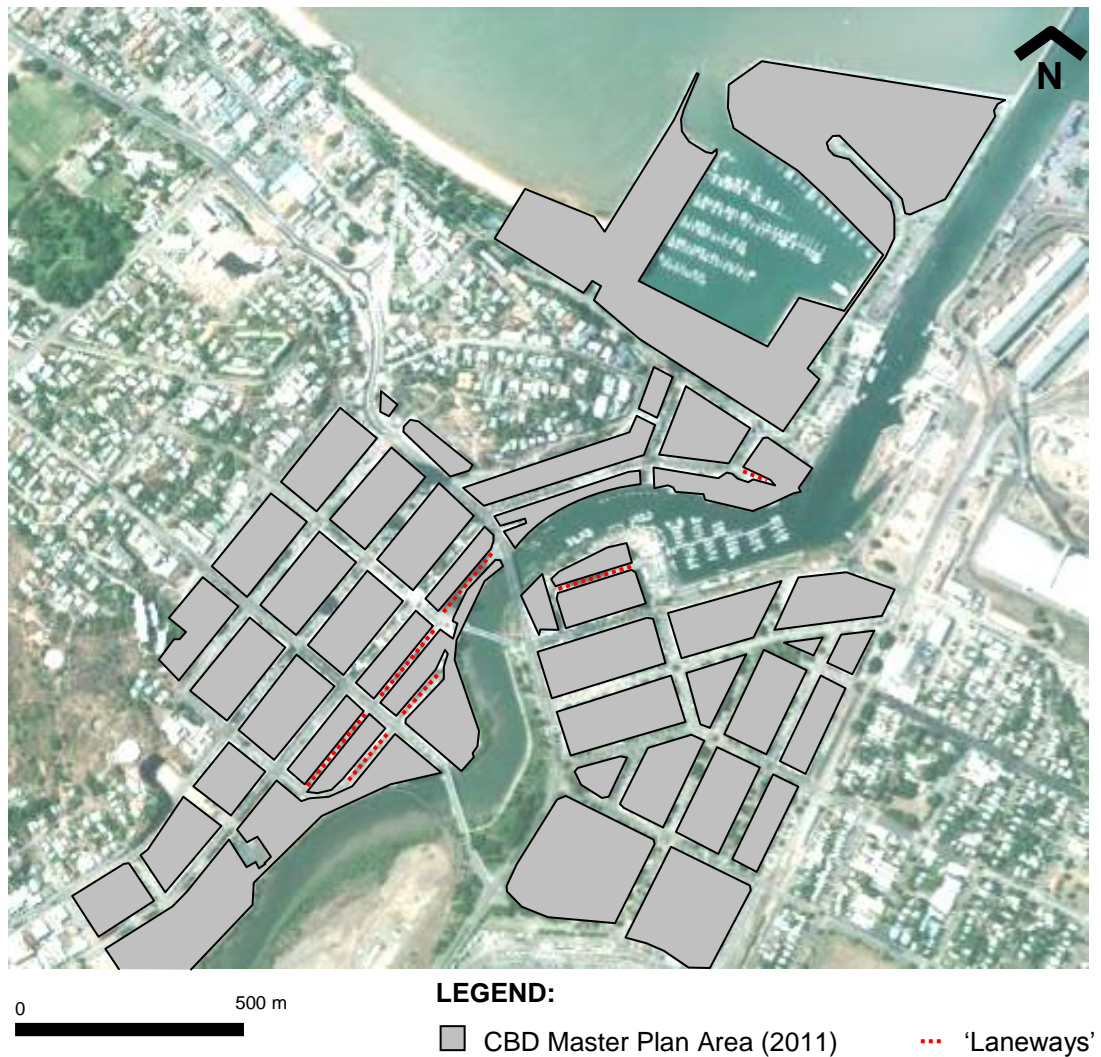


Figure 3.14 Townsville's CBD and 'laneway' network (Aerometrex Pty Ltd et al. 2012; Townsville City Council 2013; Urbis 2011)

3.6.2 Network of Laneways

Townsville has a network of laneways in some of its older residential suburbs, principally South Townsville and Railway Estate (Townsville City Council 2011a, p. 2). However, within the CBD itself, the city grid is unbroken by laneways (see *Figure 3.14*). As in Cairns, it is likely that some privately owned laneways exist, but they are not identified on any maps and so are beyond the scope of this dissertation.

In the absence of publically dedicated laneways, though, some narrow streets have taken on the traditional utilitarian functions of laneways, such as rear access and garbage collection (for examples, see *Figure 3.15*).



Ogden Street



Hanran Street



Anthony Street



Kelleher Street

Figure 3.15 Rear service entrances, garbage collection, and murals in Townsville's narrow streets (Google 2010d, 2010c, 2010b, 2010a).

3.6.3 Laneway Activation

Despite the lack of public laneways in Townsville's CBD, laneway activation has still been included as a CBD revitalisation strategy. Narrow Ogden Street has been renamed the Ogden Street Laneway in Townsville's CBD Master Plan – a precinct specialising as 'a hub' for emerging artists and designers, arcades and café dining (see *Figure 3.16*) (Urbis 2011, p. 48). Ogden Street, in reality, is a street and therefore currently functions with vehicle priority. The CBD Master Plan proposes the street be narrowed and a shared surface created to encourage pedestrian activity within the 'laneway' (Urbis 2011, p. 32).

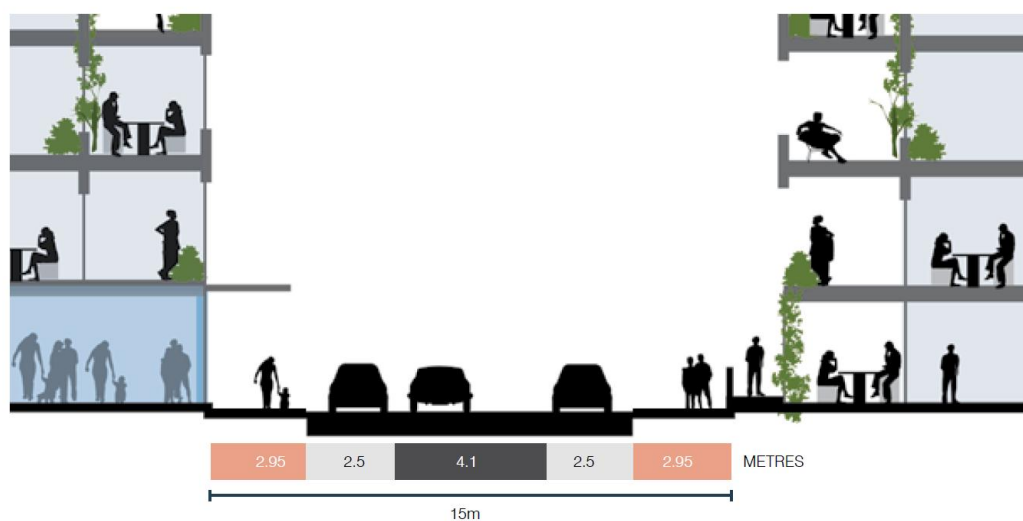
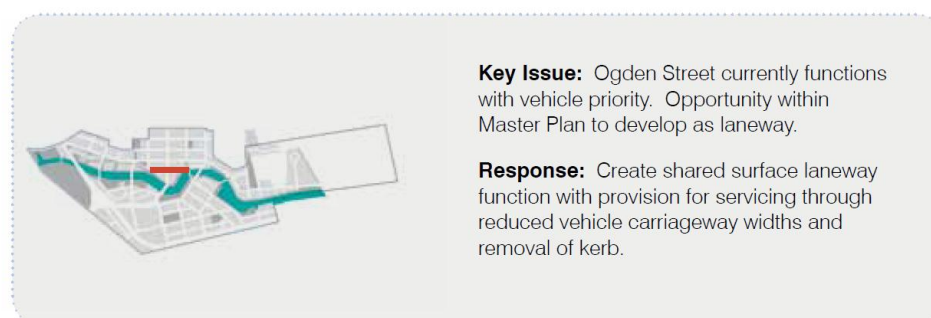


Figure 3.4.2g: Indicative Street Section - Ogden Street Laneway

Figure 3.16 Ogden Street Laneway from Townsville's CBD Master Plan (Urbis 2011, p. 32).

3.7 Summary

The laneway networks and activation strategies of the six cities studied are summarised in Table 3-1 below:

Table 3-1 Laneway comparison summary

	Cairns	Longreach	Mackay	Rockhampton	Toowoomba	Townsville
<i>Demographics: (Australian Bureau of Statistics 2011)</i>						
City Centre Population	2,180 (SSC30289)	3,137 (UCL315055)	4,072 (SSC30988)	2,244 (SSC31415)	2,200 (SSC31656)	2,500 (SSC31666)
Total Population	133,911 (3003 (SUA))	4,189 (LGA34710)	77,293 (3010 (SUA))	73,681 (3013 (SUA))	105,984 (3015 (SUA))	162,292 (3016 (SUA))
% Total Population dwelling in city	1.6%	74.9%	5.3%	3.0%	2.1%	1.5%
<i>CBD Revitalisation:</i>						
Plan	✓	✓	✓	✓	✓	✓
Laneway Activation included as a revitalisation strategy			✓	✓	✓	✓
<i>Laneway Network:</i>						
Type	Informal	Planned	Unplanned	Planned	Unplanned	Informal
Total Length (km)	0.2 (Public) 2.2 (Private)	1.1	0.9	4.2	1.6	1.1 (Roads)
Primary function (currently)	Rear access	Rear access	Rear access	Rear access	Rear access	Rear access
<i>Activation Strategies:</i>						
Artwork	✓		✓	→	→	
Business support						
Crime prevention/ Passive surveillance				→	→	
Festivals	✓		✓	→	✓	
Heritage trails			→			
New laneways			→		→	
Surface treatment		✓			→	→
Pop-up events	✓		→	→	→	
Vehicle access continued	✓	✓	✓	✓	✓	✓
Retail diversification	✓		✓	→	→	→
Strategy document/ planning scheme			→		→	

✓ Has been implemented to some extent

→ Has been considered for future implementation

3.7.1 CBD Revitalisation

Every city studied has considered some form of local government-led CBD revitalisation. Longreach, with the smallest CBD, has the simplest plan, which is essentially a project to upgrade the physical assets of the main street. The remaining cities' plans are all similarly structured; each city is divided into precincts and the development is guided by a set of overarching principles. This could be because each plan was prepared by consultants in Brisbane between 2010 and 2012. Rockhampton, at least, has chosen to build on an existing strength – the Fitzroy River. Otherwise, the general nature of the plans makes it difficult to judge whether each plan can help the individual cities to establish a distinctive sense of place or whether the revitalisations will produce Bell and Jayne's (2006, p. 10) 'series of monocultural 'unique' small cities' due to consulting companies copying design elements used elsewhere (Ashworth 2009).

A point of distinction for each plan is the catalyst projects. Cairns, Mackay, Rockhampton and Townsville each have a set of projects developed specifically to stimulate revitalisation. Only Toowoomba has opted for Grantz and Minz's (cited in Faulk 2006, p. 632) 'urban husbandry' over 'project planning' by foregoing specific projects in favour of an holistic, incremental approach to CBD revitalisation. From the information provided, it is again difficult to judge if this favouring of project planning is an example of small cities attempting to replicate big city planning or if it is simply due to decision makers finding it easier to promote a project rather than gradual change to stakeholders.

3.7.2 Laneway Network

This study revealed three types of laneway networks in Queensland, split evenly between the six cities:

1. Planned networks – were part of the original plans from when the city was first laid out.

2. Unplanned Networks – developed in an ad hoc fashion over time as the original city grid was subdivided and re-subdivided.
3. Informal Networks – developed over time, but are not made up of publically owned laneways. For example, Cairns’ network of private arcades and some of Townsville’s narrow streets.

If there is one type of laneway network in regional Queensland more common than others, it would thus be the sort of network which developed over time without official guidance. This is in line with Siksna (1998) finding that additional streets, laneways and arcades were spontaneously and incrementally inserted into the blocks of Australian cities to create finer mesh pedestrian networks and allow access to the backs of deep lots.

This study has also indicated street and laneway networks in regional Queensland cities tend to be a construct based on the regulations and standards of the time, rather than the whim of an individual. This is perhaps best demonstrated, ironically, by surveyor A.F. Wood who laid out Rockhampton with laneways, as per current instructions, then, five years later, made special note to ensure there were no laneways in Mackay.

3.7.3 Laneway Activation

Following the pattern of Australia’s large cities, laneway activation is a popular choice of CBD revitalisation in small Queensland cities. Four of the cities specifically mention laneway activation in their CBD Revitalisation Plans or related programmes and all of the cities, arguably, have implemented at least one strategy associated with laneway activation. Once again, few specifics are available for the activation programmes and it remains to be seen how each city will differentiate its laneway activation programme from others. Some points of interest did arise from the comparison though.

Unsurprisingly, given its size and its rural image, Longreach has given the least consideration to laneway activation. The other city with a planned network, Rockhampton, has given more thought to laneway activation, but has adopted a long-

term approach. Incidentally, Rockhampton is the only city which has specifically mentioned crime prevention as an activation strategy, raising the question of whether the greater number of laneways has resulted in a corresponding increase in actual crime or merely a fear of crime (Thomas & Bromley 2000).

Based on network type, the cities with unplanned networks have given the most thought to laneway activation. Mackay and Toowoomba have each begun to incorporate laneway activation strategies into their planning schemes. Both have also mentioned the highest number of activation strategies and are the only two cities considering extending their networks. It is unclear if this is due to deficiencies in the unplanned type of laneway network making laneway activation a more attractive option to improve circulation throughout the city.

Given the strategies are being developed in relation to CBD revitalisation, a commercial focus would be expected, and the most frequently mentioned activation strategy is indeed retail diversification, followed by pop-up events. The next most popular strategies are artwork and festivals. These do not fundamentally change the form or function of the laneways and so are easier to implement than other strategies. Unsurprisingly, they are also the two strategies which cities have most commonly begun implementing.

None of the cities have considered offering small business grants to encourage activation, as Sydney and Perth do. Despite this, Cairns and Mackay are experiencing some organic laneway activation, though it is largely due to the efforts of individual businesses rather than a wholesale adoption throughout the city.

It is noteworthy that more strategies have been flagged for future implementation, than have already been implemented. This may indicate big city laneway activation is being re-scaled for small cities, especially in Townsville which has no true publically owned laneways, or it may simply be cities have recognised changes in the current mindset towards laneways will likely occur gradually. In fact, the only aspect of laneway activation all cities agree on is that any activated laneway must also be able to carry out

its traditional role in commercial districts by continuing to provide rear access for vehicles.

3.8 Conclusion

Laneways are a common feature in Queensland's small regional cities. Conforming to historical views of laneways in commercial districts, currently, laneways tend to be viewed as utilitarian features of the small city CBD. However, like Australia's large cities, Queensland's small regional cities are considering implementing laneway activation as part of their CBD revitalisation strategies.

Few specific details are available at this stage regarding each city's laneway activation plans. The strategies that have been mentioned tend to have a commercial slant, reflecting the overall goal of CBD revitalisation, but none of the cities have considered small business grants. Despite this, some businesses in Cairns and Mackay have made attempts at organic laneway activation.

Cities have already started to implement some of the simpler and non-permanent activation strategies, such as artwork and festivals. However, a greater number of strategies are flagged for future implementation, which potentially indicates decision makers are trying to re-scale a big city programme to fit a small city. Indeed, paradoxically, the only aspect of laneway activation all cities agree on is that any activated laneway must also be able to carry out its traditional role in continuing to provide rear vehicular access to businesses.

Chapter 4

4.0 Case Study

A comparative analysis of laneway networks in six regional Queensland CBDs was undertaken in the previous chapter. The result was a general list of laneway strategies with potential to contribute to CBD revitalisation in regional Queensland. Although policy makers have identified a variety of laneway activation strategies in regional Queensland, few have been implemented. Without either academic analysis or actual experience, it is difficult to judge how effective these strategies would be for regional Queensland's small cities.

Physically implementing the strategies to evaluate their success in small cities is beyond the scope of this dissertation. Hence, one of the six regional Queensland cities studied – Mackay – was analysed as a case study in an attempt to gauge the potential of the identified strategies to contribute to laneway activation and CBD revitalisation. This resulted in a laneway activation strategy being drafted specifically for Mackay, based on the foundation provided by the previous two chapters. This chapter details the development of the case study, as follows:

- Methodology – details the methods used to assess Mackay's CBD laneways.
- Current Situation – summarises the findings of the physical audit undertaken on Mackay's laneways.
- Recommended Laneway Strategy – outlines an activation strategy specifically for Mackay's CBD laneways.

4.1 Methodology

The evaluation of Mackay's laneways began with fieldwork to document their physical characteristics. This was for two main reasons. The first was to identify the existing strengths of the laneways, thereby allowing development of a laneway strategy which could build on these strengths; an approach the literature has shown is a key characteristic of successful small cities (Faulk 2006; Filion et al. 2004; Robertson 1999). The second reason was to provide a baseline for empirically judging the efforts of laneway activation programmes implemented in the future; something that appears to be lacking in the current Australian dialogue.

The area identified in strategy documents as Mackay's CBD covers approximately 240 hectares. Fifteen publically dedicated laneways are scattered throughout this area. However, due to resource and time constraints, eight laneways, identified in *Figure 4.1*, around the retail core of the CBD were selected as the focus of the fieldwork. Preliminary site visits revealed that, overall, Mackay's laneways are utilitarian in nature. By Melbourne's measures, each would only rate as a class 3 laneway used for vehicular access and having two or fewer characteristics making them suitable for laneway activation (City of Melbourne 2008). A finer measure for evaluating the activation potential of each laneway was therefore required for the final fieldwork, which took place between 10 am and 1 pm on 29 July, 2013.

Three audit tools developed by the City of Perth's Laneways Project Team: Strategy & Urban Development Units (2008), Seymour, Reynolds and Wolch (2010), and Woodhouse (2011) were identified in Chapter 2 and are reproduced in Appendix B. The City of Perth's tool is primarily descriptive and determines each laneway's potential for activation based on qualitative observations. Woodhouse's (2011) tool is a mix of qualitative and quantitative measures of a laneway's pedestrian activity and physical characteristics, which were converted to Likert scores to rank the vitality of Brisbane's laneways. Seymour, Reynolds and Wolch's (2010) tool for assessing urban laneways is the most comprehensive of the three. However, the instruction manual is no longer at

the web address provided, and without it, Seymour, Reynolds and Wolch's audit tool could not be used as the author's intended



Figure 4.1 The eight laneways studied in Mackay (Mackay Regional Council 2012)

A similarity between all three tools is that they are text based. Essentially, the audit tools convert laneways to a disparate list of elements taken out of context. The work by Herzog and Flynn-Smith (2001) and Wang and Taylor (2006) demonstrates the important role the spatial relationship between features in a laneway plays in influencing people's reactions to and perceptions of danger. Consequently, an audit tool was developed based on all three text based tools and research into fear in laneways (refer to Figure 4.2).

To document the features of each laneway photographs were taken and a sketch produced. In this way, the physical features listed by Seymour, Reynolds and Wolch were documented and, if required, could still be entered into their audit tool at a later

date. The sketches and photographs more clearly recorded Mackay's laneways at a particular epoch and had the added benefit of maintaining the spatial relationship between features in the laneways necessary for assessing the visual cues which would influence a laneway user's perception of danger. A summary sheet was then prepared to accompany the visual record (see *Figure 4.3*). This was based on the City of Perth's laneway analysis sheet and incorporated Woodhouse's Likert scale ranking the vitality of a laneway's physical characteristics. This allowed the suitability of each of the eight Mackay laneways to be ranked for activation potential based on the assumption that a laneway with high current levels of vitality would be an existing strength that a laneway activation programme could build on.

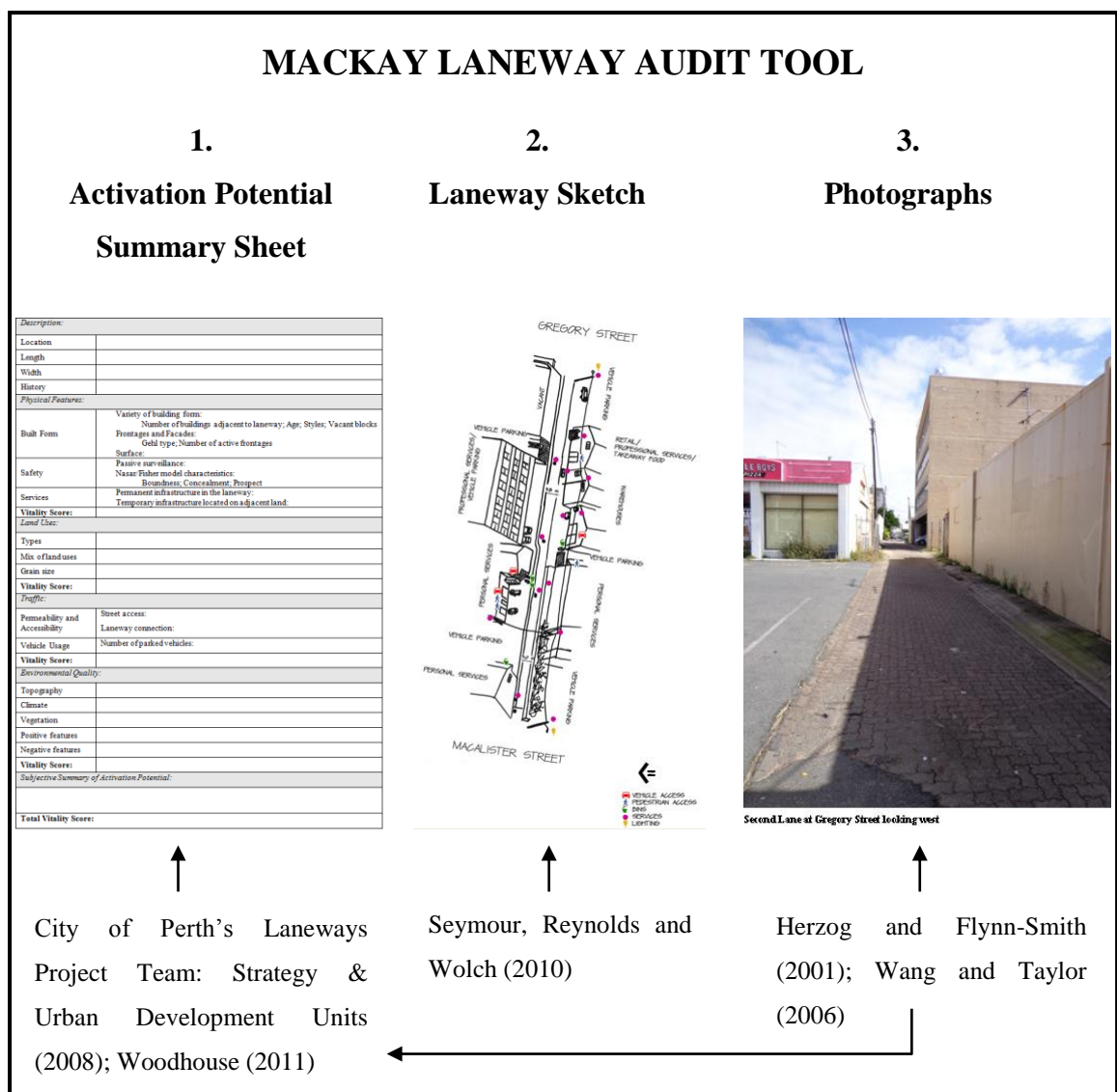


Figure 4.2 Influences on the laneway audit tool

<i>Description:</i>	
Location	
Length	
Width	
History	
<i>Physical Features:</i>	
Built Form	Variety of building form: Number of buildings adjacent to laneway; Age; Styles; Vacant blocks Frontages and Facades: Gehl type; Number of active frontages Surface:
Safety	Passive surveillance: Nasar/Fisher model characteristics: Boundness; Concealment; Prospect
Services	Permanent infrastructure in the laneway: Temporary infrastructure located on adjacent land:
Vitality Score:	
<i>Land Uses:</i>	
Types	
Mix of land uses	
Grain size	
Vitality Score:	
<i>Traffic:</i>	
Permeability and Accessibility	Street access: Laneway connection:
Vehicle Usage	Number of parked vehicles:
Vitality Score:	
<i>Environmental Quality:</i>	
Topography	
Climate	
Vegetation	
Positive features	
Negative features	
Vitality Score:	
<i>Subjective Summary of Activation Potential:</i>	
Total Vitality Score:	

Figure 4.3 A blank Activation Potential Summary Sheet. Further details are provided in Appendix D.

4.2 Current Situation

Laneways were not part of the original plan of Mackay, but most of those studied were added to the city grid within 25 years of European settlement. The latest addition was Tenth Lane in 1934; the same year McInnis (1934, p. 22) wrote ‘Mackay is generally well provided with rear access to business places by means of lanes and right of way.’ Today, the CBD’s laneways continue to be used as a secondary rear access for businesses. The audit showed the laneways were devoid of litter and, due to their narrow width, clear of obstacles. Storage of vehicles and rubbish bins occurs mainly on the private property adjacent to the laneway. The dominant land use directly abutting the laneways is thus vehicle storage, with buildings being setback at varying distances from the laneways’ boundaries to allow space for vehicle parking.

Adding to the utilitarian nature of the laneways is the service infrastructure located within them. There is evidence of telecommunications lines and water and sewer mains running under the laneway surfaces. Large and unsightly infrastructure, such as electricity transformers, is hidden away in the laneways out of sight of the main streets (see *Figure 4.4*). This is reminiscent of the nineteenth century laneway allowing dirty activities, like night soil removal and coal delivery, to take place without fouling the well-kept front streets (Martin 2001, 2002). However, the presence of dedicated loading zones in Mackay’s streets suggests delivery of goods these days may happen more often through the front doors of businesses rather than via the small doors off laneways.



Figure 4.4 A pad mounted transformer in Second Lane

Main streets represent the greatest portion of the public space in Mackay's CBD and this is where the businesses are focussed. Buildings present blank, inactive walls towards the laneways without even advertising signage to break the monotony. The exception is in Fifth Lane and Seventh Lane where graffiti artists have painted walls as part of previous laneway festivals (*Daily Mercury* 2012). Nevertheless, the laneways do not have an atmosphere conducive to pedestrian activity. In contrast to the main streets, with their wide awnings and greenery, the laneways provide little protection from the elements. There is an air of neglect about the laneways, with many of the rear walls of buildings and existing decorative paved surfaces being in a dilapidated state.

The visual cues within the laneway point to a perceived risk of crime (refer to *Figure 4.5*). The opportunities for passive surveillance from neighbouring buildings are minimal with few windows directly overlooking the laneways. Those low enough to provide an unimpeded view into a laneway are generally covered in bars and a telephone number for reporting crime is painted at the entrances to four of the laneways.

More subtly, the laneways display the Nasar/Fisher model characteristics of high boundness, due to their poor connectivity, and high concealment and low prospect, due to differing setbacks and gaps between buildings (Fisher & Nasar, cited in Wang & Taylor 2006; Nasar & Fisher cited in Wang & Taylor 2006). Lighting is almost exclusively installed on private property. It was difficult to judge its effectiveness during daylight hours, but there were signs that the illumination provided would be insufficient.

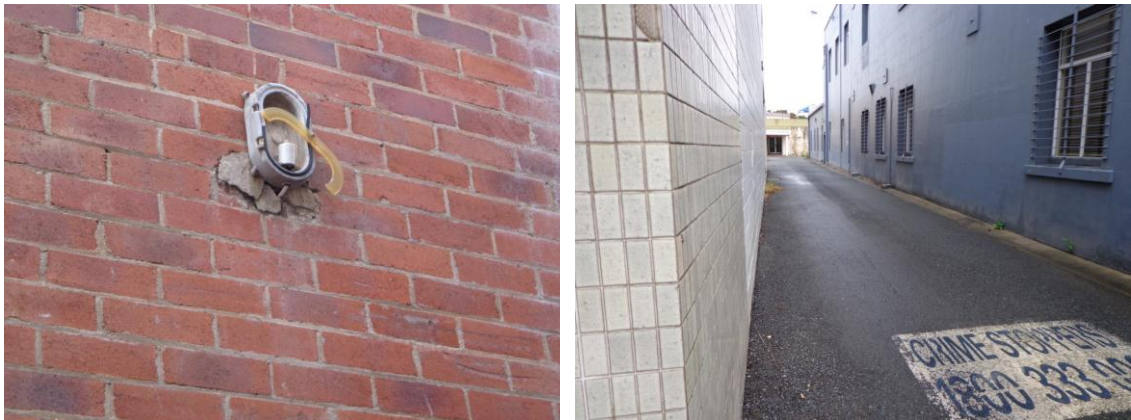


Figure 4.5 Insufficient lighting in Eighth Lane and barred windows and a crime hotline sign in Fourth Lane contribute to a perceived risk of crime.

In line with the unplanned nature of the network, the laneways have poor connectivity. Only three laneways provide through block access with the others ending mid-block. Without accessible destinations at each end, other than business staff, few pedestrians have sufficient reasons to use many of the laneways regularly. Fourth Lane, Fifth Lane, and Ninth Lane open onto privately owned arcades which increase their connectivity. At one stage, it was possible for pedestrians to access Fourth Lane off Fifth Lane using private arcades. However, this linkage was recently lost after a business reconfigured the arcade on the north side of Fifth Lane, highlighting the precariousness of relying on privately owned arcades to supplement a laneway network.

Using the Likert scale adapted from Woodhouse (2011), the eight laneways were ranked for activation potential, as follows in *Figure 4.6*:

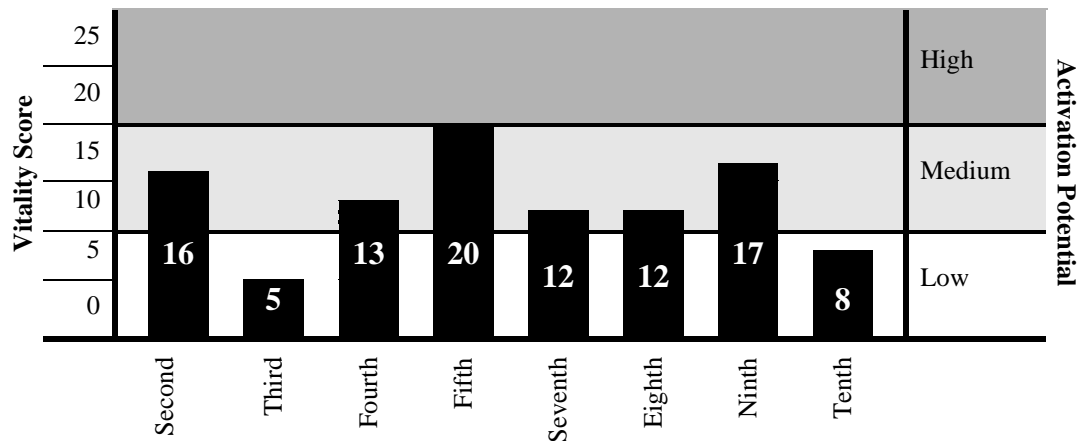


Figure 4.6 Activation potential of Mackay's CBD laneways

Based on this analysis, few of the laneways have great potential for activation at the present time. The land uses surrounding Third Lane, Fourth Lane, Eighth Lane, and Tenth Lane are not the sort to encourage pedestrian activity. Seventh Lane has successfully hosted temporary events as part of past Easter Laneway Festivals in the CBD and it has potential to continue to do so in the future. Ninth Lane provides through access between Wood Street and Sydney Street, with a private arcade providing access between the restaurant strip on Wood Street and cafés and bakeries on Sydney Street. This link is more direct than that provided by the main streets increasing the potential of Ninth Lane for activation. High vehicle usage in Second Lane makes it unsuitable for permanent laneway improvements, but the vehicle parking adjacent to the laneway could be used for temporary events outside business hours. Second Lane's through access and proximity to Fifth Lane also increases its potential for activation. Fifth Lane has the greatest potential of the laneways for activation. It has through access, yet lower vehicle usage than other laneways, due to fewer vehicle parking spaces. Businesses in the laneway have already expressed interest in utilising the laneway too, raising the possibility of a public/private activation initiative (Martin 2012; Poppleston, R 2013, pers. comm., 12 August). Fifth Lane should therefore be the focus of Mackay's activation strategy.

4.3 Recommended Laneway Strategy

The laneway activation strategy for the eight laneways is summarised in *Table 4-1* below:

Table 4-1 Recommend laneway strategy for Mackay

<div>Lane:</div> <div>Activation Strategies:</div>	Second	Third	Fourth	Fifth	Seventh	Eighth	Ninth	Tenth
Artwork	✓			✓	✓		✓	
Business support	✓	✓		✓		✓		
Crime prevention/ Passive surveillance	✓	✓	✓	✓	✓	✓	✓	✓
Festivals	✓			✓	✓	✓		
Heritage trails			→			→		
New laneways								
Surface treatment	✓			✓			✓	
Pop-up events	→						→	
Vehicle access restrictions	→			✓	✓		→	
Retail diversification				✓				

✓ Suitable for immediate implementation

→ Could be considered pending the outcome of other activation strategies

Given the local governments in each of the cities studied are involved in CBD revitalisation, this strategy has been prepared based on the assumption that Mackay's local government – Mackay Regional Council – would be overseeing the laneway activation programme. The other basis of the strategy is that laneway activation should be implemented gradually, by incrementally changing the existing network; a characteristic of successful revitalisation programmes in small CBDs (Grantz and Minz, cited in Faulk 2006; Filion et al. 2004). The strategy is discussed in more depth in the following sections.

4.3.1 Artwork

Artwork was a common feature of laneways in most of the cities studied – both large and small. In Mackay, graffiti art has already been commissioned in Fifth Lane and Seventh Lane. It is an improvement which does not impact on the current use of the laneway, meaning artwork could easily, with landlords' permission, be extended into all of the laneways studied. At this stage though, taking a gradual approach, it would be best to limit the strategy to those laneways with through access, where the artwork is more likely to provide visual interest to pedestrians.

4.3.2 Business Support

This is a strategy that has been implemented in Melbourne, Sydney, and Perth, but was not considered by any of the six regional Queensland cities studied in the previous chapter of this dissertation. The example of the Wolf Lane pilot project highlighted the importance of community and business support in ensuring laneway activation programmes are a success (Laneways Project Team: Strategy & Urban Development Units 2008). This is no different in Mackay, where privately owned buildings and businesses form two or three sides of each public laneway. The full benefits of any physical enhancements made to the public portion of the laneway would, thus, only be achieved if improvements are made to the dilapidated rear walls of the surrounding buildings. Local government could encourage this through a public/private partnership, perhaps by offering monetary incentive or in-kind assistance to landlords to enhance the rear walls of their buildings.

Mackay Regional Council already offers business support through its mackaycitycentre.com.au website and Economic Development department. However, additional support could be targeted at those businesses adjoining laneways. By offering small businesses matching grants, the Council could advocate laneway activation, without having to expend all of the funds required. Robertson (2004) asserts a public/private partnership is in the interests of ensuring the actual needs of a community are met. Theoretically, this approach would then have the added benefit of encouraging

bottom-up organic activation instead of Council's or a consultant's vision being imposed on a laneway.

The assistance for landlords and small businesses could eventually be applied to the whole CBD. Again though, it would be best to limit the strategy and trial it in those laneways where present conditions would make it most effective. The current interest expressed by a business proprietor in Fifth Lane towards utilising the laneway makes Fifth Lane an ideal laneway to trial this strategy. Vacant buildings in Second Lane, Third Lane, and Eighth Lane may also provide opportunities to offer small business grants to businesses that will move into these buildings and use the laneway in an innovative way.

4.3.3 Crime Prevention/Passive Surveillance

A review of the literature regarding fear in laneways illustrated the importance of considering people's and society's perception of laneways as dangerous places (Herzog & Flynn-Smith 2001; Thomas & Bromley 2000; Wang & Taylor 2006; Wolch et al. 2010). Ideally, passive surveillance of the laneways should be improved by increasing the openings overlooking the laneway and increasing the activity within laneways. However, this is not a feasible short-term solution as significant modification of buildings would be required. Adequate lighting, at least, should be installed in each laneway to allow activity to occur after hours.

4.3.4 Festivals

Mackay held an Easter Laneway Festival in 2012 and 2013, featuring bands playing in certain CBD laneways outside normal business hours (*Daily Mercury* 2012; Davy 2013). It is recommended that this festival continue as it is a temporary event that does not fundamentally change the current day-to-day use of the laneways. Hypothetically, such events could gradually normalise the idea of using a laneway in Mackay's CBD in a way that is beyond the utilitarian, without significantly impacting on the current users of the laneways.

4.3.5 Heritage Trails

Mackay's historical buildings are oriented towards the main streets where tourists can already take a self-guided heritage tour (Paterson et al. 2009). This, and the poor connectivity of the laneways, limits the suitability of heritage trails as a strategy for laneway activation in Mackay. Of the laneways with through access, Second Lane and Ninth Lane have few surfaces suitable for displaying heritage items, and a heritage trail does not fit the contemporary theme of Fifth Lane. Heritage trails should not be completely disregarded as a strategy though. The heritage of a place is unique to that particular location and could contribute to establishing a distinctive sense of place, something that is critical for successful small cities (Bell & Jayne 2006). Pending the outcomes of other activation attempts, a heritage trail consisting of historical stories and photographs could be installed in Fourth Lane and continued into Eighth Lane. This would provide visual interest to the backpackers exiting the hostel into Eighth Lane and direct them to the private arcade and retail opportunities at the end of Fourth Lane.

4.3.6 New Laneways

As discussed in the third chapter of this dissertation, Mackay's Draft Planning Scheme brought up the possibility of 'extending existing laneways and creating new laneways' (Mackay Regional Council 2013b, p. 7.11). Fourth, Seventh, Eighth and Tenth Lanes that end mid-way through a block are laneways that have been identified for extension in the Draft Planning Scheme. This is intended to occur over time when existing buildings are developed, and, in principle, could be an effective way of increasing the connectivity of the laneway network. However, seven of the eight laneways have also been earmarked for widening to a width of five metres. Discussion with a representative of Mackay Regional Council's Engineering Services department revealed the main reason for this widening is to allow adequate space for the local electricity provider to install and maintain street lighting (Hawes, G 2013, pers. comm., 17 September). Yet, to achieve the desired width set out in the Draft Planning Scheme, historic buildings would need to be demolished, diminishing the CBD's sense of place. Considering the aforementioned importance of a small CBD's sense of place, widening the eight

laneways should therefore not be undertaken. Alternatives to achieve the level of lighting required for crime prevention should be contemplated instead, such as by installing and maintaining lighting on privately owned buildings through a public/private partnership.

4.3.7 Physical Upgrades

Enhancement of physical assets is a popular strategy for both laneway activation and CBD revitalisation (for examples, see City of Sydney 1993; Robertson 2004). The existing surfaces of the eight laneways include concrete, bitumen, and decorative pavers. The pavers, in particular, have largely been neglected since they were installed in the early- 1990s (Derbin, R 2013, pers. comm., 17 September) and resurfacing the through lanes would improve walkability for pedestrians (Evans-Cowley 2006). It would also, depending on subsurface conditions, provide an opportunity for testing permeable pavers and green alley principles in Mackay's climate, as Chicago's pilot program did (Attarian 2010). The surfaces of Second Lane, Fifth Lane, and Ninth Lane already do include decorative pavers, so opposition to this upgrade would be unexpected.

Mackay's climate is tropical meaning walking in sunny and humid conditions can be uncomfortable for pedestrians. At the moment, the laneways are largely exposed to the elements and any physical upgrades should not neglect the overhead portion of the laneway. Vegetation in the CBD's main streets contributes to a tropical sense of place (for example, see *Figure 4.7*). This could be extended to the laneways by directing climbing plants to create a green canopy overhead, similar to Wolch's desired 'hospitable shadow network' in Los Angeles (Berg 2009, p. 25). Enclosing the through lanes in this way could create a sense of mystery and may encourage pedestrians to explore the laneways (Herzog & Flynn-Smith 2001; Wang & Taylor 2006). Spaces in the canopy would be needed though to ensure the laneways are not too shadowed and 'dangerous-looking.' Another option for Fifth Lane is retractable awnings which could allow patrons to dine in the laneway protected from rain.

a)



b)



Figure 4.7 Mackay's 'tropical' streets - a) Wood Street and b) Victoria Street

4.3.8 Pop-up Events

In addition to the Easter Laneway Festival, temporary events could be held in the city's laneways at other times of the year. Second Lane has latent potential for holding a market, due to both its proximity to Fifth Lane and the space for stalls provided by adjacent car parks. The proximity of Ninth Lane to the restaurant strip in Wood Street means it could be used to create a loop of temporary food vendor stalls as part of a food tasting evening in Wood Street. These sorts of events have a different feel to the 'edginess' of the Laneway Festival, however, and careful consideration should be given before organising these events to ensure they suit the community's needs and are not being held in a laneway just for the sake of holding an event in a laneway.

4.3.9 Vehicle Access Restrictions

By previously ruling out laneway extensions and widening in this strategy, pedestrians and vehicles must be accommodated within the existing width of the laneways. Uninhibited vehicle access limits the sorts activities and events which can occur in a laneway, but a perceived lack of car parking in Mackay's CBD would make it unwise to ban vehicles from parking in laneways during business hours altogether (*Daily Mercury* 2013b; *Daily Mercury* 2013a). Current temporary events occur after hours and imposing temporary vehicle restrictions for these events should not be problematic. In the future, depending on the outcomes of other laneway activation strategies, daily temporary vehicle restrictions could be imposed on Fifth Lane after hours to allow alfresco dining in the laneway. It may also be possible to permanently close either end of Fifth Lane and the northern leg of Ninth Lane to vehicular traffic, as even with such restrictions, rear access to businesses would still be possible via the other end of the laneways.

4.3.10 Retail Diversification

The ability of Mackay Regional Council to directly strengthen and diversify the retail offerings within laneways is limited. One option, as previously discussed, is for the

Council to offer support and monetary incentives to small businesses, starting in Fifth Lane. Another option is to increase the residential population within the CBD, which Robertson (1999) and Faulk (2006) claim will help add to the variety of goods and services offered in a CBD. A precedent can be found in Melbourne, where laneway activation was simply a single strategy in a wider CBD revitalisation plan, along with strategies to increase the residential base of the CBD (Sposito 1987). Melbourne is a much larger city than Mackay, but the literature on small-scale CBD revitalisation does suggest that the benefits of a strong inner-city residential population can be experienced whether a city is large or small (Robertson 1999). Mackay Regional Council encouraging CBD living through planning policies may thus have overall benefits for retail diversification in both the CBD's main streets and its laneways.

4.4 Conclusion

By auditing the physical features of eight laneways in Mackay's CBD, it was found the city's laneways conform to the traditional utilitarian view of CBD laneways providing rear service access to businesses. This is a view that is at odds with the cosmopolitan view of activated laneways. However, assessing the laneways for vitality revealed a latent potential for activation.

The majority of strategies identified in the previous chapter could feasibly be implemented in Mackay's laneways. Crime prevention strategies in the form of adequate lighting are suitable for implementing in all laneways. Artwork and festivals are again high on the list of strategies. The targeted approach of this recommended strategy, however, has seen those strategies with a commercial basis – pop-up events and retail diversification – fall down the list. It is argued the current state of Mackay's laneways would limit the effectiveness of these strategies if they were implemented in the short-term. Instead, it is recommended the current situation be changed gradually by the local government taking on an advocacy role in regards to laneway activation and offering small business support in an attempt to encourage 'organic' laneway activation.

Fifth Lane was identified as the laneway which should be the focus of laneway activation efforts. This is mainly due to its through access, lower vehicle usage and the presence of organic laneway activation attempts. Other laneways do not show as great a potential for activation. It should be recognised that, by Melbourne's measures, the laneways in Mackay would only rate as Class 3 laneways with few features making them suitable for activation. Businesses in Mackay are currently oriented away from the laneways towards the main streets, which significantly outnumber laneways in Mackay's CBD. Ultimately, therefore, although this chapter indicates that laneway activation strategies could make a contribution to small-scale CBD revitalisation, it is, fittingly, a small contribution.

Chapter 5

5.0 Conclusion

The subtitle of this dissertation is ‘the role of laneway activation in regional Queensland Central Business District revitalisation.’ This was investigated by analysing laneway networks at three levels. The first started where the academic literature did, at large cities. The second moved down to the level of the small city and analysed six of them collectively, before focussing in on an individual small city in the final stage. The findings of each stage were discussed at the conclusion of each chapter. This, the final chapter, briefly brings these findings together as follows:

- Conclusions – details the achievements of the research.
- Implications – discusses the potential impacts of the research.
- Limitations – defines the research boundaries.
- Future Research – outlines further work which could be undertaken on this topic.
- Final Remarks – revisits the research question.

5.1 Conclusions

The main objectives of this research were to:

1. consider what role laneway activation has to play in small scale CBD revitalisation.

2. generate discussion as to the efficacy of laneway activation in small networks of laneways.
3. identify laneway strategies which have the greatest potential to contribute to CBD revitalisation.

These objectives were achieved to varying extents and, using them as a guide, enabled the following conclusions to be drawn.

Conclusion 1:

Laneway activation most likely has a small role to play in small-scale CBD revitalisation.

The available literature implies activated laneways have the potential to become social and recreational places and therefore may offer communities environment, public health, and economic benefits. Comparing the stated aims of laneway activation and CBD revitalisation revealed an overlap between the objectives of the two programmes. Accordingly, it appears laneway activation can offer cities a way of making small, incremental improvements to a CBD's built environment, variety of goods and services, and sense of place.

The Australian basis for this theory is the city of Melbourne where laneway activation has been successfully implemented as part of a wider CBD revitalisation strategy. At least one link between laneway activation and CBD revitalisation has thus been established. However, this research uncovered little other tangible evidence to this effect, as in the other cities studied laneway activation is in its early stages. This means only hypotheses could be drawn regarding the potential role of laneway activation in small cities.

Comparing the physical form of laneway networks in regional Queensland highlighted that in most of the cities studied, the laneway network is only a small component of the public realm of the CBD. This suggests that laneway activation could only make a correspondingly small contribution to CBD revitalisation. It is likely laneway activation

would contribute to small-scale CBD revitalisation as a single strategy within a larger overall plan; in the same manner the original laneway activation programme with CBD revitalisation aims was implemented in Melbourne.

Conclusion 2:

Laneway activation in its current form may be unsuccessful in small cities.

The lack of tangible experiences of laneway activation in regional Queensland meant only hypotheses could be made regarding the efficacy of laneway activation in small networks of laneways. Based on the relatively low numbers of laneways in regional Queensland, it was inferred that laneway activation in its current planned form would be unsuccessful in small cities. As previously mentioned, the laneway networks in regional Queensland are only a small component of the public realm. In addition to having a relatively small influence on the sense of place of a CBD compared to its main streets, the sparseness of small laneway networks creates a conflict between the competing utilitarian and social roles of a laneway. For example, in the CBD of the city which was the basis of the case study – Mackay – there are only 15 laneways, while in the city that is the epitome of Australian laneway activation – Melbourne – there are over 200 CBD laneways, allowing that city to look beyond the utilitarian nature of superfluous laneways.

The current utilitarian nature of laneways in regional Queensland's small cities is another obstacle to successful laneway activation. Again comparing the laneway networks of Mackay and Melbourne, Mackay's CBD laneways only display the characteristics of a class 3 laneway in Melbourne. By Melbourne's measures, a class 3 laneway is one with an official purpose of servicing businesses and, essentially, Mackay's laneways would not be the sort of laneways considered for laneway activation in Melbourne.

Despite this, local governments, in the main, are still considering implementing laneway activation to revitalise CBDs in regional Queensland. The publically available strategies flagged for future implementation in regional Queensland are scant on specific detail,

yet appear to be replications of large city strategies. Notwithstanding differences between a large city and a small city, such as inner-city demographics, directly duplicating another city's successful strategies and design elements defeats the purpose of creating a distinctive and unique sense of place. It also raises the question of whether laneway activation will be another example of the unsuccessful re-scaling of large city strategies to small city contexts. This is arguably best demonstrated by Townsville; a city with a laneway activation programme yet no publically dedicated laneways in its CBD.

Conclusion 3:

Laneway activation strategies encouraging community involvement may have the greatest potential to contribute to CBD revitalisation.

To date, laneway activation programmes in regional Queensland have seen local governments and, in isolated cases, small businesses, implement the simpler and non-permanent sort of activation strategies, such as artwork and events. The majority of the activation strategies implemented in large cities, are flagged for future implementation in regional Queensland's small cities. Strategies with a commercial slant, in particular, are currently regarded by the policy makers in small cities as having high potential for activating laneways. However, the ability of local governments to directly influence retail diversification is limited. Consequently, if small cities decide to continue activating laneways, this research indicates a more feasible approach would be to target and build upon the existing strengths of individual laneways rather than implementing a city-wide, large city inspired laneway activation programme.

The organic laneway activation attempted in some of regional Queensland's small cities may be an existing strength to build upon. Negative experiences in Perth's Wolf Lane and positive experiences in Brisbane's Fortitude Valley demonstrate community and business support for laneway activation is crucial if laneway activation is to be a success. Hence, instead of the top-down local government-led approach to laneway activation, which is currently the norm in regional Queensland, local governments may achieve more success by taking on an advocacy role. In practical terms for small cities,

this could see the local government partnering with local businesses by offering grants to encourage laneway activation, something which does not seem to have been considered by cities in regional Queensland.

5.2 Implications

After reviewing the literature, it was apparent that academics had only cursorily considered laneway activation and the role it could play in large city CBD revitalisation, and considered it not at all in small cities. This mixed method research goes some way to redressing the resulting lack of knowledge regarding laneway activation in small city CBDs. The outputs of the research – namely, a descriptive summary of regional Queensland’s small cities and the documented record of Mackay’s laneway network in 2013 – provide a foundation for future research and discussion that was previously missing in the discourse surrounding laneway activation in regional Queensland.

Further research needs to be undertaken before more decisive conclusions can be drawn. However, the findings of this research do indicate that planners and policy makers must re-examine their approach to revitalising regional Queensland’s small city CBDs. From the analysis of small city planning documents, laneway activation appears to be another example of the ineffectual re-scaling of large city policies to fit small city contexts. The literature regarding small cities is lacking, but that which exists is consistent in concluding that, in order for small cities to be successful, they need to build on their existing strengths and encourage community involvement to create a distinctive sense of place. Consequently, duplicating another city’s successful strategy does not seem to be an advantageous approach for small cities to take.

5.3 Limitations

In the introductory chapter of this dissertation, the main limitations of the research were identified. These were based on the methodology and the focus of the research. The theoretical nature of the research proved to be limiting in preparing an accurate

representation of laneway networks. Relying on documents and maps to analyse laneway networks was a satisfactory approach for making a broad comparison between cities, but was ineffective for gaining a true understanding of individual networks. The documents and maps studied tended to be prepared by or for local governments and so were focussed on publically dedicated roads and land. As a result, most of the conclusions of this research are based on the ‘official’ descriptions of laneway activation rather than the ‘actual’ laneway activation implemented; perhaps explaining the disparity between the official view of Melbourne’s activated laneways and the public’s view of the same laneways. Additionally, privately owned, pedestrian only connections between laneways could, mostly, only be found by walking the laneways themselves, highlighting the importance of physically auditing a laneway network to gain a better appreciation of its form.

The focus on the physical dimension of laneway at the expense of the human dimension poses another limitation on the findings of this research. The physical form of a laneway does go some way towards allowing judgements to be made regarding the vitality of a laneway. However, the behaviour of people is another measure of a laneway’s vitality and it is this measure which will ultimately decide the success or otherwise of activated laneways. The human dimension of laneways was outside the scope of this research, but it is something that must be considered before laneway activation is implemented in any city.

A final limitation is the focus on regional Queensland’s small cities. The lack of research regarding small cities in general means it is difficult to judge whether the findings of this research are specific to regional Queensland’s small cities, or if they may be able to be extended to other small cities. In any case, using this single study as the only basis for making decisions regarding laneway activation in individual small cities is ill-advised.

5.4 Future Research

Based on the findings of this dissertation, there are several lines of research that could be pursued in future studies. To begin with, small cities in general are an ideal topic for future research. The literature review conducted as part of this dissertation found researchers have given little consideration to small cities in general. However, significant numbers of people live in Australia's small cities, making this a topic worth examining.

In regards to the specific topic of laneway activation and CBD revitalisation in small cities, perhaps the most obvious avenue for future research is to repeat the laneway audit in other small cities to document the current state of the cities' laneways and to develop other laneway strategies suitable for small city contexts. Additionally, as previously mentioned, resource constraints limited this research to the physical dimension of laneways, but people, too, are an important aspect of activated laneways. Future research should therefore consider the human dimension of laneways. This could take the form of:

- pedestrian counts to measure vitality.
- behavioural mapping to determine patterns in how people are using laneways.
- replications of the studies by Herzog and Flynn-Smith (2001) and Wang and Taylor (2006) to examine fear of laneways in small city settings.
- analysis of police reported crime in laneways.
- surveys of the local community or business owners to determine local attitudes towards laneway activation.

These audits documenting the current states of laneways – both physical and human – would provide a baseline for future studies to empirically judge the impacts of laneway activation. The success or otherwise of activated laneways and the role it plays in small-scale CBD revitalisation could then be more conclusively determined.

5.5 Final Remarks

This dissertation explored the role of laneway activation in small-scale CBD revitalisation. A review of Australian large city policies and strategic documents and North American academic literature established that a link between laneway activation and CBD revitalisation does exist. However, despite the media's popularisation of laneway activation in Australia, it was found a city-wide approach to laneway activation is unlikely to be a feasible CBD revitalisation strategy for regional Queensland's small cities. Analysis of the city of Mackay as a case study, suggests a better approach to laneway activation for small cities would be to target and build upon the existing strengths of individual laneways and encourage community involvement in laneway activation. Yet, a comparison of the form of laneway networks in regional Queensland revealed there are significantly fewer laneways than there are main streets in many of the CBDs of regional Queensland's cities. Ultimately, therefore, although laneway activation strategies may be able to make a contribution to small-scale CBD revitalisation, it is, fittingly, a small contribution.

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Appendix A

University of Southern Queensland
FACULTY OF ENGINEERING AND SURVEYING

ENG 4111/ENG 4112 Research Project

PROJECT SPECIFICATION

FOR: Megan DILLON
TOPIC: The role of laneway activation in small scale CBD revitalisation in regional Queensland.
SUPERVISOR: Marita Basson
PROJECT AIM: To identify the laneway activation strategies which have the greatest potential to contribute to CBD revitalisation in regional Queensland.

PROGRAMME: **Issue A, 12 March 2013**

1. Outline the historical functions of laneways, the fear of and crime in laneways, and the relatively recent shift in focus to laneway activation.
2. Review the literature concerning laneway activation (from a North American perspective and from an Australian perspective) and CBD revitalisation of small cities. Identify areas where the goals of laneway activation and the goals of CBD revitalisation overlap.
3. Compare the form and function of laneway networks in the CBDs of: Cairns, Longreach, Mackay, Rockhampton, Toowoomba, and Townsville. Identify any attempts at laneway activation and CBD revitalisation and differences in approaches.
4. Using Mackay as a theoretical case study, identify the laneway activation strategies from (2) which could be employed in regional Queensland population centres to contribute to CBD revitalisation and identify the roles of community and local government in implementing these strategies.

Appendix B

B.1. Measuring Vitality in Laneways

B.2. Laneways Site Analysis – Data Sheet

B.3. SPACES for Alleys

B.1 Measuring Vitality in Laneways (Woodhouse 2011)

Scoring for vitality measures

<i>Characteristic</i>	<i>Indicator</i>	<i>Scoring/Measurement</i>	<i>Score delineators</i>
Measure of Vitality 1 (count of pedestrians leaving each access point of laneway over 10min period)	<ul style="list-style-type: none"> Number of pedestrians using laneway as a thoroughfare 	Quantitative measure from 0 upwards (range of observations 3-480)	1=very low number of people leaving laneway (0-10 people) 2=low (11-50) 3=medium (51-200) 4=high (between 201-400) 5=very high (401+)
Measure of Vitality 2 (person density per 90 metres of laneway aggregate of five visits)	<ul style="list-style-type: none"> Number of people in laneway 	Quantitative measure from 0 upwards (range of observations 4-195)	1=very low number of people in laneway (0-10 people) 2=low (11-50) 3=medium (51-100) 4=high (101-150) 5=very high (151+)

Scoring scales for characteristic measures

<i>Characteristic</i>	<i>Indicator</i>	<i>Scoring/Measurement</i>	<i>Score delineators</i>
Mixed land-use	<ul style="list-style-type: none"> Type of land uses in laneway Type of land-uses at street level at each end of laneway 	Quantitative measure from 0 upwards (range of observations 2-6)	1=very low level of variety of land-use (1-2 different types of land-use per 90 m). 2=low (3-5) 3=medium (6-8) 4=high (9-11) 5=very high (12+)
Built form (variety of building form)	<ul style="list-style-type: none"> Number of buildings Age of buildings Variety of architectural form 	One mark for each of the following criteria in relation to built form: <ul style="list-style-type: none"> Notably different architectural styles Notably different 	1=very low variety in built form, meets only one criterion 2=low variety, meets two criteria 3= medium variety,

		ages	meets three criteria
		<ul style="list-style-type: none"> At least one heritage listed building per 90m of lane No vacant blocks Seven or more buildings per 90 m 	4=high variety, meets four criteria 5=very high variety, meets all criteria
Built form (frontages and façades)	<ul style="list-style-type: none"> Number of active frontages on laneway Façade type 	<ul style="list-style-type: none"> Quantitative measure from 0 upwards (range of observations 0-29) Congruence with Gehl façade type (see Gehl, Kaefer & Reigstad 2006) 	1=very low number of active frontages (0-2 per 90 m), no or bland façades, no details (Gehl type E or F). 2=low (3-5) bland façades with minor and uninteresting variations, few details (type D). 3=medium (6-8), some notable differences in façades and details (type C). 4=high (9-11), interest and variation in façades and details (type B). 5=very high (12+), high degree of interest and variation in façades and details (type A).
Grain size	<ul style="list-style-type: none"> Number of land-uses in laneway 	Quantitative measure from 0 upwards (range of observations 2-30)	1=very low number of land-uses (0-3 per 90 metres) 2=low (4-6) 3=medium (7-10) 4=high (11-20) 5=very high (21+)

Permeability and accessibility	<ul style="list-style-type: none"> • Footpath existence and condition • Proximity and connection to high use pedestrian routes • Ability of laneway to effectively split urban blocks 	<p>One mark for each of following:</p> <ul style="list-style-type: none"> • Footpath of at least 1 m wide along whole length of laneway • At least 200-499 pedestrians passing access points to laneway over 10 min period • 500+ pedestrians passing access points to laneway over 10 min period • At least two access points of laneway at least more than 60m from corner block in both directions. 	<p>1=very low permeability and accessibility (meets no criteria)</p> <p>2=low (meets one criterion)</p> <p>3=medium (meets two criteria)</p> <p>4=high (meets three criteria)</p> <p>5=very high (meets four criteria)</p>
Vehicular traffic	<ul style="list-style-type: none"> • Number of vehicles using laneway as a thoroughfare • Number of parked vehicles in laneway 	<p>Quantitative measure from 0 upwards (range of observations 0-31)</p>	<p>1=level of vehicular traffic is very high (31 or more vehicles)</p> <p>2=high (21-30 vehicles)</p> <p>3=medium (11-20 vehicles)</p> <p>4=low (0-10 vehicles)</p> <p>5=level of vehicular traffic zero and laneway pedestrianised</p>
Environmental quality	<ul style="list-style-type: none"> • Negative features: graffiti, weeds, rubbish or litter, broken windows. • Positive features: seating, tended vegetation, public 	<p>Quantitative measure (one negative count for each negative feature observed, one positive count for each positive feature observed).</p>	<p>1=high level of negative features, no or few positive features</p> <p>2=negative features noticeably more prevalent than positive features</p>

artwork.	3=similar level of positive and negative 4=positive features noticeably more prevalent than negative features 5=high level of positive features, no or few negative features
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B.2 Laneways Site Analysis – Data Sheet (Laneways Project Team: Strategy & Urban Development Units 2008)

Area Number

Name of Lane and/or ID Number

Other comment

1. Location
2. Topography
3. Climate
4. Environment
5. Water
6. Vegetation
7. Built form
8. Services
9. History
10. Circulation and safety
11. Land use
12. Visual Analysis
13. Atmosphere
14. Potential for Activation

Any other comments:

B.3 SPACES for Alleys (Seymour, Reynolds & Wolch 2010)

Part A: Alley surroundings

1.-5. What types of land uses border the north or west side of the alley?

- Single-family housing
- High-density housing
- Mixed-use housing
- Hotels/motels
- Vacant lots
- Convenience stores
- Restaurants
- Other retail
- Industrial
- Warehouses
- Professional services
- Personal/consumer services
- Educational
- Institutional
- Religious
- Parking structure/lot
- Residential lot
- Business lot
- Major transportation infrastructure
- Recreational space
- Natural open space
- Agricultural
- Other

6.-10. Which of the above is the dominant land use on the north or west side of the alley?

11.-15. What types of land uses border the south or east side of the alley?

16.-20. Which of the above is the dominant land use on the south or east side of the alley?

21. How many street access points are there?

22. How many alley access points are there?

23. How many minor access points are there?
24. How many property access points are there?
25. How many unofficial access points are there?
26. How wide is the alley strip?
27. What is the dominant height of structures bordering the alley?

Part B: Substrate

28. What percentage of the alley is covered by impermeable surfaces?
29. What percentage of the alley is covered by permeable pavement?
30. How steep is the slope?
31. Is there a culvert or drainage ditch in the alley?

Part C: Use, condition and safety

- 32.-33. What types of city, county or federal maintenance-related facilities are found within the alley?

- Dumpsters/trash cans
- Recycling containers
- Utility meters
- Grates
- Sewer access
- Power poles
- Municipal signage
- Municipal lighting
- Speed bump
- Other

- 34.-36. What types of 'signs of life' are observable in the alley?

- Parked cars
- Chairs/benches
- Sleeping bag/shelter
- Sports equipment
- Private signage
- Advertisement signage
- Companion animals
- Farm animals

Wildlife

Dog droppings

Other

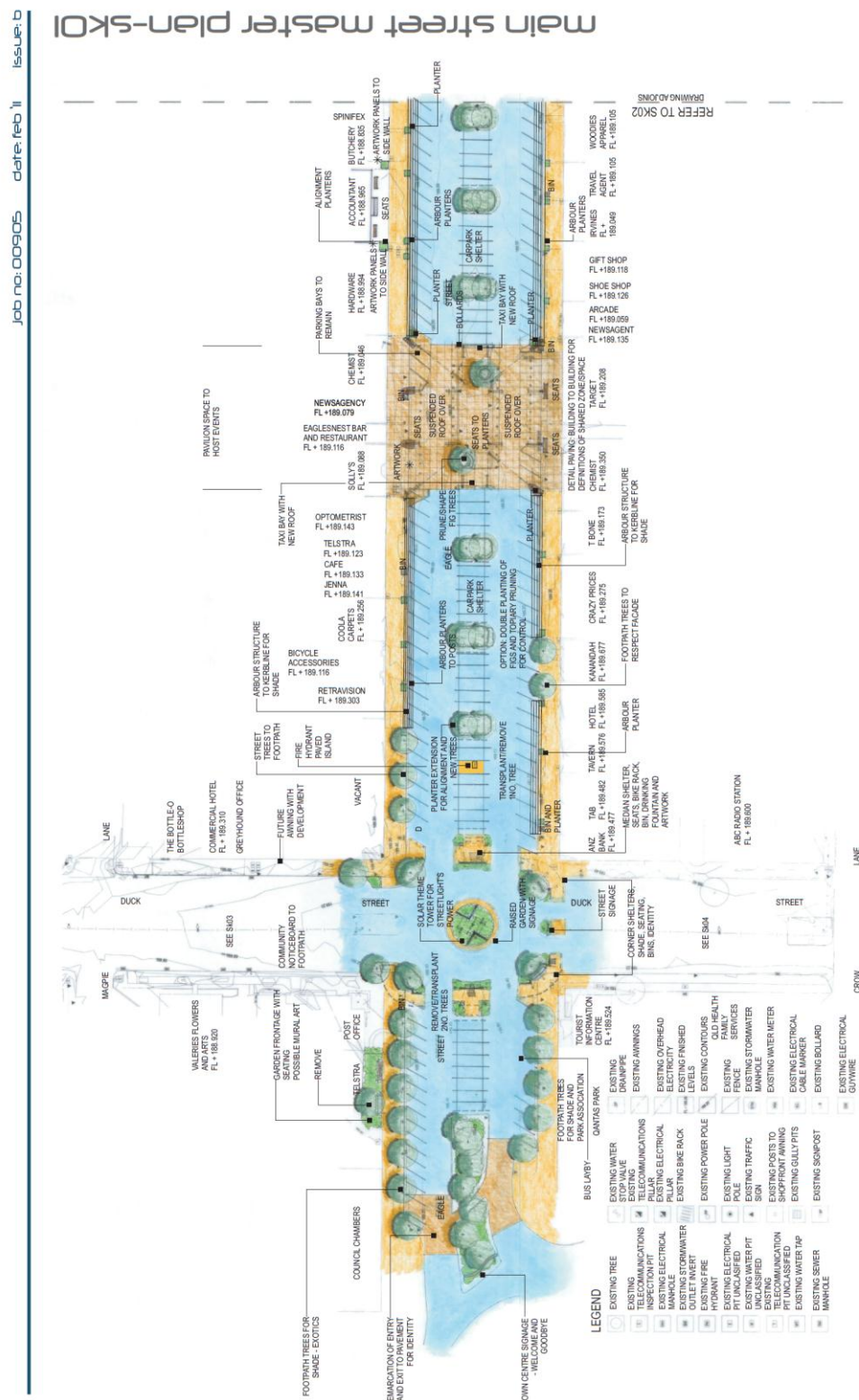
37. How many cars are parked in the alley strip itself?
38. What amount of small litter items is found in the alley?
39. What amount of large garbage objects is found in the alley?
40. What amount of risky litter is found in the alley?
41. What amount of graffiti is found in the alley?
42. Has any graffiti been painted over?
43. How many chemical storage barrels are in the alley?
44. What amount of oil spillage is found in the alley?
45. What level of noise exists in the alley?
46. What level of odour exists in the alley?
47. How aesthetically pleasing is the alley?
48. What level of walkability characterizes the alley?
49. What level of visibility into the alley exists for residents, business employees and patrons in yards and buildings along the alley?
50. To what degree do objects in the alley impair an individual's view of the entire alley?
51. Is there curvature in the alley to what degree is one's line of sight compromised?
52. How many municipal lighting fixtures are in the alley?

Appendix C

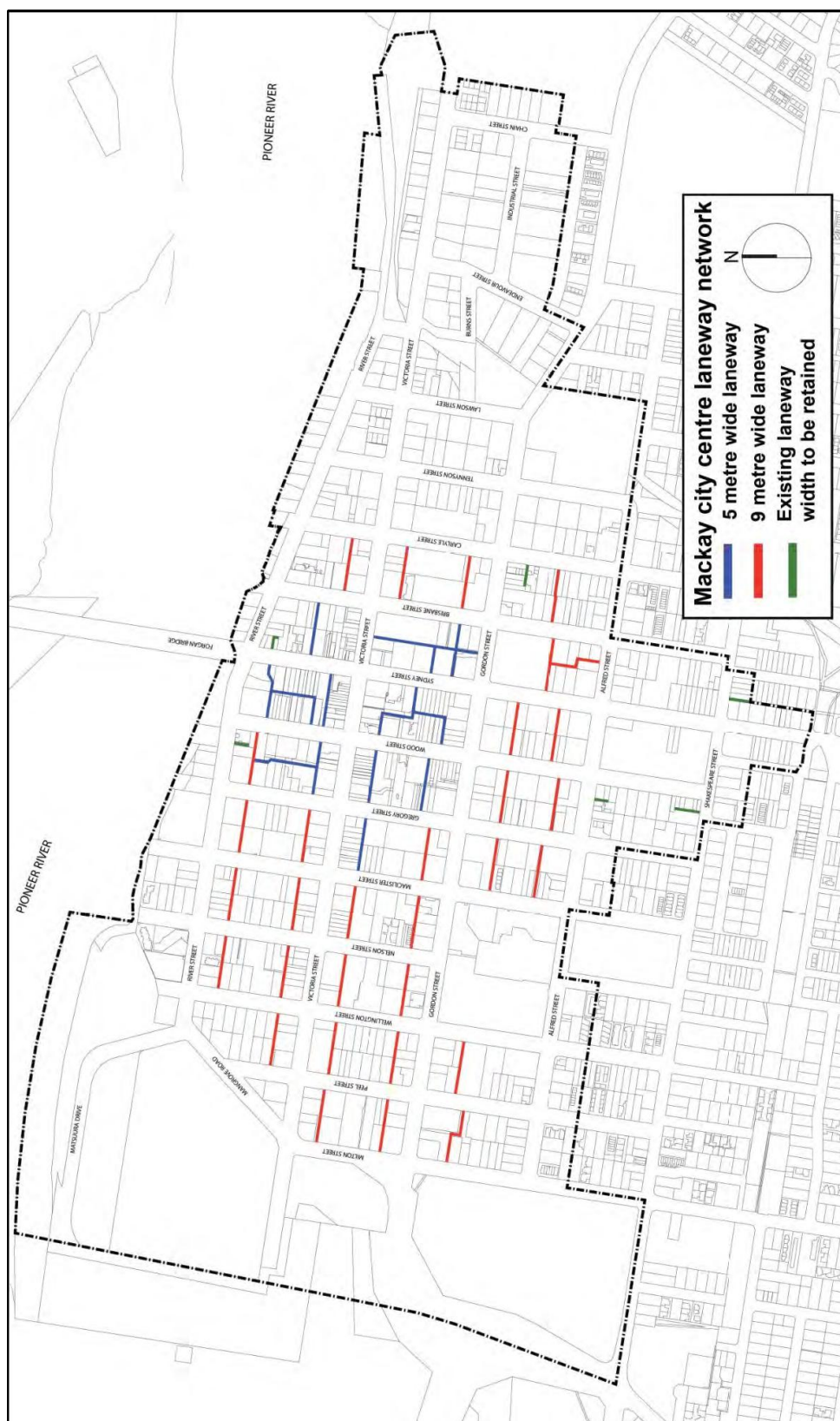
C.1. Part of Longreach's CBD Master Plan

C.2. Laneway Network from the Mackay Regional Council Draft Planning Scheme

C.1 Larger version of *Figure 3.4* Part of Longreach’s CBD Master Plan



C.2 Larger version of *Figure 3.6* Laneway network from the Mackay Regional Council (2013b, p. 7.30) Draft Planning Scheme



Appendix D

- D.1. Laneway Audit Sheet used in Mackay
- D.2. Laneway Analysis: Second Lane, Mackay
- D.3. Laneway Analysis: Third Lane, Mackay
- D.4. Laneway Analysis: Fourth Lane, Mackay
- D.5. Laneway Analysis: Fifth Lane, Mackay
- D.6. Laneway Analysis: Seventh Lane, Mackay
- D.7. Laneway Analysis: Eighth Lane, Mackay
- D.8. Laneway Analysis: Ninth Lane, Mackay
- D.9. Laneway Analysis: Tenth Lane, Mackay

D.1 Laneway Audit Sheet used in Mackay

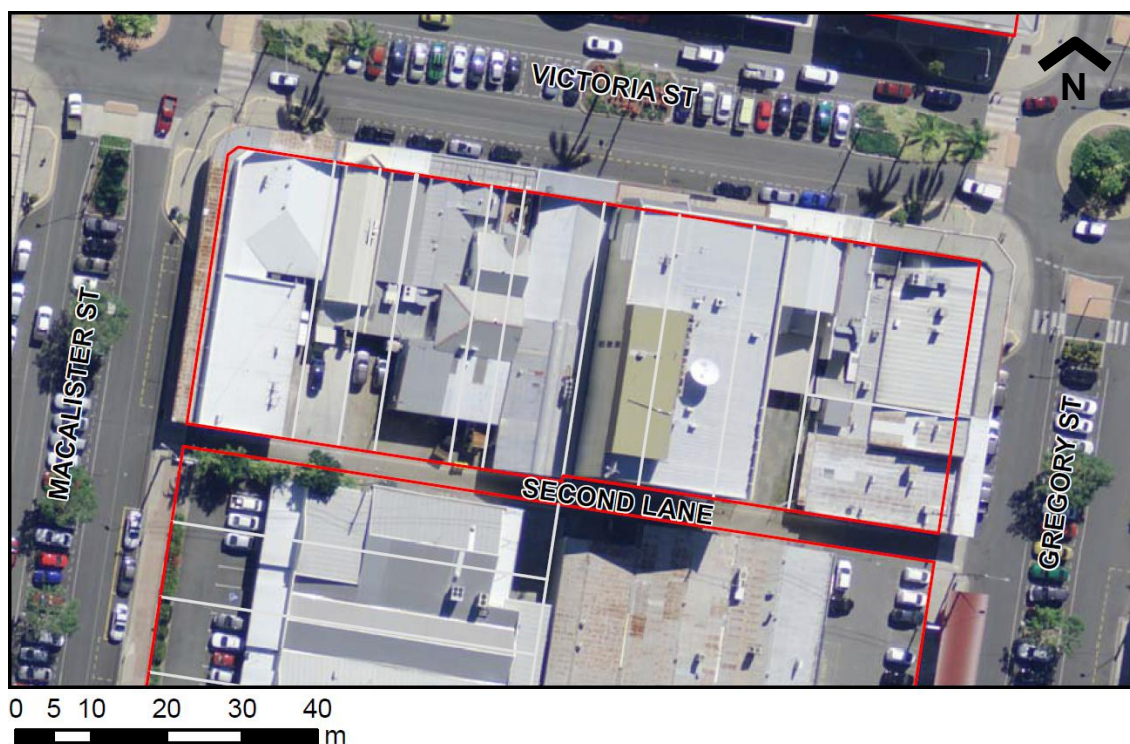
The following laneway audit sheet is based on the analysis tools used by Laneways Project Team: Strategy & Urban Development Units (2008) and Woodhouse (2011), as reproduced in Appendix B, and research by Herzog and Flynn-Smith (2001) and Wang and Taylor (2006) into fear in laneways. Details for SPACES for Alleys by Seymour, Reynolds and Wolch (2010), also reproduced in Appendix B, were recorded on a sketch of each laneway.

<i>Description:</i>	
Location	Description of the laneway location
Length	Distance from each end of the laneway
Width	Distance across the laneway
History	Date the laneway was created
<i>Physical Features:</i>	
Built Form	Variety of building form: Number of buildings adjacent to laneway: Quantitative measure Age: Description of approximate ages Styles: Description of styles Vacant blocks: Description Frontages and Facades: Gehl type: A, B, C, D, or E see Gehl, Kaefer and Reigstad (2006) Number of active frontages: Quantitative measure Surface: Description of laneway surface
Safety	Passive surveillance: Low or High Nasar/Fisher model characteristics: Boundness: Low or High Concealment: Low or High Prospect: Low or High
Services	Permanent infrastructure in the laneway: List of service infrastructure found within the laneway e.g., hydrants, manholes, pits, and poles. Temporary infrastructure located on adjacent land: List of infrastructure located on adjacent land needing servicing off the laneway e.g., rubbish receptacles
Vitality Score:	Variety of building form: One positive count for each of the following criterion Notably different architectural styles Notably different ages At least one heritage listed building per laneway No vacant blocks Seven or more buildings per laneway

	<p>Frontages and façades:</p> <p>1=very low number of active frontages (0-2 per laneway), no or bland façades, no details (Gehl type E).</p> <p>2=low (3-5) bland façades with minor and uninteresting variations, few details (type D).</p> <p>3=medium (6-8), some notable differences in façades and details (type C).</p> <p>4=high (9-11), interest and variation in façades and details (type B).</p> <p>5=very high (12+), high degree of interest and variation in façades and details (type A).</p> <p>Safety</p> <p>One positive count for high passive surveillance</p> <p>One positive count for: low boundness, low concealment, high prospect</p>
<i>Land Uses:</i>	
Types	List of land use types in laneway and the number of times each occurs
	Subtotal Quantitative measure
	Vacant Quantitative measure of vacant blocks
	TOTAL Quantitative measure
Mix of land uses	A quantitative measure based on the list of land use types above
Grain size	A quantitative measure based on the total of land use types listed above
Vitality Score:	<p>Land use type and mix:</p> <p>1=very low level of variety of land-use (1-2 different types of land-use per laneway).</p> <p>2=low (3-4)</p> <p>3=medium (5-6)</p> <p>4=high (7-8)</p> <p>5=very high (9+)</p> <p>Grain size:</p> <p>1=very low number of land-uses (1-4 per laneway)</p> <p>2=low (5-8)</p> <p>3=medium (9-12)</p> <p>4=high (13-16)</p> <p>5=very high (17+)</p>
<i>Traffic:</i>	
Permeability and Accessibility	<p>Street access: Description of street access points</p> <p>Laneway connection: Description of any links to other laneways in the network</p>
Vehicle Usage	Number of parked vehicles: Quantitative measure

Vitality Score:	One positive count for through access One positive count for a laneway connection Vehicle Usage: 1=high (15 or more vehicles) 2=medium (7-14 vehicles) 3=low (0-6 vehicles)
<i>Environmental Quality:</i>	
Topography	Description of the laneway topography
Climate	Description of laneway micro-climate
Vegetation	Description of vegetation in the laneway
Positive features	List of positive features e.g., public artwork, organic laneway activation
Negative features	List of negative features e.g., weeds, rubbish or litter, broken windows
Vitality Score:	Sum of positive and negative features (one negative count for each negative feature observed, one positive count for each positive feature observed)
<i>Subjective Summary of Activation Potential:</i>	
Explanatory description of features noted during the laneway audit that may be particularly beneficial or detrimental to laneway activation efforts.	
Total Vitality Score:	

D.2 Laneway Analysis: Second Lane

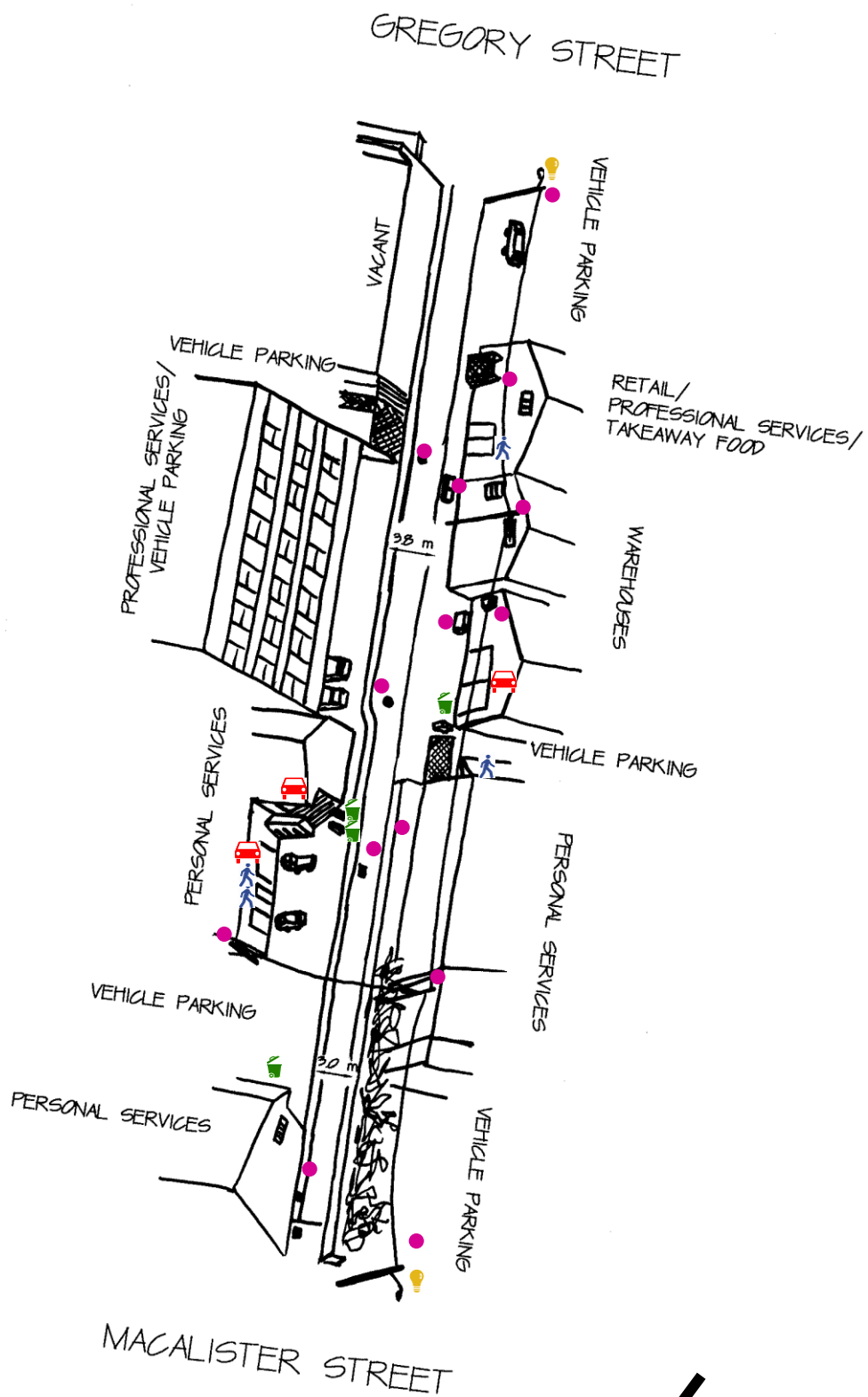


<i>Description:</i>	
Location	South of Victoria Street between Macalister Street and Gregory Street
Length	100 m
Width	3.0 m – 3.8 m
History	Created 1924 (west end) and 1927 (east end) (RP700768 1924; RP700770 1927)
<i>Physical Features:</i>	
Built Form	<p>Variety of building form: Number of buildings adjacent to laneway: 8 Age: similar, twentieth century Styles: primarily single storey; one four storey building Vacant blocks: four open areas adjoining the laneway; empty building</p> <p>Frontages and façades: Gehl type: D Number of active frontages: 0</p> <p>Surface: decorative pavers</p>
Safety	<p>Passive surveillance: Low – no low level windows overlook the laneway</p> <p>Nasar/Fisher model characteristics: Boundness: High Concealment: High Prospect: High</p>
Services	<p>Permanent infrastructure in the laneway: Electricity – overhead powerlines, pad mounted transformer Sewer – manholes Telecommunications – pits Water – fire hydrants</p>

	Temporary infrastructure located on adjacent land: Gas – tanks Waste – industrial bins and wheelie bins
Vitality Score:	3
<i>Land Uses:</i>	
Types	Personal services 4
	Professional services 2
	Takeaway food outlet 1
	Vehicle parking 6
	Warehouse 2
	Subtotal 15
	Vacant 1
	TOTAL 16
Mix of land uses	5
Grain size	16
Vitality Score:	7
<i>Traffic:</i>	
Permeability and Accessibility	+ Street access: between Macalister Street and Gregory Street + Laneway connection: opens onto Gregory Street opposite Fifth Lane
Vehicle Usage	Number of parked vehicles: 25+
Vitality Score:	3
<i>Environmental Quality:</i>	
Topography	Level surface with drainage channel on north side of laneway
Climate	- Open to the elements
Vegetation	+ Tropical greenery in garden at western end of laneway
Positive features	+ No litter + Low noise level + No odour + Mural
Negative features	- Boarded-up windows
Vitality Score:	3
<i>Subjective Summary of Activation Potential:</i>	
<p>At present:</p> <p>Blank walls and few ground level openings onto the laneway do not contribute to an amenity encouraging pedestrian activity.</p> <p>There is potential for the building at the eastern end of the laneway to be reconfigured to open onto the laneway while it is vacant. The frontages of other buildings can not be activated as easily.</p> <p>The proximity of the laneway to Fifth Lane effectively creates a pedestrian link through two city blocks.</p> <p>There is potential to use the two laneways and adjacent car parks for temporary events.</p>	

Total Vitality Score: 16

+ Positive feature; - Negative feature





Second Lane at Gregory Street looking west



Second Lane looking west



Vehicle parking under the four storey building in Second Lane



Second Lane looking east



Second Lane at Macalister Street looking east

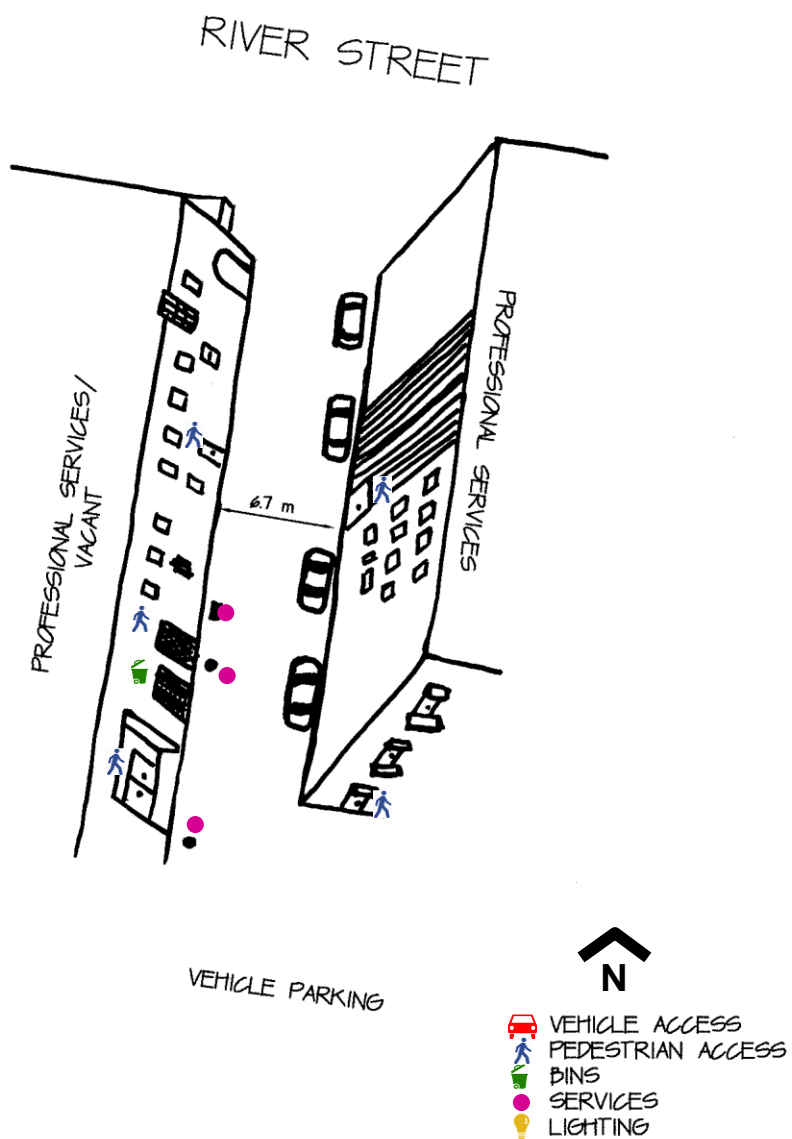
D.3 Laneway Analysis: Third Lane



<i>Description:</i>	
Location	South of River Street between Gregory Street and Wood Street
Length	40 m
Width	6.7 m
History	Created 1888 (RP700792 1888)
<i>Physical Features:</i>	
Built Form	<p>Variety of building form: Number of buildings adjacent to laneway: 2 Age: similar, late-twentieth century Styles: two storey; three storey building Vacant blocks: open areas adjoining the laneway; empty shops</p> <p>Frontages and façades: Gehl type: D Number of active frontages: 0</p> <p>Surface: concrete</p>
Safety	<p>Passive surveillance: Low – no low level windows overlook the laneway</p> <p>Nasar/Fisher model characteristics: Boundness: High Concealment: High Prospect: High</p>
Services	<p>Permanent infrastructure in the laneway: Sewer – manholes Telecommunications – pits</p> <p>Temporary infrastructure located on adjacent land:</p>

	Waste – industrial bins and wheelie bins
Vitality Score:	1
<i>Land Uses:</i>	
Types	Personal services 1
	Professional services 1
	Vehicle parking 1
	Subtotal 3
	Vacant (buildings) 0
	TOTAL 3
Mix of land uses	3
Grain size	3
Vitality Score:	3
<i>Traffic:</i>	
Permeability and Accessibility	- Street access: no through access - Laneway connection: isolated from other laneways
Vehicle Usage	Number of parked vehicles: 8
Vitality Score:	0
<i>Environmental Quality:</i>	
Topography	Gently sloping towards River Street
Climate	- Open to the elements
Vegetation	Nil
Positive features	+ No litter + Low noise level + No odour + Wide laneway
Negative features	- Bars over windows - Broken window at laneway entrance
Vitality Score:	1
<i>Subjective Summary of Activation Potential:</i>	
<p>At present:</p> <p>The laneway is one of Mackay's wider laneways and would allow shared pedestrian and vehicle access. There is some potential for the two-storey building to be reconfigured to open onto the laneway while vacancies are high.</p> <p>Low grain size and the presence of a car park at the southern end of the laneway do not contribute to an amenity encouraging pedestrian activity.</p>	
Total Vitality Score: 5	

+ Positive feature; - Negative feature



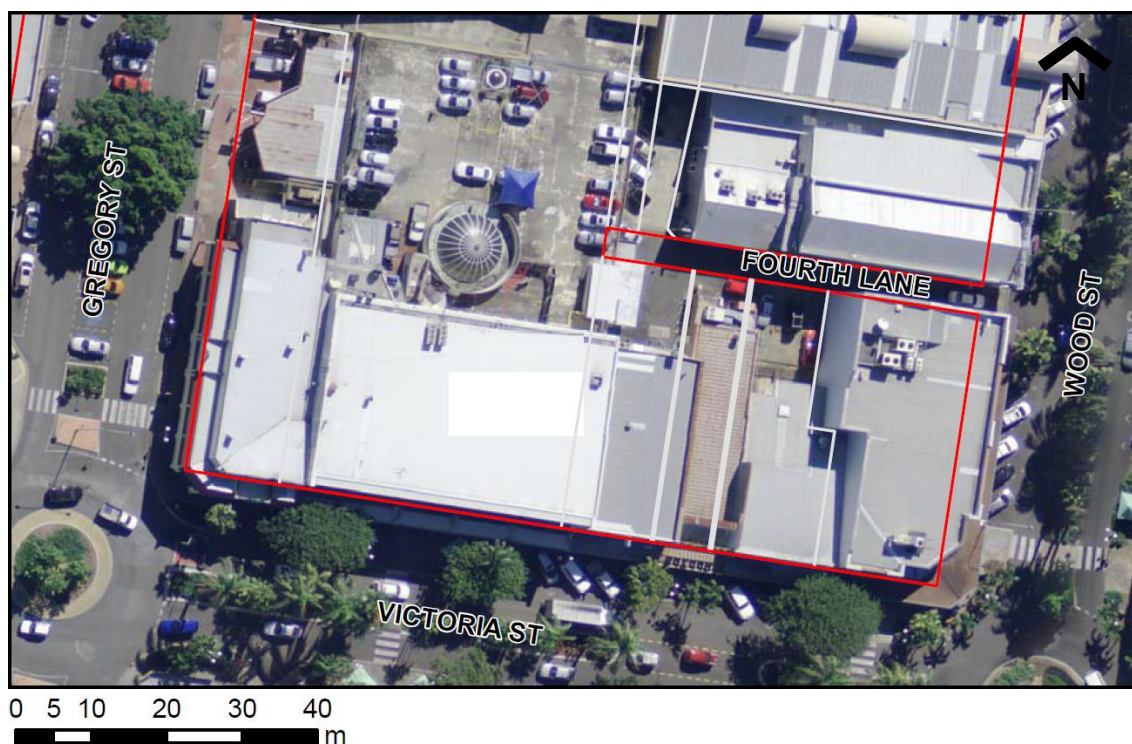


Third Lane at River Street looking south



Third Lane looking north towards River Street

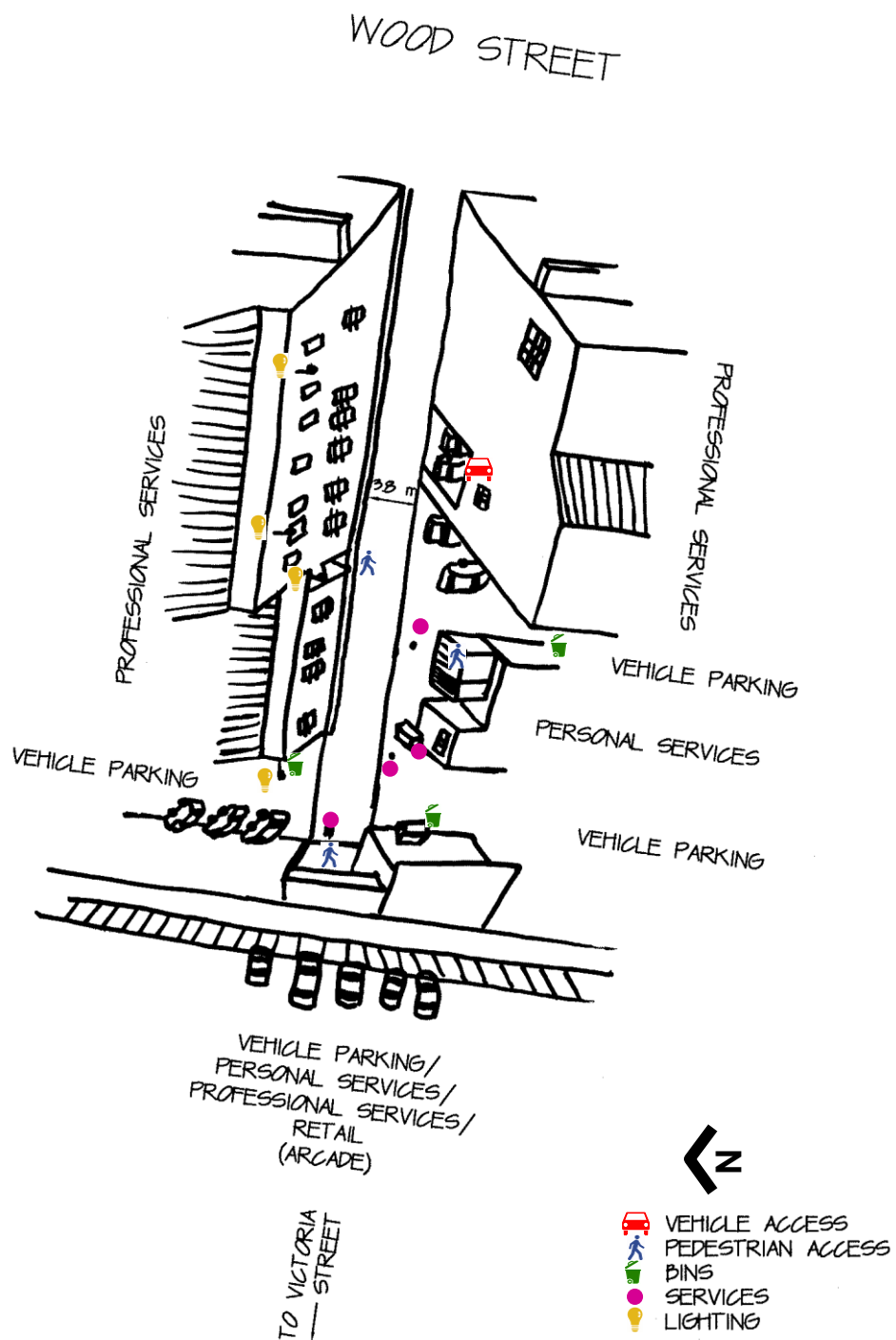
D.4 Laneway Analysis: Fourth Lane



<i>Description:</i>	
Location	West side of Wood Street between River Street and Victoria Street
Length	50 m
Width	3.8 m
History	Created 1878 (RP700794 1878)
<i>Physical Features:</i>	
Built Form	<p>Variety of building form: Number of buildings adjacent to laneway: 5 Age: similar, late-twentieth century Styles: single storey and two storey buildings Vacant blocks: three open areas adjoining the laneway</p> <p>Frontages and façades: Gehl type: D Number of active frontages: 0</p> <p>Surface: bitumen</p>
Safety	<p>Passive surveillance: Low – low level windows have been covered over internally</p> <p>Nasar/Fisher model characteristics: Boundness: High Concealment: High Prospect: High</p>
Services	<p>Permanent infrastructure in the laneway: Electricity – pillars Water – fire hydrants, water meters</p> <p>Temporary infrastructure located on adjacent land: Waste – industrial bins</p>

Vitality Score:	4
<i>Land Uses:</i>	
Types	Personal services 2
	Professional services 3
	Retail 1
	Vehicle parking 4
	Subtotal 10
	Vacant 0
	TOTAL 10
Mix of land uses	4
Grain size	10
Vitality Score:	5
<i>Traffic:</i>	
Permeability and Accessibility	+ Street access: private connection through to Victoria Street + Laneway connection: opens onto Wood Street opposite Eighth Lane
Vehicle Usage	Number of parked vehicles: 15
Vitality Score:	3
<i>Environmental Quality:</i>	
Topography	Level surface with drainage channel on north side of laneway
Climate	- Open to the elements
Vegetation	Nil
Positive features	+ No litter + Low noise level + No odour
Negative features	- Bars over windows
Vitality Score:	1
<i>Subjective Summary of Activation Potential:</i>	
<p>At present:</p> <p>Barred windows and blank walls do not contribute to an amenity encouraging pedestrian activity.</p> <p>The presence of a car park off the northern side of the laneway limits its current potential for activation as a 'destination.'</p> <p>The arcade at the western end of the laneway provides potential to use the laneway as a pedestrian connection.</p> <p>The position of Fourth Lane opposite Eighth Lane creates potential for the two laneways to be used together to improve connectivity between the arcade off Fourth Lane and the Backpacker Hostel off Eighth Lane.</p>	
Total Vitality Score: 13	

+ Positive feature; - Negative feature





Fourth Lane at Wood Street looking west



The arcade off Fourth Lane linking to Victoria Street



Fourth Lane looking east towards Eighth Lane and Wood Street

D.5 Laneway Analysis: Fifth Lane



<i>Description:</i>	
Location	South of Victoria Street between Gregory Street and Wood Street
Length	100 m
Width	3.0 m – 4.0 m
History	Created 1872 (east end) and 1923 (west end) (RP700800 1872; Shield 1923)
<i>Physical Features:</i>	
Built Form	<p>Variety of building form: Number of buildings adjacent to laneway: 10 Age: vary, early- to late- twentieth century Styles: primarily two storey on northern side; single storey arcade on southern side Vacant blocks: one open area adjoining the laneway</p> <p>Frontages and façades: Gehl type: C Number of active frontages: 1 Surface: decorative pavers</p>
Safety	<p>Passive surveillance: High – smoking areas in night club open onto the laneway</p> <p>Nasar/Fisher model characteristics: Boundness: High Concealment: Low Prospect: High</p>
Services	<p>Permanent infrastructure in the laneway: Electricity – pillars Sewer – manholes Stormwater – grates</p>

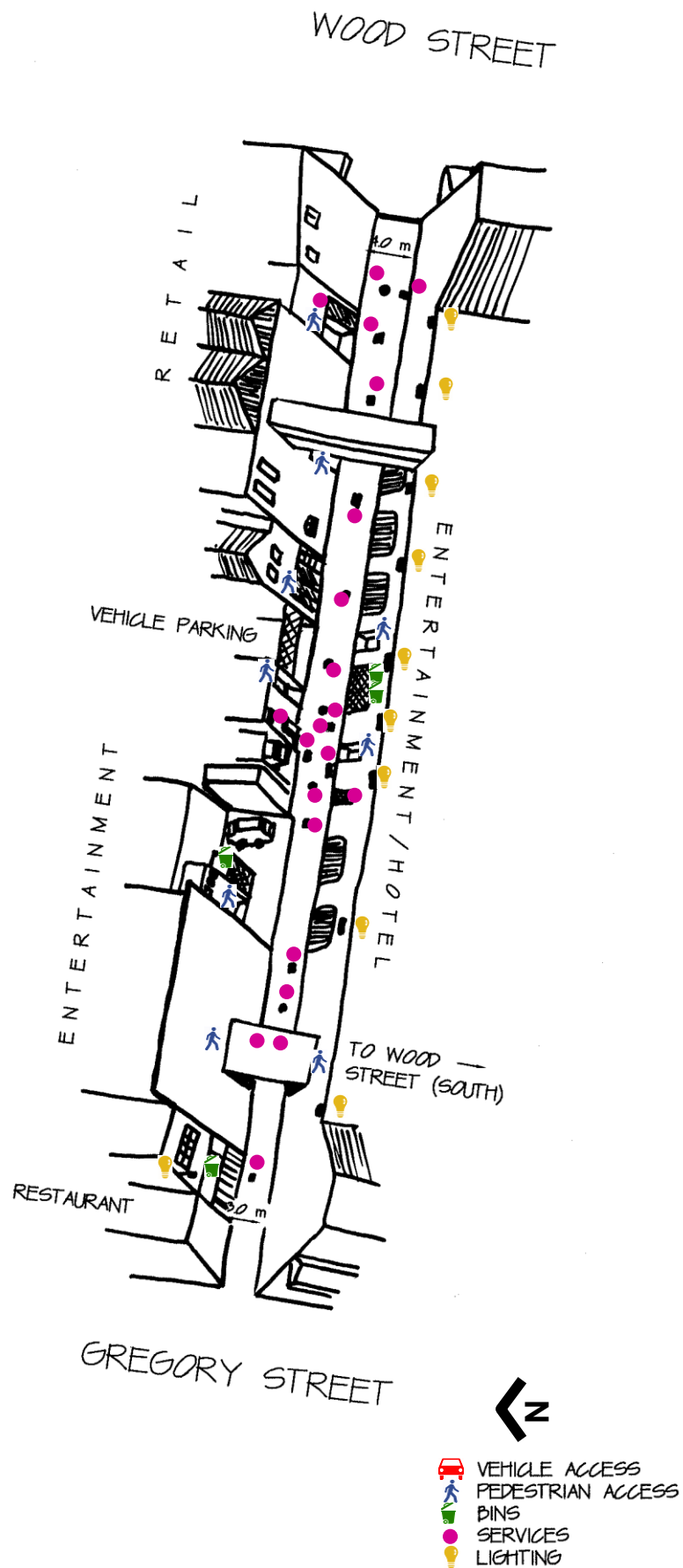
	Telecommunications – pits Water – valves Temporary infrastructure located on adjacent land: Gas – tanks Waste – industrial bins and wheelie bins
Vitality Score:	8
<i>Land Uses:</i>	
Types	Entertainment/Hotel 3
	Restaurant 1
	Retail 3
	Vehicle parking 2
	Subtotal 9
	Vacant 1
	TOTAL 10
Mix of land uses	4
Grain size	10
Vitality Score:	5
<i>Traffic:</i>	
Permeability and Accessibility	+ Street access: between Gregory Street and Wood Street + Street access: second private connection onto Wood Street + Laneway connection: opens onto Gregory Street opposite Second Lane
Vehicle Usage	Number of parked vehicles: 2
Vitality Score:	6
<i>Environmental Quality:</i>	
Topography	Gently sloping towards centre of laneway
Climate	- Open to the elements + Northern buildings shade the laneway – noticeably lower temperature
Vegetation	Nil
Positive features	+ No litter + Low noise level - Musty odour + Mural
Negative features	- Boarded-up windows
Vitality Score:	1
<i>Subjective Summary of Activation Potential:</i>	
At present: Pedestrians were witnessed using the laneway as a thoroughfare. The proprietor on the southern side of the laneway has made a start towards laneway activation meaning further activation may be readily accepted.	

Relatively fewer vehicle parking spaces allows for potential time restrictions on vehicle access to be considered.

Owners of buildings on the north side of the laneway would have to be encouraged to upgrade blank, dilapidated walls to encourage pedestrians to linger.

Total Vitality Score: 20

+ Positive feature; - Negative feature





Fifth Lane at Wood Street looking west



Fifth Lane looking east towards Wood Street



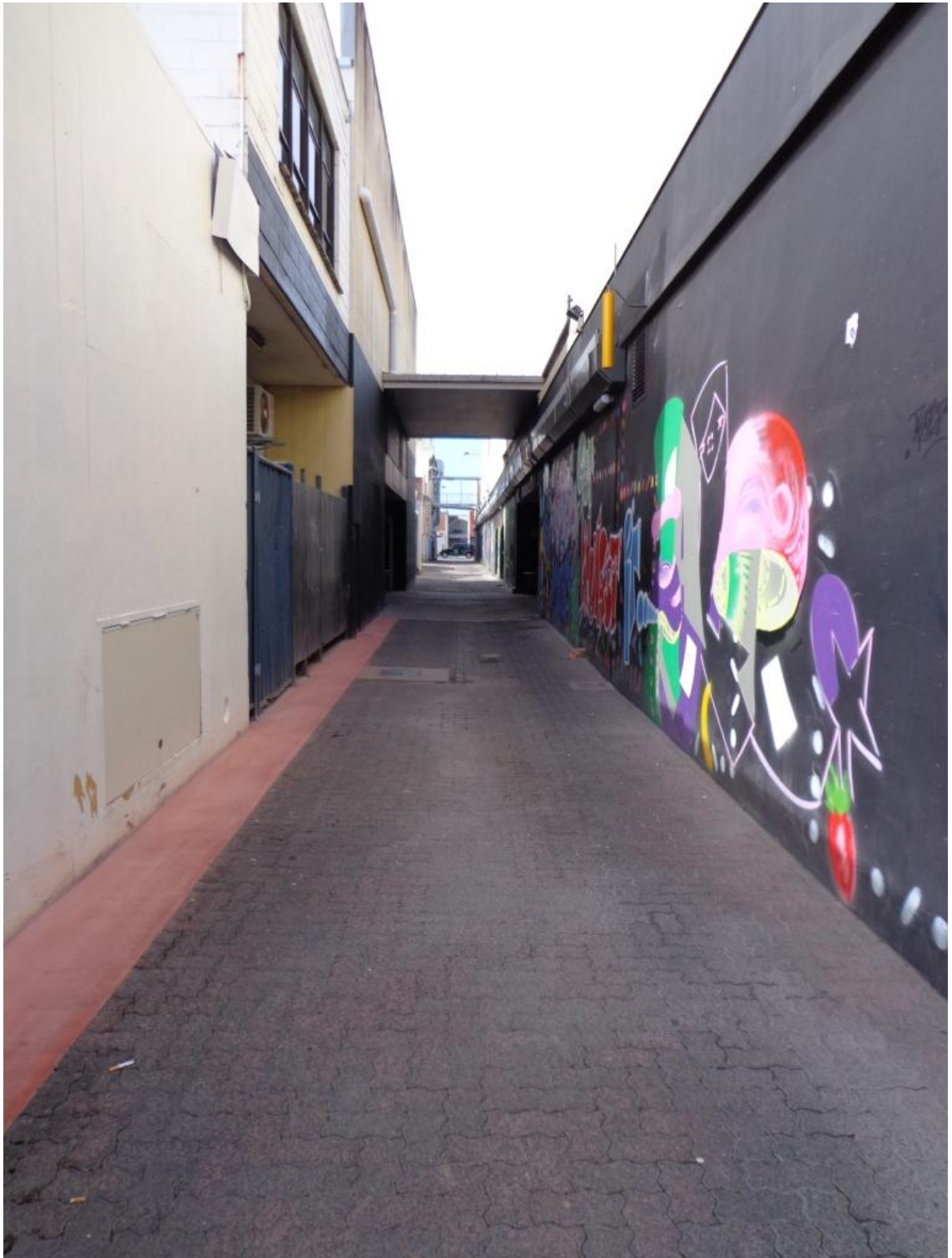
Fifth Lane looking west towards Gregory Street



Sanctioned graffiti art in Fifth Lane

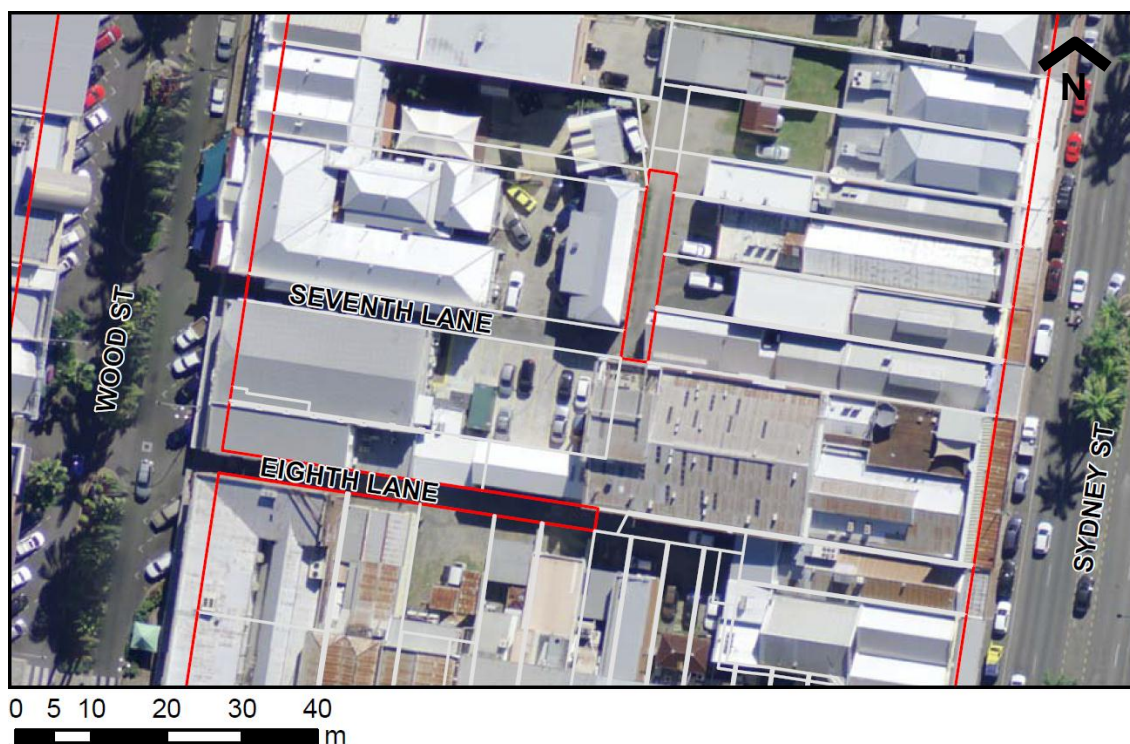


The arcade running south off Fifth Lane linking to Wood Street



Fifth Lane at Gregory Street looking east

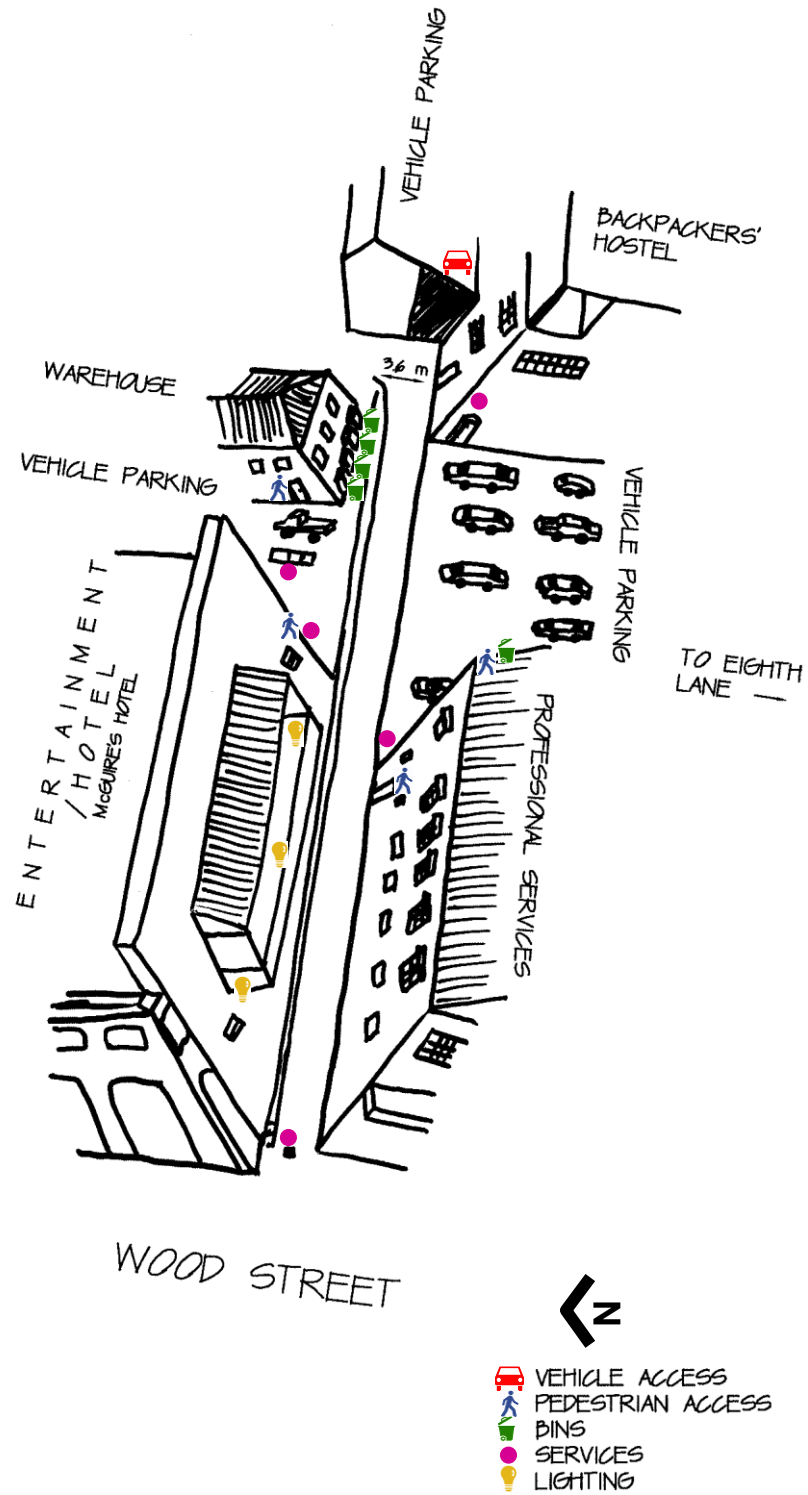
D.6 Laneway Analysis: Seventh Lane



<i>Description:</i>	
Location	East side of Wood Street between River Street and Victoria Street
Length	50 m
Width	3.6 m
History	Created 1867 (RP700831 1867)
<i>Physical Features:</i>	
Built Form	<p>Variety of building form: Number of buildings adjacent to laneway: 5 Age: similar, twentieth century Styles: primarily two storey; historic building at laneway entrance (McGuire's Hotel) Vacant blocks: two open areas adjoining the laneway</p> <p>Frontages and façades: Gehl type: D Number of active frontages: 0</p> <p>Surface: bitumen</p>
Safety	<p>Passive surveillance: Low – windows overlooking the laneway are opaque</p> <p>Nasar/Fisher model characteristics: Boundness: High Concealment: High Prospect: High</p>
Services	<p>Permanent infrastructure in the laneway: Electricity – pillars Water – valves, meters</p> <p>Temporary infrastructure located on adjacent land:</p>

	Gas – tanks Trade Waste – disposal pits Waste – industrial bins and wheelie bins
Vitality Score:	4
<i>Land Uses:</i>	
Types	Backpackers' Hostel 1
	Entertainment/Hotel 1
	Professional services 1
	Vehicle parking 2
	Warehouse 1
	Subtotal 6
	Vacant 0
	TOTAL 6
Mix of land uses	5
Grain size	6
Vitality Score:	5
<i>Traffic:</i>	
Permeability and Accessibility	- Street access: no through connection + Laneway connection: private connection to Eighth Lane
Vehicle Usage	Number of parked vehicles: 9
Vitality Score:	2
<i>Environmental Quality:</i>	
Topography	Level surface with drainage channel on north side of laneway
Climate	- Open to the elements
Vegetation	Nil
Positive features	+ No litter - Noise from hotel + No odour + Mural
Negative features	Nil
Vitality Score:	1
<i>Subjective Summary of Activation Potential:</i>	
At present: This laneway has previously hosted live music gigs as part of Mackay's Easter Laneway Festival. These past events, proximity to McGuire's Hotel and open vehicle parking space makes this laneway ideal for holding similar events in the future.	
Total Vitality Score: 12	

+ Positive feature; - Negative feature





Seventh Lane at Wood Street looking east



Seventh Lane looking west

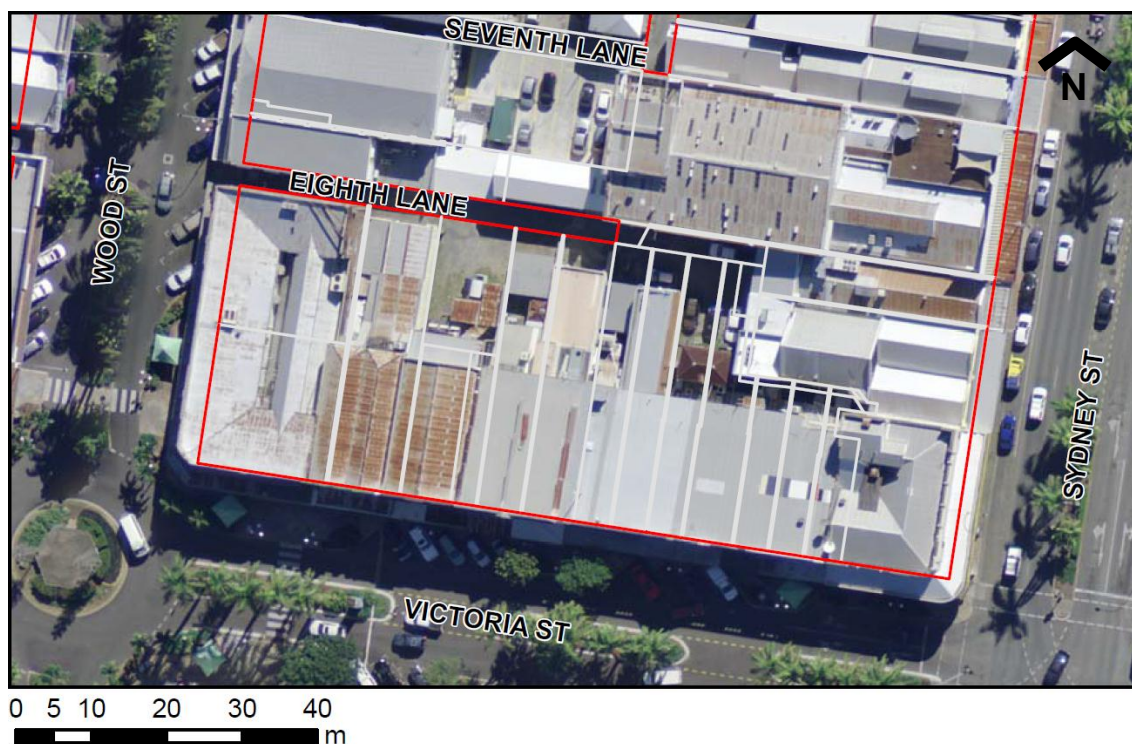


Vehicle parking on the southern side of Seventh Lane



Seventh Lane looking west towards Wood Street

D.7 Laneway Analysis: Eighth Lane



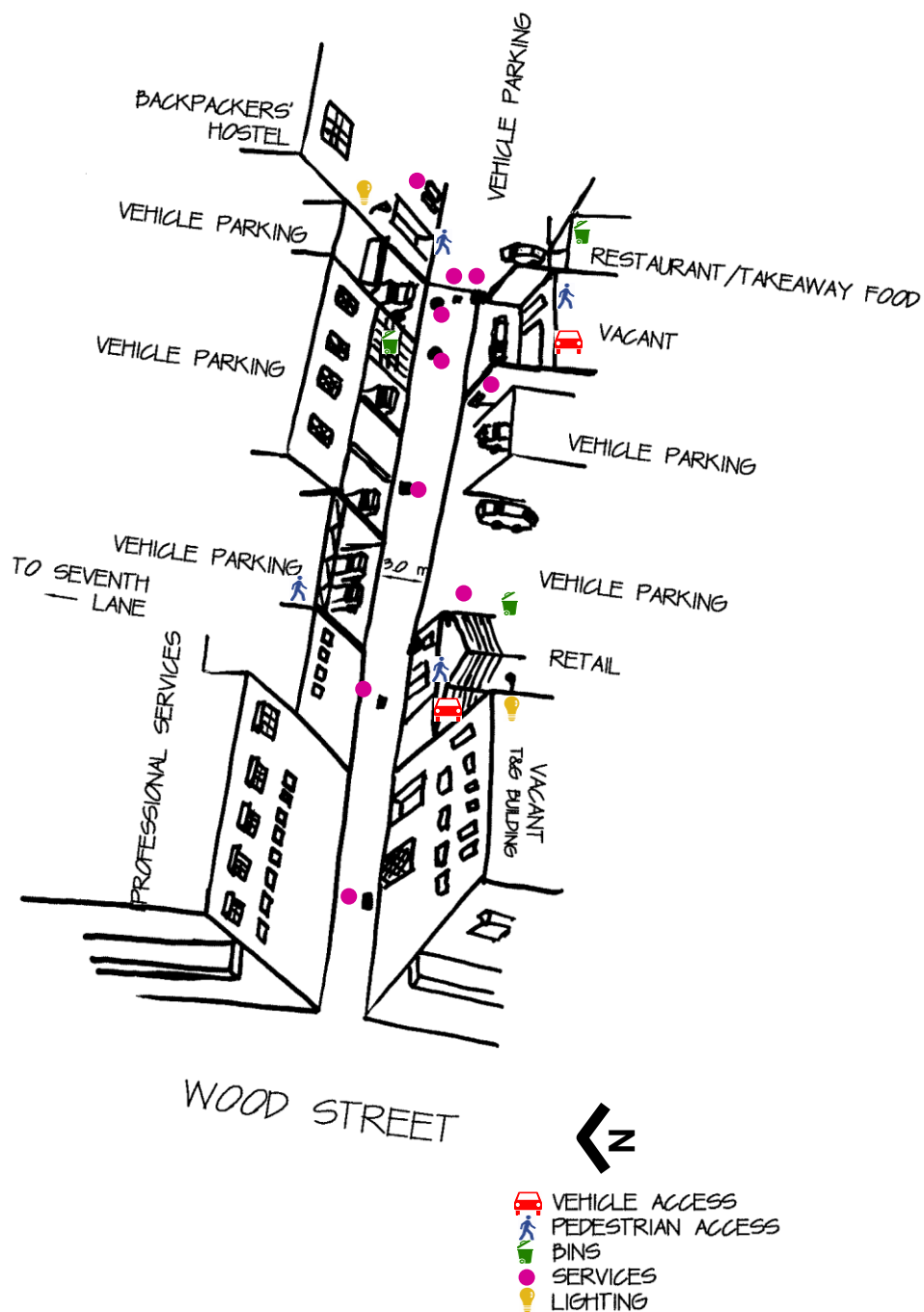
<i>Description:</i>	
Location	East side of Wood Street between River Street and Victoria Street
Length	50 m
Width	3.0 m
History	Created 1888 (RP700828 1888)
<i>Physical Features:</i>	
Built Form	<p>Variety of building form:</p> <p>Number of buildings adjacent to laneway: 8</p> <p>Age: similar, twentieth century</p> <p>Styles: primarily two storey; historic brick building at laneway entrance (T&G Building)</p> <p>Vacant blocks: two large open areas adjoining the laneway; empty buildings</p> <p>Frontages and façades:</p> <p>Gehl type: D</p> <p>Number of active frontages: 0</p> <p>Surface: bitumen</p>
Safety	<p>Passive surveillance:</p> <p>Low – no low level windows overlook the laneway</p> <p>Nasar/Fisher model characteristics:</p> <p>Boundness: High</p> <p>Concealment: High</p> <p>Prospect: High</p>
Services	<p>Permanent infrastructure in the laneway:</p> <p>Electricity – pillars</p> <p>Sewer – manholes</p>

	Telecommunications – pits Water – fire hydrants, water meters Temporary infrastructure located on adjacent land: Gas – tanks Waste – industrial bins
Vitality Score:	4
<i>Land Uses:</i>	
Types	Backpackers' Hostel 1
	Professional services 1
	Restaurant/Takeaway food 1
	Retail 1
	Vehicle parking 6
	Subtotal 10
	Vacant 2
	TOTAL 12
Mix of land uses	5
Grain size	12
Vitality Score:	7
<i>Traffic:</i>	
Permeability and Accessibility	- Street access: no through connection + Laneway connection: private connection to Seventh Lane; opens onto Wood Street opposite Fourth Lane
Vehicle Usage	Number of parked vehicles: 9
Vitality Score:	2
<i>Environmental Quality:</i>	
Topography	Level surface
Climate	- Open to the elements
Vegetation	Nil
Positive features	+ No litter - Cooking smells behind restaurant + No odour
Negative features	- Broken Lights
Vitality Score:	-1
<i>Subjective Summary of Activation Potential:</i>	
At present: The buildings on the southern side of the laneway are all oriented towards the CBD's main retail strip (Victoria Street) and can not be reconfigured to open onto the laneway without considerable expense. The position of Eighth Lane next to Seventh Lane creates potential for the laneway to be used in conjunction with Seventh Lane for temporary events. The position of Eighth Lane opposite Fourth Lane creates potential for the two laneways to be used	

together to improve connectivity between the Backpacker Hostel off Eighth Lane and the arcade off Fourth Lane.

Total Vitality Score: 12

+ Positive feature; - Negative feature





Eighth Lane at Wood Street looking east



Vehicle parking on southern side of Eighth Lane



Eighth Lane looking west



Informal connection through to Seventh Lane

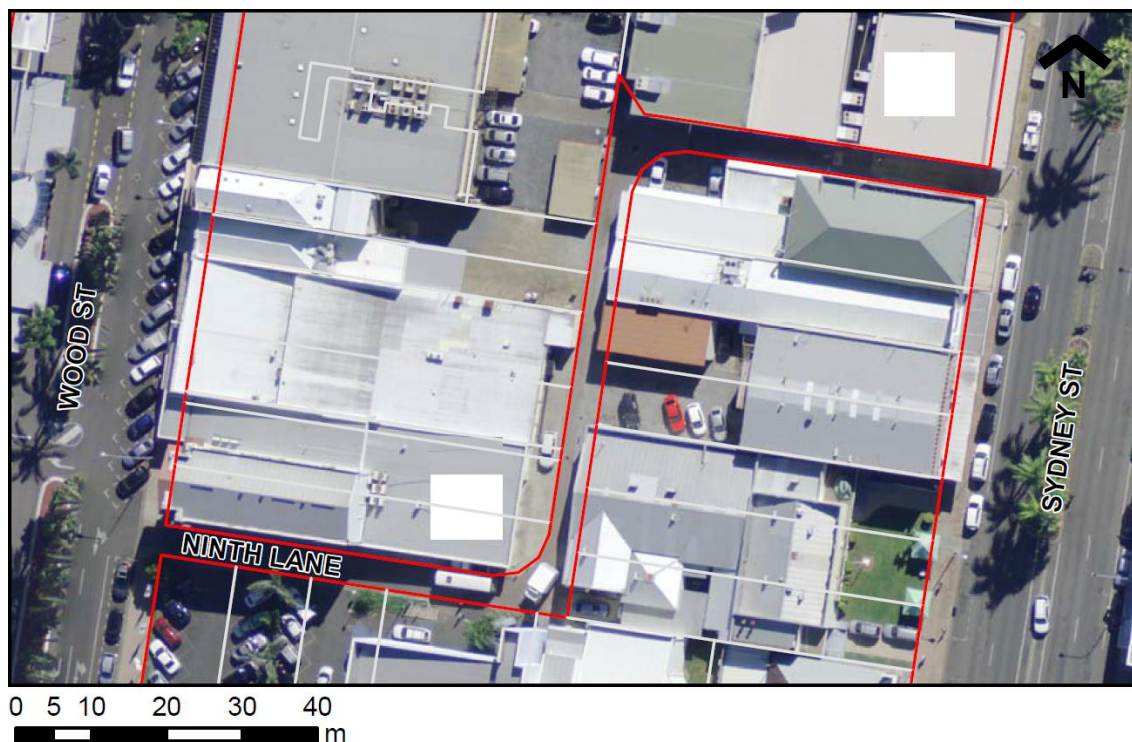


Vehicle parking on northern side of Eighth Lane



Eighth Lane looking west towards Wood Street

D.8 Laneway Analysis: Ninth Lane



<i>Description:</i>	
Location	Within the block bounded by Victoria Street, Sydney Street, Gordon Street, and Wood Street
Length	200 m
Width	4.0 m
History	Created 1871 (<i>RP700842</i> 1871; <i>RP700850</i> 1871)
<i>Physical Features:</i>	
Built Form	<p>Variety of building form: Number of buildings adjacent to laneway: 8 Age: vary, early- to late- twentieth century Styles: single storey and two storey; historic building at Wood Street entrance (heritage listed Masonic Temple) Vacant blocks: three open areas adjoining the laneway</p> <p>Frontages and façades: Gehl type: D Number of active frontages: 0 Surface: decorative pavers</p>
Safety	<p>Passive surveillance: Low – no low level windows overlook the laneway</p> <p>Nasar/Fisher model characteristics: Boundness: High Concealment: High Prospect: Low</p>
Services	<p>Permanent infrastructure in the laneway: Electricity – pad mounted transformer, pits</p>

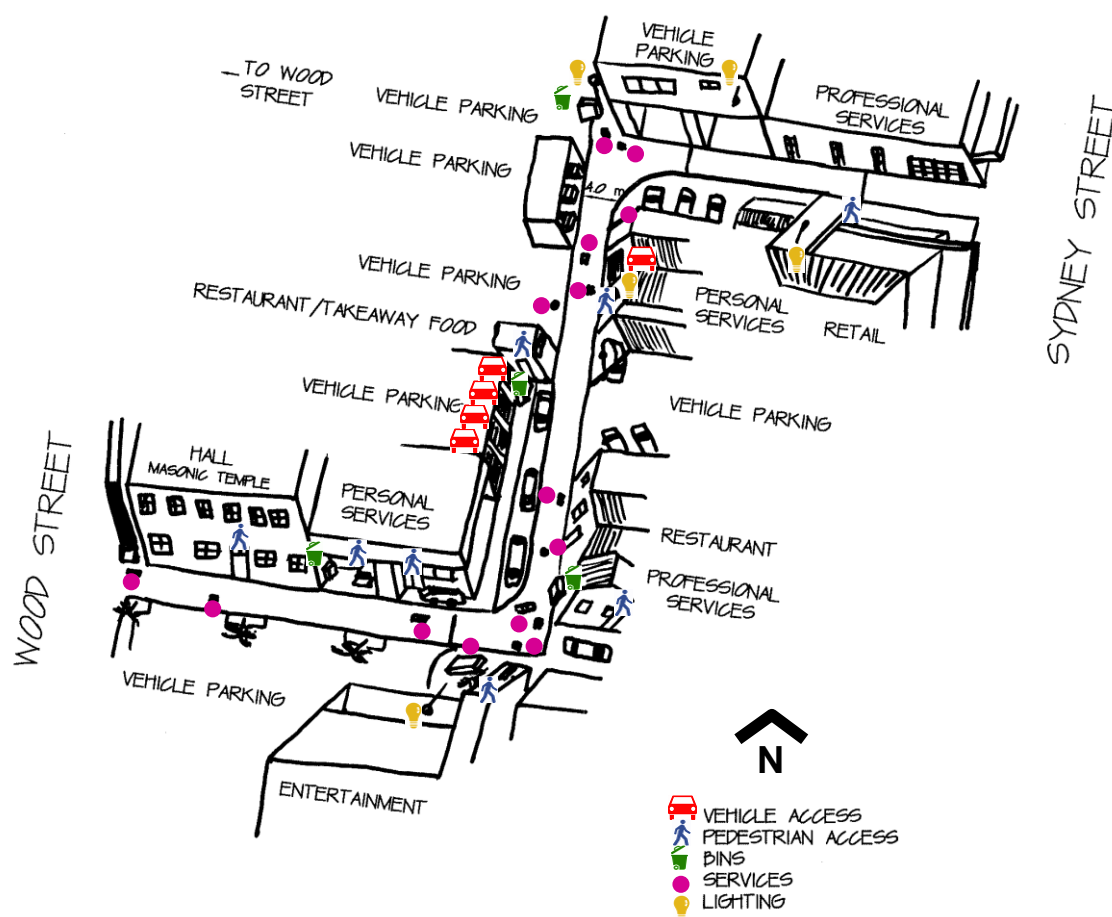
	Stormwater – grates Trade Waste – disposal pits Water – fire hydrants, meters Temporary infrastructure located on adjacent land: Waste – industrial bins and wheelie bins
Vitality Score:	5
<i>Land Uses:</i>	
Types	Entertainment 1
	Hall 1
	Personal services 2
	Professional services 2
	Restaurant 2
	Retail 1
	Vehicle parking 6
	Subtotal 15
	Vacant 0
	TOTAL 15
Mix of land uses	7
Grain size	15
Vitality Score:	8
<i>Traffic:</i>	
Permeability and Accessibility	+ Street access: between Wood Street and Sydney Street + Laneway connection: private connection provides direct access between Wood Street and Sydney Street
Vehicle Usage	Number of parked vehicles: 25+
Vitality Score:	3
<i>Environmental Quality:</i>	
Topography	Level surface
Climate	- Open to the elements
Vegetation	+ Palm trees at southern end
Positive features	+ No litter + Low noise level - Cooking smells behind restaurants
Negative features	Nil
Vitality Score:	1
<i>Subjective Summary of Activation Potential:</i>	
At present: High usage of the vehicle parking space at the southern end of the laneway and deliveries to the restaurants in the centre portion of the laneway limits the suitability of this section of the laneway for activation.	

The direct pedestrian connection through an arcade at the north and the presence of eateries on Wood Street and Sydney Street means the northern end of the laneway is utilised by some pedestrians.

The two restaurants are oriented towards the main street and can not be reconfigured to open onto the laneway without considerable expense.

Total Vitality Score: 17

+ Positive feature; - Negative feature





Ninth Lane at Wood St looking east



Ninth Lane at the southern bend looking north



Ninth Lane at the northern bend looking south



The arcade off the northern bend linking to Wood Street



Ninth Lane at the northern bend looking east towards Sydney Street



Ninth Lane at Sydney Street looking west

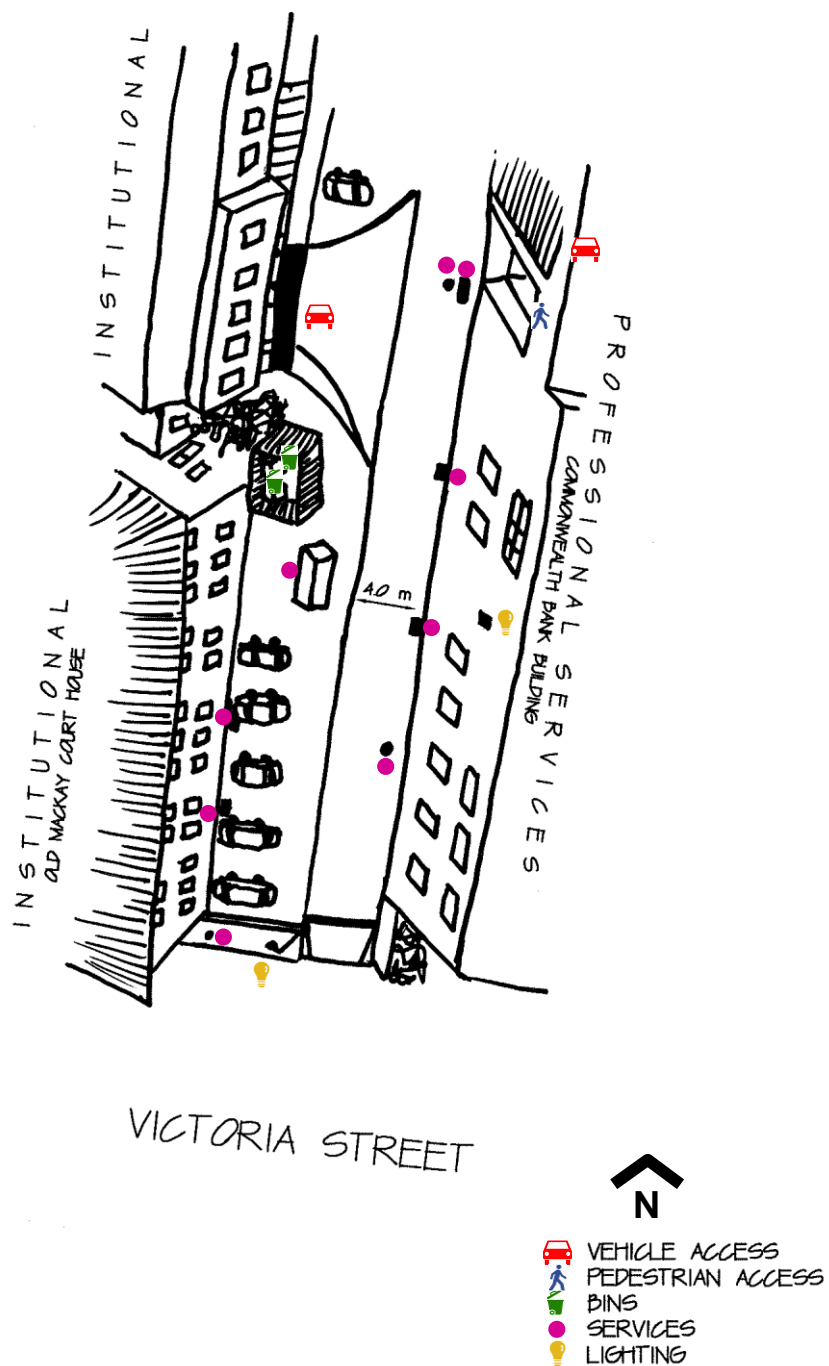
D.9 Laneway Analysis: Tenth Lane



<i>Description:</i>	
Location	South side of Victoria Street between Sydney Street and Brisbane Street
Length	40 m
Width	4.0 m
History	Created 1934 (Shield 1934)
<i>Physical Features:</i>	
Built Form	<p>Variety of building form: Number of buildings adjacent to laneway: 3 Age: similar, early-twentieth century Styles: historic art deco two storey buildings (Old Mackay Court House and Commonwealth Bank Building heritage listed) Vacant blocks: 0</p> <p>Frontages and façades: Gehl type: D Number of active frontages: 0</p> <p>Surface: concrete</p>
Safety	<p>Passive surveillance: Low – low level windows have been covered over internally</p> <p>Nasar/Fisher model characteristics: Boundness: High Concealment: Low Prospect: High</p>
Services	<p>Permanent infrastructure in the laneway: Electricity – pad mounted transformer Telecommunications – pits Water – water meters</p>

	Unclassified – manholes Temporary infrastructure located on adjacent land: Waste – wheelie bins
Vitality Score:	6
<i>Land Uses:</i>	
Types	Institutional 2
	Professional services 1
	Subtotal 3
	Vacant 0
	TOTAL 3
Mix of land uses	2
Grain size	3
Vitality Score:	2
<i>Traffic:</i>	
Permeability and Accessibility	- Street access: no through connection - Laneway connection: no laneway connection
Vehicle Usage	Number of parked vehicles: 6
Vitality Score:	0
<i>Environmental Quality:</i>	
Topography	Level surface
Climate	- Open to the elements - Orientation exposes laneway to full sun for most of the day
Vegetation	- Empty garden beds at entrance to the laneway + A small, recessed garden on the east side of the laneway
Positive features	+ No litter + Low noise level + No odour
Negative features	- Rear access to Court House for prisoners
Vitality Score:	0
<i>Subjective Summary of Activation Potential:</i>	
At present: The current usage of the adjacent buildings, particularly the Court House does not encourage pedestrian activity. Heritage considerations may limit the future reconfiguration of the adjacent buildings to open onto the laneway.	
Total Vitality Score: 8	

+ Positive feature; - Negative feature





Tenth Lane at Victoria Street looking south



Pad mounted transformer and bin storage in Tenth Lane



Rear entrance to the Court House off Tenth Lane