



# **CARDINAL FREEMAN VILLAGE**

## **CONCEPT PLAN**

### **STAGE 1 PROJECT APPLICATION – CARE AND VILLAGE GREEN PRECINCTS**

## **CRIME RISK ASSESSMENT**

**Prepared for  
Stockland (Aevum)**

**By  
BBC Consulting Planners**

Job No 12-148  
CPTED\_CFV Concept Plan-Final.doc  
October 2012

## Table of Contents

<b>1.</b>	<b>INTRODUCTION .....</b>	<b>1</b>
1.1	Author Qualifications.....	1
<b>2.</b>	<b>THE SITE AND ITS PROPOSED USE .....</b>	<b>1</b>
2.1.1	Site Context.....	1
2.1.2	Current Use of the Site.....	2
2.1.3	Proposed Development.....	2
<b>3.</b>	<b>CRIME OPPORTUNITY ASSESSMENT .....</b>	<b>5</b>
3.1	Local Community Safety Issues .....	5
3.2	Analysis of the Existing Site .....	6
3.3	Opportunity Assessment.....	6
<b>4.</b>	<b>CONCEPT PLAN - ASSESSMENT OF DESIGN ELEMENTS.....</b>	<b>8</b>
4.1	Site Structure and Layout.....	8
4.2	Site Entry and Pedestrian Pathways .....	10
4.3	Landscaping .....	12
4.3.1	Overview .....	12
4.3.2	Major Open Space Areas (Village Green and Garden Forecourt to Glentworth House) .....	15
4.4	Lighting .....	15
4.5	Building Design.....	17
4.6	Car Parking .....	18
4.7	Vehicular Access .....	19
4.8	Management and Maintenance .....	20
4.9	Construction Management.....	21
<b>5.</b>	<b>STAGE 1 PROJECT APPLICATION .....</b>	<b>22</b>
5.1	Introduction .....	22
5.2	Care Precinct .....	22
5.2.1	Proposed Development.....	22
5.2.2	Assessment.....	23
5.3	Village Green - Stage 1 Project Application.....	23
5.3.1	Proposed Modifications to Approved Development.....	23
5.3.2	Assessment.....	24
<b>6.</b>	<b>CONCLUSION.....</b>	<b>24</b>



*This report and the information contained in it are solely for the use of the authorised recipient and this document may not be used, copied or reproduced in whole or part for any purpose other than that for which it was supplied. BBC Consulting Planners makes no representation, undertakes no duty and accepts no responsibility or liability to any third party who may use or rely upon this report or the information contained in it.*

*Recommendations within this report are based upon information provided to BBC Consulting Planners at the time of this assessment. In conducting this report, BBC Consulting Planners does not offer any promise or guarantee of safety to persons or property.*



# **1. Introduction**

This report has been prepared to accompany an Environmental Assessment for a Section 75W modification application of a Concept Plan for the redevelopment of Cardinal Freeman Village, Victoria Street, Ashfield ("the site"). An assessment of the modified Stage 1 Project Application for the development of the Care Precinct and the Village Green Precinct has also been undertaken.

The south west corner of the site has not been included within our assessment because no works are proposed. In the event that redevelopment occurs there will be opportunities for community safety improvements in this area.

This report is based on a site inspection, review of the Concept Plan and accepted<sup>1</sup> CPTED principles and performance criteria.

## **1.1 Author Qualifications**

This report has been prepared by Dan Brindle, Director of BBC Consulting Planners and has qualifications in environmental planning and economics. He has been practicing as a consultant town planner for 35 years and in that time has been involved in a range of projects and studies involving those disciplines covering a range of issues from detailed town planning investigations and environmental impact assessments to policy analysis, economic evaluation and research.

He has undertaken economic and social impact assessments for major projects such as freeways and prisons, and has developed and run consultation programs for a number of projects. His experience in urban and regional planning, economics, social planning, public consultation, and with multi-disciplinary teams enables him to address planning issues within the context of all other relevant issues, including feasibility and equity considerations.

# **2. The Site and its Proposed Use**

## **2.1.1 Site Context**

Cardinal Freeman Retirement Village is located at Victoria Street, Ashfield and comprises an entire city block bounded by Clissold Street, Queen Street, Victoria Street and Seaview Street. The site is rectangular in shape, with a 184 metre frontage to Clissold Street and Seaview Street, and 218 metres to Victoria Street and Queen Street. The site is substantial, comprising a total area of approximately 4.1 hectares. The site falls from south to north with a varying gradient and a total fall of approximately 15 metres or 1:14.

One of the older parts of Sydney, Ashfield is characterised by relatively high density development, with a considerable amount of heritage dwellings. Ashfield is situated approximately 8.5km to the west of Sydney CBD. The site is within a residential context, approximately 1 km south of Ashfield town centre which is located on the main western railway line and the Hume Highway. The suburb of Summer Hill is situated to the north east of the site. Some institutional uses are located within a short walk of the site, including a school, hospital and churches.

---

<sup>1</sup> As represented in a number of policy and resource manuals which have been developed in Australia, for example ACT Planning and Land Management (2000) 'ACT Crime Prevention and Urban Design Resources Manual', Department of Transport and Urban Planning South Australia (2004) "Designing Out Crime: Design solutions for safer neighbourhoods".

### 2.1.2 Current Use of the Site

Over time, the site has undergone progressive development and redevelopment for a range of uses including residential, a home for girls and finally as a older persons housing facility. The facility currently comprises 348 units of accommodation and aged care beds accommodating around 400 residents in a mix of accommodation types which cater to the varying needs of residents and the aged within the community.

The site is built up and accommodates a variety of buildings which are interconnected by a network of pathways. Buildings within the site include:

- Glentworth House containing board rooms at ground floor and independent living units at first and second floor levels;
- The chapel containing delivery and storage spaces in the basement and a caretakers flat;
- A former convent building;
- A 59 bed nursing home with underground car park accessed off Clissold Street;
- A hostel, known as 'The Lodge,' which contains 60 rooms and provides for low care needs;
- 49 serviced apartments;
- 180 Independent Living Units (ILUs) accommodated in a number of separate buildings across the site; and
- An administration building and activity centre.

Buildings A and B at the north east corner of the site were recently altered to provide additional and improved independent living unit accommodation.

The site is fully self-contained and comprises a range of services and amenities for residents including doctors' consulting rooms, village shop, on-site dining room, hairdressing salon, library, billiards room, entertainment hall, and chapel. A shuttle bus to the local shopping and community areas is also available to residents

### 2.1.3 Proposed Development

The proponent, Aevum Limited, now wholly owned by Stockland Property Services Pty Ltd, has requested the Minister to modify these approvals by changing the terms of the determinations and varying conditions of the approvals. The nature of these modifications and a full description of the Concept Plan approval and Project Application approval as modified are described in Sections 3 and 4.

Since the approvals were granted, there have been on-going discussions with the residents and with the design team to identify improvements to the overall design of the development. Issues discussed included:

- Greater separation between existing buildings in the south west quadrant of the site and the proposed new Village Green buildings;
- Amending the staging to allow the RACF to be constructed first;
- A clearer and more legible movement system with improved wayfinding;
- Provision of larger garden areas around buildings by reducing the number of buildings and increasing the spaces between buildings together with an overall improvement in the quality of landscaping and pathway systems;



- An overall improvement in landscape quality;
- Improvements to the garden setting to the heritage buildings and with a separate ceremonial entrance to the Chapel.

In addition, the detailed design process has resulted in modifications to unit mix to better represent future resident needs.

These discussions and investigations have resulted in modifications to the approvals. The proposed modifications seek to maintain the primary objectives and key principles of the Concept Plan Approval and Project Approval while proposing a more rational site layout oriented around an axial road design and modified building envelopes. The proposal is to retain the approved precinct/quadrant staging of the site redevelopment and maintain an integrated design solution for the site that considers existing historic items, existing buildings and the surrounding urban context.

The main modifications are summarised as follows:

### **Modifications to Concept Plan Approval**

- A more logical and legible movement system by providing an east west link road that is straight and more consistent with the grid street pattern of the surrounding urban form. This results in the relocation of the main entry gates to a more logical and ceremonial location;
- The demolition of the Serviced Apartment building and its replacement with a new ILU building;
- A reduction in the number of separate buildings from 13 to 8 with similar heights ranging from 3 to 5 storeys with increased spaces between buildings and improved landscaped areas for residents;
- An increase in ILUs from 225 to approximately 234 including a change in apartment mix;
- A change in the staging of development with the RACF building to be constructed first followed by the ILU buildings and a reduction of the number of stages;

The key urban design principles of the Concept Plan Approval will be retained and enhanced including:

- The use of the site for seniors housing;
- Maintaining the approved RACF bed numbers;
- Providing an integrated design solution for the site that considers existing historic items, existing buildings to be retained and the surrounding urban context;
- Re-organising the site to strengthen and re-establish the concept of quadrants with a strengthened and more legible street system capable of improved access for all vehicles;
- Re-engaging Glentworth House and Chapel with an improved garden setting visible from the street and a separate ceremonial entry;
- Façade designs that integrated into the urban fabric of the site and the adjoining public domain;
- Providing a development that is compatible with the amenity of the adjoining residential area;
- Maintaining site permeability and vistas to the heritage facades;



- Providing improved settings for heritage buildings on all frontages as the focus of the development and major arrival point to the development;
- Improving the quality of spaces between buildings with more detailed consideration of landscaping and ground level activity;
- Maintaining the prominence of the historic skyline and providing heritage continuity.

#### **Modifications to Project Approval**

- The Residential Aged Care building is retained in its present location with modifications to external appearance and internal layout and a relocated porte cochere and entry (no new access points from Clissold Lane however);
- Demolition of Serviced Apartment Building (previously retained) and the construction of a new ILU building;
- Modifications to the design of Independent Living Unit buildings in accordance with the modified Concept Plan Approval to increase setback from existing residences and provide improved landscape spaces including the Village Green;
- Changes to the staging of works to allow the commencement of construction of the RACF first followed by the ILU buildings.

### 3. Crime Opportunity Assessment

#### 3.1 Local Community Safety Issues

Ashfield is not a high crime area when compared to the NSW rates. The LGA's reported crime trends are either stable or recorded significant declines over the last 5 years. The most significant forms of crime in the LGA are identified in the following table. For other offences the LGA does not rank in the Top 50 in NSW.

**Figure 1: Crime Recorded in Ashfield LGA, 2011**

Crime	LGA Rank in NSW	Offences in 2011	Rate per 100,000 population
Fraud	12	298	697.7
Robbery	20	35	81.9
Steal from retail store	31	134	313.2

Source: BOCSAR Crime Tools Website

\* The population of the LGA is 42,713 people.

The rate of Robbery has seen a statistically significant downward trend over the 60 month period (an average annual decline of approximately 15.6% over the last 5 years). The rates for Fraud and "Steal from retail store" are stable. There are large variations in the numbers of these crimes recorded each month.

Ashfield ranks No. 60 in "steal from person" incidences. In the last 12 months there has been, on average, three robberies and five steal from person incidents each month.

The Ashfield Bridging Social Plan 2007-2008, which was used to inform the Ashfield Social Plan 2010, identified that, in comparison to neighbouring inner West local government areas, Ashfield had a higher than average rate for assault, particularly sexual assault and domestic violence, for arson and for break and enter dwellings. Current data identifies that over the last 5 years the LGA's rate of domestic violence has remained stable, its rate of sexual assault is low, its rate of Break and Enter (Dwelling) has declined 19.8% each year, and its rate of non-domestic violence related assault has declined by 10.80% each year.

The relatively low incidence of crimes at and near the site is confirmed by reference to "*Ashfield local government area crime report 2011*" (published by the NSW Bureau of Crime Statistics and Research (BOCSAR)) "hotspot" maps.

These maps locate the site in an area of low crime activity. Isolated incidents of break and enter, steal from dwelling and malicious damage are recorded in the vicinity of the site. In general, the hotspot maps identify that crime occurs mainly to the north of the site around the Hume Highway and Ashfield and Summer Hill Town Centres.

Whilst at relatively low levels, the notable crimes which occur within the LGA are crimes of importance to the seniors community, particularly in terms of their fear of crime.

The following table identifies the proportion of victims who are aged over 60 years. In comparison, the proportion of the LGAs' population aged over 60 years is 18.3%. Seniors residents are over-represented amongst victims of steal from person offences. A common form of the Steal from Person offence is bag snatching. Steal from person offences occur throughout the LGA, but are concentrated in the Ashfield CBD area.



Effective response to robbery also requires behavioural approaches amongst victims, not within the scope of this report. It is however **recommended that the Village undertake regular awareness raising of personal crime prevention strategies with its residents.**

**Figure 2: Age and gender of victims of selected offences recorded by NSW Police in the Ashfield LGA, 2007**

Victim age	Assault - domestic violence related	Assault - non-domestic violence related	Robbery	Steal from person
60 +	5 (4.0%)	13 (7.2%)	9 (6.5%)	18 (28.6%)
Total	126	181	138	63

Source: BOCSAR Ashfield local government area crime report 2007

Fear of crime appears to be an issue in the LGA, as measured by Council's annual community survey<sup>3</sup>. Whilst only raised by 12% of respondents, "improved safety and security/increased police presence" was the second most raised issue overall. However, concerns about safety are higher amongst young people (22%) and families with children (14%) than seniors. The Ashfield Social Plan Survey 2006 identified that, geographically, safety concerns were focussed around the train station-

## 3.2 Analysis of the Existing Site

Characteristics of the site relevant to this assessment are:

- The site has a fragmented pedestrian access and car parking arrangement and the existing pathway system across the site is convoluted and discontinuous, with poor way-finding;
- Buildings are dispersed around the site with no clear structure to the site and no focal point;
- There is no clear address to the internal streets or pathways, or comprehensible structure of address to individual buildings;
- There is a relatively good cover of trees over the site creating a leafy character;
- The previous uses of the site are reflected in boundary treatments, with high sandstone and rendered walls along much of the southern, western and northern frontages. Limited casual surveillance is provided after hours into the site; and
- The site has a number of locations which could facilitate concealment or entrapment.

Other characteristics of the site relevant to the assessment of crime opportunity are included within the following sections as relevant.

## 3.3 Opportunity Assessment

Whilst the site currently experiences relatively little crime, the nature of the use (ie. seniors) and the current characteristics of the site provide a physical environment which may be potentially conducive to some anti-social or criminal behaviour, including:-

- robbery or bag snatching from residents;

---

<sup>3</sup> Ashfield Municipal Council 2008 Resident Community Survey Report



- theft of unattended vehicles or their contents; and
- burglary of homes.

There is also some risk of:-

- malicious damage (vandalism, graffiti, etc) of buildings or unattended vehicles; or
- anti-social behaviour within the landscaped open spaces, such as public drinking, particularly by young people.

These activities are addressed in the following crime risk assessment.

## 4. Concept Plan - Assessment of Design Elements

A review of the modified Concept Plan has been undertaken. The CPTED review has been carried out with reference to the 'Safer by Design' principles (of Surveillance, Access Control, Territorial Reinforcement and Space Management) and a number of general principles<sup>4</sup> have been utilised to inform this assessment -

*Design should promote the personal safety of people and help reduce the fear of crime by:*

*(a) enabling people to be seen, to see and to interpret their surrounds, through;*

- *clear sightlines;*
- *safe movement and access;*
- *mixing of activities which facilitate more constant public use;*
- *the design of buildings to overlook public space;*
- *planning for continuous usage;*
- *separation of incompatible activities;*
- *adequate lighting;*
- *the considered use and design of landscaping and fencing.*

*(b) enabling people to leave an area or seek assistance when in danger through legible design and comprehensive signage.*

This review has identified a number of features of the design which require more detailed consideration at project application stage. Given that the design process is at Concept Plan stage, principles to guide the project design process, where necessary for particular issues, are identified in this report.

As a Concept Plan application, this report provides necessarily high level advice. Its aim is to ensure the basic design framework is sound, and establish principles with which to guide development of more detailed design in later stages.

It is proposed that each project application will be designed in accordance with these principles.

### 4.1 Site Structure and Layout

Currently, the site has -

- a discontinuous and convoluted pathway system;
- a mixture of boundary fence treatments (eg iron palisade on sandstone plinth at Victoria Street, 1.5 - 1.8m high sandstone walls at Clissold and Queen Streets, rendered walls with climbers at Seaview Street) which divide the site from its surrounds. Behind all fences there is generally a 4 - 6 metre landscaped strip;
- limited casual surveillance of many spaces over the site;
- limited opportunities for social interaction in the public domain;
- limited through site connections, limiting use by the broader community and the improved natural surveillance that provides; and
- a distinction between private and public space which is blurred, providing the opportunity to loiter.

The modified concept plan is a significant improvement on the existing situation and seeks to improve site legibility established by the approved Concept Plan through a rationalised on-site street network. The Concept Plan proposes a legible and connective site-wide structure for access

---

<sup>4</sup> Bell Planning Associates (2003) Safer Design Guidelines Stage 5. City of Perth.

and address. The Village Green creates an identifiable centre for the site, and most paths and internal streets define its edges. The pathways pass along the sides of all the new landscaped courtyards, providing a much improved experience. Buildings address the street and pathway system. The straight alignments and clear sightlines will create a new scale and openness to the site, clarifying address throughout.

The design seeks to create defined, legible spaces, and encourage legitimate use of appropriate areas. The overall layout of the site is highly legible, with buildings and paths readily identifiable by their design, as well as signposting to assist way-finding. Entries to the site are demarcated by landscaping (ie sandstone paving and sculptural elements) and signposting.

A key CPTED principle for application to the design of the village is that of territorial reinforcement and space management. The design seeks to create defined, legible spaces, and encourage legitimate use of appropriate areas. The design, as far as possible, seeks to discourage illicit activity by creating the perception that the costs of engaging in it are too high. This is primarily achieved by maximising the likelihood that any illicit activity will be observed. The revised Concept Plan seeks to -

- reinstate and reinforce the sites' quadrants, improving site legibility. Quadrants are fully integrated into the overall site's path and garden network;
- retain and reinforce the strong public domain interface of walls, fences, gateways and boundary trees, that define the block of the village within the framework of streets. All buildings have a garden set back to match the predominant street front conditions in the neighbouring streets;
- provide a more legible and permeable movement system through the site and connecting with the surrounding streets;
- introduce communal spaces at the centre of the site forming a heart that links each quadrant and provides a layer of site organisation and connectedness;
- encourage broader community use of the site's open space and through-site links;
- demarcate entries to the village by landscaping (ie paving and other elements) and signposting. Site access points will be clearly identifiable and the site's entry pathways will be well-lit and treated to a very high standard;
- rationalise siting of buildings to provide clear view corridors. Internally within the site, visibility is high; and
- promote improved residential address to public streets and the new internal pathway and street system.

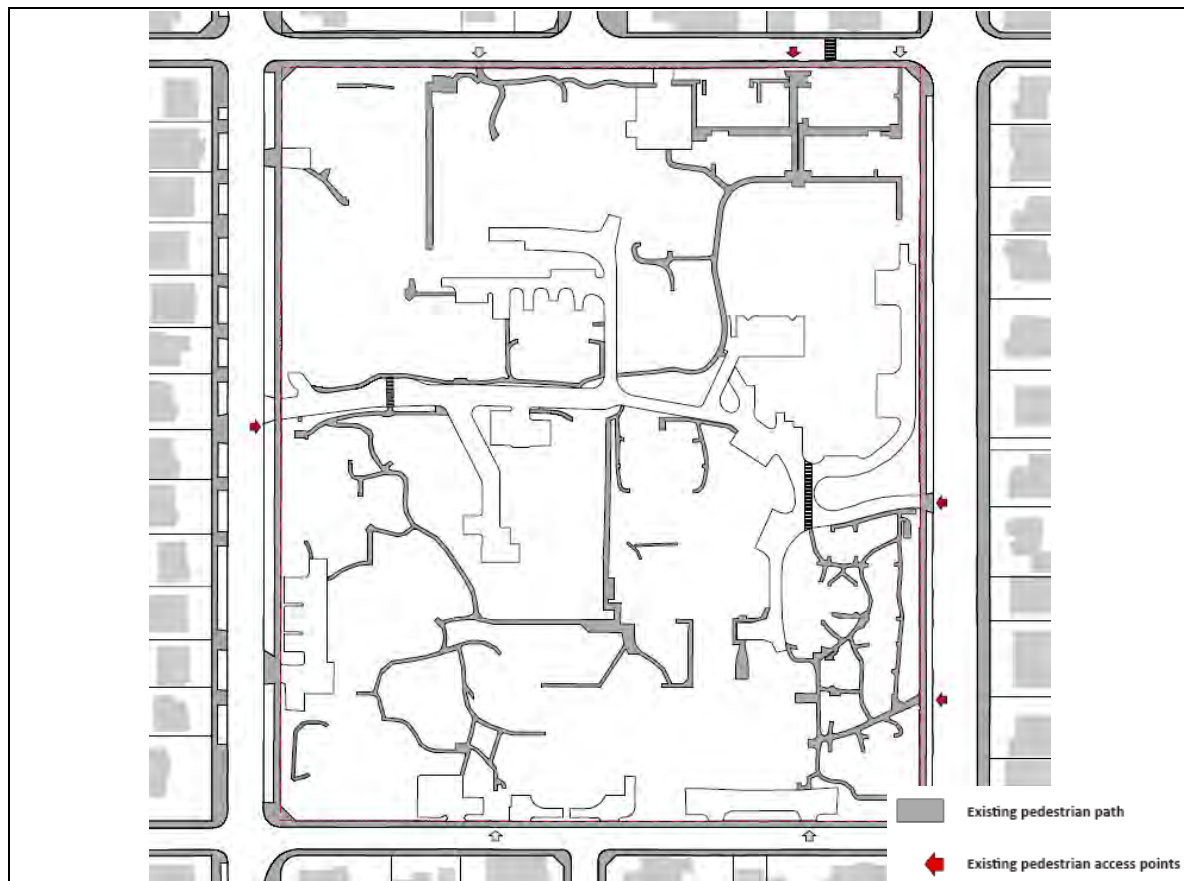
The detailed design will continue these principles, reinforcing a clearly recognisable demarcation between public, communal and private areas, throughout the site.

In addition, it is recommended that pathways should have a clear hierarchy, reinforced through design treatment of later stages.

## 4.2 Site Entry and Pedestrian Pathways

Currently, the effective main entrances to the site are from Queen, Victoria and Clissold Streets, with a separate entrance to the chapel from Seaview Street. There is a partial east-west internal street, with dead end branches and clusters of visitor parking. The current path system is identified in Figure 3.

**Figure 3: Existing Pathway Structure**



Developed incrementally by various stages of building works over many years, the existing pathway system has -

- no overall structure;
- narrow paths that are discontinuous and convoluted, with dead end branches;
- limited safe crossing points over the east-west road;
- limited passing areas for two people using wheelchairs or scooters; and
- no formal through site connections.

Further -

- The previous bus shelter/ mail box area on Clissold Street was of poor quality, with limited fields of vision into and out of it, forming a potential entrapment location. This has been redeveloped in conjunction with the construction of Buildings A and B;
- The existing way-finding strategy provides limited assistance. The path system is not well integrated with building and unit way-finding;

- There is no clear address to the streets, or comprehensible structure of address to individual buildings; and
- Lighting does not provide appropriate and evenly distributed illumination of the pathways.

The revised Concept Plan rationalises paths and streets to improve circulation and creates a network of accessible, comfortable and safe pedestrian links. It is also proposed to connect the existing south west quadrant (which is not subject to this application), making the entire site accessible.

The new path network provides a rational and legible network connecting residents to community facilities, outdoor recreation spaces, bus stops, services such as post boxes and bins, and to each other.

Site access points and driveways have a clear hierarchy, and engage with the bounding streets. Access points and driveways are clearly identified, and offer welcoming routes into the heart of the site.

The landscape design encourages informal community use of the pathways during the day, not just for the community safety improvements it conveys. As further detailed in Section 4.3, use is encouraged through the provision of visually interesting paths, and including activity points along paths throughout the site at appropriate locations. With new openings to the street, the pedestrian system has also been designed to encourage movement of the broader community through the site (north-south and east-west), and to the major community open spaces. Encouraging public access keeps the village lively and provides an additional level of surveillance.

The Concept Plan provides paths which -

- are well lit. Entries and movement paths should be lit to a higher level to visually suggest that they are 'safe routes';
- have straight alignments and clear sightlines;
- prioritise and delineate pedestrian access on internal streets;
- provide more direct pedestrian connections;
- provide improved way finding and legibility;
- promote opportunities for chance meetings by residents and visitors;
- ensure that all social and community facilities and spaces are accessible;
- minimise pedestrian vehicle conflict at intersections; and
- are of adequate width (1500mm minimum, with passing areas of 1800mm).

In general, detailed design work should ensure -

- Multiple exit points should be available to pedestrians to prevent entrapment.
- landscaping near paths should not provide concealment locations or obscure the sightlines of pedestrians. Ground plantings associated with pathways should not to exceed 0.5 m in height;
- no dead-end paths are formed. None are proposed by the Concept Plan or Stage 1 Project Application.
- external doors (such as fire escapes) which are adjacent to paths should, where possible, be located to minimise recesses and potential concealment locations and positioned so that they are as flush as practical with the building line.

The occasional ramp or switchback is required due to topography. The design of these will ensure that no potential concealment or entrapment locations are created. Where the topography is relatively steep, the path network links through lifts in communal building foyers. Territorial reinforcement will be particularly important in these locations and will be demonstrated in the detailed design phase.

A kiss and ride/ taxi point has been proposed on Victoria Lane, at a location which is well lit and surveilled.

The sites' path system does not go through the RACF, to maintain the safety and well-being of the facilities high care and dementia patients.

A way-finding strategy is critical. New way-finding signage will be provided throughout the Village to enable appropriate access for residents and visitors to the site, including orientation signage at principal entrances and key facilities within the site. These would detail the Villages' layout, as well as clearly identifying the location of telephones and safe pedestrian routes. Significant trees and buildings which 'mark' the site have been retained by the design.

## **4.3 Landscaping**

### **4.3.1 Overview**

Currently, whilst the site is well established with a leafy character, the existing landscape is comprised of many small spaces that are essentially left over spaces between buildings. As a consequence the distinction between private and public space is blurred.

The concept plan is a significant improvement on this situation. The site's landscaping strategy has been developed to create a range of landscaped spaces:-

- Private gardens/balconies (small, private gardens/balconies attached to dwellings);
- Structured landscape (treatments that define entries, paths and destinations to create a legible site framework);
- Small social spaces (shared community spaces associated with community buildings and attached to living units); and
- Major Community Spaces (destinations which are the focal point of activity, which includes the Village Green and the Garden Forecourt associated with Glentworth House).

These spaces are identified in the following Figure 4.



**Figure 4: Landscape Hierarchy**



The design seeks to create defined, legible spaces, and encourage legitimate use of appropriate areas. Provides a range of landscaped spaces across the site of varying scale and character which accommodate resident and visitor activities.

Territorial reinforcement will be achieved through transitions in paving and landscaping. For example -

- Landscaping will be used to buffer public and private space, providing a transition between spaces and uses.
- Entries will be demarcated by landscaping (ie paving and other elements) and signposting.

Soft and hard landscaping is proposed throughout the site, including pedestrian paths and planting of groundcovers, shrubs and tree species. Generally, these plantings (as well as 'hard' landscaping features) should -

- maximise visibility and provide clear sightlines. For example -
  - Proposed trees and vegetation should not block the field of vision. The landscape plan should ensure that shrub and ground cover planting along pedestrian pathways will be low (0.5m or less) and trees with clear trunks to 2.4m above ground level.
  - An important consideration in the landscaping of the open space is ensuring that planting is designed so that views from dwellings are not obscured.



- not provide places of potential concealment. For example -
  - planter boxes should not obscure sight lines or provide hiding spaces.
  - high walls around residential buildings and parking structures which obstruct views into the development will be minimised.
  - security lighting will be deployed to ameliorate any potentially furtive spaces.

This approach will be applied throughout the site and to all landscaping elements.

A key CPTED approach is to promote/ encourage activity in the public domain. Importantly, use of spaces will be encouraged by the design, including that between the village and the surrounding areas, minimising crime risk. The role of landscaping in social interaction within the village has been a key principle in the landscape design. Landscaping has been designed to encourage casual social interaction and use of outdoor areas by -

- including activity points along paths;
- providing a range of use areas and spatial types, catering for diverse activities and group sizes;
- creating an interesting and engaging outdoor environment by offering different experiences. Recognisable territories will be created within the site by using a variety of different planting types, colours, textures, and scents;
- using seats to identify a place or destination and reinforcing the communal accessibility of the gardens; and
- community facilities have associated outdoor areas to encourage surveillance and socialisation.

This creates the potential for residents to meet and greet their neighbours building social networks.

The landscaping design provides many hard elements which would prove attractive to skateboarders. However access requirements will ensure a limitation on features which prevent skateboarding into the design of landscape elements (ie raised edges and furniture). There are no issues at the site in this regard at the present time.

The placement of landscaping will also be considered in the context of lighting to allow for ongoing visibility. Maintenance practices will need to ensure vegetation does not obscure pedestrian sightlines or lighting, either during its growth phase or at maturity. The landscaping proposed should be generally low maintenance, with some exceptions.

#### **4.3.2 Major Open Space Areas (Village Green and Garden Forecourt to Glentworth House)**

The Concept Plan provides for new publicly accessible open space areas in the centre of the site (the Village Green) and the reinstatement of a forecourt garden at Glentworth House.

The Village Green forms the major public space of the village and has generally been designed for informal recreational use and is predominately grassed. It may include gardens and seating, and is provided adjacent to the cafe/kiosk and community facilities within Building 4. Similarly, the design of the Garden Forecourt will be simple, principally lawn and planted beds, which will complement the new formal entrance with heritage gates and be supplemented by appropriate vehicular and pedestrian access ways.

These spaces are potentially at higher risk from some anti-social or criminal behaviour, including malicious damage (ie. graffiti), or as a site for antisocial behaviour. In response, primary CPTED approaches seek to increase casual surveillance from the internal street and surrounding dwellings. A high level of natural surveillance to these spaces should be achieved by the design of the village and the positioning of its dwellings active living spaces.

Multiple exit points are available to pedestrians to prevent entrapment. The potential for criminal or antisocial behaviour to occur will also be discouraged by the high level of use expected in these locations, their high visibility, and the community's connection to the spaces. These are to be encouraged by features of the design. The Village Green will be an informal seating area and a key meeting and gathering place for all residents of the community. Communal facilities around the Village Green activate the open space system and use it as a focal point for the village.

Informal use by the broader community should be encouraged, not just for the community safety improvements it conveys.

Use of the park after hours should not be encouraged by the design. The open space area would not be lit after hours, although ambient light from the surrounds would enable any illicit users to be identified from within other areas of the site. Sprinklers should be set for night time use to dissuade late night congregation and the spaces should be designated as Alcohol Free Zones (after dark, as legitimate picnic use by resident's families should be encouraged) to assist policing. Appropriate signage could be used to de-legitimise access and use of the Village Green after hours.

It will be important that community ownership of the new park be established. It is recommended that residents be engaged through events such as tree planting and public art. This will develop a sense of ownership and improve care for the park.

## **4.4 Lighting**

Poorly lit areas can be perceived to be dangerous and therefore avoided. Consideration has been given to the lighting strategy. Lighting will predominantly be concentrated on pedestrian pathways, roadways, car parks and all key public / private interface points (e.g. entries to the Village).

Lighting of pedestrian pathways, roadways & car parks will predominantly consist of 4 metre post tops utilising a 70 watt energy efficient metal halide lamp source. The level of lighting employed should be even, and enable facial recognition of persons from a distance (ie 10 meters). This will be achieved by providing lighting positioned at a height of 4 metres. Bollard height lighting can be inadequate for this purpose in some locations. Metal halide produces a sparkling white light which has superior colour rendition imitating daylight conditions. It is suitable for use with CCTV. All pedestrian pathway lighting shall provide a minimum luminance of 20 lux at ground level, in



compliance with the requirements of State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004 (SEPP HSPD).

Other areas which are not intended or required to be utilised at night will not generally be lit after hours, although ambient light from the surrounds would enable any illicit users to be identified from within other areas of the site.

There is a need to consider in this lighting strategy the direction of people to safer routes at night. For example, it may be appropriate to direct pedestrians towards Victoria Lane rather than external streets, as Victoria Lane will have higher levels of casual surveillance. This can be achieved by lighting some paths and not others.

Light fittings will be vandal resistant and management will ensure they are not obscured by vegetation growth.

Lighting is detailed in the approved lighting strategy which does not change.

## 4.5 Building Design

Currently, the sites' buildings do not legibly address streets or pathways.

A key CPTED principle for application to the design of the retirement village is that of territorial reinforcement and space management. The design seeks to create defined, legible spaces, and encourage legitimate use of appropriate areas.

Building entrances are to -

- clearly address the street or pathways;
- be clearly defined, both architecturally and by landscaping, fencing and signposting (ie paving and other elements). Private space should be clearly defined, so that there is no ambiguity to the user, as ambiguity provides an excuse to loiter. Transitions from private to public space must be clear;
- be visible from the pathways on public or internal streets allowing observation from a distance;
- present fully glazed lobby's to provide clear sightlines to and from the entry;
- not create concealment or entrapment spots;
- be well lit; and
- integrate with the public domain.

Shared entries should serve a minimum number of dwellings and be lockable, with controlled access operated from within each dwelling. Internal dwelling doors should provide panoramic door viewers.

House numbers should be clearly visible as part of the site's wayfinding strategy. Buildings should be assigned names to assist wayfinding and identity.

Any dwelling or garden fencing which bounds an internal pathway or road should be visually permeable.

The design seeks to create an active urban setting, activating the site and increasing the presence of people. This will improve natural surveillance. In addition, providing adequate opportunities for surveillance from dwellings of public space is a critical design requirement. Buildings are to be designed to provide casual surveillance of public and internal streets, pathways and common garden areas. Opportunities for casual surveillance are to be maximised, such as through consideration of the placement of windows and habitable rooms, particularly at the first floor. Private terraces will be provided for many of the ground level dwellings. Surveillance from these terraces to public spaces should be maximised in their fencing and landscaping.

Building frontages should generally be built to a continuous setback line to avoid entrapment areas. All external doors (such as fire escapes) should be located to minimise recesses and potential concealment locations and be positioned so that they are as flush as practical with the building line.

Residences at ground level are at some risk of break and enter. A number of measures should be implemented to 'harden' these dwellings, to make it more difficult to break into vulnerable entry points, and reduce the reward in the event it occurs.

Details of proposed structural security measures and materials would be supplied with Construction Certificate applications. Accessible windows and doors are to be certificated as complying to the relevant Australian Standard. Doors and windows will be secured against illicit entry (ie heavy duty hinges, deadlocks), as will outdoor storage areas. As a retirement village, the building will have a security alarm system fitted, with remote monitoring and response. Visible bars on windows and doors should not be used, as they convey the perception the location is unsafe.

Surface treatments on high risk buildings, walls and fences should include graffiti resistant paints (eg a recessive charcoal colour to lessen impact), materials or other surface treatments which discourage graffiti (for example, screened with non-climbable shrubs or vines).

It is important that landscape and design elements near buildings (eg bins) are not positioned in a manner which can be used as a climbing aid.

Localised bin collection points near street frontages are provided to facilitate waste management for residential and commercial waste. These will be located in screened enclosures, which should be positioned for a high level of visual surveillance, well lit, and designed to prevent concealment or entrapment. Bins should be returned promptly to the store following their collection through appropriate management.

A clearly defined mail collection area is to be provided for each quadrant. It is important that these areas have a high level of informal surveillance and are not enclosed.

## 4.6 Car Parking

Physical characteristics of car parks have an effect on risk and perceived risk. A number of studies have demonstrated that the key measures that impact on both crime levels *and* fear of crime in car parks appear to be surveillance, lighting, access control and the physical appearance of the car park (ie cleaner, better-lit and well laid-out car parks). It was found to be important that car parks not just rely on high levels of natural surveillance. Formal surveillance is also required, with regular patrols/high visibility of staff an important preventative measure.

Resident car parks are generally provided at basement level. Entry to the basement car parks will be controlled, via an access controlled ramp as well as an automated roller shutter.

There are some potential concealment areas within the proposed basement car parks (eg around corners, areas behind lift stair wells and store rooms). It is considered to be low risk however as access will be securely controlled by automated roller shutter, and the car park entry ramps are observed from dwellings. Lifts are provided in central locations which are not isolated, and clear sightlines are provided to and from their entry. There are multiple exit points to avoid potential entrapment. It is however recommended that -

- the car park be sufficiently well-lit so that all parts are clearly visible;
- convex mirrors should be installed at any 'blind spots' near pedestrian paths;
- more vulnerable areas have light coloured walls and ceilings to reflect light;
- structural columns should be as widely spaced as possible and of small diameter to maximise visual permeability; and
- garbage room entries should be wide to provide improved visibility into them.

Further assessment for potential entrapment spots should be undertaken during the detailed design phase.

Within the car park pedestrian crossings are not required to be defined between parking aisles, due to small size and low speed of vehicles.

Bicycle parking areas (primarily for staff) are to be located in secure areas, primarily basement level car parks.

For the at-grade car parks, the following is recommended -

- Car parks are to have clear unobstructed lines of sight;
- Minimal landscaping should be provided near car parks. Landscaping utilised will be designed to maximise visibility and provide clear sightlines, in accordance with CPTED principles; and
- A high level of casual surveillance should be available from streets and surrounding dwellings.

The risk of motor vehicle theft, or the theft of items from vehicles, is considered to be similar to other locations in Ashfield, and will be minimised by the above features. A security warning sign should be prominently displayed within the car parks advising users to take their valuables with them. The potential occurrence of motor vehicle theft is minimised by the car parks access control.

## **4.7 Vehicular Access**

Vehicular access to Cardinal Freeman Village is provided from all four street frontages. The main vehicle entries are from Victoria and Queen Streets. Secondary minor access driveways are provided in other locations around the site serving individual car parking spaces or small car parking areas. The design provides the following measures -

- Internal access roads are to be treated as “shared zones” with vehicle speeds restricted by signposting and traffic management controls to 10km/hr;
- Driveway entries are separated from pedestrian entries;
- Raised pedestrian crossings at footpath level, adequately offset from the public road frontages;
- More direct access to surrounding public streets is provided.

Traffic calming devices should continue be incorporated in the internal roadways to slow traffic and discourage anti-social after-hours use for purposes which disturb residential amenity (eg racing and burnouts).

## 4.8 Management and Maintenance

It is recommended that the village develop and implement a maintenance plan which provides for the repair or removal of graffiti and vandalism within 24 hours of an incident. Landscaped areas should be regularly maintained and cleaned of any litter. This will indicate that the area is well cared for. An adequate amount of secured rubbish bins should be provided in public domain, which are regularly cleared.

This management plan should also include mechanisms to ensure that ground keeping equipment is secured at all times the ground is not in use, to minimise the opportunity for vandalism.

Surface treatments on all frontages and fences should include graffiti resistant paints, materials or other surface treatments which discourage graffiti (for example, shrubs or vines which do not enable concealment).

Landscaping elements (such as seats and light fittings) should utilise robust, durable materials that are resistant to vandalism and can be easily cleaned or repaired.

Maintenance practices will need to ensure vegetation does not obscure pedestrian sightlines or lighting, either during its growth phase or at maturity. Landscaping utilised should be generally low maintenance.

As a seniors village in an inner urban area with a heightened rate of steal from person incidents, a degree of formal surveillance is required. Further, there will be times at night when no formal users will use the site. Accordingly, there will be times when the site is isolated and has no capable guardian. **There will be 24 hour access to security, management and assistance.** Village management will review their incident response strategies to accommodate the new layout and increased number of residents.

Specific mechanisms directed at resident security will be implemented -

- On-site 24hr nurse staff (based in the RACF) and security is to be provided;
- Electronic access control to ILU building foyers;
- Electronic proximity reader to access underground car parks;
- Video intercom to ILUs;
- CCTV monitoring to village entries; and
- Alarms integrated with the pendant/call system supplied to all residents (eg doctor's safety line or similar).

CCTV quality should be such as to allow facial recognition and vehicle and number plate identification.

The design should allow emergency vehicle access to all key parts of the site. This can be established during the detailed design phase.

Effective response to steal from person crimes also requires behavioural approaches amongst victims, not within the scope of this report. It is however recommended that the Village undertake regular awareness raising of personal crime prevention strategies with its residents.



## **4.9 Construction Management**

A detailed Construction Management Plan is to be developed for individual Project Applications. Community safety is a key consideration during the development of a construction management plan for the site. The following measures are recommended for incorporation within this plan to guide the design and placement of construction hoardings -

- The placement of hoardings should consider pedestrian sight lines;
- Incorrect placement of hoardings can create potential entrapment locations and places for concealment. Where hoardings unavoidably block sight lines, such as blind corners along pathways, they should be visually permeable hoardings. Where cyclone fencing cannot be used to achieve this, such as due to the need to prevent climbing, the part of the hoarding at viewing height should be constructed of clear Perspex;
- Where appropriate, lighting should be installed in conjunction with hoardings;
- The maintenance regime will detail response mechanisms and standards to control fly-posting and graffiti;
- Signage of alternative pedestrian routes is important during construction activities;
- The mobility requirement of elderly and disabled is to be considered in temporary ground treatments;
- The construction team should undertake site and task risk assessments;
- A traffic management plan is to be prepared to address all major activities and deliveries; and
- Construction traffic will be managed on the site to ensure access to the site for emergency and service vehicles and by residents is maintained. Where appropriate traffic controllers should be used to assist trucks entering and leaving the site and trucks should enter and leave only in a forward direction.



## **5. Stage 1 Project Application**

### **5.1 Introduction**

The Concept Plan, as modified, for Cardinal Freeman Village divides the site into two development stages. This report has been prepared to accompany an Environmental Assessment of the modifications to the Stage 1 Project Approval for the development of the Care and Village Green Precincts.

The Care Precinct is situated at the corner of Clissold and Queen Streets, and currently contains a nursing home/hostel, a 49 bed Serviced Self Care building, Building F, comprising 12 ILUs, and two dwellings at the corner of Clissold and Queen Streets.

This report is based on a site inspection, review of the Stage 1 Project Application and accepted<sup>6</sup> CPTED principles and performance criteria.

### **5.2 Care Precinct**

#### **5.2.1 Proposed Development**

The development as modified includes:

- Demolition of the Serviced Apartment Building in addition to the approved demolition of the two cottages at the corner of Clissold and Queen Streets, the existing nursing home, Building F containing 12 units, and associated structures;
- Construction of a new Residential Aged Care Facility (RACF) and ILU Buildings 1, 2 and 3 over basement levels containing parking and RACF support services;
- Provision of services and access including construction of Clissold Lane and upgrade of accessible pathways; and
- Site landscaping including the removal of trees.

This is generally consistent with the project approval, with modifications to building envelopes and the staging of construction and the demolition of the Serviced Apartment Building.

The RACF entry addresses Clissold Street, with a discrete entry and adjoined by secure, designated open space areas for use by RACF residents. The three new residential buildings are provided with primary frontages to the new, internal Victoria and Clissold Lanes.

Oculus Landscape Architects have prepared the landscape design for the care precinct as described in Section 4 of the EA and the landscape Plans in Volume 2.

---

<sup>6</sup> As represented in a number of policy and resource manuals which have been developed in Australia, for example ACT Planning and Land Management (2000) 'ACT Crime Prevention and Urban Design Resources Manual', Department of Transport and Urban Planning South Australia (2004) "Designing Out Crime: Design solutions for safer neighbourhoods".

### **5.2.2 Assessment**

A review of the modified Care Precinct, which forms part of the Stage 1 Project Application, has been undertaken against the concept plan recommendations outlined in Section 4. The design of the Care Precinct accords with this guidance.

Residential scale landscaping responds to the intended use of each area, providing a legible, cohesive relationship between the individual spaces, whilst at the same time allowing for each area to take on its own unique identity.

The site layout ensures that all external areas are visible from RACF and ILU living accommodation (over several levels), providing natural surveillance. The numerous nursing staff and carers will further assist in the observation and supervision of residents and visitors within the premises offering added safety and security. The Precinct will also experience a high level of use during the day and early evening. The ILU entry lobbies are fully secured and only accessible by swipe card access. Secure entry to basement car parks is proposed, from which lifts provide access to all levels of the building.

Our review has been undertaken of each distinct 'space' created by the design. This review has identified a number of features of the design which should be further investigated and finalised during the detailed design phase. Landscaping will be designed in the detail to ensure community safety.

## **5.3 Village Green - Stage 1 Project Application**

### **5.3.1 Proposed Modifications to Approved Development**

The development as modified includes:

- Provision of temporary administration and community facilities during construction;
- Upgrading and realignment of the east west spine road (Victoria Lane) including expanding the visitor parking provision and utility services;
- Demolition of existing activities centre building, cafe and decommissioned convent building, administration building and an existing residential building (Building E) containing 12 independent living units and associated structures;
- Construction of a new building (Building 4) over basement car parking containing community facilities and 58 Independent Living Units;
- Refurbishment of the interior of the Chapel undercroft for use as a cafe and for community and services uses;
- Creation of a Village Green communal open space directly north of the Chapel to create an enhanced landscaped curtilage that integrates with the open space recreation network of the village;
- Site landscaping including a network of accessible footpaths with the removal of some trees.



The Village Green is proposed to be maintained as the central communal open space, with improved legibility and site lines through rectilinear street alignments. Community facilities are proposed adjacent to the Village Green, with additional open space to the rear of Building 4 within the Western Garden.

Oculus Landscape Architects have prepared the landscape design for the care precinct as described in Section 4 of the EA and the landscape Plans in Volume 2.

### **5.3.2 Assessment**

A review of the Village Green Precinct, which forms part of the modifications application, has been undertaken against the concept plan recommendations outlined in Section 4. The design of the Village Green Precinct accords with this guidance. The design demonstrates -

- **Territorial Reinforcement** - The design seeks to create a defined, legible space, and encourage legitimate use of appropriate areas. The buildings define positive garden spaces, which are well integrated with the reconfigured access walkways, forming a legible circulation system. Purposeful building alignments create clear address.
- **Surveillance** - Casual surveillance is maximised from the buildings and public spaces, and visibility is generally excellent. Living areas, bedrooms and balconies overlook the internal street, gardens and paths to provide passive surveillance. External lighting is also provided to maximise night-time amenity and safety. Building elements, such as the community facilities within Building 4, have been designed to be open to external views. The Village Green is overlooked from many vantages, and its boundaries have been activated by a range of community uses.
- **Access Control** - It is generally clear where people are permitted to go or not go. All entries and lobbies are secure, with self closing gates and security intercoms. Swipe cards allow residents from other parts of the Village to access Building 4 lifts, so that they can safely move from the upper grounds to the central facilities and Village Green. The building entries have been designed to provide architectural and spatial interest, and clear address.
- **Space Management** - Proposed spaces will be appropriately used, well maintained and well used.

This review has identified a number of features of the design which should be further investigated and finalised during the detailed design phase. Landscaping will be designed in the detail to ensure community safety.

## **6. Conclusion**

As approved under the Concept Plan and Project Application, and as proposed to be modified pursuant to this application, Cardinal Freeman Village is to be redeveloped with a replacement aged care facility, additional independent living units, new underground parking, a new open space and landscaping system, and new community facilities.

This report has identified and considered the potential risk of criminal activities at this site, including:-

- robbery or bag snatching from residents;
- theft of unattended vehicles or their contents; and



- burglary of homes.
- malicious damage (vandalism, graffiti, etc) of buildings or unattended vehicles; and
- anti-social behaviour within the landscaped open spaces, such as public drinking, particularly by young people.

As a Concept Plan application, this report provides principles to guide the project design process. Its aim is to ensure the basic design framework is sound, and establish principles with which to guide development of more detailed design in later stages.

It is proposed that each project application will be designed in accordance with these principles to further embed CPTED principles in the detailed design phases of the development. Assessments of the Stage 1 Project Application for the development of the Care and Village Green Precincts has been undertaken in this manner.

These principles will minimise the risk of crime occurring at the site. It is noted that the risk of crime cannot be eliminated, only minimised.