

Crime Prevention Through Environmental Design Assessment



461 Captain Cook Drive

Woollooware Bay Town Centre

Submitted to Department of Planning and Environment
On Behalf of Bluestone Capital Ventures No.1 Residential

January 2017 ■ 14352

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1.0 Introduction

This Crime Prevention Through Environmental Design (CPTED) assessment has been undertaken to assess the elements of crime, and the fear of crime that may be associated with Stage 4 of the Woollooware Bay Town Centre (WBTC) at 461 Captain Cooke Drive, Woollooware.

CPTED is a situational crime prevention strategy that focuses on the design, planning and structure of the environment. It aims to reduce opportunities for crime by employing design and place management principles that minimise the likelihood of essential crime ingredients. This assessment has been prepared by a Certified NSW Police Risk Assessor, and uses qualitative and quantitative measures of the physical and social environment to analyse and suggest treatment for crime opportunity in accordance with the Australian and New Zealand Risk Management Standard AS/NZS 31000:2009.

In accordance with the Department of Planning and Environment's guidelines the aim of the CPTED strategy is to influence the design of buildings and places by:

- increasing the perception of risk to criminals by increasing the possibility of detection, challenge and capture;
- increasing the effort required to commit crime by increasing the time, energy or resources which need to be expended;
- reducing the potential rewards of crime by minimising, removing or concealing 'crime benefits'; and
- removing conditions that create confusion about required norms of behaviour.

Concept Plan Drawings and Indicative Layout Drawings prepared by Turner Architects have been reviewed as part of this assessment.

The following tasks were undertaken in the preparation of this assessment:

- Review of key literature on CPTED by the Department of Attorney General and Justice Crime Prevention;
- Collection and analysis of local and NSW State crime statistics from the Bureau of Crime Statistics and Research (BOSCAR); and
- Conduct a safety audit, in accordance with the current NSW policy and practice, of the following regulation and assessment principles:
 1. Surveillance
 2. Lighting/technical supervision
 3. Territorial reinforcement
 4. Environmental maintenance
 5. Activity and Space Management
 6. Access control
 7. Design, definition and designation.

A site inspection was conducted on 8 January 2015 between 2:15pm and 3:05pm to assess the current site conditions and situational crime prevention measures and safety impacts. Since this time, it is understood that minimal change has occurred to the subject area of the site, whilst advancements in construction have occurred over the western portion of the Concept Plan site. Overall, the Crime Risk is considered to be 'medium'.

The key reasons are:

- Vegetation is not well maintained along the northern boundary to the foreshore;
- Existing lighting does not appear to be well distributed across the entire car park;
- There is poor spatial transition from the public domain to the car park, with limited fencing or visual markers separating the public and private space;
- Graffiti and rubbish currently plague the foreshore landscaping zone, diminishing the area image and reputation;
- There are limited concealment opportunities due to the vast open space of the car park;
- There are ample pathways which link separate spaces and the Club enjoys a celebrated entry; and
- A level of natural surveillance is available from the Club over the car park.

Disclaimer:

CPTED strategies must work in conjunction with other crime prevention strategies and police operations. By using recommendations contained within this document, any person who does so must acknowledge that:

- *it is not possible to make areas assessed completely safe for the community and their property;*
- *recommendations are based upon information provided to, and observations made at the time the document was prepared; and*
- *this document does not guarantee that all risks have been identified, or that the area evaluated will be free from criminal activity if its recommendations are followed.*

2.0 Background

The WBTC Concept Plan was approved by the Planning Assessment Commission (PAC) on 27 August 2012 and subsequently, a number of individual stages of development have gained approval. **Table 1** provides a breakdown of approved and current applications across the Site.

Table 1 – Status of development stages

Event	Date	Details
Concept Plan (MP10_0229)		
Concept Plan	27 August 2012	Concept Plan Application approved by NSW Planning Assessment Commission (PAC) for the redevelopment of the Cronulla Sutherland Leagues Club site and associated land for a new town centre with retail, entertainment, refurbishment of the Cronulla Sutherland Leagues Club, a new foreshore parkland and residential development.
MOD 1	14 July 2014	Section 75W modification to the Concept Plan Approval approved by the Department. This modification involved: <ul style="list-style-type: none"> – Amendment to the approved residential building envelopes; – Increase of the area of the outdoor deck of the Club; – addition of a Term of Approval relating to penthouse apartments and use of rooftop areas; – amendment to Future Environmental Assessment Requirement 2, 3 and 17; and – inclusion of a note within Schedule 3.
MOD 2	<i>Under Assessment</i>	<i>Subject modification regarding the retail/club precinct to allow for building envelopes above the approved retail/club building and associated amendments.</i>
MOD 3	14 March 2016	Modification to an increase in GFA/GBA and amendment to select building envelopes.
MOD 4	26 October 2015	Modification to amend the visitor and commercial parking rates to allow for a sharing of spaces in response to differing peak periods of demand.
MOD 5	<i>Under Assessment</i>	<i>Current modification regarding the landscaping scheme for the site.</i>
MOD 6	2 August 2016	Modification relating to the approved building envelope and GFA/GBA limits for the Retail/Club buildings. The modifications are a result of ongoing design changes and enhancements.
Retail/Club Project Application (DA-2012/410)		
Project Application	20 August 2013	Retail/Club Project Application approved by the PAC. This Project Approval provides consent for the development of a new retail centre, refurbishment of the Cronulla Sutherland Leagues Club, construction of Woollooware Road North and intersection upgrades to Captain Cook Drive, foreshore upgrades and public domain improvements along the Captain Cook Drive street frontage.
MOD 1	10 February 2014	Section 75W modification to Retail/Club Project Approval granted by the Department. This modification involved: <ul style="list-style-type: none"> – Amended configuration of the retail and Club development on Levels 1, 3 and 4; and – stratum subdivision plans.
MOD 2	8 April 2016	Section 75W modification to Retail/Club Project Approval to amend the stratum subdivision to better delineate between the Leagues Club's operational areas and the remainder of the town centre.
MOD 3	2 August 2016	Modification relating to internal and external design changes and enhancements.

Stage 1 – Residential Precinct (DA13/0270)

Development Application	22 August 2013	Stage 1 Residential DA determined by the Sydney East Joint Regional Planning Panel (JRPP) and consent granted by Sutherland Shire Council. The consent includes demolition of existing structures, construction of a two (2) level podium containing car parking, communal facilities and estate management office, three (3) residential flat buildings above the podium level containing 220 dwellings, provision of infrastructure and services including access roads, associated landscaping and public domain works.
MOD 1	23 December 2014	Section 96 modification for the reconfiguration of Apartments E1.12.01 and E1.12.06 to provide two penthouse style apartments, amongst other miscellaneous design changes and amendments to the wording of several conditions of consent.
MOD 2	23 December 2014	Section 96 modification to amend Condition 5 and Condition 12 of Development Consent DA13/0270 in regard to engineering matters.
MOD 3	30 March 2015	Section 96 to amend a drafting error in the description of the development consent to account for the approved number of apartments in MOD 1.
MOD 4	8 July 2015	Section 96 modification to amend the 2 x 2 Storey apartments to three (3) single storey apartments and amend the carpark to allow for two (2) additional residential car spaces and allocate two (2) additional visitor carpark spaces to the central road. This modification has been made in response to market feedback regarding a low desirability for two storey apartments.
MOD 5	10 August 2016	Section 96 modification relating to the distribution of car parking in accordance with approval of Concept Plan (MOD 4).
MOD 6	25 August 2016	Section 96 modification relating to Condition 5 of the development consent. The proposed modification seeks to clarify the role of NSW Police, the State Emergency Service and NSW Ambulance Service in relation to the flood evacuation plan.

Stage 2 – Residential Precinct (DA14/0598)

Development Application	11 December 2014	Stage 2 Residential DA determined by the JRPP and consent granted by Sutherland Shire Council. The consent includes site preparation works, the construction and use of two Residential Flat Buildings over an integrated two storey podium, provision of 178 dwellings, construction of the Central Boulevard (part), provision of 21 on-street car parking spaces on the Central Boulevard and 215 car parking spaces within the two storey podium, provision of associated landscaping and public domain works, and extension/Augmentation of services and infrastructure.
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3.0 The Site

The Woollooware Bay Town Centre (WBTC) is to be located at 461 Captain Cook Drive, Woollooware, within the Sutherland Shire Local Government Area (LGA) (refer to **Figure 1**). The site, the subject of the modification application is identified in **Figure 2**.

The site can be divided into three distinct precincts, the Retail/Club precinct on the east, the Stadium precinct in the centre, and the Residential precinct on the west. The current state of the site is illustrated in **Figure 2**. Photographs of the site are provided at **Figure 3**.

The site is bound by Woollooware Bay to the north, Woollooware Road North (unformed) to the east, Captain Cook Drive to the south and Solander Fields access road and associated parking spaces to the west. Specifically, this assessment has focused on the eastern portion of the Concept Plan site comprising the at-grade car park and existing Leagues Club building.

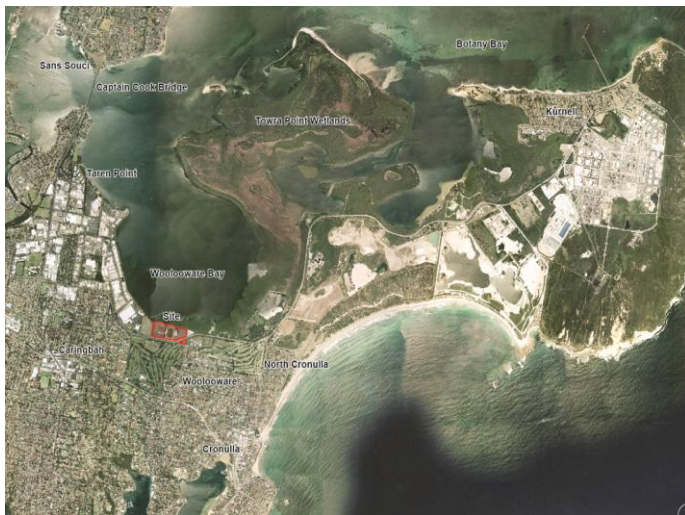


Figure 1 – Site location plan



Figure 2 – Aerial plan of the Site and surrounds



Car park looking towards the existing Club



Foreshore landscaped area with rubbish pile



Car park viewed from the entry towards Woollooware Bay



Access control in the car park

Figure 3 – Photographs of the Site

3.1.1 Access

Vehicle access to the site is currently gained from Captain Cook Drive through a single entry/exit point. Pedestrian access is not formalised into the site, with no fencing along the front boundary allowing for unimpeded access.

A shareway/ cycleway is located along the length of the site on Captain Cook Drive. This provides a connection between Botany and Cronulla.

3.1.2 Topography

The site is relatively flat, with a slight slope grading down to Woollooware Bay on the northern boundary.

3.1.3 Security

CCTV cameras are located at the entry to the Club. The coverage of these cameras is limited and focused on the club pedestrian entry. No physical guards or patrols were sighted during the site visit.

Vehicular and pedestrian access into the site is not secured except for a small number of car parking spaces on the northern side of the Club building. It is understood that on game days, physical security guards are in operation.

4.0 The Proposed Development

The proposed modification application seeks to modify the Woollooware Bay Town Centre Concept Approval (MP10_0229) for the eastern precinct only in order to:

- Expand the range of land uses within the western precinct to provide a more comprehensive town centre with residential, hotel accommodation and additional community uses to complement the retail and club facilities already approved.
- Include indicative building envelopes above the retail/club building for:
 - 1 x serviced apartment/hotel building.
 - 3 x residential flat buildings and a small number of terrace houses comprising a total of 222 dwellings and associated amenities.
 - Landscaped podium with private communal open space.
 - Additional car parking.
- Provide indicative building envelopes and land use for a Sharks Centre of Excellence adjoining the western grandstand.
- Increase the number of car parking spaces within the eastern precinct from 770 spaces to 1,078 spaces.
- Amendment to the landscape master plan to provide for the additional land uses.

Concept Plan Drawings and Indicative Layout Drawings illustrating the potential future development are appended to the s75W Report in support of the subject modification application.

5.0 Nature of Recorded Crime

Crime statistics obtained from the NSW Bureau of Crime Statistics and Research represents criminal incidents recorded by NSW Police. A review of the local statistics found that the most commonly occurring crimes within the Sutherland Shire LGA in 2015¹ were:

- Malicious damage to property;
- Fraud;
- Steal from motor vehicle;
- Assault – non-domestic violence related;
- Steal from retail store;
- Assault - domestic violence related;
- Break and enter dwelling; and
- Steal from dwelling.

Although these offences have been reported to occur within the Sutherland Shire LGA, the 2015 data does not suggest that the Site is located in any hotspot for crime.

Hotspots indicate areas of high crime density (number of incidents per 50m by 50m) relative to crime concentrations across NSW. Hotspots are not adjusted for the number of residents and visitors in the area and thus may not reflect the risk of victimisation.

With the most commonly occurring crimes in mind, a review of the conceptual and indicative architectural and landscape plans for the project has been undertaken to provide advice and comment on possible environmental enhancements to create a safe and secure development.

¹ The most recent crime data available in relation all crimes affecting the Site/ Sutherland Shire LGA is from 2015

6.0 Matters for Consideration

The proposed modification application will provide for an enhancement to the Woollooware Bay Town Centre. The modification will establish a framework for the lodgement of future development applications to Sutherland Shire Council for the completion of WBTC. The future development of the enhancement to WBTC will provide a number of benefits to reduce the level of crime and perceived crime within the area. This assessment has been written with the cumulative benefits of the entire WBTC in mind.

6.1 Surveillance

There is a general level of surveillance afforded the current car park due to the height and location of the Club building. The Club offers views across the car park during the daylight hours. Some partial obstruction of views occurs due to tall trees surrounding the Club building.

Natural surveillance is also offered by passing motorists on Captain Cook Drive. This form of surveillance is limited, however, due to the speed of motorists and the depth of the site, resulting in inhibited views across the entire site to the foreshore. Pedestrian and cycle traffic on Captain Cook Drive is not significant, therefore no comprehensive surveillance is provided by these groups.

The approved redevelopment of the existing car park for a retail/club facility will significantly enhance opportunities for natural surveillance within, and surrounding, the subject site. The approved new retail/club development will increase opportunities for view lines around the perimeter of the site, and will introduce a greater number of people to the site, in turn increasing the possibility of natural policing. By virtue of its function, however, the retail development would contain areas which are largely blank and lack surveillance, such as the loading dock.

The future redevelopment, which will be facilitated through the proposed modification application, will allow for greater opportunities for casual surveillance from the residential apartments and hotel/serviced apartment building over the retail development. The future apartments will offer surveillance around the entire site, not only enhancing the current situation but also improving the level of surveillance anticipated with the approved retail/club development. Whilst apartments in the residential development are not anticipated to directly overlook less active retail areas, such as the loading dock, there is likely to be sight lines available around the entire retail development, ensuring a feeling of natural surveillance is achieved.

Enhanced surveillance opportunities are also anticipated over the central road way through the introduction of residential apartments above. Direct sightlines will not be available over this roadway given apartments will be located a number of levels above the podium roof. Nonetheless, greater activity will be generated on this podium rooftop level, with pedestrians accessing the Leagues Club entrance and hotel lobby, as well as vehicles utilising the central road way. This greater presence of pedestrians and motorists will result in additional opportunities for natural and passing surveillance, in turn improving feelings of safety.

Each separate entry/lobby space to the different uses on the podium rooftop have been provided with appropriate opportunities for unimpeded sightlines from surrounding locations. The residential car park entry and access to the Leagues Club are located adjacent to a pedestrian crossing, ensuring the key pedestrian access points to these land use are situated where the greatest level of pedestrian activity and passing surveillance will occur. The lobby for the hotel building is also provided with a generous public space in the public domain fronting the central road way and drop off zone. This open square will facilitate clear sightlines for visitors approaching and egressing from the hotel lobby.

Good surveillance opportunities will also be available from the future residential buildings above the landscaped podium (Level 7). A number of balconies are orientated towards this shared landscaped podium space, ensuring that oblique and direct sightlines are available, enhancing the feelings of safety and security over the space.

The dedicated off-street parking proposed will help reduce the opportunity for vehicle theft, however, internal structures such as concrete columns, solid internal walls, service rooms and enclosed fire exits can create visual obstruction within these types of car parking areas. The detailed applications for approval of the car park should take into account such structures and ensure the design incorporates safety principles. Such principles may include a linear car parking layout, promoting ease of access to the apartments and common areas and providing adequate lighting. The indicative drawings illustrate a linear car parking layout which is positive from a surveillance perspective.

The future residential car parking area should be secured from the retail/club car park. This may be achieved in the form of physical barriers and an electronic key card entry system. This will ensure a clear separation between the retail and residential parking which will occupy the same structure. Passive surveillance within the car parking area could be provided by residents using the car parking, as well as the provision of bicycle parking and storage areas located within the car parking levels.

Way finding in large environments can be confusing. Knowing where and how to enter, exit and find assistance within parking facilities can impact on perceptions of safety. The general layout of the development should provide a legible environment, however, signage should be considered in the detailed stages of development to reinforce this principle and facilitate clear lines of travel.

Landscaping has significant benefits, but if not designed properly or maintained appropriately, it can offer concealment opportunities. The ground plane landscaping scheme is understood to be the subject of the approved Retail/Club development which underwent a separate CPTED analysis. The landscaping scheme to be provided on the central road way and the shared podium should incorporate principles of safe design, primarily focusing on permitting sight lines and reducing opportunities for concealment. Surveillance opportunities at apartment entries and lobbies should not be reduced. Landscaping can assist in defining entries and drawing surveillance to particular locations, such as the entry of buildings or prominent pathways across the shared podium.

6.2 Lighting/ Technical Supervision

Effective lighting can reduce fear, increase activity, improve visibility and increase the likelihood of offenders being detected. All lighting proposed in the future detailed applications should meet the minimum Australia and New Zealand Standards and objectives for crime and fear reduction are outlined in Australian Lighting Standard AS/NZ 1158 for public streets, car parks and pedestrian areas.

Consideration should be given to high quality lighting throughout all publicly accessible areas within the development and footpaths surrounding the building and in landscaped areas, including the shared podium and the central road way. Lighting in public areas should be adequate to permit facial recognition, informal surveillance and reduce the threat of predatory crime.

The location of the lobby entries on the shared residential podium level should be well thought out from a safety perspective, ensuring that adequate lighting and surveillance can be achieved. Lobbies which are set back from the building line, as illustrated on the indicative drawings, may create possible concealment opportunities. If setback lobby entrances are proposed in the detailed application, concealment opportunities should be mitigated by providing wide approaches and adequate lighting. If necessary, CCTV could be utilised to discourage loitering.

The car parking areas should also have sufficient lighting which is well maintained to reduce fear and increase visibility at each level. The car park appears open in part, with screening to permit natural ventilation. This will allow for diffused light to enter the car park, which will be a positive design feature. For a development of this nature, CCTV should be a consideration in the car park, especially given the multiple purposes of the car park in accommodating retail, club and residential users.

6.3 Territorial Reinforcement

The strategic location of building supervisors will increase the risk to offender and crime effort, as it is commonly thought that supervision provided by employees is more effective as a crime deterrent than surveillance provided by passers-by. The mixture of uses to be provided in the entire redevelopment, including retail, club, residential and hotel/serviced apartments will ensure that there is activity both during the day and night and the purpose of the space is reinforced.

Through increasing the number of people on the site, there will be a natural increase of risk to the offender and therefore promote territorial reinforcement of the site as criminals do not want to be detected, challenged or apprehended. The perceived or actual presence of security officers can also be a strong deterrent. Consideration of a formal security presence can be explored for particular event days (as a minimum) if considered necessary.

Furthermore, people generally recognise areas that are well cared for and areas that display strong ownership cues are less likely to be improperly used than those that do not. The indicative landscape design for the shared podium suggests a co-ordinated and cared for aesthetic is sought, encouraging ownership of the space by residents. Ongoing maintenance of the development and its surrounding area will be a key crime prevention mechanism.

Suitable way finding signage throughout the development is recommended and will help reduce the opportunities for people to find excuses to gain unauthorised access and/or to loiter in areas of the development. Signage opportunities should be investigated further in the detailed stages of the development.

6.4 Environmental Maintenance

The site is partially well maintained around the existing Club building, but poorly maintained in other areas such as the foreshore landscaped zone. Signs of neglect are also evident with litter amongst the foreshore landscaping and graffiti on existing structures in this zone.

The future redevelopment will greatly improve the quality of the environment and improve the clarity of ownership and land use. The provision of residential apartments above the retail development will increase activity during both the day and night, as well as necessitate the upkeep of the surrounding public domain areas approved until the Retail/Club Project Application.

Image can impact on feelings of safety and danger, influence local confidence and individual decisions to either withdraw or engage in community life. The future redevelopment will contribute to redefining the image of the site and greatly enhance its surrounds and overall reputation.

The ongoing maintenance of the buildings and landscaping is important to balance safety and aesthetics of the development. Well maintained spaces encourage regular use, which in turn creates natural supervision of publically accessible areas. The use of high quality materials for construction should be used to lessen the likelihood of damage and help to reduce maintenance costs.

6.5 Activity and Space Management

The introduction of new forms of activity (i.e. residential accommodation and hotel/serviced apartments), and a greater number of people on site will increase the activity during both the day and night. This in turn can increase surveillance and natural community policing. Space management of the landscaping along the central road way will be important in ensuring a safe environment is maintained, especially given the entrance to the Club building on the western side of the street.

6.6 Access Control

Access control strategies restrict, channel and encourage the movement of people and vehicles into and around designated areas. Physical barriers increase the effort required to commit crime, therefore given access to the residential component is generally restricted and territorial barriers are provided, accesses are able to be adequately controlled. Access to the hotel/serviced apartment component of the redevelopment is also likely to be restricted with a concierge and formal lobby space ensuring there is ownership asserted and clarity of the land use.

It may be that during peak periods of parking, demand in the locality (e.g. when games are held at the nearby stadium and playing fields) there may be pressure for patrons to try and use the car parking areas of the building. The pedestrian and vehicle access to residential parking areas should be restricted so as to not compromise the ability for residents from accessing their parking space(s). Hence, consideration should be given in the detailed application to providing secure gates/shutters/doors at entrances and exits of the car park to prevent unauthorised entry.

The indicative drawings illustrate a single publicly accessible lobby entrance into each building. These areas could provide the opportunity to gain unauthorised access to lifts and ultimately residential apartments. It is recommended that intercom systems be provided and lift access be restricted within these lobbies to ensure access is only for residents and authorised visitors.

The hotel/serviced apartments building will also likely contain a publically accessible lobby from the central road way. Access control could be achieved in this lobby through providing a concierge and limiting access to both lifts and levels by way of electronic swipe card or key.

6.7 Design, Definition and Designation

The design of the development reflects its purpose and it would be difficult for potential offenders to make excuses for their presence and potential actions. Opportunistic criminals will often exploit areas with unclear spatial definition, borders and boundaries, therefore such areas should incorporate other crime prevention principles, such as increased surveillance mechanisms such as CCTV to act as crime deterrents.

7.0 Crime Risk Rating and Recommendations

Combining the area context and the site opportunity rating of the issues discussed in Sections 1.0, 5.0 and 6.0, the Crime Risk Assessment Rating of the proposed future redevelopment is 'medium'. The potential crime risk of the current site is expected to be improved by the redevelopment as key safety principles will be incorporated into the design.

It is recommended that further CPTED review and analysis occurs to support the detailed application(s) for the redevelopment. Notwithstanding these further reviews, based on the current proposed Concept Plan drawings and indicative drawings, the redevelopment is capable of implementing the key CPTED strategies and principles.