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Crime Risk and Prevention Through Environmental Design (CPTED)

FINAL REPORT

(Updated for Response to Submissions)

in relation to the

**Section 75W Application for Modification of the
Part 3A Concept Approval (#MP10_0159)**

for

Royal Far West

October 2021

In Confidence

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CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED) PRELIMINARY ASSESSMENT AND REPORT FOR THE SECTION 75W MODIFICATION OF THE PART 3A CONCEPT APPROVAL (#MP10_0159)

1 INTRODUCTION AND SITE (PROJECT) DESCRIPTION

Harris Crime Prevention Services (Harris) was commissioned to provide a Crime Prevention Through Environmental Design (CPTED) consultancy to Royal Far West (RFW), an independent, not-for-profit charitable organisation.

This report relates to, and will accompany, documents to be submitted as part of a Section 75W Application for modification of the Part 3A Concept Approval (#MP10_0159). We have examined the current concept drawings to:

- (i) assess the concept's potential to incorporate CPTED principles and,
- (ii) inform the staged development process as it moves to Development Application (DA) design.

We note this is a staged development; the CCK – Building 'A' has been completed.

Note: Harris will submit a detailed report to accompany the future Development Application (DA) documentation.

The site is located at 14-22 Wentworth Street and 19-21 South Steyne, Manly. It abuts Manly Village Public School (west), and is surrounded by residential apartments, mixed-use, retail, licensed premises. It is opposite Manly Beach (and promenade) within the Manly Town Centre and a short distance to Manly Wharves.

The Section 75W Modification Application to the Department of Planning proposes a concept for:

- (i) an 8-storey mixed-use building ('Building C') comprising residential apartments with 3 lower levels of commercial / retail space,
- (ii) a 4-storey residential apartment block ('Building D') comprising residential apartments surmounting a landscaped open ground level,
- (iii) minor alterations and additions to the existing Centre for Country Kids ('CCK – Building 'A') and Drummond House ('Building B'),
- (iv) a two-level basement for vehicle parking, services and storage; an extension of the existing car park, and,
- (v) associated landscaping and open space works.

The Part 3A Concept Approval Instrument (reference MP10_0159, Schedule 3, Item 15) outlines the CPTED requirements: "*Future applications shall ensure that design and treatments of the proposed buildings have due regard to the principles of the Crime Prevention Through Environmental Design (CPTED) Guidelines, 2001 and incorporate these principles into the relevant design Stage and should include:*

- (i) *The location of street furniture on streets or in thoroughfares being identified on the plans for each stage. Street furniture shall be positioned to take advantage of well-lit and open areas to minimise crime.*
- (ii) *The landscape design shall provide adequate sight lines and avoid creation of places of concealment within the open space areas.*
- (iii) *Lighting of areas adjacent to public spaces shall be provided in accordance with the AS/NZS 1158.3.1:2005 Lighting for Roads and Public Spaces."*

Our analysis and report is underpinned by two International Standards, ISO 31000:2018, *Risk Management Guidelines*, which provides a helpful framework to identify and manage any organisational risks, include crime risks, and ISO 22341:2021 *Security and Resilience – Protective Security – Guidelines for Crime Prevention Through Environmental Design*, which provides an acknowledged CPTED framework.

It is also underpinned by, and informed by, the NSW Environmental Planning and Assessment Act, crime prevention policies and protocols of Northern Beaches Council and Guidelines produced by the NSW Police Force.

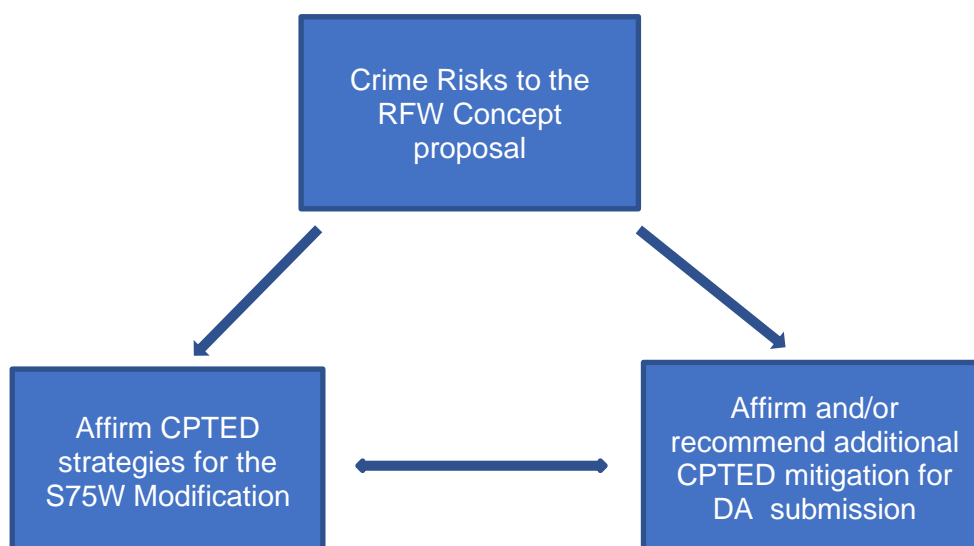
We have referenced the Crime Risk and Security Report, (December 2014) prepared by Urbis, the Architectural Design Excellence Statement, prepared by Murcutt Candalepas, the Part 3A Concept Approval Instrument (reference MP10_0159) and background documentation provided by the Client.

2 THE SCOPE

The scope of this consultancy has identified and/or confirmed the crime risks and recommended and/or affirmed mitigation design measures through the application of CPTED principles.

This (Section 75W) report is based on the following scope:

- (i) clarify/meet with Client's representatives regarding the redevelopment's crime risk parameters,
- (ii) undertake a physical inspection of the site and neighbourhood to better understand the redevelopment's relationship with its surroundings,
- (iii) assess crime risk issues around access to, and security of, public, retail, commercial and residential spaces,
- (iv) consider safe 24/7 intra-site circulation and activation options at and/or through these spaces,
- (v) review application of CPTED principles in relation to footprint definition, surveillance, access control, lighting, landscaping, signage and special 'target hardening' measures to be (potentially) incorporated into design development drawings,
- (vi) complete a CPTED report for the Section 75W submission.



3 CRIME RISK CONCERNS

The RFW redevelopment is a multi-faceted public space, retail, residential and commercial precinct. The whole-of-site footprint has an operational history that dates back nearly a century.



The footprint's precinct, and in fact the whole of Manly's Town Centre is a high-profile tourist destination for Sydney, NSW, national and international visitors. The tourist demographic ranges across the young-to-older age groups. While the summer months are tourist 'high season', winter tourism is also popular.

The Town Centre and its immediate surrounds is a broad stakeholder mix – residential houses and apartments, minor and major retail, commercial offices, licenced premises, schools, churches, sporting grounds and surfing-related premises. The gradual Town Centre changes over the decades have significantly increased day-night pedestrian and vehicle circulation and activation.

One of many iconic features of Manly over the decades has been the RFW campus. We are conscious of RFW's unique 97-year history of advocating for country children and families, providing... *"a unique, integrated health, education and disability service model that is focused on the whole child, their family and community, and we support children and families with a broad range of developmental and behavioural concerns."* (2016-2020 RFW Strategic Plan).

The site-wide redevelopment should therefore ensure legacy continuity; hence this Statement's emphasis on creating and sustaining safe-space within and around each of the buildings and public (open) space as an integral part of the legacy.

The significant RFW 'scene' differences are:

- (i) opening the site to an eclectic stakeholder mix, including part public access,
- (ii) day-night multi-user circulation and activation,
- (iii) new residential, commercial and retail occupant-stakeholders.

Under this proposal, the RFW community changes from a (largely contained) single use operation to a multi-faceted operation. Changes have the potential to introduce new crime (and anti-social) risks, which if not identified and mitigated could negatively impact on the RFW's positive reputational legacy.

The consultancy has physically examined the site, its location and has received data associated with crime risk impacts, as the precursor to scoping CPTED solutions.

4 POTENTIAL CRIME RISKS

Predicting when, where, what, how and why risks can become threats and incidents targeting the development footprint, may be influenced by factors such as:

- (i) the surrounding context's potential to 'attract' opportunities for anti-social or criminal behaviour,
- (ii) time of day or night, seasonal and weather conditions for such opportunities,
- (iii) the emotional 'state' and motive of a person intending to commit an offence,
- (iv) the intended targets – people and/or property, and
- (v) how easy or difficult it is to unlawfully gain access to targets.

These factors are relevant to the redevelopment's high-profile and might ordinarily be 'high attractors' of anti-social and/or criminal behaviour.

However, the RFW's staff, residents, visitors and tenants will join the (crime prevention) stewardship of existing surrounding developments. Together with Council and local police, the redevelopment's residents, visitors, RFW staff, commercial and retail tenants will add to the precinct's observational 'eyes-and-ears'.

We are confident that this strengthened 'neighbourhood watch' collective will monitor, 'manage' and report any behaviour likely to sully the precinct's 'safe place' reputation.

In relation to the above, the following crime categories are potential risks to the redevelopment. They are risks which are 'common' to most urban developments where public access to and through a precinct (footprint) is pertinent to the design objectives. The RFW site applies.

- (i) intimidating behaviour targeting RFW staff, residents, visitors, contractors commercial and retail tenants,



- (ii) physical and/or sexual assaults on the above persons,
- (iii) unauthorised access to, and theft of property from, RFW premises, including the basement,
- (iv) damage to fences, equipment, facilities, landscaping, signs, furniture, fixtures and fittings, vehicles and infrastructure,
- (v) theft of personal property and/or theft from or of, parked motor vehicles,
- (vi) arson.

CPTED-applied architecture aims to 'block' opportunistic or pre-meditated anti-social or criminal behaviour within the redevelopment footprint and its approaches. Given the intended day-night 24/7 circulation and activation and its high profile, each of the CPTED principles (refer 5 below) is relevant.

Note 1: Our assessment of crime risks and categories will be further informed by local NSW Police intelligence and data from the NSW Bureau of Crime Statistics and Research (BOCSAR). This detail will be incorporated into the later report by Harris for DA submission.

Note 2: Assessing *potential* risks, levels and categories must be balanced against the '*consequences*' of breaches and *actual* incidents. Even the most minor offence occurring within or near either building, or adjacent open spaces can have major consequences. Hence the need to address each risk category as having potentially serious consequences.

5 CPTED PRINCIPLES

Harris defines CPTED as '*applying aspects of architecture, engineering and technology to all urban development proposals (projects) as an intentional environmental crime prevention strategy*'.

Harris identifies and applies five CPTED principles and order as:

- Principle 1 Territorial Definition – clarity about spatial identity, separation, boundaries and purposes,
- Principle 2 Natural Surveillance – architecture facilitating informal observation and surveillance,
- Principle 3 Access Control – who goes where, when and why,
- Principle 4 Activity Support – influences of (external) lighting, landscaping and signage,
- Principle 5 Target Hardening – adding specific and robust architecture and technology.

Prior to DA submission, CPTED applications of proposed architecture and/or engineering will be reviewed and either affirmed, or recommendations made, so as to maximise CPTED outcomes. The principles should support architectural intent, 'strengthening' the personal and property safety (security) of form and RFW function purposes.

The overall aim is to 'secure' the redevelopment's reputation as a 'welcoming-and-safe-place' for all stakeholders.

6 CONCEPT DESIGN – CPTED APPLICATIONS

6.1 CPTED Principle 1 Territorial Definition: clarity about spatial identity, separation, boundaries and purposes

From a CPTED perspective, the site's boundaries safely 'lock' the site against western and southern buildings. The northern and eastern street frontages clearly denote both boundaries, minimising the likelihood of unobserved unlawful access.

The revised site footprint clearly defines form and proposed function options for existing Buildings A and B, juxtaposed against the proposals for Buildings C and D. The latter definitions provide appropriate separation to permit (in our view) safe ground plane circulation and activation, consistent with the operational uses of both buildings.

There is no spatial separation confusion. Occupant access to each proposed building is clearly indicated. The proposed public to, and through-site access provides a platform for natural and technical surveillance. Communal space is appropriately defined.

The single-entry Wentworth Street basement definition is appropriate for the footprint. Whole-of-site building interconnectivity maximises legibility and poses no crime risk concerns.

Circulation and activation throughout the site’s ground, basement and upper levels will be further assessed on receipt of design development drawings.

The following image denotes the location, separation and purposes of the various spaces, foreshadowing (safe) circulation and activation patterns/options.

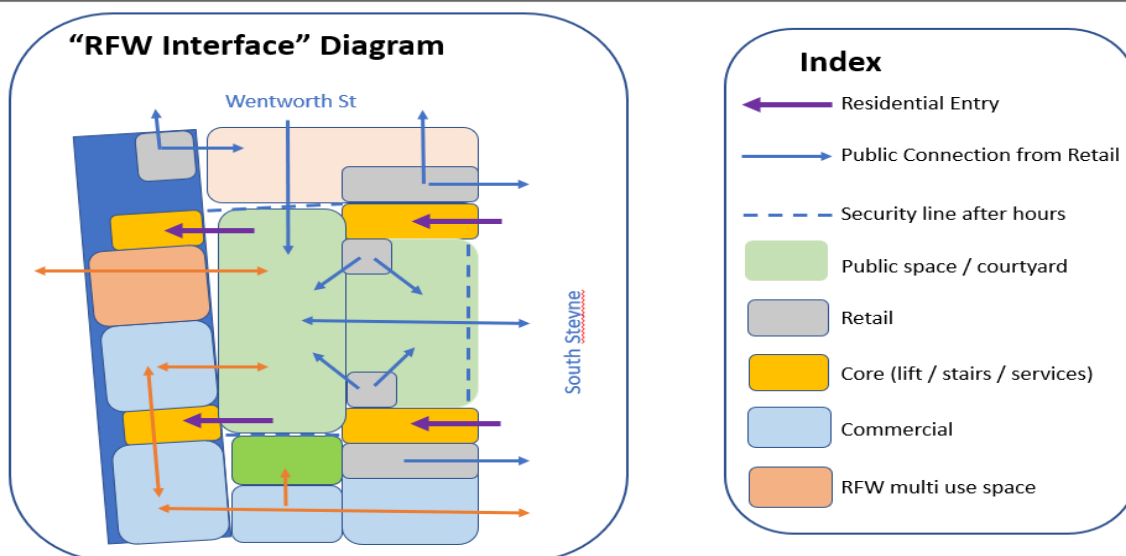


IMAGE Building and open space location and purposes indicating circulation and activation patterns
 Source – Lighthouse Project Group – June 2021

6.2 CPTED Principle 2 Natural Surveillance: architecture facilitating informal observation

In our opinion, the proposed built form and ground plane open space concept should provide strong perimeter and internal surveillance sightlines.

The site’s internal building envelopes and associated open spaces facilitate natural surveillance, minimising the likelihood of unobserved anti-social or criminal behaviour. While both street boundaries are the most vulnerable to unlawful access attempts, there are ample ground plane and upper-storey observation points potentially identifying any unusual or suspicious activity within, approaching and/or around the site. Ground plane retail tenants will be well ‘positioned’ to observe their immediate surroundings.

The concept architectural design promotes street-to-building under croft connectivity as through-site courtyards and open space. *“The under croft shall provide the ability to connect the private/public uses with South Steyne streetscape and the courtyard providing the connection to Wentworth St.”* (RFW Client Brief).

The concept facilitates multi-axis proximate ground plane surveillance. Through-site circulation and pocket ‘stay’ spaces combine to maximise ‘welcoming-and-safe-place’ objectives.

During business hours any anti-social or illegal behaviour, including attempted unauthorised access to buildings, via off-street courtyards, is likely to be challenged given the extent of passive surveillance afforded by the commercial and retail ground plane activation. The proposed ‘secure lines’ to be activated on weekdays and weekends after 9 pm is an appropriate after-hours concept risk mitigation



design response. The ultimate physical form and operation of the 'secure line' options will need to be refined during the detailed design development.

We encourage sightline certainty and continuity by ensuring design development landscaping and lighting designs maximise observation (surveillance) 'openness'.

6.3 CPTED Principle 3 Access Control: who goes where, when and why

Pedestrian access points to and within the site will be addressed during design development. Basement access is restricted to permit holders. It is appropriate to have a single off-street vehicle access-egress ramp. We note the proposal to encourage off-street access. The basement layout will be subject to later CPTED review.

Off-street pedestrian access to public spaces, residential, commercial and retail premises will also be further considered as part of the DA submission.

That review will focus on entrances, lift foyers, plant, hydrant-booster pump installations, general and waste storage and other back-of-house operational spaces.

6.4 CPTED Principle 4 Activity Support: influences of (external) lighting, landscaping and signage

External lighting is a critical 'support' for the redevelopment's 'welcoming and safe place' objective; an integral part of the day-night activation brief for Buildings C and D and surrounding courtyard and open spaces. Night-time legibility from South Steyne is critical to this objective.

Design development should consider (short) wayfinding 'corridors' of light leading to building entrances and open space destinations. Lighting design should provide a continuous throw and spill of illuminance, eliminating dark gaps and intermittent 'pools' of light. Overhead single or double arm, or under-eave luminaires are a design choice.

In our experience, bollard, wall-mounted and other forms of up lighting or low height spherical luminaires should be avoided, both for wayfinding and lighting pocket gathering spaces. They create glare and tend to interrupt sightline or wayfinding certainty. Bollards are also prone to damage (including vandalism) and can often be 'buried' by mid height plantings, should these be specified.

We recommend emergency lighting from egress points to illuminate all pathways to, and at, assembly areas. The building use and spatial context shall be considered, when investigating lighting to prevent nuisance/light pollution to occupants and neighbouring properties.

Landscaping will support the attractiveness and safety of the redeveloped site. Concept landscaping has focused on the street-to-site interface and on appropriate plantings around internal public spaces. DA drawings will provide detail regarding 'hard' and 'soft' intentions in line with this principle's objective.

Signage throughout and around the site, should be colour coordinated, legible and visually 'readable' to cater for human height differences and should be disability inclusive. International pictorial signage is preferred.

Regular users of the spaces will soon become familiar with signs and their purposes. However, casual, or first-time visitors to the site, will find visually attractive directional (wayfinding) and destination signage helpful and less confusing. Emergency and warning signs will be specified as per BCA codes.

6.5 CPTED Principle 5 Target Hardening: adding specific and robust architecture and technology

While surveillance technology is not primarily a preventative option, it is useful to deter, detect and identify.



We support the use of surveillance cameras for the redevelopment site covering all four buildings, perimeters and open spaces. The safe-place reputation requires the existing and proposed systems to be integrated, ensuring a whole-of site coverage. The feasibility of implementing a security camera system shall be explored in the detailed design.

The building facades are prime targets for ‘tagging’. While no masonry coatings can guarantee protection from graffiti damage, we recommend design development investigation of the latest protective material, and/or coatings to minimise likely defacing of the masonry areas.

7 CONCEPT PROPOSAL CPTED CONCLUSIONS

Harris Crime Prevention Services consultants are satisfied that the Section 75W Modification Concept drawings:

- (i) demonstrate a resolve to minimise potential anti-social and criminal behaviour across the redevelopment form and function footprint by ensuring CPTED principles are intentionally applied to all relevant concept design elements.
- (ii) either do, or are likely to, comply with all relevant State and Council planning policies, consent conditions and regulatory guidelines, applicable to the redevelopment’s future DA submission.

8 COMPLIANCE AND OTHER REFERENCES

The following compliance sources covering planning policies, consent conditions and regulatory guidelines:

- (i) have been referenced for the Section 75W submission and/or,
- (ii) will be referenced in the Harris Report once design development documentation has been reviewed for DA submission.

Concept Approval Instrument (reference MP10_0159, Schedule 3, Item 15),

Murcutt Candalepas Final S75W Architectural Envelope Drawings, ‘Issue B’ July 2021,

Northern Beaches Council, *Community Safety Strategic Reference Group Directions Paper*, version 2.0 draft 29 June 2017,

Northern Beaches Council, *Draft Community Safety Plan*, (in development), 2019,

Northern Beaches Council, *Shape 2028 - Northern Beaches Community Strategic Plan 2018 – 2028*,

Northern Beaches Council, *Manly Development Control Plan*, 2013,

NSW Bureau of Crime Statistics and Research, *Crime Statistics for the suburb of Manly NSW*, March 2017 – March 2021,

NSW Department of Planning and Environment, *Section 4.15, (b) and (e) Environmental Planning and Assessment Act, 1979, as amended*,

NSW Police, *Crime Prevention Through Environmental Design (Safer-By-Design) ‘Check List’*, Revision 2020,

Royal Far West, *Client Brief, Campus Development*, (undated).

(Our analyses, conclusions and/or recommendations have also been referenced against the CPTED International Standard, ISO 22341:2021 *Security and Resilience – Protective Security – Guidelines for Crime Prevention Through Environmental Design*.)