

Client

Frasers Property

Project

Frasers Broadway Concept Plan:
Preliminary CPTED Report for Modified
Concept Plan

Date

21 April 2008

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Date 21 April 2008

Job number 07/581

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Document name

Version [3]

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Executive Summary

Crime and safety issues relating to the modified Concept Plan are explored in this Preliminary Crime Prevention through Environmental Design (CPTED) Report. The City of Sydney LGA has far higher crime rates in almost all of categories relating to assault, robbery, break and enter and fraud when compared to the NSW average. Crime statistics for Chippendale indicate a significant decline in stealing over the last 3 years, and reduction in the incidence of break and enter, robbery, assault, and stolen vehicles/vessels within the Chippendale area. This is in contrast to a reverse trend within the broader City of Sydney LGA. Whilst these trends are reflected in a growing sense that Chippendale is now a safer place to live, local residents continue to identify crime as their third most important concern (see City of Sydney household survey, 2006). In addressing these crime risks and safety concerns, social as well as physical characteristics of an environment must be considered as contributors to the creation of safer, vibrant and welcoming communities.

In Section 3 of this Preliminary CPTED Report consideration is given to the ways in which the modified Concept Plan has taken account of social (activity generators and active frontages) and physical elements (e.g. legibility of publicly accessible open space¹ such as thoroughfares, parks and plazas and streetscapes) to create a more safe and welcoming environment for both the existing and the new community.

The modified Concept Plan is by nature very schematic, therefore some of the matters that have been identified to date will need to be resolved in future, more detailed development applications for the project. The modified Concept Plan, like the approved Concept Plan provides for:

- increased pedestrian permeability
- open spaces that are surrounded by retail, commercial and residential uses and which are therefore subject to surveillance
- street layout and pedestrian thoroughfares that minimise the opportunity for “entrapment”
- emergency vehicle access that complies with relevant guidelines.

¹ Publicly accessible open space comprises all public open space as well as publically accessible private open space, including the privately owned plaza, lanes, frontages, street spaces and parks.

Key advantages of the modified concept plan over the approved Concept Plan will be:

- Increased activation and increased pedestrian permeability of the site through the creation of active edges along the extensive Broadway and Abercrombie St frontages where presently there is minimal opportunity for casual surveillance
- The removal of several 6m wide shared ways that were included in the approved Concept Plan and raised safety concerns for both the NSW Police and local community
- A safer route for cycles through the site and the Chippendale area.

Section 4 of the Preliminary CPTED Report noted that there are no changes to the approved Concept Plan statement of commitments that relate to CPTED as a result of the modification of the Concept Plan.

Section 5 of the report set out the recommendations that were considered during the preparation of the modified concept application and should be further considered at the project application stage. These recommendations were identified in response to previous consultation with the project stakeholders and the preliminary CPTED assessment carried out on the modified Concept Plan as a result of this report.

The recommendations are that:

- Publicly accessible open space be designed to encourage interaction and provide a safe environment for the whole community
- The safety of users needs to be considered in the design of the large urban park, the Urban Square and other pocket parks.
- Care needs to be taken in the planning of streets, in particular the shared ways, to ensure safety
- Consideration should be given to the final ownership of public thoroughfares and other publicly accessible open space within the redevelopment given that the NSW Police are concerned as to how incidents/crime that take place in these spaces will be accessed and enforced (either by police or other regulation officers) if they are privately owned
- That an integrated technical surveillance system be incorporated into the public domain of the Fraser’s Broadway site
- That emergency access and management be considered in the development framework created for the Fraser’s Broadway site

- Consideration needs to be given to the creation of clearly defined boundaries between public and private open spaces that promote natural surveillance throughout the development
- The NSW Police be involved in the CPTED assessments of all project/development applications for the Fraser's Broadway site, especially the development of a landscape plan for the urban park and Urban Square
- That Project Applications will need to demonstrate clearly how CPTED principles and Safer by Design best practice models will be applied to the site to ensure the safety and security of all users
- A broad range of issues relating to building design and parking structures design, vandal proof finishes and graffiti proof finishes, lighting, conveniences location and design (letterboxes, ATM's, bus stops, telephone boxes), and management and maintenance (during both occupation and construction) be addressed at the project application stage.

1 Introduction

1.1 Purpose and content of this report

The purpose of this report is to carry out a preliminary CPTED analysis of the modified Concept Plan for Fraser's Broadway. At the same time the report also describes any changes in the likely safety impacts and implications of the proposed development of the Fraser's Broadway site, relative to the previously proposed (and approved) Concept Plan for the site. Given the schematic nature of the modified concept plan this report only deals with broader CPTED issues that will need further resolution and consideration within the site design at project application (PA) stage.

1.2 Structure of the report

Section 1 introduces the report.

Section 2 is a brief overview of crime in the surrounding neighbourhoods.

Section 3 provides a brief assessment of how the modified concept plan for the Fraser's Broadway site promotes the development of a safe urban environment, and how this can be seen as either equal to or an improvement on the safe and secure environment created by the approved concept plan. This was developed in consultation with the project design team.

Section 4 review of the statement of comments that were made in relation to CPTED with the original Concept Application, identifying any changes to those commitments that result from the modification of the Concept plan.

Section 5 concludes the report and provides CPTED recommendations for the project application stages of the assessment process.

1.3 Background

The Fraser's Broadway site is a 5.795 hectare rectangular parcel of land that occupies a significant proportion of the north eastern section of the suburb of Chippendale. It is located on the south-west fringe of the Sydney CBD. The site is bounded by Broadway to the North, Kensington Street to the East (but includes buildings on the eastern side of Kensington St), Wellington Street and O'Connor Street to the South, and Abercrombie Street to the West. Due to its previous industrial usage, the site at present is largely walled off from the surrounding neighbourhood of Chippendale, with traffic entering and leaving the site through gateways from Broadway and Kensington Street. To the south of

the site are the suburbs of Chippendale and Darlington and the area known as 'The Block', a significant aboriginal community settlement. To the north is the suburb of Ultimo and to the east the Southern CBD and Central Station.

The Ultimo area to the north of the site is dominated by a large student community (combined student population of TAFE and University of Technology, Sydney (UTS), is approx 58, 250 students) and a mixed use business community. The tallest building is the UTS tower at over 110 metres, with a number of the buildings above 45 metres. The Chippendale area to the west, south and east of the site is made up of a residential community (4,066 residents, 2006 Census) who live in a variety of housing and apartments types. A working community who occupy mainly warehouse buildings and include a number of small businesses, design firms and artist studios also occupy Chippendale. Given Chippendale's proximity to the UTS and the University of Sydney to the west (45,000 students) it has a high proportion of student housing.

The Fraser's Broadway site has had a lengthy planning history which commenced in 2003.

1.4 Methodology

The preparation of this report relied heavily on engagement and consultation with the project design team. The outcomes of these consultation and engagement activities were supported by desktop research which sourced information from a variety of archival resources including records of the projects planning and consultation history and the NSW Bureau of Crime Statistics and Research (BOCSAR).

1.5 Crime Prevention through Environmental design (CPTED) Principles

An overview of CPTED issues raised during consultations with the City of Sydney and NSW Police and the approval of the previous Concept Plan is provided in Section 2. Section 3 reviews the new urban design in terms of its CPTED implications. Section 4 reviews the process for consideration of social aspects of more detailed PAs for the site.

The principles adopted in this report are those of CPTED, which is based on a situational approach to crime prevention. This involves using design to both intensifying the difficulty and risks to possible offenders and diminishing the rewards. The approach acknowledges, however, that any design strategy can only be part of a wide ranging approach to crime prevention which includes social and community strategies.

The study is consistent in principle and philosophy within the guidelines outlined in the NSW Department of Urban Affairs and Planning, *Crime prevention and the assessment of development applications: Guidelines under section 79C of the Environmental Planning and Assessment Act 1979* in that it investigates how the Concept Plan embraces/intends to embrace principles central to CPTED such as natural surveillance, access control, ownership (territoriality) and space management (maintenance). Other guidelines that have been used during the assessment include The City of Sydney's *Design Guide for a Safer Community: A Framework for Planning a Safer City*, John Maynard, June 2004. Given the schematic level of the concept plan this study focuses on exploring how the intent of the modified Concept Plan supports CPTED Principles.

This preliminary CPTED assessment is supported by the following five overlapping principles that have been applied to the Concept Plan:

Territoriality

Territoriality is a concept that clearly delineates private space from semi-public and public spaces, and creates a sense of ownership. People usually protect territory that they feel is their own and have a certain respect for the territory of others. Fences, paving, art, signs, good maintenance and landscaping are some physical ways to express ownership. Identifying intruders is much easier in a well-defined space. An area that looks protected gives the impression that greater effort is required to commit a crime. A cared for environment can also reduce fear of crime. Areas that are run-down and the subject of graffiti and vandalism are generally more intimidating than areas that do not display such characteristics.

Ownership creates an environment where appearance of strangers and intruders stand out and are more easily identified through:

- An enhanced feeling of legitimate ownership by reinforcing existing natural surveillance and natural access control strategies with additional symbolic or social ones
- Design of space to allow for its continued use and intended purpose
- Use of pavement treatments, landscaping, art, signage, screening and fences to define and outline ownership of space.

Natural surveillance

Natural surveillance is a design concept directed primarily at keeping intruders under observation. Provision of natural surveillance helps to create

environments where there is plenty of opportunity for people engaged in their normal behaviour to observe the space around them. Criminals usually do not want to be seen. Placing physical features, activities and people in ways that maximise the ability to see what is happening discourages crime. For example, placing cafés and kiosks in parks increases natural surveillance by park users, while placing clotheslines near play equipment in a multiple unit development increases natural surveillance of the play area. Barriers such as bushes or sheds can make it difficult to observe activity. Areas can be designed so they are more easily observed through design and placement of physical features to maximise visibility. This will include:

- Building orientation, windows, entrances and exits, car parks, rubbish bins, walkways
- landscape trees and shrubs, use of wrought iron fences or walls, signage and other physical obstructions
- Placement of persons or activities to maximise surveillance possibilities
- Minimum maintained lighting standards that provide for night-time illumination of car parks, walkways, entrances, exits and related areas to promote a safe environment.

Access control

Access control is a design concept directed primarily at decreasing criminal accessibility. Provision of natural access control limits access and increases natural surveillance to restrict criminal intrusion, especially into areas where they will not be easily observed. Access can be restricted by physical barriers such as bollards, fences, doorways etc., or by security hardware such as locks, chains and alarms. Human measures can also be used, such as security guards. All these methods aim to increase the effort required to commit a crime and therefore, reduce the potential for it to happen.

When present, intruders are more readily recognised through:

- Use of footpaths, pavement, gates, lighting and landscaping to clearly guide the public to and from entrances and exists
- Use of gates, fences, walls, landscaping and lighting to prevent or discourage public access to or from dark or unmonitored areas.

Activity support

Activity support involves placing activity where the individuals engaged in such an activity will become

part of the natural surveillance system. Examples include:

Placing safe activities in areas that will discourage would be offenders, to increase the natural surveillance of these activities and the perception of safety for normal users, and the perception of risk for offenders.

Place high-risk activities in safer locations to overcome the vulnerability of these activities by using natural surveillance and access control of the safe area.

Locate gathering areas in locations that provide for natural surveillance and access control or in locations away from the view of would-be offenders.

Improve the scheduling of space to allow for effective use and appropriate intensity of accepted behaviours.

Maintenance

Proper maintenance of landscaping, lighting treatment and other features can facilitate the principles of CPTED, territorial reinforcement, natural surveillance and natural access control. Functions include:

- Proper maintenance of lighting fixtures to prescribed standards.
- Landscaping which is maintained at prescribed standards.
- Minimising the conflicts between surveillance and landscaping as the ground cover, shrubs and trees mature.

See Appendix A for definitions of CPTED Terminology used within this report.

1.6 Disclaimer

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

2 Overview of crime and safety issues in the neighbourhoods surrounding the Fraser's Broadway site

2.1 Sydney Local Government Area (LGA)

The Fraser's Broadway site is located within the Sydney LGA. According to BOSCAR data the Sydney LGA has far higher crime rates in almost all of the selected categories when compared to the NSW average. One reason often given for this higher than normal rate is the high transient and visitor population within the Sydney LGA. Over 160,000 people live in the Sydney LGA. The Sydney LGA is made up of approximately 28 suburbs including Sydney, Haymarket, Millers Point, Dawes Point, The Rocks, Woolloomooloo, Potts Point, Elizabeth Bay, Rushcutters Bay, Darlinghurst, Pyrmont, Ultimo, Surry Hills, Redfern East, Moore Park, Paddington, Redfern, Waterloo, part of Camperdown, Chippendale, Darlington, part of Newtown, Erskineville, Glebe, Forest Lodge, part of Annandale, Alexandria, and St Peters. Caution should be taken in applying these LGA wide statistics to individual suburbs such as Chippendale.

2.2 Crime in the surrounding neighbourhoods

Information on crime hotspots, crime incidents and perceptions, and crime trends, for the neighbourhoods and educational institutions surrounding the Fraser's Broadway site were sourced through consultation with the Redfern LAC, Security Service at the UTS, and the Community Safety Officer at the City of Sydney.

2.1.1 Chippendale

In early 2006 the City of Sydney conducted a household survey across the entire LGA. Within the survey residents of Chippendale identified crime as their third most important concern below noise and traffic.

Whilst the household survey suggests a significant concern for crime within Chippendale, the City of

Sydney Community Safety Officer noted that perceptions varied considerably within the local community about levels of crime and safety within the Chippendale area. Having said this, the Community Safety Officer noted that there was a general perception by Chippendale residents that the levels of crime in the area were decreasing and that the area was becoming a safer place to live. This general perception seems to be supported by crime incident information for Chippendale supplied by the Redfern LAC which shows a significant decline of 35% percent (from 455 to 292 incidents) in stealing over the period 2004-2006 years, and also reductions in the incidents of break and enter, robbery, assault, and stolen vehicles/vessels. The decline in incidents of stealing within Chippendale is in significant contrast to the reverse trend within the broader Sydney LGA.

When discussing crime in the Chippendale area it was noted that whilst crime hotspots were often designated within the area, these hotspots were transitory in nature and did not have a prolonged life.

2.1.2 University of Technology, Sydney

Both the City of Sydney Community Safety Officer and the representative from the Security Service at the UTS raised the issue of crimes against students when discussing the area surrounding the Frasers Broadway site. It was noted that crime against person on the UTS Broadway campus was generally rare due to security patrols and that all crime rates on the UTS Broadway campus showed a downward trend over the last three years. However concern was raised over crime against students travelling to and from the UTS campus along Broadway (towards Annandale and Glebe) and also through Chippendale towards the areas of Darlington. One determinant identified for this crime activity within Chippendale was the 'maze of ill lit, narrower roads and pathways' that made up the urban fabric in the Chippendale area. As with the UTS Broadway Campus the University of Sydney Campus' (both Camperdown and Darlington) are generally considered safer than the surrounding neighbourhoods, and have lower levels of crime against person.

When discussing crime hotspots with UTS Security Service it was noted that while crime against students in the Chippendale area was of concern, it was not as significant as crimes against students that occurred within the Urban Pedestrian Network that connects the UTS Harris St campus to Railway Square.

2.1.3 Other

Other nearby residential areas of significance that were mentioned when discussing crime and safety in the vicinity of the Fraser's Broadway site were Redfern and Waterloo. Responses to the 2006 City of

Sydney Household Survey from residents within the Redfern and Waterloo area identified the issues of drug and alcohol, crime, and community safety as their three most important concerns. During the CPTED workshop with NSW Police on the 7th September 2006 the area around Redfern railway station was identified as a crime hotspot. There are approximately 300,000 passenger interchanges at Redfern railway station each week. The station is a busy interchange station with 12 platforms, two underground and ten outdoors. Regent St to the east of the station contains a large number of retail businesses, and the area to the north of the station contains the area called the 'The Block' (a series of semi-detached houses and land lots managed by the Aboriginal Housing Company). The Block is bounded by Vine St, Everleigh St, Caroline St and Everleigh Lane.

Another key crime hot spot, although at a reasonable distance from the Fraser's Broadway site, is Victoria Park. Victoria Park was identified as having an abnormally high crime rate compared to other significant parks in the surrounding area (e.g. Sydney Park or Federation Park). After dark and late at night were identified as the most dangerous times for people using the park, with a higher risk of being attacked.

3 Overview of the modified Concept Plan

The following overview of the modified Concept Plan was carried out in consultation with the project design team, and explores how the intent behind the modified concept plan addresses the CPTED principles detailed within section 1.5 of this report. Given the schematic level of the modified concept plan this overview focuses on how broader urban design factors play a part in the creation of a safe and secure public realm, through the principles of territorial reinforcement, natural surveillance, access control and activity support. Less attention is paid to the principle of maintenance which is best left to the PA stage. In exploring these principles the overview investigates how the intent of the modified concept plan:

- Creates a legible and connected public domain. The ability to see and to understand what is around and what is ahead, by the provision of clear sightlines.
- The elimination or avoidance of confined and hidden areas (entrapment spots) allowing people to avoid entrapment, communicate, or find help when needed, through legible design.
- Allows people to be seen by others by reducing isolation, through provision of a mixture and intensity of land-uses and intelligent use of activity generators and active frontages.

3.1.1 The modified Concept Plan

The previously approved Concept Plan was based on an extension of the grid pattern of the City onto the site. The proposed Concept Plan retains the grid pattern, but converts part of the grid into pedestrian only thoroughfares, removing vehicles from the site and allowing for the provision of more publicly accessible open space. Development bulk is redistributed on the site to achieve a greater quantum of open space and to decrease the development intensity of the interface with Chippendale.

The quality of the public domain remains the driving force of the proposed development, with the public domain more oriented to pedestrians than previously.

The creation of 6m wide alleyways within the approved Concept Plan, were of concern to the NSW Police, local community and City of Sydney. These have been removed.

A new Urban Square has been created to the east of the Brewery Yard with the floor space previously in this location included in other buildings. This new Urban Square comprises a series of “green plates” – landscaped platforms – which relate to the adjacent landmark building on Broadway and which contribute both to the landscape character of the site overall and the definition of the Urban Square.

The proposed form of Kensington Lane (formerly Kensington Street) has been modified to maintain its current scale and keep it in scale with heritage buildings on the lane. This has been facilitated by the purchase of two remaining properties on Kensington Street that were not included in the previous Concept Plan. As a lesser scale environment, it will have a retail/entertainment character and may comprise small-scale strata offices, consistent with the demand from the educational institutions in the vicinity for start-up business spaces.

Further, more detailed attention has been given to the quality of the environment at ground level. The urban design of the site and the architecture of particular buildings have been reconsidered to enhance the way in which the site is perceived at ground level. A “ground zone” 15 metres high has been delineated across the site and treated specifically as a pedestrian environment to maximise pedestrian comfort and amenity. As a result there is greater pedestrian permeability across the site than previously.

The modified Concept Plan still accommodates a mix of residential, commercial and retail uses, as well as recreational activity in the main area of parkland, the Urban Square and other open spaces. The main change as regards the mix of uses involves the increased concentration of retail and commercial uses, to improve the identity and viability of these zones and to create focal points of activity on the site.

Given that this report is intended to accompany the submission of the modified Concept Plan, no plans have been incorporated into this report.

3.1.2 A legible and connected public domain

Within the Approved Concept Plan, the legibility of the site derived primarily from the grid pattern allowing unimpeded views from the public domain. Under the current proposal, legibility is still achieved by the underlying grid pattern, which although not a vehicle based grid, is still evident to the user in the form of spacious and open pedestrian routes, as well

as in the remaining streets with vehicles. The legibility of the underlying grid pattern is composed of wide straight pedestrian thoroughfares at right angles to one another allowing visual permeability through the site. From a community safety point of view, this provides the area with a legible public realm that is easy to navigate on foot, rather than having to rely altogether on 'second tier' information such as signage. Community safety is further enhanced by the absence of any 'dead ends' in the development's street network that could be used to entrap pedestrians.

The new Urban Square provides added legibility to the site as it will act as a focal point for public domain activity. Further, the concentration of uses in particular parts of the site will contribute to the site's legibility as it becomes understood that certain activities are to be found in certain parts of the site.

Existing streets on the site have been incorporated into the grid pattern that generally connects to the surrounding grid-like patterns in the urban form, enhancing the continuity between existing and prospective development and the pedestrian permeability of the site.

The main park continues to be well connected with the oldest part of Chippendale to the south and easily accessible to other parts of Chippendale. A new signalised crossing on Abercrombie Street will improve access and pedestrian safety across Abercrombie Street in general and facilitate access to activities on the site and the park in particular.

Under the modified Concept Plan vehicle access through the bulk of the site, including emergency vehicles will be available via Irving, Carlton and Balfour Streets. In the central part of the site this street will be treated in such a way that drivers are made aware of the likely presence of pedestrians. A differentiation in the pavement materials and the narrowness of the street itself, together with the use of other design elements such as bollards, will provide an "environmental signal" to traffic to slow down. There will be no specific crossing points provided for pedestrians, as all of the street in this central part of the site should be able to be easily crossed, due to the above-mentioned design measures.

Vehicle access will also be available along Chipper Street and Kensington Lane. The central part of Kensington Lane and all of Chipper Street will be treated in such a way that drivers are made aware of the likely presence of pedestrians. A differentiation in the pavement materials and the narrowness of the street itself, together with the use of other design elements such as bollards, will provide an "environmental signal" to traffic to slow down. There will be no specific crossing points provided for pedestrians, as all of the street in this central part

should be able to be easily crossed, due to the above-mentioned design measures.

The role of O'Connor Street differs from the previous Concept Plan in that it becomes a normal, two-way urban street intersecting with Abercrombie Street. Provision is made for safe pedestrian access across O'Connor Street by way of a raised platform opposite the Balfour Street Park. The platform may extend the full width of the park, connecting the Balfour Street Park with the main park opposite.

The Regent Street and Kent Road (signalised) intersection will remain as before, providing a principal point of entry to the site for vehicles. Provision is made for safe pedestrian access across both Regent Street and Kent Street.

The modified concept plan provides for a new cycleway link from Balfour St, Chippendale across the site to Jones Street on the University of Technology, Sydney (UTS) side of Broadway. This link has been developed in consultation with the City of Sydney and will fill a "currently recognised gap in the City of Sydney's Bicycle routes" as identified in the *City of Sydney's Cycle Strategy and Action Plan 2007-2017*. The link will provide a much safer passage for cyclists than that which is currently possible along roads such as Abercrombie Street and Harris Street which have been identified within the strategy as "highly difficult roads" for cyclists.

3.1.3 Activity generation and active frontages

Activity generators include everything from recreational facilities in a park, to educational and cultural facilities, and everyday amenities such as retail outlets. With careful design, activity generators can be used to reduce opportunities for crime. The proposed development will contain a range of activity generators including residential, commercial and retail uses, cycleways, community facilities and human services, as well as recreational activity in the main park. The majority of the commercial office space including that on the corner of Abercrombie and Broadway has been designated for 24 hr operation.

A new signalised crossing on Abercrombie Street and the integration of the site street grid into the Chippendale street grid will facilitate access by the existing Chippendale residential community (3,240 residents, 2001 Census).

The students and others at the UTS campus and TAFE NSW Sydney Institute institutions are likely to become active users of the retail, commercial, recreational and residential opportunities that will be available on the Fraser's Broadway site. A signalised crossing on Broadway will provide safe and more direct access from Ultimo based campuses. It is also anticipated that students and others from The

University of Sydney will also be active users of the site's opportunities. These identified community and other users will support the activities proposed within the redeveloped Fraser's Broadway site, as well as contributing significantly to the liveliness of its public domain. The activation of the site and the range of out of hour's uses will provide a much higher level of amenity and safety for evening students at nearby institutions than currently exists.

Providing a good visual connection between residential, retail and commercial uses and public environments such as streets, common areas, parks, sidewalks, and alleyways deters crime by making the offender's behaviour more easily noticeable to passers by. The concept plan locates retail, commercial and residential uses along street frontages and parks providing an active edge to the public realm, promoting clear and unobstructed natural surveillance of the street, public squares, and parks, and encouraging ground level pedestrian activity.

The previous Concept Plan proposed taller buildings toward the City and lower buildings towards Chippendale, mediating between the City and inner residential areas. The current proposal continues to do this, but to an even greater extent. Building bulk under the current proposal has been shifted away from Chippendale and towards Broadway, on the City's edge. This will contribute to activity along the Broadway. The creation of active edges will be of particular advantage along the extensive Broadway and Abercrombie St frontages where presently there is minimal opportunity for casual surveillance.

Particular attention will be given to the design of the tiered terraces within Urban Square to ensure that they create a safe environment for users. Safety within tiered terraces will be enhanced by the presence of retail uses within the terraces (e.g. cafes) and the presence of retail facilities on the Western, Northern and Eastern sides of Urban Square. The design of the terraces is based on a "horizontal geometry" (as described by Ateliers Jean Nouvel). This emphasis on horizontal geometry will be achieved through limited use of vertical structures providing increased forward visibility and limited spaces for concealment.

4 Agreements reached regarding crime prevention through environmental design

In terms of the provisions of Part 3A of the Environmental Planning and Assessment Act, a statement of commitments has been made that addresses the provision of community safety benefits, and a voluntary planning agreement entered into between the land owner and the Redfern Waterloo Authority for the provision for a contribution towards affordable housing.

Statement of Commitments

The revised statement of commitment includes those commitments relating to CPTED made in the original concept plan application, namely:

- A Safety Management Strategy will be prepared and provide guidelines for the application of CPTED principles and Safer by Design best practice models.
- For individual project applications, Safety Management Plans will address issues relating to building design and parking structures design, vandal proof finishes and graffiti proof finishes, lighting, conveniences location and other design considerations. Safety Management Plans will also incorporate the performance criteria and compliance checklist addressing the guidelines outlined in the Department of Urban Affairs and Planning (now the Department of Planning DoP) Crime Prevention and the Assessment of Development Applications Guidelines under Section 79C of the Environmental Planning and Assessment Act 1979.) The NSW Police will be consulted throughout the CPTED assessments of all applications for the Fraser's Broadway site.

5 Recommendations for future approvals

The following recommendations have been identified in response to:

- Safety and crime issues raised by the community, NSW Police, Department of Planning, City of Sydney during the lengthy planning history of the Fraser's Broadway site (see Carlton and United Brewery, Broadway: Preliminary CPTED Report, dated September 2006 for a fuller description of the safety and crime issues arising from these consultations).
- The preliminary CPTED assessment carried out on the modified Concept Plan as a result of this report.

The below recommendations were considered during the preparation of the modified concept application and should be further considered further at the project application stage.

It is recommended that:

- Publicly accessible open space is designed to encourage interaction and provide a safe environment for the whole community. Public spaces should have no places of entrapment and be subject to good natural surveillance. Natural surveillance comes from overlooking buildings, regularly passing traffic, and placement of activity generators at street level (e.g. retail shops, community facilities, café etc). Robust materials should be used on any structure within the public domain.
- The safety of users needs to be considered in the design of the large urban park, the Urban Square and other pocket parks. The perimeters of parks and open space need to be designed to maximise surveillance. The park should accommodate a range of uses which promote active as well as passive use (e.g. seating, outdoor cafes, children's playgrounds and spaces for performers and organised community activities etc.)
- Care needs to be taken in the planning of streets, in particular the shared ways, to ensure safety. Where possible activity generators such as outdoor eating areas attached to restaurants should be located along the frontage of shared ways. It is suggested that the most appropriate location for these would be at the corners of the

shared ways where they intersect with cross streets. The use of blank walls should be avoided where possible. Where fences occur between the shared way and private property these fences should be of an open style to allow natural surveillance and be unclimbable (e.g. diplomat style fencing about schools). Where housing, commercial, garage and loading dock development are located in the shared way, entrances need to be visible from the street or windows of adjoining development and applicable access control restricted to certain people. Traffic mitigation measures should be used to slow traffic and enhance pedestrian safety.

- Consideration should be given to the final ownership of public thoroughfares and other publicly accessible open space within the redevelopment given that the NSW Police are concerned as to how incidents/crime that take place in these spaces will be accessed and enforced (either by police or other regulation officers) if they are privately owned.
- That an integrated technical surveillance system be incorporated into the public domain of the Fraser's Broadway site. NSW Police indicated that the use of CCTV within all public spaces should be a blanket requirement from the outset of the project.
- That emergency access and management be considered in the development framework created for the Fraser's Broadway site. Suggestions include: dedicated on street parking for emergency vehicles; location of emergency service boards in buildings adjacent to dedicated emergency vehicle parking; and a universal emergency default key system for all buildings within the Fraser's Broadway site (including car parks).
- Consideration needs to be given to the creation of clearly defined boundaries between public and private open spaces that promote natural surveillance throughout the development. How these boundaries can be designed to promote natural surveillance, avoid public confusion, engender a sense of ownership, and protect private space should be a key consideration within the design.
- The NSW Police be involved in the CPTED assessments of all future PAs for the Fraser's Broadway site, especially the development of a landscape plan for the urban park and urban Square.
- That PAs will need to demonstrate clearly how CPTED principles and Safer by Design best practice models will be applied to the site to ensure the safety and security of all users. A

Safety Management Plan is recommended to be submitted at this stage, which should include a performance criteria and compliance checklist addressing the guidelines outlined in the Department of Urban Affairs and Planning (now the NSW Department of Planning, DoP) *Crime prevention and the assessment of development applications: Guidelines under Section 79C of the Environmental Planning and Assessment Act 1979.*)

- A broad range of issues relating to building design and parking structures design, vandal proof finishes and graffiti proof finishes, lighting, conveniences location and design (letterboxes, ATM machines, bus stops, telephone boxes), and management and maintenance (during both occupation and construction) be addressed at the PA stage.

Appendix A - glossary of terms

proximity of such locations and how to provide for public safety.

The following CPTED terminology is used within this report:

Activity generators: Features that tend to create (generate) activity. These can result in positive as well as negative impacts. With careful design, activity generators can be used to reduce opportunities for crime. Alternatively, the location of some activity generators (such as a tavern) in a particular area may generate high levels of undesirable activities in what otherwise would have been a very quiet uneventful neighbourhood.

Entrapment spaces: Spaces that are usually concealed from view that can be used as hiding places or as places for trapping the unwary or for concealing criminal acts.

Movement predictor: Denotes any lane, path, or track, which follows a predictable course and where there is an absence of alternative routes.

Natural surveillance: The opportunity for incidental observation of a street, front of house, a park, or other space that can be observed while engaged in other activities. For example, watching the street from the kitchen window while washing the dishes, cooking a meal, or keeping an eye on prowling strangers while watering the grass.

Target hardening: A means of opportunity reduction that aims to make a potential target of attack inaccessible or unattractive and make the attack itself dangerous or unprofitable for the offender (locks, window film, grilles, computer locking mechanisms, fencing, security doors, cages of lights). These measures are designed as a visible signal to would-be offenders that the site is well protected and attempts to force entry will be time-consuming and a greater opportunity for apprehension will occur.

Territoriality: Refers to a sense of ownership, about a common space, such as a park, or a street for example, often developed by groups of people or communities. This concept relates mostly to private or semi private space.

Hotspots: Hotspots are existing high-crime locations that can affect a nearby development. These can include areas of high car theft such as certain underground parking lots, pick-pocketing in bus terminals or specific pubs experiencing fights at closing time. Consideration must be given to the