



CPTED Report

Mixed Use Development – Shop Top Housing, 50 Morisset St, Queanbeyan

Client: Lockbridge Pty Ltd

Date: 28 November 2023

Cover DZT Design Team, 2023

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1. Introduction

1.1 Purpose of this report

Crime Prevention through Environmental Design (CPTED) provides a foundation for problem solving using the principles of environmental design to lessen the opportunity for crime. This is achieved through a variety of measures with the aim of CPTED being to:

- » Increase the risk to offenders and likelihood of being caught.
- » Increase the effort required to commit a crime.
- » Decrease the reward and perceived benefit of a crime.
- » Remove the excuses by removing condition that encourage/facilitate rationalism of inappropriate behaviour.

Under Section 4.15 of the *Environmental Planning and Assessment Act 1979* (EP&A Act), a consent authority is required to take into consideration certain matters when determining a development application (DA). This includes “the likely impacts of that development, including environmental impacts on both the natural and built environments, and social and economic impacts in the locality” and “the public interest”.

The elements of CPTED considered within this report relate to the principles of crime prevention being:

- » Surveillance
- » Access Control
- » Territorial Reinforcement
- » Activity and Space Management

The proposed development is located within the Queanbeyan-Palerang Regional Council (QPRC) Local Government Area (LGA). This CPTED report has been prepared to accompany the DA for a Mixed-use, Shop-top housing development at 50 Morrisett St, Queanbeyan and considers how the proposal achieves the principles of CPTED to minimise the opportunity for crime.

2. Legislative requirements

2.1 Assessment of a proposal

Applicants have an obligation to assess whether a development provides safety and security to users and the community. An overriding objective of the Environmental Planning and Assessment Act 1979 (EP&A Act) is:

1.3 (a) to promote the social and economic welfare of the community and a better environment by the proper management, development and conservation of the State’s natural and other resources.

Before a decision can be made on a development application in accordance with Part 4 of the EP&A Act, a consent authority must consider the application under section 4.15 of the EP&A Act.

The NSW Department of Planning and Environment has prepared guidelines under Section 4.15 of the EP&A Act to help councils consider and implement CPTED principles when assessing development applications. The document is entitled "*Crime prevention and the assessment of development applications: Guidelines under Section 79C of the Environmental Planning and Assessment Act 1979*" (the CPTED Guidelines).

If a development presents a crime risk, the CPTED principles and guidelines can be used to justify the modification of the development to minimise the risk of crime.

A concept that has emerged more recently is that of Crime Prevention through Environmental Management (CPTeM). CPTED assessments now often consider, and make recommendations about, ongoing management arrangements. This is an important element of ensuring crime prevention is supported not only through design but through behaviour.

3. Proposal

This CPTED report has been prepared to support the *Statement of Environmental Effects* (SEE) which has been prepared on behalf of Lockbridge Pty Ltd to accompany a Development Application (DA) for the construction of a mixed use development comprising ground floor commercial and retail uses and residential accommodation in the Queanbeyan CBD.

The DA involves the construction of two residential towers on a podium with the retail development at ground level addressing Collett and Morisset Streets.

- » Ground Floor Retail – 627sqm in 8 tenancies
- » North Tower – Levels 2-9 5x2 bed and 5x1 bed residential units
- » South Tower – Level 2-9 80 5x2 bed and 5x1 bed residential units
- » Podium – providing landscaped communal open space for residents
- » Car parking – 213 ground and first floor parking for residents, visitors and retail, 15 bicycle and 4 motorbike parking spaces.

The site has vehicular access from Morisset Street to the entrance to the car park, waste storage and loading areas. Access points to the residential towers is via secure lobby entrances that are open and well lit. Pedestrian access to the north tower is along the northern boundary from Collett Street to the lobby entrance. Lobby access to the south tower is directly from Morisset Street.

The building has been designed to optimise safety and security both within the site and the public domain as follows:

- » Ground Floor commercial uses activate the streetscape and greatly improves the overall current passive surveillance opportunities to Morisset and Collett St.
- » Direct sightlines are provided from main pedestrian access points towards lobbies and shared spaces on the site to provide safe movements when accessing the site.
- » The apartment towers address all aspects of the street with living areas and balconies located to increase the surveillance to the surrounding streets along with adjacent carparking, commercial and recreational sites.
- » The access to the rear of the building and car parking is clear and unobstructed.
- » Lighting will be provided along pedestrian paths of travel and car parking areas.

- » Access to the residential part of the towers is restricted beyond the lobby.
- » Passive surveillance of the communal private open space via sight lines from apartments facing inwards and overlooking the internal courtyard.

The CPTED report should be read in conjunction with Architectural Plans are provided in the Statement of Environmental Effects **Appendix A**.

Figure 1 Proposal



DZT Design Team, 2023. Refer Architectural Plans

Figure 2 Access and circulation

DZT Design Team, 2023. Refer Architectural Plans

4. The Site

The Site is an existing at-grade carpark at the corner of Morisset and Collett Streets in the Queanbeyan CBD known as the Riverside Plaza Car Park. Hibernia Lodge joins the site to the north and is a listed State Heritage Item and K-Mart (blank wall, zero lot line) and a carpark joins along the western boundary of the site (**Figure 3**).

Figure 3 Site Context

Source: Six Maps, 2023

Property Details

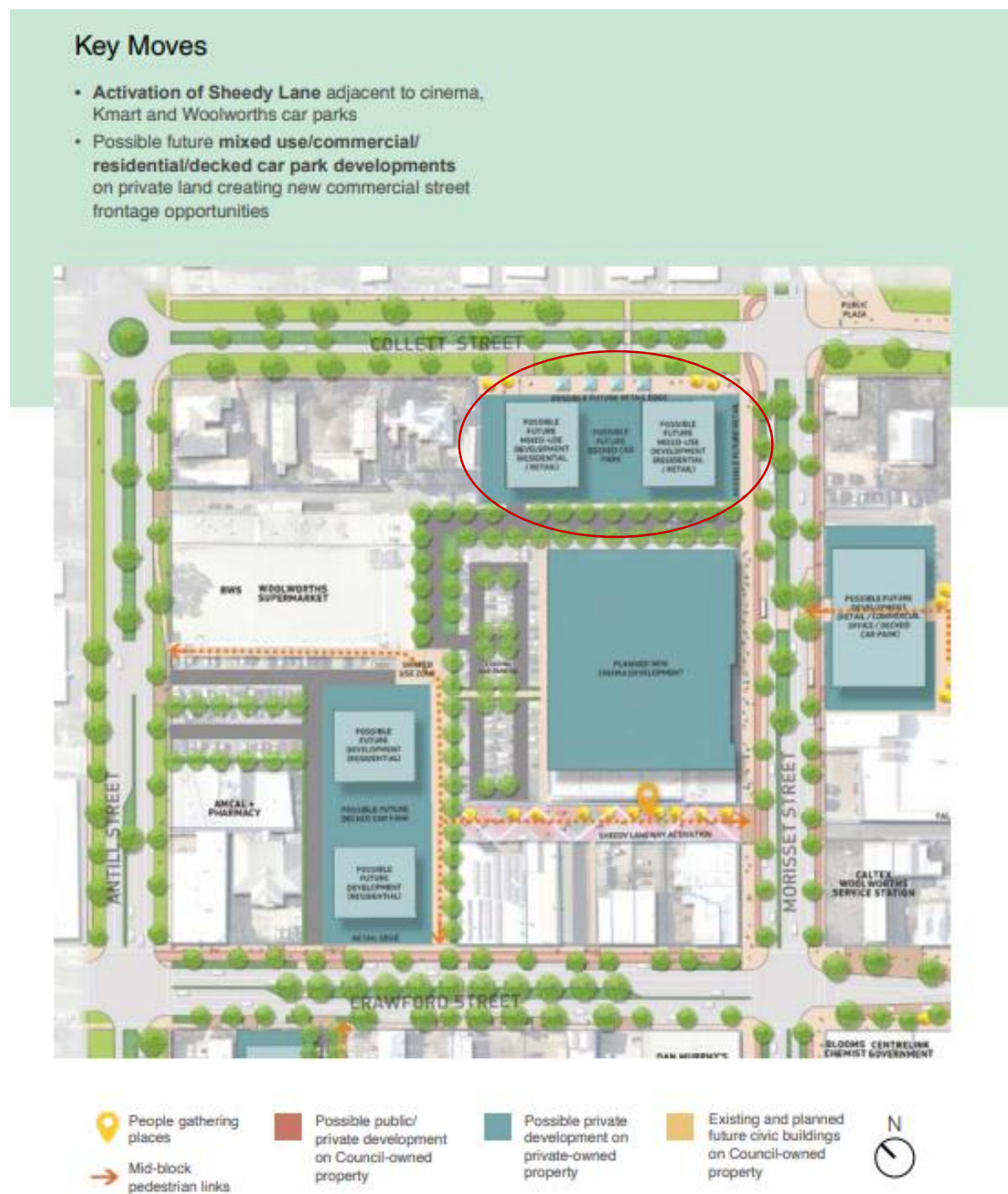
Address: 50 Morisset Street Queanbeyan

Titles: Lot 7, Section 9 DP 758862, Lot A DP 162373, Lot 2 DP 349095, Lot 1 DP 124593 and Lot 2 DP 349095.

It is noted that a consolidation plan is currently being prepared which will result in a single lot.

Figure 4 Development Site

The site is identified in the CBD Master Plan. The Summary Report 2020 (page 20) identified the site in "Key Block Plan E" for mixed use development.

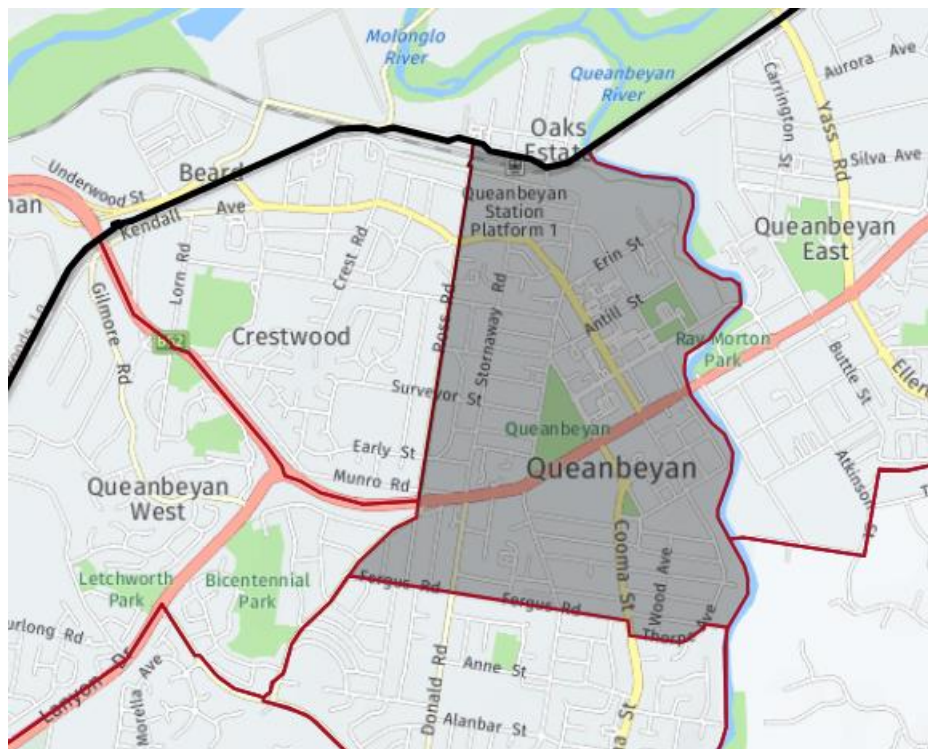
Figure 5 Extract – CBD Master Plan

Source: Extract Queanbeyan CBD Master Plan.

5. Social snapshot

Queanbeyan is the largest urban centre in the Queanbeyan-Palerang Local Government Area (LGA). Data from Profile.Id.com.au shows the subject site is situated in the Queanbeyan catchment (**Figure 6** below). The following data has been sourced from Profile.id ¹.

Figure 6 Queanbeyan CBD Catchment



Source: Profile.id/Queanbeyan-Palerang

Queanbeyan is bounded by the tourist railway line in the north, the Queanbeyan River in the east, Kathleen Street, Thorpe Avenue, Cooma Street and Fergus Road in the south, and Tharwa Road and Ross Road in the west. Queanbeyan is named from an Aboriginal word meaning "clear waters". The catchment has a population of 6,471 residents (2022 ABS Estimated Residential Population (ERP)) in a land area of 2.78 square kilometres with a density of 2,328 people per square kilometre.

Queanbeyan and Crestwood to the north east are the two most densely populated areas of the LGA, a trend that is anticipated to continue. The population forecast for the Queanbeyan catchment is 6,555 (2023) to 7,282 (2041 a change of 11.09%).

Additional population in these areas will be accommodated in medium and higher density in-fill development such as that proposed.

Household Types, Size and Dwelling Types

In Queanbeyan, 20.6% of households were made up of couples without children compared with 25.6% for the LGA, and 41.9% of households were lone person households compared with 23.9% for the LGA.

¹ <https://profile.id.com.au/queanbeyan-palerang/>

The number of households in Queanbeyan increase by 109 between census periods 2016-2021. fastest growing households are lone person households increasing by 134 in the same period.

Household types are strongly correlated with the building typology and number of bedrooms. The catchment has a higher number of bettsitter-2 bedroom dwellings (53.3% compared with 17.8% for the LGA).

Dwellings

In Queanbeyan, 61.9% of the dwellings were medium or high density, compared to 26% in Queanbeyan-Palerang Regional Council area.

Dwelling Type is an important determinant of Queanbeyan's residential role and function. A greater concentration of higher density dwellings is likely to attract more young adults and smaller households, often renting. Larger, detached or separate dwellings are more likely to attract families and prospective families. The residential built form often reflects market opportunities or planning policy, such as building denser forms of housing around public transport nodes or employment centres². The Queanbeyan catchment also has a higher number of properties that are rented (42.4%) compared with the LGA 25.5%.

High-density living needs greater levels of public amenity such as communal open space and public parks. The use of public parks benefits an area by increasing natural surveillance and Territorial Reinforcement, which is collective community ownership.

On census night, 89.9% of dwellings were occupied which shows a high level of occupancy which assists in providing Surveillance and Territorial Reinforcement of communities.

6. Existing crime environment

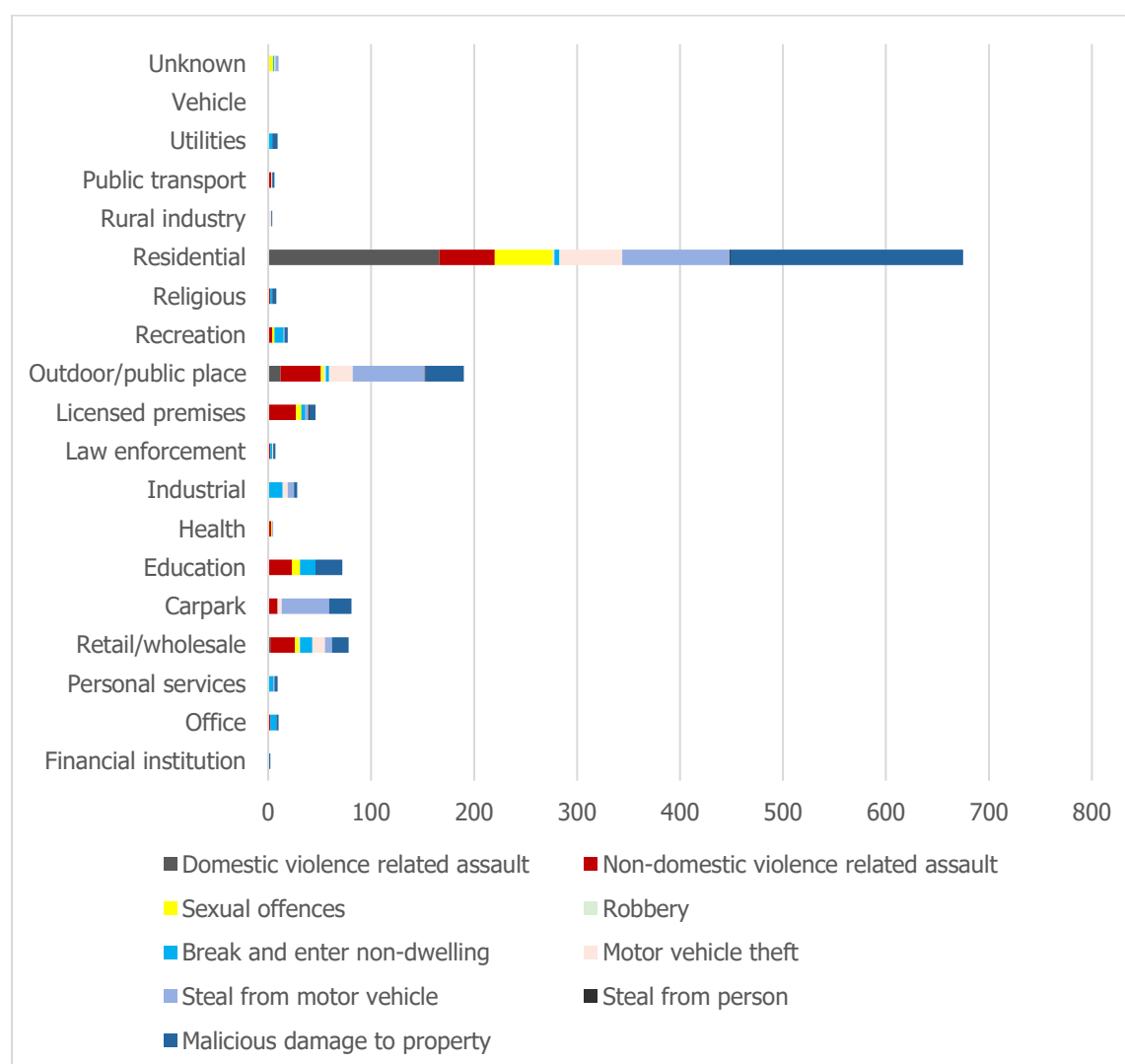
The NSW Bureau of Crime Statistics and Research (BOSCAR) publishes crime incident data recorded by the NSW Police.

A review of BOSCAR data for the LGA in 2022 shows that crime in the LGA is relatively low.

The BASCAR data includes a breakdown of selected offences flagged as alcohol related by NSW Police. These include domestic and non-domestic related assault, assault police, sexual offences, intimidation and offensive conduct. Homicide and abduction are also included although no incidents have been reported in the LGA in 2022.

In considering the crime data, attention was given to the proportion of offences committed in a residential environment. Of the 1,260 reported offences in the 12 months to December 2022, 582 or less than 46% occurred within a residential environment and the majority of these were damage to property followed by domestic violence. Incidences of crime in a retail environment was less than 6%. Incidences of crime in carparks was similarly low but unsurprisingly, carparks saw the greatest incidence of steal from motor vehicles 57% followed by property damage 27%.

² Ibid.

Figure 7 NSW Police – Selected Offences by Premises QPRC LGA 2022

Source: NSW Bureau of Crime Statistics and Research

Although crime rates are low, the data indicates that the development CPTED should be focused on reducing the incidence of alcohol related assault associated with the premises itself and address security and lighting in carparking areas and public space.

7. CPTED principles

In 2001 the Minister for Planning introduced '*Crime prevention and the assessment of development applications – guidelines*' (CPTED guidelines). These CPTED guidelines require consent authorities to ensure that development provides safety and security to users and the community as part of the evaluation of development applications under section 4.15 of the *Environmental Planning and Assessment Act, 1979*.

CPTED is a crime prevention strategy that focuses on the planning, design and structure of cities and neighbourhoods. It reduces opportunities for crime by using design and place management principles. CPTED aims to create the perception that the risk of committing the crime is greater than the likely benefits. This is achieved by:

- » Increasing the possibility of detection, challenge and capture.
- » Increasing the effort required to commit crime.
- » Reducing the potential rewards of crime by minimising, removing or concealing 'crime benefits'.
- » Removing conditions that create confusion about required norms of behaviour.

There are four key CPTED principles laid out in the CPTED guidelines:

- » Surveillance.
- » Access control.
- » Territorial reinforcement.
- » Space management.

These are discussed below in the context of the proposal.

4.1 Surveillance

Surveillance seeks to keep potential offenders under observation, both natural and technical.

The proposal provides ample opportunity to incorporate natural surveillance, particularly at the at ground level and through the street level activation of Collett and Morisset Streets via the retail and commercial spaces.

The vehicle access to the site should be well lit with an uninterrupted a line of sight to the access to the carpark. The carpark itself has been arranged on an open format across the two levels.

The proposed residential entry is via communal lobby. Access to residential floors will be restricted to residents and visitors. The pedestrian throughfare along the northern boundary to the lobby also features an uninterrupted sight line between the street and the lobby entrance increasing the ability for these areas to be passively monitored.

Although for the private use by residents, the landscaping of the open space podium area defines the space into zones through landscape treatment having regard to the need to balance private with the passive surveillance.

Recommendations

Landscaping – should not screen sight lines along the northern elevation of the building to the entrance to the north tower.

Lighting – will be necessary to provide surveillance during early morning and night. Lighting should be provided along the northern and western boundaries of the site. Lighting within the car parking levels should be located throughout and at key entry points.

4.2 Access control

Access control aims to decrease access opportunities for criminals through the use of physical and symbolic barriers. These barriers can attract, channel and restrict the movement of people and minimise opportunities for crime. Access barriers can be implemented through landforms, building configuration, pathways and landscaping, as well as more direct forms of access control such as fences, gates, intercoms and camera surveillance.

As noted above, the proposal provides sufficient opportunity for effective access control. Public access to the retail premises will be direct from the street. Pedestrian access to the residential towers will be controlled through the two separate entrance points to the building at ground level.

Access to the podium communal open space will be available via both towers. These entrances have the opportunity for both active and passive surveillance as well as technical surveillance via CCTV if required.

Limiting access to the building significantly the safety and security of residents.

Recommendations

Signage – way finding should be installed to clearly identify residential access points.

Building access – access is controlled to the residential towers beyond the entrance lobby.

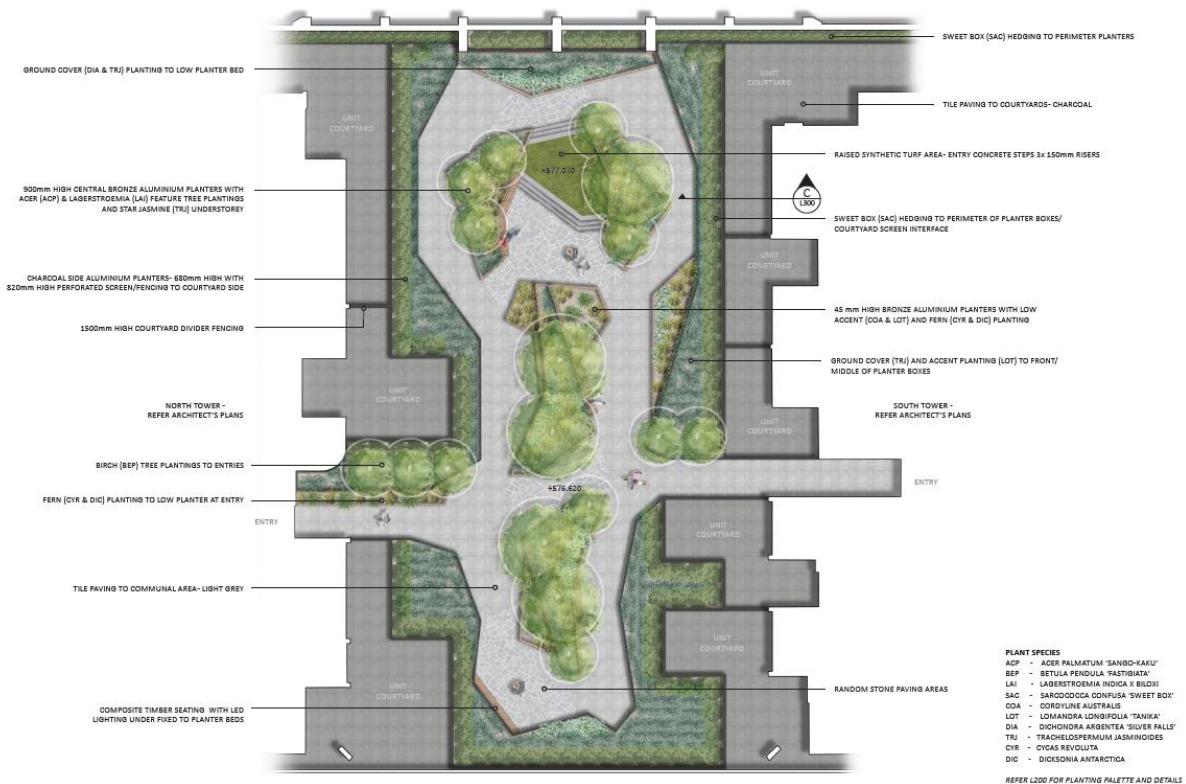
Car park access – access to the residential levels from the car park is restricted.

4.3 Territorial reinforcement

Territorial reinforcement seeks to define types of spaces and promote a sense of ownership of these spaces. Areas displaying strong ownership and territorial cues promote activity and are less likely to be improperly used. Territorial reinforcement can be achieved through the use of building design, distinctive paving finishes, tactile surfaces, screening, fencing, lighting, landscaping and signage. In general, the design of an area is a far better communicator than signage.

The building is defined by two distinct uses, being the publicly accessible spaces of the retail and commercial shopfronts and level 2-9 residential development. The two uses are readily defined through the arrangement of the internal space and lobby area for the residential towers and typical street activation at ground floor for the retail uses.

Communal open space is provided between the towers on the podium (refer **Figure 8**). There are three courtyard units abutting the open space on the northern side and five courtyard units on the southern side of the area. The space is accessed in two locations from the north and south, offset but opposite providing a line of sight through the space. Landscaping is used as a mechanism to define the space and includes a range of materials and finishes. This space is defined as private open space by the restriction on access through the residential part of the development via the lobbies.

Figure 8 Communal Open Space

Source: SpaceLab, 2023 (refer DA Package)

Recommendations

Signage – Entry and exit points to the car park shall be signposted and identify that part of the carpark that is public parking.

Signage shall be incorporated within the facility to advise people not to leave valuables in their cars.

Territorial separation – use of bollards to separate car parking from pedestrian access in the north western part of the site.

4.4 Space management

The level of maintenance of an environment can affect a person's sense of safety. Generally speaking, a high level of maintenance communicates care and guardianship, while a low level of maintenance signals neglect and attracts potential offenders. Well-maintained public space and community facilities encourage regular use, which in turn creates natural surveillance of public spaces. Ongoing maintenance also reinforces territoriality and access control.

The building is set to a zero lot line on Morisset Street and a 6m setback to Collett Street. The secondary setback will be maintain and the responsibility of the building management. Maintenance of the public domain will continue to be the responsibility of QPRC.

8. Recommendations

The following general recommendations have been developed to reinforce the design and operation of the development as presented in the DA.

- » Entry points should be designed so as to maximise surveillance opportunities to and from these areas.
- » Clear sightlines should be maintained between the development and the public domain, particularly around entries, the western elevation along the vehicular access and car park access.
- » Bollards are used to define the interface between parking and service areas and the northern pedestrian access way.
- » There should be appropriate wayfinding and identification signage within and around the building in order to aid legibility and promote territorial reinforcement.
- » Lighting should be designed to the Australian and New Zealand Lighting Standards and appropriate for users and activities of the area, in particular around the perimeter of the building, along the pedestrian access to the north tower and car park.
- » Landscaping should be used to enhance the appearance of the development and assist in reducing opportunities for vandalism. Landscaping should seek to maintain sightlines at eye level.
- » Secure access (swipe cards or similar) should be provided to limit access to the residential levels of the development from the lobby.
- » A maintenance plan should be put in place to ensure ongoing maintenance of the building, open space areas and the public domain connections.

CPTED treatments to the public domain along the two public street frontages will need to be aligned to QPRC operational management in the CBD.

