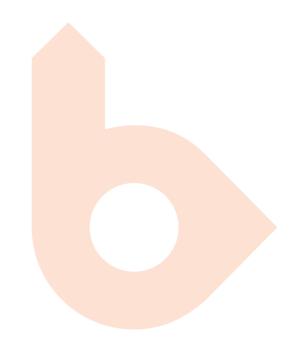


# Crime Prevention through Environmental Design Report

Prepared by Barr Planning

for Maitland City Council

August 2023





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#### 1 Introduction

This Crime Prevention through Environmental Design (CPTED) Report has been prepared by Barr Planning on behalf of Maitland City Council to accompany a development application lodged to the Maitland City Council for internal refurbishment and additions for tourist and visitor accommodation.

## 1.1 Purpose

The purpose of this Report is to identify and assess crime risk associated with Development 2 which includes the proposed refurbishments and additions located at 6-18 John Street, East Maitland formally described as Lot 469 in Deposited Plan 1002766.

The purpose of this Report is to assess the proposed development against the *Crime prevention and the assessment of development application Guidelines under section 79C* (now section 4.15) *of the Environmental Planning and Assessment Act (EP&A Act) 1979* prepared by the Department of Urban Affairs and Planning. This report also addresses the requirements of Section C.12 - Crime Prevention through Environmental Design of the Maitland Development Control Plan 2011 (MDCP 2011).

This Report does this by undertaking an assessment of the crime profile of the area and the likely crime risks associated with the development to ensure that the proposal adequately minimises the opportunity for crime through the Crime Prevention Through Environmental Design (CPTED) principles.

This Report should be read in conjunction with the Statement of Environmental Effects prepared by Barr Planning and the Architectural Drawings prepared by Maitland City Council, contained in Appendix A.

#### 1.2 Background

Maitland Gaol is the longest continuously operating correctional institution in New South Wales. The facility closed in 1998 and was converted to a tourism facility in 2000 under the management of Maitland City Council. In January 2022 the NSW State and Federal Governments announced a funding grant for the redevelopment of the Gaol to deliver a substantial part of its 2020 Development Plan including capital investment in a new activity hub with enhance access and connectivity, innovative interpretation, along with the provision of event infrastructure and boutique accommodation. The Maitland Gaol Redevelopment will be staged across three separate Development Applications consisting of:

#### **Development Application 1:**

Redevelopment of the 'Store' building (Building 14) to provide:

- A new ticketing office and gift store.
- New administration office space.



- Upgraded amenities.
- Construction of DDA access, ramps, and stairs.
- Demolition of existing laundry; and
- Construction of a new loading dock.

Redevelopment of the 'Gaol Staff / Warder's Amenities' building (Building 22) consisting of:

- Demolition of Building 22.
- Construction of a new café/restaurant.
- External and internal landscaping; and
- Construction of enhanced access points.

#### Construction of new carpark:

- Demolition of Building 22.
- Construction of a new café/restaurant.
- External and internal landscaping; and
- Construction of enhanced access points.

#### **Development Application 2:**

Refurbishment of the 'Lieutenant Governor and Governor's residences' (Buildings 2 and 3) to provide:

Boutique accommodation consisting of several guest rooms.

#### **Development Application 3:**

Future works for the redevelopment of the 'Store' Building to provide:

- Additional amenities.
- Renovated theatre with bar, foyer, amphitheatre (pax:256).
- Renovated back of house; and
- Construction of external DDA ramp



# 1.3 The Proposal

The proposal relates to Development Application 2 for the internal refurbishment and additions to the Lieutenant Governor's and Governor's residences for reuse as tourist and visitor accommodation, which is understood to be funded by NSW State and Federal Governments.

The refurbishment and alterations will include:

- 20 rooms, 1 accessible on ground floor plan.
- Three levels (basement, ground floor, and level 1),

The associated car parking is adjacent to the accommodation to the southeast.

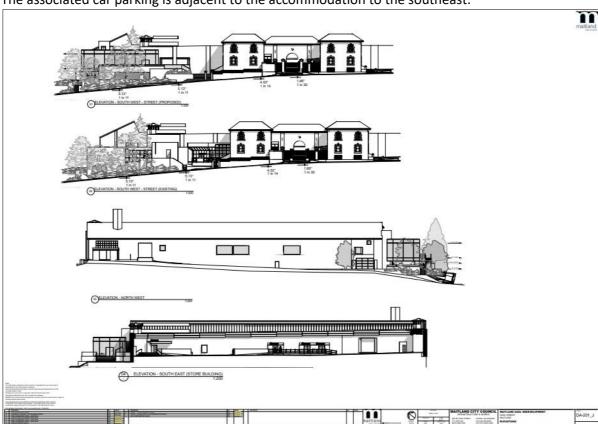


Figure 1 Maitland Gaol Redevelopment Elevations. Source: Maitland City Council 20/06/2023



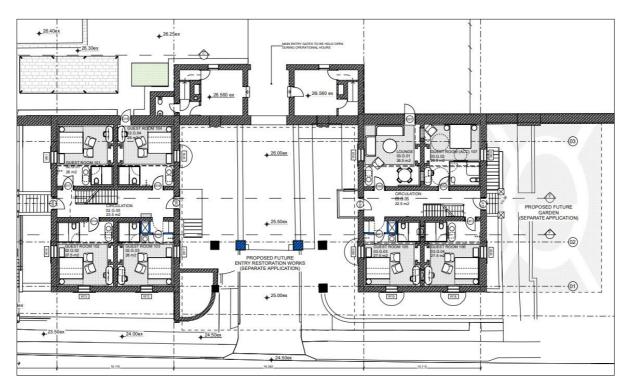


Figure 2 Proposed alterations and additions ground floor. Source: Maitland City Council 20/06/2023

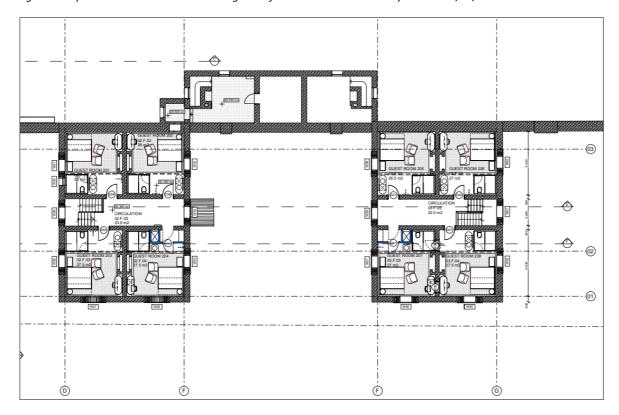


Figure 3 Proposed alterations and additions basement floor. Source: Maitland City Council 20/06/2023



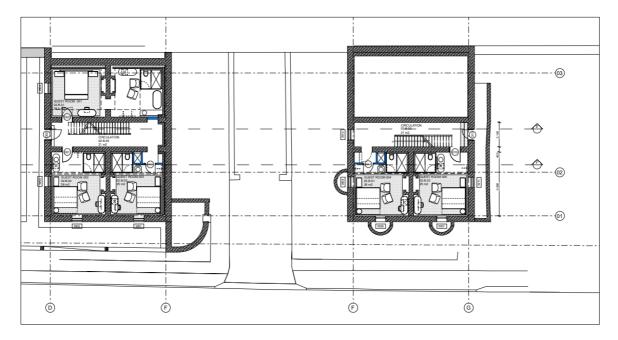


Figure 4 Proposed alterations and additions first floor. Source: Maitland City Council 20/06/2023



# 2 Existing Conditions

#### 2.1 Site Analysis

Maitland Gaol is located at 6-18 John Street, East Maitland and identified as Crown Land managed by MCC. The Crown Reserve consists of five parcels of land listed below.

- Lot 466 DP 1002766, containing the Former Gaol Lock Up
- Lot 467 DP 1002766, containing the Former Gaol Residence.
- Lot 468 DP 1002766, containing the Former Gaol Residence.
- Lot 469 DP 1002766, containing the Gaol compound and Former Mounted Police Barracks, Kitchen, and Former Stables
- A section of land in the southeast corner of the site and identified as Lot 470 DP 1002766 is
   Operational Land and contains the Former Police Station

The allotment for the proposed redevelopment subject of this Statement is Lot 469 DP1002766 ('the site'), highlighted red in Figure 5.



Figure 5 Site Locality (Source; NearMaps, June 2023)

The site has an area of approximately 2 hectares and is zoned SP3 Tourist under the Maitland Local Environmental Plan (MLEP) 2011. The site mainly consists of built form being the correctional facility. A small pocket of managed green recreational space is located north of the existing carpark. There is no significant vegetation listed on the significant tree register (Part B.5, MDCP) located on the site.



However, the large Norfolk Pine located on John Street near in front of Building 22 has been a feature of the site for considerable time. No watercourses or waterways were identified in the vicinity. Maitland Gaol is positioned on top of the main hill at East Maitland which serves as a focal point for the town. The surrounding topography slopes downwards towards the north and west.

The site has street frontages to Lindesay Street to the northeast, John Street to the southwest and a small frontage to Cumberland Street to the north. A pedestrian access is located along the southeast boundary. John Street is identified as local roads under the management of MCC. Both Lindsey and Cumberland Streets are identified as State classified roads and under the management of Transport for NSW (TfNSW). The site is located within 200 metres of East Maitland Train Station and is located approximately 500 metres from the centre of East Maitland businesses along Melbourne Street.

Figure 3 demonstrates the land use zones surrounding the subject site. Land to the east of the site is predominantly zoned R1 General Residential, land to the north of the site is predominantly zoned RU1 Primary Production whilst land immediately west of Maitland Gaol is zoned SP1 Public Administration Building and RE1 Public Recreation which contains East Maitland Courthouse and ANZAC Park respectively.



Figure 6 Zoning Map. Source: NSW Spatial Viewer (June 2023)

As aforementioned, Lot 469 contains Maitland Gaol and is comprised of 16 buildings. The site is located within the East Maitland Heritage Conservation Area and is identified as a State Heritage Item being the 'Maitland Correctional Centre—gaol, former police station, outbuildings and stables, as well as police barracks'.



The site of the proposed development relates specifically to the following buildings:

- Building 2 'Lieutenant Governor's Residence'
- Building 3 'Governor's Residence'

The location of the buildings mentioned above, and associated parking is outlined in red in Figure 7 below.

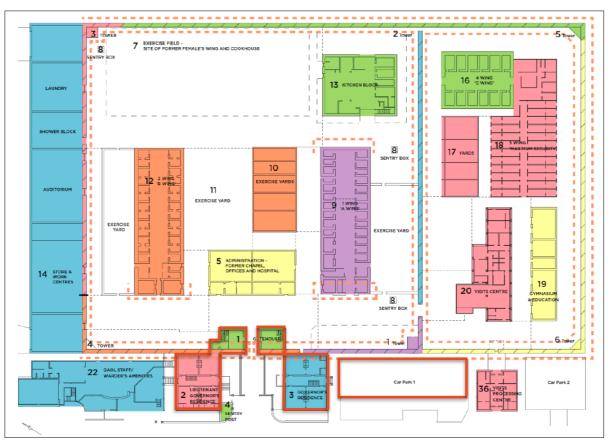


Figure 7 Maitland Gaol Site Layout. Adapted from Maitland Gaol Development Plan

#### 2.2 Site Visit

A site visit was conducted on Thursday 19<sup>th</sup> January 2023. The following images show the current state of the facility and surrounding areas. Criminal activity and implemented crime prevention measures are evident in the surrounding environment. Graffiti in the area is evident as shown in Figures 15, 17, 18 and 20. These areas display the public defacement of property adjoining Maitland Gaol, outside a local high school and around East Maitland Train Station. Crime prevention measures in the surrounding vicinity include out of hours locked and barred toilet blocks at East Maitland Train Station (Figure 16), installation of CCTV surveillance at the train station (Figure 19) and installation of barred windows to residential dwellings on street frontages (Figure 21).





Figure 8 Lieutenant Governor's Residence viewed from John Street. Source: Barr Planning 2023



Figure 9 Lieutenant Governor's Residence viewed from John Street (2). Source: Barr Planning 2023





Figure 10 Governor's Residence viewed from John Street. Source: Barr Planning 2023



Figure 11 Governor's Residence viewed from John Street. Source: Barr Planning 2023





Figure 12 Governor's Residence southeastern access. Source: Barr Planning 2023



Figure 13 Governor's Residence parking. Source: Barr Planning 2023





Figure 14 Governor's Residence viewed from John Street (looking north). Source: Barr Planning 2023



Figure 15 View of Asset Building 14 from corner of Cumberland and Lindesay Street (looking southwest). Source: Barr Planning 2023





Figure 16 East Maitland Train Station Men's Bathroom. Source: Barr Planning 2023



Figure 17 Maitland Grossman High School frontage. Source: Barr Planning 2023





Figure 18 East Maitland Train Station. Source: Barr Planning 2023



Figure 19 East Maitland Train Station. Source: Barr Planning 2023





Figure 20 Surrounding Area to East Maitland Train Station. Source: Barr Planning 2023



Figure 21 Residential Home with Barred Windows in East Maitland. Source: Barr Planning 2023



## 2.3 Community Crime Profile

Information published by the NSW Bureau of Statistics between 2020 and 2023 has been gathered to provide a crime profile of East Maitland in relation to the Maitland LGA and the State of NSW.

It is important to note that the crime figures discussed in this section of the report relate to those crimes that have been recorded by BOCSAR identified as Recorded Incidents (RI) only, not necessarily all crimes committed in the suburb of East Maitland. Reported crime rates are responsive to the readiness or ability of a person to report crime and nature and level of police activity within a locality. Accordingly, crime data must be interpreted with caution as many factors may influence apparent trends. For example, a police 'blitz' on certain offences may push up recorded crime rates for those categories of offences. The increase in figures therefore does not necessarily translate to an increase in that type of crime, but rather an increase in convictions for that type of crime.

A four-year summary of the trend in crime statistics in the suburb of East Maitland is also shown below to capture changes in the crime profile of the proposed development's locality.

As shown in Figure 16 below, in the year to March 2023, East Maitland displayed crime levels generally higher than that of the LGA and State of NSW across all the major crime categories except for drug offences which were lower than State crime levels.



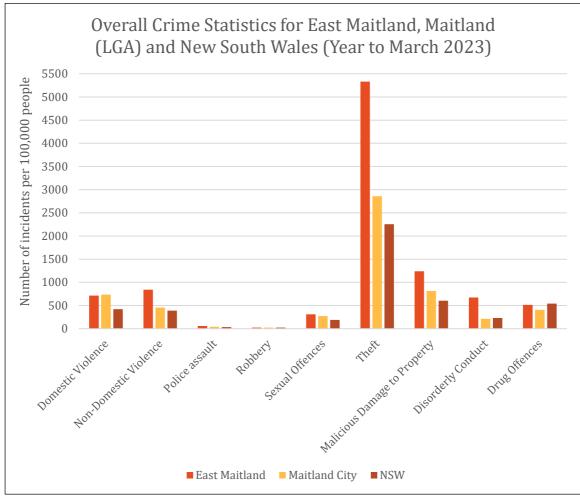


Figure 22 Comparative Crime Statistics Year to March 2023. Source NSW BOSCAR 2023

The highest level of crime was reported in the category of 'theft' where the incidence of crime was more than double the NSW State average and more than 50 percent higher than the Maitland LGA average. The second highest level of crime was reported in the category of 'malicious damage to property' which also occurred at a rate which was double the State average and more than 50 percent higher than the LGA average. The third highest category of crime was related to 'non-domestic violence', followed closely by 'disorderly conduct'. These crime categories also reflected higher incidence rates than State and LGA averages.

A breakdown of incidents of theft indicates that most thefts occurred during the day as shown in Table 1.

Table 1 Comparison of Night vs. Day Theft Breakdown East Maitland. Source: NSW BOSCAR 2023

	2020	2021	2022	2023
Day	4,286.2	3,833.5	2,779.9	3,757.1
Night	2,182	1,807.7	1,364.7	1,575.3



The data in Table 2 reveals that most of the theft occurred as stealing from retail stores. This reflected approximately a third of all reported incidents. Between 11 and 14 percent of theft occurred as stealing from motor vehicles. Incidents of stealing from dwellings comprised less than 10 percent of incidents over the observed period whilst stealing from person made up 1 percent or less of reported theft.

Table 2 Comparison of Theft Breakdown East Maitland. Source NSW BOSCAR 2023

	2020	2021	2022	2023
Steal from retail store	32%	28%	31%	35%
Steal from motor vehicle	14%	13%	12%	11%
Steal from dwelling	8%	7%	8%	5%
Steal from person	1%	1%	1%	1%

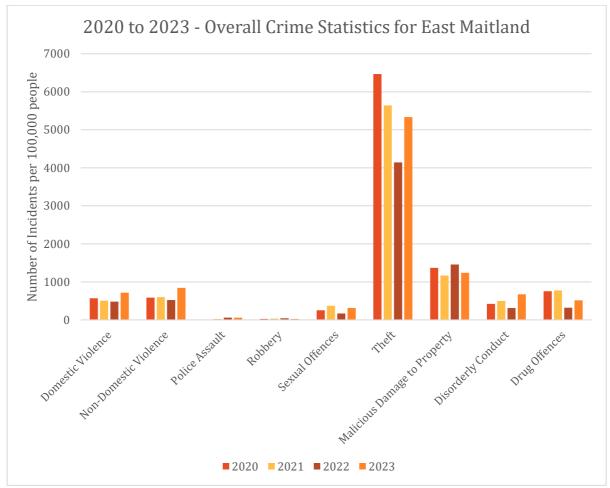


Figure 23 Overall Crime Statistics for East Maitland (2020 to 2023). Source: NSW BOSCAR 2023



Crime levels in East Maitland over the four-year period between 2020 and 2023 have generally remained stable across crime categories or have trended downwards besides domestic and non-domestic violence which have risen. Notably, levels of theft have decreased over the last four years, reducing by approximately 25 percent to 2022 before increasing in 2023, but not to the extent of previous years. Levels of disorderly conduct have increased slightly over the observed period. The generally stable levels of crime incidence over the past four years across major crime categories suggests that COVID restrictions have not had a significant impact on observed crime levels.

## 2.4 Crime Opportunity

Based on the provided information, the two largest categories of crime in the East Maitland catchment relate to theft and malicious damage to property. As such, the proposed development will be most susceptible to these potential crimes. The risk of theft may occur from retail stores within surrounding buildings on the site as well as theft from private motor vehicles parked at the site. Malicious damage to property may occur within the site, this is most likely to occur at the external boundaries of the site and to buildings which are publicly accessible which includes both buildings subject to this application. A review of existing site conditions and photos shown in Section 2.1 indicates evidence of graffiti and vandalism in proximity to the subject site which will need to be managed through implementation of CPTED principles detailed in Section 3.

# 2.5 Maitland City Council Vandalism Reporting Policy

Maitland City Council adopted the current Vandalism Reporting Policy in May 2023 to facilitate the reduction of vandalism in the Maitland and to encourage community involvement in identifying and prosecuting vandals through reward incentives. Under this policy, Council will offer a standing reward of up to a maximum of \$6,000 for information including court evidence which leads to the conviction of persons vandalising Council property. The vandalism reward scheme will be subject to an annual cap of \$20,000 per financial year. Once this cap has been reached no further reward applications will be paid. This policy only applies to vandalism or illegal use of bush trail bikes on land or buildings owned or controlled by Council. This includes the site as part of Maitland Goal managed as Crown Land by Council.



# 3 Crime Prevention Through Environmental Design Principles

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.

There are four main principles of CPTED – natural surveillance, access control, territorial reinforcement, and space management. An assessment of the proposed development against the CPTED principles is provided below.

#### 3.1 Natural Surveillance

The attractiveness of crime targets can be reduced by providing opportunities for effective surveillance, both natural and technical.

Good surveillance means that people can see what others are doing. People feel safe in public areas when they can easily see and interact with others. Would be offenders are often deterred from committing crime in areas with high levels of surveillance.

From a design perspective, 'deterrence' can be achieved by:

- clear sightlines between public and private places
- effective lighting of public places
- landscaping that makes places attractive but does not provide offenders with a place to hide or entrap victims.

The proposed development will largely maintain the existing external condition of the site for both subject buildings. Windows are present on all outwards facing sides of both buildings providing passive surveillance of the street and surrounding area. The proposed café northwest of the subject buildings will also provide passive surveillance from patrons and staff utilising the café forecourt and looking through the café's transparent external façade. The site is visible from its frontage to John Street providing passive surveillance from passing traffic. The site also has external lighting which lights up the public paths on John Street to improve passive surveillance at night.

The site provides existing CCTV Cameras which overlook both buildings entrances to assist in crime detection and reporting.

The landscaping surrounding both buildings does not inhibit natural surveillance as the use of low height landscaping will maintain high levels of visibility and mitigate opportunities for illegal activity whilst still achieving visual amenity objectives.

The table below identifies 'natural surveillance' risks and recommended strategies to minimise the crime risk.



Table 3 Natural Surveillance Risks and Recommendations

Natural Surveillance Risk	Recommendation
Relatively limited surveillance is provided to the	<ul> <li>Consider installation of additional CCTV</li> </ul>
associated outdoor public carpark due to	surveillance to carpark area to assist in crime
relative isolation, low levels of pedestrian	detection and reporting.
thoroughfare and limited CCTV surveillance.	■ Ensure all areas are sufficiently lit at night.

#### 3.2 Access Control

Physical and symbolic barriers can be used to attract, channel, or restrict the movement of people. They minimise opportunities for crime and increase the effort required to commit crime.

By making it clear where people are permitted to go or not go, it becomes difficult for potential offenders to reach and victimise people and their property. Illegible boundary markers and confusing spatial definition make it easy for criminals to make excuses for being in restricted areas. However, care needs to be taken to ensure that the barriers are not tall or hostile, creating the effect of a compound.

Effective access control can be achieved by creating:

- Landscapes and physical locations that channel and group pedestrians into target areas.
- Public spaces which attract, rather than discourage people from gathering.
- Restricted access to internal areas or high-risk areas (like carparks or other rarely visited areas). This is often achieved through the use of physical barriers.

The development will maintain a clear vehicular point of access to the site via the existing driveway from John Street to the outdoor public carpark and the driveway between the subject buildings which provides access to the main entry to Maitland Gaol.

Pedestrian access is directed into the subject buildings via a walkway from John Street between the two buildings. Additional access will be provided from the northwestern side of the building 2 and the southeastern side of building 3 providing internal corridors with exits on both sides of the buildings. Additional access is provided on the ground floor of the buildings to the rear side to Maitland Gaol. Internal staircases will provide access to the basement floor and first floor of the structure from the ground floor.

The Access Report provided for the site by Purple Apple Access also indicates that access and approach to the site is appropriate for people living with disability, providing clear access from two accessibility parking spaces and retaining the existing ramp and handrail.

No afterhours access controls are understood to have been proposed at the time of this report.



The table below identifies 'access control' risks and recommended strategies to minimise the crime risk.

Table 4 Access Control Risks and Recommendations

Access Control Risk	Recommendation
Access ambiguity created by absence of clear signage.	<ul> <li>Provide clear directional signage to assist in wayfinding and navigating both in and around the subject buildings.</li> </ul>
Afterhours access controls.	<ul> <li>Monitor CCTV cameras at the entries to the buildings.</li> </ul>
Access to associated outdoor parking area.	<ul> <li>Existing physical barriers provide enough separation to a rarely visited section of the site with low natural surveillance and existing CCTV.</li> </ul>

#### 3.3 Territorial Reinforcement

Community ownership of public space sends positive signals. People often feel comfortable in, and are more likely to visit, places which feel owned and cared for. Well used places also reduce opportunities for crime and increase risk to criminals.

If people feel that they have some ownership of public space, they are more likely to gather and to enjoy that space. Community ownership also increases the likelihood that people who witness crime will respond by quickly reporting it or by attempting to prevent it. Territorial reinforcement can be achieved through:

- Design that encourages people to gather in public space and to feel some responsibility for its use and condition.
- Design with clear transitions and boundaries between public and private space.
- Clear design cues on who is to use space and what it is to be used for. Care is needed to ensure
  that territorial reinforcement is not achieved by making public spaces private spaces, through
  gates and enclosures.

The development will retain built elements which clearly delineate the public space from the private space. The development will retain a clear building line along the John Street frontage which will include security fencing to clearly delineate Maitland Gaol from the public domain. Wayfinding, directional signage, and flagpole banners along the street frontage will further serve to identify the site from its surroundings.

Access to the café forecourt proposed as part of a separate development application from Building 2's northwestern exit will encourage and support public gathering in this area. The access from Building 3 to the future garden proposed as part of a separate development application will also support public



gathering. Gathering in these areas will support positive social interactions and the mitigate anti-social activity by fostering a sense of community ownership of the space.

The table below identifies 'territorial reinforcement' risks and recommended strategies to minimise the crime risk.

Table 5 Territorial Reinforcement Risks and Recommendations

Territorial Reinforcement Risk	Recommendation
Territorial ambiguity created by absence of clear	■ Provide clear directional signage for
signage.	pedestrians and visitors at key entry points
	to site including within carpark and at street
	frontage.
	<ul> <li>Provide clear wayfinding signage within the</li> </ul>
	buildings to tourist and visitor
	accommodation facilities.

# 3.4 Space Management

Popular public space is often attractive, well maintained and well used space. Linked to the principle of territorial reinforcement, space management ensures that space is appropriately utilised and well cared for.

Space management strategies include activity coordination, site cleanliness, rapid repair of vandalism and graffiti, the replacement of burned-out pedestrian and car park lighting and the removal or refurbishment of decayed physical elements.

Given that theft and malicious damage to property are the highest crime risk categories in the surrounding locality, the below table identifies 'space management' recommendations which may be implemented post development to ensure that the development is regularly maintained. The objective should be to minimise the perception of urban decay by maintaining clean and undamaged areas and minimise fear of crime and avoidance behaviour.

Space Management Risk	Recommendation
Waste management	<ul> <li>Ensure garbage bins and waste storage receptacles are regularly emptied to prevent overflowing rubbish.</li> </ul>
Graffiti	<ul> <li>A 24-hour graffiti management regime should be implemented to minimise potential for cumulative graffiti and vandalism actions.</li> <li>Install vandal resistant lighting.</li> </ul>



Space Management Risk	Recommendation
	<ul> <li>Incentivise reporting of vandalism through Council's Vandalism Reporting Policy.</li> </ul>
Theft	<ul> <li>Install signage to assist in universal education to reduce theft from motor vehicles ('avoid leaving valuables in unattended').</li> </ul>
Lighting repair	<ul> <li>Management regime should ensure that lighting is repaired as soon as possible after any lighting failures or damage.</li> </ul>
Cleanliness and maintenance	<ul> <li>The management regime shall ensure that the site is always kept clean and tidy.</li> </ul>



#### 4 Conclusion

This Crime Risk Assessment has been prepared by Barr Planning in line with the *Crime prevention and the assessment of development application Guidelines*. It is considered the proposed alterations and additions to Maitland Gaol at 6-18 John Street, East Maitland will have a positive impact on crime in the locality. The development will encourage active use of the site as a tourist facility thereby improving passive surveillance and stimulating economic vitality of the surrounding environment.

The recommended strategies to minimise potential criminal or anti-social behaviour can be implemented as appropriate conditions of consent. The recommended strategies are summarised as follows:

- Ensure all areas be well lit at night.
- Consider installation of additional CCTV to carpark area to assist in crime detection and reporting.
- Provide clear directional signage for pedestrians and visitors at key entry points to site including within carpark and at street frontage.
- Provide clear wayfinding signage within both buildings.
- Ensure garbage bins and waste storage receptacles are regularly emptied to prevent overflowing rubbish.
- Install signage to assist in universal education to reduce theft from motor vehicles ('avoid leaving valuables in unattended').
- Implement an operational maintenance plan including graffiti management, lighting repair and cleanliness and maintenance.
- Landscaping to be maintained with shrubs trimmed to a maximum heigh of 600mm and tree branches to be trimmed to a height of 2m from the base of trunk.



# **5** Appendices

# 5.1 Architectural Plan Set