

# Crime Prevention Through Environmental Design (CPTED) Report

New Budawang School at Milton, NSW (SSD 8845345)

On behalf of  
Department of Education

April 2021



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\*This document is for discussion purposes only unless signed and dated by project director.

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# 1 Introduction

This Crime Prevention Through Environmental Design (CPTED) report has been prepared on behalf of Department of Education (DoE) and supports a State Significant Development Application (SSDA) submitted to the Department of Planning, Industry and Environment (DPIE) for the proposed Budawang School on the former Shoalhaven Anglican School site in Milton, NSW.

## 1.1 Report Purpose

The purpose of this report is to assess the proposal in terms of the key principles of CPTED and to provide recommendations that can be considered as part of detailed design for the site.

This report responds to the Secretary's Environmental Assessment Requirements (SEARs) for the project (described further below). It has been prepared with regard to the following documents:

- Crime prevention and the assessment of development applications – Guidelines under section 79C [now 4.15] of the Environmental Planning and Assessment Act 1979 (Department of Urban Affairs and Planning, 2001);
- "Safer by design – Crime Risk Assessment" (NSW Police Force, 2016); and
- Companion to Safer by Design Crime Risk Assessment (NSW Police Force).

The assessment undertaken in this report is based on drawings package issued by Group GSA on 8 April 2021.

## 1.2 SEARs

This CPTED report responds to the Secretary's Environmental Assessment Requirements (SEARs) for the project issued on 15 December 2020. The table below outlines the SEARs requirements regarding CPTED.

Items 2 and 4 are addressed by this report.

Table 1. SEARs CPTED Requirement	
SEAR heading	SEAR content
<b>2. Policies</b>	Address the relevant planning provisions, goals and strategic planning objectives in the following:  [...] <ul style="list-style-type: none"><li>• Crime Prevention Through Environmental Design Principles</li></ul>
<b>3. Built Form and Urban Design</b>	<ul style="list-style-type: none"><li>• Address how CPTED Principles are to be integrated into development.</li></ul>



## 1.3 Report Structure

The structure of this report is as follows:

- Chapter 1 introduces the report;
- Chapter 2 identifies the site and context;
- Chapter 3 provides an overview of the proposal;
- Chapter 4 provides an overview of crime in the area
- Chapter 5 provides a discussion of the development in the context of CPTED principles and provides recommendations for future implementation;
- Chapter 6 concludes the report.

Additionally, an assessment against the NSW Police Force CPTED Checklist is provided at **Appendix 1**.

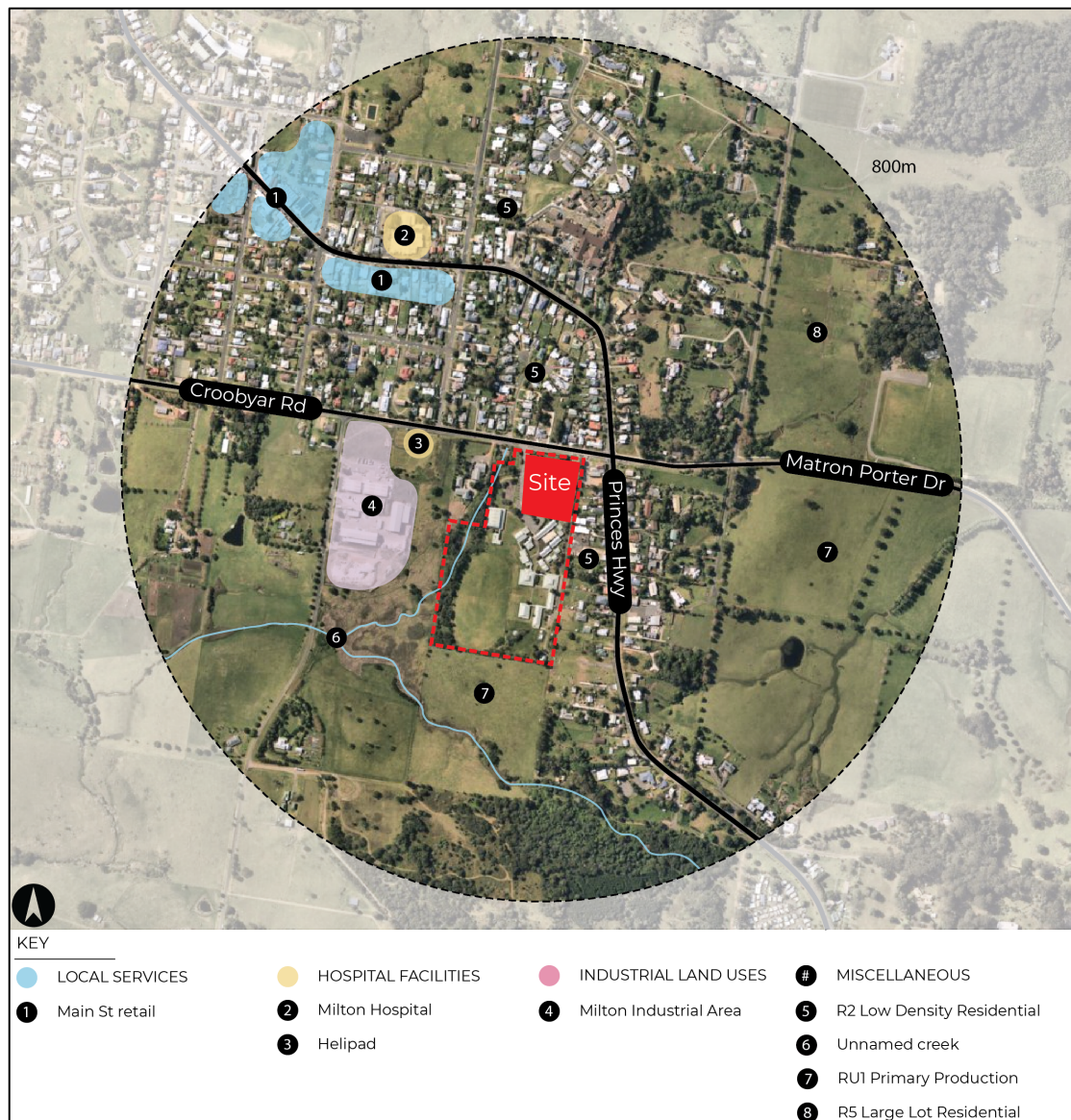
## 1.4 About the Author

The author has completed the Safer by Design Course (Attendee ID: 51255068) by the NSW Police Force, which provides CPTED approved courses and qualifies the author to prepare this report.

# 2 Site Analysis

## 2.1 Local Context

The site is located at the southern edge of the Milton urban area within the Shoalhaven City Council local government area (LGA). The Milton town centre is approximately 375m north of the site. The local context is rural to low-density in nature. Residential uses are located to the north and east, while rural and light industrial uses are located to the south and west. A local context map is provided at **Figure 1** below.



**Figure 1:** Local context map  
 Source: Nearmap modified by Mecone



## 2.2 Site Description

The site is located at 17 Croobyar Road, Milton. The site comprises part Lot 200 DP1192140, specifically the northeast corner of the lot, as identified in



Figure 2 below.





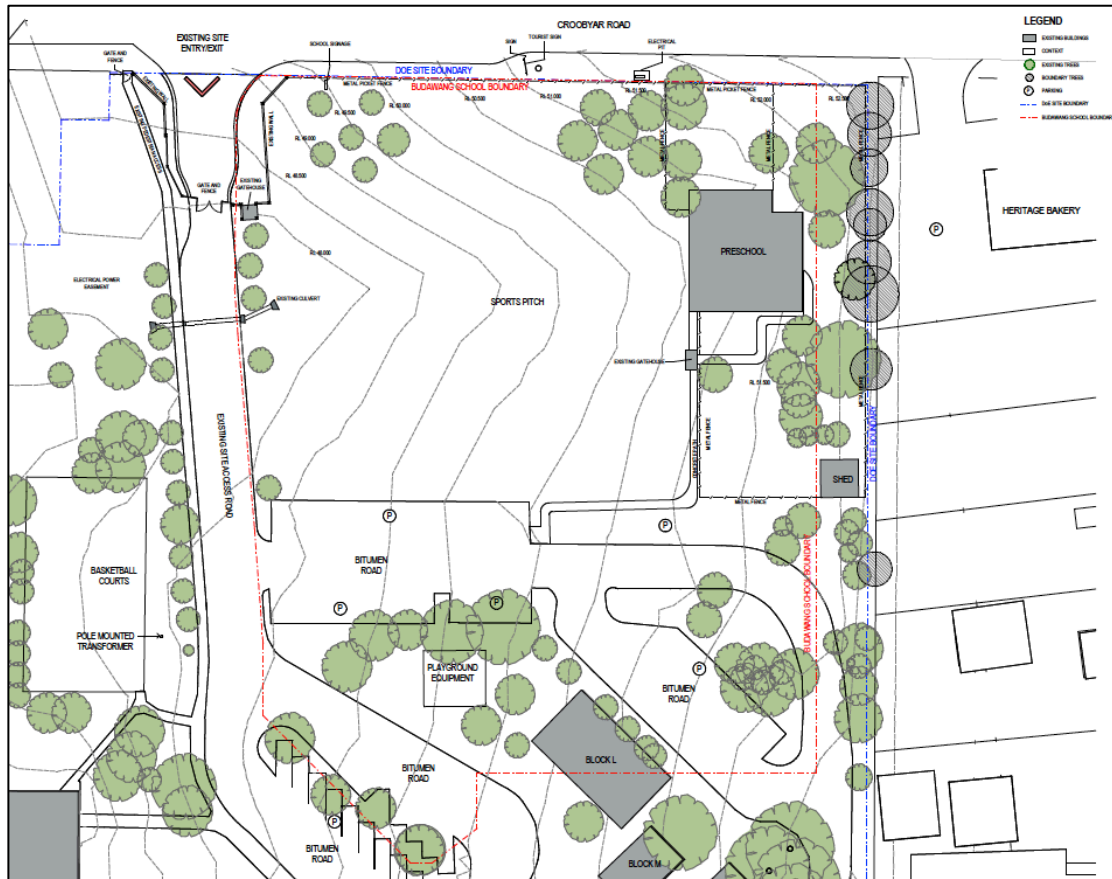
**Figure 2:** Site aerial photograph and location of proposed development.  
Source: Group GSA

The site is 1.02ha in area, while the entire lot is approximately 7.75ha in area. The site has frontage of approximately 89m to Croobyar Road.

## 2.3 Existing Development

The subject lot contains the former Shoalhaven Anglican School, which closed in 2017 when the site was purchased by DoE. Most of the existing built form is situated on the eastern portion of the lot, while the oval is situated in the southwest portion. The built form is primarily single-storey with some newer two-storey buildings.

The site contains two existing buildings—a vacant pre-school and the Block L building of the former Shoalhaven Anglican School, plus other small structures including a shed and gatehouse. An existing site plan is shown in **Figure 3** below.



**Figure 3:** Existing site plan  
Source: Group GSA

## 2.4 Surrounding Development

The site is bound by Croobyar Road to the north, by a heritage item to the east and low-density residential uses to the east, by rural land to the south, and by rural land and light industrial uses to the west. On the other side of Croobyar Road to the north is low density residential development, a heritage-listed cemetery and an exercise clinic.

The industrial land to the west includes a concrete batching facility, auto repair shop, steel fabrication shop and hardware store. Industrial land is located approximately 60m west of the subject lot but more than 200m from the proposed school buildings.

The site is adjoined to the east by local heritage item no. 296 – Two Storey Victorian rendered masonry store), which is currently occupied by a bakery. Additionally, local heritage item no. 264 – Milton Church of England Cemetery is located approximately 20m to the north of the site across Croobyar Road.

The photos below the key surrounding development.





**Figure 4:** View of adjoining heritage item  
Source: Group GSA



**Figure 5:** View of residential development to the northeast across Croobyar Road  
Source: Group GSA



**Figure 6:** View of heritage cemetery across Croobyar Road  
Source: Group GSA



**Figure 7:** Development to the northwest across Croobyar Road  
Source: Group GSA

### 3 Proposed Development

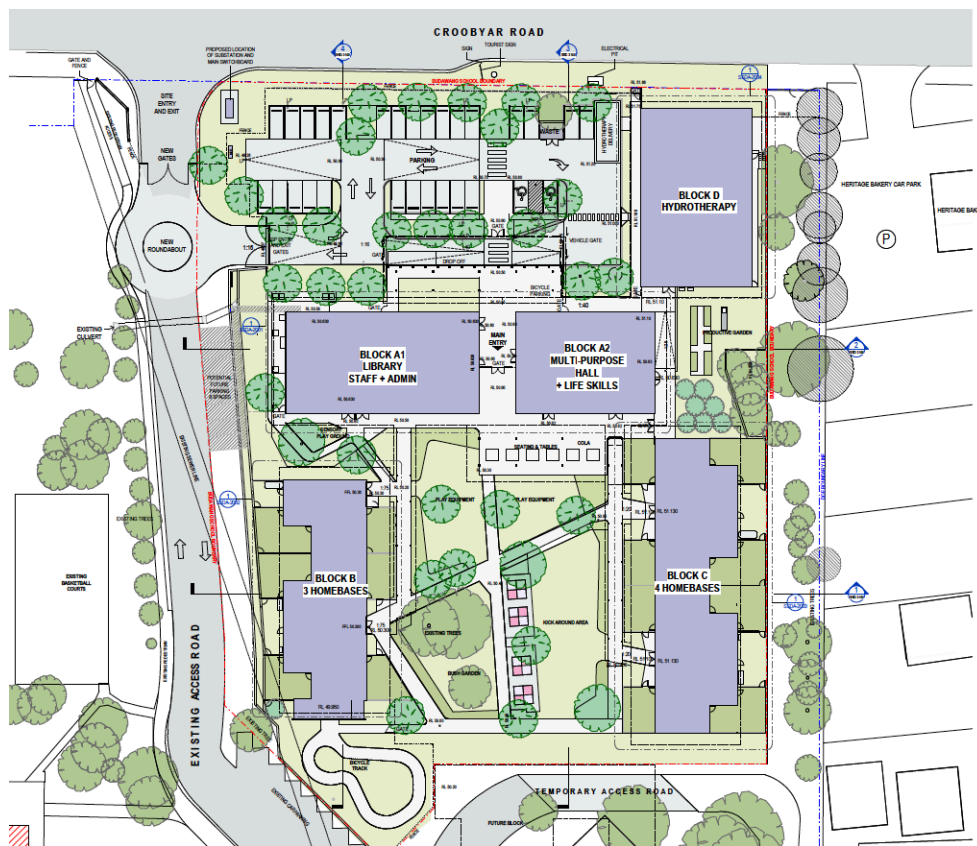
The SSDA seeks approval for a school development within the property boundary of 17 Croobyar Road, on the former Shoalhaven Anglican School in Milton, NSW. The proposed works generally include:

- Demolition of the existing pre-school building, block L building, several other small structures and hardstand area;
- Earthworks and the removal of approximately 42 trees;
- Construction of four (4) single school buildings accommodating approximately 2,325sqm of GFA and one (1) single storey hydrotherapy pool building, all roughly arranged in a U-shape around a central courtyard;
- Provision of thirty (30) car parking spaces and a single loading bay in a new at-grade, landscaped, car parking area; and
- Landscaping works.

Images of the proposed development are provided below.



**Figure 8:** Proposed demolition plan  
Source: Group GSA



**Figure 9:** Proposed site plan  
Source: Group GSA





**Figure 10:** Proposed landscape plan  
Source: Group GSA

## 4 Crime Profile

Table 1 below provides a breakdown of major crime rates in Shoalhaven LGA based on data from the NSW Bureau of Crime and Statistics and Research (BOSCAR).

The table shows the incident rate ratio of Shoalhaven-to-NSW crime rates (with the NSW rate equivalent to 1) from the past year (October 2019 to September 2020).

The crime figures discussed in this section of the report are only those crimes that have been recorded by NSW Police and as such cannot be seen to represent all crimes committed in the area.

Also, levels of reported crime are sensitive to a range of factors, such as the willingness or ability of people to report a criminal activity and the levels and nature of police activity.

Table 1. Shoalhaven LGA Crime Overview – 2019 to 2020	
Offence Type	Shoalhaven-to-NSW incident rate ratio
Murder	1:1
Assault – domestic violence related	1.1:1
Assault – non-domestic violence	1:1
Sexual assault	1.4:1
Indecent assault, act of indecency and other sexual offences	1.5:1
Robbery without a weapon	0.6:1
Robbery with a firearm	0.7:1
Robbery with a weapon not a firearm	0.9:1
Break and enter dwelling	1.1:1
Break and enter non-dwelling	1.4:1
Motor vehicle theft	0.9:1
Steal from motor vehicle	0.9:1
Steal from retail store	1.2:1
Steal from dwelling	0.8:1
Steal from person	0.3:1

Table 1. Shoalhaven LGA Crime Overview – 2019 to 2020

Fraud	0.7:1
Malicious damage to property	1.1:1

Compared to the rest of NSW, Shoalhaven generally has **moderately lower crime rates**.

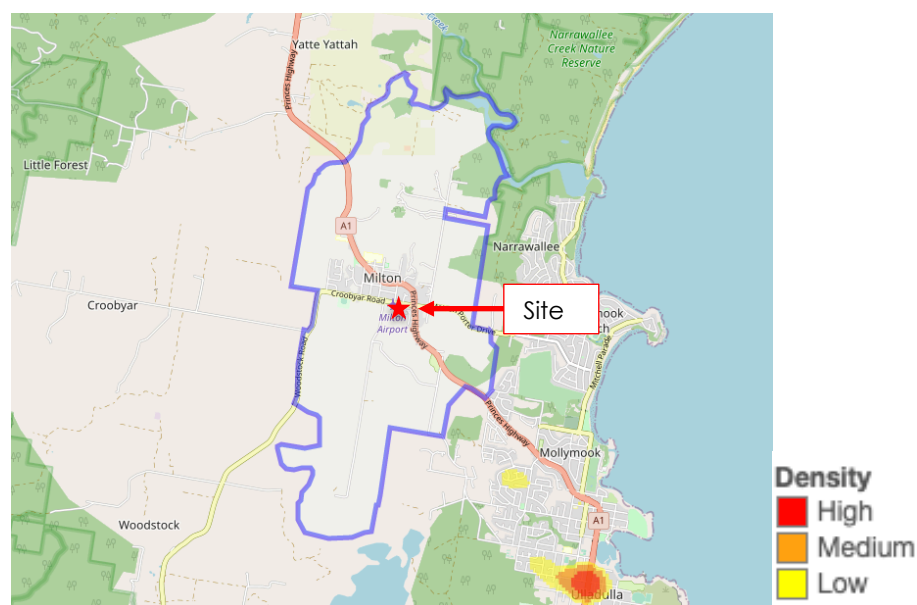
There is no meaningful data on trends at the suburb level, but the Shoalhaven LGA data shows that the large majority of **major crime rates** in the LGA have been **decreasing** over the previous two-year period.

While Shoalhaven LGA broadly displays moderately lower crime rates, it is important to note that the suburb of Milton and the location of the proposed school are not located within a designated “hotspot”.

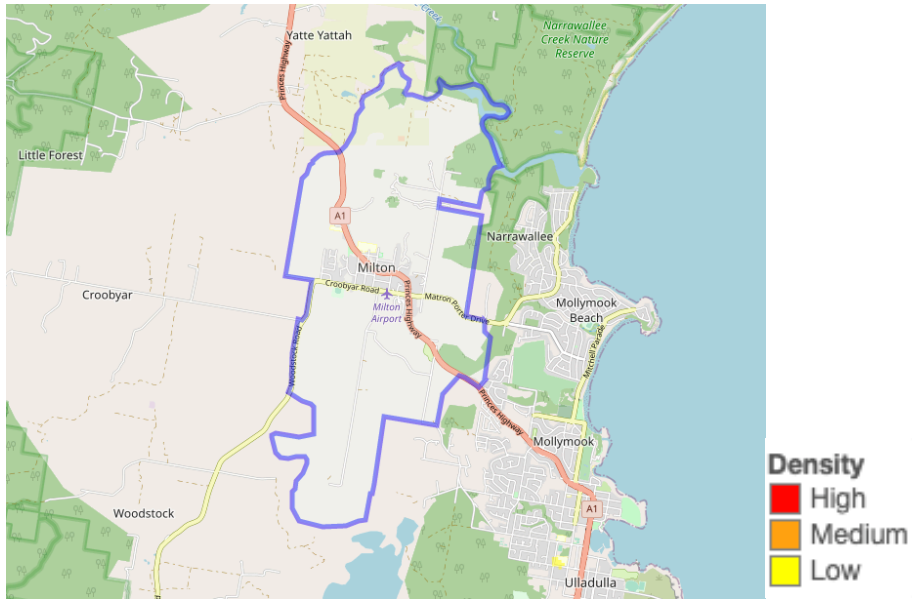
As shown in the images below, BOSCAR data for Milton indicates that the site is not located in or near any hotspots, which are mostly located in the nearby Ulladulla and Mollymook townships. There have been some isolated incidents in Milton, including:

- Incidents of theft (break and enter non-dwelling);
- Incidents of theft (motor vehicle theft); and
- Incidents of theft (steal from dwelling).

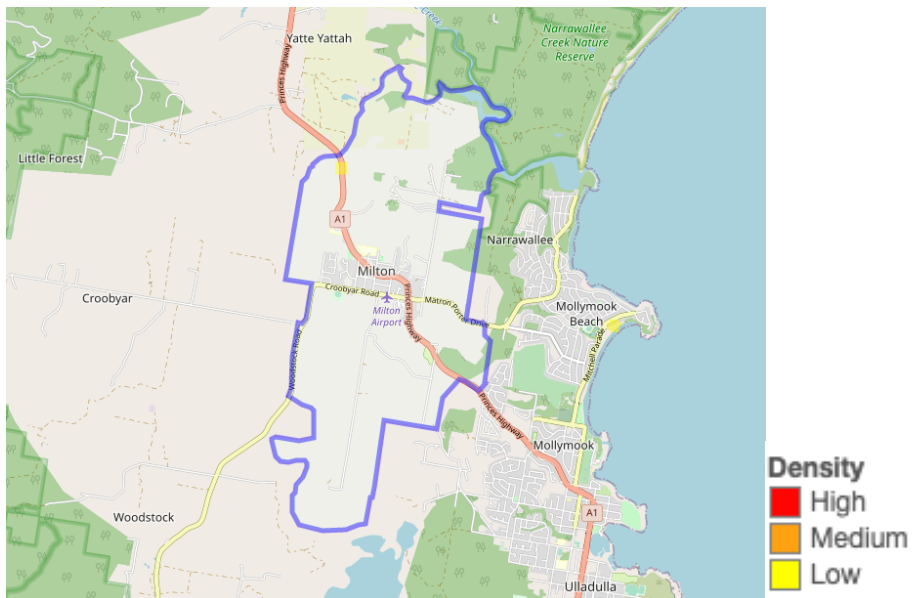
Hotspots indicate areas of high crime density (number of incidents per 50m x 50m) relative to crime concentrations across NSW.



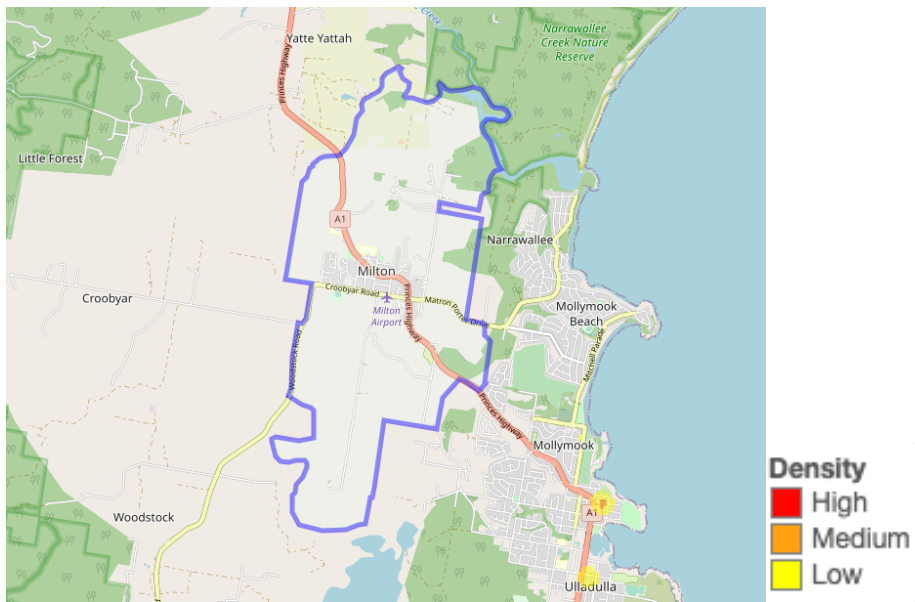
**Figure 11:** Incidents of domestic assault hot spot map  
Source: BOSCAR NSW



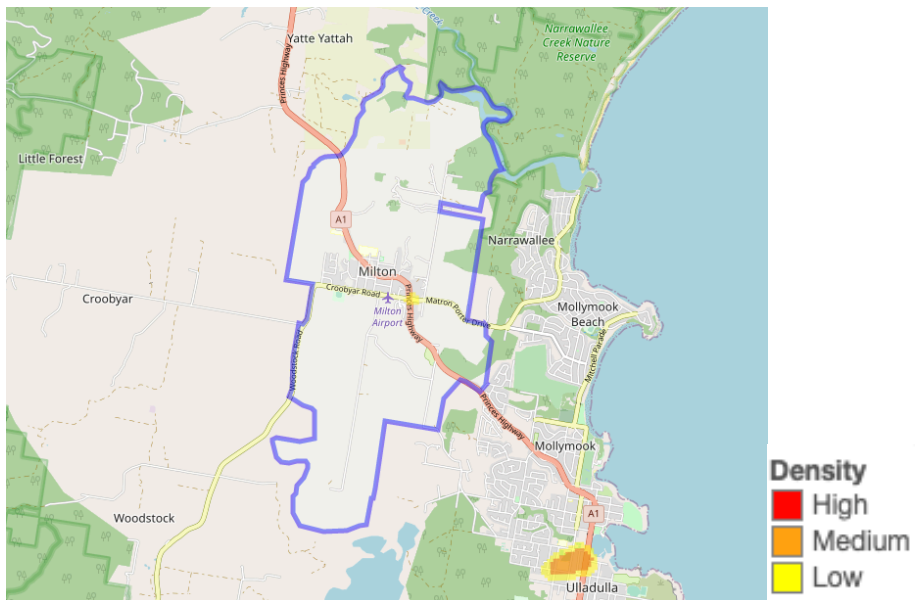
**Figure 12:** Incidents of non-domestic assault hot spot map  
 Source: BOSCAR NSW



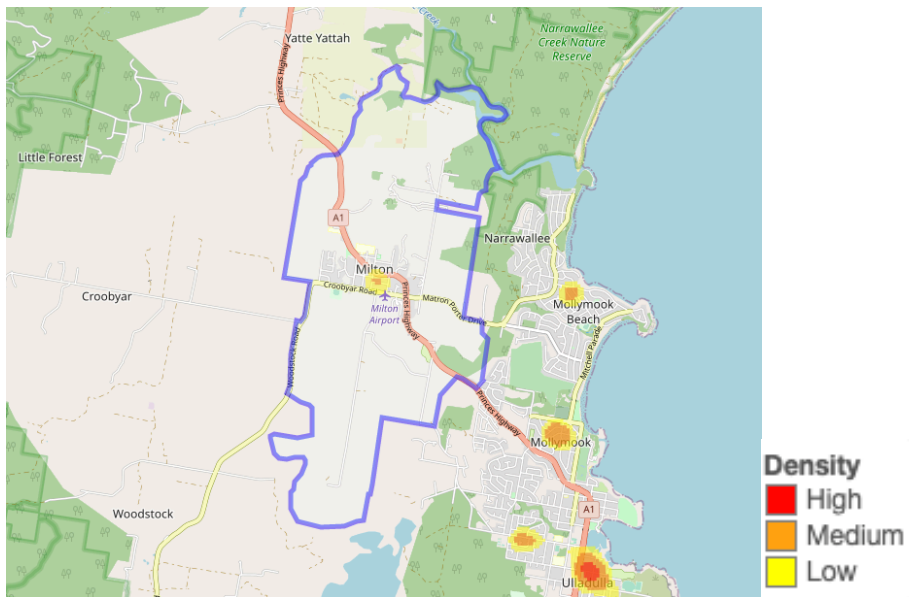
**Figure 13:** Incidents of robbery hot spot map  
 Source: BOSCAR NSW



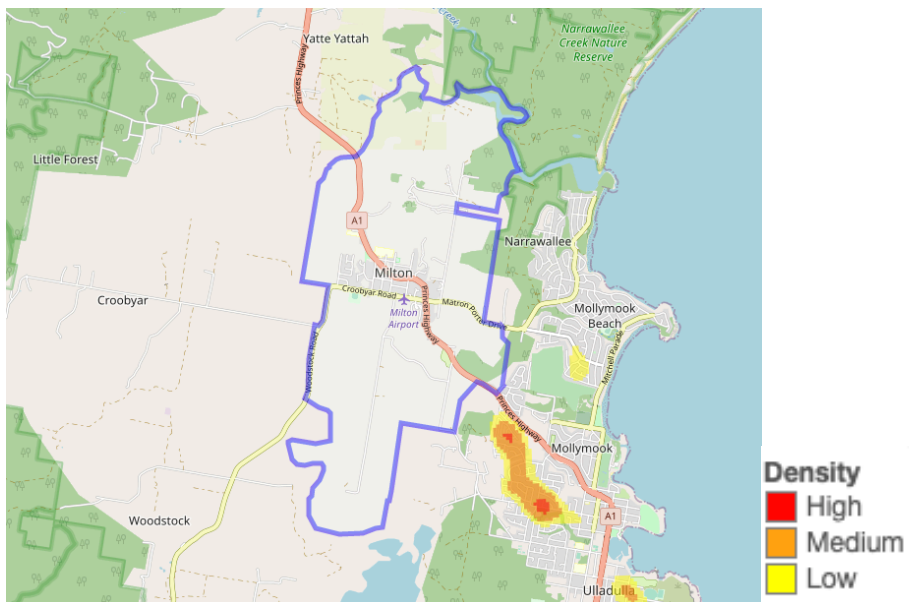
**Figure 14:** Incidents of theft (break and enter dwelling) hot spot map  
Source: BOSCAR NSW



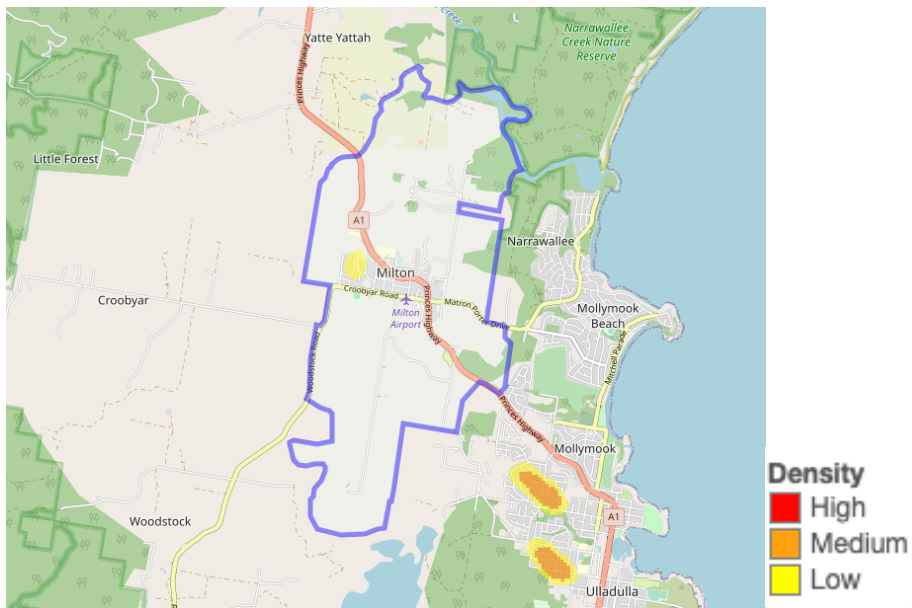
**Figure 15:** Incidents of theft (break and enter non-dwelling) hot spot map  
Source: BOSCAR NSW



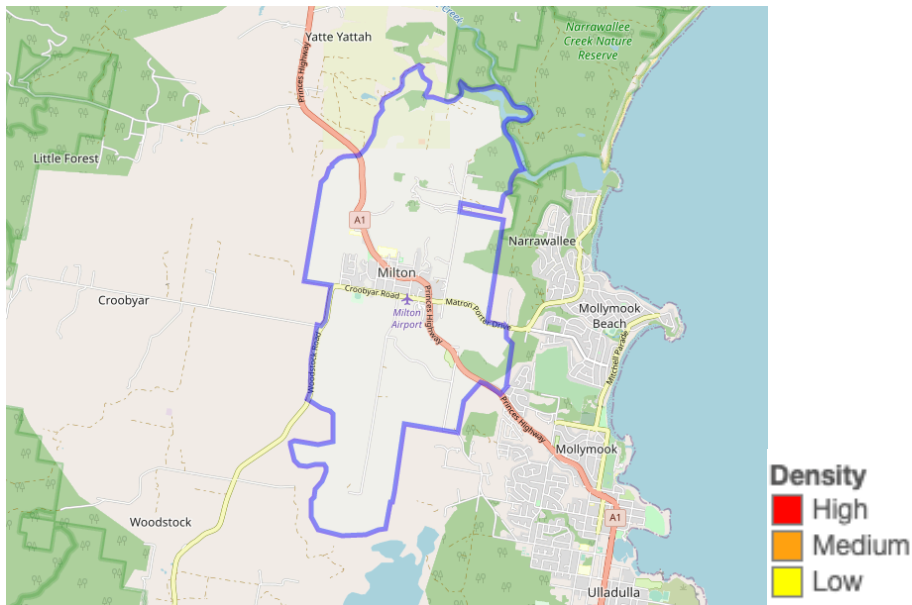
**Figure 16:** Incidents of theft (motor vehicle theft) hot spot map  
 Source: BOSCAR NSW



**Figure 17:** Incidents of theft (steal from motor vehicle) hot spot map  
 Source: BOSCAR NSW

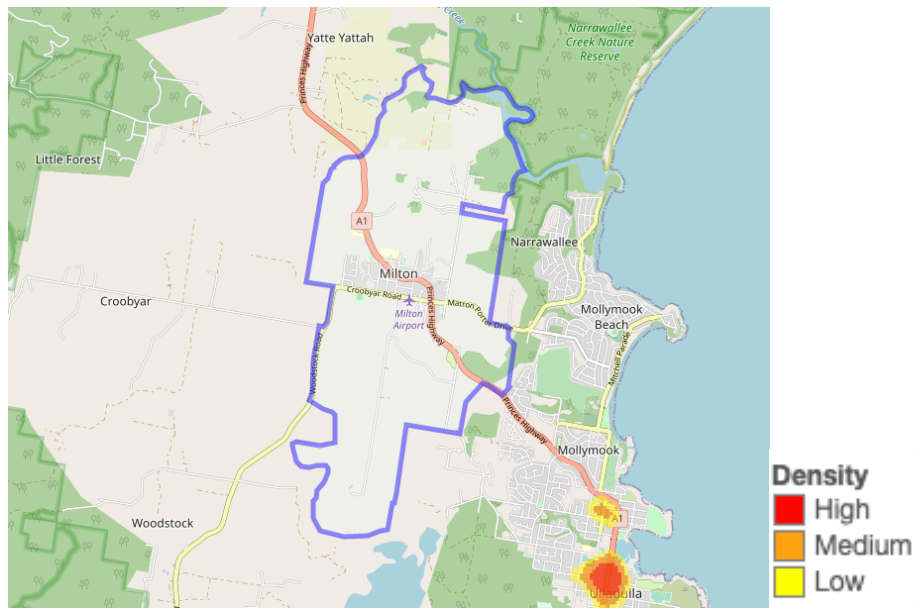


**Figure 18:** Incidents of theft (steal from dwelling) hot spot map  
Source: BOSCAR NSW



**Figure 19:** Incidents of theft (steal from person) hot spot map  
Source: BOSCAR NSW





**Figure 20:** Incidents of malicious damage to property hot spot map  
Source: BOSCAR NSW

Overall, the crime data for the suburb of Milton and Shoalhaven LGA point to a **declining, low-incident crime environment**.



## 5 CPTED Principles

This report utilises the principles of CPTED, which are based on a situational approach to crime prevention that seeks to minimise the risks for possible crime offences to occur. 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'; and
- Removing conditions that create confusion about required norms of behaviour.

Notwithstanding, this report and approach acknowledge that any design strategy cannot operate effectively in isolation and is just one element of a broader approach to a crime prevention strategy that includes social and community inputs and complementary strategies.

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

- Natural surveillance;
- Access control;
- Territorial re-enforcement; and
- Space management.

The following subsections discuss these principles in greater detail in the context of the proposed development. Additionally, an assessment against the NSW Police Force CPTED Checklist is provided at **Appendix 1**.

### 5.1 Natural Surveillance

NSW police defines natural surveillance as follows:

*Natural surveillance is achieved when normal space users can see and be seen by others. This highlights the importance of building layout, orientation and location; the strategic use of design; landscaping and lighting – it is a by-product of well-planned, well-designed and well-used space.*

Natural surveillance is achieved by:

- Orienting buildings, windows, entrances and exits, car parks, rubbish bins, walkways, landscape trees and shrubs, in a manner that will not obstruct opportunities for surveillance of public spaces;
- Placing persons or activities to maximise surveillance possibilities; and
- Providing lighting for night-time illumination of car parks, walkways, entrances, exits and related areas to promote a safe environment.

#### 5.1.1 Evaluation

Our review of the plans indicates the following in relation to natural surveillance:

- The buildings have been oriented in a 'U-Shape' around a new central courtyard, providing opportunity for surveillance within the campus;

- The proposed walkways providing access between the buildings, car park and Croobyar Road will provide overlooking of the at-grade car park, loading bay and the immediate surrounds;
- The buildings provide glazed facades and on all elevations that allow for good natural surveillance of the entries, surrounding Campus, at-grade car park and broader public domain;
- Uses within the building are positioned such that there will be ongoing activity throughout all areas of the building, providing ongoing opportunity for overlooking of the surrounding areas; and
- All frontages will contribute to an attractive, animated streetscape that will encourage pedestrian activity and help create natural community policing.

### 5.1.2 Recommendations

- Entries and the car park should be illuminated during night-time in accordance with the relevant standards;
- All areas intended to be used at night should allow for appropriate levels of visibility;
- CCTV at entries and in the car park should be considered however, these should be discrete and incorporated into the building design having regard for the overall use of the site;
- Landscaping should utilise low level shrubs interspersed with canopy trees to allow for sightlines at eye-level and to minimise opportunities for hiding; and
- Trees should be maintained by a regular maintenance plan that keeps good sightlines to the building entries, particularly within the at-grade car park.

## 5.2 Territorial Re-Enforcement

NSW Police defines territorial re-enforcement as follows:

*Territorial re-enforcement uses actual and symbolic boundary markers, spatial legibility and environmental cues to 'connect' people with space, to encourage communal responsibility for public areas and facilities, and to communicate to people where they should/not be and what activities are appropriate.*

Territorial enforcement is achieved by:

- Enhancing the feeling of legitimate ownership by reinforcing existing natural surveillance and natural access control strategies with additional symbolic or social ones;
- Designing space to allow for its continued use and intended purpose; and
- Using landscaping, pavement finishes, art, screening and fences to define and outline ownership of space.

### 5.2.1 Evaluation

Our review of the plans indicates the following in relation to territorial re-enforcement:

- The development has been designed for specific purposes with home-bases, admin and staff facilities, a multi-purpose hall, hydrotherapy pool and amenity areas;

- The Hydrotherapy Facility (Block D) is well positioned in context of the school buildings. Block D is located at the front of the site adjacent to the car park. Its location will assist with legibility and direct movements from members of the public into the Facility and avoid unnecessary access or confusion through school grounds;
- The design of the buildings are clearly demarcated in relation to adjoining uses;
- The building entries have had regard to existing site topography, interfaces and are located and designed to be easily identifiable;
  - The main entry to the campus is centrally located (between Blocks A1 and A2), with direct pedestrian access provided from the street and car park, providing a strong visual cue;
- It is anticipated that building entries will be marked with appropriate wayfinding signage, this is particularly important from Block D, which will be available to the public; and
- The development's materials and finishes will distinguish the development from the surrounding public domain.

### 5.2.2 Recommendations

- The buildings should incorporate appropriate entry signage and wayfinding signage;
- Outdoor seating areas should be located in areas of active use;
- The development should incorporate distinctive paving and landscaping to serve as transition cues to alert people they are moving between the public domain and the school; and
- The use of signage and transition cues should be carefully considered primarily around the hydrotherapy pool building area to avoid confusion of this space.

## 5.3 Access Control

NSW Police defines access control as follows:

*Access control treatments restrict, channel and encourage people and vehicles into, out of and around the development. Way-finding, desire-lines and formal/informal routes are important crime prevention considerations. Effective access control can be achieved by using physical and symbolic barriers that channel and group pedestrians into areas, therefore increasing the time and effort required for criminals to commit crime.*

Access control is achieved by:

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

### 5.3.1 Evaluation

Our review of the plans indicates the following in relation to access control:

- The campus limits pedestrian entry to two primary locations – a central northern entry and secondary north-easterly entry. These limited entries will serve to channel people into the desired lobby areas and associated learning spaces;

- Limited entry points and fit-for-purpose fencing will create a safe and secure school campus;
- The building entries are positioned to allow clear and direct access to the surrounding pedestrian network, car park and Croobyar Road;
- The consolidated driveway, car park and loading bay formalise vehicular movements into and out of the site; and
- It is anticipated that appropriate signage will direct pedestrians to the entries and deter pedestrians from moving across the loading bay.

### 5.3.2 Recommendations

- The campus facilities (except for Block D when in use by the community) should be locked after hours and only be accessible via a security key;
- Appropriate signage should be implemented that identifies Block D hours of operation and after hours access (if proposed). This should be particularly considered at the pedestrian access path along Croobyar Road;
- All pathways should be clearly illuminated to provide a clear and safe path of travel from the car park to the buildings;
- Fire exit doors should be fitted with measures to restrict unauthorised access from the outside; and
- All areas should be fitted with doors that comply with relevant Australian Standards.

## 5.4 Space/Activity Management

NSW Police defines space/activity management as follows:

*Space/Activity Management strategies are an important way to develop and maintain natural community control. Space management involves the formal supervision, control and care of the development. All space, even well planned and well-designed areas need to be effectively used and maintained to maximise community safety. Places that are infrequently used are commonly abused. There is a high correlation between urban decay, fear of crime and avoidance behaviour.*

Space/activity management is achieved by:

- Ensuring premises are well maintained and cared for; and
- Ensuring rapid repair of vandalism and replacement of lighting.

### 5.4.1 Evaluation

Our review of the plans indicates the following in relation to space/activity management:

- The building has been designed for specific purposes and will be owned and maintained by DoE; and
- It is anticipated that a management plan/strategy will be put into place to ensure proper building maintenance.

### 5.4.2 Recommendations

- Consideration should be given to the use of graffiti-resistance materials;

- Graffiti management measures should be incorporated into the maintenance plan/strategy for the building. Research has shown that the most effective strategy for reducing graffiti attacks is the quick removal of graffiti within a 48-hour period;
- The building maintenance plan/strategy should provide information within the building on how to report maintenance or vandalism;
- The building maintenance plan/strategy should also maintain landscaping to ensure the site displays strong ownership; and
- The design should incorporate a robust material palette, particularly for outdoor spaces in order to reduce susceptibility to vandalism and wear and tear.

## 6 Conclusion

This CPTED report supports a SSDA submitted to the DPIE for a school development within the property boundary of 17 Croobyar Road, on the former Shoalhaven Anglican School in Milton, NSW.

supports a SSDA submitted to the DPIE for the proposed Budawang School on the former Shoalhaven Anglican School site in Milton, NSW.

The proposed development has been evaluated in the context of the four key principles of CPTED and relevant data from BOSCAR.

Section 5 of this report outlines measures that will enable the design and ongoing use of the development to align with those CPTED principles to reduce opportunities for crime.

The recommendations identified are minor in scope and can be achieved by means of conditions of consent or otherwise detailed in the Construction Certificate drawings.

This CPTED report demonstrates that the proposed new Budawang school will promote casual surveillance of the public domain and campus, further activate the area and provide appropriate security measures to ensure the safety of students and broader public.

Given the above, we conclude that the development is acceptable from a crime risk perspective.

## **Appendix 1**

### **NSW Police CPTED Guideline Assessment**

## NSW Police CPTED Guideline Assessment

Standard	Provisions	Compliance
Natural Surveillance	Openings in buildings are located and designed to overlook public places to maximize casual surveillance.	Entry points are visible and clearly distinguishable.
	The main entry to a building should face the street.	The main entry to each building faces the new internal courtyard, providing natural surveillance to the courtyard. Windows are provided to Block A1, A2 and D that overlook the street and proposed car park.
	An external entry path and the foyer to a building must be direct to avoid potential hiding places.	Paths provide no opportunity for potential hiding places and direct line of sight into the building.
	Entry lobby areas to and from car parking areas should be transparent allowing viewing into and from these areas.	Entrances to lobby areas are clearly defined and transparent.
	Landscaping must not conceal the front door to a building when viewed from the street	Able to be implemented.
	Pedestrian access should be well lit and maximize sight lines.	Pedestrian access paths are direct and provide sight lines into the development.
	Landscaping should not inhibit sight lines.	Able to be implemented.
	ATM design and location is within direct view of pedestrian paths so that they can be overlooked from vantage points.	No ATMs are proposed.
	The street number of a building must be visible from the street and made of a reflective material to allow visitors and emergency vehicles to easily	Able to be implemented, if required.

## NSW Police CPTED Guideline Assessment

Standard	Provisions	Compliance
	identify the location of the building.	
	Landscaping should be designed to maximise sight lines.	Able to be implemented.
Measures /security devices	All windows and doors on the ground floor must be made of toughened glass to reduce the opportunities for 'smash and grab' and 'break and enter' offences.	Able to be implemented.
	A security alarm system must be installed in a building.	Able to be implemented.
	Unless impracticable, access to an outdoor car park must be closed to the public outside of business hours via a lockable gate.	Able to be implemented.
	CCTV system must cover all high-risk areas and including all entry areas.	Able to be implemented.
Access control	Loading docks in the vicinity of main entry areas are secured outside of business hours.	N/A.
	Access to a loading dock, or other restricted area in a building must only be accessible to tenants via a security door, intercom, code or other mechanism.	N/A.
	Clear signage should be erected indicating loading docks and other areas which cannot be accessed by the general public.	Able to be implemented.



## NSW Police CPTED Guideline Assessment

Standard	Provisions	Compliance
Territoriality/ownership	Site planning provides a clear definition of territory and ownership of all private, semi-public and public places.	The site and design make a clear distinction between private and public areas.
Lighting	Both natural and artificial lighting is used to reduce poorly lit or dark areas and therefore deterring crime and vandalism.	Natural and artificial light will improve visibility of the development, the semi-public spaces and the street.
	Lighting must be provided to the following areas of a building to promote safety and security and night;  A – an external entry path, foyer, driveway and car park to a building  b- shopfront. This may be in the form of motion sensitive lighting or timer lighting  c – the underside of an awning.	Able to be implemented.
	Lift access to a car park that are intended for night use must be well lit using a vandal resistant, high mounted light fixture.	N/A.
	The lighting in a car park must confirm to Australian Standards 1158.1, 2890.1.	Able to be implemented.
	The use of lighting fixtures, and vandal resistant, high mounted light fixtures, which are less susceptible to damage in the car park and laneway areas.	Able to be implemented.
	Car parking areas should be painted in light colours which will increase levels of illumination.	Able to be implemented.
Vandalism and graffiti	Development minimizes blank walls along all street frontages.	The design avoids long expanses of blank walls and includes articulation and modulation in the

## NSW Police CPTED Guideline Assessment

Standard	Provisions	Compliance
		façade and transparent materials to both express the building and avoid graffiti opportunities.