

## APPENDIX 7

### CPTED STATEMENT

## FRANK KITTS PARK LANDSCAPE REDEVELOPMENT: CPTED STATEMENT

**1. Introduction**

- 1.1. This Crime Prevention Through Environmental Design (CPTED) Statement has been prepared in support of Waterfront Wellington City Council's proposed redevelopment of the Frank Kitts Park on the Wellington waterfront.

***Project area***

- 1.2. The CPTED Statement relates to the landscape works within the Frank Kitts Park Project Area broadly bounded by the TSB Arena, the harbour promenade, the lagoon and Jervois Quay. The works generally involve a redeveloped playground, open lawns, Chinese gardens, a café, a pavilion, filter fields and associated hard and soft landscape amenities. Refer Wraight + Associates Ltd<sup>1</sup>. "Frank Kitts Park. Site Plans", LA-RC 1-00, 1-01". 04-02-2016.
- 1.3. Site and precinct visits, consultation with the design team, review of applicable drawings<sup>1</sup>, Council guidelines<sup>2</sup> and other CPTED publications<sup>3</sup> are referenced in this CPTED Statement.

***Crime Profile***

- 1.4. Discussions with the Wellington Police Neighbourhood Policing Team and the Council's Local Hosts indicate the Waterfront in the Frank Kitts Park area experiences:
- breaches of the liquor ban. Juveniles mainly from the suburbs in the Wellington region are said to congregate and "preload"<sup>4</sup> along the low sea wall, the seated alcoves along the high wall on the city side of the promenade, and the children's playground. The car park under Frank Kitts park provides shelter and seclusion in winter and inclement weather;
  - occasional robberies of cell phones, music players and sports clothing;
  - random tagging on walls and structures;
  - thefts of property from cars in the car park under Frank Kitts park;
  - people living rough.

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<sup>1</sup> Wraight + Associates Ltd Wellington: "Frank Kitts Park. Landscape Design. Resource Consent Issue. Draft. February 2016. "Frank Kitts Park Design Development - Children's Playground". 24 June 2013; "Study of Seating and Shelter Provision". Report RT22. 24 January 2015; "The Chinese Garden – Panels 6 & 7". March 2015.

<sup>2</sup> Wellington City Council (2005) "Guidelines for Design Against Crime", Wellington City District Plan; Wellington City District Plan (Introduction, s.1.6.1; s.1.6.3); Wellington City Council (2008). "Walking Policy" (Objectives 2 and 3)

<sup>3</sup> Ministry of Justice (2007). "Crime Prevention Through Environmental Design – Draft New Zealand Guidelines". (part of the New Zealand Urban Design Protocol); Ministry for the Environment (2005). "New Zealand Urban Design Protocol".

<sup>4</sup> Consume cheap alcohol to minimise paying high prices in bars later in the evening.



- 1.5. Offences are said to occur mainly on Thursday through Saturday nights. These are the main, late-economy nights, principally at Courtenay Place and Cuba Street nearby. Offences also occur when there are certain types of events at the TSB Arena and the waterfront, such as rock concerts, fireworks, Smoke-free, etc. People sleeping rough occurs throughout the year.
- 1.6. Many of the disorder offences and interventions are unreported. Statistics are difficult to obtain because of low reporting rates. Moreover, much of the waterfront of which Frank Kitts Park is just one part, lies within one large 'meshblock' zone, being the only one used for the purposes of geocoding offence locations.
- 1.7. Serious incidents such as assaults appear to be very infrequent.
- 1.8. During one of the evenings when field observations were conducted for this assessment, young adults were observed drinking and using the children's play equipment. There was also evidence of recent drinking and living rough in two locations just outside of the redevelopment site.

#### ***Implications of crime profile***

- 1.9. The main implications of the crime profile on the design of the proposed redevelopment are that:
  - areas that are largely out of view - either because they are isolated from the City, or there are infrequent passers-by (especially later in the evening) or formal supervision by Police, Local Hosts or security staff - will continue to be sought out for drinking, possibly antisocial purposes, soiling and living rough.  
The very places that are designed to be attractive and successful for bona fide users will also attract users of questionable bona fides. They need to be safe for everyone.
  - all amenities such as seating, landscaping elements and children's play equipment should be sufficiently robust to be resilient to adverse unintended use, or over-use, without compromising their normal usage purpose and aesthetic;
  - the redeveloped area should be intrinsically safe, secure and resilient. It should not be overly reliant on formal supervision from Police, security staff and Local Hosts who may need to be deployed elsewhere or who may not be available to deter offending late in the evening when the waterfront is largely unoccupied and prospective offenders operate.
  - since tagging and graffiti are inevitable, even if occasional, any materials and finishes that are newly introduced during the redevelopment should be resilient to disfigurements being removed, or ultimately replaceable (in the manner of a consumable), or otherwise protected. Where materials and

finishes are inherently vulnerable and fragile of necessity, such as those that are intrinsic to the Chinese Garden, a suitable form of physical access control will be required afterhours when the risk of damage is greatest and the genuine need for the public to access the gardens is least.

## **2. CPTED Features of Existing Frank Kitts Park Site**

2.1. There are a number of key features of the *existing* Project Area that are significant from the CPTED perspective. The objective of the redevelopment should be to retain if not enhance the positive CPTED attributes. The objective for the negative CPTED attributes should be to minimise or eliminate them, and ideally transform them into positives.

2.2. Key features with CPTED implications are:

a The harbour promenade for:

- being a source of passers-by for natural supervision except for late in the evening;
- being isolated from the bulk of the park and largely invisible except from the promenade itself and the top of the wall;
- providing places for people of questionable bona fides to congregate;
- providing a sheltered valuable amenity and generous pedestrian thoroughfare and promenade.

b The children's play area with the lighthouse for:

- equipment being used and loaded in a manner it was not intended or designed for;
- concealing antisocial activity in the lighthouse;
- tending to conceal occupants after dark due to legibility issues;
- helping to activate the park;
- the lighthouse providing one of a series of useful wayfinding obelisks.

c The high wall between the harbour promenade and the open space to the west of it for:

- providing sheltered seating on the eastern side;
- acting as a memorial wall providing interest and activation;
- somewhat isolating the promenade from the city;
- limiting supervision of the promenade except from the promenade itself;

- a secluded stair at the southern end which is perceived to be, and may well be risky due to darkness and poor sightlines between the promenade and the upper southeast corner of the park.
- d Terrace seating areas and groves to the immediate west of the seaward wall for:
- providing fixed seating and helping to activate the open space during the day;
  - use as a performance arena;
  - the presence of mature trees which have been maintained to provide amenity whilst minimising safety and security risks;
  - being a reasonably flexible, legible open space - well lit at night.
- e Stairs between the southwest corner of the park and the Jervois Quay footbridge to Harris Street for:
- potentially helping to activate the southwest corner of the park and provide a connection between the park and the lagoon, and between the park and the CBD. In reality it appears this bridge is little used, in favour of the City to Sea Bridge which connects the lagoon and the Civic Centre.
  - not addressing the lagoon so much as the Jervois Quay footpath instead.
  - seemingly not being very successful in keeping the northwest corner of the park active.
- f Public toilets under the south terrace for;
- providing an important public amenity;
  - providing a local alternative to soiling the outdoor spaces when the park is sparsely populated after dark.
  - the possibility of antisocial behaviour and living rough although it seems the toilets do not have a reputation for much of this since they were upgraded and reduced in number.
- g Underground car park: the body of the car park is not part of this review.
- 2.3. How these existing features are retained, reinforced or mitigated is explained below together with a CPTED assessment of the main features of the proposed landscape redevelopment.

### **3. CPTED Considerations Associated with the Proposed Redevelopment.**

- 3.1. The CPTED considerations for the proposed main elements of the redevelopment both of themselves and in the context of the crime profile (s. 1.9) and the existing park (s. 2.2 above) are as follows.

**Playground**

- 3.2. The playground has clearly been revitalised and provides for diversity of use, users, age groups, and abilities. This is expected to activate the space. Diverse opportunities for recreation also helps to minimise vandalism caused by young adults who resent being excluded when other age groups are unduly favoured over them. In this regard it helps that there are other passive and active recreational opportunities on the promenade and the skate park in Waitangi Park nearby.
- 3.3. Generous spacing between items of equipment helps to make the playground park more legible and help clarify the purpose and intentions of the people seen to occupy it.
- 3.4. Like the present playground, it is expected the new playground and its equipment will be challenged by unintended and overloaded use - and should be designed with this in mind in the interests of maintaining a high degree of appearance retention and sustainable use. Nothing invites further damage than unrepaired existing damage.
- 3.5. Good utilisation and sustained supervision of the playground - and the seeking of help if necessary, can be promoted by ensuring care givers are well provided for, that is - friendly seating, shelter from excessive wind and sun. A small kiosk with toilets proposed for the adjoining southern end of the TSB Arena building (where the amphitheatre used to be) will be of benefit to playground users and encourage occupancy and supervision.
- 3.6. Consideration needs to be given to the furniture and equipment in playground settings known to be vulnerable to arson - particularly plastic slides with exposed undersides, and any readily *accessible* cavities under combustible furniture such as bleachers and seating or decking in the ship's bridge/prow.
- 3.7. The playground has new feature lighting and will be well lit. Consideration could be given to controlling lighting such that:
- lighting of the main circulation paths around the playground is at all times kept at the same level after dark as is currently the case throughout the waterfront;
  - lighting within the playground is dimmed from its design level after 10:00 pm or at any other such time it would not be reasonable to expect the playground in 'sleep mode' to be used in a bona fide way;
  - when the playground is entered after hours, lighting is restored if not elevated to draw attention to a possibly unwanted or unusual use of the playground - notably in the prow of the ship, and the top of the lighthouse slide. Such lighting might also be beneficial for triggering and assisting any future CCTV coverage, e.g. at the southern end of the Arena.

The proposed new pole lighting could well use dimmable LED luminaires to achieve this.

Care will be taken to ensure feature lighting is selected and subsequently adjusted post-installation to ensure the playground remains legible to occupancy after hours (note all the vertical elements in the image) and to eliminate blinding glare.

- 3.8. The feature lit lighthouse remains as one of a number of useful wayfinding markers along with the bascule bridge, Hikitea floating crane, Kupe statue, Kumutoto bridge gantry and the red Falcon Shoal Buoy.
- 3.9. The injury prevention safety aspects of the playground have not been included in this CPTED review. It is understood these aspects have been incorporated in the design and will be audited by others - and will include attention to things such as:
  - surface treatments;
  - protection from falling, becoming caught, tripping, etc.;
  - handrails and easily legible [ideally partly luminous] non-slip stair/step nosings;
  - age appropriate use controls (spacing of ladder rungs, etc.);
 and the like in accordance with the applicable standards<sup>5</sup> and as broadly referenced in the project documentation.

### ***Harbour Lawn***

- 3.10. The harbour lawn constitutes a large open space between the southern edge of the playground and northern edge of the Chinese Garden.
- 3.11. From the CPTED point of view the proposed design of the harbour lawn has some key advantages over the present space. With the removal of the existing high eastern wall, this part of the harbour promenade no longer seems, nor is, visually isolated. The promenade will now be clearly visible from the harbour lawn and from Jervois Quay.
- 3.12. The lawn itself and the new, level transverse harbour-to-city pathways now provide exit choices from the harbour promenade should pedestrians see potentially risky circumstances ahead that they would want to avoid.
- 3.13. The simple large capacity, essentially level open space maximises flexibility of use which helps with its activation. Proposed seating around the edges will help to intensify use of the area.

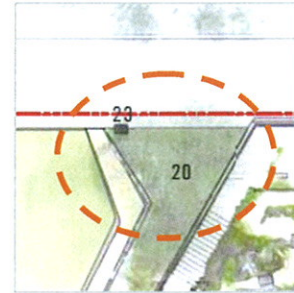
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<sup>5</sup> such as NZS 5828:2004 Playground equipment and surfacing. SNZ HB 5828:2 2006 Supervised early childhood facilities – playground equipment and surfacing handbook. Building Act.1991.



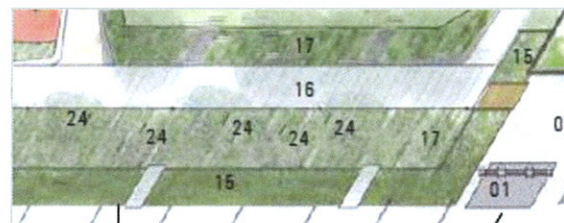
### ***The Grove***

- 3.14. The Grove [20] is set back from the harbour promenade between the Harbour Lawn and the Chinese Gardens.
- 3.15. The Grove is defined by the wall of the Chinese gardens to the south, the pathway to the north promenade to the east.
- The planting plan and exact locations of any adjoining seating will need to be carefully designed so deter unwanted uses in this area.



### ***Memorial plaques***

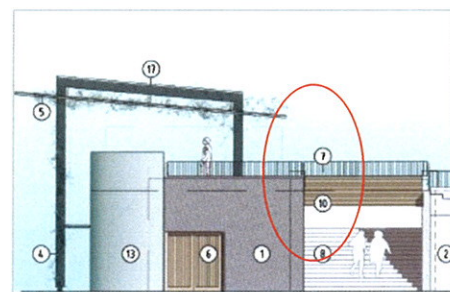
- 3.16. Memorial plaques [24] will be relocated to the edge between the coastal garden [17] and the park promenade [16]. In this location they are more open to view and less susceptible to theft and vandalism than in their former location along the sea wall.
- 3.17. Note that bronze plaques are highly vulnerable to theft for scrap metal and should be fixed very securely to their mounts - wherever and however they will finally be displayed.



### ***City Lawn and pavilion***

- 3.18. The City Lawn is more likely to be activated than the present location is at present given the new grand steps to the lagoon, the stronger city-side link and in particular the Pavilion/canopy. These are seen as highly positive CPTED elements. The Terrace Steps are sufficiently wide to so as to feel safe to use even if people are sitting on them.
- 3.19. The existing steps [8] between the promenade and the upper lawn in the southeast corner feel risky and unpleasant to use - particularly at night. This mainly because it is difficult to see ahead from either side. Moreover the stair enclosure is confining, the stairs and surrounding surfaces are poorly lit, and the surfaces are dark and tough. The bulky handrail which no longer meets code will be replaced.

It is understood the handrails [7] will be upgraded. The steps will be lit better at night ideally with wall washing light, possibly from the new bridge [10] above. The steps are an important element of an important corner of the park that is being strengthened by the proposed Te Tirohanga and the Pavilion.



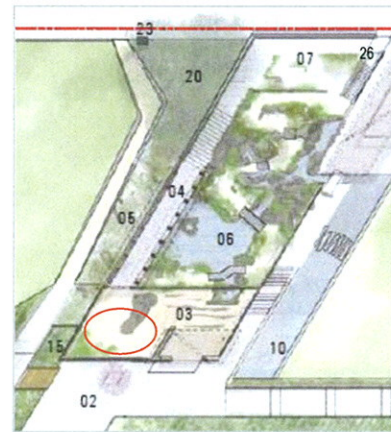


### ***Chinese gardens***

- 3.20. The Chinese Gardens are an important feature of the redevelopment. The thoughtful design incorporates a layout and materials to tell a story. It has special unique themes and interconnected internal chambers.
- 3.21. As foreshadowed earlier (in Section.1.9) there are credible but manageable risks associated with the location of the gardens on the waterfront. There are also certain inherent, essential, and therefore largely unavoidable aspects of the design of the gardens which create CPTED challenges. These challenges relate to the safety of people in and around the vicinity afterhours as well as the protection of the gardens themselves from damage and abuse.

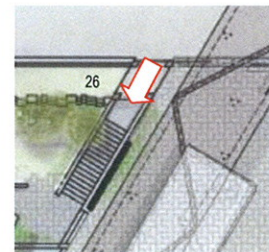
3.22. The main CPTED considerations are:

- a The hidden space [circled] behind the two metre high wall at the entrance [03] off the city side pedestrian link [02]. This has the potential as an entrapment space and risks being soiled;
- b The ornate walls, fine screens and imported materials that are vulnerable to damage, particularly during the problematic hours after dark, as mentioned previously. It is expected that the special materials and finishes will largely be respected and cared for by members of the public - however it is also expected that wilful damage will occur, as has happened to Writers' Walk panels;
- c The chambers [06], [07], which of necessity need to be secluded and isolated from the external environment in the park. These human-scale 'outdoor rooms' are a potential congregation point for antisocial purposes, as has been experienced in similar contexts, elsewhere on the waterfront and in the region. Antisocial behaviours include general disorderly conduct, prostitution, drinking, drug dealing and soiling. The chambers also risk being damaged through unintentional use, and being abused deliberately in various disrespectful ways;
- d When the Pavilion is open, it has the potential to provide useful activation and a source of passive supervision for the gardens. The Pavilion can be secured after hours simply by closing it up;
- e The gardens are also directly accessed from the Pavilion and the upper terrace;
- f In addition to the main entrance off the city link pedestrian pathway [02], there is also a secondary entrance in the southwest corner of the garden



[26]. This provides access to and from the harbour promenade. The CPTED issue with this, is that it is impossible to determine whether the pathways within the gardens and its associated entrances are primarily being used for the purposes of enjoying the gardens - or whether the gardens are merely being used as a short cut. Such examples of a lack of 'clarity of purpose' make spaces of this nature vulnerable to crime and abuse under pretext of ambiguous uses.

- g The eastern entrance and stairway to the gardens has the same potential to feel and be risky as the above-mentioned existing staircase in the southeast corner of the park. Again, it is recommended that this entrance too, be subjected to careful detailed design consideration.



- h Perimeter walls and screens of various heights are used to define and control the boundaries to the gardens and direct people to the intended entrances. This is achieved by a series of open but visually limiting screens around the edges. These devices are also necessary for the gardens to have an internal focus and be thematically contained.

3.23. In response to the above mentioned anticipated security issues, drawing LA-RC 1-03 "Chinese Garden security" states that:

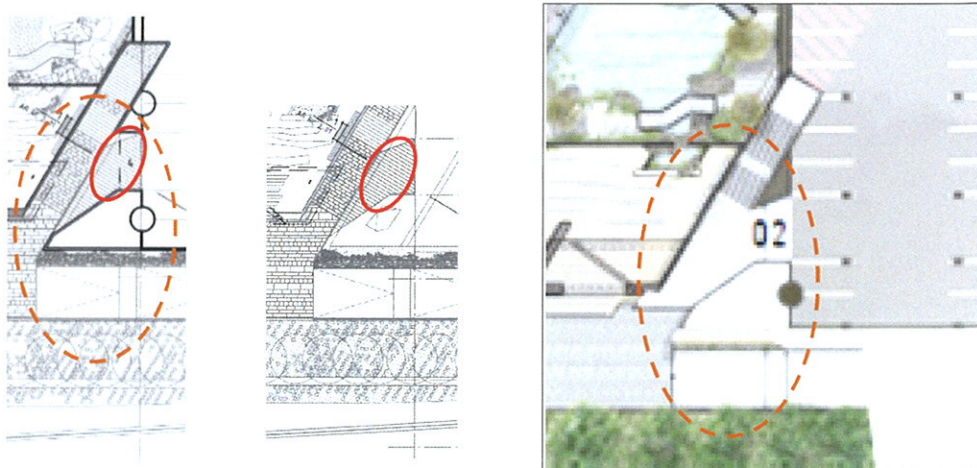
- a the Chinese Garden area will be locked at night. This proposal is very much endorsed. There is no reason why the gardens need to be visited late at night or used as a shortcut given other reasonable alternatives. There are precedents for securing vulnerable city amenities after hours;
- b there are gates at both entries for locking off the gardens at night;
- c at the promenade end, the gates will be flush with the eastern wall so as to eliminate an unwanted, potentially risky recess.
- d to allow the line between the Pavilion and the gardens to be secured after hours, there will be combination of fixed transparent screens, sliding panel gates at the eastern end - and a barrier formed by the water feature, edged with rocks, at the western end.
- e in consultation with the Council, a lighting strategy has been developed whereby it is proposed that there will be low level / feature lighting for the Chinese garden until 11 o'clock; with motion sensor activated lighting thereafter;
- f the Council are also considering the possibility of CCTV coverage on nearby light columns for the entries to the Chinese Gardens and the park entry and exit point near the playground. This will be considered further in collaboration with the Council during detailed design.



***Underground car park entrance***

- 3.24. Aside from changes to the northern entrance there are no changes proposed for the existing car park under the city lawn.
- 3.25. There is a small space where the stairs to the upper terrace, and the northern pedestrian and vehicular entrances [02] into the car park converge behind the south wall of the Chinese Garden's entry courtyard. The area around the proposed revised entrance is potentially problematic for pedestrian safety and preserving good standards of amenity. It could well be used for gathering, drinking and soiling as similar informal outdoor rooms on the Waterfront have suffered in the past.

While the approach to the stairs and the pedestrian entrance to the car park are partly viewable from the Quay, there is a significant area which is hidden from view because of the western edge of the car park building.



- 3.26. Potential ways to mitigate the risk of misuse and mistreatment are through the use of high levels of lighting, quality materials, and conspicuous CCTV coverage - however these approaches are very much secondary and inferior to *building design* solutions. The preference would be to explore mitigations during detailed design. These could include consideration of ways of expanding the space near the pedestrian entrance to the car park, and attempting to open it up to view from the Quay - for example, by replacing the low wall with a column (if possible given the constraints of the existing building).

***Lighting***

- 3.27. Lighting has been commented on above in relation to the specific main elements of the redevelopment. While proposed lighting levels have been considered for this CPTED Statement, luminaire and pole details of the lighting have not been examined for conformance with Waterfront Wellington City Council's lighting strategy and guidelines.

- 3.28. Aside from dealing with required levels of illuminance and light quality such as light pollution and avoiding glare to satisfy CPTED, IPTED<sup>6</sup> and Accessibility objectives, there are additional considerations regarding how certain nominated types and styles of luminaires are used for legibility, wayfinding, and continuity of luminaires used for specific purposes on the overall Waterfront<sup>7</sup>.

#### ***Wayfinding***

- 3.29. Wayfinding is an important CPTED factor mostly for visitors and tourists to the City. It is expected the same types of signs that have already been established throughout the completed sections of the waterfront would be used within the Project Area to maintain continuity and legibility.

#### ***Detailed design***

- 3.30. Subject to resource consent, it is Waterfront Wellington's intention that CPTED principles will continue to be embedded at increasing levels of detail corresponding to the detailed design process, construction, and fine tuning upon completion.

## **4. DISCUSSION**

### ***Summary***

- 4.1. In summary the safety and security of the proposed landscape redevelopment in Frank Kitts Park is very sensitive to the public realm that it is contained within, and in particular the fact the park is influenced by the late night bar and restaurant economy located on its fringe.
- 4.2. The redeveloped playground, Harbour Lawn, City Lawn and new southern steps to the Lagoon are assessed as likely to make a positive contribution to the safety and security of the park overall and to be an improvement on the existing, pre-development areas.
- 4.3. The Chinese Garden of its nature is perhaps the most screened, fragile and vulnerable amenity on a very public waterfront. It has no transitional controllable buffer spaces around it, such as may occur when special gardens of this sort are contained within a securable park. The combination of its detachment from the City, screening from its immediate external environs, the through route, a series of 'private' chambers, and vulnerable materials and finishes - all of which are the very purposeful essence of the garden - make the garden itself vulnerable to occasional disrespectful, unintended, disorderly use and damage, and conceivably place vulnerable members of the public at risk when the gardens are lightly occupied.

<sup>6</sup> Injury Protection Through Environmental Design – conceptually linked to the [NZ] "Injury Prevention Strategy". ACC 2003.

<sup>7</sup> Some of these considerations are contained within the WCC 'Waterfront Lighting Strategy'. Design Coalition. 2009.



- 4.4. The intention to lock off the gardens afterhours will go some way to mitigating risks to the public and to the gardens themselves. The different types of perimeter walls and gates which allow the gardens to be locked off afterhours have but a nominal access security function. They can be breached with some unusual effort, but importantly, the perimeter screens and walls help to signal precursor behaviour with negative intent. Under these circumstances, the emphasis should be less on preventing *determined* breaches of the perimeter afterhours than *promptly detecting and intervening* when clear breaches of perimeter security appear to occur.

#### ***Recommendations***

- 4.5. Accepting the location and context of the Chinese Gardens on the waterfront along with the essential design elements as givens, it is recommended that consideration be given to the following - which I understand is already being thought about, if not being planned by Waterfront Wellington:
- a how the gardens will be operated and managed to assure they are not used for unintended purposes;
  - b locking and unlocking regimes;
  - c detecting incursions after the gardens are locked, e.g. by use of discreet motion activated and monitored CCTV cameras;
  - d how detected incidents will be responded to promptly;
  - e sustainable appearance retention of vulnerable finishes and materials;
  - f reviewing the detailed design of the perimeter walls and screens with the objective of making them less easily breached while at the same time balancing the need for visual transparency and thematic objectives;
- 4.6. During the detailed design stage it is recommended the following areas be reviewed to make them safer and feel safer:
- a the stairs off the promenade to the upper terrace and Pavilion, in the southwest corner;
  - b northern entry to the underground car park entry.

#### ***CPTED Statement***


- 4.7. Having visited the Project Area, discussed the proposed redevelopment with Wraight and Associates Limited and Athfield Architects, and reviewed the drawings<sup>8</sup> for the purposes of preparing this CPTED Statement, it is Stoks Limited's view the proposed design for the landscape redevelopment for Frank Kitts Park has taken CPTED matters well into account. With the recommendations made above, the design, on this site, will satisfy CPTED factors that apply at the level of design detail required in documents for Resource Consent.

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<sup>8</sup> At February and April 2016

- 4.8. The Frank Kitts Park redevelopment design appears to respond to the following principal mandates for CPTED:
- a New Zealand Urban Design Protocol.  
*Design quality - ensuring design is environmentally sustainable, safe and healthy.*
  - b WCC Public Space Design Policy.  
*Objective 7. for high quality spaces; for the enhancement of safety by incorporating CPTED principles and methods, plus joint use of space by vehicles and pedestrians safely [IPTED] and efficiently*
  - c Wellington District Plan. Qualities and Values, Q3 "Healthy/Safe City" - *enabling people to feel safe as well as comfortable. and "Guidelines for Design Against Crime".*
  - d WCC Footpath Management Policy.
  - e WCC "Walking Policy"  
*Objective 2; Policy 2.3.*
  - f Ministry of Justice (2007). The seven qualities of safer spaces set out in the *"Crime Prevention Through Environmental Design - Draft New Zealand Guidelines"*.

**STOKS LIMITED**



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Director

22 April 2016.

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