

Future Accommodation Strategy at Parliamentary Precinct

Crime Prevention through Environmental Design Assessment
Prepared for Parliamentary Services on behalf of His Majesty the King

September 2022





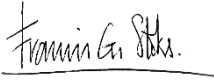


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Bibliographic reference for citation:

Boffa Miskell Limited 2022. *Future Accommodation Strategy at Parliamentary Precinct: Crime Prevention through Environmental Design Assessment*. Report prepared by Boffa Miskell Limited for Parliamentary Services on behalf of His Majesty the King.

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Status: Final	Revision / version: 7	Issue date: September 2022

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Executive Summary

Boffa Miskell along with Frank Stoks have been engaged by Parliamentary Services as independent Crime Prevention through Environmental Design (CPTED) Practitioners for the project. This includes preparing a CPTED Assessment in support of the Resource Consent application. In summary, the proposed development includes:

- A 6-storey 'Museum Street Building' providing office accommodation and located directly west of Parliament House, connected via a Link Bridge, and including a ground floor east-west link through the lobby.
- A 3-storey 'Ballantrae Place Building' for plant and servicing accessed from Ballantrae Place.
- Extension to the basement and simplification of access to this underground network via the ramp adjacent to the Ballantrae Place Building.
- Landscape and pedestrian work to the west of the Executive Wing and Parliament House.

Feedback has been provided to the design team throughout the Concept and Preliminary Design phases to promote good CPTED outcomes for the project. In arriving at the design outlined in the Resource Consent Application drawings, a number of significant changes to the design have resulted. These changes sought to address existing CPTED 'receiving environment' issues and future proof the design in the interests of the Precinct being safe for staff and the public in the future.

The proposal will provide significant new office accommodation for staff within the western part of the Parliamentary Precinct as well as providing the required accommodation within the Precinct. The proposal addresses many of the operational and servicing challenges which currently pose security risks, largely by significantly reducing vehicular access into the Precinct in favour of a more restricted and secure underground vehicular network. This will change the way people access and move around the Precinct, with a greater focus towards more active (and sustainable) modes of transport in the future. The reduction of vehicles on-site allows more space for the development of a high-quality pedestrian environment which will positively contribute to the well-being and safety of staff by promoting use, activation and surveillance.

Throughout the design process consideration has been given to the Precinct at the master planning scale to optimise land uses and circulation within the Precinct. It is acknowledged that there is an existing pedestrian desire-line across the Precinct in an east-west direction, which will become more popular with the development of the Bowen Campus adjacent. The design has responded to this with the introduction of the Museum Street Building lobby space which will encourage and enable pedestrian movement through the ground level of the building in the east-west direction. Site legibility is an important CPTED consideration with a clear and logical layout allowing instinctive navigation around the Precinct. If places are easy to navigate this makes people feel comfortable, and results in more positive social behaviour.

The proposal includes significant landscape improvements to the western area of the Precinct, with surface car parking replaced with a high-quality, pedestrian focused public realm. The landscape proposal will create a 'campus' setting extending the 'civic' environment established at the front (east) of Parliament House across the wider Precinct. This will result in a significant improvement to the environmental quality of the Precinct. Again, this will result in more positive

social behaviours, and make antisocial behaviour more conspicuous, both to deter it and to assist with supervision.

The upper car park accessed from Ballantrae Place was identified in the 'receiving environment' investigations as posing CPTED risks. The introduction of the Ballantrae Place and Museum Street Buildings provide additional surveillance towards the car park. This combined with landscape improvements (thinning and reducing the depth of vegetation) and the proposed new high-quality pedestrian links towards Hill Street will minimise CPTED risks in this area. Management of how staff access this car park at night is recommended for those working after dark.

The proposed stairway towards the Upper Car Park from the end of Museum Street will be a high-quality environment promoting good levels of surveillance and encouraging movement up towards Hill Street. As outlined above, the 'receiving environment' investigations highlighted CPTED risks around the pedestrian ramp to Hill Street. The newly introduced high-quality stairs terminates, with people forced to continue to Hill Street using a route with a lesser quality, and this raises CPTED risks which are intended to be resolved in other Parliamentary Services lead projects.

The pedestrian link around the north of the proposed Museum Street Building also poses CPTED risks due to the potential for entrapment and lack of surveillance. Alternative routes for staff are possible outside of office hours, however this is not the case for members of the public moving east-west across the Precinct. Residual CPTED risks are considered acceptable given the high-levels of management within the Precinct.

Overall, the proposal positively aligns with the key principles outlined in the National Guidelines for CPTED in that:

- The proposal will introduce a high-quality public realm environment into a currently under-utilised part of the Precinct.
- The introduction of additional staff into the Precinct, including more people on the Bowen Campus, will activate the space and provide greater surveillance day and night. This combined with a high-quality low risk environment, will contribute substantially to its safety.

In conclusion, the proposed design is supported from a CPTED perspective provided conditions of consent are included to address residual issues. These include conditions relating to lighting design, night-time site management and safety improvements to the stairs to Hill Street (noting that changes to the Hill Street stairs are currently out of scope).

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1.0 Introduction and Background

1.1 Introduction and Scope

Boffa Miskell in collaboration with Frank Stoks have been engaged by Parliamentary Services to provide Crime Prevention Through Environmental Design (CPTED) advice in relation to a proposal for new office accommodation at Parliament. This has involved providing feedback to the design team lead by Studio Pacific Architecture and preparing this CPTED assessment in support of the Resource Consent application.

The proposal includes the construction of two new buildings within the Parliamentary Precinct, adjacent to Parliament House and The Executive Wing and changes to access and the external realm.

The structure of this CPTED report includes:

- An overview of the approach to the assessment and background to CPTED;
- Analysis of the 'receiving environment' for the project, including the wider context, assessment of the crime profile, engagement with the Parliament Security team, and a summary of the key CPTED findings;
- An overview of the proposal relevant to CPTED;
- Identification of the key CPTED issues resulting from the proposal in the context of the National CPTED Guidelines; and
- CPTED conclusions and recommended conditions of consent for improving safety for all users associated with the project.

This report does not assess IPTED (Injury Prevention through Environmental Design) or traditional security measures within this project. However, these are considered broadly in the context of CPTED. The project includes an independent Security consultant and the various CPTED issues have been discussed with them.

1.2 Approach to Assessment

The approach to undertaking this CPTED assessment has included the following:

- Familiarisation with the Precinct and proposal, including a desktop review of relevant background reports and the Bowen Precinct development and consideration of police data and crime statistics.
- A briefing with members of the design team including Studio Pacific Architecture, Project Manager and Planner to understand the background to the project.
- Meetings with Parliamentary Services Security Team as a key stakeholder.
- Coordination with Graham McIndoe in relation to Urban Design matters.
- Day and night-time site visits and preparation of a commentary on the 'receiving environment' and any relevant observations and considerations pertaining to the project.
- Preparation of a Safety Map to highlight areas of risk relevant to the project.

- Providing feedback on CPTED issues at the Concept and Preliminary Design packages to promote good practice CPTED outcomes. This process resulted in a number of changes to the design to address the issues arising from the existing 'receiving environment' and to assist with future proofing the design with the objective of making the Precinct feel safe and be safe for staff and the public in the future.
- Review of the 100% Preliminary Design package (Resource Consent drawings) against the four high-level National CPTED principles and identification of recommended CPTED conditions of consent for improving safety for all users associated with the project.

This assessment is based on a review of the following Resource Consent drawings set:

- Future Accommodation Strategy (FAS) Architectural Drawings for Resource Consent.
- Design Statement for the Future Accommodation Strategy.

1.3 Background to CPTED and Assessment Criteria

1.3.1 CPTED National Guidelines

Crime Prevention through Environmental Design (CPTED) has emerged as one of the most commonly used and currently effective approaches to reducing opportunities for crime. Research shows that crime and the fear of crime can be significantly reduced by implementing appropriate environmental design strategies in the community. The way we design our urban spaces can significantly influence the opportunities for crime and level of fear which users may feel.

The National Guidelines for CPTED (2005), prepared by the Ministry of Justice, explains that CPTED: *"is a crime prevention philosophy based on proper design and effective use of the build environment leading to a reduction in the incidence and fear of crime, as well as an improvement in the quality of life."* As such, CPTED is an important tool in managing the physical environment and is directly applicable to the security, Site constraints and challenges that affect the Site.

This review has been prepared in the context of the four key principles considered within CPTED as outlined by the National Guidelines:

1. **Surveillance** - people are present and can see what is going on.
2. **Access Management** - methods are used to attract people and vehicles to some places and restrict them from others.
3. **Territorial Reinforcement** - clear boundaries encourage community 'ownership' of the space.
4. **Quality Environments** - good quality well maintained spaces that attract people and support surveillance.

The National Guidelines also define seven qualities that characterise well designed, safer places. These qualities broaden the view of CPTED to include additional factors which result in both good CPTED outcomes and a 'high-quality urban design'. These additional CPTED qualities include:

1. **Access: Safe Movement and Connections** - places with well-defined routes, spaces and entrances that provide for convenient and safe movement without compromising security.
2. **Surveillance and Sightlines: See and be Seen** - places where all publicly accessible spaces are overlooked, and clear sightlines and good lighting provide maximum visibility.
3. **Layout: Clear and Logical Orientation** - places laid out to discourage crime, enhance perception of safety and help orientation and wayfinding.
4. **Activity Mix: Eyes on the Street** - places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times by promoting a compatible mix of uses and increased use of public spaces.
5. **Sense of Ownership: Showing a Space is Cared For** - Places that promote a sense of ownership, respect, territorial responsibility and community.
6. **Quality Environments: Well Designed, Managed and Maintained Environments** - places that provide a quality environment and are designed with management and maintenance in mind to discourage crime and promote community safety in the present and future.
7. **Physical Protection: Using Active Security Measures** - places that include necessary, well designed security features and elements.

1.3.2 New Zealand Urban Design Protocol

The Protocol provides a platform to make NZ towns and cities more successful through quality urban design and introduces seven essential design qualities that together create quality urban design. It outlines that quality urban design amongst other things:

“adds social, environmental and cultural benefits by creating well connected, inclusive and accessible places, and by delivering the mix of houses, uses and facilities that we need. It can enhance safety, reduce crime and fear of crime and enhance energy efficiency. Quality urban design can provide us with more and better opportunities for physical activity, resulting in improved physical and social wellbeing.” (emphasis added)

1.3.3 Wellington City District Plan

There are no specific provisions in the District Plan relating directly to CPTED. However, there are a number of references to ‘safety’ in various policy documents, many of which directly reflect CPTED best-practice. These include:

- WCC Walking Policy
- WCC Footpath Management Policy
- WCC Urban Design Strategy

The Wellington Central Area Design Guide (2012) included in the District Plan refers to CPTED. This aligns with the National Guidelines for CPTED (2005) which this project has been assessed against.

The Pōneke Promise¹ is a partnership project involving Wellington City Council, Greater Wellington Regional Council, the City's hospitality industry, retailers, and the Police. This project acknowledges that Wellington is experiencing some social and safety issues currently. Amongst many things, this project seeks to address safety within the City.

2.0 Receiving Environment

From a CPTED perspective the 'receiving environment' refers to the project Site and the surrounding context, including physical attributes and behavioural patterns. An assessment of the receiving environment is useful for identifying the perceived and actual safety of a Site and understanding how these may be addressed when planning and undertaking the design component of a development proposal.

2.1 The Site and Context

The Parliamentary Precinct in which the proposal is located is bound by Bowen Street, Molesworth Street and Hill Street. The western edge of the Precinct adjoins the Bowen Campus Development, which includes a range of Government Departments (including the NZ Defence Force) and private office developments which are currently under construction.

The proposal includes development located to the west of Parliament House and the Executive Wing and will introduce significant change to a part of the Precinct which is currently used for surface car parking.

The Parliamentary Precinct is located in the northern part of the Wellington CBD at the northern end of The Terrace. The character of the surrounding area is predominantly large office blocks to the south, east and north. These buildings are dominated by significant presence of Government Departments and other large institutions (such as Victoria University). To the west of the Bowen Campus, on the western side of the Motorway is the residential suburb of Thorndon. To the North of the Precinct there is residential areas dispersed amongst commercial premises (for example, Consulates).

¹ *Projects - The Pōneke Promise - Wellington City Council*

Future Accommodation Strategy
Proposed Site Plan - West

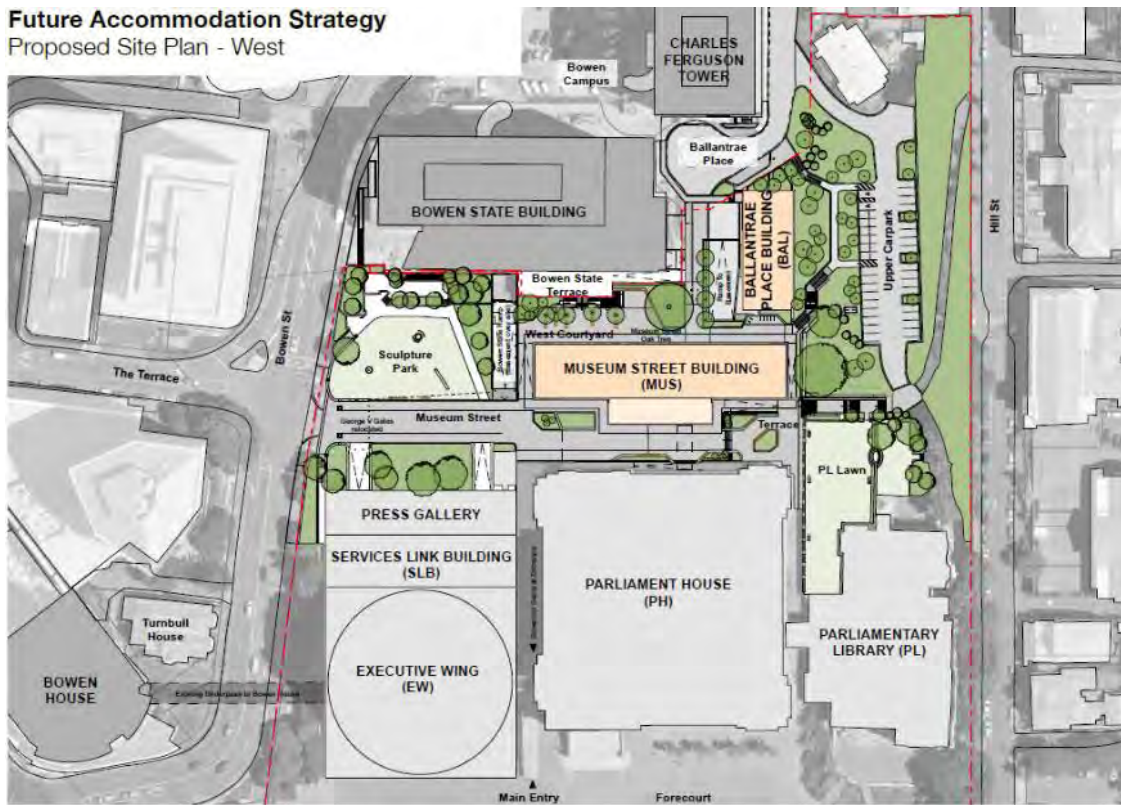


Figure 1: Parliamentary Precinct Site (source: Studio Pacific Architecture)

Public transport is well located in close proximity to the Precinct, with the Wellington Train Station and major bus transfer points nearby and within walking distance (refer to Figure 2).

The Precinct itself currently has two distinct characters very much establishing a ‘front’ and ‘back’ to the Precinct. The eastern part of Precinct is grand and civic in character with wide generous lawns and a concourse into the main buildings. To the west (where the proposal is developed) has a formal heritage entrance at Museum Street, however the rest of this area is dominated by car parking and large vegetated areas.

The Precinct is in use most of the day and with staff working extended hours into the evenings. When Parliament is sitting the Precinct is much busier with media in attendance, more staff present and often the general public visiting. The Precinct is also utilised by people travelling to and from work in the context, by people walking their dogs and those spending time in the grounds and as such the Precinct acts somewhat as a recreation location for the neighbourhood. Well-established pedestrian routes exist throughout the Precinct, and these are indicated on Figure 2 in orange.

Vehicular access to the upper car park via a driveway is reduced by the proposal, with much of the car parking reserved for service purposes. The large surface car park area is accessed via Ballantrae Place, and access to the Basement and more surface car parking is via Museum Street. Vehicular access to the Precinct is currently controlled by barriers, however many unscreened vehicles are given access onto the Precinct (including the main concourse and existing loading dock in the Executive Wing which does not have swipe card, bollards, etc). Swipe card access and security staff control the barriers currently.



Figure 2: Parliamentary Precinct Site with public transport links (Source: Boffa Miskell)

2.2 Crime Profile

2.2.1 Review of Crime Data

A review of the Intelligence Data on the NZ Police website, in relation to 'Calls for Service' (CFS) to the area surrounding the Precinct has been undertaken for the whole of 2019². The Police data is broken into 'Meshblocks'. The findings relating to CPTED specific to each 'Meshblocks' (as indicated in Figure 3) are summarised in the following table:

Meshblock Location	Crime Data Summary
North of the Site (Meshblocks 1 to 4)	<ul style="list-style-type: none"> • Low rates of crime for a City-fringe location. • All incidences were theft related and totalled 9 incidences. Car related theft appeared to be an issue.
East of the Site (Meshblocks 5 to 6)	<ul style="list-style-type: none"> • Rates of crime which are to be expected for a City location. • 14 incidences reported, 8 of which were theft related and four of these were of a serious nature (violent assault and aggravated robbery). • This area has a higher likelihood of people experiencing anti-social behaviour at night. Given that these could align with the route to the Train Station, this could be problematic.
South and west of the Site (Meshblocks 7 to 9)	<ul style="list-style-type: none"> • Rates of crime which are to be expected for a City location. • 34 Incidence reported, all of which were theft related except for 3 incidences of common assault and 2 incidences of sexual assault. • The more serious incidences were recorded around The Terrace.

² 2019 was reviewed to avoid the impact of Covid 19 on Crime Data.

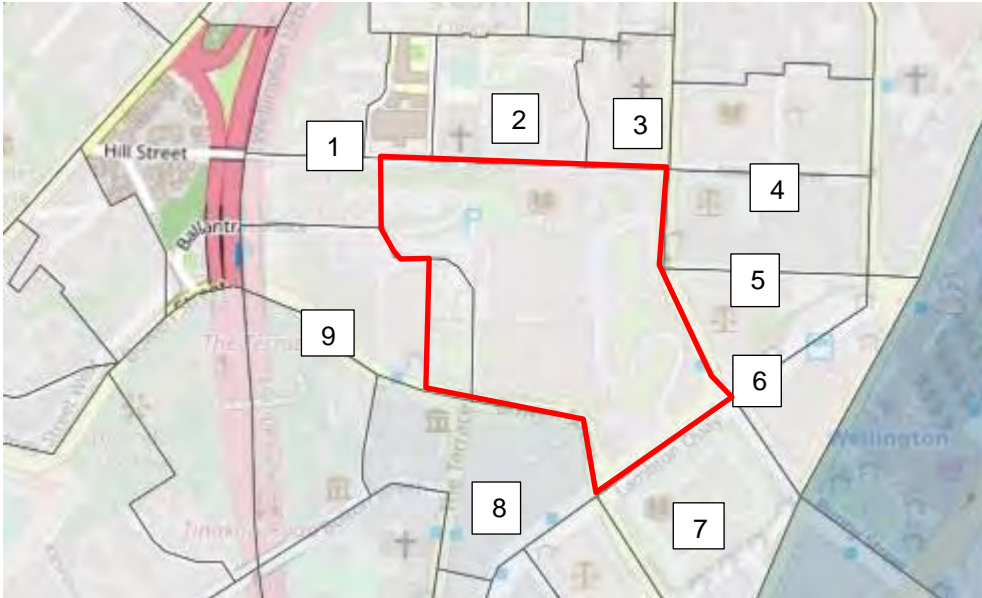


Figure 3: New Zealand Police Meshblock locations plan (source: Intelligence Data on the NZ Police website³)

The Police Data recorded three incidences on the project Site, two of these were common assault and the other was theft related. Due to the privately managed nature of the Precinct (by Parliamentary Services), the Police Data will not be an accurate reflection of the Crime picture for the Parliamentary Precinct. Further data from the Parliamentary Precinct Security Team is outlined in *Section 2.2.2* of this report.

2.2.2 Parliament Crime Data

A Security Insights Report has been provided in confidence by the Parliamentary Services Security Team⁴. Some of these incidences are reported to Police, however most issues are dealt with on-site by the Security Team. The findings of this report cannot be discussed in detail, however the following high-level key security themes which are relevant to CPTED are summarised as follows:

- The majority of incidences on the Precinct can be classed as ‘concerning behaviour’ and include behaviour which the Security Team would investigate further.
- There are a number of incidences which can be classed as ‘minor offences’ or ‘threatening behaviour’ requiring the attention of the Security Team.
- ‘Suicidal’ behaviour is a relatively common occurrence (every few weeks).
- Less common but potentially serious are ‘bomb threats’ and ‘unexpected protests’.

2.2.3 Meeting with Parliament Security Team

A meeting was held on 10 June 2021 with the Parliamentary Precinct Security Team to discuss the Precinct and context, and the security considerations and issues they face working within

³ <https://www.police.govt.nz/about-us/publications-statistics/data-and-statistics/policedatanz/victimisation-time-and-place>

⁴ This summary does not include threats from off-Site sources (telecommunication, internet etc).

the Precinct. The key themes discussed are reflected in the *Summary of the Receiving Environment*, section **2.3**.

All of these themes have specific implications that call for certain variations and emphasis in CPTED for the Precinct compared with other urban public spaces.

2.2.4 Site Visits

A day-time site visit was carried out on 3rd June 2021 between 3.30pm and 5.00pm, with a night-time site visit undertaken on that same day between 8.00pm and 9.00pm. The weather was fine, and temperatures were approximately 15 degrees during the day and 7 degrees in the evening.

There was pedestrian and traffic activity as expected of a weekday during winter. Parliament had been sitting on this particular day and there were clearly a number of staff working late. The city blocks on the perimeter of the proposed site were visited.

The key themes/CPTED observations are reflected in the *Summary of the Receiving Environment*, in section **2.3**.

2.3 Summary of Receiving Environment Findings

Taking into consideration discussions with Parliamentary Security Team, observations from site visits and the Crime Data, the following general conclusions for the receiving environment on the Precinct are outlined below and summarised in the **CPTED Safety Map at Appendix 1**:

- The Precinct Parliamentary has significantly more serious and complex security considerations than other institutions in New Zealand, including bomb-threats and protest threats. The Precinct needs the ability to operate in critical conditions and requires the ability to 'lock-down' in times of elevated risks.
- The Precinct has a legislative requirement to allow 'access to Government' which can pose a tension which the Parliamentary Security Team need to manage. Suspicious behaviour and threatening behaviour are common on the Precinct and the team has a range of strategies and technologies to assist with managing this.
- Due to the high levels of surveillance and security presence on site, we expect that people would generally feel safe walking around the Precinct, with the exception of the upper car park because it is relatively secluded.
- The Precinct appears to have a 'front' (eastern part of the Precinct) and a 'rear' (western part of Precinct), with the environmental quality differing considerably. The eastern part of the Precinct aligning with the entrance to Parliament House and the Executive Wing has a grand and civic feeling with a very high environmental quality both day and night. The area of the Precinct to be developed currently appears as 'back of house' given it is largely utilised by surface car parking.
- The primary area of concern within the Precinct is the 'Upper Car Park'. This area has no meaningful activation due to the change in grade, distance to any buildings providing activation/surveillance and the dense vegetation which blocks views. At night this area has poor lighting and has a sense of isolation. During the day this car park still appears isolated, however it is not perceived to have safety risks during the day (based on interviews). At night-time staff perceive that it is unsafe to walk to their cars and given staff often work late this area is considered a significant CPTED risk.

- Ballantrae Place is not within the Precinct boundaries; however, this area is in close proximity to the proposal and carries significant CPTED risks and is part of the wider receiving environment which has an influence on the Precinct to which it is linked. Crime data indicates that theft is an issue in this area, potentially due to the presence of car parking and poor environmental quality resulting from the Motorway overhead. This area also has no meaningful activation or surveillance. The environmental quality and surveillance/ activation could improve with the construction and occupation of the Bowen Campus, potentially reducing CPTED risks in this area.
- The pathway connecting the Precinct to Hill Street has significant CPTED risks due to the change in grade, considerable distance to any buildings providing activation/ surveillance and the dense vegetation which blocks views. Lighting is poor at night and when pedestrians reach Hill Street, there is limited activation of the street due to the land-use activities having a daytime focus.
- The Sculpture Park has poor circulation and existing planting is suboptimal. This area also has potential for people to hide and has poor lighting at night. This area is outside the scope of this project.

3.0 The Proposal

3.1 Overview

The proposal includes the provision of additional office accommodation within the Parliamentary Precinct. Specifically, it includes the construction of two new buildings adjacent to Parliament House, new landscape and extensions to the underground car parking network as follows:

- **Museum Street Building** (referred to as MUS) – This includes a new 6-storey office building directly west of Parliament House and connected via a skybridge. It is the largest of the proposed buildings. This building provides office accommodation and includes a ground level public east-west route through the lobby. This building is connected to the Precinct basement.
- **Ballantrae Place Building** (referred to as BAL) – This includes a new 3-storey building to be used for docks/secure deliveries and plant for the Precinct and is located in the western part of the Precinct directly off Ballantrae Place. The building requires an excavation of the existing bank and nestles the building into the side of the hill. Goods will be received into an internal dock and there is a line of security within the building. Staff areas and plan are proposed on the upper level.
- **Public Realm Landscape** – This includes significant public realm surrounding the new buildings to replicate the civic environmental quality found in the eastern part of the Precinct. The landscape seeks to improve connectivity across the Precinct, environmental quality and restrict cars at grade.
- **Basement** – This includes the extension to the existing underground vehicular access and simplification of access to this underground network from Ballantrae Place adjacent to the Ballantrae Place Building. The vehicle ramp features barrier arms at the top and a double roller door at the bottom of the ramp. This will be the vehicle entrance for all staff (including Ministers) who have car parks underground.

- **Cycle Parking** – This includes provision of cycle parking and ‘end of journey’ facilities located in the basement, accessed via swipe-card controlled entry. The entrance is via Ballantrae Place however, it is anticipated cyclists will use the fastest route, including Museum and Hill Streets.
- **Servicing** – Taxis are an important part of how staff travel to and from work, particularly at night. The proposed taxi pick-up point in the western park of Precinct is near the site-wide deliveries at Ballantrae Place.

Figure 4 outlines the layout of the site and the landscape plan for the Precinct.

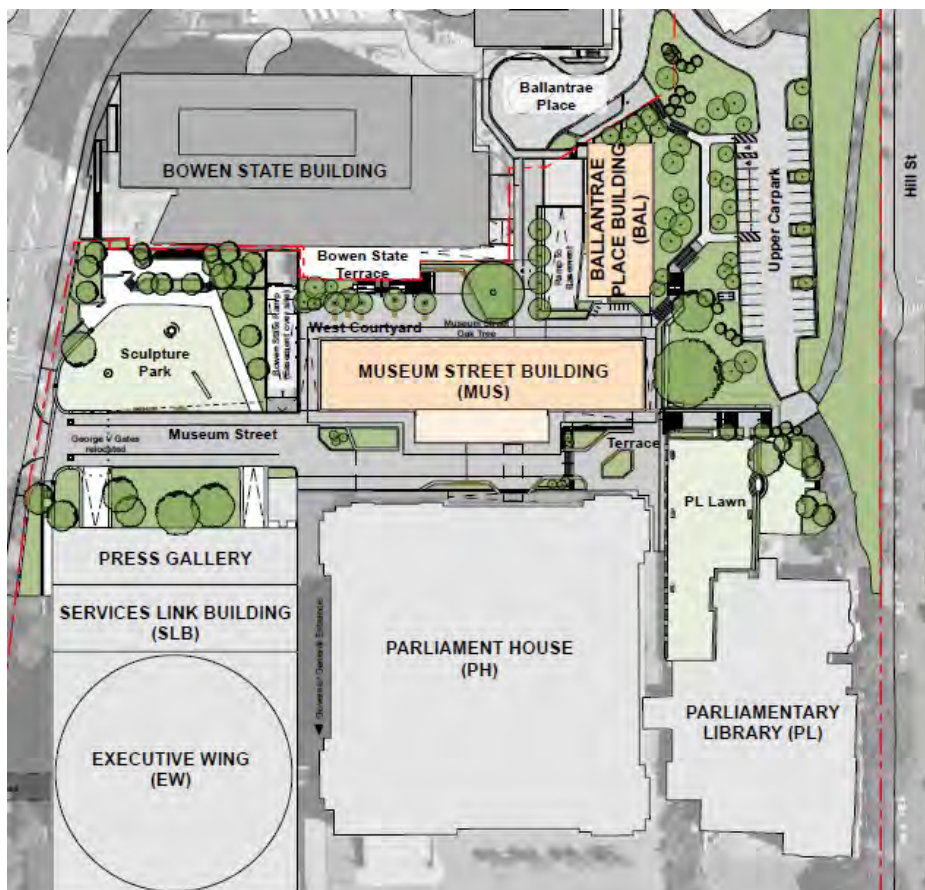


Figure 4: Parliamentary Precinct Landscape Plan (source: Studio Pacific Architects)

4.0 CPTED Assessment

4.1 High-level CPTED Considerations

4.1.1 CPTED Mandates or Policies

The New Zealand Government has a legal requirement to ‘allow public access to Government’⁵. This means that unless a security risk which would require an escalation of security, people are permitted to move freely around the open areas of the Parliamentary Precinct on foot. This legislative requirement to ‘maintain access to Government’ aligns with best-practice CPTED principles. There is naturally a tension between allowing an open/accessible environment and protecting the Precinct and buildings from security threats.

The Parliamentary Security Team aim to provide an ‘open, accessible, safe and secure’ environment⁶ and whenever possible they facilitate this. However, the Precinct also needs the capability to increase security and lock down in times where increased risks present.

The proposal includes removing access ‘at grade’ existing car parking from behind Parliament House, restricting access to Museum Street and centralising all deliveries to the Ballantrae Place Building.

Restricting vehicles at grade, removes a significant security threat for unscreened vehicles potentially bringing bombs onto the Precinct. This also has the additional benefit of allowing more space for a high-quality public realm which is accessible to all and prioritises pedestrians. The landscape strategy reinforces the ‘access for all’ principle and continues to enable movement by the public through the Precinct.

This approach supports the legislative requirement of Government and aligns with best-practice CPTED principles, by creating a high-quality public realm environment, increased activation and surveillance of the Precinct which will reduce CPTED risks and contribute to creating a safer environment.

4.1.2 Encouraging Public Transport Usage

In alignment with the restricted vehicle access and reduction in car parking on Precinct discussed above (*Section 4.1.1*) another key focus of the proposal is the encouragement to travel to/from the Precinct by public transport.

The proposal will increase the number of people working within the Precinct. This will result in an increased demand for public transport, and potentially resulting in a safer walking environment on key routes due to increased activation, surveillance and improved environmental quality within the Precinct. As noted earlier, the proposal will result in a low-quality surface car park being replaced by a high-quality landscaped environment which indicates a ‘civic’ environment.

The degree to which people feel comfortable walking to public transport will be influenced by the design of the Precinct. The proposal will achieve a higher quality environment (with amenity) than currently exists through increased surveillance and a logical/convenient layout and this will positively influence people’s perception of safety. This amenity will encourage people to pause

⁵ *Parliamentary Service Act 2000*

⁶ *Notes taken from meeting with Parliamentary Security team on 10 June 2021.*

and engage with the environment, rather than passing through quickly. Peoples' perceived safety once they leave the Precinct will also impact how likely they are to walk to public transport. Levels of sensitivity to supervision, activation and environmental quality will have a greater effect on people outside of the Precinct, due to the Precinct having a significant security presence. The levels of safety outside the Precinct are a factor which is outside of the control of this project.

4.1.3 Sitewide Pedestrian Circulation and Access

Legibility is an important CPTED consideration in enabling a clear, logical site layout and instinctive navigation. If places are easy to navigate this makes people feel comfortable, which likely results in more positive social behaviour and make antisocial behaviour more conspicuous, both to deter it and to assist with supervision.

Site investigations revealed that there is a well-established pedestrian desire line/routes across the Precinct in an east-west direction through the lane between Parliament House and the Library. The introduction of the new Bowen Campus development (indicated with blue line in *Figure 5*) will increase employees (between the Bowen Campus and Parliamentary Precinct) into the area and will reinforce the importance of this east-west route.

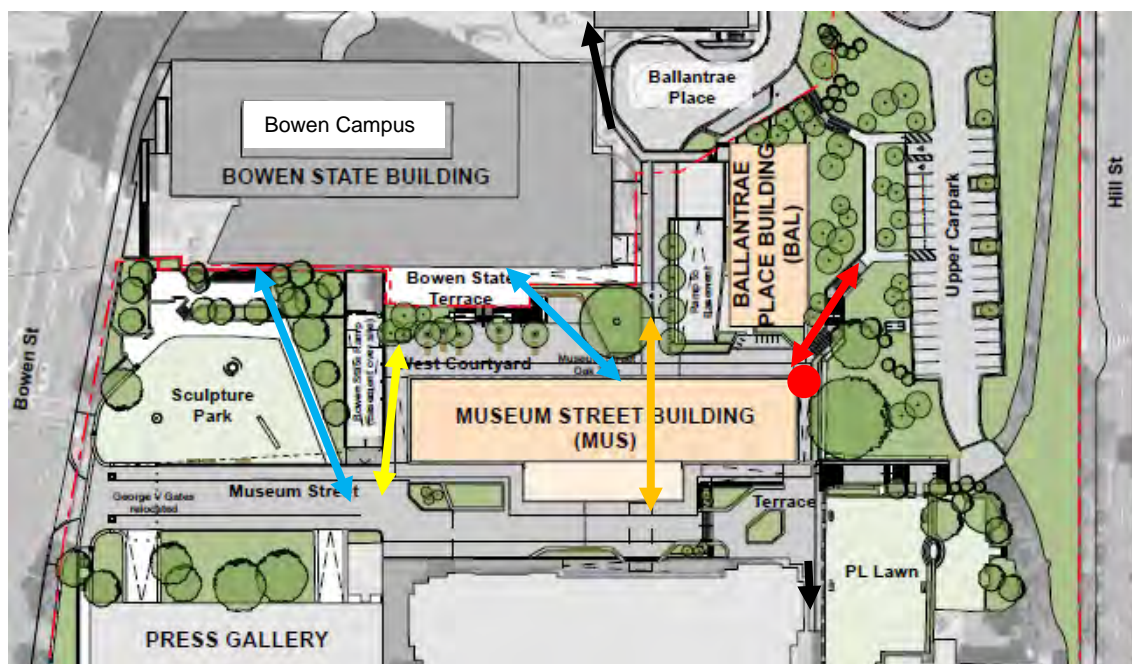


Figure 5: Future Accommodation Strategy Site Plan (source: Studio Pacific Architecture)

The proposal will promote a high-quality environment and a comprehensive and logical pedestrian network across the Precinct, which supports best-practice CPTED principles included the following:

- a) The ground floor east-west link through the Museum Street Building allows for an attractive, all-weather and direct east-west movement during extended office hours (indicated with orange arrow in *Figure 5* and shown in *Figure 6*). This link has been identified as an important existing route which is likely to significantly increase in usage with the occupation of the Bowen Campus. It is anticipated that people will primarily use this link during the day as it will provide a convenient, direct and all-weather link. The design of the lobby facing west includes a highly glazed and welcoming approach.



Figure 6: Museum Street Building West Elevation (source: Studio Pacific Architecture)

- b) The inclusion of the Western Courtyard at the western edge of the Museum Street Building creates a high-quality pedestrian plaza space with strong connections to Bowen State Building (indicated with blue arrows in *Figure 5*).
- c) Improvements to the environmental quality of the dog-leg pathway around the northern edge of the Museum Street Building (indicated with a red dot in *Figure 5*) and includes landscape treatment to the retaining walls.
- d) Inclusion of stairs up to the northern car park which are generous in width to enable an 'escape route' should someone encounter a safety concern (indicated with red arrow in *Figure 5*).

Overall, these design features will ensure that pedestrian movement and activation is provided for and encouraged from all approaches to the Precinct and key desire-lines are maintained. The route now going through the lobby supports legibility of the east-west desire-line, rather than previously being seen as a dead-end when approaching from the west. The desire lines are supported by a landscape design which is simple and logical, indicating a 'civic environment' to emulate the east (front) of the Precinct.

The proposal will create a welcoming environment for pedestrians and encourage pedestrian movement through/around the Precinct. There will be greater activation to this part of the Precinct and higher levels of surveillance contributing to increased overall safety. The proposal aligns with best-practice CPTED principles and is supported from a CPTED perspective. It is expected that signage will supplement wayfinding and will be developed at the Detailed Design stage of the project.

4.2 Natural Supervision (Surveillance)

Surveillance strategies have been a key consideration for the Design Team to maximise surveillance opportunities across the Precinct. This section focuses on 'natural surveillance' as a key CPTED strategy, as opposed to mechanical (or security surveillance). It should be noted that enabling successful mechanical surveillance throughout the Precinct by creating legible

places where antisocial behaviour becomes conspicuous and out of the ordinary is also important.

4.2.1 Site-wide Surveillance Strategies

The following aspects of the proposal will assist in achieving good natural supervision across the Precinct:

- a) The proposal includes active uses in key locations within buildings, such as lobby areas, meeting rooms and reception areas to promote activation and provide surveillance of the public realm.
- b) The landscape design uses a range of subtle design interventions to keep people away from the edges of buildings as loitering directly outside windows can raise privacy / security concerns. This includes using planting for separation/screening and positioning seating areas in central locations.
- c) The elevations of the new buildings are highly glazed to facilitate views of the public realm. The elevations include a louvre façade system which allows for views from upper floors, with at least 2/3rds visibility from level 1.
- d) The Museum Street Building lobby is located centrally within the development area and provides views through the building and activates the narrowing of Museum Street created by the new building. Low-reflectivity glass in the lobby doors and façade will facilitate views through the building (refer to *Figures 6 and 8*).
- e) The design of Museum Street and other public realm environments have been kept simple to facilitate views through spaces and promote natural surveillance.
- f) The Link Bridge connecting Parliament House and the Museum Street Building will facilitate views out towards the stairs to Hill Street.
- g) The high-quality Museum Street environment will encourage people to move through and dwell in this space including where seating is provided, resulting in activation and surveillance of this space.

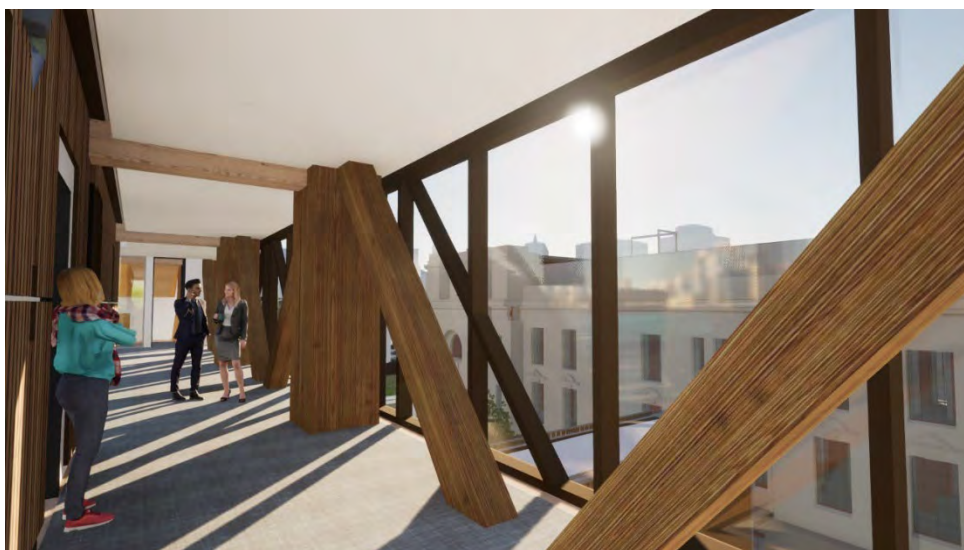


Figure 7: Render view from Museum Street Building (source: Studio Pacific Architecture)



Figure 8: Museum Street render (source: Studio Pacific Architecture)

- h) The high-quality pedestrian focused Western Courtyard adjacent to the Bowen State Building, combined with access to the terrace with restaurant/cafes within the Bowen State Building will attract people to move through and dwell in this space, providing activation and opportunities for surveillance.
- i) The security presence within the Ballantrae Place Building combined with the Bowen State Building terrace will provide opportunities for supervision to the underground ramp entrance (off Ballantrae Place).

Landscape improvements to the Sculpture Park are being carried out through a separate project (outside the scope of the project) and will provide CPTED benefits to this project. These include the simplification of the design and introduction of steps up to the Defence Force Building will support enhanced surveillance and strengthen the connection between the spaces. This is anticipated to increase usage and in turn activation/ surveillance in this area of the Precinct. The design allows opportunities to sit and enjoy the space, allowing for activation.

4.2.2 Residual CPTED Issues

The following aspects of the proposal require refinement to achieve good natural supervision (surveillance) across the Precinct:

4.2.2.1 Surveillance of the Pedestrian Link North of the Museum Street Building

It is acknowledged that it is challenging to provide surveillance and a comfortable pedestrian environment around the northern edge of the Museum Street Building. To ensure some surveillance and to provide as comfortable pedestrian environment as possible, the design includes (see *Figure 9A and 9B*):

- A glazed façade at the corner of the building for at least 2 metres to allow for glimpse views around the corner.

- Glazing within the fire door of the Ballantrae Place Building.
- Widening of the hardstand area, creating a 'node' indicating a change in direction to the user (including movement up the stairs towards the Upper Car Park). Introduction of climbers on the retaining walls and lighting integrated into the steps to promote a quality design outcome.

The East elevation of the Ballantrae Building overlooking the public space and facing the Museum Building will also comprise a largely blank wall, with the ground floor access door with slot glazing being the only feature that could provide surveillance. Windows within the stairwell would reduce the extent of this blank façade and should be an explored as the design is developed further.

Despite these design features to maximise views within this area and promote a high quality design, there will be limited surveillance of this area from buildings and external areas, noting that there will be some overlooking from the Museum Building. As such, it is recommended that this area is actively managed with CCTV and security patrols, particularly at night. Given the high levels of management within the Precinct it is anticipated this will adequately mitigate risks.



Figure 9A: Render view of pedestrian nodes and link north of MUS (source: Studio Pacific Architecture)

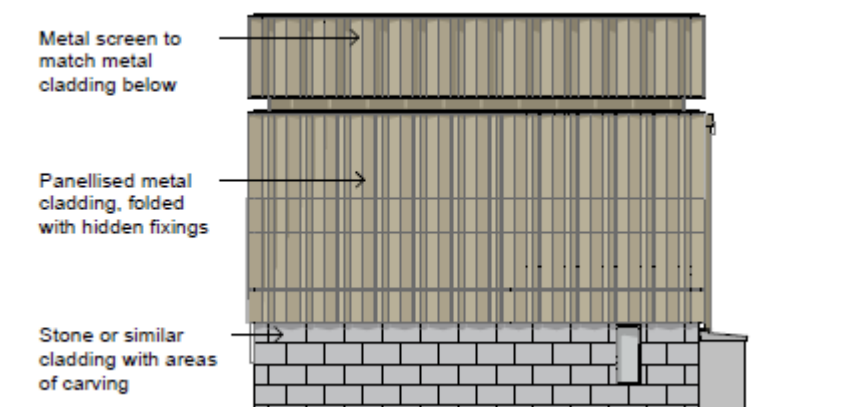


Figure 9B: East Elevation of the Ballantrae Place Building (source: Studio Pacific Architecture)

4.2.2.2 Surveillance of the Upper Car Park

Site investigations into the receiving environment identified the Upper Car Park as a risk from a CPTED perspective due to the lack of surveillance and isolated feeling created by dense vegetation surrounding it that no one can naturally look into.

The introduction of the Ballantrae Place Building will introduce a built edge to the car park. Overlooking from the building will however be limited given its function as a loading dock and plant room (refer to *Figures 9A and 9B*). One small window is proposed at Level One and is associated with some office space. Options for introducing some further windows along the North elevation are being explored as this would enable some light spill and minimise the extent of a largely blank wall effect (see *Figure 10*).

Implementation of the landscape design will enable any dense understorey vegetation to be removed or replaced with low ground cover to facilitate lines of sight between the car park and the Ballantrae Building and wider Precinct. A condition of consent is recommended to this effect. The addition of the stairs from the link around the north of the Museum Street Building creates further opportunities for wider sight lines and activation in this area of the Precinct.

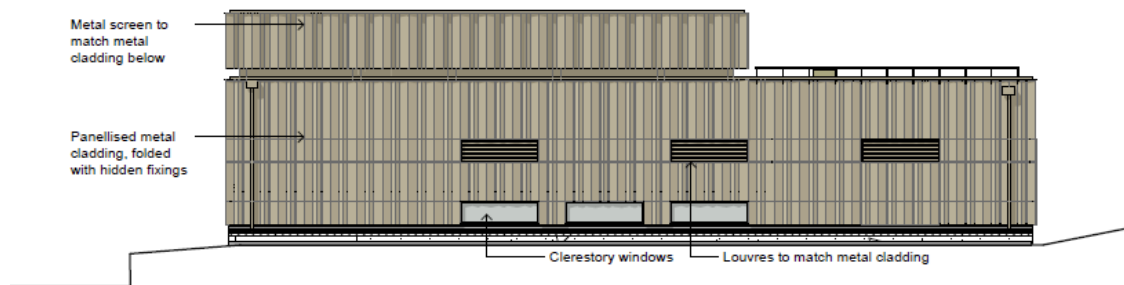


Figure 10: North Elevation of the Ballantrae Place Building (source: Studio Pacific Architecture)

4.2.3 Surveillance of Pedestrian Connection to Hill Street

The existing pedestrian pathway to Hill Street has poor surveillance and lighting, and as such this area has potential to pose CPTED risks at night (refer to *photos 1 and 2*). The surrounding land-uses are unlikely to change in the near future, however the new office accommodation in conjunction additional staff in the Bowen Campus may increase usage of this route. It is therefore important to create a safer environment for those walking up to Hill Street at night.

The proposal introduces new steps from the end of Museum Street terminating adjacent to the Upper Car Park (illustrated in *Figure 11*). This creates a CPTED risk by encouraging movement up these stairs and terminating the stairs in an area which already poses CPTED risks, forcing pedestrians to utilise the existing pedestrian ramp to Hill Street. There is an opportunity to continue the steps more directly up to the Hill Street pedestrian crossing which would achieve a more direct route with clearer sight lines, reducing CPTED risks. It is recommended that the stairs are continued directly in a line from the proposed steps or indirectly towards the pedestrian crossing, indicated by the red arrow in *Figure 12*, noting that this is currently out of scope.



Figure 11: Rendered view from the stairs looking south (source: Studio Pacific)

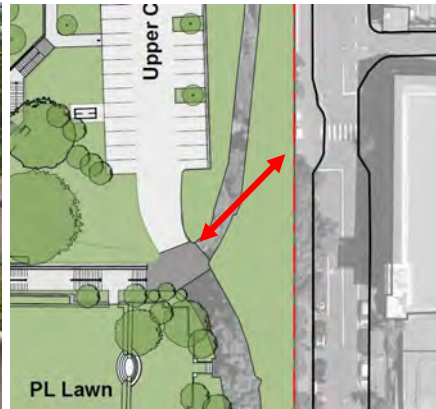


Figure 12: Recommended new stairs towards Hill Street (source: Studio Pacific)

Additionally, it is recommended that a condition of consent seek the upgrade of the lighting along the existing ramp access to prevent the glare of the grade changes, which is currently an issue (illustrated in *Photo 1*). It should be noted that in other locations, the globe style luminaire is more successful where there are higher lighting levels and less grade change, such as around the Library. Additionally, it is recommended that a condition of consent seeks the removal of some vegetation to improve surveillance from the Upper Car Park towards Hill Street.



Photos 1 & 2: Hill Street pedestrian route

4.3 Access Management and Territorial Reinforcement

4.3.1 Site-wide Access Management Strategies

The Access Plan illustrated in **Appendix 2**⁷ outlines how the design intends for people to move about and access the Precinct both on foot and in a vehicle, and specific details of how pedestrian access will be managed is outlined in **Section 4.1.3**. The Access Plan considers 'Hostile Vehicles' carefully as this is a key threat to security on the Parliamentary Precinct.

As discussed earlier, one of the key changes of the proposal from the existing situation is the restriction of vehicles into the Precinct. There is a desire from a security perspective for cars (especially unscreened taxis and contractor cars etc) to be kept at a distance from the critical

⁷ Source: Studio Pacific Architecture

buildings (Parliament House and The Executive Wing) and this strategy is supported from a CPTED perspective.

The proposal seeks to remove/restrict vehicles from the Precinct at-grade as follows:

- a) Inclusion of a primary vehicle entrance into the Precinct via Ballantrae Place which aligns with the Security Office in the Ballantrae Place Building. This entrance will be for vehicles accessing the basement, service vehicles will use the upper car park. The security benefits of having a single controlled point of entry are desirable from the Security Teams' perspective and is supported from a CPTED perspective.
- b) Inclusion of a barrier arm/swipe-access at the top of the underground car park / bike park ramp and a double roller door at the base to 'trap a car' should someone try to intrude in a vehicle by tail gaiting. This ramp should not be 'skate-able' / a desirable environment for activity and this can be achieved by using surfacing and speed bumps.
- c) Controlled entrance off Ballantrae Place for servicing access, where security screening can take place. Infrequent vehicular access which are arranged can occur from Museum Street, also requiring security permission.
- d) Facilitating movement towards The Terrace by a link around the southern end of Museum Street Building (indicated with yellow arrow in *Figure 5*). The proportions and amenity of the link are appropriate for this route.
- e) Better defining the boundaries of the Parliamentary Precinct for Trespass enforcement.
- f) Introducing of the secondary steps up to the Upper Car Park providing an escape route/option for people using the pedestrian link north of the Museum Street Building.
- g) Enabling a connection between the two campuses through the Western Courtyard (indicated with a blue arrow in *Figure 5*).

In addition to the security benefits, restricting vehicle access throughout the Precinct will create more space for the public realm, resulting in a higher quality pedestrian environment.

4.3.2 Residual CPTED Issues

The following aspects of the proposal require refinement to achieve good access management principles across the Precinct:

4.3.2.1 Pedestrian Access Around the North of the Museum Street Building

The pedestrian link around the northern edge of the Museum Street Building will provide a secondary pedestrian link including after-hours. It is acknowledged that people may not feel comfortable using this route at night, given the lack of surveillance and potential for entrapment. At night-time Parliamentary staff will have alternative options to this route, including the underground network or through the Museum Street Building, but this is not the case for members of the public.

As such, the design has been modified to improve the surveillance and environmental quality of this northern route (mentioned in *section 4.2.2.1*) given that the risk of entrapment cannot be eliminated, particularly at night. The stairway to the Upper Car Park provides an 'escape route/exit choice' somewhat mitigates this risk. However, it does not remove the risk of entrapment. It is worth noting that the lane between Parliament House and the Library is also narrow and does carry risks of entrapment, however this lane has a higher degree of activation/surveillance from the adjoining buildings and is straight enabling clearer lines of sight (labelled on *Figure 7*).

If this design outcome was located in a public environment which does not have meaningful management and security, this would not be an acceptable CPTED outcome. However, given the high levels of mechanical surveillance and on-site security, this area is considered acceptable if design refinements are required through a condition of consent. This area will require careful monitoring and management at night by the Security Team.

4.3.2.2 Access to Taxis

A Taxi zone is proposed in the service bay on Ballantrae Place. From a CPTED perspective this is a satisfactory outcome during the day, but not an ideal outcome after dark, as it is not convenient nor attractive from a user point of view. It is also a considerable distance from the main staff buildings. If taxi stands do not meet the needs of the users, they will not be sustainably used in the long term. Taxis will therefore be permitted to 'pick up at night' from the space adjacent to the Ballantrae Building (next to the bollards). This is in view of the Museum Street Building lobby and would be an attractive, convenient and safe space to wait.

4.4 Quality Environments

4.4.1 Site-wide Environmental Quality Strategies

The following site-wide Environmental Quality Strategies have been considered in achieving good CPTED outcomes:

- a) The proposal includes high-quality architecturally designed buildings that align with the prominence of the Parliamentary Precinct and the intent to create a civic environment.
- b) The proposal will achieve a civic public realm outcome. This civic design is reminiscent of the landscape design in the front (east) of Parliamentary Precinct and ensuring consistency across the Precinct. This reinforces the importance of these new public spaces and ensuring that this area does not read as 'back of house' or less important than the eastern part of the Precinct.
- c) The design involves largely removing surface car parking from the Precinct to provide more space for a high-quality public realm. Encouraging greater walkability within the Precinct will activate the spaces and provide natural supervision, reducing CPTED risks. Detailed explanation of how pedestrians are managed has been discussed in *Section 4.1.3*.
- d) The proposed hard landscape around the buildings includes high-quality, durable materials, which relate to the surrounding environment. Maintenance and management of the Precinct is diligent and will maintain this high-quality environment.
- e) The proposal reinforces a hierarchy to spaces to assist with wayfinding (and instinctive navigation) around the Precinct. For example, surface thresholds into buildings highlight public entranceways.
- f) Material treatments in the curtilage of buildings (rattle spaces) discourage people from loitering outside building to mitigate security risks.
- g) Materials that align with the 'front' of the Parliament Precinct, providing a consistent Precinct design. This will assist with indicating to people that they are entering a high-quality environment and a certain set of behaviours is expected.
- h) Landscape design which facilitates key views for surveillance.

4.4.2 Lighting

Lighting plays a key role in the quality of an environment at night and assists with wayfinding around the Precinct. The temperature and lux levels of lighting can be used to create a hierarchy throughout the Precinct and reinforce which areas are public and which are for service purposes.

All public realm spaces should have a warm light with lux levels used to highlight key features and create a hierarchy, such as the main entrances lit to the highest lux level to support wayfinding. Lighting of architectural features can be a subtle way to provide lighting without light poles cluttering the environment.

At detailed design stage, lighting design should consider the following principles to support best-practice CPTED principles. A condition of consent is recommended to enable a review of the detailed lighting plan.

- a) **Lux Levels** - Lux levels are the primary factor to indicate a hierarchy of spaces to support way-finding and territorial reinforcement. The entire publicly accessible external realm should be lit to differing degrees depending on levels of importance, for example entrance features or special accents. All areas of the public realm should be lit to some degree to avoid 'black holes', glare and hiding spots.
- b) **Lighting Warmth / Colour Temperature** - The diversity of lighting colour used will enhance the landscape design at night to communicate a high quality, cared for environment with strong visual interest in areas which are public realm. Lighting temperature can be used as a tool to highlight features and assist with wayfinding, which supports CPTED principles. As a guide, the feeling of warmth and wellbeing should be communicated through the wide use of 3000K lighting. For service or utilitarian spaces, cooler lighting temperatures should be used.
- c) **Aesthetic Design and Appearance of Lighting** - The visual appearance of lights can assist with the legibility of the Precinct (and hierarchy of spaces), indicating if a space is for public / private-use and assist with defining Precinct boundaries. The aim should be to use subtle and ambient lighting to showcase objects and buildings and landscaping wherever possible to reduce clutter (avoiding poles where possible). Note it is important not design what will read as 'security lighting' which can paradoxically make people feel unsafe.

4.4.3 Residual CPTED Issues – Ballantrae Place Environment

Ballantrae Place beyond the Precinct has poor environmental quality and a feeling of isolation due to limited surveillance and enclosure created by the motorway overhead. This area has been identified as having CPTED risks for these reasons. This low environmental quality results in a poor arrival experience for people travelling by car. This is considered acceptable from a CPTED perspective given vehicles are less sensitive to environmental quality than pedestrians. However, this does raise concerns in relation to the use of Ballantrae Place for taxi drop-off and pick-up, as discussed in *section 4.3.2.2*.

In terms of pedestrians, it is anticipated that those approaching from Thorndon to the Precinct and arriving at the Precinct from the west will increase given the additional office space proposed. It is unlikely pedestrians would choose to walk via Ballantrae Place given the poor environmental quality, and particularly given that the Precinct Development includes a sheltered, high-quality pedestrian option via the Bowen Campus. This access will lead pedestrians alongside the Defence Building towards the lobby in the Museum Street Building.

When arriving at the Precinct via the Ballantrae cul de sac, the quality of this space improves to that found further west up Ballantrae Place with the high-quality new Bowen Campus Buildings. However, the facades of the adjoining buildings do feature significant servicing frontages to the street (with the exception of one lobby entrance). With the addition of the refuse access on the west façade of the Ballantrae Place Building the service function of this area will be reinforced. The focus on servicing and vehicle turning in this area also means that pedestrian priority is limited in this area and given the important connections between Bowen Campus and the Precinct this is not ideal from a CPTED perspective.

It is recommended that the Council as owner/controller of Ballantrae Place work with Bowen Campus and Parliamentary Precinct to improve the quality of the pedestrian connections (by providing more space). This could include extending the surfacing proposed within the Precinct towards Bowen Campus (see *Photos 3 and 4*). A strong pedestrian connection between the Precincts would have multiple benefit and achieve improved CPTED outcomes. Note that this recommendation falls outside the scope of this project.



Photos 3 and 4: Ballantrae Place entrance looking west

5.0 Conclusion and Recommendations

5.1 Conclusion

The proposal aligns with the National Guidelines for CPTED and will have a number of positive CPTED outcomes. It is anticipated that CPTED risks for the Precinct will be greatly reduced, and the design will facilitate a safer environment as a result of development compared with the current baseline environment.

The proposal is supported subject to a number of conditions of consent (summarised in *section 5.2* below) to mitigate the CPTED risks identified in this assessment.

5.2 Recommended Conditions of Consent

The following recommended conditions of consent seek to address the outstanding CPTED issues identified.

- a) **Lighting** - A requirement for a CPTED review of the detailed lighting design for the Precinct to ensure CPTED outcomes are carefully considered and provided for. This would include a Lighting Strategy which promotes a sense of quality and safety at night, reinforces wayfinding and allows for good levels of surveillance. This includes lighting of the existing ramp up to Hill Street.
- b) **Pedestrian Link North of Museum Street Building** – A requirement for appropriate management of this link through onsite security and CCTV technology.
- c) **Ballantrae Building** – Explore the option for including windows in the stairwell along the East elevation of the building. Consider if a slot window can be included along the North elevation.
- d) **Management at Night** – A requirement for a ‘management strategy’ to be prepared to address how staff will access their cars parked in the Upper Car Park and Taxis at night (noting that the acceptable location for a taxi pick-up at night is adjoining the bollards next to the Ballantrae Place basement ramp). This is considered convenient and dignified enough to be a sustainable solution long-term.
- e) **Landscape Detailed Design** – A review of the detailed landscape plans for the Precinct to confirm compliance with the CPTED matters raised in this report and ensure best-practice CPTED principles are adhered to.
- f) **Basement Ramp** – A requirement to provide detailed design drawings to ensure that the ramp is not ‘skateable’ and uses design techniques to discourages loitering. A pedestrian barrier at the top of the ramp is recommended in this case.

In addition to the above-mentioned recommended conditions, it is recommended that Parliamentary Services address the following matters which are considered outside the scope of this project:

- g) **Ballantrae Place** - The Council (as owner/controller of Ballantrae Place) work with Bowen Campus and Parliamentary Precinct to improve the quality of the pedestrian connections (by providing more pedestrian space) between the two Precincts.
- h) **Hill Street Stairs Extension** - The stairs towards the Upper Car Park/Hill Street are continued to Hill Street directly in a line from the proposed steps or indirectly towards the Hill Street pedestrian crossing, indicated with a red arrow in *Figure 14*.

Appendix 1: Safety Map



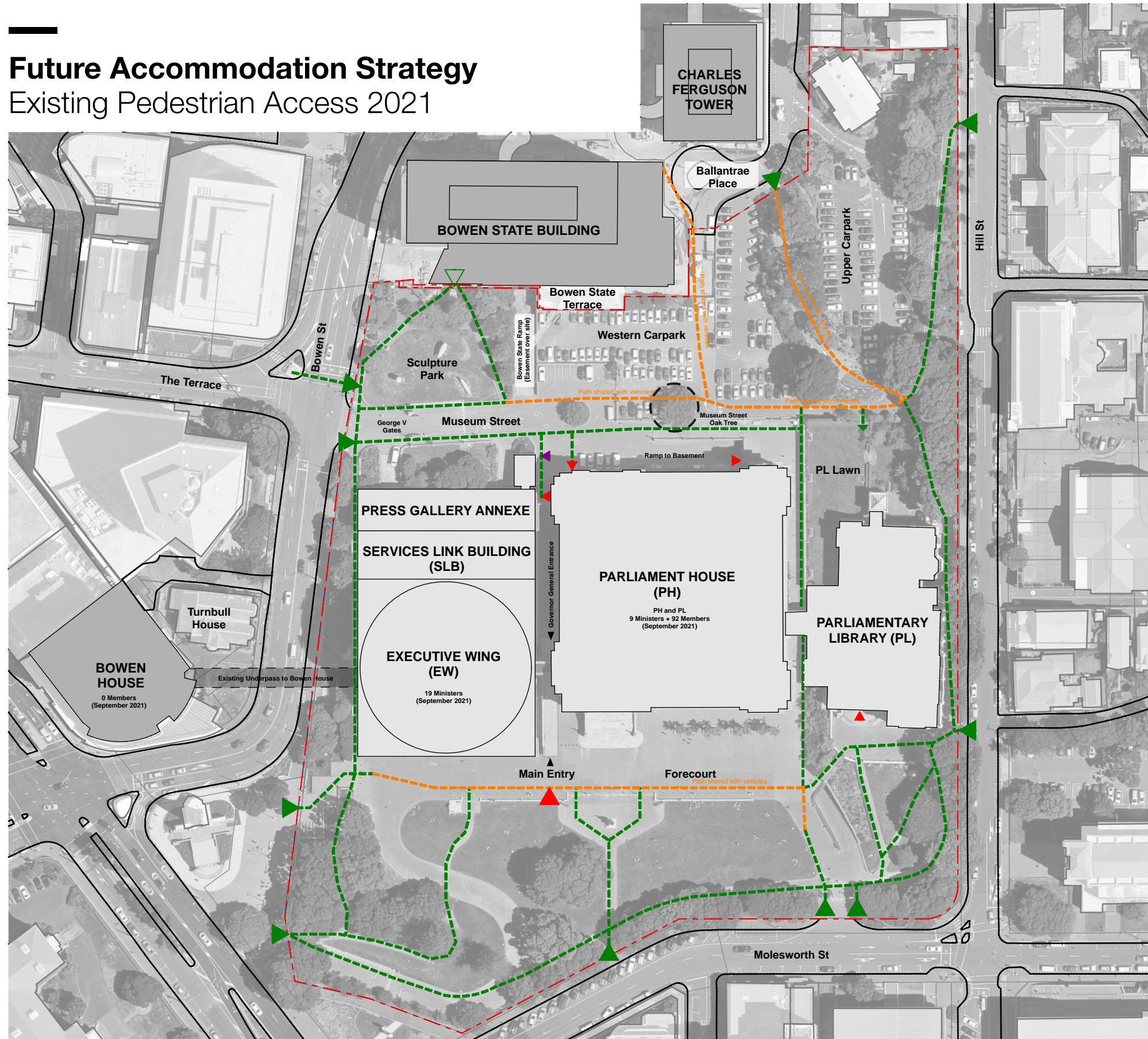
- LEGEND**
- Site Boundary
 - Positive CPTED aspect
 - Low CPTED risk
 - Moderate CPTED risk
 - High CPTED risk
 - CPTED risk to route/pathway
 - Proposed Building
 - Existing Building
 - Building under construction
 - Bus stop
 - Train Station

NOTE:
 This map summarises the CPTED risks which exist onsite currently. It does not consider the CPTED risks resulting after development. Proposed buildings are noted for information purposes.

Appendix 2: Access Plan

Future Accommodation Strategy

Existing Pedestrian Access 2021

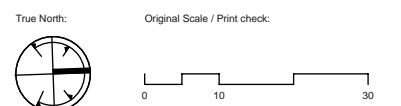


PEDESTRIAN ACCESS KEY

- Main access point to Precinct
- Secondary access point to Precinct
- Visitor Entry to Buildings
- Staff Entry point
- Contractor Entry point
- Primary pedestrian route
- Shared route

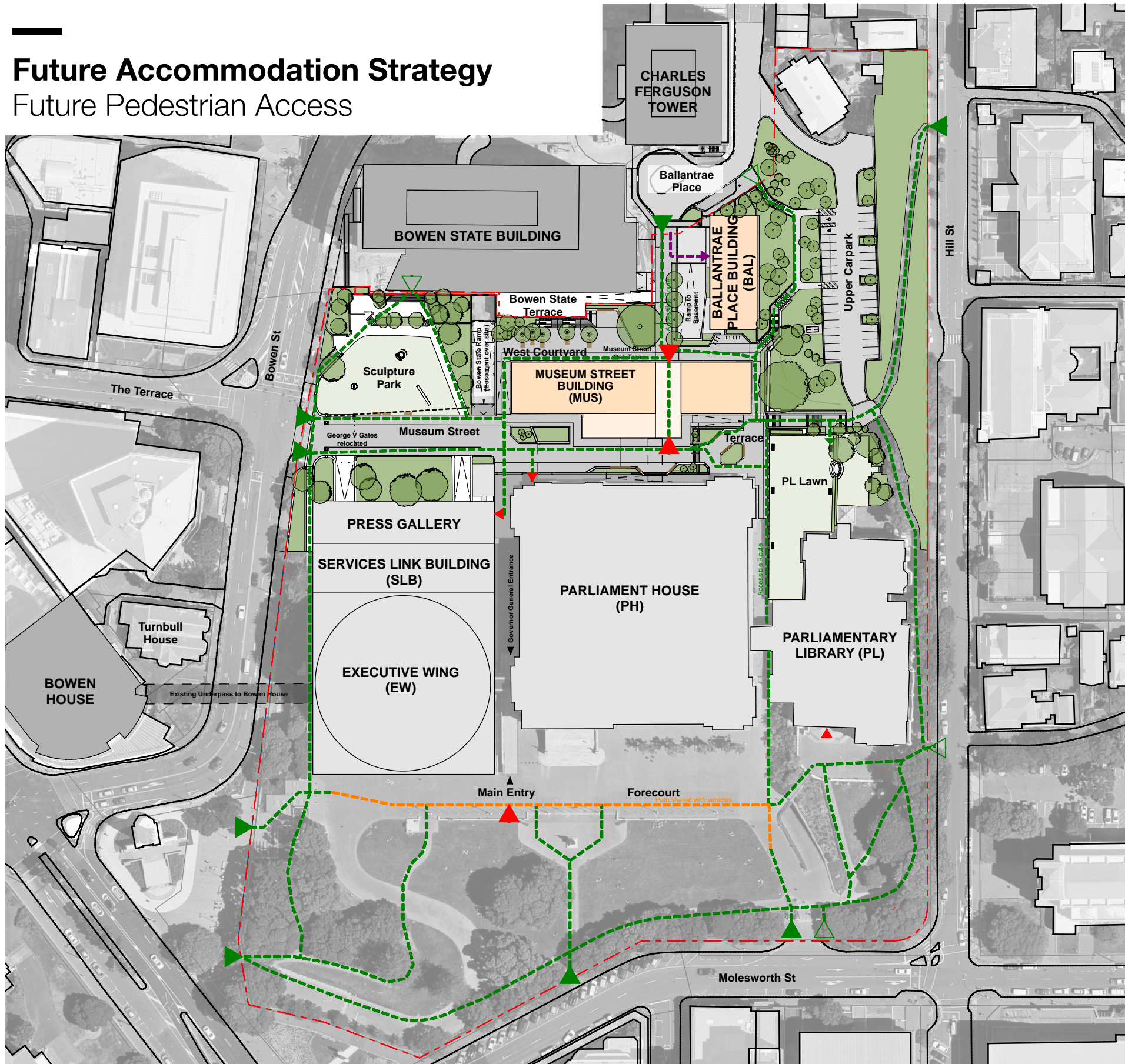
SITE PLAN KEY

- Site boundary



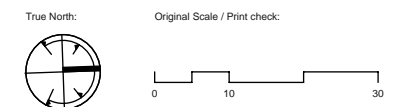
Future Accommodation Strategy

Future Pedestrian Access



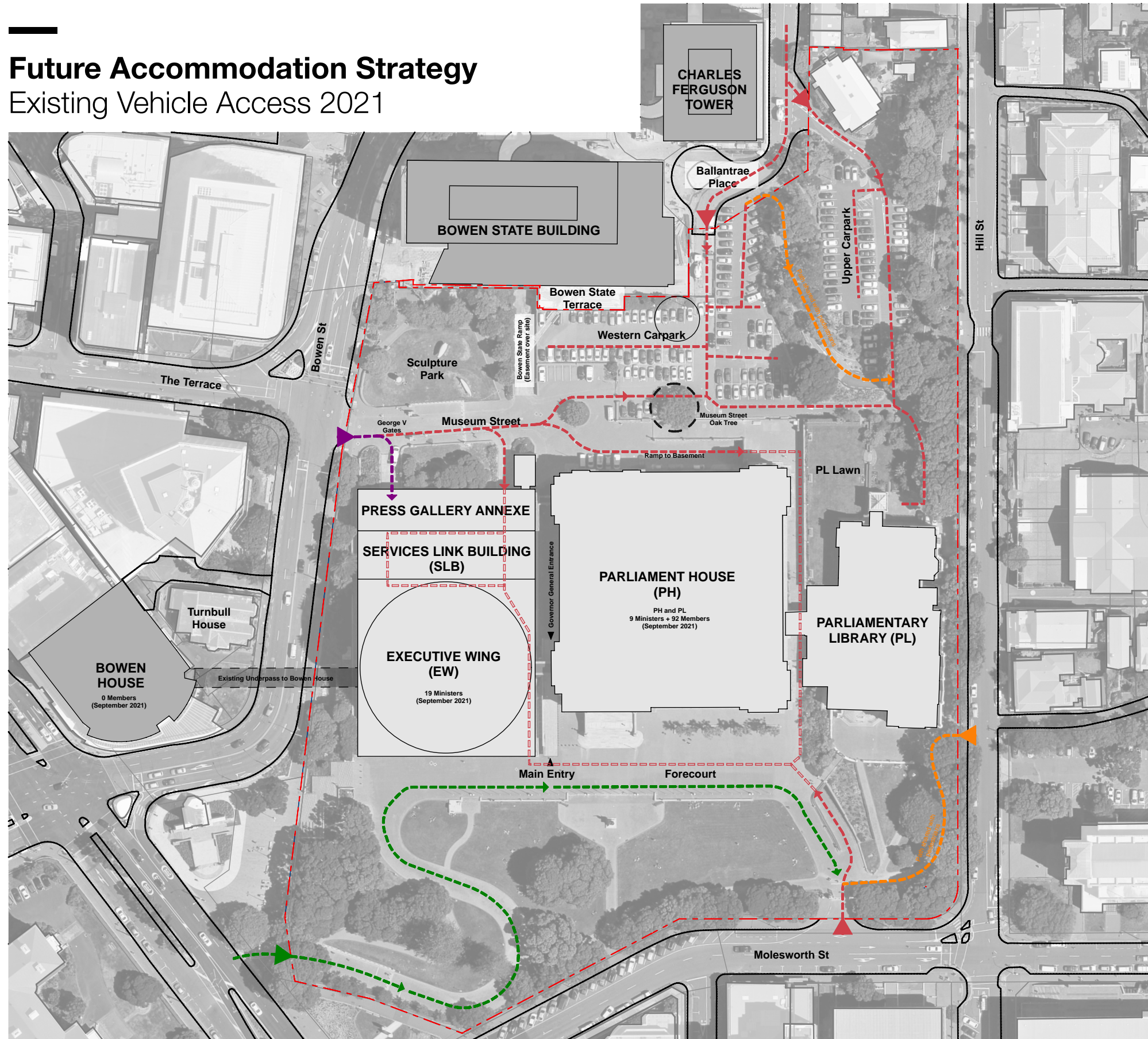
PEDESTRIAN ACCESS KEY

- ▶ Main access point to Precinct
- ◀ Secondary access point to Precinct
- ▶ Visitor entry to buildings
- ◀ Staff entry point
- ▶ Contractor entry point
- - - Primary pedestrian route
- - - Shared route (with vehicles)









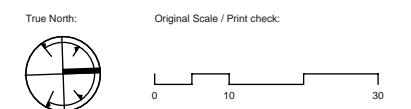
Future Accommodation Strategy

Existing Vehicle Access 2021



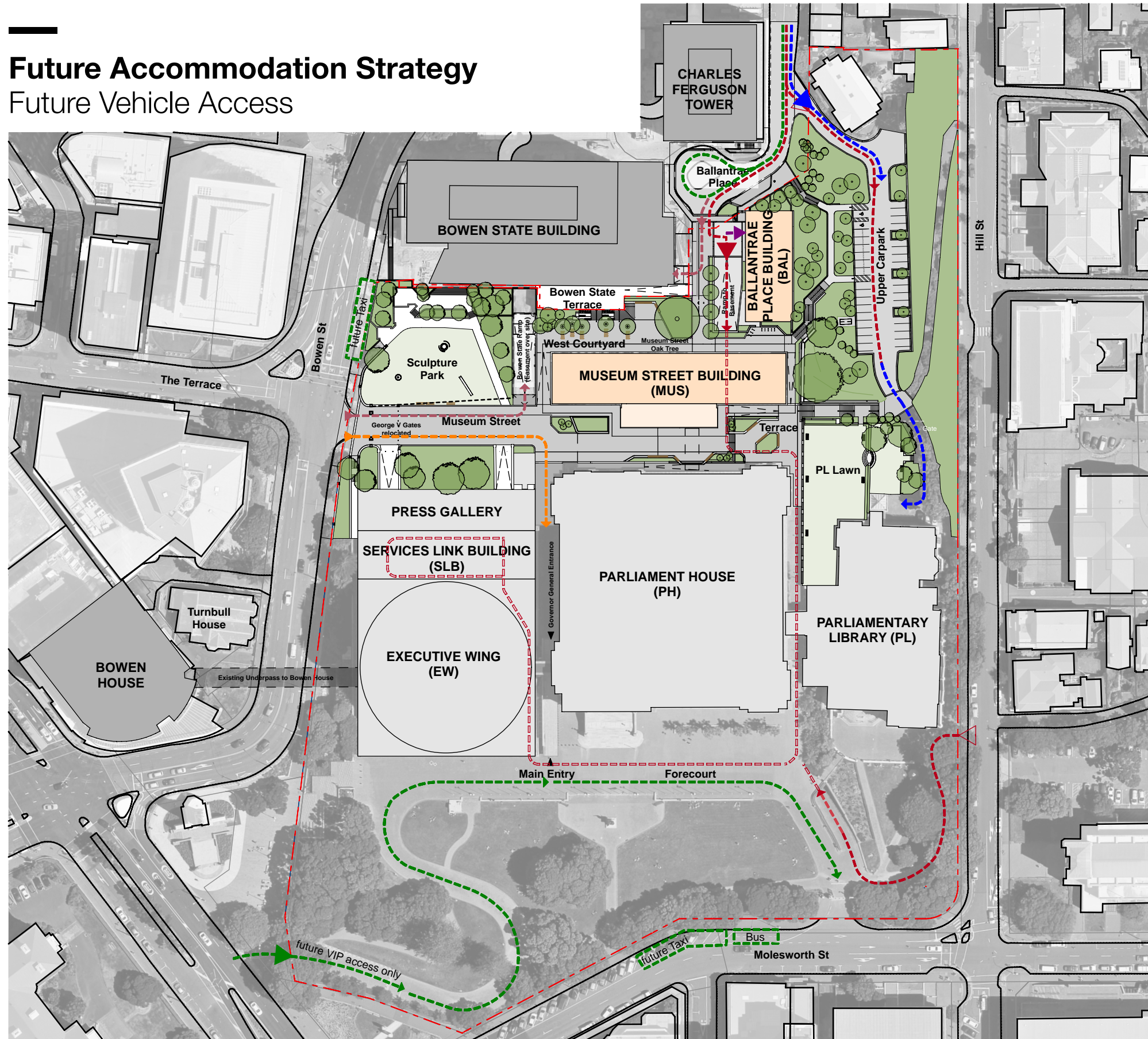
VEHICULAR ACCESS KEY

-  Main access point to Precinct (Colour varies)
-  Visitor/ Taxi/ VIP vehicles
-  Staff vehicles
-  Service & Goods vehicles
-  Basement vehicle route
-  Shared route



Future Accommodation Strategy

Future Vehicle Access



- VEHICULAR ACCESS KEY**
- Main access point to Precinct (Colour varies)
 - Secondary access point to Precinct (Colour varies)
 - VIP vehicles only
 - Visitor/ Taxi vehicles
 - Staff vehicles
 - Service & Goods vehicles
 - Contractor vehicles
 - Basement vehicle route
 - Bowen State access (via Existing Easements)

