

CPTED Advisory Memo.		FKP. 0823.02
Subject:	Frank Kitts Park Redevelopment. CPTED. March 2024 Update.	
To:	Katrina Gaston. Development Manager. WCC	
From:	Frank Stoks. Stoks Limited.	
Distribution	By Katrina Gaston, WCC	
Date:	4 June 2024.	

INTRODUCTION

1. This memo presents Crime Prevention through Environmental Design (CPTED) comments and observations in support of a Resource Consent application for the redevelopment of Frank Kitts Park (FKP). It updates an initial CPTED review¹ of Concept Design stage documents provided to guide subsequent design development for Resource Consent.
2. The purpose of this memo is to provide an opinion as to whether CPTED safety and security matters have been achieved at a level of detail commensurate with design development for Resource Consent (the proposed design). Subject to Resource Consent being granted, the purpose is also to make recommendations, if required, through the subsequent stages of detailed design, construction, and in-service use.
3. This CPTED review is informed by:
 - a. a previous initial CPTED review in August 2023 (including related references (p.1)).
 - b. project team meeting on 27 March 2024 to discuss design development and emerging issues one of which, notably, was lighting.
 - c. the Design Team's 'For Resource Consent' documentation - August 2023².
 - d. WCC Technical Advisory Group. 'Assessment of the proposed Fale Malae and revised Frank Kitts Park design'. 11-04-2024.
 - e. online review meeting with the Design Team to discuss updated documentation and CPTED optimisations on 8 and 15 May 2024.
 - f. associated discussions with project team members, WCC Security, Police.

SUMMARY

4. The principal CPTED findings for the proposed design to the 'For Resource Consent stage are that:
 - a. To provide context for CPTED comments the crime profile was ascertained from the Wellington Police and WCC Council Security. Initial (August 2023) indications were that the FKP Project Area was not considered a 'hotspot' or problematic in terms of crime incidence. This is partly because the underground carpark has been removed and there is no development pending redesign.

¹ Stoks Limited. 'Frank Kitts Park Redevelopment'. Memo CPTED FKP.0823.01. 25-08-2023.

² Wraight + Associates:

'Frank Kitts Park Landscape Architectural Design Statement'. Rev.2. 15-03-2024.

'Frank Kitts Park RC Report (with drawings and renders). Draft. WIP'. 03-05-2024.

'Frank Kitts Park RC Lighting Strategy'. L114. 11-04-2024.

'Frank Kitts Park – Flythrough Animation'. 04-04-2024.

335 Building Systems Design:

'DN-1. Draft Lighting Statement'. 09-02-2024.

'FKP Lighting Calculation Plot'. 12-04-2024.

- b. A key consideration for safety and security risk is the proximity of the Courtenay Place entertainment precinct. The well-known link between the Waterfront and Courtenay Place was recently confirmed in a pedestrian and micro-mobility traffic survey (Jones 2023)³. In my experience and that of Police and WCC Security, alcohol is also a significant factor. The risks associated with antisocial behaviour attributable to controlled substance-influenced persons, transiting the waterfront and the Park afterhours are a significant threat to vulnerable persons and property within the Project Area, and are a key reason for embedding reliable CPTED and facility management measures.
- c. The proposed design includes several features described herein that support CPTED, and interdependently, activation, amenity and likely success. This is significantly attributable to opening up of City to Sea views resulting from removal of the car park and seaward walls.
- d. The success and safety of FKP relies on logical, convenient and safe pedestrian connections between the CBD and the Park across Jervois Quay. These connections are necessary to activate the Park. Activation by people of good bona-fides helps provide a sense of assurance of being safe among others, an expectation that good levels of occupancy will deter crime and antisocial behaviour, the ability to avoid perceived trouble, and a reliable immediate source of assistance should that be necessary.
- e. Demolition of the existing pedestrian overbridge at Hunter Street is included within this application. This removes spaces under the bridge on the FKP side previously difficult to protect from vandalism and other antisocial behaviour. The new at-grade replacement for the overbridge is expected to enhance safety in the park, connectivity and wayfinding.
- f. The proposed design contributes to personal safety and activation of the Park by providing three key 'nodes' known as Manaaki Tuhono Mana. Created along the Jervois Quay footpath, these 'landing spaces' and associated promenades support connections to the CBD at Willeston Street, Hunter Street and Harris Street.
- g. The design seeks to maximise opportunities for activation and uses of different types for people of varying ages, abilities and interests, over extended hours – it is both day-centric and night-centric. The Harbour Lawn and the Whairepo Lawn add significant opportunities for both specific, programmed use and unprogrammed flexible and variable use. This assists in promoting activation of benefit for CPTED purposes as well.
- h. The redeveloped landscape and the planting scheme promote clear and enticing visual connections along and across the Park previously obscured and isolated by walls and the car park structure.
- i. Specific zones of the Children's Playground, the Garden of Beneficence, and the Fale have their own well-defined, yet spatially connected zones assisting in providing legibility and clarity-of-purpose of use and occupancy, supporting CPTED.
- j. Cul de sacs and isolated pathways have been avoided. Exit choices and alternatives are available on promenades and pathways throughout the Project Area, including within the Garden of Beneficence.
- k. Legibility and clarity of purpose are maintained. Obelisks such as the Wahine Mast and Garden's entry portal assist with way-finding and orientation.
- l. Many parts of the design reflect cultural and other stakeholder identities by their overall design, and by the choice of quality materials and finishes helping to promote stewardship and to imbue care, respect and some (normal use) protection against vandalism in-service.

³ Madison Jones. 2023. for WCC. 'Getting about the waterfront snapshot 2022-2023: background and key findings'. 19-07-2023.

- m. A completely new design for the Chinese Garden responds to a very strong briefing requirement to maintain *a high degree of openness and visual porosity*, and significantly for CPTED, not to be locked at night. This reflects considerable controversy with the previous design for which closure afterhours was recommended for safety and security.
- n. The conundrum for the Garden is to balance and to converge, with least-acceptable-compromise, the three competing requirements of:
 - design fidelity befitting a bespoke, high quality cultural amenity; together with
 - providing reasonable and practicable protection for users and for vulnerable cultural artefacts, materials and finishes against foreseeable criminal risk via CPTED mechanisms; whilst
 - maintaining if not encouraging free access at all times, even well afterhours. Five entrances and four defined outdoor rooms, some having very low walls for achieving openness and accessibility prevent application of access control being the most reliable and CPTED measure usually given priority to.
- o. CPTED principles have been applied to the Garden design to minimise entrapment spaces and to provide 'natural surveillance' – the latter being a mechanism, which although widely espoused, is particularly unreliable, and weak in reality - and fanciful afterhours when safety and security risk levels in the particular location of the waterfront are the highest. I anticipate that before too long after opening the Gardens, further consideration will need to be given to safety and security risk following incidents. Additional means of mitigation are likely to involve consideration of allowing all or part of the gardens to be access controllable in a dignified, designed-in way, at certain times afterhours, and at least for 'late-night economy evenings'.
- p. Technical security in the form of lighting and monitored CCTV are proposed for the Gardens and the Park generally. To a significant extent this will be essential to proactively *prevent*, rather than simply *react* to imminent safety and security risks after the fact of harm having occurred.
- q. The Fale and Malae are considered highly positive features of the design proposal. The design is very supportive of CPTED requirements of itself and its contribution and placement within FKP. Servicing and storage is dealt with well. Enhancing the existing public toilets are a key consideration for alignment with the new qualitative values of the Park and the Fale.
- r. A Waterfront Edge safety improvement initiative by WCC will benefit the FKP Project. It includes a lighting plan which can and should be adapted to suit and support the specific requirements of the FKP design as it evolves.
- s. The proposed lighting plan for the Project Area is endorsed for its contribution to amenity, way finding, security and security-for-safety. Some fine tuning may be required post Resource Consent to support detailed design and to optimise real-time monitored CCTV.

Conclusion

- t. Although I have some residual concerns about afterhours access to the Garden of Beneficence, it is my opinion that overall, the design proposal for the redevelopment of Frank Kitts Park incorporates CPTED, security-for-safety and security considerations, in a deliberate and positive manner and to a level of detail commensurate with the For Resource Consent stage of design development.

Recommendation

- u. Subject to Resource Consent being granted, it is recommended CPTED principles continue to be incorporated into the detailed design. The final security and safety

arrangements should be developed and refined to interweave and mutually support the three interdependent elements of: architectural and landscape design; technical security (lighting, CCTV, access control, help-points); and facility management (governance, CCTV and in-person supervision, incident response, and maintenance) in a sustainable manner.

INTRODUCTION

5. The key observations and comments regarding the receiving (or host) environment for the FKP Redevelopment Project Area that are relevant to or have influenced the application of CPTED and safety and security outcomes for the design (at For Consent Design stage) are summarised as follows.

Crime profile

6. Initial (August 2023) indications of the crime profile for the FKP area ascertained from the Police and Council Security were that the Project Area is not currently considered a 'hotspot' and there are no specific zones therein that are currently problematic. Demolition of the car park has helped with this.

That said, it is important that any new development does not provide opportunities and spaces for crime inadvertently – that being the objective of embedding CPTED principles into the FKP Redevelopment design.

7. A key consideration for safety and security risk is the proximity of the Courtenay Place entertainment precinct. This is well known from my experience and that of Police and WCC Security and confirmed by the traffic survey provided earlier (Jones 2023)⁴ to involve the Waterfront. Alcohol is a key factor contributing to a range of crimes such as vandalism, disorderly behaviour, liquor ban breaches and occasional assaults.

Waterfront activation patterns

8. Other activity factors identified from the traffic survey that may have a bearing on safety and security, and perceptions thereof, in the Project Area include:
 - a. For natural supervision by proximity to others and activation: the busiest times correspond with commuters along the waterfront between the train station and Oriental Bay in a north/south/north, rather than the east-west transverse direction.
 - b. Transverse pathways and nodes / Manaaki Tuhono Mana occurring along Jervois Quay in the design (see **FIG. 1**) provide significant east-west or cross FKP site traffic - especially in relation to existing connections to the CBD via Hunter, Willeston, or Harris Streets. This seemingly non-commuter traffic has some potential for providing afterhours⁵ activation and natural supervision – e.g. along both sides of the Garden of Beneficence.
 - c. 69 people were counted walking on the waterfront between 9pm Friday and 3am Saturday, and 68 between 9pm Saturday to 3am Sunday– Friday and Saturday evenings having the most afterhours traffic of the week⁶. This corresponds with CBD 'party nights' when more serious alcohol and nighttime economy fuelled crimes and accidents tend to occur.
 - d. In general, *"the majority of people felt safe or very safe (69%) sharing the space with others on the waterfront"*. Only 1 in 10 felt unsafe (9%), and a minority felt very unsafe (1%) (p.7).

⁴ Jones, Madison. (2023). 'Getting about the waterfront snapshot 2022-2023'. for WCC. 'Getting about the waterfront snapshot 2022-2023: Background and key findings'. 19-07-2023.

⁵ Outside of 6-9am and 3-6pm.

⁶ Jones. M. (2023). opcit. "Table 2: Walking day and time frequency heatmap", p.39.

However the reasons for feeling safe, or not, appear to be related to congestion and accidental impacts between users (i.e. injuries) rather than fear of criminal victimisation⁷.

CPTED matters arising from Nov. 2016 Resource Consent⁸.

9. Additional contextual CPTED related matters that influenced the revised design were taken from a Stoks Limited [prior] Report⁹ provided for the Resource Consent Application, and the Resource Consent Decision for the previous scheme in 2016. Perhaps the most notable of these involved the earlier design for the Chinese Garden that had raised “.....a great many submissions issues and concerns regarding public safety and the proposed night-time closure” (p.26). The Environment Court said the ability to close the Gardens afterhours was an appropriate response to the assessed level of safety and security risk for the previous Garden design. The Council now prefers to keep the Gardens open at all times.

Matters arising from the Waterfront Edges Presentation¹⁰

10. The revised design for the redevelopment of FKP acknowledged and relied upon safety improvements forming part of the Waterfront Edges Project, principally measures to manage the risk of drowning and injury along the eastern sea edge of FKP and the lagoon edges alongside the Fale and its southern promenade. I have not seen what is proposed for these areas within the FKP Redevelopment Project Area. A [general] base lighting plan has also been developed for all of the Waterfront edge, including the main seaward promenade of the FKP Project Area.

Briefing requirement

11. As part of keeping the Gardens open afterhours the Council acknowledges, as do I, and WCC TAG¹¹, that there are potential safety and security vulnerabilities for people and property. In addition to maximising CPTED measures, the Council proposes to use temporary access control arrangements. These measures include deploying portable mesh barriers and security staff if and when required for scheduled events expected to attract a higher risk of antisocial behaviour, as part of the Waterfront's overall security management arrangements.

REVIEW OF FRANK KITTS PARK REDEVELOPMENT [Updated]

12. Observations about the Development Plan overall are made with reference to **FIG.1** (next page).

- Key elements of the Project Area noted are; the Harbour Promenade, Children's playground Te Papa Taakaro [completed previously], Te Papa Whenua, Harbour Lawn Te Papa Ngahau, Garden of Beneficence Te Papa Aroha which is a complete redesign of the Chinese Garden in the previous (2016) scheme, Fale Te Papa a Pasifika, Whairepo lawn + malae Te Papa a Pasifika, and relocation of the Wahine Mast Memorial.
- ✓ Juxtapositions of proposed activities within FKP itself do not appear to have any functional incompatibilities from the CPTED perspective.
- ✓ There are seemingly, good logical direct connection alignments (as distinct from connections) between major east-west pathways of the FKP Project Area direct to the

⁷ However, of relevance to CPTED perceptions of injury risk can discourage access and activation – activation by anyone and everyone being a key CPTED requirement for safe (low crime risk) and successful [accessible, walkable, liveable and healthy] spaces.

⁸ WCC. Ref. SR358352.

⁹ WCC. 'Evidence Of Francis [Frank] Stoks on Behalf Of Wellington City Council'. 23 September 2016; 'FKP Supplementary Evidence'. 12 October 2016.

¹⁰ Isthmus. Waterfront Edges presentation. 26-08-2023.

¹¹ WCC Technical Advisory Group Assessment Report. (s.4.13).

CBD for at-grade crossings across Jervois Quay – shown as yellow arrows in **FIG.1** below – and as shown conceptually in the 'Pedestrian And Cycle Circulation Plan' in Wright's Design Report (p.9, p.11) and 'Landscape Architectural Design Statement Report', Image 10: 'Contextual Links and Alignments' (p.13).

FRANK KITTS PARK DEVELOPMENT PLAN

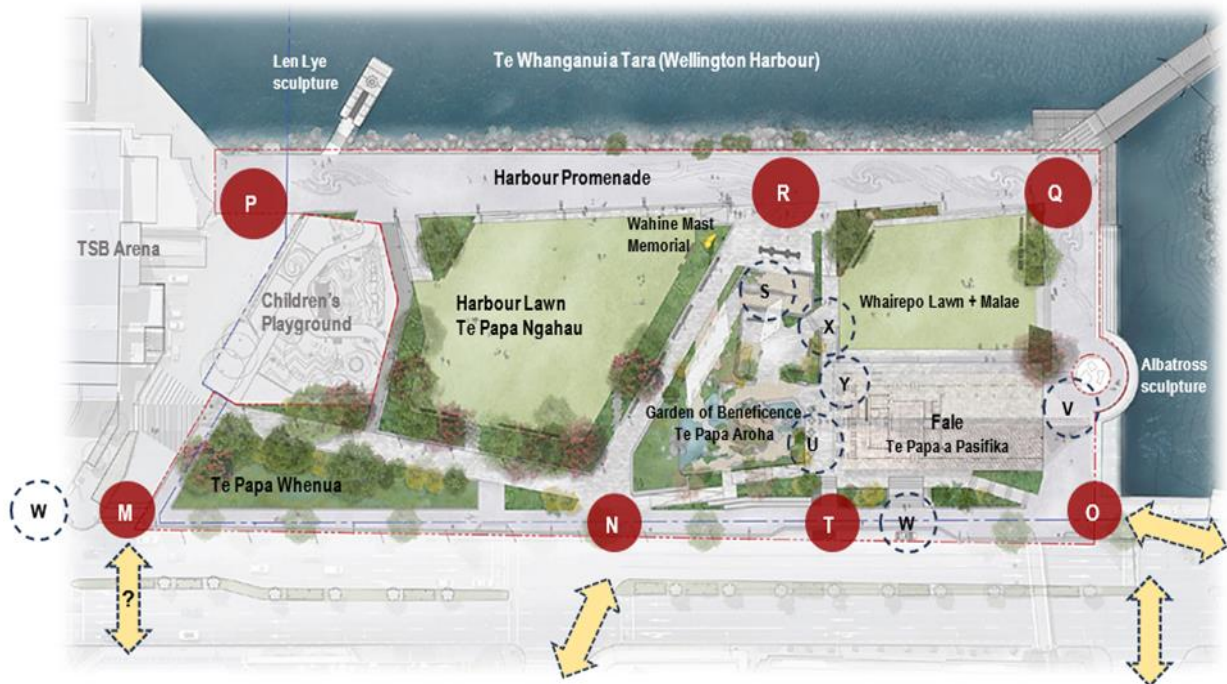
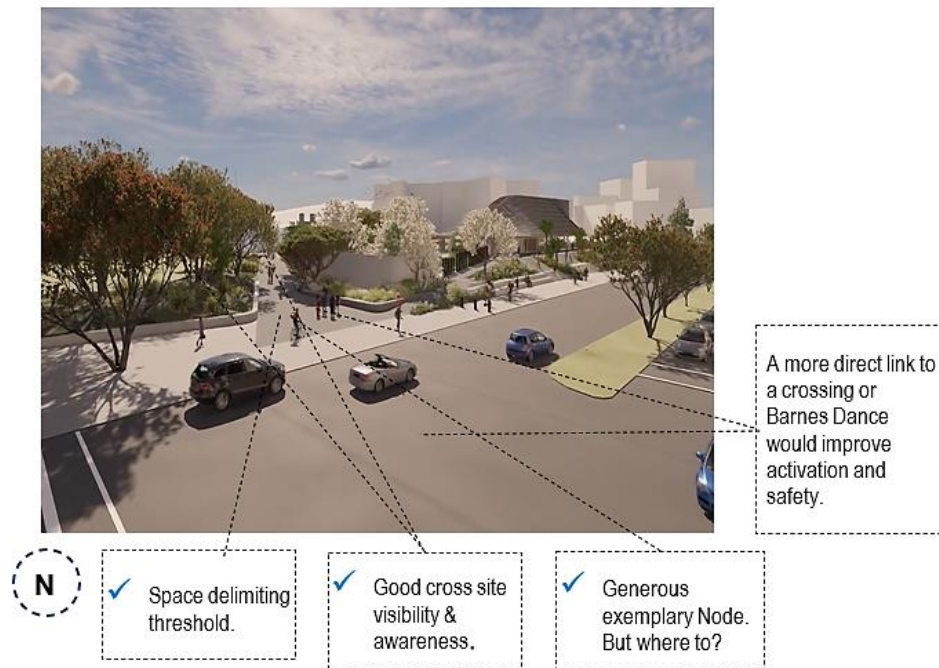


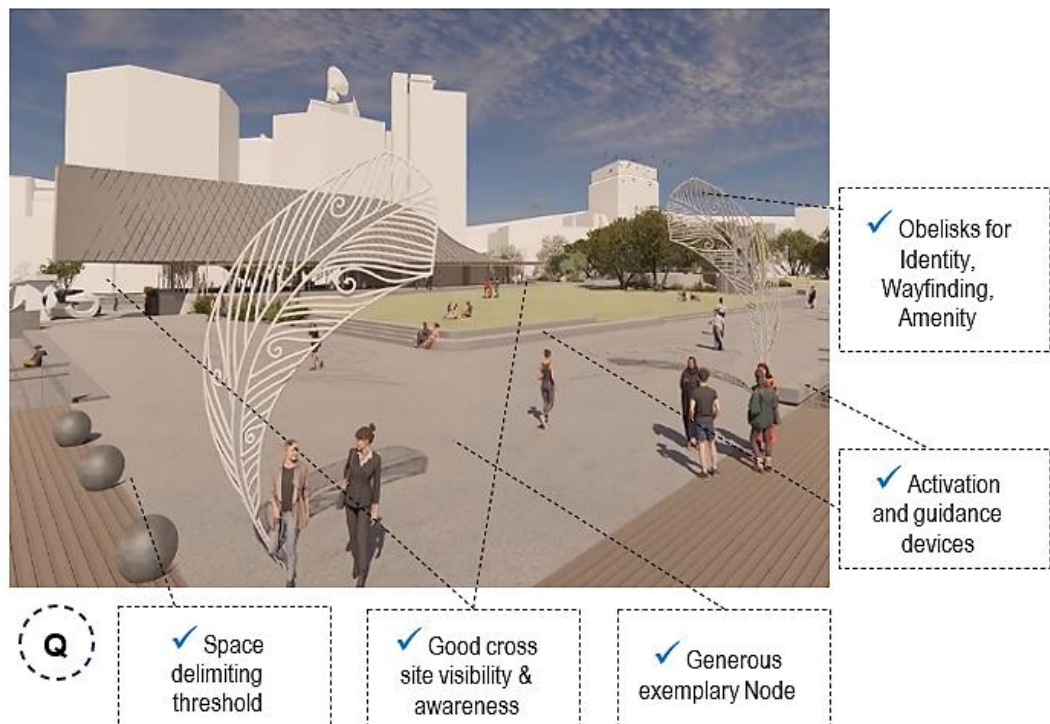
FIG. 1 Overview

Wright + Associates. 15.03.2024

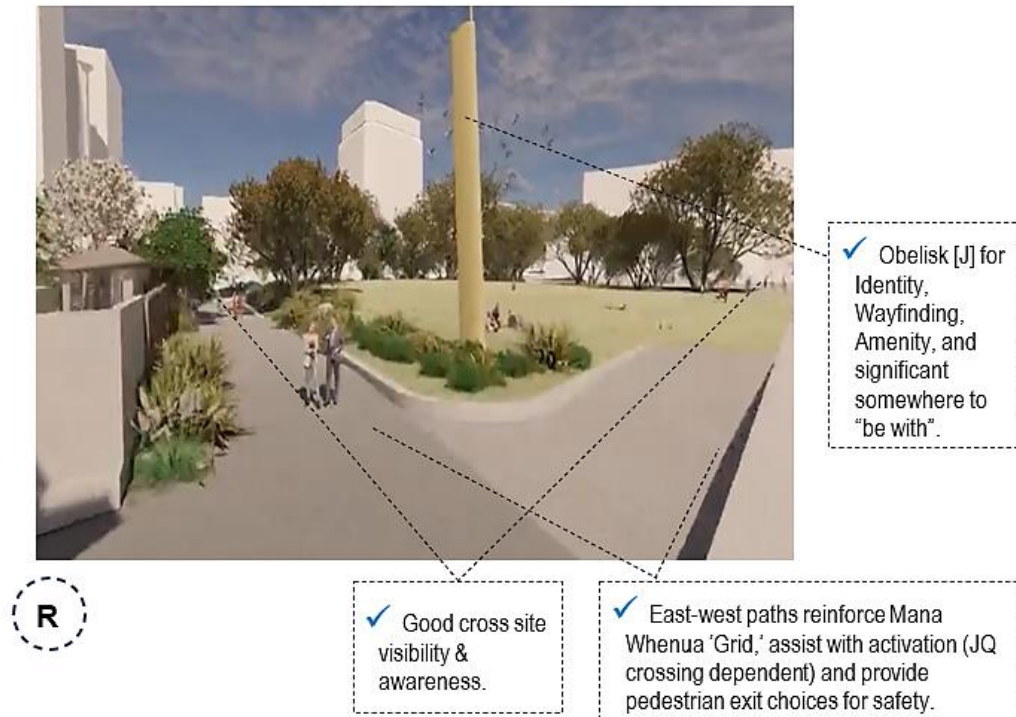
- ✓ It is expected that Jervois Quay pedestrian crossings from Hunter Street [**M**] in **FIG.1**; Willeston Street [**N**]; Harris Street [**O**] (to replace the bridge to be demolished) and new connection to the Civic Centre, will all promote and support activation and connectivity between FKP and the CBD, as required for the park's success, including CPTED dependencies.
- ✓ The aforementioned CBD connections make sense of and strengthen the east-west links in FKP and the Waterfront. They 'knit' the City to the respective receiving/launching nodes - Manaaki Tuhono Mana [**M**], [**N**], [**O**] – being part of the Park Wharikitia te Whenua (mat of the land) as illustrated in Wright's report (s.2.2, p.11).
- ✓ Good, clear, east-west sightlines across the FKP Project Area between Jervois Quay and the Waterfront Promenade restored by the removal of the former car park and sea wall.
- ✓ Elimination of visual barriers following demolition and maintaining of open space sightlines, substantially improves cross-park situational awareness, cohesiveness and strong association with the harbour that were compromised previously.



- ✓ Current trees and any further planting on the Te Papa Whenua lawn and the west side of the Harbour Lawn are expected to maintain east-west views across the park.
- ✓ Transitions and connections between east-west and north-south pathways [nodes/Manaaki Tuhono Mana] are open, clear and legible and do not have any blind corners ahead of travel in any direction.



- ✓ The skewed orthogonal Mana Whenua influenced 'woven' grid of major pathways provides intermediate enroute entry and exit choices and assists pedestrian and micromobility activation.
- ✓ There are generous nodal connection and orientation spaces between the host waterfront network at the northeast [P] and southeast [Q] corners and central expansion [R] of the Project Area;



- ✓ Both the Harbour Lawn and the Whairepo Lawn add significant opportunities for both specific, programmed use, and unprogrammed flexible and variable use. This assists in promoting activation of benefit for CPTED purposes as well.
- ✓ Specific zones of the Children's Playground, the Garden of Beneficence, and the Fale have their own well defined, yet spatially connected zones assisting in providing legibility and clarity-of-purpose of use and occupancy, supporting CPTED.
- The Children's Playground is not commented on any further as this is substantially completed and has benefited from CPTED considerations previously.

Te Papa Aroha - Garden of Beneficence

13. CPTED observations regarding the Garden of Beneficence which are referenced to **FIG 2**¹² on the next page, are that:

- ✓ The new design for the Garden of Beneficence is considerably more open than the 2016 design for the Chinese Garden.
The new design does not have the full perimeter containment of the previous design and features five access / exit points (shown as red arrows), accessible view 'windows',

¹² Note inverted orientation relative to FIG.1.

screen-filtered views and glimpses into and from the adjoining host environment – specifically, the surrounding main pathways [1] and [2], the northern end of the Fale [3], and the Harbour and Whairepo Lawns [4] and [5] respectively. The interior is much more open and visible than the previous design -

“Its walls and visually permeable screens, far from serving to exclude, invite within all those who wish to enjoy a moment’s respite from the wind or the bustle of an increasingly hectic world”
(Wraight Design Statement p.18.)

- ✓ The entrances themselves have immediate short-range views into the chambers - however more distant views ahead of travel are not always available due to the deliberate intrinsic design theme of “...[creating] sequence[s] of concealment and revelation, surprise and anticipation...” (para. 4, p.20). To offset this there are additional points at which the chambers can be checked out: and there are alternative exit paths if situations are seen that provide discomfort for perceived safety and security.
- Parts of the garden have semi-enclosed spaces so as to form “...three interlocked but separated spaces, named Heaven’s Well, the Chamber for Retelling the Past, and the Chamber for Contemplating the Future” (p.19).

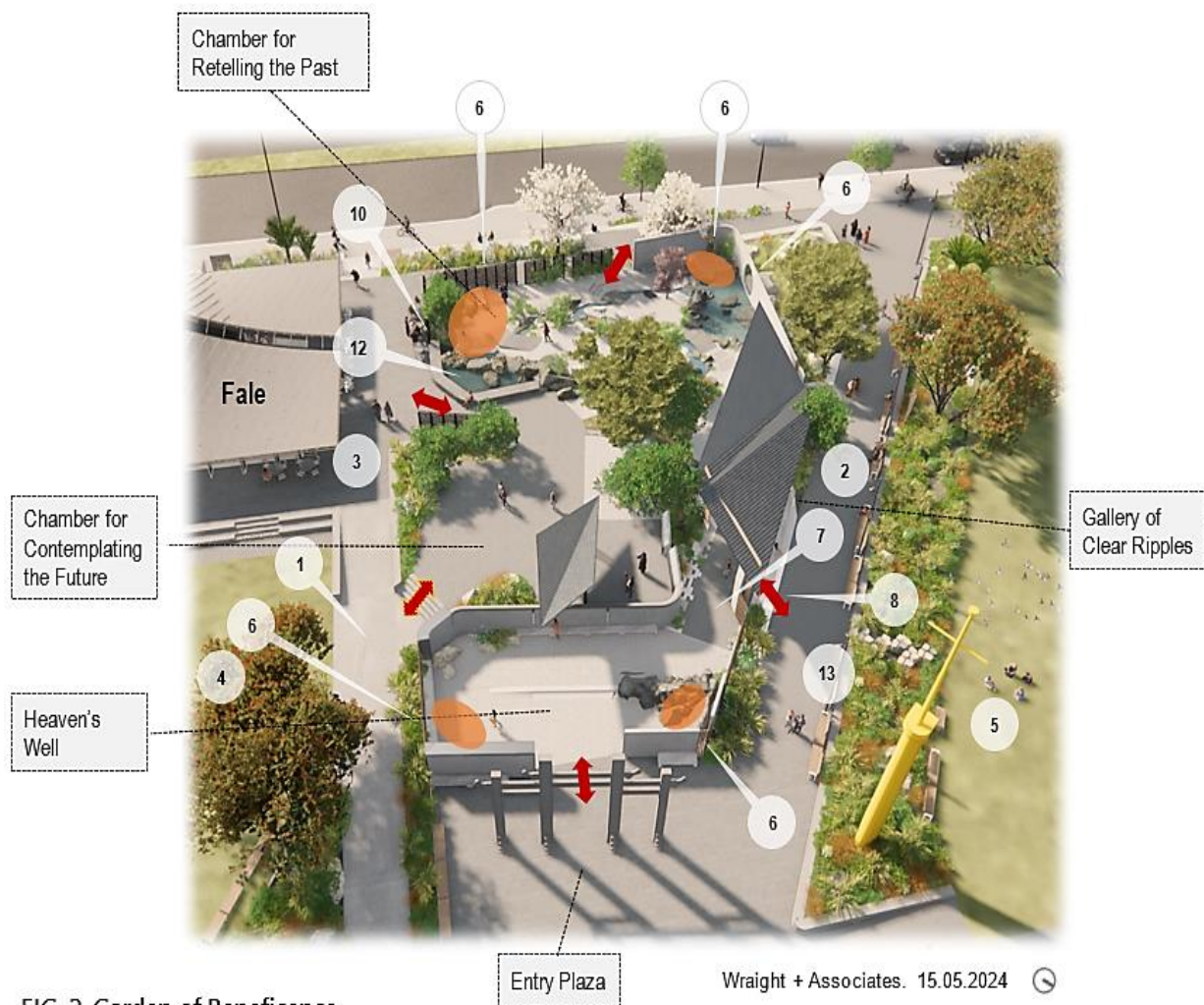
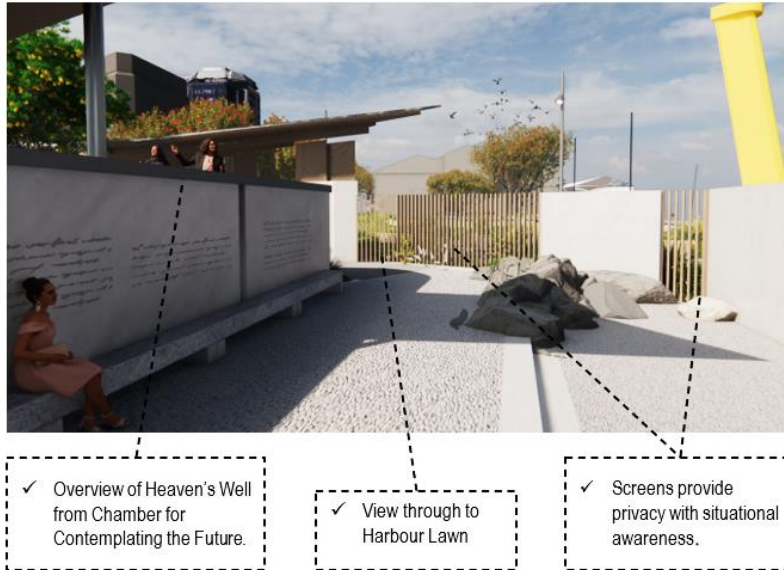


FIG. 2 Garden of Beneficence

Heaven's Well

- ✓ Without diluting the sense of enclosure necessary to create a chamber, Heaven's Well and the Chamber of Retelling the Past feature visually transparent screens [6] which provide useful glimpses into and out of the chambers for natural supervision. The strategically placed screens are intended to weaken the 'eddies' [shaded orange] that are essential to the amenity, definition and lawful enjoyment of the chamber, without which antisocial activity including crime, as well as accommodating the unhomed would be facilitated, if not invited. The visually transparent screens also intended to dilute a potential sense of entrapment space.



- ✓ Assisted by lighting at night, there is always an ability to see into Heaven's Well before entering, either through the screens [6] to or from Te Ngahau [5] and the Malae [4] or from the entrances. If desired an exit choice alternative is available from the western entry / exit to Heaven's Well [7] via Gallery entry / exit [8] onto the Promenade [2].



Chamber for Retelling the Past

- ✓ Similarly there are visually transparent screens, apertures [6] and low walls [12] to see into the Chamber for Retelling the Past before entering – see next image below.
- ✓ There are also entry and exit alternatives from the Chamber for Retelling the Past and from the Chamber for Contemplating the Future.
- ✓ There are significant partial views into the Chamber for Retelling the Past and the Chamber for Contemplating the Future from the Fale and adjoining pathway by virtue of their elevation and the low walls [12] between them that can be seen over.



- ✓ As WCC TAG have observed in their assessment report, it helps a little for natural supervision and mutual situational awareness that the gardens provide a source of interest and activity for people using the Fale Terrace [3]. Café type tables and chairs [10] along the wall [12] opposite the pavilion assist with situational awareness of the Gardens during the day.

The Gallery of the Clear Ripples

- ✓ The Gallery of the Clear Ripples has clear views through screens between it, the City to Sea Promenade [2] and the Harbour Lawn [5].

Garden contents

- Each of the chambers are planned to include artifacts and sculptures “..to stimulate and evoke and provide seating for the contemplation and relaxation of mind and body” – to say nothing of selected plants and shrubs. There will also be inscriptions on solid walls. I imagine that these cultural items along with other fittings and fixtures cannot all be of robust and resilient design. I expect they will need to be checked regularly. I anticipate vandalism remediation will be required – as has occurred elsewhere along the Waterfront, e.g. ASB south fire escape balcony, Children’s Playground, Treasure Island, Len Lye sculpture...

- Proposed security and maintenance:
“Garden rooms are not planned to be locked at night. Under special circumstances, temporary barriers may be installed at Garden egress points to prevent general access during large-scale events, such situations will be assessed on a case-by-case basis by Council. To deter antisocial or destructive behaviour in the Garden’s more intimate spaces a combination of visually porous screen elements, maintenance of plant heights and strategically located lighting is proposed. CCTV may provide additional security and monitoring”. (Wraight p.21).

Pasifika Fale Malae

14. Observations from the Fale Malae drawings and presentation are as follows:

- ✓ Perimeter visual transparency of the Fale building helps with:
 - through site views rather than visual obstructions;
 - situational awareness by facilitated and encouraged occupation of the immediate curtilage around and near the fale (and vice-versa for people outside);



- natural supervision inside and out;
- connecting the Fale to the immediate outdoor curtilage, terraces, and Malae for the purposes of care and stewardship;
- potential, although probably minor effective natural supervision of the entry and the southwest corner of the Garden of Beneficence from the northern outdoor terrace and especially the table spaces [U] (FIG 1) [10] (FIG 2) adjoining the Garden of Beneficence wall.
- ✓ Much of the Fale’s edges support high levels of activation and mostly seamless physical, as well as visual, connection to the surrounding outdoor spaces.

- ✓ The building is clear and legible around the perimeter with flush doorways and without recesses (seemingly from the cross-sections) including the southern lower-level, boat storage entrance doors – shelter being provided by generous overhangs [V].
- ✓ Planting scale and species shown for the sloping contained banks between the Fale and the Jervois Quay footpath appear suitable for amenity *and* CPTED purposes.
- A previous option for the Jervois Quay service gate [T] entry point - shown in the adjoining image as being brought forward - is preferred over the latest design which shows a recess. This recess should be adjusted for avoiding entrapment, soiling and other security issues.
- ✓ Inward and outwards goods, rubbish, recycling is all within the building obviating the need for traditionally problematic exterior storage spaces- as also observed by TAG in their report (s. 3.17 to s.3.21).
- The four public toilets on the south side of the building – now in a prime location [V] under the dramatic southern extension of the roof - have been problematic in the past as regards vandalism, soiling, and prolonged rough occupancy. Their appearance has not / does not exude being a safe, quality amenity. The initiative to integrate the toilets and to improve their quality and appearance is endorsed for perceptions of safety, good amenity and avoiding a potential quality mismatch with the Fale Malae.

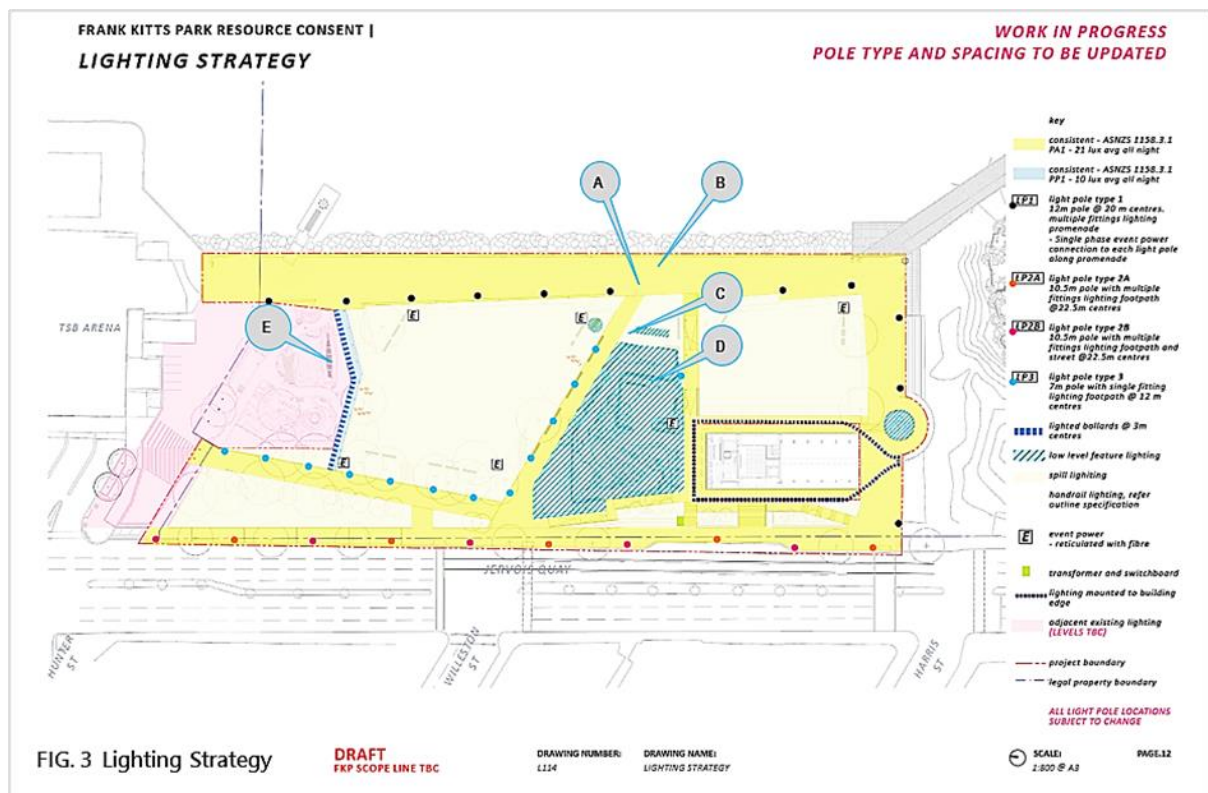


✓ Public toilets integrated.

Proposed Lighting Scheme.

15. Lighting within the Project area has been developed with CPTED (security and security-for-safety) and amenity in mind. The FKP lighting scheme is set within a planned lighting update of the host Wellington Waterfront area – the safety reasons for which I am aware of, but the final details of which I have not been apprised of. Observations concerning the FKP Lighting Scheme¹³ are that:

- ✓ The overall scheme in **FIG.3** (next page) reflects the applicable design standards and CPTED principles set out in 335 Building Systems Design's Draft Lighting Statement¹⁴ and Lighting Calculation Plots¹⁵, specifically with regards to:
 - upgrading existing lighting including resolution of current issues with stray light, glare and colour fidelity (the latter important for optimal use of CCTV for identification purposes);
 - conformance with AS/NS lighting standards;
 - suitable lighting of pathways and stairs/steps for pedestrian safety and security-for-safety, noting that supplementary lighting is provided under handrails¹⁶;
 - feature lighting to showcase obelisks useful for wayfinding and nighttime amenity;
 - bespoke features lighting within the Garden of Beneficence;
 - flexible lighting control system.



¹³ 335 Building Systems Design.'DN-1. Draft Lighting Statement'. 09-02-2024.

¹⁴ 335 Building Systems Design.'DN-1. Draft Lighting Statement'. 09-02-2024.

¹⁵ 335 Building Systems Design. 'FKP Lighting Calculation Plot'. 12-04-2024.

¹⁶ Useful and necessary contribution of handrail lighting on the stairways between the Fale and Jervois Quay, and the additional lighting pole at 'C' in Figure 2. are not shown on the lighting plots. Ref: 335. 'FKP Lighting Calculation Plot'. 12-04-2024.

- ✓ Optimisations for CPTED have been made, namely:
- Lighting on the pathway [A] between the Fale and the Garden of Beneficence has been improved to make the pathway a safer-feeling alternative option between the Waterfront from node / Manaaki Tuhono Mana ([P] in **FIG 1.**) with its adjoining light pole [B] (FIG.3 above) and Jervois Quay. End-to-end vision and a previously dim, partly hidden entrance into the Garden of Beneficence are restored by an additional pole light at [C], along with lighting provided on the building edge of the Fale at the north east corner and north side. The lighting on this pole at [C] is intended to create a 'puddle' of light both to define the entry threshold into the Garden, but also to provide an illuminated 'stepping stone' midpoint along the pathway. Being localised 'spot' illumination the realisable objective is not to overwhelm reduced ambient lighting intended for the Gardens themselves.
 - Bollard lighting along the pathway [E] between the Playground and the Harbour Lawn, with the lighting set to both illuminate the path and the planting along its southern edge.

16. It is expected that subject to Resource Consent, the lighting would be fine-tuned to support detailed design, including support for use of real-time monitored CCTV for security and safety purposes, and potential use of occupancy sensors.

CHECK AGAINST CPTED PRINCIPLES

17. How the Frank Kitts Park Redevelopment Project addresses the receiving environment and how the embedded CPTED design features work with reference to good practice CPTED principles¹⁷ and the seven qualities of safe spaces, is summarised by way of a check, in Table 1 below.

Table 1: CPTED principles to be addressed.

CPTED principle ¹⁸	How principle is addressed.
a. Informal and formal surveillance, pedestrian sightlines – see and be seen, active (occupied) edges, appropriate lighting, minimisation of concealment opportunities, vegetation clear of walkways.	<p>Informal surveillance from the occupants of FKP, commuters and non-commuters, including people traversing and 'promenading' the promenades and walkways, and others using the lawns, Fale Malae and associated spaces.</p> <p>Extensive formal and informal seating is also arranged to overlook thoroughfares and gathering spaces in the foreground of compelling views and activities of interest.</p> <p>Views through planted and treed edges with obstruction removed following demolition of the carpark structure.</p>

¹⁷ Ministry of Justice (2007). *Crime Prevention Through Environmental Design – Draft New Zealand Guidelines*. (Part of the New Zealand Urban Design Protocol).

¹⁸ Note these seven measures form part of a basket of tools. Depending on their application context they must not be construed as having equal availability or capacity to deter or prevent crime.

	<p>Clear sightlines across and along the park. Be-spoke and Waterfront general lighting as discussed above.</p> <p>CCTV coverage.</p>
b. Safe movement and connections – avoidance of entrapment spaces and cul-de-sacs, elimination of long pedestrian movement predictors without frequent exit choices.	<p>Avoidance of building recesses: and minimisation of entrapment space potential (in the Garden of Beneficence).</p> <p>Cul de sacs and isolated pathways eliminated.</p> <p>Exit choices and alternatives are available on promenades and pathways throughout the Project Area, including within the Garden of Beneficence.</p>
c. Clear and logical layout – legible and uncluttered space for pedestrians (enhancing perception of safety) with easy way-finding, logical and obvious entrances and exits, and clarity of purpose between adjoining spaces having different intended uses.	<p>Satisfied by specific design features.</p> <p>Legibility and clarity of purpose maintained. Several obelisks such as the Wahine Mast assist with wayfinding and orientation.</p> <p>Most entries and exits and functions of spaces are obvious by specific design. This is assisted by the Manaaki Tuhono Mana (nodes) of the Wharikitia te Whenua.</p>
d. Activity mix, 'eyes on the street' – good use of public spaces and a mix of compatible uses appropriate to the location with extended hours of activity to maximise natural supervision and sense of safety in numbers.	<p>Project designed to maximise activation and uses of different types, by different cohorts by age and interests over extended hours (day and night-centric).</p> <p>Places to pass through, and particularly to dwell in the non-habitation sense.</p> <p>Potential use incompatibilities for antisocial behaviour in the Garden of Beneficence given that its culturally design focussed features also have the potential to support anti-social behaviour. Council intends for this risk to be managed by other means such as CCTV and direct supervision.</p>
e. Sense of ownership - showing spaces are cared for through clear indications of what is public, communal, semi-private or private space, plus expressions of key stakeholder involvement;	<p>Sense of ownership and guardianship is represented by a range of design features – including open spaces, buildings, structures, sculptures and artefacts - reflecting interests and stewardship of the Council, Mana Whenua (Te Ātiawa and Ngāti Toa), Wellington Chinese Garden Society, Fale Malae Trust and other stakeholders consulted.</p>
f. Quality environments - well designed, managed, and maintained environments	<p>Considerable care has been taken in the design overall, along with the use of materials and finishes that are of a high quality and have good</p>

<p>necessary to sustain high standards of presentation and minimise vandalism and graffiti which engender a sense of risk; provision of a 'quality' environment designed with management and maintenance in mind;</p>	<p>appearance retention qualities imbuing respect and stewardship.</p> <p>Maintainability, appearance retention, and the means for both the intrinsic and applied protection and reinstatement of plants, materials, finishes and artefacts from vandalism and unintended use must continue to be considered in the next design stages.</p> <p>Ongoing facility maintenance, risk-based security programs, CCTV coverage and monitoring in real-time, along with servicing, and cleansing are all expected to be provided to sustain quality, amenity, security, and safety.</p>
<p>g. Physical protection – use of basic, active security measures such as access control and security lighting</p>	<p>Technical security in the form of lighting and monitored CCTV are proposed. To a significant extent this will be required to proactively <i>prevent</i>, rather than simply <i>react</i> to imminent safety and security risks after the fact - particularly for the Chinese Gardens where physical security measures for controlling access (such as deployable gates) are currently not wanted nor available in the design.</p>

CPTED COMMENTS ON TAG ASSESSMENT REPORT.

18. The Technical Advisory Group's assessment report on the redevelopment of FKP which is in part referenced to the Wellington Waterfront Framework, covers a number of project attributes that without mentioning CPTED in particular, they nonetheless have important dimensions for CPTED across the wider project area - for example, with respect to amenity, activation and liveability. There are two specific references to CPTED, and these relate to the Garden of Beneficence about which I comment as follows:

19. TAG Report S.4.13. *"We note the intention to keep the Chinese Garden open after dark. This gives a greater level of public accessibility than the consented garden which was to be closed after dark. However, 24/7 access means CPTED will need to be carefully considered to ensure both the safety of garden users after dark and the security of landscape elements and cultural artefacts."* And TAG. s.5.28. *"Consideration should be given to after-hours safety and security in the Chinese Garden"*. There is a mutual recognition that afterhours access could be problematic. I agree CPTED will need to be carefully considered to ensure security-for-safety of occupants and security for the garden and its contents and elements. The Council also has a governance obligation to do so.

20. I also note from TAG Report s.5.27. *"The Proposal removes walls and level changes that currently obstruct sightlines and hamper movement. In the redesigned park, pathways are more numerous and more legible. So, escape routes are more obvious and more accessible. Evening occupation of the Fale is likely. This contributes to public safety by increasing the duration of informal surveillance"*. I agree the revised design is safer due to exit opportunities and the

addition of screens to obtain views into and out of the Gardens. However there is a limit to what CPTED tools can achieve in this setting, considering also that some of these tools, such as *natural surveillance* which is most often cited and seemingly most relied upon, is both weak and unreliable in practice - if not fanciful afterhours when other sources of harm occur. It also relies upon elimination of spaces that are hidden from view and importantly, initiation of reliable, prompt and effective interventions to prevent rather than just detect crime.

21. In agreeing that “...*consideration should be given to after-hours safety and security*’ I turn to the matter of how and what is the most diligent, reasonable and practicable means for doing so. The long proven, most powerful and effective CPTED tool is in fact access control. This is naturally being resisted in pursuit of wider waterfront objectives for 24/7 access. Even so and based on my long experience with CPTED on the Wellington Waterfront I consider that it would be prudent to allow the potentially riskier parts of the Gardens, potentially Heaven’s Well, to be physically access *controllable* after hours. Other zones such as the Gallery of Clear Ripples may also require attention later. I anticipate permanent access controllable gate(s) as distinct from portable temporary mesh hoardings proposed for riskier scheduled Waterfront Events only, will be inevitable shortly within the service life of the gardens anyway, because of the sorts of incidents I have mentioned elsewhere in relation to the crime profile of the Waterfront. Better to install dignified design-compatible gates for use when required than to retrofit them.

22. TAG Report. S.5.26. Waterfront Framework objective header. “*The waterfront is, and is perceived to be, safe at all times*” - my emphasis added.

Perceptions and recorded incidents show it depends on *where (on the Waterfront)* and *when* – i.e. not everywhere at all times. In the case of the FKP redevelopment I believe that a distinction must be made between afterhours and other hours. And between the Garden of Beneficence and the remainder of the FKP Project area, which are intrinsically very different in design and utilisation and associated locational and temporal risk profiles.

Detailed design of the Garden can create a risk location i.e. the ‘where’ - particularly because the ingredients that make it a successful garden are the same ingredients for some types of crime, including vandalism and personal crime, disorderly behaviour, liquor ban breaches, drug dealing and the like. As to the ‘when’ - data also shows that such crimes are more frequent afterhours in public places in and around the Courtenay/FKP precinct. Security and CPTED arrangements must reflect time and place. I therefore both agree and disagree with TAGs overarching assessment of this Waterfront Framework objective to *contribute* to safety but depending on when and where.

CONCLUSION

23. My CPTED interest and obligations are to balance competing high standards of civic amenity with security-for-safety. This is in the interests of taking all reasonable and practical steps to mitigate foreseeable risk of harm from personal crimes in due consideration of the host environment where the Park and particularly the Garden is located. This balance is also necessary for due diligence under governance enshrined in legislation as well as the numerous mandates which the Council has, including its own District Plan, design guides and protocols where safety and CPTED are well-underscored and understood.

24. From the CPTED Table 1 (above) and the preceding detailed review it can be concluded that prudent CPTED measures have been embedded and refined during the design process, and to a level commensurate with a For Resource Consent application.

25. I consider the proposed For Consent Design contributes to fulfilment of the relevant principal mandates for CPTED:

- a. Wellington City District Plan (Introduction, s.1.6.1; s.1.6.3);
- b. Wellington Waterfront Framework (s.3.2);
- c. Wellington City Council (2005) "Guidelines for Design Against Crime", Wellington City District Plan;
- d. Wellington City Council (2008). "Walking Policy" (Objectives 2 and 3);
- e. 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).
- f. "New Zealand Urban Design Protocol".

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