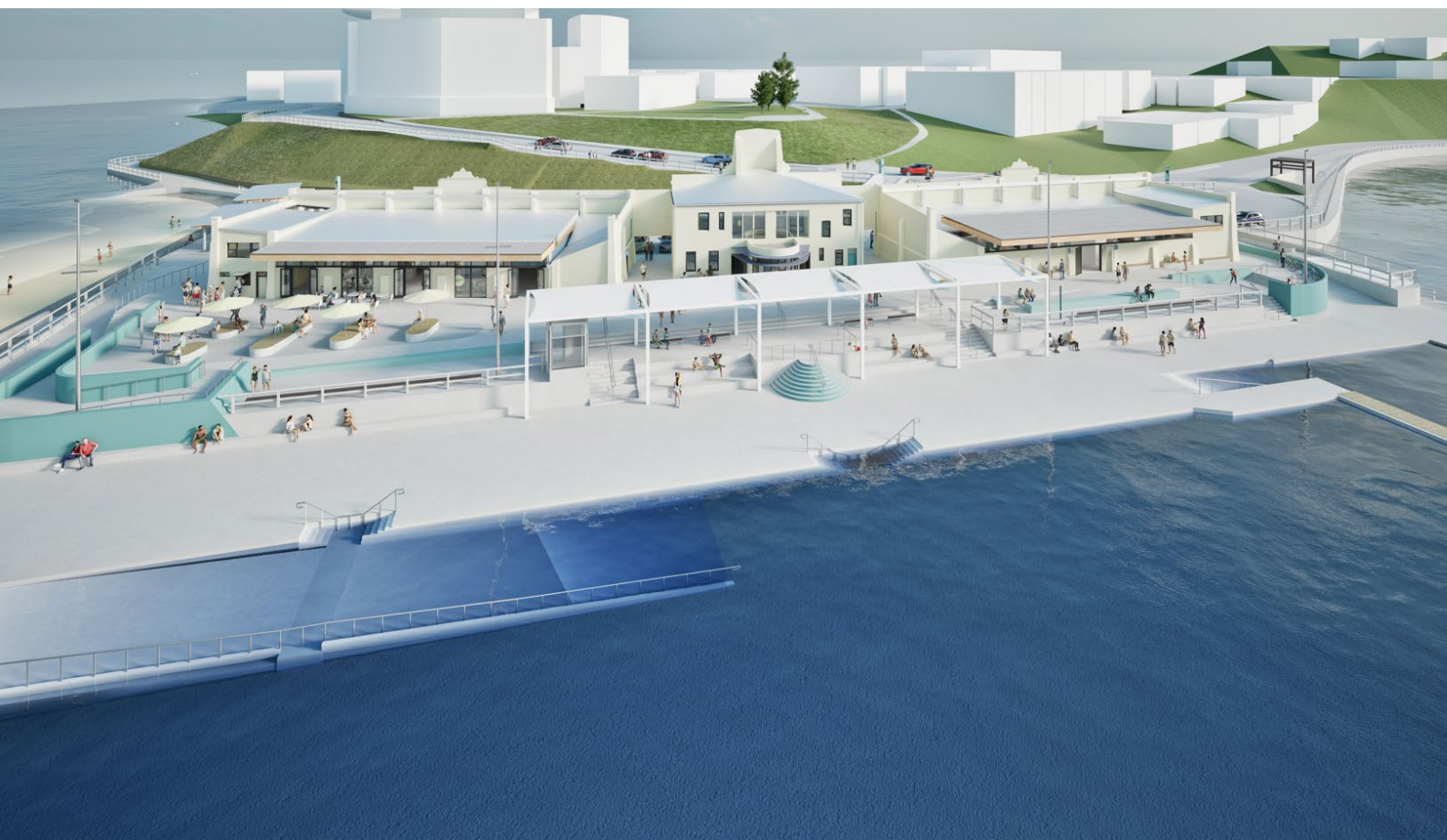


CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN

NEWCASTLE OCEAN BATHS STAGE 2 UPGRADE

30 SHORTLAND ESPLANADE, NEWCASTLE NSW 2300 (LOT 7061 DP1118737)



CLIENT CITY OF NEWCASTLE C/- TONKIN ZULAIKHA GREER ARCHITECTS

DATE 6 AUGUST 2026



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REFERENCE DOCUMENTS

Reference 1	Architectural Plans prepared by Tonkin Zulaikha Greer Architects dated 3/08/2026
Reference 2	Signage & Wayfinding prepared by Tonkin Zulaikha Greer Architects dated 20 July 2026
Reference 3	Landscape Plan prepared by TCL dated 3 August 2026
Reference 4 (Attached)	Crime Prevention Through Environmental Design Newcastle Ocean Baths Refurbishment prepared by James Marshall and Co dated 1 June 2021

DECLARATION

This Crime Risk Assessment Report has been prepared and approved by, or in conjunction with, a person who has undertaken the NSW Police Service (Safer by Design) course (or equivalent).

I certify that to the best of my knowledge the contents of this report including its recommendations has been prepared in accordance with the 'Crime Prevention and the Assessment of Development Applications: Guidelines under Section 4.15 (formerly 79C) of the Environmental Planning and Assessment Act 1979'.

Signed



Samara Jayne

Town Planner | ACCREDITED CPTED CONSULTANT

Safer Towns and Cities CPTED LG NSW Qualification (2024)

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VERSION	REVIEWED BY
Date: 6 August 2026 Version: Final Version 7	Name: Lee McCourt Position: Deputy Principal Town Planner, Accredited CPTED Consultant  Signed:

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1. INTRODUCTION

1.1. PURPOSE

The purpose of this report is to assess the crime risk relating to the Stage 2 Upgrades of the Newcastle Ocean Baths (NOB) at 30 Shortland Esplanade, Newcastle NSW 2300 (Lot 7061 DP1118737) (the site). This Crime Risk Assessment accompanies documentation for a Development Application (DA) to City of Newcastle (Council) under Part 4 of the *Environmental Planning and Assessment Act (EP&A) 1979* with Council as the proponent and determining authority.

This assessment uses qualitative and quantitative measures of the physical and social environment to analyse and minimise crime opportunity. The assessment reviews the development against Crime Prevention Through Environmental Design (CPTED) principles and provides recommendations for the design, construction, and future management practices of the development for consideration.

1.2. BACKGROUND

A User Needs Analysis was prepared by GHD on 19 May 2023. The report made initial comment on a number of CPTED matters as part of its analysis (though not the focus) as follows:

- There would be a higher crime risk with semi-open air roofed amenities due to access afterhours and lack of privacy from drones. The current design subsequently does not include open air facilities
- The provision of non-gendered changerooms was not supported. The current design provides separated male and female changerooms
- Referenced the staff feedback in the previous CPTED report by James Marshall & Co from 2021 which noted some incidents of anti-social behaviour, theft, vandalism, and break ins (Section 4, p.22 of the JM&Co CPTED report)

Appendix C of the User Needs Analysis provided crime statistics from the Bureau of Crime Statistics and Research (BOCSAR). However due to the age of the report, these statistics are out of date (BOCSAR updates statistics quarterly) and as such are not referenced. Current statistics are provided in Section 5.1 of this report. Appendix C also provided hot spot mapping. We generally do not include Hotspot Maps. While they can show us where high crime areas are and help us understand the factors that affect the distribution and frequency of crime, their accuracy and interpretation can be skewed by the quality, accuracy, and completeness of the incident reporting (i.e. the geocoding process), the type of offence, the population density and concentration (or lack thereof) of land uses, and the ability for hotspots to “spill out” into surrounding areas and/or lack defined borders.

A preliminary CPTED assessment was prepared by de Witt Consulting dated 5 June 2024. Since then it is understood that Council has carried out community consultation and considered different design options. The two main changes to the design were:

- The layout of the amenities block has been revised
- The previously proposed residential use on the first floor of the central building is to be replaced with a lifeguard training room, lunchroom, break out rooms, and toilets

Further consideration as part of the DA assessment process has resulted in additional amendments as part of a Request for Information dated 12 June 2026. Namely that the roof form has been revised to create a more open feel to the change rooms, and the amenities layout has also been amended. The design around the Canoe Pool has also been revised with

the curved edge retained along with a different design approach / structure for the picnic shelters.

1.3. METHODOLOGY

CPTED is the process for analysing and assessing crime and security risks to guide development, urban design, site management, and the use of the built environment in order to prevent and reduce crime and the fear of crime, and to promote and improve public health, quality of life, and sustainability.

Crime risk assessment aims to analyse the types of crime that may be prevalent in the area and to which the development may be susceptible; provide information as to how the design was informed by the CPTED principles; and inform the design, construction or future management practices of the development (e.g building materials, signage, lighting, landscaping, maintenance, accessibility, and facilities).

The methodology applied for the conduct of this crime risk assessment draws on the following key documents in particular:

- Crime Prevention and the Assessment of Development Applications: Guidelines under Section 79C (4.15) of the *Environmental Planning and Assessment Act 1979*
- ISO 22341:2021 – Security and resilience — Protective security — Guidelines for crime prevention through environmental design
- Companion to Safer by Design Crime Risk Assessment, *NSW Police Safer by Design*
- Crime Prevention Through Environmental Design Newcastle Ocean Baths Refurbishment prepared by James Marshall and Co dated 1 June 2021

The Safer by Design program formerly provided by the NSW Police Force summarises the accepted methodology, which this assessment implements and involves:

- A desktop and visual site inspection assessment of the site and surrounding area
- Establish and summarise the context for the site and surrounding area
- Review and summarise the proposed development plans and key operational details
- Review latest available crime statistics and trends (currently March 2026) from the NSW Bureau of Crime Statistics and Research (BOCSAR) Crime Tool for the local area
- Analyse and summarise physical site-specific opportunities and risks to be considered in the assessment
- Review the Architectural Designs and other supporting plans against each of the CPTED principles in accordance with relevant Guidelines and Standards
- Establish a risk rating for the most prevalent types of crime based on the existing site context, crime statistics, and review of design against the CPTED principles
- Identify practical crime mitigation measures and / or design recommendations that can be employed in the project, as required
- Provide a conclusion which summarises these findings and recommendations and classify an overall project crime risk category

The assessment is based on the information as contained in the Architectural Plans prepared by Tonkin Zulaikha Greer Architects and Landscape Plan prepared by TCL.

1.3.1. Scope of Report and Limitations

Whilst this document provides an assessment of the crime risk relating to the project, including recommendations for implementation, it is not intended to provide an exhaustive listing of detailed design, architectural, or physical security crime prevention through environmental design implementation strategies, or restrict the potential applications to only those examples provided in this document.

Having regard to the setting, scale, and context of the development, the assessment and recommendations in this report are measures that may further mitigate the risk of crime within the proposed development. These measures alone however cannot eliminate the risk of crime and no guarantee is given or implied that the implementation of any measures identified in this report will render the development free from criminal activity.

The information provided in this document is based on empirical evidence and current studies. Once an intervention is put in place it may not necessarily solve the entire crime problem. It cannot, for example, control the history of the offender, nor the mental state of the offender. Not everyone's behaviours are influenced by the environment they find themselves in.

The role of the environment is part of a range of other approaches such as social support, community building, judicial intervention, incarceration, and management which need to be in place to prevent crime and maintain a safe town or city. As such, the assessment and recommendations in this report do not factor matters such as broader social, environmental, or economic impacts. The assessment and recommendations are made only in relation to mitigating the risk of crime, antisocial behaviour, and fear of crime for the proposed development.

1.3.2. Authorship and Qualifications

Section C7 Safety and Security of the Newcastle Development Control Plan (DCP) 2023 states:

"Submit a CPTED assessment report by a suitably qualified person who has completed training in crime prevention, crime risk evaluation and CPTED techniques. The CPTED assessment report must detail the training and currency of the person responsible for the preparation of the report."

de Witt Consulting is a quality assured, multi-disciplinary organisation providing clients with premium quality, town planning, surveying, ecology, GIS, sewer and water design, and project management services. Our team of experienced town planners have extensive experience preparing Crime Risk Assessments and providing design advice and guidance for Councils, other agencies, and private developers. Importantly, our town planners are suitably qualified to prepare CPTED reports, having completed the NSW Police Safer by Design CPTED course and/or equivalent Safer Towns and Cities CPTED course held by Local Government (LG) NSW.

Recent CPTED assessments for a variety of projects include (but are not limited to):

- 216 site Lifestyle Village at Failford in September 2023
- 200+ site Manufactured Housing Estate in Tea Gardens in September 2025
- 12-unit Crisis Accommodation Facility on behalf of Broken Bay Catholic-Diocese, Warnervale (ongoing)
- Various licensed premises in Newcastle LGA including Grainfed Brewery; Lambton Park Hotel; Cricketers Arms Hotel; and Meat and Grain Steakhouse
- New amenities building at the Cooper Street Reserve, Engadine on behalf of Sutherland Shire Council in August 2025
- Walka Water Works redevelopment for Maitland City Council in February 2025

- Fernleigh Track shared pathway project on behalf of Lake Macquarie Council in May 2025
- Newcastle Ocean Baths Stage 2 Redevelopment for City of Newcastle (ongoing)
- Community Hall, open space and playground in Norah Head in September 2023
- Public domain improvements in Midtown, Newcastle on behalf of Newcastle Business Association including community and stakeholder engagement in September 2025
- New medical centre on behalf of Tamworth Aboriginal Medical Services, Tamworth in November 2024
- Emergency services facility on behalf of NSW Rural Fire Service at Mooney Mooney in July 2024
- Place of public worship in Arndell Park in October 2024
- School at Gillieston Heights for Seventh-day Adventist Schools NSW North in March 2024
- Centre-based childcare facility in Warners Bay on behalf of Lake Macquarie Council in June 2023
- 37-unit Light Industrial Development (high technology and creative industries) in Islington in June 2024
- Adaptive re-use of former Bond Store in Maitland in May 2024
- 24-hour recreation facility (indoor gymnasium) in Jamisontown in May 2024
- 24-hour trading for a service station in Gunnedah in February 2025

This report was originally co-authored and reviewed by Andrew Biller, a CPTED qualified town planner at de Witt Consulting. This revision has been prepared by Samara Jayne, a CPTED qualified town planner at de Witt Consulting.

2. RESPONSE TO REQUEST FOR INFORMATION

As noted previously, as part of the assessment of the DA Council has issued a Request for Information. Section 1.6 of the RFI letter is of relevance to this CPTED report with the following responses provided.

Evidence Base & Traceability

The submitted CPTED assessment cites the report Crime Prevention Through Environmental Design – Newcastle Ocean Baths Refurbishment (James Marshall & Co, 2021) as an evidentiary source for site risk history and management issues, which noted:

- i. incidents of anti-social behaviour, theft, vandalism, and break-ins (p.5).*
- ii. vandalism and graffiti after hours, particularly in change rooms, rated L3 (Possible) (p.23).*
- iii. lack of environmental (space and activity) management and surveillance after hours as a key issue with the present facilities (p.24).*

As these findings inform current risk ratings and treatments, it is necessary to submit the following:

- i. full copy of the 2021 CPTED report (James Marshall & Co, 2021).*

The James Marshall & Co report is included as an attachment to this report.

- ii. cite sections supporting incident patterns, risk ratings, and surveillance gaps.*

Citations have been added as necessary.

iii. methodology summary – data sources, timeframe, and alignment with current risk matrix.

Section 1.3 of this report has been updated as requested.

iv. change-over-time analysis – what has changed since 2021 and updated incident data (2022–2025).

The James Marshall & Co report applied a very different methodology to investigating the crime statistics compared with de Witt Consulting such that a direct comparison is not possible. For instance, as noted in Section 1.2 of this report we generally do not include hot spot mapping whilst the JM&Co report relied heavily upon them.

Regardless, comparison with 2021 statistics is provided in Section 5.2 of this report.

v. design relevance – which 2021 recommendations remain applicable or are superseded, with justification.

Assessment of the JM&Co recommendations is provided in Section 8.1 of this report.

vi. integration – show how 2021 findings informed CPTED strategies (surveillance, access control) and SIA considerations (community safety perceptions).

The time and significant design changes since 2021 is such that this assessment referenced the previous findings as just one aspect of the evidence base but not the sole source. Notably the JM&Co findings were utilised to supplement the crime statistics with actual examples of the statistics in practice. Likewise this assessment gave closer attention to the previous matters in forming its consideration of the CPTED principles and recommendations in light of historic issues noted.

This report is solely focused on CPTED considerations and as such is unable to comment on Social Impact Assessment matters (this is subject to a separate report).

vii. final position – state the basis for design and operational decisions, including evidence and trade-offs.

Design and operational matters are the purview of the applicant (Council). de Witt's role in this process has been to provide recommendations only with it ultimately being Council's decision whether to adopt these. Regardless preliminary CPTED advice was provided in June 2024 in the form of a draft report which did not identify any significant design and operational aspects from a CPTED perspective that could not be addressed by standard recommendations. The recommendations within that draft report have largely carried forward into this revision for consideration in the conditions of consent, detailed design phase, and operation with the exception of CCTV based on Council's advice that this could not be adopted due to privacy concerns.

Perceived Crime and Safety for Diverse Users

Further information requested to include an assessment of perceived crime and safety risk for diverse user groups, including women, older adults, solo users, families with young children, people with disabilities, particularly in relation to alcohol-related harm.

Further commentary has been added to Section 6.4 of this report. Ultimately user perceptions of safety in this regard will be determined by operational matters subject to the Plan of Management and appointed operator.

Lines of Responsibility

CPTED assessments typically assume clear ownership and authority to intervene. At Newcastle Ocean Baths, responsibilities are split:

- i. *Water safety – Lifesaving services (approx. 9:00 am–5:00 pm only).*
- ii. *Behaviour management – licensed food and drinks premises staff.*
- iii. *Public domain enforcement and anti-social behaviour – City of Newcastle, NSW Police*
Clarify responsibility for intervention, monitoring, and liability for behavioural issues, including after-hours scenarios.

Responsibilities now outlined in Section 6.4 of this report. The Plan of Management will need to further address this.

Lighting

Further information is requested to clarify how lighting will be managed outside floodlight hours (9:00 pm–5:30 am) to ensure safety for early or late users.

Lighting recommendations to be considered in the detailed design phase have been provided. Regardless further commentary has been provided in Section 6.1.1.4 of this report.

3. SITE AND CONTEXT ANALYSIS

3.1. SITE SUMMARY

Address	30 Shortland Esplanade, Newcastle NSW 2300
Lot and DP	Lot 7061 DP1118737
Zone	RE1 Public Recreation
Existing Structures	Newcastle Ocean Baths

3.2. SITE AND SURROUNDING AREA

The Newcastle Ocean Baths are located at 30 Shortland Esplanade, Newcastle NSW 2300. This broader site is irregular in shape, located along approximately 1 kilometre (km) of the Newcastle esplanade between Nobbys Beach and King Edward Park. The broader site includes Newcastle Beach with the Newcastle Surf Life Saving Club (SLSC), the South Newcastle Beach Skate Park, the Newcastle Canoe Pool, and of course the Newcastle Ocean Baths with associated facilities and amenities. The site is zoned RE1 Public Recreation.

Stage 1 Upgrades have been completed, with the baths re-opened to the public in December 2023. Stage 1 generally included the revitalisation of the baths and surrounds, improving the safety, water quality, and accessibility of the facility. The works area associated with the Stage 2 Upgrades specifically relate to the remainder of the site being the existing Ocean Baths amenities buildings and adjoining aspects towards Shortland Esplanade including the landscaping, car parking, and seating areas.

The topography of the works area is relatively level. Shortland Esplanade runs adjoining the site to the north providing vehicle access. There are several pedestrian access points, being from the northeast side pathway, direct entry steps down from the north, and via the west side off The Canoe Pool connected pathway. Limited vegetation is present being bushes and scrub between the site and Shortland Esplanade.

An aerial view of the site is shown in *Figure 1* below.



Figure 1 Aerial overview. General works area outlined in red (aerial © Aerometrex 2026)

As above, the site forms part of the Newcastle headland foreshore and public recreation area. Land to the north and west is the Newcastle East End and the city centre being largely low-medium-high density residential and mixed-use developments. Notably Fort Scratchley, Nobbys Beach and Nobbys Head Lighthouse and the Newcastle Breakwall are located to the northeast, Queens Wharf and the Foreshore Precinct to the north, and James Fletcher Hospital and King Edward Park to the west. The Pacific Ocean adjoins to the east and south.

A location plans is provided in Figures 2. A zoning plan is shown in Figure 3.

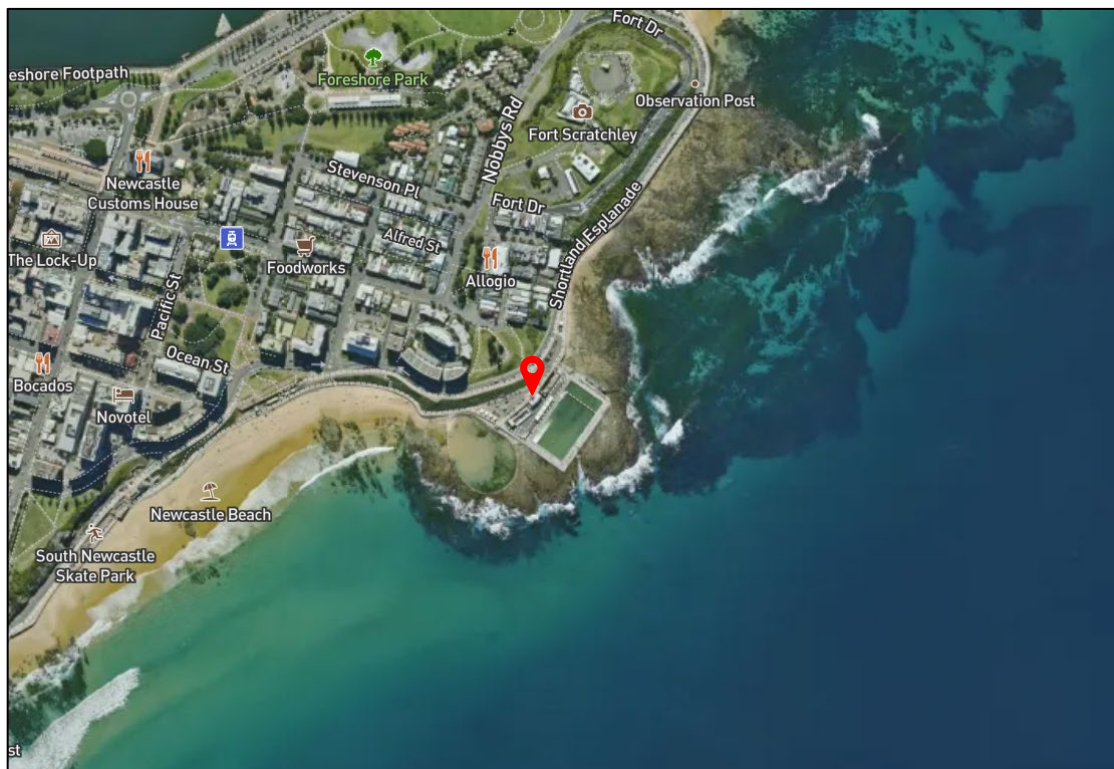


Figure 2 Location plan. General works area pinned (aerial © Aerometrex 2026)



Figure 3 Zoning plan. Broader site outlined in yellow (Source: NSW Planning Portal Spatial Viewer)

3.3. SITE PHOTOS

Site photographs are included below. The area is noted as having generally high levels of pedestrian activity along Shortland Esplanade being very busy with high levels of pedestrian and motor vehicle activity throughout the greater beach precinct.



Photo 1 – View of the works area along Shortland Esplanade facing south.



Photo 2 – View of adjoining properties along Shortland Esplanade facing north.



Photo 3 – View towards Nobbys Head facing north.



Photo 4 – View of the existing Ocean Bath facilities facing east.



Photo 5 – View towards Newcastle Canoe Pool and Pacific Ocean facing southwest.



Photo 6 – View between the existing amenity buildings facing northwest.



Photo 7 – View of the front of the existing amenity building facing southeast.



Photo 8 – View of the rear the existing amenity buildings facing southwest.

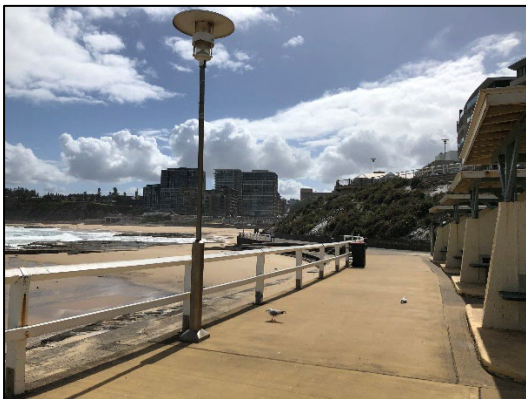


Photo 9 – View towards the city centre facing west, Canoe Pool to the left.



Photo 10 – View of the front of the existing amenity building facing northeast.



Photo 11 – View towards Newcastle Ocean Baths from Shortland Esplanade

3.4. SITE OPPORTUNITY AND FEAR OF CRIME ANALYSIS

Fear of crime is an emotional reaction which is difficult to measure. Partly it is due to general factors (media reports on crime, violence in movies, anxiety due to economic conditions) that are not linked to the local environment but depend on broader conditions. Environmental planning and design cannot directly affect this type of fear, although an environment that does not generate anxiety can contribute positively to reduce fear.

The reduction of fear and crime prevention are different (e.g. cycles, time spans) and require ad hoc strategies and measures. Both should be taken into account.

Many studies have shown that there is a strong correlation between criminal acts and antisocial behaviour and the specific features of the built environment. Fear of crime and feeling insecure or uneasy are also strongly related to the character of the environment.

In order to study this relationship, it is necessary to identify, measure, analyse, and evaluate the specific factors of the physical environment that allow this correlation to take place.

3.4.1. Summary of Site Opportunity

Based on historic understanding of the site and the aspects visible during the site inspection, the site has been well managed in terms of lack of evidence of graffiti, rubbish etc. The significance of the site to the greater Newcastle area as well as the strong local community ties is such that good management of the facilities has historically occurred. There is a strong sense of community ownership and care, as well as supervision of the site, being a highly active recreational asset for the city.

The site's location is such that significant open space and views to and from the existing facilities, and in particular the public domain and adjoining residential premises, is present. Shortland Esplanade is a classified road and the site's position as part of the east end of the city centre is such that a good degree of traffic is present. Pedestrian and cycle paths are present along Shortland Esplanade and the Bathers Way further enhancing activity in the area. Additionally considerable street and footpath lighting was noted during the site visit ensuring visibility and activity around the clock. However, the existing buildings do block surveillance on the ocean side and towards the baths in some locations.

Retaining walls, landscaping, and handrailing present along Shortland Esplanade acts as a form of access control and territorial reinforcement in conjunction with the topography falling from the road. This is appropriate and consistent with the public nature and use of the site.

Notably though, previous CPTED assessment by James Marshall & Co (2021) highlighted a lack of environmental (space and activity) management and surveillance after typical hours as a key issue with the present facilities (Section 6, p.22 of the CPTED report).

4. THE PROPOSAL

The proposed development involves the Newcastle Ocean Baths Stage 2 Upgrades, generally including the redevelopment and fit-out of the existing southern and central pavilions, the reconstruction of the northern pavilion and the addition of first floor additions in the southern and central pavilions. The proposed development also includes upgrades to the surrounding public domain, including the car parking area to the west, pedestrian accessways, seating areas along the east side of the pavilions, and landscaping provision. We understand new signage will also be provided.

In summary, the Architectural Plans prepared by TZG and the Landscape Plans prepared by TCL show:

Southern Pavilion:

- Food and drink premises including back of house (BOH) areas and amenities
- Bookable community space with amenities, kitchenette and storeroom
- Café space located on the first-floor level
- Family change room, accessible bathroom, and changing place accessed by the shared lobby

Central Pavilion:

- Lifeguard tower including training room, storage, comms room, cleaning, end of trip (EOT) facilities, break out rooms, and separate lunchroom. Doors available from the north and south side
- A family changes room are present on the ground floor

Northern Pavilion:

- Separate male and female amenities (female on south side and male on north side). Amenities building is accessed via a shared entrance.
 - Female amenities include large changing room with seating and ambulant toilet, four lockable shower stalls with changing space, showers, and seven lockable toilet stalls
 - Male amenities include five lockable shower rooms, ambulant toilet, showers, three lockable toilet stalls, and six urinal stalls
- Storage and plant located at the first-floor level

External open space upgrades:

- Upgraded direct entry steps down to the baths entry
- New look out area and bin store close to entry stairs
- New seating and external furniture outside the southern pavilion facing the baths
- A seating area outside the northern pavilion facing the baths
- New stairs, seat terraces, and street furniture facing the canoe pool

5. CRIME PROFILE AND RISK CONTEXT

This section identifies the most common types of crime, compares local trends to state averages, and forms the basis for assigning risk ratings for the site and project.

Crime data has been sourced from the NSW Bureau of Crime Statistics and Research (BOCSAR) Crime Tool. We generally do not include Hotspot Maps as their interpretation can be skewed.

In some cases crime rates are marked as "n.c." (not calculated) due to low population numbers and / or limited incident counts*. This is because in areas with small populations, even a small number of incidents can disproportionately affect crime rates potentially resulting in a misleading picture of risk. As such, the rates should be interpreted with caution and are used to provide a general indication of crime risk rather than an absolute measure.

** A trend or count is not calculated if at least one 12 month period in the selected timeframe had less than 20 incidents.*

** Rate is per 100,000 head of population.*

5.1. CRIME TRENDS AND STATISTICS

5.1.1. Crime Profile (LGA vs NSW)

Table 1 below shows the most recent recorded crime statistics for NSW and the Newcastle LGA. As indicated the most common offences within the Newcastle LGA are:

1. Theft (stable)
2. Assault (up 8.3%)
3. Malicious damage to property (stable)
4. Intimidation, stalking and harassment (up 29.2%)
5. Drug offences (stable)

When compared to NSW-wide trends, Newcastle shows higher rates across the range of offences.

Table 1 Recorded incidents of key offences in NSW and Newcastle LGA

Offence	Location	2-Year Trend	Year to April 2025 Count	Rate	Year to March 2026 Count	Rate
Assault	NSW	Stable	75,483	890.2	75,089	885.6
	Newcastle LGA	Up 8.3%	2,112	1,194.2	2,288	1,293.7
Homicide	NSW	Stable	107	1.3	112	1.3
	Newcastle LGA	n.c.	5	2.8	3	1.7
Robbery	NSW	Down 8.2%	1,906	22.5	1,750	20.6
	Newcastle LGA	Stable	94	53.1	84	47.5
Sexual offences	NSW	Stable	21,063	248.4	21,918	258.5
	Newcastle LGA	Stable	578	326.8	585	330.8
Theft	NSW	Stable	185,038	2,182.2	181,293	2,138.1
	Newcastle LGA	Stable	8,295	4,690.2	7,868	4,448.7
Malicious damage to property	NSW	Stable	48,214	568.6	47,034	554.7
	Newcastle LGA	Stable	1,685	952.7	1,761	995.7
Disorderly conduct	NSW	Stable	19,702	232.4	20,157	237.7
	Newcastle LGA	Stable	446	252.2	431	243.7
Drug offences	NSW	Stable	38,593	455.1	40,707	480.1
	Newcastle LGA	Stable	1,086	614.0	1,098	620.8
	NSW	Up 3.7%	49,188	580.1	51,005	601.5

Intimidation, stalking and harassment	Newcastle LGA	Up 29.2%	1,099	621.4	1,420	802.9
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(Source: BOCSAR Crime Trends Tool, accessed 13/07/2026)

5.1.2. Crime Profile (Suburb vs LGA)

An overview of crime statistics for the suburb vs LGA is provided in Table 2. The most commonly reported offences in Newcastle East are:

- Theft (notably from residential and outdoor areas)
- Assault (predominantly non-domestic related)
- Malicious damage to property

Compared with the LGA, Newcastle East demonstrates higher crime rates overall. However, due to its smaller population size, this data should be interpreted with caution.

Table 2 Overview of crime statistics in Newcastle East and Newcastle LGA

Offence	Location	2-Year Trend	Year to April 2025		Year to March 2026	
			Count	Rate	Count	Rate
Assault	Newcastle LGA	Up 8.3%	2,112	1,194.2	2,288	1,293.7
	Newcastle East	n.c	28	n.c	46	n.c
Homicide	Newcastle LGA	n.c	5	2.8	3	1.7
	Newcastle East	n.c	0	n.c	0	n.c
Robbery	Newcastle LGA	Stable	94	53.1	84	47.5
	Newcastle East	n.c	1	n.c	1	n.c
Sexual offences	Newcastle LGA	Stable	578	326.8	585	330.8
	Newcastle East	n.c	6	n.c	7	n.c
Theft	Newcastle LGA	Stable	8,295	4,690.2	7,868	4,448.7
	Newcastle East	n.c	110	n.c	69	n.c
Malicious damage to property	Newcastle LGA	Stable	1,685	952.7	1,761	995.7
	Newcastle East	n.c	34	n.c	32	n.c
Disorderly conduct	Newcastle LGA	Stable	446	252.2	431	243.7
	Newcastle East	n.c	2	n.c	8	n.c
Drug offences	Newcastle LGA	Stable	1,086	614.0	1,098	620.8
	Newcastle East	n.c	14	n.c	12	n.c
Intimidation, stalking and harassment	Newcastle LGA	Up 29.2%	1,099	621.4	1,420	802.9
	Newcastle East	n.c	11	n.c	21	n.c

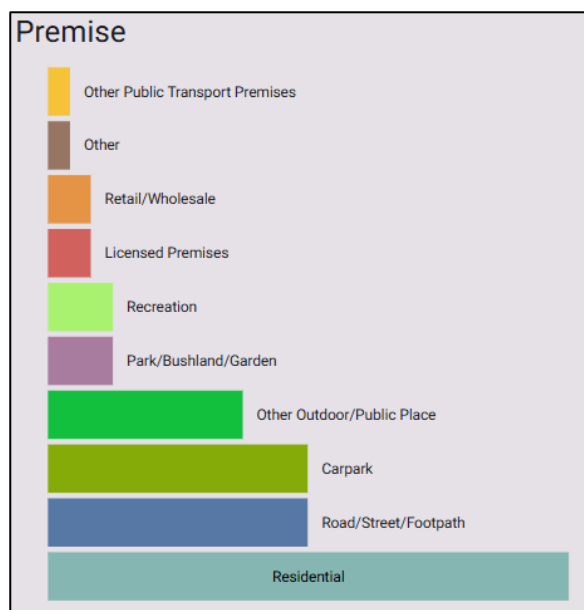
(Source: BOCSAR Crime Mapping Tool, accessed 13/07/2026).

The following series of sections outlines trends for the most common offences.

5.1.2.1. Theft

Theft is the most prevalent offence type within the LGA and suburb, consistent with trends in urban areas. In Newcastle East, theft has primarily occurred in residential premises and public spaces (*Plate 1: Premises Chart*). The rate of theft is higher than the NSW average (*Plate 2: Suburb vs NSW comparison*), with an overall high rate (*Plate 3: Rate Map*). The proposed development may attract theft risk if appropriate access control and surveillance are not implemented.

However, due to its smaller population size, this data should be interpreted with caution.



Incidents of Theft in Newcastle East

NSW Comparison

From April 2025 to March 2026

Count

NSW 181,293

Newcastle East 69

Rate

NSW 2,138.1

Newcastle East 5,989.6
2.8 × the rate of NSW

Plates 1 & 2 Premises chart (left) and Location Comparison (right) – Theft (Source: NSW BOCSAR)

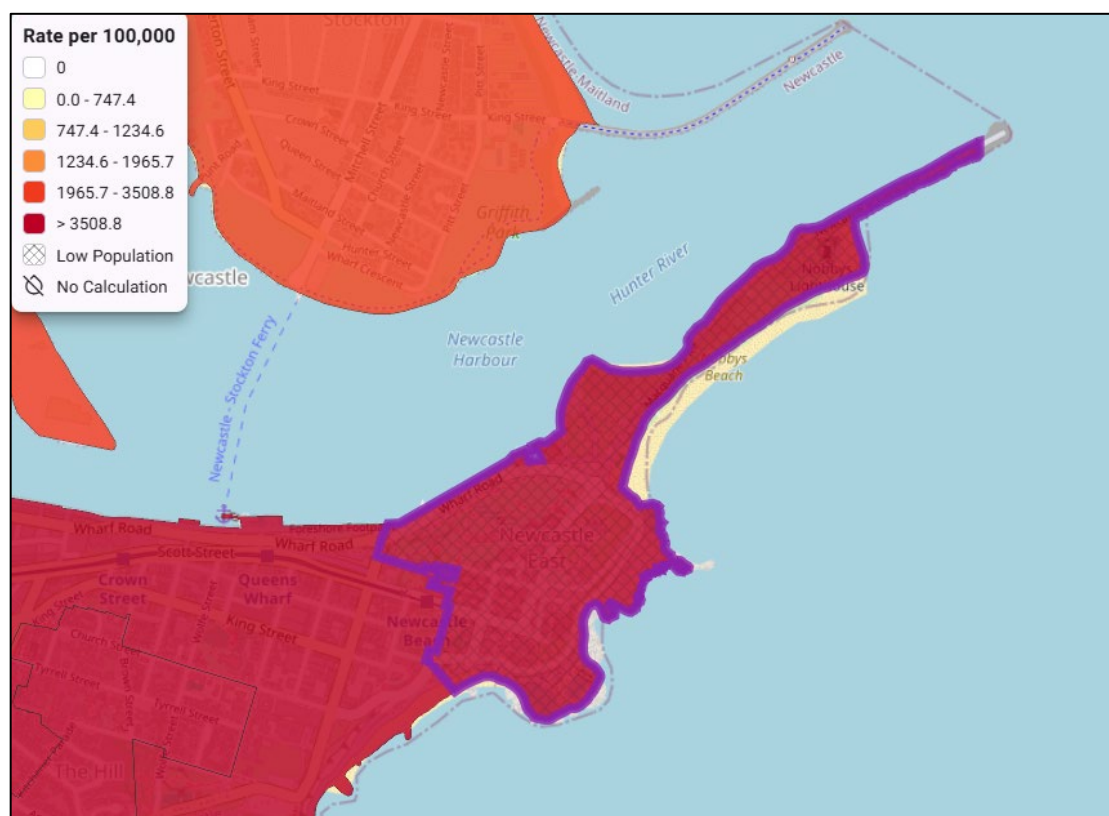


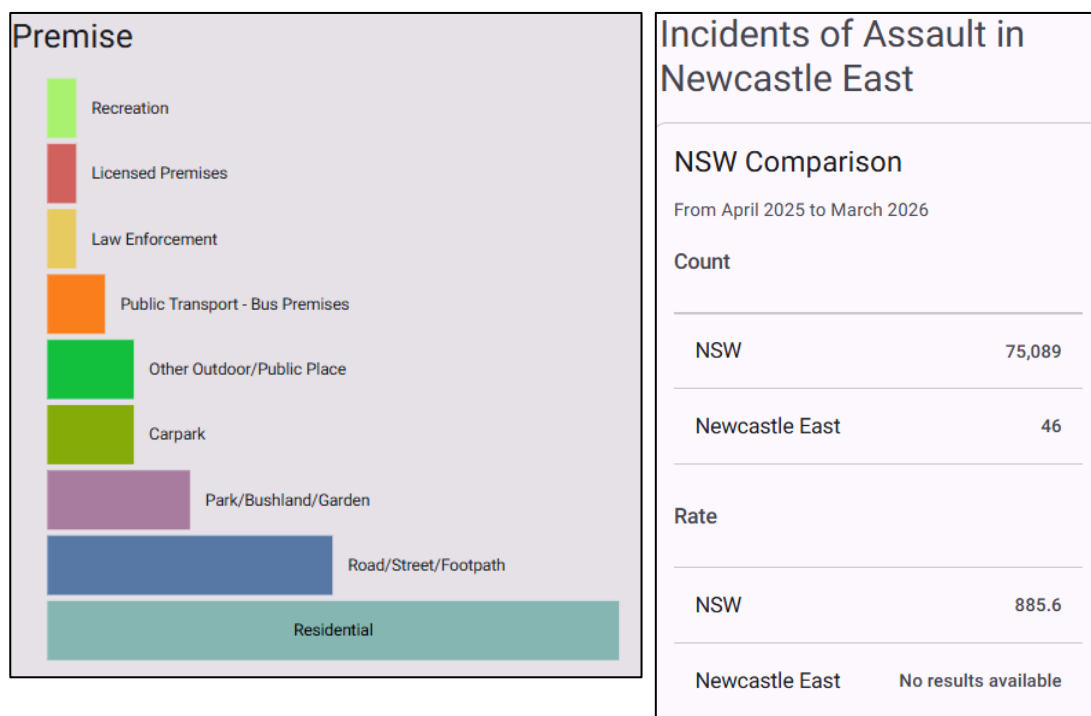
Plate 3 Suburb Rate Map – Theft (Source: NSW BOCSAR)

5.1.2.2. Assault

Non-domestic is the most common form of assault. Assault has primarily occurred on residential and open space premises (Plate 4: Premises Chart). The rate of assault is higher than the NSW average (Plate 5: Suburb vs NSW comparison), with an overall high rate (Plate 6: Rate Map).

Again, due to its smaller population size, this data should be interpreted with caution.

While relevant to site design and user safety, overall assault risk for this development type is considered low based on statistics and likely site usage.



Plates 4 & 5 Premises chart (left) and Location Comparison (right) – Assault (Source: NSW BOCSAR)

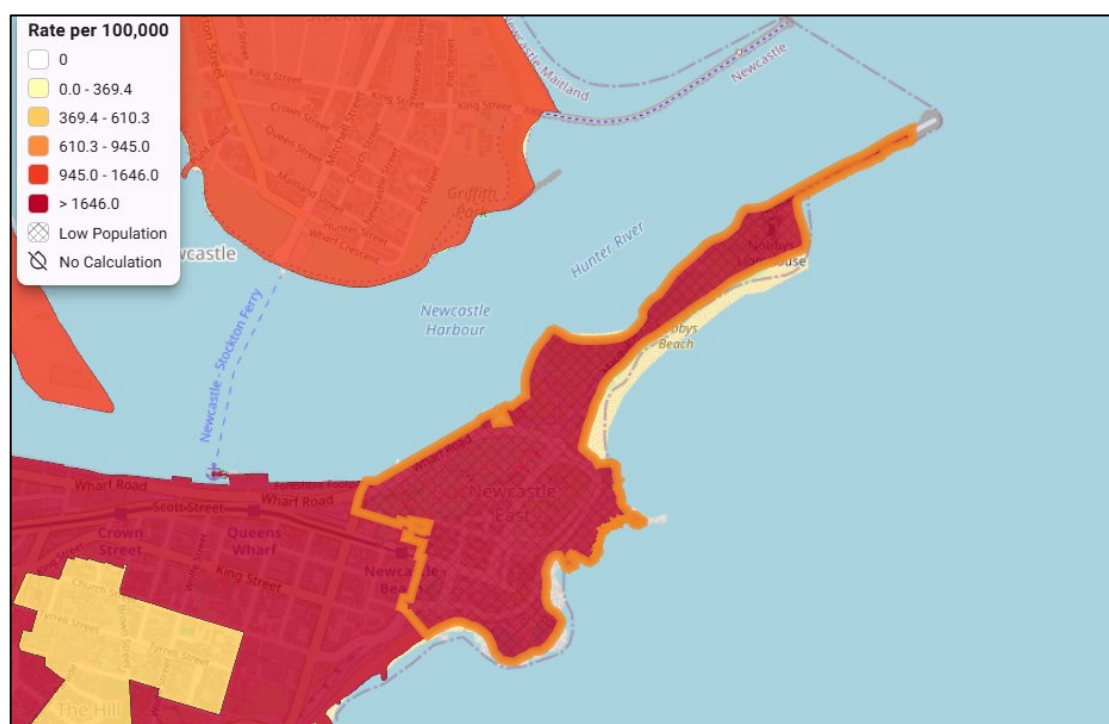


Plate 6 Suburb Rate Map – Assault (Source: NSW BOCSAR)

5.1.2.3. Malicious damage

Malicious damage is considered the intentional destruction or defacement of public or private property and can include vandalism and graffiti.

Malicious damage has primarily occurred on residential premises (Plate 7: Premises Chart). The rate of malicious damage is higher than the NSW average (Plate 8: Suburb vs NSW comparison), with an overall high rate (Plate 9: Rate Map).

Again, due to its smaller population size, this data should be interpreted with caution.



Plates 7 & 8 Premises chart (left) and Location Comparison (right) – Malicious damage (Source: NSW BOCSAR)

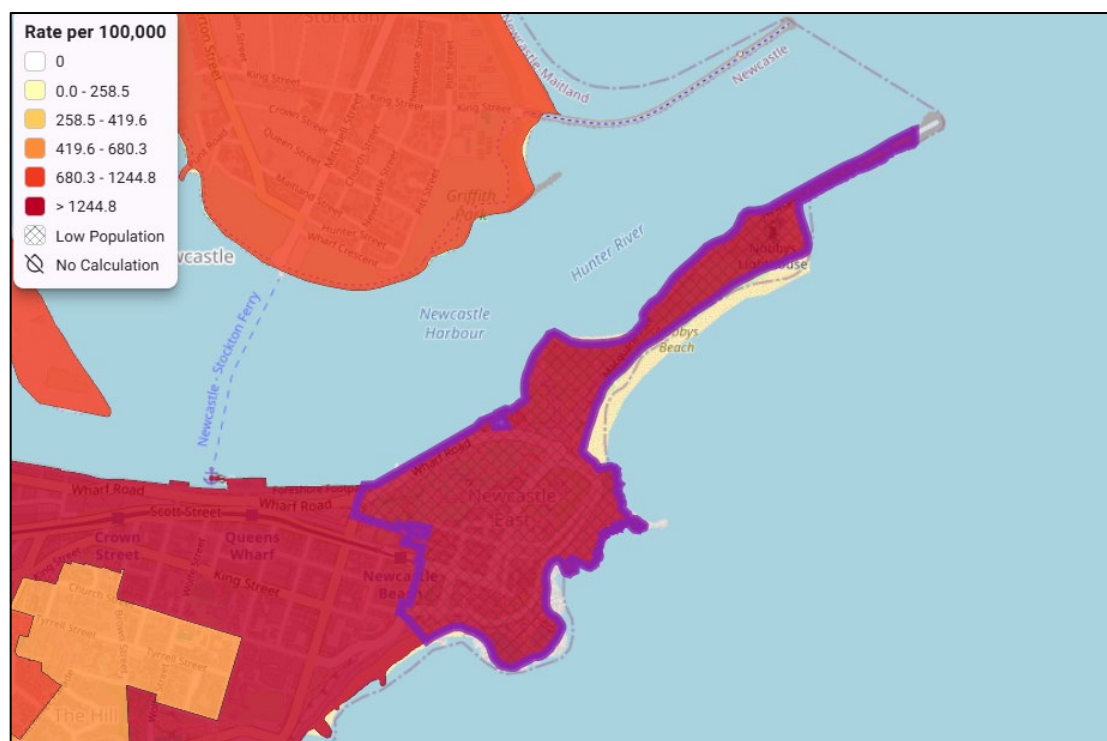


Plate 9 Suburb Rate Map – Malicious damage (Source: NSW BOCSAR)

5.2. CHANGE OVER TIME ANALYSIS

As noted in Section 2 of this report, direct comparison with the 2020 statistics in the James Marshal & Co report is not possible.

Utilising the historic BOCSAR data for the 2021 period as outlined in Table 3 below, generally the statistics are within the margin of being deemed consistent with the 2026 data with some outliers. Notably theft is substantially down for the LGA while intimidation, stalking, and harassment is up. The statistics for the Newcastle East suburb itself are more consistent with relatively little change than that for the LGA.

Table 3 Comparison of historic vs current crime statistics in Newcastle East and Newcastle LGA

Offence	Location	Year to March 2021		Year to March 2026	
		Count	Rate	Count	Rate
Assault	Newcastle LGA	1,798	1,061.2	2,288	1,293.7
	Newcastle East	32	n.c	46	n.c
Homicide	Newcastle LGA	4	2.4	3	1.7
	Newcastle East	0	n.c	0	n.c
Robbery	Newcastle LGA	77	45.4	84	47.5
	Newcastle East	0	n.c	1	n.c
Sexual offences	Newcastle LGA	459	270.9	585	330.8
	Newcastle East	12	n.c	7	n.c
Theft	Newcastle LGA	6,443	3,802.7	7,868	4,448.7
	Newcastle East	86	n.c	69	n.c
Malicious damage to property	Newcastle LGA	1,894	1,117.8	1,761	995.7
	Newcastle East	24	n.c	32	n.c
Disorderly conduct	Newcastle LGA	441	260.3	431	243.7
	Newcastle East	7	n.c	8	n.c
Drug offences	Newcastle LGA	997	588.4	1,098	620.8
	Newcastle East	8	n.c	12	n.c
Intimidation, stalking and harassment	Newcastle LGA	865	510.5	1,420	802.9
	Newcastle East	11	n.c	21	n.c

(Source: BOCSAR Crime Mapping Tool, accessed 14/07/2026).

6. ASSESSMENT AGAINST CPTED PRINCIPLES

The ‘Crime Prevention and the Assessment of Development Applications: Guidelines’ under Section 79C (s4.15) of the *Environmental Planning and Assessment Act 1979* state that:

“Crime prevention through environmental design (CPTED) seeks to influence the design of buildings and places by:

- increasing the perception of risk to criminals by increasing the possibility of detection, challenge and capture;
- increasing the effort required to commit crime by increasing the time, energy or resources which need to be expended;
- reducing the potential rewards of crime by minimising, removing or concealing ‘crime benefits;’
- removing conditions that create confusion about required norms of behaviour.”

Importantly, design alone cannot eliminate the risk of crime and the application of the principles and strategies of Safer by Design, including the particular outcomes identified in this report, will mitigate the risk of the offences occurring. In considering mitigation strategies and remedial actions there are four basic CPTED principles: **surveillance**; **access control**; **territorial reinforcement**; and **environmental (space and activity) management**. This section provides an assessment of the proposal against each of these principles.

6.1. SURVEILLANCE

Surveillance refers to the ability for people to see and be seen within the environment. Effective surveillance increases the risk of detection for offenders and enhances perceptions of safety by supporting natural and passive observation.

Surveillance objectives and strategies include:

- Maintain clear sightlines throughout the site and between public and private areas
- Ensure lighting complies with Australian Standards to enhance night-time visibility and is commensurate with CCTV requirements (if applicable)
- Ensure that landscaping does not impede surveillance or provide offenders with a place to hide or entrap victims
- Incorporate appropriate natural and technical surveillance measures (e.g. window orientation, CCTV where required)

6.1.1. Assessment of Surveillance

6.1.1.1. Natural Surveillance

The location of the site along the busy Shortland Esplanade and Bathers Way, adjoining Newcastle Beach, Newcastle Canoe Pool, and being overlooked by low and high residential development to the north/west means that the site has a high level of natural surveillance. Views come from residents in their homes, casual passerby's (pedestrians and motorists), people engaged in recreational activities, and tourists / visitors to the area. The iconic nature of the site further maximises natural surveillance as people visit the area just to view the site itself, including associated buildings and views out toward the ocean over the historic baths.

Notwithstanding the above, the existing pavilion building does obstruct views from the above areas to the southeast side of the building, with limited openings allowing for sightlines. The proposed works seek to upgrade this building in a manner complementary to its history, being the "*Inter-War Stripped Classical and Art Deco*" (EJE, 2021) heritage façade which we understand is an iconic element of the baths. Positive upgrades which improve surveillance include the new thoroughfare on the south side of the central pavilion (lifeguard tower), allowing for additional sightlines through to the baths. Further, existing 'painted' windows on the front elevation of the northern and southern pavilion are to be reconstructed as actual windows with internal louvres. Whilst these windows are high-level and unlikely to allow for actual views out when standing within the pavilions, they do provide for perceived surveillance which is a powerful deterrent and increases offender risk of detection. Actual surveillance to the front is provided through the windows of the central pavilion which are sized and placed to maximise sightlines and overlooking towards the public domain. To the baths themselves, the southern and central pavilions allow for high levels of glazing at ground and first floor level, facilitating natural connection between internal and external spaces within the site. Equally the high activity nature of the baths is that users in this area provide high levels of natural surveillance towards the pavilions.

The northern pavilion houses the amenities / changerooms and therefore has less glazing by virtue of the use of space. The current design and layout balance an "open" feel to these spaces to address light and ventilation without compromising privacy while avoiding concealment and entrapment spaces. The lockable change and toilets in particular provide appropriate privacy while the layout facilitates a logical flow and not a maze. This is deemed

appropriate and would not compromise the overall high levels of surveillance achieved within the baths area of the site as described above.

Design of seating, structures, and spaces within the front and rear of the site does not obstruct sightlines. Specifically, the design of seating and furniture along the Canoe Pool does not obstruct views and increases activity in this area of the site.

6.1.1.2. Technical Surveillance

Overt CCTV is likely to deter some crimes. In many instances however, they passively record events rather than prevent them. As such, natural and passive surveillance through the effective design of buildings is taken to be more effective to deter crime and when crime is actually occurring. This is particularly important as the capability of guardians to respond to incidents as they happen is more likely, such as the internal area of the building looking out into the street, especially if CCTV is not monitored.

While it is understood that CN will not install CCTV in a swimming pool due to privacy concerns, any CCTV for the café would be subject to external operator provisions.

Where CCTV cameras are used, they should be located up high, and people should not be able to reach them (vandal resistant). Any CCTV should comply with Australian Standard – Closed Circuit Television System (CCTV) AS 4806.1/2/3/4.

6.1.1.3. Amenities

Public amenities within open spaces have historically been located away from high traffic areas and out of sight, with poor lighting and ventilation provision which is a poor outcome and increases crime potential. The proposed amenities are located within an easily accessible and highly supervised area of the site (as noted above).

The design allows for good natural lighting and ventilation to penetrate the amenities building through the use of reconstructed windows to the front side (as noted above) and the use of glazing on the rear side. The new high level glazed roof also gives the effect of a larger space. The walls and facilities should be painted in light colours to reflect light making the amenities feel again more spacious and reduce the reliance of artificial lighting, increasing feelings of safety for users. Any lighting within the amenities should be light, cool-white tones, located up high and vandal resistant as yellow/orange or similar lighting is colour draining making identification difficult, stimulating fear.

6.1.1.4. Lighting

We understand that the baths are not closed but the flood lights are turned off at 9pm and turned on in the morning at 5:30pm. This is to discourage late night swimming. Two sets of non-flood security lighting are currently present during night time hours and will remain such that there is always some level of illumination. While floodlighting associated with swimming activities is not intended to operate through the night, lower-level security and pathway lighting should continue to provide adequate illumination for pedestrian movement, passive surveillance, and wayfinding. The lighting design should balance user safety, CPTED outcomes, heritage considerations, environmental impacts, and the operational objective of discouraging after-hours swimming activity.

Subject to detailed design, it is expected that appropriate low-level lighting can be provided to key pedestrian routes, seating areas, access points, and building entrances to support personal safety while avoiding excessive light spill and unnecessary illumination of the ocean environment.

It is noted that due to the capacity of the food & drink and community spaces and the limited amenities in the southern pavilion, users of these spaces during busy periods will need to utilise the main amenities in the northern pavilion. Given that the community space will

operate when the main flood lights are on, users of this space will have sufficient light available to safely traverse between the pavilions.

The café space hours extend past the flood light period. However the amenities located within the Northern end of the southern pavilion and the central pavilion are adequate to cater for these patrons.

It is recommended that non-flood lighting be considered in this regard. Given the open nature of the concourse and the lack of concealment spaces along the route between the pavilions, these amenities arrangements are not considered to pose a significant risk.

Lighting is to be in accordance with relevant Australian Standards AS 1158.3.1 at a minimum. Lighting should help maintain sightlines and illuminate potential concealment areas. Poorly illuminated spaces or even the colour of lighting can negatively affect spaces and discourage users, which increases risk of crime, as well as poorly lit spaces providing opportunities for concealment or vandalism.

It is recommended that a lighting consultant be engaged with for the detailed design to ensure that areas are appropriately lit (and not over lit). Lighting should however take care not to be excessive; it should not create light pollution; it should be efficient and sustainable; and it should be of whiter, cooler light as opposed to any pale yellow or otherwise colouring per the Companion to Safer by Design Crime Risk Assessment recommendation. Lighting (including decorative) should also be placed high and out of reach to avoid vandalism.

Recommendations for lighting and fixtures include:

- It is recommended that lighting to the facilities allows for surveillance and encourages legitimate use after dark. As an example, lighting of a cool white tone (no yellow-coloured lighting) should be consistently spaced to clearly illuminate the spaces such as the walkways, seating areas, car parking area, and entrances. The lighting should take care not to be significantly brighter or duller than adjoining areas along Bathers Way or within the baths area (already constructed and lit) to allow good transition between spaces and assist eyes in adjusting to light conditions. This is noted for the amenities areas as well.

6.1.1.5. Car parking

The front car parking area has high levels of natural surveillance from adjoining open spaces (as described above), perceived surveillance from the building's northern and southern pavilions, and actual surveillance from the central pavilion. There are no obstructions within the car park that would provide opportunities for cover and entrapment with landscaping to be managed lawn and space being open. Further, appropriate natural surveillance is available to the loading zone.

6.1.1.6. Landscaping

Existing vegetation will remain along the bank up to the Shortland Esplanade and ground covers and mass planting should be managed to a low height (no greater than 600mm). Any trees here should be maintained (understory pruned) up to a height of 1.5m and evenly spaced. This planting will still allow for adequate sightlines whilst ensuring opportunities for concealment (particularly along walkways) area minimised.

Assessment

The site has opportunities for good natural surveillance to and from adjoining spaces and the proposed development maximises these opportunities with the placement of glazing, seating, design of car parking areas, and concentration of uses.

Recommendations for landscape maintenance, CCTV, lighting, and fixtures have been provided.

6.2. ACCESS CONTROL

Confusion resulting from ambiguous design can legitimise exploration, trespassing, and excuse making by criminals. Clear delineation of public versus restricted areas reduces the likelihood of excuse-making or opportunistic offending.

Access control reduces crime risk by channelling or restricting movement. It can be established through natural, technical, or organised controls such as landscaping, physical barriers, signage, security control etc.

Access control objectives and strategies include:

- Use physical and symbolic barriers (e.g. fencing, landscaping, signage) to direct access and channel people into target areas
- Control access to private or restricted areas through locks, alarms, or managed entry points
- Ensure entrances are legible, direct, and minimise ambiguity
- Design spaces to encourage legitimate use and discourage loitering or misuse

6.2.1. Assessment of Access Control

Confusion resulting from ambiguous entry design can legitimise exploration, trespassing, and excuse making by opportunistic criminals. In looking at the proposed development, there are really two elements to consider; 1 being the outside open spaces associated with the baths themselves, including the seating adjacent the Canoe Pool and the open spaces to the rear of the pavilions; and 2 being the building pavilions (northern, central, and southern).

The Ocean Baths themselves are open to the public 24 hours a day, 7 days a week (albeit for the routine cleaning). The space between the baths and the pavilions are, as is the seating, various entrances and car parking areas available to the public at all times and are considered a public space. Therefore, physical access control (such as fencing or similar) is not suitable nor required in this instance. Instead the design focuses on creating spaces which are clearly designated as public space. The nature of the development and position of the spaces is such that the intended use of the site is clear. The upgrade of the external spaces channelises pedestrians through new direct entry steps down from the Shortland Esplanade to the site, through walkways from the north and south entrances and walkways surrounding the pavilions through to the baths. The connected walkways such as to the north and south side of the pavilions have been designed to encourage use being designated as lookout spots and seating areas as opposed to being left over ambiguous space. Once channelled to the site, fixed furniture opposite the Canoe Pool and seating areas within the Ocean Baths encourage people to gather and socialise. Access to the car park can be managed through the use of effective symbolic barriers such as signage.

With respect to the buildings, we understand that the food and drink elements have the potential to trade 5am to 10pm Sunday to Wednesday and 5am to 12am Thursday to Saturday, the lifeguard tower will be manned to standard hours, and the amenities building will be closed and locked after 9pm by Council. The amenities layout has been designed to be open and provide no dead ends to avoid entrapment spaces. We understand the lifeguards will keep the following schedule:

- 1 July to 25 September – 8am to 4.30pm
- 26 September to 26 April – 9am to 5.30pm

Therefore, the buildings will need to include access control in the form of locked doors and locks to any operable windows for after hours at a minimum. We would further recommend a back-to-base alarm monitoring system be installed with alarm installed to the main pavilion

and the southern pavilion. Standard locks are suitable to the northern pavilion. Target hardening is a proven way of reducing illegal entry into property and the use of these measures to access points is sufficient to increase crime effort in moderate risk situations such as this site.

Offenders can enter buildings through open roof elements. The proposed design appears to prevent this with these elements appearing hardened and access restricted. The bookable community space is also enclosed and lockable. Natural ladders have been avoided in the design.

Waste and storage areas (such as back of house areas) appear capable of being secured and locked, restricting access to legitimate users (i.e. staff).

Assessment

The site will have a high level of symbolic access control and through the channelisation of legitimate users to active recreational areas of the site.

Recommendations for restricting access and target hardening are provided to the buildings.

6.3. TERRITORIAL REINFORCEMENT

Research shows that areas displaying strong ownership (territorial) cues are less likely to be improperly used than those that do not.

Territorial reinforcement strengthens the perception of ownership. Clearly defined and well-maintained boundaries discourage illegitimate access or behaviour, clearly delineating the transition between public and private space.

Territorial reinforcement objectives and strategies include:

- Define site boundaries through design elements such as fencing, paving, and planting
- Use signage to provide direction, assert ownership, and reduce excuse-making
- Encourage shared ownership of communal areas to support natural guardianship
- Design clear transitions between public, semi-public, and private spaces

6.3.1. Assessment of Territorial Reinforcement

Generally, people recognise areas that are well used and cared for, and those that are not. Research shows that public areas displaying strong ownership (territorial) cues are less likely to be improperly used than those that do not. Similarly, people are commonly attracted to vibrant public areas; well used areas are made safer by natural community supervision. Given the shared nature of this space and the strong community ties present, a sense of communal responsibility for maintaining this land will be present ensuring that the spaces feel cared for and are used well. The nature of the site will therefore be one where there are higher levels of activity, creating a space that is well used, increasing offender risk of detection.

The site will have a clearly identifiable and accessible entrance from Shortland Esplanade, as well as alternate entries via the north and south from Bathers Way and the Canoe Pool respectively, which will encourage legitimate users to access the overall site. Oftentimes, having multiple access points can create confusion over the use of space and designation of areas. The design of the alternate accessways is controlled in this instance and ensures a clearly defined route, providing a well linked pedestrian thoroughfare across recreational spaces along this ocean precinct (i.e. from the Bathers Way in the north → the Ocean Baths → the Canoe Pool → to Newcastle Beach). Importantly the landscaping surrounding the walkways should be managed to avoid concealment. Appropriate wayfinding / directional signage should also be used to guide visitors along walkways.

Building signage plans have been prepared by TZG including clear wayfinding and service information throughout the facility. This signage is considered appropriate and in keeping with other facilities of this nature.

Assessment

Given the shared nature of the area, a sense of communal responsibility for maintaining this land and adjoining spaces will be present, ensuring that the spaces feel cared for and are used well. The nature of the site, directly adjoining this prominent location, will therefore be one where there are higher levels of activity, creating a space that is well used, increasing offender risk of detection.

Clear ownership cues are generally present as part of this design.

Signage should be generally in accordance with the TZG plans. No other signage recommendations have been provided at this time.

6.4. ENVIRONMENTAL (SPACE AND ACTIVITY) MANAGEMENT

Activity and space management involves the supervision, control, and care of space. Popular public space is often attractive, well maintained, and well used space. Linked to the principle of territorial reinforcement, space management ensures that space is appropriately utilised and well cared for. Activity and space management, while identified at the design stage through allocation of uses, are heavily dependent on management and enforcement. Space and activity management strategies are an important means of developing and maintaining natural community control.

Space management strategies include activity coordination, site cleanliness, rapid repair of vandalism and graffiti, the replacement of damaged / inoperative lighting and the removal or refurbishment of deteriorated physical elements. Other space management objectives and strategies include that staff are aware of their obligations in regard to site management.

6.4.1. Assessment of Environmental Management

Good consistent management of the site will contribute to natural surveillance and guardianship to reduce the overall risk of crime. The mixed recreational and residential nature of the area is such that there is a sense of 'around the clock usage'. Further, as noted previously, the actual land use is one which instils a sense of community ownership and promotes a well-cared for and appropriately used recreational asset that is inviting for diverse user groups. It is expected that the proposed upgrades will further enhance activity in the area, activating the currently unused elements of the site (the pavilions), adding in additional land uses such as food and drink offerings and function space, greatly improving spaces used for gathering and socialising (tables, seats, and open spaces), improving the emergency facilities (lifeguard tower), and offering modern amenities and change rooms.

The unisex accessible and family changing facilities while also offering private showering and changing spaces provides a welcoming environment.

The following lines of responsibility are noted:

- Water safety – Lifesaving services (9.00am – 5.00pm only)
- Behaviour management – Food and drink premises staff
- Public domain enforcement and anti-social behaviour – Council and NSW Police

These aspects are therefore expected to ease any perceived risk by particular sensitive users such as women, the elderly, parents with young children, people with disabilities for instance. It is noted though that concern has been raised with regard to the sale of alcohol at the café. The café is located on the ground and first floor at the furthest end of the southern pavilion away from the change rooms / amenities. This provides separation between users on the site.

Notably its primary function as a café opposed to say a bar and its small physical scale is such that alcohol provision is limited and it is understood that restrictions on the provision to specified lease area within the facility and not the outdoor areas will be in place. A review of the Operational Management Plan identifies provisions for responsible service of alcohol however further consideration within the Plan of Management is recommended.

Consideration has been given to perceptions of safety amongst women, older persons, people with disabilities, families with young children, and individuals attending the site alone. Research indicates that these groups may be more sensitive to environmental factors such as visibility, lighting quality, passive surveillance and the presence of anti-social behaviour.

The proposed design incorporates several features which support positive perceptions of safety, including highly visible pedestrian routes, accessible amenities, active land uses, improved community facilities, upgraded public domain areas, and strong visual connections throughout the site. The adaptive reuse and activation of the pavilions will also increase legitimate activity across a greater portion of the site during daytime and evening periods.

While the proposed cafe has the potential to serve alcohol, alcohol service is ancillary to the primary café operation. The premises is limited in scale, physically separated from the change room facilities, and is expected to operate in accordance with responsible serve of alcohol requirements. No dedicated bar or late-night entertainment venue is proposed. Consequently, the potential for alcohol-related anti-social behaviour is considered limited and capable of being appropriately managed through operational controls and the site Plan of Management.

Space management includes general recommendations and good practices, which should be adopted as part of an overall site management plan (or similar):

- Provisions for Council to promptly replace any vandalised, damaged, or defective equipment / property to avoid what is known as the “broken windows theory”. This theory is a principle adopted by crime prevention specialists worldwide. The theory is that the presence of a broken window will entice vandals to break more windows in the affected building and even in neighbouring buildings. The sooner broken windows are repaired, the less likely it is that such vandalism will occur in the future. Graffiti and other forms of vandalism fall into this same category and should be managed effectively and quickly through ‘rapid removal’. Council should adopt a management plan which requires a 24-hour (or similar prompt timeframe) replacement and clean up strategy.
- Future landscaping should be well maintained to help communicate care and guardianship. Generally landscaping should be maintained to an appropriate height to limit concealment and promote a well-maintained space to further increase natural community control and guardianship (note the standard recommendations in Section 8).
- The presence of rubbish signals a lack of care and guardianship. This may stimulate interest in potential offenders and avoidance behaviour in others. In this regard the development includes appropriate measures for waste management and minimisation. The waste storage area appears to be located in an enclosed area within the carpark. Waste receptacles should be provided around the facilities to encourage users to carry and dispose of their waste rather than litter. Regular maintenance of waste receptacles and on-site storage areas should be undertaken to ensure waste does not build up / overflow. Staff, volunteers, and Council workers should undertake routine surveillance and maintenance checks of the site. Waste should be managed in accordance with an approved Waste Management Plan.

- The site should be clean and well-maintained to encourage regular use and reinforce strong community territorial cues.
- All furniture (such as seating) and any landscaping, and bins within the external areas should be secured and non-movable. If any of the alfresco dining chairs or tables cannot be secured, they are to be brought inside the building's secured areas after hours (such as the food and drink back of house areas). Any materials should be durable, vandal-resistant and easy to clean.
- The site and associated areas should be managed in accordance with a Plan of Management and Waste Management Plan (and as amended as needed).

It is expected that appropriate site maintenance will occur to support appropriate space management.

7. RISK RATING

The overall risk rating for the project considers site context (Section 3), crime statistics (Section 5), and the proposal particulars (Section 4) determined by the International Risk Management Standard AS/NZ/ISO:31000. Professional judgement should be used when establishing the overall project risk.

Descriptions of 'risk' are outlined below.

Table 4 Measurement of Consequence

C1	Insignificant	Very minor harm or injury to people, financial loss (\$<2000) or damage to property, reputation or operation
C2	Minor	Minor harm or injury to people requiring on site medical treatment, financial loss (>\$2000) or damage to property, reputation or operation
C3	Moderate	Some harm or injury to people requiring medical treatment, financial loss or damage to property, reputation or operation
C4	Major	Serious harm or injury to people requiring hospitalisation, financial loss or damage to property, reputation or operation
C5	Catastrophic	Death, serious harm or injury to people, significant financial loss or damage to property, reputation or loss of operation

Table 4 below identifies the likelihood and consequence and corresponding risk rating.

Table 5 Risk Rating Matrix

Likelihood	Consequence				
	Insignificant	Minor	Moderate	Major	Catastrophic
Rarely likely	Low	Low	Low	Moderate	Moderate
Unlikely	Low	Moderate	Moderate	High	High
Possible	Low	Moderate	High	High	Extreme
Likely	Moderate	High	High	High	Extreme
Almost certain	Moderate	High	Extreme	Extreme	Extreme

The level of risk for the three most likely crimes pre and post development is summarised below.

Table 6 Risk Rating

Crime	Consequence	Likelihood	Initial Rating (pre)	Residual Rating (post)
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Theft	C2 Minor	L4 Likely	High	Moderate-High
Assault	C2 Minor - Moderate	C3 L3 Possible	Moderate-High	Moderate
Malicious damage	C1 Insignificant	L3 Possible	Low	Low

Theft has been given a **moderate-high** rating. Theft is the most prevalent type of crime in Newcastle East, with a relatively high number of instances. Public spaces in particular recorded high incidents across Newcastle East and the Newcastle LGA. The improved surveillance and access control provisions is such that it is deemed that the residual post construction rating is lower than the current arrangement.

Assault has been assigned a **moderate-high** risk rating. While assault incidents are recorded within Newcastle East and the wider Newcastle LGA, the proposed development does not include characteristics commonly associated with elevated assault risk such as late-night entertainment uses or isolated pedestrian environments. The site benefits from high levels of natural surveillance, regular utilisation by a broad cross-section of the community, lifeguard presence during operational hours, and active frontages associated with the proposed café and community facilities.

A consequence rating of minor to moderate given the variance in outcome of assaults and likelihood rating of possible has therefore been applied. While more serious incidents may occur in any public place, the overall risk of assault is moderated by the highly visible and publicly accessible nature of the site and the CPTED measures incorporated into the design. The risk is considered **moderate** following implementation of the recommendations contained within this report.

Malicious damage has been given a **low** rating. Though a high rate is noted, albeit skewed by low population, the consequence is relatively insignificant. The previous CPTED assessment by James Marshall & Co (2021) identified vandalism and graffiti after regular hours, particularly in the change rooms, as an issue, increasingly the likelihood to L3 (Possible). We consider that the consequence of malicious damage to the premises would result in only insignificant impacts, where they would result in '*financial loss (\$<2000) or damage to property, reputation or operation*'. Improved territorial reinforcement and operational management is such that the risk of malicious damage is considered lower than the current arrangement which was already deemed low.

In this regard and taking into consideration crime statistics, we are of the view that the level of risk applied to the entire project is better described as being **moderate** on the average of the three most common crime types. This considers that there are overall high crime rates for Newcastle East, though based on low population numbers, and that the proposal does include risk elements such as 24-hour public access such there is the possibility that crimes could occur at some stage.

As stated, specific mitigation measures should be designed and implemented for the proposal to reduce the risk rating where practicable. This can be promoted through the incorporation of the CPTED principles as discussed in Section 6 of this report.

8. RECOMMENDATIONS

As stated the assessment and recommendations in this report do not factor matters such as broader social, environmental, or economic impacts. The assessment and recommendations are made only in relation to mitigating the risk of crime, antisocial behaviour, and fear of crime for the proposed development. Should the proposal be altered significantly, these recommendations may require amendment under a revised CPTED assessment.

A summary of the above-mentioned recommendations to reduce the risk of crime is as follows:

- The site should operate in accordance with a comprehensive Plan of Management which includes, at a minimum: the roles and responsibilities of staff; opening and closing procedures, including locking of amenities and restricted areas; procedures for responding to anti-social behaviour and security incidents; vandalism, graffiti, and property damage response procedures; maintenance and inspection schedules; waste management procedures; responsible service of alcohol requirements where applicable; compliant management procedures; emergency contact details and incident reporting procedures; and periodic review of safety and security measures the intended users of the site; the day-to-day functions of the site; management including duties of any staff including maintenance workers; roles and responsibilities of staff; safety and security including recommendations made in this report, as well as accidents, emergency and fire safety; signage; waste management and the like. Gardens including ground covers or lower garden shrubs should be maintained to a height no greater than 600mm to ensure views to and from the site and along walkways are maintained.
- The walls and facilities within the amenities building should be painted in light colours to reflect light and any lighting within the amenities should be light, cool-white tones.
- Signposting should generally be in accordance with the TZG plans or similar in line with the below:
 - All internal and external signage and directions should be installed in accordance with Australian standards.
 - Appropriate wayfinding / directional signage should also be used to guide visitors along walkways and around the site.
 - Building signage at the pavilions which indicates the business name and hours of operation / hours of availability in the case of the lifeguards and amenities (i.e. to the food and drink premises, to the lifeguard towers, and to the amenities building) to discourage opportunities for crime and excuse making behaviour as users won't have a reasonable excuse to be in those areas of the site at times outside of standard hours.
 - Other signage to be considered could include clear wayfinding signage which denotes the history of the monuments / buildings. Braille and tactile signs can be used for information signage and location markers and to improve accessibility.
 - Signage to keep people out of areas such as service areas.
- Lighting (in addition to any decorative lighting) should be provided in accordance with relevant Australian Standard, AS 1158.3.1. It should be provided to walkways, seating areas, car parking area, and entrances in accordance with relevant Australian Standards. A lighting consultant should be engaged for the CC.
 - Lighting should be installed high and out of reach to avoid vandalism.
 - Lighting should be evenly spaced, bright and of a cool-white colour. No pale yellow or other colours should be used.
 - Lighting should not be directed towards buildings windows and doors.
 - Lighting should not spill into private residences.
 - Lighting should be efficient and sustainable. LED bulbs should be used.

- Locked doors and locks to any operable windows for after-hours is required at a minimum. We further recommend a back-to-base alarm monitoring system be installed with alarm installed to the main pavilion and the southern pavilion. Standard locks are suitable to the northern pavilion.
- Glazing should be hardened glass to prevent breakage.
- The materials chosen for the buildings and internally, particularly within amenities areas, should reduce the opportunity for vandalism including anti-graffiti coating or hard-wearing materials easy to clean / remove graffiti.
- Any furniture (such as seats and dining tables) or other moveable items within the outdoor dining area opposite the southern pavilion should be secured. If they cannot be secured they are to be brought inside the building's secured areas after hours. Furniture should be robust and use vandal resistant materials and fixtures.
- Ensure timely repair of damaged property and lighting, and 'rapid removal' approach to unauthorised graffiti. Waste receptacles should be secured and regularly maintained. Areas should be kept clean and well-maintained.

Where necessary the consent authority (Council) may provide conditions of consent to ensure the provision of crime reduction and safety measures identified in this report or elsewhere through the assessment.

8.1. JM&CO RECOMMENDATIONS

The following commentary on the previous JM&Co recommendations are provided:

- Recommendations 1, 2, 3, 4, 8, 9, 10, and 11 remain relevant and have been reproduced within this assessment, albeit with alternative wording for the same principle
- Recommendation 5 – This assessment continues to recommend back to base alarms. However no patrols have been recommended given the resources required to achieve this such that it is not deemed that this is achievable
- Recommendation 6 – The current design does not include a void to the change rooms such that this recommendation is no longer applicable
- Recommendation 7 – Council has advised that CCTV coverage of the pool area is not supported due to privacy considerations. While CCTV has not been recommended for the pool and change room areas, the assessment continues to support CPTED principles through natural surveillance, activation of the site and appropriate operational management measures.

9. CONCLUSION

This Crime Risk Assessment has been prepared to assess the crime risk relating to the proposed Stage 2 Upgrades to the Newcastle Ocean Baths at 30 Shortland Esplanade, Newcastle NSW 2300. This report identifies that there is a **moderate** risk of crime occurring within and around the proposed development based upon a review of crime statistics, trends, and observations made at the time this assessment was conducted. Recommendations are summarised in Section 8 of the report to mitigate the risk of crime, antisocial behaviour, and fear of crime for the proposed development.

We consider that the proposed development has been well designed in accordance with the CPTED principles. The proposal will increase legitimate activity within the precinct through activation of the pavilions, provision of improved community facilities, enhanced public domain areas and modern amenities. The design achieves strong levels of natural surveillance, clear access and circulation patterns, improved territorial reinforcement, and opportunities

for effective ongoing management of the site. These outcomes are expected to contribute positively to both actual and perceived safety.

The nature of the site, including its public accessibility and use outside supervised hours, does increase opportunities for opportunistic offending. Accordingly, crimes such as theft, malicious damage, and assault could occur despite implementation of CPTED measures, which supports the overall moderate risk rating.

The community values an urban lifestyle when it is safe, appropriate, and well-managed. This report demonstrates that the proposal can achieve the aims and objectives of the strategic and policy context where social and crime risk is concerned in as far as it recommends consideration of the CPTED principles and promotes safe and vibrant communities.

It is considered that by implementing the recommendations contained in this assessment, opportunity for criminal activity will be reduced and the safety of visitors and security of the subject site will be improved. However, this assessment does not guarantee that all risks have been identified or that the area assessed will be free from criminal activity, even where the recommendations are implemented.

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