

Crime Prevention through Environmental Design (CPTED) Assessment

Fitzroy Street/Albert Park
public toilet facility:
CPTED assessment



Submitted to: City of Port Phillip Council

1. Introduction

█ has been commissioned to undertake a Crime Prevention Through Environmental Design (CPTED) assessment of the concept plan for a public toilet facility located in Albert Park parkland along Fitzroy Street, St. Kilda.

Scope

Council papers indicate that there have been ongoing stakeholder issues with placement of a public toilet facility at the northern end of Fitzroy Street for over 14 years. The assessors take note of the history, and other relevant information, and note that the primary task is to assess the current location against international CPTED principles and provide a considered view on the appropriateness of the current options provided.

The assessment has been undertaken using a range of CPTED elements that are central to creating a safe, welcoming and efficient public toilet facility while avoiding the facility becoming a magnet for unwanted space users interested in engaging in anti-social behaviour, rough sleeping and drug taking.

Methodology

This report has been commissioned due to ongoing stakeholder concern regarding the facility's location. On 15 June 2022, Council approved the placement of the public toilet and agreed to have an independent CPTED assessment to identify if risk issues are identified. The Council meeting dealt with a petition/Joint letter containing 1319 signatures collected on change.org and focused on the inappropriate placement of the facility within 15 metres of the St. Kilda Park Primary school's driveway and drop off zone.

We note the considerable details presented in the Council report and this report will not repeat the full extent of those issues. It is assumed that the reader has access to or is aware of the underlying issues.

The methodology involved:

- A site visit to Albert Park
- Council report 15 June outlining stakeholder petition and officer comments
- Discussion with St. Kilda Police Station commander
- Discussion with two Port Phillip personnel in Community Safety and Community Impact and Housing

2. Local government role in providing public toilet facilities

'Clean, safe and accessible public toilets play a major role in the liveability of our City for residents and visitors. Public toilets, particularly near high-activity places such as public transport, parks, playgrounds, sports grounds and the foreshore encourage locals and visitors to spend more time in our public spaces.'¹

Councils do not have a statutory requirement to provide public facilities: however it is generally expected that Councils' will provide these amenities to support the community in recreational and social activities (Report, 2.2).

The provision of public toilets in the public realm is also designed to reduce difficult circumstances for legitimate and wanted space users from being unable to locate a toilet and then leaving human waste in the public realm – appropriate sanitation and hygienic approaches to personal needs is an expectation in our community. Privately operated cafes and businesses are not required (or often comfortable) to allow non paying individuals using their facilities designed for paying customers.

Council Public Toilet Plan 2013-2023 states '...using a public toilet is often a choice of last resort, the vast majority of the community regard public toilets as an essential facility. They may appear to be small and insignificant buildings, but their impact is disproportionate to their size'.

The inclusion of public toilets across a Council area requires an appropriate set of operational maintenance, cleaning and security protocols operated by Council to ensure that the facilities remain safe, clean, useable and sustainable. Councils therefore have a central role in the planning, implementation and performance of public toilets on land within their control, and in some cases, on land controlled by other agencies with appropriate leasing, management and ownership documents in place. (See Section 3: Council's response to safety and amenity)

The third component for Councils to consider and address are the expectations of their local community when introduction of new community infrastructure is planned. The process of community engagement can be complex and drawn out, and Councils have a responsibility to consider the different ways opinions, facts, multi disciplinary responses that may arise from new projects.

¹ *City of Port Phillip New and replacement public toilets 2022 page 2*

3. The project

The location: Fitzroy Street St. Kilda

The identified location faces onto Fitzroy Street and is approximately 15 metres north of the driveway to the St. Kilda Park Primary School driveway (see Figure 1) located in Albert Park on the Fitzroy Street boundary and a map view at Figure 2.

Figure 1: Satellite photo of Fitzroy St, St. Kilda surrounding proposal public toilet facility location



Figure 2: Map of Fitzroy St, St. Kilda surrounding proposal public toilet facility location and Albert Park



The surrounding area of Albert Park side is a major recreation space in St. Kilda that includes:

- A number of ovals (Ian Johnson, Junction, Harry Trott)
- Playground
- Albert Park Golf Course
- Albert Park Hockey and Tennis Centre
- Melbourne Sports and Aquatic Centre
- Albert Cricket Ground and Warehouseman's Cricket Ground
- Albert Park Sailing Club
- Albert Park Lake

Given the size of Albert Park (5000 metres of walking tracks) and its central location in St. Kilda, the area accommodates walkers, joggers, dog walkers and other activity groups. It is noted that several public toilets are open during day light hours within a number of pavilions, but there are none available along Fitzroy Street. The closest is over 750 metres away on the foreshore at Catani Gardens. Public toilet at the Metropol were closed six years ago and there are no plans to reopen them, and there are toilets at the tram terminal, but only available for tram employees.

Albert Park is managed by Parks Victoria and is a major tourism, sporting and recreation open space in Melbourne.

Shareholder opposition and concerns

The provision of a public toilet facility at the junction end of Fitzroy Street has been the subject of many years of stakeholder opposition and concern. There are a number of separate groups with different reasons for their concerns and these have been raised and documented by Council.

A CPTED assessment is not focused directly on community engagement approaches per se: it recognises all community concerns as part of understanding the community expectations from community infrastructure development. However, more broadly it functions as a technical report on assessing the risks identified through community advocacy and assesses the potential impact of these concerns on creating a safe, quality and beneficial improvement to community life for the life of the asset.

The broader objections and concerns include:

- Use of the toilet for rough sleepers
- Use by drug users and the potential for syringes to be left either inside or outside the facility
- The reduction of beautification of the whole reserve along Fitzroy Street by introducing a utilitarian facility that is not designed for aesthetic purposes
- Encouraging 'unwanted' space users to venture up towards the junction knowing that the toilet is available
- Fear from primary school parents (and perhaps children) that the introduction of the toilet will make the entrance to the school appear and be less safe
- The park is considered a 'haven' by school children and [the new facility] will disrupt that due to anti-social behaviour and further loss of green space (Council Report, 7.6)

The community advocacy against the toilet facility has included protests outside the school area (shown on major news services), contact with politicians and presentation of a petition to Council as already outlined.

The petition outlines three concerns:

- Council is not a good manager of clean, safe and well looked after public toilet facilities
- Potential for drug users and other anti-social behaviours
- Location within 15 metres of school driveway is too close

The proposed facility

Figure 3: Proposed toilet facility concept design



The facility is modular and pre fabricated.

The final design is not yet available, but the following safety and amenity structural and operational elements have been outlined in the Council report:

- Fixtures and fittings will be simple and 'sterile' stainless steel, robust and non-flammable finishes, that are also difficult to vandalise and graffiti
- The 'look' will be functional without appearing welcoming
- There will be no shelter/seating around it (this may require moving a bench located closer to the junction)
- Clear roofing to maximise natural lighting with artificial lighting internally
- Doors will not touch the ground, and also partially open ventilation screens to allow for air and water to enter from outside during weather events
- External lighting on the four corners of the facility for evenings (when the facility is not open) to reduce opportunity for rough sleepers to gather behind the facility
- Graffiti resistant coatings
- Sharps bin installation

Council response to safety and amenity

The social and cultural history of St. Kilda, and Fitzroy Street in particular, is complex and may also have some connection to the level of concern that this public toilet facility proposal has engendered. Council has actively engaged in changing the area from its history of street sex workers and criminal activity since the 1960s to a safe, welcoming and thriving retail, hospitality, sporting area of significance.

St. Kilda is an iconic destination in Melbourne, and beachside iconic destinations usually attract a wide range of residents and visitors, and the local entertainment precincts also attract one off visitors who engage in drinking and drugs at licensed and unlicensed venues. This occurs in all of the entertainment precincts across Australia and is an ongoing strategic and operational responsibility shared between local and state governments as well as not for profit and other health and wellbeing service providers. Identification of how to manage these concerns and activities can be partly determined by the level of operational activity, partnership and proactive response approaches that are in place.

Discussions with Council officers have outlined the following components of its broader community wellbeing and amenity responses across the city:

- Security contractors who lock and unlock public toilets at dawn and dusk, and also use that opportunity to assess issues such as rubbish, vandalism or graffiti
- The City Amenity team that has a wide remit to address and resolve identified safety and amenity issues, including at public toilet facilities. They also have an unofficial 'welfare' role where members will seek assistance for unwell or distressed visitors through connection with partnership health service providers

- All public toilets across Port Phillip are cleaned two to three times per day in winter and up to six times a day in summer.

In relation to the proposed facility specifically:

- Council will also seek approval from Parks Victoria for the Local Laws Patrol to undertake a patrol of the area during the daily morning patrol. Depending on activity in the area over time, Council may consider including in the evening patrol as required
- The facility will be placed on an increased cleaning schedule initially with up to 6 times each day to increase both cleanliness and also additional surveillance. This level of cleaning will be monitored and adjusted as requirements become clearer.

Victoria Police as stakeholders

Victoria Police was interviewed for this assessment. The following observations and expectations were made:

- There is no current activity in Albert Park or at the northern end of Fitzroy Street that is of concern to police regarding expected interest in the facility being 'adopted' by any group
- There is no current expectation that those who are 'hanging around' the southern end of Fitzroy Street (with greatly reduced numbers) would see benefit in moving up to the northern end
- Victoria Police set out a group of CPTED expectations in terms of cleaning, signage, CCTV, vegetation and no other infrastructure (seating). All of these issues are covered in this assessment.

Five year crime trends

Current reported crime trends from the Crime Statistics Agency reflect the changing environment (using raw numbers of incidents)²:

		Year 1	Year 2	Year 3	Year 4	Year 5
Offence Division	Offence Subdivision	Apr 2017 - Mar 2018	Apr 2018 - Mar 2019	Apr 2019 - Mar 2020	Apr 2020 - Mar 2021	Apr 2021 - Mar 2022
A Crimes against the person	A20 Assault and related offences	41	35	23	34	23
	<ul style="list-style-type: none"> • A30 Sexual offences, • A50 Robbery, • A70 Stalking, harassment and threatening behaviour • A80 Dangerous and negligent acts endangering people 	13	18	14	16	6
	<i>Total</i>	<i>54</i>	<i>53</i>	<i>37</i>	<i>50</i>	<i>29</i>
B Property and deception offences	B10 Arson & B20 Property damage	25	25	16	27	22
	B30 Burglary/Break and enter	25	15	10	19	11
	B40 Theft	86	82	96	83	79
	B50 Deception	30	29	22	21	18
	<i>Total</i>	<i>166</i>	<i>151</i>	<i>144</i>	<i>150</i>	<i>130</i>
C Drug offences		23	19	22	31	14
D Public order and security offences		27	19	30	17	9
E Justice procedures offences		25	17	7	22	17
F Other offences		1	0	0	12	0
Grand Total		296	259	240	282	199

² Crime Statistics Agency, 18 Apr 2022

It is to be noted that in relation to reported crime data since the introduction of CO-VID lockdowns in March 2020, crime statistics have been varied given the extent of changed circumstances for all citizens. However, looking at Years 1 – 3, before lockdown, there are strong reductions in reported crime reduction: assaults reduced from 41 to 23; other offences against persons remaining stable, burglary and theft reducing from 25 to 16; deception reduced from 30 to 22, drug offences remaining stable.

Currently, when including all five years of data the rate has reduced over 30 % from Year 1 (2017-18), and there has been a significant overall reduction in Years 4 and 5, when lockdowns have reduced or concluded, with the last years reduction from 282 to 199 incidents representing a 29% reduction.

4. Crime Prevention Through Environmental Design (CPTED): its role and structure

CPTED focuses on the design, planning and structure of physical spaces and infrastructure to remove benefits from potential offenders/criminals by designing the built environment to reduce or remove opportunities for criminal and unwanted behaviour. By reducing the level of crime within a physical space, space user confidence is increased.

CPTED is an internationally used method that connects different disciplines (urban planning, behavioural sciences, architecture, landscape design and community engagement) to deliver places that will be inviting and well used by a community for many years.

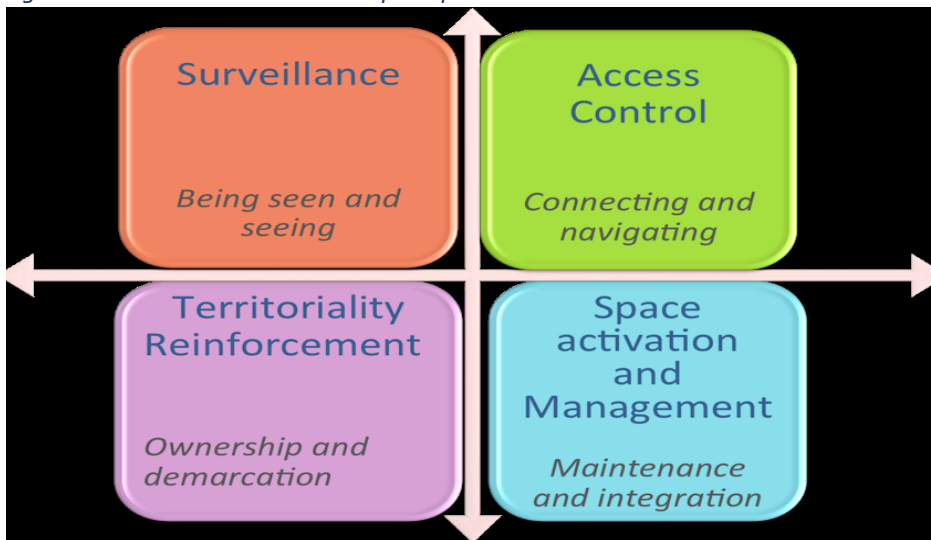
How can CPTED assist with design, implementation and sustainability of quality community infrastructure and space? It focuses on three elements:

- The **form** itself (the building or open space)
- The **behaviour** that will be tolerated and expected from wanted space users
- A Community's **expectation** of what constitutes a safe environment

Well designed and maintained urban environments are essential for improved safety in the community. The key to safer places is to improve the quality of the environments, minimise the opportunity for crime and to promote accessible and liveable places that encourage a feeling of safety and community participation³.

Figure 3 identifies the four main principles of CPTED. Within each of these principles are specific elements that relate to a project, and these are identified in Figure 4 as well as the specific elements that will be considered for this assessment.

Figure 3: Four international CPTED principles



Each principle has a series of specific elements that are used to determine the risk present in the identified infrastructure and are used to undertake the assessment – see Table 1.

³ Victor and Sostorik 2005

Table 1: choosing relevant elements for this CPTED assessment

Principle	Purpose	Examples of materials, structures and features that can enhance or limit safety	Relevant to this assessment
<p>SURVEILLANCE</p> <p><i>Being seen and seeing</i></p>	<p>The use of design and placement techniques to provide opportunity for people to exert unofficial vigilance or 'eyes on the street' contributes to an environment where unwanted space users feel less confident to enter the space for criminal or anti-social behaviour and activities</p>	<ul style="list-style-type: none"> • Sightlines, pathway routes, concealment opportunities, blind corners, entrapment opportunities, after hours surveillance, building orientation to street, set backs, internal visibility, common areas, separated graded areas, off street parking, transport shelters • Passive surveillance across zone/s: openness of space, vegetation, viewing points • Sightlines for space user: clear view forward for up to 5 metres 	<ul style="list-style-type: none"> • <i>Location</i> • <i>Eyes on the street</i> • <i>Lighting and CCTV</i>
<p>ACCESS CONTROL</p> <p><i>Connecting and navigating</i></p>	<p>People feel more comfortable using public places that provide well defined routes and clear sightliness (day and night). This helps to control movement of people in certain areas and increases space user awareness when people have accessed areas that are clearly marked as closed</p>	<ul style="list-style-type: none"> • Public facilities • Mechanisms/structures: window placement, glazing, locks, sheds, dumpsters, rubbish bins, playgrounds, defensive vegetation, site plans • Wayfinding: street types, linking path ways, safe routes • Car parking: pedestrian access, management of space, actual or symbolic barriers, vehicle access (separation from pedestrian access) • Safe passage: reception areas, trespassing opportunities 	<ul style="list-style-type: none"> • <i>Access</i> • <i>Structure</i> • <i>Sightlines</i>
<p>TERRITORIAL REINFORCEMENT</p> <p><i>Ownership and demarcation</i></p>	<p>People will develop a strong sense of 'ownership' (territoriality) of a space that is important to them. It is also essential to clearly distinguish between private, semi-private and public spaces.</p>	<ul style="list-style-type: none"> • Way Finding: Signs, posts, markings, capable guardians, location markers • Ownership: hierarchy of space: public, semi public and private • Orientation: building/features relationships to the rest of the area • Place marking and space activation: street art, animation, celebrated entries, street vendors, buskers, cafes, street activity • Privacy: territorial entrances • Vulnerable space users: identify needs 	<ul style="list-style-type: none"> • <i>Signage and ownership</i> • <i>Building Orientation</i> • <i>Private and public places</i>
<p>ACTIVATION AND MANAGEMENT</p> <p><i>Maintenance and integration</i></p>	<p>Well maintained public places improve people's perception of how safe a place is. Management programs that clean, repair and maintain public spaces and private buildings are vital for community safety and wellbeing.</p>	<ul style="list-style-type: none"> • Environmental settings: area image, malicious property damage, vandalism, graffiti, rubbish, urban decay (surface materials and unevenness), lighting and landscaping maintenance, rubbish bins • Natural environment: vegetation size and type, mature vegetation • Space and Activity Management: crime displacement, functional vulnerability, night activity and transport, proximity to vulnerable premises (eg. Nightclubs), clarity of land use, conflicting activity. 	<ul style="list-style-type: none"> • <i>Landscaping</i> • <i>Management and security oversight</i> • <i>Maintenance and Cleaning</i>

5. THE CPTED ASSESSMENT

Based on the history of this issue, and concerns and challenges identified by stakeholders, the following CPTED elements form the basis of this assessment. These elements are also reflected in the Council officer report of 15 June with some modifications:

<p>Surveillance</p> <ul style="list-style-type: none"> a. Location b. 'Eyes on the street' c. Lighting 	<p>Access control</p> <ul style="list-style-type: none"> a. Access b. Structure c. Sightlines
<p>Territorial Reinforcement</p> <ul style="list-style-type: none"> a. Signage and ownership b. Building orientation c. Public and private spaces: 	<p>Activation and management</p> <ul style="list-style-type: none"> a. Landscaping b. Management and Security oversight c. Maintenance and cleaning

2A. Surveillance

SURVEILLANCE		
Element	Further action required?	Action required
<p>A. LOCATION</p> <p>ISSUE 1</p> <ul style="list-style-type: none"> The location is central to the northern end of Fitzroy Street The location is not cluttered with other shops, vegetation, trees or other features The location is also logically placed to provide public toilet facilities for people entering the park for other activities 	No	
<p>ISSUE 2</p> <ul style="list-style-type: none"> The location is a major source of concern for the school community The location is within 15 metres of the school's driveway and drop off zone Parental concern regarding negative impacts of the toilet facility need to be acknowledged, even though Council protocols provide for a range of interventions, monitoring and cleaning While the view taken by Council is that any negative impacts is low, separation from the school would reduce any consequences to students if an unwanted/illegal activity occurred 	Yes	Council has indicated that it will approach Parks Victoria with the view to see if the facility can be located slightly further north increase the level of distance from the school. This is highly recommended. A minimum distance of 20 metres minimum is recommended
<p>B. EYES ON THE STREET</p> <ul style="list-style-type: none"> The facility will be seen by passing vehicular and public transport traffic The facility is situated next to 4 hour car parks providing continual driver change over Lots of viewing points from all angles and components of the street, park, retail and school. There is little identifiable value in this facility being used for rough sleeping or drug dealing given openness. 	No	
<p>C. LIGHTING and CCTV</p> <p>ISSUE 1</p> <ul style="list-style-type: none"> The facility will have LED lighting at each external corner, reducing the opportunity to use the rear of the building as a rough sleeping area 	No	
<p>ISSUE 2</p> <ul style="list-style-type: none"> There is no CCTV along that stretch of Fitzroy Street CCTV is an option available if there is ongoing commentary regarding levels of anti-social behaviour/criminal behaviour and rough sleeping and there are competing views about the level of disruptive and criminal behaviour. It is noted that Council's Public Space CCTV policy outlines a series of principles, including a decision-making principle that CCTV is not considered as a first response and will only be considered 'based on data analysis, statistics, expert advice and CPTED principles'. 	No (longer term)	Ongoing engagement with police will be required to determine if fears about the new toilet facility is evidence based and requires a broader range of response (not a recommendation).

2B. Access control

ACCESS CONTROL		
Element	Further action required?	Action required
<p>A. ACCESS</p> <ul style="list-style-type: none"> • Toilet is only open during daylight hours (dawn to dusk) and closed and reopened by a security patrol crew each day • Lighting (as outlined in Surveillance) assists to show unwanted space users that this is an area designed to be seen and to be used only by wanted space users 	No	
<ul style="list-style-type: none"> • STRUCTURE • A single point of entry for each cubicle increases safe entry for each user • Clear border definitions are provided with the facility sitting separately from other buildings or features • Doors will not touch the ground, and also partially open ventilation screens to allow for air and water to enter from outside during weather events • External lighting on the four corners of the facility for evenings (when the facility is not open) to reduce opportunity for rough sleepers to gather behind the facility • Graffiti resistant coatings • Sharps bin installation 	No	
<p>B. SIGHTLINES</p> <ul style="list-style-type: none"> • The location provides high levels of sightlines across Albert Park and Fitzroy Street • There are no other facilities or features that unwanted space users can hide behind • Fitzroy Street is well lit and vehicular has passing traffic and public transport 	No	

2C. Territorial Reinforcement

TERRITORIAL REINFORCEMENT		
Element	Further action required?	Action required
<p>A. SIGNAGE AND OWNERSHIP</p> <ul style="list-style-type: none"> The facility is clearly a public facility and opening times, emergency incident information will be clearly displayed Council has a Public Toilet Strategy that outlines its approach to clearly demonstrating that the facility is managed and owned by Council 	No	
<p>B. BUILDING ORIENTATION</p> <ul style="list-style-type: none"> The orientation of the building into Fitzroy Street identifies the facility as being a public facility and its structures and materials are consistent with many such facilities 	No	
<p>C. PUBLIC AND PRIVATE SPACES</p> <ul style="list-style-type: none"> The positioning of the facility on the boundary of the park provides clear relationship between a public space (footpath, parkland) and a private area (toilet). The other safety interventions make it clear that the toilet as a private area is only for a defined purpose and short period of time The toilets are a public facility, but only open from dawn to dusk and managed by security contractors. Council can make provision for people with a disability to access a Master Locksmith Access Key (MLAK) for afterhours use if required. There is to be no other infrastructure near the facility (shelter or seating) that would attract people to the area for long periods of time. There is a bench seat on the nature strip between the footpath and the road that would need to be relocated 	No	

2D. Activation and management

ACTIVATION AND MANAGEMENT		
Element	Further action required?	Action required
<p>A. LANDSCAPING</p> <ul style="list-style-type: none"> The proposed area on Fitzroy Street does not have small vegetation or other clutter Council will not be adding any vegetation as it is not part of its license agreement with Parks Victoria and does not fit the profile of the rest of Albert Park 	No	
<p>B. MANAGEMENT AND SECURITY OVERSIGHT</p> <ul style="list-style-type: none"> Council has protocols for surveillance over security oversight, both from Local Laws as well as other teams including City Amenity group. The facility is only open from dawn to dusk and security contractors will lock and unlock the facility each day, and use that time to assess any concerns regarding rubbish, syringes or vandalism. 	No	
<p>C. MAINTENANCE AND CLEANING</p> <ul style="list-style-type: none"> Council has a comprehensive set of operational protocols for maintenance and cleaning, from two to three times per day in winter to up to six times a day in summer 	No	
<ul style="list-style-type: none"> Council does not yet have evidence regarding the seasonal usage of the facility, as well as evidence of the extent of unwanted space users. This is the major concern of stakeholders who have signed the petition, and the establishment of an evidence based approach will focus concerns on actual activity and amenity, and ensure that anecdotal and informal views are not the basis for informing future directions 	Yes	<ul style="list-style-type: none"> Given this will be the only public toilet on Fitzroy Street, modification to protocols for increased cleaning arrangements needs to be written into the city amenity's operations. Discussion with Victoria Police regarding patrol oversight to strengthen evidence gathering on anti-social or criminal behaviour in the area

6. Conclusion

This project has a fourteen year history of not providing a public toilet facility for all users of Fitzroy Street and surrounds. In an area as iconic as St. Kilda, this cannot be sustained, with the other closest facility south in Catani Gardens.

Council has undertaken an extensive community engagement and feasibility study process and has recently agreed to continue with the planned construction despite community opposition presented in a range of forms. This assessment recommends moving the facility north at least twenty metres to provide further distance from the school and car park areas.

The CPTED assessment has found that the facility can be constructed with safety and amenity and that inclusion of the three recommendations will strengthen the location and appropriateness of the facility for all community members.

Recommendations

<i>Surveillance</i>	1	Council has indicated that it will approach Parks Victoria with the view to see if the facility can be located slightly further north. This is highly recommended. A distance of 20 metres minimum is recommended
<i>Activation and management</i>	2	Given this will be the only public toilet on Fitzroy Street, modification to protocols for increased cleaning arrangements needs to be written into the city amenity's operations.
	3	Discussion with Victoria Police regarding patrol oversight to strengthen evidence gathering on anti-social or criminal behaviour in the area.