

CARLISLE CITY COUNCIL

Report to:- **Carlisle City Council**

Date of Meeting:- 10th November 2009

Agenda Item No:-

Public

Title:- **DESIGNING OUT CRIME
SUPPLEMENTARY PLANNING DOCUMENT**

Report of:- **Head of Planning and Housing Services**

Report reference:- **DS.91/09**

Summary:-

The Draft Designing Out Crime Supplementary Planning Document has been the subject of consultation. The consultation responses have been considered and amendments proposed to the draft. The responses and amendments have been considered by Executive at its meeting on the 26th October 2009 and resolved to refer the draft Supplementary Planning Document as amended by Report DS.85/09 to Council to consider adoption. A revised document is attached.

Recommendation:-

That City Council adopt the Designing Out Crime Supplementary Planning Document as part of the Local Development Framework.

Contact Officer: Chris Hardman

Ext: 7190

Alan Eales

Head of Planning and Housing Services

28 October 2009

Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: Executive Report DS.85/09

1. BACKGROUND INFORMATION AND OPTIONS

- 1.0 The draft Designing Out Crime Supplementary Planning Document was approved by City Council for consultation. A six week consultation was undertaken and the document has been amended to take account of the comments made. The revised document has been considered by Executive and was made available to Economy and Environment Overview and Scrutiny Panel. Executive at its meeting on the 26th October 2009 resolved to refer the amended document to City Council to consider adoption.
- 1.1 The Executive Report (DS.85/09) and a revised version of the Supplementary Planning Document are attached.

2. CONSULTATION

- 2.1 Consultation to Date.
Public consultation took place during a six-week period ending the 24th April 2009. This has resulted in 5 respondents raising a number of issues.
- 2.2 Consultation proposed.
No further consultation is proposed.

3. RECOMMENDATIONS

That City Council adopt the Designing Out Crime Supplementary Planning Document as part of the Local Development Framework.

4. REASONS FOR RECOMMENDATIONS

In order to provide up-to-date planning guidance for residents and businesses and expand upon planning policies of the Local Plan.

5. IMPLICATIONS

- Staffing/Resources – This work has been resourced from within the Local Plans and Conservation section
- Financial – Contained within existing Local Plans and Conservation budgets.

- Legal – The SPD has been produced using the Town and Country Planning (Local Development) (England) Regulations 2004 to comply with the provisions of the Planning and Compulsory Purchase Act 2004.
- Corporate – The SPD will assist towards the corporate priority of Environment by providing a safer local environment for businesses and residents.
- Risk Management – Without the SPD there could be lack of clarity regarding designing out crime in any development proposals.
- Equality and Disability – The SPD includes reference that designing out crime should cater for people from all sectors of the community
- Environmental – .Environmental issues are addressed in the SPD
- Crime and Disorder – This SPD specifically deals with minimising opportunities for crime through improved design
- Impact on Customers – This guidance improves the information available to customers of the planning service on the implications of its planning policies and the intended result will be improved safer design for residents and businesses.

Alan Eales
Head of Planning and Housing Services



REPORT TO EXECUTIVE

PORTFOLIO AREA: Environment and Infrastructure

Date of Meeting: 26 October 2009

Public

Key Decision: Yes

Recorded in Forward Plan: Yes

Inside Policy Framework

Title: Designing Out Crime Supplementary Planning Document

Report of: Head of Planning and Housing Services

Report reference: DS.85/09

Summary: Report DS63/09 Designing Out Crime Supplementary Planning Document was considered by the Executive on the 1st September 2009, following responses made to the Consultation on the Draft. The Executive resolved to approve the Report and that it be made available to the Environment and Economy Overview and Scrutiny Panel for their consideration. The Environment and Economy Overview and Scrutiny Panel resolved not to consider the Report. The Designing Out Crime Supplementary Planning Document is therefore brought back to the Executive with the final version attached at Appendix 1.

Recommendations:

It is recommended that the Executive recommend to Council that the Designing Out Crime Supplementary Planning Document be adopted as part of the City Council's Local Development Framework.

Alan Eales

Head of Planning and Housing Services

Contact Officer: Alan Eales

Ext: 7170

Appendix 1



Designing Out Crime

Supplementary Planning Document
Amended October 2009



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CITY COUNCIL



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This document is part of the Local Development Framework, produced by the Planning and Housing Service of Carlisle City Council. If you would like this document in another format, for example large print, braille, audio tape or another language, please contact:

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This SPD replaces the Supplementary Planning Guidance “Designing Out Crime in Residential Areas” adopted in 2000.

1 Introduction

1.1 Crime, and the fear of crime, can have a significant and damaging impact on people's lives at all ages. Security and personal safety should be factors in daily living that can be taken for granted but increasingly are matters of public concern.

1.2 The City Council's Corporate Improvement Plan 2007/10 under its 'Cleaner, greener and safer' theme states that in a poll of local residents 61% of the sample said that levels of crime are important in determining the quality of life. The priority targets for action include crime reduction. 33% of Carlisle residents said in the December 2006 Cumbria Quality of Life Survey that they felt unsafe in their local area after dark, compared with 21% in Cumbria overall. Levels of crime were more important to younger rather than older people in the Survey. Carlisle and Eden Crime and Disorder Reduction Partnership provides the lead on crime reduction issues and encourages local responses.

1.3 This Supplementary Planning Document (SPD) has been prepared to set out the design principles that the Council as Local Planning Authority wish to see demonstrated in developments, for the prevention of crime. It seeks to improve the safety and security of developments and aims to strike a balance between the need to reduce crime and create a high standard of appearance in the design and layout of developments. It seeks to ensure

that equal weighting is given to both the environmental and physical security of new developments by:

- creating a safer, more secure environment
- making crime more difficult to commit

1.4 The guidance in the SPD will be used to assess and determine planning applications and should be taken on board in village plans and design statements.

1.5 Key objectives of this guidance are to:

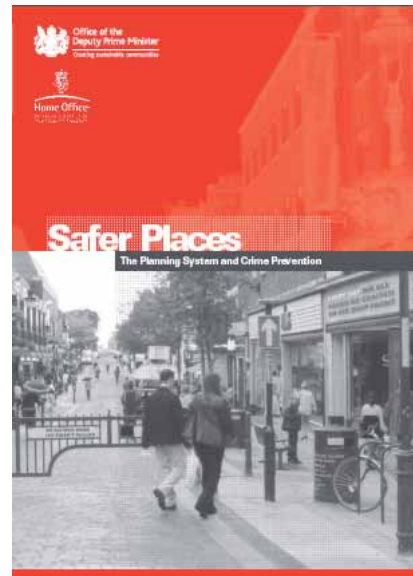
- provide planning guidance that encourages security issues to be considered at all stages of the development process from pre-application advice to full planning applications;
- establish a framework of principles for the external environment on design considerations for safety and security matters;
- encourage developers to adopt designs that take the security of people and property fully into account.

2 The Policy Background

National Policy Framework

2.1 The *Crime and Disorder Act (1998)* Section 17 placed a duty on all relevant authorities to consider the impact of their functions and decisions on crime and disorder in their local area. Section 17 of the Act (and DoE Circular 5/94) also states that 'there should be a balanced approach to design which attempts to reconcile the visual quality of a development with the need for crime prevention'. The joint Carlisle and Eden Crime and Disorder Reduction Partnership is responsible for developing a crime and disorder reduction strategy and an audit every three years. The purpose of the strategy is to work together to make Carlisle (and Eden) a safer place in which to live, work and visit. The results of the audits are given in the Community Plan for Carlisle under the Safer, Stronger Communities Priority Group entry.

2.2 The Government's *Crime Reduction Strategy (1999)* makes the point that making people feel safe is as important as improving education or reducing hospital waiting times, as this country should be at the bottom of the international league tables not at the top for recorded crimes.



2.3 The Government's *Sustainable Communities :Building for the Future* 2003 report and action programme stated that one of the key requirements of a sustainable community is a safe, quality, local environment. It urges crime prevention to be placed at the heart of the planning process.

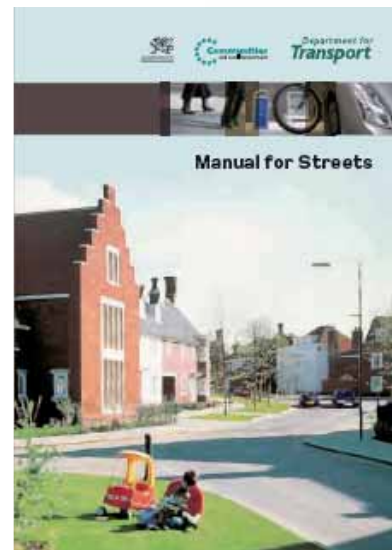


2.4 The ODPM publication *Safer Places – The Planning System and Crime Prevention (2004)* draws attention to how the planning system can assist crime prevention. It sets out seven key principles to apply in designing new environments and includes evidence from good practice around the country.

The guidance considers the attributes of safer places are:

- Access and movement: places with well-defined routes, spaces and entrances that provide for convenient movement without compromising security
- Structure: places that are laid out so that different uses do not cause conflict and crime is discouraged
- Surveillance: places where all publicly accessible spaces are overlooked
- Ownership: places that promote a sense of respect, territorial responsibility and community
- Physical protection: Places that include well-designed security features
- Activity: Places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times
- Management and maintenance: Places designed with management and maintenance in mind which discourage crime

2.5 The Department for Transport's *Manual for Streets, 2007*, comments that the layout of residential areas can have a significant impact on crime against property and against persons. It emphasises that the way in which permeability is provided is given careful consideration. High permeability is



conducive to walking and cycling. It refers to the principles for achieving safer places listed in the publication 'Safer Places'.

2.6 *PPS1: Delivering Sustainable Development* sees one aspect of the role of planning in creating sustainable communities as the creation of communities that are safe and liveable. As part of this objective planning authorities are expected to assist communities to be healthy, safe and crime-free. Planning authorities are urged to encourage the creation of safe and accessible environments.

2.7 *Design – Better Places to Live, the PPG3 Companion Guide, (2001)* made the point that designing for natural surveillance in housing layouts is crucial to creating a feeling of safety.

2.8 *PPS3: Housing* re-iterates the need for environments to be designed with safety in mind including public areas with pedestrian areas.

2.9 *PPS6: Planning for Town Centres* states that it is essential that town centres provide high quality, safe environments if they are to improve their vitality and economic potential. Crime and anti-social behaviour are mentioned in the context of the night-time economy and the need for a local strategy to deal with any problems. Local authorities are urged to monitor the vitality and viability of town centres through indicators; the perception of safety and occurrence of crime is suggested as one key performance indicator.

Development Plan Policy Framework

2.10 *The North West of England Plan Regional Spatial Strategy To 2021*: promotes design quality and respect for physical and natural settings. Policy DP2 for the promotion of sustainable communities requires the needs of community safety and security to be addressed.

Cumbria Local Transport Plan 2 2005/06 – 2011/12

2.11 One of the core objectives of the Cumbria Transport Strategy developed by Cumbria County Council is to improve community safety. It goes on to elaborate on this theme and states that transport improvements will be designed and implemented to reduce crime and disorder. Good visibility, illumination and integration are key principles that apply.

Carlisle District Local Plan 2001-2016

2.12 Policy CP17, *Planning Out Crime*, lists six criteria which should be applied to all new developments so that they contribute to creating safe, secure environments:-

- Security measures should be an integral part of the design;
- The layout should maximise natural surveillance and create a sense of neighbourhood with the intention of deterring criminal and anti-social activity;
- Public and private spaces should have clearly defined boundaries;
- Footpaths and cycleways should be designed to maximise their use;
- Landscaping should be designed to ensure they do not create secluded areas or opportunities for climbing or reduce natural surveillance;
- Lighting should deter criminal and antisocial activity; consideration should be given to CCTV.

2.13 The planning system encourages the careful design of buildings and places to create safer, securer and more pleasant environments. The overall objective of designing for crime prevention is to deter criminal and anti-social behaviour by reducing the availability of opportunities for committing crime through the safer, more creative design of buildings, streets and spaces.

2.14 *Designing Out Crime* only deals with environmental factors. Initiatives to address the social and economic causes of crime are outside the remit of this SPD.

2.15 ¹Major planning applications or any others where crime prevention and community safety measures are important, are required to be accompanied by a Secured by Design Statement. This statement must include details of:

- public and private spaces;
- road layout and footpaths;
- landscaping;
- secure lighting (if applicable) and
- measures for physical security (such as doors and windows).

2.16 Applicants are advised to contact the Police Architectural Liaison Officer early in the design process to obtain advice on the potential reduction of any unintended effects of the design. The officer may suggest physical security measures to better ensure community safety. If advice is taken and physical security standards are met a Secured by Design award may be given to a scheme.

¹ A major application is for 10 or more residential units for a site area of 0.5 hectare or greater or for a change of use of 1000 square metres non-residential floor area.

3 The Background Problem

3.1 Carlisle has the highest number of recorded anti-social behaviour offences in Cumbria. Castle ward which includes the City Centre has the highest count of crime in Cumbria. Other wards recording high levels of crime are: Currock, Botcherby, Upperby, Denton Holme and St Aidans.

3.2 Key issues recorded in the crime statistics include anti-social behaviour embracing vandalism, damage to property and graffiti on buildings and street furniture. Fly-tipping and the prevalence of litter and waste create a poor environment and lead to low morale.

3.3 The main objective of *Designing Out Crime* is to deter criminal and anti-social behaviour by reducing the availability of opportunities to commit crime. The availability of opportunities is influenced by design measures. Through changes to the urban environment designers can influence the attitudes and behaviour of those who may be inclined to commit crimes or those associated with crime.

Key Aspects of the Environment which may Influence Crime

3.4 Lack of apparent ownership

Where space is not private with defined boundaries, but more open and accessible, ownership of land may be unclear. Anonymity increases and offenders may go unchallenged. Landowners' influence reduces and may be minimal in public spaces.



▲ Neglect of the space defined by the low brick wall signals unclear ownership

3.5 Lack of surveillance

Anonymous spaces may be poorly overlooked by buildings particularly at the rears where access may be provided for servicing. Pathways may be indirect and secluded. Lighting may be absent or poor.



▲ Poorly maintained open spaces with a lack of direct surveillance may be open to anti-social behaviour

3.6 Poor management of public areas

Lack of cleanliness, the presence of litter and graffiti and the presence of disrepair may create a feeling of abandonment and alienation. These indicators suggest a lack of control, which may be both in the private and public realm. As communities become mixed and larger some groups may become isolated; community coherence declines. The ability to self-police decreases.

4 Urban Design Principles

4.1 Good urban design is the art of making successful places. It involves the design of buildings, groups of buildings, spaces and landscapes in villages, towns and cities. Design decisions by numerous groups and individuals can contribute, for good or ill towards the design of a place and to whether that place is successful or otherwise.

Character

4.2 Development should not be simply 'dropped in' and should have been conceived with full regard to its context. Its design should respect the special characteristics of the place, whether it is the period and style of the buildings, the scale of existing development, or its natural features such as trees, topography and landscape. All these factors create a 'sense of place', adding to the variety and interest of individual places. People can then identify with their surroundings or locality, creating a feeling of ownership and belonging which can promote more responsible behaviour.

Townscape

4.3 Townscape is created by the relationships between buildings and spaces, both public and private. It creates enclosure to streets and open spaces to create continuity between built forms and frontages. The best townscapes provide variety, interest, surprise and beauty in the way in which buildings are located and respond to each other. Areas which lack distinctive townscape and building quality are often more difficult to understand, less interesting and less

distinctive. Dysfunctional townscapes can be bleak or alienating to users. This in turn is likely to make places less well cared for, and may help to set in train the process which lead to unpleasant environments, anti-social behaviour, crime and perceptions of crime.

4.4 Townscape, and the individual developments which make up a townscape, should be conceived with regard to the way they define and enclose space. Buildings should provide activity and 'eyes on the street' on public frontages. Non-public parts of a building should be 'locked in' against other buildings, providing mutual security and strongly defining public and private space.

The Public Realm

4.5 The public realm is a term for the places, streets and spaces, to which the public has unrestricted access. Effective, attractive and safe parts of the public realm are usually those which are well-cared for, well-used and well-overlooked by buildings.

4.6 Buildings should front onto areas of open space with clear over looking by main windows. In residential areas this tends to discourage anti-social activity in public open space, while allowing legitimate users of the space, such as small children, to play in safety. Roads and footpaths should be similarly overlooked, with main entrances and primary windows visible from the street. Footpaths in built up areas should provide a clear line-of-sight along the path, avoiding chicanes or areas where persons can hide unobserved.

4.7 Public open space should make a positive contribution to people's quality of life. Poorly thought out developments, with open space hidden to the rear of houses, un-overlooked streets or footpaths which people are afraid to use both promotes crime, wastes the opportunity that positive space provides, and creates poor environments in which to live.

4.8 The Council has a separate SPD on Urban Design and the Public Realm Framework.

Movement and legibility

4.9 Places that are easy to move around and through are often better places in which to live. A choice of transport methods should be enabled, including direct, safe and attractive pedestrian and cycle routes. Perimeter block forms of development are often useful to enable this. Developers should avoid creating tortuous routes, dead ends and numerous cul-de-sacs that generally create a poor and impermeable pedestrian environment. In permeable layouts there will be a choice of direct and well connected streets which encourage movement through an area. A connected network of streets will help to promote walking and cycling. This in turn generates levels of street activity which can reduce the opportunity for criminals to act unobserved or unhindered.

4.10 Legible places are those which can be understood by both local people and visitors. They are recognisable and distinctive enabling quick orientation. Where footpaths are required they should be direct and avoid potential hiding places. They should be overlooked by surrounding buildings and activities.

5 General Principles of Designing Out Crime - Safer Places

“In the UK, violence, burglary and fear of crime remain significant problems. Aspects of the designed environment that constitute the modern urban experience – such as street layout, design of public amenities, building architecture, street furniture, CCTV, cars, motorbikes, bicycles – all impact on crime and the fear of crime. Consequently, designers of the urban environment must take some responsibility for preventing crime and can play a significant role in the creation of attractive, secure and sustainable environments.” CEN (2003). “A European Standard for the Reduction of Crime and Fear of Crime by Urban Planning and Building Design: ENV 14383-2”, Comite Europeen de Normalisation.

Neighbourhoods

5.1 Places that promote a sense of ownership, respect, territorial responsibility and community will make an important contribution to crime prevention. Neighbourhood forums, neighbourhood watch schemes and community groups play a part in social identity and cohesiveness through discussion and communication opportunities. PPS3 *Housing* encourages a diverse mix of housing that is attractive to a broader range of households. The Companion Guide to PPG3, *Better Places to Live*, argues that mixed neighbourhoods of people of different ages and economic status and with different lifestyles and levels of mobility can lead to a better balance of

demand for community services and facilities and can enable community self-help. It can assist community surveillance with people coming and going throughout the day. This action will help towards making potential offenders feel conspicuous and will create a feeling of responsibility for property and space. The same objective, the creation of sustainable, mixed, inclusive communities, is taken up in PPS3.

5.2 The Cumbria Constabulary Architectural Liaison Officer can be contacted in the early stages of planning application preparation for design advice on physical security measures for schemes and on the relationship between crime and environmental design.

The relationship between public and private space

5.3 It is important for ownership that the role of each space is clear and that boundaries between different types of space are clearly defined. Spaces should be used efficiently and gap sites avoided as these could become sources of public nuisances. ‘Dead’ frontages that have blank facades or high walls should be avoided as these decrease the opportunities for surveillance of public space. Entrances and exits should be well defined, with good lighting.

An inclusive public realm

5.4 Designs should accommodate all users and be accessible to all. The best public realm spaces cater for exercise,

relaxation and play safely, and also provide an area with a sense of local identity. Good maintenance of the public realm engenders respect and identity with spaces. Use of spaces is discouraged when graffiti and vandalism are apparent; these elements signal neglect and a lack of control.

6 The Principles Applied

Safer city, town and village centres

6.1 Activity introduces a measure of surveillance. Centres without residents or an evening economy when workers have departed and shops are shut become quiet as people have little reason to visit. Vandalism, disorder and burglaries have greater opportunity to occur with fewer people on the street on foot. Encouraging mixed uses can help to increase the presence of people in the streets over longer periods. Providing living accommodation over retail premises can also contribute to surveillance of the street scene and to the security of buildings.

Key Principle 1

Provide a range of functions and mix of uses in the centres of settlements, catering for people with different interests, ages, gender, family sizes and mobility with living accommodation on first and higher floors to enhance surveillance and security.

Hot Spots

6.2 City and town centres can provide a concentration of leisure and entertainment facilities such as pubs, clubs, restaurants and theatres which increase activity on streets particularly in the evenings. However, these premises can attract gatherings of people late into the night and this may lead to a rise in antisocial behaviour.

6.3 Consideration might be given at the pre-application stage to designing stronger buildings and introducing terrorism mitigation measures such as blast resistant materials. Chemicals and other hazardous materials might be targets of criminals' activity and the siting and design of containers should be the subject of particular care.

Key Principle 2

Orientate building frontages and position entrances to buildings to ensure surveillance from neighbouring buildings and from active streets.



▲ Blank frontages with little overlooking should be avoided.

Key Principle 3

Install CCTV where large groups congregate and where a need is demonstrated.

Shop Fronts

6.4 Shop fronts need to provide windows of colour and interest to pedestrians to encourage movement and business. Full window shopping views should be maintained wherever possible, enabling surveillance by passers-by. Whilst shops require effective security systems these should not result in monotonous, unattractive frontages with shutters which introduce blank facades.

Key Principle 4

Ensure effective lighting at a human scale including to entrances and restricted or enclosed pedestrian routes.



▲ A bus stop well sited close to the centre

Key Principle 5

Position bus stops and taxi ranks in close proximity to the core or entrance to centres, ensuring a clear view of retail /entertainment frontages and main entrances to buildings in wider public use.

Key Principle 6

Ensure that the depth of recesses at frontage shop doorways do not create potential hiding places.

Key Principle 7

Internal installation of shutters is advised and all shutters should be as transparent as possible with open mesh grilles or holes or slots in slats. Efforts should be made to introduce vertical elements to the design.

Bank and Building Society Cash Machines

6.5 Cash machines and customers at machines may be targets of crimes. Design and security measures can reduce opportunities for crime. The measures may include additional lighting, CCTV, grid markings and anti-ram bollards.

Key Principle 8

Consider the provision of architectural ironwork to add security in areas of historic importance and where design distinction would be appropriate.

Key Principle 9

Cash machines should be sited on well used routes where there is good natural surveillance and lighting.

Lighting

6.6 Lighting makes an important contribution to the creation of a safer environment by enhancing surveillance at night and is a proven deterrent against crime. Careful consideration should be given to the location, type and intensity of lighting. Poorly designed lighting can cause glare and dazzle. Lighting needs to be sympathetic to the environment and fit for the purpose. The aim should be to create an even distribution of light which is of adequate intensity for its purpose. The style and colour of light fittings should be appropriate to the local context.

6.7 Security lighting may be appropriate for accessible areas around buildings such as alleyways and yards. The intention of such lighting is to illuminate spaces throughout darkness so that any intruder will be more prominent and more easily detected. Energy efficient lighting should be considered as this gives long term savings and renewable sources used as power where suitable. White light, for example from metal halide and compact fluorescents, provides stronger illumination and clarity.

6.8 Lighting fixtures should be carefully located and secure. They should have regard to the need to minimise light pollution and should maintain and enhance the character and appearance of the local environment particularly within conservation areas and shopping centres. Light pollution should be avoided and glare minimised through the use of high quality reflectors to suit the local

circumstances. Low level lighting should be vandal resistant and low maintenance. Developers should ensure that all exterior lighting meets but does not significantly exceed the relevant European and UK standards for both minimum and average illuminance. The minimum UK standards for exterior lighting are set out in BS EN13201 and BS 5489. Lighting associated with sports pitches will require a lux plan with a planning application to show the spread and direction of illumination.



▲ A badly lit subway

Lighting Footpaths /Footways and Cycleways

6.9 The provision of lighting along footpaths/footways and cycleways may be necessary where routes are well used. Lit routes will feel safer to users and encourage natural surveillance of uses alongside.

Key Principle 10

The heights of lighting columns on footpaths/footways and along cycleways should relate to human scale.



▲ Further pedestrian scale lighting would be beneficial on this footpath

Key Principle 11

Landscaping and lighting should be considered together to ensure that tree growth does not obscure lighting and create dark patches.



▲ An obtrusive CCTV camera column

Closed Circuit Television Systems (CCTV)

6.10 CCTV has a place in monitoring crime and disorder in busy areas where natural surveillance may be insufficient for the numbers of people and as a crime deterrent measure alongside other design and security measures. CCTV equipment should be visible but positioned sensitively so as not to affect visual amenity or the integrity of a building. Views from it and to it should not be obstructed. Dome-shaped cameras may be appropriate where the visual impact of cameras needs to be disguised or in a historic area.

6.11 PPG 15 Planning and the Historic Environment Annex C recommends that only less harmful and visually unobtrusive positions should be agreed for CCTV where it is necessary on listed buildings. Discrete positions on buildings are desirable for such apparatus as it is intended to monitor activity without being obtrusive.

Key Principle 12

The type of CCTV should be appropriate to the location and should be influenced by lighting design in the vicinity.

Public Transport Facilities

6.12 Crime and disorder should be considered when deciding on the location, provision and design of bus stops and shelters.

6.13 Well-designed bus and railway stations with effective management measures can reduce the incidence of crime and disorder. Management measures may include a strong maintenance regime, clear passenger signage and information and the evidence

of security staff. Safe, visible and direct access routes to and from other forms of transport, employment areas and places of entertainment will assist in reducing crime and increase public safety.

Key Principle 13

Bus stops and shelters should be located so as to have good surveillance in active streets as well as from the highway. They should ideally be located in an area which is generally well lit.



▲ A well placed bus shelter in vandal resistant material which is open to surveillance

Key Principle 14

Any stop or shelter should be made of vandal resistant materials and should preferably be transparent to give views into and out of the shelter.

Key Principle 15

Information and help points in stations should be highly visible and accessible to all passengers.



Parking

6.14 Residential car parking spaces should be located as close as possible to the dwellings to which they relate and preferably be in the private garden curtilage. Where dedicated garages are provided within the curtilage of a dwelling the garage entrance should be easily observed from the street and neighbouring dwellings. Any communal car parking spaces should be provided in small groups, lit and distributed throughout a development. Security of spaces will be increased if parking areas are overlooked by windows to give opportunities for natural surveillance. Also, narrowed, well- defined entrances suggest community ownership and control. Where car parking is contained within an internal courtyard it should preferably be controlled through an access gate. Any pedestrian or vehicle gates should be compatible with the robustness of the remainder of the boundary treatment.

6.15 Underground car parks should be designed to prevent unauthorised access into the car park by applying an access control system to all pedestrian and vehicular entrances. The parking layout should avoid blind spots, dead ends and recesses. Pedestrian entrances should be well signed and well lit. The interior walls and columns should be painted or treated in white or pale colours to reflect ambient light which will create an environment that reassures legitimate users.

Key Principle 16

Parking, whether for bikes, motorbikes or cars should be convenient to users, safe, secure and well lit.

6.16 Large parking areas for commercial premises should be subdivided to minimise their impact. Entry and exit points should lead directly to the street or main entrance of the building served by the car park. Paths and circulation routes should be direct, visually marked and well lit to increase ease of movement and safety. Any landscaping should be low so as not to obscure views or vehicles.

6.17 Bicycles and motorbikes are vulnerable to opportunistic and organised theft. Secure parking in public places such as transport interchanges, work places and shopping centres should have regular surveillance by passers by and from occupiers of adjacent buildings with adequate lighting.

Traffic Calming

6.18 The main purpose of traffic calming schemes is to improve traffic and pedestrian safety. Schemes can also have a positive effect in reducing crime. Measures incorporated can create a feeling of ownership by identifying territorial boundaries. For example, chicanes can section off different parts of streets. Planting boxes give further identity and division of a street.

Landscape Design

6.19 Varied, well maintained landscaping can strengthen local identity and contribute to a feeling of local pride. Overgrown and ill chosen shrubs in public places can compromise security and visibility by obscuring views and providing potential

hiding spaces. Such a scenario may increase opportunities for crime and anti-social behaviour, and increase feelings of vulnerability which will impact on the level of use of a route or public space.

6.20 Public open spaces need to be carefully located to serve a variety of user groups. They need to be sited where constant surveillance is possible from the front elevations of residential properties.

6.21 A regular maintenance regime of landscaped areas close to buildings, public routes and access points to public spaces is vital if safety and security is being considered. Poorly maintained environments demonstrate neglect and a lack of control. This can increase the fear of crime and act as a catalyst for anti-social behaviour. In urban areas trees and shrubs should, where feasible, have well defined edges, through the use of walls, kerbs and tree grilles.



▲ Public space separated from private space by fences and backs of houses.

6.22 The choice of trees and shrubs should respect the character and biodiversity of the local area, giving preference to native species.

The choice should also take account of growth rates, heights and spread. Some plants are suitable for defensive planting to help reduce

unlawful access and to keep out miscreants as well as unwanted animals such as foxes, cats and dogs along boundaries. Examples include:

- ✿ Pyracantha (Firethorn). This shrub has thorns, carries flowers in May to June, then berries in Autumn. It is suitable for wall training and will make a hedge of 2 to 4 metres tall.
- ✿ Crataegus monogyna (Hawthorn). A shrub which has flowers in May, small thorns and berries in autumn. It is suitable as a hedge.
- ✿ Ulex europaeus (Gorse). A spiny shrub bearing bright flowers all year round.
- ✿ Rosa rugosa (Rose). Makes an excellent, informal but impenetrable hedge.
- ✿ Berberis. A shrub with very sharp, spine-like prickles which are barely visible.

6.23 The features of the public realm should be carefully selected and co-ordinated. Well-designed, distinctive street furniture and public art in streets and public spaces creates a distinctive environment and reinforces civic pride. This has an effect on public conduct and behaviour and is likely to lead to a safer environment.

6.24 Street furniture such as bins, seats and bus stops should be positioned so as to encourage their use and so that views of users are not obscured from the general flow of pedestrian movement.

6.25 The design of access routes to groups of buildings should create a sense of privacy and shared ownership through the use of symbolic thresholds which could include gates and entrance features to give community identity. Physical boundary

treatments are more effective in defining spaces and deferring casual or unauthorised access.

Key Principle 17

Boundaries between public and private space should be clearly demarcated.

Key Principle 18

The correct planting distances of shrubs should be used, taking into account growth rates, heights and spreads.

Key Principle 19

Planting in public and communal areas should be regularly maintained to ensure a height of 1 to 1.5 metres, so as not to provide cover for offenders or hinder surveillance.

Key Principle 20

Trees should be clear-stemmed and have no foliage below a height of two metres to give views below the canopy so as not to provide cover for offenders or hinder surveillance.

Key Principle 21

Trees should be positioned so as not to compromise boundary fencing by acting as a possible ladder onto walls and into properties.

Rural Areas

6.26 Good physical security is equally important in rural areas. Farms should define the extent of their properties and install appropriate boundary treatments. Security lighting may provide surveillance of the main

clusters of buildings. Secure storage areas for equipment and fuel need to be provided. Graveyards may require more robust boundary treatments which are still sensitive to the environment.

Residential Areas

Natural Surveillance

6.27 The essential element of deterring crime is to make intruders feel conspicuous and under natural surveillance. By providing a mix of dwellings for different household types the opportunity for natural surveillance to be undertaken will increase as some households will have members around the home during the day. Ensuring that spaces around buildings, footpath routes, open spaces and parking areas are open to view from adjoining occupied properties and/or well-trafficked routes will assist in discouraging criminal

activity by making potential offenders feel more vulnerable.

Structure

6.28 A clearly articulated, simple urban structure which has a framework of inter-connected routes which define blocks of housing, open spaces and other routes will create a sense of neighbourliness and mutual responsibility for property and space between. External spaces need clear definition so that ownership and control is obvious. Boundaries prevent crime by physically impeding access. Psychological boundaries such as symbolic gateposts, changes in road texture or colour, ornamental fencing and signage all help to defend territory and create a perception of risk to offenders. In general it is desirable to have the front of dwellings facing onto a road and houses grouped into clusters. The perimeter

Diagram of Urban structure



Source:- Urban Design and Public Realm Framework SPD

blocks need to have good natural surveillance of the street with windows and doors facing outwards.



▲ Overlooked shared space with privacy through the entrance walls▼



Building Design

6.29 It is essential that residents are able to clearly see what is happening outside their homes, to ensure their own personal security and to provide casual surveillance to neighbouring properties. Dwelling orientation is a key feature in determining the amount of natural surveillance possible. Properties should be positioned to allow unobstructed views of neighbouring properties without conflicting with residents’ needs for privacy.

6.30 Window design can have a bearing on surveillance; bay windows are useful in increasing the view of the surrounding area and can help to reinforce a sense of presence. Small windows should be avoided at the front of ground floor dwellings as should frosted glass.

6.31 Each dwelling should ideally have its own entrance from the main street.

Access Routes for Pedestrian and Cyclists

6.32 Alleyways and subways are often narrow, anonymous and poorly overlooked. They may provide access routes for criminals. If there is a need for them, separate from roads, they should be wide enough for the purpose, well lit, direct to places where residents want to go and overlooked by dwellings. They should offer clear sightlines with the end of the path visible from the start. Landscaping should be set back by two metres and should preferably not exceed one metre in height when abutting pavements so as not to obstruct lighting or form hiding places.



▲ These alley gates effectively deter unauthorised entry to the rears of these properties.

Key Principle 22

Dwellings should have at least one habitable room (not a bedroom) fronting the main street to enable residents to see visitors and tradesmen and to control access to their properties.

Key Principle 23

Front or main dwelling entrances should be positioned so that they can be easily observed by neighbours or passers-by.

Key Principle 24

Blank gable end facades should be designed out by ensuring corner sites maintain natural surveillance with corner or ground floor windows.

Key Principle 25

Dwellings should be designed so that private gardens back onto each other and passageways between houses are eliminated as far as possible.

Key Principle 26

Footpaths should be as few in number as possible to serve a neighbourhood, follow a direct route and be clear of hiding places.

Key Principle 27

Where alleyways exist consider introducing alley gates to improve security, with controlled access.

Key Principle 28

Where creating a subway is unavoidable:

- Ensure maximum visibility and surveillance from passing traffic;
- Ensure subways are short and as wide as possible;
- Ensure adequate lighting without shadowed areas.

6.33 Side and rear garden boundary treatments must prevent or deter unauthorised intrusion by climbing. Boundaries may take the form of vertical, close-boarded fencing and may be reinforced by the use of defensive planting. Unrestricted access between front and rear garden space can be controlled by the use of full height gates capable of being locked by the householder.

Car Parking

6.34 Car parking areas should be overlooked from dwellings. Where communal parking areas are designed they should be overlooked, well lit and kept clear of high landscaping. The most secure form of parking is within an integral garage. Garages should be positioned at the side of dwellings and should not project in front of the building line as this would interfere with natural surveillance.

Commercial Areas including Business Parks

6.35 Larger commercial or industrial developments are often situated away from residential areas where there are pedestrian movements at many times of day. The lack of natural surveillance and activity during nighttime and holidays makes them vulnerable to vandalism and theft. They should incorporate a staffed gatehouse on larger developments. Where this is not

possible or considered necessary a physical or symbolic threshold should be incorporated to indicate the boundary between the public domain and the estate. All access routes should be overlooked to maximise natural surveillance. External storage areas should be designed to prevent unauthorised access with appropriately specified fencing and rear service areas should preferably be overlooked and have lockable gates to ensure security. Welded mesh or extruded metal fences are more secure than palisade types.



▲ An indirect unoverlooked footpath which has corners which could prove dangerous

Key Principle 29

Ensure commercial plots have appropriate perimeter boundaries and only one entry point (front facing) to each.

Key Principle 30

Ensure clear, unobstructed views into each commercial site particularly in relation to landscape maintenance and boundary treatment.

Key Principle 31

Provide secure holding areas for HGVs and install CCTV and lighting.

6.36 Wherever possible commercial areas should be designed as part of mixed use development to increase activity in the area at different times of the day and night. A compatible land use such as a fitness centre could improve surveillance by introducing people when other uses nearby have closed.

6.37 Building entrances should face the street or main access route to give attached offices surveillance of new arrivals at the site. Parking should be overlooked and available close to the main entrance.

6.38 Lighting should be evenly distributed to avoid shadows and to complement CCTV. Communal areas that could be subject to congregation should be well lit. Large pools of darkness should be avoided.

6.39 Exterior doors, windows, gates or locking devices should conform to the appropriate security standard. Compliant products have been designed to withstand physical attack for a specified period, to delay forcible entry. These products may also receive a 'Police Preferred Specification' through the 'Secured by Design initiative' and may be obtained from an accredited 'Secured by Design' Member company. Advice on the specification of these items can be obtained from the Police Architectural Liaison Officer

Leisure Developments

6.40 In an urban setting open space should be overlooked from buildings or traffic routes. Buildings should preferably face onto these areas. There should be a buffer zone between the public space and adjacent dwellings.

6.41 The provision of recreational facilities and meeting places for local communities can help to reduce crime. Sports venues may require attention to crime reduction design measures at the planning stage. Counter terrorism design measures might include the use of materials which reduce vulnerability to blast and hostile vehicle attack, the installation of external barriers and strengthened boundaries.

6.42 Young people need to socialise and become integrated into their communities. Youth shelters with open sides may be appropriate close to play equipment so that the opportunity is there to supervise a younger brother or sister. The size of any shelter needs to be in proportion to its surroundings. The objective should be to achieve sufficient views out giving all-round visibility for the safety of users and to deter vandalism, without excessive annoyance to nearby properties. It should be sited close to an existing street light.

Key Principle 32

Consult the local community and future users of the leisure facility at the design stage before the location is chosen.

6.43 Play areas for young children should be designed with low, permeable boundary fencing and self-closing gates to contain users, to contain and exclude litter, to exclude motorbikes and to exclude dogs. Any seating areas should be clearly

visible and conveniently located. Children's equipment should be robust, vandal resistant and appropriate for the intended age group. Play areas for young and very young children should be sited within the built community, to provide the opportunities for natural surveillance and supervision but not too close to cause noise disturbance.



▲ A well overlooked, popular children's play area



▲ A safe, attractive play area for young children

7 Conclusion

7.1 PPS1 Delivering Sustainable Development contains a policy objective to ensure that development contributes to the creation of safe communities and deliver safe places to live. Crime and anti-social behaviour are more likely to occur if the following seven attributes of sustainable communities are not respected:

- Structure – Places that are structured so that different uses do not cause conflict;
- Access and movement – Well-defined routes with spaces and entrances that provide for convenient movement without compromising security;
- Ownership – places which promote a sense of ownership, respect, territorial responsibility and community;
- Surveillance – places where all publicly accessible places are overlooked;
- Activity - places where the level of activity is appropriate to the location;
- Physical protection – places that include well-designed physical security features and measures;
- Management and maintenance – places that are designed with management and maintenance in mind, to discourage crime now and in the future.

7.2 By referencing development to the above attributes and ensuring compliance, safer, more accessible environments and better places to live in will result where crime and disorder does not undermine the quality of life or community cohesion.

Appendix 1

Useful Contacts

The Carlisle and Eden Crime & Disorder Reduction Partnership offer a joint strategy to reduce crime and anti-social behaviour and the fear of crime and anti-social behaviour in both Districts.

Community Safety Development Officer
Carlisle and Eden CDRP
Carlisle City Council
Civic Centre
Carlisle
CA3 8QG
Email: **CDRP@carlisle.gov.uk**
Tel. **01228 817011**

http://www.carlisle.gov.uk/community_and_living/safety/cdrp.aspx

The Police Service's Architectural Liaison Officers (ALOs) provide design and safety advice on new developments.

Crime Prevention/Architectural Liaison Officer
Community Safety Unit
Cumbria Police
North Cumbria BCU Headquarters
Brunel Way
Durrhill Industrial Estate
Carlisle
CA1 3NQ
Tel. **01228 558251**

Planning and Housing Services

Development Control

Tel. **01228 817179**

Email: **dc@carlisle.gov.uk**

Local Plans and Conservation

Tel. **01228 817193**

Email: **lpc@carlisle.gov.uk**

Building Control

Tel. **01228 817184**

Email: **bc@carlisle.gov.uk**

Appendix 2

Bibliography & Further Information

Better Places to Live by Design: A Companion Guide to PPG 3 2001

<http://www.communities.gov.uk/publications/planningandbuilding/betterplaces>

CCTV Codes of Practice and Procedures

www.crimereductions.gov.uk/dp98cop.doc

Carlisle City Council:

Community Plan 2007

Corporate Improvement Plan 2007-2010

www.carlisle.gov.uk

Department for Transport & Department for Communities and Local Government

Manual for Streets 2007

www.manualforstreets.org.uk

Design Against Crime: Secure Urban Environments 2003. A joint programme of the Universities of Salford and Sheffield Hallam

www.designagainstcrime.net

Designing Out Crime Association

www.doca.org.uk

Home Office 2004 Safer Places

Good practice guide for planners, architects and developers to make streets, homes, and parks safer places.

<http://www.crimereduction.homeoffice.gov.uk/activecommunities/activecommunities61.htm>

National Counter Terrorism Security Office

<http://www.nactso.gov.uk>

North West Best Practice Design Guide, North West Regional Assembly, 2006

North West Green Infrastructure Guide 2008, NW GI Think Tank

<http://www.nwrpb.org.uk>

Safer Places: A Counter Terrorism Supplement, DCLG, Home Office, April 2009 ISBN 978-1-84726-838-9.

Working Together to Protect Crowded Places, Home Office, April 2009, ISBN 978-1-84726-836-5

Youth Shelters and Sports Systems - a Good Practice Guide
Booklet produced by Thames Valley Police which introduces a solution to the common problem of youths having nowhere to meet and socialise with their friends
<http://www.thamesvalley.police.uk/reduction/designoutcrime/shelters.htm>

Useful Websites

Home Office Crime Reduction Website providing information and resources for people to reduce crime in their local area
www.crimereduction.gov.uk

UK Police initiative supporting the principles of “designing out crime” by use of effective crime prevention and security standards for a range of applications.
www.securedbydesign.com

UK Government’s online planning and building regulations resource for England and Wales.
www.planningportal.gov.uk

The UK Neighbourhood Watch Trusts’ primary purpose is to support and promote the neighbourhood watch movement by providing an effective and informative two-way communications’ channel through its website.
www.neighbourhoodwatch.net

The Institution of Lighting Engineers (ILE) is the UK and Ireland’s lighting association. The key purpose of the ILE is to promote excellence in all forms of lighting including security lighting.
www.ile.org.uk

Sustrans is the UK’s leading sustainable transport charity with publications on planning Safe Routes to School.
www.sustrans.org.uk

Commission for Architecture and the Built Environment. A non government organisation championing high quality design in the built environment.
www.cabe.org.uk

Design guidance and details of firms with security products which are licensed by ACPO to use the Secured By Design logo.
www.securedbydesign.com

Safer Car Parking: Park Mark initiative, plus a search facility for finding Park Mark approved car parks.
www.securedcarparks.com

The Government Department responsible for planning policy and building regulations in England.
www.communities.gov.uk



REPORT TO EXECUTIVE

PORTFOLIO AREA: Environment and Infrastructure

Date of Meeting: 1 September 2009

Public

Key Decision: Yes

Recorded in Forward Plan:

Yes

Inside Policy Framework

Title: Designing Out Crime Supplementary Planning Document
Report of: Head of Planning and Housing Services
Report reference: DS.63/09

Summary: This report sets out the process which has been undertaken in the production of this Supplementary Planning Document (SPD) and includes a summary of the main consultation responses received and the amendments that could be made to the document as a result.

Recommendations:

That the responses to the consultation and officers advice on amendments to the SPD be made available for consideration by Environment and Economy Overview and Scrutiny Panel. Any additional information arising from that process is to be reported to Executive.

Alan Eales

Head of Planning and Housing Services

Contact Officer: Pauline Goodridge

Ext: 7182

Note: in compliance with section 100d of the Local Government (Access to information) Act 1985 the report has been prepared from the following papers: City Council Report DS.89/08

1.0 BACKGROUND INFORMATION AND OPTIONS

- 1.1 The Designing Out Crime SPD is an update of the Designing Out Crime in Residential Areas Supplementary Planning Guidance which the City Council adopted in 2000.
- 1.2 The Carlisle District Local Plan 2001-16 contains policy CP17 Planning Out Crime. It has been recognised that the original guidance covered only residential areas and this needed to be expanded on. This document provides that additional information.
- 1.3 City Council approved the document for consultation and a six week consultation period was undertaken. The consultation was undertaken in conjunction with three other Supplementary Planning Documents. The text version of the consultation draft document is attached at Appendix 2 of this report.
- 1.4 The consultation responses (outlined in Appendix 1) have highlighted a number of issues which require further clarification within the document. These include:
- Advice for rural areas – There is less likelihood of crime in rural areas but the matter warrants a mention as a separate topic in the general section.
 - Advice for cemetery and graveyard owners – A reference to stronger boundary protection could be included.
 - Greater prominence to advice from the Police's Architectural Liaison Officer who suggested various text changes - Mention the source of advice from the Police in the introduction or background section.
 - Where to find crime statistics – A reference to statistics might be made in the policy background section.
 - How to design for or mitigate against terrorism – Recently issued Government guidance suggests that the document should contain broad guidance on the subject.
- 1.5 In addition to these issues a sentence was omitted in para. 6.19, a paragraph (6.31 on alley gates) was omitted from the consultation draft and there was no reference to design in relation to terrorism. Changes to rectify these omissions are proposed including a new paragraph after existing paragraph 6.2.
- 1.6 A number of general comments were made which were not attributed to any single SPD. Those responses are also tabled in this report for reference. It is considered that no further changes are required to the SPDs in response to these comments.

- 1.7 In order to progress this document Executive is asked to make the consultation responses and suggested amendments to the document available for consideration by Overview and Scrutiny Panel to consider how the consultation has been dealt with. A further report will then be brought to Executive for consideration prior to adoption.

2.0 CONSULTATION

- 2.1 Public consultation took place during a six-week period ending the 24th April 2009. This has resulted in 5 respondents raising a number of issues. A Schedule of Responses and Proposed Changes is attached at Appendix 1.

- 2.2 No further consultation is planned.

3.0 RECOMMENDATIONS

- 3.1 That the responses to the consultation and officers advice on amendments to the SPD be made available for consideration by Environment and Economy Overview and Scrutiny Panel. Any additional information arising from that process is to be reported to Executive.

4.0 REASONS FOR RECOMMENDATIONS

- 4.1 To duly consider issues raised at consultation stage and to be able to proceed towards adoption of the Supplementary Planning Document.

5.0 IMPLICATIONS

- Staffing/Resources – This work has been resourced from within the Local Plans and Conservation section
- Financial – Contained within existing Local Plans and Conservation budgets.
- Legal – The SPD has been produced using the Town and Country Planning (Local Development) (England) Regulations 2004 to comply with the provisions of the Planning and Compulsory Purchase Act 2004.

- Corporate – The SPD will assist towards the corporate priority of Environment by providing a safer local environment for businesses and residents.
- Risk Management – Without the SPD there could be lack of clarity regarding designing out crime in any development proposals.
- Equality and Disability – The SPD includes reference that designing out crime should cater for people from all sectors of the community
- Environmental – .Environmental issues are addressed in the SPD
- Crime and Disorder – This SPD specifically deals with minimising opportunities for crime through improved design
- Impact on Customers – This guidance improves the information available to customers of the planning service on the implications of its planning policies and the intended result will be improved safer design for residents and businesses.

Alan Eales
Head of Planning and Housing Services

Contact Officer: Pauline Goodridge

Ext: 7182

**Statement of Consultation responses
and Proposed Changes to
Supplementary Planning Document**

Draft Designing Out Crime SPD 2009 – Responses Summary

Name & address	Comments	Officer comments	Change required
Mrs Pauline Dalton, Dalston Parish Council	<p>Needs to be greater reference to crime in rural areas; also crime considerations for one-off developments</p> <p>Crime & vandalism in cemeteries/graveyards may be an issue.</p>	<p>Agree that there could be a reference to crime in rural areas though there is less likelihood of crime compared to urban areas.</p> <p>The SPD cannot hope to cover all types of development and crime issues; it is advised that reference is made to the Police Architectural Liaison Officer in the early stages of the design process.</p>	<p>New heading Page 23: Rural Areas (after KP 21) 'Good physical security is equally important in rural areas. Farms should define the extent of their properties and install appropriate boundary treatments. Security lighting may provide surveillance of the main clusters of buildings. Secure storage areas for equipment and fuel need to be provided. Graveyards may require more robust boundary treatments which are still sensitive to the environment.'</p>
Cumbria County Council	Para. 6.5 should mention avoidance of glare and minimising light pollution	Glare is mentioned in relation to poorly designed lighting; light pollution is a negative feature but is referred to in para.6.7. The text states that lighting should be even in distribution and fit for its purpose.	No change to this document.

Name & address	Comments	Officer comments	Change required
Cumbria County Council	Reference should be made to securing better design through Local Authority and Police Architectural Liaison Officer input into the early stages of project planning, imposing planning conditions & negotiation of S106 agreements	Agree; there is a reference to the PALO in App. 1 and to 'Secured by Design' in Appendix 2.	Mention the input of the PALO in para. 2.16.
	Describe how crime, fear of crime and anti social behaviour are monitored.	The Police collect statistics which are used in the publications of the Safer, Stronger Communities Priority Group (Carlisle CDR Partnership) Para. 2.1 makes reference to the audits of the CCDRP which publishes results in the Community Plan.	Add a sentence of explanation of where to find the statistics at end of para. 2.1.
	Make reference to how the effectiveness of the SPD will be measured	May be commented on in the AMR; any need for review may lead to inclusion in the LDS.	No change.
4NW	Reference should be made to NW Best Practice Design Guide (2006) and NW Green Infrastructure Guide (2008)	Agree.	Include in Appendix 2 Bibliography
Natural England	Encourage green infrastructure as this can create a 'sense of place' and will help to reduce the perception of crime and actual crime. A reference to the conserving and enhancing biodiversity duty of local authorities is advised.	Agree; there is a conflict of advice on the role of landscaping (sense of place v.hiding places) but this is referenced in the Landscape Design section. This reference is not relevant in the context of Designing Out Crime.	No change.
Cumbria Constabulary	Key Principle (KP)2: <i>Oriente building frontages and position entrances ...</i>	Agree as this makes the meaning clearer..	Add additional wording.
	Key Principle 7: <i>Internal installation of shutters is advised and all .</i>	Agree.	Add additional wording.

Name & address	Comments	Officer comments	Change required
Cumbria Constabulary	Para. 6.4: <i>The proposed location of an ATM will be a key consideration in assessing if planning consent can be given, to ensure that all users feel safe at all times and to protect the machine from attack.</i>	Agree.	Add additional wording to end of paragraph.
	KP 9: Additional security measures (CCTV, grid markings, anti-ram bollards) may be required on a site-specific basis.	Agree.	Add additional wording to para. 6.4
	Para. 6.6: The intention of security lighting is to illuminate spaces throughout darkness so that any intruder will be more prominent and more easily detected.	Agree.	Add additional wording after first sentence.
	White light, for example, from metal..... <i>Improved clarity and better colour rendition.</i>	Agree.	Amend sentence.
	Para. 6.7: The inclusion of a lux plan as part of a planning application may be required to assess suitability.	Agree in relation to selected applications.	Add comment to end of para. 6.7
	KP 12: <i>The proposed scheme must comply with relevant legislation, particularly, the Data Protection Act.</i>	Acknowledged; this would influence consideration of a scheme.	No change.
	Para. 6.13: Statistics indicate that the majority of vehicle-related crime (almost 68%) occurs within residential areas; only 2% occurs within a private garden cartilage. <i>In curtilage car parking arrangements are encouraged.</i>	Understood.	Add clause to para. 6.13
	Para. 6.14: <i>The interior walls and columns should be painted or treated in white or pale colours to reflect ambient light which will create an environment that reassures legitimate users.</i>	Agree, a valuable point.	Add sentence to end of para. 6.14.
	KP 16: <i>Facilities that are not perceived to be safe or secure may create congestion elsewhere as vehicle owners seek more suitable alternative parking.</i>	Understood.	Add into KP 16: 'users, safe, secure and well
	Para. 6.24: <i>The purpose of a boundary treatment is to define a space and oblige all visitors to enter a site/area via the designated access point. Physical boundary treatments are more effective in defining spaces and deterring casual or unauthorised access.</i>	Agree.	Add to end para. 6.24: <i>Physical boundary..... access.</i>
	KP 23: <i>Front or main dwelling entrances should be positioned so that they can be easily observed by neighbours or passers-by.</i>	Agree.	Replace KP 23 with the suggested wording
	KP 24: <i>Surveillance opportunities should be maximised by the inclusion of ground floor windows in gable end walls.</i>	Agree.	Amend KP 24.
	New para. 6.31: <i>Side and rear garden boundary treatments must prevent or deter unauthorised intrusion by climbing. Boundaries may take the form of vertical close-boarded fencing and may be reinforced by the use of defensive planting. Unrestricted access between front and rear garden spaces can be controlled by the use of full height gates capable of being locked by the householder.</i>	Agree.	Add new para. 6.31 and renumber subsequent paragraphs.
	KP 26: <i>Footpaths should be as few in number as possible to serve a neighbourhood and</i>	Agree.	Add to start of KP 26:

Name & address	Comments	Officer comments	Change required
Cumbria Constabulary	Para. 6.31 (Page 26) – repetition of 6.13 ?	These are important points; para. 6.13 is within the section on city/town centres whilst para. 6.31 concerns parking advice for residential areas.	Delete para. 6.13 third sentence: <i>Locating garagesdwellings.</i>
	KP 29: <i>Where compounds or storage areas are required adjacent to commercial buildings, fencing that has been appropriately specified to prevent criminal intrusion may be required. Welded mesh or extruded metal are more secure than palisade types.</i>	Agree but not part of a key principle.	Add reference to appropriate fencing in para. 6.32
	KP 31: <i>... incorporate additional security measures such as lighting.... to protect vehicles and associated refuelling/servicing facilities.</i>	Agree.	Amend KP 31
	Para. 6.35: <i>Lighting should be evenly distributed to avoid shadows and to complement CCTV.....</i>	Agree; the meaning is clearer.	Amend para. 6.35.
	Para. 6.36: <i>Exterior doors, windows, gates or locking devices should conform to the appropriate security standard. Compliant products have been designed to withstand physical attack for a specified period, to delay forcible entry. These products may also receive a 'Police Preferred Specification' through the 'Secured by Design initiative' and may be obtained from an accredited 'Secured by design' Member company. Advice on the specification of these items can be obtained from the Police Architectural Liaison Officer.</i>	Agree to expansion to enhance meaning. Delete sentence.	Substitute wording. For para. 6.36.
	Omission.: <i>If a domestic intruder alarm is not being fitted as part of the design, provision for installation at a later time should be made by the availability of an unswitched 13 amp. fused spur at an appropriate position.</i>	Agree that this could be an omission but this is a detail for B Regs.	No change
	Para. 7.1: <i>. well-designed physical security features and measures;</i>	Agree.	Add to para. 7.1
	The Secured by Design Initiative is recognised as best practice in designing out crime. Developers and architects are encouraged to consult with the Police Architectural Liaison officer at an early stage, ideally prior to the submission of a planning application.	Agree that there should be a reference.	Insert new paragraph in Section 5.

General Comments on four SPDs March/April 2009 –Summary

Name	Comments	Officer Comments
4NW	Reference should be made to relevant policies from the NW of England RSS (2008) and to NW Best Practice Design Guide (2006) NW Green Infrastructure Guide	Noted. Included in References in the appropriate SPD.
Natural England	Would like to see reference to the conserving and enhancing biodiversity duty of local authorities in all the SPDs; Would like to see attention drawn to the possibility of protected species in both residential and commercial buildings together with explanation of the legal duties surrounding the issues concerning protected species and development; The four SPDs should be subject to Habitats Regulations Assessment including a list of European sites likely to be 'affected by the Plan' with screening conclusions.	The duty is referred to where relevant to the topic: there is a section on the duty in the <i>Achieving Well Designed Housing SPD (para. 6.12)</i> and the Local Plan policy CP2 Biodiversity is quoted in a list of policies in the <i>Trees and Development SPD</i> . (The policy contains a reference to protected species.) A Habitats Regulations Assessment for the four SPDs has been prepared and is available on request.
Mrs Pauline Dalton, Dalston Parish Councillor	Clear, succinct documents and invaluable supplementary planning tools. Would have appreciated guidelines for 'one-off' developments e.g. Co-op store, outdoor activity centre	Noted. The SPDs are topic documents. There is some advice for business and leisure developments in the 'Designing Out Crime' SPD.

PROPOSED CHANGES TO THE DESIGNING OUT CRIME SPD (HIGHLIGHTED IN BOLD)

2 The Policy Background

National Policy Framework

2.1 The *Crime and Disorder Act (1998)* Section 17 placed a duty on all relevant authorities to consider the impact of their functions and decisions on crime and disorder in their local area. Section 17 of the Act (and DoE Circular 5/94) also states that 'there should be a balanced approach to design which attempts to reconcile the visual quality of a development with the need for crime prevention'. The joint Carlisle and Eden Crime and Disorder Reduction Partnership is responsible for developing a crime and disorder reduction strategy and an audit every three years. The purpose of the strategy is to work together to make Carlisle (and Eden) a safer place in which to live, work and visit. **The results of the audits are given in the Community Plan for Carlisle under the Safer, Stronger Communities Priority Group entry.**

2.16 Applicants are advised to contact the Police Architectural Liaison Officer early in the design process to obtain advice on the potential reduction of any unintended effects of the design. The officer may suggest physical security measures to better ensure community safety. If advice is taken and physical security standards are met a Secured by Design award may be given to a scheme

5.2 The Cumbria Constabulary Architectural Liaison Officer can be contacted in the early stages of planning application preparation for design advice on physical security measures for schemes and on the relationship between crime and environmental design.

6.3 Consideration might be given at the pre-application stage to designing stronger buildings and introducing terrorism mitigation measures such as blast resistant materials. Chemicals and other hazardous materials might be targets of criminals' activity and the siting and design of containers should be the subject of particular care.

Key Principle 2

Orientate building frontages and position entrances to buildings to ensure surveillance from neighbouring buildings and from active streets.

Key Principle 7

Internal installation of shutters is advised and all shutters should be as transparent as possible with open mesh grilles or holes or slots in slats. Efforts should be made to introduce vertical elements to the design.

Bank and Building Society Cash Machines

6.5 Cash machines and customers at machines may be targets of crimes. Design and security measures can reduce opportunities for crime. **The measures may include additional lighting, CCTV, grid markings and anti-ram bollards.**

6.7 Security lighting may be appropriate for accessible areas around buildings such as alleyways and yards. **The intention of such lighting is to illuminate spaces throughout**

darkness so that any intruder will be more prominent and more easily detected. Energy efficient lighting should be considered as this gives long term savings and renewable sources used as power where suitable. White light, **for example from** metal halide and compact fluorescents, provides stronger illumination and clarity.

6.8 Lighting fixtures should be carefully located and secure. They should have regard to the need to minimise light pollution and should maintain and enhance the character and appearance of the local environment particularly within conservation areas and shopping centres. Light pollution should be avoided and glare minimised through the use of high quality reflectors to suit the local circumstances. Low level lighting should be vandal resistant and low maintenance. Developers should ensure that all exterior lighting meets but does not significantly exceed the relevant European and UK standards for both minimum and average illuminance. The minimum UK standards for exterior lighting are set out in BS EN13201 and BS 5489. **Lighting associated with sports pitches will require a lux plan with a planning application to show the spread and direction of illumination.**

Parking

6.14 Residential car parking spaces should be located as close as possible to the dwellings to which they relate **and preferably be in the private garden curtilage.** Where dedicated garages are provided within the curtilage of a dwelling the garage entrance should be easily observed from the street and neighbouring dwellings. Any communal car parking spaces should be provided in small groups, lit and distributed throughout a development. Security of spaces will be increased if parking areas are overlooked by windows to give opportunities for natural surveillance. Also, narrowed, well- defined entrances suggest community ownership and control. Where car parking is contained within an internal courtyard it should preferably be controlled through an access gate. **Any pedestrian or vehicle gates should be compatible with the robustness of the remainder of the boundary treatment.**

6.15 Underground car parks should be designed to prevent unauthorised access into the car park by applying an access control system to all pedestrian and vehicular entrances. The parking layout should avoid blind spots, dead ends and recesses. Pedestrian entrances should be well signed and well lit. **The interior walls and columns should be painted or treated in white or pale colours to reflect ambient light which will create an environment that reassures legitimate users.**

Key Principle 16

Parking, whether for bikes, motorbikes or cars should be convenient to users, **safe, secure** and well lit.

6.25 The design of access routes to groups of buildings should create a sense of privacy and shared ownership through the use of symbolic thresholds which could include gates and entrance features to give community identity. **Physical boundary treatments are more effective in defining spaces and deferring casual or unauthorised access.**

Rural Areas

6.26 Good physical security is equally important in rural areas. Farms should define the extent of their properties and install appropriate boundary treatments. Security lighting may provide surveillance of the main clusters of buildings. Secure storage areas for equipment and fuel need to be provided. Graveyards may require more robust boundary treatments which are still sensitive to the environment.

Key Principle 23

Front or main dwelling entrances should be positioned so that they can be easily observed by neighbours or passers-by.

Key Principle 24

Blank **gable end** facades should be designed out by ensuring corner sites maintain natural surveillance with corner **or ground floor** windows.

Key Principle 26

Footpaths should **be as few in number as possible to serve a neighbourhood**, follow a direct route and be clear of hiding places.

6.33 Side and rear garden boundary treatments must prevent or deter unauthorised intrusion by climbing. Boundaries may take the form of vertical, close-boarded fencing and may be reinforced by the use of defensive planting. Unrestricted access between front and rear garden space can be controlled by the use of full height gates capable of being locked by the householder.

Commercial Areas including Business Parks

6.35 Larger commercial or industrial developments are often situated away from residential areas where there are pedestrian movements at many times of day. The lack of natural surveillance and activity during nighttime and holidays makes them vulnerable to vandalism and theft. They should incorporate a staffed gatehouse on larger developments. Where this is not possible or considered necessary a physical or symbolic threshold should be incorporated to indicate the boundary between the public domain and the estate. All access routes should be overlooked to maximise natural surveillance. External storage areas should be designed to prevent unauthorised access **with appropriately specified fencing** and rear service areas should preferably be overlooked and have lockable gates to ensure security. **Welded mesh or extruded metal fences are more secure than palisade types.**

6.38 Lighting should be **evenly distributed to avoid shadows and to complement CCTV.** Communal areas that could be subject to congregation should be well lit. Large pools of darkness should be avoided.

6.39 Exterior doors, windows, gates or locking devices should conform to the appropriate security standard. Compliant products have been designed to withstand physical attack for a specified period, to delay forcible entry. These products may also receive a 'Police Preferred Specification' through the 'Secured by Design initiative' and may be obtained

from an accredited 'Secured by Design' Member company. Advice on the specification of these items can be obtained from the Police Architectural Liaison Officer.

6.41 The provision of recreational facilities and meeting places for local communities can help to reduce crime. **Sports venues may require attention to crime reduction design measures at the planning stage. Counter terrorism design measures might include the use of materials which reduce vulnerability to blast and hostile vehicle attack, the installation of external barriers and strengthened boundaries.**

7 Conclusion

7.1 Activity - places where the level of activity is appropriate to the location;

- Physical protection – places that include well-designed **physical** security features **and measures**;
- Management and maintenance – places that are designed with management and maintenance in mind, to discourage crime now and in the future.

Appendix 1

Useful Contacts

The Police Service's Architectural Liaison Officers (ALOs) provide design and safety advice on new developments.

Crime Prevention/Architectural Liaison Officer

Community Safety Unit

Cumbria Police

North Cumbria BCU Headquarters

Brunel Way

Durranhill Industrial Estate

Carlisle

CA1 3NQ

Tel. 01228 558251

Appendix 2

Bibliography & Further Information

North West Best Practice Design Guide, North West Regional Assembly, 2006

North West Green Infrastructure Guide 2008, NW GI Think Tank

<http://www.nwrpb.org.uk>

Safer Places: A Counter Terrorism Supplement, DCLG, Home Office, April 2009 ISBN 978-1-84726-838-9.

Working Together to Protect Crowded Places, Home Office, April 2009, ISBN 978-1-84726-836-5

**Consultation Draft
Supplementary Planning Document**

DRAFT - DESIGNING OUT CRIME SPD

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- 1 Introduction
- 2 The Policy Background
- 3 The Background Problem
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- 6 The Principles Applied
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Appendix 1 Useful Contacts

Appendix 2 Bibliography and Further Information

This SPD will replace the Supplementary Planning Guidance “Designing Out Crime in Residential Areas” adopted in 2000

1 Introduction

- 1.0 Crime, and the fear of crime, can have a significant and damaging impact on people's lives at all ages. Security and personal safety should be factors in daily living that can be taken for granted but increasingly are matters of public concern.
- 1.1 The City Council's Corporate Improvement Plan 2007/10 under its 'Cleaner, greener and safer' theme states that in a poll of local residents 61% of the sample said that levels of crime are important in determining the quality of life. The priority targets for action include crime reduction. 33% of Carlisle residents said in the December 2006 Cumbria Quality of Life Survey that they felt unsafe in their local area after dark, compared with 21% in Cumbria overall. Levels of crime were more important to younger rather than older people in the Survey. Carlisle and Eden Crime and Disorder Reduction Partnership provides the lead on crime reduction issues and encourages local responses.
- 1.2 This Supplementary Planning Document (SPD) has been prepared to set out the design principles that the Council as Local Planning Authority will wish to see demonstrated in developments for the prevention of crime. It seeks to improve the safety and security of developments and aims to strike a balance between the need to reduce crime and create a high standard of appearance in the design and layout of developments. It seeks to ensure that equal weighting is given to both the environmental and physical security of new developments by:
 - Creating a safer, more secure environment
 - Making crime more difficult to commit
- 1.3 The guidance in the SPD will be used to assess and determine planning applications and should be taken on board in village plans and design statements.
- 1.4 Key objectives of this guidance are to:
 - Provide planning guidance that encourages security issues to be considered at all stages of the development process from pre-application advice to full planning applications;
 - Establish a framework of principles for the external environment on design considerations for safety and security matters;
 - Encourage developers to adopt designs that take the security of people and property fully into account.

2.0 The Policy Background

National Policy Framework

- 2.1 **The Crime and Disorder Act (1998)** Section 17 placed a duty on all relevant authorities to consider the impact of their functions and decisions on crime and disorder in their local area. Section 17 of the Act (and DoE Circular 5/94) also states that 'there should be a balanced approach to design which attempts to reconcile the visual quality of a development with the need for crime prevention'. The joint Carlisle and Eden Crime and Disorder Reduction Partnership is responsible for developing a crime and disorder reduction strategy and an audit every three years. The purpose of the strategy is to work together to make Carlisle (and Eden) a safer place in which to live, work and visit.
- 2.2 The Government's **Crime Reduction Strategy (1999)** makes the point that making people feel safe is as important as improving education or reducing hospital waiting times; as this country should be at the bottom of the international league tables not at the top for recorded crimes.
- 2.3 The Government's **Sustainable Communities :Building for the Future 2003** report and action programme stated that one of the key requirements of a sustainable community is a safe, quality, local environment. It urges crime prevention to be placed at the heart of the planning process.
- 2.4 The ODPM publication **Safer Places – The Planning System and Crime Prevention (2004)** draws attention to how the planning system can assist crime prevention. It sets out seven key principles to apply in designing new environments and includes evidence from good practice around the country. The guidance considers the attributes of safer places are:
- Access and movement: places with well-defined routes, spaces and entrances that provide for convenient movement without compromising security
 - Structure: places that are laid out so that different uses do not cause conflict and crime is discouraged
 - Surveillance: places where all publicly accessible spaces are overlooked
 - Ownership: places that promote a sense of respect, territorial responsibility and community
 - Physical protection: Places that include well-designed security features
 - Activity: Places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times

- Management and maintenance: Places designed with management and maintenance in mind which discourage crime

- 2.5 The Department for Transport's **Manual for Streets**, 2007, comments that the layout of residential areas can have a significant impact on crime against property and against persons. It emphasises that the way in which permeability is provided is given careful consideration. High permeability is conducive to walking and cycling. It refers to the principles for achieving safer places listed in the publication 'Safer Places'.
- 2.6 **PPS1: Delivering Sustainable Development** sees one aspect of the role of planning in creating sustainable communities as the creation of communities that are safe and liveable. As part of this objective planning authorities are expected to assist communities to be healthy, safe and crime-free. Planning authorities are urged to encourage the creation of safe and accessible environments.
- 2.7 **Design – Better Places to Live**, the PPG3 Companion Guide, 2001 made the point that designing for natural surveillance in housing layouts is crucial to creating a feeling of safety.
- 2.8 **PPS3: Housing** re-iterates the need for environments to be designed with safety in mind including public areas with pedestrian areas.
- 2.9 **PPS6: Planning for Town Centres** states that it is essential that town centres provide high quality, safe environments if they are to improve their vitality and economic potential. Crime and anti-social behaviour are mentioned in the context of the night-time economy and the need for a local strategy to deal with any problems. Local authorities are urged to monitor the vitality and viability of town centres through indicators; the perception of safety and occurrence of crime is suggested as one key performance indicator.

Development Plan Policy Framework

- 2.12 Regional Spatial Strategy : The North West Plan promotes design quality and respect for physical and natural settings.

Cumbria and Lake District Joint Structure Plan 2001-2016

- 2.13 *Policy ST3, the principles for all new development, lists 12 requirements, one of which is the promotion of a safe and secure environment that designs out crime.*

Public places and access points should be highly visible. (To be superseded by RSS)

Cumbria Local Transport Plan 2 2005/06 – 2011/12

- 2.14 One of the core objectives of the Cumbria Transport Strategy developed by Cumbria County Council is to improve community safety. It goes on to elaborate on this theme and states that transport improvements will be designed and implemented to reduce crime and disorder. Good visibility, illumination and integration are key principles that apply.

Carlisle District Local Plan 2001-2016 Revised Redeposit Draft (to update for adoption reference)

- 2.15 Policy CP16, Planning Out Crime, lists six criteria which should be applied to all new developments so that they contribute to creating safe, secure environments:-
- Security measures should be an integral part of the design;
 - The layout should maximise natural surveillance and create a sense of neighbourhood with the intention of deterring criminal and anti-social activity;
 - Public and private spaces should have clearly defined boundaries;
 - Footpaths and cycleways should be designed to maximise their use;
 - Landscaping should be designed to ensure they do not create secluded areas or opportunities for climbing or reduce natural surveillance;
 - Lighting should deter criminal and antisocial activity; consideration should be given to CCTV.
- 2.16 The planning system encourages the careful design of buildings and places to create safer, securer and more pleasant environments. The overall objective of designing for crime prevention is to deter criminal and anti-social behaviour by reducing the availability of opportunities for committing crime through the safer, more creative design of buildings, streets and spaces.
- 2.17 *Designing Out Crime* only deals with environmental factors. Initiatives to address the social and economic causes of crime are outside the remit of this SPD.

2.18 Major¹ planning applications or for any others where crime prevention and community safety measures are important, are required to be accompanied by a Secured by Design Statement. This statement must include details of:

- Public and private spaces;
- Road layout and footpaths;
- Landscaping;
- Secure lighting (if applicable) and
- Measures for physical security (such as doors and windows).

3.0 The Background Problem

3.1 Carlisle has the highest number of recorded anti-social behaviour offences in Cumbria. The Castle ward which includes the City Centre has the highest count of crime in Cumbria. Other wards recording high levels of crime are: Currock, Botcherby, Upperby, Denton Holme and St Aidans.

3.2 Key issues recorded in the crime statistics include anti-social behaviour embracing vandalism, damage to property and graffiti on buildings and street furniture. Fly-tipping and the prevalence of litter and waste may create a poor environment and lead to low morale.

3.3 The main objective of Designing Out Crime is to deter criminal and anti-social behaviour by reducing the availability of opportunities to commit crime. The availability of opportunities is influenced by design measures. Through changes to the urban environment designers can influence the attitudes and behaviour of those who may be inclined to commit crimes or those associated with crime.

Key Aspects of the Environment which may Influence Crime

3.4 Lack of apparent ownership

Where space is not private, with defined boundaries, but more open and accessible, ownership of land may be unclear. Anonymity increases and offenders may go unchallenged. Landowners' influence reduces and may be minimal in public spaces.

¹ A major application is for 10 or more residential units; for a site area of 0.5 hectare or greater or for a change of use of 1000 square metres non-residential floor area

3.5 Lack of surveillance

Anonymous spaces may be poorly overlooked by buildings particularly at the rears where access may be provided for servicing. Pathways may be indirect and secluded. Lighting may be absent or poor.

3.6 Poor management of public areas

Lack of cleanliness, the presence of litter and graffiti and the presence of disrepair may create a feeling of abandonment and alienation. These indicators suggest a lack of control, which may be both in the private and public realm. As communities become mixed and larger some groups may become isolated; community coherence declines. The ability to self-police decreases.

4.0 Urban Design Principles

- 4.1 Good urban design is the art of making successful places. It involves the design of buildings, groups of buildings, spaces and landscapes in villages, towns and cities. Design decisions by numerous groups and individuals can contribute, for good or ill towards the design of a place and to whether that place is successful or otherwise.

Character

- 4.1 Development should not be simply 'dropped in' and should have been conceived with full regard to its context. It's design should respect the special characteristics of the place, whether it is the period and style of the buildings, the scale of existing development, or its natural features such as trees, topography and landscape. All these factors create a 'sense of place', adding to the variety and interest of individual places. People can then identify with their surroundings or locality, creating a feeling of ownership and belonging which can promote more responsible behaviour.

Townscape

- 4.2 Townscape is created by the relationships between buildings and spaces, both public and private. It creates enclosure to streets and open spaces to create continuity between built forms and frontages. The best townscapes provide variety, interest, surprise and beauty in the way in which buildings are located and respond to each other. Areas which lack distinctive townscape and building quality are often more difficult to understand, less interesting and less distinctive. Dysfunctional townscapes can be bleak or alienating to users. This in turn is likely to make places less well cared for, and may help to set in train the process which lead to unpleasant environments, anti-social behaviour, crime and perceptions of crime.
- 4.3 Townscape, and the individual developments which make up a townscape, should be conceived with regard to the way they define and enclose space. Buildings should provide activity and 'eyes on the street' on public frontages. Non-public parts of a building should be 'locked in' against other buildings, providing mutual security and strongly defining public and private space.

The Public Realm

- 4.4 The public realm is a term for the places, streets and spaces, to which the public has unrestricted access. Effective, attractive and safe parts of the public realm are usually those which are well-cared for, well-used and well-overlooked by buildings.
- 4.5 Buildings should front onto areas of open space with clear overlooking by main windows. In residential areas this tends to discourage anti-social activity in public open space, while allowing legitimate users of the space, such as small children, to play in safety. Roads and footpaths should be similarly overlooked, with main entrances and primary windows visible from the street. Footpaths in built up areas should provide a clear line-of-sight along the path, avoiding chicanes or areas where persons can hide unobserved.
- 4.6 Public open space should make a positive contribution to people's quality of life. Poorly thought out developments, with open space hidden to the rear of houses, overlooked streets or footpaths which people are afraid to use both promotes crime, wastes the opportunity that positive space provides, and creates poor environments in which to live.
- 4.7 The Council has a separate SPD on Urban Design and the Public Realm Framework.

Movement and legibility

- 4.8 Places that are easy to move around and through are often better places in which to live. A choice of transport methods should be enabled, including direct, safe and attractive pedestrian and cycle routes. Perimeter block forms of development are often useful to enable this. Developers should avoid creating tortuous routes, dead ends and numerous cul-de-sacs that generally create a poor and impermeable pedestrian environment. In permeable layouts there will be a choice of direct and well connected streets which encourage movement through an area. A connected network of streets will help to promote walking and cycling. This in turn generates levels of street activity which can reduce the opportunity for criminals to act unobserved or unhindered.
- 4.9 Legible places are those which can be understood by both local people and visitors. They are recognisable and distinctive enabling quick orientation. Where footpaths are required they should be direct and avoid potential hiding places. They should be overlooked by surrounding buildings and activities

5.0 The General Principles of Designing Out Crime – Safer Places

“In the UK, violence, burglary and fear of crime remain significant problems. Aspects of the designed environment that constitute the modern urban experience – such as street layout, design of public amenities, building architecture, street furniture, CCTV, cars, motorbikes, bicycles – all impact on crime and the fear of crime. Consequently, designers of the urban environment must take some responsibility for preventing crime and can play a significant role in the creation of attractive, secure and sustainable environments.” CEN, 2003

Neighbourhoods

- 5.1 Places that promote a sense of ownership, respect, territorial responsibility and community will make an important contribution to crime prevention. Neighbourhood forums, neighbourhood watch schemes and community groups play a part in social identity and cohesiveness through discussion and communication opportunities. PPS3 Housing encourages a diverse mix of housing that is attractive to a broader range of households. The Companion Guide to PPG3, *Better Places to Live*, argues that mixed neighbourhoods of people of different ages and economic status and with different lifestyles and levels of mobility can lead to a better balance of demand for community services and facilities and can enable community self-help. It can assist community surveillance with people coming and going throughout the day. This action will help towards making potential offenders feel conspicuous and will create a feeling of responsibility for property and space. The same objective, the creation of sustainable, mixed, inclusive communities, is taken up in PPS3.

The relationship between public and private space

- 5.2 It is important for ownership that the role of each space is clear and that boundaries between different types of space are clearly defined. Spaces should be used efficiently and gap sites avoided as these could become sources of public nuisances. ‘Dead’ frontages that have blank facades or high walls should be avoided as these decrease the opportunities for surveillance of public space. Entrances and exits should be well defined, with good lighting.

An inclusive public realm

- 5.3 Designs should accommodate all users and be accessible to all. The best public realm spaces cater for exercise, relaxation and play safely, and also provide an area with a sense of local identity. Good maintenance of the public realm engenders respect and identity with spaces. Use of spaces is discouraged when graffiti and vandalism are apparent; these elements signal neglect and a lack of control.

6.0 The Principles Applied

Safer city, town and village centres

- 6.1 Activity introduces a measure of surveillance. Centres without residents or an evening economy when workers have departed and shops are shut become quiet as people have little reason to visit. Vandalism, disorder and burglaries have greater opportunity to occur with fewer people on the street on foot. Encouraging mixed uses can help to increase the presence of people in the streets over longer periods. Providing living accommodation over retail premises can also contribute to surveillance of the street scene and to the security of buildings.

Key Principle 1

Provide a range of functions and mix of uses in the centres of settlements, catering for people with different interests, ages, gender, family sizes and mobility with living accommodation on first and higher floors to enhance surveillance and security.

‘Hot Spots’

- 6.2 City and town centres can provide a concentration of leisure and entertainment facilities such as pubs, clubs, restaurants and theatres which increase activity on streets particularly in the evenings. However, these premises can attract gatherings of people late into the night and this may lead to a rise in antisocial behaviour.

Key Principle 2

Position entrances to buildings to ensure surveillance from neighbouring buildings and from active streets.

Key Principle 3

Install CCTV where large groups congregate and where a need is demonstrated.

Key Principle 4

Ensure effective lighting at a human scale including to entrances and restricted or enclosed pedestrian routes.

Key Principle 5

Position bus stops and taxi ranks in close proximity to the core or entrance to centres, ensuring a clear view of retail /entertainment frontages and main entrances to buildings in wider public use.

Shop Fronts

- 6.3 Shop fronts need to provide windows of colour and interest to pedestrians to encourage movement and business. Full window shopping views should be maintained wherever possible, enabling surveillance by passers-by. Whilst shops require effective security systems these should not result in monotonous, unattractive frontages with shutters which introduce blank facades.

Key Principle 6

Ensure that the depth of recesses at frontage shop doorways do not create potential hiding places.

Key Principle 7

All shutters should be as transparent as possible with open mesh grilles or holes or slots in slats. Efforts should be made to introduce vertical elements to the design.

Key Principle 8

Consider the provision of architectural ironwork to add security in areas of historic importance and where design distinction would be appropriate.

Bank and Building Society Cash Machines

- 6.4 Cash machines and customers at machines may be targets of crimes. Design and security measures can reduce opportunities for crime.

Key Principle 9

Cash machines should be sited on well used routes where there is good natural surveillance and lighting.

Lighting

- 6.5 Lighting makes an important contribution to the creation of a safer environment by enhancing surveillance at night and is a proven deterrent against crime. Careful consideration should be given to the location, type and intensity of lighting. Poorly designed lighting can cause glare and dazzle. Lighting needs to be sympathetic to the environment and fit for the purpose. The aim should be to create an even distribution of light which is of adequate intensity for its purpose. The style and colour of light fittings should be appropriate to the local context.
- 6.6 Security lighting may be appropriate for accessible areas around buildings such as alleyways and yards. Energy efficient lighting should be considered as this gives long term savings and renewable sources used as power where suitable. White light, particularly metal halide and compact fluorescents, provides stronger illumination and clarity.
- 6.7 Lighting fixtures should be carefully located and secure. They should have regard to the need to minimise light pollution and should maintain and enhance the character and appearance of the local environment particularly within conservation areas and shopping centres. Light pollution should be avoided and glare minimised through the use of high quality reflectors to suit the local circumstances. Low level lighting should be vandal resistant and low maintenance. Developers should ensure that all exterior lighting meets but does not significantly exceed the relevant European and UK standards for both minimum and average illuminance. The minimum UK standards for exterior lighting are set out in BS EN13201 and BS 5489.

Lighting Footpaths /Footways and Cycleways

- 6.8 The provision of lighting along footpaths/footways and cycleways may be necessary where routes are well used. Lit routes will feel safer to users and encourage natural surveillance of users alongside.

Key Principle 10

The heights of lighting columns on footpaths/footways and along cycleways should relate to human scale.

Key Principle 11

Landscaping and lighting should be considered together to ensure that tree growth does not obscure lighting and create dark patches.

Closed Circuit Television Systems (CCTV)

- 6.9 CCTV has a place in monitoring crime and disorder in busy areas where natural surveillance may be insufficient for the numbers of people and as a crime deterrent measure alongside other design and security measures. CCTV equipment should be visible but positioned sensitively so as not to affect visual amenity or the integrity of a building. Views from it and to it should not be obstructed. Dome-shaped cameras may be appropriate where the visual impact of cameras needs to be disguised or in a historic area.
- 6.10 PPG 15 Planning and the Historic Environment Annex C recommends that only less harmful and visually unobtrusive positions should be agreed for CCTV where it is necessary on listed buildings. Discrete positions on buildings are desirable for such apparatus as it is intended to monitor activity without being obtrusive.

Key Principle 12

The type of CCTV should be appropriate to the location and should be influenced by lighting design in the vicinity.

Public Transport Facilities

- 6.11 Crime and disorder should be considered when deciding on the location, provision and design of bus stops and shelters.
- 6.12 Well-designed bus and railway stations with effective management measures can reduce the incidence of crime and disorder. Management measures may include a

strong maintenance regime, clear passenger signage and information and the evidence of security staff. Safe, visible and direct access routes to and from other forms of transport, employment areas and places of entertainment will assist in reducing crime and increase public safety.

Key Principle 13

Bus stops and shelters should be located so as to have good surveillance in active streets as well as from the highway. They should ideally be located in an area which is generally well lit.

Key Principle 14

Any stop or shelter should be made of vandal resistant materials and should preferably be transparent to give views into and out of the shelter.

Key Principle 15

Information and help points in stations should be highly visible and accessible to all passengers.

Key Principle 16

As far as possible transparent materials should be used, such as toughened glass, to maximise visibility and resist vandalism.

Parking

6.13 Residential car parking spaces should be located as close as possible to the dwellings to which they relate. Where dedicated garages are provided within the curtilage of a dwelling the garage entrance should be easily observed from the street and neighbouring dwellings. Locating garages forward of the building line can obscure views of both the entrance to the garage and the dwellings. Any communal car parking spaces should be provided in small groups, lit and distributed throughout a development. Security of spaces will be increased if parking areas are overlooked by windows to give opportunities for natural surveillance. Also, narrowed, well-defined entrances suggest community ownership and control. Where car parking is

contained within an internal courtyard it should preferably be controlled through an access gate.

- 6.14 Underground car parks should be designed to prevent unauthorised access into the car park by applying an access control system to all pedestrian and vehicular entrances. The parking layout should avoid blind spots, dead ends and recesses. Pedestrian entrances should be well signed and well lit.
- 6.15 Large parking areas for commercial premises should be subdivided to minimise their impact. Entry and exit points should lead directly to the street or main entrance of the building served by the car park. Paths and circulation routes should be direct, visually marked and well lit to increase ease of movement and safety. Any landscaping should be low so as not to obscure views or vehicles.
- 6.16 Bicycles and motorbikes are vulnerable to opportunistic and organised theft. Secure parking in public places such as transport interchanges, work places and shopping centres should have regular surveillance by passers by and from occupiers of adjacent buildings and adequate lighting.

Key Principle 17

Parking, whether for bikes, motorbikes or cars should be convenient to users and well lit.

Traffic Calming

- 6.17 The main purpose of traffic calming schemes is to improve traffic and pedestrian safety. Schemes can also have a positive effect in reducing crime. Measures incorporated can create a feeling of ownership by identifying territorial boundaries. For example, chicanes can section off different parts of streets. Planting boxes give further identity and division of a street.

Landscape Design

- 6.18 Varied, well maintained landscaping can strengthen local identity and contribute to a feeling of local pride. Overgrown and ill chosen shrubs in public places can compromise security and visibility by obscuring views and providing potential hiding spaces. Such a scenario may increase opportunities for crime and anti-social behaviour, and increase feelings of vulnerability which will impact on the level of use of a route or public space.

- 6.19 Public open spaces need to be carefully located to serve a variety of user groups. They need to be sited where constant surveillance is possible from the front elevations of residential properties.
- 6.20 A regular maintenance regime of landscaped areas close to buildings, public routes and access points to public spaces is vital if safety and security is being considered. Poorly maintained environments demonstrate neglect and a lack of control. This can increase the fear of crime and act as a catalyst for anti-social behaviour. In urban areas trees and shrubs should, where feasible, have well defined edges, through the use of walls, kerbs and tree grilles.
- 6.21 The choice of trees and shrubs should respect the character and biodiversity of the local area, giving preference to native species. The choice should also take account of growth rates, heights and spread. Some plants are suitable for defensive planting to help reduce unlawful access and to keep out miscreants as well as unwanted animals such as foxes, cats and dogs along boundaries. Examples include:
- *Pyracantha* (Firethorn) This shrub has thorns, carries flowers in May to June, then berries in Autumn. It is suitable for wall training and will make a hedge of 2 to 4 metres tall.
 - *Crataegus monogyna* (Hawthorn) A shrub which has flowers in May, small thorns and berries in autumn. It is suitable as a hedge.
 - *Ulex europaeus* (Gorse) A spiny shrub bearing bright flowers all year round.
 - *Rosa rugosa* (Rose) Makes an excellent, informal but impenetrable hedge.
 - *Berberis* A shrub with very sharp, spine-like prickles which are barely visible .
- 6.22 The features of the public realm should be carefully selected and co-ordinated. Well-designed, distinctive street furniture and public art in streets and public spaces creates a distinctive environment and reinforces civic pride. This has an effect on public conduct and behaviour and is likely to lead to a safer environment.

6.23 Street furniture such as bins, seats and bus stops should be positioned so as to encourage their use and so that views of users are not obscured from the general flow of pedestrian movement.

6.24 The design of access routes to groups of buildings should create a sense of privacy and shared ownership through the use of symbolic thresholds which could include gates and entrance features to give community identity.

Key Principle 18

Boundaries between public and private space should be clearly demarcated.

Key Principle 19

The correct planting distances of shrubs should be used, taking into account growth rates, heights and spreads.

Key Principle 20

Planting in public and communal areas should be regularly maintained to ensure a height of 1 to 1.5 metres, so as not to provide cover for offenders or hinder surveillance.

Key Principle 21

Trees should be clear-stemmed and have no foliage below a height of two metres to give views below the canopy.

Key Principle 22

Trees should be positioned so as not to compromise boundary fencing by acting as a possible ladder onto walls and into properties.

Residential Areas

Natural Surveillance

6.25 The essential element of deterring crime is to make intruders feel conspicuous and under natural surveillance. By providing a mix of dwellings for different household types the opportunity for natural surveillance to be undertaken will increase as

some households will have members around the home during the day. Ensuring that spaces around buildings, footpath routes, open spaces and parking areas are open to view from adjoining occupied properties and/or well-trafficked routes will assist in discouraging criminal activity by making potential offenders feel more vulnerable.

Structure

- 6.26 A clearly articulated, simple urban structure which has a framework of inter-connected routes which define blocks of housing, open spaces and other routes will create a sense of neighbourliness and mutual responsibility for property and space between. External spaces need clear definition so that ownership and control is obvious. Boundaries prevent crime by physically impeding access. Psychological boundaries such as symbolic gateposts, changes in road texture or colour, ornamental fencing and signage all help to defend territory and create a perception of risk to offenders. In general it is desirable to have the front of dwellings facing onto a road and houses grouped into clusters. The perimeter blocks need to have good natural surveillance of the street with windows and doors facing outwards.

Building Design

- 6.27 It is essential that residents are able to clearly see what is happening outside their homes, to ensure their own personal security and to provide casual surveillance to neighbouring properties. Dwelling orientation is a key feature in determining the amount of natural surveillance possible. Properties should be positioned to allow unobstructed views of neighbouring properties without conflicting with residents' needs for privacy.
- 6.28 Window design can have a bearing on surveillance; bay windows are useful in increasing the view of the surrounding area and can help to reinforce a sense of presence. Small windows should be avoided at the front of ground floor dwellings as should frosted glass.
- 6.29 Each dwelling should ideally have its own entrance from the main street.

Access Routes for Pedestrian and Cyclists

- 6.30 Alleyways and subways are often narrow, anonymous and poorly overlooked. They may provide access routes for criminals. If there is a need for them, separate from

roads, they should be wide enough for the purpose, well lit, direct to places where residents want to go and overlooked by dwellings. They should offer clear sightlines with the end of the path visible from the start. Landscaping should be set back by two metres and should preferably not exceed one metre in height when abutting pavements so as not to obstruct lighting or form hiding places.

- 6.31 Alley gates can improve security for buildings. Their provision can encourage ownership of rear alleyways which in turn can result in better maintenance of the alleyways. They should be designed for visibility through them and to make scaling them difficult.

Car Parking

- 6.32 Car parking areas should be overlooked from dwellings. Where communal parking areas are designed they should be overlooked, well lit and kept clear of high landscaping. The most secure form of parking is within an integral garage. Garages should be positioned at the side of dwellings and should not project in front of the building line as this would interfere with natural surveillance.

Key Principle 23

Dwellings should have at least one habitable room (not a bedroom) fronting the main street to enable residents to see visitors and tradesmen and to control access to their properties.

Key Principle 24

Entrances should be located so that they can be visually observed.

Key Principle 25

Blank facades should be designed out by ensuring corner sites maintain natural surveillance with corner windows.

Key Principle 26

Dwellings should be designed so that private gardens back onto each other and passageways between houses are eliminated as far as possible.

Key Principle 27

Footpaths should follow a direct route and be clear of hiding places.

Key Principle 28

Where alleyways exist consider introducing alley gates to improve security, with controlled access.

Key Principle 29

Where creating a subway is unavoidable:

- Ensure maximum visibility and surveillance from passing traffic;
- Ensure subways are short and as wide as possible;
- Ensure adequate lighting without shadowed areas.

Commercial Areas including Business Parks

- 6.33 Larger commercial or industrial developments are often situated away from residential areas where there are pedestrian movements at many times of day. The lack of natural surveillance and activity during nighttime and holidays makes them vulnerable to vandalism and theft. They should incorporate a staffed gatehouse on larger developments. Where this is not possible or considered necessary a physical or symbolic threshold should be incorporated to indicate the boundary between the public domain and the estate. All access routes should be overlooked to maximise natural surveillance. External storage areas should be designed to prevent unauthorised access and rear service areas should preferably be overlooked and have lockable gates to ensure security.
- 6.34 Wherever possible commercial areas should be designed as part of mixed use development to increase activity in the area at different times of the day and night. A compatible land use such as a fitness centre could improve surveillance by introducing people when other uses nearby have closed.

- 6.35 Building entrances should face the street or main access route to give attached offices surveillance of new arrivals at the site. Parking should be overlooked and available close to the main entrance.
- 6.36 Lighting should be directed towards entrances, exits points and service yards. Communal areas that could be subject to congregation should be well lit. Large pools of darkness should be avoided.
- 6.37 Doors, windows, locks and gates should be obtained from an accredited *Secured by Design* licence holder.

Key Principle 30

Ensure plots have perimeter boundaries and only one entry point (front facing) to each.

Key Principle 31

Ensure clear, unobstructed views into each site particularly in relation to landscape maintenance and boundary treatment.

Key Principle 32

Provide secure holding areas for HGVs and use CCTV to enhance security in HGV parking areas.

Leisure Developments

- 6.38 In an urban setting open space should be overlooked from buildings or traffic routes. Buildings should preferably face onto these areas. There should be a buffer zone between the public space and adjacent dwellings.
- 6.39 The provision of recreational facilities and meeting places for local communities can help to reduce crime. For example, the provision of youth sports facilities and shelters in suitable locations can assist in the reduction of antisocial behaviour. These may include skate parks and basketball courts.
- 6.40 Young people need to socialise and become integrated into their communities. Youth shelters with open sides may be appropriate close to play equipment so that the opportunity is there to supervise a younger brother or sister. The size of any

shelter needs to be in proportion to its surroundings. The objective should be to achieve sufficient views out giving all-round visibility for the safety of users and to deter vandalism, without excessive annoyance to nearby properties. It should be sited close to an existing street light.

- 6.41 Play areas for young children should be designed with low, permeable boundary fencing and self-closing gates to contain users, to contain and exclude litter, to exclude motorbikes and to exclude dogs. Any seating areas should be clearly visible and conveniently located. Children's equipment should be robust, vandal resistant and appropriate for the intended age group. Play areas for young and very young children should be sited within the built community, to provide the opportunities for natural surveillance and supervision but not too close to cause noise disturbance.

Key Principle 33

Consult the local community and future users of the leisure facility at the design stage before the location is chosen.

7.0 Conclusion: Creating and Maintaining Safer Places

7.1 PPS1 Delivering Sustainable Development contains a policy objective to ensure that development contributes to the creation of safe communities and deliver safe places to live. Crime and anti-social behaviour are more likely to occur if the following seven attributes of sustainable communities are not respected:

- Structure – Places that are structured so that different uses do not cause conflict;
- Access and movement – Well-defined routes with spaces and entrances that provide for convenient movement without compromising security;
- Ownership – places which promote a sense of ownership, respect, territorial responsibility and community;
- Surveillance – places where all publicly accessible places are overlooked;
- Activity - places where the level of activity is appropriate to the location;
- Physical protection – places that include well-designed security features;
- Management and maintenance – places that are designed with management and maintenance in mind, to discourage crime now and in the future.

7.2 By referencing development to the above attributes and ensuring compliance, safer, more accessible environments and better places to live in will result where crime and disorder does not undermine the quality of life or community cohesion.

Appendix 1

Useful Contacts

The Carlisle and Eden Crime & Disorder Reduction Partnership offer a joint strategy to reduce crime and anti-social behaviour and the fear of crime and anti-social behaviour in both Districts.

Community Safety Development Officer
Carlisle and Eden CDRP
Carlisle City Council
Civic Centre
Carlisle
CA3 8QG
Email: CDRP@carlisle.gov.uk
Tel. 01228 817011
http://www.carlisle.gov.uk/community_and_living/safety/cdrp.aspx

The Police Service's Architectural Liaison Officers (ALOs) provide design and safety advice on new developments.

Andy Hunton
Crime Prevention/Architectural Liaison Officer
Cumbria Police
North Area Community Safety Unit
Citadel Buildings
English Street
Carlisle
CA3 8SQ
Tel. 01228 558251

Development Control Section, Planning Services,
Tel. 01228 817179
Email: dc@carlisle.gov.uk

Local Plans and Conservation Section, Planning Services,

Tel. 01228 817193

Email: lpc@carlisle.gov.uk

Building Control Section, Planning Services,

Tel. 01228 817184

Email: bc@carlisle.gov.uk

Appendix 2

Bibliography & Further Information

CCTV Codes of Practice and Procedures

www.crimereductions.gov.uk/dp98cop.doc

Carlisle City Council:

Community Plan 2007

Corporate Improvement Plan 2007-2010

www.carlisle.gov.uk

Department for Transport & Department for Communities and Local Government

Manual for Streets 2007

www.manualforstreets.org.uk

Designing Out Crime Association

www.doca.org.uk

Home Office 2004 Safer Places

Good practice guide for planners, architects and developers to make streets, homes, and parks safer places.

<http://www.crimereduction.homeoffice.gov.uk/activecommunities/activecommunities61.htm>

Design Against Crime: Secure Urban Environments 2003. A joint programme of the Universities of Salford and Sheffield Hallam

www.designagainstcrime.net/

Better Places to Live by Design: A Companion Guide to PPG 3 2001

<http://www.communities.gov.uk/publications/planningandbuilding/betterplaces>

Youth Shelters and Sports Systems - a Good Practice Guide

Booklet produced by Thames Valley Police which introduces a solution to the common problem of youths having nowhere to meet and socialise with their friends

<http://www.thamesvalley.police.uk/reduction/designoutcrime/shelters.htm>

Useful Websites

Home Office Crime Reduction Website providing information and resources for people to reduce crime in their local area

www.crimereduction.gov.uk

UK Police initiative supporting the principles of "**designing out crime**" by use of effective crime prevention and security standards for a range of applications.

www.securedbydesign.com

UK Government's online planning and building regulations resource for England and Wales.

www.planningportal.gov.uk

The UK Neighbourhood Watch Trusts primary purpose is to support and promote the neighbourhood watch movement by providing an effective and informative two-way communications channel through its website, neighbourhoodwatch.net.

www.neighbourhoodwatch.net

The Institution of Lighting Engineers (ILE) is the UK and Ireland's lighting association. The key purpose of the ILE is to promote excellence in all forms of lighting including security lighting.

www.ile.org.uk

Sustrans is the UK's leading sustainable transport charity with publications on planning Safe Routes to School.

www.sustrans.org.uk

Commission for Architecture and the Built Environment. A non government organisation championing high quality design in the built environment.

www.cabe.org.uk

Design guidance and details of firms with security products which are licensed by ACPO to use the Secured By Design logo.

www.securedbydesign.com

Safer Car Parking: Park Mark initiative, plus a search facility for finding Park Mark approved car parks.

www.securedcarparks.com

The Government Department responsible for planning policy and building regulations in England.

www.communities.gov.uk