

Designing out
Crime

Supplementary
Planning
Guidance

Adopted November 2003



Designing out Crime

Supplementary Planning Guidance to the Eastbourne Borough Plan 2001-2011

“If an area looks safe, it feels safe”



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1. INTRODUCTION

1.1 This Supplementary Planning Guidance (SPG) seeks to provide more detailed advice on how to assist in reducing the opportunity for crime, and the fear of crime, in new development to help create a safer more secure environment. It includes a range of measures drawn from current government guidance on crime reduction, current best practice among local authorities, and the Secured By Design¹ (SBD) initiative led by the ACPO².

1.2 This guidance supports the policy in the revised deposit draft Eastbourne Borough Plan 2001-2011 to reduce levels of crime and the fear of crime in line with the Council's Corporate Plan aim "To make Eastbourne a safe place to live, work and visit." Policy UHT1 and para 5.7 of the plan provides the main policy direction;

"g) consider incorporating crime prevention measures and definitely incorporate measures in the layout and design of proposals in excess of 10 or more dwelling units or 1000 square metres of gross non-residential floorspace, as well as all public houses, nightclubs, restaurants and amusement arcades" (policy UHT1 (g))

and in para 5.7;

"...the Council will work with the police in line, with section 17 of the Crime and Disorder Act 1998, to help reduce the potential for crime and disorder in all major developments as well as the more susceptible uses such as public houses, night clubs, restaurants and amusement arcades. These applications will be referred to the Crime Prevention Design Adviser whose observations are a material planning consideration."

1.3 Paragraph 7.24a of the Borough Plan also adds the following:

"Crime prevention measures are most cost effective if implemented at the time of the development and it is important that such measures are considered as Circular 5/94 makes it clear that crime prevention can be a material consideration in the determination of planning applications..... Developers and architects for all schemes which involve large scale proposals should, therefore, address this issue early in the design process."

1.4 Paragraph 5.27 of the Replacement Borough Plan gives further advice on shopfront and shutter design, and paragraph 10.25 refers to licensed premises. Crime prevention design measures are specifically referred to in policies BI7, SH3, SH4, SH6 and TO8 of the Plan. These matters are detailed in section 4.8.

1.5 Policy in the Borough Plan and this guidance has been prepared in consultation with the Eastbourne Crime Reduction Partnership and with reference to the "Crime and Disorder Reduction Strategy 2002 to 2005" as well as the Sussex Police Crime Prevention Design Advisor.

¹ See the SBD website at www.securedbydesign.com/

² Association of Chief Police Officers

2. PRINCIPLES OF DESIGNING OUT CRIME

2.1 The essence of the SPG is that it is possible to reduce the opportunity for crime, and the fear of crime, within built development by applying a number of principles and giving detailed consideration to specific aspects of a developments design. Broadly these principles are:

- Ⓞ the concept of defensible space,
- Ⓞ inclusion of areas of influence / territoriality,
- Ⓞ natural surveillance,
- Ⓞ patterns of movement.



New housing development showing defensible space, and clear areas of ownership with good access arrangements.

2.2 In accordance with Borough Plan policy UHT1 new development designs should be examined in relation to how they comply with each of these principles; is there sufficient surveillance, are public/private spaces separated, are the travel routes through the development safe? Each of these principles is expanded upon, with examples below.

2.3 Following from the main principles there are a number of areas of detail that need to be taken into account. The following are aspects of a development proposal that require detailed attention:

- ⊗ boundaries,
- ⊗ travel routes,
- ⊗ escape routes,
- ⊗ landscaping,
- ⊗ visibility,
- ⊗ lighting,
- ⊗ street furniture,
- ⊗ shutters and shopfronts,
- ⊗ concentration of pubs/clubs/licensed premises (A3 uses)
- ⊗ area layout



Development showing good boundary treatment, visibility and lighting.

2.4 Consideration of these detailed aspects of a design or development need to be taken account of early in the process, and some will require specialist consultation with the Crime Prevention Design Advisor or other specialist e.g. in relation to landscaping. Further detail design guides for various aspects of a buildings design is available on the Secured by Design (SBD) website. (www.securedbydesign.com) SBD aims to

“...to achieve a good overall standard of security for the building shell and, in order to deter criminal and anti-social behaviour within the curtilage or grounds of an estate, to introduce appropriate design features that enable natural surveillance and create a sense of ownership and responsibility for every part of the development.”

3. WHAT DO THE PRINCIPLES MEAN?

Defensible space

3.1 Defensible space is where an area is purposefully divided into physically distinct areas defined as private, semi-private, semi-public and public spaces. The purpose is to create definite boundaries between areas which create a sense of transition from public to private space – a buffer space between public space, where users have a right to be, and private space where they do not.

Table 1: Types of defensible space.

Space	Status	Residential	Other
Private	under control of occupant, no public visual/physical access	rear garden of house	yard/storage area
Semi-private	under control of occupant, with public visual/physical access	front garden of house	commercial forecourt
Semi-public	under control of a group but with public access	communal space/ parking area	churchyard, community centre
Public	right of public access	public open space, footpaths highways,	public car park

Areas of influence/territoriality

3.2 Areas of influence/territoriality seek to create a sense of place and ownership that is in the exclusive domain of a particular group. Design should create a sense of 'ownership' clearly delineated from the space 'owned' by others.

3.3 This removes from the offender the sense of anonymity that is acquired in public areas, making them more conspicuous in the built environment, and thus more uncomfortable. Examples include a change of materials across access areas, gates or entrance pillars into residential areas, traffic calming measures etc.



Good defensible space, with symbolic gateway and surface treatment emphasising the change of ownership

Natural surveillance

- 3.4 Natural surveillance exists where any activity can be easily witnessed. Areas with good natural surveillance have less crime and anti social behaviour. Designs should be laid out to maximise opportunities for natural surveillance, by placing travel routes, open spaces, parking and amenity areas in view of the surrounding buildings. Attention to site lines and angles of view is essential as is the avoidance of hidden and isolated areas. Open spaces should not be screened by planting or walls, where necessary planting and walls, should not obscure site lines and have a degree of transparency.



Safe travel route through well observed residential area.

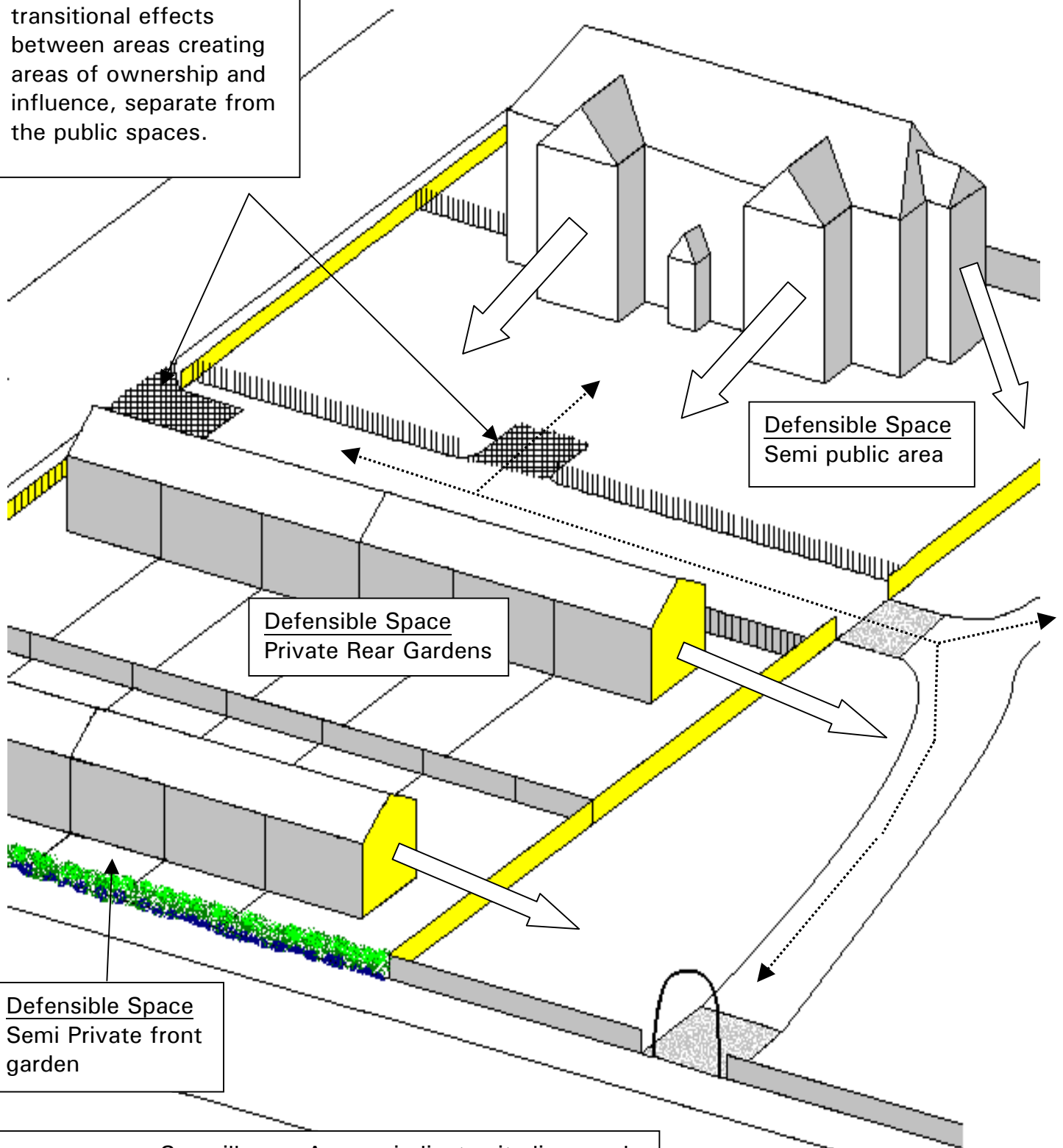
Patterns of Movement

- 3.4 Patterns of Movement seeks to maximise the frequency of trips through a development to create a sense of activity which improves the sense of safety on the route, and to avoid creating lonely or infrequently used routes. Better connections between public spaces is important. By linking areas with well designed routes a safer network of routes will contribute to greater use, self policing and development of neighbourhood identity. Design should seek to connect the development to its surroundings with well designed, safe routes.
- 3.5 The key diagram overleaf illustrates each of these principles in a 'typical' urban setting, showing how they inter-relate and combine. For instance the defensible space is clearly overlooked to provide good surveillance.

Areas of Influence/
Territoriality

Material changes create transitional effects between areas creating areas of ownership and influence, separate from the public spaces.

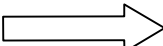

Key Diagram
General Principles



Defensible Space
Semi Private front garden

Defensible Space
Private Rear Gardens

Defensible Space
Semi public area

- 
Surveillance: Arrows indicate site lines and areas of natural surveillance
- 
Patterns of Movement: Well connected access through the development

4. DETAILED DESIGN ISSUES

Boundaries

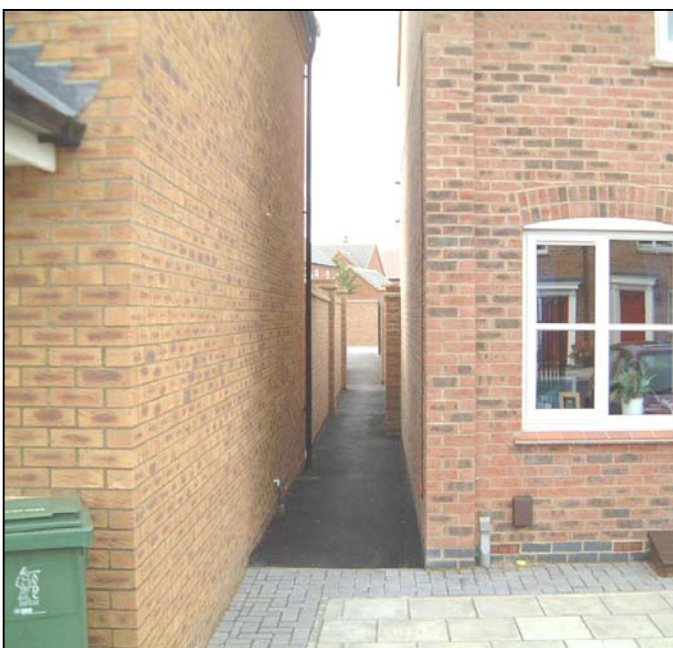
- 4.1 Boundaries should be designed to reflect the principle of defensible space and create barriers and buffers between space, without creating a 'fortress mentality'. At the same time boundaries should apply the surveillance principle and not obscure site lines or create hidden or secluded areas. Hence boundaries should be transparent or kept low. Railings, slatted or picket fencing is preferred, or low walls with defensible planting behind. Low walls can be topped with trellis for additional security and clear vision.



Well designed railings and boundary

Travel routes

- 4.2 Path and cycle ways need to be designed to maximise natural surveillance, both from neighbouring buildings, but also along and across the route itself. Sharp bends, and other opportunities for concealment, should be avoided. Paths should be as wide as possible, include verges and be abutted by low (under 1m in height) defensible planting, and be well lit. Routes should also respect the patterns of movement principle by being well connected to their surroundings to maximise their use and maintain a high frequency of trips.



Escape routes

- 4.3 Too many routes into and out of an area create the opportunity for a criminal to escape. Exits should be restricted to reduce the opportunity to escape. This is complementary to the travel routes point above; fewer exits will maximise the use of the selected route and prevent people using isolated routes where they may be vulnerable. Where additional entrances / accesses are required they should be gated for additional security.

Poorly design alleyway allowing unobserved escape route from the area.

Landscaping

- 4.4 Defensible plants such as prickly shrubs which prevent persons either hiding within, or passing through the planting, are a vital element of boundary design. Appropriate species include, Holly, Hawthorn, Berberis and Pyracantha. Additionally planting should respect the surveillance principle by being kept under 1m in height to maintain clear site lines. Planting should not create corners or areas in which persons can hide. Other planting should not obscure wider views or lighting across areas or spaces. Maintenance of planting is also an issue and poorly maintained planting can create potential hazardous conditions.



Poorly maintained planting; reduces local surveillance and obstructs the street scene.

Visibility

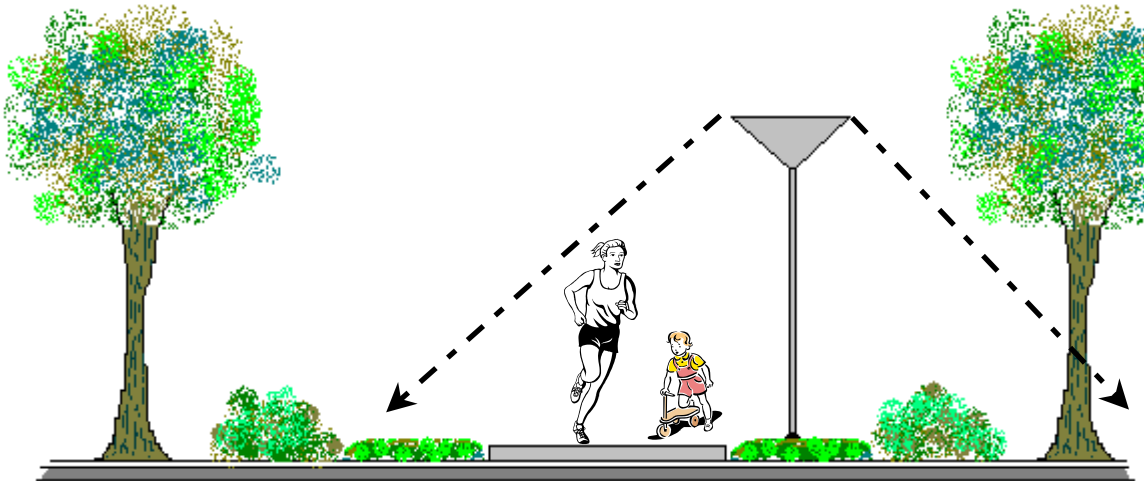
- 4.5. Visibility underpins the surveillance principle. Areas such as paths, car parks and amenity/open space should retain clear site lines beside and across the area, not obscured by planting, boundaries etc. Particular attention is required to eliminate hidden areas such as recessed doorways, unexpected corners or enclosed yards, bin stores etc. which could provide hiding areas.



Visibility into and out of the parking bays is very poor creating hidden areas not observed by the surrounding development.

Lighting

- 4.6. Good lighting of accessible areas, both public and private is essential, but not so intensive so as to cause light pollution. Access routes and paths should be well illuminated without creating shadow areas. British Standard BS5489 provides guidance on appropriate light levels in various areas (lighting to a minimum 2.5 lux (6 lux at ground level) in residential areas and 5 lux minimum (average 15 lux) in commercial areas - BS5489 part 2/4 & part 9).



Good lighting and sensible landscaping help create safe open spaces with good visibility through the area.

Street furniture

- 4.7 Street and building furniture should be robust and vandal resistant and not provide materials for additional vandalism. Similarly play equipment should also be robust and vandal proof. Bollards and other street furniture can protect building frontages, for example from ram raiders. Layout of street furniture can assist in maintaining clear routes and visibility and should not be sited to create obstructions in the street scene.



Slatted fencing recommended by Sussex Police, robust, combining transparency and privacy

Shutters and Shopfronts

- 4.8. Security on shopfronts is important but solid roller shutters are to be discouraged, can increase the risk of criminal behaviour and contribute to creating a “fortress-like mentality” which adds to the fear of crime. Where necessary shutters should be integral open mesh. Advice from Sussex Police is that where a shutter is required:

“...the use of a solid roller shutter would not normally be appropriate and an open mesh shutter, preferably located behind the windows should be considered instead..... Solid shutters are available with transparent polycarbonate infill laths. Such shutters offer clear visibility both from within and into a premises..... Opaque shutters are not recommended.”

The essential element of shutter design is to maintain visibility into and from the premises and to reduce the impact of the shutter on the environment.

Pubs / Clubs and Licensed Premises

- 4.9. Sussex Police are concerned about the concentration of Pubs, Clubs and Licensed Premises (termed A3 uses, under the planning Use Classes Order), within town centres. Policy in the Eastbourne Borough Plan for the Town Centre (policy TC5) controls the number of non retail uses (classes A2 and A3) that can be allowed in the shopping areas of the Town Centre. The following is the relevant extract from Policy TC5 (particularly parts ‘c’ and ‘e’):

“Within the primary and secondary shopping areas of the town centre (PSA and SSA on the Proposals Map) planning permission will be granted for the change of use of ground floor units in A1 use to A2 and A3 uses subject to the following considerations:

- a) the location and prominence of the premises within the shopping frontage;*
- b) the floorspace and frontage of the premises;*
- c) the number, distribution and proximity of other ground floor premises in use as, or with planning permission, for class A2 and A3 uses;*
- d) the particular nature and character of the use proposed, including the level of activity associated with it;*
- e) whether the proposed use on its own, or cumulatively with other such uses in the area, would give rise to unacceptable noise or disturbance, including disorder....”*

Sussex Police have also indicated that:

“they consider that a diversity of licensed premises attracting different types of people and a spread of large venues, rather than a concentration, across the town can reduce crime and disorder problems”

- 4.10 These controls should therefore be sufficient to prevent a proliferation of these uses which might combine to create a crime and disorder problem. In the event of such uses being proposed in close proximity, a ‘buffer zone’ between the premises of at least 400m will be considered.

Layout of areas

- 4.11 Detailed attention to the individual layouts of developments is important and particularly the avoidance of creating spaces for criminal opportunity such as:
- 1 small pockets of land or inaccessible areas such as play areas sandwiched between housing creating spaces with no surveillance and bad access.
 - 2 Cul-de-sacs can discourage movement through the area reducing natural surveillance. Routes through areas need to be carefully considered.
 - 3 Poor layout can also create 'dead' areas such as alleyways which can be the focus of crime and anti social behaviour.
 - 4 Particular consideration should be given to parking areas. Layout of car parks should avoid creation of dead ends and bays that reduce surveillance.



Example 1



Example 2

Railway Land

- 4.12 Network Rail have indicated a number of concerns relating to criminal activity – particularly trespass onto the line - in the vicinity of railway land. Trees and landscaping should not be placed so as to overhang the railway. Open space, play areas or recreational grounds should not be placed next to the railway. If necessary additional fencing should be provided to prevent trespass, and where possible this should be provided by the developer or in agreement with Network Rail.

5. WHAT NOT TO DO / THINGS TO AVOID

Avoid:

- ⊗ subways,
- ⊗ frontages that are flat onto public areas – always include buffer space,
- ⊗ obscured recesses in walls and doorways not protected by railings or gates,
- ⊗ flat roofs on porches, extensions, garages, that can be climbed,
- ⊗ rear gardens adjoining open spaces or footpaths,
- ⊗ high planting adjacent to foot/cycle paths,
- ⊗ trees, walls etc. that provide climbing frames onto upper floors,
- ⊗ rear pedestrian access - where necessary include lockable gates,
- ⊗ high walls that obscure areas such as paths.

Don't:

- ⊗ locate paths / cycle ways along the backs of properties
- ⊗ make doglegs or blind spots in paths which are perceived to be threatening
- ⊗ use negative design features such as razor/barbed wire or 'cacti' anti scaling devices (high risk areas only)
- ⊗ present blank gable façade / ends on corner sites
- ⊗ build development that turns its back onto the street or public areas



- ⊗ Windows opening onto the street.
Easily climbed service box



- ⊗ Poorly maintained/sited play area.



- ⊗ Bad surveillance and hidden spaces



- ⊗ Back alleys, rubbish areas

6. SUMMARY OF KEY PRINCIPLES

6.1 The following form a headline checklist of points to consider when designing safe and secure development:

- All space within a development to be clearly assigned to its owning property.
- Natural surveillance of all parts of the development to be designed into the scheme.
- Public and private spaces to be clearly separated, including buffer spaces between areas.
- Maintain high volumes of through movement to create a busy, self policing environment.
- Clear visibility through and across areas to be maintained and managed by careful siting and management of landscaping and street furniture.
- Do not create crime hotspots by creating hidden areas or lonely spaces, give careful attention to boundary design.
- Do not place open spaces at the backs or rear of developments. Gardens should back onto one another, not onto rear accesses.
- Do not create high planting and walls. Avoid developing a fortress like mentality e.g. solid shutters.

7. FURTHER INFORMATION

Secured by Design.

Secured by Design provides detailed information on the design of the building shell and security matters as well as general crime reduction. Please see the website at www.securedbydesign.com for more information.

Crime Reduction initiative.

The crime reduction partnership maintains a general website on crime reduction issues, at: www.crimereduction.gov.uk. This includes crime design matters and other advice.

Police Advice.

Sussex Police provide advice on crime prevention through their Crime Prevention Design Advisor who can be contacted at the Community Safety Dept, Sussex Police Station, New Town, Uckfield, East Sussex, TN22 5DL, or telephone 01444 445893.

Eastbourne Borough Council.

The Development Control section of the Planning Department will seek to use this guidance when it makes decisions on planning applications. Planning officers are regularly available to discuss these matters both prior to submitting a planning application and during the application process. Please seek to discuss crime reduction through the design of your development as early as possible. It is always more difficult and more expensive to try and include them later.

Appendix: Status of the Supplementary Planning Guidance

Supplementary Planning Guidance may be taken into account as a material planning consideration when reaching a decision on a planning application. Government guidance (as set-out in paragraphs 3.15-3.18 of Planning Policy Guidance Note 12 (PPG12): Development Plans) indicates that substantial weight can be attached to Supplementary Planning Guidance where it has been prepared in accordance with the tests set-out in PPG12. This supplementary planning guidance is considered to have been prepared in accordance with PPG12 for the reasons set-out below:

Requirement	PPG12 Reference	Reason / Comment
SPG must be consistent with national and regional planning guidance and the adopted development plan.	3.15	This SPG is consistent with guidance in “Circular 5/94 Planning out Crime” and complies with the requirements of Section 17 of the Crime and Disorder Act 1998.
SPG must be cross referenced to the relevant plan policy which it supplements.	3.15	This SPG relates to policy UHT1 (g) of the Adopted Eastbourne Borough Plan 2001-2011.
SPG must be issued separately from the Plan.	3.15	The Adopted Eastbourne Borough Plan 2001-2011 will be published in November 2003. The Draft SPG was authorised for public consultation on 15 th July 2003.
SPG must be made publicly available.	3.15	Copies of the guidance are available from Development Planning, 68 Grove Road, Eastbourne BN21 4UH. It is also available on the website at www.eastbourne.gov.uk
Status of the SPG must be made clear.	3.15	The current status of the SPG is made clear in the title. This version is the final edition for formal adoption by the Council.
Consultation should be undertaken with the general public, business and other interested parties with their views being taken into account before the SPG is finalised.	3.16	The SPG has been subject to public consultation details of which are published in a separate consultation report available on request from Development Planning, 68 Grove Road, Eastbourne BN21 4UH.
A statement of the consultation undertaken, the representations received and the local authorities response to those representations must be made available with each copy of the SPG.	3.16	Reports to committee have been published. The reports are available on request from Development Planning, 68 Grove Road, Eastbourne BN21 4UH.
SPG must be subject to a Council resolution to adopt it as supplementary planning guidance	3.16	The Council adopted the SPG following public consultation in August 2003, at its Cabinet committee meeting on the 30 th October 2003.