

SUPPLEMENTARY PLANNING GUIDANCE



*Designing*  
*for*  
**Community**  
**Safety**

IN A QUALITY ENVIRONMENT

LUTON

BOROUGH COUNCIL

## SPG Designing for Community Safety in a Quality Environment

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یہ دستاویز آپ کو مختلف زبانوں میں، بڑے حروف میں، ناپیدا حضرات کیلئے، آواز کی صورت میں کیسٹ پر، ای میل پر اور آسانی سے سمجھی جانے والی بناوٹ کی صورت میں ایس ایم ایم  
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### **FOREWORD**

This document, which was approved by the Borough Councils' Executive Committee on 20th August 2002, provides guidance on designing for community safety in Luton within the context of a quality environment. It is one of a number of such design documents which will be brought together at a later stage to provide comprehensive guidelines to assist all of those concerned with the future development of the town.

The document will assist in meeting the statutory requirements of the Crime and Disorder Act 1998 in Luton and in particular the delivery of Luton's Community Safety Strategy 1999-2002.

This document has undergone a comprehensive consultation process and incorporates comments received from members of the public, professional institutions, private companies and other public sector bodies, as well as detailed internal consultation with Councillors and Officers of Luton Borough Council.

Sections of the text in bold are key points on Community Safety within this SPG. These key points are brought together at the end of the document to form the 'Checklist'

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### 1 PURPOSE

- 1.1 The need to move towards a more sustainable future for Luton and to achieve “urban renaissance” in the town is becoming increasingly important and self evident. Luton is already one of the most densely developed urban areas in the country and pressures are mounting for development of the remaining land in the town and also for redevelopment within the existing urban fabric. At the same time, people living in Luton have increasing expectations that their communities will be regenerated and major programmes dealing with such aspirations are being prepared in connection with ongoing bids for major external funding resources.
- 1.2 Community safety figures prominently in all of these matters and there is an urgent need to give this aspect greater prominence in Luton at this time, both in response to the requirements of the Crime and Disorder Act 1998 and to ensure that such matters are appropriately dealt with in relation to the current review of the Borough of Luton Local Plan. In this respect, a partnership approach with the Safer Luton Partnership, the Bedfordshire Police and other interests involved is very much the preferred way forward.
- 1.3 **The purpose of this document, therefore, is to suggest approaches and set out requirements for ensuring that due regard is paid to the need for community safety in Luton within the context of a quality environment.** In particular, it deals with action which can be taken within the physical environment concerned with the reduction of crime, anti-social behaviour and the fear of crime and to take account of related issues associated with other kinds of physical safety.
- 1.4 **A framework is provided which will assist all of those concerned with the planning and design of the external environment.** The guidance seeks to encourage creative solutions which will reduce the likelihood of criminal and anti-social behaviour and encourage developments which will allow people to feel safer, whilst at the same time provide a quality environment overall.
- 1.5 The guidance is most immediately concerned with new development but, as already indicated, because the greater part of Luton is already developed, related matters concerned with existing development are also taken into account where relevant.
- 1.6 Also, designing for community safety needs to interface with a wide variety of social policy and community issues, some of which lie beyond the strict definition of land use planning. Where such related matters are included within the guidance, it is made clear that they are referred to in order to provide additional context or wider meaning but that they fall outside the scope of the Supplementary Planning Guidance as such.

## 2 INTRODUCTION

- 2.1 The last decade has seen a major change in the perceptions as to which agencies should properly contribute to the reduction of crime. Hitherto in Britain, the Police were assigned primary responsibility for that task. Local authority involvement was very limited although a significant contribution was made to issues of community safety in the physical environment by local planning authorities through the local plan system and through a "design guide" approach. Much of this was influenced by DOE Circular 5/94 "Planning Out Crime" and by various police publications including the Police Architectural Liaison Manual and the "Secured by Design" and "Secured Car Parks" initiatives.
- 2.2 More recently, the notion of partnerships in crime reduction has served to stress the significant crime reduction roles of public bodies, notably local authorities. The process which began with the Morgan Report in 1991 culminated in the Crime and Disorder Act 1998, which designates local authorities and the Police as jointly constituting "responsible authorities".
- 2.3 In particular, Section 17 of the Crime and Disorder Act imposes a duty on each local authority to "exercise its functions with due regard to... the need to do all that it reasonably can to prevent crime and disorder in its area". In similar vein, the purpose of the Home Office Consultation Document "Getting to Grips with Crime: A New Framework for Local Intervention (1997) was to:-

*"give the vital work of preventing crime a new focus across a very wide range of local services... It is a matter of putting crime and disorder considerations at the heart of decision making".*

- 2.4 Luton Borough Council and Bedfordshire Police have determined that the new duties and local strategy should:-
- *Have a Luton based approach.*
  - *Be built within a context of existing relationships.*
  - *Be built on existing work whilst adding value to it.*
  - *Have breadth as well as focus that is related to community safety issues as well as crime.*
- 2.5 Luton has had an early start in the field of community safety through the former Luton Crime Reduction Programme and through the current Safer Luton Partnership which is now the main vehicle for delivering community safety in the town. The Safer Luton Partnership's three year Community Safety Strategy 1999-2002 is being vigorously implemented as an integrated approach and the Borough Councils' own priority search exercises and surveys show the issue of community safety as a key priority for the people of Luton and for "Best Value" review.
- 2.6 It is now, therefore, an ideal time to commence the task in Luton of drawing together and further developing the approaches of the different agencies to community safety in the context of the physical environment and it is intended that this Supplementary Planning Guidance will make a significant contribution to this process in Luton.

### 3 COMMUNITY SAFETY IN LUTON - THE BACKGROUND

3.1 As already indicated, the community safety background is already well developed in Luton. This section of the Supplementary Planning Guidance sets out the main points of that background which are of relevance in this context.

3.2 A community safety audit for Luton was prepared and published by the University of Luton in October 1998 and this has underpinned the whole approach which has subsequently developed in the town. The audit identified that:-

- *Luton has a multiplicity of problems linked to areas of high deprivation and unemployment. Some wards are consistently highlighted in the indicators.*
- *Although Luton's recorded crime rate is higher than the national average, the rate is considerably lower than towns with a similar make up ( e.g. Leicester, Slough Reading and Derby).*
- *Demand for Police resources is strongest in the town centre as a result of the density of commercial and retail premises there. However, there is also a high demand for resources in some of the outlying estates.*
- *Crime is focused in the inner wards and the town centre and appears to be linked to higher levels of deprivation.*
- *In 1997, 27% of recorded crime was motor vehicle related, 19% was categorised as burglary, 15% was designated as criminal damage and 10% as other theft. Only a small fraction of recorded crime was related*

*to personal violence.*

- *In 1997-98, the highest number of victims assisted by Victim Support suffered a burglary or theft.*
- *Victimisation of business appears to have a significant economic impact.*
- *Comprehensive statistics on domestic violence, homophobic attacks and racial incidents are not available but those crimes do occur in Luton.*
- *Drug and probably alcohol misuse are serious and growing factors in the town".*

3.3 The Safer Luton Partnership, Luton Borough Council and the Police conducted a round of public consultations between October and December 1998. In all, some 43 "mini-focus" groups took place in which over 3,000 individuals participated. These meetings sought to establish community safety priorities for the town and 887 individual priority setting exercise forms were received from the public.

3.4 The overall sets of priorities identified, along with proposed actions and objectives, were as follows:-

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## COMMUNITY SAFETY ISSUES IN LUTON

Issue	Priority	Factoring*
Drug misuse and anti-social behaviour	1	8822
Nuisance youths	2	8222
Alcohol and solvent abuse	3	7423
Drink driving	4	7346
Road safety	5	7266
Street lighting	6	6036
Travellers/illegal encampments	7	5857
Safe leisure and play	8	5790
Environmental design	9	5014
Neighbourhood disputes	10	4701
Fire safety	11	4649
Illegal child employment	12	3699



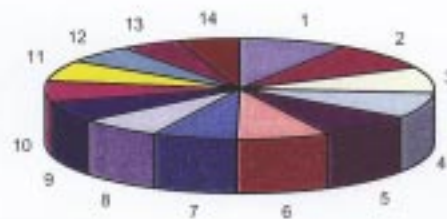
## CRIME ISSUES IN LUTON

Issue	Priority	Factoring*
Violent crime	1	6816
Burglary dwelling	2	6459
Drug related crime	3	5637
Theft of vehicles	4	5151
Theft from vehicles	5	4532
Racial incidents	6	4416
Domestic violence	7	4108
Burglary other (Commercial)	8	3482
Bullying	9	3409



## CRIME PREVENTION/COMMUNITY SAFETY ACTION IN LUTON

Issue	Priority	Factoring*
Drug education young people	1	8709
Youth diversion and mentoring	2	8686
Youth diversion/training	3	8255
Police operation - drug activity	4	8154
Target known offenders	5	7787
More treatment for drug users	6	7497
Reduce repeat victimisation	7	6930
More facilities for children	8	6664
Reduce school exclusions and truancy	9	6636
More home/business watches	10	6475
Support to victims - reduce fear	11	6376
Pre school parenting	12	5716
Better environmental design	13	4964
Improve housing management	14	4928



\* Factoring score used by the University of Luton to total the priorities as set by the responses from the mini focus groups. Noting the difference in factoring scores gives an indication of the difference in each priority.

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3.5 The findings from these groups and the views of the public are central to the key aims and priorities of Luton's Community Safety Strategy.

3.6 The Community Safety Action Plan, which will be reshaped as necessary over the lifetime of the Strategy, is therefore based on the following principles:-

- *Agencies and the community must work together to improve community safety.*
- *All individuals should feel able to work and live in safe neighbourhoods and communities.*
- *Nuisance and quality of life issues are key and important issues to tackle.*
- *Partnership work against crime should be focused in the areas where crime rates are highest.*
- *Equality of opportunity and addressing the needs of vulnerable groups is essential to community safety work in the town.*
- *Youth safety and crime prevention are important issues in the town."*

3.7 The results of the community safety audit and public consultation have shown that six key aims should be addressed in the three year Community Safety Strategy for Luton which was approved by the Borough Council and Bedfordshire Police in March 1999. These are:

KEY AIM 1: Community Safety Issues.

*To reduce the number of incidents that affect the quality of people's lives by improving community safety.*

KEY AIM 2: Violence and Harassment

*To reduce the number of recorded incidents and harassment against individuals.*

KEY AIM 3: Burglaries

*To reduce the number of recorded incidents of burglaries in homes and commercial premises.*

KEY AIM 4: Drugs Related Crime

*To reduce the impact of drug misuse on families and communities in Luton.*

KEY AIM 5: Vehicle Crime

*To reduce the number of recorded incidents of vehicle related crime.*

KEY AIM 6: Partnership and Preventative Work

*To increase the level of multi agency partnership work which tackles community safety issues and prevents crime.*

3.8 This well developed background provides the ideal starting off point for progressing the draft Supplementary Planning Guidance. In particular, Objective 11 under Key Aim 1 of the Strategy is

*To promote safer environments by continuing to take community safety into consideration in all matters of environmental design.*

3.9 Development of the draft Supplementary Planning Guidance will therefore, be seen to be part of an integrated approach, which will assist in advancing community safety matters through the medium of, or alongside, activities undertaken under the Planning Acts.

## 4 THE PLANNING FRAMEWORK FOR COMMUNITY SAFETY IN LUTON

### SOURCES OF POLICY ADVICE

4.1 The main sources of central government policy advice in respect of the built environment in relation to the Community Safety issue include:

- *Places, Streets and Movement: A Companion Guide to Design Bulletin 32 Residential roads and footpaths DETR 1998.*
- *Planning Policy Guidance Note 1 (PPG1) "General Policy and Principles" (1997).*
- *Circular 5/94 "Planning Out Crime" (1994).*
- *Crime Prevention on Council Estates, DoE Research Study 1993.*
- *Circular 1/84 "Crime Prevention" (1984).*

4.2 PPG12, Development Plans and Regional Planning Guidance, and PPG 15, Planning and the Historic Environment, are also relevant. Additional detailed guidance is available in a wide range of Home Office and Department of the Environment publications.

### PLACES STREETS AND MOVEMENT: A COMPANION GUIDE TO DESIGN BULLETIN 32 RESIDENTIAL ROADS AND FOOTPATHS

4.3 This guidance which is primarily concerned with the layout of residential roads and footpaths has as its central tenet that places should be created

which work well for everyone and are not dominated by the car.

4.4 In terms of community safety, this document indicates that

*"the development of a good community spirit is the most obvious way of deterring crime, but that cannot be relied on as a solution on its own. Mutual support works best when the design of an area takes account of security issues at the outset."*

4.5 The document recommends that an

*"analysis of the local context should take account of security issues. The broad principles of crime prevention through design are universally applicable but the way they are implemented depends on the needs of the locality."*

4.6 The document recommends achieving a balanced approach between security and other issues indicating that

*"The planning system seeks to achieve a balance between a wide variety of interests and concerns."*

4.7 Amongst the advice contained in the document is the following:-

- *The production of a development brief is an essential process, even for small developments. Ideally this should be done by the developer in conjunction with the local authority. A well-prepared, realistic brief will help iron out disagreements and misunderstanding at an early stage.*
- *Section 17 of the Crime and Disorder Act 1998 imposes a new duty on a local planning authority to exercise*

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*its functions with due regard to both the likely effect on, and the need to do all it reasonably can to prevent, crime and disorder. The obligation to consider crime and security issues in formulating design policies and exercising development control functions is therefore placed more strongly upon planning authorities than has previously been the case. This does not mean that security considerations will always take precedence. Local authorities will need to use their judgement in weighing security factors against other considerations, such as the desirability of promoting ease of movement. The advice contained in DOE Circular 5/94 "Planning Out Crime" will continue to apply. Planning authorities should work with others to find suitable ways of achieving crime prevention objectives, allowing for flexibility of approach, and sensitivity to the particular local circumstances.*

### **PPG1 "GENERAL POLICY AND PRINCIPLES"**

4.8 Annex A to this document advises that:

*"A7. In considering the design of proposed new development, local planning authorities, developers and designers should take into account the advice contained in DoE circular 5/94 "Planning Out Crime". In doing so, the approach adopted should be sufficiently flexible to allow solutions to remain sensitive to local circumstances."*

4.9 PPG12 (para 5.49) also confirms that planning authorities should have regard to social considerations including crime prevention in policy formulation.

### **DOE CIRCULAR 5/94 "PLANNING OUT CRIME"**

4.10 This circular 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."*

and that:

*"Used sensitively the planning system can be instrumental in producing attractive and well-managed environments that help to discourage anti-social behaviour."*

4.11 The Circular gives particular emphasis to town centres, stating that:

*"One of the main reasons that people give for shunning town centres at night is fear about their safety and security: one of the main reasons for that is that there are very few people about. Breaking that vicious circle is a key to bringing life back to town centres."*

4.12 It goes on to expand on the ways in which policies aimed at fostering the vitality and viability of town centres can increase the level of activity in the evening and at night, thus increasing opportunities for members of the public to see what is going on.

### **CIRCULAR 1/84 "CRIME PREVENTION"**

4.13 This document emphasises that effective crime prevention requires the active support of the community, that it requires close co-ordination between the police and local agencies, that preventive measures should reflect local characteristics and be focused on particular types of crime, and that management, design or changes in the

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environment can reduce opportunities for crime.

**"CRIME PREVENTION ON COUNCIL ESTATES", D.O.E RESEARCH STUDY 1993"**

4.14 This research study draws conclusions relevant to residential communities in general. It notes for example that there is often little relationship between the fear of crime expressed by residents and actual levels of crime, i.e. that while *"...one person may believe his or her chances of being burgled are high yet remain unworried; another may know the chances are remote but worry nonetheless..."*

4.15 One of the overall conclusions of this DoE study was that:

*"Crime prevention is just one aspect of the quality of life which residents will be concerned about and need not be their major concern. A preoccupation with crime prevention may create the kind of heavily fortified environments in which people (given a choice) do not want to live."*

**POLICE INITIATIVES AND ADVICE**

4.16 Other important sources of advice include the Secured by Design Award Scheme and the Secure Car Parks Initiative prepared by the Association of Chief Police Officers' (ACPO) and advice documents prepared by individual Police forces, such as "Designing out Crime - Designing in Community Safety : A Guide for Planning Authorities and Developers (Hertfordshire Constabulary 1999).

4.17 These sources rely on a wealth of detailed information obtained by the Police as a result of many years of experience of individual incidents and trends and provide invaluable advice to inform the

approach to Community Safety as a whole.

4.18 Other information is available from academic sources and also in relation to other (non crime related) aspects of community safety, e.g. road safety issues from elsewhere. These aspects are referred to as appropriate within the context of this draft Supplementary Planning Guidance.

**PLANNING POLICY FRAMEWORK IN LUTON**

4.19 It is considered that Local Plan Policy E8(E) is sufficient with regard to all the above sources of advice and the importance of community safety issues as a material consideration in respect of development proposals.

4.20 Policy E8(E) of The Borough of Luton Local Plan currently provides that:

**PROPOSALS FOR BUILT DEVELOPMENT SHOULD ENSURE THE SAFETY OF USERS AND REDUCE THE OPPORTUNITIES FOR CRIME.**

4.21 This Supplementary Planning Guidance reinforces the aims of the above policy and provides:

- *a basis for decisions on planning applications,*
- *a source of advice to developers*

4.22 This advice concentrates on the aspects of development that may legitimately be influenced by the planning system. Failure to address these matters could result in the refusal of a planning application. Advice on matters such as building security is available from other sources such as the Bedfordshire Force Architectural Liaison Officer and the Police Crime Reduction Officer.

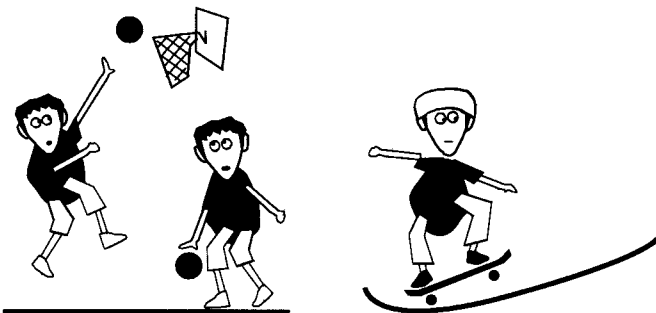
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- 4.23 In appropriate circumstances, as indicated above, the Borough Council will seek to meet its objectives through negotiation and/or the use of planning conditions or legal agreements and increasingly conditions covering aspects of community safety are being applied. Further details of how this would be achieved in particular circumstances are set out in later parts of this guidance.

## 5 DESIGN AND COMMUNITY SAFETY: GENERAL PRINCIPLES

### CONTEXT

- 5.1 From the above national guidance it is apparent and widely accepted that the nature of the physical environment can influence all aspects of community safety.
- 5.2 To reduce crime and increase community safety requires an overall approach. This will help to ensure that sufficient provision is made for social inclusion, sports/community facilities and meeting places in built up areas, which could assist in diverting people away from crime and anti-social behaviour. A whole range of interventionist actions through other agencies and community and youth development and social regeneration programmes is also possible which will help to foster a "whole community" approach to the problem. Many of these activities lie outside the strict scope of "planning" but are important nevertheless.



- 5.3 However, the main area of concern in planning terms is the design and layout of the external environment as a means of complementing and reinforcing the other initiatives referred to above. Good design of the physical environment can:



- 5.4 Major problems have occurred in large towns and cities, including Luton, where developments have been carried out in the past which paid insufficient attention to problems of community safety. Continued vigilance will be necessary to ensure that the mistakes of the past are not repeated in future new developments.
- 5.5 To ensure a better approach to design and community safety in the future it needs to be recognised that:
- *The planning system is able to influence community safety to an extent through its ability to regulate the development and use of land.*
  - *Community safety aspects, including crime prevention are capable of being a material consideration in the determination of a planning application. They are, however, only one of the considerations that must be balanced in reaching a decision.*
  - *The fight against crime is part of the whole process of maximising the quality of life for all citizens.*
  - *Environments which are well*

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*designed from the outset and which are subsequently well cared for will tend to foster a strong community spirit and a sense of ownership by responsible citizens.*

- *Prevention is better than cure and the community safety aspects of a development should be addressed at the earliest possible stage of design.*
- *Care must be exercised in designing for community safety so that "designing against crime" does not lead to a "fortress mentality".*
- *In the longer term, a lasting sense of ease and security in the physical environment will come from a strong and cohesive community rather than from ever more stringent security devices and surveillance. The reduction of crime and the fear of crime are an integral part of the process of creation and maintenance, of a high quality environment which is attractive, safe, comfortable and fit for its purpose.*

### GENERAL PRINCIPLES

- 5.6 It is not possible, or desirable, to attempt to prescribe the precise form of every development and detailed requirements for its community safety features in advance through Supplementary Planning Guidance. Fortunately, however, there are some general principles which can be applied in most, if not all situations which will assist in ensuring that community safety issues are appropriately dealt with in the context of good overall design. These general principles which should be adopted are dealt with below:

### ADOPTING AN INTEGRATED APPROACH

- 5.7 **All significant components of a new**

**development's design, planning and layout need to be considered as a whole at an early stage so that potential conflicts can be resolved**, including those between community safety and other major objectives. Some of the difficulties that may be experienced, which turn out to be expensive or even impossible to remedy once the development is built, result from simple things that could have been resolved through early co-ordination. Effective design from the outset can eliminate many of those potential difficulties.

- 5.8 A way of ensuring effective design from the outset will be to prepare a development/design brief. This will be appropriate for development of all types and will include a consideration of community safety issues. Where a development/design brief has not been prepared the Borough Council will require the submission of a statement of community safety issues with the application.



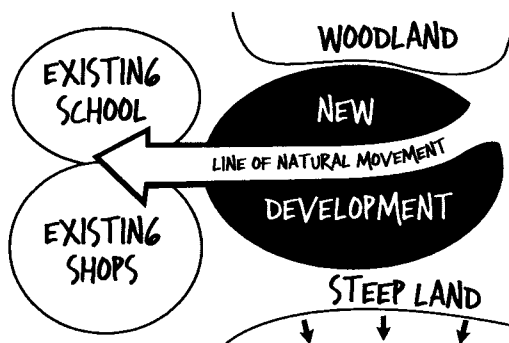
- 5.9 **Early informal discussions between developers and the Borough Council's Development Control Staff and the Force Architectural Liaison Officer can be a very efficient means of working out potential difficulties** as can reference to appropriate professional design advice, including this Supplementary Planning Guidance

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### LEGIBILITY AND IDENTITY

5.10. These are important considerations for community safety whether in new developments or in existing locations within the Borough. Taking account of existing natural and built features and existing and proposed facilities to which people will be attracted helps to give a real sense of identity to new developments and to ensure, for example, that any pedestrian routes to be developed will have a clear reason and attract denser and purposeful usage which will help to ensure a positive approach to community safety. People also feel safer and more secure if they are certain where they are in relation to the wider area.

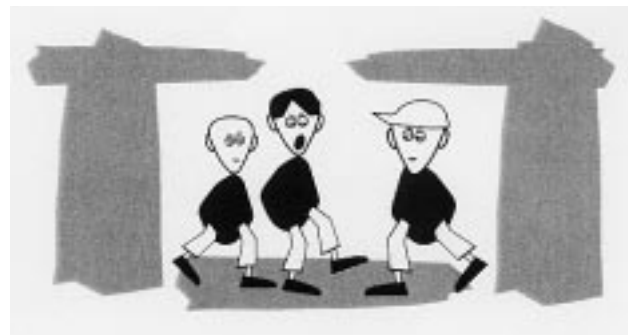


5.11 One of the benefits of preparing a development brief will be to ensure that such basic principles are addressed from the outset and that later design detailing can then be used positively to build on a

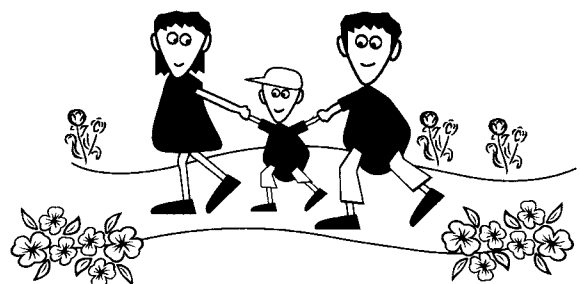
firm basis of legibility and identity which will inspire confidence and reduce the fear of crime.

### ENVIRONMENTAL QUALITY AND SENSE OF OWNERSHIP

5.12 A poor quality and sterile environment can create feelings of alienation amongst residents and others. This can result in an area where people feel uncomfortable, where there is limited social interaction, where pride and sense of shared ownership of the environment is low and where crime, particularly vandalism is high.

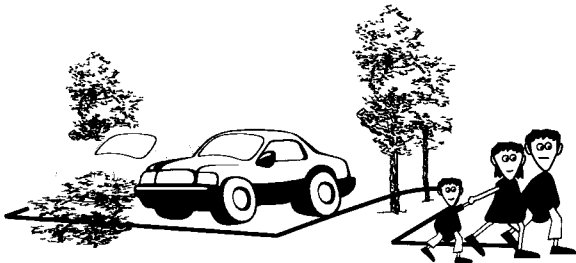


5.13 **By comparison, in a high quality environment people are likely to take pride in their surroundings, will tend to feel comfortable and safe and have a sense of shared ownership and responsibility.** People will enjoy being out of doors and public areas will tend to be well used, which is itself a safety element.



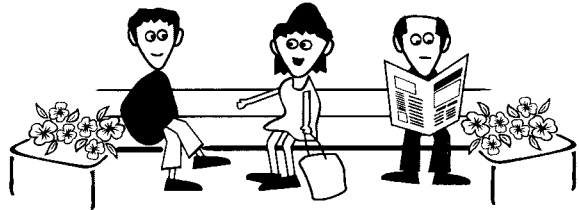
## SPG Designing for Community Safety in a Quality Environment

- 5.14 Individuals who feel some sense of responsibility for areas and spaces around their homes or other premises are more likely to take an active interest in their condition and protection. Potential criminals will also feel more vulnerable to detection in such areas and the problems associated with vandalism, whether malicious or casual, are also less likely to occur.
- 5.15 Care needs to be taken in the design of the external environment to avoid inadvertently creating opportunities for crime through, for example, providing hiding places or by poor positioning and choice of planting and of associated walls and fences. However, this should not detract from the positive contribution which trees and shrubs can make to the local environment, especially in built up areas.



- 5.16 Overall, sensitive design of the public spaces in a development is particularly important in order to create a sense of place and community. Active use of streets and public spaces by the responsible majority is the best means of restricting opportunities for the anti-social minority. Promoting community safety by putting resources into “nurturing the positive” is not only the most effective long term strategy for reducing crime and anti social behaviour, but also makes an immediate and lasting

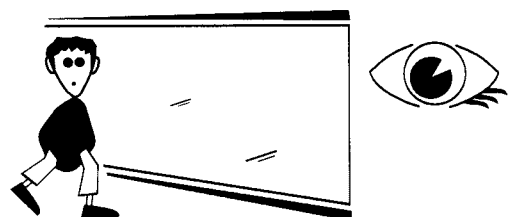
contribution to improving the quality of life for all citizens. Design features in such spaces can be used actively to deter crime and such features are discussed in more detail in Section 6 of this Supplementary Planning Guidance.



### LAYOUT AND BUILDING DETAILS

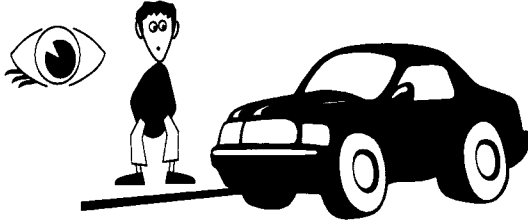
- 5.17 The layout and details of buildings and spaces including access roads, landscaping and car parking areas are of critical importance in all types of development, not only to ensure community safety but also to achieve attractive developments which will provide enjoyment and a sense of ownership.
- 5.18 Layout and building factors contributing to community safety tend to share common traits as between different types of development but with different emphases. Those for the most critical development types in this context include:

- **NATURAL SURVEILLANCE:** the *ability to watch over spaces near to properties from within the premises involved (especially in housing layouts)*

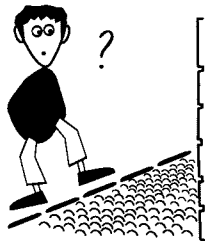


## SPG Designing for Community Safety in a Quality Environment

- " EYES ON THE STREET": *natural surveillance of the street environment including "out of hours" and in all types of development*



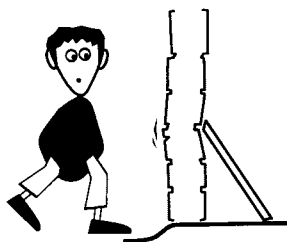
- THE CREATION OF DEFENSIBLE SPACE: *in residential developments and to a lesser extent in other kinds of development*



- THE USE OF PHYSICAL BOUNDARIES: *relevant in most types of development*



- THE STRENGTH OF BUILDINGS THEMSELVES: *relevant in some situations but largely falling outside normal planning considerations*



- 5.19 Detailed guidance in respect of the application of these and other key factors to various types of development is contained in Section 6 of this Supplementary Planning Guidance.

### MAINTENANCE OF PUBLIC AREAS

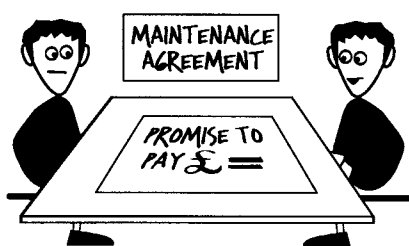
- 5.20 It is vitally important in developments of all types that ownership and responsibilities are clearly identified and that sufficient resources are made available to adequately maintain buildings and communal spaces including open spaces, footpaths and landscaped areas. **High standards of maintenance will encourage active use and enjoyment by the community and engender a sense of pride and vitality.** On the other hand, poor maintenance of such areas can lead to a downward spiral of neglect, loss of environmental quality and reduced levels of use by the community, leaving the door open to vandalism and other anti-social activity or criminal behaviour.

- 5.21 **Arrangements to ensure the long term maintenance of hard and soft landscaped areas, amenity open space, footpaths cycleways etc., are very important.** The preference will generally be for such areas to be transferred into public ownership. Developers are required to demonstrate to the Borough Council that adequate provision has been made for the future maintenance of such land in financial terms through a "rolled up" maintenance charge.

- 5.22 The Borough Council as Local Planning Authority will normally require a developer to enter into a legal agreement covering the transfer of the land and any associated provisions. In some instances other arrangements such as the setting up of a residents', or a business, management company may be appropriate. In all cases, early

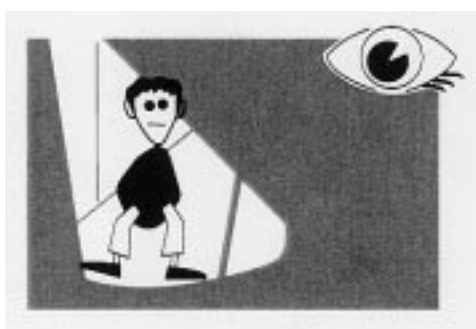
## SPG Designing for Community Safety in a Quality Environment

consideration of management objectives, maintenance specifications and long term responsibilities is essential to ensure that amenity benefits are fully realised and safeguarded for the future.



### PUBLIC LIGHTING

- 5.23 Public lighting is a factor which the Council, as Local Planning Authority, can influence but cannot necessarily prescribe through planning conditions and S106 agreements. However, it is in the interests of all parties, including developers to ensure that these aspects are given proper consideration as part of any development proposal. It is also equally appropriate in some instances for public lighting matters to be dealt with through adoption agreements under Section 38 of the Highways Act



- 5.24 Whilst it appears that the correlation between standards of street lighting and crime reduction is not as strong as would initially be expected, a strong correlation does exist in respect of street lighting standards and a significant reduction in fear of crime. A significant reduction in fear of crime is, therefore, a worthwhile achievement in its own right.

- 5.25 Different sources and patterns of lighting need to be considered for different environments and generally there will be an objective of increasing lighting levels and avoiding deep shadows for safety reasons. Lighting is of particular importance in the street environment, in other places of movement, especially pedestrianised areas public footpaths and cycleways and in and around car parking areas.

- 5.26 Care is needed to ensure both energy efficiency and that the environmental impact of "light spillage" or "light pollution" is kept to a minimum and does not create wider problems for residents and local ecology. This is an important factor even, or perhaps especially, in a densely built up town such as Luton.
- 5.27 Further guidance regarding public lighting for particular types of development is indicated in Section 6 of this Supplementary Planning Guidance.

### CLOSED CIRCUIT TV (CCTV)

- 5.28 The increasing use of CCTV surveillance in urban centres and some other locations which is being actively promoted by central government raises important issues which are relevant to this guidance but also extend well beyond the influence of the planning authority. In most cases, the installation of CCTV will not require planning permission, but the installation of such equipment on or affecting the setting of

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a listed building (or within one of the town's three designated conservation areas) would require consent.



5.29 There remains doubt as to whether a requirement to install CCTV as part of a wider security package by planning condition or S106 agreement would fall within the scope of planning powers as interpreted at this stage, unless a scheme developer is agreeable to such provision being made. However, in suitable circumstances, the Borough Council would consider encouraging developers especially of retail or similar development to contribute to the cost of extending the public CCTV system (through a commuted sum) to afford greater security within their locality.

5.30 However, it is always preferable to seek to avoid problems through appropriate design at the earliest stage of a project rather than to have to introduce measures such as CCTV at a later stage.

5.31 Home Office guidance emphasises that CCTV is by no means a universal solution, that it will only be effective as part of an integrated package of crime prevention measures and that sensitive and professional management is essential for success. CCTV can be perceived as intrusive and a restriction on privacy and personal freedom. These factors, therefore, must always be considered most carefully whenever the use of CCTV is proposed within Luton.

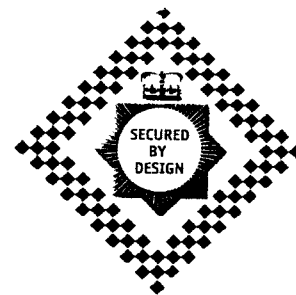
5.32 Further guidance regarding CCTV for

particular types of development is indicated in Section 6 of this Supplementary Planning Guidance.

### OTHER DETERRENT MEASURES

5.33 **A range of other measures applicable both to new development and the upgrading of existing development is set out in the Police "Secured by Design" initiatives. The Borough Council supports the overall thrust of such initiatives, although there may be instances where a broader balance with wider planning design issues has to be struck.**

5.34 A whole range of detailed design measures are available to deter criminal activity both in new development and subsequently in established areas where problems are being experienced. However, as already indicated, it is important that such measures are used sensitively so that they do not degrade the environment and increase the fear of crime. Further guidance on deterrent measures is indicated in Section 6 of this Supplementary Planning Guidance.



## **6 GUIDANCE APPLICABLE TO PARTICULAR TYPES OF DEVELOPMENT**

The following section illustrates how the General Principles outlined above should be taken into account in designing or assessing particular types of development. The particular types of development set out in this section are:-

- 6.1 Residential and Ancillary Development
- 6.2 Out of Centre Commercial Development
- 6.3 Town Centre and Local Shops and Businesses.

### 6.1 GUIDANCE APPLICABLE TO RESIDENTIAL AND ANCILLARY DEVELOPMENT

#### INTRODUCTION

- 6.1.1 In Luton, as elsewhere, the need for community safety is perhaps at its greatest in residential areas where people spend a large proportion of their lives. Burglary, vandalism and car crime are frequently associated with residential areas.
- 6.1.2 The main objective of designing for community safety in residential areas is to include appropriate features in environmental and building design to deter criminal and anti-social behaviour, reduce the fear of crime and maximise the feeling of safety generally. As already established, this needs to be achieved against the background of ensuring a high quality of design overall.
- 6.1.3 **A key objective of the design of new residential development should be to create a community where people recognise the area in which they live as being their neighbourhood and to encourage residents to extend their level of concern beyond their own properties.**
- 6.1.4 There are a number of key factors in the way in which residential developments should be designed in the interest of community safety and a quality environment. These may best be dealt with under the following headings:-
- *Layout of buildings and spaces.*
  - *Movement and communications.*
  - *Communal spaces*
  - *Other aspects*
  - *Existing residential areas.*

6.1.5 There can be conflicts in reconciling some of these aspects if there is no due design consideration at the early stages of development. **The major conflict in some existing developments is providing well-controlled spaces on the one hand which give security around dwellings, with the need for appropriate movement by foot or bicycle.** Thus, it is generally considered that large housing areas should be designed to create a variety of identifiable places where strangers can more easily be identified, these may take a number of forms. It is desirable that new housing areas are designed to reflect the desire lines of its patrons, with attractive non-vehicular access to community facilities such as shops and local play areas being provided.

6.1.6 The guidance set out below helps to identify how some of these conflicts may best be recognised and dealt with both in principle and detailed practice.

#### LAYOUT OF BUILDINGS AND SPACES

6.1.7 As already indicated, the main design objective is to create a sense of place. This can be achieved through the creation of features of the urban form, such as the grouping of houses around a play area, or a crescent of terraces. The aim of designing such a feature is to create a sense of community, where people relate easily to their neighbours and are concerned about them, although it is appreciated that the urban form alone cannot determine this.

6.1.8 The creation of features of the urban form will be important whether dealing with larger housing schemes or 'urban regeneration' schemes which are generally of a higher density and which are far more prevalent in older/inner urban areas such as Luton. Key to this approach is the achievement of high levels of natural surveillance and space

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defensibility. Taken together these factors are the “cornerstone” of community safety in residential areas and are dealt with below.

### ■ NATURAL SURVEILLANCE

- 6.1.9 **Clear views from homes are essential so that observation is made easy.** This is a key principle, for example, in neighbourhood watch schemes. **A mixture of different house types and sizes will be encouraged to gain maximum surveillance benefit from occupation throughout the day.** Effective layout and fenestration design can assist further and good lighting schemes extend the effectiveness of natural surveillance beyond daylight hours. **Care, however, needs to be taken in maximising natural surveillance not to infringe privacy to an unacceptable degree.**

Adapted from 'Designing Quality Housing Schemes'  
Mid Beds District Council SPG 1997



*natural surveillance*

- 6.1.10 Other forms of natural surveillance also have a role in residential areas including the need to maximise observation from passing vehicles and pedestrian passers-by e.g. the “eyes on the street”. It is also important, as far as possible to ensure that parking spaces, footpaths and open spaces within residential areas enjoy the maximum degree of natural surveillance whether from properties or passers-by.

Alan Baxter & Associates  
Reproduced from 'Places, Streets  
and Movement' DETR 1998



*Eyes on the street*

### ■ THE CREATION OF DEFENSIBLE SPACE

- 6.1.11 Defensible space can be described as the defined area which residents can control to some extent. In this regard, it is helpful to think of there being four types of external space in the residential environment, each of which has an important role to play. These are:-

**PUBLIC SPACE:** *Is available for all to enjoy and is made up of roadways, footpaths, grass verges and walkways, as well as traditional public squares and parks. Public space supports activities such as walking, play areas and car parking.*

Better Places to Live By Design,  
DTLR 2001



*public space*

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**SEMI-PUBLIC SPACE:** *Is normally used by a restricted number of people and is space that is not within the ownership of a private individual, but has a degree of privacy or exclusiveness which would inhibit its use by non-residents, for example a short enclosed cul-de-sac.*



*semi-public space*

**SEMI-PRIVATE SPACE:** *Acts as an "interface" between public and private space. It contributes visually to the public areas of the street while at the same time allowing a degree of natural policing to be carried out from within the property. It is usually space that is privately owned and takes the form of front gardens, but is not usable as private space because it is overlooked.*



*semi-private space*

**PRIVATE SPACE:** *Should be for the benefit of the occupiers of the property only, and would normally be that enclosed in rear gardens. Private space supports more*

*personal activities, such as eating outside, gardening and sunbathing, and should not be easily overlooked.*



*private space*

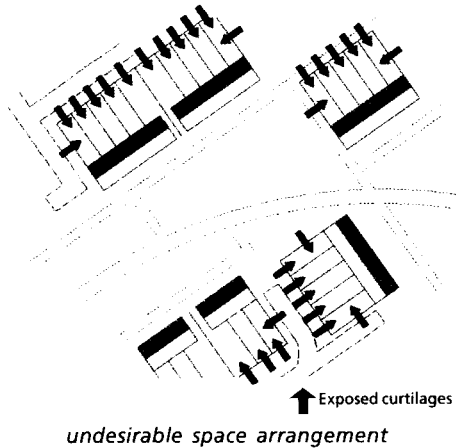
- 6.1.12 In general terms, access to residential properties should be as direct as possible with access by the general public limited to as few routes as possible and should not be next to private areas. All but the first of the types of external spaces described above (public) can be accepted readily by residents as defensible spaces if they are well designed, have clear boundary definition, and are easily recognised as having communal, if not private, "ownership".
- 6.1.13 Problems arise in layouts when these types of space are arranged inappropriately. Some of these difficulties and ways of avoiding them are set out below:

### ■ ARRANGEMENT OF DIFFERENT TYPES OF SPACE

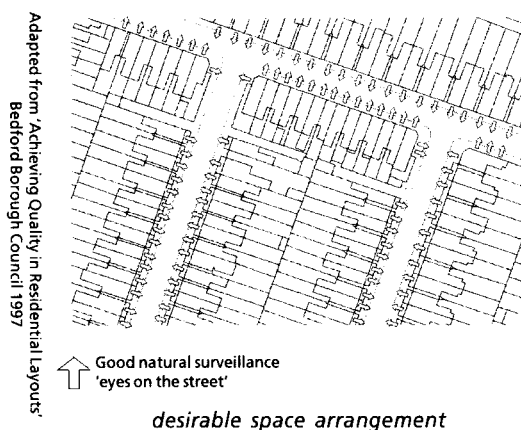
- 6.1.14 The worst problems in this regard arise when the layout results in private space (rear gardens) immediately adjoining public space. Such arrangements provide little defensibility for the rear of the properties involved.

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6.1.15 In this case, for example, dwellings have turned their back on the street/public areas creating a conflict between public and private space. This leads to a poor quality environment with little feeling of defensible space.



6.1.16 This is the case of a block layout typical in older more established residential areas with a hierarchy of spaces clearly defined and private space in the middle of the block where it is relatively well defensible. The predominance of through routes may, however, not always be sufficient to give a sense of enclosure which would deter strangers.



6.1.17 The creation of adhoc pedestrian and cycle routes (either post-design or post-construction) within a housing layout in order to create a 'permeable' environment, has led to a tendency for

the distinction between different types of spaces to be blurred and the creation of routes with no obvious purpose. Consideration of permeability at the early design stages of new developments will allow routes to be created which do not exhibit these characteristics.

### ■ PERMEABILITY IN RELATION TO HOUSING GROUPS

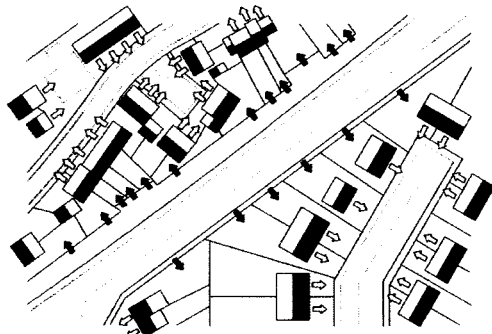
6.1.18 The provision of access is an essential ingredient to new developments especially having regard to the requirements of sustainability and the mobility needs of different sections of the community including those who may have impaired mobility. From a community safety viewpoint it is important that routes are well-used and therefore must reflect where people want to go.

6.1.19 The permeable environment can provide optimum access for residents whilst also allowing ease of access, and passageway, for non-residents. Such ease of access means that criminals can justifiably move through an area. Poorly designed layouts with makeshift attempts at permeability can also compromise an otherwise defensible area, with blurred distinctions between public and private space often evident in open-ended culs-de-sac. **Housing layouts should seek to achieve a balance between providing purposeful through-routes, which encourage non-car use, and areas of defensible spaces over which residents can exercise a degree of control.**

6.1.20 Having regard to the previous discussions, the following sections looks in more detail at the community safety implications of permeability - with particular attention being paid to the layout of suburban developments in the latter half of the 20th century - and how

these problems can be ameliorated through good design.

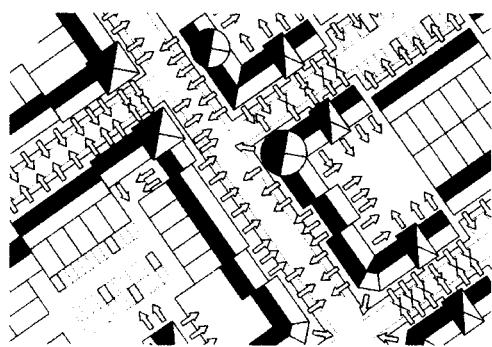
## 6.1.21 MAIN ROUTES:



- ↑ Exposed curtilages and poor natural surveillance along main road
- ↑ Good natural surveillance of minor roads and culs-de-sac

*poor defensible space and natural surveillance along main road*

The above illustration shows a road which has been designed primarily to carry traffic. Although there is vehicular movement which should provide a degree of natural surveillance, this is undermined by poor natural surveillance offered by the nearby houses. Large set-backs, coupled with excessive planting to provide privacy prevent natural surveillance of and from the house, whilst houses which back onto the main road in order to meet highway access requirements leave their rear boundaries exposed, as well as offering no natural surveillance to the road they back on to.

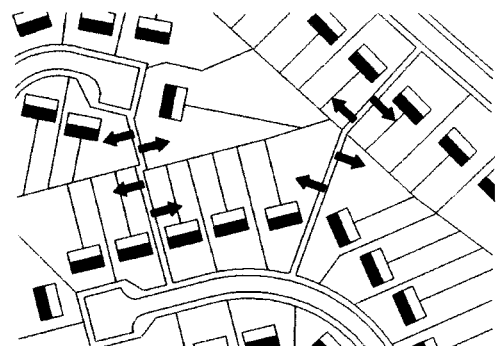


- ↑ Good natural surveillance, 'eyes on the street'

*high levels of natural surveillance*

Housing which fronts directly on to the street provides the maximum amount of natural surveillance. Privacy can be maintained by positioning bedrooms to the rear of the property, whilst kitchens and living rooms can front the street and provide surveillance throughout the day, this can be further achieved by providing a good housing mix. Vehicular access issues can be ameliorated by providing well-overlooked rear parking or car-free housing where good transport links or alternative car parking arrangements are available, such as in the town centre. It should be noted that in a block structure such as this the defensible space is limited to that contained within the blocks and any secured semi-private space to the front of the properties.

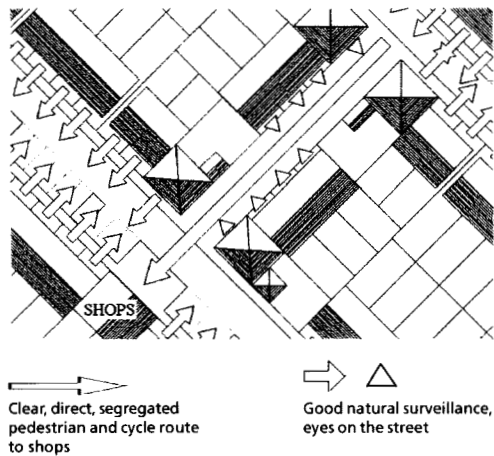
## 6.1.22 SEGREGATED PEDESTRIAN AND CYCLE ROUTES:



- ↑ Exposed curtilages

*segregated pedestrian and cycle routes*

Apart from providing a direct link between two cul-de-sacs there is no other apparent purpose for the path illustrated in the above diagram. As well as the route being a low generator of pedestrian and cycle traffic and therefore being inherently unsafe, it also exposes the side boundaries of the adjacent houses to concealed entry, thereby blurring the distinction between the public and private space as mentioned earlier.



*acceptable linking for non-vehicular modes of transport*

Segregated pedestrian and cycle routes should only be used where they can provide a more direct route than would have been possible by a road-side pathway. The potential advantage of more convenient access should be considered against any detrimental impact on the community safety which may result. The example shows a suitable design for such a link; although natural surveillance has been maximized, measures must still be taken to minimize the loss impact on the defensible space of the adjacent houses. Such measures could be in the form of railings which create a strong buffer of semi-private spaces.

### ■ Details Around Buildings

6.1.23 As already indicated, housing layout requirements provide that dwellings should be positioned to allow unobstructed views of neighbouring properties, balanced with an approach for protecting the residents' need for privacy. A mix of dwellings also helps to create the opportunity for a cluster of homes to be occupied at different times during the day; encouraging community interaction, control and surveillance by the residents.

6.1.24 **It is not always necessary for dwelling boundaries to be protected by a physical barrier, although a clear demarcation between public and private space must be present.** Features which help to form a psychological barrier must be designed to give people who use the area a feeling of influence, control and ownership.

6.1.25 Within this context, suitable detailed dwelling boundary treatments would include:

- **The front boundaries to dwellings should allow an unrestricted view from the public space towards the building.** *Fences, walls and low hedges between 900 mm and 1200 mm high are suitable here. Any higher will allow for the fence to provide cover for an offender to approach a building unseen.*
- **Side fences between dwellings should be 1.8 metres high and erected as near to the front building line as possible.** *Any climbing over then has to take place within public view. If erected toward the back of the building the position works to the advantage of the would-be thief, allowing them to climb over unseen*
- **The private space of side and rear gardens are more vulnerable areas. Here strong defensive walls and fencing to a minimum height of 1.8 metres is required.** *Any gardens bordering open land, public footpaths, industrial and railway property, should be protected with higher fencing. Additional features such as 300 mm high boxed trellis topping and/or thorny shrubs planted against the wall or fence can be used as an alternative to deter climbing over.*

## SPG Designing for Community Safety in a Quality Environment

- *Modern practice encourages the use of 1.8 metre high featherboard or wooden panelled fencing to assist in giving the resident privacy. The horizontal support rails should always be in the private space of the garden so they do not become climbing aids. Extra height may be gained by fitting a gravel board as a base with the fencing on top.*
- *Where a view from the property or a variation in design appearance is required, the rear and side boundary fence should be of a suitable material to resist access and break-through. Metal fencing in the form of plastic coated welded mesh panels provides a more robust treatment than the more traditional chain link product. Darker coloured coated fencing is also known to aid visibility which can be important against wooded areas and open land.*
- *The boundaries between the rear gardens of terraced or semi-detached dwellings should be 1.8 metre high close-boarded fence for the first two to three metres from the dwelling to allow for privacy. The remaining fence between the garden may be lower, between 1200 mm and 1500 mm in height to assist in the surveillance and supervision from neighbouring dwellings. The proviso here is that a suitable secure perimeter fence is in place around the boundary edge.*
- *Boundary walls, refuse and fuel stores, low flat roofs and balconies should be designed so as not to provide a climbing aid into the property. Domestic refuse stores on the outside of a property can also be the target of fire-setting and should be secured appropriately.*



*good side boundary*

6.1.26 **Dwelling identification is also essential to assist directions and attendance of the emergency services.**

6.1.27 **To reduce the opportunities for theft by bogus officials, the gas, electricity and water meters should where possible be brought to the outside and to the front of the dwelling where they can be overlooked.**

### **MOVEMENT AND COMMUNICATIONS**

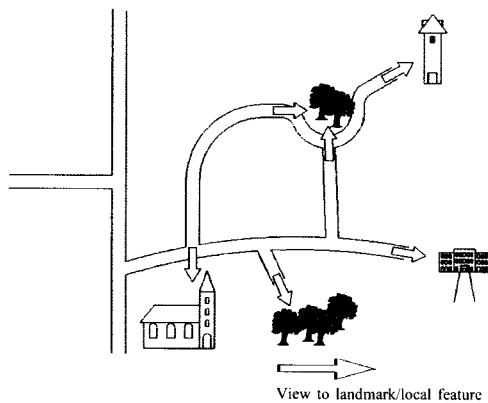
#### **■ ROADS AND ACCESS**

6.1.28 Depending on their nature and extent, new residential developments in Luton, as elsewhere, are served by a number of types of road ranging from local distributor roads through major and minor access roads to more particular types of access road such as car ways, access ways or shared surface roads, mews courts and private drives.

6.1.29 The design and layout of estate roads can have a significant impact on the character and appearance of a development and the planning of estate roads and the design and layout of buildings must be viewed as interlinked, both contributing to creating a sense of place. It is especially important to avoid the creation of standardised street patterns and to achieve locally distinctive forms of development, including by using the

## SPG Designing for Community Safety in a Quality Environment

road pattern to enable larger scale developments to be broken down into smaller neighbourhoods which can include within them a wide variety of forms including, for example, streets, squares, courts, mews, circuses or avenues, all of which can help contribute to the sense of belonging and community.



*road pattern helping to create "sense of place"*

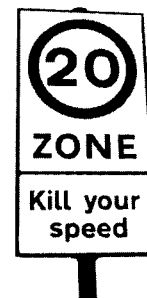
6.1.30 Current advice (Design Bulletin 32) is that roads should not be allowed to dominate new residential development and that possibilities should be allowed to reduce the scale and impact of roads by providing standards appropriate to varying levels and types of development. This may involve restricting the number of houses within any development to encourage the use of roads of a lower order, appropriate to the setting.



*residential access road*

6.1.31 Within this framework, a number of factors can contribute to the road safety aspects of community safety. The most important of these are:

- **to encourage the design of estate layouts which can be designated as 20mph zones. These will need to meet DTLR guidelines**
- **to minimise the risk of accidents to pedestrians and cyclists, road layouts should be designed to exclude or discourage non-access traffic, reduce vehicle flows and restrain vehicle speeds. Long straight roads should be avoided or acceptable means found to keep vehicular speeds at a safe level.**



*20mph zones*

6.1.32 In particular, **entrance routes into developments can have detailed features that help to create the image of a physical or psychological barrier**, giving the impression that the area beyond is private property, under the control and "ownership" of the community who occupy it.



*entrance design*

## SPG Designing for Community Safety in a Quality Environment

- 6.1.33 The use of rumble strips, changes in road surface, colour or texture, shared surfaces, brick pillars or a narrowing of entrance can help to form the impression of a physical or psychological barrier. Such arrangements can double up as traffic calming measures also making the development safer in road safety terms. In designing such entrance, and traffic-calming, features, careful consideration should be given to the access requirements of the emergency services.



*use of textures in traffic calming*

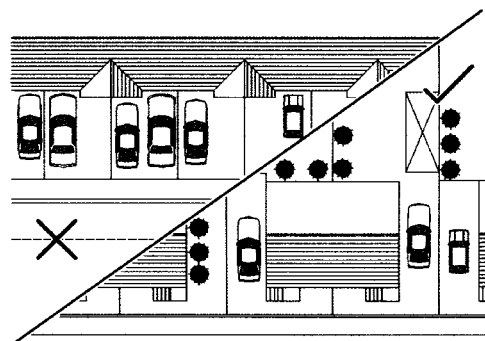
- 6.1.34 All of the above factors will also help to provide a general environment in which the crime reduction aspects of community safety will also be prominent.
- 6.1.35 In addition, access roads should be laid out to maximise natural surveillance. Substantial lengths of access road without frontage houses to overlook the road space should be avoided as should circumstances which result in the parking of vehicles on footpaths and grass verges to the detriment of both road safety and community safety.

### ■ CAR PARKING

- 6.1.36 Cars are particularly vulnerable to attack, with theft from cars forming the most commonly recorded crime in residential areas. Designers should, therefore, look to maximise surveillance of car parking

areas, usually where possible by bringing these into the individual plot. Some of the more detailed design features relating to car parking are set out below.

- 6.1.37 **In low/medium density housing, car parking built within the dwelling curtilage is preferred to encourage more effective control and ownership of the vehicles.** It is important in such circumstances to provide sufficient hard standing space in front of a garage to ensure that a parked vehicle does not need to overhang or obstruct the highway. Parking immediately in front of dwellings should be avoided as this can lead to a street scene dominated by parked cars, instead of one in which the buildings enclose the street and contribute to creating a sense of place. Wherever possible, detached garages should be provided to dimensions of 7.5m x 2.5m (i.e. one and a half times the normal garage size) so that they are capable of accommodating a car and the usual domestic storage.



*parking within curtilage*

- 6.1.38 **Where a garage or parking space is positioned at the end of the back garden, the boundary fence should be 1.8 metres high** with a viewing panel at a suitable height to allow observation from the dwelling by the owner.
- 6.1.39 **Parking for higher density dwellings should seek to maximize opportunities for natural surveillance, but this should not be**

## SPG Designing for Community Safety in a Quality Environment

**at the expense of the street scene.** Frontage parking in flat developments can create bleak, car-dominated, street scenes as the car parking area becomes, in effect, an extension of the road. Well-designed courtyards can provide natural surveillance of the parking area whilst also ensuring that parked cars do not dominate the space.

Levitt Bernstein and Associates,  
Reproduced from, 'Places Streets and  
Movement' DETR1998



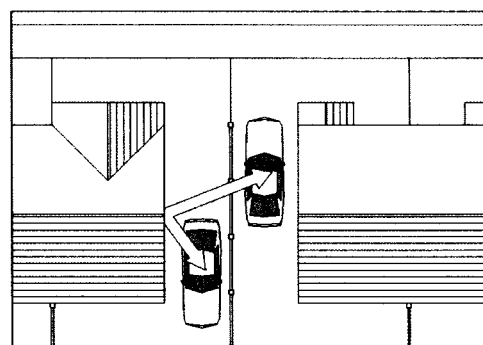
*frontage parking where cars do not dominate the space*

- 6.1.40 **Where communal off-street car parking areas are provided, it is important that the area is clearly demarked as a private space. For example, an internal courtyard accessed by an archway** may provide a suitable parking area with an increased sense of privacy and ownership, and this feeling may be enhanced by maximizing the opportunities for natural surveillance at this entrance point. Similar principles could be applied to smaller communal car parking/garage areas where the entrance is well-defined by a 'gateway' and clearly demarks the space as private and for the use of residents only. In designing archway access to courtyards, careful consideration should be given to the relevant standards with regards to providing for emergency access.



*archway access to parking*

- 6.1.41 Wherever possible, residents parking should be located where owners can see their cars. **Even where residents' parking is designed between dwellings, a window placed in the gable end of one of the units is recommended.** This allows a view out of the unit and helps with control over parked vehicles.



Good natural surveillance of parked cars

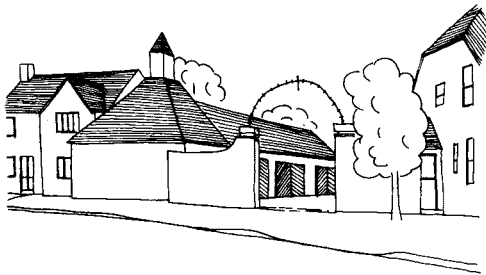
*gable end visibility to parking area*

- 6.1.42 Various kinds of access and garaging solutions have been employed in the past which have caused serious community safety problems and have been discredited. Communal garage blocks or "backland" garage or parking areas in particular should be avoided. These are vulnerable to crime through lack of supervision and the absence of natural surveillance resulting from the height of

## SPG Designing for Community Safety in a Quality Environment

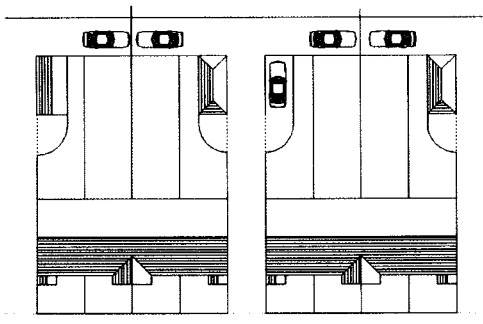
rear fences and walls. Also pedestrian access to and from such areas further exacerbates security problems as they will be largely unobserved. Typical problems also include such areas becoming targets for vehicle abandonment and fire-setting as well as the flat-roofed garages developing into a playground for youths. Such arrangements need to be avoided but where this cannot be the case, areas of this nature should be capable of being secured and the worst potential problems should be designed out as far as practicable.

Adapted from 'Designing to Reduce the Opportunity for Crime' Wokingham District Council



*well positioned and overlooked garage block*

6.1.43 Rear accesses in terraced housing should similarly be avoided. If this is not possible, then housing should be positioned to ensure surveillance of the use of the rear access and lockable gates applied, with residents' only access. Rear alleys with access to properties should not in any way be through routes.



*rear access avoided where possible but protected where unavoidable*

6.1.44 **Lighting to car park areas should have a lux level that ensures a suitable degree of surveillance during the hours of darkness to allow the user to feel safe.** The light level should be "quality and not quantity", being a balanced design so as not to create light pollution or light trespass.

### ■ PROVISION FOR PEDESTRIANS AND CYCLISTS

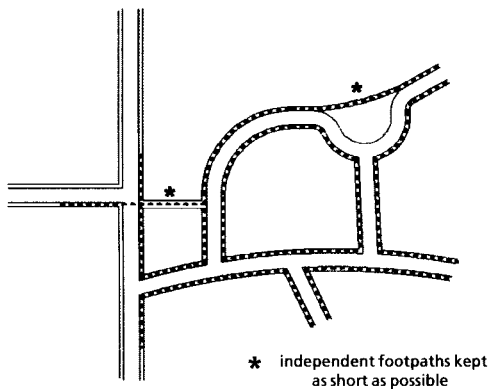
6.1.45 Strategic public footpaths and cycleways form a vital part of the communications network in an urban area such as Luton. They also provide an important local or strategic recreational amenity. Appropriate provision of such facilities is to be encouraged within any substantial new residential development and linking into adjoining parts of the town. This approach is not only more sustainable but will generally contribute to the quality of life of local residents by providing a wider choice of alternative modes of transport and a potentially safer environment. Such alternative modes of transport are particularly important for children, older people, persons with disabilities and other groups who do not enjoy the use of a private car generally or at particular times of the day.

6.1.46 Awareness is needed, however, of the potential problems that poorly located or poorly designed footpaths and cycleways can have. For instance they do provide opportunities for unobserved access to the rear of buildings, means of escape for offenders and opportunities for crimes against people and the properties which back onto the footpaths. Poorly designed or sited footpaths may cause users to feel ill at ease and give rise to fear of crime particularly after dark. This is likely to lead to reduced levels of use which reduces the benefit to the community

## SPG Designing for Community Safety in a Quality Environment

and will in turn exacerbate the problem. Well used footpaths on the other hand provide fewer opportunities for crime and are likely to feel safer.

- 6.1.47 On account of these difficulties, **it is essential to plan for public footpaths and cycleways at the earliest possible stage in the design of any significant new layout, to ensure that essential facilities or locations are to be joined.** It will be necessary to connect safe and convenient pedestrian and cycle facilities where appropriate to the existing footpath and cycleway network. Sometimes it will be appropriate for joint pedestrian and cycle routes to be developed which would link housing areas with community facilities, schools, shopping and places of employment. Footpath layout should, in particular, meet the needs of people with disabilities, the elderly and carers with children.



*footpath network planning*

- 6.1.48 **Early consideration of these aspects will also help to ensure, for example, that existing pedestrian routes through a site, particularly those that are well used can be retained in the most appropriate form possible. It will also ensure, as far as practicable, that footpath/cycleways which are provided will be as densely used as possible, thereby providing the maximum natural surveillance possible and also that they are "as legible" as possible.**

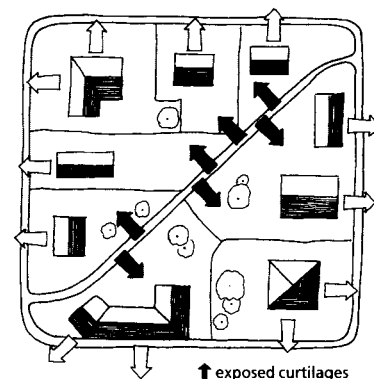
- 6.1.49 **Footpaths within the built environment especially those which are freestanding should be short, direct and limited to those which meet an obvious legitimate need.** They should be designed to be convenient and safe with as much natural surveillance from buildings and from "eyes on the street" as possible. Unnecessary duplication of routes should be avoided. Pedestrian subways should also be avoided or routing of footpaths to the rear of properties as has occurred extensively in the past.



*short direct well surveilled footpath*

- 6.1.50 Footpaths/cycleways should not be located in close proximity along rear boundaries. Statistics show higher burglary rates for properties backing onto these routes. Criminals have greater opportunity to gain access to the more vulnerable rear of properties without the deterrent of natural surveillance.

Adapted from 'Designing to Reduce the Opportunity for Crime'  
Wokingham District Council

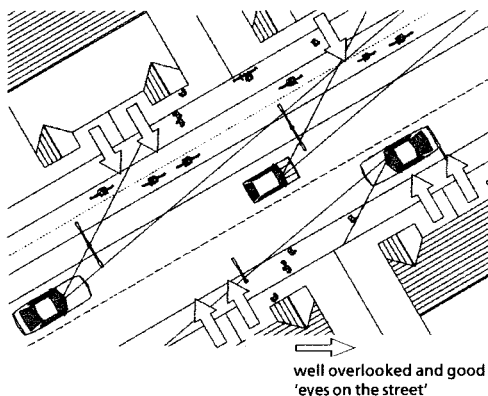


*footpath to the rear of properties*

## SPG Designing for Community Safety in a Quality Environment

6.1.51 Whilst footpaths and cycleways will frequently need to be more direct than roadways, which in many instances will have to take a more circuitous route rarely will extensive isolation of cycleways and footpaths from the road network be desirable.

6.1.52 Ideally vehicular and pedestrian routes with frontage development providing a high degree of surveillance should frequently run together for much of their length. This will ensure that the benefits of mutual surveillance, particularly after dark will not be lost. Pedestrian flows are considerably lower in the evening and additional safety is imposed as a result of surveillance from cars. The lower the traffic speeds the greater the effectiveness of this form of surveillance. In such arrangements, physical segregation can be achieved for road safety purposes whilst still maintaining visual surveillance.



*footpath/cycleway close to roads*

6.1.53 It is also helpful to recognise that, apart from minor footpaths, **there are essentially two types of pedestrian/cycleway routes associated with residential areas**, either within or adjoining such developments.

- **essential routes**
- **recreational routes**

### ■ ESSENTIAL ROUTES:

6.1.54 To facilitate pedestrian/cycleway movements from one point to another within the built-up area. These routes should be designed to allow safe pedestrian/cycleway movements within built-up areas throughout 24 hours of the day. The points made above in respect of footpath/cycleway design apply with particular force to this type of facility.

6.1.55 In summary, **essential footpaths and cycleways should be overlooked, be generous in width and well lit, thus ensuring safety throughout the 24 hour period.** Good visibility should be maintained from either end and along the route of essential footpaths and cycleways and sharp changes in direction should be avoided.

6.1.56 Close positioning of fences, walls or bulky planting which can limit natural surveillance and create hiding places or create psychologically threatening narrow corridors along such routes should be avoided. A suitable landscape setting to create extra width and visibility will often be helpful. **The use of low growing shrubs, shrubs with a high thorn content and feature trees do not normally cause these problems given careful positioning and ongoing maintenance.** Larger shrubs should be set back three metres from paths.



*good quality essential footpath design*

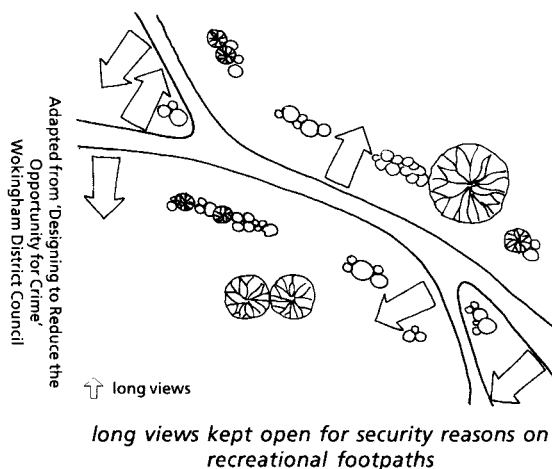
### ■ RECREATIONAL FOOTPATHS AND CYCLEWAYS

6.1.57 These routes, in Luton as elsewhere, are designed to allow residents to move out of the built environment into the adjoining open spaces, the River Lea valley, woodland and recreational areas for the purposes of active or passive recreation and the enjoyment of amenities. Such routes should ideally form part of a wider recreational network. It is important to emphasise to all users of this type of route that they are only suitable for daytime use. Recreational routes also should be designed to minimise any close proximity with rear boundaries and all links between this type of route and the built environment must be as well surveilled as possible.

6.1.58 Recreational footpaths crossing open space areas will typically form part of a larger network and will often be signposted for user legibility.

6.1.59 As with other kinds of essential footpath, it is essential to create as much natural surveillance as possible along recreational routes. In order to achieve this it is necessary to:

- *Ensure long views on recreational footpaths and avoid dense planting close to the path itself which could conceal a criminal. Taller shrubs should ideally be set back three metres from paths to avoid creating opportunities for concealment and attack.*
- *Avoid constraining recreational footpaths routes by fencing, or close planting and ensure that paths contain plenty of escape routes for vulnerable users who might wish to avoid someone, or some group, they see coming towards them in the distance.*



6.1.60 In most cases, lighting of recreational routes will not be required, as such routes are only intended to be used at particular times and circumstances and design should encourage people to make the right choices for themselves. Recreational routes of this type are popular and ideal for use during the day but should be avoided at night, particularly by vulnerable groups such as women and the elderly. Where appropriate an alternative lit route should be made available, such as a footway alongside a road.

### ■ FOOTPATHS/CYCLEWAYS GENERALLY

6.1.61 **There will be occasions when strategically placed bollards or staggered cycle bars are required to prevent motor vehicles and cyclists from using footpaths.**

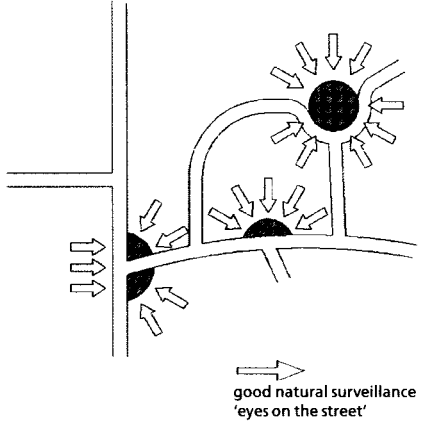
6.1.62 Adjoining properties may be vulnerable from public footpaths/cycleways and it is therefore, necessary to make property boundaries which abut these or other public land secure, especially side or rear boundaries. Windows should not provide easy access from public land. A substantial buffer planted on the outside of the fence line may help to discourage intruders.

6.1.63 As already indicated it is necessary to avoid routing footpaths and cycleways

## SPG Designing for Community Safety in a Quality Environment

to the rear of buildings, but if this is unavoidable, a substantial buffer should be planted between a secure boundary fence and the footpath's margins, with planting designed so as to discourage intruders.

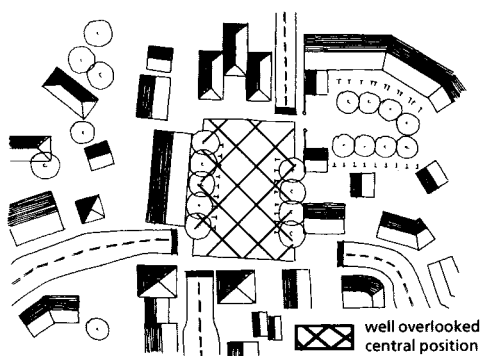
### COMMUNAL SPACES

- 6.1.64 In Luton, as elsewhere, the provision of adequate areas of open space within new development makes a significant contribution to creating a high quality environment and the Borough of Luton Local Plan includes policies specifying the requirements for private and public open space provision. **The provision of open space must be considered as an integral part of the overall scheme design and its functions must be clearly defined.**
- 6.1.65 However, vandalism, assaults and the use of areas to gain access to properties are all problems associated with areas of open space and it is important to have regard to those matters in designing any scheme. Intimidation of younger children by older ones in play areas may be a problem as may be the use of amenity areas by older children for disruptive games or anti-social activity late into the evening/nighttime.
- 6.1.66 Many of the community safety problems of residential open space areas are also those shared with public footpaths and cycleways as in many instances open space areas are closely linked physically with the network of essential or recreational public footpaths and cycleways and should be planned together. Hence it is, again, of vital importance to plan for open space provision from the outset and to treat this as an important part of the development, not as an afterthought.
- 
- The diagram shows a street layout with a central open space area. A large black circle with arrows pointing outwards represents a central node or feature. Smaller black circles with arrows pointing towards the street represent individual 'eyes on the street'. The text 'good natural surveillance' and 'eyes on the street' is written below the diagram with an arrow pointing to the right.
- open space planned as a network*
- 6.1.67 The initial design quality, degree of natural surveillance, standards of subsequent maintenance and level of use/supervision by the local community are all important factors in minimising those problems.
- 6.1.68 The design of public open space facilities should achieve a satisfactory compromise between community safety needs and the aspirations of all members of the community to be able to seek active and passive recreation and to enjoy the environment in which they live.
- 6.1.69 Provision of recreational facilities and meeting places for local communities can help reduce crime in specific areas by providing positive alternatives particularly for young people. Sometimes these may take the form of younger children's play, older children's meeting places, with or without ball game facilities or other types of minority sports facilities. General amenity space also has an important function.
- 6.1.70 Different design ethics will be necessary to identify the needs and potential locations for such facilities as a priority within the overall layout of an area.
- 6.1.71 The aim of applying community safety measures to the location and design of

## SPG Designing for Community Safety in a Quality Environment

public open spaces is to avoid creating potential hazards to personal safety and to create conditions in which users generally feel comfortable and are able to fully understand the degree of risk to which they or their families are potentially exposed when using such areas.

- 6.1.72 The location of open spaces in association with residential development is key to satisfactory use and community safety. Public open space should be designed to attract high levels of use by residents but with appropriate access controls and maintenance regimes.



*good siting of general open space*

- 6.1.73 Natural surveillance of public open spaces for community safety needs to be maximised. **Where it is possible open spaces should be overlooked by adjoining housing ideally at the front and by ground floor windows.** In practice, this will normally mean frontages of properties with boundary enclosures not obscuring visibility. **Consistent with the requirements of road safety it will also be appropriate for some open spaces to be visible from the road network as this will increase the "eyes on the street" effect.**
- 6.1.74 Satisfactory surveillance cannot be provided from the rear of properties, owing to the heights of rear walls and fences which in this type of location would be necessary to achieve privacy

and security of property. Ideally, the design of layouts should ensure that exposed rear boundaries do not adjoin public open space. Designs should avoid exposing gable end walls to potential abuse from ball games and vandalism.

- 6.1.75 Play facilities, particularly for younger children should only be located within developments in situations enjoying a very high degree of natural surveillance. Children's play areas are highly vulnerable and should be clearly overlooked from nearby residential frontages and busy footpaths so that children will be within sight and earshot of adult supervision and assistance. Consideration should be given to the location of play areas for older children away from residents who may be sensitive to noise, for example in the case of elderly/sheltered accommodation.

Adapted from Alan Baxter & Associates  
'Places, Streets & Movement' DETR 1998



*good siting of children's play area*

- 6.1.76 Focal points or likely gathering places especially for older children should be situated well away from adjoining properties but still be visible from dwellings and/or the road network. Where necessary they should be separated from residential properties by a barrier of semi private space.
- 6.1.77 Where a footpath or cycleway passes through a public open space the two

## SPG Designing for Community Safety in a Quality Environment

elements should be well related and the route signposted for user legibility.

6.1.78 As already indicated, communal spaces such as children's playgrounds and seating areas have the potential to generate crime. They should be positioned to be observed from nearby dwellings without disturbing the occupants.

6.1.79 Community spaces involving children's play break down into a number of different types as already indicated.

### ■ YOUNG CHILDREN'S PLAY

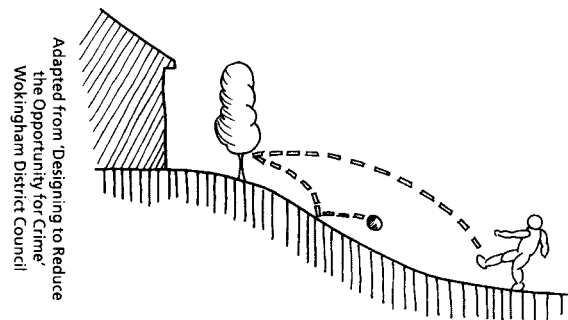
6.1.80 **Very stringent requirements exist for this type of provision with regard to location and the high degree of natural surveillance required.** The illustration below drawn from NPFA Play Standards shows how such a Local Area for Play catering for young children's play activities close to where they live can be accommodated within such stringent requirements.

### ■ OTHER CHILDREN'S PLAY FACILITIES

6.1.81 The need for a different balance between natural surveillance and for a buffer zone between play areas and the nearest residential properties changes with accommodation for older children.

6.1.82 **Any open space used for ball games and other similar activities should be located away from housing as they tend to attract older age groups.** Close proximity will cause residents annoyance.

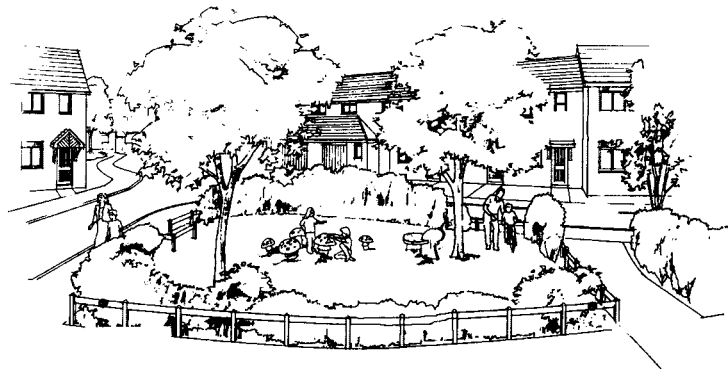
6.1.83 **Similarly, play areas should not be placed near to car parking locations.**



*football area ameliorated by landscaping and landform*

6.1.84 The effect of older children's play/ball games on residential properties can be ameliorated by the provision of shrub planting/mounding or by using landform and existing planting to improve security and avoid nuisance to residents. Residential development should ideally be located at a higher level than accessible open space, particularly active play spaces. **This will protect residents' privacy and security whilst improving the potential for natural surveillance of the public open space.**

Reproduced with permission of NPFA  
Six Acre Playing Space Standard  
Local Area Play



*possible arrangement of young children's play area - close natural surveillance*

### ■ GENERALLY

- 6.1.85 As already indicated, public open spaces should be designed to attract high levels of use by residents. In general terms, the higher the level of use, the safer the space will become. However, **if at the design stage insufficient attention has been paid to access issues, boundary treatments and providing for adequate levels of maintenance, then overuse could result in problems of litter, vandalism, and other abuses such as abandonment of vehicles.** Neglect of an area will quickly change its character resulting in declining levels of legitimate activity, which in turn could attract illegal activities such as drug and alcohol abuse and nuisance from off-road motorcycling etc. Where necessary, access can be adequately controlled through effective boundary fencing, bollard, ditches, mounding and planting, with footpath entrances protected by motor cycle barriers. It is important however to also ensure that disabled people continue to be able to gain access to open space.
- 6.1.86 Play areas will not normally be lit. In smaller areas intended for younger children, there is likely to be positive advantage in not lighting after dark as lighting may encourage misuse by older children. In larger open space areas there may occasionally be advantages in lighting particular trouble spots at night to deter vandalism, alcohol, solvent and drug abuse.
- 6.1.87 Boundaries around children's playspaces need to be clearly defined using 900 mm to 1200 mm wooden or metal palisade type fencing to assist with the surveillance into the space from the outside. Careful consideration should be given to the access requirements of the users of such areas; although self-closing gates are preferable as a means of preventing children escaping from, (and

dogs straying into,) the play area, they may also provide access difficulties for disabled people, the elderly and people with young children.

- 6.1.88 The use of 600 mm high post and rail around the boundary of public spaces such as playing fields will prevent unauthorised vehicle access as may bollards in appropriate locations. However, in many instances it will neither be practicable or desirable for such provision to be made.

### OTHER ASPECTS

#### ■ LANDSCAPING

- 6.1.89 **In Luton, as elsewhere, the design of planting schemes in residential areas should aim to meet both aesthetic and security objectives and, in particular take account of future growth rates and maintenance needs.**
- 6.1.90 The traditional role of planting in such areas has been to improve the appearance of the local environment by adding attractive features and screening eyesores. Insensitive planting, however, can create security risks to both people and property, particularly if the effects of maturity or maintenance needs have been ill-considered. On the other hand if planting is used with care it can make a positive contribution to crime prevention. Designers need to take account of the eventual impact of mature specimens with any scheme, and the implications of and responsibilities for necessary maintenance should be built-in to any proposal. For instance care should be taken to avoid future growth obscuring street lighting or visibility on pedestrian routes. In addition taller species should not be planted near building entrances and maintenance regimes should ensure that trees are pruned to lift crowns in locations where

criminals might use them to gain illegal entry.

- 6.1.91 **Above all, landscaping must not restrict the opportunity for natural surveillance** and should be designed to prevent the potential for hiding places, for example in car parking areas or alongside public footpaths. "Open" forms of landscaping help to achieve this.



*open landscaping allowing natural surveillance from passing traffic*

- 6.1.92 As already indicated the use of low growing shrubs, shrubs with a high thorn content and carefully placed feature trees are usually very successful in retaining natural surveillance and preventing hiding places. Semi decorative railing can also enhance street scenes together with landscaping whilst providing additional safety features.
- 6.1.93 **The use of planting with a reasonably high thorn content (approximately one third) will assist in protecting both people and property and can help to prevent graffiti and unnecessary loitering.** Thorny plants can deter criminals from gaining access over vulnerable boundaries and providing opportunities for concealment. Those objectives should, however, be measured against the need to avoid litter traps which can occur in planting with a very high thorn content.
- 6.1.94 Plants can be used to enhance perimeter security and to soften the image of physical barriers especially on the edges of residential sites.

- 6.1.95 **The design, location and choice of hard landscape features and street furniture should be vandal resistant and securely fixed to prevent removal and damage through vandalism.** They should also not give criminals the opportunity to gain access into or see into private properties.

### ■ STREET LIGHTING

- 6.1.96 It will be necessary to ensure adequate levels and quality of lighting to deter crime and reduce the fear of crime in new residential areas in the Borough.
- 6.1.97 **All development should meet the minimum standards required by BS5489, which sets out recommended levels of illumination for a range of situations to meet adoptable standards.** People feel comfortable in average ground level lighting of 10 Lux or higher. Areas of frontage residential car parking or flats, associated footpath links to premises, points of entry and similar non-adoptable or vulnerable areas should aim to achieve this.
- 6.1.98 The design of any lighting scheme should take account of the proposed disposition of buildings and other structures, existing trees which are to be retained, proposed landscaping and both the manner and degree to which the subsequent development will be used. It is important to avoid creating pools of darkness. Careful design and selection of lighting unit (i.e. with greater directional control) will avoid problems of pollution, visual intrusiveness and vandalism. High pressure sodium fittings should be used which create a white light with better colour rendition.
- 6.1.99 Lighting column design also needs careful consideration to restrict use for climbing.

## SPG Designing for Community Safety in a Quality Environment

### ■ CLOSED CIRCUIT TELEVISION (CCTV)

6.1.100 Circumstances are unlikely to arise where the installation of CCTV would be justified in the construction of new residential development in the Borough.

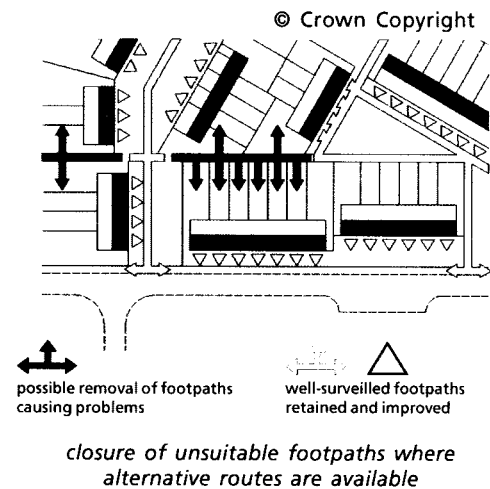
### EXISTING RESIDENTIAL AREAS

6.1.101 Existing residential areas in the Borough are frequently the subject of complaint because of inbuilt community safety problems experienced as a result of the way in which development was originally carried out.

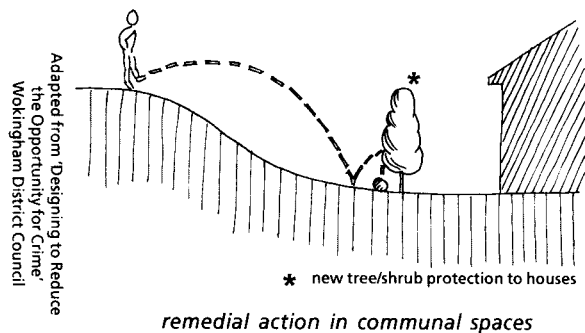
6.1.102 Complaints in such areas tend to concentrate on the following:

- **Misuse of poorly located/designed footpaths, garage blocks and parking spaces**
- **Misuse of communal spaces**
- **Poor street lighting standards in vulnerable locations**
- *Traffic calming requirements*
- *Safety around schools requirements*

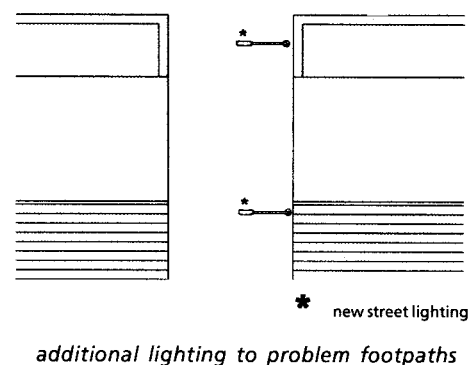
6.1.103 Considerable improvements can be made in existing residential areas for example, by providing alternative footpath routings. Treatment of unsuitable footpaths can be successful provided that community safety aspects do clearly outweigh the need for access and mobility and there is a strong consensus for this. Subways can be improved to give enhanced visibility or be replaced by alternative facilities. Blind spots and poor cul de sac arrangements can be eased and improved parking arrangements introduced.



6.1.104 Remedial measures within communal spaces can sometimes be effective.



6.1.105 Additional street lighting to problem footpaths can be particularly helpful.



6.1.106 The implementation of traffic calming schemes is now a well tried technique in established residential areas providing

**both better road safety and community safety conditions in Luton, as elsewhere.**



*traffic calming in terraced streets*

**6.1.107 The introduction of home zones provides an important recent variation of this theme which has already been successfully implemented in Luton.**



*Home zone approach to problem streets*

**6.1.108 A substantial programme of "Safety around Schools" measures has brought considerable road safety and community safety benefits to parts of Luton and this is an ongoing process.**



*safety around schools*

**6.1.109** The wish for such matters to be dealt with in some way is becoming more prominent whether on an individual (site) basis or across particular areas of the town. This is especially so as community safety/crime reduction issues feature as a natural area of concern for existing communities involved in establishing local area regeneration partnerships in connection with bids for external funding resource under such regimes as New Deal for Communities, Single Regeneration Budget or Home Office initiatives. Successful outcomes in respect of such bids may increase the extent of resources available for such important actions in the near future within some neighbourhoods in Luton.

**6.1.110 Although these matters lie beyond the scope of planning powers, it is becoming increasingly recognised by the Borough Council that they do need to be tackled through programmes associated with local regeneration or by individual action.** Action in such regard can be through physical improvements and/or in some cases by better management, control, conciliation or by other means, for example, positive provision for youth, but some of the solutions lie beyond the scope of this SPG.

**6.1.111 Resolving such issues also requires careful public consultation resulting in a clear steer from the public** as to favoured solutions and without such input it is usually extremely difficult to make worthwhile improvements.

**6.1.112** Again, only in very rare instances will the installation of CCTV to surveil existing residential areas be considered appropriate.

## **6 GUIDANCE APPLICABLE TO OUT OF CENTRE COMMERCIAL DEVELOPMENT**

### **INTRODUCTION**

- 6.2.1 A fairly wide range of such developments have taken place both nationally and in Luton ranging from the traditional industrial estate to the “state of the art” business park and from individual out of centre free standing retail or entertainment outlets to fully developed retail and leisure parks. Some of these developments are single use entities, other contain a mix of uses perhaps combining a range of industrial / office type uses with or separately from uses which draw in large numbers of car borne public such as retail, ancillary uses, petrol filling stations and entertainment establishments including in some instances, hotels, restaurants and public houses.
- 6.2.2 These kinds of developments tend to have broadly similar built forms, in Luton as elsewhere, because they typically consist of substantial often free-standing buildings or “sheds” with their own separate space definition and servicing requirements but often with a need for a substantial degree of commonality in terms of access, parking, landscaping and lighting provision. The provision of such common facilities can become more complex in developments containing a wider mix of uses and in respect of those uses which draw in larger numbers of the car borne public rather than perhaps just employees and a limited number of visitors and service delivery trips.
- 6.2.3 The community safety implications of such developments in Luton, as elsewhere, can vary depending on the

type and mix of development which is incorporated. Burglary, vehicle abandonment and fire-setting, and vandalism are often problems associated with industrial estates and business parks, particularly at night when buildings and compounds are unattended. Such problems may still be apparent in the types of circumstances where the public are drawn to the site e.g. for shopping or entertainment purposes although the longer opening hours of such outlets would normally be helpful in this regard. Wherever, large numbers of the public are attracted to such development or where high value goods are present e.g. for shopping or leisure purposes, the possibilities for crimes against the person, crimes affecting vehicles and possibly the fear of crime may also become more prominent.

- 6.2.4 The kind of development indicated above will have certain in-built community safety advantages over new commercial development in existing central locations because in such instances everything can be planned from new on either a greenfield or a cleared brownfield site. Nevertheless, such developments also carry some disadvantages in community safety terms, notably, the fact that they will not normally be overlooked by residential property and they may not benefit from the “eyes on the street” effect especially in the late evening/night. Similarly, whilst a mix of uses in such locations may do something to enhance their community safety, especially in the later evening and at night time by drawing in a wider range of people for different purposes, it does also need to be recognised that such development is never likely to generate the greater degree of “critical mass” which can be obtained, even at these later hours, in the bustling parts of a town or city centre.

## SPG Designing for Community Safety in a Quality Environment

6.2.5 As with other kinds of development, broad principles need to be applied to Out of Centre Commercial Development to maximise community safety whilst also ensuring an attractive overall environment. Key to this are:-

- *the use of natural surveillance, wherever possible;*
- *a clear demonstration of public/private space to denote control and ownership;*
- *the use of psychological and where necessary physical barriers.*
- *other specific measures.*

6.2.6 These broad principles are integrated into the detailed guidance for such development set out below:

### ROADS AND FOOTPATHS

6.2.7 A key element for the security of any commercial development in Luton as elsewhere is to discourage casual intrusion particularly outside normal trading hours. **Access or access points should be restricted to as few routes as possible taking into account the requirement for convenient and safe circulation.** Routes should always be designed to serve the development rather than provide unnecessary access.



*road layout to typical development*

6.2.8 The approach and entrance to any commercial development should include features which give users images of ownership and control. Clear directional

signing, well maintained access control facilities (manual, mechanical or electronic), suitable lighting and unobstructed sight lines will assist.

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*entrance feature*

6.2.9 **Clear and well sighted directional/conditions of use signs should be available, helping to designate areas for private, service and goods vehicle use.** Clear through access must always be available for the attendance of emergency vehicles.



*clear signage*

6.2.10 On larger industrial estates or business parks, in particular, a manned gatehouse or entrance pavilion may be desirable. Where a gatehouse is not proposed or considered to be necessary, a physical or symbolic threshold should indicate where the public domain ends and the estate or park starts. The use of rumble strips, changes of road surface by colour or texture, brick pillars or the narrowing of entrances can help to create the impression of a psychological change in status at such points.

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entrance pavilion

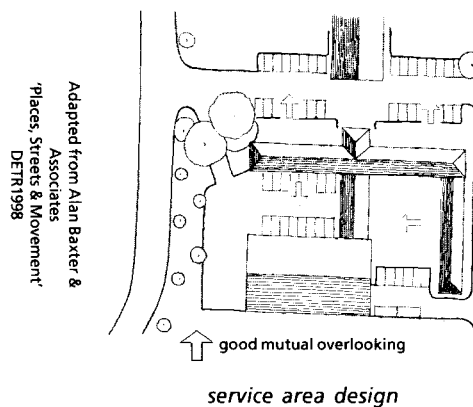
- 6.2.11 **Where the facilities are shared, mutually agreed security arrangements for common roads and common services should be made.** This has proven very successful on a number of business and retail parks nationally.
- 6.2.12 **Service roads should have good lighting, clear road markings and other informative signs** like unit location boards to help guide and supervise traffic movement.
- 6.2.13 Wherever possible, access and service roads should be overlooked from buildings and the "eyes on the street" effect should be encouraged.
- 6.2.14 Pedestrian routes through such sites will not normally be appropriate unless they would serve a strategically important function, in which case they should be properly designed and routed.

### SERVICE AREAS

- 6.2.15 Depending on the circumstances of the development, service areas may lie within the private area of the premises defended by appropriate physical perimeter treatments and this will assist in their security. In other instances, service areas may be shared with other units and perimeter treatments in the same way may not be capable of being so provided. However, **in all circumstances a clear distinction should be made as between service areas in to which the public should not have access and areas designated for staff/visitors' parking** as from both a crime prevention and wider

safety viewpoint the mixing of these two separate functions is not be encouraged. This is especially important where retail developments are concerned.

- 6.2.16 It is important to ensure that the loading and unloading of goods vehicles does not cause normally secure areas to become insecure. The design layout has to consider this aspect to maintain security.
- 6.2.17 Service yards should be overlooked from buildings and be well lit. Back to back service yards can be a good way of ensuring mutual overlooking and deterring intruders. If an external storage area is proposed this should be contained within a secure enclosure, positioned away from the side of the building and should be well lit. The enclosures should not be ugly or incongruous in appearance.



### PARKING AREAS

- 6.2.18 As with the servicing element above, parking areas for staff and visitors may lie within the private area of the business premises as defined by appropriate physical perimeter treatments, or be accommodated within larger areas of common parking, depending on the nature of the development overall. The latter solution will be more common in some types of business park and also in instances where large numbers of car borne customers are drawn to the site

by retail or leisure/entertainment uses. However, as already indicated, wherever practical, parking areas for service vehicles and cars should be separate, car parking areas should also be designed to have a limited number of access points and to prevent vehicles parking directly against secured buildings.



*separation of service vehicles/ car parking*

- 6.2.19 **As far as possible, visitor/customer and staff parking should be overlooked from buildings and building entrances should normally face customer car parks and public transport stops.** Parking areas should be well lit with a safe, direct and clearly defined access for drivers/public transport vehicles and people arriving by foot/cycle to the building.

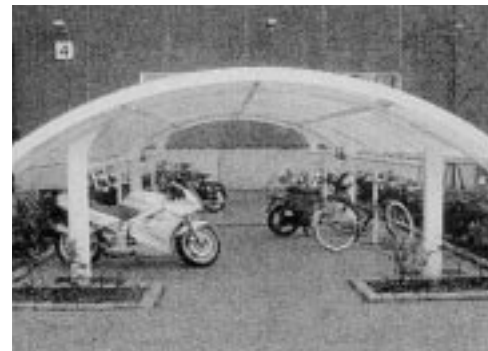


*pedestrian route in retail car park*

In larger developments containing a strong retail or leisure/entertainment element **a properly distinguished pedestrian route should be formed through the parking** area provided with suitable measures to control traffic speed

but maintaining natural surveillance to the full.

- 6.2.20 **Remote car parks, unsupervised and out of sight of the building occupiers, are always a considerable crime risk.** Private owners are unlikely to leave their vehicles in such areas and will park them on access roads or other safer locations causing unnecessary obstruction and congestion.
- 6.2.21 **Where appropriate, suitable parking accommodation for the long term and safe storage of cycles and motor cycles should be considered.** These areas should be placed so they can be easily observed and controlled by users.



*safe cycle parking*

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- 6.2.22 It would not normally be anticipated in out of centre commercial developments in the Luton context that recourse would need to be made to the provision of multi-storey or underground car parking. Further guidance on these forms of parking provision, however, is given in Paragraph 6.3.15-19 below.

### **PERIMETER TREATMENTS AND LANDSCAPING.**

- 6.2.23 **In most circumstances, out of centre commercial developments will have a well defined physical or psychological perimeter to indicate the clear demarcation between public and private space.** This influences and encourages

control and ownership by people within the development.

6.2.24 **Barriers may either be psychological or physical.** Reference to psychological barriers has already been made in Paragraph 6.2.10. The objective is to clearly define private space as being owned and controlled, making unauthorised persons entering feel vulnerable and exposed. In many instances a physical barrier will be the preference.

6.2.25 The location of physical barriers will very much depend on the size and nature of the development and the degree to which it depends on common provision of access, servicing and car parking. **The design of boundaries (type of fencing and landscaping) needs to combine adequate security with acceptable appearance and will require careful consideration.**



*secure industrial estate / premises boundary*

In the case of long stretches of perimeter fencing, careful consideration should be given to the provision of signage for emergency service access.

6.2.26 Traditional industrial estates are often developed as a series of individual plots with access off spine roads. In such situations it may not be practicable for the development as a whole to have security perimeter fencing but for each unit to have its own security fence and landscaped boundaries. This has a highly beneficial effect on victimisation levels. The effect can be maintained where collective perimeter fencing of units is provided if provision is also made for site-wide security outside of normal hours,

ie by either guarding or access control.

6.2.27 Higher quality business park developments which depend on shared parking, high landscaping/environmental quality and a high degree of CCTV and personal surveillance and supervision may require an approach with a definite but unobtrusive boundary fence. Such development may require few physical barriers within the development itself outside of immediate service areas. In such cases a psychological rather than a physical approach predominates.

6.2.28 Similarly, in developments dominated by retail and/or leisure/entertainment uses, the need for large scale shared public car parking makes the provision of overly protective perimeter fencing largely unnecessary. Therefore, again a definite but unobtrusive external boundary fence with suitable landscaping would suffice with few physical boundaries within the development outside of immediate service areas.

6.2.29 Where a physical barrier is the appropriate solution, walls, fences or reinforced hedging to a minimum height of 2.4 metres is usually to be preferred to fences as these are a more robust solution and harmonise more appropriately with the design of the buildings themselves.

6.2.30 For increased security, fences should be at least 3 metres high to give added protection against climbing. Again, the choice and style of the physical barrier must be determined by the risk factors appropriate for the location and the intended use of the site.

6.2.31 **For security purposes, open welded mesh steel panel fences or expanded metal construction is recommended.** The attack resistance of the mesh screen is dependent on the gauge and mesh size which dictates the number of strand cuts

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needed to produce an aperture of sufficient size for an intruder to enter. For increased security, a smaller mesh is recommended, reducing the fingerholds and footholds available for climbing purposes. (BS 1722 : Part 10 and 14 refers).

6.2.32 **Palisade fencing with corrugated metal pales and splayed pointed tops can be an alternative and should be erected in accordance with BS 1722 : Part 12.** This type of fence may give an impression of "fortification" which can be softened using coloured polyester powder coating and rounded or notched tops to the pales. Darker coloured coatings are known to assist visibility through the fencing.

6.2.33 Chain link fencing is a woven metal product which is relatively easy to cut and penetrate using simple hand cutting tools. This product is suitable for use as boundary demarcation with delay being the main requirement and not security.

6.2.34 **Anti ram raid bollards should be considered for all medium to high risk industrial and commercial premises** where building protection by other physical means is inappropriate or undesirable. Alternatively the use of strategically placed large flower boxes and other architectural features can have a similar preventative effect. Such protective measures also need to take into account the requirements for emergency service access.



*anti ram precautions*

6.2.35 A high standard of landscaping is required to out of centre commercial developments as in many instances they will be very prominent to public view and in the wider built environment/landscape. Appropriate landscaping treatments, however, will take full regard of the need to provide fully for community safety in such developments.

6.2.36 **It is important that landscaping complements other security features within the development and does not interfere with natural surveillance over the site.** Any unauthorised persons should be clearly visible.

6.2.37 Within the above framework, it is expected that main peripheral boundaries and other prominent frontages and boundaries will be landscaped in order to ensure that security and other fencing do not dominate the scene and lead to a "fortress appearance". Allowance should be made in landscaping schemes for intermittent views into and out of individual sites.



*intermittent view of individual site*

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6.2.38 Whilst there may be instances where heavy screening is required in order to shield unsightly structures or security fencing, this will be an exception. Planting against buildings should not be allowed to grow so that it becomes a hiding area for the would-be thief. **Any plant growth should not mask window areas or entrance routes into doorways.**

6.2.39 Landscaping in most situations and especially in car parks will need to be

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“open aspect”, i.e. grass or surface texturing, low/medium growing shrubs, with or without a high thorn content and appropriately located feature trees especially in areas such as car parks where natural surveillance is at a premium. It can complement other security measures taken.



*“open landscaping” in car park*



*good visibility in car park*

- 6.2.40 **The careful use of prickly shrubs and thorn hedges will help to ensure callers use only the designated routes around the site.**

### **BUILDING DESIGN FEATURES FOR INDUSTRIAL UNITS**

- 6.2.41 As already indicated, industrial units in Luton as elsewhere are particularly vulnerable to criminal activity because of the long out of trading hours associated with such users. Unlike some of the other forms of commercial development dealt with in this part of the guidance, it is important that the perimeter for each unit is clearly defined

and encompasses its own designated parking and loading areas. As already mentioned, the general layout should ideally also comprise of back-to-back service yards with gates to restrict and control access.

- 6.2.42 In addition to the above, it is also important that the building construction in these instances takes into account, the high vulnerability of this type of building to break ins and burglary. Although specific measures cannot be required in this regard under the Planning Acts, it is in the interests of both developers and occupiers to design with this problem in mind. Ways in which this can be done include:-

- *The use of robust construction and **materials resistant to manual attack and damage is essential for the provision of security.** For example, walls constructed of alloy sheeting with a sandwich of soft insulating material can be vulnerable to attack by chain saw or similar tools. If such materials are used, the first two metres of height should be of brickwork or materials of a similar strength. An alternative is for the sheet cladding to be reinforced by an internal lining of welded steel mesh.*
- ***The structure should be designed without deep recesses in the building line which might allow an intruder to work unseen.** Equally, features which provide climbing aids to the roof or windows should be avoided, such as stepped walls, external pipework and fencing.*
- *External doors are often the focus of criminal attention. **Careful consideration is needed to keep the number of entrances and exits to a minimum.** The position, design and physical strength of the door set must*

also be considered to prevent attack. Secured By Design recommends that door sets should comply with the requirements of the Product Assessment Specifications (PAS)24 Test for Doors of Enhanced Security and that windows comply with BS7950. There are also requirements for window and door sets under the remit of Building Regulations.

- **If window shutters are required the window boxes should be constructed as part of the building fabric for added strength and not as an addition after build fixing.**
- Attention to the roof structure detail is needed, particularly skylights which intruders may use to enter the building. Entry is unlikely through a roof which is difficult to reach.
- **Substantial lockable shutters should be fitted to the loading bay entrance without viewing panels.** Where a viewing window is required it should be designed to prevent the panel from being removed, leaving a hole which can be used to gain entry or small enough to prevent entry.

### LIGHTING

- 6.2.43 The principal objective in designing lighting systems for commercial property is to promote safe and efficient movement of vehicles and pedestrians.
- 6.2.44 **Lighting should always be designed for a specific purpose, to be efficient and effective in providing sufficient light** for the task in hand without affecting the surrounding area.
- 6.2.45 **The lighting design should be based on BS5489 along with current lighting guides and test standards.** The end result should be 'quality and not quantity' - reducing

light pollution and light trespass.

### CLOSED CIRCUIT TELEVISION (CCTV)

- 6.2.46 **The provision of out of centre commercial developments including retail parks with CCTV is an obvious and effective way of enhancing community safety** in such locations especially as it can be planned right from the start as part of a comprehensive approach to site development. It is in the interests of developers and occupiers that such provision be considered and is certainly in the interests of visitors and customers especially when large numbers of the public are likely to be present. It is also in the interests of good development as the presence of a CCTV system in such situations may allow a less stringent approach to be adopted towards the provision of physical barriers than might otherwise have to be the case, enabling new developments to have a less "fortress like" image. However, extensive use of CCTV cameras may also cause distress, therefore its use and siting should be carefully considered.

- 6.2.47 Whilst, as indicated, there is some doubt over the ability of the Local Planning Authority specifically to require the installation of CCTV systems, they can facilitate this in relation to requiring the submission of a security package for the development as a whole either through planning conditions or Section 106 agreements with the agreement of the developer. This is certainly a course of action which the Borough Council would wish to encourage, including in the case of retail developments, where, unfortunately traders remain generally reluctant to make a significant contribution to commercial preventative measures.

## 6.3 GUIDANCE APPLICABLE TO TOWN CENTRE AND LOCAL SHOPS AND BUSINESSES

### INTRODUCTION

- 6.3.1 Town centres and businesses in district and local centres in Luton as elsewhere are frequently the target of theft, burglary and vandalism. With the presence of high value goods and many opportunities for crime, these areas often attract some of the highest crime levels. Many of the measures needed to counteract this comprise co-operation between the police and retailers using measures such as retail link/CCTV etc. which largely fall outside the scope of this Supplementary Planning Guidance.
- 6.3.2 More particularly is a consideration of the character of these areas which also has an impact on the fear of crime and indeed the actual incidence of crime, particularly outside opening hours.
- 6.3.3 Luton town centre and the town's local/district centres rarely have the advantage of having been purpose designed so that community safety features can be built directly into development from new although the Arndale Shopping Centre has some advantages in this respect. Rather, development has grown organically over very many years and usually has a mix of good and bad features from a community safety viewpoint. New developments similarly have to fit into an existing situation for good or bad.
- 6.3.4 Again in town centre and local commercial areas, in Luton as elsewhere, **it is the importance of natural surveillance which is paramount.** In this respect, such areas may often have the advantage in

community safety terms over the sort of out of centre commercial developments described in Section 6.2 which tend to close down more completely in the late evening/night time. Some of the advantages which established centres may demonstrate in this respect include:-

- *natural surveillance from nearby residential properties or accommodation built above commercial premises.*
  - *a good mix of uses leading to a range of activities taking place "around the clock" e.g. student accommodation mixed in with leisure, entertainment and arts uses.*
  - ***good "eyes on the street" from passing vehicles e.g. in traditional district and local centres.***
  - ***good "eyes on the street" from pedestrian usage of areas kept alive well into the evening/night time by an active evening economy.***
  - *other kinds of evening activity e.g. deliveries/cleansing operations.*
- 6.3.5 Some of the existing difficulties in traditional town centre and district/local centre locations, including in Luton, comprise :-
- *areas outside or to the rear of main centres of people generating activity where low usage particularly in the late evening/night time may lead to a heightened fear of crime.*
  - *pedestrian routes, pedestrianised areas and urban/civic spaces which are busy and safe by day but which can become intimidating at night when they are less well used.*
  - *areas with characteristics which make them feel isolated at night e.g. car*

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*parks (whether surface or multi storey); underpasses or footbridges; public transport facilities when usage is low and other activities are not present.*

- *any areas which have restricted visibility or sight lines especially along pedestrian routes/footways, whether by reason of horizontal or vertical visual obstruction.*
- *any areas which have restricted lighting which will enhance fear of crime.*

6.3.6 With regard to town centre/district - local centre locations, including in Luton, it is increasingly becoming apparent that the greater the level of use of public spaces by responsible citizens particularly in the evenings and night times, the safer people will feel and be because a greater "critical mass" will generate higher levels of natural surveillance. Elements which can help to widen the range and activity of the night time economy include:-

- ***a greater emphasis on mixed uses including residential whether in the form of student accommodation, small household units or "living over the shop".***



*mixed uses*

- ***encouraging later opening of shops and other "bridging" activities*** such as late opening libraries, coffee shops, sports facilities, tea dances etc. to extend office hours activity through into the later evening entertainment hours.



*"bridging" activities*

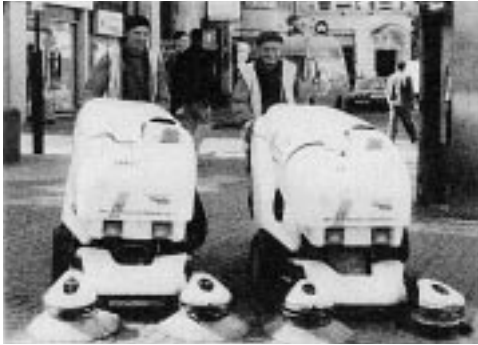
- ***encouraging a wider range of activities taking place into the late evening/night time*** including leisure, entertainment and cultural uses - encouraging more restaurants, sports, arts and cultural uses to complement existing pubs and clubs will help to generate a wider mix of night time users and help to reduce levels of crime.



*late evening/ night time activities*

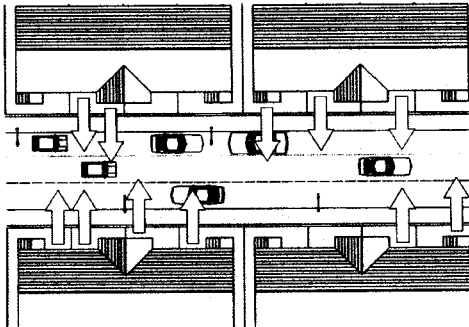
## SPG Designing for Community Safety in a Quality Environment

- *bringing empty shops into temporary active use, removing graffiti, flyposting, signs of dereliction and vandalism and **ensuring high levels of street cleaning and tidiness.***



*high levels of street maintenance*

- **allowing on-street car parking where appropriate** : such areas are less intimidating to use at night compared with even well secured multi storey car parks.



*on - street parking at night*

- **encouraging a high quality of environment which will attract people to use communal spaces** as part of the evening economy for the right reasons and which will pay dividends in a reduced incidence of crime.



*high quality environment well used*

- **encouraging urban art, floral displays, street entertainment and improving levels of illumination all of which increase activity and add to the "feel safe" factor.**



*floral displays*

6.3.7 Care should, however, be exercised to locate entertainment areas and premises to avoid nuisance to nearby residents. Routes from public transport discharge points to entertainment facilities should not go through mainly residential areas.

6.3.8 More detailed guidance in respect of the carrying out of new developments in these areas are set out below:-

### **PEDESTRIAN ROUTES, PEDESTRIAN AREAS AND URBAN CIVIC SPACES.**

6.3.9 Where these are included as part of new development, care should be taken, as far as possible, to provide:-

## SPG Designing for Community Safety in a Quality Environment

- **natural surveillance from buildings wherever possible.**



*natural surveillance from buildings*

- **“eyes on the street” surveillance wherever possible from nearby trafficked streets.**



*“eyes on street” surveillance*

- **good clear visibility for pedestrians using such areas avoiding natural hiding places and tall growing shrubs.**



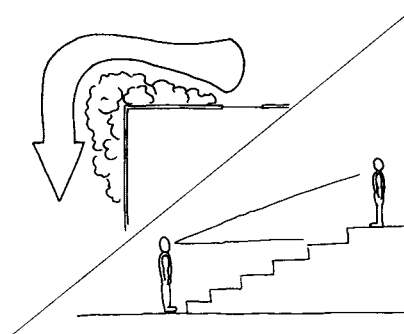
*good clear visibility*

- **a high quality of hard landscaping incorporating clear stemmed trees, lower growing shrubs, (high thorn content may be appropriate in particular locations), appropriate street furniture, public art, floral displays and adequate levels and quality of lighting.**



*good quality 'public realm' design*

6.3.10 A particular problem in Luton Town Centre with its many changes of level is the possibility of incurring vertical blind spots, as well as, of course, more common horizontal blind spots. Care needs to be taken to minimise any future difficulties of this type as well as to avoid the need for additional footbridges or underpasses not under the positive surveillance and control of a responsible body, if at all possible. Existing footbridges, ramps and subways within the Town Centre pose particular problems which will require longer term solutions lying outside the scope of this SPG.



*blind spot problems can be reduced through good design*

### SERVICE AREAS

6.3.11 Service areas may take many different forms depending on the circumstances of the existing street environment and the surroundings generally into which the new development will need to fit. However, as in the case of out of centre commercial site development (Section 6.2) the following guidelines will assist both in Luton town centre and the district/ local centres:-

- **service areas especially to the rear should be secure and have lockable gates.**
- *wherever possible access to service areas should be restricted and there should be some natural surveillance.*
- **service areas should be clearly distinguished.**
- *service areas should not lead to normally secure areas becoming insecure.*



*well secured service area*

### PARKING AREAS

6.3.12 Problems of criminal activity in car parks include theft from and of vehicles, vehicle abandonment and fire-setting and assaults on individuals. In addition users of car parks can feel threatened walking to and from their vehicles.

6.3.13 Most traditional town centre and district/ local centre outlets, in Luton as elsewhere, will not have or be able to provide their own parking but will have to rely on existing public or communal parking in the locality.

6.3.14 In respect of surface car parking to serve town centre or district local centre needs, which is provided, the following guidelines, which summarise points made earlier in this guidance, will be appropriate.

- *car parks should be located wherever possible so they are readily visible from nearby buildings and well trafficked routes. The boundary of the car park should allow for views into it from these routes.*
- *car parks should have a limited number of access points and be well lit.*
- *well defined main footpath routes should be quickly accessible from parking bays and should provide a direct route to the facilities served. They should be well signed and well lit.*
- *smaller private car parks should be secured at night to prevent unauthorised parking in what are often more secluded locations.*
- *as indicated elsewhere in this guidance planting can be very useful in visually sub-dividing larger car parks but should be designed to avoid the creation of potential hiding places, e.g. by using a combination of clear-stemmed trees and low level shrubs below waist height.*

6.3.15 The provision of multi storey car parking or even underground parking may be proposed especially in town centre locations where space is at a premium.

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6.3.16 **Each of these methods of providing car parking requires a specialist approach to be adopted in accordance with secured by design principles and they need to take fully into account the security needs of vulnerable users.**

6.3.17 The design of decked car parks should ensure as far as is possible that opportunities for concealment of criminals are avoided. This will mean minimising the number and width of internal support columns and the use of glazed walling to maximise natural light and surveillance. Exit signs should be clearly visible. The design should be vandal resistant, internally light in colour and featuring a high level of artificial lighting in parking areas and circulation routes. A clear indication of the route to nearby public spaces or other facilities is essential.



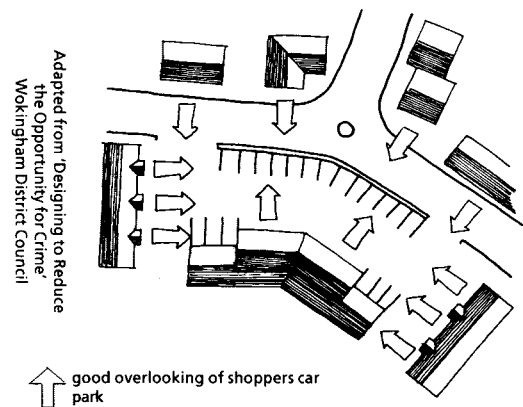
*"Secured Car Park"*

6.3.18 In addition, **underground car parking requires a high level of control using a combination of a gating system, access control, closed circuit television coverage and appropriate lighting levels.**

6.3.19 More detailed specific guidance for the provision of appropriate community safety in the above types of car park lies outside the scope of this SPG but any such proposal would require early and detailed consultation both with the Borough Council's development control

staff and the Police Architectural Liaison Officer.

6.3.20 **In some locations, more usually district/local centres, car parking may exist or can be provided either by lay-bys alongside a public road or in a separate parking area to the front of a parade of shops.** Such arrangements are usually beneficial from a communal safety viewpoint especially if they are overlooked by nearby housing and viewed effectively from the street.



*district/local centre layby parking*

6.3.21 **On site parking under buildings or via an "archway" access may be possible in some locations,** although parking policies in the town centre make this more unlikely in that location. Where such parking is provided, this should be



*protected under building car park*

overlooked from the building and adjoining properties wherever possible and should conform to the relevant standards with regards to providing for emergency access. Wherever possible, an area should be retained at the front of commercial properties in such locations for pedestrian access and people orientated activity.

### PEDESTRIAN ACCESS TO BUILDINGS

- 6.3.22 Pedestrian access to public buildings, business premises and entertainment facilities within the town centre and district/local centres should be **directly from the street or other public area to a frontage entrance into the building**. Where necessary, accesses should be equipped for use by persons with disability or limited mobility.



*pedestrian access to building*



*good quality ramps allowing easy access into town centre buildings*

- 6.3.23 This arrangement focuses activity onto the street where natural surveillance is most effective as a result of vehicular and pedestrian traffic. It is particularly important for premises which will operate after dark. Designs which turn their back onto the street and have pedestrian entrances facing rear customer car parks are generally more dangerous owing to the loss of natural surveillance provided by activities on the street and other buildings.

### BUILDING AND PERIMETER DESIGN FEATURES

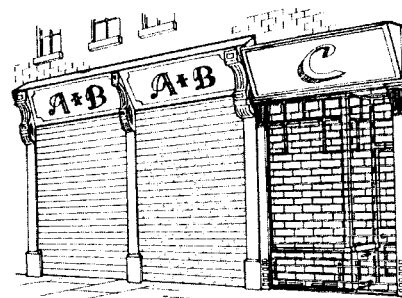
- 6.3.24 **Perimeter treatments to service and other similar areas in a town centre or district/local centre location will usually need to be constructed in higher quality/visually pleasing materials in order to harmonise effectively with surrounding "urban" development.** Hence the use of screen walls and some ornate railings/grilles will be more acceptable than industrial forms of fencing/landscaping.



*use of robust perimeter metal railings*

- 6.3.25 Where flats are proposed as part of a mixed use development, windows of habitable rooms should be positioned so that service areas and domestic bin storage areas are overlooked.
- 6.3.26 Security requirements often suggest that both existing and new buildings will require shop front protection in the form

of the installation of shutters. It is especially unfortunate when commercial areas containing historic buildings or buildings within Conservation areas come under such pressure. Special care needs to be exercised in such instances. PPG15 advises that "External steel roller shutters are not suitable for historic shopfronts. Traditional timber shutters give reasonable protection : laminated glass and internal chain-link screens are modern alternatives".



X X ✓  
acceptable shutter design

6.3.27 In such locations, therefore:-

- **external shutters (for instance roller shutters with protruding boxes) will not normally be permitted.** Such shutters, especially solid ones, lead to sterile and bleak frontages, particularly at night, and tend to create a hostile, threatening environment. They can also be a magnet for vandalism and graffiti. Shutters need to be designed as an integral part of the shop front to be satisfactory in visual terms.
- **the use of internal shutters will be encouraged where security is a particular issue.** These should be of the open mesh or grille variety that allow light to permeate out to the street or in from the street. In most cases planning permission will not be necessary for such shutters.
- **in the town centre, new developments will be encouraged to have 24 hour internal lighting, using energy-efficient sources.** In addition to security benefits for the shops themselves such lighting makes town centres feel safer at night.

6.3.28 The Borough Council's "Shop Front Design Guide" gives further guidance on these points.

#### LIGHTING

6.3.29 **Levels of lighting in the town centre and district/local centres need to be of a good quality overall.**

6.3.30 **The use of varying light levels and diverse sources such as spots and floodlights may be appropriate** in areas of architectural or historic interest and may contribute to providing a more welcoming ambience.



use of varied light source

6.3.31 **Where low level lighting is used, fittings will need to be highly vandal resistant.** PPG15 suggests that high pressure sodium lamps with well controlled spillage may be preferable in environmentally sensitive areas.

### CLOSED CIRCUIT TELEVISION (CCTV)

6.3.32 **Publicly commissioned CCTV is becoming increasingly common in commercial areas within Luton town centre** and may also be considered in other District/local centres. A major scheme has already been implemented in Luton Town Centre as a public/private partnership with Home Office support and this has greatly helped to instill new levels of confidence in the use of public spaces in the town centre. In all instances, care will be needed to integrate CCTV installation with the appropriate standard of street lighting in the vicinity.



*CCTV 'on the street'*



*CCTV : the control room*

6.3.33 **The installation of private CCTV may be considered necessary in respect of the development of new commercial projects** such as retail, leisure developments or where new car parks for such uses are involved in town centre and district/local centre locations. In such instances there may be opportunities for these to be integrated with the main public system provided.

6.3.34 **Sensitivities may arise in existing centres in respect of the need to protect historic buildings with CCTV.** In practice, in such instances, a balance has to be struck between the need to protect historic buildings and the need for security. PPG15, "Planning and the Historic Environment" Annex C advises that only undamaging and visually unobtrusive positions should be agreed, where CCTV equipment is to be attached to a listed building.

### 7. CHECKLIST

#### GENERAL PRINCIPLES

- *Early consultation on new development proposals with the Force Architectural Liaison Officer and the Borough Council's Development Control Officers*
- *Development Brief for new development proposals taking community safety into account*
- *Negotiations and discussion on new development proposals*
- *The Borough Council supports the 'Secured By Design' standards for physical security on new and upgraded developments*
- *Proper arrangements for the long term maintenance of new public areas*
- *High quality environmental design and good design for community safety run alongside each other*

#### RESIDENTIAL AND ANCILLARY DEVELOPMENTS

##### LAYOUT OF BUILDINGS AND SPACES

- *Design places that residents can identify with and feel a sense of belonging*
- *Allow for unobstructed views of neighbouring property balanced with need for privacy: natural surveillance*
- *Provide a mix of dwelling types to improve surveillance at different times of day*
- *Importance of defensible space adjoining dwellings to give residents control*
- *Careful layout to bring defensible space alongside dwellings with real or symbolic barriers to "mark" them*
- *Importance of small housing clusters with direct access for residents but with limited or controlled permeability for others*
- *Provide suitable front boundaries to allow natural surveillance from the street.*
- *Promote appropriate dividing fences between dwellings.*
- *Side and rear fences provided to appropriate standards.*
- *Clear naming and numbering of premises required.*
- *Where possible water, electricity and gas meters should be placed outside and to the front of the building.*

##### Avoid:

- *Creation of natural hiding places*
- *Direct public / private space interface*
- *Public spaces which are not directly overlooked*
- *Unnecessary and adhoc through routes*
- *The design of boundary walls, refuse and fuel stores, low flat roofs and balconies which could be used as a climbing aid.*

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### MOVEMENT AND COMMUNICATIONS

- *Layout design to balance need for convenient and purposeful movement with maximum natural surveillance and defensible space*
- *Provision for pedestrians and cyclists as well as cars - plan for from the outset*
- *Encourage the design of state layouts which can be designated as 20mph zones*
- *Minimise the risk of accidents to pedestrians and cyclists by excluding or discouraging non access traffic, reducing vehicle flows and restraining vehicular speeds*
- *Entrance routes designed with physical or psychological barriers.*
- *Parking should be designed so as to have a minimum impact on the street scene whilst maintaining optimum natural surveillance*
- *Where parking is at end of garden, boundary fence designed to allow view out.*
- *Communal parking is best provided in small groups and within sight of the dwellings to optimise natural surveillance*
- *Communal parking (off street) best provided where natural surveillance is high or where protected "archway" access or similar can be provided*
- *A gable end window can look out over parking between dwellings*
- *Lighting levels - quality and not quantity*

### Avoid:

- *Unsurveilled communal parking or garage blocks which are not adequately secured*
  - *Rear access roads unless well surveilled and lockable*
  - *Plan to achieve a good density of usage on footpaths / cycleways by connecting these to facilities that matter*
  - *Plan to incorporate existing footpaths where appropriate but in the most suitable form*
  - *Plan to provide footpaths which are short, direct and limited to those which meet an obvious need*
  - *Provide for as much natural surveillance as possible of footpaths and cycleways from the fronts of nearby residential properties and from roads to maximise the "eyes on the street" effect*
  - *Distinguish between the requirements for essential footpaths / cycleways and for recreational footpaths / cycleways including in terms of lighting*
  - *Introduce features to dissuade loitering on footpaths*
  - *Shrubs against footpaths to be maintained at low level*
  - *Bollards or cycle bars placed on footpaths to prevent misuse*
- ### Avoid:
- *Long lengths of footpath/ cycleway built away from houses / roads unless this is for a clear recreational purpose*

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- *"dog legs", overgrown planting or any features which prevent visibility along a footpath / cycleway route*
- *Footpaths and cycleways located to the rear of residential properties: where this cannot be avoided provide a barrier of semi private space*

### COMMUNAL SPACES

- *Plan for communal space provision at the outset - not as an after thought*
- *Plan for maximum natural surveillance of communal space so that this is clearly visible ideally from the fronts of nearby housing and, where appropriate from the road network, ie observation without disturbing occupiers of housing*
- *Play areas not placed too near car parking locations*
- *Special care in the location and design of young children's play areas*
- *Special care in the siting of play areas which will attract older children / ball games*
- *Boundaries to children play spaces to be clearly defined to allow view in*
- *Suitable protection for public open space boundaries*

#### Avoid:

- *Location of open space to the rear of dwellings*
- *Location of open space where balls may be thrown against the gable end of housing*

### OTHER ASPECTS

- *use of robust landscaping recommended*
- *"open aspect" landscaping recommended - clear stemmed trees and ground cover recommended in order not to impede natural surveillance*
- *many practical uses for spiny or thorny shrubs*
- *Street furniture and other landscape features to be securely fixed*
- *public lighting to comply with BS5489 for lux levels*
- *well designed lighting required - quality and not quantity needed*
- *CCTV rarely justifiable in new residential schemes*

#### Avoid:

- *Trees / bushes impeding natural surveillance especially along footpaths and in car parks*
- *trees / shrubs becoming overgrown*
- *trees / shrubs and structures becoming climbing aids for access into property*

### EXISTING RESIDENTIAL AREAS

- *Opportunities for improvement by remedial action ameliorating the effects of:*
  - *poorly located / designed footpaths*
  - *misuse of communal space*

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- inadequate street lighting in vulnerable locations

- *opportunities for traffic calming/ home zones and "safety around schools" improvements*
- *opportunities to work with local communities to further community safety objectives through regeneration activities*

### OUT OF CENTRE COMMERCIAL DEVELOPMENTS

#### ROADS AND FOOTPATHS

- *Access should be restricted to as few routes as possible, designed to serve development rather than provide unnecessary access*
- *Clear directional signing*
- *Mutually agreed security arrangements between businesses*
- *Good lighting to service roads*

#### SERVICE AND PARKING AREAS

- *Where practical, commercial and private vehicle parking should be separated*
- *Service yards overlooked from buildings and to be secure and well lit*
- *Parking areas should be overlooked from buildings and be well lit*
- *Properly designed pedestrian route from car park to building entrance*
- *Clear views within car parks*
- *Remote car parking puts vehicles at risk*
- *Clear directional signing*

- *Suitable observed storage for motorcycles and cycles*

#### PERIMETER TREATMENTS AND LANDSCAPING

- *Well defined perimeters are a must*
- *Physical barriers to appropriate standards*
- *For security purposes use open welded steel panel or expanded panel fencing*
- *Metal palisade fencing can be an alternative*
- *Anti ram bollards, large flower box or other architectural features placed to prevent vehicle raids*
- *Psychological barriers can be effective*
- *Landscaping should complement other security arrangements.*
- *Use of prickly shrubs and thorn hedges to encourage use of designated routes.*
- *Any planting against buildings should not mask windows or doorways.*

#### BUILDING DESIGN FEATURES FOR INDUSTRIAL UNITS

- *Use of robust construction and materials resistant to manual attack*
- *Designed without deep recesses and climbing aids to prevent access to roof and other levels*
- *Restrict entrance doors to practical minimum*
- *Window shutters to be part of the construction detail and not an addition*

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- Lockable delivery shutters without viewing panels. Otherwise window design to incorporate features to prevent removal

### LIGHTING

- Lighting designed for specific purpose, to be efficient and effective
- Lighting design based on BS5489 with lighting guides and test standards

### CLOSED CIRCUIT TV (CCTV)

- Highly effective in purpose-built developments

## TOWN CENTRE AND LOCAL SHOPS AND BUSINESSES

### OVERALL

- Importance of natural surveillance, "eyes on the street", critical mass
- Encouraging a wide range of uses/ mixed use
- Encouraging "bridging" activities
- Encouraging late evening / night time activities
- Good area management (Town Centre Management)
- Allowing evening on - street car parking
- Creating a high quality/well used environment
- Urban art / floral displays
- Encouraging on - street activities

### PEDESTRIAN ROUTES, PEDESTRIAN AREAS AND URBAN CIVIC SPACES

- Natural surveillance from buildings and nearby streets wherever possible
- Good clear visibility
- High quality landscape

### Avoid:

- hiding places
- horizontal and vertical blind spots

### SERVICE AREAS

- Clearly distinguished/well protected service areas.

### PARKING AREAS

- Well designed public/communal parking to modern specifications for community safety.
- Decker (multi-storey) car parking to modern specifications for community safety.
- Underground car parking controlled by combination of gating, access control, CCTV and appropriate lighting to modern specifications for community safety.
- Well sited "lay by" parking in district/ local centres wherever possible
- Protected "under building" or archway access car parking where appropriate

### PEDESTRIAN ACCESS TO BUILDINGS

- Direct access from the street or public space

## **SPG Designing for Community Safety in a Quality Environment**

### **BUILDING AND PERIMETER DESIGN FEATURES**

- *Secure perimeter treatments in harmonious materials : screen walls and semi ornate railings*
- *External roller shutters not normally permitted - Shutters need to be designed as an integral part of the shop front to be satisfactory in visual terms*
- *Internal shutters or open grille external shutters preferred*
- *24 hour internal lighting using energy efficient sources recommended*

### **LIGHTING**

- *Good levels of lighting required*
- *Spots and floodlighting also encouraged*
- *Vandal resistant low level lighting can be appropriate*
- *High pressure sodium lighting in environmentally sensitive areas*

### **CLOSED CIRCUIT TV (CCTV)**

- *Public areas increasingly covered by CCTV schemes*
- *Place for private development CCTV protection*
- *Care to accommodate CCTV equipment on listed buildings and in conservation areas where there are environmental sensitivities*

### 8. CONSULTATION PROCESS

- 8.1 An initial draft document was circulated to Members of the Council and officers across a range of departments within the Council for comment in February 2001. The draft was also presented to the Bedfordshire Local Authorities Design Forum. Suggestions made were incorporated into a consultation draft, published in September 2001. Around 100 copies were sent out, targeted primarily at local organisations, developers and local authorities in the region and also to relevant national organisations. Fourteen responses were received, with a further six of the organisations consulted having no comments to make.
- 8.2 Comments were generally supportive of the guide, although some consultees felt that the document was very detailed and not very user-friendly. This matter has been tackled by highlighting salient points within the text and providing a direct reference to the checklist at the back of the document. More specific comments related to the possible conflict between the creation of permeable environments with high levels of natural surveillance, and restricting possible escape routes for criminals through the use of the culs-de-sac and general reduction of through-routes. The guide recognises both sides of this argument and states that housing layouts should seek to achieve a balance providing purposeful through routes and areas of defensible space over which residents can exercise a degree of control. The guide has also made more specific references to measures which can reduce the instances of vehicle abandonment and fire-setting and allow easier access for all emergency services to housing and business areas.
- 8.3 The document was also discussed at length at meetings of The Safer Luton Partnership, and was presented to its Community Safety Forums, with attendees given the chance to support the use of Supplementary Planning Guidance to encourage design that would positively help to achieve community safety in the context of a quality environment.

### 9. FURTHER ADVICE AND CONTACTS

**Appropriate professional design and planning advice should always be obtained. Information on sources of such advice is available from:-**

Royal Town Planning Institute,  
41 Botolph Lane, London EC3R 8DL  
(Telephone: 0207 9299494).

The Landscape Institute,  
6/7 Barnard Mews, London SW11 1QU  
(Telephone: 0207 3505200).

Royal Institute of British Architects,  
66 Portland Place, London W1N 4AD  
(Telephone: 0207 5805533).

**Further advice on the matters covered in this guidance is available from:-**

Regeneration Division, Department of Environment and Regeneration, Luton Borough Council, Town Hall, Luton LU1 2BQ  
(Telephone: 01582 546548).

**For advice on the submission of planning applications for new development contact:**

Development Control Manager, Department of Environment and Regeneration, Luton Borough Council, Town Hall, Luton LU1 2BQ  
(Telephone: 01582 546302 )

**For advice on wider aspects of crime prevention, please contact either:-**

The Force Architectural Liaison Officer, Bedfordshire Police (Telephone:01234 842805 ) or the Safer Luton Partnership (Telephone:01582 480770 and 480637)

**Further information and detailed design guidance is contained in the following documents:-**

Borough of Luton Local Plan (Luton Borough Council 1997).

By Design: Better Places to Live, a companion guide to PPG3, DTLR, 2001.

By Design: Urban design in the planning system, Towards better practice, DETR, 2000.

Elstow Garden Villages: Strategic design guide, Bedfordshire County Council 2001.

"Planning Out Crime" (DoE Circular 5/94).

"Crime Prevention" (Circular 1/84 issued jointly by the Home Office, DES, DoE, DHSS and the Welsh Office 1984).

Planning Policy Guidance Note 1 "General Policy and Principles" (DoE 1997).

Planning Policy Guidance Note 12 "Development Plans and Regional Planning Guidance" (DETR 1999).

Planning Policy Guidance Note 15 "Planning and the Historic Environment" (DoE 1994).

"Crime Prevention on Council Estates" (DoE research paper 1993)

Design Bulletin 32 Residential Roads and Footpaths, Layout Considerations (DoE/DTP 1992).

Places, Streets and Movement: A Companion Guide to Design Bulletin 32, Residential roads and footpaths, DETR 1998

Designing out Crime - Designing in Community Safety : A Guide for Planning Authorities and Developers, Hertfordshire Constabulary.

Shopfront Design Guide, Luton Borough Council.

British Standard 8220 : Parts 2 and 3 : 1990 - "Security of Buildings against Crime" BS 1722 Parts 10, 12 and 14 and other relevant British Standard documents.

Secured by Design Award Scheme : Association of Chief Police Officers

Secure Car Parks Initiative : Association of Chief Police Officers

Circular 11/95 The Use of Conditions in Planning Permissions, DoE 1995

### 10. ACKNOWLEDGEMENTS

**Much of the illustrative and other material used in the preparation of this consultation draft document is drawn from original sources in Luton, with further material drawn from or based upon that contained in wider sources. The Council, in particular at this stage, wishes to acknowledge the use of material drawn from the following external sources:**

**Mid Bedfordshire District Council:** Supplementary Planning Guidance - Designing Quality Housing Schemes: A Residential Design Guide June 1997

**Bedford Borough Council:** Achieving Quality in Residential Layouts: Design Guidance, September 1997

**Wokingham District Council:** Planning Guidance A6 - Designing to Reduce the Opportunities for Crime

**NewForest District Council:** Pre publication draft Supplementary Planning Guidance: Design for Community Safety 1999

**DETR:** Places Streets and Movement: A Companion Guide to Design Bulletin 32 Residential Roads and Footpaths, September 1998

**DTLR:** By Design: Better places to live, a companion guide to PPG3, 2001

**The ENDAT Group Ltd:** External Works Edition11

**Safer Luton Partnership:** Luton's Community Safety Strategy 1999 - 2002, April 1999

**Hertfordshire Constabulary:** Designing Out Crime - Designing In Community Safety: A Guide for Planning Authorities and Developers

**Entec UK Ltd:** Illustration - Proposed Development at Butterfield, Luton

**National Playing Fields Association:** Illustrations - NPFA Play Standards Local Area for Play

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