



Local Development Framework

REDUCING CRIME THROUGH DESIGN

Supplementary Planning Document

Adopted - March 2006



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*Prepared jointly with the
Crime Prevention Design Advisor*

Price £5.00

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1. INTRODUCTION

1.1 Crime, fear of crime and anti-social behaviour can all have negative impacts upon community well being and the quality of life. As well as the direct costs of crime experienced by its victims, the fear of crime contributes to social exclusion, particularly for vulnerable groups such as women, the elderly, children and ethnic minorities. Crime also threatens the success and vitality of town centres and employment areas by acting as a hindrance to economic growth and prosperity.

1.2 Promoting good design and layout in a new development is one of the most important ways in which the Council can address community safety issues. Good designs and layouts can make crimes more difficult to commit, increase the likelihood of detection and improve public perceptions of safety. Attractive and well-designed environments also encourage a sense of pride and 'local ownership' amongst the local community.

Policy Background

Legislation & National Guidance

1.3 National policy in Planning Policy Statement 1: Delivering Sustainable Communities (PPS1) makes it clear that crime prevention can be a material consideration in determining planning applications. Ensuring high quality development through good and inclusive design is identified as a key role that planning plays in regulating the use of land. PPS1 goes on to state that the delivery of safe, attractive and healthy places to live is to be sought through planning policy. This is in order to aid social cohesion and inclusion, one of the aims of the driving force to achieve sustainable development.

1.4 Section 17 of the Crime and Disorder Act 1998 places a statutory duty on local authorities to exercise their functions with regard to the likely effects of crime and disorder in their areas in partnership with the police and other public bodies. Portsmouth's Crime and Disorder Strategy (2005-08) has been developed by the Safer Portsmouth Partnership to make Portsmouth a safer and more attractive place.

1.5 Additional publications including "By Design - Urban design in the planning system: towards better practice" prepared by the Department of the Environment, Transport and the Regions in partnership with the Commission for Architecture and the Built Environment, and other similar documents provide examples of good practice which meet crime prevention requirements.

Local Policy

1.6 Portsmouth City Council planning policy E2 of the Portsmouth City Local Plan adopted in 1995 and policy DC1 – 'Design Principles', of the

Proposed Modifications to the Portsmouth City Local Plan Review, published in August 2005, both require the design and layout of all proposals to incorporate design principles which deter crime and reduce the fear of crime.

- 1.7 The base policy for this SPD is therefore policy E2 in the Portsmouth City Local Plan adopted in 1995, regarding the quality of new development. However, when the City Local Plan Review is adopted, the Adopted Plan will be archived and the base policy for this SPD will become policy DC1 'Design Principles'. Currently the SPD relates to both policies. It is anticipated that the Local Plan Review will be adopted in spring/summer 2006.
- 1.8 Planning policy DC50 – 'Contributions to crime prevention measures', also in the Proposed Modifications to the Portsmouth City Local Plan Review, looks to secure a financial contribution from developers to address specific crime prevention issues. It is hoped that the safety and security issues of the development will be addressed at the initial design stage, in accordance with policy DC1, but in certain cases, it may be necessary to request additional contributions at a later stage.
- 1.9 Policies DC1 and DC50 of the Proposed Modifications to the Portsmouth City Local Plan Review are reproduced in full at Appendix A.

Portsmouth Local Strategic Partnership's Community Strategy 2004-09

- 1.10 The Portsmouth LSP Community Strategy was produced in 2004 to highlight the needs and wishes of the people of Portsmouth, as the city entered the twenty-first century. The Strategy contains a number of key priority areas which arose from a lengthy consultation period.
- 1.11 Following the extensive public consultation, the main priority of Portsmouth's citizens was found overwhelmingly to be that of crime prevention. This has been translated into a key priority area entitled 'Community Safety' and the production of an associated vision statement which states the desire to create:

"A Portsmouth that...enables us to value and respect each other and our environment, enjoying lives free from the fear of crime"

- 1.12 A number of key outcomes are sought from the prioritisation of Community Safety, with measures and targets attached to these outcomes so that the city's future progress can be assessed. These key outcomes are aimed at promoting safety in the city, reducing anti-social behaviour, lowering the level of violent crime in Portsmouth and limiting the number of young people turning to crime.

2. PURPOSE OF THIS GUIDANCE

- 2.1** The purpose of this document is to provide clear guidance for developers and planners in applying Portsmouth City Council Planning Policies E2 of the Adopted City Local Plan and DC1 ‘Design Principles’ of the Proposed Modifications to the City Plan Review to ensure that all development proposals incorporate the principles of reducing crime through design. The guidelines that follow should be used to:
- provide a basis for reaching decisions on planning applications and for negotiating with developers to address community safety and crime prevention issues;
 - enable crime prevention issues to be considered from the earliest stages of project planning through discussions between the Council, developers and the Police.
 - promote creative and innovative solutions for the design and layout of the physical environment to ensure that all new developments contribute to the aims of reducing crime, fear of crime and anti-social behaviour within the City; and
 - encourage the highest possible standards of design in all new development to provide attractive, stimulating and safe places in which to live and work and play and prevent development that would put people or property at risk
- 2.2** The specific need to produce a Supplementary Planning Document on Reducing Crime Through Design, in order to provide more detailed advice on the safety and security issues arising from particular types of development, comes from policy DC50 ‘Contributions to Crime Prevention Measures’ in the Proposed Modifications.
- 2.3** The guidelines set out in this document are based on current best practice and recent Government guidance set out in ‘Safer Places: The Planning System and Crime Prevention’ (ODPM, 2004), which sees designing out crime and ‘designing in’ community safety as key to the delivery of safe and sustainable communities.
- 2.4** The guidance identifies the key attributes of ‘Safer Places’ and emphasises the role of the planning system in achieving good designs and layouts through the use of development plan policies, supplementary guidance, pre-application discussions and negotiations, development control decision making and planning conditions and obligations. An understanding of the local context is also essential if planning is to be an effective tool in tackling crime whilst meeting other planning objectives.

3. PRINCIPLES

3.1 The following principles of reducing crime through design underpin the application and interpretation of the guidelines set out in Sections 4-12 of this document.

3.2 **Local Ownership**

The quality of the urban environment has a major influence on crime, fear of crime and levels of anti-social behaviour. The Government's Sustainable Communities Plan stresses the importance of achieving crime prevention and community safety objectives in creating attractive and sustainable environments in which people want to live. High quality architecture and landscape design helps to improve public perceptions of safety and promote a greater sense of 'local ownership' and community identity by encouraging residents to feel pride in their neighbourhood. This is often enhanced where there is a good appreciation of expected social behaviour and where people are more likely to challenge and report criminal activities and anti-social behaviour.

3.3 **Natural Surveillance**

Criminal activity is less likely to occur if there is a high risk of it being observed. Crime and anti-social behaviour can be deterred by ensuring that all publicly accessible spaces are subject to casual supervision during all hours of the day. Promoting the active use of streets and public spaces throughout the daytime and evening is one of the most effective means of restricting opportunities for crime. Designs and layouts that ensure that there are always 'eyes on the street' can help to deter criminal and anti-social activity by giving potential offenders the message that any criminal or antisocial activities are likely to be observed and reported.

3.4 **Defensible Space**

Clearly defined ownership of areas encourages residents and users to take responsibility for them and thus decreases the likelihood of crime and anti social behaviour occurring. Crime and anti-social behaviour is more likely to occur if users are unclear whether space is public or private, and are unaware of the behaviour expected in each. It is vitally important to establish boundaries with a clear distinction between public, semi-public/communal and private areas.



This example shows a property which lacks defensible space, creating potential opportunities for vandalism and burglary



The window bars at the ground floor of this property have been added retrospectively to overcome problems from the lack of defensible space

3.5 Accessibility and Integration

Good design and layout can play an important role in tackling social exclusion and in creating a sustainable community by the inclusion of a well connected and more accessible environment. A framework of well used, well lit, overlooked and direct routes linking the community to local services and amenities is vital. Layouts with unnecessary, under used, poorly lit and unsafe footpaths, cycle ways or short cuts are more vulnerable to crime and anti social behaviour.

4. PROJECT PLANNING

4.1 Development proposals should respond to local circumstances by taking account of existing crime levels, local circumstances and any other issues which may be affecting the safety and security of people and properties.

4.2 Crime Prevention measures are often forgotten or are costly to implement subsequently if not considered at the earliest opportunity before development commences. Developers should seek the best available advice and ensure that all aspects of design and layout are considered from an early stage to ensure that proposals positively impact on crime. For major proposals, the Council will work closely with its Crime Prevention Design Advisor to provide advice during pre-application discussions to enable design and layout to be influenced before they are finalised.

4.3 The council will require all Design Statements in support of major development proposals (residential schemes of 10 or more units or sites over 0.5 hectares or non-residential schemes of over 1,000m² in floorspace or sites over 1 hectare in size) to demonstrate how the proposed design and layout will deter crime, the fear of crime and anti social behaviour by reference to the guidelines in this document.

4.4 Local Context

Where appropriate, the Council will require developers to show that they have taken account of the existing local context in the design and layout of their proposals in terms of:

- Current levels of crime and antisocial behaviour in the area;

- Perceptions of crime and urban environmental quality amongst the local community;
- Activity levels in streets and public spaces at all times of the day and night;
- The extent of natural surveillance of properties, streets and public spaces;
- Any other local aspects affecting the application of guidelines set out in this document.

5. SURVEILLANCE

Residential Areas

5.1 Good natural surveillance both to and from the street, public routes and open spaces is key to reducing crime in residential areas. There are many ways by which the design and layout of dwellings can optimise surveillance whilst maintaining privacy. Areas at risk from crime should be visible from adjoining properties or well-used public routes to increase the risks of detection and deter crime by making the potential offender feel more exposed.

5.2 Developers should have regard to the following best practice guidelines in all residential proposals.

5.2.1 Orientation of Dwellings

Residential development should face onto the most public side by fronting streets, footpaths and public spaces. Room and window orientations should ensure good natural surveillance both to and from the street, with at least one habitable room fronting the street at ground floor level to enable residents to oversee access to their properties. Private rear gardens should be back to back wherever possible. Ideally, rear gardens should not back onto footpaths or service roads. However, where rear access is required to terraced properties to enable the use of bicycles, lockable gates to these accesses will be required.



Poor planning has led to the creation of this side alleyway which could allow access to the rear of dwellings

5.2.2 Gable Ends

Blank gable end walls adjacent to publicly accessible spaces should be avoided, at least one window should be provided where possible. If this is

unavoidable then a 1 metre buffer zone should be created using either a 1.2-1.4m railing or strong defensible planting to deter graffiti and ball playing games.

5.2.3 External Structures and Trees

Extensions, outbuildings, fences and trees should not obscure entrances, provide hiding places or provide easy access to upper floor windows or over boundaries. Structures with flat roofs (e.g. bin storage areas) assisting unauthorised entry into private property, and recessed front doorways of greater than 600 mm depth should be avoided.



These examples show poorly designed recessed doors, which could allow someone to hide or act unobserved



5.2.4 Boundary Treatments

Boundary treatment needs to provide privacy and security but should not hinder surveillance 'in' or 'out' of a development. High solid walls and fences fronting the street are to be avoided. Suitable species for landscaping should be selected that will not prevent surveillance.

5.2.5 Secured by Design

Developers should seek 'Secured by Design' (www.securedbydesign.com) accreditation in consultation with the Council and its Crime Prevention Design Advisor from the earliest stages of project planning.

5.2.6 Mix of Dwelling Types and Tenures

Surveillance within a housing development can be increased for longer periods of the day if there is a good mix of dwelling types. This encourages a mix of occupants who may have differing patterns of employment and activity.

Town Centres – Local Shopping Areas

5.3 Town and local centres devoid of activity in the evenings after the shops have closed are often vulnerable to increased criminal activity and antisocial behaviour. Mixed use increases the diversity and inclusiveness of the area and thus increases natural surveillance throughout the day and night. This in turn can alter people's existing perceptions and reduce the fear of crime.

5.4 Incorporating residential accommodation at upper storeys (i.e. 'living over the shop') can also assist in reducing crime and the fear of crime, providing increased levels of activity during hours when the premises below are closed.

5.5 Service areas and parking to the rear of commercial properties are often poorly located and unobserved. Designs and layouts should therefore seek to maximise natural surveillance both to the front and rear of town centre uses.

5.6 Developers should have regard to the following best practice guidelines in order to promote a safer and more attractive environment within Portsmouth.

5.6.1 Developments in Town Centres

Where residential uses are proposed over ground floor businesses or shops, the ground and upper floors should have separate entrances onto the main street. The living rooms of upper floor dwellings should face onto the main street and at least one other active room e.g. kitchen should overlook private rear access to maximise natural surveillance. Entrances and frontages should be well lit and the depth of any door recesses to residential properties should not exceed 600 mm.

5.6.2 Evening and Late Night Economy

The evening and late night economy within the City Centre and the entertainment areas (Guildhall Walk, Gunwharf and Southsea) should be diverse and inclusive. A mix of uses (pubs, restaurants, theatres, galleries, leisure facilities and shops) should be incorporated to offer more choice over longer periods of the day. An increase in activity places more "eyes on the street", it can assist in reducing the opportunity for crime, reduce the fear of crime and help create a more vibrant and attractive environment.

5.6.3 Parking and Service Areas

On-site parking and service areas to the rear of businesses or shops should be access controlled and overlooked from the building and adjacent properties. Views into and from the site should be maintained to maximise natural surveillance and deter potential intruders.

5.6.4 Shopfront Security

Proposals for new shopping frontages should avoid the use of external roller shutters, which create an unattractive frontage, increase fear of crime and attract vandalism, graffiti and anti-social behaviour. Internal shutters should be used whenever possible to encourage 'window-shopping' when the shops are closed for business. Shutters should be as transparent as possible to optimise visibility both ways (e.g. mesh or open grill). Solid external shutters will only be considered in **exceptional**

circumstances. Shop frontages should avoid recessed entrances which create potential hiding places and attract anti social behaviour.



An example of open shutters which reflect light and encourage window shopping when closed for business thereby maintaining an active street scene



An example of solid shutters which attract graffiti and create a dead frontage, resulting in an unattractive street scene which deters shoppers

Business Parks and Industrial Areas

5.8 The design and layout of Business Parks and industrial areas often makes such developments particularly vulnerable to burglary, theft and criminal damage. Many sites are in remote locations well away from residential areas, lack natural surveillance and are often unattended after dark or at weekends.

5.9 Developers should have regard to the following best practice guidelines in all proposals for such developments.

5.9.1 Layout

Cul-de-sac layouts with low levels of pedestrian activity and natural surveillance should be avoided. Views into developments should be clear and unobstructed by external structures, street furniture, signage or landscaping features. Service yards should preferably be back-to-back to ensure mutual overlooking.

5.9.2 Entrances and Access Routes

Entrances should be directly accessed from the street wherever possible. All access routes and service areas should be overlooked by the development or adjacent properties. These areas should also be well-secured after hours and well lit.

5.9.3 Car Parks

Parking should be located adjacent to entrances and offices wherever possible to maximise natural surveillance.

CCTV

5.10 As part of an integrated package CCTV plays an important role in deterring and monitoring crime in high-risk areas such as town centres, business park/industrial areas and car parks. It is vital that any CCTV system is 'fit for purpose' i.e capable of producing clear quality images that can be used in a prosecution case. Advice should be sought from the Crime Prevention Design Advisor or Portsmouth City Council CCTV Manager.

6. ACCESS AND MOVEMENT

6.1 The layout of streets, buildings and public spaces has an important influence on levels of pedestrian activity, patterns of movement and opportunities for natural surveillance. Layouts that provide clear, direct and well-overlooked routes that lead to where people want to go make neighbourhoods safer as well as more attractive places within which people want to live. A good 'movement framework', with direct walking and cycling routes to local shops, schools, leisure and open spaces, also promotes social interaction and a greater sense of community identity.

6.2 Poorly planned footpaths and cycleways increase the fear of crime and provide opportunities for assault and unobserved access to the rear of buildings. Grid layouts can help to ensure that private or communal areas are created in the centre of each block with reduced potential for rear access from streets, footpaths or alleyways.

6.3 To achieve neighbourhoods that are well connected and secure, developers should have regard to the following best practice guidelines in the design and layout of all major residential proposals.

6.3.1 Residential Layout

Layouts should incorporate a good movement framework with direct routes that lead to where people want to go by a choice of modes, including by foot, cycle or public transport.

6.3.2 Culs-de-sac

Culs-de-sac should generally be avoided unless topographical, landscape or historical factors make through-routes undesirable. Any culs-de-sac proposed should be in linear form with direct sightlines from nearby streets to enable mutual surveillance. Footpaths linking adjacent culs-de-sac should be well overlooked from neighbouring properties.

6.3.3 Rear Access

Streets, footpaths and alleyways should not generally provide access to the rear of buildings. Properties with back-to-back gardens should be favoured, as these are less vulnerable to crime. If rear access is necessary, gates should be provided. These should be lockable, difficult to climb and located as near as possible to the building line.



Alleyways allowing access to rear of properties should be avoided



6.3.4 Alley-Gating

Where alleyways already exist in residential areas, 'Alley-Gating' should be considered. This is a very simple crime preventative measure which involves erecting steel, self locking gates to the ends of alley-ways and passages that are the responsibility of the home owners who live around them. Further advice should be sought from the Portsmouth City Council Community Safety Team or the Crime Prevention Design Advisor.



Two examples of alley-gates within the city. The gates provide security without compromising visibility into the alley



6.3.5 Footpaths and Cycleways

Footpaths and cycleways should:

- be well-overlooked by neighbouring properties;
- be straight and wide to maintain good visibility along their route, ensuring that any recesses or gaps between buildings are closed off by a wall or railings; and
- run alongside one another wherever possible ensuring a sufficient width for the anticipated level of usage.

6.3.6 Footpaths and Cycleways: Characteristics to Avoid

Public footpaths and cycleways should avoid:

- being located along the backs of properties where there is limited natural surveillance;
- sharp changes in direction or doglegs that may be perceived as threatening due to an inability to see the route ahead;
- creating blind spots, entrapment alcoves and escape routes for criminals; and
- planting which may disturb sightlines or create hiding places.

6.3.7 Level of Pedestrian, Cyclist and Vehicle Movement

Efforts should be made to keep pedestrians, cyclists and vehicles all on one level. Bridges and subways should be avoided other than in exceptional circumstances and then should be designed to avoid crime and the fear of crime with sufficient width to enable safe concurrent use by pedestrians and cyclists. The pedestrian and cycle routes themselves should also be flat or on shallow gradients to suit the landform.

7. PUBLIC, PRIVATE & COMMUNAL SPACES

Private and Communal Areas

7.1 The relationship between development and public, private and communal space is key to promoting community safety and creating an attractive urban environment. A clear distinction between private and public areas allows residents to personalise spaces under their control and project an image of a well maintained environment.

7.2 Where such boundaries are not distinct, this can contribute to a weakened sense of community ownership and increased vandalism and crime. However overly defensive security measures, which can adversely affect perceptions of the area, should be avoided.

7.3 Developers should have regard to the following best practice guidelines.

7.3.1 Private and Communal Areas

All private or communal areas, such as back gardens, backyards or inner courtyards, should be fully enclosed by the backs of dwellings and avoid adjoining side roads, service roads or footpaths. Access to such areas should be controlled through the use of lockable gates. Blocks consisting of residential development should generally enclose back-to-back private gardens. Access to private communal areas around and within residential blocks should be restricted to 'residents only' through the use of lockable gates or doors. Visitor access should be controlled by an intercom facility at a designated entrance.

7.3.2 Boundary Treatments

Boundary treatments, in the form of walls, fences, hedges or railings should:

- create a clear distinction between public, private and communal areas whilst avoiding negative features such as high walls or fences with razor or barbed wire;



It is not clear whether this green space is for public or private use. The lack of clarity over its use means the area lacks ownership and may be subject to inappropriate activities

- incorporate high standards of design and materials in order to provide an attractive environment whilst ensuring adequate security;
- allow unobscured views into and out of the site and to make potential intruders feel more vulnerable - railings are often the best option especially in areas vulnerable to graffiti; and
- avoid creating easy access into back gardens or onto flat roofs.

7.3.3 Front Boundaries

Front boundaries should ideally be around 1 metre in height and permit views through or over them.



The railings in front of these properties define the ownership of the front gardens whilst allowing views through and over them

Public Spaces

- #### 7.4
- Providing adequate and well maintained public spaces to serve residential developments can make an important contribution to community safety and well-being by raising levels of activity in the public domain and by providing valuable community facilities for all age groups. Developing space, which did not previously have a clearly identifiable purpose, for specific functions such as community centres, play spaces and small

public gardens has many potential benefits. However, poorly designed spaces with limited surveillance can increase the risks of vandalism, assault, and the use of such areas to gain access to properties.

7.4.1 Observation of Public Spaces

Parks, play areas and other public spaces should be easily observed from nearby dwellings and streets and provide a safe access route for users. However, potential gathering places should be well away from adjoining properties. Public spaces should be fronted by dwellings and not backed onto by private rear boundaries or back gardens.

7.4.2 Children's Play Areas

Children's play areas should be well secured, and signage should clearly indicate the intended use relating to a specific age group. Children's play areas should be located sufficiently close to nearby residential properties to ensure observation but at an appropriate distance to ensure no nuisance from noise. For further details on amenity issues, please refer to policy DC5 of the Proposed Modifications to the City Local Plan Review and policy E2 of the Adopted City Local Plan.

Additional advice is available from the National Playing Fields Association (NPFA), further details of which can be found at www.npfa.co.uk.

8. LIGHTING

8.1 Good lighting makes an important contribution to creating a safer and more attractive environment that makes people feel more secure. Improving the quality and consistency of lighting can be an effective crime deterrent by providing improved opportunities for natural surveillance and increasing pedestrian activity after dark. Not only is criminal activity more likely to be noticed, it is also more likely to be challenged and/or reported by members of the public. It is well established that lighting uniformity is generally more important in reducing crime than absolute lighting levels.

8.2 Lighting fixtures and columns should also be carefully designed and located having regard to the need to minimise light pollution and to maintain and enhance the character and appearance of the local environment, particularly within designated Conservation Areas.

8.3 Developers should have regard to the following best practice guidelines in all lighting schemes submitted as part of development proposals.

8.3.1 Good Lighting

Proposals should incorporate good, consistent and well-designed lighting throughout the development to enhance natural surveillance at night and to reflect positively on the management of the site. Exterior lighting must meet the relevant European and UK standards for both minimum and

average illuminance. The minimum UK standards for exterior lighting are set out in BS 5489. The style and colour of light fittings should be attractive and appropriate to the local context.



A good uniform lighting scheme offers a clear and consistent view throughout and avoids shadows



A poor lighting scheme reduces visibility, creates shadowy hiding places and increases the fear of crime

8.3.2 Uniformity and Avoidance of Glare

Lighting proposals should seek to achieve a high level of uniformity throughout the development, avoid bare lamps and incorporate high quality reflectors to suit local circumstances and minimise glare.

8.3.3 Lighting Characteristics

The ability of a lamp to make different colours identifiable is an important aspect in identifying night-time offenders. Developers should therefore favour white lighting, particularly metal halide and compact fluorescents, and avoid the use of both low-pressure sodium lamps (orange), which give no possibility of identifying colours, and high pressure sodium lamps, which give only limited colour-rendering ability.

8.3.4 Lighting Columns

Lighting fixtures and columns in pedestrian areas should be sufficiently high to achieve better uniformity and reduce the opportunity for vandalism, while retaining a sense of human scale. The design and placement of lighting fixtures and columns should be secure, particularly in locations that are vulnerable to crime. Low-level lighting should be highly vandal-resistant and low maintenance, but avoided altogether in inaccessible or secluded locations.

8.3.5 Light Pollution

Proposals should minimise light pollution in line with Portsmouth City Council Planning Policy E35 in the Portsmouth City Local Plan, adopted in 1995 and policy DC5 - Amenity and Pollution, in the Proposed Modifications to the Portsmouth City Local Plan Review, by avoiding luminaires with upward lighting. White metal halide or compact fluorescent lamps, which have smaller and more controllable arc tubes, should therefore be strongly favoured over traditional orange low-pressure sodium lamps, which are a major source of light pollution.

8.3.6 Conflict with Trees and Shrubs

Lighting columns should be sited carefully to take into account the future growth patterns of trees and shrubs. Early discussion should take place with the Council, landscape architects and other stakeholders prior to development.



Care must be taken when placing lighting columns or planting trees to avoid future conflict

9. LANDSCAPING

9.1 Good landscaping as part of a development can enhance community safety by strengthening community pride and identity. Conversely, poor landscaping can directly compromise the safety and security of people and properties. Public areas should be accessible, attractive and have a clear function to avoid becoming neglected, hostile and a focus for crime. Poorly positioned trees and shrubs or the use of inappropriate species close to buildings, lighting, pedestrian routes and public areas can increase crime and anti-social behaviour by obscuring vision, providing hiding places and give easy access to properties. Developers should have regard to the following best practice guidelines in all landscaping proposals.

Natural Landscaping

9.2 Sightlines

Clear sightlines should be maintained over long distances. Windows and doors should not be obscured by landscaping features. A clear sightline should be maintained between low level planting and the trees in public areas, therefore low level planting should not exceed 1 metre in height and trees should not have foliage growth below a level of 2 metres from the ground.

9.2.1 Positioning of Trees

Trees and other landscaping features should not be positioned where they could create hiding or entrapment spaces, obscure lighting, or provide a potential climbing aid into a property. Planting shrubs with thorns or sharp spines in front of vulnerable boundaries or buildings can help deter graffiti and potential intruders. Planting schemes should take into account growth rates, heights and spread to avoid creating hiding or entrapment spaces.



Although this high hedge provides a firm boundary to the property, it does not give good visibility to the properties behind

Physical Landscaping

9.3 Well-designed street furniture and public art in streets and public spaces is key to creating a safe, attractive and more distinctive urban environment that reinforces civic pride.

9.3.1 Street Furniture

Poorly designed street furniture and clutter can lead to an increase in crime and fear of crime. Street furniture, such as bus shelters, public seating, phone boxes and signage, should not obscure views of users, obstruct pedestrian movement or be positioned to encourage anti-social behaviour. The number of signs and barriers should be minimised. Any proposed street furniture should be carefully placed within the street scene so as not to assist unauthorised entry into private property.

9.3.2 Community Identity

The design of access routes to groups of buildings should create a sense of identity, privacy and shared ownership through the use of symbolic

thresholds such as changes in surface colours/ materials, gates or entrance features.



A good example of creating community identity to this housing development through the use of a "symbolic" gated entrance

9.3.3 Designs and Materials

Street furniture and public art should respond to the local context of landscape and buildings. Simple, bold designs using good quality materials are more attractive and longer lasting. Innovative and contemporary designs should be encouraged where appropriate.

10. PARKING

10.1 New developments should seek to create safe and convenient parking facilities where all members of the community can feel secure. A range of design measures can be used to create a safe and attractive environment with good natural surveillance within residential parking areas and public surface, multi-storey and underground car parks.

10.2 In all proposals for commercial, multi-storey or surface car parks, developers should have regard to the following best practice guidelines and seek to achieve and maintain the national Safer Parking status 'Park Mark' where appropriate. Further details can be found at www.britishparking.co.uk.



Public car parks should aim to achieve the "Park Mark" Safer Parking Award

10.2.1 Residential Parking

Residential parking facilities should be situated close to and visible from the owners' dwellings wherever possible. Courtyard parking areas are

acceptable but should be restricted in size to accommodate a maximum of 10 vehicles and have only one entry/exit point. Gated access control may be required in some circumstances.

10.2.2 Communal Parking

Communal parking, for example where flats are proposed, should be well lit, readily accessible and visible from the owners' dwellings. There should be a direct and safe pedestrian route from the dwelling to the parking space. Large communal parking areas should be subdivided into smaller sections through the use of appropriate planting and making particular parking bays more clearly related to the individual developments they serve.



These garages are a very poor example of a communal parking area. There is poor visibility of the garages from the dwellings above, which led to vandalism and anti-social behaviour occurring in the garages.

10.2.3 Access to and from Surface Car Parks

Surface car parks should create a pedestrian-friendly environment with level surfaced areas to cater for those with mobility difficulties. Pathways should be well defined, readily accessible from parking bays, set out so as to lead directly to the facilities served by the car park and located away from high walls or densely planted areas. Signage should be clearly visible and visual markers should be used to aid ease of movement. Dead ends, blind corners or solid walls that reduce visibility should be avoided.

10.2.4 Layout and Landscaping of Surface Car Parks

All parking spaces, pathways and circulation routes relating to car parks should be well lit (see Section 8 Lighting) with good natural surveillance from nearby buildings and well-used routes, particularly in car parks serving sports, recreational or entertainment facilities, which often have high levels of usage at night time. Large parking areas should be subdivided. Landscape planting used for defining spaces should not obscure views or vehicles, create hiding places or form litter traps.



An example of a well lit surface car park with low-level landscaping to allow natural surveillance.

10.2.5 CCTV in Commercial Car Parks

All proposals for car parks should incorporate CCTV to current Home Office standards. See section 5.8 for further clarification of appropriate CCTV systems.

Underground or Undercroft and Multi-Storey Car Parks

10.3 The introduction of planning policies requiring higher residential densities, particularly in accessible locations, has led to an increase in proposals for underground/ undercroft parking.

10.3.1 Access to and from Underground or Undercroft Car Parks

Underground or undercroft car parks should ensure that:

- vehicular access points are electronically controlled (the use of simple pole barriers is not acceptable as they do not restrict pedestrian access);
- external pedestrian entrances should be separate from vehicular access points and access controlled. All pedestrian access doors should comply with current 'Secured by Design' specifications for external doors.

10.3.2 Design of Underground and Undercroft Car Parks

The design and layout of underground or undercroft car parks should maximise natural surveillance across the whole of the parking area by:

- arranging parking spaces in straight rows to avoid blind spots and avoiding recesses;
- ensuring that support pillars are as slim as possible within structural requirements;
- ensuring that external pedestrian entrances and routes to them have good natural surveillance and that any adjacent landscape planting is low level;
- maximising natural surveillance into and out of lifts, preferably with a vision panel; and
- incorporating open balustrades on stairways to enable good visibility on approach to landing areas.

10.3.3 Lighting within Underground and Undercroft Car Parks

The design and layout of underground or undercroft car parks should make good use of natural daylight wherever possible. Artificial lighting should achieve a minimum standard of BS 5489 (pt 9) and create uniform lighting with minimum colour distortion. Light coloured ceilings and walls should be used throughout.

10.3.4 Design of Multi-Storey Car Parks

The design of multi-storey car parks, approaches and landscaping should not create hiding places, dead ends, blind corners or long lengths of wall that hamper visibility. Visual linkages should be maintained across the site, both internally and externally. Access and exit points to multi-storey car parks should be clear, well-signed and well lit.



An example of a clearly signed, well designed and well lit public car park.

10.3.5 Mixed Uses as part of Multi-Storey Car Parks

Where possible, proposals for multi-storey car parks should seek to accommodate a suitable mix of ground level uses such as shops and offices or be wrapped with single aspect residential units. The creation of active frontages at ground floor level fronting onto streets will provide increased levels of activity at different times of the day which will discourage unwanted behaviour.

11. PHYSICAL PROTECTION

11.1 One of the most effective ways to prevent property crime can be to make development as secure as possible through the introduction of physical protection measures.

11.2 However, overly-defensive and hostile security measures, such as external roller shutters on shops and the use of barbed-wire on boundary walls, can obstruct natural surveillance, provide a focus for anti-social behaviour and adversely affect the perceptions of the area.

11.3 Developers should have regard to the following best practice guidelines in order to prevent easy unauthorised access to property.

11.3.1 Secured by Design www.securedbydesign.com

Developers should ensure that the design of dwellings and commercial developments (inc. schools and hospitals) has paid due regard to appropriate 'Secured by Design' guidance, particularly with regard to doors, windows and locks.

11.3.2 Access to Industrial Developments

Larger industrial developments should incorporate a staffed gatehouse. Where this is not considered necessary, a physical or symbolic threshold should be incorporated to indicate the boundary between the public domain and where the estate begins. Access points to rear service areas should be fully secure with lockable gates. External storage areas should be designed to prevent easy unauthorised access and include substantial doors, gates and locks from an accredited 'Secured by Design' licence holder.

12. MANAGEMENT AND MAINTENANCE

12.1 Effective site management is key to maintaining safe, sustainable and attractive places over the long-term. Crime is more likely to occur where places become untidy, unattractive and show ongoing evidence of neglect, such as broken windows, abandoned vehicles or persistent graffiti. While high standards of maintenance will encourage active use and enjoyment of the area by local residents, poor maintenance leads to a vicious circle of neglect, environmental degradation and reduced usage.

12.2 Developers should give careful consideration to management and maintenance issues by having regard to the following best practice guidelines from the earliest stages of project planning.

12.2.1 Maintenance

Where appropriate, developers should demonstrate to the Council that adequate provision has been made to ensure the long-term maintenance of buildings, car parks, footpaths, cycleways, public spaces, landscaped areas and lighting.

12.2.2 Long-Term Management Objectives

Developers should give full consideration to long-term management objectives, maintenance specifications, responsibilities and funding requirements from the earliest stages of project planning to ensure that crime reduction measures, environmental quality and amenity benefits are safe-guarded for future generations. Arrangements for long term site management and maintenance should either be sufficiently robust to cope with changing security concerns or sufficiently adaptable to respond to unforeseen situations or new crime reduction opportunities.

12.2.3 Local Partnership Involvement

Effective management organisations, such as town centre management partnerships, tenant management organisations, community development trusts, regeneration programmes and management trusts, should be involved at the earliest opportunity, have a well defined purpose, be representative of as many stakeholders as possible and be adequately

resourced. Involving local residents and users in the management of their area can assist in reducing crime, fear or crime and anti-social behaviour by promoting a sense of community ownership and civic pride.

13. APPLYING THE GUIDANCE TO PLANNING APPLICATIONS

Development Control

- 13.1** Development control is key to ensuring that all proposals incorporate designs and layouts that reduce crime, fear of crime and anti-social behaviour within the city. From the earliest stages of project planning and design, the Council and its Crime Prevention Design Advisor will work with developers to ensure that the design and layout of their proposals have incorporated the appropriate principles of reducing crime through design as set out in this document. The following stages of the planning application process may be used to deliver safe and sustainable communities within the city.

Pre-Application Stage

- 13.2** In all major developments and where crime prevention issues are likely to be significant, developers are encouraged to enter into pre-application discussions on their proposals with a range of interested parties, including planning officers, the Crime Prevention Design Advisor and the local community, to identify and resolve any potential conflicts between meeting the reducing crime through design objectives and other planning objectives. Pre application advice should be sought from the Council's Crime Prevention Design Advisor on all aspects of crime prevention within the context of existing local circumstances and the guidelines set out in this document.

Planning Application Stage

- 13.3** All development proposals should have regard to the reducing crime through design principles and guidelines set out in this document in order to meet the requirements of policy E2 in the Portsmouth City Local Plan, adopted in 1995 and policy DC1 in the Proposed Modifications to the Portsmouth City Local Plan Review. The Council will expect all Design Statements submitted with major planning applications under policy DC1 (residential schemes of 10 or more units or sites over 0.5 hectares or non-residential schemes of over 1,000m² in floorspace or sites over 1 hectare in size) to demonstrate explicitly how the design and layout of the proposal has had regard to the guidelines set out in this document, taking account of local circumstances. Other planning applications may also be required to show how these guidelines have been taken into account where the Council and its Crime Prevention Design Advisor consider crime prevention issues to be potentially significant.

Planning Decisions

13.4 National planning policy in PPS1 and Government guidance in 'Safer Places: The Planning System and Crime Prevention' (ODPM, 2004) make clear that crime prevention can be a material consideration in determining planning applications. Where the Council considers that a proposed development does not properly respect the safety and security of future uses and thus conflicts with Portsmouth City Council Policy DC1, it may refuse permission unless amendments can be made or planning conditions imposed to reduce the likelihood of crime and disorder. However in making planning decisions, the Council will need to reach an appropriate balance between a wide range of competing planning objectives and material considerations in order to control the development and use of land in the wider public interest. The balance to be struck will depend on the relevant policies in the Adopted Portsmouth City Local Plan and the Portsmouth City Local Plan Review 2001-2011 and the specific circumstances of each case.

Planning Conditions

13.5 Where crime prevention issues are relevant to a proposed development, the Council may consider imposing planning conditions as part of the planning permission in order to ensure that the proposal does not compromise community safety objectives. However, any crime prevention measures introduced through the use of planning conditions must be necessary, relevant to planning, relevant to the proposal, enforceable and reasonable in all other respects. Government guidance in 'Safer Places: The Planning System and Crime Prevention' provides examples of the type of planning conditions that may be used in appropriate circumstances, including:

- specific crime prevention measures where the intended occupants or users of a development are particularly vulnerable e.g. accommodation for the elderly, nurseries, schools and health centres;
- where the intended use raises significant community safety issues e.g. public car parks and outdoor leisure uses;
- any relevant aspects of site layout, such as access routes, play areas, parking arrangements, lighting standards, and landscape design;
- specific 'target hardening measures' e.g. CCTV, shutters, doors, windows and locks.

13.6 In some cases, the Council may consider it necessary to include informatives on planning permissions drawing the applicant's attention to particular best practice guidance or technical publications that deal with security measures.

Planning Obligations

- 13.7** In circumstances where crime prevention issues are material to a proposal and they cannot be overcome by setting conditions, the Council may negotiate a financial contribution from developers, in accordance with planning policy DC50 – Contributions to Crime Prevention Measures in the Proposed Modifications to the Portsmouth City Local Plan Review, in order to create a safer environment within the area of the proposed development e.g. the provision of CCTV, additional or improved street lighting, play areas or late-night bus services. As with all obligations, these financial contributions must “fairly and reasonably” relate in scale and kind to the proposal.
- 13.8** A separate Supplementary Planning Document on Planning Obligations has been produced which details how Portsmouth City Council intends to secure developer contributions for a variety of purposes, including crime prevention measures. This SPD is available on the internet and paper copies can be requested by contacting Planning Services using the contact details below.

14. CONTACTS

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APPENDIX A: LOCAL POLICY CONTEXT - CITY PLAN REVIEW (PROPOSED MODIFICATIONS) 2005

DC1 DESIGN PRINCIPLES

All new development should be of the highest possible quality, both of itself and in relation to adjoining buildings and spaces. Permission will be refused if the design of the development, where relevant, does not properly respect the following -

Local Context

- (i) urban 'grain' and plot sizes**
- (ii) the scale, massing, height and bulk of adjacent or surrounding buildings**
- (iii) the building line, roofline and rhythm of existing buildings**
- (iv) legibility**
- (v) existing mature trees and planting and the natural environment**

Detailing (external appearance)

- (vi) materials**
- (vii) architectural detailing**
- (viii) fenestration**
- (ix) floorscape**
- (x) relationship to recipient building**
- (xi) landscaping**

Layout

- (xii) permeability**
- (xiii) activity**
- (xiv) views and landmarks**
- (xv) safety and security**
- (xvi) accessibility**
- (xvii) energy efficiency**
- (xviii) microclimate.**

In the case of new housing development, considerations of design and layout will be informed by the wider context, having regard not just to the adjacent and immediate neighbouring buildings but also to the townscape and landscape of the wider locality.

Portsmouth's built environment is characterised by much mediocre or poor quality development and buildings. The current local plan is generally weak on design matters, but, since its adoption, PPG1: General Policy and Principles (paragraphs 13-20) and its successor PPS1: Delivering Sustainable Development have raised the profile of design in development control. As the guidance makes clear, good design can help promote sustainable development, improve the quality of the environment, attract business and reinforce civic pride.

The aim is to improve environmental quality by raising the standard for all development throughout the city, not just in areas of architectural, historical or local importance. To this end, applications will be refused if not of an appropriate or sufficiently high quality of design. Appendix 4 contains a glossary of the terms used in policy DC1 above. Within

the most important areas of activity, in particular the City Centre, development proposals should be of a scale and height (at least two storeys) appropriate to the prominence of the area and surroundings.

Design statements will be required to accompany relevant applications and all applicants are advised to seek appropriate architectural advice. A Supplementary Planning Document will be produced to provide more detailed advice, including the relevant design issues for different scales of development which, in turn, will be determined when proposals are received. This will incorporate the land-use aspects of the Hampshire Constabulary's guidance note *Secured by Design* to help address the council's responsibilities under s.17 of the Crime & Disorder Act 1998.

DC50 CONTRIBUTIONS TO CRIME PREVENTION MEASURES

Where new development, by virtue of its type, location and scale, is considered to have implications for the safety and security of people or property, the City Council will request developers to make appropriate financial contributions towards measures which can satisfactorily address identified issues.

As part of its responsibilities under the Crime and Disorder Act (see paragraph 1.24), the City Council must take into account the safety and security implications of relevant planning applications. In that respect, crime prevention may be a material consideration, though the weight given to it will depend upon the circumstances of individual applications (Circular 5/94: Planning Out Crime). In deciding which proposals are relevant, the council will have regard to its consultations with the Portsmouth Crime & Disorder Strategic Partnership. A Supplementary Planning Document will be prepared to provide more detailed advice on the factors to be taken into account in assessing the safety and security issues arising from particular types of development. Such matters should preferably be addressed at the initial design stage of proposals (policy DC1), rather than seeking to resolve problems after they have arisen. Contributions will be secured through 'section 106' planning obligations and will be used directly on crime prevention measures or placed in a protected fund for such. As with all obligations, they must "fairly and reasonably" relate in scale and kind to the proposed development and be necessary as a result of the development.

REFERENCES

ACPO and Home Office (2005) *UK Police requirements for digital CCTV systems*

DETR (2000) *By Design - Urban design in the planning system: towards better practice* (London: HMSO)

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ODPM (2005) *Planning Policy Statement 1: Delivering Sustainable Development* (London: HMSO)

ODPM and CABE (2004) *Better places to live by design: a companion guide to PPG3* (London: HMSO)

CPDA, Fratton Station (2005) *Police CCTV guidance for Business Users in Portsmouth*