



Crime Prevention through Environmental Design

Guidelines for Queensland



Part B: Implementation Guide



Queensland
Government



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<http://www.police.qld.gov.au/programs/crimeprevention/>

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The purpose of these guidelines

The *CPTED Guidelines for Queensland* seek to promote the incorporation of Crime Prevention Through Environmental Design (CPTED) principles into the planning, design and management of development in Queensland.

They aim to:

- guide and encourage public and private developers to design with CPTED in mind
- guide and encourage local councils to incorporate the principles of CPTED in the preparation, review and implementation of planning schemes and policies
- inform and encourage the community to participate in creating and maintaining safe environments.

The Guidelines are presented in two parts.

Part A: Essential features of safer places outlines the idea of CPTED, introduces important concepts, identifies principles and introduces actions to implement the principles. It is offered to all in the community with an interest in and responsibility for the environments we create.

Part B: Implementation Guide is particularly offered to local councils. It aims to encourage and assist them to incorporate the principles of CPTED in their communities.

Who should be involved in CPTED?

The *CPTED Guidelines for Queensland* are intended for:

- planners and designers working for local councils and state agencies
- police and others involved in crime prevention activity
- architects, urban designers, engineers, landscape architects, community development managers, social planners, building managers and others involved in planning, designing and managing our built environment and especially publicly accessible places
- members of the community who seek to support a socially sustainable environment.

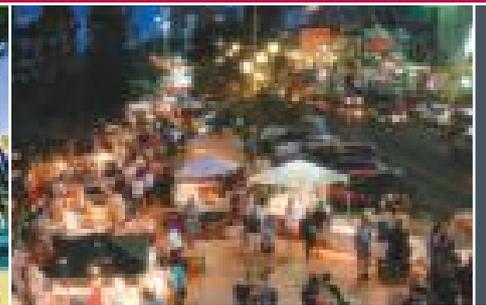
The CPTED principles outlined in these guidelines cannot be rules or universal solutions for every situation. Instead they focus attention on key issues to consider in relation to the needs of each local setting.

This Part B document was adapted by the Queensland Police Service in consultation with the Department of Infrastructure and Planning, Department of Local Government, Sport and Recreation and the Local Government Association of Queensland, from a number of sources including the *National Guidelines for Crime Prevention through Environmental Design in New Zealand*, prepared by the New Zealand Ministry of Justice in 2005.

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1. OVERVIEW OF IMPLEMENTATION OPTIONS





1. OVERVIEW OF IMPLEMENTATION OPTIONS

1.1 INTRODUCTION

This document is intended as a companion guide to the *‘Crime Prevention Through Environmental Design Guidelines for Queensland: Part A: Essential features of safer places’*.

For some local councils, Crime Prevention Through Environmental Design (CPTED) is already an integral part of their vision, strategy, policy and implementation processes. For others, CPTED is a new concept.

The aim of this implementation guide is to assist local councils for whom crime prevention, and CPTED in particular, is relatively new. Accordingly, its emphasis is on helping some local councils to “get started on CPTED”.

There is a lot of information in this implementation guide. Since the prior experience of councils with CPTED varies, this guide is intended to provide a “menu” of implementation options.

1.2 ADOPTING CPTED AS STRATEGIC POLICY

The recommended first step is for a local council to formally adopt crime prevention and CPTED as strategic council policy. This step is critical because successful implementation depends upon high level acceptance of the importance of crime prevention and CPTED, and the clear communication of this to the community and local council staff.

An example that local councils could use or adapt could be along the following lines:

Outcome/Objective

Incidents, opportunities and fear of crime are prevented or reduced by ensuring that Crime Prevention Through Environmental Design (CPTED) principles are understood and incorporated into public and private development.

Policy

Council’s design, planning, management and use of public space and community facilities will incorporate CPTED in service delivery and asset management programs.

Council will implement initiatives to encourage private development to incorporate CPTED and will implement regulatory initiatives if appropriate.

The key benefits to adopting a policy along these lines are:

- It signals that the local council is committed to reducing the incidence and fear of crime and enhancing quality of life through the adoption of CPTED.
- It signals that the local council will incorporate CPTED into the planning, design, construction and management of public space and community facilities. This is the most efficient and effective way that a local council can enhance the safety and quality of *public space and facilities*. It is an opportunity also for a local council to lead by example.
- It signals that the local council will use voluntary mechanisms to encourage private development to incorporate CPTED. This is the most efficient and effective way that a local council can enhance the safety and quality of *private development*.
- It signals that the local council will use regulatory mechanisms where appropriate, i.e. if non-regulatory mechanisms are found on occasions to be ineffective because of the reluctance of some developers to sufficiently change their proposals to make appropriate provision for CPTED.

Other benefits include:

- Better design of public spaces and facilities.
- Increased use of community facilities (i.e. parks, promenades, street malls etc.) and thus people's safety and wellbeing.
- Increased business by making commercial areas safer and more attractive to people.

Implementing crime prevention and CPTED also helps a local council meet its responsibilities under the *Integrated Planning Act 1997* and *Local Government Act 1993* and policies.

1.3 CPTED ACTION PLAN

Following the formal adoption of crime prevention and CPTED as council policy, a local council should prepare a CPTED Action Plan. The Action Plan should identify **how** the local council proposes to reduce crime. There should be a strong linkage to the local council's Corporate Plan in terms of resource and financial allocation required to implement the Action Plan.

A successful Action Plan is likely to include initiatives within the following broad areas:

- Achieving community engagement and stakeholder partnerships.
- Understanding the local context and identifying priority "hot spots".
- Applying CPTED to local council projects and public places.
- Applying CPTED to private sector projects.

It is expected that there will be variation between local councils in the emphasis given to certain implementation initiatives in order to reflect local circumstances. Some Action Plans will focus on CPTED, others will include broader crime prevention initiatives. Some also contain the proposed actions of other stakeholders identified through community involvement (see section 4 below) to show that crime prevention and CPTED is a shared responsibility.

A draft Action Plan can be prepared by a local council in conjunction with its adoption of CPTED as council policy. However, further development is likely to be beneficial in conjunction with community involvement and through the progressive improvement in understanding the local context.

For local councils wishing to kick start CPTED for the first time, it is recommended that a person is appointed "Crime Prevention Coordinator", "Community Safety Coordinator" or "Safety Champion" – someone charged with preparing the local council's crime prevention/CPTED action plan, and implementing it once approved by council. In smaller councils, this position could be shared with neighbouring councils.

Ideally a "Crime Prevention Coordinator" should have:

- Understanding of crime prevention and CPTED principles and strategies.
- Commitment to both reducing crime and improving the quality of public spaces.
- Ability to achieve organisational change to support the introduction of CPTED into local council for the first time.
- Communication and facilitation skills to organise, manage and facilitate community and stakeholder involvement.
- Commitment to the value of education, promotion and training both for local council staff and the private sector.

1.4 COMMUNITY ENGAGEMENT AND PARTNERSHIPS

CPTED experience to date shows that one of the most important ways that a local council can effectively implement crime prevention initiatives is to act as a facilitator for collaborative community and multi-agency involvement and action. This reflects the fact that crime prevention and CPTED is a shared responsibility.

It is therefore recommended that a local council commit itself to acting as facilitator for collaborative community and multi-agency involvement and action. In this respect, a local council is ideally placed to act in this role because of its knowledge of its communities and the particular skills of councillors and officials to harness local support.

The benefits to a local council in acting as facilitator and promoting community involvement include:

- Providing leadership and direction to the community.
- Identifying with the community and stakeholders, the types and locations of crime and where people do not feel safe.
- Identifying possible solutions with the community and stakeholders.
- Gathering useful information and opinions to assist priority setting and decision-making.

The particular communities, agencies, interested groups and individuals who can assist a local council will vary depending on local circumstances, however they could include:

- Police
- Building Safer Communities Action Teams (BSCATs)
- Chambers of Commerce
- Business association and promotion representatives
- Neighbourhood Watch groups
- Local hospitality operators, especially for licensed premises
- Special interest parties
- Car park building owners
- Council asset managers
- Private developers
- Other street users e.g. public transport operators, taxi operators
- Consultants such as urban designers, architects, CPTED specialists

- Residents' associations
- Tenancy groups (in the case of large multi-unit developments)
- Schools and preschools.

There are also benefits in forming stakeholder partnerships. These will vary according to local circumstances, but the involvement of police and affected residents/businesses within a crime problem area is likely to be crucial to the success of prevention or reduction initiatives.

1.5 UNDERSTANDING THE LOCAL CONTEXT

It is important that community safety and crime reduction initiatives are based on a good understanding of local circumstances. This means gathering and assessing relevant information and opinions on the type, incidence and risk of crime in public places. This information is needed to help identify priorities for action.

Experience shows that a local council that has been successful in facilitating community involvement will have a better understanding of the local context. This is because the community and various stakeholders, by working together, will develop a good understanding of where and what type of crime occurs.

An important CPTED success factor is to identify as clearly as possible the relationship between crime, fear of crime, and place. Mapping crime hot spots and places avoided by people is a good first step in creating an understanding of the local context.

There are at least four main tools (in addition to community involvement and partnering) to gain an understanding of the local context – crime statistics, safety audits, site assessments and local council management audits.

Crime Statistics

Having good quality quantitative information enables a local council to know:

- What type of crimes are taking place
- How often
- Where
- When
- Who's most affected
- How crimes are being committed, and
- What the crime trends are.

Quantitative information helps a local council identify hot spot crime areas and which areas are not as bad as might be feared. Quantitative information, however, does not assist a local council to understand why certain people find certain areas trigger a fear of crime.

Some information on hot spot areas can be obtained from an analysis of police statistics, police calls for service and council complaint registers.

It is recommended that a local council CPTED Action Plan contain initiatives to acquire quantitative information on the incidence of crime. The initial purpose would be to gain a broad picture of the nature, extent and location of crime with more specific quantitative assessment of identified “hot spots”.

Safety Audits

Safety audits are a qualitative process that records subjective feelings and perceptions as a means of identifying community safety issues and possible solutions.

Safety audits are a proven way to identify the perceived safety of an area. They can be conducted for a particular location, street, park, building, residential complex or neighbourhood.

To be successful, they need to involve people who use the space, as their perceptions are the key to a successful audit. Participants may be given an overview of the purpose of the audit prior to undertaking it, but there is no input by any trained professionals during the audit. This encourages a subjective interpretation of the environment from the perspective of the participants (i.e. particular user groups such as women, youth, people with a disability, etc.) who may have different perceptions than safety professionals and designers.

A separate guide on “Safety Audits” has been prepared and is included later in this document.

Management Audit

Crime statistics, safety audits and site assessments are tools to assist a local council to obtain a better understanding of the relationship between crime, the fear of crime, and place.

Management audits, on the other hand, assist a local council to obtain a better understanding of existing management processes and the extent to which these could be improved to achieve better CPTED outcomes.

Triggers for a management audit could be:

- A desire by a local council to identify the extent to which crime prevention is incorporated into

existing policies and processes (i.e. “where are we at with crime prevention?”).

- A response by a local council to a significant new development where CPTED opportunities to obtain much better CPTED outcomes were lost.

The broad steps in undertaking a CPTED management audit are:

- Step 1: Identify recent significant developments that have taken place.
- Step 2: Identify the planning, design and approval process that was used.
- Step 3: Identify the extent to which CPTED was assessed in the planning, design and approval of the development.
- Step 4: Identify process weaknesses and how the process could be improved.

Process improvements could include:

- Changing a local council’s commissioning practices to better incorporate CPTED into its projects.
- Training a local council’s staff so they are better equipped to apply CPTED (particularly those involved in the planning, design and commissioning of local council projects).
- Introducing peer review of local council projects by trained CPTED specialists.
- Improving community involvement processes to better understand community perceptions and possible responses in the design of local council projects.
- Reflecting CPTED more strongly in local council plans, policies and procedures.
- Improving stakeholder partnerships, particularly with the development community, so that a local council is more knowledgeable about impending private development and thus is in a better position to take proactive action to encourage the incorporation of CPTED into early site planning.
- Changing the Planning Scheme to incorporate more appropriate “triggers” for development applications and associated assessment criteria so that the local council can ensure CPTED is appropriately incorporated into private development.
- Production of local CPTED design guidelines to assist designers and applicants to identify safer design solutions.

Identifying Priorities for CPTED Implementation

Community involvement, crime statistics, safety audits, site assessments, management audits, and the results of public consultation are all tools that help a local council to better understand the local context and help identify priority areas or hot spots.

Priority areas or hot spots are public places where criminal and anti-social behaviour tends to be concentrated and/or where the fear of crime is high and thus avoided by people. The main benefit in identifying hot spot areas is to help local councils focus collaborative, community and multi-agency involvement and action, on the most significant problem areas.

Some commonly identified hot-spot areas include:

- Public and community carparks
- Public toilets
- Bus stops and shelters
- Pedestrian paths, alleyways and cycle routes
- Public transport facilities (taxi ranks, railway stations, interchanges)
- Pay telephones and ATMs
- Public parks, recreational areas and children's play grounds
- Street malls
- Pedestrian over-bridges and underpasses
- Civic centres
- Shopping malls
- Retail/entertainment/commercial areas
- Licensed premises
- Multi unit residential development.

Two important features should be noted from the above list:

- Many of the commonly found hot spot areas listed above are local council facilities or are on local council managed land. Accordingly, the application of CPTED by a local council to its own land, facilities and projects will be highly influential in achieving safer design.
- Hot spot areas include existing facilities as well as proposed new developments. Accordingly, the "retro-fitting" or redevelopment of existing public spaces and facilities needs to be considered as well as new development.

1.6 APPLYING CPTED TO PUBLIC INITIATIVES

The most effective way that a local council can enhance the safety and quality of public space and facilities is to apply CPTED to its own existing facilities, public spaces and new developments.

In addition to the hot spot areas noted in the previous section, the sorts of public works or projects that a local council undertakes that can influence the incidence and fear of crime include:

- Street lighting
- Signage
- Opening up or closing pedestrian linkages
- Opening up or closing pedestrian sight lines
- Design and placement of landscaping
- Main street enhancement projects
- Road closures, surfacing and paving of footpaths
- Refurbishment of street malls and public facilities
- Scheduling street activities
- Locking and closing off potentially dangerous areas after dark.

A local council can apply CPTED to its activities and public places by:

- Involving the community and forming partnerships with key stakeholders as outlined in this guide.
- Obtaining a better understanding of the local context and identifying hot spot areas using the tools recommended in this guide.
- Incorporating CPTED into appropriate local council activity, policies/strategies (i.e. urban design strategy, open space strategy, multi unit residential design guidelines, asset management plans etc).
- Preparing a local CPTED design guide to assist all parties to identify appropriate local design responses.
- Making provision in Asset Management Plans for the appropriate investigation and improvement of existing facilities to incorporate CPTED.
- Making CPTED a planning and design criteria for new projects.
- Selecting project designers with CPTED skills and proven CPTED track records.
- Assessing alternative designs against CPTED assessment criteria and design guidelines for selection.

- Obtaining specialist CPTED peer review of significant existing and proposed public facilities, i.e. street enhancement schemes, park designs, existing civic centres, public transport facilities, parking buildings/facilities.
- Assessing the relationship between the project area, surrounding spaces and private development so that opportunities to enhance the quality and safety of public space are realised.
- Developing and implementing a comprehensive maintenance program.
- Seeking the voluntary cooperation of adjacent private owners to activities and/or works on their land that enhance the safety and quality of the public space.
- Providing training for local council staff in crime prevention and CPTED.
- Initiating organisational change to promote communication and cooperation between the different sections that need to work together to achieve CPTED.
- Establishing voluntary guidelines/protocols and working partnerships, or if necessary, seek regulatory management through a council Policy, to manage other users and occupiers of streets – for example, the location of taxi ranks, bus stops, public telephones, pump stations, substations etc.
- Making owners in identified hot spots more aware of the local crime issues, the benefits of incorporating CPTED, and its importance to the community.
- Anticipating where significant private development is likely to occur and contacting the owner/developer to advocate the importance of CPTED.
- Forming closer partnerships with the development community so that a local council is more knowledgeable about impending private development and in a better position to take proactive action to encourage the incorporation of CPTED into early site planning.
- Making specialist officers available to give advice on CPTED.

Voluntary initiatives are attractive because they can be immediately implemented by a local council and are not costly. Significantly, they are also the only way to seek improvements to existing hot spot areas in circumstances where the owners are not contemplating change or development.

Regulatory Management

A second step is for a local council to incorporate CPTED into their Planning Scheme. This has the advantage of giving CPTED justification to negotiate with developers if they are reluctant to change their proposals to sufficiently incorporate CPTED. Significantly, regulatory management is ineffective for existing hot spot areas where the owners are not contemplating change or development.

A separate guide on *Incorporating CPTED into Planning Schemes*, including case studies, has been prepared and is included in the next chapter. This includes guidance on possible “trigger rules” that could be applied to specific areas or activities to ensure that a local council can appropriately manage private development to achieve CPTED.

1.7 APPLYING CPTED TO PRIVATE DEVELOPMENT

Significant development of privately owned land can usually be achieved without the need to obtain development applications. While such allowance has benefits, it could be easy for significant development to be planned and constructed with little or no consideration of CPTED.

Under these circumstances, there are two main ways that a local council can apply CPTED to existing and proposed private development – voluntary initiatives and regulatory management.

Voluntary Initiatives

It is recommended that local councils first use voluntary initiatives to promote the application of CPTED to existing and proposed private development. These initiatives could include:

- Promoting the importance of CPTED (i.e. by the production of guides to CPTED) and offering training opportunities to the private sector (in conjunction with council staff).

1.8 MANAGING THE INTERFACE

BETWEEN PUBLIC AND PRIVATE DEVELOPMENT

A potential limitation to the effective application of CPTED is the constraint caused by legal boundaries and different land ownerships.

The implementation of CPTED is particularly concerned with the inter-relationships between public and private land because it is often at this interface that design breaks down. The main cause of design breakdown is because there are different commissioners of change (i.e. local councils and the private sector) often with different motivations and timeframes, each focusing on their own land and developments. This sometimes leaves it to chance whether local councils and the private sector cooperate together for mutual benefit to prevent the incidence and fear of crime through cooperative physical design across the interface.

In these circumstances, voluntary initiatives are likely to be more successful in implementing CPTED improvements across the interface than regulatory mechanisms.

In the case of development commissioned by a local council, assessing the interface between the project area, surrounding spaces and private development is critical to identifying opportunities to enhance the quality and safety of the project area.

This can be done by:

- Carrying out safety audits and/or site assessments, as appropriate, to better understand the wider context of a project
- Involving adjoining and adjacent owners, as appropriate, in the project planning and design of public spaces/facilities.

The benefits to a local council in making a wider assessment of a public project to include private land are to harness the local knowledge of private land owners, gain input into the council's proposed design, get suggestions for design improvement, find out what proposals owners might have for their properties, discuss issues of mutual benefit, and finally, but most importantly, discuss what CPTED initiatives should be implemented to make the public facility better and safer.

2. SECURITY IMPROVEMENT PROGRAM





2. SECURITY IMPROVEMENT PROGRAM

2.1 SECURITY IMPROVEMENT PROGRAM SUBSIDIES

The Security Improvement Program (SIP) provides subsidies of up to 60% to councils to help fund the planning and capital works of projects which reduce the incidence of crime, enhance public safety, improve property security and generally provide communities with a safe and secure environment by assisting to provide security infrastructure in existing public places.

This includes projects such as the modification of existing infrastructure and provision of equipment to improve security and safety in public places (e.g. the installation of surveillance cameras and lighting).

This program has been expanded with \$10 million of funding available over five years from July 2006, and now includes funding for counter-terrorism measures. Eligible projects under the SIP include initial investigation of proposed projects and planning of projects up to a maximum subsidy of \$5,000.

While the SIP will be administered by the Department of Local Government, Sport and Recreation, the Queensland Police Service (QPS) will participate in the assessment process to prioritise and determine the validity of projects and their value for money.

To assist councils to access the SIP and understand the planning and application processes, staff from

those departments are available to provide advice as required, including conducting regional training workshops and one-on-one council visits.

2.2 SECURITY IMPROVEMENT PROGRAM EXAMPLES

For some useful examples of council use of SIP funding, refer to:

http://www.townsville.qld.gov.au/citysafe/security_improvements.asp

<http://www.redland.qld.gov.au/Corp/Residents+Info/Community+safety/Public+Space+Safety/>

For further information on the SIP refer to the Department of Local Government, Sport and Recreation web site at:

<http://www.lgp.qld.gov.au/?id=104>

3. INCORPORATING CPTED INTO PLANNING SCHEMES





3. INCORPORATING CPTED INTO PLANNING SCHEMES

3.1 INTRODUCTION

The aim of this part of the Guidelines is to assist local councils to incorporate statutory provision for CPTED in their Planning Scheme.

Sections 3.2 and 3.3 provide the broad context and a summary of the relevant statutory provisions. Section 3.4 gives information and assessment of the two main approaches to incorporating CPTED into planning schemes and Section 3.5 refers to some examples.

Under the *Integrated Planning Act 1997* (IPA), planning schemes are prepared by local governments to manage growth and change in their local government area. Planning schemes must coordinate and integrate the matters they deal with, and also the State and regional dimensions of those matters. Amongst other things, planning schemes identify the kind of development that requires approval (assessable development) or that can be carried out without approval if certain requirements are met.

Almost all local governments in Queensland now have IPA compliant planning schemes in place, and the operation of those schemes over an extended period of time has provided the opportunity to identify areas

where the legislation and associated administrative systems can be improved. The Queensland Government has commenced a major reform of the IPA, and the Integrated Development Approvals System (IDAS). While this may subsequently have implications for advice provided in these guidelines, it also provides a significant opportunity to incorporate CPTED principles into the mainstream of planning practice.

3.2 CONTEXT

Significant change can be made on public owned land (i.e. legal roads, parks, reserves, commercial zoned sites owned by local councils etc.) without local councils (as either owner or commissioner of the work) having to submit development applications. Examples can typically include street works, new and refurbished street malls, civic centres, public conveniences, car parking buildings, inner city parks, community facilities, landscaping, and the like. While such allowance has benefits, it can be easy for significant development to be commissioned and implemented by local councils with insufficient consideration of CPTED.

Similarly, significant change can be made on privately owned land without the need to obtain development approval. This is particularly the case in cities and towns where significant commercial and residential development is often exempt from development assessment. Again, while such allowance has benefits, it can be easy for significant development to be commissioned and implemented by private owners with insufficient consideration of CPTED.

In these circumstances, an important issue for the local council to assess is whether there should be greater regulatory management to ensure CPTED is sufficiently incorporated into new development.

3.3 RELEVANT STATUTORY PROVISIONS

The purpose of the *Integrated Planning Act 1997* (IPA) is “to achieve ecological sustainability by (a) coordinating and integrating planning at the local, regional and State levels; and (b) managing the process by which development occurs; and (c) managing the effects of development on the environment (including managing the use of premises).” (s1.2.1).

Ecological sustainability “is a balance that integrates (a) protection of ecological processes and natural systems at local, regional, State and wider levels; and (b) economic development; and (c) maintenance of the cultural, economic, physical and social wellbeing of people and communities.” (s1.3.3).

Further, the cultural, economic, physical and social wellbeing of people and communities is maintained if “(i) well-serviced communities with affordable, efficient, safe and sustainable development are created and maintained; and (ii) areas and places of special aesthetic, architectural, cultural, historic, scientific, social or spiritual significance are conserved or enhanced; and (iii) integrated networks or pleasant and safe public areas for aesthetic enjoyment and cultural, recreational or social interaction are provided”. (s1.3.6(c)).

Safety is therefore a pre-requisite to maintain the cultural, economic, physical and social wellbeing of people and communities.

3.4 APPROACHES TO INCORPORATING CPTED INTO PLANNING SCHEMES

There are two main environmental management methods that a local council can use to implement CPTED - voluntary initiatives and statutory initiatives.

Much can be achieved through voluntary initiatives. These are non-statutory, can be implemented immediately and are particularly applicable when seeking CPTED improvements to existing development (i.e. the “retro-fitting” of existing public places) and new development exempt from assessment under a planning scheme. Guidance on voluntary initiatives is given in the previous section, ‘Overview of Implementation Options’.

Voluntary initiatives should be complemented by statutory initiatives. Statutory initiatives involve incorporating objectives, policies, rules and assessment criteria into a Planning Scheme under the IPA. The advantage of statutory initiatives is that they give CPTED statutory importance and the local council statutory justification to impose appropriate conditions to ensure CPTED is appropriately incorporated into new development.

Statutory initiatives are not effective in existing crime problem areas where the owners (including a local council) are either not contemplating change or new development, or if the new development is exempt from assessment under the Planning Scheme.

For more information on making, amending and consolidating planning schemes, temporary local planning instruments and planning scheme policies please refer to Chapter 2 of the IPA.

Incorporating CPTED Helps Meet IPA Responsibilities

Adopting CPTED as council policy and implementing it through its Planning Scheme is one of the ways in which a local council can go about meeting its responsibilities under relevant legislation to make cities, towns and districts safer and better places to live and visit.

These benefits can be achieved by a local council incorporating rules and assessment criteria into its Planning Scheme to enforce its CPTED objectives and policies. Issues that require careful assessment include the intensity of development that activates the need for development approval applications.

CPTED Specific Assessment Criteria in Planning Schemes

The path of least resistance would be to introduce CPTED specific assessment criteria (e.g. the extent to which the siting of activities and external design is consistent with and will promote crime prevention) to rules that already activate the need to apply for development approval. In other words, the scope of existing development assessments would be widened to include CPTED. This approach has the advantage of being less restrictive in the sense that no additional applications would be required. The main disadvantage is that some developments with poor CPTED design will remain activities exempt from development assessment.

An example of the path of least resistance approach is an existing Planning Scheme that requires approval for a proposed parking facility if the number of spaces exceeds a certain level, with assessment criteria relating to the effects of the parking facility on the surrounding road network. An amendment could be introduced seeking additional assessment criteria, i.e. the extent to which the design is consistent with CPTED principles and guidelines.

Additional assessment criteria also may be needed to change the activity status of some activities exempt from development assessment so that an application for development approval is required. Examples of particular activities could include parking facilities, underground public pedestrian links, public transport facilities accessible to the public, new central city public parks, new street malls etc. Examples of particular areas could include central business districts or identified hot spot areas for crime.

If additional assessment criteria are proposed, the proposed activity status should be carefully assessed. In this respect, controlled activity status should be considered, as this would permit a local council to impose reasonable conditions while giving certainty to applicants that their proposal will be approved.

Gap Analysis

A potentially useful way to assess the extent to which Planning Scheme provisions might need to be improved to implement CPTED is to carry out a “Gap Analysis”. Gap analysis is directed towards answering the following sorts of questions:

- (a) What physical developments or changes have or can occur as activities exempt from development assessment but should be managed in terms of CPTED?
- (b) What physical developments or changes have been subject to the development application process but insufficiently assessed in terms of CPTED?
- (c) Where are these developments and changes located? Are these on private land or public land (i.e. legal road or parks)?

Answers to question (a) may point to inadequate CPTED rules or triggers for applications for development approval. Answers to (b) may point to inadequate CPTED assessment criteria and/or inadequate assessment by applicants and council’s planning approval officers. Answers to item (c) may point to spatial areas where opportunities to usefully apply CPTED have been lost, and in particular, the extent to which these lost opportunities are on public or private land.

The results are likely to assist a local council to identify whether Planning Scheme provisions are the appropriate methods in given situations. The results are also likely to assist a local council to identify priority issues and areas for CPTED application. In preparing a gap analysis, it is likely to be useful to seek the options and assessment of a wide variety of stakeholders, specialists and interest groups.

Non Statutory Design Guidelines

A design guide is a useful way for a local council to illustrate how CPTED might be applied in the local context, and can assist in ensuring development applications address elements of a Planning Scheme.

Design guides do not need to be statutory. Being non-statutory, the design guide can be periodically updated in the light of experience without having to go through any statutory process.

Local councils can choose whether to produce a separate CPTED design guide or incorporate CPTED within a wider urban design guide. A separate CPTED guide has the advantage of highlighting CPTED as an issue. Incorporating CPTED within a wider urban design guide has the advantage of promoting an integrated approach to the planning and assessment of the environment.

Education, Training and Specialist Assistance

The effective implementation of CPTED through the Planning Scheme relies on education and training of the participants and the ability to identify situations when advice and assistance from CPTED specialists is required.

Local councils play an important role in promoting education and training to its staff and the local participants in the planning process (i.e. local planning consultants, architects, designers, engineers, landscape architects, developers, special interest groups, town centre promotion organisations etc).

Training could be organised by local councils to promote CPTED and therefore assist with the better administration of its Planning Scheme CPTED provisions.

3.5 PLANNING SCHEME POLICIES – QUEENSLAND EXAMPLES

For examples of council Planning Scheme Policies and CPTED guidelines, refer to:

http://www.cairns.qld.gov.au/files/policies/general_policy_10406.pdf

http://www.brisbane.qld.gov.au/bccwr/plans_and_strategies/documents/crime_prevention_whole_policy.pdf

http://www.mackay.qld.gov.au/__data/page/4481/ISo1_-_Graffiti_Vandalism.pdf

4. SAFETY AUDITS





4. SAFETY AUDITS

4.1 SAFETY AUDIT PROGRAM

The Safety Audit Program is for people who want to feel safer in their public space and who are prepared to do something towards achieving it. Safety Audits are about improving the physical environment in ways that will reduce the opportunities for crime. Safety Audits are also about making public places like parks, bus stops and streets safer for everyone.

Introduction

Safety Audits are a crime prevention initiative that aims to reduce opportunities for crime, particularly violent crime, in public places. Safety Audits allow local people to provide accurate and useful information to planners, designers and service providers. Safety Audits provide an opportunity for the community to have a say about what contributes to their feelings of safety in their neighbourhoods, and thereby encourages better use of public space.

Safety Audits aim to:

- identify possible crime sites in public space
- address crime-related safety concerns by making recommendations to appropriate agencies and owners of space directed at removing or reducing opportunities for crime, and
- enable the community to monitor the implementation of recommendations made.

4.2 KEY PLAYERS IN A SAFETY AUDIT

The key players that should be involved in a safety audit include:

- the local community
- the local council
- members of local agencies, and
- the local police.

Members or representatives from local councils are very important in the Safety Audit process as a large percentage of public space is owned by councils. Even if the local council does not initiate a safety audit it is still vital for them to be involved.

Local community members are also very important participants in the Safety Audit process. The program is based on the local community taking action and responsibility for making their local environment safer and more secure.

Local police should also be involved in conducting the Safety Audit, as they are aware of areas of concern in local streets and other public places.

4.3 HOW TO CONDUCT A SAFETY AUDIT - STEP 1

Forming your Safety Audit Steering Committee

The first step in implementing a Safety Audit is to hold a public meeting with all interested groups and individuals in your local area. Your local police can arrange for a speaker to attend the meeting and explain the program in detail.

Once a public meeting has been held and a motion passed to conduct a Safety Audit, a steering committee must be formed. The steering committee is the key to managing a local safety audit and guiding it to a successful conclusion.

Publicity

The steering committee will publicise the Safety Audit and details of forthcoming meetings.

Some means to gain publicity include:

- letterbox drops
- brochures (Safety Audit brochures can be made available), and
- posters and community service announcements in local newspapers, radio and television.

Supplies and Costs

Encourage your group to talk about ways to take on the project with as few costs as possible. You might want to consider sharing costs by requesting a local organisation/s to sponsor some resources or costs, e.g. the use of meeting rooms or the donation of some items listed below.

Some general items you might consider necessary or desirable that may be sponsored are:

- photocopying
- brochure printing
- the provision of name tags
- refreshments
- postage, and
- telephone calls.

4.4 HOW TO CONDUCT A SAFETY AUDIT - STEP 2

Deciding on your Safety Audit

An important decision to be made is the size of the Safety Audit. It should not be too large.

If your concern is the neighbourhood as a whole, you could:

- do a full audit of a Neighbourhood Watch area
- audit the whole neighbourhood concentrating on one or two factors only, such as lighting and public telephones, or
- audit a major route to and from the public transport stop, or to the shopping centre, or other ways you use the public space.

Safety Audits also can be adapted to public spaces, such as educational institutions, hospitals and shopping centres. The focus of these types of Safety Audits could include public toilets, parking lots, stairways, tunnels or other areas that are often isolated.

Permission should always be obtained prior to entering private property.

A Safety Audit is conducted in teams that should contain:

- 4 - 7 people (preferably)
- a broad cross-section of the community, and
- members of special needs groups within the community.

Members of the Safety Audit team will find it useful to take notes as they walk around, and the checklist provided in section 4.6 will help to focus attention on important things to consider from a safety perspective.

4.5 PROCEDURE

When should a Safety Audit be conducted?

It is advisable to carry out a Safety Audit during both the day and the night to cater for all user groups. If only one Safety Audit can be conducted, after dark is probably best - it is the only reliable way to identify if there is a problem with lighting, which is one of the most important safety features. This also focuses on the time of day when people are most isolated and feel least safe.

Taking Notes

It is important to take good notes - here are a few tips:

- Note the date and time of the Safety Audit, and who participated. This is important if you are looking at maintenance problems over a period of time.
- If the area you are auditing is large or complex, your Safety Audit should deal with one part at a time, e.g. one street or park.

- Be as specific as you can about the location of each place you comment on.

Some Further tips

- Take a torch with you for the after dark phase of the Safety Audit.
- Consider taking notes or using your camera to document positive features as well as problem areas. It can be beneficial to contrast or compare good and bad examples of the same factor, e.g. a well lit street and a poorly lit street.
- If you do use a camera to photograph an area, it is a good idea to write down the number of each photo and what it represents.
- If it is difficult to take notes, consider using a tape recorder.
- Stay safe, dress appropriately and remember to conduct the Safety Audit as a team as there is safety in numbers.

4.6 THE CHECKLIST

1. General impressions

- What is your reaction to the place?
- Do you feel safe or unsafe in this area?

2. Lighting

- Is the level of lighting good enough to let you identify a face at a distance of 15 metres?
- Can you see into the back seat of a parked car?
- How even is the lighting? Are there pools of light and darkness?
- Are any lights out - if so, how many?
- If lights are out, is it due to equipment failure or damage?
- Do you consider that street lighting in the area is adequate?
- Are there bushes and trees that interfere with street lighting?
- In waiting areas like bus stops, taxi ranks and train stations, does lighting put you in the spot-light (i.e. can anyone outside the area see you easily while you can not see anything outside)?

3. Sightlines

- Is it difficult to see what's ahead because of sharp corners, walls, hills, fences or bushes?

- As you walk through the public space, are there places someone could be hiding without you knowing it?
- Would you be able to see better if transparent materials were used instead of solid materials? (For example, using lattice/Perspex for bus shelters instead of solid material that cannot be seen through.)
- If there are surveillance cameras, are they located in the best places?
- Are the surveillance cameras monitored?
- Who monitors them?
- What happens if the monitor sees someone being harassed or assaulted?
- Could corners of buildings be angled so it's easier to see around them?
- Should there be security mirrors to let you see around corners?

4. Isolation from being seen / heard

- Are other people likely to be around during the day or late at night?
- How close is the nearest public telephone if you needed to call for help?
- Is it near enough?
- How often is the area patrolled by security guards or police?
- Would a scream for help be heard by a person, such as a railway station officer or car park attendant?

5. Nearby land uses

- Is there graffiti, litter or signs of vandalism which indicate no ownership over an area?
- Does the land seem owned and cared for, or is it a desolate or abandoned place where unlawful activity might go unnoticed?
- Is there more than one way out of an area for a person who feels threatened?

6. Movement predictability

- Are there stairs, escalators, tunnels, lanes or paths that enable a potential offender to predict where the person will be in a short time?
- What is at the end/bottom of tunnels, walkways, stairs, lanes or paths and other facilities?

- Are there corners, recessed doors or bushes where someone could hide and wait for you?

7. Signs

- Are there enough signs and maps so that people can find their way around easily? (Being confused about where to go makes a person feel more vulnerable to harassment or assault.)

8. Public transport stops

- Are public transport stops, and pedestrian routes taken to and from them, safe?
- Are these routes well enough lit to identify a human face at 15 metres?
- Are there signs to guide you to destinations?
- Is there more than one route to the stop?
- Is it possible to change routes during a journey if it becomes necessary?

9. Overall Design

- Is it easy to find your way around?
- Public toilets – are they isolated?
- How easy is it for an intruder to go into the toilets unnoticed?
- If there is an underground tunnel, are there sufficient lights and mirrors?
- Are there a confusing number of different levels in the underground tunnel?
- Do you know where the entrance/exit of the tunnel is?
- Would things like landscaping, fences and better design make the place attract more people and be more user friendly?

10. Maintenance

- Look for things including: broken lighting; litter; broken windows; damage to public telephones; and graffiti, as well as other aspects of urban decay.

11. Improvements

- What improvements would you like to see?
- Do you have any specific recommendations?

It is important to name a problem even when you don't have a solution.

Sometimes a place is so poorly designed that there are not any real solutions, only band-aids. Advising someone about the problem is the beginning of changing the way future buildings and public spaces are designed.

This checklist is not exhaustive and may be added to or modified to suit your local situation.

4.7 ACTION PLANS

After you have completed your Safety Audit, you will have a lot of information about problem sites, and a lot of ideas about changes you would like to see.

Each Safety Audit team should meet on the same day or night as the audit inspection, look over the sheets of each group's observations and questions and draw up a team action proposal.

This plan will list problems in order of priority, how they might be fixed and who needs to be approached to fix them (e.g. contact the local shopping centre about improving the lighting in their car park; approach service providers about the location of public telephones etc.).

This action proposal will be given to the steering committee to consolidate with proposals from other teams to form a local action plan.

The action plan should tell relevant agencies about the problems identified in the audit process. It should tell them what you suggest would improve the situation.

Remember to be as specific as possible about problem areas, the nature of the problem and possible solutions.

4.8 SAFETY AUDIT OUTCOMES

Safety Audits are not a new concept. They are part of a process of change, and are not an end or outcome in themselves. Safety Audits are a tool for collecting information about elements of the local environment that make people feel unsafe. They also encourage suggestions of changes that would make residents feel safer.

For further information on the Safety Audit Program refer to the Queensland Police Service web site at:

<http://www.police.qld.gov.au/programs/crimePrevention/audit/>

5. CONCLUSION





5. CONCLUSION

CPTED is a well-researched crime prevention method which has been shown to reduce opportunities for crime and incivility. It provides positive community safety benefits by improving planning and design decisions in ways that provide organisations, communities and businesses with practical crime prevention tools.

This Part B Implementation Guide was developed to encourage and assist councils to incorporate the principles of CPTED in the preparation, review and implementation of planning schemes and policies. However the CPTED principles outlined and discussed in the two parts of these guidelines cannot be rules or universal solutions for every situation. Instead they focus attention on key issues to consider in relation to the needs of each local setting. Each community must take responsibility for its own situation and decide how best to implement CPTED.

For further information on the key principles of CPTED and specific examples of CPTED approaches in particular settings, please refer to *Part A: Essential features of safer places of the CPTED Guidelines for Queensland*. A list of definitions, references and further resources is also provided in that document.

