



**PARLIAMENT OF VICTORIA
DRUGS AND CRIME PREVENTION COMMITTEE**

**INQUIRY INTO THE APPLICATION OF
SAFER DESIGN PRINCIPLES
AND CRIME PREVENTION
THROUGH ENVIRONMENTAL DESIGN**

Final Report

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Drugs and Crime Prevention Committee
Inquiry into the Application of Safer Design Principles and Crime Prevention Through
Environmental Design — Final Report

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Functions of the Drugs and Crime Prevention Committee

The Victorian Drugs and Crime Prevention Committee is constituted under the *Parliamentary Committees Act 2003 (Vic)* as amended.

Section 7

The functions of the Drugs and Crime Prevention Committee are, if so required or permitted under this Act, to inquire into, consider and report to the Parliament on any proposal, matter or thing concerned with:

- a. the use of drugs including the manufacture, supply or distribution of drugs;
- b. the level or causes of crime or violent behaviour.

Terms of Reference

Under s33 of the *Parliamentary Committees Act 2003*, the following matter be referred to the Drugs and Crime Prevention Committee — for inquiry, consideration and report no later than 24 June 2013 on issues relating to crime prevention in Victoria and, in particular, the Committee is requested to:

- (a) examine the extent to which Safer Design principles (including Crime Prevention Through Environmental Design) are currently applied by local government authorities and the development industry in Victoria; and
- (b) investigate the use of Safer Design or Crime Prevention Through Environmental Design principles under local government or equivalent planning regimes in other jurisdictions.

Acknowledgements

The Committee wishes to thank the research team from Sydney Institute of Criminology at the University of Sydney for assisting the Committee in developing and undertaking a survey of all local government authorities in Victoria, analysing the data from the survey and drafting Chapter 9 of this Report. The members of the team were:

Mr Shaun Walsh, Research Assistant, Sydney Institute of Criminology, University of Sydney.

Mr Daren Fisher, Research Assistant, Sydney Institute of Criminology, University of Sydney

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Ms Leanne Monchuk, Research Assistant, The Applied Criminology Centre, University of Huddersfield.

Mr Garner Clancey (Chief Consultant), Deputy Director, Sydney Institute of Criminology, University of Sydney.

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The Committee is most grateful to the City of Melbourne for permission to reproduce the photographs of the CBD and Curzon Place, North Melbourne on the front cover of this report. The Committee provided the photographs of Regent Park and Central Park Apartments, Wellington, and The Square in Palmerston North, New Zealand.

Chair's Foreword

Crime Prevention through Environmental Design is an internationally recognised means of reducing both the incidence and the fear of crime through the design and effective use of the built environment. The concept of Crime Prevention through Environmental Design (CPTED) has been influential in the development of the *Safer Design Guidelines for Victoria*, the leading 'designing out crime' framework in operation in Victoria. In fact the Safer Design Principles contained in the Guidelines document are taken directly from the key elements of CPTED theory. The Safer Design Guidelines for Victoria also extend the use of the CPTED concept not only in promoting awareness of crime as a design issue but providing for ways in which good design can promote healthier, more sustainable and 'liveable' communities.

Despite the inherent worth of the Guidelines and the principles that underpin them, concern has been expressed about the extent to which they have been used by local government planners and the private development industry. Despite the *Safer Design Guidelines for Victoria* and their principles having been in place for eight years, there has been no evaluation of the Guidelines or their implementation and application, particularly by local government. Nor has the impact of these guidelines been thoroughly investigated. As such the Terms of Reference for this Inquiry was to examine the extent to which CPTED and the Safer Design Guidelines/Principles are incorporated into planning and building in Victoria by both local governments and the planning industry.

During the course of the Inquiry, the Committee accepted eight written submissions and heard from 87 witnesses both in Australia and New Zealand. The Committee also commissioned the Sydney Institute of Criminology, University of Sydney to design, conduct and analyse a survey of all local Government municipalities in Victoria to gauge the extent to which local governments incorporate the *Safer Design Guidelines for Victoria* in their local planning. The success of the survey was reflected in the participation of 97% of local government authorities. Their responses and the analysis of the survey results is extensively discussed in Chapter 9 of this Report. On behalf of the Committee, I would like to thank Garner Clancey and his research team from the Sydney Institute of Criminology and acknowledge his valuable contribution to the Report.

The Committee engaged with a number of important issues and questions during the course of this Inquiry. Some of these included:

- ◆ How widely CPTED and the Safer Design Principles are incorporated in planning at a local level?
- ◆ To what extent planners and design professionals liaise with stakeholders skilled in crime prevention and community safety, particularly the Victoria Police?
- ◆ To what extent local government planners, police, design professionals and other relevant stakeholders are trained in the theory and application of CPTED and safer design principles?
- ◆ Whether the Safer Design Guidelines for Victoria should be subject to a greater level of regulation to incorporate CPTED features in planning and design and if so, how and to what extent?

Currently the planning system in Victoria is subject to review. A Ministerial Advisory Committee will be advising the government on the direction and content for a new Melbourne Metropolitan Planning Strategy. A Review of the Victorian Planning System is also being undertaken. It is therefore timely that this Inquiry has examined the application of the *Safer Design Guidelines for Victoria* against the context of these changes.

The Committee is hopeful that the Government's response to this Report will result in a policy framework that provides for a safe and healthy environment for Victorians, particularly with regard to the use of planning and design. In particular it is anticipated that through greater use of the *Safer Design Guidelines for Victoria* new building developments in Victoria will prioritise crime prevention, community safety and 'liveability' in local level planning.

I would like to thank Deputy Chair Johan Scheffer, and Committee Members Brad Battin, Shaun Leane and Tim McCurdy for their hard work and effort in producing this Report in a productive and bipartisan manner. I would also like to thank the Secretariat of the Drugs and Crime Prevention Committee; Executive Officer Sandy Cook, Senior Researcher Peter Johnston and Administrative Officers Kim Martinow and Justin Elder. All have shown dedication and professionalism in assisting with the production of this Report.

A handwritten signature in black ink, reading 'S Ramsay' with a horizontal line underneath.

Simon Ramsay M.L.C.
Chair

Executive Summary and Recommendations

The last few decades have witnessed a significant shift in how crime is controlled and managed. A range of developments, including the rise of private security, the strengthening of surveillance apparatuses, the emergence of risk analysis and management, and diverse crime prevention practices, are a feature of everyday life in state and private responses to crime.

A movement known as crime prevention through environmental design (CPTED) is part of the contemporary approach to crime prevention. CPTED is defined as 'the proper design and effective use of the built environment', which 'can lead to a reduction in the fear and incidence of crime, and an improvement in the quality of life' (Crowe 2000, p.46). The principles underpinning the *Safer Design Guidelines for Victoria*, the main focus of this Inquiry, are drawn from the key CPTED tenets.

Crime is the result of many factors and cannot be simply prevented or reduced through the design of the physical environment. Nonetheless, the use of safer design principles is an important part of a suite of crime prevention strategies that include law enforcement, particularly proactive and specialist policing, education, and social development approaches. Certainly the most successful initiatives to incorporate environmental crime prevention measures are those based on holistic strategies that incorporate a wide range of measures and rely on collaborative multi-agency partnerships.

The various means of achieving safer design include: restricting access to buildings; activating spaces to enhance the natural surveillance of an area; fixing and repairing damage to buildings to demonstrate capable guardianship; increasing ownership over areas so that proprietorial behaviour discourages unlawful behaviour; installing electronic forms of surveillance or engaging security personnel to monitor specific sites; and ensuring landscaping does not obscure sightlines, so that people feel safe to use public spaces. Safer design principles and CPTED has gained increasing traction over the last few decades. Many police and local authority staff now receive Safer Design/CPTED training. Rating systems for various forms of development operate in some jurisdictions to quantify safety and security (for example, the Secured by Design accreditation scheme in the United Kingdom). CPTED practitioner professional associations have also emerged (for example, the International CPTED Association) and planning regimes in many countries incorporate safer design principles.

In many jurisdictions the most obvious embodiment of CPTED is through the creation and ratification of specific design guidelines that influence the way that the built environment is developed. In Victoria the Department of Sustainability and Environment produced the *Safer Design Guidelines for Victoria* in 2005.

Despite the *Safer Design Guidelines for Victoria* and the principles therein having been in place for eight years, there has been no evaluation of the Guidelines or their implementation and application, particularly by local government. Nor has the impact of these guidelines been thoroughly investigated. Without detailed evaluation or analysis it is therefore difficult to determine to what extent the Guidelines have been used and what impact they have had on local government planning activities or the work of the private property development industry. For this reason the Committee commissioned the Sydney Institute of Criminology,

University of Sydney to design, conduct and analyse a survey of all local government municipalities in Victoria to gauge the extent to which local governments incorporate the *Safer Design Guidelines for Victoria* in local planning. Despite this lack of information, the Committee acknowledges, however, that there has been some good work done in applying the *Safer Design Guidelines for Victoria* and CPTED principles generally to local developments throughout the state, as demonstrated in several case studies included in this Report.

In undertaking the Inquiry the Committee has examined the use of safer design principles and CPTED comparable to the *Safer Design Guidelines for Victoria* in interstate and overseas jurisdictions. The jurisdictions covered included New South Wales, Western Australia and Queensland in this country, the United Kingdom, the Netherlands, the United States and New Zealand overseas. The lessons these states and countries have learned about how to apply CPTED and more importantly the pitfalls to avoid as a result of their experiences have been invaluable.

During the course of the Inquiry the Committee became aware of a number of challenges that have prevented the Guidelines from being implemented to any significant degree. These challenges are documented extensively in Chapters 9 and 10. However, of particular concern was the finding from the survey that whilst a high percentage of respondents from local government authorities *were* aware of the Guidelines they were not applying them to either assess development applications that came before them or using them in developing their own local projects.

Also of concern was the lack of awareness of the Guidelines by developers and other professional groups, identified during the Inquiry. To some extent this lack of awareness could be attributed to problems associated with language, in other words there were stakeholders aware of the general principles of CPTED but not necessarily of the *Safer Design Guidelines for Victoria* themselves. Conversely, other people may have had some awareness of the Guidelines but not of CPTED or related designing out crime principles.

Principles informing the recommendations

As a result of the evidence gathered by the Committee and the research undertaken, the Committee has developed a set of best practice principles to inform the incorporation of CPTED and the *Safer Design Guidelines for Victoria* and associated principles into local planning in Victoria. The following principles support the Committee's recommendations as reproduced in the Executive Summary and throughout this Report.

1. Crime prevention is more effective when investing in a holistic approach to health, sustainability, community safety and 'liveability' rather than just law enforcement/justice measures.
2. Safer design principles/CPTED needs to be implemented in conjunction with other crime prevention approaches.
3. Community capacity building and social capital as outlined in this Report are essential and integral aspects of addressing community safety issues in contemporary society.
4. In addressing crime prevention and community safety including safer design principles/CPTED, evidence based strategies are essential.
5. A 'one size fits all' approach to applying safer design principles/CPTED does not address the specific issues, needs and requirements of individual local communities.
6. Effective crime prevention and community safety interventions including the use of safer design principles/CPTED measures require:
 - An understanding of the causes and contributory factors leading to crime and antisocial behaviour

- Clear goals and vision that are directly linked to proposed strategies
 - A unified service delivery model. Community safety interventions including the application of safer design principles are less effective when agencies and departments including those in local government authorities work in isolation from each other (silos)
 - An applied commitment to evidence based practice research, evaluation, and performance measurement supported by up-to-date data
 - A commitment to plan for the 'long haul'. CPTED interventions including those based on the application of the *Safer Design Guidelines for Victoria* take time and will not result in 'instant rewards'. Follow up, ongoing monitoring and evaluation of CPTED initiatives is crucial
 - The empowerment and participation of local communities in decision making, such as through safer design/CPTED audits.
7. Effective crime prevention, including the use of safer design principles and CPTED, requires police to take a proactive community focused approach with regards to designing out crime, utilising specialist knowledge and training in this area.
 8. Local government authorities are best placed to understand and reflect the particular needs and problems of their local community. This is largely due to the fact that most crime of immediate concern to communities is local (eg. property crime, antisocial behaviour, vandalism etc.) As such they are best placed to generate and deliver the most appropriate prevention interventions for their local communities including the application of the *Safer Design Guidelines for Victoria*.

Key positions and Recommendations

The following discussion draws on the key principles referred to above and the evidence obtained during the course of the Inquiry.

Holistic approaches are essential

The Committee believes that a holistic approach to the incorporation of the *Safer Design Guidelines for Victoria* is an essential aspect of good planning. Concepts such as liveability, sustainability, placemaking and social capital all have in common the ideal of producing happier, healthier and safer communities at local neighbourhood level. Increasingly local governments are utilising these concepts in their planning processes and community strategies and combining them with safer design approaches to reduce crime and increase feelings of community safety.

The Committee is of the view that environmental crime prevention interventions including the use of safer design approaches needs to be implemented in conjunction with other crime prevention approaches. A comprehensive and holistic approach to addressing crime and antisocial behaviour must take into account all forms of crime prevention, particularly those that seek to address the underlying social and economic causes of such crime. Social and community crime prevention approaches, as well as law enforcement where necessary, are all relevant parts of 'the mix'.

Recommendation 1

The Committee supports the recommendation made by the Legislative Council Environment and Planning References Committee in the *Inquiry into Environmental Design and Public Health in Victoria, Final Report*, that the Victorian Government, recognising that the work of all government agencies influence health, safety and wellbeing, adopts a whole of government approach to health and safety.

The Committee believes it is essential that the application of the Safer Design Guidelines for Victoria not take place in a crime prevention 'vacuum'. CPTED measures should be accompanied by a positive raft of strategies grounded in holistic approaches to 'liveability' including wellbeing and health promotion. A whole of government approach should work towards the promotion of these ends.

(Chapter 11)

Recommendation 2

The Committee recommends the establishment of a Safer Design Unit within the State Government's Department of Planning and Community Development (DPCD) which would coordinate a holistic approach to planning and its relationship to health, community safety and crime prevention and wellbeing initiatives across government.

It has become clear to the Committee that stronger promotion of the Safer Design Guidelines for Victoria is required and that improved coordination and collaboration is needed in addressing and implementing the Guidelines. Currently only one person in the DPCD is effectively overseeing the use of the Guidelines. A dedicated Safer Design Unit located in the DPCD could address both the better promotion of the Guidelines and give advice on their implementation and application.

(Chapters 10 and 11)

Recommendation 3

The Committee supports the following recommendation of the Legislative Council Environment and Planning References Committee in the *Inquiry into Environmental Design and Public Health in Victoria, Final Report*:

'That the Victorian Government amends section 4(1) of the Planning and Environment Act 1987 to include "the promotion of environments that protect and encourage public health and wellbeing" (or similar wording) as an objective of planning in Victoria.'

Whilst the Planning and Environment Act 1987 includes as an object the securing of safe living, working and recreational environments there is no mention of health or wellbeing as an object of planning in Victoria. The recommendation of the Standing Committee accords with this Committee's position that a holistic approach to planning that takes into account community health and wellbeing is essential.

(Chapters 8 and 11)

Recommendation 4

The Committee supports the following recommendation of the Legislative Council Environment and Planning References Committee in the *Inquiry into Environmental Design and Public Health in Victoria, Final Report*:

'That the Victorian Government amends section 12 of the Planning and Environment Act 1987 to require planning authorities to conduct a Health Impact Assessment for key planning decisions, such as major urban developments or making or amending a planning scheme'.

The Committee further recommends that:

- *A suitable and easy to use Health Impact Assessment tool be developed by the Department of Health and the Department of Planning and Community Development (DPCD), in consultation with the planning industry and local governments*
- *The Department of Health and the DPCD provide resources and support to local governments to conduct Health Impact Assessments.*

The Committee further recommends that the Health Impact Assessment be broadened to include the impact of crime and community safety issues on planning. This reflects this Committee's position that health, wellbeing and community safety are all inextricably connected and are all important aspects of the local planning process that must be taken into consideration.

(Chapters 8 and 11)

Recommendation 5

The Committee recommends that Section 60 (1A) of the *Planning and Environment Act 1987* be amended to include the words 'including the effects and risk of crime' as follows:

'any significant social and economic effects of the use or development for which the application is made including the potential effects or risk of crime'.

Under the Planning and Environment Act 1987 one of the matters which a local authority may consider before determining a planning application is 'any significant social and economic effects of the use or development for which the application is made'.

The problem, however, with such a provision according to some witnesses to this Inquiry is that it is not a mandatory requirement. The vagueness in which the provision is expressed has also been criticised. For example, no definition is given as to what is meant by 'social' or 'social effects'. Whilst it conceivably could include crime and community safety issues this is by no means clear. As such the Committee believes the Planning and Environment Act should be amended to ensure that the 'effects and risk of crime' are matters to be taken into account when considering the social effects of a planned development.

(Chapter 8)

Balancing regulation with non-prescriptive approaches

This Inquiry has examined both mandated and voluntary approaches, both overseas and in other states of Australia, to establish the best option for more effectively incorporating CPTED approaches and particularly the *Safer Design Guidelines for Victoria* into local planning in this state. It has examined the arguments in favour of and against further regulation of the Guidelines and sees the merit in both these approaches. Of particular interest was a noticeable division amongst stakeholders as to whether further regulation is desirable. In general terms respondents working in local government authorities were much more likely to support greater regulation. On the other hand developers and designers in the private sector were for the most part opposed to more prescriptive approaches.

Taking into account these differing views, the Committee has sought to strike a balance between no regulation, as is for the most part the case at present, whereby the *Safer Design Guidelines for Victoria* become a voluntary 'optional extra' in the local planning process, and a rigid prescriptive approach whereby the creativity and originality of designers and planners may be unduly fettered. It has decided that an amendment to the Victoria Planning Provisions results in the most effective 'outcomes based' approach.

Recommendation 6a

The Committee recommends that the Victoria Planning Provisions be amended to ensure local planning schemes throughout Victoria utilise the *Safer Design Guidelines for Victoria* as part of the decision making criteria when assessing large scale commercial, industrial and residential developments and/or when a proposed development is considered to be a potential crime risk. In relevant circumstances an applicant may be required to have a crime risk assessment or safety audit undertaken as specified in Recommendation 6b [below]

The above recommendation recognises that a 'trigger' is required in many circumstances to require planning applicants and developers to incorporate such features of the Safer Design Guidelines for Victoria as are relevant to minimise any potential crime or community safety risk created by the development. It is essential that

development plans be submitted to local governments for consideration against the Safer Design Guidelines for Victoria at an early stage in the planning process. The Committee recognises that such a requirement may be onerous and unnecessary for small-scale development applicants. As such it should be restricted to large-scale developments. Whilst the list of what could be considered a large-scale development is not exhaustive it should include:

- *Shopping centres and malls*
- *Other large-scale commercial developments*
- *Transport hubs or interchanges*
- *A large-scale residential development of 20 dwellings or more*
- *Any other public space or private development considered to be a potential crime risk including where relevant licensed premises and retail liquor outlets.*
- *Any other type of large-scale development that the Department of Planning and Community Development and/or the Victoria Police consider to pose potential crime and community safety risks.*

(Chapter 12)

Recommendation 6b

The Committee recommends that the Victorian Planning Provisions be amended to require a formal crime risk assessment and/or CPTED audit to be conducted, if in the opinion of the local government authority responsible for the relevant planning scheme, a proposed development would create a significant risk of crime. In making such a decision the local government authority should seek the advice and assistance of the Victoria Police in assessing the application and/or conducting the audit/risk assessment.

If it is considered that such a risk assessment is required, this should be conducted by relevant local government officers in conjunction with Victoria Police and, where considered appropriate, members of the local community (for example a residents' committee). This reflects current practice in some local government authorities in Victoria. Such audits should be supported by greater use of official crime statistics, crime mapping, hot-spot analysis, local fear of crime surveys, and other relevant data. The expense of conducting such an audit should be borne by the developer or planning applicant.

It is essential that incorporating the Guidelines and/or conducting crime risk assessments take place at an early stage in the planning process. This reflects the findings of the Committee, as outlined in this Report, and the experience of jurisdictions such as New South Wales that often CPTED and safer design principles/guidelines are taken into account at a stage when it is too late for them to be meaningfully incorporated.

(Chapter 12)

Recommendation 7

The Committee recommends that the Victorian Government amends the State Planning Policy Framework within the Victoria Planning Provisions to include a policy on planning for health, safety, crime prevention and wellbeing. The amended provisions should provide clear and coherent direction for the planning system on incorporating the *Safer Design Guidelines for Victoria*.

During the course of the Inquiry there have been concerns expressed that the Guidelines are insufficiently integrated into the legal and policy framework that currently provides direction for Victorian planning. The Committee believes it essential that they are examined in the ongoing planning deliberations and incorporated into any revised planning strategy in Victoria.

(Chapter 8)

Recommendation 8

The Committee recommends that the Victorian Government requires Precinct Structure Plans to include consideration of safer design principles and guidelines in new developments throughout Victoria.

Precinct Structure Plans (PSPs) are important aspects of the planning system particularly for new communities in growth corridor areas. The Committee believes it is essential that safer design is an integral part of the planning of these new communities. Greater consideration of the Safer Design Guidelines for Victoria in PSPs will assist in achieving this objective.

(Chapter 8)

Recommendation 9

The Committee recommends that the Department of Planning and Community Development includes and prioritises the *Safer Design Guidelines for Victoria* as part of the ongoing Melbourne Metropolitan Strategy.

The development of a new master plan for Melbourne is clearly an important aspect of ongoing planning in this state. The Committee believes the Safer Design Guidelines for Victoria should be included for consideration in the ongoing development of the Strategy.

(Chapter 8)

Recommendation 10

The Committee recommends that as part of the Melbourne Metropolitan Planning Strategy the DPCD, should undertake a technical review of the *Safer Design Guidelines for Victoria*. This Review should include but not be restricted to:

- *the content of the Guidelines*
- *the applicability of the Guidelines to local planning*
- *the relationship of the Guidelines to Victoria's Urban Design Charter.*

This Review should include expert advice and input from the Office of the Victorian State Architect and the Victorian Design Review Panel.

There has been no major review or evaluation of the Safer Design Guidelines for Victoria or their application since they were first published in 2005. Whilst evidence to the Committee indicates that for the most part the content of the Guidelines have been well received, the need for such a Review is nevertheless overdue and should form part of the Melbourne Metropolitan Planning Strategy.

(Chapter 8)

Recommendation 11

The Committee further recommends that the Strategy provides for a review of the implementation of the *Safer Design Guidelines for Victoria* every five years.

Design and its application to development and construction changes over time. This is particularly true of design concepts that address issues of safety and security. Technological advances and the changing nature of suburbs, particularly in outer growth areas, are just two areas that may impact on the relevance of current designing out crime approaches. As such it is imperative that design guideline documents such as the Safer Design Guidelines for Victoria are regularly reviewed to ensure they are relevant to contemporary circumstances.

(Chapter 8)

Recommendation 12

The Committee recommends that the Victorian Government reviews the Urban Design Charter to:

- *strengthen the role and function of the Charter in guiding Victorian urban design*
- *ensure that design objectives which promote health and wellbeing, community safety and crime prevention are included in the Charter.*

The Urban Design Charter is an important document for the application of best practice design in Victoria. As with the Safer Design Guidelines for Victoria, it is essential that it is regularly reviewed to ensure it is of contemporary relevance and reflects the important relationship between design, health promotion and community safety.

(Chapter 8)

The need for coordination and collaborative partnerships

Throughout the Inquiry it became clear that different stakeholders have various and sometimes conflicting views as to who should be primarily responsible for implementing the *Safer Design Guidelines for Victoria*. Nonetheless, almost all witnesses to the Inquiry believed there was a need for greater coordination and collaboration between the different people responsible for the planning process in Victoria when it came to incorporating safer design into local planning. This is crucial in avoiding a ‘silo’ mentality.

Better collaboration includes the participation of all levels of government, non-government agencies, the private sector and local communities and their representatives. In this regard partnerships between relevant stakeholders are essential.

The Committee has found the need for crime prevention to be a shared responsibility between governments and civil society. This is no less true of applying the *Safer Design Guidelines for Victoria* and other CPTED interventions.

A particularly important example of a partnership in the application of good design principles to local planning is that between local government and the Victoria Police. In the Committee’s opinion having police well trained in CPTED and safer design principles and their application is essential in assisting council officers, planners and developers to design out crime in their planned developments. This can be done either informally or formally through a risk assessment or audit process.

One aspect of crime prevention partnerships that has been to some extent overlooked in Australia are collaborations between the private and government sectors in developing and implementing crime prevention and community safety initiatives. This is particularly important in the fields of CPTED and safer design where private sector architects, designers and planners feature so prominently.

Recommendation 13

The Committee recommends that the Department of Planning and Community Development co-ordinate with local government authorities to develop strategies and protocols to engage relevant stakeholders at the outset of a development project that may have an impact on community safety and wellbeing.

Planning developments can have the potential to impact negatively on members of the surrounding community including residents and commercial premises. The Committee believes it is essential that where appropriate mechanisms are implemented by local government authorities to ensure community views on the health and safety impacts of a proposed development be taken into account at the outset of the process for planning approval. It is particularly important that developers consider and where necessary incorporate relevant elements of the Safer Design Guidelines for Victoria at the outset of the planning process.

Overseas and interstate experience has shown that often consideration is given to safer design principles and CPTED far too late in the process for it to make any significant difference. Alternatively if safer design principles are incorporated late in the planning stage they may be more costly to include compared to being considered at the outset of the development process.

(Chapter 10)

Recommendation 14

The Committee recommends that the Department of Planning and Community development coordinate with local government authorities to develop protocols that will ensure that planners, developers and planning applicants liaise with local police on site-specific design issues, particularly those pertaining to community safety and design.

Evidence to the Committee has indicated that too often the liaison between police, developers and local government is ad hoc and varies significantly across municipalities. However, the role of the police in assessing the safety and crime risks of proposed planning developments is crucial. Models in other jurisdictions whereby the police have a formal role in assessing crime risk in conjunction with local government planners and developers have proven beneficial. The Committee believes that such an approach should be encouraged at local government level in Victoria.

(Chapter 10)

Recommendation 15

The Committee recommends that local government authorities devise appropriate processes to ensure that planning development applications which impact upon community safety seek the input of all relevant council staff including planners, urban designers, community safety officers, crime prevention and health promotion officers.

Designing out crime, particularly at local level, is an approach that requires input from a variety of professional disciplines including planners, architects, urban designers and crime prevention or community safety officers. Evidence to the Inquiry has shown that too often professionals working in these disciplines at local government level work in isolation from each other. There is a need, particularly in the assessment of planning applications, for a better internal collaborative process whereby contributions can be made by all relevant professionals working within the council or shire on the community health and safety risks posed by a development application.

(Chapter 10)

The importance of local government

Local government is increasingly having a role as a key player in the development and implementation of community crime prevention programs, as has been discussed throughout this Report. Local government is well placed to both develop projects that incorporate safer design principles as well as review those applications for planning approval that may have the potential for being a crime risk.

Whilst local government is clearly an important player in the application of safer design, it is equally true that not all local government authorities will have an equal capacity to provide a leadership and a coordination role or be actively involved in the CPTED field. The results of the Committee's survey show that this may particularly be the case for smaller rural councils. Moreover, while some local government authorities may invest substantially in crime prevention, other local governments may not see safer design or CPTED as a priority or may in fact view it as a waste of time and resources, paying it lip service at best. The response of local government authorities to the Committee's survey indicated that the uptake of the *Safer Design Guidelines for Victoria* and their associated principles certainly varied across the state.

Nonetheless, as most crime of immediate concern to communities is local (eg. property crime, antisocial behaviour, vandalism etc.) then the primary focus for preventive action

should also be local and the local government sector must be suitably supported. In doing so it must be borne in mind that every local community is different and safer design principles need to be tailored to account for such differences.

Recommendation 16

The Committee recommends that all local government authorities develop local Safer Design Policies that take into account specific local circumstances and conditions in conjunction with their application of the *Safer Design Guidelines for Victoria*.

Witnesses to the Inquiry have noted that in designing out crime it is essential that development approaches are suitable to local community context and circumstances. For example, a design that is appropriate for a densely urbanised inner city suburb may not be applicable to a development in rural Victoria. The Committee believes therefore that it would be useful for all local government authorities to develop a policy for the application of safer design in their community. Such a policy should take into account the Safer Design Guidelines for Victoria and ensure they are applied in a manner that is suitable to local circumstances.

(Chapter 10)

Safer design and CPTED approaches need to adjust for different conditions and audiences

The international CPTED literature and evidence of many witnesses to this Inquiry indicate that too often safer design guidelines such as those in Victoria are used as a 'quick fix' checklist that is easily ticked off without any in-depth or meaningful consideration given to their application. This lack of contextual application can mean policy makers or practitioners adapt environmental crime prevention interventions from one development to a different or inappropriate location.

The need to avoid templates or 'cookbook' solutions has been addressed frequently throughout this Report. This is why the *Safer Design Guidelines for Victoria* and indeed design frameworks of all types cannot be applied in a vacuum. They must be adapted for the context of the development for which they are to be applied. As such, the Committee believes it is essential that the Guidelines and the principles upon which they are based are accompanied by a practice compendium that is tailored for specific types of development. The need for such a compendium has been consistently identified by witnesses to this Inquiry.

Recommendation 17

The Committee recommends that the Department of Planning and Community Development in conjunction with the Crime Prevention Unit within the Department of Justice develop an accompanying compendium to the Guidelines. This compendium should be presented in plain English and include:

- case studies of successful precedents to support the use of the Guidelines document particularly as they reflect good practice across different development types
- practical assessment tools for those designing or assessing places and spaces with regards to safer design
- best practice evidence and other relevant material pertaining to safer design and CPTED
- a checklist tool for the consideration, assessment and implementation of key aspects of the Guidelines against the proposed planning development.

This compendium should be tailored for different development types.

The proposed checklist in the compendium should not be used as a substitute for a thorough review of the Guidelines and/or crime risk assessment where required as outlined in Recommendations 6 and 10.

(Chapter 10)

Promotion, education and information provision

Effective crime prevention models require knowledgeable planning and implementation, which in turn is contingent upon an expert and knowledgeable workforce. Throughout the Inquiry, however, it has been consistently noted that there has been a marked lack of education and information provision with regard to the *Safer Design Guidelines for Victoria*.

The Committee acknowledges the need for ongoing and initial professional development and training for local crime prevention and community safety officers, planners, and design professionals. Having well trained police skilled in safer design principles and CPTED and their application is particularly essential. This will assist council officers, planners and developers to design out crime in their planned developments either informally or formally through a risk assessment or audit process.

Related to the issue of education is information provision: the need to ensure that relevant stakeholders are aware of the *Safer Design Guidelines for Victoria* and CPTED generally. One of the key issues of concern raised by witnesses to the Inquiry and responses to the survey was the limited extent to which planners, architects, design professionals and developers were aware of CPTED and safer design principles generally and the *Safer Design Guidelines for Victoria* specifically.

The Committee believes that more comprehensive ways of providing information on the Guidelines need to be developed and that the Department of Planning and Community Development has a key role to play in that respect.

Tertiary education

Recommendation 18

The Committee recommends that the newly formed Safer Design Unit within the Department of Planning and Community Development liaise with tertiary institutions and encourage the introduction of education on safer design and CPTED principles and practices as a comprehensive part of tertiary education courses, both undergraduate and postgraduate, in architecture, town planning, urban design, community development and other appropriate disciplines.

Evidence received by the Committee indicated that tertiary education on safer design and CPTED is ad hoc and forms a relatively small part of the curriculum of design, planning and architecture courses in Victoria. The Committee believes that greater consideration should be given to incorporating safer design and CPTED related courses into university curricula in appropriate disciplines.

(Chapter 13)

Recommendation 19

The Committee recommends that as part of any course introducing safer design and CPTED concepts and theory, students should be encouraged to undertake practical work in the field including observing relevant on-site developments.

The Committee has received evidence that whilst a theoretical understanding of CPTED and related design concepts is important, it is essential that students in built environment disciplines receive adequate practical training in how those concepts are applied and realised in practice.

(Chapter 13)

Professional development

Recommendation 20

The Committee recommends that the Department of Planning and Environment in conjunction with the Planning Institute of Australia (Victoria) investigate the feasibility of developing an accreditation system for safer design/CPTED practitioners. Such a system would acknowledge the skill level required by different groups and tailor the training accordingly.

The application of designing out crime principles and CPTED is a highly specialised and technical skill. CPTED is not something that can be 'done' easily without previous experience in the area. The Committee believes there is value in exploring the potential of specialist courses in CPTED leading to an accredited qualification in this field. Whilst some accredited training courses are run through the International CPTED Association, there is no system of accredited qualifications awarded specifically for Victorian practitioners.

(Chapter 13)

Recommendation 21

The Committee recommends that the Department of Planning and Community Development (DPCD) in association with the Planning Institute of Australia continue to offer and extend its training in the *Safer Design Guidelines for Victoria* and CPTED.

The PLANET courses currently run through the DPCD provide a one day course on the Safer Design Guidelines for Victoria. The Committee believes consideration should be given for this course to be expanded so that training on safer design is provided at an in-depth level and extended to include as many relevant stakeholders as possible.

(Chapter 13)

Recommendation 22

The Committee recommends that LGPro Local Government Professionals develop and conduct ongoing CPTED and safer design training for relevant members, particularly council planners, crime prevention, community safety and community development officers.

As the application of the Safer Design Guidelines for Victoria are for the most part applicable to planning and development at local government level, it is essential that all relevant local government staff including planners, designers and community safety officers be well trained in their content and application. The LGPro group is a suitable forum in which such training could be undertaken.

(Chapter 13)

Recommendation 23

The Committee recommends that the Victorian Government provide resources for people with expertise in CPTED and safer design to train local government officers, planners and developers in the principles and application of CPTED and safer design.

An essential aspect of the approach to applying CPTED Guidelines in New South Wales and New Zealand is the training of local government officers in their application by experts in the field with great experience in designing out crime/ CPTED. The Committee believes a comparable system should be introduced in Victoria.

(Chapter 13)

Recommendation 24

The Committee recommends ongoing safer design training/CPTED programs for other professionals working in the area of the built environment including architects, landscape architects, landscape designers, urban designers and urban planners. This training should be developed and conducted by the relevant professional association for these groups including the Royal Australian Institute of Architects.

The evidence received by this Inquiry indicates that built design professionals such as architects, designers and urban planners are insufficiently aware of the Safer Design Guidelines for Victoria and in some cases CPTED more broadly. The Committee believes that peak bodies and professional associations for such professions should be encouraged to provide their members with training on the Safer Design Guidelines for Victoria and CPTED.

(Chapter 13)

Recommendation 25

The Committee recommends that Victoria Police continue to provide training in the application of the *Safer Design Guidelines for Victoria* for local government officers, through their Safer Community Unit.

The Committee understands that whilst Victoria Police may reinstate their CPTED training program for officers of the Victoria Police it will not be offered to external stakeholders such as local government officers as it has been in the past. Anecdotal evidence to the Committee indicates that this training was well received by local government and seen as a valuable adjunct to their understanding of designing out crime concepts. The Committee believes Victoria Police should reconsider its position on safer design and CPTED training and continue to offer it to external stakeholders where relevant.

(Chapter 13)

General education and information provision

Recommendation 26

The Committee recommends that all local government authorities provide on their websites a hyperlink to the *Safer Design Guidelines for Victoria*.

One of the key problems associated with the application of the Safer Design Guidelines for Victoria is a lack of awareness of their existence. A measure such as the provision of a hyperlink to the Guidelines on the relevant pages of local government websites would be a simple but useful way of promoting and disseminating use of the Guidelines.

(Chapter 13)

Recommendation 27

The Committee recommends that the Department of Planning and Community Development (DPCD) in conjunction with relevant stakeholders and agencies introduce an award for exemplary developments that incorporate and promote safer design.

The Secured by Design (UK) or Police Label Safe Housing (the Netherlands) schemes could serve as such a model. The award could be funded and bestowed by the DPCD in conjunction with relevant stakeholders and agencies such as the Planning Institute of Victoria and the Australian Institute of Architects etc.

(Chapter 13)

Recommendation 28

The Committee recommends that the Department of Planning and Community Development develops a web based live resource hosted on a single site as a resource to promote the *Safer Design Guidelines for Victoria* and their application.

Such a resource should have the ability to include amendments and up-to-date information on the application of the Guidelines. Without prescribing the exact nature of the resource it should use relevant links, drop down menus and searchable menus to ensure the guidance provided is relevant and needed by those accessing the site. The guidance should be provided in appropriate form, easy to read English, and include prompts and essential information where relevant. The website should be actively managed to keep it current.

The newly established Government Planning Practice Guidance for the UK National Planning Policy Framework may serve as a useful model to adapt as necessary.

(Chapter 13)

The need for research and evaluation

A criticism sometimes made of safer design concepts and CPTED is that they can be applied unthinkingly and inappropriately without a sufficient evidence base to support their application. There is now general agreement in both the national and international literature as to what is the most effective range of responses available to policy makers to address community safety and crime prevention. This consensus includes the promotion of evidence based approaches to incorporate environmental crime strategies such as CPTED.

There are, however, clear gaps in the research base for applying safer design and CPTED. For example, insufficient linkages are made between academic research on CPTED and the experiences of design or planning practitioners. Research needs to be influenced more by the experience of those who work in the field. There also needs to be a better research basis to support what practitioners should be doing.

There are also deficits in the knowledge base for how safer design and CPTED is applied in different contexts and for different types of development. Moreover, there needs to be a better fit as to how safer design relates to other areas of planning and community development. For example, there is only limited, although growing, understanding as to the links between safety and sustainability, with research only relatively recently being undertaken in this area. Further and better research studies need to be undertaken in order to evaluate the nexus between crime prevention by design and sustainable development.

Another major issue that has been highlighted in the Inquiry is that of evaluation. A question that is often asked is whether 'crime prevention' is effective. Very little comprehensive evaluative research has been done to satisfactorily address this issue in the context of safer design and CPTED. There are clearly great challenges in researching the 'effectiveness' of CPTED and especially the worth of the *Safer Design Guidelines for Victoria*, not least of which is measuring what counts for 'success' in any given application.

It is particularly unfortunate that the *Safer Design Guidelines for Victoria* have not been subject to a comprehensive external review or evaluation. The Committee believes that from the evidence it has received both as a result of its online survey and through submissions and hearing evidence such an evaluation is overdue.

Recommendation 29

The Committee recommends that the Victorian Government, in partnership with universities, local government authorities and relevant stakeholders, commissions ongoing research to develop the evidence base with regard to Safer Design/CPTED and its relationship to community safety, health and wellbeing.

Such research should investigate or evaluate:

- the impact of the built environment and urban design on public health, community safety and wellbeing
- planning outcomes attributable to safer design/CPTED interventions
- data required by local government for safer design/CPTED audits and applications
- over time to see if improvement pre- and post- safer design/CPTED applications
- specific safer design/CPTED pilot projects in high crime 'hot spots'
- the effect of safer design/CPTED applications on the use of public spaces, particularly for certain population groups such as children, young people, older people, people with disabilities and new migrants.
- evaluation of CPTED and safer design interventions developed by local government authorities including, where relevant, short-term outcomes and longitudinal evaluations.

The use of safer design principles/CPTED have a strong history of research over the past 40 years. Ironically, however, there have been relatively few research studies on its effectiveness as an applied form of practice, particularly in this state. In particular, there needs to be a stronger focus on evaluative research. Comprehensive data to support positive outcomes of safer design applications/CPTED is also required.

(Chapter 13)

Recommendation 30

The Committee recommends that local government authorities in conjunction with developers, particularly those responsible for new housing estates, be encouraged to undertake regular resident surveys to gauge their perceptions of safety and wellbeing.

The Committee believes that people who live within residential communities, particularly in new planned housing developments, will often be the best judges as to whether they live in a safe and healthy environment. As such, soliciting their opinions through regular resident surveys is a simple yet effective method by which community wellbeing and perceptions of safety can be measured and concerns identified.

Such surveys should take place at regular and ongoing intervals. This reflects a concern of this Committee that a survey conducted a year after the development opened or otherwise restricted to early in the development's 'life' would have its limitations.

(Chapters 11 and 13)

A call for local crime data

Without appropriate crime data or criminal intelligence it is difficult to use safer design/CPTED principles effectively to modify or adapt a design to reduce crime risk. It is of note that in New South Wales the CPTED Guidelines actually specify the need for CPTED risk assessments using local intelligence and data. New South Wales also has the advantage of being able to use the services of the Bureau of Crime Statistics and Research (BOCSAR) to inform much of the local government and police work around CPTED and safer design. For example, BOCSAR can supply a local government authority with detailed reports on age profiles, income levels, educational attainments, crime data tables, and other socio-economic or demographic data about the locality in which a proposed development is positioned.

The Committee believes that the provision of an independent statistics, data retrieval and research service such as BOCSAR is of great assistance to both police and local government not only in the area of safer design/CPTED but also in crime prevention generally. It repeats the call for a comparable unit to be developed in Victoria in order to inform practice with research based evidence.

Recommendation 31

The Victorian Government has accepted in principle the following recommendation made by the Drugs and Crime Prevention Committee's in its Final Report for the Inquiry into Locally Based Approaches to Community Safety and Crime Prevention:

That the Victorian Government establishes an independent crime research, statistics and data collection/analysis agency to assist local government, police and community agencies with the provision of data and evidence to inform the development and implementation of crime prevention programs and initiatives. The Bureau of Crime Statistics and Research in New South Wales may serve as a useful example.

The Government agreed in principle to this recommendation, responding as follows:

'The Government has committed to introducing an independent crime statistics agency in line with the Ombudsman's recommendation. Options for the implementation are currently being analysed and considered by Government. The Committee's recommendation will be considered as this piece of work'.

The Committee recommends that the independent unit would provide data and evidence to inform the development and implementation of crime prevention programs and initiatives including safer design/CPTED audits and risk assessments and safer design/CPTED audits reports for planning permit applications.

(Chapter 13)

Contents

Drugs and Crime Prevention Committee — 57th Parliament	iii
Functions of the Drugs and Crime Prevention Committee	iv
Terms of Reference	iv
Acknowledgements	iv
Chair's Foreword	v
Executive Summary and Recommendations	vii
List of Tables and Figures	xxvi
List of Abbreviations	xxvii
Section A: Contextualising Design and Crime	1
1. Introduction	1
Background to designing out crime approaches	1
Terms of Reference	4
Focus of the Inquiry	4
The Inquiry process	5
Considerations in undertaking the Inquiry	8
Content of the Report	13
2. The Concept of Crime Prevention through Environmental Design and its Relationship to Associated Approaches	15
Crime prevention through environmental design — Background and history	15
Defining crime prevention through environmental design — A closer look	17
Core components of crime prevention through environmental design	21
Situational crime prevention (SCP)	38
New urbanism	40
Conclusion	40
3. The Benefits of Crime Prevention through Environmental Design	41
Introduction	41
Reducing crime and the fear of crime	41
Cost benefit	44
Improved quality of life and sustainable urban and community development	46
Conclusion	47
4. Criticisms, Challenges and Contradictions in CPTED	49
Introduction	49
General criticisms of CPTED	49
Problems associated with implementing CPTED	54
Conflicting principles and applications	60
The challenges of CPTED — A summary from the experts	64
Conclusion	65

Section B: Safer Design and CPTED in other Jurisdictions — Lessons learned	67
5. Safer Design and Crime Prevention through Environmental Design: European Experiences	67
Introduction	67
International and cross-national organisations and projects	67
A snapshot of CPTED policies and projects in the United Kingdom and the Netherlands	76
Conclusion	91
6. Safer Design and Crime Prevention through Environmental Design: Our Pacific Neighbours	93
Introduction	93
The United States of America	93
New Zealand	100
Conclusion	126
7. Safer Design and Crime Prevention through Environmental Design: Interstate Experiences	127
Introduction	127
New South Wales	127
Western Australia	140
Queensland	153
Conclusion	158
Section C: Safer Design and CPTED in Victoria	159
8. The Background to Victoria's Planning Regime	159
A brief history of planning in Victoria	159
Current planning provisions	160
A new planning strategy for Melbourne	166
The Ministerial Advisory Committee Planning System Review	169
Criticisms of the current planning framework with regard to community safety issues	171
The <i>Safer Design Guidelines for Victoria</i>	173
Urban Design Charter for Victoria	176
Conclusion	177
Recommendations	178
9. The Adoption and Implementation of the <i>Safer Design Guidelines for Victoria</i> — Responses from the Survey	181
The Survey	182
Key findings of the survey	183
Discussion	207
Conclusion	209
10. Implementing the <i>Safer Design Guidelines for Victoria</i> : Issues and Challenges	211
Introduction	211
The language of safer design	211
Concerns regarding the awareness and promotion of CPTED and the <i>Safer Design Guidelines for Victoria</i>	212
The content of the Guidelines	215
Insufficient guidance in applying the Guidelines	218
The need for evaluation of CPTED and the <i>Safer Design Guidelines for Victoria</i>	220
Need for greater leadership, coordination and collaboration	220
Cost, resource and priority issues	223
The development industry and the <i>Safer Design Guidelines for Victoria</i>	225
Would greater regulation of the Guidelines result in them being more readily applied?	230
Conclusion	230
Recommendations	231

Section D: The Way Forward	233
11. A Holistic Approach to ‘Liveable’ Communities: Beyond CPTED?	233
Introduction	233
CPTED needs to be accompanied by other crime prevention measures	233
Crime prevention and injury prevention	235
Companion approaches to CPTED	236
Policies and frameworks taking a holistic approach to planning, health and community safety	248
Conclusion	264
Recommendations	265
12. CPTED and Safer Design Principles: Is there a Case for Greater Regulation?	267
Introduction	267
Ways in which CPTED can be mandated	267
Current status of the <i>Safer Design Guidelines for Victoria</i>	268
Arguments for and against greater regulation — Stakeholder views	269
A measure to encourage compliance? — CPTED audits and crime risk assessments	280
European standards — an alternative to mandating	292
The way forward for Victoria	294
Conclusion	295
Recommendations	297
13. The Need for Training, Education and Research in CPTED and Safer Design	299
Introduction	299
Training and education issues	299
Current education and training providers in Victoria	304
Other CPTED training providers	308
Research and evaluation	311
Conclusion	316
Recommendations	317
14. CPTED and the <i>Safer Design Guidelines for Victoria</i>: The Way Forward	323
Introduction	323
Principles and evidence informing the recommendations	324
Key positions of the Drugs and Crime Prevention Committee	325
Concluding remarks	333
Appendices	335
Bibliography	401

List of Tables and Figures

Tables

Table 6.1	Who should be involved in CPTED implementation?	102
Table 9.1	Structure of the online survey	182
Table 9.2	Comparing and contrasting responses from the Victorian Inquiry and the New Zealand Review	188
Table 9.3	Principles included in the <i>Safer Design Guidelines for Victoria</i>	189
Table 9.4	Short Case Studies on use of <i>Safer Design Guidelines for Victoria</i>	202
Table 9.5	How to improve <i>Safer Design Guidelines for Victoria</i> /Safer Design Principles	206
Table 11.1	Defining great places	244
Table 11.2	What placemaking is — and What it isn’t	245

Figures

Figure 2.1 (a)	Underpasses are not only inherently dangerous places. A lack of maintenance and repair can also create vulnerable settings	16
Figure 2.1 (b)	Modern stations provide safer thoroughfares	16
Figure 2.2	Lively laneways provide surveillance of the surrounding area in the Melbourne CBD	24
Figure 2.3	Example of modern housing providing surveillance over adjacent park	25
Figure 2.4	This house does not sufficiently balance territoriality with opportunities for surveillance of the street	28
Figure 2.5	Access, Movement and Sightlines — Caroline Springs Estate	30
Figure 2.6	Wayfinding markers provide greater legibility in the City of Melbourne	31
Figure 2.7	An example of recent station design in Nunawading, Melbourne	32
Figure 2.8	An example of recent station design, South Morang, Melbourne	33
Figure 2.9	An ugly and counterproductive example of target hardening	36
Figure 4.1	The entrance to the new Emirates Stadium in London is architecturally striking but also deters would be terrorists.	57
Figure 4.2	This gated community incorporates electronically controlled gates and separate entrances for visitors.	61
Figure 5.1	EU Justice and Home Affairs Commission Resolutions	72
Figure 6.1	CPTED assessment criteria for Wellington Laneways Audit	108
Figure 6.2	An exciting space with a lot of potential in Opera House Lane	111
Figure 6.3	Houses in Regent's Park before the redevelopment offer few security features and provide limited territoriality/ownership.	114
Figure 6.4	The new Regent Park development highlights natural surveillance, accessibility and connectivity in a pleasant environment	114
Figure 6.5	The Central Park units provide security, surveillance and positive territoriality whilst being aesthetically pleasing	117
Figure 6.6	The well maintained Central Square in Palmerston North provides accessibility and connectivity	120
Figure 6.7	A pleasant corner of the Palmerston North Civic Square. The oversize chess board provides a means of legitimate activity and leisure	121
Figure 7.1	The new Chinatown Mall offers fewer opportunities for entrapment and ambush	156
Figure 7.1	Site and landscape components in creating a secure home	158
Figure 8.1	The Victorian Planning Framework	161
Figure 9.1	Map of local government areas (LGAs) in Victoria	185
Figure 9.2	The geographical distribution of respondents by LGA	186
Figure 9.3	Degree to which the <i>Safer Design for Victoria</i> principles are considered in planning decisions made by the council/shire	190
Figure 9.4	Information collected relating to the impact of applying the five principles to developments	194
Figure 9.5	Development types/scales examined through the <i>Safer Design Guidelines for Victoria</i>	196
Figure 9.6	How respondents perceive the willingness of developers to embrace the <i>Safer by Design Guidelines for Victoria</i>	198
Figure 9.7	Types of training received by council/shire staff	200
Figure 9.8	Level of training received by key stakeholders in the Safer Design principles	201
Figure 9.9	Suggestions on how to better integrate the Safer by Design Principles into the local planning system	206
Figure 11.1	Park quality and the potential for criminal activity varies according to socio-economic status and the ability to provide good local services	247

List of Abbreviations

ACPO	Association of Chief Police Officers (UK)
AIC	Australian Institute of Criminology
AILA	Australian Institute of Landscape Architects
ALO	Architectural Liaison Officer (UK)
BOCSAR	Bureau of Crime Statistics and Research (NSW)
CABE	Commission for Architecture and the Built Environment
Cal-DOCA	California Design Out Crime Association
CCTV	closed-circuit television
CEOs	Chief Executive Officers
CIS	Crime Impact Statements (UK)
CIV	Community Indicators Victoria
COG	City of Gosnells
CPA	Crime Pattern Analysis
CPDA	Crime Prevention Design Advisor (UK)
CPOs	Crime Prevention Officers
CPTED	Crime Prevention through Environmental Design
CRPTD	Crime Reduction through Product Design
CSO	Community Safety Officer
DACRC	Design Against Crime Research Centre (UK)
DCPs	Development Control Plans
DFS	Design for Security (UK)
DOCA	Designing Out Crime Association (UK)
DOCRC-NSW	Designing Out Crime Research Centre (NSW)
DOCRC-WA	Design Out Crime Research Centre (WA)
DPCD	Department of Planning and Community Development (Vic)
DUAP	Department of Urban Affairs and Planning (NSW)
E-DOCA	European Designing Out Crime Association
EPAA	<i>Environmental Planning and Assessment Act 1979</i> (NSW)
EU	European Union
FLDOCA	Florida Design Out Crime Association
GAA	Growth Areas Authority
GMP DFSC	Greater Manchester Police Design For Security Consultancy
ICA	International CPTED Association
ICCWA	Injury Control Council of Western Australia
IP TED	Injury Prevention through Environment Design (NZ)
ISM CPI	International Security Management and Crime Prevention Institute
LAC	Local Area Command
LGA	Local Government Area
LPA	Local Police Authority (UK)
LPP	Local Planning Policy

LPPPs	Local Planning Policy Provisions
LPPF	Local Planning Policy Framework
MSS	Municipal Strategic Statement
NCPC	National Crime Prevention Council (US)
NICP	National Institute of Crime Prevention (US)
NUP	National Urban Policy
NZ	New Zealand
OCF	Office of Crime Prevention (WA)
OSISDC	Outer Suburban/Interface Services and Development Committee
PCA	Property Council of Australia
PCAL	Premier's Council for Active Living
PCM	Prevention Community Model
PIA	Planning Institute of Australia
PLANET	PLAnning NETwork
PPS	Project for Public Spaces
PSP	Precinct Structure Plans
SBD	Secured by Design (UK)
SCP	Situational Crime Prevention
SIAL	Spatial Information Architecture Laboratory
SPPF	State Planning Policy Framework
SUD-Net	Sustainable Urban Development Network
UK	United Kingdom
UNICRI	United Nations Interregional Crime and Justice Research Institute
US-DOCA	United States Designing Out Crime Association
UTS	University of Technology Sydney
VCEC	Victorian Competition and Efficiency Commission
VCIP	Victorian Community Indicators Project
VPHWP	Victorian Public Health and Wellbeing Plan
VPPs	Victorian Planning Provisions
VPPPs	Victorian Planning Policy Provisions
WAPC	Western Australian Planning Commission
WHO	World Health Organization
WSP	Weed and Seed Program (US)

Section A: Contextualising Design and Crime

1. Introduction

Crime follows opportunity. Making crime harder to commit by designing out opportunities can limit crime significantly, as can considering the needs of vulnerable people and suggesting greater connectedness to the community (Dr Adam Greycar, former Director, Australian Institute of Criminology, quoted in City of Gosnells 2001).

It has been recognised that good quality planning and design of residential, commercial, recreational and civic areas can 'create places where people want to live, work and enjoy themselves in the knowledge that they can do so safely' (Office of the Deputy Prime Minister 2004, p.5).¹ The use of good design concepts and inclusive urban planning has also been proven to reduce crime and positively address antisocial behaviour (Cozens, Saville & Hillier 2005).

Good crime prevention in this context is about developing the built environment to enhance feelings of safety 'without unnecessarily excluding any people or group from participating in local public life' (Sutton, Cherney & White 2008, p.134). Such design can take effect in a new development or an existing area (retrofitting) although it is generally recognised that investment in good quality urban design at the initial development stage is much more cost effective than redeveloping an existing building or urban space (Office of the Deputy Prime Minister 2004; Hensworth 2008; Monchuk 2011).

The use of design principles to address issues of crime and antisocial behaviour has been associated with best practice initiatives both internationally and throughout Australia. In Victoria, the *Safer Design Guidelines for Victoria* has been developed using design concepts to address quality of life issues, including the reduction or prevention of crime in the urban environment. A key aspect of this Report is therefore discussing how the *Safer Design Guidelines for Victoria*, the associated design principles contained therein and urban design generally can contribute to reducing crime and disorder, thereby creating healthy, sustainable and more 'liveable' local communities. The *Safer Design Guidelines for Victoria* is a state government framework produced in 2005 by the then state Department of Sustainability and Environment in conjunction with the former Crime Prevention Victoria. It was developed to assist planners, architects and designers to 'apply design principles that will improve the safety of the built environment, minimise the opportunity for crime, and promote safe, accessible and liveable places'.²

Background to designing out crime approaches

From the mid 20th century onwards a key tenet of environmental criminology has been that 'the proper design and effective use of the built environment can lead to a reduction in fear and incidence of crime and an improvement in the quality of life' (Crowe 2000, p.46).

1 For further discussion of the links between design, planning and the reduction of crime see Cozens, P, Saville, G & Hillier, D 2005, 'Crime prevention through environmental design (CPTED): a review and modern bibliography' and the references listed therein.

2 *Safer Design Guidelines for Victoria* 2005, p.7.

In the modern era a range of approaches grounded in criminological theory have been developed to incorporate design features as practical measures to combat crime and antisocial behaviours. Chief amongst these is the theory of Crime Prevention through Environmental Design (CPTED), a multi-disciplinary subset of the wider field of environmental criminology. Environmental criminology has been described as the 'study of crime as it relates to particular locations and the way that individuals shape their activities by place based factors' (Cozens 2008, p.431).³ CPTED is not easily defined as it has developed and been implemented in a number of ways over the past decades. However Canadian criminologists Brantingham and Faust offer a useful starting point. CPTED is aimed at: 'identifying conditions of the physical and social environment that provide opportunities for or precipitate criminal acts...and the alteration of those conditions so no crimes can occur' (1976, p.289). The fundamental premise of CPTED is that creative design and planning can be used to build environments that prevent or at least reduce criminal opportunities whilst at the same time improving the quality of life of residents, workers and visitors to the (usually) urban environment.

Whilst regarded as a relatively recent development of criminology, the use of building, landscaping and design to prevent or reduce crime in a particular environment is by no means a new phenomenon. From the use of topography (building on higher ground) to the installation of moats, ditches and other fortifications in medieval times and thereafter, '[s]uch developments demonstrate that using environmental design to influence human behaviour and particularly security issues and crime has a long tradition' (Cozens 2011, p.153).⁴

The emphasis on not only employing design to reduce crime but also to promote liveable and sustainable communities is a key feature of more recent interpretations of the theory of CPTED.⁵

Complexities and tensions in employing designing out crime concepts

The use of design approaches to reduce or prevent crime can be complex and contradictory. This is partly because design to address criminal activity can be used in a wide range of contexts. Designing out crime can be part of the planning system; this is particularly the case in the context of housing and urban design. It can also be applied to products to make them safer or resistant to theft. Design is also increasingly used as a counter-terrorist measure particularly employed in the securing of large public spaces. It can be encouraged through legislation or regulation, for example mandating the consideration of environmental design processes when applying for a planning permit⁶ or it can be simply a part of a local, state or national policy framework or non-binding guidelines such as the *Safer Design Guidelines for Victoria*. The incorporation of good design features to prevent crime may also be encouraged through awards or incentives schemes whereby property owners who utilise certain security features may receive police or other forms of endorsement.⁷ The links between design and crime are therefore applied in a variety of contexts.

The consideration of design to address crime and antisocial behaviour may also take place at a number of different levels. These can range from state government public transport

3 Other aspects of environmental criminology include crime mapping and hot spot analysis, geographic profiling, designing products against crime and situational crime prevention. For a thorough account of all the theories, concepts and approaches grouped under this discipline see Wortley and Mazerolle *Environmental Criminology and Crime Analysis* (2011). For an account of situational crime prevention and its relationship to CPTED see discussion in Chapter 2.

4 An interesting example is Himeji Castle in Imperial Japan. This 16th century feudal fortress contains many advanced defensive design systems including the 'Nightingale Floor' with floorboards resting on little rollers that squeak; the idea being that no would-be assassin could creep up on the Shogun without his being aware of the threat. See generally Schmorleitz 1974; Motoo 1986.

5 Discussed later in this chapter.

6 See discussion in Chapter 12.

7 For example the 'Secured by Design' scheme in the United Kingdom, see Chapter 5.

planning to the consideration of building applications by local councils or the development of a shopping centre by the private business sector.

Even in the context of one particular jurisdiction the use of design can be a multi-faceted and sometimes contradictory feature. For example, at the level of local government there may be confusion or even disagreement as to who is responsible for addressing design guidelines in council projects — Is this the province of the planning department and if so by strategic or statutory planners?⁸ Do municipal community safety officers or crime prevention officers also have a role to play in this regard? Is it something to be undertaken by the urban design team, the community safety or crime prevention unit or even municipal health and welfare workers? Is it something to be considered collaboratively by all of these groups? How are silos to be avoided in applying design principles to preventing crime? These types of issues are at the heart of considering whether and how the safer design principles and guidelines may be applied by local government authorities in Victoria.⁹

Moreover, in the areas of design, planning and crime prevention there are issues ‘perpetually in tension’ (Armitage 2013, in press). For example, in designing a housing estate there may need to be a trade-off between permeability (free flow of movement in space) and defensibility. These types of seemingly contradictory requirements can often be found when applying CPTED principles and the guidelines which embed them. The application of the *Safer Design Guidelines for Victoria*, a major focus of this Inquiry, is no different in this respect.

When it comes to the application of CPTED specifically, problems also arise given the various purposes to which CPTED is put. As Lake, drawing from the work of criminologists Tim Crowe and Ron Clarke, has stated there are variable (and sometimes irreconcilable) uses to which CPTED or designing out crime can be put. It can be aimed at:

- Changing the environment to reduce opportunity for committing crime
- Reducing fear of crime
- Increasing the aesthetic quality of the environment
- Improving quality of life
- Reducing the propensity of the physical environment to support criminal behaviour (Lake 2012, p.6).

CPTED in short can be used in a somewhat chameleon-like manner, being all things to all people. It can often be applied differently depending on whether its ‘champion’ is a criminologist, a planner or an architect or urban designer. CPTED principles theoretically can also be applied to a very wide scale of places and locations, from individual homes to neighbourhoods and cities. This is why it is so important that any incorporation of CPTED or other design principles are applied strictly in their own individual context. CPTED and related design principles should not be considered ‘one size fits all’ models: ‘Different places require different creative and inventive design solutions’.¹⁰ This is reflected in the motto of the United Kingdom’s Designing Out Crime Association — ‘Context is everything’.¹¹

8 See Chapter 8 for a discussion of these respective roles. A useful definition of the difference between statutory and strategic planning is given by the Planning Institute of Australia:

‘Strategic planning is issue and future focussed and includes the preparation, maintenance and amendment of a municipal planning scheme; precinct structure planning and activity centre planning; preparation and consideration of amendments to planning schemes for policy issues, areas, projects or sites.

Statutory planning primarily consists of the preparation of permit applications and their assessment, as well as enforcing compliance with planning schemes.

In short strategic planning is concerned with the long term planning “vision” for [Council] whilst statutory planning deals with the process of assessing and auditing planning applications including ensuring compliance with planning schemes’ (Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012).

9 See discussion below.

10 Kirsten Bauer, President, Australian Institute of Landscape Architects (AILA), Victorian Chapter, Submission, 28 August 2012.

11 See also discussion in Chapters 11 and 14.

Terms of Reference

In Victoria, the general principles of CPTED have been implemented by architects, planners and urban designers for over 30 years. The *Safer Design Guidelines for Victoria* and the principles therein have been in place since 2005. Yet there has been no major or external evaluation of the guidelines or their implementation and application, particularly by local government. As the Victorian Government is currently undertaking a major review of the planning system in this state,¹² it is also timely that the Guidelines' place in the overall planning system is also examined. The Drugs and Crime Prevention Committee received this Inquiry reference in June 2012 with the following Terms of Reference:

To the Drugs and Crime Prevention Committee — for inquiry, consideration and report no later than 24 June 2013 on issues relating to crime prevention in Victoria and, in particular, the Committee is requested to:

- a) examine the extent to which Safer Design principles (including Crime Prevention Through Environmental Design) are currently applied by local government authorities and the development industry in Victoria; and
- b) investigate the use of Safer Design or Crime Prevention Through Environmental Design principles under local government or equivalent planning regimes in other jurisdictions.

Focus of the Inquiry

Although a major component of the research for this Inquiry is taken from the broad theoretical concept of Crime Prevention through Environmental Design, the primary focus of this Inquiry is the Victorian safer design principles within the Victorian Government's 2005 *Safer Design Guidelines for Victoria*. Included in this focus is how these principles have or have not been incorporated by municipal authorities throughout Victoria into their local planning strategies.

The *Safer Design Guidelines for Victoria* contain both principles and guidelines.¹³ The Committee does not believe the principles can be discussed separately from the guidelines of which they are part. Indeed the guidelines are informed by the principles and the principles in turn give form to the guidelines. As such, unless the context requires differently, throughout the Report the principles and guidelines will be considered together. A key concern of the Inquiry, however, is to ascertain the extent to which the guidelines *and* principles are utilised in Victoria, particularly by local governments. The Inquiry must also take into consideration the extent to which the guidelines and principles are considered by the Victorian development industry and also how similar design guidelines are considered by comparable planning regimes including local governments in other jurisdictions interstate and overseas.

In undertaking the Inquiry, the Committee found that there were a number of issues and questions pertaining to the utilisation of the *Safer Design Guidelines for Victoria* and the principles therein that need to be addressed by this Inquiry. These include:

- ◆ To what extent are the *Safer Design Guidelines for Victoria* and the principles therein currently utilised or incorporated into local government strategies or frameworks?
- ◆ How aware of the *Safer Design Guidelines for Victoria* and the principles therein are local government authorities (and developers, architects, private planners etc)?
- ◆ If they are being utilised by local government, which department or departments are responsible for their implementation; planning, community safety etc?

12 This review which is being undertaken by the Victorian Planning System Ministerial Advisory Committee will be discussed in Chapter 8.

13 The guidelines and the principles on which they are based are discussed extensively in Chapters 8 and 10.

- ◆ If the *Safer Design Guidelines for Victoria* and the principles therein are being utilised, to what extent, if at all, is this done as part of the planning assessment/permit process and to what extent do they feature in the authority's own works programs?
- ◆ What challenges or impediments may prevent local government authorities from effectively incorporating the *Safer Design Guidelines for Victoria* and the principles therein into their local planning strategies and/or other municipal frameworks?
- ◆ What are the views of local government authorities on the worth/effectiveness of the *Safer Design Guidelines for Victoria* and the principles therein? To what extent may they need to be changed or modified to address the needs/criticisms of those for whom they were designed?
- ◆ To what extent do Victorian councils or shires differ in their use of the principles and guidelines and to what extent is there potential for local governments to collaborate in incorporating them into local strategies?
- ◆ What are the training needs of local government authorities and their staff with regard to effectively utilising the *Safer Design Guidelines for Victoria* and the principles therein?

The answers to these questions and indeed the views of local government authorities on the *Safer Design Guidelines for Victoria* and the principles therein are largely unknown. Whilst there is *some* rudimentary quantitative information about the extent to which the Guidelines are accessed by local government authorities and other stakeholders,¹⁴ the Committee has been unable to find any other systematically compiled quantitative and particularly qualitative information or feedback available as to how they are considered or the extent to which they are used.

The Inquiry process

The previous discussion has indicated that the area of CPTED is complex, challenging, involves a range of stakeholder/professional groups and requires measured consideration. The Committee has therefore embarked upon an extensive research process in order to canvass the issues and receive input and information from as many individuals, agencies and organisations as possible that have an interest in the issues raised in the Terms of Reference.

In conducting the Inquiry the Committee employed a variety of processes and methodologies to gain a comprehensive understanding of the nature, breadth, institutional support and impediments, costs and effectiveness of CPTED in Victoria.

Literature review and background briefings

A comprehensive review of the literature was undertaken on the theory, policy and practice of CPTED in Victoria, other Australia jurisdictions and overseas. This review was constantly updated throughout the Inquiry. The Committee also received background briefings from the Victorian Department of Justice and the Department of Planning and Community Development.

Written submissions

Calls for written submissions were published on Saturday 30 June 2013 in the *Herald Sun* and *The Age*. Letters inviting submissions to the Inquiry were sent to key Victorian professional bodies, university departments and non-government agencies in Victoria. The

¹⁴ Mainly through the amount of hard copies distributed or the number of downloads recorded from the Department of Planning and Community Development website.

Committee received eight written submissions, which came from a range of individuals and organisations.¹⁵ The Committee also wrote to Victorian universities requesting information on the education and training provided in undergraduate and/or postgraduate courses for architects, landscape architects, urban designers, planners and other allied professionals, in CPTED generally and the *Safer Design Guidelines for Victoria* in particular.

Public hearings and teleconferences in Melbourne

Public hearings were held in Melbourne on 27 August 2013, 10 September 2012, 8 and 22 October 2012, 12 and 26 November 2012, 18 February 2013 and 18 March 2013. The Committee also conducted telephone conferences with expert witnesses from interstate. In total, oral evidence was received from 40 witnesses.¹⁶

Site visits

The Committee visited various developments in the City of Melbourne and ‘Selandra Rise’ in Clyde North, an innovative housing development utilising safer design guidelines and principles. These visits provided the Committee with an opportunity to see first-hand the incorporation of CPTED principles into new and refurbished developments. They also provided insights into the impact that building and environmental changes have had in promoting community safety.¹⁷

Visits to other jurisdictions

New South Wales

The Terms of Reference for the Inquiry also required the Committee to investigate the use of safer design or crime prevention through environmental design principles under local government or equivalent planning regimes in other jurisdictions.

New South Wales has incorporated CPTED into its planning and design projects since 2001 through formal guidelines. It is the only state in Australia that mandates the need to consider using CPTED in the planning process. The Committee therefore considered it useful to meet with officers of the Department of Justice and Local Government to understand how this process works and how effective it has been as a crime prevention strategy.

At that time the Designing Out Crime Centre at the University of Technology Sydney and the NSW Attorney General and Justice department were hosting an international conference on CPTED in Sydney (12–13 December 2012). Members received a special briefing from international keynote speakers who provided particular insights into CPTED in the United Kingdom. The Committee’s research officer attended the conference.¹⁸

New Zealand

New Zealand is generally recognised as having one of the most comprehensive and successfully implemented set of guidelines covering CPTED and its application to and by local governments.

It was therefore considered extremely useful for the Committee to meet with both central government personnel at the Ministry of Justice who were responsible for developing the guidelines and local government officers responsible for implementing and adapting them to local conditions. Not only could lessons be learnt as to how CPTED can be successfully

15 For a list of the submissions received by the Committee see Appendix 1.

16 For a list of witnesses appearing at Public Hearings in Melbourne, and spoken to via teleconference see Appendix 2.

17 For a list of site visits conducted in the Melbourne area see Appendix 3.

18 For a list of witnesses appearing at interstate Public Hearings see Appendix 4.

applied, it was also expected that the Committee could learn from some of the mistakes that have been uncovered through evaluations of the New Zealand experience. During the visit the Committee participated in meetings and site visits in Wellington, Palmerston North and Christchurch.¹⁹

All of the places visited in New Zealand were extremely useful in giving insight into how CPTED has been applied throughout that country. The Committee's visit to Christchurch however was especially valuable as it allowed it to see how CPTED and safer design principles were being considered in the recovery of a city that was devastated by the earthquakes of 2011. The City had previously acknowledged CPTED principles in its city planning and had applied them in the development of many city locations. The earthquakes however have given rise to an unusual situation in which CPTED projects can be implemented from the start of the development.

Independent research

Survey of Victorian Local Government Authorities

The first Term of Reference required the Committee to examine 'the extent to which safer design principles (including CPTED) are currently applied by local government authorities in Victoria'. At the outset the Committee established that there is no systematically compiled work of this nature in existence in Victoria and decided that the most appropriate and efficient way to obtain the information was to conduct a survey which could be distributed to all local councils and shires in Victoria.

The Committee commissioned Mr Garner Clancey, Deputy Director of the Institute of Criminology at the University of Sydney, to develop and analyse an online survey. The purpose of the survey was to ask councils and shires to identify the extent to which the *Safer Design Guidelines for Victoria* and the safer design principles are currently applied by local government authorities in their area, and answer specific questions in relations to their operation and effectiveness. Mr Clancey assembled a team with expertise in statistical analysis and geographical information systems, urban planning, and local governance and crime prevention to support his work. The Committee received responses from 77 councils and shires. Only two did not respond. The results of this important benchmarking research assisted the Committee in forming the framework for the Committee's Final Report and recommendations.²⁰

Seeking the views of property developers

Given the important role that property developers play in the development and implementation of CPTED initiatives, the Committee encouraged their input by inviting their peak bodies, the Property Council of Australia (Victoria) and the Urban Development Institute of Australia (Victoria), to make a submission and/or attend a public hearing. The Committee also wrote to 62 property developers working in Victoria and asked them to respond to a series of questions relating to the Terms of Reference. The Committee was extremely disappointed that only two responses were received.²¹

Community input into the Inquiry

In carrying out this Inquiry, the Committee has drawn upon the views and expertise of a broad range of people. The submissions, public hearings, meetings and site visits have

19 For a list of meetings and site visits conducted in New Zealand see Appendix 5.

20 The survey and its findings are discussed in Chapter 9.

21 Responses were received from Tarun Gupta, Chief Executive Officer, Property, Australia Lend Lease and Heather Campbell, General Manager of Sustainability, Federation Centres (see Appendix 1). Representatives from LendLease attended a Public hearing and arranged for the Committee to a site visit of Selandra Rise.

provided valuable insights into the excellent work of various organisations, professional groups, community organisations and government organisations, and provided significant knowledge about what has turned out to be an extremely interesting yet complex and challenging issue. The Committee is most appreciative of the time, effort and valuable contributions all the individuals and organisations made during the progress of this Inquiry.

Considerations in undertaking the Inquiry

A number of important considerations arose in undertaking this Inquiry and writing this Final Report. While many of these are discussed further throughout the Report, some considerations need to be canvassed and addressed here so the parameters of the Report and its Terms of Reference can be clarified at the outset. These are detailed below.

The safer design principles and their relationship to crime prevention through environmental design

The *Safer Design Guidelines for Victoria*, whilst a ‘stand-alone’ document, do draw from aspects of the criminological theory that has become known as ‘Crime Prevention through Environmental Design (CPTED)’.²² Indeed the principles themselves almost completely replicate the first generation CPTED principles such as natural surveillance, access control, territoriality and maintenance.²³ The *Safer Design Guidelines for Victoria* does include additional features pertaining to sustainability and ‘liveability’, however it is arguable that to some degree they are associated with what has become known as ‘second and third generation CPTED’²⁴ with its greater emphasis on how good environmental design is not only about preventing and reducing crime but also building and sustaining healthier and happier communities, particularly at local level. Recognising the importance of CPTED as a key driver of the principles, the term is specifically mentioned in both of the Terms of Reference. Indeed many witnesses to the Inquiry have often used the generic term CPTED interchangeably with or when referring to developments arising from the specific *Safer Design Guidelines for Victoria*. As such, the background, history and theory of CPTED in all its phases are discussed throughout this Report, particularly in the contextual chapters of Section A.

More than ‘roads, rates and rubbish’ — the importance of local government in designing out crime

Local government in Victoria plays a key role in crime prevention and community safety. As Shaw (2004) has stated, ‘Across Australia virtually all government crime prevention agencies include local government in the development and delivery of their respective crime prevention strategies’ (quoted in Australian Institute of Criminology (AIC) 2004, p.1). This is also arguably true in incorporating designing out crime approaches into local community safety policies. The reasons for this are many, including:

- ◆ Local government is the level of government closest to the people.
- ◆ Research shows that a great deal of crime and antisocial behaviour is very local in nature (AIC 2004).
- ◆ Local government through its partnerships, networking capabilities, skills base and common infrastructure is frequently well placed to coordinate and manage crime prevention responses across the community.

22 The term is usually referred to in its acronym form and is commonly pronounced as ‘SEPTED’. As discussed in Chapter 7, many of the sets of guidelines from interstate or overseas that are comparable to the *Safer Design Guidelines for Victoria* often incorporate CPTED into their title. For example, see the *Crime Prevention through Environmental Design — Guidelines for Queensland*.

23 See Chapter 2 for a discussion of these principles.

24 See later in this chapter.

- ◆ Local government has a primary responsibility for initiating or implementing programs for 'liveability' issues that are seen to be affecting local amenity and quality of life.

It therefore makes sense that this Inquiry should examine the extent to which the *Safer Design Guidelines for Victoria* are applied (or are not) at a local or municipal level, given the central role of local government in community life. It is also important to look at the possible impediments that prevent some councils having an equal capacity to provide a leadership role in this regard.

The language of safer design

One of the problems in the field where design is used to address criminal or antisocial activity is the vexed issue of language. There are a number of terms which are used to convey what has become conceptually and theoretically known as CPTED. Designing out crime, planning out crime, placemaking, securing through design are all terms used to refer to design and/or architectural approaches that address crime in the built environment. Often these terms can be used interchangeably, although 'Designing out crime' tends to be favoured by practitioners coming from design backgrounds while CPTED, at least in its original and more traditional use, has been the province of criminologists and law enforcement officials. Another issue is that whilst some professionals such as developers and planners may not necessarily be aware of the terms or concepts Crime Prevention through Environmental Design, Designing Out Crime or even know of the *Safer Design Guidelines for Victoria*, in practice they are applying the principles associated with these concepts in their everyday work. This was certainly true of some of the witnesses who gave evidence to this Inquiry.²⁵

In Australia a number of states and municipal authorities specifically use the term 'Crime Prevention through Environmental Design' in their planning and urban design policies and frameworks.²⁶ Unless the context otherwise requires, this Report will also use this term when referring to the theoretical model or conceptual base that underlines the use of design to address crime and promote healthier communities. However, even this term is not without its confusion as the concept itself has changed and evolved over the past 30 years.

What is meant by 'safe' and 'safety'?

One consideration that should be taken into account from the outset is what is meant by 'safety' in the context of CPTED and the application of its principles. There are no definitive answers to this question. However Clara Cardia (2013) writing in the context of the European Standard on Crime Prevention and Urban Planning²⁷ provides a comprehensive analysis of the term which can be referenced as a useful starting point. Cardia writes that conceptually 'safety' has changed over the past 10 to 20 years and has become a far broader concept. Safety, for instance, can be compromised by:

- The 'real' risk of being a victim of aggression, intimidation or other violent acts which can be carried out for a specific purpose of obtaining an object (robbery) or be without any specific purpose
- The sense of discomfort derived from anti-social behaviour that breaks traditional codes of behaviour in public spaces: sleeping on benches or in cars, urinating in the streets, aggressive begging, painting graffiti etc
- The sense of discomfort derived from the reduced care for the urban environment due to neglect, bad maintenance, lack of local police (litter, dirt, abandoned vehicles, broken lights)
- The perception of insecurity which is not necessarily linked to real risk, but depends on environmental

25 See also the discussion in Chapter 10 of this Report.

26 This is especially the case in New South Wales and Queensland, see Chapter 7 for further discussion of CPTED frameworks in interstate jurisdictions.

27 An account of this Standard is discussed in Chapter 5 of this Report.

factors such as dreariness of the urban space, the lack of vitality, the lack of clarity of routes, the lighting etc

- Fear as a personal — not rational — feeling, which may derive from different factors, far removed from the place in which one feels fearful (2013, p.50).

Cardia argues real risk, perception of risk, anxiety, discomfort and fear all must therefore be taken into account in designing safer places:

To work on the relationship between urban planning and safety, this expanded concept [of safety] is especially important because it is the combination of these factors that makes the urban space insecure (2013, p.51).

Conversely, a sense of safety can be buttressed or heightened by holistic policies and programs aimed to promote health, happiness and ‘liveability’. These factors and their relationship to crime prevention and safer design are thoroughly canvassed in Chapter 11 of this Report.

Three generations of CPTED

The concept of CPTED itself has gone through some developments and changes.²⁸ Suffice to note at this stage, however, that there *have* been some distinct stages of the CPTED model that have been recognised in both the criminological and design literature over the past 30 years. These are commonly known as first, second and third generation CPTED or more colloquially, CPTED 1, 2 or 3. It is important to understand the evolution of the CPTED concept, as it influences how contemporary planning and urban design has shifted from a ‘nuts and bolts’ security model where the prevention of crime and defending one’s property was paramount to one where issues pertaining to ‘liveability’ and urban sustainability are equally important.

Primarily, first generation CPTED focuses on location and space, for example ensuring public spaces are clearly delineated from private space or the provision of improved public lighting. It also incorporates ‘target hardening’ features, colloquially known as the ‘locks, bolts and gates’ approach. Surveillance mechanisms are also a feature whether they are natural²⁹ (window frontages placed to overlook a given location), human (police, security guards) or mechanical (CCTV).

Second generation CPTED, sometimes termed ‘CPTED Plus’ emerged in the 1990s and is characterised by a more expansive multi-disciplinary approach that is not restricted to the built environment but also takes into account social and psychological aspects such as the motivation of the offender.³⁰ Essentially, CPTED 2 is a ‘people centred’ holistic approach to applying the CPTED principles for broad community benefit and the creation of social capital (United Nations Interregional Crime and Justice Research Institute (UNICRI) 2011). It concentrates as much on connectivity, accessibility and ‘liveability’ as it does on defensibility. CPTED 2, unlike traditional ‘bricks and mortar’ approaches, also utilises tools such as risk assessments, crime mapping, socio-economic and demographic profiling (Saville 1996; Cozens, Saville & Hillier 2005).³¹

Third generation CPTED is largely about how ecologically sustainable (green) interventions, modern technologies and social networking approaches can effectively prevent crime and antisocial behaviour, combat fear and the *perception* of crime and build happier and healthier communities. As modern technology and communications generally are

28 This will be discussed in detail in Chapter 2.

29 The concept of Natural Surveillance is discussed at length in Chapter 2 of this Report.

30 And as such, more related to the broader approach of situational crime prevention, see Chapter 2.

31 See also discussion in Chapter 12.

international phenomena, this version of CPTED reflects a globalised approach to crime and safety that is also very applicable at local level.³²

Simply put, the essential difference between the generations is that if CPTED 1 is about 'designing out crime' and CPTED 2 is about 'designing in people', CPTED 3 in many respects is about using new advanced digital and green technologies to enhance *both* CPTED 1 and 2.³³ Whatever the differences between the different formations of CPTED are,³⁴ it is true, however, that environmental crime prevention and the concept of CPTED is now more than just about 'locks, bolts and bars' (Sutton, Cherney & White 2008, p.49).³⁵

No universal templates

CPTED or specific design frameworks such as the *Safer Design Guidelines for Victoria* do not work according to a universal template. What works in one part of Melbourne or Victoria may not work in another; nor will the agendas and priorities of designers, architects or planners always be commensurate with the objectives of criminologists — this is particularly true of local government, a major focus of this Inquiry. Ekblom, one of the leading exponents in the field, has argued that 'cookbook' solutions to CPTED will rarely work; rather practitioners, particularly those working for local authorities, need to 'follow an intelligent process of obtaining information on [local] crime problems and risks and select[ing] and customis[ing] interventions according to problem and context' (2002, p.88).

It is also important to note that CPTED can be applied at a number of levels. For example, 'at a macro level urban planning decisions pertaining to city and neighbourhood designs and composition will have implications for crime. At the micro level, particular design and security features of an individual house will contribute to crime risk' (Clancey 2011b, p.1). A good example is the design of hospitals; for instance, the Committee found during its Inquiry into Hospital Violence that the design and security features of emergency rooms can contribute to or conversely reduce the amount of crime in these places.³⁶

CPTED has an 'urbancentric' focus

Much of the discussion of design principles and certainly CPTED throughout this Report tends to focus on the built environments in cities, towns and suburbs. Theoretically the *Safer Design Guidelines for Victoria* should be applicable to buildings and streetscapes in all parts of the state and indeed regional and country towns are no exception. However, the use of terms such as urban development, urbanite and 'city' are deliberate. CPTED and associated theories are overwhelmingly concerned with the built-up and urban environments largely restricted to the city and its suburbs. Very little has been written or researched on how CPTED is manifested in rural areas either in Australia or internationally. This may be partly explained by the findings that 'The strongest factor explaining crime risks across different

32 For a more detailed description of the technological and green approach of CPTED 3, see Chapter 2.

33 See for example Nancy Pierorazio, Senior Policy Officer, City Safety, City Issues, City of Melbourne, Public Hearing, Melbourne, 8 October 2012.

34 There is some disagreement in the international community, however, as to how these terms have evolved and when they should apply. For example it has been claimed that in the United Kingdom the social developmental and community engagement aspects of CPTED 2 were *always* present in the application of the original concept in Britain, and the 'creation' of a separate or second CPTED version is a North American concept. See comments of Tim Pascoe, United Kingdom Designing Out Crime Association, in correspondence with the Committee, 10 December 2012.

Essentially however, there is a great deal of overlap between the various CPTED versions, their interpretation and application. For a discussion of the development and evolution of CPTED including its various versions and the problems associated with definition and application see Cozens 2008, 2011. For a particularly incisive critique of the need for better definitions of CPTED and its individual components see *Deconstructing CPTED and reconstructing it for practice, knowledge, management, and research*, Ekblom 2011a.

35 A more detailed account of the 'generational evolution' of CPTED (Cozens 2005) is given in Chapter 2.

36 See Drugs and Crime Prevention Committee 2011, *Inquiry into Violence and Security in Victorian Hospitals*, Final Report.

countries is urbanisation. This has been [continuously] proven by the extensive worldwide victim survey...the International Crime Victim Survey' (Van Soomeren 2000, p.4).³⁷

Design approaches are necessary but not sufficient to address local crime problems

The relationship between design and crime is a complex one. Both criminologists and architects have argued it is difficult to isolate the effects of urban design from those of the social determinants of criminal behaviour. Therefore a key approach of this Report is that a strategy that relies on environmental factors, including environmental design, alone is bound to fail.

It is imperative that any approach to reducing or preventing crime in local communities, including the use of frameworks such as the *Safer Design Guidelines for Victoria*, goes beyond narrowly circumscribed models such as CPTED (in any of its forms) to include other crime prevention and non-crime prevention approaches.³⁸ Environmental measures such as improved lighting and more activity in areas that are otherwise unoccupied may reduce the opportunities for committing crime, address the immediate causes of the problem and bring about direct physical changes in the environment of a particular area, and as a result also decrease the fear of crime in particular locations.³⁹ They do not of themselves, however, serve as comprehensive solutions to address 'the structural causes associated with the more deeply entrenched social, economic and cultural dimensions [of crime]' (Homel 2009, p.2). As discussed in Chapter 4 they may also run the risk of displacing the problem from one area to another.

Therefore environmental design approaches need to be accompanied by social prevention, early intervention and developmental strategies that seek to address the underlying social and economic causes of such crime. Social approaches, for example, may also include programs to improve educational, employment, health and housing standards. Community development and community capacity building approaches should also be used where appropriate. Similar to social approaches, community crime prevention engages local communities in developing interventions which seek to change the social conditions that influence offending.⁴⁰

Finally, approaches that are not necessarily viewed as *crime prevention* models are also important in promoting happy, safe, and 'liveable' communities. Urban renewal and the building of sustainable communities are important approaches of this type.⁴¹

Most commentators in the area of crime prevention generally are of the view that a model combining the best aspects of crime prevention approaches is the most effective, particularly as there is usually a good deal of overlap between approaches, for example situational and social approaches (Lane & Henry 2004; Sutton, Cherney & White 2008; Homel 2010). Indeed, the *Safer Design Guidelines for Victoria* recognises that good design and urban planning is not only about preventing or reducing crime; as with other forms of crime prevention there are important related benefits in the creation of sustainable communities and the improvement of quality of life issues.

37 See also the Report *Placemaking and the Future of Cities* which notes that urbanisation is the 'defining trend of the twenty first century' and this has serious consequences for planning including designing out crime (Project for Public Spaces 2012, pp. 3ff.).

38 Including situational, social and community based crime prevention models and frameworks that incorporate healthy and sustainable community approaches.

39 See Judd, Samuels & Barton 2005 'The effectiveness of strategies for crime reduction in areas of public housing concentration', Paper presented at the *State of Australian Cities* conference, Brisbane, 30 November–2 December.

40 For a succinct account of these various approaches to crime prevention, see Drugs and Crime Prevention Committee, *Inquiry into Locally Based Approaches to Community Safety and Crime Prevention*, June 2012.

41 See Chapter 11 for a discussion of the need for 'holistic' approaches in addressing crime prevention and safer design.

Content of the Report

This Report is wide ranging in its content and focus. Section A puts into context the links between design and crime and the development of frameworks or policies that address the connections between design, the built environment, planning and the promotion of healthier (and crime free) communities, such as the *Safer Design Guidelines for Victoria* and the principles upon which they are based. Chapter 2 looks at the background and history of the concept of CPTED and its relationship to associated crime prevention perspectives. Chapter 3 outlines the benefits of CPTED, which include cost savings, reducing crime and fear of crime, and improving quality of life, while Chapter 4 discusses the challenges and problems that face planners, designers and law enforcement personnel in implementing the theory in practice settings.

The use of crime prevention through environmental design approaches to address crime and antisocial behaviour has increased markedly over the last two decades in many parts of the world, as well as Australia. Section B discusses international programs that promote the use of CPTED, and presents a 'snapshot' of national projects and their outcomes in the United Kingdom and the Netherlands (Chapter 5), and the United States and New Zealand (Chapter 6). Chapter 7 focusses on how CPTED has been incorporated into local planning regimes in New South Wales, Western Australia and Queensland and the results of such initiatives. An underlying aim of this Section is to discover what lessons can be learned from the practices and experiences of these overseas and interstate jurisdictions.

Section C examines the situation in Victoria with regard to utilising safer design and CPTED in the planning system. Chapter 8 opens the examination with a short history of planning in Victoria and the current planning provisions. The pros and cons of the new planning strategy for Melbourne are then discussed followed by a close look at the principles and objectives encompassed by the *Safer Design Guidelines for Victoria*. Chapter 9 investigates to what extent these Guidelines are being considered by local government authorities, with discussion informed by the results of an online survey conducted on the Committee's behalf by the Sydney Institute of Criminology. The key findings of the survey are presented and examined and suggestions are made for improving the extent to which the Guidelines are considered in design and planning. Chapter 10 examines some of the practice and implementation issues experienced by stakeholders in applying CPTED and specifically the *Safer Design Guidelines for Victoria*. Some of the issues canvassed include the 'language' of safer design; the content of the Guidelines; insufficient guidance in applying the Guidelines; cost, resource and priority issues and concerns with the development industry applying (or not applying) the Victorian Guidelines.

The final Section, 'The Way Forward', discusses options and issues related to developing safe, secure, 'liveable' communities in the future. Chapter 11 raises the question of whether other approaches as well as CPTED, such as developmental and community based approaches, may be needed to address problems associated with contemporary living. These are illustrated through presenting practical examples of policies and frameworks that take such a holistic approach to planning, health and community. The issue of whether greater regulation is required to incorporate CPTED features in planning and design is canvassed in Chapter 12 by looking at various mandated and voluntary models. A further issue believed to be in need of addressing is the limited knowledge of design and planning professionals and relevant local government officials about CPTED generally and the *Safer Design Guidelines for Victoria* specifically. Chapter 13 investigates the training and education improvements needed to adequately incorporate crime prevention guidelines and principles into local planning. Finally, Chapter 14 concludes the Report by reiterating the main themes, findings and concerns raised through evidence to the Inquiry and outlining the way forward for the application of the *Safer Design Guidelines for Victoria*.

2. The Concept of Crime Prevention through Environmental Design and its Relationship to Associated Approaches

The concept of Crime Prevention through Environmental Design (CPTED) has been very influential in the development of the *Safer Design Guidelines for Victoria*, which is the major focus of this Inquiry. In fact the Safer Design Principles contained in the Guidelines document are taken directly from the key elements of CPTED theory. To appreciate this theory in the context of local government planning in Victoria and other jurisdictions, it is useful to first look at its historical development and the conceptual and technical elements that underpin it.

Crime prevention through environmental design — Background and history

The theory of Crime Prevention through Environmental Design had its genesis in the early 1960s with the publication of Jane Jacobs' seminal text *The Death and Life of Great American Cities* (1961). Jacobs' work was seen as an 'indictment of post war urban planning policies that gave precedence to the needs of the automobile at the expense of conditions fostering local community life' (Clarke 1995, p.2). She challenged the basic tenets of urban planning of her time (the 1950s/1960s) that neighbourhoods should be isolated from each other, that an empty street is safer than a crowded one, and that the car represents progress over the pedestrian (Jacobs 1961).

Jacobs' work was followed in the 1970s by pioneering work in manipulating the built environment to reduce crime by Oscar Newman (*Defensible Space* 1972) and C Ray Jeffery who coined the term CPTED in the eponymous text *Crime Prevention through Environmental Design* (1971).⁴² The work of these influential theorists — Jacobs, a non-professional urban planner and planning critic, Newman an architect, and Jeffrey a criminologist — demonstrated the multi-disciplined influences on and subsequent development of CPTED. These theorists were:

Vitally concerned about the ways that modernist planners and architects — whose primary clients were big business and government — were producing built environments that ordinary people had difficulties relating to and managing and which undermined their sense of safety and security (Sutton, Cherney & White 2008, p.49).

These early CPTED theorists were joined later by academics who evolved the concepts to include wider but related situational crime prevention and 'opportunity' theory approaches (see below). The work of Clarke and Crowe was particularly instrumental in this regard. So too has the 'Broken Windows' thesis of Wilson & Kelling been very influential.

The Broken Windows thesis basically argues that order maintenance in housing estates and the like (or its absence) is a deterrent for potential offenders to commit crimes. Physical deterioration results in safety concerns and the potential for withdrawal from the community.

42 Wortley and Mazerolle state that by general agreement 'the birth of the modern environmental perspective in criminology can be dated quite precisely to 1971/72' (2011, p.8) when in the space of a year C Ray Jeffery's and Oscar Newman's texts were published.

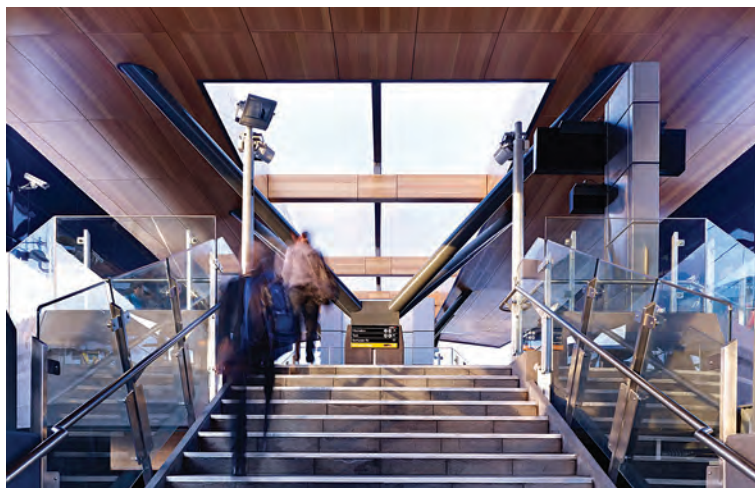
Crime and vandalism can then occur, including from offenders outside the area attracted to the vulnerability of the area. In other words, a failure to fix broken windows, repair vandalised property or remove graffiti is a signal to the offender that there is evidence of community breakdown, a lack of 'guardianship' and social capital (see Felson 2008) thus giving rise to opportunities for crime. 'Therefore what began as one broken window escalates to culminate in physical deterioration and social breakdown' (Cozens, Hillier & Prescott 2001, p.158). The answer lies in regular and routine maintenance and repair of the built environment using many of the techniques of CPTED. It is not just the presence of physical deterioration but also the failure to invest in correcting it in a reasonable time that is the crucial point (White 2006, p.22. See also Wilson & Kelling 1982; Cozens, Hillier & Prescott 2001).⁴³

Figure 2.1 (a): Underpasses are not only inherently dangerous places. A lack of maintenance and repair can also create vulnerable settings



Source: Shutterstock Images ©

Figure 2.1 (b): Modern stations provide safer thoroughfares



Source: Presentation by Jill Garner, Associate Victorian Government State Architect, October 22, 2012

⁴³ Wilson and Kelling's theory was advanced and refined by Skogan in 1990. In a nutshell, Skogan considered the longer term effects of neighbourhood decline that may eventuate from a decline in 'positive physical capital' and concomitant social incivilities: 'It [disorder] drives out those for whom stable life is important and discourages people with similar values from moving in. It threatens house prices and discourages investment. In short, disorder is an instrument of destabilisation and neighbourhood decline' (1990, p.3).

Wilson and Kelling's theory, and its development by Skogan and other theorists, has not been without its critics. The work of Harcourt (2001) and Taylor (2001) has been particularly critical although mainly on methodological grounds. Whilst a discussion of these criticisms is beyond the scope of this Report, it does seem clear that even if the physical deterioration of a neighbourhood does not result in empirically measurable increases in crime, at the very least there is likely to be a loss of physical and social capital in the community which in turn affects the quality of life of the neighbourhood (White 2006).

Contemporary theorists such as Marcus Felson⁴⁴ and Paul Ekblom have also added to and refined the conceptual underpinnings of CPTED whilst acknowledging the legacy of the 'pioneers'. Increasingly CPTED (and crime prevention more widely) has been embraced by police and law enforcement officials to be a key component in approaches to fighting and reducing crime.

Defining crime prevention through environmental design — A closer look

CPTED is essentially an evolving and 'living' body of knowledge 'both informing its practice on the ground and in turn learning from it' (Queensland Government 2007, p.3). As discussed in Chapter 1 and later in this section, this evolution can be seen from the way in which different stages or generations of CPTED have developed over the past 40 years.

One of the best introductory definitions given of CPTED is that of John Maynard in the introduction to his CPTED Guide for City of Sydney Council workers. He states:

Crime Prevention through Environmental Design or CPTED is a situational crime prevention strategy that stresses that the design and effective use of the physical environment can reduce the incidence and fear of crime. CPTED contends that criminal behaviour is heightened by isolation, concealment and anonymity and that an unlawful act is likely to be committed where few witnesses are present and where the chance of being identified is minimal. CPTED emphasises modifying the built environment to reduce opportunities for crime by encouraging a sense of ownership and clearly defined space, ensuring the presence or the perceived presence of bystanders or observers in the normal course of their routine, the control of access in to and out of buildings and public spaces and by ensuring a well maintained environment. In recent times the concept of second generation CPTED or new urbanism has emphasised the power of community connections. Second generation CPTED works on the theory that people who live in a place must not only feel a sense of ownership of their place, but also feel a connection to the people who share that space with them. CPTED is one strategy among others that can be employed in all types of existing and proposed development (Maynard 2004, p.4).

CPTED is clearly a *preventative* approach; as such, it is conceptually and practically different from reactive law enforcement models of reducing crime such as the use of police, courts, corrections and the criminal justice system apparatus. Whilst originally CPTED primarily concentrated on changing the physical environment to reduce criminal opportunities, it has evolved to aim at other outcomes such as improving the aesthetic appearance of a neighbourhood or the quality of life of citizens (Clarke 1995; Crowe 1991).

Initial formulations of the concept concentrated solely on the built, external or physical environment; that is, it did not take into account the motivations or psychology of the individual offender. This was a key criticism by some academics including Robinson, who argued that:

Most of the theoretical CPTED literature drifts away from the basic premise that crime prevention involves both the psychobiological aspects of human nature and the role of the external physical environment in human behaviour...The idea that CPTED only applies to the external physical environment is limited. To be more effective, CPTED should be applied both to external *and* internal environments or to the environments of the place and the offender respectively (1999, p.3. Author's emphasis).

Phases or stages of CPTED

The concept of CPTED has not remained static since it first came into prominence in the 1970s. There have been some distinct stages of the CPTED model that have been recognised

44 Felson, drawing from the work of Zipf (1965), expanded upon the 'principle of least effort' in which 'criminals and victims find the shortest route, spend the least time and seek the easiest means to accomplish something; therefore we can predict where they will come into contact. Conversely by manipulating the environment, we should be able to manipulate their contacts' (Felson 1987 in Geason & Wilson 1989, p.7).

in both the criminological and design literature over the past 30 years. These are commonly known as first, second and third generation CPTED or more colloquially CPTED 1, 2 or 3.

First generation CPTED

First generation, original or traditional conceptualisations of CPTED⁴⁵ concentrate on the physical or built environment only. Theoretically this model has evolved from architect Oscar Newman's ideas of 'defensible space'.⁴⁶ Critics of traditional CPTED or design approaches that concentrate *solely* on the built environment argue they have the potential to be counterproductive, 'punitive and alienating', for example resulting in purely defensive fortifications such as gated communities.⁴⁷ Such an approach it is argued is essentially about turning inward. In this case design is geared towards segregated and enclosed enclaves rather than design that connects and integrates communities and 'humanises' streets and neighbourhoods (City of Gosnells 2001, p.7)⁴⁸

Second generation CPTED

Some of the earlier [realisations of] CPTED neglect the wider social context...Obviously if you are in social conditions where people are not inclined to intervene, withdraw into their own heavily barbed wired and bolted homes, then the social conditions which make...civil life on the streets are limited. That was one of the reasons why second generation CPTED was created in the late '90s.

This focussed on the social activities and social mix needed to encourage people to take ownership of space collectively and take advantage of natural surveillance, respecting the local subcultures, bringing in social cohesion and trying to move away from pure defensibility into connectivity and accessibility.⁴⁹

The revision of CPTED called 'Second Generation' CPTED or 'CPTED Plus' referred to by Ekblom in the quote above has expanded the concept to include interventions based on social psychology and the motivations/character of the offender. Such refinements indicated that the original faith in design changes alone to reduce crime had been misplaced; these could only be *one*, albeit important, component in an overall crime reduction approach. 'CPTED Plus' for example also viewed the creation of groups dedicated to preventing crime in residential settings (such as Neighbourhood Watch) and the implementation of community policing creating better relationships with the local community as important aspects of a wider crime prevention approach (Geason & Wilson 1989).⁵⁰ The application of CPTED 2 is neatly encapsulated in the comments of John Maynard, Senior Project Coordinator with the City of Sydney when he gave evidence to the Committee:

45 Some critics have commented that a more accurate title for the concept is Crime *Deterrence* through Environmental Design as the measures the concept encompasses seek to deter offender behaviour rather than stop or prevent it altogether. See for example Robinson 1999.

46 Discussed later in this chapter.

47 The Victorian Division of the Planning Institute of Australia in its submission to this Inquiry stated:
'CPTED can lead to environments that may be "safe" but may also be less inviting or exclude some members of society. It is critical to encourage and provide a variety of "functions" within a space to attract a range of different user groups. Traditional CPTED approaches have been more likely to criminalise or alienate behaviours, i.e. skateboarders, graffiti artists and taggers, public drug users, street sex workers, youth loitering in train stations and shopping centres, even off leash dog walkers, by excluding those groups and moving the behaviour on' (Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012).

48 For further criticisms of the shortcomings of traditional CPTED approaches see United Nations Interregional Crime and Justice Research Institute (UNICRI) 2011 and the discussion in Chapter 4.

49 Professor Paul Ekblom, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, UK, Public Hearing, Sydney, 10 December 2012.

50 Saville has taken the idea of the second generation of CPTED further. He argues that the mix of environmental criminology, environmental crime prevention and situational crime prevention that characterises newer forms of Crime Prevention through Environmental Design offers a more 'comprehensive, ecological approach for reducing crime niches' (1998, p.8). Such an approach goes beyond Newman's 'physical determinism' and although 'it begins with environmental modifications to set the stage for reduced opportunities for crime niches, it [also] depends on additional social changes to maintain the impact of those modifications' (1998, p.8). See also Cozens, Hillier and Prescott 2001.

CPTED [2nd generation] is not just about crime per se, it is also about a sense of neighbourliness. So one thing we always say when we are looking at making safer communities, if you were to imagine what a safe community looks like, you would probably see people walking and cycling around the streets. You would see neighbours talking to one another over the fence. You would see people gathering in communal areas. You would see people meeting in organised spaces and around common interests. That is something we have tried to build into our development control plans. We want to encourage that social interaction; we want to put developers on notice around what kind of communities they are actually trying to develop here beyond the bricks and mortar — how are people going to interact on a social level in these types of environments?⁵¹

CPTED 2 incorporates the ‘social dimension’ that was missing in earlier applications of the concept:⁵²

As a result second generation CPTED seeks to engender positive social activities [amongst neighbours and communities] and diversity to take ownership of space and to take advantage of natural cohesion and connectivity (Cozens 2008, p.437).⁵³

This ‘new and improved’ conceptualisation of CPTED is closely associated with the related theory of Situational Crime Prevention (SCP). Quite often these concepts are used interchangeably and indeed they are very similar in design and effect, although there are some differences that will be discussed later in the section on SCP. It could also be argued that, at least in part, the Victorian Safer Design guidelines and principles manifest some of the aspects of CPTED Plus; for example, their emphasis on maximising activity in public places, such as walking, cycling and outdoor activity. In many other respects, however, the guidelines’ technical and arguably prescriptive design nature are representative of traditional CPTED approaches.⁵⁴

Second generation CPTED is also closely associated with the related concepts of ‘placemaking’ and the provision of social capital.⁵⁵ It is thus related to approaches that do not concern crime prevention per se but are part of a wider and more holistic approach to building healthier, more accessible and economically and environmentally sustainable communities. The Heart Foundation’s *Healthier by Design* principles (2004) are a prime example of this type of approach whereby safety and security are but one of many considerations that are taken into account in applying design features to local community planning.⁵⁶

Third generation CPTED

Third generation CPTED, the relatively recent version of CPTED, has been presented as a ‘quartet of places, people, technology and networks’ (United Nations Interregional Crime and Justice Research Institute (UNICRI) 2011, p.23). It draws upon both the built environment and design aspects of traditional CPTED approaches and the community engagement features of CPTED Plus, but arguably goes beyond both these models to address the *global* concerns of (urban) life in the 21st century:

While the focus of the first generation manifested in a fortified city mentality and the second generation focused on a socio-economically balanced community and a well maintained city for all [socio-economic and ethnic groups] the third generation of CPTED is more focused on reprogramming the urban space through digital means on the one hand and green technologies on the other. Yet it also

51 John Maynard, Senior Project Coordinator, Safe City, City of Sydney, Public Hearing, Sydney, 10 December 2012.

52 Although some British commentators have claimed the social dimension was always part of CPTED and its application in that country, as discussed in Chapter 1.

53 For a discussion of the benefits of the ‘social dimension’ of CPTED particularly in the context of urban social sustainability, see Chapter 3 of this Report.

54 See discussion in Chapter 8.

55 Discussed further in Chapter 11.

56 See discussion in Chapter 11.

incorporates the principle of surveillance and control from the first generation and effective design and socio cultural diversity from the second (UNICRI 2011, p.23).⁵⁷

Third generation CPTED downplays the ‘security centric’ aspects of the approach even further than generations 1 and 2. Whilst second generation CPTED may have engaged the community, some critics saw that engagement as largely about *crime*.⁵⁸ Third generation CPTED, however, is much more holistic in focus. As Adam Thorpe of the Designing Out Research Centre in London told the Committee: ‘It [security and safety] is one amongst a number of other drivers, equally important but not more important...not everybody needs to know necessarily that it is security focused in its approach’.⁵⁹

The premise of CPTED 3 is largely technological and ecological. It focuses on the rapid development resulting from globalised new digital and telecommunication technologies and their associated social information networks:

Digital and telecommunication technologies have transformed our physical world into a hybrid of materials and information. They have also enhanced the urbanites sphere of influence through digitally retrofitted means while introducing new modes of living in a networked society. Network culture, the ubiquity of embedded electronics and digital devices, the pervasiveness of cybernetic sensing and actuation, the informatics revolution and exponential growth in our ability to store and manage large amounts of digital information that can now be accessed instantaneously and with ease, all signal the possibility of revolutionising how we think about urban safety and security (UNICRI 2011, p.54).

At the same time, third Generation CPTED envisages a green and ecologically sustainable approach to ‘enhanc[ing] the living standards of urbanites and improv[ing] the image of the city as user friendly, safe and secure’ (UNICRI 2011, p.54).

Differences between the ‘generations’ of CPTED

Clearly there is a marked difference between the design led ‘nuts and bolts’ approach of traditional CPTED and the later stages characterised by the second and third generations. These differences are neatly summarised in a recent UNICRI report:

The first generation of CPTED was a collection of strategies to discourage crime. The second generation of CPTED focused on strategies to eliminate the reasons for criminal behaviour...[through the promotion of] sustainable, liveable environments. The third generation of CPTED adds another dimension to the discourse, which is that of the synergies amongst CPTED, urban sustainability, technology, and the potential of networks. The premise of third-generation CPTED is that a sustainable, green urbanity is perceived by its members and the outsiders as safe. Third generation CPTED’s focus on sustainable

57 UNICRI (the United Nations Interregional Crime and Justice Research Institute) has established a partnership with the Massachusetts Institute of Technology to investigate how green urban designs and spatial and cyber technologies can be used to promote eco sustainable safety and security solutions for modern cities. For example, digitally administered surveillance mechanisms have been designed which include hand held devices including mobile phone apps that allow reporting or streaming of criminal activity by citizens.

Similar work is being done locally by RMIT University’s Spatial Information Architecture Laboratory (SIAL). For example, the Committee received evidence from Dr Flora Salim a Research Fellow with SIAL as to how phone and other digital communication applications can be used to allow the public to respond and provide feedback on what is happening and send it back to police or a central authority. In particular, Transafe is a phone application that can potentially be used to send messages to police or Crimestoppers on illegal or antisocial activity or when a person is feeling vulnerable or in danger and maps the location of the person whilst it is being used. (See evidence of Dr Flora Salim, Research Fellow, Spatial Information Architecture Laboratory, RMIT University, Public Hearing, Melbourne, 26 November 2012).

For further detail on how Transafe works as an interactive crime prevention tool, see *Transafe: A Crowdsourced Mobile Platform for Crime and Safety Perception Management* at <http://mams.rmit.edu.au/bxaumomexthqz.pdf>

58 See comments of Professor Lorraine Gamman, Professor in Design Studies, School of Graphic and Industrial Design, Central Saint Martins School of Art and Design; and Director, Design Against Crime (DAC), University of the Arts London, Public Hearing, Sydney, 10 December 2012. Not all commentators would necessarily agree with such an interpretation, arguing that community engagement on a number of levels was part of CPTED approaches at least in Australia long before the third Generation principles were being promoted.

59 Adam Thorpe, Designer and Creative Director, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, UK, Public Hearing, Sydney, 10 December 2012.

green environmental design strategies insists on practical measures, physically or cybernetically enhanced, that foster the perception of urban space as safe beyond mere concerns about crime.

Furthermore, whereas first and second generation CPTED were of a more local nature, third-generation CPTED looks at security as a global issue and tries to provide a manual that can be utilized across geo-political and socio-cultural divisions (UNICRI 2011, p.19).

Second and third generations of CPTED also rely on a much broader partnership of participants/stakeholders that cross a number of disciplines. Whereas traditional CPTED approaches arguably were 'siloised' or 'colonised' by criminologists, police or crime prevention officers on the one hand and architects, planners and designers on the other, later forms of the concept are characterised by much more interdisciplinary collaboration and multi-agency approaches (Van Soomeren 2000, p.8).⁶⁰

Refining the definition

Although most criminologists and design practitioners agree with the analysis of stages or generations of CPTED as outlined above, some commentators believe such an analysis does not capture the idea of CPTED as a *process*. Professor Paul Ekblom of the Designing Out Crime Research Centre at Central Saint Martins College of Art and Design (University of the Arts London) argues rather that there needs to be developed 'a suite of *definitions in depth*' (Ekblom 2011a, p.7 Author's emphasis). Such an approach would allow the application of CPTED to become 'richer and more subtle' (2011a, p.7). Ekblom argues that CPTED needs to be 'updated' in order to remain practically relevant and theoretically sharp. Indeed he has been critical of the 'entire suite of CPTED concepts, considering them vaguely expressed, overlapping and generally incoherent' (cited in Ekblom et al 2013, p.94). He argues that not only the overarching theory itself, but also its core components discussed below such as territoriality, natural surveillance or target hardening need to be more clearly defined and deconstructed. Moreover, CPTED needs to be better linked to its source disciplines in planning, design, policing, risk management and criminology (2011a, p.8). The rest of this chapter examines some of the ways these principles have been defined and how the multi-disciplinary source of CPTED can be both a benefit and a problem.⁶¹

Core components of crime prevention through environmental design

As indicated in the previous discussion the concept of CPTED can be complex and theorists and practitioners differ on exactly what is included within its parameters. Nonetheless, it can generally be stated that CPTED as more traditionally espoused is comprised of the following characteristics:

- ◆ Natural and other forms of surveillance
- ◆ Defensible space
- ◆ Territoriality
- ◆ Access management or control
- ◆ Placemaking and activity support
- ◆ Target hardening
- ◆ Image and maintenance control.

⁶⁰ For further discussion on the need for cross-disciplinary collaboration and the formation of partnerships, see Chapter 10.

⁶¹ Armitage drawing from Ekblom's work states that part of the problem can be how prescriptively or not the definitions or *discourses* of CPTED are expressed. '*Functional* discourses such as 'facilitating surveillance' or 'encourage through movement' allow more design freedom than *technical* discourses such as 'foliage must be no higher than two metres' (Armitage 2013, in press). The problem of prescriptiveness in applying CPTED or other design guidelines, and the use of checklists or 'cookbooks', is discussed in Chapter 10. Interestingly, the *Safer Design Guidelines for Victoria* could arguably be said to be a combination of both functional and technical discourses.

However, none of these characteristics can stand alone; they are part of an overall suite of techniques and approaches that together are used to address actual crime and the perception/fear of crime within a community, in addition to creating the perception or reality of *capable guardianship* (Felson 2002; Cozens, Saville & Hillier 2005).⁶²

Within these broad classifications there are also other urban design factors that are taken into account in designing and building safe and sustainable buildings or communities. These vary according to both the type and location of the development in question, but include issues such as 'legibility',⁶³ diversity and adaptability of given places or communities.⁶⁴

Natural surveillance

Natural surveillance was pioneered by Jane Jacobs and refined by architect Oscar Newman in the 1960s and 1970s (see, for example, Jacobs 1961; Newman 1972). Natural surveillance involves using design and planning techniques to provide opportunities for people to exert unofficial vigilance (increased *capable guardianship*) in the course of their routine activities to deter offenders and increase the risk of their apprehension. It is to be distinguished from *technical* forms of surveillance such as closed-circuit television (CCTV) or *formal surveillance*;⁶⁵ such as the employment of police, patrols or security guards.⁶⁶

Jacobs was particularly concerned by the exodus of (middle class) people from the perceived increasingly 'criminal' inner city areas to the supposedly law abiding suburbs. Increasingly American cities had lost their mixture of activities and uses (residential, commercial, recreational) and become centres which were dominated by commercial interests during the day, abandoned at night and therefore vulnerable to crime.

Jacobs proposed interventions which:

[w]ere to draw people back to city centres through the establishment of mixed land uses and the provision of amenities (eg shops, pubs, restaurants, and parks) and activities that would draw people out of their homes and onto the streets both during the day and the night. Natural surveillance is all

62 Felson's notion of capable guardianship is discussed further below

63 'Legibility' has been defined as the 'ability of the environment to communicate a sense of place and give messages about orientation and direction. Legibility is an important quality of safe places as it strongly influences the feeling of security' (Ministry of Justice New Zealand 2005a, p.20). The Victorian Urban Design Charter emphasises the importance of legibility in creating and sustaining safer environments:

"Legibility" concerns people's ability to read the urban environment — to interpret what they see, to get useful information. Which streets lead through an area rather than running into a barrier? Where is the post office? Where is it dangerous to walk?' (Department of Planning and Community Development (VIC) 2010).

64 For example, the United Kingdom government publication *By Design* summarises the objectives of urban design in the context of safe and thriving communities or residences as:

- Character: A place with its own identity
- Continuity and Enclosure: a place where public and private spaces are clearly distinguished
- Quality of the public realm: a place with attractive and successful outdoor areas
- Ease of movement: a place that is easy to get to and move through
- Legibility: a place that has a clear image and is easy to understand
- Adaptability: a place that can change easily
- Diversity: a place with variety and choice (in Office of the Deputy Prime Minister 2004, p.90).

Many of these features are drawn from traditional CPTED principles such as legibility and ease of movement. Others such as diversity are more attributable to later generations of the theory.

65 CCTV and other forms of technical surveillance are, however, clearly important and could in some ways be said to be part of CPTED techniques. Moreover, there are some interventions which could be thought of as hybrid models sitting between natural and formal surveillance mechanisms. The use of Neighbourhood Watch or Community Patrols are interventions of this kind.

For further discussion of the role of Neighbourhood Watch and similar organisations, see the Drugs and Crime Prevention Committee's *Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, Final Report* (2012).

66 One could arguably add a fourth category of *cyber surveillance* which would capture some of the interventions discussed earlier in the context of Third Generation CPTED, including handheld devices which allow a citizen to track and report when they are a victim or observer of criminal activity. See UNICRI 2011, p.14.

about having more ‘eyes on the street’ and has become a key part of the [situational crime prevention] lexicon (Sutton, Cherney & White 2008, p.61).⁶⁷

Natural surveillance aims to keep potential offenders and intruders under observation thorough the creation of environments where there is sufficient opportunity for people engaged in their *normal* behaviour to observe the space around them. Jacobs’ contention was that a diverse mix of place use in an area would produce natural surveillance by bringing a variety of people into the area at different times of the day or night — what today we would call ‘mixed-use development’ (Jacobs 1961).⁶⁸

However Jacobs was also writing in a very different time, with options for natural surveillance that are not applicable in 2013, or at least not to the same degree. As Cozens states:

“Eyes on the Street” was a very different phenomenon in a large 1950s inner city area than it is in the residential suburbs in the early 21st century. Interior (domestic) and exterior (public) space was used in markedly different ways. Levels of car usage were significantly lower and citizens walked to schools, shops and to visit relatives...Changes in society, such as increased numbers of women in the labour force and the decline of the nuclear family mean that many neighbourhoods, where residents (often both parents) are at work most of the day, are effectively devoid of ‘eyes on the street’ and ‘self-policing’ potential (2008, p.434).

Clearly new forms of natural surveillance need to be devised to suit the needs of 21st century urban life. One of the ways in which this can be done is through utilising spaces that are used for leisure and entertainment more effectively. An important and easily implemented example of such an intervention is the positioned use of outdoor seating, such as pavement cafes in streets or other public spaces with clear visible sightlines. The placement of ATMs is another area where techniques to promote natural surveillance are commonly used (for example placing the ATM in a well frequented area, for example near restaurants or supermarkets). Other practical manifestations of natural surveillance can include:

- Design and placement of physical features to maximise visibility. For example, through building orientation, windows, entrances and exits, car parking areas, refuse containers, walkways, guard gates, landscape trees and shrubs, use of walls such as wrought iron or picket fences, signage and other physical obstructions.
- Placement of persons or activities to maximize surveillance possibilities.⁶⁹
- Maintenance of minimum lighting standards to provide for night-time illumination of parking lots, walkways, entrances, exits and related areas (Victoria Police 2007, p.2).⁷⁰

67 Indeed one of the police partnership programs in Western Australia aimed at increasing ‘natural surveillance’ to prevent crime and antisocial behaviour is in fact called ‘Eyes on the Street’.

68 Jacobs’ work was not always uncritically received. Some commentators have accused her of ‘projecting a romanticised return to a recreation of the industrial cities of the late nineteenth century or an excessive emphasis on security’ (Repetto 1976, p.278). There has also been doubt cast on the universality of Jacob’s liking for diversity (ie not everyone *wants* to live in a diverse environment). It may be, however, that some of the criticism of Jacobs was as much a product of professional resentment, given that she was neither an academic criminologist nor a qualified architect or urban designer. Fifty years after her defining work was published, Jane Jacobs’ views have been discussed in a recent publication that revisits and critiques her ideas and assesses their relevance to today’s planning challenges around the world. See *Reconsidering Jane Jacobs* (Page & Mennel 2011).

69 Sometimes called ‘formal surveillance’ to distinguish it from the ‘natural’ surveillance of ordinary members of the community going about their business or the technical surveillance of CCTV systems etc. Formal surveillance aims to increase *capable guardianship* through the employment of third parties such as security guards, building concierges, gatekeepers, city guides and hosts, bar staff even ‘lollipop people’ (traffic crossing attendants) (see Sutton, Cherney & White 2008, p.63; Cozens, Saville & Hillier 2005. Groups such as Neighbourhood Watch may also engage in a type of formal surveillance (see Geason & Wilson 1989, pp.23, 29).

70 These are only a few of the technical aspects of natural surveillance that can be utilised by planners and designers. For a comprehensive account of these and other features, see Geason and Wilson 1989;

Figure 2.2: Lively laneways provide surveillance of the surrounding area in the Melbourne CBD



Source: Ms Sylvia Georges, City of Boroondara, 2012.

Another way in which natural surveillance is being adapted for the different conditions of 21st century life in residential settings is to design into new housing estates community centred features characteristic of the 'New Urbanism'.⁷¹ Many of these features such as 'village greens', walking tracks, playing ovals, parkland and community information and 'drop in' centres aim to recreate the 'village life' more characteristic of the mid 20th century (Cozens 2008).⁷² In addition, the design features of some of the more recently built estates aim to maximise natural surveillance without compromising privacy. Thus housing entrances are placed to face the street; rooms facing the street are 'active', such as kitchens and living areas; and sightlines tend not to be obstructed with shrubbery or high walls (Armitage 2013, in press).⁷³ Such measures have been used to counter the mistakes made in some traditional building approaches, particularly in the suburbs, where buildings 'turn their backs' leaving blind sides to the streets and any form of activity.⁷⁴

71 A movement centred on the development of environmentally sustainable design, see discussion later in this chapter.

72 See discussion in Chapter 11 in the context of the new housing development 'Selandra Rise' in Melbourne's outer southern suburbs.

73 Foster, Giles-Corti and Knuiman argue that the capacity for natural surveillance and indeed CPTED generally is greater in 'stable neighbourhoods with higher community integration' (2011, p.80). In particular suburban settings such as some of the newer housing estates which provide facilities for greater physical activity (walking, cycling, running etc) result in not only healthier communities but safer ones as well. For a discussion of the links between health, physical activity, crime and design, including CPTED, see discussion in Chapters 3 and 11.

74 See comments of Simon McPherson, Director, SJB Urban, Public Hearing, Melbourne, 22 October 2012.

Figure 2.3: Example of modern housing providing surveillance over adjacent park



Source: Ms Sylvia Georges, City of Boroondara, 2012.

Natural surveillance and other features of CPTED are equally applicable to locations other than residential settings. Commercial buildings such as shopping malls and particularly transport hubs and interchanges, traditionally vulnerable settings for crime and antisocial behaviour, can equally benefit from measures that build upon all forms of surveillance — formal, mechanical and natural. As transport academic Dr Christopher Hale, an expert in the design of better transport hubs, remarked to the Committee:

Those eyes at the station can come from staff members. They could come from uniformed patrol, but equally it can come from other passengers. It could also come over the next 10 or 15 years from other people who live or work in the surrounding area coming to that station and that facility for other reasons, [such as shopping or recreation]. Basically all of these different things — the eyes at the station from these three or four different sources — should reinforce safety and passive surveillance and active surveillance to some degree.⁷⁵

Dr Hale's vision for transport planning is stations and transport interchanges which incorporate mixed use development such as station concourses that also support shops, cafes and other 'value added' activity centres.⁷⁶ The activity created by shopping and recreation in turn promotes natural surveillance.⁷⁷

In short, a key aim of natural surveillance is to ensure that areas prone to criminal activity are not abandoned, that 'appropriate' activity is generated through day and night, and that any signs of crime or abandonment (graffiti and other forms of vandalism, wrecked cars, rubbish etc.) are quickly removed (see Newman 1972). In this respect *natural surveillance* is used as a method to promote and sustain *territoriality*, another example of how CPTED principles are interdependent. The idea is to turn public areas, particularly housing estates

75 Dr Christopher Hale, Lecturer in Sustainable Infrastructure Engineering, Department of Infrastructure Engineering, The University of Melbourne, Public Hearing, Melbourne, 26 November 2012.

76 For a recent discussion of the application of CPTED to transport hubs see Paulsen 2013b.

77 Dr Hale argues that this is not a reason to dispense with a uniformed surveillance presence. He approves of the deployment of uniformed Protective Services Officers (or police) to patrol transport locations just as he believes the presence of more transport (non-security) staff including ticket collectors or station attendants can act as an excellent form of active surveillance. Passive or natural surveillance through setting up transport hubs as 'activity centres' should be in addition to not in substitution of other more formal means. On this issue the Netherlands has been a leader in reintroducing in vulnerable environments (transport hubs, high rise buildings, shopping malls) persons who as part of their job exercise formal and informal surveillance such as shop assistants, janitors, train and bus conductors and park wardens. See Van Soomeren 2000; Van Soomeren and Woldendorp 1997.

from ‘hot spots’ — where crime and disorder may be concentrated to a high degree⁷⁸ to ‘honey pots’ — places where people congregate and linger in positive and legitimate ways (Office of the Deputy Prime Minister 2004, p.22).

Defensible space

Aligned to Jacobs’ idea of natural surveillance, architect Oscar Newman’s theories of defensible space describe (usually) residential environments which are designed to:

[a]llow and even encourage residents themselves to supervise and be seen by outsiders as responsible for their neighbourhoods...and to increase the potential for residents to see and report likely offenders, thereby enabling residents to control the physical environments in which they reside (Robinson 1999, pp.5-6).

Newman believed that the built environment can reinforce the expectation that antisocial behaviour may (or may not) occur. He had conducted his research primarily from observing crime-ridden public housing estates in the USA in the 1970s and was critical of modernist public housing design which crammed too many people into high rise housing as an exercise in the economies of scale:

This made it difficult for residents to assert functional control over their lived environments. There were too many anonymous areas, no clear distinctions between public and private space, inadequate amenities, poor natural surveillance and lighting, numerous access routes, unrestricted pedestrian movement, dead ends, cavernous corridors and poorly maintained facilities (such as lifts always out of order and covered in graffiti).

Such physical features led to a spiral of decline into crime and disorder, increasing fear of crime among residents which caused them to retreat indoors, and increasing the likelihood that people would avoid areas populated by public housing. These factors in turn led to the stigmatising of public housing estates (Sutton, Cherney & White 2008, pp.61-62).⁷⁹

As an ‘antidote’ to this situation Newman thought that crime in and around public housing developments could be lessened by dividing and demarcating territory into smaller manageable areas. Newman’s concept of defensible space contained two main components. First, similar to Jacobs idea of natural surveillance, defensible space should allow people to see and be seen continuously. This would result in a lessening of fear by residents because they know that a potential offender can easily be observed or apprehended. Second, people must be willing to intervene or report crime when it occurs:

By increasing the sense of security in settings where people live and work, people are encouraged to take control of the areas and assume a role of ownership. When people feel safe in their neighborhood they are more likely to interact with one another and intervene when crime occurs (Newman 1972, p.5).

Criticisms of Newman’s concept

Essentially Newman’s vision was to bring environments back under the control of their residents (Cozens, Hillier & Prescott 2001). However criticisms have been made not only of the vagueness of Newman’s theory, particularly the ‘process by which residents come to define space as their territory and act to defend it’ (Merry 1981, p.398; Parnaby 2006), but also because in some circumstances Newman’s theories have taken practical exposition in the building of gated communities, segregated enclaves and the like (City of Gosnells 2001). In other words, rather than promoting integrated and ‘humanised’ streets and neighbourhoods, ‘designing out crime’ through the use of defensible space and related

78 For a discussion of the concept of crime ‘hot spots’ and how CPTED strategies can be aimed to reduce these see Judd, Barton and Samuels 2001; Robinson 1997; White 2006; see also the discussion in Chapter 12.

79 In a number of ways Newman’s concerns with regard to disorder and crime-ridden landscapes contributing to a ‘no one cares’ attitude and the stigmatisation of place pre-dates Wilson and Kelling’s ‘Broken Windows’ thesis referred to earlier in this chapter and its expansion by Skogan by over a decade. See also Parnaby 2006.

approaches can result in inward turning interventions that actually increase crime (Wekerle & Whitzman 1995, p.53).⁸⁰ Similarly, Associate Professor John Fitzgerald notes that what is needed are more strategies centered on *inclusivity* rather than *defensibility*:

Think about crime prevention as community-based crime prevention. Use the environmental design to create alternative rewards. Use and look at the functional and the amenity mix. Think about spatial programming principles...like mixing, movement and meaning...mixing works really well. Movement and meaning are really important. People moving through, and people have to have destinations. You cannot just put laneways in there and expect people to go down them unless there is a meaningful place to go.⁸¹

In essence, Fitzgerald's comments about 'mixing' are a reflection of the traditional CPTED principle of *activation* discussed below; that is, safe places are busy places with much activity.⁸²

Territoriality

Newman's theory of defensible space outlines clear boundaries to encourage community 'ownership' of the space. Similarly, *territoriality* concerns the use of physical features and design to express ownership, control the environment and demarcate private, semi-private and public spaces. It sends a clear message of who belongs and who does not belong in any given area (Files 1999). Uncertainty of 'ownership' can reduce responsibility to look after properties and increase the likelihood of crime and antisocial behaviour going unchallenged (Office of the Deputy Prime Minister 2004, p.30). Positive territoriality is 'a psychological investment in a house, block or community and it involves both cohesive relations with neighbours and a...attachment to the community. In other words, residents develop a stake in their community' (White 2006, p.83).

Design interventions that address ownership or territoriality can result in 'strangers' or 'intruders' being easily identified:

If people feel that they have some ownership of public space, they are more likely to gather and enjoy that space. Community ownership also increases the likelihood that people who witness crime will respond by quickly reporting it or by attempting to prevent it. Territorial reinforcement can be achieved through:

- Design that encourages people to gather in public space to feel some responsibility for its use and condition
- Design with clear transitions and boundaries between public and private space⁸³
- Clear design cues on who is to use space and what it is to be used for (Department of Urban Affairs and Planning (NSW) (DUAP) 2001, p.5).

Sutton, Cherney and White argue that through the use of physical and symbolic barriers space can be divided into four distinct categories — public; private; semi-public and semi-private (gardens):

Barriers can include hedges and walls between public and private areas, signboards [eg notices stating 'you are entering private property'], vegetation or changes in surfaces to create 'zones of transition' that give people cues they are moving from public to private space. Such zones of transition make it

80 These and other criticisms pertaining to CPTED are discussed further in Chapter 4.

81 Associate Professor John Fitzgerald, School of Social and Political Sciences, The University of Melbourne, Public Hearing, Melbourne, 26 November 2012.

82 A key illustration of this is the use of laneways in Melbourne's CBD. Traditionally laneways and alleys, especially if they are one-way, are viewed as crime promoters or places of potential entrapment. Yet through, in essence, utilising the processes of activation the City of Melbourne has turned Melbourne's laneways into vibrant, exciting and *safe* places of relaxation and recreation that have been copied worldwide — a fact observed by the Committee when it took a tour of the Melbourne CBD with Council officers in October 2012.

83 Traditionally this has been a problem in some high rise housing estates where a 'lack of clear definition of the boundaries between public and semi-public or semi-private space results in a lack of control by residents' (City of Boroondara 2010, p.2).

easier for residents and other authorised people to keep an eye on an area and make it more legitimate for them to challenge individuals who seem to be intruding (2008, p.63).

Potential offenders are therefore deterred from intruding into areas where there are clearly marked 'signifiers' of legitimate occupation such as well tended nature strips, evidence of social interaction, public artwork etc:

Where the CPTED principle of territorial reinforcement is effectively implemented it will minimise spaces that show unclear signs of ownership and heighten the conspicuousness of illegitimate users (Maynard 2004, p.9).⁸⁴

While the territoriality principle aims to maximise private and minimise public space in a given environment, in its modern expression this rarely should require the installation of security gates or formal barriers. Good expressions of territoriality will subtly deter offenders by warning them they are about to enter private or semi-private space (Armitage 2013, in press). As Katyal has commented the demarcation between private and public space is: 'dependent on the ability to cleverly balance territoriality (which focuses on the need for some exclusiveness and closure) with natural surveillance (emphasising openness, permeability and interconnectedness) so that an area is neither too closed nor too open' (2002, p.1046). This is yet another example of how the seemingly contradictory principles of CPTED need to be constantly balanced to work in harmony.⁸⁵

Figure 2.4: This house does not sufficiently balance territoriality with opportunities for surveillance of the street



Source: Presentation by David Dreadon and Mr Mark Frisby, Australian Institute of Landscape Architects (Victoria Branch) to Drugs and Crime Prevention Committee, 10 September 2012 – photo courtesy of Spire Australia

84 This of course begs the question as to who counts as a 'legitimate' user of space, particularly semi-private space. Is 'moving on' a group of young people skateboarding or merely convening in a shopping mall a legitimate use of the territoriality principle? (See Wallis 2012.)

85 White (2006) points out that one of the differences between Newman's and Jacobs' strategies for increasing security in the built environment is their respective attitudes towards boundaries and borders:

'Jacobs states that safety is promoted by having many observers on the streets and sidewalks. This theory implies opening up through streets in neighbourhoods. Open access allows many people to pass through and thus improves the surveillance of public space. Newman is more likely to advocate restricted traffic to produce territoriality among the residents' (2006, p.80).

This raises the wider issue (and debates) as to the benefits or otherwise of permeability in urban design from a crime prevention perspective. The evidence as to whether increased permeability in a community is associated with increased crime rates is very mixed. It very much seems to be dependent on the context of the particular environment. In some communities for example turning through streets into cul-de-sacs has arguably seen a reduction in neighbourhood crime, in other studies this has not been the case. Again this may be the result of the particular neighbourhood and the amount of 'activation' within it. For a review of the findings in this area see White 2006 and in the Australian context see Cozens 2008.

Access management and control/connectivity

Access management is associated with methods and design features used to attract or connect people to some places and restrict them from others. In particular, such design may deny offenders access to criminal targets or reduce escape opportunities for the offender whilst allowing legitimate users to be guided through the environment (Clancey & Chiu 2011, p.4). As the NSW Department of Urban Affairs and Planning (DUAP) has stated:

Physical and symbolic barriers can be used to attract, channel or restrict the movement of people. They minimise opportunities for crime and increase the effort required to commit crime. By making it clear where people are permitted to go or not to go, it becomes difficult for potential offenders to reach and victimise people and their property. Illegible boundary markers and confusing spatial definition make it easy for criminals to make excuses for being in restricted areas (DUAP 2001, p.5).

Selectively placing entrances and exits, lighting, landscape, and barriers such as fencing limits access and controls flow. Formal access like formal surveillance involves supervision by third parties who are usually paid employees such as security guards, concierges or receptionists. Mechanical access may, for example, involve the use of entry phones or intercoms (Sutton, Cherney & White 2008, pp.63-64).

On a neighbourhood scale, accessibility involves providing a structure of (walkable) neighbourhoods that encourage 'connectivity', in addition to 'eyes on the street' or natural surveillance. Connectivity can be both physical and emotional (attachment to a particular sense of community). Physical connectivity:

[is] the extent to which different parts of the neighbourhood (and in turn different neighbourhoods) are 'connected' so that movement especially on foot, but also by bicycle, car and public transport — is easy legible, reasonably direct and appropriately flexible. Highly connected places therefore encourage movement and thus potentially deliver better CPTED outcomes because more people are out and about in the neighbourhood and are able to provide surveillance (Queensland Government 2007, p.20).⁸⁶

Connected and accessible neighbourhoods should also be highly *legible*, that is they should have a strong sense of place and have the ability to send strong messages re orientation and direction.⁸⁷ In short, good access control should provide for a 'strong definition' between private and public space. As local architect Simon McPherson told the Committee, they should not 'ooze' into one another as so often happens in urban settings.⁸⁸

86 Again a contradiction is apparent, however, between ideas of connectivity and permeability. Just as a permeable environment may detract from the territoriality of the neighbourhood, it has also been argued that a highly permeable setting can be criminogenic in nature. For example, Armitage has noted the criticism that highly permeable residential developments can:

- [be] 'Convenient escape routes for offenders
- Allow potential offenders the opportunity to become aware of potential targets whilst passing through
- Make it difficult for residents to distinguish between legitimate users of space and potential offenders' (Armitage 2013, in press).

The author does acknowledge, however, the clear benefits of permeable settings including encouraging residents to walk or cycle rather than using the car and that permeable environments can encourage informal surveillance (eyes on the street) from passers-by and residents alike.

87 For a discussion of legibility see footnote 63 above.

88 Simon McPherson, Director, SJB Urban, Public Hearing, Melbourne, 22 October 2012.

Figure 2.5: Access, Movement and Sightlines – Caroline Springs Estate



Source: Presentation by Mark Chapman, Lend Lease to Drugs and Crime Prevention Committee, 18 March 2013

An example in Australia that draws on these concepts is the *Liveable Neighbourhoods* policy in Western Australia. It outlines the features of ideal safe and accessible neighbourhoods. Such neighbourhoods should have:

- Size and shape generally defined by a five minute walk from the neighbourhood centre to its perimeter;
- Streets should provide multi-purpose public spaces that are designed to balance their role for traffic and pedestrian access;
- Pedestrian access to include 1.5 metre footpaths on both sides of the street (however for costs in lower order access streets one side is sufficient);
- Footpaths need to have ramps at all kerb corners for wheelchairs and pram access;
- Street lighting that adequately lights the footpaths (Haigh 2006, p.33).⁸⁹

The *Liveable Neighbourhoods* policy,⁹⁰ whilst definitely concerned with promoting safety, also saw its task as generating and enhancing community connection and wellbeing, particularly through the implementation of better public transport and community facilities and the promotion of social networks, which in turn engender feelings of increased community and personal safety, especially for seniors within the community (Haigh 2006). For example, the provision of a community bus to take people to the Senior Citizens Centre from their homes on a housing estate not only makes people feel safer it also fosters community interaction and wellbeing. Similarly, bus services that allow women to be dropped off at night between stops near their cars or homes can foster feelings of safety and connectivity.⁹¹

89 One CPTED method that has been increasingly used in town planning since the 1990s has been to change street layouts from 'tree' patterns to 'grid patterns'. Tree patterns, very popular in the 1970s and 1980s, were characterised by many separated or circuitously connected cul-de-sac ends. The more traditional grid pattern with streets connecting many times in a relatively simple lattice pattern allows for better connectivity and safer more legible residential streets with greater flexibility of route. See Queensland Government 2007, pp.22-23 for a discussion of the relative merits of tree and grid systems in the context of CPTED and community safety.

90 Discussed further in Chapter 7 of this Report.

91 See also discussion in Chapter 3 of this Report.

Figure 2.6: Wayfinding markers provide greater legibility in the City of Melbourne

Source: P. Johnston 2013

Placemaking and activity generation and support (Activation)

Placemaking essentially means to invest in good design and attractive well maintained facilities to create public (and private) spaces that the community will want to use and enjoy (Commission for Architecture and the Built Environment (CABE) 2004, p.2).⁹² As William Whyte, the acknowledged founder of the placemaking movement, has stated:

So called undesirables are not the problem. It is the measures taken to combat them that is the problem...The best way to handle the problem of 'undesirables' is to make the place attractive to everyone else. It is difficult to design a space that will not attract people — what is remarkable is how often this has been accomplished.⁹³

Placemaking and activity generation/support in the CPTED context goes beyond ensuring places are clean and neat, 'for often clean and neat places can also be empty and undesirable' (*What is placemaking?*, Project for Public Spaces (PPS)).⁹⁴ It is also about ensuring both

92 Landscape architect Paul Hardyman from the urban design company URBIS told the Committee that to him placemaking connotes 'landscape architecture overlaid with public space management and crucially activation' (Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012).

93 Whyte, W 1980. For more discussion on the Project for Public Places see Chapter 6.

94 The Project for Public Spaces (PPS) is a non-profit planning, design and educational organisation dedicated to helping people create and sustain public spaces that build stronger and safer communities. It is based in New York but takes an international focus to its work. Its pioneering placemaking approach helps citizens transform their public spaces into vital places that highlight local assets, spur rejuvenation and serve common needs. Amongst other projects the PPS has published work in the areas of:

- Why public spaces fail and why they succeed
- Transportation and Flexible Design
- Street Audits
- The use of 'shared space'
- The Benefits of Creating Good Public Spaces
- Safety and Security in Public Space
- Place Capital: Shared Wealth and Thriving Communities
- Turning Public Spaces into Civic Places
- Healthy Spaces, Safe Spaces.

See <http://www.pps.org/about/>

public spaces have a variety of mixed land usages including residential, commercial, entertainment and restaurant precincts:

The aim is to generate activity throughout day and night and ensure that areas are not abandoned. Giving various resident groups (eg parents and children, the elderly and teenagers) their own dedicated spaces and reinforcing the intended usage through appropriate design and management rather than leaving it to these groups to 'sort it out themselves' can reduce conflict over space, which if unattended can escalate into harassment and even crime. This helps prevent areas being abandoned by the very people who can do most to prevent offending. Appropriate activity support can improve the image of an area by attracting legitimate users. Image management also relates to tackling incivilities and removing signs of crime (eg vandalism, graffiti etc) which can undermine perceptions of safety and instead transmit the positive message that the area is under control (Sutton, Cherney & White 2008, p.64).

Activity generation and support, or 'activation' as it is sometimes referred to, is about 'how you bring [public] spaces to life'.⁹⁵ It focuses on the relationship between activity, people and movement and is clearly interrelated to other CPTED principles. For example a highly active location with *legitimate* activity is going to promote good natural surveillance; a transport hub with retail surroundings is a good case in point. Dr Christopher Hale gave the Committee his vision for how activity support and other CPTED principles such as natural surveillance and access control can be used to develop safe and enjoyable public transport facilities:

This is what stations should be. They should be a focus of the local community, a focus of movement. They should be busy day and night. They should be multipurpose facilities which include convenience offerings and retail — that is a third or fourth element to that passive surveillance idea. They should be well designed, they should be up to date, they should be clean, inviting and open. They should be statements of civic pride and the priority that the community places on public transport. They should be locations that reinforce civil and legitimate behaviour, and they should be staffed.⁹⁶

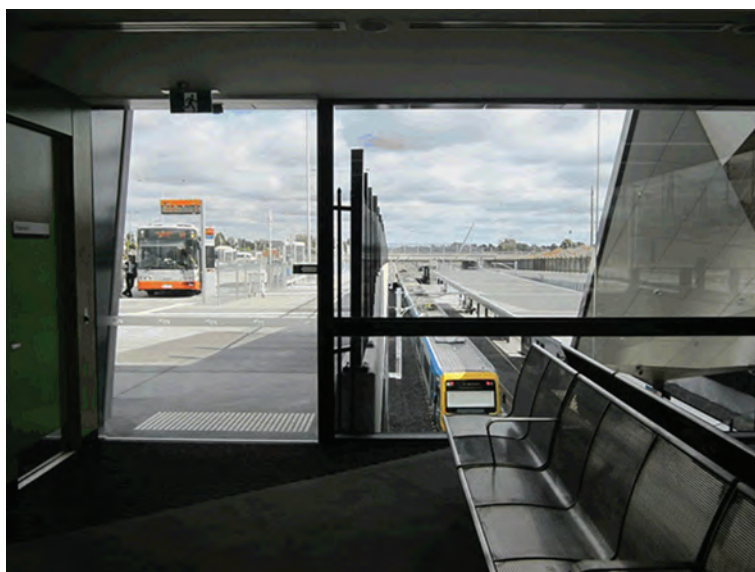
Figure 2.7: An example of recent station design in Nunawading, Melbourne



Source: Presentation by Jill Garner, Associate Victorian Government State Architect, October 22, 2013

⁹⁵ Comment of Jason Black, Managing Director, INSIGHT Planning Consultants, Public Hearing, Melbourne, 26 November 2012.

⁹⁶ Dr Christopher Hale, Lecturer in Sustainable Infrastructure Engineering, Department of Infrastructure Engineering, The University of Melbourne, Public Hearing, Melbourne, 26 November 2012.

Figure 2.8: An example of recent station design, South Morang, Melbourne

Source: Presentation by Jill Garner, Associate Victorian Government State Architect, October 22, 2012

Good activity support involves the programming of activities that promote proper site use and discourages illegitimate use (Files 1999). Crowe argues, for example, that it is also about placing inherently unsafe activities, such as those involving money transactions in safe locations; thus placing ATMs in locations with high levels of activity and surveillance opportunity (Crowe 2000 in Cozens, Saville & Hillier 2005). The Western Australian state government policy *Liveable Neighbourhoods* emphasises that activity generation and support is better enhanced by mixed use development in the retail environment through the placement of traditional mixed use main street centres (strip shopping) than in enclosed retail complexes or malls. In particular these types of development are better at creating a public sense of place and community ownership including 'eyes on the street' (Western Australian Government 2009). In addition to making places safer and more pleasant, they also add economic benefits through retail growth.⁹⁷

Local architect Simon McPherson also emphasised the importance of this type of activity generation in the Melbourne context when he gave evidence to the Inquiry. In particular, he stressed how simple touches such as the use of mobile trading stalls can be used to make places feel activated:

Temporary uses such as market stalls can really contribute to that activity support.⁹⁸ Streets which support activities like this are really important, and I think we miss these opportunities too often. Even a blank wall can be conspicuous. The place can be really livened up by a tiny coffee cart where people are walking from the station to their work or on route somewhere and can stop. Even if you do not stop and buy something, it is a little piece of life in the city. Public art and signage can also really make a place feel active and vibrant and utilised, activated.

The youth recreation skate park facility on the waterfront in Geelong is also a very well-regarded project, and I think it reflects the investment in quality that young people have, by all accounts, responded to by looking after the place. It is a great facility which encourages usage and activation and therefore not isolation.⁹⁹

97 See comments of Sophie Connell for a discussion of the economic drivers of CPTED and activation in the context of the commercial benefits associated with rejuvenating Wellington's laneways. (Sophie Connell, Senior Urban Designer, Wellington City Council, Meeting, Wellington, 30 October 2012.)

98 Such 'pop up' eateries, street vendors and stalls are a key feature of the City of Melbourne's 'embracing' of CPTED through its *Policy for the 24 Hour City*. See comments of Nancy Pierorazio, Senior Policy Officer, City Safety, City Issues, City of Melbourne, Public Hearing, Melbourne, 8 October 2012.

99 Simon McPherson, Director, SJB Urban, Public Hearing, Melbourne, 22 October 2012.

He also stressed the need to move away from planning that allows for vehicular dominance of city centres, or ‘negative activation’.¹⁰⁰

In contrast, [motorised] streets do the opposite. The prioritisation for cars rather than people, for example where pedestrians have to give way to traffic so you cannot cross the road easily; you have to watch out for cars and so on is the opposite message to what should be given. It is really the wrong way to go. Streets and roads which obviously prioritise vehicular movement and the suburban locations really affected by this really do not support other activities.¹⁰¹

Activity generation at night is also a crucial aspect of good CPTED planning. A good example of activity support in the night-time economy, for example, would see active plans to support *more* than just pubs and bars.

At a local level, one of the key aspects of the Victorian Government’s Safer Design Guidelines is the creation of ‘activity centres’ in neighbourhoods:

A strong sense of place and community is formed when activity centres are well designed, integrated and conveniently sited. Successful activity centres offer a wide range of local services including commercial, retail, residential, public transport, educational, health, spiritual and civic facilities. The public environment is enriched and activated by private development that fronts streets, parks and squares. This also aids public safety.

Some activity centres focus on particular services such as tertiary education or medical research. These environments often have specific safety issues as a result of extended periods of inactivity or periodic lack of occupancy.

Maintaining a high level of activity by encouraging a more intense mix of uses along streets, including local resident populations, reduces opportunities for crime and improves safety in the community. Traditional, street-based activity centres are increasingly active over an extended period, resulting in more ‘eyes on the street’ — providing a greater sense of safety for all users.¹⁰²

Urban designers working in the area of CPTED have recognised that mixed usage and multi-purpose facilities are a valuable part of planning in both residential and commercial areas.¹⁰³ Increasingly activation plans are being used by landscape architects and planners as part of the design process. For example British planners have tried to encourage residential developments consisting of a mix of people of different ages, lifestyles and economic status.¹⁰⁴

This may avoid concentrations of groups such as young people that may be more likely to offend, or be targeted as victims or create areas devoid of occupation, activity and surveillance at particular times. Providing a range of housing types in terms of dwelling size, type, tenure and affordability can enable this (Office of the Deputy Prime Minister 2004, p.38).¹⁰⁵

100 A point also stressed by Paul Hardyman of URBIS; see Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

101 Simon McPherson, Director, SJB Urban, Public Hearing, Melbourne, 22 October 2012.

102 Safer Design Guidelines, Element 2. Victorian Department of Planning and Community Development at http://www.dpcd.vic.gov.au/__data/assets/pdf_file/0011/41231/Safer_Design_Guidelines.pdf

103 Mixed land use is one of the principles of good design enunciated in the Urban Design Charter for Victoria. See http://www.dpcd.vic.gov.au/__data/assets/pdf_file/0016/41236/Urban_Design_Charter_for_Victoria_explaining_the_12_Principles.pdf

104 This has also been one of the features of the *Safe City Urban Design Strategy* of the City of Gosnells in Perth and the *Liveable Neighbourhoods* policy of the Western Australian government. In both cases developers are encouraged to mix the dwelling sizes of new estates to encourage a mix of income and age groups. ‘Locating aged persons near first time home owners will ensure surveillance during most of the day and night’ (City of Gosnells 2001, p.20). For further discussion of the City of Gosnells *Safe City Urban Design Strategy* as an example of best practice, see discussion later in this Report.

105 An interesting example of this mixed use planning can be found in many of the newer universities and hospitals that are much more connected to the ‘urban fabric’ than the older stand-alone campuses. Recent developments to RMIT University in Swanston St, Melbourne is a case in point. In addition to the academic facilities the campus is co-located with student housing, restaurants, shops, transport facilities and other CBD amenities.

Activation and animation are also key principles of the Victorian *Urban Design Charter*. Principle Four of the Charter states:

Activities in and overlooking public spaces contribute to passive surveillance, providing eyes on the street that increase personal safety and help prevent crime. Activation also extends to people on the move; the simple presence of people walking through urban spaces is one of the principal — if often unacknowledged — engines of public life.

Animation involves more subtle processes. It too is concerned with the activity of a place and its evident social life, but intervenes in the management and use of spaces rather than only considering their built form. Comfortable and interesting spaces support public use and — sometimes — the life of a public space happens of its own accord when people simply move in and use it without waiting for an invitation. However, staged activities or other inducements are often necessary catalysts to prompt people to discover and use the public realm to its fullest potential. Careful attention to the processes of activation and animation creates opportunities for civic interaction and community development, and contributes to the visibility and sharing of culture.¹⁰⁶

Target hardening

Target hardening employs techniques that decrease the vulnerability of a potential criminal target such as the object of a burglary or the drawing of graffiti. It may be as simple as the installation of window locks, better street lighting, the installation of car alarms or the use of graffiti resistant paint on exterior walls.¹⁰⁷ It may also mean redesigning objects which are commonly vandalised such as doors or rubbish bins to make them more resistant to damage (Geason & Wilson 1989, p.39).¹⁰⁸ The use of target hardening techniques is probably the area that is most commonly associated with environmental crime prevention by the general public as it is arguably the most concrete and readily understood example of the concept.

Some commentators have argued that target hardening measures, particularly those that give rise to a 'fortress mentality', in residential estates or commercial precincts (such as steel shutters or blinds on shops) should not be used in the first instance or unless absolutely necessary, as 'prison like security' can in fact undermine the attractiveness and ironically the sustainability of a place (Queensland Government 2007, p.14). One British urban design consultancy has argued along these lines:

[We] believe that the use of target hardening as a first response to anti-social behaviour is resulting in the fortification of our urban environment. There is a better solution: invest in place making, ie improving public spaces to prevent the onset and escalation of these problems [through] well designed and well maintained public spaces (Commission for Architecture and the Built Environment (CABE) 2004, p.3).

106 'The 12 principles of good urban design', Victorian Urban Design Charter at http://www.dpcd.vic.gov.au/__data/assets/pdf_file/0016/41236/Urban_Design_Charter_for_Victoria_explaining_the_12_Principles.pdf

107 One school of thought would also include CCTV and other forms of technical surveillance as forms of target hardening although this is not universally accepted. See Ministry of Justice New Zealand 2005a, p.32.

108 See for example the work done by the design students at the Designing Out Centre at the University of Technology, Sydney.

Figure 2.9: An ugly and counterproductive example of target hardening

Source: Presentation by Jill Garner, Associate Victorian Government State Architect, October 22, 2012

Many of the experts who gave evidence to this Inquiry were also concerned about target hardening measures, particularly if used in isolation from other approaches, actually making people feel even more fearful and in fact constraining their behaviour even more.¹⁰⁹ This of course does not mean that sturdy materials or fittings should not be used in the built environment. There are also times and places where target hardening (and indeed formal surveillance) is entirely appropriate — for example, where the setting is likely to expose users to risk, such as public toilets at night in a public park (Queensland Government 2007, p.40). The use of target hardening measures in conjunction with other approaches based in a social capital or urban sustainability model is discussed in Chapter 11.

Management, image and maintenance control

Good quality well maintained places attract people and encourage natural surveillance. Conversely housing estates or other areas of public space that have a 'bad image' are more likely to attract or even 'manufacture' crime (Geason & Wilson 1989, p.18). One way in which a place may get a bad image is through a lack of maintenance, general untidiness or poor aesthetics (abandoned cars, shopping trolleys, strewn rubbish, vandalism and graffiti etc). Maintenance is an expression of ownership of property and a lack of regular upkeep indicates less control by owners and a greater tolerance of crime and disorder, a feeling of being 'unloved' and less likely to encourage legitimate use by groups 'let alone a sense of pride and ownership by the community' (Queensland Government 2007, p.13).¹¹⁰ A lack of maintenance leading to ongoing disorder and breakdown is a key component of the 'Broken Windows' thesis discussed earlier in this chapter. Conversely places such as housing estates that *are* regularly and efficiently maintained create the impression that a place is well used, cared for and will maximise feelings of safety and security:

109 See for example, Professor Billie Giles-Corti, Director, The McCaughey Centre: VicHealth Centre for Community Wellbeing, Public Hearing, Melbourne, 22 October 2012.

110 As expressed in the 'Broken Windows' thesis of Wilson and Kelling discussed above.

It is paramount that both new and upgraded facilities are supported by a proficient maintenance program ensuring that not only the standard of the facility or area remain at an acceptable level, but also that the safety features such as lighting are promptly repaired or maintained. A well maintained environment will increase a sense of community ownership and a rapid response to repairing damaged areas and facilities may serve to actively discourage vandalism and criminal activity in the long run (Maynard 2004, p.10).

Maintenance should be seen as part of an overall management program put in place particularly in places where people live or work together, be they residential estates or commercial developments.¹¹¹ Paul Hardyman, a landscape architect with the design company URBIS, told the Committee that the various principles of CPTED including maintenance could only successfully work together if there was a comprehensive project of place management established. In other words, CPTED principles such as activation, maintenance and access control should be part of a well thought out systemic plan rather than simply considered on an ad hoc basis (Armitage 2013, in press). Hardyman referred to his own experience of place management while landscaping shopping malls in Brisbane:

Malls Management involvement is key. It is also a challenge, though, from the perspective that [some management] want to open out spaces and not encourage people. I physically remember sitting in a meeting when a Malls Management guy said to me, 'You wouldn't put seats in there, would you, because that'll just attract people'. I said, 'Aha, it's a public place. That's what we try to do, we try to activate'. His mindset was, 'Do not put anywhere to sit in this place because people will come and hang out there'. So it was a matter of changing that perception.

Activation management is about how to get events in there on a regular basis so that things are happening there, and to employ a place manager. A lot of councils are now starting to employ a person they are titling a place manager, whose job it is to do that. Having a shop or a cafe is also absolutely paramount for passive surveillance. In a residential area the residents are doing that. In a public space in the city area you do not have those residents.

Maintenance is also an important part of management: keep it clean, repair vandalism quickly, remove graffiti, replace broken lights and make it feel like someone is looking after the place.¹¹²

The importance of a management strategy to complement the utilisation of strong design concepts was also referred to by planners responsible for the redevelopment of the civic square in Palmerston North, when the Committee travelled to New Zealand. John Brenkley, Parks and Property Manager for that city, told the Committee it is not sufficient to just expend on capital works for projects such as the Square, 'you need to have ongoing management strategies to keep the thing "ticking over"'.¹¹³

Management may also encompass the enacting and promotion of rules and bylaws governing the conduct of public places, for example ordinances prohibiting the consumption of alcohol in public places without a licence. In this regard rules complement design initiatives aimed at designing out crime:

From the safety perspective rules can play a role in preventing different types of nuisance that contribute to the feeling of insecurity (minor disorders, vandalism) and help minimise the risks of conflict between the different needs of users. Several elements are essential to achieve the drafting of appropriate rules that have a chance of being complied with. These include the involvement of users so as to develop collective rules; the flexibility of these rules in accordance with potential changes and the resources allocated in support of their implementation (Cardia 2013, p.69).

111 On a micro level research has suggested that houses with well-maintained gardens are linked with greater feelings of safety and security and fewer perceived incivilities; see Wood et al 2008; Foster, Giles-Corti and Knuiman 2011.

112 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

113 John Brenkley, Parks and Property Manager, Palmerston North City Council, Meeting, Palmerston North, 31 October 2012.

The Square in Palmerston North will be discussed in greater detail in Chapter 6.

Management and maintenance is not only important in its own right. It is the very *perception* that a place is being managed or maintained (or not) that is an important aspect of whether a place is considered safe and secure (Ekblom 2011a).

Situational crime prevention (SCP)

As discussed above the terms CPTED and SCP have often but arguably mistakenly been used interchangeably. While CPTED in its original form was mostly or even solely concerned with how the built environment could be modified to address and reduce criminal behaviour, SCP is more concerned with addressing the behaviour and motivations of the criminal, which also includes modifying the physical environment to deter the criminal from pursuing his or her criminal acts. As Clarke has argued, SCP is broader in its aims and concerns, both in terms of the settings in which it is employed and the techniques it uses (Clarke 1989). No discussion of CPTED is complete, however, without understanding the basic and interrelated theories of SCP.

SCP concentrates on: 'manipulating specific environments or environment types [for example, banks, cars, transport interchanges] in ways that will increase the risks and efforts associated with offending and reduce associated rewards' (Sutton, Cherney & White 2008, p.22; see also Clarke 1995; Ekblom & Tilley 2000; Painter & Farrington 2001).

The theories associated with SCP are complex and beyond the scope of this Report¹¹⁴ but the basic starting point for employing SCP strategies is to 'view the world from the point of view of a potential offender' (Sutton, Cherney & White 2008, p.51) or 'thinking criminal'.¹¹⁵ It 'focuses on reducing crime opportunities rather than on the characteristics of criminals or potential criminals' (Australian Institute of Criminology (AIC) 2003, p.1). One school of thought maintains that criminals analyse a given situation and will not proceed if the going looks tough (Geason & Wilson 1992).¹¹⁶

Thus, with regard to house burglary, systematic programs and guides for householders aimed at making breaking and entering more difficult (stronger house locks, marking of valuables with ultra violet pens, cutting down or removing shrubbery around houses that may conceal intruders etc) may be of assistance.¹¹⁷ In the case of youth offending, a common preventive measure may be to keep products such as cigarettes, alcohol or aerosol paint cans in locked storage units, particularly in smaller shops.

Situational crime prevention:

[r]eflects the 'opportunity theory' of C Ray Jeffrey, a CPTED pioneer, in which urban design, including the design of housing estates, public spaces, parks and shopping centres could be used to prevent crime by reducing the 'opportunities' of criminals to commit planned crimes (Sutton, Cherney & White 2008, p.51).¹¹⁸

114 For a detailed discussion of 'rational choice theory', 'opportunity theory' and the related 'routine activity theory' see Robinson 1999 and Wortley and Mazerolle 2011.

115 The UK *Safer Places: The Planning System and Crime Prevention* report gives a guide to planners on how to 'think criminal' in order to design environments which will reduce crime and promote community safety (see Office of the Deputy Prime Minister 2004).

116 Taylor and Harrell argue that offenders act rationally in so far as they will often commit crimes that require little effort but provide high rewards and pose only low risk of painful consequences. 'Even violent criminals are selective in their choices of targets: serial killers rarely choose weight lifters or martial arts experts as victims' (1996, p.2).

117 For a comprehensive example of a policy based on situational crime prevention principles, see the Report of the ACT Burglary Victims Response Project — *Crime Victims and the Prevention of Residential Burglary* (Department of Justice & Community Safety (ACT) 2004).

118 For further discussion of Jeffrey's work, see above. A related concept is Ekblom's *Conjunction of Criminal Opportunity*. In brief, a crime can happen when 'a predisposed, motivated and resourced offender encounters or engineers a conducive crime situation. The situation in turn comprises a suitable target in a favourable environment, in the absence of people who might prevent the crime and the presence of those who might promote it. Crime prevention, including Crime Prevention through Environmental Design intervenes to block, weaken or divert any one of these causes to reduce the risk of the event or its potential seriousness' (Office of the Deputy Prime Minister 2004, p.10).

SCP more specifically aims to identify modifiable conditions that are susceptible to intervention such as hardening crime targets or controlling access to facilities and space. Some examples include:

- ◆ improved street lighting
- ◆ substituting glassware for plastic in hotels
- ◆ rapid removal of graffiti
- ◆ restricting aerosol paints used for 'chroming'
- ◆ tagging and barcoding merchandise
- ◆ phone entry systems
- ◆ gated estates
- ◆ Neighbourhood Watch programs
- ◆ training of staff and codes of practice to reduce potential problems in hotels and nightclubs
- ◆ crime reduction through product design (CRTPD).¹¹⁹

As can be seen in its employment of approaches such as target hardening, there is a great deal of overlap between SCP and CPTED. However, SCP whilst employing better design and planning techniques to reduce the opportunities to commit crimes, as does CPTED, goes further to include non-design interventions (for example, the training of bar staff).

Finally, the way in which SCP analyses specific factors which result in certain locations and situations being more crime prone clearly relates to how design can be used to lessen such vulnerability. For example, SCP gives insights into why crimes can be clustered into certain areas or locations, or can occur at specific times of the day.¹²⁰ An understanding of crime 'hot spots' and the ability to undertake 'crime mapping'¹²¹ means that environmental design solutions can be employed to address these potential areas of criminality. CPTED, when used effectively, will incorporate a crime risk assessment *before* suggesting any design modifications (Cozens 2008).¹²² To use a very simple example; if situational crime analysis indicates a particular park is a crime hot spot because it is used very infrequently at certain times of the day, CPTED could be employed in a number of ways to address the problem. These could include installing more effective lighting, laying down pathways that better delineate public and private space, or making the park available for legitimate after-hours activity such as concerts or festivals (activation). Such approaches influence (for the better) people's perceptions of that built environment and the ways in which public space is defined and used (Sutton, Cherney & White 2008, p.60).

119 Crime Reduction through Product Design (CRTPD) is clearly conceptually related to Crime Prevention through Environmental Design (CPTED). It is an approach that has 'evolved to provide security of physical objects and data against criminal activity' (Lester 2001, p.1). The use of technology to design products less susceptible to theft or vandalism (for example, anti-tampering pharmaceutical packaging, tracking systems in laptop computers, ink release mechanisms attached to retail merchandise, car immobilisers) is a key aspect of CRTPD. See Lester 2001 and Ekblom 2008 for a general discussion of the concept and application of CRTPD.

120 As Herbert and Hyde note, if spatial distribution of criminal offences were *random*, environmental criminology including CPTED would be of little interest or practical value to scholars or practitioners. However, as a large and longstanding body of research has shown crime does not randomly occur or is distributed, and crime 'hot spots' have long been acknowledged as a reality (cited in Cozens 2005, p.329).

121 See Chapter 12 for discussions of crime mapping and 'hot spots'

122 For a discussion of risk assessments, see Chapter 12.

New urbanism¹²³

CPTED is one, albeit major, theory that examines the links between the built environment, urban design, planning and crime. New Urbanism is another relatively new concept that is important in the context of how CPTED and design approaches generally are implemented today.

New Urbanism is essentially concerned with modern sustainable planning:

The current support for New Urbanism rests upon its claims to address many of the current sustainability issues facing society including urban sprawl, car dependence, congestion, pollution, walkability, community isolation and obesity...New Urbanism promotes compact, pedestrian friendly, mixed use residential developments close to amenities and public transport. It is claimed that such designs reduce crime by increasing opportunities for surveillance, encouraging walking and social interaction and promoting a sense of community and social control (Cozens 2008, p.430).

In some ways it brings together the traditional design features of CPTED with the health and sustainability related approaches of many local governments today.¹²⁴

On this basis clearly frameworks such as the *Victorian Safer Design Guidelines* and indeed the Heart Foundation's *Healthy by Design Guidelines* clearly fit within a New Urbanist approach. To use a simple example, if a community is 'walkable' through the use of well laid out and well maintained parks and walkways it is clearly promoting 'natural surveillance' through the walkers and other users observing their local environment.¹²⁵ New Urbanism would thus assert that walkable neighbourhoods which facilitate social contact between neighbours can also promote feelings of safety (Foster, Giles-Corti & Knuiman 2010, p.1160; Cozens 2008).

Conclusion

The concept of crime prevention through environmental design has evolved since it came into prominence in the 1970s. Originally, at least in North America, it was a theory almost exclusively concerned with the built environment and the application of design precepts to address criminal behaviour. Today CPTED is equally concerned about the positive goals of building healthier and more sustainable communities. Nonetheless, there are positive benefits in using design to address crime and antisocial behaviours and these will be discussed in the next chapter.

123 As with any area of scholastic endeavour there are always arguments as to whether one body of learning is a theory in its own right or a subset of a more overarching approach. CPTED and associated approaches are no exceptions. Is CPTED a discrete theory/model in its own right or is it subsumed into the wider rubric of Situational Crime Prevention? Some criminologists may query whether CPTED itself is a theory or body of knowledge as much as a process or *application* of a wider theory of environmental criminology. Whilst such debates are interesting, they are beyond the scope of this Report.

124 Influenced by such approaches as the *Healthy by Design Guidelines*, National Heart Foundation of Australia (Victoria) 2004. See also discussion in Chapter 11.

125 See Foster, Giles-Corti and Knuiman 2010 for a discussion of New Urbanism, CPTED and its relationship to physical activity. See also the discussion in Chapters 3 and 11 of this Report.

3. The Benefits of Crime Prevention through Environmental Design

Introduction

A number of suggestions have been put forward as to why incorporating crime prevention through environmental design (CPTED) principles into the planning and design process is beneficial for individuals and communities. Many of these are stated at the outset of CPTED guideline documents.¹²⁶ The main reasons generally are reducing crime and, perhaps more importantly, reducing the fear of crime or the perception that a neighbourhood may be a crime 'hot spot'. However, there are also other benefits that may result from applying CPTED, particularly that characterised by its second and third 'generations', namely the building of healthy and sustainable urban communities. The arguable cost benefits associated with CPTED are also cited as important reasons for implementing these principles.¹²⁷

Reducing crime and the fear of crime

The main objective of CPTED is to *proactively* prevent the incidence of crime rather than just *reactively* address crime via the criminal justice system (police, courts and correctional institutions) after it has taken place (Brantingham & Faust 1976; Cozens 2011). Applications of CPTED across a diverse range of environments, including schools, housing estates, commercial precincts, hospitals, car parks and public transport facilities, and in many countries have resulted in significant reductions in actual crime (Cozens 2005; Cozens 2011; Eck 2002).¹²⁸

CPTED interventions may not only play a part in reducing the incidence of crime but may also reduce the *perception* or *fear* that crime levels are high (or increasing) in a particular location. A review of the literature indicates that whilst crime and the fear of crime 'can seriously undermine the broader aims of urban sustainability' (including design applications), analysts tend to focus on levels of *recorded* crime 'largely ignoring the crucial and arguably more important dimension of citizens' fear of crime and their perceptions of the local environment' (Cozens 2007, p.187). Ferraro defines fear of crime as an 'emotional reaction of dread or anxiety to crime or *symbols* that a person associates with crime' (1995,

126 For example, The National Guidelines for CPTED in New Zealand outlined the four reasons as to why CPTED is a crucial part of modern planning regimes. These are:

- Safety and Security are Essential to Successful and Vibrant Communities that attract people, activity and investment
- Safe Design Enhances the Quality of the Environment
- Planning for Safety Makes Sense Financially
- Integrated Planning Makes a Significant Contribution to Tackling Crime (Ministry of Justice, New Zealand 2005a, p.7).

127 Although as the next section will discuss, some critics have argued that improvements in quality of life due to CPTED interventions are somewhat selective and biased in favour of the well off. For example target hardening has the propensity to advantage the rich and disadvantage the poor (Western Australian Department of Premier and Cabinet 2003). In other words, affluent neighbourhoods and particularly 'gated communities' will possess the resources to advocate for design improvements in their area or security measures in their residences such as controlled access.

128 In some cases, however, it is not altogether clear as to whether the reduction in crime is due to the use of CPTED interventions by themselves or because they have been paired with other approaches, for example social crime prevention programs. For a comprehensive review of the studies and programs in which the use of CPTED interventions have significantly or moderately resulted in decreases in the incidence of crime either by themselves or in combination with other approaches, see Cozens, Saville and Hillier 2005.

p.8). Such symbols most commonly can include visual signs of disorder such as graffiti, litter and vandalism as typified in the 'Broken Windows' thesis discussed in Chapter 2.

Particular groups such as women, young people¹²⁹ and the elderly are more likely to be fearful of victimisation despite official statistics indicating that they are *less* likely to become a victim in actuality (Johnson 2005a, 2005b; Australian Institute of Criminology (AIC) 2005; Victoria Police 2011). In the context of CPTED, lower socio-economic groups may also be vulnerable to both the incidence and fear of crime 'because they have fewer financial resources to protect themselves or their homes against crime and often live in neighbourhoods with concentrated deprivation' (Foster & Giles-Corti 2008, p.243).

Haigh (2006), drawing from American research, has argued that fear of crime is directly related to the perception of safety and elements of the physical environment that provide negative visual cues:

This research explored the types of environmental features that made people feel unsafe and, conversely, the features that can promote a feeling of safety. Carter found that, in general, dark and isolated areas; areas that are hidden from view or allow concealment; crowding and congestion; signs of vandalism and overgrowth of vegetation rated highly in terms of generating a sense of being unsafe (Carter 2002: 2). Safe areas, on the other hand, were well lit; demonstrated signs of obvious use; were well populated and well maintained.¹³⁰

Research in Britain has made similar findings. The *Neighbourhood Crime and Anti-social Behaviour Report* (Audit Commission 2006) explored the relationship between the community's perception of safety and the actual incidence of crime. This research analysed 40 Crime and Disorder Reduction Partnerships and Community Safety Partnerships in England and Wales in order to measure crime outcomes at local levels. The study found that, for many people, it is their daily experiences of antisocial behaviour, evidence of graffiti and vandalism that occurs in their vicinity that in general shapes their view (2006, p.3). Conversely, where neighbourhoods were viewed as well ordered, clean, well designed, vibrant and full of (legitimate) activity, residents and visitors were less likely to perceive them as being high crime areas (Haigh 2006). For some people, environments which are characterised by high 'penal' type security (iron bars, high walls, security shutters, visible CCTV etc), rather than being viewed as 'reassuring' may mistakenly signal to some people that the area is unsafe (Foster & Giles-Corti 2008 and the references therein). In such a case, 'people may choose to stay in their homes, ignore their neighbours and avoid public places which may create the impression that they live in a high crime area' (Maynard 2004, p.3).

Fear of crime can also be more (or less) heightened in specific locations. In other words, certain areas, particularly parks, entertainment and licensed drinking concentrated areas,¹³¹ railway stations and transport interchanges, and indoor car parks can make people feel more unsafe in their local area, particularly at night. American research has examined the

129 A study for 'YouthScan by Quantum Market Research in 2010 found interestingly that the place that 10 to 17 year old Victorians felt least safe were at parties with alcohol and no adults present (80%). After this the least safe place was thought by 64 per cent of the survey to be their local shops, again at night (Quantum Market Research 2008).

A particularly interesting finding with regard to young people's views on safety in the urban environment was that of Malone (2000). Her study found that young people regarded McDonalds as one of the most friendly and inviting places in which to 'hang out'. When her respondents were asked why this was the case, young people answered because 'it was bright, clean and safe (especially for females who used its toilets)' (Malone 2000, p.143).

130 However, Carter also suggests that design alone cannot resolve all public safety issues. CPTED must be utilised in conjunction with policies and programs that take into account social and economic factors and their relationship with disorderly and criminal behaviour (Carter 2002, p.3). This need for environmental crime prevention approaches and programs to be coupled with social and developmental crime prevention is discussed later in this chapter.

131 For example, Nancy Pierorazio of the Melbourne City Council told the Committee that whilst a lot of good design and planning work has been done in the King St area of the Melbourne CBD, including better lighting and the provision of Safe Taxi ranks, there is always going to be 'some perceived level of unsafety because of the nature of the [adult entertainment] businesses it attracts' (Nancy Pierorazio, Senior Policy Officer, City Safety, City Issues, City of Melbourne, Public Hearing, Melbourne, 8 October 2012).

nature of the physical features of places that produce fear. In one study 26 female university students were asked to walk along a designated route at night through the campus of the Ohio State University:

The researchers discovered that the physical characteristics that produced the most fear amongst the subjects were areas of 'concealment', that is, dark places or potential hiding places like trees, shrubs or parked cars. This experiment by Nasar and Jones suggests that residential blocks without sufficient lighting at night or abandoned cars and houses — places of concealment — would inspire the most fear. This would also be true of apartment buildings with blind hallways or darkened stairwells (White 2006, p.20).

Fear of crime or perceptions that a place is unsafe or dangerous can have serious repercussions for people's health and health related activities. Such a finding is increasingly being observed in public health research. For example, Foster and Giles-Corti in their study on the linkages between the built environment, neighbourhood crime and (constrained) physical activity state:

To alleviate their fears, people may alter their behaviour according to two patterns: (1) constrained behaviour where exposure to potentially dangerous situations is minimised by avoiding certain places and changing behaviour; and (2) protective behaviour where security measures are upgraded... Both these responses have implications. It is plausible that people who are fearful about crime may constrain their physical activity, particularly if this involves local walking... Alternatively while increased security precautions may alleviate the resident's own fears, alterations to the physical environment can introduce visual cues that may intensify concerns about neighbourhood crime in other people (Foster & Giles-Corti 2008, p.242).

How then can applying CPTED or safer design principles generally aid in reducing not only actual crime but the equally debilitating fear or perception of crime in local neighbourhoods? The New Zealand experience in local communities applying their *National CPTED Guidelines*¹³² confirmed that there were many positive outcomes:

Successful communities are places where people live, work and enjoy life in the knowledge that they can do so safely. Places that are safe and feel safe are vibrant and attract people, activity and investment. Safe design not only enhances public safety, it also adds to the attractiveness and the use of the environment. Many safe design principles reinforce fundamental principles of good urban design (Ministry of Justice New Zealand 2005a, p.7).

This type of approach reflects the use of 'activation', the CPTED principle discussed in Chapter 2. Using safer design interventions that create or encourage legitimate activity will ideally result in more populated (and popular) public spaces that in turn may serve to reduce crime *and* increase perceptions of safety.

The need for 'activation' was also stressed in the RESidential Environments (RESIDE) Project, a five-year longitudinal study evaluating the impact of urban design on health and safety in Perth, Western Australia. The authors found that it is not simply one or two characteristics that contribute to perceptions of safety in any given neighbourhood but the cumulative effect of several planning and land use decisions. However, one important aspect of that overall planning scheme was to address the walkability or physical recreation facilities available. This research:

[p]rovides some support for the New Urban assertion that walkable neighbourhoods *which facilitate social contact between neighbours*, could also promote feelings of safety (Foster, Giles-Corti & Knuiman 2010, p.1160). (Committee's emphasis)

132 For a detailed discussion of the *National Guidelines for Crime Prevention through Environmental Design* in New Zealand, see Chapter 6.

One way of addressing the perceptions or fear of crime in the local community is to take into consideration these community views during any planning audits or site visits of local areas, particularly when a new development is being proposed. This audit process is particularly exhaustive in England, as will be discussed in Chapter 5. In Australia, taking community views about crime, location and design into account is becoming increasingly important.¹³³ For example, a New South Wales police crime prevention officer told the Committee in this regard:

The other thing that we look at is perceptions of crime, often we look at the risk of crime but the community is more worried about the perception of crime. And so we need to look at both risk and also perception, and some of our [audit] recommendations will be based on what the community see as a perceived risk within that location, so you need to try and build that into it at the same time. We as police, for many, many years we would always just say well, we only need to deal with the crime risk, we do not need to deal with the perception, but if you have got a perception, if the community have a perception of negative activity taking place there then you can end up with avoidance behaviour [ie avoiding certain places at certain times]. People avoid those areas because they do not feel comfortable with using the space. So then we end up with the risk [becoming the reality]. So we try to, as much as possible, even with developers now, look at that perceived risk and in some cases talk to the community about what they perceive those risks to be at the same time.¹³⁴

Thus the research literature and the experience of practitioners shows fairly clear that whilst a badly designed and poorly maintained street, housing estate or neighbourhood can result in higher levels of crime and more importantly high levels of perception of crime, the converse is also true. Well designed, inclusive and pleasant neighbourhoods, particularly those that effectively incorporate designing out crime principles, can markedly reduce one's fear or perception of crime occurring.

Cost benefit

Whilst undoubtedly initial design improvements and particularly retrofitting of older areas are expensive, advocates of CPTED argue that they are far less expensive than alternative methods of addressing crime and disorder in communities. The twin objectives of reducing crime and increasing aesthetics and quality of community life are seen as inherently cost-effective.¹³⁵

City governments are finding out that it is a lot cheaper to design crime prevention into the way things are done than to hire extra police, or to pay for extra protection that can make the community look like a fortress instead of a nice place to live (Crowe 1991, pp.27-28).

Certainly when CPTED is incorporated into the original design phase or initial planning of a new project it can prove relatively inexpensive compared to traditional methods of crime control. Take one example from a British research study into the development of green spaces to improve the amenity and 'liveability' of local neighbourhoods:

The research shows that initial investment in the quality of parks brings long term savings. Eleven per cent of parks' maintenance budgets is spent on repairing or replacing vandalised or misused items in parks — an estimated 64 million pounds each year across the UK. Time and again the study shows that initial spending to improve the quality of [parks] brings reductions in these costs (Commission for Architecture and the Built Environment (CABE) 2004, p.3).¹³⁶

133 One development where the local community 'have been actively involved in the planning of public spaces' is the new housing estate 'Selandra Rise' in Clyde North, Victoria. This development is discussed in Chapter 11. See comments of Jason Black, Managing Director, INSIGHT Planning Consultants, Public Hearing, Melbourne, 26 November 2012.

134 Senior Sergeant Rick Simpson, Program Co-ordinator, Crime Management Programs Unit, Education and Training Command, New South Wales Police Force, Public Hearing, Sydney, 10 December 2012.

135 There may also be an added benefit in that some CPTED interventions, for example lighting improvements, may be more energy efficient and therefore cost-effective and environmentally beneficial.

136 For further discussion of the importance of *early* consideration of crime and disorder at the planning stage, see Monchuk and Clancey 2013.

Similarly, the New Zealand *National Guidelines for Crime Prevention through Environmental Design* state that integrating safety at the outset of a development's design brings long-term social and economic benefits:

Getting it right first time saves future costs of connecting or managing badly designed development. Safe popular places with high pedestrian counts are better for business, reflected in higher turnover, employment, profit, rents, capital values and rates (Ministry of Justice New Zealand 2005a, p.7).

The UK Home Office, through its Safer Places Framework, has also attested to the findings that 'proper investment in the design of a development brings numerous social and economic benefits over a lifetime' (Office of the Deputy Prime Minister 2004, p.5). This Framework, whilst stating that CPTED makes sense financially, does however add the caveat that this will not always be the case when retrofitting is required:

Once a development has been completed the main opportunity to incorporate crime prevention measures will have been lost. The costs involved in correcting or managing badly designed development are much greater than getting it right in the first place (Office of the Deputy Prime Minister 2004, p.7).

According to a number of studies the British Secured by Design scheme¹³⁷ discussed in Chapter 5 has been shown to be cost-effective or at worst cost-neutral (Armitage 2013, in press).

The other caveat is that the types of projects developed under the umbrella of designing out crime or CPTED, for example a public park or housing estates that are highly 'walkable', have other benefits (and cost savings) associated with matters other than safety or fear of crime. According to some economists these too need to be factored into the cost effectiveness equation. As Grönlund states in the Scandinavian context:

A narrow focus on the cost benefit of crime prevention is difficult to handle in isolation. From a societal point of view, safety and 'unsafety' related to crime prevention would also have to be considered from a wider perspective on risks of different kinds: traffic safety, prevention of disease, environmental degradation etc...(2000, p.2).

In Australia the cost benefits of CPTED have also been apparent. One of the most lauded urban design projects that have incorporated CPTED principles is the Safe City Urban Design Strategy undertaken by the City of Gosnells in south-west Perth¹³⁸. In terms of cost benefit the Gosnells City Council has stated that the project of urban improvement and revitalisation cost \$200,000 compared to the average cost of traditional law enforcement such as security patrols of 1 to 1.4 million dollars and the Council was generally pleased at the 'bang it got for its buck' (see City of Gosnells 2001).

Certainly from a cost-benefit perspective, despite the costs of some expensive items such as CCTV, environmental initiatives lend themselves more readily to cost-benefit analysis than other forms of crime prevention strategy:

The reasons for this include the comparative ease by which cost estimates of the program's hardware and labour can be obtained, the crime specific target of many programs, and the reliance on a comparatively inexpensive before and after evaluation method [compared to social or developmental programs] (Chisholm 2000, p.4).

Chisholm, however, sounds a warning note about the importance of recognising that if displacement factors are taken into account (for example offenders targeting areas not covered in a particular program or initiative) 'these net benefits would almost certainly be reduced' (2000, p.4).¹³⁹

137 The Secured by Design Scheme (SBD) is a UK based award scheme managed by the Association of Chief Police Officers (ACPO) which aims to encourage the building industry and developers to design out crime at the planning stage. See Chapter 5.

138 See discussion in Chapter 7.

139 For further discussion on cost benefit and evaluation, see Chapter 10.

Improved quality of life and sustainable urban and community development

Clearly the absence of fear of crime or a perception that one's local community is crime free or a low crime risk is going to be a contributory factor to an improved quality of life. The research evidence suggests that 'reducing crime and fear of crime can improve the quality of life that is an essential factor in producing developments that are more sustainable' (Marzbali et al 2011, p.160).¹⁴⁰ Traditionally sustainability has been couched in terms of economics or ecology and failed to take into account crime or fear of crime (Glasson & Cozens 2011). In the 21st century, however, sustainability has gone beyond 'green issues' to encompass the creation of safe and attractive environments with urban professionals taking the lead in this respect (Marzbali et al 2011; Glasson & Cozens 2011). Crime is now definitely seen as a dimension of sustainability (Coaffee & Bosher 2008). As Yiftachel and Hedgcock (1993) state, if the concept of 'urban social sustainability' is about meeting the social needs of present and future generations, 'a safe and secure environment is certainly one of those needs' (cited in Cozens 2007, p.189).

The relationship between design principles, including CPTED, and the promotion of healthier and happier sustainable communities will be discussed at length in Chapter 11 of this Report. For the purposes of this chapter, however, it is clear that researchers have found that one of the benefits of applying a suite of safe design principles, particularly those characterised by second and third generation CPTED, to community planning is an improved quality of life. As Mark Frisby of the Australian Institute of Landscape Architects told the Committee, CPTED, at least as implemented by landscape architects, is as much about empowering and activating communities as it is about design.¹⁴¹

Research studies have also shown that investment in both physical and social capital, including the promotion of high levels of social cohesion through the provision of affordable housing,¹⁴² community infrastructure (parks, walking trails, recreational facilities) and the maintenance of facilities already in existence can result in lower levels of crime (Ziersch et al 2007). Communities which have higher levels of social cohesion are more likely to establish and maintain informal social controls (including natural surveillance)¹⁴³ that in turn promote feelings of safety and security. The corollary is that neighbourhood social cohesion is more likely to be strengthened in well maintained and serviced neighbourhoods which are well designed in terms of infrastructure, recreational facilities, layout etc. (see McCrea et al 2005; Ross & Mirowsky 2001). The built environment therefore clearly has the capacity to encourage (or discourage) physical activity and the concomitant effects on mental and physical health (Foster, Giles-Corti & Knuiman 2010). As Professor Giles-Corti told the Committee:

People who have access to higher-quality public open space have lower psychological distress so lower levels of depression. Even if they do not use that public open space, if they live in neighbourhoods which have got higher-quality public open space, our evidence suggests — this is in suburban environments — that they have enhanced mental health, even adjusting for the socioeconomic status of the area.¹⁴⁴

140 Cozens, Saville and Hillier define a sustainable community in this context as one that is 'safe, perceives itself to be safe and is considered by others to be safe' (2005, p.343).

141 Mark Frisby, Past President, Australian Institute of Landscape Architects, Victorian Branch, Public Hearing, Melbourne, 10 September 2012.

142 For example, representatives from the Victorian Chapter of the Planning Institute of Australia told the Committee that one of the key issues for planners in terms of crime prevention is the provision of affordable and well designed housing but that it has to be affordable housing that is integrated into the rest of the environment and community infrastructure. See comments of Carmel Boyce, Director, Carmel Boyce and Associates, Public Hearing, Melbourne, 12 November 2012.

143 Walkable neighbourhoods also ensure the presence of capable guardians which will deter crime (see Clarke & Felson 1993 and the discussion in Chapter 2).

144 Professor Billie Giles-Corti, Director, The McCaughey Centre: VicHealth Centre for Community Wellbeing, Public Hearing, Melbourne, 22 October 2012.

Good policies which promote social or neighbourhood cohesion are ones that take into account both urban design *and* community development and social capital.¹⁴⁵ Thus on a very basic level suburbs that are designed with high levels of 'walkability' promote interaction between neighbours which in turn is positively associated with safety and the production of social capital.¹⁴⁶ The newer generations of CPTED are a combination of these approaches:

In [such] approaches policies are built explicitly on an understanding of the links between neighbourhood trust, the pattern of interactions between neighbours and the impact of physical features on crime and feelings of safety. Examples of appropriate urban design in this regard include good lighting to make parks safer at night or housing design that facilitates community interaction and 'surveillance' (Ziersch et al 2007, p.558).

Local architect Simon McPherson endorses this approach. He told the Committee the principles that support safety and crime prevention *also* support streets that people enjoy, that are vibrant and that support good economic activity.¹⁴⁷

Finally, many researchers argue that good design and the provision of suitable infrastructure and facilities need to be inclusive and age appropriate. Thus pathways need to be designed with the elderly and disabled in mind and public spaces should be equipped to cater for all people including children and adolescents. As Professor Billie Giles-Corti told the Committee:

What is being found in Sydney, for example, is that the inner-city housing is being occupied by families, even though the developers have probably built it for students and investors, but families are moving in, and there are no opportunities; there is nothing for the kids to do. Where you have got adolescents with nothing to do, you can imagine what they do — they get themselves into trouble. As we build and we densify the city we need to be thinking about making sure that there are age-appropriate recreational facilities, from children through to adolescents, so that when people live in the city there is something for them to do. The other side is getting the building factors right, getting the social environment right, thinking about who is going live there, the management of crime, vandalism and disorder and carefully considering...the neighbourhood environment.¹⁴⁸

Conclusion

Clearly there are numerous benefits to using design interventions to address crime and antisocial behaviour particularly in urban environments. This is especially true of the later versions of crime prevention through environmental design that incorporate the use of social capital, urban sustainability and social participation approaches. Whether these benefits pertain to cost benefit, reducing crime and the fear/perception of crime or improving the quality of individual and community life, on balance CPTED has been viewed as an effective approach. There have been challenges, however, in implementing CPTED type interventions, as well as criticisms of the concept itself. These are discussed in the following chapter.

145 There are a number of policies in existence in Australia that provide synergies between sustainability and crime prevention. One of these is the 'Smart Housing Initiative' in Queensland. The Parliament of Australia's report *Sustainable Cities* also recognises that a Designing Out Crime approach is useful in the building of modern towns and cities as does Western Australia's 'Liveable Cities' model. All of these approaches will be discussed in Chapter 11.

146 Architect Simon McPherson calls this the '20 minute city'. Accessible, attractive, healthy and more 'liveable' and inclusive communities are those ones in which most community facilities are no further than a 20 minute walk (Simon McPherson, Director, SJB Urban, Public Hearing, Melbourne, 22 October 2012).

This is also reflected in government policy; see for example the *Metropolitan Planning Strategy 2012, Strategic Principles*. See <http://www.planmelbourne.vic.gov.au/resources/consider>. Accessed January 2013.

147 Simon McPherson, Director, SJB Urban, Public Hearing, Melbourne, 22 October 2012.

148 Professor Billie Giles-Corti, Director, The McCaughey Centre: VicHealth Centre for Community Wellbeing, Public Hearing, Melbourne, 22 October 2012.

4. Criticisms, Challenges and Contradictions in CPTED

Introduction

There have been numerous criticisms made, not so much of the concept of crime prevention through environmental design (CPTED) and its application to local communities, but more of the idea that design of and by itself can resolve issues of crime and public safety. Such commentators have argued that CPTED cannot be a panacea for all forms of criminal activity and needs to be used in conjunction with programs aimed at social and community crime prevention. There have also been critiques that accept CPTED theory has its merits but believe it falls down on occasion in how it is implemented in practice.

The conceptual and inherent problems associated with CPTED, problems pertaining to the implementation of the approach, and contradictions involved in applying CPTED principles to practice are the topics of discussion in this chapter.¹⁴⁹

General criticisms of CPTED

Criticisms of CPTED and allied design approaches have been made by both design professionals and criminologists. Some of the main objections to these approaches have included the possible displacement of crime from one location to another, the cost and expense associated with CPTED interventions, particularly those involved with 'retrofitting', and a lack of knowledge by design practitioners and police of the concept and its application to contemporary planning.

Displacement of crime

One of the criticisms made of CPTED that is also true of crime prevention programs more generally, is that whilst CPTED interventions may work successfully in one area they may simply serve to displace the offending into an adjacent or other area which has not had the benefit of the intervention. In particular, whilst measures such as improved lighting, target hardening through better locks or security apparatuses, and more activity in areas that are otherwise unoccupied, may reduce the opportunities for committing crime, and as a result also decrease the fear of crime in particular locations, they run the risk of displacing the problem from one area to another. This may occur either through geographic displacement — crime moves from one neighbourhood or area to another — or type of crime displacement — the offender changes the focus of his or her criminal activity to another target. American academic research has indicated that there are also other various forms of displacement as a result of implementing CPTED, particularly those projects based on the theory of 'defensible space.'

There are at least five types of displacement that can occur in areas where 'defensible space' measures are in operation. 'Spatial displacement' can occur where an offender will simply commit crime in another area. A criminal may also change the time or day that a crime is committed to avoid detection,

¹⁴⁹ Criticisms with regard to the *Safer Design Guidelines for Victoria* specifically and their implementation particularly by local government are discussed in Chapter 10.

ie. 'temporal displacement'. Third, 'tactical displacement' may occur when situational measures deter an offender from a particular method in favour of another to reduce the possibility of being caught. The choice of an easier target or 'target displacement' may also be eventuated by CPTED or 'defensible space' measures. Finally, an offender may when confronted with 'defensible space' and situational obstacles to a target in crime, merely change the type of crime committed (Cozens, Hillier & Prescott 2001, p.140).

However, despite such findings advocates of CPTED argue that 'for many if not most offences displacement is less than total' and that in some cases it may lead to the committal of a less serious crime than the one initially planned (Hesseling in Sutton, Cherney & White 2008, p.57). Ziegler, for example, cites American research that comes to quite different conclusions to those referred to above, stating that 'Many types of crime however are opportunistic and displacement to another area is likely to be far less than one hundred per cent. In fact a review of the available studies indicates there is little empirical evidence that displacement occurs' (2007, p.863). Geason and Wilson, in the Australian context, state that in some circumstances even where displacement occurs 'only a proportion of the initial potential offenders will pursue their intent to commit crime' (1989, p.4). Some American research has even suggested that displacement can 'be utilised as a positive tool rather than a negative side effect':

It might even be postulated that in this era of 'place marketing' where cities compete for global investment and business opportunities, displacement may represent a perfectly acceptable option. Indeed, Newman recognised the opportunity for 'allowing displacement of crime to shopping, institutional and business areas [which] are more easily served by formal police protection' (Cozens, Hillier & Prescott 2001, p.141.).

Finally, White's more recent review of the studies on deterrence, displacement and diffusion¹⁵⁰ in CPTED specifically and crime prevention generally argues that displacement is a variable phenomenon depending on the type of crime and the motivations of the offender. Drawing from the studies of Hesseling (1994) and Gabor (1990) in particular, White states:

Displacement in general is not a certain consequence of crime prevention programs. Fortunately, efforts to prevent crime usually eliminate some crimes. Displacement is probably more likely with persistent, committed offenders. When the need or motivation for money is very strong and the alternatives for acquiring it from a legitimate source are limited, displacement is more likely. For instance addicted and hardcore offenders would be more likely to move on to another place than to become discouraged. When the offender is less committed to a criminal lifestyle or is more opportunistic, displacement is a less likely outcome. If the opportunity to commit a crime is removed or decreased [for example through CPTED or design measures] the crime of the less committed offender may be discouraged or interrupted rather than displaced (2006, p.98).

Associate Professor John Fitzgerald, University of Melbourne, presented the Committee with an example of the type of committed offender for whom CPTED measures such as target hardening may be counterproductive. He noted that as a result of some efforts in the central CBD and inner Melbourne (both CPTED measures and increased police activity) to deter drug offenders from using in back alleys and laneways, methamphetamine use and overdoses from that use were moving noticeably to the growth corridors of Outer Melbourne. Professor Fitzgerald argues this type of displacement will most likely occur if the 'negative' CPTED or other crime prevention measures used are not accompanied by

150 The phenomenon known as the 'diffusion effect' is the opposite of displacement. 'Diffusion implies that the crime reduction benefits of prevention programs [including CPTED programs] spread to areas that do not have the program'. (White 2006, p.98). A detailed analysis of diffusion (and displacement) is beyond the scope of this Report but see generally Hesseling 1994; White 2006 and the references therein.

more inclusive and 'positive' capacity building programs, including better treatment and employment opportunities for offenders.¹⁵¹

Thus, while the research studies on whether displacement is a *necessary* consequence of using CPTED interventions is inconclusive, on balance criminologists do not believe this is sufficient reason not to use environmental design strategies in an effort to prevent or reduce crime in localised neighbourhoods.

Cost and expense

It has been argued that in general and comparative terms CPTED measures can be relatively inexpensive to implement, at least compared to costly social developmental programs (Cozens, Saville & Hillier 2005). However, some critics have argued that whilst this may be true of the costs of the program itself in many cases, it does not take into account the expense associated with making CPTED a part of the planning process, particularly for local government.¹⁵²

A requirement that mainstream planning processes provide evidence that they have taken into account CPTED principles would impose significant additional costs on the development of infrastructure at the state and local levels. Business and commercial interests are likely to resist such an impost. State and local governments under pressure not to impede investment by imposing additional burdens on the private sector therefore are likely also to be reluctant to require CPTED assessment as a routine part of the development approval process¹⁵³ (Sutton, Cherney & White 2008).¹⁵⁴ As Monchuk and Clancey state:

Planning is a complex process and often involves a multitude of different agencies, for example those responsible for traffic engineering. One could therefore argue that engaging and involving those responsible for crime prevention is unnecessary and can further delay the already complicated and lengthy planning process...Similarly, one could argue that built environment professionals may be reluctant to amend a proposed design based simply on a prediction of risk as to what *might* happen should the development be built (Monchuk & Clancey 2013, p.75).¹⁵⁵ (Authors' emphasis)

Tony Lake, President of the International CPTED Association, acknowledges that CPTED can be expensive particularly for local government, but he told the Committee that the costs are worthwhile in the long term:

151 Professor Fitzgerald commented in this regard that in addressing drug markets and the people who rely on their products: '[y]our traditional CPTED approaches to try to design out crime by putting up gates, making defensible space so that you are actually defending your home, are kind of meaningless approaches...

If we think about the initial imperatives around CPTED, one of them was to actually reduce the reward. Another way of talking about that is to provide greater rewards for not participating in the drug market for those communities in these growth corridors....In this case I would suggest local employment, local training opportunities and local mechanisms for young people to make connections and form a bond to their community and increase the social mixing. That is one of the most profound things you can do to prevent crime and make these areas resilient to the displaced drug crime markets that are being pushed into these areas.

This is not easy. This is not as easy as saying "Drug crime here; let's stop it by putting in a camera or a gate or something like that". The actual intervention is what we call distal, somewhat distant from the phenomenon that we are talking about. But in the realm of prevention, that is what we do. We have to look at the long term and we have to look at the deeper underlying structures that can actually prevent crime' (Associate Professor John Fitzgerald, School of Social and Political Sciences, The University of Melbourne, Public Hearing, Melbourne, 26 November 2012).

152 An issue discussed below.

153 This has particularly been the case in the United States. See discussion on Chapter 6.

154 The issue of 'mandating' consideration of design principles into local government processes is discussed in Chapter 12. Certainly one of the criticisms of applying CPTED type mechanisms is the questioning of how much CPTED is in fact needed for any particular location. Some critics have mooted that a 'risk management' approach that addresses particular needs and particular circumstances is preferable than a universal 'fear driven' one (Resource for Design Information (RUDI) accessed 16 July 2012 at: www.rudi.net/pages/8864).

155 It should be noted that Monchuk and Clancey are merely representing this argument as reflecting one particular point of view. It does not necessarily reflect the opinion of the authors on this subject. In fact for the most part the authors argue that CPTED interventions are an important and necessary part of the planning process.

Speaking with councils I will always say that CPTED will work; it will give you results, but it comes at a cost, because, for example, we have to have maintenance plans. We have to ensure that things are maintained. We have to ensure that plans are looked at properly and ensure that people are trained to ensure that they can look at plans properly before they are approved. All these things are a bit of a cost; however, when you see the results the cost is quite minimal.¹⁵⁶

It is also true that the costs associated with 'retrofitting' CPTED features into a pre-existing development are far greater than building them into the planning stages of new residential, commercial or civic developments. 'Once the development has been completed the main opportunity to incorporate crime prevention measures will have been lost' (Office of the Deputy Prime Minister 2004, p.6). Or, as Australian security and CPTED expert Simon Hensworth has stated, 'Adding security measures to support a non-secure design can be an ongoing, frustrating and expensive exercise. A more coherent result is generally achieved if security is considered from the beginning of the design process' (2008, p.111).¹⁵⁷

On the other hand, whilst 'reactive' measures such as fixing broken locks or doors may *initially* seem a cheaper option than proactive developments such as redesigning a housing estate, in the long run they will not add much to community sustainability and wellbeing:

The benefits [of proactive development measures] will not be immediately distinguishable but they will become apparent over time. A far easier option would be to use reactive measures. These measures can [still] cost ratepayers millions of dollars and still not deal with the core issues that allow crime to occur (City of Gosnells 2001, p.3).

A related criticism is that in countries like Britain and the United States CPTED has to some degree become 'commodified,' with CPTED companies and consultancies making significant profits from the security and design industries. For example, in Britain and Holland government can accord official recognition and award certain businesses for their CPTED products or achievements,¹⁵⁸ 'giving them a competitive advantage with security-conscious consumers' (Sutton, Cherney & White 2008, p.65). Based on CPTED research into areas such as defensible space and target hardening, various businesses have sprung up across the United States which do little more than provide CPTED consultation:

For example, according to Smith (1996), consultants specializing in parking lot design have espoused the use of CPTED for over 20 years. Additionally, professional alarm companies call residents living in neighbourhoods where recent burglaries occurred in order to recommend design changes such as installing electric eyes, burglar alarms and other target hardening mechanisms (Robinson 1999, p.12).

CPTED in effect has become an industry and a profitable one at that.¹⁵⁹

Nonetheless, on balance the consensus seems to be that CPTED or design principles generally, especially when considered from the start, do reduce the overall costs of preventing crime, as discussed in Chapter 3. This is particularly the case when installing CPTED type devices and materials can often lower the costs of insurance and liability (Jongejan & Woldendorp 2013).

156 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

157 Hensworth gives the practical example of designing buildings without unnecessary access points:

'A door does not require a reed switch alarm, access control reader, CCTV monitoring procedural lock-up by a guard etc if there is no door in the first place. Intruders cannot use a door as a point of entry if it does not exist. Non-essential doors or poorly located doors can create security problems that could be avoided by simply removing or relocating a door in the design stage of a building or facility' (2008, p.112).

158 See discussion in Chapter 5.

159 One model whereby the costs of installing CPTED products or activities are transferred from the *public purse* is to shift the costs (or part thereof) from police budgets to private developers 'who are in effect being asked to pay for this as simply another component in the process of putting a development together' (Schneider & Kitchen 2013, p.23). The Design for Security program in Greater Manchester is one such example of a Designing Out Crime approach where private developers pay a service fee. See the discussion in Chapter 5 of this Report.

Lack of knowledge

Commentators have argued that members of the general public and some architects, designers and planners 'have little or no knowledge of the relationship between crime prevention and urban design. Importantly people are not aware of evidence that demonstrates that streetscape design and urban layout impact upon offending behaviour' (Haigh 2006, p.6). In residential settings in particular, Geason and Wilson have argued that architects rarely involve residents in the security planning process: 'Architects tend to be more concerned with ideal aesthetics than crime prevention' (1989, p.9).¹⁶⁰ Renowned New Zealand architect Dr Frank Stoks is even more critical of the lack of knowledge many practitioners have of CPTED principles and their application. He told the Committee that relying on minimal knowledge can be totally counterproductive:

The problem with CPTED when there is only a little bit of knowledge and I've seen this with the police and with urban planners, urban designers, is that they can inadvertently make public places less safe, undermine public amenity and give CPTED a bad name because they think they have some CPTED expertise. I've seen this in Christchurch, I've seen it in Wellington, and I've seen it in Auckland. They have actually made places worse, much worse than they were to begin with. They might have had a bit of crime to start with but they were actually made worse in terms of destroying the amenity of the urban public place these places were originally intended for. So they are no longer good places for members of the public to go to and enjoy, creating a vital economic prosperous happy part of the city. I'm sorry to be so negative about this but this is thirty years of seeing what happens out there and seeing the experts in crime prevention, particularly amongst the police, particularly amongst urban designers who don't actually understand it and don't get it right.¹⁶¹

This is a view that was supported by Professor Lorraine Gamman of the Designing Out Crime Research Centre in London. She stated to the Committee that the British experience was that criminologists and police 'who are not gifted in design terms or aesthetic understanding, do not understand the aesthetic impact of design that reduces crime but also reduces public activity or well-being'.¹⁶²

However these views may be less true today, at least in Australia, as more local government authorities and organisations such as the police are training in (or will be),¹⁶³ and encouraging the use of, CPTED (see NSW Police Service 2011; Australian Local Government Association 2012).¹⁶⁴

Even if there is a good knowledge base with regard to CPTED and design principles that knowledge can easily be lost. This is particularly the case in local government where there is no necessary continuity of knowledge being passed down when local government officers leave their employment or change positions within or between departments. This may occur despite the original officer having been well trained in the area of CPTED. Tony Lake of the International CPTED Association sees this lack of continuity as the *chief* obstacle in the implementation of CPTED or similar design principles:

I think the first [problem] is continuity. What I have found is that a set of guidelines will work in practice but not every time, because councils, police or whoever will then do what they want. Some

160 And the planning system, at least in Britain, may support architects in their ignoring crime prevention factors. For example Adam Thorpe told the Committee that 'architects can get more points for a green roof than compliance with CPTED principles' (Adam Thorpe, Designer and Creative Director, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, UK, Public Hearing, Sydney, 10 December 2012).

161 Dr Frank Stoks, Director, Stoks Limited, Meeting, Wellington, 30 October 2012.

162 Professor Lorraine Gamman, Professor in Design Studies, School of Graphic and Industrial Design, Central Saint Martins School of Art and Design; and Director, Design Against Crime Research Centre (DACRC), University of the Arts London, Public Hearing, Sydney, 10 December 2012.

163 Victoria Police, for example, have indicated they will be reinstating their CPTED programs for police crime prevention officers but not external stakeholders later in 2013. See Ken Lay, APM, Chief Commissioner, Victoria Police, Submission, 19 November 2012 and discussion on training and education in Chapter 13.

164 For a discussion of the need for training in CPTED and design principles, see Chapter 13.

do not bother to follow the guidelines and some do. All the marketing and promotion is only good enough up to the change of staff. We find that in local government a fair amount and in policing we have very keen people who get out there, do things, get trained, and then they get promoted and go somewhere else. Then all of a sudden no-one else is there to be able to do it. We need to be able to manage that continuity, and we need a champion to push that change.¹⁶⁵

An issue related to a lack of *knowledge* is that many people who may have some relationship to crime prevention, particularly those working at local government level, may have little access to precise crime data, particularly the location and nature of crimes within their municipalities (Grönlund 2000). This is an issue that Professor Lorraine Gamman also finds problematic. She told the Committee:

I suppose my issues about the principles and how they are understood is how your planning officers know about up to date crime data. So, you know, the property developer has filled in a crime impact statement. How do you know if that information in there is accurate or specific? So it seems to me that there are issues of consistency and knowledge across the practice.¹⁶⁶

Issues pertaining to data collection, crime mapping and crime audits, all an important aspect of environmental criminology generally and CPTED specifically and the addressing of criminal activity at local level, justify detailed analysis and are therefore addressed separately in Chapters 12 and 13 of this Report.

Problems associated with implementing CPTED

There are a variety of theoretical and practical criticisms that have been made about the use of crime prevention through environmental design as a comprehensive crime prevention tool, particularly in the context of local communities. These are as follows:

The undifferentiated use of templates — CPTED approaches often do not address different conditions and audiences

American research has detailed that too often CPTED is unthinkingly applied as a ‘template’ that fails to differentiate for various and specific conditions and communities. In particular Scarpa et al (2006) argue that the specific needs of women and senior citizens need to be given greater significance. Similarly, Haigh drawing on the work of Shaw and Andrew (2006) argues that:

[u]rban design must identify areas of concern for specific groups of people within a community. [In particular]...crime prevention programs need to take into account the differential impact crime has on women and men and the different ways in which men and women move through the urban environment (2006, p.31).

Similarly, CPTED programs can be used in ways in which certain groups such as young people are disenfranchised; for example, excluding young people from urban spaces such as shopping malls because of their perceived ‘threatening’ presence.¹⁶⁷ However, as Sutton, Cherney and White argue, this is not so much a criticism of the theory and concepts of CPTED as of the ways in which it is implemented (2008, p.61).¹⁶⁸

Certainly later interpretations of CPTED, particularly ‘second generation CPTED’, have been more ready to use socio-economic and demographic profiling and analysis to address

165 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

166 Professor Lorraine Gamman, Professor in Design Studies, School of Graphic and Industrial Design, Central Saint Martins School of Art and Design, and Director, Design Against Crime Research Centre (DACRC), University of the Arts London, Public Hearing, Sydney, 10 December 2012.

167 See criticisms below under the topic ‘Inclusivity versus Exclusivity’.

168 The authors do acknowledge, however, that increasingly urban design and planning guidelines are being developed by government specifically with young people in mind and that there is now greater participation by youth and more youth policy initiatives being developed at local government level (Sutton, Cherney & White 2008).

the design needs of particular groups in the community. Later applications of CPTED have also been better at consulting local communities about how design can improve their communities and how residents can participate in this regard. For, as Sutton, Cherney and White argue:

Physically redesigning residential areas to promote territoriality and natural surveillance will achieve little if residents do not know one another and are distrustful of their neighbours, and for these reasons are fearful of walking the streets during the day or night. This is why second generation CPTED puts [more] emphasis on community consultation and participation. The aim is to foster the social processes that help determine whether physical design changes will be effective (2008, p.66).

The need to tailor CPTED and design approaches to different people or communities indicates how important *context* is when applying any of these strategies. Tim Pascoe of the UK Designing Out Crime Association told the Committee that too often 'there has been reluctance from some professional planners, especially the adherents of the New Urbanism to listen to a *practitioner approach* that takes into account the *local context* as well as CPTED principles combined with a problem solving approach' (Author's emphasis).¹⁶⁹

CPTED approaches are too often 'siloes' or 'owned' by competing professional groups

In the early stages of implementing CPTED a criticism occasionally heard was that too often crime prevention was seen as an approach that was 'owned' by one group of practitioners only; for example, only the police or only architects and designers acting in 'silos'. As the Project for Public Spaces (PPS) has commented in the context of CPTED, placemaking and community planning:

[p]rofessionals such as traffic engineers, transit operators, urban planners and architects often have narrow definitions of their jobs — facilitating traffic, making trains run on time, creating long term schemes for building cities, designing buildings, preventing crime. By contrast, a community has a holistic vision and should lead the professionals implementing the vision and acting as facilitators and resources (Project for Public Spaces/UN Habitat 2012, p.12).

The PPS also states that the structures of government and particularly local government departments and their processes:

[i]n fact sometimes impede the creation of successful public spaces. Transport departments view their mission as moving traffic, parks departments are there to create and manage green space; community development agencies are focused on the development of projects, not the spaces in between them... The key is to improve communication between people and local government (Project for Public Spaces/UN Habitat 2012, pp.12,16).¹⁷⁰

Tony Lake, President of the International CPTED Association has also commented that this silo mentality occurs at local government level in Australia, particularly in large municipal authorities with many departments:

Bureaucratic roadblocks can be another obstacle. Narrowly defined responsibilities [occur] particularly in councils. Large councils tend to be built in silos. As a result some parts of council do not talk to other parts of council, and you do not get the right results. It is only when councils work together that you get the best results.¹⁷¹

169 Dr Tim Pascoe, Designing Out Crime Association, United Kingdom. Correspondence to the Drugs and Crime Prevention Committee, Inquiry into Crime Prevention through Environmental Design. 10 December 2012.

See also the discussion on the importance of context in CPTED in Ekblom et al 2013 and Chapter 14 of this Report.

170 One of the reasons for 'silosation' is that, as the PPS comments, few cities have a single department or person responsible for developing and managing public space and those responsible for activities that impact upon public space 'often have larger mandates that make the creation of effective public spaces [including the reduction of crime] a secondary consideration' (*Eleven Principles for Turning Public Spaces into Civic Spaces*, Project for Public Spaces at www.pps.org/reference/11principles).

171 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

Indeed, 'second generation' CPTED planners have placed much greater emphasis on the fact that successful implementation of CPTED programs require a broad based, coordinated and multi-agency approach with structured partnerships *between* government, police, planners, architects, designers *and* the local community (Van Soomeren 2000, p.8). Certainly the establishment of silos within and across government departments (including local government) has been one of the problems that the Sydney based Designing Out Crime Centre has found in attempting to develop problem focussed solutions to issues pertaining to designing out crime.¹⁷²

Silos or 'empire building' may also apply with regard to different professionals involved in designing out crime. For example, Grönlund (2000) argues there may be economic or 'political' resistance to the idea of applying CPTED from the different disciplines involved in design, planning, building or law enforcement. These may be builders and developers who are profit based and might resist including CPTED or design improvements because of the add-on costs this may entail. Architects, as discussed below, may view following CPTED or design guidelines as an affront to their artistic integrity, and while some local government authorities may invest substantially in crime prevention other local governments may not see CPTED as a priority or may view it as a waste of time and resources, paying it lip service at best.¹⁷³ Finally, some criminologists or law enforcers may not have the technical expertise to address the design aspects of CPTED. All these conflicting objectives need to be factored into any potential development that may include CPTED or design principles in its overall objectives. As Professor Lorraine Gamman told the Committee, one of the most important challenges for applying CPTED or any framework of design principles is how do you ensure 'problems are looked at in an holistic way.'¹⁷⁴

Conflicting priorities and agendas

The 'building' of silos can also result in conflicting priorities and agendas, particularly in the context of local government:

One of the challenges is these competing design agendas — I think that is a major issue — as well as the conflicting guidelines and potential overlap of guidelines and conflicting project priorities. That is, if someone wants to do a project that is focused on environmental sustainability, then that does not sit neatly necessarily with CPTED or the safer design guidelines as a priority.

There are many design agendas, and I see safety as one of those design agendas, which play a constant game of Ring a Ring o'Roses, if you like, to see which one is of most importance on any given project. A lot of the projects that have been tasked on for example environmental sustainability or water sensitive urban design are actually prioritising that design agenda above other design agendas...The way that [design agendas] prevail in an urban growth context is strongly based on the desire of the developer and, if early enough, the priorities of the local council. It is a constant push and pull in these contexts.¹⁷⁵

Similarly, Adam Thorpe from the Designing Against Crime Research Centre (DACRC) in London has commented on how the application of CPTED and design principles can get 'caught up' in conflict with other sets of priorities aims or objectives:

Other issues that I face personally when trying to apply some of these CPTED principles is that actually it is one set of principles in amongst a number of different competing agendas. So I have come up against issues around inclusivity agendas, such as the Disability Discrimination Act. You have got different drivers

172 See for example comments of Professor Kees Dorst, Founder and Director, NSW Designing Out Crime Research Centre, University of Technology Sydney, Public Hearing, Sydney, 10 December 2012.

173 On this issue in the English context, see comments of Professor Lorraine Gamman, Professor in Design Studies, School of Graphic and Industrial Design, Central Saint Martins School of Art and Design, and Director, Design Against Crime Research Centre (DACRC), University of the Arts London, Public Hearing, Sydney, 10 December 2012.

174 Professor Lorraine Gamman, Professor in Design Studies, School of Graphic and Industrial Design, Central Saint Martins School of Art and Design, and Director, Design Against Crime Research Centre (DACRC), University of the Arts London, Public Hearing, Sydney, 10 December 2012.

175 Jason Black, Managing Director, INSIGHT Planning Consultants, Public Hearing, Melbourne, 26 November 2012.

and sometimes they are contradictory. So inclusive design for an aging population may not be compatible with Crime Prevention Through Environmental Design¹⁷⁶....So if we try to combine and integrate those different requirements into a more holistic approach, the better it will be and the easier it will be for practitioners to apply and the easier it is to apply, I would argue, the more we will see it applied.¹⁷⁷

Professor Paul Ekblom also noted such contradictions and competing agendas on both an aesthetic and practical level:

Always when you design something, crime prevention requirements come up against other requirements. Such as, convenience, you can have entry phone systems which, if they are not properly designed can be a nightmare to operate and you sometimes see them propped open by a fire extinguisher. Aesthetics is a problem. Privacy and freedom issues with CCTV of course, social inclusion, sustainability. If you are blasting out lots of street lighting then — in the name of security among other things, then that is not very good for the carbon footprint. Now, you *can* do designs which serve all these purposes and do not deliver the harm. So the Emirates Stadium in North London, looks attractive but it is designed to stop a seven tonne truck loaded with explosives from crashing into the stadium. But it looks good. It does not sort of connote [fortification] and a horrible risk of terrorism here.¹⁷⁸

Fig 4.1 The entrance to the new Emirates Stadium in London is architecturally striking but also deters would be terrorists.



Source: Wikipedia. Accessed 13 June at: <http://en.wikipedia.org/wiki/File:Southbridgearsenal.jpg> (Open Source Image)

‘Ticking off’ CPTED — Checklists and ‘cookbooks’

Many witnesses to the Inquiry, particularly those involved in the design fields have told the Committee that in the planning process CPTED or design applications should not be used in a checklist or ‘cookbook’ fashion, as CPTED is a process rather than a set of hard and fast rules.¹⁷⁹

¹⁷⁶ A practical example of this conflict between designing out crime and catering for the elderly and disabled was given by Professor Lorraine Gamman. She said some designing out crime models for toilets, public seating and dust bins may be effective for the approximate ten per cent of people who may abuse such facilities but these strategies may inconvenience the remaining 90 per cent of people who need to use a toilet or sit in public space. This is where better design like that produced at centres such as the DACRC can hopefully address both crime issues at the same time as being inclusive for all members of the community. (Professor Lorraine Gamman, Professor in Design Studies, School of Graphic and Industrial Design, Central Saint Martins School of Art and Design, and Director, Design Against Crime Research Centre (DACRC), University of the Arts London, Public Hearing, Sydney, 10 December 2012).

¹⁷⁷ Adam Thorpe, Designer and Creative Director, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, UK, Public Hearing, Sydney, 10 December 2012.

¹⁷⁸ Professor Paul Ekblom, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, UK, Public Hearing, Sydney, 10 December 2012.

¹⁷⁹ See for example, comments of: Adam Thorpe, Designer and Creative Director, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, UK, Public Hearing, Sydney, 10 December 2012; Professor Paul Ekblom, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, UK, Public Hearing, Sydney, 10 December 2012; Dr Paul Cozens, Research Fellow, Curtin University, Public Hearing, Sydney, 10 December 2012; Professor Kees Dorst, Founder and Director, NSW Designing Out Crime Research Centre, University of Technology Sydney, Public Hearing, Sydney, 10 December 2012; Dr Frank Stoks, Director, Stoks Limited, Meeting, Wellington, 30 October 2012.

Professor Paul Eklblom for example has noted in this regard:

Many [police] users in practice see design just as a set of products like security equipment or secure buildings. Where in fact the critical thing is seeing CPTED as a process; it is a way of doing and thinking which should have a design perspective throughout crime prevention. There has, particularly in the early days, been a bit of a problem with rigidity, with a 'checklist' approach which, even now, is a problem with novice practitioners. A classic example was Gatwick Airport in the UK which was denied a Secured by Design award because its street lights in the car park were too low, and do you really want high street lights in an airport where planes are coming in to land? So things like that, which may seem daft, but they illustrate problems of working to a completely fixed recipe rather than a discretionary one. Sometimes they have not been very good on user requirements or, they can produce horrid fortified landscapes. But all of these can be corrected by appropriate policy, vision, training, leadership and professional discretion.¹⁸⁰

The need to avoid this checklist or 'cookbook' approach is especially true according to such experts when using an overarching framework such as a set of design guidelines including the *Safer Design Guidelines for Victoria*. Rather than being prescriptive, such guidelines need to be adaptable to all circumstances. Given the specificity of this criticism to design guidelines and frameworks, this issue of avoiding 'cookbook' approaches will be revisited in more detail in Chapter 10's discussion of the Victorian guidelines.

CPTED approaches may ignore or be isolated from other crime prevention approaches

Most commentators including the most ardent advocates for CPTED acknowledge that design and situational approaches can only be partial solutions to the problems of crime and antisocial behaviour. Social developmental programs are important and on occasion more traditional law enforcement measures such as arrest and detention may also be necessary. This is very much the position of the Victoria Police as outlined in their submission to this Inquiry:

If CPTED strategies aren't supported by other situational crime prevention methods e.g. education, social inclusion, police response, then a change in the environment to design out crime may be flawed. The notion that physical environment features have stand-alone effects on crime and related problems can often be incorrect. Their effectiveness can depend on other features, especially local social, cultural, and organisational dynamics. Relationships between persons who occupy the space, ethnic composition, and initiatives emerging from local organisations and churches determine whether physical design or redesign helps reduce crime or related problems, such as fear of crime.¹⁸¹

Unlike social crime prevention, environmental prevention focuses more on immediate or proximate causes of crime and may use short-term and less expensive measures to combat it (for example CCTV cameras). Also unlike the universal social or developmental crime prevention programs, environmental approaches may often be targeted to a specific target group (for example, drinkers in pubs, shoplifters etc.). Environmental measures of themselves are also of limited usefulness in deterring 'irrational' offenders, such as those intoxicated by drugs or alcohol. In these cases other interventions may also be required (Cozens, Saville & Hillier 2005, p.341). As Eklblom has noted it is unhelpful to consider individual design interventions:

The *configuration* of design features must be understood and evaluated as a whole, because all the causal influences upon crime interact to influence the offender's perception, motivation, decisions and behaviour, as well as influencing those of people who can act as crime preventers. This makes it

180 Professor Paul Eklblom, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, UK, Public Hearing, Sydney, 10 December 2012.

181 Ken Lay APM, Chief Commissioner, Victoria Police, Submission, 19 November 2012.

difficult to make one dimensional generalisations from evidence, such as 'target hardening will always do X' (2009, p.4. Author's emphasis).

In short, as Eklom comments, 'CPTED fails to consider the *whole system*, humans and all, and focuses too exclusively on the physical aspect' (2009, p.5. Author's emphasis).

Critics of 'architectural determinism' argue that these measures do not in fact address the causes of crime (either proximate or remote) but only the symptoms of crime. To such critics CPTED is little more than a panacea for crime (Parnaby 2006). Some social researchers in particular argue that 'physical design interventions alone have little impact on crime' (Judd, Samuels & Barton 2005, p.3). In particular, Oscar Newman's theory of defensible space discussed earlier has, perhaps unfairly, attracted criticism that it understated and marginalised socio-economic and demographic factors that may contribute to offending. There has been much written as to whether such critics have misrepresented Newman's theory and its application (Cozens 2001, p.141). A discussion of these arguments and counter arguments is beyond the scope of this paper. Nonetheless, as the British Home Office in its landmark CPTED report *Safer Places* stated: 'when trying to understand the impact of urban form on crime it is difficult to isolate the effects of urban design from those of social composition' (Office of the Deputy Prime Minister 2004, p.9).

Clearly social and structural factors such as poverty, unemployment, inequality, exclusion and poor child development are and will continue to be important and will require strategies to be developed that address them. Moreover, as discussed above, such critics propose that sometimes an environmental crime prevention measure such as securing of a housing estate through better lighting or the use of patrols and guards, may simply displace crime to a neighbouring area where such initiatives are not being trialled. If CPTED measures are not combined with social or community based interventions which at least attempt to address the causes of crime:

the most likely outcome will be to displace crime rather than eliminate it all together...when individuals find specific opportunities blocked they will simply adapt by committing a new crime or selecting a different less well protected target (Sutton, Cherney & White, 2008, p.57; see also Crawford 1998).

This is what Jason Black town planner and project manager for the 'Planning for Health and Well-Being Project' of the Planning Institute of Australia calls turning the 'design imperative' into the 'social imperative'.¹⁸²

Most commentators are in agreement that only a broad raft of crime prevention strategies that include a mix of social, environmental and community approaches¹⁸³ can be effective in not only preventing or reducing crime and antisocial behaviour but also promoting positive, sustainable and liveable communities (see Cozens 2001; Ministry of Justice New Zealand 2005a, p.5; Queensland Government 2007, p.12).¹⁸⁴ It is also important that any CPTED frameworks or intervention plans, particularly those produced by state or

182 Jason Black, Managing Director, INSIGHT Planning Consultants, Public Hearing, Melbourne, 26 November 2012. Mr Black's views on this issue will be considered further in the context of the *Selendra Rise* development discussed in Chapter 12.

183 For example, in the context of addressing crime and antisocial behaviours on large public housing estates Randolph and Judd suggest three broad renewal/regeneration strategies that can be used by urban and social planners in partnership with local governments, community agencies and local residents. These are:
Physical/spatial interventions — including housing upgrades, urban design and infrastructure improvements and de-concentration via asset sales and/or redevelopment;
Social interventions — including tenant consultation/participation, community development, crime prevention initiatives, youth programs, drug and alcohol programs employment and training, and social enterprise development;
Management interventions — including localised housing management teams, interagency and whole of government service co-ordination, place management and outsourcing housing management to the community or private sectors' (Randolph & Judd 2000, p.2).

184 A common example to illustrate this need for a 'matrix' of approaches is that of graffiti prevention. Whilst specially treated walls and surfaces may assist in reducing the amount of graffiti in a given area, it will not address the root courses of the problem. Alternative activities for children through community development, recreational, sporting and entertainment programs may reduce boredom and alienation and divert young people away from antisocial behaviour (City of Norwood, Payneham and St Peters 2006).

local governments, be applied in conjunction with other frameworks and master plans pertaining to sustainable development, health and wellbeing etc.¹⁸⁵

The issue of combining CPTED/design guidelines with other crime and non-crime prevention approaches to build sustainable and healthy communities particularly at local government level is discussed further in Chapter 11.

Conflicting principles and applications

CPTED principles do not or at least should not be applied according to a rigid template. What works in one place or community may not necessarily work in another. Additionally, there 'can be tensions between what would be best for crime prevention and what would be best for other concerns of sustainable development' (Office of the Deputy Prime Minister 2004, p.8). Some of these tensions and conflicts are outlined in the following discussion.

Turning inward — A 'fortress mentality' versus 'looking outwards' — Open public spaces

There is a tension apparent in applying CPTED guidelines between the needs of security and law enforcement and the needs of people who favour more open (and aesthetically pleasing) developments. In the United Kingdom for example, police are said not to be in favour of permeability because of the 'escape routes'/ease of access it may give criminals (Armitage 2007). On the other hand, critics particularly those from the design fields have been concerned about the perceived 'intrusiveness' of some situational and environmental measures:

In the long term, reliance on [CPTED] is consistent with the emergence of gated estates, the proliferation of CCTV and the advent of the fortress and surveillance society (Davis 1990 cited in Sutton, Cherney & White 2008, p.55).

Whilst this is arguably less true of later generations of CPTED, which rely more upon community participation, it is still true that in some cases the imperatives of security might lead to ugly or negatively visual and oppressive target hardening measures such as unsightly fences or doors, grilles on shops or the development of 'gated communities', the (excessive) installation of CCTV and generally the appearance of a 'fortress mentality'.¹⁸⁶ The use of gated communities, often with their own security patrols, has become increasingly prevalent in the wealthier areas of American and South African cities. Critics argue they use techniques that work to 'segregate the urban environment into smaller zones of private property set within the broader public realm but offering little sense of a shared public space or any sense of community' (Outer Suburban/Interface Services and Development Committee (OSISDC) 2004 p.265).¹⁸⁷ This type of development has also been looked upon with dismay by bodies such as the United Nations:

When CPTED is applied without sufficient community participation and becomes overly reliant on target hardening, mechanical and formal surveillance, access control and the intensification of a fortress mentality [this] can result in citizens withdrawing behind walls, fences and fortified homes (United Nations Interregional Crime and Justice Research Institute (UNICRI) 2011, p.18).

185 For example, the City of Boroondara in addition to implementing a Safer by Design Framework has also noted the importance of implementing policies such as the national *Healthy Places and Spaces* guide developed by the Heart Foundation in conjunction with the Planning Institute of Australia and the Australian Local Government Association. See <http://www.healthyplaces.org.au/site/>

186 For a discussion of the emergence of the 'surveillance society' in this context, see Drugs and Crime Prevention Committee 2012.

187 This is despite the fact that research indicates the establishment of gated communities has done little to reduce crime rates in these communities. See for example. Blakely and Snyder 1997; Office of the Deputy Prime Minister 2004; Sutton, Cherney and White 2008.

Figure 4.2: This gated community incorporates electronically controlled gates and separate entrances for visitors. Gated communities whilst providing security may give rise to an oppressive ‘fortress mentality’



Source: John Maynard 2004, p.108 ©

In Australia, the Queensland Government's *Guidelines for Crime Prevention through Environmental Design* state in this regard:

It would be possible to reduce assaults on people and property by taking a “medieval fortress” approach, making buildings impregnable and locking everything and everyone away behind high walls. We might also support that with lots of security cameras and lots of guards. However this approach still does not set out to ensure the safety of the public realm, in particular that network of streets, paths and places that connect these “fortresses”.

Or we could put great numbers of guards into the public realm, inevitably diverting resources from other things.

While there might be times and situations where we might do one of these things, surely neither strategy is acceptable as the first basic approach in our Queensland of the 21st century? (Queensland Government 2007, p.3).

Does in this case a community give up too much freedom in order to be free of crime? Would, as Grönlund (2000) comments, a ‘risk management’ approach based on good crime data and demographic analysis be better in these circumstances than a blanket coverage based on (unfounded) fear or perceptions of crime?

All things being equal most practitioners of CPTED believe an integrated, connected and ‘humanised’ approach is far preferable to one that looks inward or is based on segregation from the wider community (City of Gosnells 2001, p.9). Target hardening approaches need to be used selectively where they will be effective and as part of a broader and coordinated approach that places its emphasis on creating sustainable and ‘liveable’ communities (Commission for Architecture and the Built Environment (CABE) 2004). According to Kitchen, when crime prevention is considered at all in the design process too often that is merely as an ‘afterthought’ (in ACPO/SBD, 2010 p.2). This results in poorly designed developments presenting opportunities for crime to occur and eventually requiring alterations to the design retrospectively through extensive (and ugly) target hardening (Monchuk 2011).

Security versus privacy?

Another potential conflict that requires balance is that of security versus privacy concerns. The following view expressed in the Queensland CPTED *Guidelines* best summarises these concerns:

What is constantly called for in the pursuit of CPTED is “balance” between competing ideas, or between private, corporate or community interests. One such balance is between privacy and security; between the desire of a household for visual and acoustic privacy and the ability of others to see and perhaps prevent crime from occurring. In addition, the household’s desire for privacy needs to be balanced with the community’s reasonable expectation that the household will contribute passive surveillance to the passing public realm, for the good of their neighbours and the community. Residential streets lined with high fences or blank walls, for example, are not desirable CPTED solutions.

Another version of that privacy/security balance is between good surveillance in public parks, squares and places and the legitimate community need for a range of secluded places for quiet contemplation, connection with nature and more. Such places are valuable community assets if the right privacy/security balance is achieved. Integration and coordination require thoughtful dealing with competing priorities to find the best outcome for the individual and the community (Queensland Government 2007, p.6).

Even in applying CPTED measures there can be contradictions. For example, whilst well lit spaces can reduce fear of crime and increase legitimate activity after dark, they can also act as an aid in committing offences (Office of the Deputy Prime Minister 2004). Similarly, Ekblom gives the example of the classic American fire escape on the side of a building which gives rise to a problem of security versus fire safety: ‘the tradeoff is between letting occupants escape a blaze whilst preventing burglars from getting in’ (Ekblom 2003).¹⁸⁸ Another example was given by Brisbane based landscape architect Paul Hardyman. He told the Committee that there is a tension between the public wanting lots of foliage, shrubbery and vegetation in their public parks and spaces and the provision of clear and open sightlines:

The public likes public spaces to be green — certainly in Queensland they do...To generate that is very difficult while also accommodating CPTED issues. We found it was a challenge to change the public perception that it did not have to be green to be good and that these sightline issues were important — the openness of it.¹⁸⁹

Uniformity versus creativity

One of the criticisms made to the Committee about the rigid following of CPTED or indeed frameworks such as the *Safer Design Guidelines for Victoria* is that in doing so it may impact upon the freedom of architects, planners and designers to use creativity in the planning of public spaces, residential or commercial enterprises. Grönlund comments that the use of CPTED guidelines can occasionally give rise to a conflict between the ‘safe city’ and the ‘experientially exciting difference of difference, surprise and adventure’ (2000, p.7).¹⁹⁰ In an Australian context, Mark Frisby of the Victorian Branch of the Australian Institute of Landscape Architects, whilst recognising that CPTED and design principles could add great value to landscape architecture, did have concerns that ‘it can potentially stifle outcomes’:

I guess it is always the challenge with a state-wide policy to try and create parameters by which certain outcomes can be really encouraged, but it is at its extreme that it can actually be quite reducing in terms of opportunities. I guess an example of that is the Melbourne laneways. If you looked at how iconic that part of Melbourne is, some of the best known laneways of Melbourne, you would not want to go near them if you were really analysing them quite critically, and yet they are such a vibrant part

188 The design solution in this case was the development of retractable escapes that were activated by the weight of the fleeing residents.

189 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

190 Although, as will be discussed in Chapter 10, many practitioners argue the two categories are not exclusive.

of the city. Even the way that has been supported has been really positive. So from a criticism point of view, I suppose it is trying to create policy that allows flexibility but is not necessarily applied so rigorously that it prevents alternative outcomes.¹⁹¹

This criticism is particularly noted in the context of such planning or design frameworks becoming mandatory or part of a regulatory regime at either state or local government level. For this reason further consideration of this criticism will be given in Chapter 12 which discusses the issue of mandating design guidelines.

Inclusivity versus exclusivity

Some critics of CPTED, especially those from the 'progressive' wings of criminology, base their objections to CPTED, particularly in its traditional forms, on its capacity to use physical and spatial interventions discriminately and negatively towards marginalised populations and local communities (Fisher & Piracha 2012; Parnaby 2006; Findlay 2005; Martin 2000).¹⁹² For example, in 1992 the American theorist Mike Davis wrote of CPTED as constituting the 'class war at the level of the built environment' (1992, p.228). In the context of the city of Los Angeles he claimed the ideas of Jane Jacobs and Oscar Newman were 'perverted completely':

Genuinely accessible public space is being destroyed as streetscapes have been 'hardened' against the poor and especially the homeless. Above and beyond standard strategies such as fencing parks, installing cameras and hiring guards, innovations deployed to keep the homeless moving on include 'bum-proof' half-barrel seats at bus stops (uncomfortable to sit on and impossible to sleep on), overhead sprinklers, caged garbage bins and a deliberate policy of limiting access to toilets. For the working poor, the public space of the street and the neighbourhood shopping centre have also become rather less friendly. Effectively privatised in private shopping malls, these spaces have become intensely security-oriented in design and management, the use of video surveillance, police substations and security guards reassuring insurance carriers and tenants (Davis 1992 in Martin 2000, p.81).

From another perspective, although equally disillusioned with CPTED's supposedly neo-conservative agenda, Parnaby argues that in its *applied* form, CPTED is about *risk management* and the risk in effect is about dealing with (removing) people who may potentially be capable of engaging in criminal or antisocial behaviour. Risks are identified and 'discursively framed within a universe that is inevitably moralised and politicised':

Irrespective of the environmental design, regulating access to social space is a political undertaking that unfolds on the basis of pre-existing typifications as to what an undesirable individual looks like at a particular point in time and space. Identifying crime related risks, especially when those risks are thought to be associated with the presence of an individual, is a *value-laden process* (2006, pp.13-14. Author's emphasis).

Coleman et al note, however, that CPTED can be used not only to marginalise/oppress excluded populations but also to buttress the interests of the powerful and the included:

[t]he trajectory of representative discourse and practice that surrounds CPTED is resulting in a stabilisation of opportunity structures for corporate crimes and harms, whilst at the same time further exposing the relatively powerless to the punitive gaze of the extended surveillance capacity being developed as part of the entrepreneurial landscape (2005, p.2511).¹⁹³

191 Mark Frisby, Past President, Australian Institute of Landscape Architects, Victorian Branch, Public Hearing, Melbourne, 10 September 2012.

192 See also the comments of Associate Professor John Fitzgerald in the context of 'moving on' drug users and abusers from the central city to the outer corridors of Melbourne due to the unthinking application of CPTED principles. (Associate Professor John Fitzgerald, School of Social and Political Sciences, The University of Melbourne, Public Hearing, Melbourne, 26 November 2012).

193 See also the work of Fisher and Piracha (2012). The authors' research involved a case study that looked at Martin Place, a public square/thoroughfare in Sydney. It in part looked at the competing groups for whom the redevelopment of space was to be designed, for example skateboarding youth, bankers, shoppers and the ways in which their respective needs were catered for or not as the case may be.

Martin is even more scathing with regard to the use of urban planning and particularly CPTED to marginalise vulnerable groups. Like Coleman et al, he also argues that these approaches not only have the capacity to exacerbate marginalisation, but also protect 'and secure a marketable urban lifestyle for the well off, rather than protecting the marginalised from further disadvantage' (2000, p.81). CPTED in this sense is as much a social construct as it is a physical design intervention (Parnaby 2006).

Professor Mark Findlay argues this critique is particularly apposite to Indigenous communities within Australia, especially indigenous youth:

Urban Indigenous Australians are constrained to the overuse of public space. The nature of their occupancy, often focused around recreational drug and alcohol use, brings them into regular contest with the police, the other significant colonisers of public space. If urban planning [including CPTED] minimises or contains and excludes those dispossessed from public space, the marginalisation of its occupants will be exacerbated. If private space is designed and designated to resist and exclude those dispossessed from public space then crime becomes a consequence of the maintenance of the public/private divide in the city (2005, p.298).

He writes that in modern urban Australian cities CPTED can undermine rather than enhance the inclusive use of public and semi-public space; developing locations where 'transport shelters no longer shelter but advertise, where public toilets are privatised where community space is leased to commercial interests and contained and where the homeless and the urban poor are banished and denied living space in the living city' (2005, p.303).

The challenges of CPTED — A summary from the experts

Finally, in discussing the challenges involved in implementing CPTED and design principles and criticisms of the concept in general, the Committee was fortunate to receive evidence from a number of experts in the field, including academics from the Design Against Crime Research Centre in London, the Designing Out Crime Research Centre in Sydney and the Design Out Crime Research Centre from Curtin University, Western Australia when they were in Sydney to attend the international Designing Out Crime Conference. Some of these criticisms have been highlighted in the sections above, but they are conveniently drawn together here in a synthesis as presented by Professor Paul Ekblom. He told the Committee that CPTED:

- Was weakly defined and unclear in scope, leaving it 'prone to fashion and drift of meaning' and meaning different things to different agencies and disciplines
- Worked in a disciplinary 'No man's land' — 'being in many cases isolated from both criminology and design/architecture'
- Has a limited evidence base, although overall reasonable proof that it 'works'
- There is a tendency from some practitioners, especially novices to uncritically accept all the elements of CPTED
- Lacks a 'process model'. There is little knowledge about how CPTED is done in the field and 'until we do it is hard for researchers to help improve practice'
- Is starved of local crime data that could help target and design interventions cost effectively for local problems
- Fails to consider the whole system including the needs of humans by concentrating on the physical aspect
- Security is often set against other design principles such as accessibility or permeability in an either/or fashion when design should be about creative optimisation of all relevant values and benefits
- Whilst CPTED can be used rigidly or flexibly, practitioners with rudimentary training tend to be rigid which can be costly and discredits the approach

- CPTED can fail to fit context, fail to adapt to user requirements and fail to consider aesthetics
- CPTED needs to find a balance between avoiding crime problems through design before construction and the adaptability of tackling them through subsequent management and maintenance.¹⁹⁴

To this critical account of the concept and application of CPTED, Adam Thorpe added that CPTED, at least in its traditional forms is far too crime centric and needs to be far more holistic in its approach.¹⁹⁵ Finally, CPTED Research Fellow, Dr Paul Cozens of Curtin University told the Committee his concerns were that:

- CPTED is dominated in planning strategies by the promotion of natural surveillance (and little else)
- Has few or no links with environmental criminology overall
- Is rarely connected to processes of risk assessment and in any case there is little local crime data available for analysis and risk assessment
- Is often mentioned in local design guidelines but is too often oversimplified
- Is too often applied as a 'window dressing' outcome rather than a sustained process
- Has few trained practitioners located in planning departments, at least in the Western Australian context; thus a lack of expertise to 'do' it
- Needs champions
- Is a largely misunderstood concept that is applied in a 'one size fits all' or cookbook manner.¹⁹⁶

Conclusion

Despite the challenges and criticisms CPTED faces, experts in the field such as Paul Eklom and his colleagues are relatively optimistic about the future of this crime prevention model to address design related crime and antisocial problems, particularly in the context of the social aspects of second and third generation CPTED. How similar challenges and problems have been addressed in the United Kingdom and the Netherlands is the subject of the next chapter.

194 Slide show presentation to the Drugs and Crime Prevention Committee, Inquiry into Crime Prevention through Environmental Design by Professor Paul Eklom, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, UK, Public Hearing, Sydney, 10 December 2012.

195 Slide show presentation to the Drugs and Crime Prevention Committee, Inquiry into Crime Prevention through Environmental Design by Adam Thorpe, Designer and Creative Director, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, UK, Public Hearing, Sydney, 10 December 2012.

196 Slideshow presentation to the Drugs and Crime Prevention Committee, Inquiry into Crime Prevention through Environmental Design, by Dr Paul Cozens, Research Fellow, Curtin University, Public Hearing, Sydney, 10 December 2012.

Section B: Safer Design and CPTED in other Jurisdictions — Lessons learned

5. Safer Design and Crime Prevention through Environmental Design: European Experiences

Introduction

Crime prevention through environmental design (CPTED) as a strategy to address crime and antisocial behaviour has become very popular over the past three decades. Many countries have introduced comprehensive frameworks or guidelines for incorporating CPTED and other forms of situational crime prevention into their planning and design strategies (Cozens 2006). Some of these in fact require governments, particularly local governments, to do so.¹⁹⁷ There are also a number of international and regional or cross-national organisations that promote the use of CPTED or designing out crime guidelines on a global scale and for local communities in member countries.

This is the first of two chapters that discuss CPTED approaches and associated practice examples in other countries and regions. The selected examples in this chapter come from the United Kingdom (UK) and the Netherlands. Although it is not possible to discuss all the projects and their outcomes implemented in these countries,¹⁹⁸ the examples outlined here illustrate how designing out crime strategies have been employed across diverse locations outside Australia.

International and cross-national organisations and projects

A range of international, regional and cross-national bodies have responsibility for promoting CPTED within and across national borders. Some of the most important of these are discussed in this section.

The United Nations (UN) Human Settlements Program, UN-HABITAT

The UN-HABITAT program is mandated by the United Nations General Assembly to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all. The United Nations Millennium Declaration recognises the extent of international urban poverty and articulates the commitment of Member States to improve the lives of at least 100 million slum dwellers by the year 2020. UN-HABITAT also promotes the Safer Cities Programme.

¹⁹⁷ See below.

¹⁹⁸ Let alone CPTED developments in other parts of the world. As discussed in Chapter 2, CPTED until relatively recently has been a 'product' of primarily the advanced capitalist countries of Europe, North America and Australasia. It is, however, increasingly being used in countries that have not traditionally employed designing out crime strategies. Ekblom et al (2013), for example, give a fascinating account of the transferability of CPTED strategies to culturally diverse jurisdictions such as the United Arab Emirates. Hino and Schneider (2013) have written about how CPTED is being incorporated into local planning in Japan. Whilst these developments are interesting and encouraging, a detailed study of cross-cultural developments in CPTED and safer design strategies is beyond the scope of this Report.

Safer Cities

The Safer Cities Programme was launched in 1996. Its initial focus was on Africa, at the request of African officials who were concerned by the extent of violence in their cities and wanted help with the development of urban crime prevention strategies.

The UN-HABITAT Safer Cities Programme has developed theoretical and practical knowledge on urban violence prevention issues for almost 15 years:

Focused on urban management and vulnerabilities regarding urban violence at a local level, Safer Cities has developed specific tools and strategies to address urban vulnerabilities vis-à-vis violence and offences. [The] Safer Cities Programme provides its partners and other interested and implicated organizations with knowledge, tools and technical support to contribute to the development of urban safety and social cohesion.¹⁹⁹

The Programme has now been extended to Latin America, Asia and Papua New Guinea:

[c]atering for an increasing need for exchange of information, knowledge and good practices between national, regional and local governments as well as civil society, non-governmental organisations and the international level.²⁰⁰

Whilst CPTED is not a main focus of the Safer Cities urban violence prevention program it is one of the tools being used to address issues of urban violence in developing countries.²⁰¹

The Sustainable Urban Development Network

UN-HABITAT also auspices the Sustainable Urban Development Network (SUD-Net). This is an innovative platform for partners engaged in interdisciplinary approaches to sustainable urban development. Such approaches include addressing how sustainable urban development can result in healthier, safer and happier communities.²⁰² SUD-Net brings together local authorities, institutions, the private sector, and other partners specialised in the urban field, thus enhancing practical collaboration with and among networks:

SUD-Net's vision is to contribute to liveable, productive and inclusive cities which embrace social harmony, economic vitality and environmental sustainability, and supports the implementation of the UN Medium Term Strategic and Institutional Plan (2008-2013), an organizational response to global trends in urbanization. It is designed to support poverty reduction strategies and the wider national development strategies, through interactions with global, regional, national and city actors.²⁰³

SUD-Net has developed a number of reports concerning different aspects of urban living including cities and climate change, cities and urban sustainability, urban planning, social inclusion and capacity building, placemaking, healthy cities, and environmental planning and management. SUD-Net has selected yearly themes that can demonstrate multi-sectoral approaches to urban development and which promote interdepartmental cooperation. With regard to its involvement in urban planning, SUD-Net has stated:

SUD-Net will strive for the integration of participatory urban planning and management approaches into the urban policies and legal frameworks for human settlements development, including the provision of infrastructure and services. Key broad activities will include; the promotion of capacity

199 UN-HABITAT, *Safer Cities Programme*. Accessed 7 March 2013 at <http://www.unhabitat.org/content.asp?cid=1433&catid=375&typeid=24&subMenuId=0>.

200 UN-HABITAT, *Safer Cities Programme*. Accessed 7 March 2013 at <http://www.unhabitat.org/content.asp?cid=1433&catid=375&typeid=24&subMenuId=0>.

201 See for example the CPTED approaches used in developing countries of Latin America. UN-HABITAT 2005, 'Urban Safety — Building the bridges and filling the gaps', presentation chaired by Juma Assiango, Safer Cities Programme, at the *International Conference on Life in the Urban Landscape*, Gothenburg, 29 May. Accessed 7 March 2013 at <http://www.unhabitat.org/content.asp?cid=1775&catid=375&typeid=11>.

202 See discussion in Chapter 10.

203 UN-HABITAT, *Sustainable Urban Development Network*. Accessed 7 March 2013 at <http://www.unhabitat.org/categories.asp?catid=570>.

building in supporting participatory planning and management; liaising with global, regional and national planning associations to promote new planning approaches; providing technical assistance to national and local governments in developing countries to prepare and implement urban plans and design using participatory methods; as well designing and undertaking innovative demonstrations on participatory methods and implementation of urban plans for local urban authorities.²⁰⁴

The use of public space has been a major theme and focus of SUD-Net. It recognises that public space development relies on multidisciplinary collaboration. Such collaboration reflects the goals of SUD-Net in bringing various disciplines and sectors together to form a strengthened and comprehensive approach to urban development. A key aspect of SUD-Net's urban planning responsibilities includes the promotion of safer and more 'liveable' communities. The incorporation of CPTED principles into local planning is one of the measures that SUD-Net promotes to achieve this.²⁰⁵

The World Health Organization — Safe Communities program

The Safe Communities program is a community-based approach to injury prevention and safety promotion. It was initiated in Sweden by the World Health Organization (WHO) at the World Collaborating Centre on Health, Karolinska Institute in Stockholm. The main aim of Safe Communities:

[is] to establish infrastructure in local communities to support them to address injuries through building local partnerships. The model encourages local communities to take ownership of the initiatives, which results in sustainable injury prevention and safety promotion initiatives.²⁰⁶

This approach to community safety encourages greater cooperation and collaboration between non-government organisations, the business sector, and local government agencies. The Safe Communities program is different from other UN-HABITAT programs in that it does not focus solely on countries and cities of the developing world. Many of the designated Safe Communities are found in economically advanced nations, including Australia.

Cities and communities around the world can apply to the WHO Collaborating Centre on Community Safety Promotion to be accredited as a Safe Community on the basis that they have fulfilled certain criteria, including those pertaining to CPTED. To be designated an International Safe Community seven indicators must be fulfilled. Safe Communities must have:

1. An infrastructure based on partnership and collaborations, governed by a cross- sector group that is responsible for safety promotion in their community;
2. Long-term, sustainable programs covering genders and all ages, environments, and situations;
3. Programs that target high-risk groups and environments, and programs that promote safety for vulnerable groups;
4. Programs that are based on the available evidence;
5. Programs that document the frequency and causes of injuries;
6. Evaluation measures to assess their programs, processes and the effects of change;
7. Ongoing participation in national and international Safe Communities networks.²⁰⁷

204 UN-HABITAT, *SUD-NET Thematic Focus Areas*. Accessed 7 March 2013 at <http://www.unhabitat.org/content.asp?typeid=19&catid=570&cid=6001>

205 See <http://www.unhabitat.org/content.asp?typeid=19&catid=570&cid=6001>. Accessed 7 February 2013.

206 See website of Karolinska Institutet, Department of Public Health Sciences, Division of Social Medicine, WHO Collaborating Centre on Community Safety Promotion. Accessed 7 March 2013 at http://www.ki.se/csp/who_introduction_en.htm.

207 *Indicators for International Safe Communities* WHO Collaborating Centre on Community Safety Promotion, Accessed 7 March 2013 at: http://www.ki.se/csp/who_indicators_en.htm

Every five years a formal redesignation application is required to maintain a WHO safe community status.²⁰⁸

The City of Melbourne is accredited by the WHO as an International Safe Community and as such has ensured that structures, frameworks and programs that meet accreditation are in place. In particular, the inclusion of CPTED elements in its programs is one way of demonstrating that it has met the requirements of Indicators Two and Three.²⁰⁹ Whilst designation as an International Safe Community is viewed as a reflection that a city or community is addressing issues of violence, crime and community safety within its boundaries, the WHO sees this as merely the start of the process:

We [the WHO] see designation not primarily as an endorsement of past and current achievements, but more as a staging point for communities to test and strengthen themselves for the long term pursuit of community safety. It is more a marathon than a sprint!

The six [now seven] Safe Community indicators are “signposts to safety”. They are not the final destination, but they do point you in the right direction.

It is not credible to suggest a community can call itself “safe” after a two to five year program that results in a Safe Communities designation. It is extremely important that our processes and language are not drawn into the idea that designation is a sort of certification that implies (however indirectly) that by achieving designation as safe community it has miraculously become “safe” whereas prior to designation it was “unsafe”.

We see community safety as a process and designation as a Safe Community as a staging point in this process. Designation is more about helping communities achieve a solid beginning than it is about acknowledging a community has arrived.²¹⁰

The European Union

Designing out crime and the application of CPTED principles are also important parts of trans-European planning and sustainability policy and initiatives. In 2011 the European Union (EU) Justice and Home Affairs Commission passed resolutions encouraging member states to do all within their capabilities to develop and implement CPTED programs and projects. Figure 5.1 shows the key resolutions of the Commission.

European Union Research

The EU has funded a research project to produce a ‘toolkit’ of strategies for incorporating CPTED to be used in dealing with urban crime and antisocial behaviour. The project was managed by the Building Research Establishment and led by a Steering Group of international experts, including CPTED practitioners and academics from Estonia, Germany, Greece, Poland, the Netherlands and the UK.²¹¹

208 In Australia accredited ‘Safe Communities’ include the Cities of Hume and Casey and the Shire of La Trobe in Victoria, and Noarlunga (SA), Ilawarra and Parkes (NSW).

Monash University in Victoria is in the final stages of the accreditation process and will most likely receive designated status in 2013. The City of Shepparton in Victoria is currently preparing for accreditation.

For a full list of designated ‘Safe Communities’ in Australia and overseas, see *Safe Communities Network Members* WHO Collaborating Centre on Community Safety Promotion. Accessed 7 March 2013 at: http://www.ki.se/csp/who_safe_communities_network_en.htm

209 The City of Melbourne was accredited under a previous set of only six indicators of which Indicator 4 (Programs based on available evidence) was not included. The others were mostly identical to the current requirements. Accessed at: <http://www.melbourne.vic.gov.au/communityservices/communitysafety/Pages/WHOSafeCityAccreditation.aspx>

210 Guidelines for applicants to the International Network of Safe Communities and Guidelines for maintaining membership in the International Network of Safe Communities, WHO Collaborating Centre on Community Safety Promotion Karolinska Institutet, Stockholm, Sweden. November 2008. Accessed 7 March 2013 at: <http://www.safecommunities.ca/images/Documents/Uploads/ApplicationGuidelinesISC.pdf>

211 See Building Research Establishment (BRE) at: <http://www.bre.co.uk/news/Reducing-crime-and-antisocial-behaviour-345.html>

The main aim of the project was to overview and evaluate European CPTED practices and to select the best of these to be included in a toolkit as exemplars of best practice. The following projects were identified for detailed analysis and to form part of the toolkit:

- ◆ Crime Opportunity Profiling of Streets (COPS), UK
- ◆ Kids & Space, the Netherlands
- ◆ Virtual CPTED, the Netherlands
- ◆ Visual inspection/stickers to safety, the Netherlands
- ◆ Police Label Secure Housing, the Netherlands²¹²
- ◆ Criminological Regional Analysis (CRA), Germany
- ◆ Integrated Audits (in crime prevention and traffic safety), Germany

The research demonstrated that the most effective approach across Europe:

[c]ombines: physical approaches, focussing on architecture, urban planning, target hardening, etc; social approaches focussing on victims, offenders, guardians, city management, maintenance, etc, and organisational approaches focussing on structuring the partnership process of implementing measures.²¹³

The Comité Européen de Normalisation — The creation of CPTED Standards

The *Comité Européen de Normalisation* is the organisation responsible for planning, drafting and adopting technical standards in various fields, including urban planning.²¹⁴ Its membership includes 22 national standards institutions from Europe. It works with the European Crime Prevention Network in the specific promotion of Standards pertaining to crime prevention. One development at the European level has been the creation of a standardised crime reduction initiative which focuses on urban planning and building design. The scope of this project was the:

Preparation of European standards on building design and urban planning to provide performance requirements for the prevention of crime in residential areas at new and existing housing, including local shops, in order to ensure safety and comfort and to minimise fear of violence.²¹⁵

Prior to the development of specific CPTED standards for Europe a number of standards did have relevance for technical aspects of designing out crime. These included standards on alarm systems, bullet resistance and burglary resistance of doors and windows, on glass in buildings and on secure storage units such as safes and strong rooms.²¹⁶

212 See discussion later in this chapter.

213 See *Designing Out Urban Crime and Anti-Social Behaviour*. Accessed 8 March 2013 at: <http://www.redbooklive.com/newsdetails.jsp?id=317>

214 See <http://www.cen.eu/cen/AboutUs/Pages/default.aspx>

215 European Committee for Standardisation, Technical Committee 325 at <http://www.cen.eu/cen/Sectors/TechnicalCommitteesWorkshops/CENTechnicalCommittees/Pages/Standards.aspx?param=6306&title=CEN/TC%20325>

216 See Paul Van Soomeren 2002, *The European standard for the reduction of crime and fear of crime by urban planning and building design: ENV 14383-2*. Accessed 8 March 2013 at: http://www.dsp-groep.nl/getFile.cfm?dir=rapport&file=COPS_15_ENV.pdf

Figure 5.1: EU Justice and Home Affairs Commission Resolutions

TAKING INTO ACCOUNT that Crime Prevention Through Environmental Design (CPTED) is a proactive crime prevention philosophy based on the theory that proper design and effective use of the built environment can lead to a reduction in crime and the fear of crime, as well as an improvement in the quality of life for the community, and that it aims to reduce or even remove the opportunity for crime to occur in an environment and promote positive interaction with the space by legitimate users;

CONSIDERING that

- There are a number of obstacles that have been identified in relation to the development of CPTED, such as the lack of knowledge, resistance to change, perception of panacea, cost, lack of legislative and practical support, economic influences;
- While there are a number of advantages to introducing CPTED, such as reduction of crime and fear of crime, improvement in the quality of life for the community, it is not possible to adopt only one solution to all problems (criminality, fear of crime, antisocial behaviour etc.), but accepting the principles of CPTED is an important first step in that direction;
- The responsibility for reducing crime and the fear of crime should be shared between the police, local authorities, local businesses, the voluntary sector and the local community;
- Training and information on the CPTED principles should be provided to everyone involved in the urban planning process to ensure that all participants are aware of their roles and responsibilities in relation to preventing crime and reducing feelings of insecurity within the community. [The Commission]

INVITES the members states to

- Build upon the knowledge and experience gathered on the subject of CPTED;
- Benefit from the activities of the European Crime Prevention Network (EUCPN) in order to exchange information and best practices of using CPTED for all relevant urban planning applications and to encourage the adoption of the philosophy and principles of CPTED by police forces and local authorities;
- Make available information on the CPTED principles for use in the education, training and continuing professional development of those involved in the urban planning process and the design of buildings;

INVITES CEPOL (The European Police College) to

- Consider the possibility of providing training relating to the application of CPTED principles to law enforcement personnel;

CALLS on the European Commission to

- Consider the possibility of providing appropriate funding for CPTED-related projects.

Source: European Commission 2011²¹⁷

But as Van Soomeren has commented, these standards were mainly *product* standards. They define the physical make-up, dimensions and performance of a product eg. the number of minutes a door must be able to resist clearly defined forces and manipulations (from a burglar):

These product standards are most useful for the industry and security firms but the content of these product standards is rather technical and often very detailed.

²¹⁷ Justice and Home Affairs, 'Council conclusions on encouraging Crime Prevention Through Environmental Design (CPTED)', presented at the 3081st Council Meeting Justice and Home Affairs, Commission of the European Union, Luxembourg, 11-12 April 2011.

However, the essence of good crime prevention is often found in the relationship between different products and processes e.g. a quick and good alarm system signalling a burglar as soon as possible followed by a swift response from the police or a security guard while strong doors, windows, locks and burglary resistant glazing keep the burglar busy. In this example it is the clever combination of an electronic device (alarm), a strong building envelope and well organised control (police) that does the trick: preventing a crime.

Knowing that these interrelationships are of enormous importance for CPTED it was decided to try to draft a more general type of standard — in part a process standard. This standard had to focus on the possibilities urban planners, architects and building engineers have to reduce crime and fear of crime together with the police, security firms, insurers and residents.²¹⁸

Consequently a new European Standard on Urban Planning (ENV 14383-2) that incorporated CPTED as a process was developed in 2001.²¹⁹

The Standard can be applied to small developments but in most cases it relates to the planning of larger areas, such as parks, estates and whole neighbourhoods. Specifically the Standard focuses on:

- Locations with fear generating functions or features, such as streets or areas of prostitution, or locations with certain types of entertainment or activity that attracts individuals who also generate fear in other individuals. Crimes against the person are more likely to occur in such areas.
- Locations which are neglected or badly maintained can give an impression of danger because lack of occupancy can be a signal for a socially disorganised neighbourhood.
- Locations with problematic urban design like lack of surveillance, isolation or lack of visibility by others, poor lighting or the lack of possibilities for orientation and last but not least the possible lack of alternative routes.²²⁰

Within these broader categories, the Standard applies to eight types of area:

- ◆ Residential
- ◆ Schools/youth facilities
- ◆ Commercial/industrial/offices
- ◆ Shopping/retail
- ◆ Parks and public gardens
- ◆ Leisure centres
- ◆ Public transport and parking facilities, stations, bus stops, parking garages etc., but excluding the transport system itself;
- ◆ City/town centres and public space.

The Standard envisages focusing on crime and fear of crime that takes place in in public or semi-public space including:

- Burglary (residential/commercial);
- Vandalism (including graffiti);

218 Paul Van Soomeren 2002, *The European standard for the reduction of crime and fear of crime by urban planning and building design: ENV 14383-2* Accessed 8 March 2013. at: http://www.dsp-groep.nl/getFile.cfm?dir=rapport&file=COPS_15_ENV.pdf

219 In the context of the European Commission a Standard has been defined as "A technical specification approved by a recognised standardising body for repeated or continuous application, with which compliance is not compulsory, and which is one of the following: ...an international standard, ...a European standard or ...a national standard."

See Paul Van Soomeren 2002, *The European standard for the reduction of crime and fear of crime by urban planning and building design: ENV 14383-2*. Accessed 8 March 2013 at: http://www.dsp-groep.nl/getFile.cfm?dir=rapport&file=COPS_15_ENV.pdf

220 Paul Van Soomeren 2002b, 'The European standard for the reduction of crime and fear of crime by urban planning and building design: ENV 14383', Paper presented at the *Capital Crimes Conference*, Athens, Greece, 11 October.

- Street violence including assault/robbery, fighting/assaults, sexual or indecent assaults;
- Car crime: theft of car, theft from car, arson of a car;
- Theft, shop lifting, pick pocketing, theft of bikes and mopeds etc.;
- Arson.

The Standard also contains a number of suggested strategies that can be used where appropriate to address the types of crimes listed above that occur in the places or locations to which the Standard applies. These strategies pertain to planning, design and management as follows:

1. Planning strategies

- Respecting existing social and physical structures;
- Creating liveliness (blending functions and attractive street layout);
- Mixed status (blending socio-economic groups, avoiding isolation and segregation);
- Urban density (creating sense of neighbourliness, avoiding waste land and desolate areas).

2. Design strategies

- Visibility (overview, lighting);
- Accessibility (orientation, space to move, alternatives routes, limiting access for non- authorized people);
- Territoriality (human scale, clear zoning, compartmentalization);
- Attractiveness (colour, material, lighting, noise, smell, street furniture);
- Robustness (doors, windows, street furniture).

3. Management strategies

- Target hardening/removal;
- Surveillance (patrolling, camera monitoring);
- Rules (for behaviour of the public in object or public space);
- Maintenance;
- Providing infrastructure for particular groups (youth, homeless, drug addicts);
- Communication (of preventive messages and behaviour rules to the public).²²¹

Standard ENV 14383-2 is *not* mandatory for planners, builders, designers or other relevant professionals:

Standards are not a piece of legislation, and thus they are not compulsory, they are recommendations of good practice, which have been set up on a voluntary basis and are a result of a bottom up process. That means it is not an authority which asks for their setting up but rather a group of practitioners expressing the need to harmonise products and processes.

This does not give standards a lesser value. The civil code of many countries provides that the performance of a work or service is evaluated 'according to the state of the art'. To define the state of the art, courts use as a first reference the standards as they represent a shared point of view, removing subjectivity in the evaluation (Cardia 2013, p.52).²²²

²²¹ Paul Van Soomeren 2002b, 'The European standard for the reduction of crime and fear of crime by urban planning and building design: ENV 14383', Paper presented at the *Capital Crimes Conference*, Athens, Greece, 11 October.

²²² For a discussion of how a Standard type process could be an alternative to the introduction of legislation mandating the use of CPTED or design guidelines, see Chapter 12 of this Report.

Despite its lack of mandatory force the Standard is, according to CPTED expert Paul Van Soomeren, regarded as representing best practice in CPTED applications and therefore largely complied with. Since the number of built environment professionals involved in CPTED projects throughout Europe, as well as the number of languages spoken by these professionals, is enormous, the use of standards such as ENV 14383-2 can assist in facilitating CPTED projects by having clearly delineated requirements and uniform procedures.²²³

The Project for Public Spaces

The Project for Public Spaces (PPS) is a non-profit organisation founded by planner and anthropologist Fred Kent and inspired by the work of William (Holly) Whyte, the author of *The Social Life of Small Urban Spaces*.²²⁴ PPS was established in New York in 1975. However, whilst based in the United States, PPS operates on an international basis.

PPS has pioneered a 'Placemaking'²²⁵ approach to public spaces. This approach is based on a belief that it is not enough to simply develop design ideas and elements to revitalise a public space. A public involvement process that defines and responds to community conditions and needs from the outset is one of the most critical factors in designing a successful public space. PPS has developed a number of planning tools designed to enable communities to develop a vision for their neighbourhoods. Partnering with public and private organisations, federal, state and municipal agencies, business improvement districts, neighbourhood associations and other civic groups around the world, PPS improves communities by fostering successful public spaces.

Since 1975, PPS has completed placemaking and urban sustainability projects including CPTED applications in over 2500 communities in 40 countries and all of the 50 states of the USA.²²⁶ In addition to leading projects in multiple program areas,²²⁷ PPS trains more than 10,000 people every year and reaches countless more through websites and publications:

Partnering with public and private organizations, federal, state and municipal agencies, business improvement districts, neighborhood associations and other civic groups, we improve communities by fostering successful public spaces...In its broadest application, placemaking is a catalyst for building healthy, safer, sustainable and economically viable cities of the future.²²⁸

223 'Urban spaces — enhancing the attractiveness and quality of the urban environment' Lorenzo Segato, November 2009. Accessed 8 March 2013 at: http://www.central2013.eu/fileadmin/user_upload/Downloads/outputlib/Urbospace_3.2.4_Security_and_social_aspects_PR2.pdf

224 Whyte was an American urban sociologist. While working with the New York City Planning Commission in 1969, Whyte began to use direct observation to describe behavior in urban settings. These observations developed into the 'Street Life Project', an ongoing study of pedestrian behavior and city dynamics, and eventually to Whyte's book called *City: Rediscovering the Center* (1988). This book presents Whyte's conclusions about the actual use of urban areas including footpaths and parks. It contradicted conventional wisdom, for example the idea that pedestrian traffic and auto traffic should be separated. Whyte was inspired by the urban planning writer Jane Jacobs whose seminal work the *Death and Life of Great American Cities* is discussed in Chapter 2.

225 The concept of 'Placemaking' is discussed in Chapter 11.

226 For an account of some of the overseas projects undertaken by PPS see the international page on their website at <http://www.pps.org/projects/project-categories/international-projects-2/>

227 These program areas include:

- Transportation
- Civic centres
- Downtown areas
- Parks
- Markets
- Regional areas
- Squares
- Waterfronts
- University, College and Hospital Campuses.

See <http://www.pps.org/projects/project-categories/multi-use-projects/>. Accessed 7 March 2013.

228 'About the Project for Public Spaces'. Accessed 7 March 2013 at: <http://www.pps.org/about/>

The International CPTED Association

The internationalisation of CPTED can also be seen through the formation and work of the International CPTED Association (ICA).²²⁹ The ICA was founded in November 1996 by academic and CPTED practitioner Greg Saville and his colleagues at a CPTED conference in Calgary, Canada.

The aim of ICA is 'improve the quality of urban life by implementation, promotion, and further development of Crime Prevention through Environmental Design'.²³⁰

The Association began as primarily an online forum to share ideas about CPTED and other crime prevention strategies and has grown significantly since that time. In 2012 it had a membership of over 300 members in 21 countries.

The primary purpose of the ICA is to enhance the resources, training materials and professionalism that ICA members provide to communities around the world. In addition to its cyberspace profile, ICA hosts an international CPTED conference on a biannual basis. According to the ICA, membership is diverse and growing:

[it] includes planners, architects, developers, police, security professionals, academics, and others interested in incorporating urban safety planning and CPTED. We have members from Canada, the U.S., Britain, Australia, Aruba, Thailand, Netherlands, Pakistan, Spain, and Sweden. We hold regular conferences and training seminars supporting CPTED, as well as promoting new ideas through our web site, newsletters, and various research activities.²³¹

The ICA also offers a Certification Program for people working in the area of CPTED. According to the ICA, this is the first internationally developed and recognised practitioner certification program in the world.²³² It was developed by an international committee of CPTED professionals and academics over a four-year period. Advanced and Practitioner level certification was introduced in 2004 at the ICA International Conference in Calgary. Certification can be attained through a variety of means but generally will be awarded on proof of involvement in CPTED practice. The form this might take includes:

- Articles written,
- Presentations/classes given,
- Surveys or assessments conducted,
- Committees participated in,
- Plans reviewed or degrees awarded,
- Or certifications attained in related fields.²³³

The ICA's current international Chair is Tony Lake from Brisbane, Australia.

A snapshot of CPTED policies and projects in the United Kingdom and the Netherlands

The following section gives an account of CPTED policies and initiatives in the UK and the Netherlands. Where applicable it looks at any legislative or policy frameworks that may govern the application of CPTED principles in those countries. It should be stressed that the projects highlighted are simply illustrative examples. This section does not profess to be an exhaustive or comprehensive account of their CPTED projects being undertaken.²³⁴

229 See www.cpted.net

230 'ICA History'. Accessed 7 March 2013 at: <http://www.cpted.net/about.html>

231 'ICA History'. Accessed 7 March 2013 at: <http://www.cpted.net/about.html>

232 Although as discussed in Chapter 6, CPTED accreditation programs are offered in the United States.

233 See 'ICA Certification and Recertification' Accessed 7 March 2013 at: <http://www.cpted.net/certification.html>

234 For some interesting accounts of international and comparative developments in CPTED, see *Planning for Crime Prevention: An International Perspective* (Armitage 2013b) and *The Urban Fabric of Crime and Fear* (Ceccato 2012).

The United Kingdom (UK)

The UK has been one of the most active countries in developing and implementing CPTED initiatives. In particular the British government has taken a central role in incorporating CPTED into local planning initiatives, which is a very different approach to countries such as the United States where crime prevention programs and policies including CPTED is very much the province of the private sector.²³⁵ As Schneider and Kitchen state:

Essentially, this relates to the role of the central state. In the UK, the government sees itself as being in the lead in developing national policy in this area and giving guidance to local planning authorities as to what it expects them to do. This 'top down' approach is almost wholly absent in the US (with the possible exception of some state level guidance) and instead what can be seen is a wide range of much more local initiatives and sometimes none at all (2013, p.11).

Not only has the UK government been a key leader in incorporating CPTED principles into government policy, but private research centres, consultants and associations have also been doing important work in the area. The following account gives some of the key approaches to CPTED and safer design in Britain.

Legislative and policy frameworks

The Home Office and the Department of Planning and Environment are the two principal Ministries for developing, implementing and overseeing CPTED projects in the UK. Over the past 15 years these two Departments have introduced a number of policy documents and legislation that directly or indirectly address the need for CPTED to be included in planning at local level.

The National Policy Planning Framework 2012

In the UK all aspects of planning policy are set out in the government's *National Planning Policy Framework* (the 'Framework') published in March 2012. This reflects the government's commitment to implement a simple and consolidated national planning framework covering all forms of development and setting out national economic, environmental and social priorities.

The Framework was produced following an extensive consultation with Parliament and the public. The key aspects of the Framework include:

- Making sure the local plan — produced by communities — is the keystone of the planning system
- Making planning much simpler and more accessible, reducing over 1,000 pages of often impenetrable jargon into around 50 pages of clearly written guidance
- Establishing a presumption in favour of sustainable development that means that development is not held up unless to approve it would be against our collective interest
- Guaranteeing strong protections for the natural and historic environment, and requiring improvements to put right some of the neglect that has taken place
- Raising design standards so that the requirements for design are the most exacting yet.²³⁶

Of particular relevance to the issues of CPTED and designing out crime is the Framework's commitment to good quality and sustainable urban design. The Framework states in this regard:

235 A key difference is the existence of a national planning policy in the UK. In contrast, the US Federal Government has little if no influence on local planning policy or land use. There are also notable differences in the delivery of CPTED training in both countries. In the US, training is mostly delivered by private companies on an ad hoc basis. As discussed in this chapter, in the UK formal training and ongoing professional development is conducted through UK police agencies (Armitage 2013b, p.6).

For an account of CPTED in the United States of America, see the discussion in Chapter 6.

236 *United Kingdom National Planning Policy Framework, 2012*. Accessed March 2013 at: <https://www.gov.uk/government/policies/making-the-planning-system-work-more-efficiently-and-effectively>

The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.²³⁷

In particular, planning policies and decisions should aim to ensure that developments subject to the Framework should:

- Function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- Optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
- Respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- Create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- [Be] visually attractive as a result of good architecture and appropriate landscaping.²³⁸ (Committee emphasis)

The Framework views community cohesion and connectedness as essential in promoting safer places. As such, planning policies and the review of planning decisions should aim to provide:

- Opportunities for meetings between members of the community who might not otherwise come into contact with each other, including through mixed-use developments, strong neighbourhood centres and active street frontages which bring together those who work, live and play in the vicinity;
- Safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- Safe and accessible developments, containing clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas.²³⁹

Planning Policy Statements and 'Safer Places'

The UK Government introduced a new Planning Policy Statement (PPS 1) in 2004 which recognised the need to plan for well designed, safe and sustainable communities. The comprehensive guide *Safer Places — The Planning System and Crime Prevention* (the Guide) was written as a companion to that policy. The introduction to the Guide highlights the importance of crime prevention generally and designing out crime measures in particular:

This guide is not solely about crime prevention. It is about making places that are safer, but also better in a number of other ways. This means it is concerned with the promotion of safe, sustainable and attractive environments that meet the full set of planning objectives. In short, it is about good planning in general, and its particular role in tackling crime and the fear of crime. The guide's aim is to show how good planning can contribute to crime prevention and the creation of safer places and hence to well-designed, sustainable communities.

We need to create environments which people want to occupy and use, creating a strong and positive sense of communal identity.²⁴⁰

237 United Kingdom National Planning Policy Framework, 2012. Accessed March 2013 at: <https://www.gov.uk/government/policies/making-the-planning-system-work-more-efficiently-and-effectively>

238 United Kingdom National Planning Policy Framework, 2012. Accessed March 2013 at <https://www.gov.uk/government/policies/making-the-planning-system-work-more-efficiently-and-effectively>

239 United Kingdom National Planning Policy Framework, 2012. Accessed March 2013 at <https://www.gov.uk/government/policies/making-the-planning-system-work-more-efficiently-and-effectively>

240 See <https://www.communities.gov.uk/publications/planningandbuilding/saferplaces>

Safer Places, whilst generally well received, has been criticised for organising its guiding principles around ‘attributes of safe and sustainable places’ when there were still many issues unresolved in the research literature as to the efficacy of these attributes (Schneider & Kitchen 2013).²⁴¹

Whilst PPS 1 has since been superseded by the Framework, *Safer Places* is still regarded as a valuable and current guide and reference work against which to measure CPTED applications in local development and planning. Whatever its status, *Safer Places* put the importance of CPTED squarely at the heart of planning policy in Britain.²⁴²

Nonetheless, the current status and future applicability of *Safer Places* is uncertain. The document was not officially superseded as a result of the introduction of the *National Planning Policy Framework*. However it has been recently reviewed as part of a wider Review of the planning system in the United Kingdom (the Taylor Review),²⁴³ for which the consultation period finished on the 14th February 2013.

The review recommended that *Safer Places* should be cancelled but that its key principles be retained within a new, drastically reduced planning guidance document.²⁴⁴ A decision has not been made as to whether this recommendation will be accepted or not. According to Dr Rachel Armitage, CPTED expert at the University of Huddersfield, until this decision is made, *Safer Places* ‘does still exist and still remains as a crime prevention guidance document within planning’.²⁴⁵

Crime and Disorder Act 1998

An additional matter for local government to consider in the context of local planning and safety are the provisions of the *Crime and Disorder Act 1998* (the Act). Section 17 of the Act requires all local authorities to exercise their functions, including planning functions with due regard to their likely effect on crime and disorder, and to do all they reasonably can to prevent crime and disorder.²⁴⁶

The prevention of crime and the enhancement of community safety and wellbeing are therefore matters that a local planning authority is obliged to consider when exercising its functions under relevant planning legislation. CPTED and planning proposals are also relevant to a local authority’s Crime and Disorder Reduction Strategy.²⁴⁷ The Safer Places

241 An example given by Schneider and Kitchen is the debate over whether high levels of permeability in residential developments is necessarily a good thing from a crime prevention perspective (2013, p.16). See also the discussion in Chapter 2 of this Report.

242 For a discussion of how these and other British planning policies have been affected by the *National Planning Policy Framework* see Armitage, Rogerson and Pease 2013.

243 *External Review of Government Planning Practice Guidance Report* submitted by Lord Matthew Taylor of Goss Moor, December 2012 for the Department for Communities and Local Government at https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/39821/taylor_review.pdf Accessed 29 April 2013.

244 The Report stated that as an ‘Annex B document’ (*‘recommended for cancellation, but any relevant material should be incorporated into revised guidance’*) it be cancelled at a future date. The justification for it was that:

‘The essential principle of this guidance is now contained within the National Planning Policy Framework. The document sets out guidance in relation to design and safety, and these aspects are now considered to be understood and mainstreamed in planning work. Key aspects should form part of a shortened guidance suite’ (Accessed 29 April 2013 at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/39821/taylor_review.pdf)

245 Correspondence to the Drugs and Crime Prevention Committee from Dr. Rachel Armitage, Reader (Criminology), Deputy Director Applied Criminology Centre, University of Huddersfield, 29 April 2013.

246 The full text of the Section is as follows:

‘Section 17 — *Crime and Disorder Act 1998* — Duty to consider crime and disorder implications.

1. Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to which this section applies to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area.

2. This section applies to a local authority, a joint authority, a police authority, a National Park authority and the Broads Authority.

3. In this section “local authority” means a local authority within the meaning given by section 270(1) of the Local Government Act 1972 or the Common Council of the City of London.’

247 Under the *Crime and Disorder Act 1998* each local authority must enter into Crime and Disorder Reduction partnerships and formulate a Crime and Disorder Reduction Strategy.

Guide and now the Framework is used to inform local government authorities how they can meet their legislative obligations in the areas of crime prevention and planning. This is particularly important when local authorities are developing their own planning proposals in addition to determining planning applications from third parties.²⁴⁸

The Localism Act 2011 and Neighbourhood Development Plans

In 2011 the British government introduced the Localism Act which made major changes to the planning system in Britain. The most significant of these changes was that regional planning was to be largely abolished and replaced with greater emphasis on planning at local or neighbourhood level, at the same time introducing a single National Planning Policy Framework. The Localism Act introduced Neighbourhood Development Plans which 'allow communities to come together through a local parish Council or neighbourhood forum to produce a plan which sets out policies in relation to the development and use of land within a neighbourhood area' (Armitage 2013, in press). Neighbourhood Plans which can take into account CPTED applications are produced by parish councils or by a body designated by a planning authority as a neighbourhood forum. A neighbourhood forum must contain a minimum membership of 21 people residing or working within the local area and drawn from different sectors of the community. Neighbourhood Development Plans:

[a]llow communities to come together through a local parish council or a neighbourhood forum and say where they think new houses, businesses and shops should go and what they should look like (Department for Communities and Local Government 2011, p.11).

Clearly there are benefits in allowing those who live in local communities to make decisions about planning and development, including design issues. However, critics have highlighted that those residents who are most at risk from poor design such as '[t]hose in high crime areas that cannot afford to move should crime worsen' could be least likely to voice their concerns (Pease & Gill 2011 in Armitage 2013, in press).

Neighbourhood Plans, whilst tailored to local needs and priorities reflected in Local Authority Plans, must also be in line with national policy as outlined in the *National Planning Policy Framework*.²⁴⁹

Police involvement in CPTED in the United Kingdom

Police in the UK have significant involvement in the application of CPTED or designing out crime principles. Specialist police officers with design experience are appointed throughout the country to analyse how design can assist in reducing crime. Initiatives such as the national Secured by Design Scheme and local models such as Greater Manchester's Design for Security project also have been developed and implemented by the police.

Architectural Liaison Officers

A unique feature of the British approach to environmental crime prevention is the position of Architectural Liaison Officer (ALO). In some jurisdictions the role is known as a Crime Prevention Design Advisor (CPDA).²⁵⁰ The ALOs or CPDAs are specialist police crime prevention officers trained at the Home Office Crime Reduction College.²⁵¹ They are

248 In 2009, the Home Office subsequently published an ancillary guide to *Safer Places* entitled *Safer Places: A Counter Terrorism Supplement*. As the name suggests, this was a guide as to how counter terrorism measures, including CPTED could be designed into the built environment. See Home Office 2009.

249 For other related policy documents that touch on CPTED and design applications in Britain, see Armitage (2013, in press).

250 Armitage states the distinction is mainly geographical with ALO being more common in the North of England and CPDA in the south (2013, in press). In Manchester a unique system, discussed separately in this chapter, uses the term 'Design For Security Consultant' for a similar role.

251 Conversely, there are cases where a local authority planning officer has been seconded to a police unit to give advice on planning and design to local police.

usually either serving police officers or retired police officers who have returned to duty in a support staff role. Every ALO is qualified to a national accreditation standard through the National Policing Improvement Agency.

ALOs form part of Police Architectural Liaison Units (ALUs) that are administered and coordinated by local police forces.

ALOs give advice to planning authorities and other relevant parties about the crime implications of a particular planning proposal and how architecture, urban design and planning can be improved to prevent or reduce crime in the area subject to the proposal. Sometimes such police officers are seconded to local authority planning teams. In some police forces the ALO role is dedicated entirely to design/CPTED work whilst in others the ALO may perform a number of extra duties. In some cases the work of the ALO in giving advice on planning applications and designs is supported by levies on developers. Pre-planning consultation or liaison with an ALO/CPDA is mandatory in some planning authority jurisdictions and is highly encouraged in others.

In 2009, the Home Office commissioned a study reviewing the role of the ALO/CPDA nationally (Wootton et al 2009). The study comprised two phases; first, an online survey of all 321 ALO/CPDAs (with 257 responses). Second, a series of focus groups with ALOs in each of the 43 police areas was conducted. The findings showed there was a great deal of variety across the country in how the ALO role was perceived and performed (Wootton et al 2009).

The study showed also that a large majority (74%) of ALOs had other duties with only 25 per cent of them being able to spend 50 per cent or more of their time on ALO duties. Other 'dual' roles that ALOs had to perform included general crime prevention or work as community safety officers, CCTV liaison officers, Counter Terrorism Security officers, licensing officers and/or general operational policing duties. Armitage comments that:

This suggests that the role is a difficult one to manage, with ALO/CPDAs carrying large workloads which often require short-term reactive responses which can take them away from the time required to comment on planning applications and become involved in strategic policy decisions. The research revealed that where ALO/CPDAs have additional duties, it is these which invariably take priority in terms of management allocation of workloads. The respondents expressed the view that management tends to prioritise the roles where outputs can be quantified and where short-term results can be seen. For example, the role of a Crime Prevention/Reduction Officer may see ten locks fitted to burgled homes in one day, or two hundred crime prevention leaflets handed out at shopping centres — these are quantifiable outputs. In contrast, the ALO/CPDA role involves long-term benefits which are difficult to quantify. It is likely that a development for which a planning application is refused (based upon crime risk) may not even be built within the career of the ALO/CPDA or their manager. The crime reduction benefits could be ten–fifteen years ahead, and for this reason, management often prioritise tasks with short-term benefits (Armitage 2013, in press).

Across the country some ALOs are located in police stations whilst others are in local planning authority or council offices. Some ALOs move between the two locations. Many respondents to the Home Office survey expressed the view that being located in a police station was beneficial as it allowed ALOs immediate access to local recorded crime data and intelligence from the local Neighbourhood Policing Team and other local police (Wootton et al 2009). Conversely, the downside of such a location was that ALOs could easily be redirected by management to operational or non-ALO duties. This was less likely to happen if they were physically present in the local planning authority office (Wootton et al 2009).

Recently concern has been raised about the future deployment of ALOs with the numbers of officers in these roles decreasing and the percentage of time spent doing ALO functions

also decreasing in those posts that remain. The reasons suggested for this have largely been financial. In particular, British police forces have been subject to significant cost cuts due to the global financial crisis. There is also some scepticism felt towards the role with some police management not viewing the role as a 'priority' or 'real' policing.²⁵²

Secured by Design

Secured by Design (SBD) was established in 1989. It is an initiative of the Association of Chief Police Officers (ACPO) and is supported by the Home Office, the Royal Institution of Chartered Surveyors and the Association of British Insurers. The aim of the scheme is to 'encourage housing developers to design out crime at the [pre] planning or concept stage' (Armitage & Monchuk 2011, p.1).

The principles of SBD largely parallel those of traditional CPTED applications. These are:

- ◆ Physical security
- ◆ Surveillance
- ◆ Access/Egress
- ◆ Territoriality²⁵³
- ◆ Management and maintenance.

Design guidance

The main role of SBD involves the police (usually ALOs) offering advice, which is not obligatory to accept, to housing developers, architects and planners with regard to new house building projects and the retrofitting of existing ones. A series of SBD guides have been developed to assist in this process. These include 3D interactive design guides.

All necessary information on making a development Secured by Design are in these design guides. Each type of development has its own document which can be downloaded free of charge. Developments which meet all the criteria are applicable for a SBD award.²⁵⁴ CPDAs and ALOs are also available to advise developers in person as to how their developments can utilise designing out crime principles. The topics and areas for which specialist design advice has been documented are:

- ◆ Designing out crime principles
- ◆ New homes
- ◆ Refurbished properties
- ◆ Sheltered accommodation
- ◆ Multi-storey dwellings
- ◆ Secure railway stations
- ◆ Play areas
- ◆ Schools
- ◆ Hospitals
- ◆ Licensed premises
- ◆ Youth shelters and sports systems.

252 See Monchuk 2011, 'The way forward in designing out crime? Greater Manchester police design for security consultancy'.

253 In particular, drawing from Oscar Newman's principles of Defensible Space, local developments should clearly indicate 'to residents within the neighbourhood who should and more importantly who should not be in a given area' (Armitage & Monchuk 2011, p.7).

254 See discussion below.

SBD guidelines 'emphasise effective site management, controlling access, ensuring that private space is well defined and that natural surveillance is encouraged in public spaces and access routes'.²⁵⁵

Product endorsement and awards

The Secured by Design scheme also acknowledges and endorses quality security products and crime prevention projects.²⁵⁶ This latter aspect of the initiative operates through a licensing scheme and includes member companies who are entitled to use the SBD logo and promote the term 'Police Preferred Specification' on products which have passed the tests specified by ACPO Secured by Design.

The project also promotes a Developers' Award, a certificate given to building developments which, following consultation with local CPDAs/ALOs, are built to SBD (CPTED) guidelines:

It [the SBD scheme] utilises CPTED ideas [such as] traditional target hardening in the form of tested, approved and accredited locks, windows and doors in accordance with specific British standards. Optimising surveillance opportunities and the sense of ownership and territorial control of residents is a concurrent objective to ultimately achieve 'defensible space' where residents can more easily engage in the active 'self-policing' of their neighbourhoods (Cozens 2001, p.3).²⁵⁷

On receipt of the Secured by Design Award, developers and property owners are also permitted to use the Secured by Design logo to promote the development/refurbishment.²⁵⁸

Secured by Design does not guarantee that a particular area will be crime-proof but indicates the site has been subject to a design process and improved levels of security which have been shown to significantly reduce the risks and the fear of crime.²⁵⁹

The Safer Parking Scheme

One specific initiative established under the SBD umbrella is the Safer Parking Scheme. Established in 2004 in association with the British Parking Association, it aims to reduce crime and fear of crime in all car parks and vehicle retention facilities by encouraging those who own or manage car parks to install or improve security standards. As with SBD generally, the Safer Parking Scheme also operates an awards scheme. Safer Parking Status or Park Mark is awarded to parking facilities that meet the requirements of a risk assessment conducted by police assessors. 'For customers, using a Park Mark Safer Parking facility means that the car park has been inspected by the police and has measures in place to create a safe environment'. Such measures may include:

- Quality management
- Appropriate lighting
- Effective surveillance
- A clean environment.²⁶⁰

Effectiveness of Secured by Design

Secured by Design has for the most part been positively evaluated through independent research evaluations (see Cozens, Hillier & Prescott 2001; Teedon et al 2009, 2010; Armitage

255 For a discussion of the evolution of SBD in various iterations and how the principles of SBD such as physical security, surveillance and access/egress are applied in practice, see Armitage (2013, in press).

256 SBD is in fact mandatory for all new social housing projects in Wales (see Cozens 2001).

257 But needs to be part of a multi-agency and multi-disciplinary approach if it is to go beyond 'environmental determinism', Cozens 2001, p.3.

258 See comments re the 'commodification' of CPTED in Chapter 4.

259 See <http://www.securedbydesign.com/professionals/index.aspx>

260 See <http://www.britishparking.co.uk/Park-Mark-The-Safer-Parking-Scheme>

& Monchuk 2011). Independent research shows that the principles of SBD have reduced crime risk by up to 75 per cent by combining minimum standards of physical security and well-tested principles of natural surveillance and defensible space.²⁶¹

Specifically, each of the five major published evaluations of SBD from 1999 to 2011 has concluded that 'SBD confers a crime reduction advantage' (Armitage 2013, in press). In the most recent account of the impact of these evaluations, Armitage states:

The scheme has been in place for over twenty years and its effectiveness has been evaluated by several independent and methodologically rigorous studies. Evaluations of the scheme have utilised a variety of different datasets and methods (including analysis of police recorded statistics, residents' surveys, visual audits and costs/benefits) and each concluded that the scheme offers a crime reduction advantage. Cost-benefit analyses suggest that the additional costs of building to the SBD standard are negligible and that these costs are recouped in crimes prevented within approximately one to two years (Armitage 2013, in press).²⁶²

Of particular note is a meta evaluation of SBD taken from research conducted over the 10-year period 1999–2009:

The re-evaluation of SBD has shown that SBD has continued to reduce crime and the fear of crime. SBD developments have sustained their crime reduction benefits and continue to experience less crime than their non-SBD counterparts. Furthermore, the effectiveness of SBD developments built more recently has exceeded that shown in the original evaluation, with SBD developments outperforming their non-SBD counterparts in terms of crime reduction, visual signs of disorder and levels of fear amongst residents (Armitage & Monchuk 2011).²⁶³

Feedback from the police themselves has shown that the police are pleased with most aspects of the SBD scheme. Whilst the police see merit in aspects of the scheme such as the SBD awards program for developers:

[m]any police forces hold the view that it is the consultation process which is as important as the achievement of the SBD award. Encouraging a developer to consider and design out crime risk can be as important as the achievement of SBD certification which could be unattainable for a variety of reasons (Armitage 2013, in press).²⁶⁴

Designing out crime initiatives of the Greater Manchester Police

The constabulary of Greater Manchester in northern England is well known for some unique projects that address designing out crime issues. The most important of these is the Design for Security program.

Design for Security program

The Design for Security (DFS) program is a design led crime prevention consultancy based within the Greater Manchester Police in Northern England. It is similar in approach to the national SBD scheme but arguably more specialist and intense in nature. The remit of the DFS unit is to 'deliver crime prevention, designing out crime and counter terrorism advice' (Greater Manchester Police/Design Against Crime Solution Centre n.d, p.2). This is done at the design or concept stage of a development rather than at a later planning stage (Monchuk 2011; Armitage & Monchuk 2011).

The DFS unit works with local government authorities, housing associates, architects, planners and developers to 'support the production of designs that address crime and

261 See <http://www.securedbydesign.com/professionals/index.aspx>

262 For detailed summaries of these major evaluations and their findings, see Armitage (2013, in press).

263 See Pease and Gill for concerns relating to the methodological difficulties associated with this meta evaluation (2011, pp.7, 39).

264 A similar scheme (*Police Label Secure Housing*) operates in the Netherlands. See section on the Netherlands later in this chapter.

security issues and minimise future opportunities for offenders' (Greater Manchester Police/Design Against Crime Solution Centre n.d, p.2).

One of the main roles of the DFS is to assist local government authorities to meet their obligations under Section 17 of the British *Crime and Disorder Act 1998*.²⁶⁵ It does this by advising local authorities on all but the most minor planning applications, particularly advising council planning departments, whether a potential development may attract criminal activity. DFS design specialists consult in this regard with local police, crime prevention officers and community support officers, together carrying out risk assessments on residential, commercial, industrial, leisure, educational and public space planning applications.

Other key roles and objectives of DFS are:

- To establish effective partnerships in order to develop the existing environment in a way that reduces opportunities for crime and the fear of crime to occur;
- To influence designers and developers to incorporate crime reduction measures into their projects;
- To identify the risks to individual developments and respond by providing appropriate crime reduction advice; and
- To promote and administer the ACPO [Association of Chief Police Officers]'Secured by Design' and 'Safer Parking' schemes (Monchuk 2011, p.38).

DFS currently comprises six consultants and one dedicated crime analyst. Staff are not warranted police officers, but civilians who have previously worked within the field of design, architecture, development and planning and who have received crime prevention training (Monchuk 2011). Part of the reason for employing civilians with backgrounds in design and architecture was that those who developed the program believed 'it can be easier for design professionals to learn the theories and practical application of crime prevention, than for a police professional to learn about planning and architecture' (Armitage 2013, in press).

Crime Impact Statements

An important aspect of the Design for Security program is the use of Crime Impact Statements (CIS). The CIS is a process instigated jointly by the Greater Manchester Police and the Manchester Planning Authorities. It involves:

[i]dentifying predicting, evaluating and mitigating the crime and disorder effects of a development proposal early in the design process — prior to design decisions being taken and commitments made. The purpose of the CIS is to ensure that design decision makers consider crime, disorder and fear of crime before determining whether to proceed with new projects. A CIS will include all the requirements for Secured by Design accreditation should the client wish to apply for the award (Greater Manchester Police/Design Against Crime Solution Centre n.d, p.4).

Greater Manchester Police have recommended a CIS should:

- Be produced for all major planning applications
- Be produced by a competent individual organisation/individual independent of the design process
- Include current crime data as a basis for assessing potential risk
- Assess the development proposals in terms of their likely effect on crime and disorder in the area
- Identify design solutions, based on analysis of the likely effect on crime and disorder in the area, that will reduce the development's vulnerability to crime (Greater Manchester Police/Design Against Crime Solution Centre n.d, p.4).

265 Discussed above.

Whilst DFS is a not-for-profit organisation, it does charge a fee for service provided,²⁶⁶ including the production of the CIS, and is supplemented by funding from Greater Manchester Police.

The greatest perceived benefit of the Manchester scheme, compared to the use of ALOs in the rest of Britain, is that CPTED consultation takes place at the pre-planning stage. In many police forces outside Greater Manchester the ALO may only be aware of a planning application *after* it has been submitted to the local planning authority and when it may be too late to suggest or advise any particular design changes. As one police officer stated to the Wootton Review:

[a] lot of developments will bypass us at the pre planning stage and we won't see them until it gets to the planning application — which is far too late down the line.²⁶⁷

In Manchester by comparison, through the use of CIS, design consultations and Validation Checklists, CPTED is *embedded* into the local planning process.²⁶⁸

Some critics, especially those delivering CPTED in other police forces, have been sceptical of the Manchester model, particularly the 'civilianisation' of the role. Armitage notes, however, severe budget cuts to British policing has left the Manchester Police, which charges for its services, in a position to retain and even expand the service whilst other ALOs or CPDA teams have been cut. (2013, in press)

Lessons learnt from Secured by Design and Design for Security

Monchuk has also researched extensively the ways in which the police and design teams attempt to incorporate CPTED and design strategies in planning practice at local government level throughout England and Wales. She acknowledges the research showing that developments built to SBD accreditation standards experience less crime and disorder than those which are not. She argues, however, that there still remains the frustration that CPTED is not considered early enough in the planning process and is rarely considered at all within the private sector housing market (Monchuk 2011). The Greater Manchester Police through the DFS is an exception in its attempts to embed CPTED into local planning policy using the CIS as a mechanism to do this. Monchuk also believes that charging for the design service and the production of a CIS could be considered and replicated by other police forces to regain staff costs in the current economic climate. In summary, she believes the implications for policy and practice of incorporating CPTED into police and local government planning practice are that:

- Crime Prevention through Environmental Design (CPTED) can reduce levels of crime and disorder.
- Embedding CPTED into local planning policy can ensure that it is incorporated at the design stage.
- If embedded early, CPTED can be incorporated discreetly without detracting from the aesthetics of the development and the need for extensive and overt target hardening measures, consequently improving the overall sustainability of the development.
- Local Planning Authorities can execute their duty under Section 17 of the Crime and Disorder Act 1998 by stipulating the involvement of ALOs and CPDAs within their local planning policy.
- Adopting and formalising a process to embed CPTED into local planning policy requires a more consistent approach from police forces and may require additional staffing resources.
- The cost of additional staffing resources can be subsidised by making the consultations between the client and the police a chargeable service. Consequently reducing the financial cost to the police service (Monchuk 2011, p.38).

266 The fee charged is based on the number of sites/dwellings in the proposed development.

267 Quoted in Wootton et al 2009, p.28.

Another problem for ALOs outside Manchester is that police are not a statutory consultee, that is, there is no obligation that police must be part of the local planning process.

268 See Appendix 16 for a fuller account of the Crime Impact Statement.

Initiatives such as Secured by Design and Design for Security do not guarantee that a particular area will be 'crime-proof'. They do, however, indicate that the site has been subject to a design process and improved level of security which, in the experience of the police service and other agencies, has been shown to significantly reduce the risks of crime and the fear of crime.²⁶⁹

The work of other professional organisations

Design Against Crime Research Centre

One of the foremost research bodies examining CPTED and its relationship to the built environment and planning process is the *Design Against Crime Research Centre* (DACRC) based at the Central Saint Martins College of Art and Design, University of the Arts, London.

The aims of the DACRC are to:

- Demonstrate why 'Secure design doesn't have to look criminal' via practice-led design and social innovation benchmarks aimed at public space and the public realm.
- Reduce the incidence and adverse consequences of crime, through design of products, services, communications and environments that are 'fit for purpose' and contextually appropriate.
- Equip design practitioners with the cognitive and practical tools and resources to design out crime.
- Address 'environmental complicity' with crime in the built environment and to reduce crime but also to increase wellbeing of individuals and build sustainable communities.
- Prove and promote the social and commercial benefits of designing out crime to manufacturing and service industries, as well as to those concerned with the 'social economy'.
- Transfer successful practice — e.g. models of the DACRC process that have strong evidence base of success, to other social issues to be addressed by design (such as health, ageing, climate change and finance).²⁷⁰

The London based Research Centre is one of many such centres that have been established over the past two decades. The DACRC has been instrumental in guiding the establishment of a similar research centre in Australia at the University of Technology Sydney (UTS)²⁷¹ and is also a leading member of the International CPTED Association (ICA).

Many of the foremost CPTED academics and practitioner are based at DACRC (London). The Committee met with a number of these leading academics and practitioners who spoke to the projects the Centre was currently involved in.²⁷² These ranged from the placement of safer ATMs in central London, to plotting 'safe routes' for travelling around a residential area of Seoul, South Korea, to the use of sound installations for the playing of 'chill out' music when the pubs and nightclubs close up in the entertainment area of Brighton, England. Each of these and many other projects are 'thinking out of the square' projects that use CPTED in innovative ways.²⁷³

Designing Out Crime Association

The Designing Out Crime Association (DOCA) was formed in 1999. The aim of DOCA is to provide a professional network and forum for CPTED professionals and practitioners

²⁶⁹ See Monchuk 2011; Pease and Gill 2011.

²⁷⁰ See <http://www.designagainstcrime.com/>

²⁷¹ Indeed in 2009 the UTS *Designing Out Crime Research Centre* invited research staff from DACRC (UK) to Australia to contribute to its design teaching and briefs.

See discussion in Chapter 7.

²⁷² Design Against Crime Research Centre staff from London were in Sydney at the time attending the Design and Crime International Conference hosted by the Designing out Crime Research Centre, UTS.

²⁷³ For an in-depth discussion of these projects, see Mr Adam Thorpe, Designer and Creative Director, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, Public Hearing, Sydney, 10 December 2012.

See also the DACRC website at <http://www.designagainstcrime.com/>

to promote safer communities and reduce antisocial behaviour by improving the quality of life through the concept, application and practice of designing out crime. Membership includes police officers, architects, crime researchers, university lecturers, town planners, community safety officers, landscape architects, and crime risk and research consultants.²⁷⁴

DOCA holds a number of seminars and workshops throughout the year on topics pertaining to CPTED and designing out crime. It also hosts an online forum for its members where CPTED topics can be discussed or advice sought with regard to individual CPTED or designing out crime case studies or projects.

The Netherlands

The Netherlands has been at the forefront in the development and implementation of CPTED initiatives for continental Europe. Some organisations and people taking a lead in promoting CPTED and the use of safer design to address crime are discussed below.

'Police Label Secure Housing'²⁷⁵

Similar to the British CPTED program 'Secured by Design', the Dutch project 'Police Label Secure Housing' was introduced on a nationwide basis in 1996.²⁷⁶ It was a joint collaboration between the Steering Committee for Public Housing, the Ministries of Justice and Internal Affairs, and private consultants Van Dijk, Van Soomeren and Partners. This national initiative drew from a pilot project devised by police officers from the 'Hollands-Midden' region (centred on the areas of Rotterdam, Leiden and The Hague).

The primary objective of the initiative is to reduce crime (mainly burglary, car-related crime, theft, vandalism, and nuisance), as well as fear of crime, through environmental design, architectural measures and target hardening. The process involves structured negotiations between police officers, planners and architects aimed at combining their joint knowledge 'from both expert worlds' in assessing housing developments in terms of preventing crime and reducing fear of crime. The Label is awarded by the police to new dwellings/housing estates that have good crime-prevention and fear-reducing features. This police certificate gives recipients a marketing advantage in selling or renting these houses.

The project is guided by a series of design guidelines included in the *Police Label Secure Housing Manual*. The guidelines are taken from architectural and design theory in addition to the literature on crime prevention and community safety. Although the design guidelines have been regularly updated to allow for greater flexibility they have always been written in a form that could be equally understood by the town planner, the architect and the police officer (Jongejan & Woldendorp 2013). The main components that need to be taken into account from the Manual are:

- ◆ *District Planning* (density, height, scale, access to district by car and bicycle)
- ◆ *Building lay out* (detached, semi-detached, apartments, enclosed squares, inner grounds, public space)
- ◆ *Specific functions within the residential environment* (open air parking, private garages, play facilities, tunnels, subway and bus stops)
- ◆ *Residents' participation and responsibility* (neighbourhood management, home watch, maintenance, supervision)
- ◆ *Building design* (target hardening, access and egress etc) (adapted from Van Soomeren & Woldendorp 1997, p.13).

274 See <http://www.doca.org.uk/>

275 The 'Police Label Secure Housing' program has also gone by the name 'Police Label Safe Housing'.

276 Secure housing is particularly important given that over 40 per cent of Dutch housing stock is public housing. See Van Soomeren and Woldendorp 1997.

When housing project developers or housing associations apply for a Police Label Secure Housing, their building project and its environment must meet certain requirements, for example standards with regards to doors, windows and frames, hinges and locks, housing variety and height (Sutton, Cherney & White 2008).

The Label can be used only after the police have granted permission. Trained Police Building Advisors (the equivalent of British Architectural Police Liaison Officers) will audit development applications to check compliance with the requirements in the Manual.

Project outcomes

The project has been favourably evaluated (Sutton, Cherney & White 2008; Colquhoun 2004; Armitage 2000; Nauta 2004; Jongejan & Woldendorp 2013). The Label and the Manual are apparently working well as a means of communication between police and housing/environmental experts. Research undertaken has shown that as high as 90 per cent of Dutch people surveyed agreed with the 'proposition that the Police Label increases the feeling of safety and 70 per cent want to have the Label on their next house' (Colquhoun 2004, p.217). Moreover, since labelling began in 1997, the national burglary rate has dropped from 120,000 to 86,000 offences in 2000:

Police labelling is clearly successful in The Netherlands. It is helped by the higher percentage of people than in Britain living in rental accommodation which makes it far easier to implement. [Whilst] there is a cost involved this [is] quickly recouped in savings from crime prevention (Colquhoun 2004, p.217).

Independent research also indicated that the risk of dwellings being burgled has also dropped significantly; by 90 per cent in new developments and 80 per cent in existing housing estates (Nauta 2004 cited in Jongejan & Woldendorp 2013, p.31). The most recent evaluation of the project in 2010, unlike previous evaluations, sought qualitative rather than quantitative data. The survey entitled 'A Safe Neighbourhood, A Safe Feeling?' was used to elicit the perceptions of residents living in Police Label Secure dwellings. (Lopez et al 2010). The results indicated Police Label Secure Housing had a very positive effect on residents' feeling of personal safety, safety within their homes and safety within their immediate neighbourhood, with a majority (83 per cent) of residents who completed the survey feeling 'very safe'. (Lopez et al 2010 cited in Jongejan & Woldendorp 2013, p.35).

The Label has also apparently been so successful and well received that many local (town) planning authorities in the Netherlands have adopted the Police Label Secure Housing into their planning policy guidelines (Jongejan & Woldendorp 2013).²⁷⁷

Despite these accolades, Van Soomeren and Woldendorp (1997) caution that the project should be seen as an evolving *process* and not a finished *project* and requires continual improvement through ongoing research, analysis and evaluation.

De Paerel, Hoorn

De Paerel in Hoorn is a new development illustrating that Dutch Police Labelling not only improves the safety of the area but can also result in aesthetically pleasing quality neighbourhoods.

Hoorn is situated 30 kilometres north of Amsterdam and is a port on the IJsselmeer (Lake). The site on which the development was built is close to the town centre and overlooks the IJsselmeer on one side and a marina on the other. The development comprises a mixture of 67 terraced houses, 67 apartments and 13 penthouse flats. The apartments are in four-storey blocks over-looking the lake, whilst the houses are in three-storey form built above basement parking and storage. The houses are arranged in terraces enclosing small greens

²⁷⁷ Although they do not have the legal means to force developers to adhere to the guidelines (see Vollaard and van Ours 2011).

at the rear, with pedestrian street access on the front side. The design reflects the scale and street character of the surroundings and the building image is bright and colourful. The basement parking was originally to be open but was enclosed for reasons of security. Access is now via electronically controlled doors (Colquhoun 2004).

A police liaison officer worked with the estate developers in recommending safer design features according to the specifications in the Police Label Secure Housing standards. One example is the use of balconies for each house. Balconies provide good surveillance of the street below. They are large enough to accommodate four people sitting and eating together and are designed to be sheltered from the winds. Doors and windows are also carefully designed to provide good surveillance. Corner windows, in particular, offer wide views. De Paerel is seen as a foremost example of how safe design can also be innovative and attractive design.

Designing out crime stipulations under the Dutch Building Code

Another national initiative that reflects the influence of CPTED and draws from positive evaluations of the Police Label Secure Housing and its associated guidelines was the changes made to the Dutch Building Code in 1999. From that date, home builders could only obtain a building permit if they met the legal requirements for built-in security. In particular, all new homes built after 1999 are obliged to use certified burglary-proof locks and window and door frames. It should be noted however that these mandatory requirements are not nearly as extensive nor comprehensive as the design requirements of the voluntary Secure Housing scheme discussed in the previous section (Vollaard & van Ours 2011).

The Code prescribes which parts of the home need to be fitted with secured doors and windows, excluding those that cannot easily be reached by burglars. Evaluative research undertaken by Vollaard and van Ours found:

[t]he change in the Building Code to have reduced the burglary risk in newly built homes by 26%... compared with homes built in the years prior to the regulatory change. We find however no evidence for displacement of burglary to older homes or to other property crimes including theft from car and bicycle theft (2011, p.486).

European Designing Out Crime Association

The European Designing Out Crime Association (E-DOCA) is based in Amsterdam. It conducts research, develops CPTED instruments and provides training and education on crime prevention through environmental design and designing out crime. Like its counterpart in the UK,²⁷⁸ it is primarily an online resource providing members with a forum in which to post research material, provide reading lists, advertise CPTED conferences and workshops, seek advice on CPTED projects or present examples of their own CPTED or designing out crime projects.²⁷⁹

DSP — Van Dijk, Van Soomeren en Partners

Based in Amsterdam this CPTED and crime prevention consultancy is run by two of the foremost leaders in CPTED not only in Europe but internationally. Paul Van Soomeren and Bram van Dijk have had a long history as both academics and practitioners in the area of CPTED and other aspects of environmental crime prevention. Their 50 staff work with government, private institutions, schools, hospitals, universities and commercial organisations specialising in urban design solutions to prevent and reduce crime and create sustainable communities. Paul Van Soomeren is also a Director of the International CPTED Association and Chairman of the European Standards on CPTED Working Group

²⁷⁸ See above.

²⁷⁹ See <http://www.veilig-ontwerp-beheer.nl/netwerk/e-doca>

which is seeking to introduce some common standards for voluntarily introducing CPTED across all countries of the European Union.²⁸⁰

Conclusion

An increasing interest in Crime Prevention through Environmental Design and Designing out Crime strategies has seen the formation of a variety of international and cross-national organisations that promote the use of such strategies and assist countries and regions to develop and implement their own models. This chapter has looked at a variety of CPTED models and practices developed and used in countries in Europe, some of which may also be suitable for Victorian needs and conditions. Further international examples of incorporating CPTED principles in design and planning are discussed in the next chapter.

280 See discussion earlier in this chapter.

6. Safer Design and Crime Prevention through Environmental Design: Our Pacific Neighbours

Introduction

In continuing the discussion on international examples of Crime Prevention through Environmental Design (CPTED), the countries focused upon in this chapter are the United States of America and New Zealand. While there are other countries that could also have been examined in discussing this concept and its various manifestations, such as Japan, Korea and Chile in which CPTED is increasingly being used in public planning, such a detailed exposition of CPTED at a global level is beyond the scope of this Report.

The United States of America

There is a strong tradition of CPTED being utilised in the United States. Not only have the main theorists originally responsible for developing the concept been American (Jane Jacobs, Oscar Newman, C Ray Jeffrey), but also some of the leading contemporary theorists, academics and practitioners working in the field are from the United States (or Canada), including Diane Zahm, Marcus Felson, Tim Crowe and Greg Saville. Their theoretical and hands-on work has been highly influential in guiding planning and development in big cities and small local communities in the United States.²⁸¹

CPTED at a national level

There are no national frameworks in the United States that govern the implementation of CPTED or provide guidelines or standards against which developments can be measured. This reflects both the basic governmental structure of the United States (the federal government having little influence over planning systems) and an ideological dislike of statism or governmental direction (Armitage 2013b; Schneider & Kitchen 2013). There has also been an increasing resistance to regulatory reform from the development, property and construction sectors. According to such a view, government intervention in crime prevention adds:

[u]ndue burdens to an industry often described as already over-regulated. Moreover in the present economic climate in the US, new regulation is characterised as a 'job killer'...Hence new CPTED and opportunity based crime prevention planning [initiatives] continue to have an uphill battle in the United States (Schneider & Kitchen 2013, p.19).

Conversely, and particularly since the terrorist attacks of September 2001, there has been a huge growth in private crime prevention and security consultants, particularly in the area of CPTED training.²⁸² There has also been a concomitant growth in the corporate sector in the use of new technologies in crime prevention, especially pertaining to anti-terrorist strategies (Schneider & Kitchen 2013).

281 Many of these experts are actively involved in CPTED associations throughout North America.

282 See discussion below.

Nonetheless, there *is* some indirect influence from the federal government on CPTED development through its funding of some state based crime prevention programs. The National Institute of Crime Prevention (NICP) and National Crime Prevention Council (NCPC) in Washington DC also have a role in encouraging the use of CPTED in municipalities throughout the United States, as does the United States Designing Out Crime Association.²⁸³ Other than that, the use of mandatory and non-mandatory frameworks and guidelines governing the application of CPTED measures in the United States is either a state or municipal government responsibility.²⁸⁴

However, the federal administration, at least until recently, does have an impact on the development and implementation of CPTED projects through the funding and administration of Weed and Seed Programs.

Weed and Seed Programs²⁸⁵

The Weed and Seed Program (WSP) is a federally administered program operating since 1991 that targets ‘communities in decline’ which also have high crime rates (White 2006). The WSP is not *solely* devoted to CPTED applications, although these are a prominent part of its activities. CPTED is one aspect of a raft of approaches used to address urban decay and promote urban renewal in American communities.

WSP is the largest program in the United States dedicated to neighbourhood redevelopment and urban renewal with a focus on reducing crime, including through CPTED methods. The program consists of three principal strategies:

First, at the beginning of the program, law enforcement is used to eliminate persons and factors that produce the crimes in the community (‘weeding’). Second, the city seeks to install community based programs that serve to alleviate social problems and restore the physical condition of the neighbourhood (‘seeding’). This may take the form of encouraging residents to be more vigilant, or providing affordable loans for the repair of deteriorating property. The third strategy of WSP is the ongoing extensive use of proactive or community policing to target specific problem areas and to establish good relations with the residents of the neighbourhoods (White 2006, p.166).

Pittsburgh was one of the first cities to be a beneficiary of the WSP. One of its neighbourhoods known as ‘The Hill’ had some of the worst crime areas in the city. It was very well known for its drug dealing in heroin and crack cocaine. Criminologist Garland White has examined the advent of the Weed and Seed programs and particularly the early projects on The Hill:

The first two years of participation in the Weed and Seed program were devoted mostly to law enforcement (‘weeding’). As a participant in the program, the residents of the Hill District received several new services such as:

- Conflict resolution, mediation training and legal services
- Summer youth jobs and community service corps projects
- Community organisation self-help initiatives
- Environmental clean-up projects.

The community was also encouraged to invest in social and physical capital by developing neighbourhood alliances to address problems such as drug dealing, nuisance properties, bad businesses, vacant jobs, abandoned property and automobiles, prostitution, graffiti and troublesome youths (White 2006, p.165).

283 Individual states also have their own Designing out Crime Associations (DOCAs) with some such as the Florida DOCA being more active than others, see discussion below.

284 See discussion below.

285 The Weed and Seed program has largely been defunded and disbanded. It is nonetheless a useful model to exemplify how environmental approaches to crime prevention work well together.

A number of evaluations of The Hill project indicated a dramatic reduction of almost 50 per cent in the crime rate.²⁸⁶

As the quote above indicates, the underlying ethos of the Program is that CPTED must form one part of an overall approach to crime prevention that includes social/developmental and law enforcement interventions.²⁸⁷ The way in which WSP has specifically used CPTED approaches as part of its suite of strategies for urban renewal can be seen in the following NCPC Weed and Seed capacity building project.

National Crime Prevention Council — Extending CPTED through the Weed and Seed Program

Between 2007 and 2009 the United States NCPC identified 10 disadvantaged communities across America with serious crime issues. The aim was to develop a strategy to inform and train community stakeholders on CPTED principles as a way to tackle the communities' issues. Such a strategy would hopefully restore the perception of safety and improve the quality of life for people living in the selected cities and towns. Ten communities were chosen that had significant 'crime and quality of life issues', identified by the NCPC's Community Capacity Development Office.²⁸⁸ The 10 communities, each of which received technical assistance and training, were:

- ◆ Dallas, Texas
- ◆ Manchester, New Hampshire
- ◆ Montgomery, Alabama
- ◆ North Charleston, South Carolina
- ◆ North Omaha, Nebraska
- ◆ Omaha, Nebraska
- ◆ Rome, New York
- ◆ Schenectady, New York
- ◆ Troy, New York
- ◆ Washington, DC.²⁸⁹

Training the stakeholders in key CPTED principles and their application to everyday situations was the focus of the strategy:

NCPC drew upon the four CPTED principles — natural access control, natural surveillance, territorial reinforcement and maintenance — to lead the communities to solutions. NCPC engaged all strata of the communities including the varying dynamics of government agencies, local businesses, family, law enforcement, institutions, and individuals and was able to facilitate the changes that allowed the sites to invest in themselves to achieve their visions of being safer, healthier, more vibrant communities with improved qualities of life (National Crime Prevention Council (NCPC) 2009, p.1).

286 The overall success of WSP across the United States has also been impressive. See in particular the *National Evaluation of Weed and Seed* (Dunworth et al 1999a, 1999b). White sounds a note of caution, however, because each WSP site/community has unique strategies and goals within the larger umbrella of the Weed and Seed format. Nonetheless, 'The Weed and Seed projects illustrate how a broken windows strategy can be used in combination with other strategies to reduce crime rates and improve the quality of life in the targeted neighbourhoods' (White 2006, p.167).

287 The importance of such a mixed approach is discussed in Chapters 2 and 14.

288 The formation of this office reflected the important links between crime prevention and community capacity building as discussed in Chapter 10.

289 For summaries of the major projects in each of these cities, see the evaluation document, *Best Practices for Using CPTED in Weed and Seed Sites* (National Crime Prevention Council 2009).

NCPC began the process by obtaining residents' assessments of community issues, including pressing safety, crime and quality-of-life issues. They also sought the residents' solutions and included these in their overall assessment. A range of tools were used to gauge community response including questionnaires, surveys, and interviews by telephone and in person during site visits.

The NCPC and the Weed and Seed Steering Committee for each site then held training sessions for invited stakeholders and others that explained the four CPTED principles and began examining real world applications to their articulated problems. NCPC's trainers led the stakeholders and others through an action planning process that, again, organised the concerns and challenges identified by residents and specified steps the stakeholders could take to remedy specific issues. NCPC staff provided ongoing, follow-up technical assistance to the Steering Committees and their designated CPTED subcommittees.

Each community was unique, but all shared similarities as well. Abandoned houses, faulty traffic flow, difficulty securing total surveillance, overgrowth of foliage, vacant lots, absentee landlords, complex and difficult-to-enforce laws and regulations, and inadequate street lighting were among the common problems shared by the communities. Substantial criminal activity such as drug dealing, substance abuse, burglaries, violent assaults, and prostitution were the prevalent crimes that communities hoped to reduce significantly. As a result of the advice and assistance given through the WSP, most of the above communities engaged in a number of CPTED and urban renewal projects within their respective cities.²⁹⁰

National Institute of Crime Prevention CPTED Training and Accreditation

The NICP offers comprehensive training in CPTED for a wide range of professionals and related stakeholders who work in the built environment. These include police and law enforcement officers, municipal officers, planners, city council members, architects, urban designers, security consultants, educators or anyone involved in designing neighbourhoods, schools, downtown areas, buildings, or revitalisation efforts.²⁹¹

The NICP offers several courses in Basic CPTED, Advanced CPTED, CPTED in Schools, and CPTED in Hospitals. These are held throughout the year in many locations throughout the United States. An example of the curriculum for the Basic CPTED Training Course held over 40 hours includes:

- Introduction to CPTED
- CPTED Strategies and Concepts
- Human Behavior and CPTED
- Barriers — Real vs. Symbolic/Fencing, Landscaping, & Interior Walls
- Lighting For Safety
- Planning, Zoning, and CPTED
- Writing a CPTED Ordinance/Overlay Districts
- Neighborhood Review — Applying CPTED Strategies (practical exercise)
- CPTED Report Writing
- Understanding Site Plans
- Group Site Plan Reviews (practical exercise)
- Traffic Calming and CPTED

290 The National Weed and Seed program has recently been a victim of funding cuts to crime prevention programs. Its programs, including those pertaining to training have also been attenuated as a result of the closure of the Community Capacity Development Office of the Department of Justice in which it was housed. See Schneider and Kitchen 2013.

291 National Institute of Crime Prevention — *CPTED Training*. Accessed 13 March 2013 at: <http://www.cptedtraining.net/>

- CPTED Around the Globe
- CPTED Field Assessments (field exercise)
- CPTED Field Assessment Group Presentations (practical exercise)
- A Graded Exam.²⁹²

From 2013 the NICP will offer formal accreditation for CPTED practitioners who have achieved a specified level of professional competence. Accreditation is available to those who successfully complete 64 hours of CPTED courses offered through the NICP. The accreditation is designed for a variety of professionals and provides the skills necessary to deliver comprehensive CPTED programs and assessments to local governments and the private sector. To maintain accreditation a NICP CPTED professional must successfully complete a 16-hour CPTED Update course in specialised topics every four years.

Designing Out Crime Associations

The United States has one national and two state Designing Out Crime Associations that are affiliated with similar centres internationally. The Associations are primarily networks which can disseminate information and promote CPTED training for its members across the country.

The United States Designing Out Crime Association

The United States Designing Out Crime Association (US-DOCA) is a private not-for-profit organisation, although affiliated with the National Institute on Crime Prevention, whose goal is to promote the implementation of CPTED strategies throughout the United States. The organisation aims to do this through:

- ◆ Supporting associations that promote Design Out Crime strategies.
- ◆ Providing a forum for public and private professionals from a variety of disciplines for the exchange of CPTED principles, ideas, and best practices.
- ◆ Supporting opportunities for technical workshops on CPTED and related topics through the United States.
- ◆ Providing a membership network.
- ◆ Providing information on training and conferences.

Its national Advisory Board consists largely of police personnel, although municipal officers and academics are also represented. US-DOCA also supports and networks with the two state Designing Out Crime Associations in the USA, namely those based in Florida and California.

Florida Design Out Crime Association

One of the leading exponents of CPTED in the United States is the Florida Design Out Crime Association (FLDOCA). Formed by international CPTED academic and practitioner Dr Dianne Zahm and a group of practitioners from a variety of professions, the FLDOCA promotes the implementation of CPTED concepts and principles so as to reduce crime and the perception of crime. FLDOCA has been at the forefront of many of the CPTED initiatives being developed not only in Florida but throughout the United States. It has strong links with other Design Out Crime Associations worldwide such as those in London and Sydney.

California Design Out Crime Association

The California Design Out Crime Association, Cal-DOCA, formerly known as the Law Enforcement Environmental Planning Association of California, aims to improve the safety and quality of life through the use of CPTED in local building, planning, and

292 See National Institute of Crime Prevention — CPTED Training. Accessed 13 March 2013 at: <http://www.cptedtraining.net/>

zoning processes in California communities. Unlike its Florida equivalent, Cal-DOCA was founded primarily by police and practitioners rather than academics.

Cal-DOCA evolved from a 1989 meeting of police department Crime Prevention Officers (CPOs) who gathered to examine this problem and share ideas about a solution. Cal-DOCA has now extended its membership to planning and urban design professionals, educators and local government personnel.

One of the key issues of concern for Cal-DOCA from the outset was a notable rise in robberies at convenience stores and mini-marts. Cal-DOCA developed a set of standards for these businesses covering such issues as minimum lighting, positioning of check-out stands, and security of alcohol. Many member agencies of Cal-DOCA, particularly municipal governments, are now using these standards as conditions for approval for new convenience stores and mini-marts within their jurisdictions.

Cal-DOCA has also developed a non-binding standards manual to address crime risks in land use and planning. The manual directly addresses urban security problems through the use of CPTED principles. Developers, design professionals, and the public are encouraged to use the manual to reduce criminal opportunity at the initial planning stages of a development.²⁹³

State and municipal regulatory approaches to CPTED

Whilst there is no national regulatory framework or guidelines used for the application of CPTED principles to planning or design projects, some states have initiated their own frameworks governing the use of CPTED. In some states, such as Florida and Virginia, this has been done through legislation, but overall only a small number of municipalities have followed such a mandated approach. Some of the most noteworthy examples of localities that have used a regulatory approach are in Florida.

A state-wide approach — The State of Florida's Convenience Store Security Act

One of the few state-wide CPTED initiatives in the country is Florida's *Convenience Store Security Act* of 1992. This Act and its associated guidelines stipulate compulsory security measures for convenience stores to be applied to reduce robberies.

The Florida Act is viewed as both comprehensive and unique in that it combines both prescriptive design guidelines *and* management procedures to combat what was seen as a growing and increasingly violent problem.

Design measures

Measures aimed at improving the design of convenience stores include bullet-resistant safety enclosures, silent alarms, security cameras, drop safes and cash management devices, meeting minimum specific lighting standards, height markers, signage of limited cash availability, having a security guard on premise or only conducting business through a pass-through window between 11 p.m. and 5 a.m. Convenience store camera systems also have to be capable of recording and retrieving an image to assist in offender identification and apprehension whilst lighting levels in store parking lots must be at least 2 foot candles per square foot at 18 inches above the ground. Window signage must not block the inside of the store in order to provide an unobstructed view (Atlas & Saville 2008).

Management measures

There are a variety of management measures pertaining to staffing and training. With regard to staffing, stores must have two or more employees on the premise between 11 p.m. and 5 a.m. Importantly, store managers and their employees need to be trained in the provisions of the Act and how it is applied to keep stores secure. The national Bureau of Criminal Justice Programs

293 See California Design Out Crime Association. Accessed 13 March 2013 at: <http://www.caldoca.org/default.htm>

also provides training to state law enforcement officials and certifies officers in the area of Convenience Business Security. This training allows students to conduct security audits of convenience stores in response to the Act. Training is provided on how to conduct convenience store inspections, knowledge as to security standards, and devices required by law.²⁹⁴

The lawmakers responsible for the passage of the Act argued that merely prescribing design guidelines without providing a system to manage and monitor their implementation would be insufficient and ineffective. Today the combination of the guidelines and management procedures to apply them is viewed as best practice in Florida (Atlas & Saville 2008).

Local government initiatives

Sarasota, Florida

In Sarasota, Florida, a CPTED resolution was adopted in 1992 that addresses issues of minimum lighting recommendations, maintenance and upkeep of properties, maximum density requirements, signage requirements, parking security considerations, landscaping buffering and CPTED audits and assessments. Whilst the recommendations:

[w]ere not mandatory, it was felt that the liability of having official police and planner CPTED experts review the architectural drawings pressured the developers to make changes where possible, and would absolutely consider those issues on the next project. The gentle coercion was an alternate way of making changes rather than through a mandate of ordinance or code (Atlas & Saville 2008, p.524).

Broward County, Florida

Broward County, Florida, passed a CPTED resolution in 1996 that requires a CPTED assessment and audit for local developments by two trained CPTED practitioners, including one from the municipal Strategic Planning Department and a CPTED trained law enforcement officer. Their resolution also recommended that private businesses that sought development commissions from the County should have a trained person on their staff to include CPTED as part of the design process. Such a business would consequently be looked upon favourably in the tendering process (Atlas & Saville 2008).²⁹⁵

Voluntary and 'backdoor' approaches to including CPTED

Notwithstanding these examples, a recent review of CPTED in the United States has commented on how difficult it is to mandate or regulate CPTED principles into local legislation:

By local and state governments adopting CPTED and security features into codes, ordinances, bylaws, and resolutions, it can demonstrate that public health and safety will be addressed in future planning and construction. Formal CPTED regulations have proven difficult to implement without political will. In the years to come, that may change. Now that the social and political world is responding to fear of crime and infrastructure vulnerabilities to terrorism, there may be renewed effort to consider the safety and crime implications of urban design and community building (Atlas & Saville 2008, p.525).

Randall Atlas argues that the use and adoption of voluntary design guidelines has had far more success in American jurisdictions. So too the use of Building Code requirements have had a residual and indirect albeit important security impact. The Florida Building Code is one such example;

The Florida Building Code adopted new stringent requirements for hurricane resistance that included new hurricane rated glazing for windows. The laminated glazing will deflect debris and winds of 120 miles per hour, but also deter breakage from burglars...After Hurricane Katrina in 2005, many

294 Florida's *Convenience Store Security Act* of 1992. Accessed at: <http://www.fcpti.com/fcpti.nsf/pages/CBSA>

295 Other municipalities that have CPTED ordinances or resolutions include Tampa, Orlando, and St. Petersburg, Florida; Durham, North Carolina; Tucson, Arizona; Dallas, Texas; Irvine, California; Ann Arbor, Michigan; and several cities in Virginia (See Atlas & Saville 2008, p.524).

additional states are looking to adopt more stringent flood and wind protection requirements, which will positively affect crime and terror resistance (Atlas & Saville 2008, p.525).

An additional 'backdoor' way of including CPTED requirements (such as stronger windows or doors in local developments) is through making their inclusion mandatory as a condition of receiving insurance cover. The provision of stronger windows and similar requirements has been particularly noticeable in states and localities affected by natural disasters such as hurricanes (Atlas & Saville 2008, p.525).

New Zealand

In many respects New Zealand can be regarded as an international leader in the development of CPTED initiatives. This has been most apparent at a policy level with a range of CPTED related program documents having been developed over the past 10 years. In particular, the New Zealand Government has produced a comprehensive set of *National Guidelines for Crime Prevention through Environmental Design* based on CPTED principles and concepts.

The National Guidelines for Crime Prevention through Environmental Design

The National Guidelines (the Guidelines) were developed in 2005 under the National Taskforce for Community Violence Reduction led by Local Government New Zealand.

The National Guidelines aim to:

- Encourage local authorities to adopt, develop and implement their own crime reduction guidelines by providing them with a framework from which to start
- Raise public awareness of crime prevention and safety and its link to the built environment
- Promote the value of crime prevention design as a key component of good urban design, and
- Achieve more attractive and vibrant public physical environments, which enhance public safety and reduce opportunities for criminal offending.²⁹⁶

Seven Qualities of Safer Places

One of the key features of the Guidelines document is a list of Seven Qualities of Safer Places, which incorporate the CPTED principles against which many local audits, assessments and development projects are measured. The Seven Qualities are:

- *Access*: Safe movement and connections
- *Surveillance and sightlines*: See and be seen
- *Layout*: Clear and logical orientation
- *Activity mix*: Eyes on the street
- *Sense of ownership*: Showing a space is cared for
- *Quality environments*: Well-designed, managed and maintained environments
- *Physical protection*: Using active security measures.²⁹⁷

The Guidelines and local government

Under the New Zealand *Local Government Act 2002* local authorities (councils and shires) are responsible for promoting the social, economic, cultural and environmental wellbeing

296 See <http://www.justice.govt.nz/publications/global-publications/n/national-guidelines-for-crime-prevention-through-environmental-design-in-new-zealand-part-1-seven-qualities-of-safer-places-part-2-implementation-guide-november-2005>.

297 See <http://www.justice.govt.nz/publications/global-publications/n/national-guidelines-for-crime-prevention-through-environmental-design-in-new-zealand-part-1-seven-qualities-of-safer-places-part-2-implementation-guide-november-2005>

For a full account of these 'qualities', see Ministry of Justice New Zealand 2005a and Appendix 7.

of their communities. This includes reducing crime. The National Guidelines are utilised to help local authorities to fulfil their statutory responsibilities.

The Guidelines are also accompanied by an *Implementation Guide* which encourages local authorities to formally adopt crime prevention and CPTED as strategic council policy. The *Guide* notes that successful implementation of the Guidelines depends not only on high level acceptance of the importance of crime prevention and CPTED by local governments but also the clear communication of this to the community and council staff (Ministry of Justice New Zealand 2005b). To 'persuade' local governments of the need to employ CPTED principles, the *Guide* specifies the benefits of adopting the Guidelines as a formal Council policy. Adopting the Guidelines at local level has the following benefits:

- [It] signals that the local authority is committed to reducing the incidence and fear of crime and enhancing quality of life.
- [It] signals that the local authority 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 authority can enhance the safety and quality of public space and facilities.
- [It provides] an opportunity for a local authority to lead by example.
- [It] signals that the local authority will use voluntary mechanisms to encourage private development to incorporate CPTED. This is the most efficient and effective way that a local authority can enhance the safety and quality of private development.
- [It] signals that the local authority will use regulatory mechanisms if there is reluctance by developers to sufficiently change their proposals to allow for CPTED.
- [It] helps to ensure compliance with the *Resource Management Act 1991*, *Local Government Act 2002* and non-statutory protocols (such as the Urban Design Protocol) and policies.

In addition, [adoption] is likely to lead to:

- Greater use of community facilities (such as parks, promenades and street malls) and a corresponding increase in people's safety and wellbeing
- Increased business as commercial areas become safer and more attractive to people (Ministry of Justice New Zealand 2005b, p.8).

The Ministry's *Implementation Guide* also suggests that following the adoption of a formal CPTED policy, a local authority should prepare an Action Plan that identifies how the authority plans to reduce crime including through the use of CPTED measures. It also suggests that such a plan should be well resourced to achieve its objectives and be coordinated by a dedicated Crime Prevention, Community Safety or CPTED Team Leader.²⁹⁸ A successful Action Plan should:

[i]nclude initiatives within the following broad areas:

- Achieve community involvement and stakeholder partnerships.
- Understand the local context and identifying priority hot-spots.
- Apply CPTED to local authority projects and public places.
- Apply CPTED to private sector projects (Ministry of Justice New Zealand 2005b, p.9).

Promoting and implementing the Guidelines

The *Implementation Guide* which accompanies New Zealand's National CPTED Guidelines suggests if CPTED is to be implemented at local level it is important for local government to show leadership, develop partnerships, engage with the community, understand the

298 Many New Zealand local authorities have subsequently appointed such Team leaders. The Committee, for example, met with Sue Ramsay the CPTED Team Leader for the Christchurch City Council.

local context and encourage the private sector to adopt the Guidelines. These aspects will be discussed in turn.

Partnerships and leadership

The role of local authorities in implementing the Guidelines is largely one of facilitating CPTED interventions and community partnerships:

There are several benefits to a local authority acting as facilitator and promoting community involvement. The local authority may:

- Provide leadership and direction to the community
- Help the community and stakeholders to identify the types and locations of crime and where people do not feel safe
- Help the community and stakeholders to identify possible solutions
- Find the information and opinions gathered are useful when setting priorities and making decisions (Ministry of Justice New Zealand 2005b, p.10).²⁹⁹

The local police, business groups and community leaders can play a significant role in forging these partnerships in tandem with local authorities:

While the communities, agencies, interested groups and individuals who can help a local authority will vary depending on local circumstances, the involvement of police and affected local residents and businesses within a crime problem area is likely to be crucial to successful crime prevention or reduction initiatives (Ministry of Justice New Zealand 2005b, p.10).

Key partners

Table 6.1 gives an outline of the types of partnerships that could be engaged with in terms of implementing CPTED interventions. Most of these examples would be applicable in the Australian context.

Table 6.1: Who should be involved in CPTED implementation?

Organisation — Local authorities Role — Local authorities are responsible for the design and use of public spaces. They have a key role to implement CPTED. In most cases it is anticipated that the local authority will initiate, lead and facilitate the partnership with the police and other groups. Other roles include: • identifying community outcomes • initiating major works in public areas • managing public places and assets • fulfilling responsibilities under the Local Government Act 2002 and Resource Management Act 1991.
Organisation — Police Role — Police play a key role by: • sharing their knowledge of criminal behaviour, types and location of crimes • providing intelligence on hot-spot areas (such as identifying trends in criminal activity) • helping with crime prevention techniques.
Organisation — Business and shopping centre owners and managers, especially local hospitality operators Role — Often crime hot-spots are in retail, business or entertainment areas. Businesses in these areas can play a role in helping to better understand why crime is occurring and how it could be prevented. Some solutions may need businesses to play a more active role in crime prevention, particularly if this involves improving the design of publicly accessible places on privately-owned land.

²⁹⁹ See Chapter 14 for further discussion on the importance of partnerships in implementing CPTED or design principles.

Organisation — Neighbourhood Support groups, residents' associations, community boards			
Role — These groups can help with: • better understanding what is happening in the local neighbourhood from the perspective of residents • identifying neighbourhood crime hot-spots and areas that trigger a fear of crime • identifying options for improvement • CPTED safety audits.			
Organisation — Urban designers, planners, architects and landscape architects in the private sector			
Role — Urban designers, planners, architects and landscape architects can contribute specialist knowledge to help achieve CPTED, both in new development and redevelopment projects.			
Organisation — Community agencies, groups or service providers			
Role — These agencies and groups can provide: • a perspective on crime from different sectors within the community including vulnerable people (such as victims of crime, people with disabilities, young people, children, older people, women, schools and preschools) • a perspective on the effectiveness of design options.			
Organisation — Other organisations that could have a useful role			
Role <table border="0"> <tr> <td> • Ministry of Justice Crime Prevention Unit • Housing New Zealand • Māori and Pacific Island community groups • community patrols and Mori wardens • local hospitality operators </td><td> • car park building owners • private developers • transport providers • schools </td></tr> </table>		• Ministry of Justice Crime Prevention Unit • Housing New Zealand • Māori and Pacific Island community groups • community patrols and Mori wardens • local hospitality operators	• car park building owners • private developers • transport providers • schools
• Ministry of Justice Crime Prevention Unit • Housing New Zealand • Māori and Pacific Island community groups • community patrols and Mori wardens • local hospitality operators	• car park building owners • private developers • transport providers • schools		

Source: Adapted from Ministry of Justice, *National Guidelines for CPTED in New Zealand*, New Zealand Government, 2005, pp.8-9.

Understanding the local context³⁰⁰

In understanding the local context the *Implementation Guide* places great importance on identifying clearly the relationship between crime, fear of crime and place:

Understanding the local context requires gathering and assessing relevant information and opinions on the type, incidence and risk of crime in public places. This information will also help to identify priorities for action.

Experience shows that a local authority that successfully involves the community will have a better understanding of the local context — by working together, the community and various stakeholders develop a good understanding of where and what type of crime occurs. In addition there are at least four main tools that help to gain an understanding of the local context: crime statistics, safety audits, site assessments and management audits (Ministry of Justice New Zealand 2005b, p.11).³⁰¹

After the Guidelines were produced the Ministry of Justice gave local authorities a substantial amount of money to engage specialist practitioners to train local council officers in CPTED and how the principles and guidelines could potentially be applied.³⁰²

300 For further discussion of the importance of context in CPTED planning see Ch 14.

301 Each of these tools (statistics, audits and site assessments) will be discussed in depth in Chapter 12 which examines some of the practical tools available in applying CPTED and safer design approaches to local crime prevention.

302 Lyndsey Jacobs, Senior Advisor, Community Relations and Operations, Ministry of Justice New Zealand, Meeting, Wellington, 30 October 2012.

New Zealand has a comprehensive regime for CPTED and design related training, including Inquiry by Design courses for local government officers and others working in the field.

Encouraging the private sector to adopt the Guidelines — Non statutory approaches

The Ministry of Justice encourages the private sector, including private developers to adopt the Guidelines. The *Implementation Guide* suggests local authorities can ensure private sector cooperation through either voluntary (non-statutory) initiatives or regulatory management:

It is recommended that local authorities first use voluntary initiatives to promote the application of CPTED to existing and proposed private development.

These initiatives could include:

- Promoting and distributing the National Guidelines and offering training opportunities to the private sector as well as to council staff
- Making owners in hot-spots more aware of the local crime issues and the benefits of incorporating CPTED and its importance to themselves and to the community
- Anticipating where significant private development is likely to occur and contacting the owner or developer to advocate the importance of CPTED
- Forming closer partnerships with the development community so that a local authority is more knowledgeable about impending private development and in a better position to take proactive action to encourage incorporating CPTED at the early stages of planning and development
- Making specialist officers available to give advice on CPTED.

Voluntary initiatives are attractive because they can be immediately implemented by a local authority and are not costly. They are particularly applicable when seeking safety improvements to existing development (such as when retrofitting existing public places) and permitted new development. They are also the only way to gain improvements to existing hot-spots in circumstances where the owners are not contemplating change or development (Ministry of Justice New Zealand 2005b, p.17).

It is thought that councils may prefer to take a non-statutory approach for a variety of reasons, including:

- Low awareness of the National Guidelines and their value
- A general preference for non-statutory initiatives, particularly initially
- Concern that if CPTED is proposed for private land it should also apply to public land (for example, council works on legal roads such as street improvement schemes)
- A need to work within existing budgets — a statutory approach could lead to increased costs due to compliance, staff training and the need to employ additional, specially skilled staff
- A preference to avoid increasing stress on local authority regulatory officers
- A desire to gain experience and test the value of CPTED locally without introducing statutory changes (Ministry of Justice New Zealand 2005b, p.17).

If the 'carrot' doesn't work — Statutory and semi-statutory approaches

If private developers are not willing to voluntarily incorporate CPTED into their initiatives there are a variety of regulatory ways in which this could be done; either through a limited statutory approach or a comprehensive statutory approach.³⁰³ Under comprehensive statutory approaches the Guidelines are mandated and must be complied with in developing urban projects or reviewing development applications. Some councils in New Zealand, however, now incorporate CPTED provisions into what have been termed limited or semi-statutory approaches. Under this approach, CPTED is incorporated into a District Plan but there are no mandatory rules or assessment criteria — only the objectives and policies have statutory effect.

303 These two approaches will be considered in further detail in Chapter 12 which considers whether CPTED or safer design guidelines should be part of a regulatory regime.

A local authority might wish to adopt a limited statutory approach as a first phase before considering whether to adopt a comprehensive statutory approach. The advantages of this approach could include slightly easier implementation...and a phased approach to developing the capability of a local authority to undertake site assessments.³⁰⁴

A good example of this approach is that taken by the Wellington City Council. Wellington City Council has taken a limited statutory approach to CPTED. In its District Plan it states that the method to 'improve the design of developments to reduce threats to personal safety and security' is through 'advocacy'. The CPTED Guidelines are incorporated within the District Plan but are marked *Non Statutory — For Guidance Only*.³⁰⁵

The council has found that:

- It is easier to introduce CPTED into the District Plan on a limited basis (i.e. without statutory rules)
- However having statutory CPTED objectives and policies in its District Plan has raised awareness of CPTED amongst staff, applicants and consultants
- While occasionally some applicants are unwilling to make design changes voluntarily, development in Wellington's commercial area and multi-unit development in residential areas are subject to statutory urban design guides, providing an alternative way to require design change for CPTED reasons.³⁰⁶

CPTED in action at local level

The New Zealand CPTED Guidelines are not merely a 'paper exercise' in crime prevention theory. More than in most jurisdictions the Guidelines, especially the 'Seven Qualities of Safer Places', are constantly being used in local assessments particularly by urban design and safety consultants in the private sector.³⁰⁷ Such assessments may be geographic in nature (for example a CPTED audit of Wellington) or undertaken according to a particular problem or issue (for example a CPTED audit of licensed premises, the night-time economy or graffiti).³⁰⁸ They may be a mixture of both approaches. With regard to geographic assessments they may vary significantly in terms of the location covered; from 'macro' audits of a whole town or suburb³⁰⁹ to a 'micro' assessment of a particular set of laneways or a street intersection³¹⁰ or an in-between location such as a suburban shopping centre.³¹¹ Finally, a CPTED Audit/Assessment may need to be carried out to address some particular,

304 Ministry of Justice New Zealand, *A Close look at CPTED and the District Plan*. Accessed 21 March 2013 at: <http://www.justice.govt.nz/publications/global-publications/n/national-guidelines-for-crime-prevention-through-environmental-design-in-new-zealand-part-2-implementation-guide/a-close-look-at-cpted-and-the-district-plan>

305 Ministry of Justice New Zealand, *A Close look at CPTED and the District Plan*. Accessed 21 March 2013 at: <http://www.justice.govt.nz/publications/global-publications/n/national-guidelines-for-crime-prevention-through-environmental-design-in-new-zealand-part-2-implementation-guide/a-close-look-at-cpted-and-the-district-plan>

306 Ministry of Justice New Zealand, *A Close look at CPTED and the District Plan*. Accessed 21 March 2013 at: <http://www.justice.govt.nz/publications/global-publications/n/national-guidelines-for-crime-prevention-through-environmental-design-in-new-zealand-part-2-implementation-guide/a-close-look-at-cpted-and-the-district-plan>

307 In particular, architect Dr Frank Stoks is an acknowledged pioneer and expert in the application of CPTED principles to local planning and has also provided consultancy advice on a number of CPTED projects throughout New Zealand. The firm Harrison Grierson Consultants are also expert in doing CPTED audits and consultancies and have been employed by many local government authorities throughout New Zealand. The Committee met with both Dr Stoks and Mr Chris Butler from Harrison Grierson during its trip to New Zealand in October 2012.

308 See for example, *Guidelines for Crime Prevention through Environmental Design for licensed premises*, June 2012. In this case these associated Guidelines are applicable to a particular subset of stakeholders for whom CPTED may have important uses such as security providers, liquor licensing accords, licensees, police and regulatory agencies. CPTED may be used in such cases to not only redesign the features of the built environment such as hotel and pub exteriors, drinking precincts with nearby streets and laneways, but also the inside features of a pub or hotel such as the design of the bar area, toilets or internal layout. Such considerations may equally apply to the design of liquor stores and off license premises (See New Zealand Police/ALCOHOL Advisory Council 2012).

309 See for example, Harrison Grierson 2010, *Whangarei Suburban CPTED — IPTED Safety Report*.

310 Harrison Grierson 2012. *Tory and Courtney CPTED Audit*; Wellington City Council 2012a, *CPTED Assessment and Improvement Plan — Laneways* (Wellington).

311 Maraenui Shopping Centre CPTED Assessment, June 2011.

special or unforeseen need. A variety of CPTED audits dealing with the crime prevention and safety consequences of the Christchurch earthquakes are examples of this kind.³¹²

Leading architect Dr Frank Stoks has commented on the seriousness with which CPTED reviews are taken by New Zealand local authorities since the publication of the Guidelines. He also told the Committee how important it was that many of the local government documents and frameworks specifically frame their policies as CPTED policies. He believed that by naming a policy or process CPTED you are thereby encouraging local government officers to come to terms with implementing CPTED processes.³¹³

The following brief discussion provides insight into how some cities and towns in New Zealand have commissioned specific CPTED audits in order to prepare redevelopment plans to renew or revitalise their urban centres.

City of Wellington

Wellington, capital of New Zealand and the vibrant cosmopolitan second largest city in the country, has long been associated with developing and maintaining a 'positive safety culture in all environments for all ages' (Wellington City Council 2012b, p.5). Wellington has the status of being a designated International Safe Community under the UN-HABITAT program. One key aspect of maintaining that status has been the use of CPTED and the undertaking of CPTED audits alongside other sustainable urban living initiatives. As such, the Wellington City Council has woven CPTED into an overall Urban Renewal Masterplan that was originally developed in 2004:

The plan was developed with the support of other government and non-government agencies and set out to address seven key issues through 31 initiatives.

The key issues were:

- Safety audits of key hotspots in the city using Crime Prevention Through Environmental Design (CPTED) principles
- Piloting the use of CCTV
- Additional safe youth venues
- Transport options for those who use the city late at night
- Reducing alcohol-related harm
- Implementation of City Safety Officers (Walkwise)
- Coordination around local and regional issues (Wellington City Council 2012b, p.10).

The Masterplan recognised that not one of the above elements, including the use of CPTED, could work on its own to address the problems of crime and antisocial behaviour in Wellington.

The breadth of the plan was demonstrated through the use of a case study highlighting the suburb of Newtown in the south of the city. Newtown had been characterised by an increase in disorder, antisocial behaviour and violence in and around its main street. The Wellington City Council implemented a wide range of crime prevention, design and community capacity building initiatives to address the problems the area was facing:

The Police Community Engagement Team carried out a community survey asking people to highlight any issues, and find out who could help to create a safe and secure community. They then developed a set of recommendations to implement changes to improve safety. At the same time, representatives from the

312 See for example, Christchurch City Council 2012a, *New Brighton Mall CPTED Improvement Report*; Christchurch City Council 2012b, *Central City Red Zone CPTED Improvement Report*.

313 Dr Frank Stoks, Director, Stoks Limited, Meeting, Wellington, 30 October 2012.

Newtown Business Group, the Newtown Residents Association, Newtown Community Centre, the Police and Wellington City Council met regularly to develop a coordinated response.

Rubbish collection, lighting and graffiti removal were all increased and Wellington City Council conducted a safety audit of various areas in Newtown. After consultation, a suggestion to form a local community patrol was taken to a series of public meetings. As a result, community patrols have now been formed in Newtown and in eastern and southern suburbs of the city. It was also agreed to provide a stronger police presence in the community.

The city's Liquor Control Bylaw was extended to cover Newtown, and there has been a significant reduction in public disorder offences in the community.

A Crime Prevention Through Environmental Design (CPTED) audit was carried out in the Newtown shopping area. As a result, a playground in the hub of the suburb was redesigned, significantly reducing a number of problems.

It was agreed to establish a small working group to monitor what was happening in Newtown. The group has looked at issues such as graffiti, vandalism and some traffic-related problems and identified ways to address them.

The community feels empowered and has demonstrated a desire to be a part of making Newtown a better place to live and work. With that commitment from the community, it is certain that this positive change will be sustainable (Wellington City Council 2012b, p.27).

The Wellington Laneways CPTED Improvement Plan and CPTED Audit

The Central Business District of Wellington is characterised by a number of laneways and small streets. Some of these are lively and vibrant shopping areas, but others can be viewed as crime generators or attractors. The laneways project was the first of a series of projects developed as part of Wellington's Central City Framework. The City Council's Safety Business Unit received funding from the Ministry of Justice to do CPTED training and assessments and it was thought the laneways offered an excellent CPTED case study:

The CPTED audit [was] undertaken prior to finalising plans and was a great opportunity to gather a multi-disciplinary team together to share information and knowledge from different perspectives, including police and traditional crime prevention, to urban design, parks and gardens, transport planning in terms of safe crossings and cleaning/maintenance issues. (Wellington City Council 2012a, p.5).³¹⁴

The assessment

The CPTED assessment consisted of site visits to the lanes and workshops with Council staff, police, business owners and residents to discuss known issues pertaining to crime and antisocial behaviour in the laneways:

This was to obtain a better understanding of the issues and to make sure any planning changes or upcoming projects are taken into account and considered before recommending solutions (Wellington City Council 2012a, p, 5).

The assessment criteria for the audit closely follow the 'Seven Qualities of Safe Places' in the National Guidelines and include a range of questions to be considered as part of the assessment (see Figure 6.1).

314 The assessment and audit was led by CPTED expert Dr Frank Stoks.

Figure 6.1: CPTED assessment criteria for Wellington Laneways Audit

<i>Formal and informal surveillance</i> • Where are you most likely to be seen? By who? • Where are views obscured? • Are there surveillance cameras? <i>Safe movement and connections</i> • Where are people moving from? • Where are they going? • Do they stop? Why? • How many people use the area? When? • Who are likely offenders and victims? <i>Clear and logical layout</i> • Can you see where you want to go? • Are there areas you want to avoid? Can you avoid them? • Does the space have a clear purpose? <i>Sense of ownership — personal space and territoriality</i> • Who are the legitimate owners of the space? How do you know? Can you tell? • Is the space used by people it is not intended for? <i>Quality environments — standard of presentation</i> • Poor quality materials give permission for poor behaviour. • How do the materials in the area compare with the materials of the surrounding area? • What do they say about the value of the place? <i>Activity mix — ‘eyes on the street’</i> • What activities occur in the area? • What times are people around? • Are there residential properties? • Do they have windows looking in to the area? <i>Physical protection — the basics: cameras, bollards, locks, grills, gates etc.</i> • Where are bollards, grills, gates, cameras located? Why are they there? What message do they bring? • Are there signs of damage to property? What are they caused by? • Also look for positive qualities and features. Are there aspects that should be kept? Are there features with potential to add value and character?

Source: Developed by Dr Frank Stoks for ‘CPTED Assessment and Improvement Plan — Laneways’, Wellington City Council 2012a.

The Safety Map

One of the unique features of the Laneways audit was the development of a CPTED Safety Map by Dr Stoks. The Safety Map records assessments of safety and security risk (real or perceived) that users of the lanes experience or have the potential to experience.³¹⁵ Based on the assessment criteria and questions listed in Figure 6.1 the map is shaded with different colours and symbols to be interpreted as follows:

Unshaded areas — Low risk with the least likelihood for crime and fear of crime.

Shaded Yellow — Marginal — considered to be places where many users may feel insecure particularly at night or when area deserted.

Shaded red — High Risk — considered potentially dangerous, especially after dark. Areas characterised by entrapment and concealment spaces with the potential for serious crime.

Star Symbol — A star symbol on the map designates a positive feature, that is activities or places which are beneficial for enhancing safety and security in the laneways (Wellington City Council 2012a, p, 6). (For an example of a Safety Map, see Appendix 6b.)

After assessing the streets and lanes against the CPTED criteria, key issues and positive features were identified in order to recommend a set of CPTED and related solutions. For example, in the case of Eva and Egmont Streets the following features were highlighted:

1. Lack of legibility due to:
 - vehicle dominance;
 - poor entrances and a lack of personalisation;
 - defensive signage;
 - the lanes do not look like a set or that they belong to the street network;
2. Poor quality materials and environment in particular:
 - dirty areas with accumulated rubbish, unpleasant smells and, greasy extraction fans;
 - ground surface fragmented and of poor quality;
3. Lack of surveillance due to:
 - limited active uses;
 - low thoroughfare;
 - closed curtains of residential properties on the ground floor;
4. Unenforceable liquor ban on private land (Wellington City Council 2012a, p, 21).

However, there were also many positive features of the area that were noted which the report considered should be kept and enhanced. These included:

- Location across from the public open space of Te Aro Park provides social space for people, leaving the lanes as thoroughfares.
- Large central courtyard with passive surveillance, entrances and active ground floor uses.
- 'Artist in residence' gives an art / craft / studio identity in the lanes.
- The architecture of the lanes brings character, interest and a historical aspect to the lanes.
- Personalised and high quality entrances to businesses and homes.
- Some established trees.
- Straight central paths with long site lines down the length of the lanes (Wellington City Council 2012a, p.21).

³¹⁵ The use of safety maps and other audit data is discussed further in Chapter 12.

The solutions

Once the audit had been completed a range of potential solutions to address problems of crime and antisocial behaviour in the laneways was put forward. Solutions were prioritised in the following order:

Environmental Design Solutions (eg removal of rubbish bins, formalised crossing points, personalised entrances)

Management Strategies (eg Liquor ban enforcement, legitimate street art)

Technological Solutions (eg surveillance cameras, bollards) (Wellington City Council 2012a, p.14).

The report states that Environmental Design Solutions are prioritised because:

[t]hey aim to reduce crime by making areas more inviting and used more often, making it harder for potential offenders to commit a crime without detection. Environmental design solutions reduce the opportunity for crime while opening up areas and making them useable parts of the city (Wellington City Council 2012a, p. 14).

As part of this ongoing plan, solutions were divided into three areas of priority:

Priority A Solutions:

These are measures which could be implemented immediately and were inexpensive and easy 'quick fixes'. Some of these measures have already been completed or are in the process of being completed, including:

- Consolidating parking to minimise its impact
- Personalising adjacent courtyards by adding pot plants, chairs, letter boxes
- Highlighting existing architectural grain of laneway walls by removing posters and billboards
- Tidying and rearranging skips and bins to minimise impact whilst retaining service requirements (Wellington City Council 2012a).

Priority B Solutions

- These are solutions which are aimed to be completed within three to 12 months. They require significant expenditure and detailed planning. They include:
- Developing an overall plan for the laneways, including detailed measures to improve ground and wall surfaces
- Improving paving to create a common treatment for the lanes network
- Using lighting 'to create a visual rhythm down the length of the lanes'
- Introducing vegetation and street trees.

Priority C Solutions

- Finally, Priority C measures are long-term initiatives with implementation over a three-year period. They require considerable cost with long-term advanced budgeting. There may also be public policy implications and political debate involved in their implementation (Wellington City Council 2012a). Priority C solutions include:
- Converting the ground floors of buildings to accommodate active usage
- Establishing guidelines for best outcomes for private/public partnerships for lane usage
- Encouraging spill lighting
- Referencing the geology and history of the area in design applications (Wellington City Council 2012a).

The laneways project is very much a work in progress. The use of tools such as CPTED assessments, hot-spot mapping and safety maps, however, has resulted in a definite vision for the productive and safe use of Wellington's laneways and surrounding areas.³¹⁶

Figure 6.2: An exciting space with a lot of potential in Opera House Lane



Source: J. Scheffer, 2012

Whilst in Wellington the Committee inspected Opera House Lane with officers from the Wellington City Council and were shown the work that had been undertaken to date. The Committee was also informed of some further initiatives that were being developed that would reflect the ethnic diversity of the city as well as make the lane look more vibrant and feel safer.

Wellington: The Tory Street and Courtenay Place Audit

A similar CPTED project has recently been conducted in the entertainment/licensed precinct area of Tory Street and Courtenay Place in central Wellington, an area characterised by typical alcohol fuelled antisocial behaviour and disorder of the night-time economy. Like many cities, Wellington's night-time economy is characterised by a high spatial density of licensed premises, a convergence of closing hours and a large number of people seeking to drink themselves to intoxication, all of which are crime attractors and crime generators. In particular, locations such as fast food restaurants in this area were viewed as hot spots for crime and violence, especially when the licensed premises had closed (Harrison Grierson/Absolutely Positively Wellington 2012). Wellington City Council contracted CPTED consultants to undertake an audit of the area and provide a report with recommendations to Council.

The Report written by CPTED consultants Harrison Grierson³¹⁷ used a standard methodology of literature reviews, stakeholder workshops and site visits. It also employed some relatively novel and innovative investigative techniques. In particular, its physical mapping techniques that outline the spatial distribution of crime and disorder in the area were viewed as more

³¹⁶ The Committee visited the project and was impressed with the work undertaken to date.

³¹⁷ Harrison Grierson is a specialist CPTED consultancy firm based in Auckland but conducting CPTED audits all over the country. These are often commissioned by local governments. They assist with a range of CPTED services with regard to either existing environments or planned new developments.

sophisticated than comparable tools being used in CPTED analysis and assessment.³¹⁸ The Report recommended that the City take a 'design led focus' that reframes the night-time economy as an 'event location' (Harrison Grierson/Absolutely Positively Wellington 2012, p.3).³¹⁹

As with most CPTED audits, suggested interventions and recommendations were assessed against the National Guidelines for Crime Prevention through Environmental Design and particularly the Seven Qualities of Safer Places. The Report also recognised that CPTED audits of themselves would not solve the problem of the night-time economy or indeed crime in the city generally. As such the audit was only one aspect of addressing crime and violence in central Wellington. Accordingly, the Audit Report had to be implemented alongside other Wellington frameworks and policies, particularly in this case the City's *Public Space Design Policy*.³²⁰

The recommendations emanating from the Audit Report were comprehensive and many. They were divided into 48 site specific recommendations covering the laneways, streets and public spaces subject to the audit. In addition, 49 general recommendations covering areas such as maintenance and management, access, design and the public realm, security, and built form were made. Recommendations were then classified according to the cost involved, effort needed for implementation and the anticipated impact (low, medium or high) each recommendation would have in changing the physical environment for the better. Clearly, recommendations that are more cost intensive and requiring greater effort to implement will take longer to put into effect.³²¹

Given the Audit Report was only published in 2012 and it was envisaged, at least with the more detailed recommendations, that this would be a 'long haul' project, there has been little time to assess the effectiveness of the recommendations or the ongoing development of the project. The Committee nonetheless looks forward to noting the outcomes of the audit as the implementation of the project progresses.

318 For a description of the design tools used in this and other Harrison Grierson CPTED projects, see *CPTED Tool Kit* — Harrison Grierson 2011b. Harrison Grierson intends this 'tool kit' to be 'used as a resource guide to assist business associations, local territorial authorities [councils], community organisations and developers in understanding the principles of Crime Prevention through Environmental Design' (Harrison Grierson 2011b, p.1).

'The tool kit takes each of the Seven Qualities of Safer Places in the New Zealand Guidelines and assigns it a differently coloured dot; these are then cross-referenced to maps with different hot-spot locations that have been identified for their susceptibility to crime and safety issues. Some examples of these areas include pedestrian walkways, car parks, public toilets, fencing, parks and reserves etc.

While prescriptive, the tools should not be seen as a set of definitive tools to be applied in all situations. An understanding of local context and the drivers and patterns for crime within a particular area will help to formulate a more complete picture and inform design recommendations. It should also be recognised that CPTED works best as part of a comprehensive crime prevention strategy' (Harrison Grierson 2011, p.11).

319 Similar work in 'reframing' the night-time economy of Kings Cross, Sydney, has been done by the Designing Out Crime Research Centre. See Designing Out Crime Research Centre 2012b, 'Kings Cross Workshop Brief', *Design and Crime International Conference*, Conference Program, p.49.

One recommendation for changing the area into an 'event location' was to use temporary or 'pop up' facilities to defuse any possible tensions in the precinct. For example, the hot-spot mapping and CPTED audit revealed that urination in public was a significant problem in the precinct particularly in the early hours of weekend mornings. One solution proposed was the installation of 'pop up' or temporary toilets in these locations.

320 See <http://www.wellington.govt.nz/plans/policies/publicspace/index.html>. Accessed 6 February 2013.

321 For a full account of all 97 recommendations, see Harrison Grierson/Absolutely Positively Wellington 2012, pp.68-91.

Regent Park and Central Park social housing projects

Providing secure housing for low-income people is a major worldwide issue, and one that Wellington City Council is actively involved in addressing. In 2008, the Council began a joint 20-year project with the Government to upgrade its social housing, beginning with 13 projects to be completed in the first 10 years. Two such social housing projects now completed are Regent Park and Central Park. Committee members were given a tour of these projects during their trip to New Zealand in October 2012. They were able to see first-hand the CPTED design elements that have been incorporated and which took into account the views of tenants who attended design workshops prior to work commencing. The Committee discussed the redevelopment with members of the professional team associated with the project and one of the tenants currently living on the estate.

Regent Park housing project

The Regent Park apartments, built on a swamp in a natural basin in Newtown, were not easy to upgrade so a decision was taken to demolish them and rebuild. The redevelopment replaced 38 1970s-built bedsits and one-bedroom flats with 27 two-bedroom apartments and houses.

CPTED principles were embedded into the design after an initial assessment identified safety and security concerns. These concerns included:

- Three public entrances allowing the general public to use the property as a walkway and shortcut for the general public
- Alleyways that did not allow pedestrians to see ahead of where they are going
- A lack of differentiation between public and private space making private space very difficult to protect
- Poor lighting
- Insufficient natural supervision of houses by other houses on the site
- Insufficient protection for personal property such as cars, washing and personal effects
- Little sense of community despite the potentially unifying topography of the site.³²²

Some of the design measures used to address these unsatisfactory aspects include keeping walkways away from houses and in view of residents, attaching 'Regent Park' signage to show that paths are going through private property, improving lighting and designing units to be linked to and look out across a central community space.³²³

322 Dr Stoks, Director, Stoks Limited, Regent Park Housing: Safety and Security by Design Statement, 19 June 2009, p.1 — See Appendix 8.

323 Dr Frank Stoks, Director, Stoks Limited, Regent Park Housing: Safety and Security by Design Statement, 19 June 2009, p1. — See Appendix 8.

Figure 6.3: Houses in Regent's Park before the redevelopment offer few security features and provide limited territoriality/ownership.



Source: Frank Stocks, Correspondence to Drugs and Crime Prevention Committee, 8 May 2013

Figure 6.4: The new Regent Park development highlights natural surveillance, accessibility and connectivity in a pleasant environment



Source: S. Cook 2012

The Regent Park redevelopment design also encourages interactions between neighbours and promotes a sense of community with great communal outdoor areas, landscaping and enhanced security.³²⁴

Mechanisms to strengthen the sense of personal (defensible) space as well as community space include the opportunities for growing flowers and vegetables in raised planters (already well established) and selected variations in design, such as the colour scheme. The award winning colour scheme makes houses individually identifiable and the overall development bright and cheerful (and unlike some other social housing, historically, which was stigmatised by colour schemes that were not normally found in the community at large). Units have individual secure mailboxes as part of the reinforcement of individuality within a community.

Windows have been strategically placed to allow residents to see people approaching their front door, see their car parked close to the house, see into their carport, and supervise their rear yards with washing lines and outdoor storage for personal property. A combination of motion sensor lighting and lighting controlled from inside protects these areas after dark.

Front doors are solid and robust with a viewing window near or beside the door to allow residents to verify caller bona-fides before responding.

Considerable effort has gone into design which establishes and thereafter ensures high standards of presentation are sustained under a pride of place ethic. This is a central concept of CPTED since declining standards of presentation have the potential to create a sense of unease, and ultimately a sense of not being safe and secure, particularly when a run down environment leads to tagging and willful damage. Recycling and rubbish bins are contained within screened enclosures contributing a positive element to an integrated landscape, rather than detracting from it as is often the case.³²⁵

The redevelopment has won numerous awards including the New Zealand Institute of Architecture's Wellington Architecture Award — in Housing. It was also shortlisted for and won the New Zealand Institute of Architecture national awards for housing developments and nominated for international awards.

According to architect Dr Frank Stoks, a significant contribution to the award-winning design was the 'embedded CPTED from the site planning stage through to the detail'.³²⁶

Central Park housing project

As a result of an assessment that found the Central Park Apartments in Brooklyn, Wellington needed earthquake strengthening, re-fitting, landscaping and security improvements, a two-year, \$34.4 million upgrade was recently completed. This is the largest public housing upgrade completed since the Wellington City Council project started.

The initial assessment identified the following safety and security concerns. These concerns included:

- A need to address access safety and security issues of the wider 'precinct' including the influences of the other adjoining housing blocks of Berkeley Dallard, and Etona, arising from pedestrian routes (tenant and public), multiple building entrances, fragmented vehicle circulation and anonymous or ambiguous open space.
- Three public through-routes from Nairn Street to Brooklyn Road encourage public encroachment into private space making it difficult to discern strangers from residents and undermine the sense of local community space and personal space.
- Clear distinctions between public vs. communal vs. private space are lacking.

324 See http://www.worldarchitecturenews.com/index.php?fuseaction=wanappln.projectview&upload_id=21468

325 Dr Frank Stoks, Director, Stoks Limited, Regent Park Housing: Safety and Security by Design Statement, 19 June 2009, 2013, p.1 — See Appendix 8.

326 Dr Frank Stoks, Director, Stoks Limited, in correspondence to the Drugs and Crime Prevention Committee, 3 April 2013.

- Multiple entrances to the site and to individual blocks dilute any sense of public/private threshold and hierarchy of space privacy. The first and only line of security for a resident effectively begins at the door to their unit.
- A strong sense of sameness and repetition in the design of the present buildings which undermines any sense of personal defensible space.
- Difficulty for visitors (and emergency services) to find their way around the complex.
- Existing formal and informal walkways are poorly lit, often circuitous and are mostly considered to be risky. There are a number of potential entrapment spaces close to pedestrian thoroughfares such as fire escape stairs below ground level, unlocked rubbish rooms, laundry and utility areas, and other informal spaces out of view.
- Rubbish holding rooms conflict with safety and aesthetic requirements particularly when located immediately next to building entrances.
- Poor ventilation, poor acoustics and noise contribute significantly (through strong sensory aggravation) to a sense of apprehension and risk.
- Unit front doors are unsuitable in security and privacy terms.
- Poor lighting.³²⁷

Some of the design measures used to address these concerns included

- Formation of a 'private' and unifying pedestrian street which links the precinct community square (in Central Park Flats), community spaces, a small park and community gardens (all at Central Park). This street continues as the same pedestrian street through Berkeley Dallard grounds to be developed as part of that upgrade, to the relocated main the entrance of Berkeley Dallard Apartments — all of which are integrated and coordinated design-wise by the precinct Masterplan.
- Removal of car parks from beneath undercrofts where residents were previously reluctant to park and reluctant to go.
- Wherever possible, relocating car parks to locations where they are overviewed by residents — preferably their owners.
- Creating a mix of soft fine weather space (parks, gardens) and hard wet weather space (paved areas for ball games, sitting outdoors under shelter) — all of which either overlook other semi-private spaces or are overlooked from units.
- Attempts to provide a range of spaces to encourage or support communities from the micro-level (within groups of units) to larger spaces for all residents in the complex.
- Emphasis on safe pedestrian routes in accordance with known design lines which are, as much as possible, separate from vehicle routes.
- Generally, looking for opportunities to improve quality of the overall residential environment to a suitable level both inside and out.³²⁸

Work on the apartments included improvements to roofing, insulation, ventilation, kitchens and bathrooms, rubbish management and the provision of disabled access to some units. Measures have also been taken to ensure access to units is secure, fire alarms are installed, signage is improved and stairwells have been made safer.³²⁹

327 Dr Frank Stoks, Director, Stoks Limited, CPTED Statement: Central Park Housing Upgrade, 19 June 2009, pp.1-4 — See Appendix 9.

328 Dr Frank Stoks, Director, Stoks Limited, CPTED Statement: Central Park Housing Upgrade, 19 June 2009, pp.1-4 — See Appendix 9.

329 A full list of the CPTED initiatives undertaken is provided in Appendix 9.

Figure 6.5: The Central Park units provide security, surveillance and positive territoriality whilst being aesthetically pleasing



Source: S. Cook 2012

A sense of community has been encouraged through the introduction of a communal space that provides a social area for activities, a computer room and a piano, and the addition of a shared landscape area and a community garden.³³⁰ The Project Manager, Rachel Van Doorn, has also pointed out that as a result of the number of apartments decreasing, 'Tenants have gone from having a large number of neighbours to only a few...and are now likely to get to know each other'.³³¹

The Central Park units are home to more than 200 people including families, elderly people and migrants. One tenant, Aleksandra Rudova, who lived in Central Park before the upgrade and has now returned to the refurbished apartments, spoke of the newfound comfort and security she experiences:

It's warmer, cleaner, nice and new...I also feel it is a much safer place now — there aren't as many strange people roaming around...I love it very much.³³²

Ms Van Doorn, Project Manager, stated that changes such as increased security, better lighting and more communal areas had increased residents' peace of mind,³³³ while Wellington City Council's Mayor, Celia Wade-Brown has described the Central Park Apartments as now being 'a vibrant part of the wider Te Aro community'.³³⁴

In correspondence to the Committee, architect Dr Stoks told the Committee that 'CPTED was a central plank in the success of the project'.³³⁵

As a result of its site inspections and the insights gained from discussions with those involved in the project, the Committee was extremely impressed with both the Regent Park and Central Park developments. Important lessons can be gained from these initiatives.

330 See <http://wellington.govt.nz/your-council/news/2012/10/central-park-apartments-upgraded> Accessed 17 April 2013.

331 See <http://www.stuff.co.nz/dominion-post/business/residential-property/7884632/Apartments-sparkle-after-makeover> Accessed 17 April 2013.

332 See <http://wellington.govt.nz/your-council/news/2012/10/central-park-apartments-upgraded> . Accessed 17 April 2013.

333 See <http://www.stuff.co.nz/dominion-post/business/residential-property/7884632/Apartments-sparkle-after-makeover> . Accessed 17 April 2013.

334 See <http://wellington.govt.nz/your-council/news/2012/10/central-park-apartments-upgraded> . Accessed 17 April 2013.

335 Dr Frank Stoks, Director, Stoks Limited, in correspondence to the Drugs and Crime Prevention Committee, 3 April 2013.

Napier — Maraenui Shopping Centre

Napier in New Zealand's North Island is famous for its art deco architecture, the result of a rebuilding process in the 1930s after a severe earthquake that hit that town. Napier, however, also has its depressed and lower socio-economic areas which have been characterised by a certain degree of crime and antisocial behaviour. Maraenui, particularly its shopping area, is one such centre. To address these problems Napier City Council commissioned the firm Harrison Grierson to conduct a formal CPTED Assessment of the Maraenui Shopping Centre. This formed part of a wider Maraenui Urban Renewal Plan. The authors of the assessment believed CPTED interventions could be particularly successful in this case if they were attached as part of the renewal plan, particularly one that included community input and representation:

Traditional CPTED criteria only work when mutual interests already exist. In some neighbourhoods these mechanisms need incentives before CPTED design criteria can become effective. We believe that significant investment tied to an urban design led concept plan is required. However, this would be subject to the involvement of local people in the planning of activity space as both a condition of, and a contribution to, this process of community building. The community must be actively involved and willing to take responsibility and ownership of any improvements (Harrison Grierson 2011a, p.3).

The methodology of the CPTED assessment is indicative of many of its kind undertaken throughout New Zealand and certainly those conducted by Harrison Grierson. It typically consists of:

- Multiple site visits often at different times of day or night and on weekdays and weekend to provide a comprehensive analysis of the area under different conditions
- Focus groups attended by key Council staff, police, Housing New Zealand and other stakeholders identifying key crime issues for the area
- Photographs and site analysis undertaken to investigate issues pertaining to the built form of the area that could contribute to crime and safety issues
- Review of the key literature on CPTED and its applicability to the location under review
- Review of key strategy documentation of the [Napier] City Council in relation to crime and safety
- Thorough assessment of the area against the National Guidelines for CPTED
- Workshops held with key community groups including business owners, and local youth
- A Community Information Barbeque
- Identification of recommendations and possible interventions with assigned priority and costings (Harrison Grierson 2011a, p.6).

The Napier project also stressed the importance of taking into consideration the views of local Māori people and the need to incorporate aspects of Māori culture and knowledge into local urban renewal. To this end emphasis was placed on addressing and implementing the 'Māori Urban Design Principles for Papakainga [Indigenous Housing] Development' where appropriate.³³⁶

An urban design concept plan for the redevelopment of the shopping centre, based on the recommendations of the Audit Report, is currently being developed by the Napier City Council in conjunction with its ongoing Maraenui Urban Renewal Plan.

City of Whangarei CPTED/IPTED assessment

Whangarei in New Zealand's rural 'Northland' has also undertaken a comprehensive Crime Prevention through Environmental Design and Injury Prevention through Environmental

³³⁶ See Stuart, K & Thompson-Fawcett, M 2010, *Taone tupu ora — Indigenous Knowledge and Sustainable Urban Design*, New Zealand Centre for Sustainable Cities, University of Otago, Wellington.

Design (IPTED)³³⁷ assessment following the National Guidelines as its template. Certain areas within Whangarei had been suffering from low level crime and antisocial behaviour.

The methodology of the Whangarei review was similar to that in Napier and other cities, although in this case concentrated more specifically on graffiti and vandalism issues. Again the key approach was to assess what was occurring in Whangarei against the CPTED National Guidelines and use that document to frame possible interventions. To do this, site investigations, workshops, questionnaires to stakeholders and a CPTED literature review were all employed. Police assistance was used to plot and map crime hot spots in the local areas in addition to collecting and analysing local data on crime and injury. Finally, an assessment of each of the identified hot spots was made against the National Guidelines for CPTED before suggesting interventions to refit and redesign certain aspects of the local area that were giving rise to crime and antisocial behaviour, particularly graffiti and vandalism (Harrison Grierson 2010).

The report's recommendations are currently being considered and in many cases implemented by the Whangarei District Council. This report has also formed the basis of a community engagement program where stakeholders are engaging with an identified residents' group in each of the audited suburbs to support community action on the recommendations within the report.³³⁸

Palmerston North Square

Palmerston North in New Zealand's North Island had a very serious safety issue to address in the 1980s and 1990s. The perception of the city and its huge central city square was that not only was the city dull and boring, it was also dangerous. Such perceptions were having a significant negative impact on the city's population and economic growth. Consequently a major redevelopment of Palmerston North's central city square was proposed. The multi-million dollar redevelopment took place over several years. It was one element of a broader 're-branding' of Palmerston North.

The Square has incorporated a number of CPTED applications. These ranged from the grand vision of the public spaces and what they are to be used for to the smallest of planning details. An example of the latter included the installation of limestone paths so that 'someone can hear someone creeping up behind them'.³³⁹

The use of CPTED activation principles has also been evident in turning the Square into a 'place of joy', according the Parks and Property Manager, John Brenkley:

[a]ll the publicity about the Square had been all the bad stuff and yet we wanted the Square to be a place of joy, a place where our celebrations could happen, where we could have events and activities³⁴⁰...The basic thing we wanted was lots of people back into the Square. Passive observation, passive surveillance, people looking out for each other, we didn't want to have just the bad guys in the Square. We wanted to drive them out by having lots of other community in there.

The point of this is we wanted people to gather, watch, play, eat and be entertained. Again it was about bringing people back in. Formal and informal supervision...The Information Centre was part of this

337 To a greater degree than Australia, IPTED assessments are quite common in New Zealand, often done as part of a CPTED assessment according to the National Guidelines (Wellington City Council 2012a). IPTED is essentially a way of using design to eliminate hazards that may cause injury to people, often elderly people, within the built environment. IPTED recognises the complementary nature of other design interventions such as CPTED or companion policies such as Whangarei's Positive Ageing Strategy (cited in Harrison Grierson 2010, p.20).

'While IPTED is about managing risk, it is also about fostering "safe design"...IPTED is an opportunity to look at the level of accessibility and connectivity between places, the safety of these routes, visibility and surveillance, servicing, landscaping, lighting, legibility and management of public/private boundaries' (cited in Harrison Grierson 2010, p.20).

338 See *Whangarei District New Zealand, International Safe Community*. Accessed 21 March 2013 at: <http://www.safecommunities.org.nz/sc/WSC>

339 Jono Naylor, Mayor, Palmerston North City Council, Meeting, Palmerston North, 31 October 2012.

340 In particular Mr Brenkley noted that Palmerston North being both a university town and an army town, it was a 'no brainer' to encourage the staging of student graduations and after parties and military parades in the central square.

because [originally] we didn't have the Information Centre in the Square — it was in a building at one point on the far side. With this we decided that an Information Centre right in the middle would be a good anchor point for people to come in.³⁴¹

The activities of the Square are also complemented by the work of the Safe City Group, a volunteer organisation that not only assists through their security observation patrols at night-time and on weekends but also serves the dual function of offering assistance and information to people in the Square. The Safe City patrols compile reports on incidents in the Square for police and municipal attention thus acting as the 'eyes and ears' of the Square. John Brenkley, Parks and Property Manager, Palmerston North City Council, considered the CPTED principle of maintenance and management also to be crucial to the ongoing success of the Square, stating that only a formal ongoing management strategy can keep the project 'ticking over'.³⁴²

An evaluation by Dr Anne Opie for the Ministry of Justice and Local Government New Zealand provides an insight into the initiative:

In Palmerston North, a tall set of strong white lights illuminates the broad East/West path that marches purposively across the Square; the lights' design replicates the lighting systems used in the railways and the route taken by the path traces the line of the Main Trunk Line railway tracks, taken up in the early 1960's. In other areas of the Square historical artefacts have been positioned and lit with an eye not only to enhancing safety at night but also to give each artefact its dignity and status. The statue of Te Peeti Te Awe Awe, a significant Rangitane chief who died in the 1880's, stands on the path where a Māori village once was, while other design features in this sector of the Square link Te Awe Awe with artefacts and spaces that are significant to Māori; the use of flax in some of the plantings reflects the significance of the flax trade in the early days of Pakeha settlement in the Manawatu. It is quite likely that many people who walk along the East/West path or take the diagonal path past Te Awe Awe do not make all or any of the historical connections.

The point I want to underline is that the way the design of the Square engages with these features is aimed simultaneously at building civic pride and a sense of ownership; these dimensions contribute to an overall impression of the Square as now a safe and pleasing place.³⁴³

Figure 6.6: The well maintained Central Square in Palmerston North provides accessibility and connectivity The pouwhenua (symbolic poles) serve as a link to the local indigenous Māori community



Source: S. Cook 2012

341 John Brenkley, Parks and Property Manager, Palmerston North City Council, Meeting, Palmerston North, 31 October 2012.

342 John Brenkley, Parks and Property Manager, Palmerston North City Council, Meeting, Palmerston North, 31 October 2012.

343 'Evaluating the Use of CPTED in Local Authorities in New Zealand', Paper presented at the *Safer Communities Community Safety: Making it Happen Conference*, Wellington Convention Centre, 14–15 August 2006.

Figure 6.7: A pleasant corner of the Palmerston North Civic Square. The oversize chess board provides a means of legitimate activity and leisure



Source: S. Cook 2012

At the local level, representatives of the Palmerston North Square project with whom the Committee met concurred with Dr Opie's findings and believed the rebuilding of the Square has resulted in many positive changes. For example, Senior Sergeant Clifford Brown, New Zealand Police, believed that in part the use of CPTED and the redesign of the Square have contributed to a 20 per cent reduction in total crime in Palmerston North.³⁴⁴

The Square project has shown local government working creatively in its role of ensuring community safety. It has used CPTED principles constructively to change what was considered to be a dangerous and run-down location into a vibrant and lively space for local residents, workers and visitors. The main outcomes of the project, according to an evaluation conducted on behalf of Local Government New Zealand, was a dramatic reduction in criminal activity in the Square. Certainly all stakeholders in the project including police believed 'there had been a major and positive change in the feel of the CBD following the completion of the first phase of development' (Ministry of Justice/Local Government New Zealand 2007). There have also been positive changes in public perceptions of safety in the Square and the city surroundings. The city's annual public satisfaction surveys have shown a steady increase in people *feeling* safe in and around the Square.³⁴⁵

The Square project is an excellent example of interagency and multiple partner collaboration. The Palmerston North City Council, in particular, has been proactive in working in partnership with a wide range of local stakeholders to achieve the Square's redevelopment and the associated benefits for the community. A key example is the deployment of a Palmerston North police officer to work at the City Council offices to give advice on crime prevention matters including CPTED.³⁴⁶

³⁴⁴ Senior Sergeant Clifford Brown, Support Manager for Police, New Zealand Police Palmerston North, Meeting, Palmerston North, 31 October 2012.

³⁴⁵ See *Palmerston North Safe City Strategy 2012*. Accessed 21 March 2013 at <http://www.palmerstonnorth.com/media/1749275/safe-city-strategy.pdf>.

See also the bi annual 'Communitrak' satisfaction surveys of Palmerston North residents accessible at the Palmerston North City Council website at: <http://www.pncc.govt.nz/>

³⁴⁶ Senior Sergeants from Palmerston North police work on rotation with the City Council on a number of projects pertaining to crime prevention such as community wellbeing, inner city safety and CPTED applications. See comments of Senior Sergeant Clifford Brown, Support Manager for Police, New Zealand Police Palmerston North, Meeting, Palmerston North, 31 October 2012.

The Committee was impressed with the work of Palmerston North City Council and the partners with whom it worked. On the day that the Committee visited, the Square certainly seemed to have lived up to its promise as a safe, inviting and pleasant environment.

CPTED from scratch — Reconstructing Christchurch

The Committee also visited Christchurch in the South Island during its trip to New Zealand in 2012 in part to see how CPTED and safer design principles were being considered in the recovery of a city that was devastated by the earthquakes of 2011. The City had previously acknowledged CPTED principles in its city planning and had applied them in the development of many city locations. CPTED is now being used as a major part of the rebuilding and recovery of the city.

The Committee met with Sue Ramsay, CPTED Programme Leader at the Christchurch City Council. She described CPTED as being utilised as part of a three-tiered approach for the redevelopment of Christchurch. This approach consisted of a design response, a management response and a technology response. Design responses include urban design and landscaping approaches based on CPTED principles. Management responses include ensuring ‘public guardians’ are in place overseeing vulnerable localities. These might include the police, park wardens, rangers, private business owners or voluntary city guides. Technology responses clearly incorporate measures such as CCTV, state of the art lighting and digital technologies. Ms Ramsay told the Committee that of these approaches design needs to be the primary consideration:

Management responses are appropriate in some cases but we would always try and create a design response before we resorted to a management response. Because a management response requires ongoing commitment, ongoing cost, ongoing intervention and they can fail because of that. If you design something well it just stays designed well.³⁴⁷

Ms Ramsay’s vision for the future of the Christchurch City Council was recently reported in an interview for New Zealand media:

Her message is that Christchurch has an opportunity. Central city demolitions create an almost blank slate for designing in crime prevention. CPTED is traditionally applied on a small scale — a public toilet, a reserve or single building. Christchurch is applying it to the entire central city and indeed everywhere the rebuild occurs.³⁴⁸

Moreover, Phil Shaw Community Safety Manager for Christchurch City Council stated in the same report that Christchurch would be one of the few exceptions to usual situations where CPTED is applied once crime becomes a problem:

It’s a mitigation strategy for existing locations that are experiencing crime issues and is therefore remedial in focus. Considering safety in the early design stage anticipates possible misuses of space and possible safety enhances and puts them on place permanently. This enhances safety outcomes and is much more cost effective than changing places that are already built.³⁴⁹

One of the key initiatives reflecting the important role CPTED can play in Christchurch’s reconstruction is the redevelopment of the New Brighton Commercial Centre.

New Brighton Commercial Centre and Mall

New Brighton, a coastal suburb of Christchurch, was badly affected by the 2011 earthquakes. The retail precinct was fragmented by the loss of buildings and businesses with the resultant decline in custom and patronage. It was decided that a CPTED assessment would be a

347 Sue Ramsay, Team Leader Crime Prevention, Community and Safety Team, Community Support Unit CPTED Programme Lead, Christchurch City Council, Meeting, Christchurch, 1 November 2012.

348 ‘A City built to help fight crime’, Will Harvie, *Weekend Press*, Christchurch, 4 May 2013, p.8.

349 ‘A City built to help fight crime’, Will Harvie, *Weekend Press*, Christchurch, 4 May 2013, p.8.

useful part of the rebuilding and revitalisation process of the commercial centre and in particular the central shopping mall. The aims of the assessment were:

1. to identify issues that may negatively impact on the safety, and perceptions of safety, of legitimate users of the area, and to suggest potential remediations to those issues;
2. to highlight those positive attributes that exist in the environment and could be exploited or emphasised to create a place that looks and feels safe and attractive to its intended users while discouraging anti-social behaviour in the area;
3. to consider the proposed redevelopment of New Brighton and identify positive features, issues and remediations inclusive of planned changes; and
4. to offer observations and remediations as part of a holistic design approach to benefit the redevelopment of New Brighton and increase use and enjoyment of the area (Christchurch City Council 2012a, pp.5-6).

The assessment criteria used was that developed by Dr Frank Stoks and is similar to that used in the Wellington Laneways Project discussed earlier in this section. Assessments were carried out by the Christchurch City Council CPTED group and took place during the day and at night. The assessment summaries showed that:

[p]ublic spaces were surrounded by low amenity value buildings and empty lots, with high levels of graffiti and areas where rubbish had gathered. This has the effect of lowering the overall amenity value of the area. This makes the area less inviting to legitimate users and sends signals to anti-social elements re lack of ownership and expectations on behaviour.

Activation of edges in Brighton Mall is low. Many shops in the Mall are empty. Of those that are trading, a good number face away from the main street of the Mall, either turning their frontages out to Beresford and Hawke Streets with a focus on vehicle traffic, or being positioned in one of the small arcades that run perpendicular to the main street of the Mall. This results in low territorial oversight, reducing both formal and informal surveillance of the area...There is very little in the way of informal surveillance due to the low level of foot and vehicle traffic, and this is made worse by the number of empty shops and vacant lots, which not only do not provide any oversight but in fact discourage legitimate users from frequenting the area...

The last block of the Mall as it approaches Marine Parade is specifically lacking in activation of edges. This area has been designed as a shared space, with large feature trees and seating provided. Its current primary use seems to be service vehicle access and car parking. Two bars flank this space, with minimal interface with the street (Christchurch City Council 2012b, p.11).

As a result of the audit the Report recommends city planners consider in the context of rebuilding Christchurch greater attention to:

- Oversight and surveillance
- Quality environments
- Activation of edges; and
- [Better] Wayfinding (Christchurch City Council 2012b).

The proposed redevelopment suggests a safer and more pleasant New Brighton through:

[d]esign elements such as planting, consistency of material, and realignment of roading and access. This provides quality amenities to the area and encourages its use by legitimate users. Surveillance and activation cannot be produced by design, but they can be facilitated in design elements. It is this facilitation and fostering of growth and use that will have the greatest impact in improving levels of safety and limiting unwanted activity in the New Brighton Commercial Centre (Christchurch City Council 2012b, p.24).

New Brighton is but one of many CPTED audits and assessments that have been or are being planned for a variety of locations throughout Christchurch. As tragic as the earthquakes and their aftermath have been, they have given this city the unique opportunity to consider CPTED as part of the city planning process from the ground up rather than acting retroactively years after.

Lessons learnt: The Guidelines Review

In 2010, the Ministry of Justice contracted a research consultancy to conduct a review of the Guidelines and their utilisation at local government level, the 'National Crime Prevention through Environmental Design Guidelines (CPTED) Review'. The Review comprised of an online survey of local government authorities. Of 71 authorities 43 responded (a 61 per cent response rate) (Russell 2010, p.8). A series of key informant interviews were also undertaken with representatives of local authorities in cities and rural districts of varying sizes across New Zealand.

The Review findings indicated that most Territorial Authorities (local governments) and their staff are familiar with the CPTED Guidelines, particularly those involved with urban design/planning parks and landscaping, and community development/safety:

The CPTED Guidelines are typically viewed as "a beginners or introductory guide to CPTED". They are regarded as an excellent resource with nearly all Territorial Authorities rating them highly in terms of the language, tone, pitch, usefulness and usability of the CPTED Guidelines. The main source of CPTED information for Territorial Authorities are the CPTED Guidelines, followed by experts/practitioners and colleagues (Russell 2010, p.4).

Just over two-thirds of the respondents agreed or strongly agreed that CPTED is viewed as an important component of crime prevention:

However, the approach to CPTED appears to be mostly reactive as opposed to proactive (e.g. only around a third agree or strongly agree their organisation has a mostly proactive approach to CPTED and that CPTED is typically included at the inception state [i.e. before planning has even begun]).

Around half of the Territorial Authorities surveyed agree or strongly agree they have an organisational culture that recognises the importance of CPTED. Despite this, just under half agree or strongly agree that most staff whose role would require them to consider principles of CPTED have had training around this (Russell 2010, p.5).

Despite this recognition of CPTED being important at local level, not all councils undertook active measures to promote or apply the Guidelines:

Over half the Territorial Authorities regularly undertake (crime) hot spot analysis. Under half regularly undertake CPTED safety audits or CPTED site assessments. Less than a fifth regularly undertake management audits (e.g. of existing CPTED policies and processes). Most of the Territorial Authorities surveyed agree or strongly agree that the information in the CPTED Guidelines is useful for implementing CPTED (Russell 2010, p.5).

The three most common ways in which CPTED was promoted or endorsed within local government organisations was through senior management support, the sharing of the Ministry of Justice National CPTED Guidelines with internal staff and external stakeholders and via partnerships with community groups (or similar). Respondents also identified the factors needed that would enable them to promote CPTED and the challenges that may have prevented them from implementing CPTED measures:

The five most frequently mentioned supporting factors for CPTED implementation are: financial resources, CPTED being included in policy or strategy (e.g. Safer City Strategy), good basic knowledge of CPTED in the organisation, staffing resources (internal) and advanced or expert knowledge of CPTED within the organisation.

The three most frequently mentioned challenges experienced by those Territorial Authorities surveyed are: not having a mandate to enforce CPTED principles being followed by developers, not having a strategy for CPTED inclusion, and a lack of financial resources. Other challenges include a lack of knowledge about CPTED internally, lack of resources (staffing, CPTED specific resources such as checklists), political constraints, and competing priorities when trying to apply CPTED principles (Russell 2010, pp.5-6).

Lyndsey Jacobs of the New Zealand Ministry of Justice spoke to Committee members about the findings of this Review when she met with them in October 2012. In particular she emphasised the finding that whilst 68 per cent of respondents viewed CPTED as an important component of crime prevention and community safety, many indicated it was implemented in an ad hoc way as opposed to a strategic proactive way. She also spoke to the finding that many people working in planning in local government want concrete guidance with regard to applying CPTED principles:

Suggestions for improvements included more case studies and checklists...[Respondents] suggested checklists for different types of crimes — in other words if you have an activity going on and you want to do something about it — here is an easy guide on how you go about that rather than wade your way through a whole lot of principles about CPTED in general. Guidelines tailored for specific roles such as resource or planning, so if I'm a planner or I'm a building inspector, could there be some more tailored guidelines for me that I could pick up and use as a [council] employee. Case studies on what works — 79% of people said we would like to know what actually works, show us what has worked and what doesn't work (77% said what hasn't worked), what have people spent money on and it hasn't worked.³⁵⁰

In some respects the purpose of the Guidelines was to put CPTED and design processes generally 'on the map'; in other words, heightening the linkages between crime and design and the interventions that could be used to address this. The Guidelines Review suggests for all the problems associated with implementation, this has largely been achieved. Mr Chris Butler, a leading urban designer in New Zealand, told the Committee:

I actually find the guidelines to be a fantastic resource. As has been pointed out, it's an introductory guide but that was the whole purpose behind them and at that point in time there was very little CPTED guidance available in New Zealand. You just had this huge vacuum where very little was being done to assist and educate built environment professionals so I think it was a huge plus. As a result we have seen growth in CPTED awareness and application although in most cases it remains optional.³⁵¹

In addition to the Review of the Guidelines, an evaluation report on CPTED and local governance was published in 2007 by the Ministry of Justice and Local Government NZ, entitled *Research about the use of CPTED by Local Authorities in New Zealand*, using four case studies as its basis. The report identified the importance of collaborative partnerships to ensure the success of crime prevention projects. One of the projects identified as reflecting the successful implementation of CPTED principles has been the redesign of The Square in Palmerston North.

The experience of New Zealand in particular has been invaluable for the Committee; not only is it one of our nearest neighbours geographically but it is also very similar to Australia in terms of its planning systems, demography and lifestyle. Moreover, the Committee was able to experience at first-hand how CPTED is applied in practice when it visited in 2012. In Christchurch especially, the Committee was extremely impressed by the dedication and enthusiasm which the representatives of the Christchurch City Council, the New Zealand Police and Ministry of Justice officials brought to their work during the difficult rebuilding process.

350 Lyndsey Jacobs, Senior Advisor, Community Relations and Operations, Ministry of Justice New Zealand, Meeting, Wellington, 30 October 2012.

351 Chris Butler, Urban Designer, Harrison Grierson, Meeting, Wellington, 30 October 2012.

Conclusion

Many countries around the world have adopted CPTED principles and applied them to their urban planning development in various ways and to differing degrees. It is hoped that this chapter and Chapter 5 have given a 'snapshot' of how CPTED in various countries has been used to transform local communities for the better. Having examined comparative examples of CPTED, design principles and their application in overseas jurisdictions the next chapter focuses closer to home, examining safer design principles and CPTED approaches in other states of Australia.

7. Safer Design and Crime Prevention through Environmental Design: Interstate Experiences

Introduction

Across Australia important lessons can be drawn from how Crime Prevention Through Environmental Design (CPTED) concepts have been utilised in local planning regimes. In some states such as Queensland the lead for CPTED planning is taken at state level. In other states, particularly New South Wales (NSW), local government plays a more significant role in the development and implementation of planning initiatives involving CPTED. Indeed, Sutton, Cherney and White have argued the involvement of local government is important not only in terms of the development of local initiatives but also ‘to ensure that CPTED becomes part of mainstream planning processes’ (2008, p.65).

This chapter examines how CPTED and related design principles have been utilised and implemented in three Australian states other than Victoria — NSW, Western Australia and Queensland. In these states local government plays an important role in applying CPTED and safer design principles, arguably more so than in Victoria.

New South Wales

New South Wales would seem to be the state that most directly incorporates CPTED and safer design principles into its planning regime. Since 2001 the state has formally incorporated CPTED into its planning and design projects. In that year, the NSW Department of Infrastructure, Planning and Natural Resources introduced crime prevention guidelines into planning legislation. These guidelines *require*, in certain circumstances, consent authorities such as state and local government planning authorities to ensure that development provides safety and security to users and the community and as such go beyond equivalent non-mandatory provisions in other states.

Planning and development in New South Wales

Planning in NSW is governed by a myriad of planning schemes and frameworks, however the primary legislation is the *Environmental Planning and Assessment Act 1979* (EPPA). This Act has numerous objectives, most of which do not include crime prevention per se. It does, however, include as an object the ‘promotion and co-ordination of the orderly and economic use and development of land’.³⁵²

The chief provision of the Act with regard to planning approval and its relationship to safety and community wellbeing is Section 79C. Section 79C on its face does not concern itself specifically with issues pertaining to CPTED or even crime prevention more broadly. However:

In determining a development application, a consent authority is to take into consideration such of the following matters as are of relevance to the development the subject of the development application:

352 Section 5 (a)(ii).

1. The provisions of:

- (a) The likely impacts of that development, including environmental impacts on both the natural and built environments, and *social and economic impacts in the locality*,
- (b) The public interest.

The Act classifies development in three ways:

- Development that does not need consent
- Development that needs consent
- Development that is prohibited.

This legislative framework along with other state, regional and local policies³⁵³ governs the incorporation of CPTED into local development in NSW.

Crime Prevention through Environmental Design Guidelines

In 2001 the then NSW Department of Infrastructure, Planning and Natural Resources³⁵⁴ introduced Crime Prevention Legislative Guidelines under Section 79C of the *Environmental Planning and Assessment Act, 1979*.

A Position Paper written at that time by the then Department of Urban Affairs and Planning (DUAP) (now Department of Planning and Environment) stressed the importance of crime prevention generally and CPTED specifically, as a means of reducing crime in local areas. It was thought in relevant circumstances that local government authorities, through the planning process, should be encouraged to promote or at least consider CPTED in developments that required approval from a consent authority (usually councils).³⁵⁵ As a result, under the legislative authority of Section 79C(1)(b) and the 'hook' of taking into account the social impact of development on the locality, the Department developed the *Crime Prevention and the Assessment of Development Applications: Guidelines under Section 79C of the EPAA* (the Guidelines).

These Guidelines require, in certain circumstances, consent authorities such as state and local government planning authorities to ensure that development provides safety and security to users and the community. They were essentially designed to help councils identify crime risks and to minimise opportunities for crime.

The Guidelines suggest that '*Councils have an obligation to ensure that a development provides safety and security to users and the community*' (DUAP 2001, p.2) (emphasis in original). Specifically a consent authority such as a local council must consider any relevant development application with regard to the Guidelines in certain delineated circumstances:

If a development presents a crime risk, the guidelines can be used to justify modification of the development to minimise crime risk, or, refusal of the development on the grounds that crime risk cannot be appropriately minimised (DUAP 2001, p.2).

The guidelines contain two parts. Part A details the need for a formal crime risk assessment (Safer By Design Evaluation) to be done in conjunction with trained police, whilst Part B outlines basic Crime Prevention Through Environmental Design (CPTED) principles and strategies that can be used by consent authorities to justify the modification of proposals to minimise risk (DUAP 2001, p.2).

³⁵³ For an account of these additional policies see Clancey, Fisher and Lee 2011.

³⁵⁴ Responsibility for CPTED in New South Wales is shared between the Department of Justice and Department of Planning and Infrastructure. The Crime Prevention Unit of the Department of Justice includes a CPTED section that is staffed by a wide range of persons including criminologists, statisticians, planners and economists.

³⁵⁵ Under the EPAA the Act classifies development into developments that need consent, developments that do not need consent or developments that are prohibited.

Crime risk assessments under Part A

Under the Guidelines local government authorities need to undertake a risk assessment in making proposals for certain types of planning developments in their local areas or in assessing development and planning proposals brought by third parties. In assessing crime risk the authority must:

- Obtain an understanding of the crime risk of the area, and if required
- Apply (CPTED) treatments that correspond with levels of risk present in the area (DUAP 2001, p.3).

Part A of the Guidelines defines a crime risk assessment as being:

a systematic evaluation of the potential for crime in an area. It provides an indication of both the likely magnitude of crime and likely crime type. The consideration of these dimensions (crime amount and types) will determine the choice and appropriate mix of CPTED strategies (DUAP 2001, p.3).

Under the Guidelines formal risk assessments are required for any development posing crime risks (in the council's opinion). The type of developments would include 'a new/refurbished shopping centre or transport interchange, a large scale residential development (more than 20 dwellings) or the development/re-development of a mall or other public place, including the installation of new street furniture' (DUAP 2001, p.2). The Guidelines encourage councils and police to develop a local consultation protocol stipulating which developments would require a formal crime risk assessment, and state that 'typically, crime risk assessments are conducted in cooperation with trained local police' (DUAP 2001, p.2). Usually such protocols will require targeted consultation with the local police on proposals in certain areas of high risk; for example, entertainment or night-time economy precincts:

Councils and local Police are encouraged to identify the types of development that will 'typically' require a crime risk assessment, and prepare a consultation protocol. Protocols are location (need) based agreements which outline the types of development that will be jointly assessed, how consultation will occur and timeframes for consultation. Subject to council discretion, development types not listed in local consultation protocols will not require a formal crime risk (CPTED) assessment.³⁵⁶

Where a large planning proposal is being developed in stages:

the crime risk assessment can be incorporated into site specific development control or master plans. When conducting individual crime risk assessments, the consequences and likelihood of crime are identified and measured using recorded crime statistics, hotspot analyses and Australian Bureau of Statistics (ABS) socio-economic data (DUAP 2001, p.3).

The role of the planner

In order to gain a detailed understanding of how to conduct crime risk assessments and how to apply CPTED principles, council planners are required to attend approved training courses run by the NSW Police Service.³⁵⁷ The NSW Bureau of Crime Statistics and Research (BOCSAR)³⁵⁸ also gives advice to council planners on crime profiles and data in their local area in preparing the risk assessments.

CPTED Assessments under Part B

Part B of the Guidelines essentially provides definitions and examples of the four main CPTED principles that should be used in the assessment of development applications to minimise the opportunity for crime. These principles are primarily surveillance, access

356 New South Wales Police Force, *Safer By Design*. Accessed 5 July 2012 at: http://www.police.nsw.gov.au/community_issues/crime_prevention/safer_by_design

357 See also discussion below.

358 For a discussion of the role of BOCSAR in local government crime prevention and planning, see Drugs and Crime Prevention Committee 2012 and discussion later in this chapter.

control, territorial reinforcement and space management.³⁵⁹ Councils are expected to consider the principles outlined in Part B when assessing *all* developments.

New South Wales as a lead model in local government use of CPTED

In NSW, more than in most states other than Western Australia, crime prevention is primarily carried out at local government level in conjunction with NSW Police and other stakeholders. NSW in particular has been a leader in embedding CPTED into both state frameworks and local planning controls and policy decisions. Whilst there is no specific state-wide crime prevention plan,³⁶⁰ some local jurisdictions are more proactive than others in how they address CPTED.

CPTED has been incorporated at local level through local councils and shires:

- Including CPTED design advice in local Crime Prevention Plans
- Including CPTED in General Development Control Plans (DCPs)
- Developing Specific CPTED Development Control Plans (Clancey & Chiu 2011, p.1).³⁶¹

DCPs are developed by councils in NSW to guide development within a local government area (LGA). In general, a DCP can include a raft of different issues such as energy efficiency and waste management, non-residential development (i.e. child care centres and food premises) and residential developments. The length and content of these DCPs may vary depending on the nature and characteristic of the individual LGA. In some instances, CPTED and security issues are embedded in these general DCPs. In most cases, reference to CPTED and security is limited to a few pages and contain only general design advice (Clancey & Chiu 2011, p.2). Councils differ across NSW as to whether they choose to include CPTED in its general development plans, in a specific crime prevention plan or have a stand-alone CPTED plan.³⁶²

Criticisms of the Guidelines and their application

Despite these multiple ways in which CPTED can be incorporated at local government level some critics believe the current system is less than robust in ensuring CPTED, particularly its later versions, is observed in local planning policies. In particular, critics have argued that many important design features are not addressed in the NSW CPTED Guidelines and that consequently CPTED risk assessments are less than comprehensive.³⁶³

359 See Chapter 2 for an explanation of these principles.

360 See <http://www.cityofsydney.nsw.gov.au/Community/documents/Safety/SafeCityStrategyFullReport2007-2012.pdf>

The state Crime Prevention Framework lapsed in 2008, however crime prevention, justice and law enforcement issues are included in the overall plan — *NSW 2021*:

[This] is a 10 year plan to rebuild the economy, return quality services, renovate infrastructure, restore accountability to government, and strengthen our local environment and communities. It replaces the State Plan as the NSW Government's strategic business plan. See *NSW 2021*, accessed 18 March 2013 at: <http://www.2021.nsw.gov.au/about-nsw-2021>

361 Some of the most comprehensive of these in NSW local government areas are as follows:

- City of Sydney
- Rockdale Council (Sydney)
- Canterbury Council (Sydney)
- Penrith Council
- Kempsey Council.

Kempsey Council in particular has been very proactive in addressing CPTED within its jurisdiction, not only adhering to the Guidelines in its role as a consent authority but also implementing a comprehensive CPTED Action Plan. However, it is the example of the capital city Council, the City of Sydney, where the on-ground application of CPTED principles is most comprehensively seen. The incorporation and implementation of CPTED principles in the City of Sydney is discussed later in this chapter.

362 For a discussion of the NSW councils that do have stand-alone CPTED plans, their content, strengths and weaknesses, see Clancey and Chiu 2011.

363 See critique later in this chapter.

A limited interpretation of CPTED

NSW local government authorities are required to give consideration to CPTED principles in assessing those development applications that require consent and otherwise encourage planners to incorporate CPTED into their development designs. Notwithstanding these requirements, critics have argued the Guidelines in fact give very little guidance as to how this is to be done and in fact most development applications sent for approval pay only 'lip service' to the obligation. Criticisms have also been expressed with regard to what constitutes CPTED for the purposes of the required risk assessments. For example, some CPTED experts in NSW argue that the Guidelines represent an overly narrow reading of the concept, particularly by not including 'second generation' CPTED within them:

The five pages of text [in the guidelines] explaining concepts such as surveillance, access control, territoriality, and space management [provide] limited direction to those developing crime risk assessments. By covering only four CPTED concepts, some of which are irrelevant in the context of particular developments, many important design features are not required to be considered. Coupled with the vague language used and limited direction provided in the guidelines, it is very difficult to see how local authorities can reasonably utilise the guidelines to assess crime risk assessment reports submitted as part of a development application.

Definitional issues emerge, few commitments are made for which a developer or management company can be held responsible for and the use of the CPTED vernacular tends to result in endorsement of a proposed development, rather than objective analysis. Consequently, it is argued that apart from triggering greater focus on CPTED, the NSW Guidelines produce limited real outcomes. Revision of these guidelines is required if crime risks are to be identified and mitigated through the design and development processes (Clancey, Lee & Fisher 2012, p.13).

Similar comments were made by Rodger Watson, Deputy Director of the NSW Designing Out Crime Research Centre (DOCRC-NSW) when he gave evidence to the Committee. He was not critical of the Guidelines per se. He and his colleague Professor Dorst did, however, believe there was a risk that the Guidelines could be used as an arbitrary checklist. In such cases CPTED considerations could be 'ticked off' in a rudimentary way without any real thought being given to CPTED as a *process* including working with local stakeholders to achieve mutually agreed upon outcomes:

I think our way of working involves local knowledge earlier in the process whereas the current CPTED Guidelines process in New South Wales is that a development application lands on a constable's desk and a local counsellor's desk far too late in the process for any real change to occur [other than ticking the boxes]. What we do is work with people with that local knowledge and understanding early on in our project so that our process is informed by that knowledge.³⁶⁴

A lack of specificity

Critics have argued that the requirement to take into account CPTED under the Guidelines is vaguely generic with little detailed information as to how to comply with individual CPTED principles, for example natural surveillance (Clancey, Fisher & Lee 2011). There has also been concern that the Guidelines document does not contain photographs, diagrams or illustrations that would give planners and applicants concrete examples of what CPTED entails. Whilst the Guidelines state that in conducting Part A risk assessments attention should be paid to crime data and statistics, 'hotspots' analyses and demographic data, there is very little evidence in Clancey's survey of 79C applications that suggests this is done — notwithstanding that many of these applications receive approval. In particular, risk assessment reports in NSW raise a number of issues including:

364 Rodger Watson, Deputy Director, NSW Designing Out Crime Research Centre, University of Technology Sydney, Public Hearing, Sydney, 10 December 2012.

- The absence of site visits and stakeholder consultation in the preparation of crime risk assessment reports
- The brevity of the reports and the limited reference to adverse findings from the crime risk assessments
- The favourable commentary towards the proposed developments, which raises questions about the independence of the crime risk assessment process...
- The limited relevance of data, especially when it is presented for large geographical areas (like local government areas), despite the generally small size of the proposed development sites (Clancey 2011c, p.7)

A different study by Clancey, Fisher and Lee also noted how CPTED risk assessments were often far from comprehensive. Based on their analysis of 33 crime risk assessment reports the authors conclude:

[T]he analysis of the 33 crime risk assessment reports compiled for developments in NSW between 1 January 2007 and 31 October 2010, revealed that the reports were (on average) 11 pages in length. They generally contained generic CPTED information and included references to architectural plans. Just under half contained crime data and one in three of the reports included demographic data for the planned area of the development. The limited use of crime and demographic data seems to be in direct contradiction of the Guidelines.

A little over a third of the reports referred to consultations with key stakeholders and only 12 reports (36%) made any mention of consultation with police as part of the assessment process. Given that the Guidelines state that 'typically, crime risk assessments are conducted in cooperation with trained local police' (DUAP 2001:2), it would seem that this requirement is not routinely achieved. Moreover, approximately one-in-five reports made any adverse findings, although half contained recommendations about how the development might address potential crime risks (Clancey, Fisher & Lee 2011, p.251).

A comparison with Victoria

Interestingly, Clancey et al and other critics compared the NSW Guidelines unfavourably to the *Safer Design Guidelines for Victoria*. The Victorian Guidelines do not operate in the same way as those in NSW, in that local governments are not for the most part obliged to take them into account in their planning decisions and applications. Nonetheless, Clancey et al's view is that they are arguably superior in terms of their content and could 'provide a potential model for how the NSW guidelines could be improved' (Clancey, Lee & Fisher 2012, p.1). In particular, the authors argue that the Victorian guidelines offer a 'clear and well-illustrated exposition of CPTED concepts and design principles', particularly through their use of sketches, photos and drawings:

Many of the limitations [of the NSW guidelines] have been addressed in guidelines subsequently developed in other Australian (and international) jurisdictions. In our opinion, the *Safer Design Guidelines for Victoria* represent a particularly comprehensive approach to designing out crime...The 65 pages of the *Safer Design Guidelines for Victoria* contain 178 design suggestions grouped across 10 design elements, including neighbourhood design, activity centres, building design, parks and open spaces, walking and cycle paths, public transport, car park areas, public facilities, lighting and signage...While not all of the 178 design suggestions contained in the Victorian Guidelines are specific, they do speak to designers and planners in ways that the general information in NSW guidelines does not...Given the breadth of the four CPTED principles employed in the NSW guidelines, it becomes difficult to know how they can be assessed objectively. In contrast, it would be somewhat easier [using the Victorian guidelines] to determine if a proposed development [for example] included a cul de sac longer than 75m or contained walkways less than 1.2m in width.

The Victorian guidelines also speak to design and built environment professionals through the use of photos, sketches and drawings. For example, photos of street designs are provided to demonstrate how natural surveillance can be promoted...Photos also show micro level detail such as way finding devices [signage], different lighting methods, bike and walking paths and the design and placement of public utilities such as toilets and telephone boxes (Clancey, Lee & Fisher 2012, p.12).

The authors state that through using greater visual cues and concrete examples of where CPTED is incorporated into designs, the Victorian guidelines and those in other jurisdictions such as Queensland³⁶⁵ are 'more likely to resonate and influence designers' and assist local planners to determine if proposed developments may minimise (or maximise) potential crime risks than those used in their home state (Clancey, Lee & Fisher 2012, pp.12-13).

A lack of evaluation

Finally, critics have argued that it is particularly hard to know how effective the Guidelines are in promoting the use of CPTED to address crime risk at local level because the Guidelines have not been formally evaluated 'making it impossible to assess their impact and the utility of the associated crime risk assessment reports' (Clancey 2011c, p.1).³⁶⁶

Partners in CPTED

A range of contributors assist in the development and implementation of CPTED in NSW. These include the Police, who provide recommendations and Safer By Design training, research bodies such as BOCSAR and the DOCRC-NSW, community safety officers, who work with local government planning staff, as well as numerous government departments and tertiary education faculties. The following sub-sections discuss their various roles in more detail.

Role of Police in planning

One of the positive features of the NSW model is the strong relationship that is forged between local governments and local police as part of the planning process.

Police assistance in risk assessments under the Guidelines

Police play a significant role in the planning process generally and CPTED in particular. This is reinforced in the Section 79 Guidelines, in particular the requirement that there is consultation between police, local government, developers and other stakeholders with regard to sensitive planning developments and land use. As Lester Currie of the NSW Department of Justice and Attorney General told the Committee: "These protocols are set up between those councils and the local area commands, so there is an understanding of pre agreed developmental activities that [are then] referred across for formal comment from the police".³⁶⁷

When the Committee met with officers of the NSW Police, they commented that overall the relationship forged between the police and local government officers in addressing CPTED issues worked well.³⁶⁸ This is evidenced by the working of the local CPTED protocols. The local protocol is usually formed between the Local Area Command (LAC) and Local Government Authority. The police recommend ways to reduce opportunities for crime on that particular location or that development. That then goes back to the council and the council will then consult with the developer on those recommendations. It is up to council as to whether or not it is approved or it needs modification.³⁶⁹

365 See discussion later in this chapter.

366 See Chapter 13 on the need for evaluation studies of CPTED applications.

367 Lester Currie, Manager, CPTED, Crime Prevention Division, Department of Justice and Attorney General, Public Hearing, Sydney, 10 December 2012.

368 Senior Sergeant Rick Simpson, Program Co-Ordinator, Crime Management Programs Unit, Education and Training Command, New South Wales Police Force, Public Hearing, Sydney, 10 December 2012.

369 Representatives of the New South Wales Police told the Committee that developers or applicants did not always end up making the changes sought by council or police. Often if a developer opposed a condition imposed by the Council and/or recommended by the Police they might go to the Land and Environment Court and ask for it to be overturned. In such cases Council would argue that the Section 79 Guidelines should take precedence. (Commander Ian Lynch APM, Field Support, Education and Training, and Senior Constable Tim Fellows, Principal Lecturer, Safer By Design, Crime Management Programs, Education and Training, New South Wales Police Force, Public Hearing, Sydney, 10 December 2012.)

Safer By Design Training

NSW Police also provides Safer By Design training to planners, builders,³⁷⁰ designers, crime prevention officers and other government agencies. Course content includes:³⁷¹

- Criminology and crime prevention
- Core principles of CPTED
- Identifying crime risk in architectural plans and drawings
- Lighting, fear and crime
- Crime risk management and CPTED applications
- Councils, planning and design safety

Course facilitators are experienced practitioners with backgrounds in environmental criminology, architecture, risk management, engineering community-based crime prevention and lighting design.³⁷²

Community Safety Officers (CSOs)

Another important aspect of addressing CPTED in NSW is the use of local government Community Safety Officers (CSOs). CSOs may take a key role, in conjunction with planning staff, in developing CPTED action plans depending on the municipality. The CSO may also have a key role in the reviewing of development applications for crime risks and whether CPTED principles had been adopted in the development. A participant in focus groups of CSOs conducted by Clancey, Lee and Crofts explained:

That's a really big part of my workload in terms of having input into these sorts of developments, particularly the large scale medium density apartment blocks and looking at what kind of social environments and what sort of connections people have with one another. So looking a bit beyond the bricks and mortar to looking at what connections the people are going to have with each other in those settings (2012, p.246).

In effect, the CSO in this instance is addressing the second and third generations of CPTED in his or her daily work:

This suggests a more sophisticated engagement with CPTED, urban design and property development than merely reviewing plans submitted as part of a development application process (Clancey, Lee & Crofts 2012, p.246).

The problem is, however, that just as with the role of an architectural police officer discussed in the United Kingdom context in Chapter 5, the role of the CSO 'can encompass just about anything, the role is one that has huge expectations, immense demands and no clear boundaries of where responsibilities begin or end' (Clancey, Lee & Crofts 2012, p.248). For example, the authors state that research has found CSOs employed by councils in NSW have many and diverse responsibilities:

[i]ncluding reviewing DAs [development applications] for crime risks; providing secretariat support to local crime prevention and community safety committees; working with key stakeholders; representing council on inter agency committees; providing public education sessions; managing the development of crime prevention plans, graffiti management strategies and alcohol free zones; and focusing on social crime prevention initiatives such as domestic violence programs and early intervention schemes for young people at risk of offending. For some CSOs this has to be achieved in a part time capacity and while assuming responsibility for other roles (such as road safety, social planning or youth programs) (Clancey, Lee & Crofts 2012, p.246).³⁷³

370 Planning NSW and NSW Police are also currently working with the Australian Building Codes Board to incorporate crime prevention strategies into the Building Code of Australia.

371 See Chapter 13 on the need for CPTED training for planners and others.

372 http://www.police.nsw.gov.au/community_issues/crime_prevention/safer_by_design

373 For a discussion of these issues, see Clancey, Lee and Crofts 2012 and in the Victorian context Cherney and Sutton 2004.

A lack of uniformity and limited consistency in the role of CSO has also been noted as a problem across council boundaries. Research also suggests there are other structural barriers that impede the effectiveness of CSO work in both NSW and elsewhere. These include a lack of job security due to the short-term or contracted nature of the job, the diversity of activities undertaken and the high expectations put upon CSOs.

Some of these problems have been partly addressed with better training for CSOs, including Safer By Design Training, and the use of formal partnerships to sustain their work. In particular, the establishment of the NSW Local Government Community Safety and Crime Prevention Network was acknowledged as providing professional development, capacity building and informal sharing and discussion on a range of matters common to CSOs including the use of CPTED (Clancey, Lee and Crofts 2012, p.250).

The role of the NSW Bureau of Crime Statistics and Research (BOCSAR) in planning

One feature of the New South Wales crime prevention model that is impressive is the use of research to inform the development of crime prevention policy and in particular the formulation of crime prevention plans including CPTED risk assessments by LGAs. In this respect BOCSAR is used to give advice to police and council planners on crime profiles and data in their local area. Conversely police crime intelligence that informs CPTED or is gathered during risk assessment audits is made available to BOCSAR.

In such cases community crime prevention plans³⁷⁴ and CPTED risk assessments are developed less on the basis of what the local community may perceive the problems to be and more on what available data there is to support it. In fact, the NSW Attorney General's Department does not accept or endorse any local level crime prevention plans that have not been based on 'real recorded crime data':

There are some challenges in that. Not all crime is recorded — but it is, from our perception, the best and most reliable basis we have of evidence on what a local problem is. In terms of funding activities, in our experience a lot of the activities that people put forward to be funded were people's pet projects. We had the experience of people sort of forum shopping with projects. They have a particular view of what they want to do and they come to us. 'It's a crime prevention project, absolutely awesome'. ... [but] we really do not fund anything these days that is not directly linked to [a] definable problem.³⁷⁵

LGAs can inform their prevention plans and risk assessments through the use of empirical evidence by using the resources of BOCSAR. Garner Clancey of Sydney University also stressed the importance of this process when he gave evidence to the Committee's previous Inquiry into Community Crime Prevention in 2011:

In New South Wales we have made some great leaps forward in extracting data from the New South Wales Bureau of Crime Statistics and Research, BOCSAR, and sharing that information with local agencies. It has helped improve local planning because people were talking about where the crime is occurring rather than this nebulous view that crime has gone up or down in the local government area. That does not tell you a great deal. Most of our local government areas are incredibly large. We do need to know where the crime is occurring and maybe some of the drivers, particularly around temporal trends.³⁷⁶

374 In NSW a formal approach to local government participation in crime prevention is the establishment of crime prevention partnerships (CPPs). CPPs are implemented in 'priority crime areas' which are determined by data analysed by BOCSAR and approved by a local steering group. They are mandated to drive crime prevention initiatives at local level to address identified priority problems (for example, consistent or serious alcohol related violence). For further discussion of CPPs in NSW, see Drugs and Crime Prevention Committee, Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, *Final Report* 2012.

375 Mr Brendan Thomas, Assistant Director-General, Crime Prevention and Community Programs, NSW Department of Attorney General and Justice, Evidence given to the Drugs and Crime Prevention Committee, Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, Public Hearing, Sydney, 19 September 2011.

376 Mr Garner Clancey, Adjunct Lecturer, Sydney Institute of Criminology, University of Sydney, Evidence given to the Drugs and Crime Prevention Committee, Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, Public Hearing, Sydney, 19 September 2011.

The Director of BOCSAR, Professor Don Weatherburn, also testified to the importance of the Bureau in supplying LGAs with local level data and the process by which they can ascertain it:

The types of data that is typically used for the purposes of crime prevention that come from the bureau are trends in offences, where the offences occur, what sorts of premises, offender information, incident information, seasonal and daily patterns and spatial distribution...The way it works is that if they [local councils] express an interest, if they write back saying they are interested in this, my staff would meet with their staff to work out exactly what their concerns are, or what should be a matter of concern, and work out what maps might best suit their purposes or what sorts of reports, along those lines might best suit their purposes. We would simultaneously refer them to the Crime Prevention Division of the Department of Attorney General and Justice so if they wanted any outside assistance from that body they could obtain it — that is also free of charge — or they may wish to hire a consultant.³⁷⁷

Professor Weatherburn did acknowledge, however, that not all councils are necessarily welcoming of the process:

There is certainly a group that respond like that, that are fearful of having this information. There is another group, a growing group, who are keen to get hold of it. The initial reaction in a crime-prone local government area is to not want to deal with this and not want it publicised. But things seem to be changing quite rapidly at the moment because we recently wrote to every local government in New South Wales offering a free service, analysing their crime data for them in a bespoke manner, especially designed for them, and the take-up rate has been quite good. Marrickville Council is one I recall that was not too keen about this in the beginning but I think when they realise there are tools for addressing this crime problem, it is not all bad news, and they get enthusiastic about it.³⁷⁸

The Designing Out Crime Research Centre

One of the most innovative crime prevention partnerships established in New South Wales has been the development in 2007 of the Designing Out Crime Research Centre (DOCRC-NSW). The DOCRC-NSW was established as part of a NSW Department of Attorney General and Justice initiative in conjunction with the University of Technology Sydney (UTS) who oversee and operate the DOCRC-NSW.

The DOCRC-NSW aims to develop exemplary designs, design methodologies, tools and resources to help reduce the levels of opportunistic crime in NSW; that is, crime that is enabled or exacerbated by particular kinds of social contexts, situations and environments, specifically:

- ◆ Property crime;
- ◆ Personal crime (particularly violent crime);
- ◆ Alcohol-related crime;
- ◆ Antisocial behaviour; and
- ◆ Perceptions of problems with public drunkenness and vandalism.

Mr Rodger Watson, Manager of the DOCRC-NSW explained its function and operations when the Committee met with him in Sydney during the Committee's former Inquiry into Community Crime Prevention:

The Designing Out Crime Research Centre is a partnership between the New South Wales government and University of Technology of New South Wales. We operate out of the Faculty of Design Architecture and

³⁷⁷ Professor Don Weatherburn, Director, New South Wales Bureau of Crime Statistics and Research, Evidence given to the Drugs and Crime Prevention Committee, Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, Public Hearing, Sydney, 19 September 2011.

³⁷⁸ Professor Don Weatherburn, Director, New South Wales Bureau of Crime Statistics and Research, Evidence given to the Drugs and Crime Prevention Committee, Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, Public Hearing, Sydney, 19 September 2011.

Building. That gives us a basis in urban design and the built environment. However, we do go outside that scope. We use design methodologies to explore problems and to come up with design solutions, whether they be products, systems or advice on urban environments and architecture...Our primary mode of problem exploration until recently has been utilising our design students. We engage [clients and partners] — be they state governments, the Department of Housing is one of our main clients, RailCorp, New South Wales Police, retail sectors and local government.

We engage with them to explore crime problems that they may be dealing with. We go through a period of problem exploration where we gather information as we are talking to them. They come and talk to our students... Invariably these students are final year or masters design students from architecture, planning or some of the design disciplines, such as interior design or industrial design. These students form teams of up to about five or six students. They are briefed with the problem by the stakeholder...and then they go away and implement their design techniques to explore the problem and come up with solutions.

We now have about 20-odd projects that we have been through that process on, ranging from public housing, transport, night-time economy, a lot of situations where drugs might be an issue. We try to take a broader crime focus, a focus that explores the situation in total and takes a socially responsive approach.³⁷⁹

Today the DOCRC-NSW is one of a small number of similar international research centres such as the Home Office/Design Council 'Design out Crime' project and associated Design Against Crime Research Centre in the United Kingdom.³⁸⁰

Multidisciplinary partnerships

The approach of the DOCRC-NSW is primarily multidisciplinary and draws together the expertise from a variety of organisations, including:

- ◆ NSW Department of Attorney General and Justice
- ◆ The Faculty of Design, Architecture and Building (DAB) at UTS
- ◆ The Bureau of Crime Statistics and Research (BOCSAR)
- ◆ Faculty of Law at UTS
- ◆ Housing New South Wales
- ◆ NSW Police Force.

The DOCRC-NSW also develops relationships with industry and experts in other research centres to broaden its base of knowledge and expertise. Essentially it uses evidence based design approaches to think 'outside the square' about crime problems to see if they can be addressed and solved in a different way.

One of the key partnership developments that the DOCRC-NSW has been involved with is the Barangaroo Project in the former docks of downtown Sydney.

The Barangaroo development

Barangaroo is a planned waterfront residential and commercial precinct on the western edge of Sydney's CBD, on the shores of the harbour. The development is being overseen by the Barangaroo Delivery Authority in conjunction with the New South Wales Government and private developers such as Lend Lease.³⁸¹

379 Mr Rodger Watson, Deputy Director, Designing Out Crime Research Centre, University of Technology, Sydney, Evidence given to the Drugs and Crime Prevention Committee, Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, Public Hearing, Sydney, 19 September 2011.

380 As discussed in Chapter 5 the DACRC (UK) was instrumental in assisting the NSW centre to set up its research program.

381 Johnson Pilton Walker in association with Peter Walker and Partners Landscape Architecture is responsible for the design and development of the Headland Park. Lend Lease is the overall developer for Barangaroo South and a tender has currently gone out for a master planner/developer for the Barangaroo Central precinct.

The project is located in 22 hectares of disused container wharves that originally formed part of Sydney's commercial shipping freight and docks precinct. The finished development will include six hectares of a new headland park, busy public waterfront walks and parks, commercial office towers and apartments, all serviced by new and extended transport systems. The site has been divided into three redevelopment areas — the Headland Park (a public park and entertainment space), Barangaroo Central (the commercial precinct) and Barangaroo South (residential and mixed development areas).

Barangaroo has been viewed as the perfect site in which to incorporate design for safety and CPTED features from the *start* of the development. As such, the Barangaroo Delivery Authority has formed a relationship with the design team of the Designing Out Crime Research Centre (DOCRC-NSW) to ensure that designing out crime is a foremost part of the initial and ongoing planning of all three sections of the proposed development. Mr Rodger Watson of the DOCRC-NSW explained the process of engagement with the developers of Barangaroo when he gave evidence to this Inquiry in December 2012:

Barangaroo Delivery Authority is a state government agency who are basically managing the Barangaroo Development which is about a fifth the footprint of the CBD of Sydney and they have involved us on two projects so far.

The first project was looking at the Headland Park. [Barangaroo] is designing a new park from scratch. What are the key safety crime prevention issues? What can design thinking in that broader approach bring to that problem? So we looked at other parks and their physical design; their management strategies, even their governance because all of that really affects the crime prevention and safety of the end product...[We did] an analysis of the common themes that [park]stakeholders have and it is by identifying those common themes that you really identify the solution spaces to problems that are inherent.³⁸²

The Barangaroo Delivery Authority has as two of its key functions:

- The development of an 'active, vibrant and sustainable community'; and
- The provision of the public domain and facilities at Barangaroo and encouragement of their public use and enjoyment.³⁸³

The engagement of the DOCRC-NSW is essentially to research the design and management of safe and enjoyable public spaces and apply that knowledge to the development process. Essentially it is about asking 'where does crime prevention design fit into the equation of managing social change over a long [development] cycle?' (DOCRC-NSW 2012, p.45). By designing out crime from the inception of the development and designing in community and social capital it is hoped that Barangaroo will avoid the mistakes of other developments that had to deal with problems of crime and antisocial behaviours long after the project was finished.

CPTED in the City of Sydney

The City of Sydney is one jurisdiction in which CPTED principles and their application are prominently featured. This local government authority is incredibly diverse demographically, socially and economically. It takes in the central business district, night time entertainment areas such as Kings Cross and Darlinghurst, tourist precincts such as Circular Quay, the Rocks and Darling Harbour; inner suburban areas such as Redfern, Paddington and Surry Hills characterised by both gentrification and large areas of public housing; the 'trendy' university areas of Newtown and Camperdown and the exclusive pockets of Potts Point, Rushcutters Bay and Elizabeth Bay. The varying levels (and perception) of crime across these areas also reflects this diversity.

382 Rodger Watson, Deputy Director, NSW Designing Out Crime Research Centre, University of Technology Sydney, Public Hearing, Sydney, 10 December 2012.

383 See <http://www.barangaroo.com/discover-barangaroo/overview.aspx>. Accessed 11 February 2013.

From 2006 onwards, the City has commissioned bi-annual research undertaken by BOCSAR to establish a comprehensive Crime Profile report across the LGA. 'The aim of the report is to provide a detailed explanation of crime trends and factors potentially contributing to crime and its prevention and to guide the City in its attempts at reducing and preventing crime'.³⁸⁴ Analysis of where crime occurs in the City consistently revealed the most frequent perpetration of crime being in outdoor/public places, licensed premises, residential dwellings and retail/wholesale outlets:

Trends across the entire City of Sydney LGA mask local differences. Crime trend data for each postcode within the City of Sydney LGA reveals growth in some crimes in particular locations. For example, 2000 (CBD), 2010 (Surry Hills and Darlinghurst), 2011 (Elizabeth Bay, Potts Point) and 2017 (Waterloo/Zetland) postcode areas have each experienced increases in a number of crimes. This suggests that preventative initiatives should recognise and respond to the localised conditions contributing to increases in crime in these areas.³⁸⁵

The Crime Profile, ongoing community consultation and a review of existing research and inter-related plans and strategies has demonstrated that the key priority crime and safety issues facing the City include

- Alcohol-related anti-social behaviour and public disorder;
- Crime and safety issues in areas of public housing;
- Drug-related crime;
- Perceptions of safety; and importantly
- Public space management, maintenance and design.³⁸⁶

As such, one of the key aims of the Safe City Strategy is to 'improve the look and feel of [our] public spaces'. This has been done through the delivery of *localised* crime prevention/community safety plans in areas such as Redfern, Waterloo, Oxford Street, Darlinghurst, Kings Cross and Woolloomooloo. In addition, a comprehensive approach to redesigning and securing public space has been put in place:

The City acknowledges that through careful assessment of the physical and social environment and a thorough understanding of place and context, safer places can be created which may help to improve the quality of people's lives. The City aims to design and maintain the public domain to produce attractive and well managed environments that help to discourage criminal or anti-social behaviour.

This is achieved by:

- Delivering good urban design;
- Ongoing Crime Prevention Through Environmental Design (CPTED) Referral Protocol with NSW Police;
- Delivering a CCTV Street Safety Camera Network;
- Disseminating CPTED checklists for specific settings such as parks and convenience stores;³⁸⁷
- Initiating community safety audits;
- Rapid graffiti removal;
- Delivering high quality cleansing services;
- Improved street lighting; and
- Reactivation of laneways and public parks.³⁸⁸

384 See <http://www.cityofsydney.nsw.gov.au/Community/documents/Safety/SafeCityStrategyFullReport2007-2012.pdf>

385 See <http://www.cityofsydney.nsw.gov.au/Community/documents/Safety/SafeCityStrategyFullReport2007-2012.pdf>

386 See <http://www.cityofsydney.nsw.gov.au/Community/documents/Safety/SafeCityStrategyFullReport2007-2012.pdf>

387 Other checklists have been produced subsequently for brothels and commercial sex establishments, licensed premises and car parks. (Communication from John Maynard, Senior Project Coordinator, Safe City, City of Sydney to the Drugs and Crime Prevention Committee, 3 May 2013).

388 See <http://www.cityofsydney.nsw.gov.au/Community/documents/Safety/SafeCityStrategyFullReport2007-2012.pdf>

The two key platforms of this approach are the use of an urban design protocol that can adapt to the many and varied 'urban villages' within the City of Sydney and secondly the *Police CPTED Referral Protocol*.

Urban design

The City of Sydney includes safety and security issues as a key part of their urban design and planning policies. It is aware:

[t]hat a clean, well maintained and appropriately designed environment can be instrumental in producing attractive, accessible and well-managed public spaces that help to discourage criminal or anti-social behaviour. The design of a city (including the choice of land use and activities, the site planning of buildings and activities, and the design of detailed building elements) can all contribute to its level of safety and security.³⁸⁹

One of the objectives of Council's development control plans are to contribute to an overall crime prevention strategy which achieves development that encourages neighbourhood interaction. In terms of safety and security, the plan contains a Design for Safety element which aims to minimise opportunities for crime and antisocial behaviour and maximise casual surveillance so that people feel safer at all times of the day and night.³⁹⁰

CPTED referral protocol with NSW Police

The City's approach to urban design is based on the principles of Crime Prevention through Environmental Design (CPTED) which provide guidelines for council when planning its own developments and when considering private development applications. As discussed in the general section pertaining to NSW Police, a key component of the guidelines is the notification of relevant development applications to the seven NSW Police LACs in the council area. In this way police can provide comment on the development from a crime prevention perspective prior to the application being considered by council.

The City also is committed to work with the NSW Police to deliver Safer By Design training (based on CPTED principles) to City planners and other staff. The content, benefits and challenges of the NSW training model are discussed in Chapter 13.

Western Australia

Western Australia has had a long history of forging and formalising partnerships with local government and community agencies to address crime and community safety in local communities. Whilst crime prevention structures were overhauled in 2011 in Western Australia, this strong partnerships model has basically remained the same.³⁹¹

Recent changes to crime prevention in Western Australia

Policy, planning and project delivery functions in the crime prevention area prior to July 2011 were undertaken through a separate and independent office, the Office of Crime Prevention (OCP), established in October 2001. As the result of a strategic review of crime prevention policy in Western Australia the functions of that office have now been dispersed amongst a number of newly created entities and as of July 2011 the agency previously known as the Office of Crime Prevention (OCP) ceased to exist other than as a unit of the Western Australia Police.

389 See <http://www.cityofsydney.nsw.gov.au/Community/documents/Safety/SafeCityStrategyFullReport2007-2012.pdf>

390 The next iteration of the City of Sydney *Safe City Strategy* is currently being developed. It is envisaged, however, that all the CPTED features currently in the 2007–2012 document will remain in the new strategy. (Communication from John Maynard, Senior Project Coordinator, Safe City, City of Sydney to the Drugs and Crime Prevention Committee, 3 May 2013).

391 On occasion, however, this chapter will still refer to the Office of Crime Prevention (OCP), as the unit is still in existence (albeit in a different form) and many of the structures, programs and governance models pertaining to crime prevention and community safety currently operating were in fact established under the aegis of the previous OCP.

Crime prevention policy in Western Australia is now coordinated by the WA Police Strategic Crime Prevention Division. The Strategic Crime Prevention Division is located within WA Police Judicial Services portfolio, and is the policy and planning arm for state-wide crime prevention efforts.

Notwithstanding these changes the Western Australian government's crime prevention agencies have had a long and effective history of addressing CPTED through its ongoing Designing Out Crime initiative. In particular, unlike the approach taken internationally and in other Australian states, designing out crime has been incorporated into an overall state plan rather than part of a fragmented or piecemeal approach.

As CPTED academic Dr Paul Cozens has commented:

Internationally, although most countries provide some policy guidance on designing out crime, it is largely piecemeal, uncoordinated, fragmented and dispersed across many policy areas, initiatives and departmental agendas. WA's Designing Out Crime Strategy attempts to consolidate the multi-disciplinary and multi-agency dimensions and objectives of these ideas and adopted a systems approach to analysing and tackling this problem. The Designing Out Crime Strategy seeks to embed the ideas into relevant aspects of government policy, particularly the planning process. Essentially, it attempts to encourage policy-makers and practitioners to proactively 'think crime', in designing all 'products' — ranging from the design of cities, neighbourhoods and streets, to buildings and the spaces within them and ultimately to the 'products' which are placed within such spaces and bought and consumed by the community (Cozens 2008, p.1).

Canadian criminologists Brantingham and Brantingham have also commented on the importance of embedding environmental and situational crime prevention into an overarching government policy. This, they argue: 'would ensure that programs are monitored and evaluated such that a valid evidence base is developed that allows identifiable results to be tied to specific goals' (Brantingham & Brantingham 2005, p.283).

Liveable neighbourhoods

The Western Australian government has acknowledged the need to combine safer design or CPTED approaches with other crime prevention, social capital and sustainable development/planning approaches. One of the related approaches that need to be considered alongside CPTED in Western Australian is the *Liveable Neighbourhoods* strategy first published in 2007.

Liveable Neighbourhoods is a state government policy that addresses the design and assessment of structure plans and subdivision for new urban areas, including greenfield sites, in Perth and regional centres of Western Australia. It has been developed to implement the objectives of Western Australia's State Planning Strategy and the sustainable development of Western Australian communities to 2029.

Key aspects of the policy include:

- ◆ Increased emphasis on achieving density targets and lot diversity particularly around activity centres and public transport nodes
- ◆ Increased support for walking, cycling and public transport.

Liveable Neighbourhoods also has the following aims:

1. To provide for an urban structure of walkable neighbourhoods clustering to form towns of compatible mixed uses in order to reduce car dependence for access to employment, retail and community facilities.
2. To ensure that walkable neighbourhoods and access to services and facilities are designed for all users, including those with disabilities.

3. To foster a sense of community and strong local identity and sense of place in neighbourhoods and towns.
4. To provide for access generally by way of an interconnected network of streets which facilitate safe, efficient and pleasant walking, cycling and driving.
5. To ensure active street-land use interfaces, with building frontages to streets to improve personal safety through increased surveillance and activity.
6. To facilitate new development which supports the efficiency of public transport systems where available, and provides safe, direct access to the system for residents.
7. To facilitate mixed-use urban development which provides for a wide range of living, employment and leisure opportunities, capable of adapting over time as the community changes and which reflects appropriate community standards of health, safety and amenity.³⁹²

The policy framework is divided into eight major elements, the most relevant of which from the perspective of crime prevention and community safety is Element 1 — Community Design. This element:

[s]eeks to provide safe, convenient and attractive neighbourhoods that meet the diverse needs of the community, are adaptable to future change and fit into the existing and planned urban context... Coupled with this is a need to provide improved social sustainability (social capital with community development) and better equity and choice.

[To do this]...The Liveable Neighbourhoods approach calls for an urban structure based on walkable, mixed use towns and neighbourhoods...The town centre acts as a district level community focus with a compatible mix of uses providing a range of weekly shopping needs, community facilities and significant non retail employment; the neighbourhood centre should aim to cater for the daily convenience needs of a community. There is a greater emphasis on site responsive design, enhancing local identity, providing an interconnected network of streets with development frontages to streets and open spaces; a wider choice of housing , together with increased residential density (Western Australia (WA) Planning Commission 2007/2009, p.1/1).

With regard to community safety a specific object of Element 1 is the provision of safe and attractive neighbourhoods and towns. This is to be achieved in part through town layouts that adhere to CPTED principles, especially natural surveillance, territoriality and activation. In particular:

The [town or neighbourhood] layout should enhance personal safety and *perceptions* of safety and minimise potential for crime, vandalism and fear by providing for streets and urban open spaces to be fronted and overlooked by housing and actively used facilities, especially on routes to and from schools, public transport stops and other routes used at night.

To enhance community well being the layout and detailed design of new urban areas should include appropriate community nodes and facilities, a sense of ownership and an urban structure that encourages physical activity and interaction (2007/2009, p.1/10).

Parks and parkland within community neighbourhoods receive special attention under Element 4 of the strategy. The strategy emphasises the importance of ensuring that appropriate urban design aims include housing or nearby buildings to overlook parkland:

Perimeter streets will generally be required around open space. Where a street is not provided, it must be demonstrated that other means will be used to ensure overlooking and surveillance from adjoining buildings (WA Planning Commission 2007/2009, p.4/2).

Whilst *Liveable Neighbourhoods* clearly incorporates many of the principles of CPTED into its planning elements, it is not a CPTED document per se. It is aimed at developers

392 See: http://www.planning.wa.gov.au/dop_pub_pdf/LN_Text_update_02.pdf. Accessed 21 February 2013.

and planners who seek to build new residential or commercial developments, structure planning and subdivision for greenfield sites and for the redevelopment of large brownfield and urban infill sites.³⁹³ Key projects include revitalisation and redevelopments of:

- ◆ Elizabeth Quay (Perth waterfront)
- ◆ Perth City Link (connecting the city with inner city Northbridge)
- ◆ Riverside (redevelopment along the Swan River)
- ◆ Subiaco Centre (urban renewal of historic inner city district)
- ◆ Armadale (redevelopment of a major regional area — Perth's 'Eastern Gateway')
- ◆ Wungong Urban (a new environmentally sustainable development in Perth's outer south east)
- ◆ New Northbridge (renewal of under utilised inner city area into a new residential and commercial precinct)
- ◆ Claisebrook Village (a new metropolitan waterfront community, combining residential and commercial development).

It is envisaged that this strategy will be considered in conjunction with other specific Western Australia CPTED and design strategies, particularly the Western Australian Designing Out Crime Strategy.³⁹⁴

The Western Australian Designing Out Crime Strategy

The Designing Out Crime Strategy was launched in October 2007.³⁹⁵ It is an evidence-led, multi-agency approach to reducing crime and the fear of crime through the planning, design, use and management of the built environment.

The Strategy has five key goals:

- To embed Designing Out Crime principles within all relevant State and local planning policies.
- To manage the built and landscaped environment to reduce crime.
- To increase understanding of Designing Out Crime.
- To apply Designing Out Crime principles in a multi-agency approach.
- To use product design and appropriate technologies to reduce crime (Cozens, Thorn & Hiller 2008, p.301).

393 For an account of some of the housing projects built as a result of the *Liveable Neighbourhoods* Strategy, see the document *Residential Densities and Housing Examples, Perth* prepared by the Revitalisation and Urban Design Unit for the Western Australian Planning Commission. Accessed 20 March 2013 at: http://www.planning.wa.gov.au/dop_pub_pdf/ResDensity.pdf

For links to current metropolitan planning projects being developed in Perth by the Western Australian Planning Commission incorporating *Liveable Neighbourhoods* guidelines see <http://www.planning.wa.gov.au/641.asp>

For other projects that not only follow the *Liveable Neighbourhoods* stipulations for new development but also incorporate and promote a placemaking approach to healthy and sustainable communities see the website of the *Metropolitan Redevelopment Authority* <http://www.mra.wa.gov.au/About-Us/>

394 The WA Department of Planning is currently in the process of reviewing *Liveable Neighbourhoods* (LN) and related planning policies. The first stage of the Review will consist of a scoping exercise that will raise for discussion the following issues:

- What works? — aspects of LN that has performed well to date.
- What can be improved? — areas that need to be improved to enhance performance.
- What hasn't worked? — areas that have failed and need comprehensive review & re-work.
- What's missing? — matters and issues which are currently not included in LN and should be.

Accessed 21 February 2013 at: See http://www.planning.wa.gov.au/dop_pub_pdf/LN_Text_update_02.pdf

395 Whilst the strategy is still state policy under the restructure of the Office of Crime Prevention, designing out crime as a state-wide policy has, according to Dr Paul Cozens, 'lost momentum'. This is in part because 'it is not driven by agency'. The *Designing out Crime Guidelines*, a key feature of the Strategy discussed below, are still however an important part of Planning WA's approach to incorporating designing out crime initiatives and approaches into state planning. (See Dr Paul Cozens 2012, 'The Use of CPTED by the Planning Profession in Western Australia').

Actions to achieve the goal of embedding designing out crime principles within all relevant Western Australian State and local planning policies include:

- Ensure Designing Out Crime principles are included in the review of relevant State planning policies, strategies and instruments.
- Make reference to Designing Out Crime when reviewing relevant national and state legislative frameworks.
- Review and refine the Designing Out Crime planning guidelines.
- Provide assistance to local government in developing local Designing Out Crime policies for town planning schemes.
- Provide Designing Out Crime advice, training and consultancy to local government and other agencies and organisations.
- Collaborate to ensure government infrastructure projects and redevelopment authorities utilise Designing Out Crime principles.
- Ensure private sector projects use Designing Out Crime principles by engaging with major developers.
- Provide funding and advice to local government to develop and implement Designing Out Crime policies.
- Ensure entertainment precincts are designed, planned and managed in a manner that is consistent with Designing Out Crime principles.
- Provide funds for strategic Designing Out Crime projects.
- Ensure Designing Out Crime principles are used when purchasing goods and services for the Western Australian Government and promote the use of the Designing Out Crime Planning Guidelines as a condition in tendering for development.
- Collaborate with universities to ensure Designing Out Crime content is present in all relevant courses including planning, architecture, landscape architecture, urban studies, geography, criminology, engineering, building and surveying, and art and design courses (Cozens, Thorn & Hiller 2008, pp.301-302).

Another key element of the Strategy is to ensure that all relevant stakeholders are thoroughly trained in the principles of CPTED and designing out crime and that the concept is well understood generally. To this end actions supporting that goal are to:

- Provide Designing Out Crime training for local government, other agencies and organisations.
- Develop risk assessment tools to assess the crime risks associated with the planning, design and use of space for use by local governments and others.
- Collaborate with developers and non-government agencies to ensure Designing Out Crime principles are considered within their policies, practices, staff development and training.
- Explore methods to improve the utility and accessibility of recorded crime data for use at the local level for spatial and geographical analysis.
- Formulate resident and or victim surveys for use in local government community safety and crime prevention plans.
- Establish Designing Out Crime demonstration projects to highlight and promote Designing Out Crime.
- Develop recognition awards for buildings and products incorporating Designing Out Crime principles.
- Monitor and refine the Designing Out Crime Planning Guidelines on an ongoing basis (Cozens, Thorn & Hiller 2008, pp.302-303).

Finally, the Strategy places great importance on fostering a multi-agency approach to developing and implementing designing out crime initiatives throughout Western Australia. Elements of such an approach are to:

- Ensure that the community is consulted and actively involved with Government agencies and industry on crime prevention and community safety initiatives.
- Continue the 'Eyes on the Street' program to train and encourage local government and targeted commercial agencies, outdoor workers, parks and gardens officers, rangers and security officers to record and report suspicious persons or events.³⁹⁶
- Broaden the police 'cocooning' program focusing on victims of burglary in order to minimise repeat victimisation and burglaries to nearby properties.
- Establish inter-departmental partnerships with key stakeholders and develop Designing Out Crime initiatives for emerging problems.
- Integrate Designing Out Crime strategies within Local Government Community Safety and Crime Prevention Plans, particularly for crime 'hot spots'.
- Improve the application of Designing Out Crime in Aboriginal communities by commissioning research on Aboriginal perceptions of crime, notions of property, ownership and territoriality.
- Collaborate with the Aboriginal Land Trust, the Department of Indigenous Affairs and the Western Australia Planning Commission (WAPC) and develop culturally-specific Designing Out Crime audits, plans and actions.
- Provide financial support and advise on the development of local government Designing Out Crime policies and local guidelines.
- Encourage the community to 'think crime' to reduce opportunities for crime and refine programs such as 'Look, Lock and Leave' (a WA Police initiative encouraging citizens to 'look' to ensure no valuables are left in vehicles and to 'lock' them before they 'leave').
- Provide support to the Housing Institute of Australia's 'Name and Shame' program in the reduction of thefts from building sites.
- Encourage increased use of facilities, parks and pedestrian and cycle routes in support of the Premier's Physical Activity Task Force (Cozens, Thorn & Hiller 2008, pp.304-305).

A key aspect of the Designing Out Strategy is the development of a series of accompanying Designing Out Crime Guidelines prepared by Planning Western Australia jointly with the former Office of Crime Prevention.

The Designing Out Crime Guidelines

The Strategy is supported by a set of planning guidelines — *The Designing Out Crime Planning Guidelines* published in 2006 — intended to 'provide local government, government agencies, town centre management, the development industry, approval authorities and planning and design practitioners with an understanding of the principles of designing out crime and CPTED'.³⁹⁷ These guidelines outline the principles of designing out crime and provide a 'toolbox' of design criteria and approaches to address crime prevention.

The Western Australian Planning Commission (WAPC) describes the application of the guidelines as follows:

The guidelines are intended to be a readily useable, illustrated, reference document, which demonstrates 'good' and 'bad' examples of design in the urban environment from a crime prevention perspective.

The guidelines do not override current statutory policy but rather identify concepts and approaches to improve design. The WAPC will refer to the guidelines in making decisions on relevant aspects of planning and development, including its assessment of local planning strategies, town planning schemes, structure plans and subdivision applications and in the review of the development control policies.

³⁹⁶ For a discussion of 'Eyes on the Street', see Crime Research Centre 2008 and the Drugs and Crime Prevention Committee, *Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, Final Report*, 2012.

³⁹⁷ See: <http://www.planning.wa.gov.au/publications/789.asp>. Accessed 11 February 2013.

Other government agencies should refer to the guidelines in the preparation of development proposals, consultants' briefs and corporate objectives. The guidelines encourage balanced decision-making and provide a rationale for the resolution of issues and design conflicts including elements within Liveable Neighbourhoods, the Residential Design Codes and ecologically sustainable design. The guidelines take into account the variations between established and greenfield areas and metropolitan and regional urban settlement.

From a local government perspective, the guidelines are advisory only and do not override the provisions of an existing scheme or statutory policy. Accordingly it is important that the relevant parts of the guidelines can be applied at the strategic and detailed level, including:

- Local planning strategy objectives;
- Provisions within town planning scheme reviews and amendments;
- Planning policies adopted under scheme provisions;
- Structure planning;
- Assessing of regeneration, rezoning and subdivision proposal; and
- Determining development applications.³⁹⁸

The WAPC also stresses how valuable the guidelines can be to the private sector, particularly developers during the planning process:

From a private sector perspective, the guidelines should provide part of the context to good and proper planning along with other statutory and non-statutory planning policies. The private sector is encouraged to adopt some or all of the principles of the guidelines to design out crime if they have not already done so and to adopt a design strategy incorporating the principles...This approach may also be part of a marketing or branding initiative.³⁹⁹

Designing Out Crime Toolkit

As part of the Designing Out Crime Strategy, a *Designing Out Crime Tool Kit* has also been produced. This set of five documents provides information which can assist individuals, groups and agencies understand and utilise the principles of designing out crime. The documents include: *What is Designing Out Crime?*, *Risk Assessments*, *Lighting for Crime Prevention*, *Crime and Safety Survey* and *Designing Out Graffiti*. The Western Australian Police have taken a lead role in implementing and disseminating this type of information. They have also been prominent stakeholders in a range of CPTED initiatives such as the Designing Out Graffiti program. WA Police is also currently working to up-skill all crime prevention staff in CPTED principles and knowledge, with a view to embedding CPTED in local crime prevention planning.

Impact of the Western Australian Designing Out Crime Strategy

Few formal evaluations have been undertaken of the WA Designing Out Strategy and associated guidelines, but anecdotal evidence suggests it has been very well received. CPTED academics, Cozens, Thorn and Hiller for example have noted:

No national or state jurisdiction has attempted to develop designing out crime policy in such a comprehensive manner and WA's Designing Out Crime Strategy arguably represents a truly proactive policy framework and a comprehensive vision and plan for action to reduce opportunities for crime in the design, planning, development and maintenance of the built form and in the design of products (2008, p.295).

Cozens, Thorn and Hiller have stated there are a number of provisions built into the Strategy that ensure it remains effective including:

398 See: http://www.planning.wa.gov.au/dop_pub_pdf/DOCguidelines.pdf. Accessed 11 February 2013.

399 See: http://www.planning.wa.gov.au/dop_pub_pdf/DOCguidelines.pdf. Accessed 11 February 2013.

- Developing key performance indicators for agencies to demonstrate their contribution to the Designing Out Crime Strategy.
- Collecting and analysing relevant data and information to monitor the performance of the Designing out Crime Strategy.
- Providing information, advice and planning guidelines to assist Designing Out Crime planning and project management.
- Establishing private sector partnerships and sponsorship arrangements to develop high profile campaigns.
- Incorporating rigorous evaluation into the planning of initiatives under the Strategy.
- Enshrining the Designing Out Crime framework for WA by enacting appropriate legislation (2008, p. 307).

In terms of evaluating the effectiveness of the Designing Out Crime Strategy, a number of key performance indicators have been established. These include:

- The number of local governments which amend their policies to include Designing out Crime principles and which undertake Designing Out Crime training for relevant staff.
- The number of State planning policies that are realigned to include Designing Out Crime principles.
- The percentage of major infrastructure projects employing crime risk assessments and risk minimisation strategies.
- The percentage of residential properties meeting minimum security standards according to the Australian Bureau of Statistics Community Safety Survey.
- The scale of realignment of relevant university degree courses to include Designing Out Crime principles (Cozens, Thorn & Hillier 2008, p.308).

Cozens, Thorn and Hillier are optimistic that the comprehensiveness of the Strategy and its reliance on a best evidence systems approach with collaboration across all sectors (police, state and local governments, developers) make it a leading model for the rest of the country.

Even in the relatively early stages of its implementation they were optimistic about its approach in embedding designing out crime principles into state and local planning. As a result of the Strategy and associated guidelines:

[s]everal local governments in WA have [now] produced their own designing out crime guidelines with the support of the OCP. Increasingly, developers and planning consultants are introducing designing out crime, and local governments and the community are requesting support and assistance. Moreover, innovative local governments are competing to establish themselves as leaders in the field of designing out crime and such participation is undoubtedly supporting the process of embedding designing out crime in planning policy.

A significant project emerging from the Designing Out Crime Strategy involves the development and permeation of designing out crime into the training and professional development of local government employees, built environment professionals such as architects, planners, urban designers, developers, builders, landscape architects and those who maintain the built and landscaped environment. To date, over three hundred participants from more than thirty local government organizations have attended the two-day designing out crime training sessions. Partnerships with local universities have been established, and the key industry stakeholders are enthusiastic and supportive. Furthermore, designing out crime is a central element to the local government Community Safety and Crime Prevention (CSCP) Plans, which are being developed in partnership with the State and identify priority areas for local government in terms of crime reduction and crime prevention initiatives. Designing out crime initiatives are commonly part of these CSCP plans which most local governments are now producing in partnership with the [WA Police] Community Engagement Team (2008, p. 308).

In short, the Designing Out Crime Strategy is a 'proactive plan for action, which is arguably more systematic and all-encompassing than any [other] current state or international policy frameworks' (Cozens, Thorn & Hillier 2008, p.309).

Designing out crime at local level

In addition to state level policies and initiatives, CPTED is applied in a number of ways at local level particularly in metropolitan Perth. This section looks at two policy and planning tools in this regard: the City of Perth *Safer Design Guidelines* that apply to the central city business and commercial area and the inner city suburbs within that jurisdiction, and the City of Gosnells, a middle/outer suburban municipality that was an early pioneer in the development and application of design strategies, including CPTED, to its local planning.

City of Perth — Safer Design Guidelines

The City of Perth *Safer Design Guidelines* (2004) predate WA's Designing Out Crime Planning Guidelines (2006) discussed above but are reinforced by and used alongside the latter document. They 'provide technical guidance to reduce the risk of crime as well as reduce the fear of crime, and specifically relate to the City's higher density mixed use environment'.⁴⁰⁰

The objectives of the *Safer Design Guidelines* are to:

- Minimise the opportunity and reduce the risk of crime;
- Reduce the fear and risk of crime for people using private and public space;
- Lower the incidence of crime in the local government area rather than simply displace it;
- Improve the quality of life of residents, especially vulnerable groups, by reducing their fear of crime;
- Create a more sustainable environment by improving usage of public spaces and reducing maintenance and crime associated costs;
- Provide public and private developers with convenient and clear direction on the responsible authority's requirements with regard to design incorporating CPTED (Crime Prevention Through Environmental Design) and Community Safety principles.⁴⁰¹

The Guidelines are underpinned by a set of principles that inform their application, not so much a reiteration of general CPTED concepts as a set of requirements for developments that may have an impact on community safety. These general principles include:

Design should promote the personal safety of people and help reduce the fear of crime by:

- (a) Enabling people to be seen, to see and to interpret their surrounds, through;
 - Clear sightlines;
 - Safe movement and access;
 - Mixing of activities which facilitate more constant public use;
 - The design of buildings to overlook public space;
 - Planning for continuous usage;
 - Separation of incompatible activities;
 - Adequate lighting;
 - The considered use and design of landscaping and fencing.
- (b) Enabling people to leave an area or seek assistance when in danger through legible design and comprehensive signage.

Development should promote the security of people and property by:

- (a) Clearly defining ownership and the legitimate use of private, public and community space;
- (b) Minimising access between roofs, balconies and windows of adjoining buildings;

400 City of Perth *Safer Design Guidelines*, Accessed 20 March 2013 at: <http://www.perth.wa.gov.au/web/Business/Standards-and-Guidelines/Safer-Design-Guidelines/>

401 See: <http://www.perth.wa.gov.au/documentdb/33>

- (c) Avoiding the use of materials which are likely to be susceptible to damage and vandalism;
- (d) Avoiding landscaping and fencing which may present a security risk by obscuring doors, windows and public places.
- (e) Encouraging land uses that generate people activity and casual surveillance in areas that may otherwise be vulnerable or isolated, particularly:
 - At the edge of centres;
 - Tertiary campuses;
 - Hospitals and other institutions;
 - And along bicycle and pedestrian routes and on the boundaries of large parks.
- (f) Ensuring that public transport stops are located as close as possible to buildings and activities rather than at the edge of parking areas or on arterial roads.

As with the *Safer Design Guidelines for Victoria*, the Perth Guidelines include a number of highly technical elements that developers and planners are encouraged to adapt in their development proposals. The document is also accompanied by a series of diagrams and photographs to facilitate design guidance.

The City of Perth *Safer Design Guidelines* document is a resource that is also being used to help minimise opportunities for crime in *new developments*. 'If incorporated early at the planning and design phase, [they] should improve the amenity and safety of the development at no additional cost'.⁴⁰²

The City of Gosnells Safe City Initiative, Perth, Western Australia

Whilst the WA Designing Out Crime Strategy is state based and aimed at covering the state as a whole, the WA approach is very much envisaged as being of particular relevance to local government. For example, it supports a process whereby CPTED projects and audits are increasingly an important part of the planning or developmental approval process in local government jurisdictions. The Strategy also provides funds for local governments to conduct CPTED projects. In the context of local government, the initiatives of the City of Gosnells in south eastern Perth demonstrate how Designing Out Crime can be effectively utilised at local government level.

The genesis of the Safe City Initiative

The City of Gosnells (COG), the LGA which includes suburbs in the south east of Perth, did not appear to have an especially high crime rate relative to other municipalities with similar socio-economic and demographic characteristics. However, in 1997 the Gosnells Council undertook a community survey asking ratepayers and residents to identify critical issues the City needed to address. Crime, community safety and, in particular, antisocial activity in the town centre were major areas of concern identified.⁴⁰³

Therefore, to promote crime prevention and community safety in the municipality, in 2001 the City of Gosnells developed the *Safe City Initiative* partly as a response to the earlier community survey:

The Safe City Initiative is a unique approach within Local Government as the City has taken an innovative approach to crime prevention by embracing a multi-faceted initiative that incorporates projects to increase awareness and reporting whilst addressing the fear of crime.

402 *City of Perth Safer Design Guidelines* at <http://www.perth.wa.gov.au/web/Business/Standards-and-Guidelines/Safer-Design-Guidelines/> Accessed 20 March 2013.

403 This was despite the City of Gosnells having a lower average crime rate compared to most other municipalities in the state (see City of Gosnells 2001, p.4).

The Initiative also includes significant environmental and urban design strategies used to design out crime by applying advanced principles of Crime Prevention Through Environmental Design (CPTED).⁴⁰⁴

The original version of the *Safe City Initiative* and the related *Safe City Urban Design Strategy* was developed in 2001 and as such was unique in pre-dating similar state-wide measures developed in later years. It is now an ongoing project that is incorporated into the City's current *Community Safety & Crime Prevention Plan 2010–13*. It is also seen as encompassing the goals of the state's *Designing Out Crime Strategy*.

A research based initiative

When Safe City was developed in 2001 it incorporated a detailed research study undertaken by Space Syntax, a specialist body based at University College, London. Space Syntax analysis 'provides objective evidence based tools for studying urban areas and developing proposals for redesigning these to promote successful space use and safety' (City of Gosnells 2001, p.8). Space Syntax analysed spatial layout, demographics of the area, crime rates and the physical landscape to plot the relationship of spatial layout, function and crime in the areas comprising the City.

Space Syntax provided two reports drawing from CPTED principles. The first report provided a measure of some of the ways in which spatial layout could contribute to patterns of movement, natural surveillance and vulnerability to crime (Space Syntax 2001, p.10). The second report provided a detailed study of the four districts that comprise the City of Gosnells (Haigh 2006, p.16). This report focused particularly on burglary and car crime within the municipality, especially with regard to how these crimes were linked to spatial layout. It also identified urban design characteristics that could either augment or reduce certain types of crime. Recommendations from the Space Syntax study highlighted seven areas for the Council to focus upon in their strategic planning relating to crime prevention. These were:

- Residential design should include a structured pattern of routes that link the centre to the edge, with routes needing to be reasonably linear;
- Systems of vehicular cul de sacs linked by footpaths are vulnerable;
- Street layout should encourage sightlines in the immediate area and the neighbouring areas;
- Simple cul de sacs can intersperse linear streets; however these should not be interconnected with open spaces or footpaths;
- Dwellings are better served if facing the entrances of dwellings on either side of the road;
- Ensure access to dwellings have several lines of sight that connect to one particular sightline;
- Minimise secondary access to dwellings (Space Syntax 2001, pp.40-41).

As an overarching recommendation it was suggested that the guidelines developed by Space Syntax be incorporated as minimum standards in a municipal framework for new development in the City of Gosnells. These guidelines were largely incorporated into the *Safe City Urban Design Strategy* discussed below.

The Safe City Initiative

The *Safe City Initiative* was developed as a direct response to the Space Syntax reports, other evidence based research, a review of the literature and former and current crime prevention strategies from within and outside Western Australia.

The *Safe City Initiative* as initially conceived was comprised of four basic strategies:

404 City of Gosnells, *Safe City Initiative* 2013 at http://www.gosnells.wa.gov.au/Your_property/Community_safety/Safe_City_initiative

- An Establishment Strategy

This involved research into the nature of crime, enabling more targeted crime prevention strategies to be developed. The establishment research⁴⁰⁵ is essentially a “desk-top” inquiry into the nature of crime in the City of Gosnells, and a comparison with other areas in the State, and other States in Australia.

- A Bridging Strategy

This incorporates short term measures to address priorities. The programmes are intended to diminish the negative perception of crime in the City, as well as address actual criminal patterns or crime “hot spots”.

- A Preventative Strategy

This is a long-term strategy to reduce crime. It involves detailed evidence-based research into crime patterns, to identify the role the built environment plays in crime reduction. “Designing out Crime” and CPTED (Crime Prevention Through Environmental Design) are the main directions this strategy takes.

- A Revitalisation and Renewal Strategy

This strategy concentrated on revitalising and improving the Gosnells Town Centre (City of Gosnells 2001, p.5).

The Safe City Urban Design Strategy

A key aspect of the *Safe City Initiative* was the development of a *Safe City Urban Design Strategy* in 2001. The Strategy drew specifically on CPTED principles and is still utilised by the City.

The Design Strategy has been incorporated into the City of Gosnells *Community Safety and Crime Prevention Plan 2010–2013*. Therefore new development plan applications lodged with the City must meet the designing out crime principles incorporated in the *Safe City Urban Design Strategy* outlined below. The Strategy as a whole is used not only to review planning applications but also as a resource in giving crime prevention advice on designing out crime matters to planners and built environment professionals, police, community safety officers and other relevant stakeholders.⁴⁰⁶

The Strategy is comprised of a set of Safety Objectives, Safety Principles and Design Recommendations that are set out as follows.

Safety Objectives

There are three Safety Objectives:

1. To reduce the opportunity for crime in the City of Gosnells, and reduce the fear of crime for residents.
2. To reduce crime and not just displace it to other places in the City.
3. To consider the needs of the most vulnerable groups in society. These groups fear crime more than others; therefore their needs should be met as a priority (City of Gosnells 2001, p.14).

Safety Principles

The Safety Principles are important in meeting Safety Objectives, and they provide the basis for all design recommendations. There are four Safety Principles:

1. To reduce the isolation of people, houses, and areas, which make them vulnerable to crime.
2. To maximise visibility and surveillance. If there are “eyes on the street” or “natural surveillance” from passers-by and neighbours, people feel safer and criminals feel exposed. Natural surveillance should be the primary aid towards crime prevention.

⁴⁰⁵ This comprised of internally conducted research by the City of Gosnells and that commissioned from Space Syntax culminating in the Report, *The Crime and Urban Design Database* (2001).

⁴⁰⁶ See City of Gosnells Community Safety and Crime Prevention Plan 2010-2013, Goal Five — Designing Out Crime. Accessed 6 March 2013 at: http://www.gosnells.wa.gov.au/Community_safety/Safe_City_initiative

3. To make a clear distinction between private and public areas. This involves reinforcing a sense of ownership. Where areas are doubtful, they are not “claimed” and become the focus of anti-social and criminal behaviour. This is often unchallenged because of a lack of ownership.
4. To create balanced relationships in streets and public places so that pedestrians feel comfortable and safe. If more people are encouraged to walk surveillance is increased. (City of Gosnells 2001, p.14).

Design Recommendations

The *Safe City Urban Design Strategy* is applicable at various levels, from the design and development of overall suburbs and towns, to the scale of individual buildings. The Design Recommendations are specific requirements, which incorporate the Safety Principles, and aim to meet the Safety Objectives over time. Planning applications lodged with the City of Gosnells for local developments are measured against these Recommendations to see the extent to which the planned development meets Designing Out Crime principles.

The Design Recommendations are set out in seven areas:

1. Urban Structure
2. Streets and Parking
3. Subdivision and Houses
4. Parks and Landscape
5. Fences and Walls
6. Windows and Doors
7. Lighting and Signage (City of Gosnells 2001, p.14).

Outcomes since the Safe City Initiative

The City of Gosnells has embarked on significant regeneration projects since the *Safe City Initiative* was developed. Some of these projects have included the revitalisation of Gosnells Town Centre, beautification of the Albany Highway and surrounding access roads, the building of the Green Civic Complex including the construction of a new library and business centre, and the relocation of Gosnells train station in conjunction with Westrail to promote greater community safety. This latter initiative was developed after an audit by Westrail had found the former Gosnells rail station to be one of the most unsafe in Perth. The new station development included a Safe Park and Ride facility and a new bus and train interchange that incorporated CPTED principles outlined in the *Safe City Urban Design Strategy*.⁴⁰⁷

The City of Gosnells *Safe City Initiative* has been positively received and indeed has won a number of best practice awards in urban design.⁴⁰⁸ It was described by former WA Commissioner of Police, Bob Falconer, as the ‘best community safety strategy in Australia’. One of the findings of a review of the Initiative, however, was that this particular strategy approach needs to be embedded into an overall state government policy and general governance:

In the context of the City of Gosnells Safe City Urban Design Strategy, several comments were made regarding its statutory power. Primarily, while the council has developed and implemented a set of complementary local policies aimed at crime prevention, without an overarching State policy the local initiative is at the behest of the good intentions of developers (Haigh 2006, p.27).

Subsequent to these comments the Western Australian Government introduced the state-wide Designing Out Crime Strategy discussed above.

⁴⁰⁷ For details of current developments and programs that are part of the ongoing *Safe City Initiative*, see http://www.gosnells.wa.gov.au/scripts/viewoverview_

⁴⁰⁸ See for example, Yvonne Haigh 2006, *Promoting Safer Communities through Physical Design, Social Inclusion and Crime Prevention Through Environmental Design*, Centre for Social and Community Research.

Queensland

Queensland is another state in which designing out crime generally and CPTED principles specifically have featured prominently in the state and local planning process. Like New South Wales there is a document which gives guidance to planners, developers and residents with regard to how CPTED can be used to address design and crime issues in both small communities and the state as a whole. Unlike New South Wales, however, the guidelines are quite specific, in the detail of its material. In this sense they are more akin to the *Safer Design Guidelines for Victoria*. Similarly, the Queensland guidelines, although comprehensive, only aim to 'guide and encourage' public and private developers to design developments with CPTED in mind. Local councils are also only encouraged to incorporate the principles of CPTED in the preparation, review and implementation of planning schemes and policies.⁴⁰⁹

*The CPTED Guidelines for Queensland*⁴¹⁰

In 2007 the Government of Queensland developed and commenced implementing a comprehensive Framework and set of Guidelines for CPTED in that state:

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 (Queensland Government, 2007, p.iii).

The Guidelines are presented in two parts.

The *Part A: Essential features of safer places* outlines the idea of CPTED:

[It 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 (Government of Queensland 2007, p.iii).

The *Part B: Implementation Guide* concentrates on local councils. It aims to encourage and assist them to incorporate the principles of CPTED in their communities.

The *CPTED Guidelines for Queensland* take a holistic and multi-partnership approach to addressing CPTED in Queensland. They 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 (Government of Queensland 2007, p. iii).

409 *Crime Prevention through Environmental Design. Guidelines for Queensland — Purpose of the Guidelines*. Accessed 6 March 2013 at: <http://www.hpw.qld.gov.au/SiteCollectionDocuments/CPTEDPartA.pdf>

410 The Queensland CPTED Guidelines should be read in the context of the *Sustainable Planning Act 2007* (as amended); the overall regulatory coordinating framework for planning in Queensland. This act seeks to achieve sustainable planning outcomes through:

- managing the process by which development takes place
- managing the effects of development on the environment; and
- continuing the coordination and integration of local, regional and state planning.

See *A Guide to the Sustainable Planning Act* at www.dsdp.qld.gov.au. Accessed 3 June, 2013.

The Framework makes it clear that the CPTED principles outlined in the Guidelines ‘cannot be rules or universal solutions for every situation’, particularly given the vastness and variety of settlements in the state of Queensland. Instead they focus attention on key issues to consider in relation to the needs of each local setting. The Framework acknowledges that:

There are frequently a variety of solutions to a built environment design challenge.

...As the social, physical and economic contexts change from one place to another and over time, the best solutions will also change. All the conditions and factors of each unique place must be taken into account. What is called for is creativity, adaptability and a knowledge of practical CPTED (Government of Queensland 2007, p.4).

The Guidelines are accompanied by a number of standards and regulatory requirements relating to issues such as lighting, signage, physical accessibility and other typical CPTED features.

Some case examples that have incorporated CPTED that have been particularly lauded include:

- ◆ Grey Street precinct, South Bank, Brisbane
- ◆ The Cairns foreshore
- ◆ The Kelvin Grove Urban Village, Brisbane.

The Committee also received evidence about two projects in Brisbane that have incorporated CPTED principles into their development. These are the redevelopments of King George Square in the CBD and Chinatown in the inner city area of Fortitude Valley. Paul Hardyman from urban design firm URBIS was the landscape architect for both these projects and spoke about them when he appeared at a public hearing before the Committee in November 2012.

King George Square

King George Square is the main civic space in the City of Brisbane, with the Brisbane Town hall fronting it along one side. It was built in the 1930s and redesigned in the 1960s when the major change was a car park built underground to service local shoppers and workers. The Square otherwise remained unchanged until 2009 when a new mall was established in the square. Prior to this redevelopment the square contained multiple nooks and crannies ‘where people could get up to all sorts of mischief’.⁴¹¹

The essential elements of the Square redesign have been permeability and visibility, two of the key CPTED principles. There are far fewer places where people can be concealed and much greater visibility from one end of the Square to the other with the removal of some concealing trees and shrubbery. Activation has also been a key planning principle with the new square designed as a civic space:

Essentially this space is generated as a civic space for activities. There is a lot of movement through the space and inherently it has generated a very permeable space. There is almost nothing [now] to stop people going through the space. There are now no nooks and crannies that used to exist where people would get up to mischief. It was a matter of removing those and turning them into thoroughfares, making sure that people move through those spaces; so there are limited chances for entrapment, by removing clutter on the ground plane.⁴¹²

The Square prior to redevelopment also had limited opportunities for natural surveillance:

There were plenty of visual obstacles. There were bits of substations and mid-level planting [that caused obstructions]. There were no CCTV cameras. Now there is significantly more casual surveillance. There are CCTV cameras. There is the insertion of cafes and restaurants, so you get activation. You

⁴¹¹ Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

⁴¹² Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

get people sitting there watching other people doing antisocial things. Activation becomes one of the most significant components of the design. Lighting is also critical. Lighting and CCTV or technical or mechanical surveillance as opposed to the passive surveillance that you get from diners and cafe users.⁴¹³

One of the CPTED aspects that has made a significant difference to the King George Square according to Mr Hardyman is the creation of a management plan for the precinct:

One of the things that has been very interesting in both these projects is the very strong collaboration between the council's Malls Management staff and security staff and the local police. In talking to both groups, they are saying the same things and they are working very closely hand in hand [to activate the malls] and ensure active and natural surveillance ...

More activation generally stems from the management of the malls and in this particular circumstance Brisbane City Council have a very active group within council that organise events. They help organise those events right from the design phase. They do not wait until it is finished and go, 'Okay, what are we going to do now with it?' They are very actively involved right from the start. Simple things like [installation of] power points to allow you to bring in large events are really key. Those events then generate this sense of ownership by the community that uses them and in this case it is the whole of Brisbane. You need to have the Christmas tree being launched for a few years and people start to take their kids in and it becomes a regular thing. You get this sense that it is an important part of their urban fabric.⁴¹⁴

The New Chinatown Mall

Paul Hardyman also spoke to another of his key projects, the refurbishment of a commercial mall in Brisbane's Chinatown. This shopping precinct is located in Fortitude Valley in the heartland of Brisbane's nightclub/entertainment precinct and a formerly notorious 'red light' district of the city. The area had all the challenges posed by a city entertainment or night-time economy precinct, including relatively high rates of crime and antisocial behaviours. The Chinatown mall was formerly a street that was turned into a strip mall in the 1980s. By the late 2000s it was run down, seldom frequented as a commercial enterprise and 'well and truly in need of a facelift'.⁴¹⁵ Being only 50 metres from the nightclub strip there was much antisocial activity that police would need to address particularly on Friday and Saturday nights. The design of the mall also was conducive to concealment of offenders and entrapment of potential victims:

It was very cluttered. It had a huge amount of debris placed in it over the years. There was overgrown vegetation — that whole mid-tier of planting was infill — and massive visual obstacles...It was a very vehicle focused area and not very friendly for the restaurateurs and business was at an all-time low.⁴¹⁶

413 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

414 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

415 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

416 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

Figure 7.1: The new Chinatown Mall offers fewer opportunities for entrapment and ambush

Before



Source: Urbis © – Presentation of Paul Hardyman, Design Director, URBIS to the DCPC, 12 November 2012

After



Source: Ross Pottinger © Wink Photo

Not only were there problems inherent in the design of the mall, there were also no management processes in place for the mall 'so it easily became dirty and it became a spot where there were homeless people and drug dealers, and after-hours mischief was happening constantly'.⁴¹⁷

As with King George Square the redevelopment solutions for Chinatown focused on a mixture of physical infrastructure changes combined with high level activation of the space. On the infrastructure and design side:

The key on this project was the management of the CCTV camera network — the ability to get sightlines from those cameras and the ability to make sure that the lighting was key to the success of the space. That

⁴¹⁷ Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

involved not only code lighting, so making it bright, but there was a very strong focus on ornamental lighting. So there were a lot of aesthetics that went into this. It was not just the pure practicalities of opening the space up. One of our focuses here was to lift all those cluttering elements up in the air — get all the signage, all the lights, all the poles and all the speakers up off the ground plane.⁴¹⁸

Opening up the space and applying the activation principle was paramount:

In relation to the ability to have some central open spaces that could accommodate large crowds, we [can now] fit 15,000 into this mall on [the] weekend. You would have been lucky to fit 5,000 into the previous version. During weekdays it was usually filled with delivery vans, which did not really help its ambience either. So we moved to a pedestrian friendly zone. Pedestrian focus was the change... One thing that we did that was fundamentally quite different here was that we switched how people walked down the street. We did not let people walk down under the cover; we sent them down the middle of the mall and used the areas under the awnings and the trees on the sides to activate the restaurants, so all the restaurants could open out into what were previously the footpaths.⁴¹⁹

Management strategies were also employed for the ongoing maintenance of the area. Malls management staff from Brisbane City Council were involved with the design process from the start of the process. Council also promoted a series of ongoing cultural and program events for the mall, including Chinese cultural activities, the result being that 'These days it is a really thriving little part of the city'.⁴²⁰

According to Mr Hardyman, in both the cases of King George Square and Chinatown, the police were impressed with the results. In the case of King George Square, for example, the officer in charge stated:

It was a positive change from a crime perspective'. It was very obvious to him that it had improved significantly. They valued the restaurants and activation and the fact that there are [now] regular [legitimate] users.⁴²¹

Queensland Smart Housing

The Queensland Guidelines do not stand alone. They are to be read and used in conjunction with a number of other state housing, urban design and sustainability policies and frameworks; particularly the Queensland *Smart Housing* policies.

Queensland Smart Housing is an initiative of the Queensland Department of Housing and Public Works. Its aim is to make residential developments in that state socially, environmentally and economically sustainable. Social sustainability is the element most directly related to safer design and CPTED principles. Social sustainability as envisaged in the policy is comprised of Safety, Security and Universal Design:

Safety: A safe and secure home reduces the likelihood of injuries in and around the home

Security: A secure home uses design to reduce crime

Universal Design: A home that is universally designed is flexible and comfortable for people with varying abilities at different stages of their lives (Queensland Government Department of Works 2008, p.6).

Smart Housing through secure design aims to: 'reduce crime and protect the home from malicious intruders. It enables informal surveillance of the yard, street and neighbouring properties' (Queensland Government 2008, p.6). Policies and frameworks such as *Smart Housing* and its accompanying *Smart and Sustainable Homes Design Objectives* are to be read and used in conjunction with the Queensland CPTED Guidelines. Together they aim to outline

418 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

419 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

420 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

421 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

good practice in 'designing, planning, building, maintaining and renovating homes to make them more socially, environmentally and economically sustainable' (Queensland Government Department of Works 2008, p.2). Figure 7.1 shows how the objective of creating a secure home and neighbourhood can be achieved in the context of the home's site and landscape:

Figure 7.1: Site and landscape components in creating a secure home

Objective 7	Creating a secure home and neighbourhood
Requirements	Use planting that: • promotes the security of property by clearly defining ownership and boundaries • does not obstruct views from living areas of the dwelling to public areas/street and the access to the dwelling. Planting and landscape structures are designed not to conceal: • points of entry to the home • access to potential points of entry, including climable structures adjacent to a multi-story home.
Sustainability goals	◀ Environmental ◀ Social ◀ Security ◀ Sense of community ◀ Economic ◀ Community Costs

Source: Queensland Government Department of Works 2008, p.9.

The *Smart Housing* framework however cautions that:

For CPTED to be successful, it should be part of a comprehensive approach to crime prevention. It should complement community policing, Neighbourhood Watch and social programs that address some of the root causes of criminal behaviour (Queensland Department of Housing 2003, p.10).

Conclusion

The experiences of New South Wales, Western Australia and Queensland show to greater and lesser extents the importance with which design based solutions to address problems pertaining to crime and disorder are viewed, particularly in urban areas. In each of these states CPTED has arguably become an integral part of the planning process.⁴²² How the experiences in these states compare to that in Victoria is examined in the next few chapters, starting with an overview of the Victorian planning system.

⁴²² For an account of the other various safe design guidelines in other states and territories, see Clancey 2011. Commenting on the widespread adoption of CPTED principles across the country at both state and local level, Clancey remarked:

The popularity of CPTED across Australia means that there is a generation of police, planners, architects and other design professionals who automatically consider crime risks in their work...While the content and style of guidelines differ across these jurisdictions, they all embed CPTED into their planning regimes and provide a policy (and in some cases statutory) recognition of CPTED (2011d, p.9).

Section C: Safer Design and CPTED in Victoria

8. The Background to Victoria's Planning Regime

Currently the planning system in Victoria is subject to a major overhaul. A Ministerial Advisory Committee will be advising the government on the direction and content for a new Melbourne Metropolitan Planning Strategy. A Review of the Victorian Planning System is also being undertaken. It is timely therefore to examine the role of these reviews and their likely impact on the existing planning regime and therefore on crime prevention through environmental design (CPTED) and safer design in this state.

This chapter provides the foundation for an ongoing discussion of the *Safer Design Guidelines for Victoria* and their implementation, particularly at local level. As the Guidelines are part of Victoria's planning system it is important that some background information is given about how that system currently works.

A brief history of planning in Victoria

Victorian planning, particularly metropolitan planning,⁴²³ has taken a number of directions since 1954 when the first major comprehensive planning scheme for Melbourne was implemented.⁴²⁴ In the ensuing 60 years over 21 policies or plans, most with a metropolitan impact, have been developed.⁴²⁵

A major overhaul of planning in Victoria for the modern era was established with the introduction of the *Planning and Environment Act 1987*, most provisions of which are still in operation today.⁴²⁶ This was followed by the introduction of comprehensive Victorian Planning Provisions (VPP) in the 1990s and then in 2002 the *Melbourne 2030* plan which led to a 'more comprehensive approach to detailed planning' (Townsend 2012, p.7).⁴²⁷ Explicit attention was paid to a number of broad planning priorities including:

- ◆ Growth area Framework and Control Plans
- ◆ Precinct Structure Plans
- ◆ Structure Plans for Activity Centres⁴²⁸
- ◆ Green Wedge Management Plans.

Melbourne 2030, released in 2002, highlighted the need for planning to promote community safety and wellbeing including by incorporating some key CPTED features. Policy 5.3 of *Melbourne 2030* aimed to 'Improve community safety and encourage neighbourhood design that makes people feel safe'. In particular:

423 Despite the Melbourne-centric nature of much planning it has been recognised that 'Melbourne must be understood in its wider State context and metropolitan strategies must recognise the interaction of Melbourne with regional Victoria' (Townsend 2012, p.2).

424 Melbourne Metropolitan Planning Scheme, Report, Surveys and Analysis 1954.

425 See Appendix 10 for a list of these planning strategies.

426 See discussion later in this chapter.

427 For a comprehensive chronological list of developments in planning policy, law and practice over the past 25 years, see Appendix 11.

428 Particularly important in the context of CPTED, safer design and mixed land usage, see below.

- Initiative 5.3.2 — Establish an interagency forum to improve community safety through the application of urban design principles;
- Initiative 5.3.4 — Implement community policing programs, linking them to community building partnerships and programs that address the causes of crime; and
- Initiative 5.3.5 — Include ‘safer design’ guidelines and principles in the planning system to improve perceptions of safety and reduce the occurrence of crime and violence in the built environment.⁴²⁹

The concept of urban renewal and sustainable communities also became a more prominent feature of Victorian planning at this time. In particular it was recognised that ‘urban renewal projects [have been] successful where they have been part of a broader strategy of urban regeneration and creat[ed] an attractive public realm’ (Townsend 2012, p.3).⁴³⁰

Melbourne 2030 and earlier policies laid the groundwork for concepts such as urban renewal and CPTED to become part of the mainstream planning process. Concepts such as decentralisation, activity centres, urban renewal and urban regeneration have been an important part of the contemporary planning process and in creating ‘an attractive public realm’ (Townsend 2012, p.3).

Current planning provisions

Current planning policy in Victoria is governed by the *Planning and Environment Act 1987*, the Victorian Planning Provisions (VPP), the State Planning Policy Framework (SPPF) incorporated therein, and associated instruments. These set the broad policy framework for planning in the state that binds local government authorities in the development and implementation of their own planning schemes.

The Planning and Environment Act 1987

The legislative basis for planning in Victoria is governed by the *Planning and Environment Act 1987* (the Act). The Act is complex and has expanded exponentially since its introduction in 1987, having been amended 54 times and reprinted on nine occasions (Victorian Planning System Ministerial Advisory Committee 2011, p.69). One of the objectives of planning in Victoria in the *Planning and Environment Act 1987* that is relevant to this Inquiry is:

To secure a pleasant, efficient and safe working living and recreational environment for all Victorians and visitors to Victoria.⁴³¹

The key provision of the Act is Section 4A which establishes the VPP and allows for the creation of planning schemes, the central element of Victoria’s planning system. The VPP are the template from which planning schemes are sourced and constructed.

The Victorian Planning Provisions

The VPP ensure that consistent provisions for planning are maintained across Victoria. Together with the *Ministerial Direction on the Form and Content of Planning Schemes*, they ensure that the content and layout of planning schemes are consistent in all parts of the state.

The VPP incorporate the SPPF that gives direction as to planning policy initiatives for the state:

429 Some of the Melbourne 2030 principles also:

- Clearly define the difference and boundary between private and public space;
- Foster natural surveillance by providing buildings with ‘active’ ground floors and orient these to streets, squares and parks;
- Concentrate activity and create a mixed use space to increase amenity, intensity and duration of activity by bringing together the main lines of movement;
- Provide clear open lines of sight, clearly identify entry and exit points and provide alternative means of exit;
- Provide good lighting and visibility to create an environment that helps people to find their way easily. (*Melbourne 2030*, Initiative 5.1.3).

430 See also Chapter 2 on Urban Renewal.

431 See Section 4(c).

The framework [SPPF] comprises general principles for land use and development in Victoria and specific policies dealing with settlement, environment, housing, economic development, infrastructure, and particular uses and development. To ensure integrated decision-making, planning authorities and responsible authorities must take account of and give effect to the general principles and the specific policies contained in the SPFF.⁴³²

The VPP and SPFF are read alongside other relevant state planning frameworks such as the Higher Density Residential Development and Regional Growth Plans. The VPP can generally only be amended or changed by Ministerial Direction or the delegated authority of the Minister.⁴³³

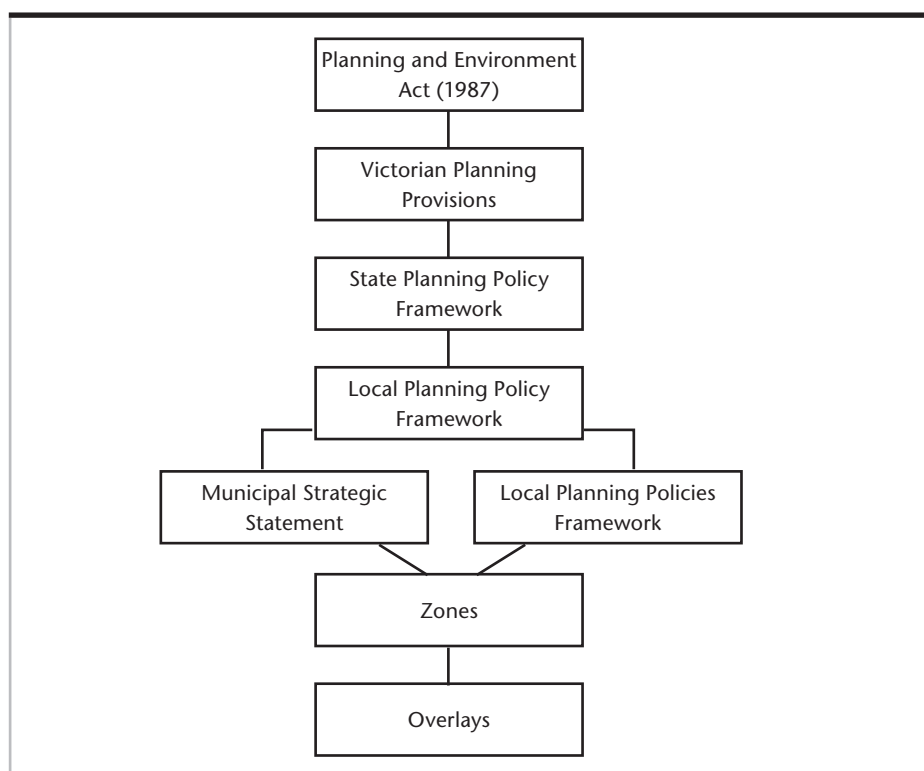
Whilst the VPP provide the framework, standard provisions and State planning policy, local planning authorities (usually the local council) must provide the local planning policy content, including a Municipal Strategic Statement (MSS), and select the appropriate zones and overlays from the VPP, for inclusion in their planning scheme.

Specifically a planning scheme under the Act must follow the VPP and comprise:

- The State Planning Policy Framework
- Municipal Strategic Statement
- Local Planning Policy Framework
- Zones
- Overlays
- Particular and General Provisions.⁴³⁴

The following schematic diagram shows Victoria's Planning Framework.

Figure 8.1: The Victorian Planning Framework



Source: Adapted from Outer Suburban/Interface Services and Development Committee 2009/Department of Planning and Community Development 2011.

432 See http://www.dpcd.vic.gov.au/___data/assets/pdf_file/0016/41272/Chapter-1-Planning-Schemes.pdf

433 See Sections 8 and 11, *Planning and Environment Act 1987*.

434 Section 4A *Planning and Environment Act 1987* and Ministerial Direction Number 12 on the Form and Content of a Planning Scheme. See <http://planningschemes.dpcd.vic.gov.au/vpps/>. Accessed 20 February 2013.

Incorporating the Safer Design Guidelines for Victoria and other design instruments into the planning scheme

Of relevance to this Inquiry, under Clause 15 of the SPPF (Built environment, sustainable development and heritage) policies have been developed for urban design and urban design principles, design for safety, sustainable development and cultural identity and neighbourhood character. Specifically Clause 15 advises that ‘new development should create urban environments that enhance personal safety and property security and where people feel safe to live, work and move in at any time’.⁴³⁵

The VPP make direct reference to the incorporation of the *Safer by Design Guidelines for Victoria* under Clause 15-01-2. Pursuant to Clause 15:

- Land use and development planning must provide communities with adequate and safe physical and social environments for their residents through the appropriate location of uses and development
- Planning should achieve high quality urban design and architecture that enhances liveability, diversity amenity and safety of the public realm.⁴³⁶

In relevant circumstances, planning authorities must have regard to these Guidelines in assessing the design and built form of new development. The Guidelines are also cross-referenced to the Activity Centre Design Guidelines in Clause 11.01 of the VPP referring to Activity Centre Planning, and Safe Design should also be considered as part of the Guidelines for Higher Density Residential Development.⁴³⁷ In association with the Guidelines, planners should also take into account where relevant the provisions of the *Victorian Urban Design Charter*.⁴³⁸

Other relevant clauses of the VPP for the purpose of this Inquiry are those pertaining to residential subdivisions, namely Clause 56.03 (Liveable and sustainable communities). Clause 56.03 contains the objective of creating ‘compact neighbourhoods that are oriented around easy walking distances to activity centres, schools and community facilities, public open space and public transport’ and includes standards pertaining to community facilities, lot diversity, walking and cycling networks, public transport and neighbourhood streets. Under Standard C5 of Clause 56.03-4 it is also stated that the built environment should:

- Implement any relevant urban design strategy, plan or policy for [relevant subdivisions]
- Provide living and working environments that are functional, safe and attractive
- Provide an integrated layout, built form and urban landscape; and
- Contribute to a sense of place and cultural identity.⁴³⁹

The related urban landscape provisions of Clause 56 also contain provisions for the design of streets and public spaces. In particular, applications for subdivisions that create streets or public open space should be accompanied by a landscape design. Under Standard C12 of the clause the landscape design should: ‘Implement any relevant streetscape, landscape, urban design or native vegetation precinct plan, strategy or policy for the area set out in this scheme’.

435 State Planning Policy Framework (Victoria Planning Provisions), Clause 15.01-2.

436 Presentation of Sylvia Georges, Urban Designer, City of Boroondara, to the Drugs and Crime Prevention Committee 22 October 2012.

437 Activity centre planning concerns the encouragement of concentrating major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres which provide a variety of land uses and are highly accessible to the community (Clause 11.02 SPPF). The Activity Centre Design Guidelines specific to the establishment of Activity Centres incorporate many of the general design stipulations found in the *Safer Design Guidelines for Victoria* (see later in this chapter).

438 See later in this chapter.

439 Victorian Planning Provisions — Clause 56.03-4.

Planning and local government

Under Victoria's planning system, as discussed above, the state government sets the broad parameters for policy and planning through the SPPF and the VPP. Each local government area, however, is required to develop and implement detailed 'planning schemes' for land use and development each with a number of standard provisions as to planning requirements across the state. Planning schemes are legal documents prepared and subject to the *Planning and Environment Act 1987*. Local provisions cannot, however, conflict with the overall policy direction of the state. All Victorian local government planning schemes include a MSS, a local planning policy and where applicable a selection of zones and overlays⁴⁴⁰ pertaining to any unique features of the land or area in question:

In the simplest terms, a planning scheme is constructed by taking the Victorian Planning Provisions [VPP] as a basic template. Into this is inserted the local vision and policy framework (the Municipal Strategic Statement and the Local Planning Policies). The zones and overlays needed to implement these are then selected and appropriate local provisions are written to support the zones and overlays (the schedules).⁴⁴¹

At local level the MSS and the Local Planning Policy (LPP) are the two most important planning documents for the local area:

The LPPF [Local Planning Policy Framework] sets a local and regional strategic policy context for a municipality. It comprises the MSS and specific local planning policies.

The LPPF must not operate inconsistently with the SPPF and should where possible demonstrate how broader state planning policies will be achieved or implemented in a local context.

If there is an inconsistency between the SPPF and the LPPF, the SPPF prevails.

An MSS is a part of the LPPF and is a statement of the key strategic planning, land use and development objectives for the municipality and the strategies and actions for achieving those objectives. It promotes the objectives of planning in Victoria to the extent that the SPPF is applicable to the municipality and local issues. The MSS establishes the strategic planning framework for the municipality and encapsulates significant planning directions. The SPPF and MSS provide the strategic basis for the application of the zones, overlays and particular provisions in the planning scheme and decision-making by the responsible authority.⁴⁴²

How some local councils and shires incorporate and use CPTED and other design guidelines into their planning schemes is discussed in Chapter 11.⁴⁴³

Section 60 of the *Planning and Environment Act 1987* and the significance of the 'social' in planning

Finally, under Section 60 of the *Planning and Environment Act 1987* a local authority in assessing a planning application needs to take a number of factors into account. There are first the matters that they *must* consider. These include:

⁴⁴⁰ Zones and overlays may be obligatory and state-wide; that is, all local planning frameworks must adopt them. Some zones however have schedules that allow for local circumstances — for example a farming, industrial or green wedge zone. Overlays are more specific land use stipulations that again may or may not apply to a particular local area. They generally refer to a single issue or related set of issues. A heritage precinct overlay is such an example. As with zones, a schedule may apply to an overlay to cater for special or unique characteristics of a particular area. See generally *Planning: A short guide*, Department of Planning and Community Development 2008 and http://www.dpcd.vic.gov.au/__data/assets/pdf_file/0016/41272/Chapter-1-Planning-Schemes.pdf

⁴⁴¹ Introduction to Victoria's Planning System at http://www.dpcd.vic.gov.au/__data/assets/pdf_file/0015/41271/Introduction.pdf

⁴⁴² See http://www.dpcd.vic.gov.au/__data/assets/pdf_file/0016/41272/Chapter-1-Planning-Schemes.pdf. Accessed 14 February 2013.

⁴⁴³ For an example of how the *Safer Design Guidelines for Victoria* can be creatively incorporated into Local Planning Policy Provisions (LPPP), see the LPPP of the City of Boroondara and particularly its Camberwell Junction Policy pursuant to Clause 22.02 of the LPPP. See also Presentation of Sylvia Georges, Urban Designer, City of Boroondara, to the Drugs and Crime Prevention Committee, 22 October 2012.

- the relevant planning scheme; and
- the objectives of planning in Victoria; and
- all objections and other submissions which it has received and which have not been withdrawn; and
- any decision and comments of a referral authority which it has received; and
- any significant effects which the responsible authority considers the use or development may have on the environment or which the responsible authority considers the environment may have on the use or development.⁴⁴⁴

There are also non-mandatory provisions which the local authority *may* consider before determining a planning application if the circumstances so require. Of relevance to this Inquiry are:

- any significant social and economic effects of the use or development for which the application is made.⁴⁴⁵

The problem with such a provision according to some witnesses to this Inquiry is the vagueness in which the provision is expressed. No definition is given as to what is meant by 'social' or 'social effects'. Whilst it conceivably could include crime and community safety issues this is by no means clear. As planning executive Carmel Boyce told the Committee:

What are the social considerations? Are they about people and place? Are they about safety, about health? You almost need to define what those are, the subcomponents of social, because some people will just count people walking through a place and say, 'Oh yeah, that's highly activated. Great.' It might be dirty, uncomfortable, ridiculously hard to use, but [it is 'social'] So just mandating 'social' does not give you a very complex or nuanced approach.⁴⁴⁶

The non-mandatory form of this provision makes it in any case less than robust. A submission from the Planning Institute of Australia (Victoria) argues that more clarity is needed as to what is envisaged by this section of the Act and how 'social effects' should be determined.⁴⁴⁷ In their follow-up evidence before the Committee, however, they warned that a change to the Act by itself would not be of benefit unless local government officials, developers and other stakeholders had both the knowledge and the resources to meaningfully incorporate CPTED into local planning:

Currently section 60 of the [Planning and Environment] act says 'where the circumstances appear to so require, may consider social effects'. A lot of people have argued that 'may' should be 'must'. The argument would then turn to, 'What circumstances appear to require it?' and it would simply shift the debate to another point. I think the Productivity Commission found over 1,000 equally valid objectives in the Victorian Planning Provisions that planners had to consider. So considering it and giving effect to the outcomes that are intended are often different things. What we are saying is, the requirement—without the education, the training, the awareness-raising of the community, the industry and the professionals—on its own is token.⁴⁴⁸

Growth areas planning and precinct structure plans

Growth area planning is one of the areas of the Victorian planning system that has changed significantly in the past decade. This reflects the substantial growth in Melbourne's population and settlement patterns over that time and the consequent development of 'greenfield' sites, particularly in outer suburban or peri-urban growth areas.⁴⁴⁹

444 *Planning and Environment Act 1987* Section 60(1) (a-e).

445 *Planning and Environment Act 1987* Section 60(1A)(a).

446 Carmel Boyce, Director, Carmel Boyce and Associates, Public Hearing, Melbourne, 12 November 2012.

447 Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012.

448 Liz Johnstone, Executive Officer, Planning Institute of Australia, Victorian Division, Public Hearing, Melbourne, 12 November 2012.

449 For discussion of a 'model' sustainable urban development in a greenfield site, see Selandra Rise featured in Chapter 11 of this Report.

Growth area framework plans set the regional framework for urban growth. They show broad land use patterns, committed and proposed transport networks and regional open space, waterways and areas of potential environmental sensitivity. Growth area framework plans are updated from time to time.

The administration of growth area planning is done through the Growth Areas Authority (GAA), an independent statutory authority charged with coordinating and facilitating the planning and development of Melbourne's growth areas. The goals of the GAA are to:

- Develop communities in growth areas that are socially, environmentally and economically sustainable;
- Work with industry and local councils to ensure economic, employment and housing priorities are achieved in Melbourne's five growth areas; and
- Improve the operation of regulatory and administrative processes over time to reduce costs and increase efficiencies for developers and local councils (Victorian Planning System Ministerial Advisory Committee 2011, p.111).

Precinct Structure Plans (PSP) are the primary tool for planning in greenfield areas. The PSP require seven elements to be addressed with regard to the establishment of an urban area particularly in growth or greenfield areas:

Precinct structure plans provide a balance between meeting complex policy requirements and providing affordable development. Any balancing of conflicting objectives is made in favour of net community benefit and sustainable development.⁴⁵⁰

PSP are accompanied by Precinct Structure Guidelines. These guidelines are intended primarily for Melbourne's growth areas, although they can be used to guide development in regional areas experiencing urban growth around Victoria. Whereas Growth Area plans set out the regional framework for urban growth, PSP set out the structure and planning requirements for smaller units such as growth suburbs and greenfield developments. It may cover inter alia:

- Housing yields
- Employment land provision and location
- Transport networks
- Open space and natural systems
- Activity centres
- Community facilities.⁴⁵¹

The precinct structure plan is incorporated into the local planning scheme to guide the use and development of land in the precinct over the long term. Precinct structure plans should:

- Meet state planning policy objectives and resolve competing issues;
- Create a structure for urban development that will deliver practical outcomes;
- Provide the framework for statutory planning controls, including specific implementation provisions;
- Give local communities, developers and other investors greater certainty and confidence about future development in the growth areas; and
- Allow for whole of community involvement.⁴⁵²

450 *Precinct Structure Planning Guidelines*, Growth Areas Authority 2009, at http://www.gaa.vic.gov.au/wp-content/uploads/2012/12/PSP_Guidelines_PART_ONE1.pdf1.pdf. Accessed 19 February 2013.

451 *Precinct Structure Planning Guidelines*, Growth Areas Authority 2009, at http://www.gaa.vic.gov.au/wp-content/uploads/2012/12/PSP_Guidelines_PART_ONE1.pdf1.pdf. Accessed 19 February 2013.

452 *Precinct Structure Planning Guidelines*, Growth Areas Authority 2009, at http://www.gaa.vic.gov.au/wp-content/uploads/2012/12/PSP_Guidelines_PART_ONE1.pdf1.pdf. Accessed 19 February 2013.

One of the key objectives of growth area planning that is relevant to this Inquiry is the 'establishment of a sense of place and community'. To do so, growth area planning in conjunction with PSP and local area plans should ensure:

- Neighbourhoods are safe and compact, making it easy to walk or cycle to shops, local jobs, schools, community facilities and public transport stops;
- Public spaces and community facilities are well designed to promote healthy lifestyles and strong, diverse communities;
- Residents and workers have access to a variety of open spaces (parks, gardens, plazas and reserves) for relaxation and recreation;
- Strong local character is created through distinct natural and cultural features as well as the urban form; and
- Everything we design and build today is of a high quality that will promote positive experiences in the growth areas for generations.⁴⁵³

Such an objective combines both the traditional crime prevention, security and safety aspects of CPTED approaches with contemporary approaches to urban sustainability and 'liveability'.

PSP can be prepared by a local council, the GAA or other agencies directed to do so by the Minister for Planning. The process requires the active involvement of land owners, developers, service and infrastructure providers and councils. However, according to the current Victorian Planning System Review⁴⁵⁴ there has been tension between the GAA acting as the local planning authority and local councils who may feel their role as the local planning authority has been usurped (Victorian Planning System Ministerial Advisory Committee 2011, p.111).

Current developments in Victorian planning

Over the past two years there have been significant developments with regard to the current Victorian planning regime. In particular, two Ministerial Advisory Committees have been established to address different aspects of planning in this state and accordingly inform ongoing government priorities.

A Ministerial Advisory Committee chaired by Professor Roz Hansen has been set up to advise the Government on the development of a new 40 year Metropolitan Planning Strategy. A different Ministerial Advisory Committee chaired by Mr Geoff Underwood has been given the more technical task of advising the Government on a new planning system for the state. The Planning *Strategy* Review reflects the priorities of *strategic* planning for the state; that is, the broad template or 'macro' vision for planning in Victoria over the next few decades. The Planning *System* Review on the other hand is concerned with an overhaul of the processes and systems of planning; that is, it is more concerned with *statutory* planning in this state.⁴⁵⁵

A new planning strategy for Melbourne

Whilst the SPFF introduced by the previous government is still operational as an interim measure, the Victorian Government is currently in the process of preparing a new metropolitan planning strategy to manage Melbourne's growth and forward planning.⁴⁵⁶ Whilst primarily

453 *Precinct Structure Planning Guidelines*, Growth Areas Authority 2009. Accessed 19 February 2013 at: http://www.gaa.vic.gov.au/wp-content/uploads/2012/12/PSP_Guidelines_PART_ONE1.pdf1.pdf Emphasis in original.

454 See later in this chapter.

455 See Chapter 1 for a detailed definition of the difference between strategic and statutory planning.

456 New South Wales is contemporaneously undertaking a Review into its current state planning system. The Victorian Ministerial Committee notes that whilst the Victorian Review received and considered 547 written submissions, the larger state of NSW recorded only 328 (Victorian Planning System Ministerial Advisory Committee 2011, p.15).

a strategy for the city and surrounding suburbs,⁴⁵⁷ the strategy will also consider Melbourne's links and interaction with the regions and rural Victoria and the impact of the Regional Growth Plans. The new strategy will be developed in conjunction with a Strategy Advisory Committee appointed in May 2012 with Professor Roz Hansen in the Chair.

The Strategy will examine:

- Housing choice
- Transport accessibility
- Economic growth
- Environmental protection; and
- Infrastructure and services to support growth.⁴⁵⁸

The planned strategy will be subject to continuous consultation and review over a two year period. In particular the strategy will be informed by a Planning Review conducted by a Ministerial Advisory Committee, the operations of which are discussed in the next section.

The strategy is partly a response to the recognition that since the introduction of the *Planning and Environment Act 1987* (see below) there has also been a range of 'cultural, economic, social and environmental factors which have emerged since the advent of the Victorian Planning Provisions base planning system and the Act' (Victorian Planning System Ministerial Advisory Committee 2011, p.9). These include:

- A more informed community with a higher awareness of planning;
- A more risk averse / risk management environment;
- Broader ethnic composition of the population;
- Increased social and cultural heritage awareness (indigenous and European);
- Greater expectations for quicker planning decisions;
- A change in the demand for housing types, with a trend towards higher density living;
- Greater State and Local Government sensitivity to the electorate / more poll driven;
- Forensic scrutiny of decision making and increased expectations of governance;
- Fragile economic conditions;
- Globalised impacts on economic and financial decisions;
- Participation rates in and the increased casualisation of the workforce;
- A tighter fiscal environment;

457 Alongside the Metropolitan Planning Strategy, new Regional Growth Plans will be prepared/reviewed to guide planning in rural and regional Victoria. Regional growth plans are being developed to provide broad direction for land use and development across regional Victoria. While they do not focus on community safety issues per se, they will provide more detailed planning frameworks for key regional centres.

The regional growth plans will:

- identify important economic, environmental, social and cultural resources to be preserved, maintained or developed
- provide direction for accommodating growth and change including: residential, employment, industrial, commercial, agriculture and other rural activities
- show which areas of land can accommodate growth and which are to be maintained, including consideration of the infrastructure needed to support growth or change
- help councils by streamlining planning policy and potentially reducing the amount of strategic work councils have to do.

The plans will not reduce attention to local issues or replace local planning, but can provide solutions to common issues across the region. See www.planmelbourne.vic.gov.au/about. Accessed 16 July 2012.

New planning development also needs to take into account *Higher Density Residential Development Guidelines* which provide advice to developers and councils about best practice in higher density housing. Such Guidelines are particularly important given the increasing number of Victorians living in flats, apartments and units across Melbourne. See *Guidelines for Higher Density Residential Development* Accessed 19 February 2013 at: www.dpcd.vic.gov.au/planning/urbandesign/guidelines/guidelinesforhigherdensity.

458 *A New Melbourne Metropolitan Planning Strategy*, Department of Planning and Community Development 2012. Accessed 16 July 2012 at: www.dpcd.vic.gov/planning/plansandpolicies/planningformelbourne/a-new-strategy

- Decreasing housing affordability;
- Increased reliance on and expectations of technology;
- Greater access to information as a consequence of technology;
- The advent of the National Broadband Network; and
- Environmental awareness / sustainability / climate variability / energy efficiency issues. (Victorian Planning System Ministerial Advisory Committee 2011, p.9).

These changes and developments clearly will have an impact on planning for the 21st century and are key considerations to be taken into account in the development of a new metropolitan planning strategy.

Discussion paper

In October 2012 a discussion paper was released entitled *Melbourne: let's talk about the future*, which identified principles to be considered in developing the new strategy. These are:

- Principle 1: A distinctive Melbourne
- Principle 2: A globally connected and competitive city
- Principle 3: Social and economic participation
- Principle 4: Strong communities
- Principle 5: Environmental resilience.
- Principle 6: A polycentric city linked to regional cities
- Principle 7: Living locally — a '20 minute' city.
- Principle 8: Infrastructure investment that supports city growth
- Principle 9: Leadership and partnership.⁴⁵⁹

The most relevant of the principles for the purposes of this Inquiry is Principle 1 with its emphasis on urban renewal, urban design and 'liveability'. The discussion paper states:

Urban renewal can have many positive effects. It can replenish housing stock and improve quality; it can increase density and reduce sprawl; it can deliver economic benefits and improve the global economic competitiveness of a city's centre. It may also improve social opportunities and improve safety through passive surveillance.

Urban renewal through a mix of renovation, cultural and artistic regeneration, commercial development and land use incentives is one of the best ways to revitalize urban neighbourhoods.

...Several local councils and private developers are progressing renewal projects by leveraging their own holdings to create more productive and liveable places.⁴⁶⁰

Innovative urban design is also seen as an important part of Melbourne 'going forward':

Melbourne can build on its tradition of good design and innovation when building and developing the city. We need to ensure Melbourne's distinctiveness continues to add to its international reputation, competitive advantage and social and cultural richness.

With the city absorbing more development, it is timely to consider what types and mix of building forms we need into the future to make the best use of infrastructure and build strong communities.

⁴⁵⁹ *Melbourne: Let's Talk about the Future* 2012a, Discussion Paper, Ministerial Advisory Committee, Metropolitan Planning Strategy. Accessed 1 March 2013 at: http://planmelbourne.vic.gov.au/__data/assets/pdf_file/0020/121862/Part-1-Executive-Summary-and-Introduction.pdf

⁴⁶⁰ *Melbourne: Let's Talk about the Future* 2012a, Discussion Paper, Ministerial Advisory Committee, Metropolitan Planning Strategy. Accessed 1 March 2013 at: http://planmelbourne.vic.gov.au/__data/assets/pdf_file/0020/121862/Part-1-Executive-Summary-and-Introduction.pdf

We also need to consider how we can provide clarity of outcomes while allowing for innovation and creativity. The intention of the planning strategy for every local area should be unambiguous.⁴⁶¹

Despite the Melbourne-centric focus of the discussion paper, arguably the principles it promotes with regard to liveability and urban design are applicable, at least to some degree, in regional cities and towns.

Subsequent to the discussion paper's release and ongoing community consultation, the Victorian Government with the assistance of the Department of Planning and Community Development, the Ministerial Advisory Committee, local government authorities and external stakeholders will continue to develop the new Planning Strategy over the next year.⁴⁶² The Hon. Matthew Guy, Minister for Planning, has advised the Drugs and Crime Prevention Committee that consideration is being given to the *Safer Design Guidelines for Victoria* in the development of the draft strategy.⁴⁶³

The Ministerial Advisory Committee Planning System Review

The Advisory Committee⁴⁶⁴ in charge of advising on the development of a revision of the planning system was appointed under section 151 of the *Planning and Environment Act 1987* with the following Terms of Reference:

The purpose of the Committee is to provide advice on ways of improving the planning system including the legislative base, the structure of planning schemes including the structure of state and local policy provisions, as well as regulations under the Planning and Environment Act 1987.

Through a public submissions process, the Committee is required to:

- Advise ways of improving the planning system, including the legislative base, the structure of planning schemes, including the structure of state and regional policy provisions, as well as regulations under the Planning and Environment Act 1987 and other relevant legislation.
- Categorise the range of comments and issues to allow for further assessment in light of Government planning policy.
- Prioritise the matters raised according to the frequency of raising and in light of Government planning policy.
- Advise the Government of the perceived efficiency of the planning system from the varied perspectives of the users.
- Recommend areas of further study that appear to be necessary and the preferred method for dealing with the issues arising.⁴⁶⁵

The Advisory Committee consulted with a wide range of planning stakeholders, including local government, community and industry representatives. A call for submissions to the Review closed on 31 August 2011. Over 500 submissions were received.

In response to the submissions, the preliminary reviews and after months of deliberation, the Advisory Committee produced an *Initial Report* in December 2011. One of the key

461 *Melbourne: Let's Talk about the Future*, 2012a Discussion Paper, Ministerial Advisory Committee, Metropolitan Planning Strategy. Accessed 1 March 2013 at: http://planmelbourne.vic.gov.au/__data/assets/pdf_file/0020/121862/Part-1-Executive-Summary-and-Introduction.pdf

462 For a more in-depth discussion of the new Planning Strategy as it relates to issues such as population and urban growth, housing affordability, growth area planning, and liveability and the environment, see the Parliament of Victoria, Outer Suburban/Interface Services and Development Committee, *Inquiry into Liveability Options in Outer Suburban Melbourne, Final Report*, December 2012.

463 Matthew Guy, MLC, Minister for Planning. Correspondence to the Drugs and Crime Prevention Committee, 17 June 2013.

464 The Advisory Committee Panel at this time was chaired by Geoff Underwood a private planning consultant with many years of planning experience in the private and public sectors. Other members of the panel included town planners, planning lawyers and senior local government officers.

465 See <http://www.dpcd.vic.gov.au/planning/panelsandcommittees/current/vpsmac>. Accessed 27 February 2013.

recommendations of this interim report was to continue the process of developing a new metropolitan planning strategy and regional growth plans. This was accepted by the government.

The *Initial Report* was at pains to stress that the Review is not concerned about the content of planning policy per se, rather 'it is about the operation and effectiveness of the machinery of the planning system' (Victorian Planning System Ministerial Advisory Committee 2011, p.1).

There have been a number of reasons suggested as to why it is timely to review the current planning system. The main ones cited are:

1. The statutory framework within which the planning system operates is now a quarter of a century old, and is overburdened with a multitude of add-ons;
2. There have been significant changes to local, national and global conditions that affect people's lives; and
3. State Government is currently engaged in the formulation of a new Metropolitan Strategy for Melbourne as well as growth plans for regional Victoria in order to accommodate the consequences of change in the local, national and global environments. The introduction of these new strategies should ideally occur as part of any changes to the current planning system (Victorian Planning System Ministerial Advisory Committee 2011, pp.9-10).

On the basis of the submissions put before it, the Ministerial Committee prioritised the issues pertaining to the review into four groups;

- The leadership of planning in Victoria (including inter alia the roles of the Minister, the Department of Planning and local government);
- The architecture and structure of the planning system (including the Planning and Environment Act; Victoria Planning Provisions; Municipal Strategic Statement and Local Planning Policy);
- The administration of the planning system; and
- The processes within the planning system (Victorian Planning System Ministerial Advisory Committee 2011, pp.19-20).

Whilst the Review commented on the importance of local government in Victoria's ongoing planning system and its links to sustainable development it also identified that problems can arise because of the different priorities that state and local governments and communities have. Citing a former inquiry into planning undertaken by the Productivity Commission, the Ministerial Review commented:

The Productivity Commission Report identifies that communities are principally focussed on issues like personal safety, public transport and congestion, while state planning policy focuses on matters such as population growth, increasing population densities and managing greenfield development...Councils are therefore required to straddle the policy imperatives of the State on the one hand and their local communities on the other (Victorian Planning System Ministerial Advisory Committee 2011, p.27).

Ultimately the Review has recommended that local government must take a 'key role' in the Victorian planning system; including a greater role in strategic planning and better and ongoing training for both councillors⁴⁶⁶ and staff in the planning system (Victorian Planning System Ministerial Advisory Committee 2011, p.27).⁴⁶⁷

⁴⁶⁶ The Review notes the onerous responsibility that ongoing and newly elected councillors face in discharging their responsibilities. Upon commencing their term they are expected to absorb many quite complex policies and plans including Municipal Budgets, Municipal Strategic Statements, Municipal Health and Well Being plans and Local Planning Policies (Victorian Planning System Ministerial Advisory Committee 2011, p.53).

⁴⁶⁷ Although the Review recognises that the type of council will determine the greater or lesser role that individual councils may take with regard to planning issues. For example, a local area with large amounts of growth area planning may take a greater role in developing precinct structure plans. Similarly, an Interface or Peri-urban Council may have a greater role with regard to green wedge planning than an inner city municipality. See Victorian Planning System Ministerial Advisory Committee 2011, pp.33ff.

As noted earlier, subsequent to the publication of the *Initial Report*, the Government has accepted the recommendation of the Advisory Committee that there will be further work undertaken on the development of a new metropolitan planning strategy which may incorporate changes to the planning system. Other recommendations of the Advisory Committee that have been accepted include:

- Reviewing the permit and amendment processes to make them more efficient
- Reviewing the operation of aspects of planning schemes, such as how local policy and planning overlays work
- Improving how the development contribution system works.⁴⁶⁸

It should be noted that whilst the Review has been quite wide ranging in its scope with regard to its suggestions for the reform of the Victorian planning system, there is no discussion of the role of planning in crime prevention and community safety and no mention of the *Safer Design Guidelines for Victoria*.⁴⁶⁹ This may reflect the fact that the Review primarily concerns the 'nuts and bolts' of community planning rather than the broader strategic sweep covered by the Metropolitan Planning Strategy.

Criticisms of the current planning framework with regard to community safety issues

Evidence to this Inquiry has indicated that the review of the current Victorian Planning system is welcome. There have been criticisms of the extent to which the system does in fact incorporate design for safety, CPTED or designing out crime principles into local planning in this state. For example, Sylvia Georges, urban planner with the City of Boroondara, told the Committee that rarely if ever would the planning divisions of the Victorian Civil and Administrative Appeals Tribunal (VCAT) refuse an application or make a decision on the basis of safety issues alone.⁴⁷⁰ Whilst acknowledging that on paper there are provisions within the state planning scheme pertaining to the promotion of safety issues, Mrs Georges comments that there is very little guidance as to how these are considered in practice:

The state planning policy [stipulates that] land use must provide communities with adequate safe physical and social environments for their residents. It is a very generic, motherhood statement...Clause 15.01 [of the policy] also indicates that high-quality architecture and urban design [should] contributes to the character of the area and its safety. The objective of enhanced personal safety...it is good as an objective, but there are no guidelines as to how [to implement it] There is very, very little guidance...

With regard to the *Safer Design Guidelines for Victoria* — again, you have the strategies, but what do the strategies say? Ensure the design of buildings, public spaces and mix of activities contributes to the safety and the perception of safety — how?⁴⁷¹

Similarly a submission to this Inquiry by the City of Casey located in Melbourne's outer south eastern suburbs, states that:

Whilst there are some references to safer design principles in the State Planning Policy Framework, there is a lack of detail about how the principles can be achieved. In addition, the principles are not

468 *State Government Response to Victorian Planning System Ministerial Advisory Committee* at http://www.dpcd.vic.gov.au/___data/assets/pdf_file/0014/105251/Govt-Response-to-Recommendations-Final.pdf

469 Interestingly, submissions to the Review were divided as to who should have primary responsibility for planning in Victoria. Some submissions advocated the removal of state government from planning whilst others believed local government should not be involved. Other submissions sought a return to an overall metropolitan planning commission to be responsible for the total administration of planning in the state in lieu of state and local government involvement (Victorian Planning System Ministerial Advisory Committee 2011, p.17).

470 Presentation of Sylvia Georges, Urban Designer, City of Boroondara, to the Drugs and Crime Prevention Committee, 22 October 2012.

471 Presentation of Sylvia Georges, Urban Designer, City of Boroondara, to the Drugs and Crime Prevention Committee, 22 October 2012.

applied consistently across the different areas of land use planning, particularly regarding open space planning, where there are no objectives or strategies at all about safer design.⁴⁷²

Some architects and urban designers believe that if urban safety issues are to be taken into account, the planning review must result in higher density planning. For example, architect Simon McPherson believes appropriate high density planning can result in good activation, one of the key CPTED principles.⁴⁷³ Conversely, unregulated urban sprawl is not necessarily conducive to healthy, sustainable and safe communities, certainly not without the appropriate infrastructure put in place:

[w]e need to get[ting] enough people living close enough together to support [localised] centres. When they exist people have a destination and they have a local focus, a local community identity. You can meet down there for coffee or you can meet down there at the child-care centre or at the little plaza or you can get your bread and milk and so on. In many respects, the local centre is the most important one because it is the glue that holds the urban structure together...The larger centres are important, of course — they are scattered around — but it is the small ones that provide that local focus, which, I think, will be increasingly important as petrol prices rise and as there is a cultural shift towards a more local focus...In the growth areas you just do not see this structure...larger centres are much more dispersed.⁴⁷⁴

Similarly, representatives of the City of Melbourne argue that the Review outcomes could benefit from a mix of planning densities including higher density settlements and more promotion of public transport options:⁴⁷⁵

[m]y suggestion is to look for good planning principles in other respects that can also reinforce CPTED principles. One of those is to help settlements become less car dependent. An area that is walkable will tend to be safer. For example, we need to move towards where the risk of a kid being attacked on the way to school is addressed through it being the norm that kids walk to school; they know their neighbours and that there is safety in that sort of respect; they know the area; they become street savvy, rather than being chauffeured to school, which actually generates risks and embeds car dependence. ...Part of that is to design communities in a reasonably intense way in terms of getting appropriate levels of density of development and mix of development and getting them well connected. Those principles are in here, but I think to reinforce those principles is particularly important in newly developed areas.⁴⁷⁶

Other criticisms of the planning system were made in submissions to the Ministerial Committee Planning Review. Few, if any of these related to the issue of community safety or designing out crime, although they were critical of the context in which urban planning decisions are made in Victoria, including the role and performance of the Department of Planning and Community Development and particularly its tendency to 'operate in silos'.

Some submissions noted that the 'silo mentality' approach within the Department extends to its relationships with other government departments (such as the Department of Transport) and outside organisations such as local government and referral authorities. A number of submissions commented on how difficult it is to understand what part of the

472 Liam Hodgetts, Manager Strategic Development, City of Casey, Submission, 19 October 2012.

473 See discussion in Chapter 2.

474 Simon McPherson, Director, SJB Urban, Public Hearing, Melbourne, 22 October 2012.

475 Conversely some commentators have observed that higher density planning in some circumstances can increase the incidence of crime and disorder 'simply because there are more people circulating in the area' On balance, however, it is not so much the type of density that is determinative of the amount of crime in the area as the measures that are (or are not) put in place to address potential crime and anti-social behaviour. The use of CPTED or safer design principles to ameliorate potential crime is therefore of great importance in planning no matter what the density used (Giles-Corti, Ryan & Foster 2012, p.9).

476 David Pryor, Senior Architect and Urban Designer, Urban Design and Docklands Branch, City of Melbourne, Public Hearing, Melbourne, 8 October 2012. See also the discussion in Chapter 11 on the links between safer design, and walkable sustainable urban environments.

planning section of the Department one should approach with particular issues. In this regard the Planning Review Committee stated that:

The Committee believes that the structure of the Department needs to be reviewed to ensure that appropriate levels of connectivity exist between its internal and external customers. This is important as the planning function of the Department impacts on every aspect of government, such as transport, recreation, employment and environment (Victorian Planning System Ministerial Advisory Committee 2011, p.52).

The other major criticism to come out of the Initial Review Report was that in the views of many the current planning schemes are far too complex and complicated with increasing numbers of zones, overlays and schedules being put in place. It is the Ministerial Advisory Committee's view that more standardisation of planning schemes is required (Victorian Planning System Ministerial Advisory Committee 2011).

Further comment or criticism on how designing out crime is or is not incorporated into Victorian (local) planning will be discussed in Chapter 9 in the context of the Inquiry's survey of local government officers and their views on the *Safer Design Guidelines for Victoria*.

The *Safer Design Guidelines for Victoria*

The Safer Design Guidelines for Victoria (the Guidelines) were published in 2005 to facilitate the planning and design of safer urban areas in Victoria. They were developed by an interdepartmental working group of the Victorian Government in conjunction with local stakeholders, particularly local governments, police and safety officers. They set out principles and objectives for the design of urban environments at various stages. The principles on which the Guidelines are drawn from are based clearly on the traditional CPTED principles, although the Guidelines document at no time specifically mentions the term 'Crime Prevention through Environmental Design' (CPTED). However the Guidelines, taken as a whole, go beyond issues pertaining to designing out crime or community safety, incorporating as they do provisions with regard to urban sustainability and planning or healthier more 'liveable' communities. The Guidelines can be applied to the development of new estates and suburbs as well as 'retrofitting' and regenerating established areas.

Aims and objectives

The objectives of the Guidelines are to:

- Increase community usage of public places, in the daytime and evening
- Achieve connection and integration of streets and public places
- Reduce opportunities for crime and anti-social behaviour
- Improve the quality of life for the community by improving perceptions of public places
- Create more liveable and sustainable environments.⁴⁷⁷

These objectives are to be read in conjunction with the aims of the Guidelines which are to achieve:

- Physically well-connected neighbourhoods
- Well defined public and private spaces
- Improved surveillance of public spaces.⁴⁷⁸

Whilst not legally binding, planning authorities and local governments must also have regard to the Guidelines in assessing the design of new developments within their municipalities,

477 *Safer Design Guidelines for Victoria* at http://www.dpcd.vic.gov.au/Safer_Design_Guidelines.pdf

478 *Safer Design Guidelines for Victoria* at http://www.dpcd.vic.gov.au/Safer_Design_Guidelines.pdf

assessing permit applications and in the production of Municipal Strategic Statements.⁴⁷⁹ There is little guidance however as to what ‘must have regard for’ means in this context.

Whilst the Guidelines include stipulations for design that is conducive to community safety, the document is not solely or even largely focused on crime prevention. Evidence to the Parliamentary Outer Suburban/Interface Services and Development Committee during its *Inquiry into Sustainable Urban Design for New Communities in Outer Suburban Areas* noted the views of the former Crime Prevention Victoria (a co-author of the Guidelines) as to the holistic nature of the Guidelines:

We think safer design is more than crime prevention. It includes, but is more than, crime prevention. We are looking at increasing community participation in the public realm. We are also looking at healthier environments for people because the more people use public space the more exercise they get and [the Guidelines] are also about access and equity issues, so if people with disabilities have a safer environment, it should be safe for all Victorians.⁴⁸⁰

Although, the *Safer Design Guidelines for Victoria* do not use the term CPTED and go beyond the goals of crime prevention and community safety, they *are* based on a set of principles which in themselves largely stem from the concepts of environmental design and CPTED discussed throughout this Report.

These principles are:

1. Surveillance
 - Maximise visibility and surveillance of the public environment
2. Access, Movement and Sightlines
 - Provide safe movement, good connections and access
3. Activity
 - Maximise activity in public places
4. Ownership
 - Clearly define private and public space responsibilities
5. Management and Maintenance
 - Manage public space to ensure that it is attractive and well used.

Most of these principles have been discussed at length in the context of CPTED in Chapter 2.

Design elements

In addition to the design principles, the Guidelines sets out 10 design elements that need to be considered when designing ‘towns, neighbourhoods, streets, public places and buildings’. These concern:

- Urban Structure
- Public Transport
- Activity Centres
- Car Park Areas
- Building Design
- Public Facilities

⁴⁷⁹ Clause 15 State Planning Policy Framework.

⁴⁸⁰ Evidence of Jan Ryan, Senior Policy Officer, Crime Prevention Victoria, Outer Suburban/Interface Services and Development Committee, Parliament of Victoria *Inquiry into Sustainable Urban Design for New Communities in Outer Suburban Areas*, September 2004.

- Parks and Open Spaces
- Lighting
- Walking and Cycling Paths
- Signage.⁴⁸¹

It is envisaged the use of the Guidelines, associated principles and the elements will result in the following outcomes:

- Increase community usage of public spaces, in the daytime and evening
- Achieve connection and integration of streets and public places
- Reduce opportunities for crime and anti-social behaviour
- Improve the quality of life for the community by improving perceptions of public places
- Create more liveable and sustainable environments.⁴⁸²

In implementing the principles and elements, the Guidelines contribute to achieving the objectives and aims of the Victorian Planning Provisions and particularly the State Planning Policy Framework. The other value of the Guidelines is that they have incorporated CPTED principles into mainstream planning processes. As Fischer and Piracha state,⁴⁸³ these types of guidelines or design frameworks can take CPTED principles out of the domain of police and criminologists and make them relevant for planners, councils and urban designers (2012).⁴⁸⁴

As discussed in Chapter 7, to some commentators the *Safer Design Guidelines for Victoria* compare favourably with their NSW counterparts and other state frameworks. Clancey, Lee and Fisher argue for example that the Victorian Guidelines 'provide a potential model for how the NSW guidelines could be improved'. In particular they argue that the Victorian guidelines offer a 'clear and well-illustrated exposition of CPTED concepts and design principles', particularly through their use of sketches, photos and drawings (Clancey, Lee & Fisher 2012, p.12).

Moreover, Clancey believes that because the Victorian Guidelines are driven by a planning regime rather than evolving from the work of the police, as in NSW or Queensland, they are of more relevance to urban designers and planners. The Victorian Guidelines are also viewed as clearer and more precise, enabling council planners or developers to state they have adhered (or not) to the requirements and councils or planning authorities in turn to agree that the requirements have (or have) not been met.⁴⁸⁵

This is a sentiment that representatives of the City of Melbourne echoed when the Committee met with them in October 2012:

I think the [Safer Design] principles give each local government a sense that crime prevention is their business as much as Victoria Police's but in a much more proactive and positive, preventative sort of way, that is about liveability and attraction to municipalities, whether it be in rural Victoria or our suburbs. They can also play a part in making their municipalities liveable, engaging and safe places to be, in partnership with the police at the enforcement and prevention end. It is a language that certainly councils understand and it is a good way to engage local governments, and they have been engaged over the last few years, but it certainly needs to continue, and strongly, I think.⁴⁸⁶

481 See *Safer Design Guidelines for Victoria* at http://www.dpcd.vic.gov.au/Safer_Design_Guidelines.pdf

482 See *Safer Design Guidelines for Victoria* at http://www.dpcd.vic.gov.au/Safer_Design_Guidelines.pdf

483 Whilst this comment relates to the New South Wales CPTED Guidelines, this attempt 'to engage planners and councils with the criminological world' is equally important in the Victorian context. See Fisher and Piracha 2012, p.82.

484 (Correspondence from Garner Clancey, Lecturer and Deputy Director, Sydney Institute of Criminology, Sydney Law School, The University of Sydney, to the Drugs and Crime Prevention Committee, 6 May 2013).

485 (Correspondence from Garner Clancey, Lecturer and Deputy Director, Sydney Institute of Criminology, Sydney Law School, The University of Sydney, to the Drugs and Crime Prevention Committee, 6 May 2013).

486 Dean Griggs, Branch Manager, City of Melbourne, Public Hearing, Melbourne, 8 October 2012.

Objectives and suggestions

Each design element of the Guidelines contains a series of design objectives and design suggestions to assist in achieving those objectives. The Guidelines where relevant are also accompanied with maps, diagrams, charts and photographs depending on the element in question.

Whilst it is not the intention of this Report to give a detailed account of the Guidelines and their constituent elements, the following example may be instructive in outlining the format and structure of one of the key elements, that of Urban Structure (Element One).

Element One — Urban Structure

Area for consideration — Neighbourhood Design

Objective 1.5 Surveillance

Design Suggestion 1.5.1 — Allocate and mix land uses in line with expected street traffic and pedestrian movement. Allow retail and commercial uses on busier streets and residential uses on quieter streets

Design Suggestion 1.5.2 — Encourage active uses along main roads to ensure these streets promote a sense of safety for people during most hours of the day and night

Design Suggestion 1.5.3 — Encourage home based business activity within neighbourhoods to provide for greater surveillance for longer periods of time

Design Suggestion 1.5.4 — Provide generous and attractive walking and cycling paths on streets to encourage greater use and people presence.⁴⁸⁷

The Guidelines have been widely distributed in hard copy to local councils, urban designers, planners, developers and other stakeholders over the last seven years. They have also been made available on the website of the Department of Planning and Community Development, resulting in many views and downloads. The Guidelines are also offered as a specific subject in the planning modules offered through the Department of Planning and Community Development/Planning Institute of Victoria 'PLANET' Urban Design Training Program.⁴⁸⁸

Urban Design Charter for Victoria

A design document that needs to be taken into account by planners and designers alongside the *Safer Design Guidelines for Victoria* is the *Urban Design Charter for Victoria*.

The *Urban Design Charter* has been developed and is under the custodianship of the Urban Design Unit of the Department of Planning and Community Development. The Charter states that good urban design is about making a 'good public environment', one which supports the:

[s]ocial, cultural, economic and environmental well-being of communities that live in, or are affected by urban areas. A good public environment doesn't happen by chance. It requires care, skill and attention in its creation and management. It can always be improved'.⁴⁸⁹

The Charter contains 12 Principles of Good Public Environments that the state government and other signatories have pledged to incorporate into ongoing urban design projects. These include:

- Structure and Connections: Organising places so their parts relate well to each other
- Accessibility: Providing ease, safety and choice of access for all people

⁴⁸⁷ See *Safer Design Guidelines for Victoria* at http://www.dpcd.vic.gov.au/Safer_Design_Guidelines.pdf

⁴⁸⁸ See also discussion in Chapter 13 in the context of training and education

⁴⁸⁹ http://www.dpcd.vic.gov.au/___data/assets/pdf_file/0016/41236/Urban_Design_Charter_for_Victoria_explaining_the_12_Principles.pdf / Accessed 16 July 2012.

- Legibility: Helping people to understand how places work and to find their way around
- Animation: Stimulating activity and a sense of vitality in public places
- Fit and Function: Supporting the intended use of spaces whilst also allowing for adaptability
- Complementary mixed uses
- Sense of Place: Recognising and enhancing the qualities that give places a valued identity
- Consistency and Variety: Balancing order and diversity in the interests of appreciating both
- Continuity and Change: Maintaining a sense of place and time by embracing change yet respecting heritage
- Safety: Designing spaces that minimise risk of personal harm and support safe behaviour
- Inclusiveness and Interaction: Creating places where all people are 'civic equals'
- Sensory Pleasure: Creating spaces that 'engage the senses and delight the mind'.⁴⁹⁰

These 12 qualities are seen as 'essential for the effective functioning of good public environments everywhere'.⁴⁹¹

Of particular relevance to this Inquiry, the Charter considers safety as a key principle that should be taken into account by architects, urban designers and planners, stating that:

Design for safety is no mere matter of installing handrails and warning signs. A more basic concern is to create places where people can use their own natural aptitudes to keep themselves and others safe from harm. This requires support for human abilities of perception — for example street lamps that emit white light help people to see nuances in the environment (or other people) better than coloured lights such as yellowish high pressure sodium lamps. It also requires acknowledgement that some people suffer from impaired eyesight or other abilities, and so they require other cues to help them understand their environment.

Safety is supported when people can see potential threats, judge risks, escape if a threat is perceived, seek assistance and give aid if needed. This is supported by views into and through spaces; by multiple access routes into and out of spaces; by mixed land uses that mean other people are around all the time; and by windows and activities in buildings located to overlook streets and other public spaces. Without denying the value of a charming surprise or vistas that unfold dramatically, logic and predictability in design are important to support our ability to interpret what we hear and see, and to reasonably anticipate what is around the corner. There is a place for everything, but to divert pedestrians' attention with intricate paving when they should be watching for oncoming trams may be misconceived.⁴⁹²

The *Urban Design Charter* for Victoria is not a binding legal document. As with the *Safer Design Guidelines for Victoria* it is hoped that planners, urban design professionals, builders and developers will heed its principles and apply them to their work in their respective professions. This will ensure designing for safety or designing out crime becomes commonplace in new developments or refurbished established properties throughout Victoria.

Conclusion

Victoria's planning system is complex. As recognised by the current Planning Review, it is in need of an overhaul to meet the needs of developing new communities in the 21st century whilst addressing the problems faced by established neighbourhoods, some of which date back to the mid-19th century.

490 http://www.dpcd.vic.gov.au/__data/assets/pdf_file/0016/41236/Urban_Design_Charter_for_Victoria_explaining_the_12_Principles.pdf. Accessed 16 July 2012.

491 http://www.dpcd.vic.gov.au/__data/assets/pdf_file/0016/41236/Urban_Design_Charter_for_Victoria_explaining_the_12_Principles.pdf. Accessed 16 July 2012.

492 http://www.dpcd.vic.gov.au/__data/assets/pdf_file/0016/41236/Urban_Design_Charter_for_Victoria_explaining_the_12_Principles.pdf. Accessed 16 July 2012

Urban design and ‘liveable’ neighbourhoods are clearly important aspects of overall planning schemes. The *Safer Design Guidelines for Victoria* and the principles that underpin them are an integral and critically well received aspect of the Victorian planning regime. There have been, however, concerns expressed that these Guidelines are insufficiently integrated into the legal framework that currently governs Victorian planning. As stated earlier in this chapter, the Minister for Planning has advised the Committee that the Guidelines are being considered in the development of the draft metropolitan planning strategy. It will therefore be interesting to see how they will be incorporated into any revised planning strategy in Victoria.⁴⁹³

Moreover, the extent to which the Guidelines are known or used by Victorians, especially planners working in local government and the developers with whom they have contact, is unclear. The following chapter reports on the results of a survey that canvassed local government officers’ views on the Guidelines and whether or not they are incorporated into their local planning approaches.

Recommendations

Recommendation 3

The Committee supports the following recommendation of the Legislative Council Environment and Planning References Committee in the *Inquiry into Environmental Design and Public Health in Victoria, Final Report*:

‘That the Victorian Government amends section 4(1) of the *Planning and Environment Act 1987* to include “the promotion of environments that protect and encourage public health and wellbeing” (or similar wording) as an objective of planning in Victoria.’

Whilst the Planning and Environment Act 1987 includes as an object the securing of safe living, working and recreational environments there is no mention of health or wellbeing as an object of planning in Victoria. The recommendation of the Standing Committee accords with this Committee’s position that a holistic approach to planning that takes into account community health and wellbeing is essential.

Recommendation 4

The Committee supports the following recommendation of the Legislative Council Environment and Planning References Committee in the *Inquiry into Environmental Design and Public Health in Victoria, Final Report*:

‘That the Victorian Government amends section 12 of the *Planning and Environment Act 1987* to require planning authorities to conduct a Health Impact Assessment for key planning decisions, such as major urban developments or making or amending a planning scheme’.

The Committee further recommends that:

- *A suitable and easy to use Health Impact Assessment tool be developed by the Department of Health and the Department of Planning and Community Development (DPCD), in consultation with the planning industry and local governments*
- *The Department of Health and the DPCD provide resources and support to local governments to conduct Health Impact Assessments.*

493 Matthew Guy, MLC, Minister for Planning. Correspondence to the Drugs and Crime Prevention Committee, 17 June 2013.

Recommendation 5

The Committee recommends that Section 60 (IA) of the Planning and Environment Act 1987 be amended to include the words 'including the effects and risk of crime' as follows:

'any significant social and economic effects of the use or development for which the application is made including the potential effects or risk of crime'.

Under the Planning and Environment Act 1987 one of the matters which a local authority may consider before determining a planning application is 'any significant social and economic effects of the use or development for which the application is made'.

The problem, however, with such a provision according to some witnesses to this Inquiry is that it is not a mandatory requirement. The vagueness in which the provision is expressed has also been criticised. For example, no definition is given as to what is meant by 'social' or 'social effects'. Whilst it conceivably could include crime and community safety issues this is by no means clear. As such the Committee believes the Planning and Environment Act should be amended to ensure that the 'effects and risk of crime' are matters to be taken into account when considering the social effects of a planned development.

Recommendation 7

The Committee recommends that the Victorian Government amends the State Planning Policy Framework within the Victoria Planning Provisions to include a policy on planning for health, safety, crime prevention and wellbeing. The amended provisions should provide clear and coherent direction for the planning system on incorporating the *Safer Design Guidelines for Victoria*.

During the course of the Inquiry there have been concerns expressed that the Guidelines are insufficiently integrated into the legal and policy framework that currently provides direction for Victorian planning. The Committee believes it essential that they are examined in the ongoing planning deliberations and incorporated into any revised planning strategy in Victoria.

Recommendation 8

The Committee recommends that the Victorian Government requires Precinct Structure Plans to include consideration of safer design principles and guidelines in new developments throughout Victoria.

Precinct Structure Plans (PSPs) are important aspects of the planning system particularly for new communities in growth corridor areas. The Committee believes it is essential that safer design is an integral part of the planning of these new communities. Greater consideration of the Safer Design Guidelines for Victoria in PSPs will assist in achieving this objective.

Recommendation 9

The Committee recommends that the Department of Planning and Community Development includes and prioritises the *Safer Design Guidelines for Victoria* as part of the ongoing Melbourne Metropolitan Strategy.

*The development of a new master plan for Melbourne is clearly an important aspect of ongoing planning in this state. The Committee believes the Safer Design Guidelines for Victoria should be included for consideration in the ongoing development of the Strategy. **Awaiting information from the Dept.***

Recommendation 10

The Committee recommends that as part of the Melbourne Metropolitan Planning Strategy the DPCD, should undertake a technical review of the *Safer Design Guidelines for Victoria*. This Review should include but not be restricted to:

- *the content of the Guidelines*
- *the applicability of the Guidelines to local planning*
- *the relationship of the Guidelines to Victoria's Urban Design Charter.*

This Review should include expert advice and input from the Office of the Victorian State Architect and the Victorian Design Review Panel.

There has been no major review or evaluation of the Safer Design Guidelines for Victoria or their application since they were first published in 2005. Whilst evidence to the Committee indicates that for the most part the content of the Guidelines have been well received, the need for such a Review is nevertheless overdue and should form part of the Melbourne Metropolitan Planning Strategy.

Recommendation 11

The Committee further recommends that the Strategy provides for a review of the implementation of the *Safer Design Guidelines for Victoria* every five years.

Design and its application to development and construction changes over time. This is particularly true of design concepts that address issues of safety and security. Technological advances and the changing nature of suburbs, particularly in outer growth areas, are just two areas that may impact on the relevance of current designing out crime approaches. As such it is imperative that design guideline documents such as the Safer Design Guidelines for Victoria are regularly reviewed to ensure they are relevant to contemporary circumstances.

Recommendation 12

The Committee recommends that the Victorian Government reviews the Urban Design Charter to:

- *strengthen the role and function of the Charter in guiding Victorian urban design*
- *ensure that design objectives which promote health and wellbeing, community safety and crime prevention are included in the Charter.*

The Urban Design Charter is an important document for the application of best practice design in Victoria. As with the Safer Design Guidelines for Victoria, it is essential that it is regularly reviewed to ensure it is of contemporary relevance and reflects the important relationship between design, health promotion and community safety.

9. The Adoption and Implementation of the *Safer Design Guidelines for Victoria* — Responses from the Survey

Introduction

The Drugs and Crime Prevention Committee's Inquiry into Crime Prevention through Environmental Design (CPTED) in Victoria was established to examine the extent to which Safer by Design principles are currently applied by local government authorities in Victoria. As key consent authorities in the planning process, local government assumes an important role in identifying potential crime risks in the development process.

In many jurisdictions, the most obvious embodiment of CPTED is through the creation and ratification of specific design guidelines that influence the way that the built environment is developed (see for example, Office of the Deputy Prime Minister 2004; Scottish Executive Planning Department 2006; New Zealand Ministry of Justice 2005; ACT Department of Urban Services 2000; NSW Department of Urban Affairs and Planning 2001; South Australian Department of Transport and Urban Planning 2004; Western Australian Planning Commission 2006; Queensland Government 2007). The Victorian Department of Sustainability and Environment produced the *Safer Design Guidelines for Victoria* in 2005. Prior to this Inquiry, there has been no thorough assessment of the impact of these Guidelines. Without such analysis it is difficult to determine what impact they have had on local government planning activities or the work of the private property development industry.

The first Term of Reference required the Committee to examine 'the extent to which safer design principles (including Crime Prevention through Environmental Design (CPTED)) are currently applied by local government authorities in Victoria'. To address this, the Committee commissioned the Sydney Institute of Criminology (University of Sydney) to design and administer an online survey to all 79 local councils and shires in Victoria. The purpose of the survey was to ask councils and shires to identify the extent to which the *Safer Design Guidelines for Victoria* and the safer design principles are currently applied by local government authorities in their area, and answer specific questions in relation to their operation and effectiveness. This represents the most significant review of local government involvement in CPTED in Australia to date.

Almost all (77 of 79) local councils and shires completed the comprehensive online survey. This excellent response rate produced a significant amount of data on various aspects of the work of local councils and shires in adopting CPTED principles. This chapter outlines the methodology employed to achieve the Committee's Terms of Reference and presents the key findings obtained from the responses received from the survey. While there has been little research of this kind previously conducted in Australia, findings emerging from this survey are compared with relevant similar studies (in particular, one conducted in New Zealand in 2010). The chapter concludes with some recommendations that arise out of the online survey responses.

The Survey

Survey design

Surveys are a commonly used research method which can collect both quantitative and qualitative data. A detailed discussion relating to the advantages and disadvantages of using surveys as an effective research tool can be found in Appendix 12. However, one benefit of using a survey, rather than other research methods, is that they allow data to be collected from a large sample easily and cheaply (Semmens 2011).

Due to the geographical spread of the 79 councils/shires across the State of Victoria, an online survey was favoured over other research instruments/processes. There are numerous advantages to using online surveys rather than postal surveys (Sue & Ritter 2007). Online surveys are low in cost, fast to administer, efficient, able to be completed by participants spread across a wide geographical area, and they allow for direct data entry, therefore removing the need for data to be manually entered (Sue & Ritter 2007; Maxfield & Babbie 2008). An online tool (Survey Monkey — www.surveymonkey.com) was used to create the survey. Survey Monkey provided the facility for the results to be collated easily and analysed electronically, thus saving time and resources.

The Sydney Institute of Criminology designed the online survey in close consultation with the Committee. In total, the online survey consisted of 64 questions (a mixture of 50 closed-ended questions and 14 open-ended questions), which were divided into 11 sections. The structure of the online survey is displayed in Table 9.1 below (See Appendix 13 for a copy of the survey).

Table 9.1: Structure of the online survey

Section of Online Survey	Number of questions in section
1. Background of respondents	3
2. Guidelines	3
3. Local Policy Documents	6
4. Co-ordination — Individual Development Applications	11
5. Co-ordination — Policy Document Development/Review	4
6. Guidance in Local Policy Documents	7
7. Consultation with Stakeholders	9
8. Staff Training	5
9. Stakeholder Training	6
10. Effective Safer Design — case study	5
11. Recommendations for improving Safer Design in Victoria	5

The following section of the chapter describes how the online survey was administered.

Administering the Survey

Initially, the Chair of the Committee wrote to all Chief Executive Officers (CEOs) of the 79 councils/shires in Victoria on 8th February 2013 informing them of the Inquiry and inviting them to respond to an online survey (which it was envisaged would take approximately 45-60 minutes to complete). The Committee requested that in the interests of efficiency

and ensuring that the most complete information was collected, the survey be completed by the most appropriate person within the organisation. The level of internal consultation regarding who within each council/shire was delegated with the task of completing the online survey is, however, unknown. Consequently, this may have affected the manner in which the survey was completed, and the level of detailed information provided — the response may not have encompassed *all* relevant material from that council/shire. In some instances, the individual delegated with this task opted to print a hard copy of the survey to complete in consultation with colleagues. The hard copy was then sent to the Committee and this was manually entered on behalf of the council/shire.

A period of four weeks was provided for the completion of the survey, with the survey closing on 15 March 2013. During this four-week period the Committee liaised with the Sydney Institute of Criminology. It was told which councils/shires had not yet completed the survey and so was able to contact them with reminders to complete it. As the online survey was sent to a closed-population (ie. the 79 councils/shires) it was possible to easily identify how many responses were expected and how many were successfully received. Sue and Ritter (2007) suggest that ‘closed populations provide the optimal situation for the use of online surveys’ (p. 149) and owing to this, 77 of 79 councils/shires completed the online survey. This represented a 97.5% response rate, which is exceptionally high when compared to response rates from other forms of surveying (Hall 2008).

To produce the final sample for the following analyses, cases were excluded where there were multiple responses from a single council/shire. In these cases, only the first completed survey received from each council was included in the final sample thus ensuring that the findings were not skewed by the over-representation of any individual council/shire. Multiple respondents attempted to complete the survey from nine councils, with a maximum of three respondents from a single council participating.

Although detailed information relating to the administration of the online survey can be found in Appendix 14, it is important to note that respondents were provided with clear instructions on how to complete and submit the survey. Informed consent was obtained electronically. In addition, respondents were provided with a point of contact at the Sydney Institute of Criminology if technical assistance was needed.

The following section of the chapter presents the key findings from the survey.

Key findings of the survey

A significant amount of data was generated from these completed surveys and a summary of the key findings are provided below.

- ◆ Approximately 71% (n=56) of the respondents reported that they had worked in a local council position for more than five years, with 46.8% indicating that they had worked in local government in Victoria for over 10 years.
- ◆ 89.6% of respondents were aware of the *Safer Design Guidelines for Victoria* and of those:
 - 77.9% of respondents thought that Guidelines were a useful resource to refer to;
 - 75.3% of respondents thought that Guidelines had an easy to follow layout;
 - 76.6% of respondents thought that Guidelines used clear and easy to understand language; and
 - 72.7% of respondents thought that Guidelines were pitched at an appropriate level.
- ◆ 62.3% of respondents reported that they take the Guidelines into account when determining planning matters.

- ◆ Nearly half (46.8%) of respondents indicated that their council/shire liaises with development applicants regarding the Safer Design principles.
- ◆ Nearly half (48.7%) of respondents indicated that the police were invited to comment either formally or informally on proposed developments.
- ◆ 40.8% of respondents reported that their council/shire amended at least one development as a result of the Guidelines.
- ◆ Nearly one-third (32.9%) of respondents indicated that at least one staff member of their council/shire received training in the Safer Design principles.
- ◆ Over three-quarters (78.9%) of the respondents agreed that better CPTED training should be provided to practitioners.
- ◆ 65.8% indicated that the Guidelines should be made clearer.
- ◆ 72.4% felt that there should be more support from the State to assist local government to implement the Guidelines.
- ◆ 60.6% of respondents agreed that the Safer Design principles should be mandated.

These findings are explored in greater detail in the following section.

Contextual information relating to respondents

The survey commenced with a series of questions designed to elicit contextual information from each respondent. This included their role within their respective council/shire and how long they had been employed in local government. The data obtained from this section of the survey is presented in the following sections and it provides a sense of the roles and experience of the survey respondents.

The geographical distribution of respondents

For the purposes of this analysis, councils/shires were grouped according to the five Local Government Area (LGA) classifications in Victoria:

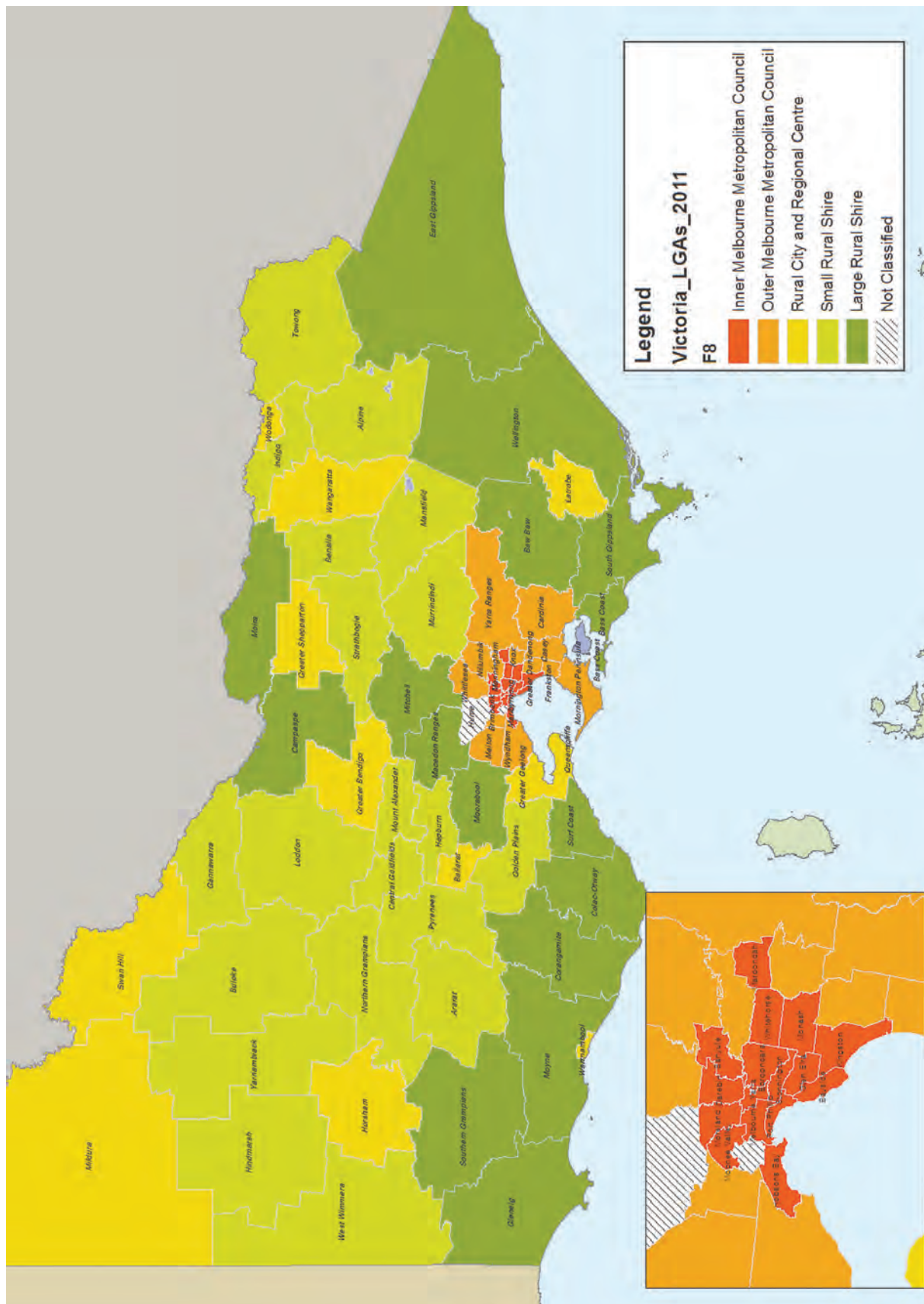
- ◆ Inner Melbourne Metropolitan Council;
- ◆ Outer Melbourne Metropolitan Council;
- ◆ Rural City and Regional Centre;
- ◆ Large Rural Shire; and
- ◆ Small Rural Shire.

The geographical location of all councils/shires in Victoria are depicted in Figure 9.1 and categorised by their respective LGA.

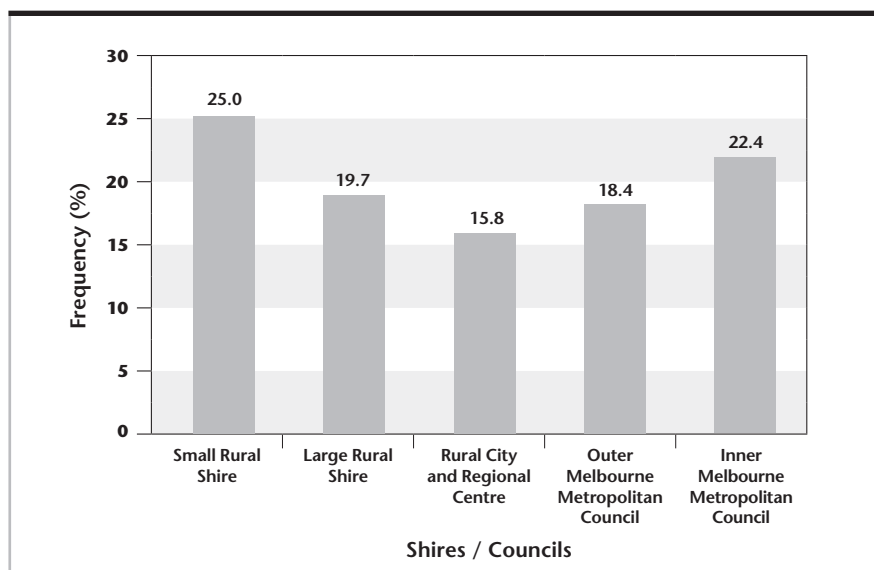
Owing to the high response rate, the survey was successful at reaching representatives from all major council/shire types. The two councils/shires that did not complete the survey were categorised as a Small Rural Shire and a Large Rural Shire.

The survey had a minimum of 12 respondents representing each of the five council/shire categories. The geographic distribution of participation, presented in percentages, is shown in Figure 9.2.

Figure 9.1: Map of local government areas (LGAs) in Victoria



Source: Shaun Walsh, Sydney Institute of Criminology, University of Sydney.

Figure 9.2: The geographical distribution of respondents by LGA

Professional background of respondents

The findings revealed that the online survey was completed by individuals who were employed in a range of different roles across the councils/shires of Victoria. This is indicative of the fact that the survey was delegated to a specific individual within each council/shire by the CEO. The CEO was advised by the Committee to direct the survey to whom they felt was the most appropriate individual within their council/shire to complete it. As such, the wide variety of professional roles that were reported by those who completed the survey included:

- ◆ 14 Statutory Planning Officers;
- ◆ 10 Strategy Policy Officers;
- ◆ 7 Design and Engineering Officers;
- ◆ 6 Crime Prevention/Public Safety Officers;
- ◆ 5 Urban Designers;
- ◆ 3 Social Planners; and
- ◆ 2 Chief Executive Officers.

Respondents who felt that the above categories did not accurately reflect their role were asked to document their job role/title in a free text field. Thirty individual job titles were provided and included:

- ◆ Community Sustainability Officer;
- ◆ Coordinator of Community Planning;
- ◆ Director of Assets and Development Services;
- ◆ Director of Sustainable Development;
- ◆ General Manager of Planning and Infrastructure; and
- ◆ Manager of Integrated Planning.

One respondent indicated that their contribution was a joint response on behalf of multiple staff at one council. This might have also been true for other respondents despite it not being stated in the survey.

Experience of working in local government

The majority of respondents (n=56) reported that they had worked in a local council position for more than five years, with 46.8% of those respondents indicating that they had worked in local government in Victoria for over 10 years. Only 3.9% of the sample had been working in local government for less than a year. This suggests that the respondents were generally very experienced.

Awareness and use of the *Safer Design Guidelines for Victoria*

The survey sought to elicit whether respondents were aware of the *Safer Design Guidelines for Victoria* and if so, to what extent they were considered by each council/shire. Awareness of the Guidelines is obviously a critical indicator. Given that the Guidelines have existed for approaching eight years, a high level of awareness of them across Victorian councils/shires would be expected.

The results demonstrated that the majority of respondents (89.6% n=69) were aware of the Guidelines. Of the eight individuals in the sample who were not aware of the Guidelines, five of these were Statutory Planning Officers and four had been working in local government for more than 10 years. It should also be noted that five of these eight individuals represented Small Rural Shires, and a further two represented a Large Rural Shire.

Respondents were then asked whether the *Safer Design Guidelines for Victoria* were taken into account when determining planning matters. The majority of respondents (62.3%) indicated that their council/shire did take the Guidelines into account when determining planning matters. Over one third of respondents (37.7%) stated that they did not.

The use of the Guidelines did, however, vary across councils/shires, with 63.2% of Small Rural Shires indicating that they did not use the Guidelines when determining planning matters. However, this is perhaps not surprising given that the Guidelines are predominantly intended for use with urban developments. The majority of all other council/shire types reported that they did take the Guidelines into account when determining planning matters (70.7%).

The format of the *Safer Design Guidelines for Victoria*

Approximately three-quarters of the respondents agreed that the *Safer Design Guidelines for Victoria* were:

- ◆ A useful resource to refer to (77.9%);
- ◆ Had an easy to follow layout (75.3%);
- ◆ Used clear and easy to understand language (76.6%); and
- ◆ Were pitched at an appropriate level (72.7%).

This finding was consistent across each council/shire classification, with only one respondent in the entire sample reporting that they did not find the Guidelines useful.

In regard to recommending the Guidelines, 46.1% of the respondents identified that they had recommended them to those wanting to understand Safer Design/CPTED.

The use of the *Safer Design Guidelines for Victoria* in determining crime risks

Respondents were asked to indicate to what extent they agreed or disagreed with the following statement:

There has been a greater focus on designing out crime risks since the introduction of the *Safer Design Guidelines for Victoria*.

The majority of overall respondents (50.7%) were neutral as to whether the Guidelines had resulted in a greater focus on designing out crime risks. However, the majority of respondents from Large Rural Shires (62.5%) and Inner Melbourne Metropolitan Councils (55.5%) indicated that the Guidelines had resulted in a greater focus on designing out crime risks.

How these results compare

Owing to an absence of any previous compiled survey data relating to the implementation of CPTED in Victoria, and Australia more widely, this survey included various aspects from a similar review undertaken in New Zealand in 2010 (Russell 2010). This section identifies common questions and responses across the two surveys. These are tabulated and displayed in Table 9.2 below. It is important to note three key differences between the Victorian Survey and the New Zealand review: the Victorian Survey consisted of 64 questions, the New Zealand review consisted of 33; the response rate from the Victorian survey was 97.5% compared to a response rate of 61% (43 of the 71 Territorial Authorities responded) in the New Zealand review; and the questions included in both surveys were not presented nor asked in the exact same manner.

Nevertheless, there are a number of similarities which can be deduced when reviewing the key themes covered by both surveys.

The majority of councils/shires and territorial authorities across Victoria (89.6%) and New Zealand (75%) are aware of the existence of CPTED guidelines in their respective jurisdiction. It is interesting to note that the New Zealand guidelines are also accompanied by a CPTED DVD. The majority of councils/shires in Victoria and Territorial Authorities in New Zealand agreed that the guidelines were a useful source to refer to, easy to follow, pitched at the appropriate level and written in clear and easy to understand language. (see Table 9.2 for specific figures)

The findings from the Victorian survey however suggest that the Safer Design Guidelines are more of a consideration when determining planning matters than was the case with the New Zealand Territorial survey.

Table 9.2: Comparing and contrasting responses from the Victorian Inquiry and the New Zealand Review

Synopsis of Question asked in each questionnaire	Responses from Victorian Inquiry	Responses from New Zealand Review
1. Awareness of the Guidelines?	89.6% (69 councils) indicated that they were aware of the Victorian Government policy document.	75% (33 Territorial Authorities) indicated that they were aware of the CPTED Guidelines.
2. Are the Guidelines a useful source to refer to?	77.9% of respondents indicated that the Guidelines were a useful source to refer to.	93% (37 Territorial Authorities) indicated that the Guidelines were a useful source to refer to.
3. Are the Guidelines easy to follow?	75.3% of respondents agreed that the Safer Design Guidelines had an easy to follow layout.	95% (38 Territorial Authorities) agreed that the Guidelines were easy to follow.
4. Are the Guidelines pitched at the appropriate level?	72.7% of respondents agreed that the Guidelines were pitched at an appropriate level.	93% (37 Territorial Authorities) agreed that the Guidelines were pitched at an appropriate level.
5. Are the Guidelines written in clear and easy to understand language?	76.6% of respondents agreed that the Guidelines used clear and easy to understand language.	95% (38 Territorial Authorities) agreed that the Guidelines used clear and easy to understand language.
6. Is CPTED/are the Guidelines considered/taken into account in location based work/determining planning matters?	62.3% of councils reported that they take the Guidelines into account when determining planning matters.	36% (13 Territorial Authorities) agreed that their organisation routinely considers CPTED in any location based work.

The principles underpinning the Safer Design Guidelines for Victoria

In addition to identifying the levels of awareness of the Safer Design Guidelines, respondents were asked to consider and reflect upon the five principles which comprise the Guidelines (see Table 9.3).

Table 9.3: Principles included in the *Safer Design Guidelines for Victoria*

Principle	Explanation of principle
Surveillance	Maximise visibility and surveillance of the public environment.
Access, movement & sightlines	Provide safe movement, good connections and access.
Activity	Maximise activity in public spaces.
Ownership	Clearly define public and private space responsibilities.
Management & maintenance	Manage public space to ensure that it is attractive and well used.

These principles form the basis of much CPTED theory and application around the world (see for example Jacobs 1961; Newman 1972; Jeffrey 1977; Crowe 2000; Cozens et al 2005; Atlas 2008; Clancey et al 2011, 2012; Paulsen 2013).

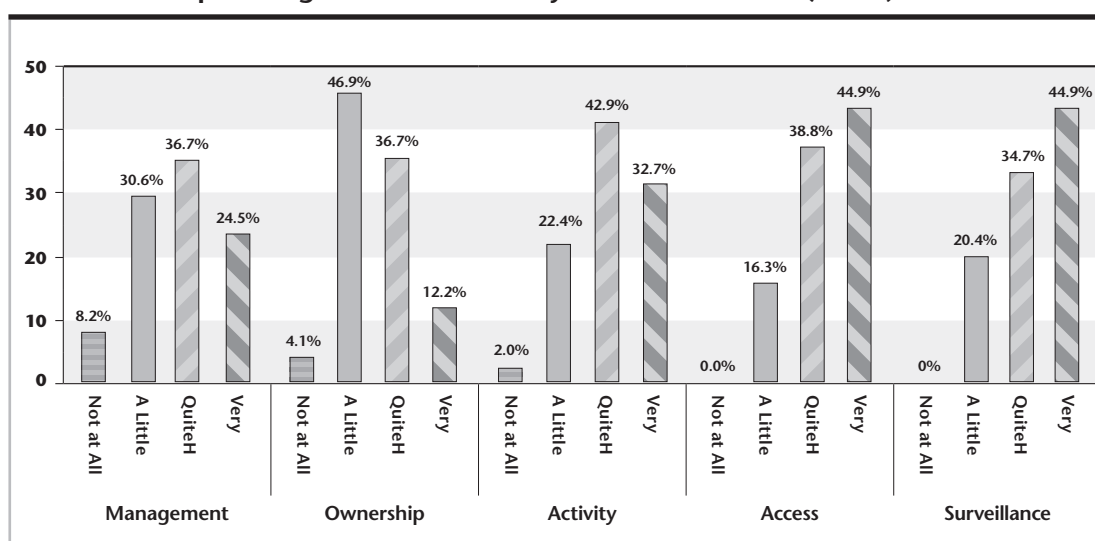
Questions included in the survey aimed to identify whether the councils/shires considered these principles when assessing planning applications. Furthermore, the survey sought to reveal whether some principles were more commonly considered throughout the planning process than others.

As depicted in Figure 9.3, respondents indicated that the following Safer Design principles were considered more than ‘a little’ by their council/shire:

- ◆ Surveillance (79.6%);
- ◆ Access, movement and sightlines (83.7%);
- ◆ Activity (75.6%);
- ◆ Ownership (48.9%); and
- ◆ Management and maintenance (61.2%);

It is apparent that the principle of *ownership* appeared to be less frequently considered, with less than half of the respondents (48.9%) stating that this specific principle is either ‘quite’ or ‘very’ considered in planning decisions. The survey did not ask respondents to indicate *why* they perceived some principles to be considered more than others and as such no direct conclusions can be made from this finding. Nevertheless, it could be suggested that respondents are less clear about how this specific principle applies to their work or that this principle is less valid or relevant for particular types of development. Many developments will clearly pertain to private space or conversely to public space, rendering ownership (and associated concepts like territorial reinforcement or defensible space) less relevant.

When viewing the data presented in Figure 9.3, it is important to note that the percentages do not represent the entire sample, but instead represent how often each principle is taken into account by each council that uses the Guidelines for this purpose. As such, the above findings omit the 29 respondents (37.7% of the total sample) who indicated that their council/shire did not take the Safer Design Guidelines into account when determining planning matters.

Figure 9.3: Degree to which the *Safer Design for Victoria* principles are considered in planning decisions made by the council/shire (n=48)

The development of specific (localised) policies

Respondents were asked to state whether their council/shire had developed specific (localised) policies which were based upon the *Safer Design Guidelines for Victoria*.

Of the 48 respondents that indicated their council/shire takes the Guidelines into account, three-quarters (75%) of these councils/shires indicated that they had not developed a specific (localised) policy. Of the 25% of councils/shires (n=12) which reported that they had adopted their own policy based upon the principles of the Guidelines, one was a Rural Shire, nine were Inner or Outer Melbourne Metropolitan Councils and two were Rural City and Regional Centres.

Those councils/shires which reported they had a specific (localised) policy in place (n=12) indicated that these policies were predominately aimed at informing other council/shire officers (91.7%), developers (83.3%), owners of residential or commercial premises (66.7%) or architects (66.7%). Many responses also indicated that these localised policies were used to address Activity Centre Planning Policies (66.7%), Municipal Strategic Statements (66.7%) and Local Policy Frameworks (58.3%).

When asked to list any other policy documents in which the Safer Design principles are included, respondents indicated that they were also contained in: Municipal Wellbeing Plans (n=3); an educative sheet on Safer By Design designed for planners, applicants, architects and developers; and a community safety plan.

Three case studies have been developed and presented in the following pages to represent how the Safer Design principles (and the Guidelines more broadly) have been integrated into localised policies and practices. Case Study 1 details the content of a specific policy developed by the City of Manningham. This policy outlines local arrangements for ensuring that the Safer Design principles are embedded in local planning activities. Case Study 2 draws on work from the City of Boroondara, which shows how the Safer Design principles have been reflected in various planning policies. Case Study 3 highlights how CPTED and the Safer Design principles have been integrated into the Shire of Gannawarra's Community Safety Plan.

CASE STUDY 1: City of Manningham — Outer Melbourne Metropolitan Council

The City of Manningham has developed a specific policy entitled ‘Safety Through Urban Design’.

The objectives of this policy are:

- ◆ To provide and maintain a safer physical environment for those who live in, work in or visit the City of Manningham;
- ◆ To minimise opportunities for crime, through well designed and well maintained buildings and spaces;
- ◆ To encourage the use of public spaces;
- ◆ To provide accessibility by creating attractive, vibrant, walkable environments; and
- ◆ To discourage graffiti and vandalism.

The policy refers to other key policy documents which have been published by the City of Manningham, including the Municipal Strategic Statement (MSS), the City of Manningham Council Plan and the Manningham Municipal Public Health Plan. These two documents have been cited as policies which recognise that the enhancement of the built environment and improving community safety are important factors in ensuring the quality of life, health and wellbeing.

The ‘Safety Through Urban Design Policy’ draws upon the following three principles of CPTED:

- ◆ Natural access control;
- ◆ Natural surveillance; and
- ◆ Territorial reinforcement.

The policy describes how these three principles of CPTED should be considered by the applicant throughout the design and development process. The document outlines how CPTED should be considered across the following nine categories:

- ◆ Building design;
- ◆ Graffiti and vandalism;
- ◆ Street layout/access and subdivision;
- ◆ Lighting;
- ◆ Fencing;
- ◆ Public open space including walking and bike tracks;
- ◆ Car parks;
- ◆ Signage; and
- ◆ Public toilets.

Although not prescriptive, this policy document provides guidance on what an applicant should consider if their proposal includes any of the aforementioned categories. For example, the ‘building design’ category states that:

- ◆ Buildings be designed and constructed to provide informal surveillance of adjacent public open space;

- ◆ The location of building entrances and windows maximise opportunities for passive surveillance of streets and other public spaces;
- ◆ Buildings orientated to maximise surveillance of entrances and exits from streets;
- ◆ Building design and layout avoid potential entrapment points, such as 'blind' alcoves and 'dead-ends';
- ◆ Buildings be designed to deter external roof access;
- ◆ Balconies be separated between dwellings;
- ◆ Commercial or mixed-use buildings include ground floor uses that create active street frontages; and
- ◆ The location and design of automatic teller machines provide good lighting and clear sightlines.

The policy states that: 'Before deciding upon an application the Responsible Authority will consider as appropriate the extent to which the application meets the objectives of this policy'. It does not however provide any clarification as to what is considered 'appropriate', to what 'extent' the application has to meet the objectives and what may happen should the application not meet the objectives.

CASE STUDY 2: City of Boroondara — Inner Melbourne Metropolitan Council

The City of Boroondara has published a guidance document entitled '*Safer by Design*'.

This guidance document outlines where the principles of CPTED and the Safer Design Guidelines are incorporated into the Planning Scheme through:

- ◆ The State Planning Policy Provisions;
- ◆ The Local Planning Policy Provisions; and
- ◆ Council's Plans and Policies.

The document outlines the key aspects of CPTED which have been incorporated into planning strategies in Victoria, particularly at a local level. These include:

- ◆ Land use mix and active ground frontages;
- ◆ Definition of use, ownership and demarcation of boundaries between public, semi-public and private spaces;
- ◆ Casual surveillance and clear sightlines of public spaces;
- ◆ Avoiding concealment and entrapment opportunities and ease of way finding; and
- ◆ Good lighting in public spaces and on building exteriors.

The document outlines a number of Victorian State Planning Policy Provisions (VPPPs) where safety is embedded as a concept. In addition to this, the guidance document refers to the Urban Design Charter for Victoria which lists 12 Urban Design Principles which contribute to a good public environment — safety is identified as one of these principles.

The guidance document includes reference to all relevant Local Planning Policy Provisions (LPPPs) which refer to safety and the importance of creating safe environments. These include the City of Boroondara Corporate Plan, the Camberwell Junction Policy and the Neighbourhood Centres & Enterprise Corridors Urban Design Policy.

The guidance provided in this document is not prescriptive, it merely aims to inform applicants of key principles/concepts they should consider when submitting a development application. Examples include:

- ◆ Encourage windows and balconies at upper levels to overlook the public realm;
- ◆ Encourage new development to address the laneway and car park as well as the primary street; and
- ◆ Planting which creates unsafe spaces along streets and access ways should be avoided.

In addition, the Council's Plan, '2009-2014: Our Boroondara — Our City Our Future', documents that high standards of community safety, health and amenity are key objectives.

The '*Safer By Design*' Information Sheet is attached as Appendix 21 of this report.

CASE STUDY 3: Shire of Gannawarra — Large Rural Shire Council

Gannawarra Shire Council is an example of one large rural Shire which has considered the importance of CPTED in its Community Safety Plan: 'The Gannawarra Shire Council Community Safety Plan 2012–2015'. The Plan outlines its vision for a 'safe Gannawarra' and documents how this is to be achieved. The Community Safety Plan is divided into three themes: i) people-focused ii) place-focused and iii) partnership-focused.

Reference to CPTED is included under the 'place-focused' section. The Shire aims to:

- ◆ Augment the Gannawarra 2025 goal of revitalising towns by providing safer design/CPTED criteria and
- ◆ Link 'people' to 'places' by 'activating' spaces.

The Shire has developed 18 actions which document how the Shire aims to achieve its vision for a 'safe Gannawarra'. Of these 18 actions, which are spread across the three themes, two actions specifically relate to CPTED.

The Shire aims to:

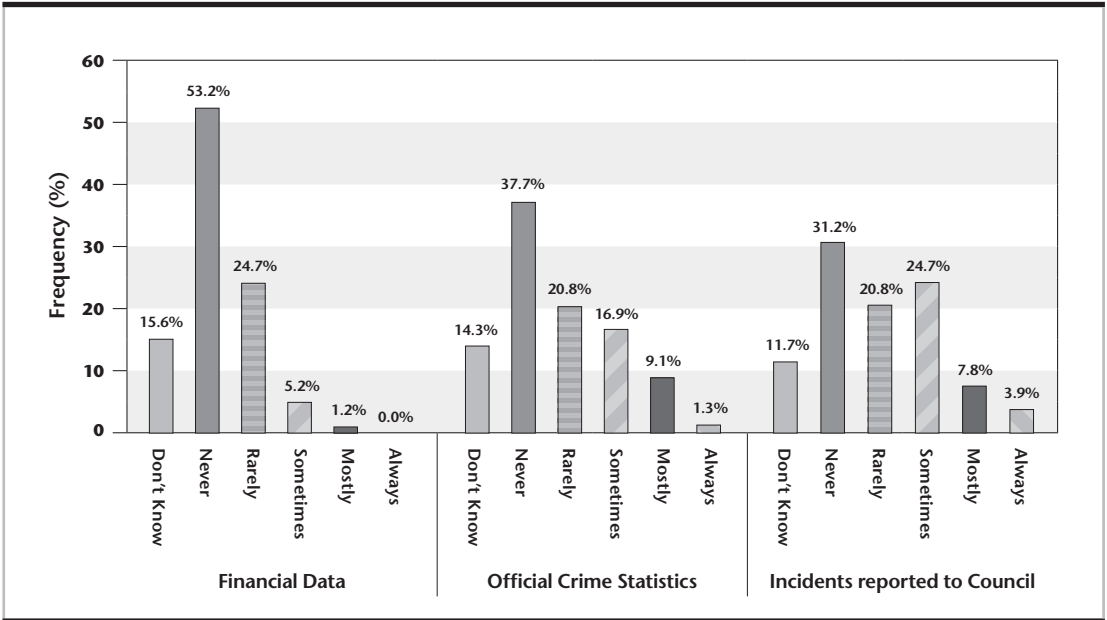
- ◆ Develop 'safer design'/CPTED tools that support improved community safety through environmental design. It is envisaged that this will include:
 - guidelines that are oriented to local development issues;
 - fact sheets for developers/applicants;
 - specialist tools for safer design of particular uses (e.g. licensed venues); and
 - in-house training to support staff in using new guidelines.
- ◆ Undertake 'safer design'/CPTED and place activation demonstration projects as opportunities arise. Gannawarra Shire Council has identified a number of specific locations across the Shire which will be used as demonstration projects.

Further case studies are presented later in the chapter, demonstrating how safer design guidelines and principles have permeated various Victorian council/shire activities.

Measuring the impact of applying the CPTED principles

Assessing the impact of the principles of CPTED is commonly highlighted in the literature as a complex undertaking (see Schneider & Kitchen 2007 for a discussion of some of the competing claims and evidence regarding aspects of CPTED). The longevity of some projects, the difficulty of controlling for extraneous variables and establishing appropriate controls, ensure that assessing the specific impact of CPTED measures alone can be problematic. Nevertheless, the survey sought to explore whether any of the councils/shires across Victoria collected any information regarding the impact of applying the five principles to existing or proposed developments. As illustrated in Figure 9.4, more than half (53.2%) of the 77 respondents had never collected any financial information (eg. savings on the area post-intervention) for this purpose. However, more respondents did indicate that their council/shire utilised official crime statistics (48%) and incidents that were reported to the council/shire (57.1%) for evaluating the potential impact of the five principles. Only about 10% of the responses, however, indicated that these information sources were used more than ‘sometimes’.

Figure 9.4: Information collected relating to the impact of applying the five principles to developments



These findings are not surprising given both the challenges of measuring the effectiveness of particular CPTED elements and the limited resources available to councils/shires to undertake a comprehensive analysis of the crime prevention benefits of particular designs or design guidance.

Reviewing individual development applications

Paulsen reminds us that “mistakes made in the form and layout of the built environment are long lasting and not easily changed” (2013, p.5). This makes the assessment of individual development proposals or applications particularly crucial to any attempts to prevent crime through environmental design.

Monchuk and Clancey (2013) have shown that there are different opportunities to intervene during the development application process to design out (or to suggest how to design out) crime risks. Often informal discussions between built environmental professionals, council planning staff and /or police can result in design modifications that reflect the Safer Design principles, and the earlier these discussions take place the better.

The survey asked respondents a number of specific questions relating to how they engaged with development applicants and whether the *Safer Design Guidelines for Victoria* were considered/discussed as part of this liaison process. The various processes in the submission of a development application potentially present opportunities for crime risks to be identified and designed out.

The key themes emerging suggest that:

- ◆ Close to half (46.8%) of respondents indicated that they did liaise with individual development applicants about Safer Design principles (the majority of respondents were located in Rural City and Regional Centres (75%) and Outer Melbourne Metropolitan Councils (64.3%)), and in the majority of cases this liaison was the responsibility of planning personnel.
- ◆ Attention was more likely to be given to development applications for public space developments (n=27) and major developments (n=20).
- ◆ Only 26% (n=20) of respondents indicated that their council/shire employed a dedicated Crime Prevention/Public Safety Officer. There were four in Regional Centres, eight in Inner Melbourne Metropolitan Councils and eight in Outer Melbourne Metropolitan Councils. Only nine of these individuals were reported as being involved in considering the principles of the *Safer Design Guidelines for Victoria* when reviewing individual development applications.
- ◆ Inter-and intra-council/shire liaison is generally infrequent when considering a development proposal. Where intra-council/shire liaison was reported, it is mostly facilitated by departmental meetings (n=38) and written communication between staff (n=33).
- ◆ Respondents were also asked to identify any factors which they felt impede or provide a challenge for the implementation of the Safer Design principles during the assessment of individual development applications. Respondents provided a number of factors relating to why, in their experience, they felt that the implementation of the Safer Design principles could be impeded. Commonly, these included:
 - Conflicting priorities (n=14);
 - Individual errors or lack of knowledge (n=14);
 - The attitude of the applicant (n=10);
 - The lack of policy leverage (n=8);
 - The type of development (n=6); and
 - Financial constraints (n=5).

As highlighted above, 14 respondents cited that conflicting priorities were one of the greatest challenges when attempting to implement the Safer Design principles. These respondents commonly described the complexity of balancing competing professional demands in the development application process. Moreover, it was stated that even if crime is an issue, it is only one of many considerations that need to be balanced in the review of development applications, as the following survey responses highlight:

There are so many layers involved in individual development applications such as: sustainability; building code; disability compliance; energy ratings; compliance with the Municipal strategic statement; other policy drivers and regulations from State government — the area of development is so governed it becomes extremely difficult to manage and include everything into a development and compliance with legislation.

Crime is not considered a key issue in the municipality, and safety design principles are one of many considerations in planning permit applications. For larger developments, which are not common, planning would liaise with assets regarding subdivision design.

Conflicting priorities have been identified elsewhere as a hurdle to the uptake of CPTED in planning policies and practice (see Armitage & Monchuk 2009; Paulsen 2013).

Reference to Safer Design principles in local policy documents

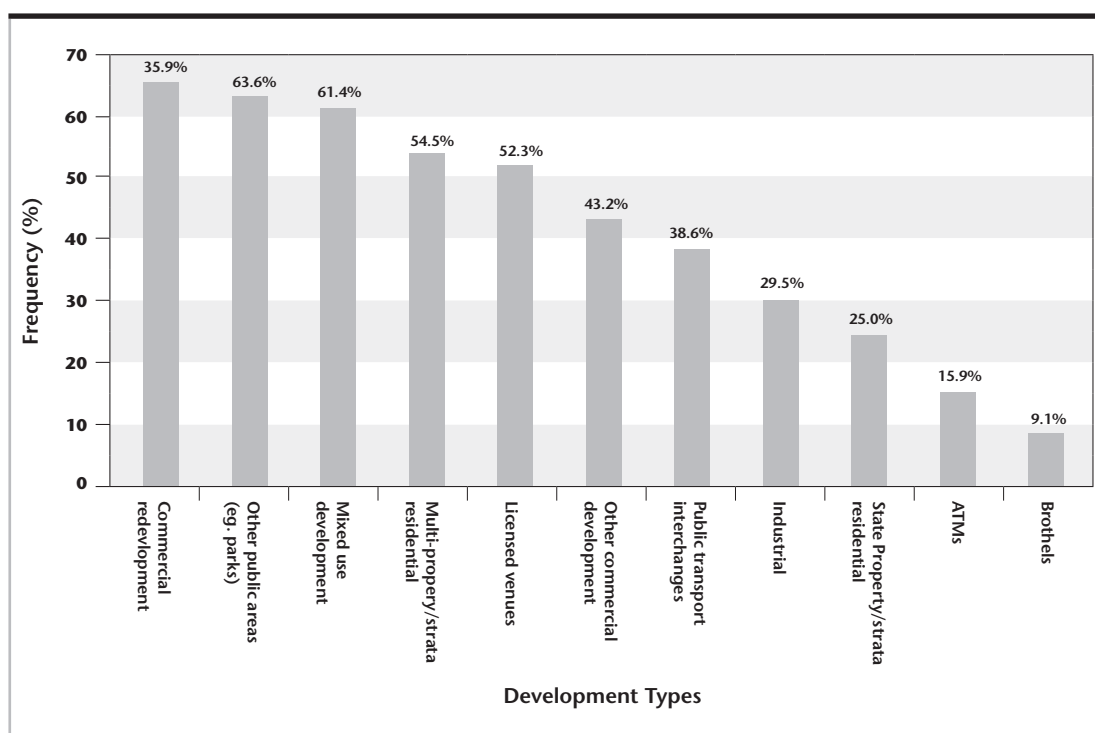
The survey sought to understand the extent to which each of the councils/shires across Victoria referred to the Safer Design principles in local policy guidance/documentation.

Firstly, respondents were asked whether there are any 'special' Safer Design principles provisions in the policies applied to defined areas within their LGA. Only 15 councils (19.5%) appear to have special provisions in the policies applied to defined areas within their local government area such as Heritage sites.

When respondents were asked whether their council/shire considered the *Safer Design Guidelines for Victoria* and Safer Design principles for particular types/scales of development, 57.9% of the sample indicated that they are a consideration. In particular, respondents from Inner Melbourne Metropolitan councils (70.6%) and Rural City and Regional Centres (69.2%) were the most likely to have individual provisions for a specific development type, with Small Rural Shires least likely to have any individual provisions (40%).

Those respondents who indicated that their council/shire considered the *Safer Design Guidelines for Victoria* and Safer Design principles for particular types/scales of development (n=44) were asked to specify the types/scales examined through the Guidelines. As depicted in Figure 9.5, respondents indicated that the Safer Design principles are most commonly considered in the following types/scales: commercial redevelopment (65.9%); other public areas (e.g. parks) (63.6%); mixed use developments (61.4%) and multi-property residential sites (54.5%).

Figure 9.5: Development types/scales examined through the *Safer Design Guidelines for Victoria*



Where respondents indicated that their council/shire did not consider the *Safer Design Guidelines for Victoria* and the Safer Design principles, they were asked to provide reasons as to why this is the case. While comparatively few respondents answered this question (n=18), a number of these responses were of interest. These included:

- ♦ the issues contained in the Guidelines have been considered elsewhere (n=5);
- ♦ there is a general lack of awareness about the Guidelines/principles (n=4); and
- ♦ there is a low crime rate in the area, thus the Guidelines/principles do not need to be considered (n=4).

For some councils/shires the existence and use of Guidelines and principles are deemed to be redundant when an area is assessed to be of a low crime risk. This is evidenced by one respondent:

[Council name] has a low crime rate, a contained population and so the need to consider these matters is less prioritised than in other more dense locations. The principles of CPTED are considered where appropriate, but would be regarded more as good and considerate planning than dealing with a specific potential issue.

Consultation with the police

Police have played a significant role in the promotion and adoption of CPTED in many jurisdictions (see McCamley 2001; Kelpczarek 2002; McDonald & Kitteringham 2004; Schneider & Kitchen 2007; Jongejan & Woldendorp 2013). This can take the form of providing training, reviewing development proposals, conducting audits of existing developments and advising community members about CPTED principles.

The survey sought to examine whether councils/shires across Victoria liaise with police when reviewing proposed development applications, and if so, the format this liaison takes.

Nearly half of the sample (48.7%) indicated that the police were invited to comment either formally or informally on proposed developments in their council/shire. In terms of regional breakdowns, 64.7% of respondents from Inner Melbourne Metropolitan councils and less than half of the Large Rural Shires (42.9%) and Small Rural Shires (40%) indicated that they engaged with the police on proposed developments.

Of those who responded, thirty-three respondents (89.2%) reported that the process of inviting police to comment on proposed developments was informal. Only six respondents described their involvement with the police as 'formal'. Despite the small number of councils/shires which reported having a formal process/formal collaboration with the police (n=6), it was evident that the police were engaged with the council/shire on a much broader scale and did not solely engage with them on proposed development applications only. This is evidenced by one respondent who highlighted that their council/shire has an existing and well established relationship with the local police:

As previously noted, police sit on the safer communities network and this has been an active group for over 10 years; police also sit on the advisory committee to oversee the implementation of the municipal health plan which guides social policy including safer environments.

It should also be noted that two councils appear to have both formal and informal processes for this collaboration.

Regardless of the method for including the police in the review of proposed developments, 67.6% of the sample indicated that the processes in place to consult with the police are useful and effective in practice. When asked to elaborate on what makes this collaboration useful, nearly all respondents to this question (n=36) cited the experience and access to additional information held by police. One respondent stated that the collaboration with

the police was useful in the development process as it gave planners some ‘peace of mind’. Indeed, many of the respondents indicated that they valued the data and knowledge the Victorian Police contributed to the planning process. As one respondent commented:

Police have incredible knowledge on both quantitative and qualitative information about what is happening at the community level with various issues of crime. This can add great value to council planning to gain a comprehensive understanding of the interventions that are required to reduce the impact of whatever is happening...

For the councils/shires that indicated the police were not invited to comment either formally or informally on proposed developments, the most common reasons for this were that there was no mechanism in place (61.4%) and/or that the council/shire did not believe that the police needed to be involved (16%).

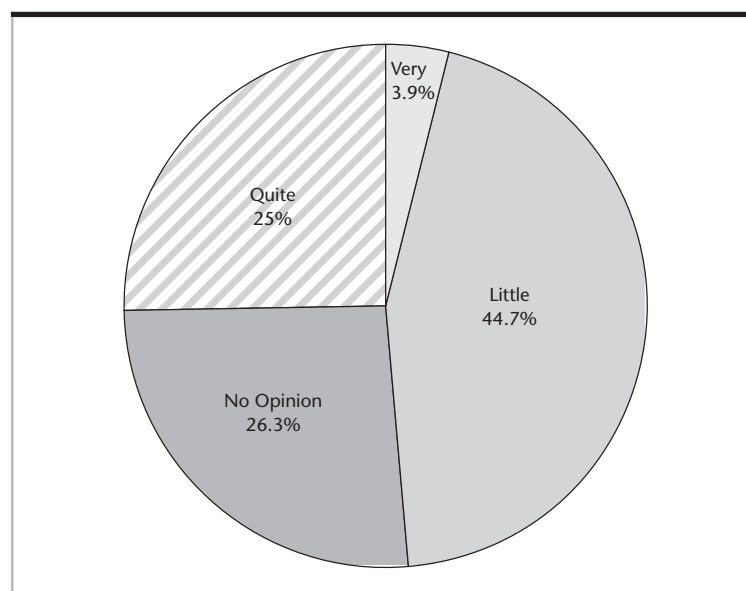
The impact of the Safer Design principles on planning decisions

The survey asked whether the respondents had required any individual development application to be amended in order to satisfy the Safer Design principles — 40.8% of councils/shires explicitly stated that they had amended at least one development due to the Guidelines. In terms of rejecting individual development applications, 9.2% of councils/shires indicated that they had rejected at least one development due to the *Safer Design Guidelines for Victoria*.

How developers embrace the Safer Design Guidelines for Victoria

Respondents were asked how willing they thought developers are in embracing the Safer Design Principles, or use the *Safer Design Guidelines for Victoria*. A very small percentage (3.9%) of respondents suggested that they felt developers were ‘very’ willing to embrace the Safer Design principles. This is illustrated in Figure 9.6.

Figure 9.6: How respondents perceive the willingness of developers to embrace the Safer by Design Guidelines for Victoria



Although the structure of the survey did require respondents to generalise across all developers, some respondents indicated that the attitude of the developer and their willingness to embrace the principles was often dependent upon the proposed development type. The following extract from one respondent highlights the mixed response from developers in embracing the principles of CPTED compared to those who do not:

We have experienced varying responses in regards to developers' willingness to adopt CPTED principles. Those who are reticent to implement them usually allege cost or technical issues. By contrast those who respond positively usually identify community and marketing benefits as their main reasons.

Training in Safer Design principles/CPTED

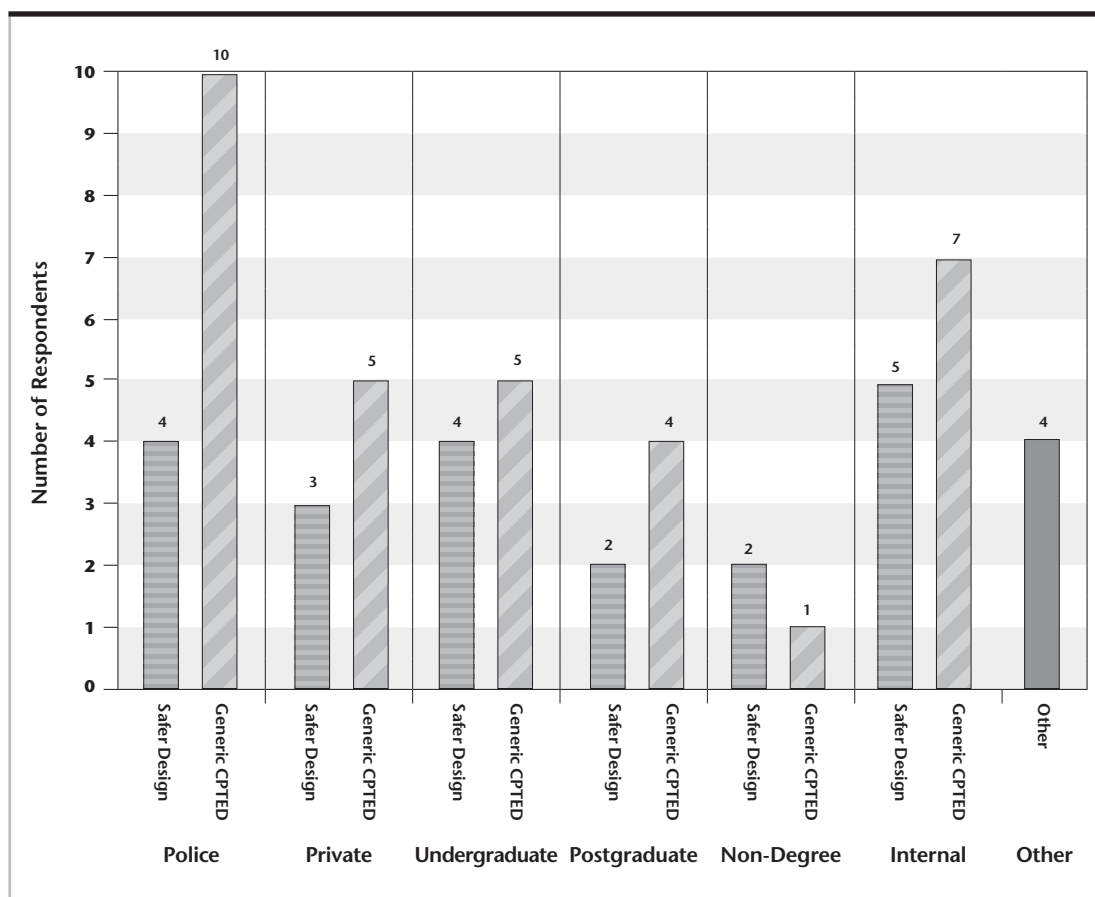
Training and education are central to understanding key Safer Design principles. Paulsen (2013) observes that the 'lack of formal education means that not only do planners fail to consider crime in planning and design decisions, but they also have an improper or incomplete understanding of crime when they *do* consider it' (2013, p.3). Thus, gauging the level of training received by council and shire planning personnel and built environment professionals is important to understanding the overall adoption of CPTED. The findings from the survey questions on training are provided below.

Training for Council/Shire staff

One-third (n=25) of the respondents indicated that at least one member of their council/shire staff had received training in the Safer Design principles. In 32% of these cases, the training was undertaken less than two years ago and in 48% of these cases the most recent training occurred between two and five years previously.

Respondents were asked to describe the training council/shire staff received. As depicted in Figure 9.7, council/shire staff had received a wide variety of training across the sample, with the most common form of training being conducted by the police regarding generic CPTED principles. Where respondents received training from organisations other than the police, this encompassed training on generic CPTED concepts, as opposed to Safer Design principles more specifically.

In terms of the quality of the training received, the survey sought to examine whether the respondents felt that the current Safer Design principles/CPTED training is adequate. Whilst 56% of respondents were neutral as to whether this existing training had been adequate, 24% indicated that the training they had received was adequate.

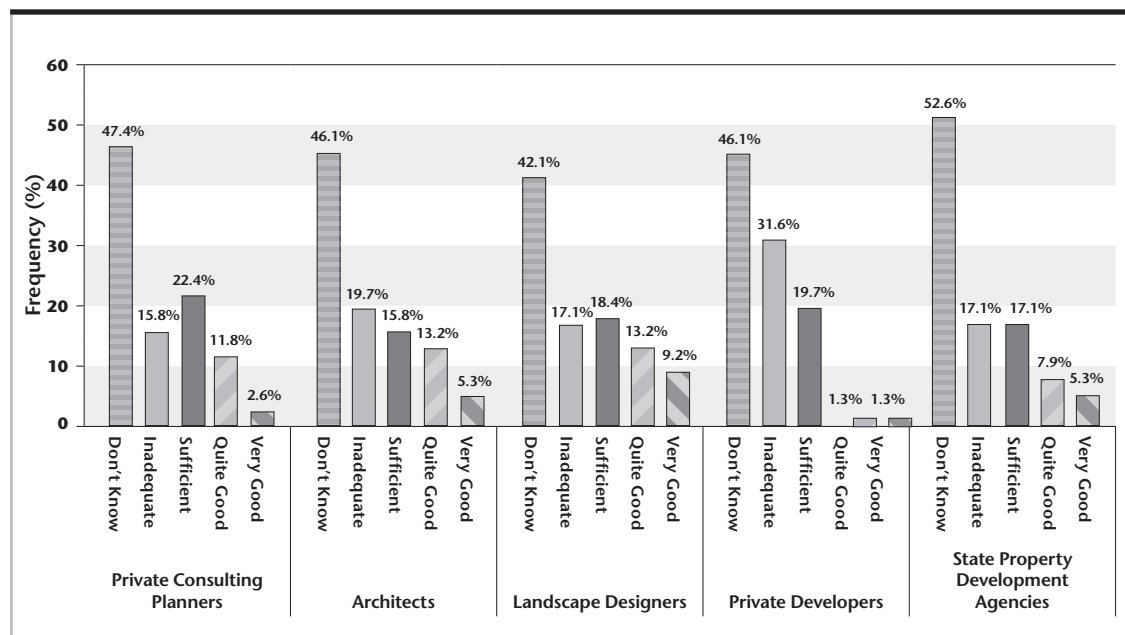
Figure 9.7: Types of training received by council/shire staff

Training for stakeholders

Respondents were also asked to comment on the provision for training to stakeholders. In particular, they were asked their opinion regarding the level of professional training in Safer Design principles/CPTED the following stakeholder groups received:

- ◆ Private Consulting Planners;
- ◆ Architects;
- ◆ Landscape Designers;
- ◆ Private Developers; and
- ◆ State Property Development Agencies.

As shown in Figure 9.8, between 42.1% and 52.6% of respondents indicated that they 'did not know' about the level of professional training each stakeholder group had received in the Safer Design principles. Despite this, for those who did have an opinion on the training received by these stakeholder groups, it appears that the perception of the training of private developers is considered to be 'inadequate', with only 22.3% believing that their training was sufficient or better. Landscape Designers had the highest number of respondents who thought their training was quite or very good (22.4%).

Figure 9.8: Level of training received by key stakeholders in the Safer Design principles

Respondents were also asked if their council/shire provided training for external stakeholders. Fourteen respondents (19.7%) indicated that their council/shire sought to educate persons other than internal staff about the Safer Design principles or CPTED. Although the number of responses to this question was small, more respondents indicated that education/training is delivered to community groups and property developers than to police, business associations and volunteer groups. The following response from one respondent demonstrates the informal nature of some of this education:

During community stakeholder consultation sessions, drop in sessions, workshops and applicant meetings for developments, council officers will provide either verbal or written information that references Urban Design Principles based on Safety Design Principles.

Of the 63 respondents that provided details as to why they did not currently seek to educate persons other than internal staff about the Safer Design principles or CPTED, 36.5% said this was due to limited or competing resources and 27% indicated that this type of training was not needed. The two other major responses to this question were that the council had other priorities (12.7%) or that the council was simply unprepared to educate external parties (11.1%). Structural hurdles were also often cited in addition to the above reasons, and accessibility to any suitable forms of training appeared to be an issue for some councils/shires. With regard to stipulating that councils/shires must educate stakeholders with relevant training, one respondent commented that:

No mechanism or legislation requirement [is] in place to do that. Also, with so many competing priorities, focusing on CPTED becomes less than essential. In fact, even the CPTED training provided by the Police until recently has been cancelled now.

Given that the promotion of the Guidelines is essential in gaining awareness of their significance, respondents were asked whether their council/shire's website includes a hyperlink to the *Safer Design Guidelines for Victoria*. Only four respondents (5.3%) indicated that there is such a link on their council/shire website.

Case studies documenting the effective application of Safer Design Guidelines for Victoria/Safer Design principles

Respondents were asked for examples of developments in their LGAs where the *Safer Design Guidelines for Victoria/Safer Design* principles had been effectively applied. Twenty-three respondents provided some (varying degrees of) information.

The following extract provides a description from one respondent. This development included a number of Safer Design-inspired augmentations that led to measurable favourable outcomes for the surrounding area. All identifying features to this particular case study have been removed.

[Railway Station] Challenges include a shoe-string budget, supplied by Council. Metro/DoT taking 10 years to decide to clean the Station. Places Vic deciding that as the lead agency, they could basically bull-doze the area and leave it looking like the DMZ [de-militarised zone]. Good outcomes include reduced actual and perceived levels of crime...increased use of the Station...funding obtained for comprehensive CCTV program, including some improved design for a relocated taxi rank...positive 'vibes' from taking a place-making approach...stronger relationships and better trust amongst stakeholders.

Further case studies are provided below in Table 9.4. Given the nature of some of the information included in these case studies, anonymity has been provided.

Table 9.4: Short Case Studies on use of *Safer Design Guidelines for Victoria*

Council Type	Case Study Description
1. Small Rural Shire	The application was for three shops with an opportunity for offices or residences above. The site is located in or near a pedestrian walkway off the main street. Discussions are ongoing as to the best use for the site and how surveillance is best maintained. The developer has been a willing participant in the discussions.
2. Outer Melbourne Metropolitan Council	[Parkland]. Groups involved: Council officers and the [Developer]. The parkland is centrally located within the estate and surveilled on most sides by terrace housing. This park is quite popular with the local residents and appears to be safe.
3. Rural City and Regional Centre	Redevelopment of a shopping centre. Initial reluctance to change plans. Developer believed guidelines did not apply to regional areas, however with negotiation by lead planner, amended plans were eventually submitted.
4. Inner Melbourne Metropolitan Council	Large CBD apartment development. Council Planner and urban designer provided advice to DPCD [Department of Planning and Community Development]. Deep-set entrances presented potential entrapment spots; Applicant revised plan to fix this. Lack of passive surveillance at podium levels due to desire to save money by locating car parking above ground and maximise its floor plate; this was slightly improved by locating some apartments to the street boundary at first floor level.

Council Type	Case Study Description
5. Outer Melbourne Metropolitan Council	Crime Prevention through Environmental Design Pilot Project — [Nature Reserve] has been impacted by unwanted behaviour for many years. Behaviour included drug use and dealing, vandalism, destruction of vegetation, rubbish dumping, indecent exposure and dangerous driving in the car park. While the amount of these activities has reduced since the establishment of the Friends of [Nature Reserve] group, unwanted behaviour still occurs and is frequently reported to Council and Police. It is proposed that Council work together with the Police and the Friends of [Nature Reserve] group to address these issues through environmental design. Initial suggestions for crime prevention include: • Covering graffiti on garage wall of [Street] property. Covering to be either block colour or mural design. Resident permission and participation required. • Installing a hinged pine post blockade in the first car park entry. This will limit the vehicular activity and still enable access for emergency, rubbish and Council vehicles. • Installing a speed hump at the first car park entry to reduce dangerous motor vehicle activity. • More reserve specific information in Information Board with prominent listing of activities not permitted in the reserve. Encourage appropriate use of reserve. • Surveillance by local residents. Residents were given contact details for police response. Next steps: 1. Discuss these suggestions with the Ward Councillor and the Friends [Nature Reserve] group committee. Police — Crime Prevention Officer — and representatives from Council's Community Safety and Emergency Management team will attend this initial meeting. 2. Framework of pilot project to be worked up for implementation after the Council elections. 3. Council to develop an educational poster about [Nature Reserve] Article, [Town] had been impacted by unwanted behaviour for many years. Whilst these activities reduced with the efforts of the Friends of [Nature Reserve] group diligently reporting disturbances, evidence of crime prevailed. The Friends of [Nature Reserve] group worked together with [Council's] Sustainability Department and Community Safety team to address these behavioural issues through environmental design. To further enhance and improve the amenity and safety of the car park the Friends of [Nature Reserve] group supported the following initiatives: a. Bollards in the car park of the reserve to control access and limit burnouts b. Extension of the native plant garden at the first entrance to the car park to make the driveway smaller, supported by bollards to define the boundaries. c. Extension of the garden bed in the car park area adjacent to the information board. This reduced open space and decreased the opportunity for inappropriate driving activities. One of the highlights for the reserve this year involved a community clean-up day. This activity included the creation of a mural, applied to a resident's garage wall that was formerly covered in graffiti. The Friends of [Nature Reserve] group facilitated this successful event. [Councillor] and Local Scouts assisting in the mural's creation, under the direction of Community [Artist]. Colours for the mural were chosen by the Friends Group and the Community Artist to reflect the native plants and trees in the surrounding area. The exciting changes that have occurred at [Nature Reserve] this year highlight the capacity of communities to address issues in their local neighbourhoods, improve amenity, reduce fear of crime, and contribute to safety and wellbeing.
6. Outer Melbourne Metropolitan Council	[Housing estate] developed by [Developer] in close partnership with [Council] as a demonstration project, including its CPTED design features. It has delivered far better frontage treatments to streets and key open space areas and good safe pedestrian and bike provisions. Council have also worked closely with VicRoads on developing a well-connected pedestrian and bike linkage with high amenity treed boulevard treatment along the [road]. There has been a particular emphasis on improving sight lines and landscape design to improve safety, and dedicated separate shared path to create a safe corridor for pedestrians and cyclists.

Council Type	Case Study Description
7. Inner Melbourne Metropolitan Council	1. A Planning Application for a mixed-use development on [Road, Address]. An example of a planning application in [Town] that was determined by VCAT. The Safer Design Guidelines were used as some of the grounds for refusal by Council, particularly to design out concealment spaces within a frontage to a rear lane. The undercroft public car parking onto a laneway as a potential concealment space and lack of natural surveillance in the original design of [Road] was one of the key issues for refusal and inevitably changed the entire design proposal to create a more open and transparent ground floor layout within the entire scheme. Parties involved included Council planners, applicant's planning and design consultants and VCAT members. 2. [Reserve] improvements: Place activation and improved sense of ownership; Extension of existing shared pathways and closing off gaps in the network; Improved safety through surveillance and new seating; Addition of solar lighting to the shared path and underpass to improve night access and visibility; and Opening view/sightlines by clearing unwanted vegetation and eliminating any potential hiding spots. 3. Improvements to the public realm around [Reception Centre]. Augmentation of lighting within the public realm; Improved sightlines and passive surveillance through pruning and rationalisation of existing vegetation; and improving an unsealed informal path to a 3m wide shared path. Parties involved in the last two examples include landscape architects within our Landscape and Sustainable Living Department and consultants/contractors undertaking the jobs.
8. Inner Melbourne Metropolitan Council	A development bounded by a main street, railway line, and laneway. The development has active frontage to the main street, car park entry with shared laneway to the back and balconies fronting all three sides. The application had lighting and widened footpath along the railway line — but the wall was blank. Council worked with the developer to install a public artwork along the railway line facing wall. The artwork was completed by a prominent local street artist who incorporated local historical and environmental themes as well as including 'street' art elements. The artists also mentored local kids in the area. The content of the art is now being written for teaching in schools to help address safety, art, environment, and other elements.
9. Large Rural Shire	In major subdivision of land the principles were involved. The process involved Shire planners, engineers and consultation with landowners and surveyors. The challenge faced was the legal weight the document holds and how agreeable the landowner was to take the principles on board. The challenges of this were generally overcome through persistent negotiation with surveyor/landowners to achieve a reasonable outcome.

The above case studies demonstrate some of the ways that the Safer Design principles and the Guidelines have been applied across Victorian councils and shires. Beyond these case studies, some general comments were made in this section of the survey. Other key statements offered in relation to the case studies included:

- ◆ Introducing the Safer Design Guidelines into the design process as early as possible;
- ◆ Ensuring that there is adequate funding to follow through on all commitments; and
- ◆ Although it is difficult to evaluate any development and often not cost-efficient to evaluate small projects, a lot of useful knowledge can be generated through the evaluation process.

In relation to evaluation, only one council indicated that they had conducted an *internal* evaluation of the implementation and/or outcomes of the case study they provided. This evaluation included an analysis of police crime statistics and a longitudinal economic development survey. While the presence of only a single evaluation in this sample further echoes the earlier comments regarding the lack of resources available to assist the application of the *Safer Design Guidelines for Victoria*, this particular example can be seen to be an exemplar for the rest of the state. In addition to the internal evaluation, the council also employed external consultants to evaluate a social marketing project aimed at reducing public alcohol consumption. The council also implied that there were plans to replicate this analysis.

By undertaking an evaluation and collecting data from a number of different sources, on several important factors, this council noted they then felt able to judge the success of the development application. Further, the information collated from this exercise has enabled the council to identify and focus upon a number of key findings and techniques which it now intends to replicate in other areas of its jurisdiction. Further, by continuing to monitor these key variables, this council will be able to note how these key outcomes change over time and in relation to other changes in the surrounding environment.

Beyond the challenges of evaluation, a number of other hurdles for successfully embedding CPTED practice were identified from the case studies. These included:

- ◆ Initial reluctance to change architectural plans;
- ◆ Developer believed guidelines did not apply to regional areas;
- ◆ Limited budget;
- ◆ Difficulties in gaining support of key stakeholders (x 3);
- ◆ The length of time needed to negotiate through disagreements (x 2); and
- ◆ Lack of leverage provided by the *Safer Design Guidelines for Victoria*.

The above hurdles, coupled with earlier comments regarding the lower priority given to the Safer Design principles in low crime areas and the need to balance multiple priorities in the development review process, highlight some of the practical challenges of this work.

Suggestions on how to improve Safer Design Guidelines for Victoria/Safer Design principles

Respondents were asked how the delivery of the *Safer Design Guidelines for Victoria/Safer Design* principles could be improved. The survey sought to elicit responses on five proposed improvements. The following responses mirror the suggestions given in evidence to the Committee via public hearings and written submissions:

- ◆ Better CPTED training for practitioners;
- ◆ Clearer state guidelines;
- ◆ More support for local government from the state for implementation;
- ◆ Formal police involvement/police audits; and
- ◆ Mandating the principles. (Table 9.5 below shows responses to this question.)

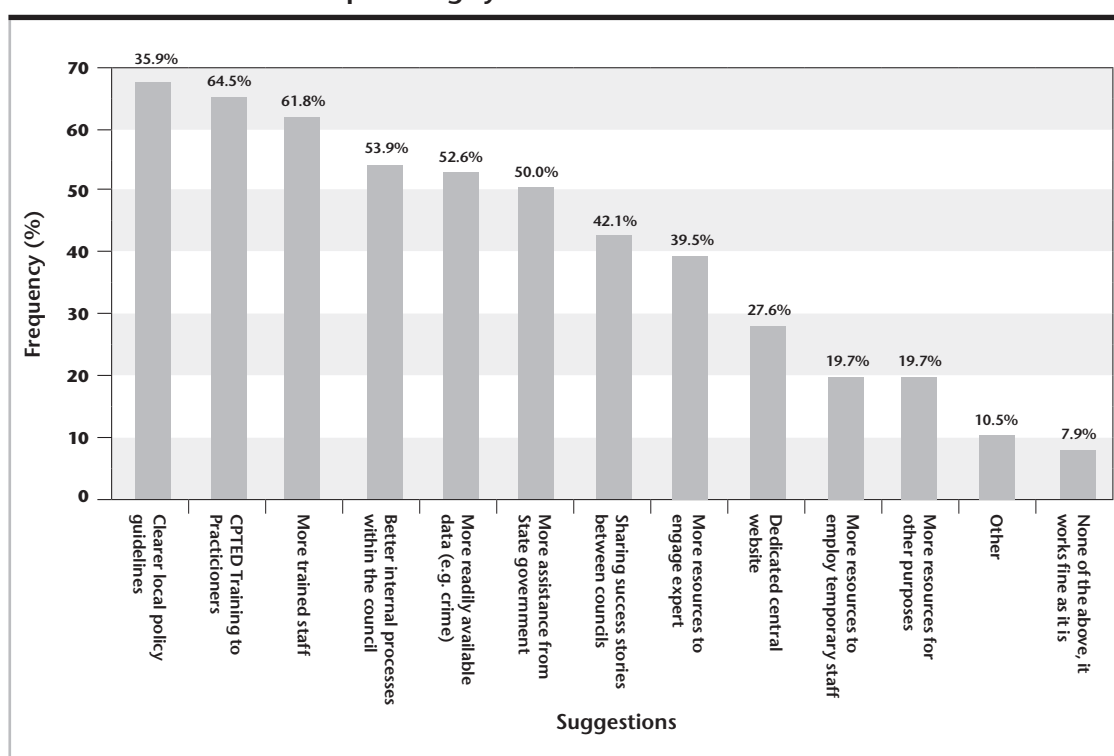
Overall, the results highlighted that respondents feel there is potential to improve the *Safer Design Guidelines for Victoria/Safer Design* principles. More than three-quarters of the respondents (78.9%) agreed that better CPTED training should be provided to practitioners; 65.8% indicated that the Guidelines should be made clearer; and 72.4% felt the state should give more support to local government to assist with implementing the Guidelines.

Table 9.5: How to improve *Safer Design Guidelines for Victoria*/Safer Design Principles

Proposed Improvement	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Better CPTED Training for Practitioners	0.0%	0.0%	21.1%	44.7%	34.2%
Clearer State guidelines	0.0%	2.6%	31.6%	36.8%	29.0%
More support for local government from the state for implementation	0.0%	1.3%	26.3%	23.7%	48.7%
Formal police involvement/police audits	1.3%	11.8%	36.8%	34.2%	15.8%
Mandating the principles, i.e. embedded as a legislative requirement	1.3%	11.8%	26.3%	30.3%	30.3%

In terms of whether or not there should be formal police involvement in the delivery of the Safer Design principles, responses indicated a mixed opinion. Half (50%) of the respondents agreed there should be formal police involvement, 36.8% were neutral and 13.1% disagreed that formal police involvement could be better integrated into the Victoria Planning System. Similarly, there was a mixed response regarding whether the Safer Design principles should be mandated, with 60.6% of respondents agreeing, 26.3% indicating a neutral position, and the remaining 13.1% of respondents expressing a view that the Guidelines should not be mandated.

Focussing on the planning system in their own LGA, respondents were asked how CPTED could be better integrated into this process. From the list of potential improvements, the production of clearer local policy guidelines was the most frequent response (67.1%), followed by CPTED training to practitioners (64.5%) and more trained staff (61.8%). Importantly, only six representatives (7.9%) responded that the existing process works adequately in its present form. The full range of responses to this question is displayed in Figure 9.9.

Figure 9.9: Suggestions on how to better integrate the Safer by Design Principles into the local planning system

Respondents were asked to elaborate upon why they felt that the option/s they had selected for the preceding question would help to better integrate the Safer Design principles/CPTED into the local planning system. In nearly all cases, respondents made reference to a combination of the following three themes:

- ◆ Increases in knowledge would lead to better outcomes;
- ◆ Many of these changes would lead to the more efficient use of limited resources; and
- ◆ There was a great need to raise awareness and legitimacy of the value of the Safer Design principles within the planning process.

Finally, when asked whether the respondent had any other criticism of the Safer Design principles and their capacity to be implemented, 11 individuals provided additional comments. In addition to suggesting that the Guidelines should attempt to balance the differing priorities of rural and urban areas, respondents highlighted that the length of the document inhibited its use, that the Guidelines needed to be promoted more and that there was a need to publicise some examples of successful implementations of the Guidelines.

Discussion

The online survey administered to all councils and shires across Victoria consisted of a total of 64 questions. These aimed to elicit to what extent the principles of CPTED are considered by those responsible for the review of development applications across the state. With a response rate of 97.5% a vast amount of data was collected and analysed and a number of key findings emerged.

Information about survey respondents revealed that the majority (70.8%, n=56) had worked in a local council position for more than five years, with 46.8% indicating that they had worked in local government in Victoria for over 10 years. Respondents were almost evenly spread across five key council/shire categorisations — Small Rural Shire, Large Rural Shire, Rural City and Regional Centre, Outer Melbourne Metropolitan Council and Inner Melbourne Metropolitan Council. Respondents reported many different position titles.

The vast majority of respondents (89.6%) were aware of the *Safer Design Guidelines for Victoria* and commented that the content of the Guidelines was appropriate and clearly presented. These figures compare favourably to an analogous survey conducted in New Zealand in 2010 (Russell 2010). Despite the differences in questions employed in the two surveys and the associated challenges with comparing the results, there was greater awareness of the Guidelines and a greater sense that the Guidelines are taken into account when determining local planning matters in Victoria compared with New Zealand. The pitch, tone and accessibility of the New Zealand Guidelines however rated better than the Victorian Guidelines.

Of the five key Safer by Design principles (surveillance; access, movement and sightlines; activity; ownership; and management and maintenance) incorporated into the Victorian Guidelines, ownership was the least likely principle to be considered more than 'a little' by councils/shires in planning decisions. Access, movement, sightlines and surveillance were most likely to be considered. This is potentially due to the relevance (or irrelevance) of all of the principles to all developments. For example, ownership might be obviously demarcated for a development of private space and might in part be reflected by access control treatments.⁴⁹⁴ Thus, the different 'ranking' of these principles might pertain to the nature of their applicability to particular development types, rather than to their overall utility.

The majority of respondents stated that their council/shire had not developed specific local policies based on the *Safer Design Guidelines for Victoria*. The relatively small number of

⁴⁹⁴ See Chapter 2 for a discussion of these concepts.

respondents who suggested their council/shire had developed specific local policies seemed to reflect the low priority given to crime due to the area having low crime rates. This finding resonates with similar research conducted internationally (and with the limited previous similar Australian research). Where CPTED policy and guidelines exist, they are often deemed as less of a priority compared to other agendas (eg. sustainability agendas).⁴⁹⁵ Often the principles of CPTED are seen as working in conflict with other existing agendas, thus applicants and planners fail to consider any CPTED guidance. Indeed, some respondents in this survey suggested that principles contained within the *Safer Design Guidelines for Victoria* can conflict with other existing policy and guidance which may be deemed more of a priority. As Armitage and Monchuk (2009) suggest, this need not be the case. They emphasise the importance of those involved in the initial design and planning of a development giving consideration to the principles of CPTED alongside other existing policies and reconciling the synergies and conflicts between the, perhaps, competing agendas.

Despite the generally small number of councils/shires reporting specific local policies, a number of case studies provided demonstrate how the Safer Design principles can be woven through various local policies and practices. An example of this was provided by the City of Manningham Council who has developed a policy entitled 'Safety Through Urban Design' which aims to inform applicants about the principles of CPTED. Other case study examples showed how Safer Design principles influenced work on particular projects or developments. This suggests that the Safer Design principles have had a beneficial albeit limited impact on various planning activities across Victoria in recent years.

While guidelines and policies are critical in planning regimes, there is also significant opportunity to influence development proposals through liaison and review. Close to half of the respondents (46.8%) indicated that they liaised with individual development applicants about Safer Design principles. Discussions of this kind are most commonly associated with particular types of development, namely commercial redevelopments, public areas, mixed use developments, multi-property residential developments and licensed venues. This suggests that venues and development types that potentially present the greatest crime risks are given particular attention.

Another way to identify potential crime risks in proposed developments is through consultation with police. Police have played a significant role in CPTED activities in many jurisdictions, including through their delivery of training and review of proposed developments. Nearly half of the respondents (48.7%) indicated that police were formally or informally invited to comment on proposed developments and the majority (67.6%) indicated that this contribution was useful and effective. Access to information held by the police was the principal reason that police involvement was sought.⁴⁹⁶

The actual crime prevention impact of all of these activities is difficult to measure. Only a very small number of respondents identified examples of how internal or external evaluations had been conducted to quantify the impacts of work undertaken to promote Safer Design principles. This is not surprising given that councils/shires have little incentive or resources to undertake the complex research required to accurately determine the outcomes of Safer Design guidance.

A key part of the wider CPTED movement has been training and educating relevant stakeholders. Respondents generally revealed low levels of training (33%), much of which had taken place two to five years previously. Only one-quarter of respondents indicated that this training was adequate. Respondents were somewhat reticent to comment on the quality of training provided to key built environment professionals.

495 This issue is discussed further in Chapter 10.

496 For further discussion on the role of police in CPTED see Chapter 12.

Conclusion

The online survey gathered information on a range of issues associated with the adoption of CPTED in Victoria. This research, the first and most extensive of its kind in Australia, captured a significant amount of valuable information. With 77 of 79 Victorian councils completing the online survey, some key findings emerged. More than three-quarters of the respondents (78.9%) agreed that better CPTED training should be provided to practitioners; 65.8% indicated that the Guidelines should be made clearer; and 72.4% felt that there should be more support for local government from the state to assist with the implementation of the Guidelines. The need for appropriate training to be provided to relevant council/shire, police and built environment practitioners was highlighted through the survey. This is consistent with research elsewhere. Wootton et al (2009) undertook a comprehensive evaluation of the delivery of CPTED in England and Wales and a key recommendation from this Home Office funded study was that a national accredited training program should be developed leading to professional accreditation. A similarly robust program is suggested for Victoria, with appropriate training options being made available to the diverse practitioners engaged in planning, urban design, architecture, landscape design, policing and related fields.

Other recommended options for further improving the adoption of the Safer Design Guidelines and principles arose from the survey findings. The first two directly relate to the Guidelines and are low-cost strategies to improve the access and accessibility of the Guidelines. It is recommended that each council/shire website has a hyperlink to the Safer Design Guidelines. This will help to promote the existence of the Guidelines, especially by those seeking planning consent. Furthermore, it is recommended that a modified, digestible version of the Guidelines is produced. This will be useful and beneficial to both council/shire staff and those seeking planning consent. The production of checklists which can be tools to help facilitate the consideration and implementation of CPTED for different uses could also be considered. This was also identified as a recommendation by the New Zealand Review (Russell 2010).

The survey findings also suggest there is benefit in documenting case studies reflecting good practice across different developments. While a small number of excellent case studies were captured through the survey, there is a need to more fully quantify the impacts of local practices on preventing crime. Once captured, these can be disseminated to those seeking planning consent and council staff. Ideally, these case studies will reflect a greater focus on evaluating the impacts of adopting Safer Design principles and will build on the one existing longitudinal evaluation. One of the limitations of undertaking research in this field is evaluating the impact of the introduction of any CPTED measures and documenting how and where in the planning process CPTED was considered. Extensive, independent, longitudinal research should be conducted across the state to further explore the impact of the Guidelines across Victoria.⁴⁹⁷

Finally, further consultation could be considered to assess the benefits and feasibility of mandating the Guidelines. Sixty per cent of respondents agreed that the Guidelines should be mandated. However, 26.3% indicated that they were neutral to this proposed improvement and the remaining 13.1% of respondents expressed a view that the Guidelines should not be mandated. The feasibility of further regulating the Guidelines will be discussed in detail in Chapter 12.

⁴⁹⁷ For further discussion see Chapter 13.

10. Implementing the *Safer Design Guidelines for Victoria*: Issues and Challenges

Introduction

The application of Crime Prevention through Environmental Design (CPTED) generally and the *Safer Design Guidelines for Victoria* specifically present a range of challenges, particularly in the context of local planning. The fields of both crime prevention and planning are wide, far ranging and have to take into account a large array of considerations including a variety of laws and policies. Too often, however, CPTED is unthinkingly applied as a ‘template’ that fails to differentiate for various and specific conditions and communities (Scarpa et al 2006). This also may be true of the application of the *Safer Design Guidelines for Victoria*.

The following discussion examines in more detail issues pertaining to, and challenges associated with, applying the *Safer Design Guidelines for Victoria* (the Guidelines) and their associated principles in local level planning in Victoria. To some extent the challenges discussed in Chapter 4 relating to the generic application of CPTED are also applicable to the specific context of the Victorian Guidelines and these will be highlighted where relevant.⁴⁹⁸

The chapter will also incorporate where appropriate findings from the survey of local governments presented in Chapter 9. It will concentrate primarily, however, on the evidence given to this Inquiry by key stakeholders.⁴⁹⁹

The language of safer design

One of the problems in fields where design is used to address criminal or antisocial activity is the vexed issue of language. As discussed in the introduction to this Report, there are a number of terms which are used to convey what has become conceptually and theoretically known as CPTED. Designing out crime, planning out crime, placemaking, securing through design are all terms used to refer to design and/or architectural approaches that address crime in the built environment. Whilst some professionals such as developers and planners may not necessarily be aware of the terms or concepts, Crime Prevention through Environmental Design, Designing Out Crime, or even know of the *Safer Design Guidelines for Victoria*, in practice they are applying the principles associated with these concepts in their everyday work. In the context of the development industry, for example, Mark Allan from the Property Council of Australia told the Inquiry that one of the reasons for the relatively poor response from developers to this Inquiry⁵⁰⁰ may have been ignorance of the term ‘CPTED’:

In my experience it is probably testament to a lack of awareness of CPTED. I think that a lot of developers, but in particular their advisers, be they architects, urban designers or planners, would be very aware of the

498 An example of where a generic criticism of CPTED may have relevance to the application of the *Safer Design Guidelines for Victoria* is the issue of displacement. In Chapter 4 it was mentioned that whilst CPTED interventions may work successfully in one area they may simply serve to displace the offending into an adjacent or other area which has not had the benefit of the intervention. It is arguable that the Guidelines could operate in the same way, that is by applying the Guidelines to secure a particular property or area there is a risk that a neighbouring area which has not had the benefit of the Guidelines being applied may be at more risk of crime.

499 Through either written submissions or oral evidence at public hearings.

500 See also discussion below.

outcomes of CPTED but probably do not use that term. In preparing this evidence it came to me that we sometimes just do not use the terms ‘CPTED’ or ‘safer design principles’ because they have largely been mainstreamed into good urban design practice. [Developers] probably talk about best practice urban design, and so while they might not say top of mind, ‘Yes, of course, our developments incorporate these principles’, I think in practice they would.

I guess one of the points I would make is that certainly the larger development organisations and their advisers would be very aware of the value that comes from creating safer and higher amenity and having a clear demarcation between the private realm and the public realm.⁵⁰¹

This issue of language in the field of safer design was also raised by Jill Garner, the Associate Victorian Government Architect, when she gave evidence to the Inquiry:

One of the things that we think is interesting about the four [CPTED] principles is that the language that is used in them is not design language. While CPTED refers to design, environmental design and urban design, the words that are within the principles really could be interpreted by a policeman, could be interpreted by the community, and could be interpreted by an urban designer or an architect quite differently because we all have different mindsets. So I think one of the things that we see in these four key elements of CPTED is lack of design language within them.⁵⁰²

However, Ms Garner considers the design language of the *Safer Design Guidelines for Victoria* to be unambiguous:

We think the language in these is really good. You can see there what they have added is the word ‘activity’ to the CPTED principles. The other key four principles are actually exactly the same as the CPTED principles, but they have actually changed the language slightly. The slight difference within that language — what it actually does is — ‘access movement and sight lines’ actually refers to architectural design or urban design. There is a slightly different emphasis on those principles that actually talk to the design fraternity and allow them to understand where those CPTED principles might be addressed in terms of design...we really do feel the language in the Victorian ones is excellent in comparison to what we have seen around Australia.⁵⁰³

The important point, according to leading New Zealand architect Frank Stoks, is that practitioners are, or at least should be, incorporating good design principles into their planning no matter how those principles are referred to. As he told the Committee:

If you design right...you don’t even need talk about CPTED, you see it as being just good design. You don’t want to scare them [planners and developers] with the term or language unnecessarily.⁵⁰⁴

Concerns regarding the awareness and promotion of CPTED and the *Safer Design Guidelines for Victoria*

One of the key issues of concern raised by witnesses to the Inquiry and responses to the survey⁵⁰⁵ was the extent that planners, architects, design professionals and developers were aware of CPTED and safer design principles generally and the *Safer Design Guidelines for Victoria* specifically.⁵⁰⁶

501 Mark Allan, Chairman, Sustainable Buildings Committee, Property Council of Australia (Victoria), Public Hearing, 18 March 2013.

502 Jill Garner, Associate Victorian Government Architect, Office of the Victorian Government Architect, Public Hearing, Melbourne, 22 October 2012.

503 Jill Garner, Associate Victorian Government Architect, Office of the Victorian Government Architect, Public Hearing, Melbourne, 22 October 2012.

504 Dr Frank Stoks, Director, Stoks Limited, Meeting, Wellington, 30 October 2012.

505 See Chapter 9.

506 The issues of awareness and promotion, education, training and information provision are discussed extensively in this Report. Nonetheless, a brief account outlining some of the concerns raised in this area will serve to herald the issues discussed in greater depth in Chapter 13, ‘The Need for Training, Education and Research in CPTED and Safer Design’.

Awareness of CPTED principles but not the Guidelines?

A number of witnesses to the Inquiry commented on the extent to which CPTED and the Safer Design Guidelines were known in Victoria. For example, representatives of the Australian Institute of Landscape Architects (AILA) stated that most landscape architects would be well aware of the principles embodied in the document *Safer Design Guidelines for Victoria*.⁵⁰⁷ Gareth Hatley, a planning policy officer with the Municipal Association of Victoria, also believes the CPTED design principles, if not the Victorian Safer Design Guidelines, have largely become 'mainstream' for planners and designers.⁵⁰⁸ Similarly, David Pryor, Senior Architect with the City of Melbourne, told the Committee that:

a fair generalisation would be to say that the document [*Safer Design Guidelines for Victoria*] very rarely gets referred to but that the principles that are in it are quite well embedded in our work. I am in the City Design Division and, from our director down, I think it is fair to say that the sorts of principles that are in that document are just normal practice.⁵⁰⁹

The Office of the Victorian Architect also considers that the principles have generally been well received and are largely well known amongst architects and the design professions:

There is acceptance of the DPCD-[Department of Planning and Community Development] advocated principles — so the Urban Design Charter and the Safer Design Charter [Guidelines] — I think you could say within the design professions they are really highly regarded.⁵¹⁰

A lack of awareness of the document: Safer Design Guidelines for Victoria

Given that the Guidelines have existed for approaching eight years, a high level of awareness across Victorian councils/shires of them would be expected. However Sylvia Georges, a senior urban designer with the City of Boroondara, believes that there are variable levels of awareness of the Guidelines amongst planners and designers working in local government. In her view, senior and experienced planners apply them more readily than junior planners who may not have become aware of them during their undergraduate training.⁵¹¹

Whilst not espousing greater adherence to the Guidelines through legislative prescription, the AILA also acknowledged that a lack of promotion of the Guidelines in conjunction with a lack of awareness, in part because planners are not compelled to do other than 'consider them', means that sometimes they are not given the weight they may merit:

We feel [the implementation of the Guidelines] falls down a bit when there is the assessment of those safe design principles because there is no real checklist, if you will, in the appraisal process. Often if there is no need for a planning permit — in other words, if the application is an as-of-right; so if you are getting a residential house on an existing lot, there is no need for it to go through a planning permit appraisal process, so therefore the safe design principles cannot be assessed by a local government planner, for example. Also there are some of the public realm projects that are undertaken by either state government agencies or local government agencies. They go through the planning of the design, but there is no check, if you will, of the safe design principles, so we think that is where those principles fall down because they may be considered but they are not checked off...So we recommend that the safe design guidelines and the principles be promoted across a wide range of the community groups but also the government agencies and also professional design institutes.⁵¹²

507 David Dreadon, Secretary, Australian Institute of Landscape Architects (AILA), Victorian Branch, Public Hearing, Melbourne, 10 September 2012.

508 Gareth Hatley, Rural Planning Policy Officer, Municipal Association of Victoria, Public Hearing, Melbourne, 26 November 2012.

509 David Pryor, Senior Architect and Urban Designer, Urban Design and Docklands Branch, City of Melbourne, Public Hearing, Melbourne, 8 October 2012.

510 Jill Garner, Associate Victorian Government Architect, Office of the Victorian Government Architect, Public Hearing, Melbourne, 22 October 2012.

511 Sylvia Georges, Urban Designer, City of Boroondara, Presentation to the Drugs and Crime Prevention Committee, Melbourne, 22 October 2012.

512 David Dreadon, Secretary, Australian Institute of Landscape Architects (AILA), Victorian Branch, Public Hearing, Melbourne, 10 September 2012.

The Planning Institute of Australia (Victoria) also believed that the awareness and subsequent usage of the Guidelines by local councils was varied: 'In general, it would be a low rate of usage. The councils that have a policy focus that relates back to the guidelines would use them. But as an assessment tool, there is not a high rate of take-up'.⁵¹³

However, the Committee survey of Councils and Shires revealed that a majority of respondents (89.6% n=69) were aware of the Guidelines document and 62.3% or respondents reported that they take the Guidelines into account when determining planning matters. Of the eight individuals in the sample who were not aware of the Guidelines, five of these were Statutory Planning Officers and four had been working in local government for more than 10 years. Five of these eight individuals represented Small Rural Shires and two represented a Large Rural Shire. Whilst no qualitative evidence was put forward to explain this difference, a plausible working hypothesis could be that small rural shires do not have the resources to provide training for their officers on planning issues and/or that problems pertaining to crime and its relationship to design in the urban/built environment are not as relevant as they are in city and suburban environments.⁵¹⁴

Finally, Mark Allan of the Property Council of Australia told the Committee that in the context of the development industry, whilst there may be an awareness of the need for safer design in everyday practice, there was not a great deal of awareness of the Guidelines document itself:

My point would be there is not a strong awareness of the Guidelines amongst property developers...In terms of seeking some input from my colleagues in the property development industry, the response is, they are aware generally of the principles of safer design but not so aware of the detail. I think this is also evidenced in that I had to search the state planning provisions to determine that it is a requirement to consider those. I think you would generally find that implementation of these guidelines tends to be reliant upon both the skill set and the interest in a particular local government.⁵¹⁵

Insufficient promotion of the Guidelines?

The discussion above of the awareness or lack thereof of the Guidelines suggests that a greater effort is required to promote or 'market' them by the government department responsible for them (Department of Planning and Community Development (DPCD)) and also by local governments who are theoretically required to take them into consideration as part of the Victorian Planning Provisions.⁵¹⁶ For instance, a number of witnesses indicated that accessing the Guidelines from the DPCD website was confusing and difficult with multiple searches having to be done before the document could be downloaded. In this regard it is also interesting that in response to the Committee's survey asking if their council/shire's website included a hyperlink to the *Safer Design Guidelines for Victoria*, only four respondents (5.3%) stated that their websites did include this link.

In contrast, promotion is key in New Zealand. The advice given in the *Implementation Guide* for the New Zealand National Guidelines is timely.⁵¹⁷ In particular it is recommended that local authorities and where relevant central government use a number of initiatives to promote the existence of the CPTED guidelines and their application to existing and proposed projects, particularly as undertaken by private developers. Such initiatives include:

- Promoting and distributing the National Guidelines and offering training opportunities to the private sector as well as to council staff

513 Brett Davis, Vice President, Planning Institute of Australia, Victorian Division, Public Hearing, Melbourne, 12 November 2012.

514 See Chapter 9 for details of the survey and responses received.

515 Mark Allan, Chairman, Sustainable Buildings Committee, Property Council of Australia (PCA) (Victoria), Public Hearing, 18 March 2013.

516 See discussion in Chapter 8.

517 As discussed in Chapter 6, in New Zealand it is largely up to local government authorities as to whether the application of the National Guidelines has statutory or non-statutory force.

- Making owners of hot spots more aware of the local crime issues and the benefits of incorporating CPTED and its importance to themselves and to the community
- Anticipating where significant development is likely to occur and contacting the owner or developer to advocate the importance of CPTED
- Forming closer partnerships with the development community so that a local authority is more knowledgeable about impending private development and in a better position to take proactive action to encourage incorporating CPTED early in the stages of planning and development
- Making specialist officers available to give advice to developers and others on CPTED (Ministry of Justice New Zealand 2005b, p.17).

Whilst these suggested initiatives operate in the New Zealand context, they are arguably equally applicable to promoting the *Safer Design Guidelines for Victoria*.⁵¹⁸

Training and education

A lack of awareness and information provision has been identified as an issue that requires consideration. The Committee survey of local government respondents found that over three-quarters of respondents (78.9%) agreed that better CPTED training should be provided to practitioners. Other relevant findings were that:

- ◆ One-third (n=25) of the respondents indicated that at least one member of their council/shire staff had received training in the Safer Design principles. In 32% of these cases, the training was undertaken less than two years ago and in 48% of these cases, the most recent training occurred between two and five years previously
- ◆ More than half of the respondents (65.8%) indicated that the Guidelines should be made clearer
- ◆ Respondents suggested a number of improvements which could be made to the Guidelines including: i) the production of clearer local policy guidelines (67.1%); ii) better CPTED training for practitioners (64.5%); and iii) more trained staff (61.8%).

The findings suggest there is a general lack of understanding and detailed knowledge of the Guidelines by both those employed in local councils and relevant external stakeholders such as developers and design professionals. Some survey respondents highlighted this lack as being one factor that may impede the application of the Safer Design Guidelines and associated principles. Similar responses about the need for and importance of CPTED training in the New Zealand context were given by local government respondents surveyed in the Review of that country's National CPTED Guidelines (Russell 2010).⁵¹⁹

The content of the Guidelines

This Inquiry did not receive a great deal of evidence pertaining to the content of the *Safer Design Guidelines for Victoria*. Most witnesses who gave evidence believed the Guidelines were on the whole sound. Others, particularly respondents to the survey, believed they could be improved upon but gave few suggestions and little advice as to how this could be done other than that 65.8 per cent of the survey sample thought they could be 'clearer'.⁵²⁰

518 In addition to such voluntary initiatives, however, some witnesses who gave evidence to this Inquiry have argued that a greater regulatory role in applying the Guidelines is justified. See discussion later in this chapter and in Chapter 12.

519 Further evidence and discussion on the need for more and better training in the area of CPTED and safer design is given in Chapter 13 of this Report.

520 The findings of the survey in this respect are somewhat contradictory because the vast majority of the respondents (77.7 per cent) believed the Guidelines were a useful resource to refer to. Moreover as discussed in Chapter 9 almost three-quarters of respondents thought they:

- had an easy to follow layout (75.3%);
- used clear and easy to understand language (76.6%); and
- were pitched at an appropriate level (72.7%).

However, almost all witnesses who did comment on the Guidelines believed the associated principles reflecting basic CPTED concepts were valuable and appropriate.

Concerns regarding the content of the Guidelines

Evidence given to the Inquiry that did express concern about the Guidelines content came mainly from developers or professionals working for development companies. For example, Mark Chapman from Lend Lease outlined a number of concerns and criticisms, one of the few witnesses to do so. Many of these criticisms, however, focus on the view that the prescriptive nature of the Guidelines 'limit the ability to produce unique outcomes'⁵²¹ — an issue discussed at greater length later in this chapter.⁵²² These are mostly technical concerns that are beyond the scope and capacity of this Inquiry to comment on. Nonetheless, without discussing the technical aspects of the Guidelines in too much detail the following evidence from Mr Chapman gives an indication of the concerns felt by at least one development company:

We have concerns with some of the guidelines — and I have a list here — that we think limit the ability to produce unique outcomes. There are three clauses in the guidelines about cul-de-sacs, yet cul-de-sacs provide quite a viable living alternative. In fact about 15 per cent of the customers who come into our communities wish to buy in a cul-de-sac, not because they want to be snobs or they think they will get more or less privacy but because they actually get a great sense of community — a micro community— in that cul-de-sac.

Clause 1.2.1 talks about activity centre spacing, and it goes back to something that was originally tabled by the Congress for the New Urbanism in the United States about 400-metre walking distances to local activity centres. We do not know of any community in Australia that can make those work in a commercially viable manner, so we think an open space network that allows you to walk to those centres is more important than the spacing of those centres. Putting them in places and spacings that allow them to be commercially viable is more important.

There are a lot of references within the guidelines, in about four or five places, that try to keep all the pedestrian networks on major roads, and we disagree with that in a major way. We believe as long as you can get the surveillance right that there are many times where walkways and networks can run through open spaces and run towards schools. We find by reference to the users of those pathways that if we can provide a well-surveilled pathway off the major road, we have got a higher chance of younger kids using it and we have got a much higher chance of recreation use on it. We try to run a lot of our networks away from major roads as well as having the ones still on the major roads.⁵²³

Criticisms of Guidelines content were also raised by Jason Black, a senior planner involved with the Selandra Rise estate development in outer suburban Clyde North. Whilst generally approving of the Guidelines he did not believe that they are always applicable to all forms of development. In particular, some of the elements of the Guidelines 'are just not easily translatable to an urban fringe development',⁵²⁴ particularly in the area of lighting and signage and are therefore not often implemented in an urban growth area environment.⁵²⁵ Mr Black expanded on this issue in correspondence to the Committee:

521 Michael Chapman, General Manager, Design & Environment, Lend Lease, Public Hearing, 18 March 2013.

522 And also in Chapter 4 of this Report. Schneider and Kitchen, discussing the American context, state there is much dislike amongst developers for prescriptive CPTED guidelines viewing them as adding an expensive and onerous burden to an already overregulated industry (2013, p.19). See also the discussion in Chapter 5.

523 Michael Chapman, General Manager, Design & Environment, Lend Lease, Public Hearing, 18 March 2013.

524 Jason Black, Managing Director, Insight Planning Consultants, Melbourne, Public Hearing, 18 February 2013.

525 Conversely however, some witnesses to the Inquiry believed it is much easier to apply the Guidelines to new or 'greenfield' developments than to apply them to 'retrofits' in existing areas. See for example the comments of Rob Spence, Chief Executive Officer, Municipal Association of Victoria, Public Hearing, Melbourne, 26 November 2012.

See also discussion in Chapter 3.

Many growth area councils are concerned about the cost of maintaining lighting and signage in public spaces. Once the infrastructure is put into place by a developer and the maintenance period is finished (generally sometime not too long after the development is completed) councils are left to ensure the ongoing quality of the infrastructure is maintained.

Using Selandra Rise as an example, it is noted that the council's maintenance division were not supportive of having path lighting through the Hill Top Park and only supported perimeter lighting as this is easier to maintain and effectively easier to 'keep an eye on'.

Interestingly, it is also noted that some practitioners in the healthy environments sector also discourage lighting in parks / open spaces so as to not encourage people to use these spaces at night, but rather place a greater emphasis on a higher level of lighting around the perimeter that spills into the open space area, which effectively encourages activity (and 'eyes') on the outside looking in. This is deemed by some to deter undesirable activity from entering the open spaces in the first instance.

In relation to signage, the maintenance issues is once again a major concern for growth area councils. Sighting Selandra Rise again, the implementation of a way finding signage strategy in Selandra Rise was met with a high level of concern, as council officers were concerned that they wouldn't be able to maintain the new signage if it was damaged, vandalised etc. Quite simply they were concerned about the cost of replacing a 'non-standard' sign.

Whilst the developer has provided replacement signs and chosen a relatively cheap sign, which has been carefully installed (to limit the ability to vandalise), council are treating the implementation of the way finding signage as a trial before implementing it more broadly across the Cranbourne East area, as they want to assess the cost / benefit of the strategy.

In summary, the concerns growth area councils have in relation to the future maintenance of lighting / signage plays a major role in the determination of the type of supportive infrastructure that will be installed within new growth area communities. It is my view that in many councils, the current view is that the cost risk associated with maintaining / replacing non-standard or additional lighting and signage outweighs the benefits derived from the provision of the lighting and signage and therefore the implementation of lighting and signage CPTED guidelines is constrained within growth area councils.⁵²⁶

Whilst acknowledging that 'the content of these guidelines is generally sound', Mark Allan, representing developers through the Property Council of Australia, also suggested minor alterations to improve the overall package.

I think the presentation could be significantly improved by better and more instructive photographs, more up-to-date case studies, clear exemplars and in particular what to do and what not to do diagrammatically.⁵²⁷

According to these witnesses, it is important that the Guidelines are able to be 'cherry-picked' in order to apply certain elements if applicable whilst discarding those that may not be suitable.

A Review of the Guidelines on technical considerations alone cannot be warranted on the basis of one or two viewpoints. Nor can this Committee pronounce on the merits or otherwise of the criticisms expressed by the development representatives quoted above. Given the paucity of evidence the Inquiry received on this issue and the lack of expertise of this Committee to pronounce upon the content of the Guidelines, the Committee does not feel it appropriate to make specific recommendations on the content of individual Guidelines elements. Nonetheless, as no major evaluation of the *Safer Design Guidelines* for

⁵²⁶ Jason Black, Managing Director, Insight Planning Consultants, Melbourne, Correspondence to the Drugs and Crime Prevention Committee, 1 May 2013.

⁵²⁷ Mark Allan, Chairman, Sustainable Buildings Committee, Property Council of Australia (Victoria), Public Hearing, 18 March 2013.

Victoria has been undertaken since their initial development⁵²⁸ it may be timely to include a review of content as one aspect of a wider overall evaluation of the Guidelines.

Insufficient guidance in applying the Guidelines

Some witnesses appearing before the Committee, whilst not criticising the content of the Guidelines per se, thought insufficient advice was given to planners, designers and developers on how they should be implemented in practice. Another related criticism made by some commentators was that the mere existence of a design guidelines document such as the *Safer Design Guidelines for Victoria* can result in some practitioners thinking that they know how 'to do' CPTED.⁵²⁹ As Sue Ramsay from the Christchurch City Council told the Committee in the context of the New Zealand CPTED Guidelines:

I'm very supportive of the guidelines, they're very important to start to convey the broad messages around CPTED. But one of the problems we've found here is that people think as long as they've got a copy of the guidelines on the desk they can do CPTED and that's very, very far from the truth. In fact, much of what we work with isn't in the guidelines... You can't teach CPTED from a book. I read lots of stuff and it all helps but there's no substitute for practising it. We need a very practical set of skills... What you need is the opportunity for people to practise CPTED, certainly get some theory and come back to the theory all the time, but practise, practise, practise...⁵³⁰

The Office of the Victorian State Architect also believed there could be perhaps more guidance offered in terms of applying the Guidelines, although the document itself is well regarded. The Guidelines, their principles and the associated Urban Design Charter could form an integral part of a 'built environment policy' for Victoria:

We feel there does need to be a built environment policy in Victoria, which at the moment there is not. It is something that the government architect's office has been working on for some time. We are hoping that it will get some support, and this is something that we think probably needs to be very clearly embedded within our policy for good design and good built environment. There is the education level and the skill of the designers and the community awareness of what safer places might be... There is the issue of exemplars and case studies [which could inform application of the Guidelines].⁵³¹

Similarly, Mark Allan from the Property Council of Australia believed some assistance outside the Guidelines themselves would assist developers to incorporate them into their development projects:

I think there could be and should be more up-to-date best practice advice. The limited awareness is probably reflected also in limited access to public evidence, including post-evaluation analysis. As I have said before, the larger property organisations would tend to have access to high-quality urban design advice. Developers with fewer resources would be reliant more on the quality of the government guidelines and [accompanying] advice.⁵³²

A practice compendium or manual?

Practical assistance was also viewed as valuable by other witnesses. It was thought by some stakeholders that a practical manual to support the application of CPTED principles in local planning projects would be a useful adjunct to the Guidelines. The aim of a flexible Guidelines practice 'compendium' would be to provide technical support and advice to

528 See discussion in Chapter 13.

529 See for example the comments of Dr Frank Stoks, Director, Stoks Limited, Meeting, Wellington, 30 October 2012.

530 Sue Ramsay, Team Leader Crime Prevention, Community and Safety Team, Community Support Unit CPTED Programme Lead, Christchurch City Council, Meeting, Christchurch, 1 November 2012.

531 Jill Garner, Associate Victorian Government Architect, Office of the Victorian Government Architect, Public Hearing, Melbourne, 22 October 2012.

532 Mark Allan, Chairman, Sustainable Buildings Committee, Property Council of Australia (Victoria), Public Hearing, 18 March 2013.

design, planning and crime prevention practitioners when using the Guidelines. It could include best practice case studies and precedents in applying the Guidelines that could be considered by practitioners when working on projects. It could also be tailored for different development types and for different roles. Thus different sections of the compendium could be aimed at planners, architects, designers and engineers etc. A submission from the Planning Institute of Australia (Victoria) stated that this type of advice could be developed and administered through the Victorian Design Review Panel in conjunction with the Office of the Victorian State Architect:

The newly created Victorian Design Review Panel (VRDP) with the State Architect could be empowered to collate best practice CPTED and Crime Prevention design techniques, prepare a set of agreed guidelines and be a resource from time to time for priority urban design “interventions.” The VRDP has assembled an appropriate suite of experts across the field, and could be expanded to include community planners in this ‘taskforce’ under the auspices of the State Architect.⁵³³

Comprehensive advice avoids a checklist or ‘quick fix’ mentality

This type of supplementary advice when used as a comprehensive adjunct to the Guidelines avoids one of the problems raised in the literature and by many witnesses to the Inquiry — namely, that too often these types of safer design guidelines are used as a ‘quick fix’ checklist that is easily ticked off without any in-depth or meaningful consideration given to their application.⁵³⁴ As Van Soomeren and Woldendorp note in the European context:

As in most countries the checklist approach [can be] successful as far as small scale and technical solutions like target hardening are concerned. On the higher scale levels, like urban/district planning, neighbourhood design and landscaping, it proved impossible to mould crime prevention into simple do’s and don’ts (1997, p.10).

The use of a flexible Guidelines compendium with illustrative case studies and informative precedents ensures planners and developers do more than merely tick off the boxes. To reiterate the comments of CPTED academic and practitioner, Adam Thorpe:

I would advocate a design-led approach which is more process orientated rather than checklist oriented, because if we are trying to get people to really understand for themselves how to apply things in context, then really that is about going through a process with a bunch of other stakeholders with various experience and various different types of insight and that is something that a design process approach does well.⁵³⁵

Whilst Mr Thorpe’s comments were related to the English context they are equally apposite to Australian circumstances. Certainly this was the view of CPTED academic Dr Paul Cozens. He told the Committee that CPTED can often be used in a ‘window dressing’ manner:

I think one generic criticism of CPTED, is that it can often be oversimplified and applied as an outcome, almost as an, ‘Okay, we will CPTEDify this place’. Not, ‘Here’s a process where we analyse what is going on. We see how the place is being used. We look at crime risks. We look at problems and then we come up with a suite of strategies to try and deal with it’.

533 Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012.

534 See for example, comments of: Adam Thorpe, Designer and Creative Director, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, UK, Public Hearing, Sydney, 10 December 2012; Professor Paul Ekblom, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, UK, Public Hearing, Sydney, 10 December 2012; Dr Paul Cozens, Research Fellow, Curtin University, Public Hearing, Sydney, 10 December 2012; Professor Kees Dorst, Founder and Director, NSW Designing Out Crime Research Centre, University of Technology Sydney, Public Hearing, Sydney, 10 December 2012; Dr Frank Stoks, Director, Stoks Limited, Meeting, Wellington, 30 October 2012.

535 Adam Thorpe, Designer and Creative Director, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, Public Hearing, Sydney, 10 December 2012. For further discussion on check lists and ‘cookbooks’, see Chapter 4.

CPTED needs to be refined in relation to the local context and local problems. It shouldn't be a cook book approach where you have got your CPTED catalogue and you go, 'Okay. Right. Page 7, do this, do this, do this. Page 9', rather than, 'Here are some thinking processes that you need to go through'. To do CPTED efficiently you need a process otherwise you could end up going, either going too far, not going far enough, doing the wrong thing in the wrong place, precipitating crime, accidentally creating it by putting CPTED in the wrong places and the wrong context....There are lots of planners who I see and they say, 'Oh, yeah, yeah. I'm an expert on CPTED'. 'I did a two day course'. No disrespect. They may know their stuff and may be very competent planners. But I would say very few think of CPTED as a *process* and apply it as a process.⁵³⁶

The need for evaluation of CPTED and the *Safer Design Guidelines for Victoria*

The consensus of academics working in the field of CPTED indicates that whilst overall there is strong proof that it works well, there is little real evidence as to which of its constituent elements, such as access control or natural surveillance, work in relation to specific contexts or interact together to achieve beneficial outcomes.⁵³⁷ This is due, at least in part, to the relatively few comprehensive and professional evaluations that are done of CPTED projects in this country, particularly at local government level. Chapter 13 of this Report recognises that there is a great need for evaluation of projects that purport to apply CPTED principles. Chapter 13 also discusses the need for a comprehensive evaluation of the *Safer Design Guidelines for Victoria*. Whilst there may have been internal/departmental reviews done of the document, to the Committee's best knowledge a major external and independent evaluation is well overdue.

Evaluation by local governments

Local governments also need to be able to evaluate how their projects and practices are influenced by the application of CPTED principles generally and the Safer Design Guidelines in particular. Although for local government it is often not cost-efficient to evaluate small projects, much useful knowledge can be generated through the evaluation process. The problem, as Tony Lake, Chair of the International CPTED Association told the Committee, is that insufficient review of CPTED projects by local governments is often because they are too resource poor to be able to undertake comprehensive or even basic evaluations. In addition to resource issues, Mr Lake believes that some local government officers simply do not see evaluation of projects undertaken by council as part of their job.⁵³⁸

This was borne out by the findings in the Committee survey. In relation to evaluation, only one council indicated that they had conducted an internal evaluation of a CPTED implementation. The presence of only a single evaluation in the survey sample supports witness comments to the Inquiry regarding the lack of resources that are available to assist the application of the *Safer Design Guidelines for Victoria*.⁵³⁹

Need for greater leadership, coordination and collaboration

One issue that was raised frequently during the Inquiry was the need for greater cross-disciplinary involvement in implementing CPTED and safer design principles, including the Guidelines in Victoria. Too often there was a lack of clarity as to who was responsible for implementing them. One of the problems with regard to public space in particular is that 'no one takes responsibility for it' (Martin & Brinn-Feinberg 2001, p.19). For example,

536 Dr Paul Cozens, Research Fellow, Curtin University, Public Hearing, Sydney, 10 December 2012.

537 Professor Paul Ekblom, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, Public Hearing, Sydney, 10 December 2012.

538 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

539 See below.

Jose Alfano representing the Australian Institute of Architects (Victorian chapter) told the Committee:

The question has always been implementation...as a policy tool — [the Guidelines] are a wonderful thing, but where is the implementation matrix? Who is responsible for implementing them and how will they do it? To be quite clear about it, we have always felt that to a great extent urban design is really the remit of local government.⁵⁴⁰

Planning academic Dr Carolyn Whitzman saw the main responsibility for the implementation of the Guidelines to fall with the planning and design professions although she also acknowledged the important role police played, particularly with regard to locations where crime risk was high:

Police, land use planners and social health planners all need to work together with local service providers, schools and other key stakeholders in a coordinated approach. But I would argue that the primary responsibility for safer design implementation should, in fact must, rest with land use planners and designers. This is because the overriding objective in planning for safe communities has to be a socially inclusive and cohesive community, not only a reduction in reported crime in public space...I think it is really important to have police referral, particularly in the case of something like licensed premises, but the theoretical reason why I prefer that it be in the hands of both statutory and strategic planners is that I think that they can take a nuanced, multipronged approach, which I think is really important...you would not want to abrogate the responsibility for looking at safer design principles to the police. I do not think they would be able to keep up with it and I do not think they would do as good a job.⁵⁴¹

Tony Lake, Chair of the International CPTED Association, took a more expansive view as to who should be involved in the Guidelines implementation. He told the Committee:

Who should be involved in implementing CPTED policies and during what part of the process? Basically it is nice to have everybody involved right up-front. Obviously architects need to be involved and community crime prevention officers or community safety officers from council, certainly elected representatives in local government. I have found in places where I have done training that if we have councillors involved in doing the training, things work so much better because somebody in council itself, one of the elected representatives, is supporting it. Engineers should be involved, and insurance advisers can be worthwhile getting involved.⁵⁴²

Similarly Dr Paul Cozens agreed that numerous stakeholders have a major role to play in implementing CPTED, particularly police and planners. He was in two minds, however, as to who should have ultimate responsibility for implementing CPTED:

I think it is a difficult one because if you leave [CPTED] to the planners to some extent they do not have the crime prevention knowledge, background and expertise to necessarily deliver it. They certainly do not have the access to crime data to actually work with and assess risks before they implement the CPTED strategies. But in saying that you can go too far with police involvement and lose what planners try to achieve: the liveability of spaces, the sustainability of spaces, the useability of spaces. So I think it is trying to find the balance between police advice and knowledge of crime prevention and planners' knowledge of planning, amenity and design.⁵⁴³

540 Jose Alfano, Fender Katsilidis Architects, Chapter Councillor, Australian Institute of Architects, Public Hearing, Melbourne, 22 October 2012.

541 Dr Carolyn Whitzman, Associate Professor in Urban Planning, The University of Melbourne, Public Hearing, Melbourne, 12 November 2012.

542 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

543 In this respect Dr Cozens believes the example of the specialist Architectural Liaison Officer in the United Kingdom who combines knowledge of design, policing and crime prevention is an ideal person to take the lead on addressing CPTED issues at local level. (See Dr Paul Cozens, Research Fellow, Curtin University, Public Hearing, Sydney, 10 December 2012).

The need for strong direction and leadership from ‘up top’

Dr Whitzman and Mr Lake also believed, however, that there needs to be strong direction ‘from the top’ in terms of promoting, marketing and implementing the Guidelines:⁵⁴⁴

Guidelines like those Victoria has — your *Safer Design Guidelines for Victoria* — need to be promoted and marketed as well as being supported, endorsed, updated and evaluated... The guidelines were put out by the Department of Sustainability and Environment and currently nobody actually owns them, so they need to be supported from the top.⁵⁴⁵

In Mr Lake’s view the relevant departmental body of the state government, such as the current Department of Planning and Community Development in Victoria, needs to play an active role in ensuring that the Guidelines are readily accessible to relevant stakeholders.⁵⁴⁶

Coordination and collaboration

The above discussion shows that different stakeholders have different and sometimes conflicting views as to who should be primarily responsible for implementing the Safer Design Guidelines. Nonetheless, almost all witnesses to the Inquiry believed there was a need for greater coordination and collaboration between the various people responsible for the planning process in Victoria when it came to incorporating safer design into local planning.

The Planning Institute of Australia for instance believed there should be:

For established areas: a multi-disciplinary team including planners, social planners, community development workers, community policing officers and local government [should be established].

In planning for new areas or for urban renewal, a multi-disciplinary strategic planning team including urban designers and social planners [should be established].⁵⁴⁷

Witnesses to the Inquiry also spoke to the importance of coordination in applying CPTED and safer design principles within local government. The AILA observed for example that there is:

[a] notable gap in collaboration between those departments dealing with ‘development assessment’ and those delivering ‘strategy’. There is merit in improved collaboration between those parts of government undertaking strategies and those dealing directly with development assessment.⁵⁴⁸

The AILA stated that better coordination would also be improved through better awareness and understanding of CPTED and the Guidelines ‘across all arms of local government’.⁵⁴⁹ The AILA also believed that this need for better internal coordination applied equally to state government departments.⁵⁵⁰ In their view this could only be done through better education and training programs to increase such awareness. Similarly, Dr Carolyn Whitzman told the Committee that at local government level there needed to be greater coordination between statutory and strategic planners.⁵⁵¹

Conflicting priorities make collaboration difficult

Finally, some witnesses raised the issue that collaboration in addressing safer design and the implementation of the Guidelines, whilst a worthwhile aspiration, was not always

544 See also comments of Sylvia Georges Urban Designer, City of Boroondara, Presentation to the Drugs and Crime Prevention Committee, Melbourne, 22 October 2012.

545 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

546 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

547 Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012.

548 Kirsten Bauer, President, Australian Institute of Landscape Architects (AILA), Victorian Chapter, Submission, 28 August 2012.

549 Kirsten Bauer, President, Australian Institute of Landscape Architects (AILA), Victorian Chapter, Submission, 28 August 2012.

550 Kirsten Bauer, President, Australian Institute of Landscape Architects (AILA), Victorian Chapter, Submission, 28 August 2012.

551 Dr Carolyn Whitzman, Associate Professor in Urban Planning, The University of Melbourne, Public Hearing, Melbourne, 12 November 2012.

possible among different sectors of the community because various stakeholders had different priorities and competing interests. As Sylvia Georges, a senior designer with the City of Boroondara, told the Inquiry:

Though the CPTED principles are included in the planning policies, compromises are sometimes made in the design development and planning process to accommodate the various competing interests of the parties involved. This is an impediment in successfully implementing CPTED or other safer design principles into planning strategies.⁵⁵²

Conflicting priorities were also one of the greatest challenges when attempting to implement the Safer Design principles, according to a significant number of respondents to the Committee survey. Approximately 20 per cent (n =14) of respondents commonly described the complexity of balancing competing professional demands in the development application process. Moreover, it was stated that even if crime is an issue, it is only one of many considerations that need to be balanced in the review of development applications. The following quote from a respondent is representative of this concern:

There are so many layers involved in individual development applications such as: sustainability; building code; disability compliance; energy ratings; compliance with the Municipal strategic statement; other policy drivers and regulations from State government — the area of development is so governed it becomes extremely difficult to manage and include everything into a development and compliance with legislation. Crime is not considered a key issue in the municipality, and safety design principles are one of many considerations in planning permit applications.⁵⁵³

Thus, on occasion the different interests of developers compared to community safety officers, or of planners to architects and designers, may reduce the prospects of successful collaboration in applying safer design concepts to local planning.⁵⁵⁴ Conflicting priorities may also be the result of cost and resource issues as discussed in the following section.

Cost, resource and priority issues

Resource constraints on local government

The extent to which local government planners consider the Guidelines may be affected by the level of resources they have at their disposal and accordingly how overworked they may be. This in turn may determine planners' often competing, priorities:

How much do they [planners] need to consider [safer design]? At what scale? I think the challenge at the moment is, you have statutory planners who are incredibly overworked, under pressure, they have all these different pressures on them and in many cases it is the community that helps them prioritise what they consider with all these 'mays' throughout the planning process. So if there is a particular area and a lot of objections on a particular issue and safety might be one of them, then in that instance that might be on the agenda and it might be considered in great depth. In another area, it might be about traffic, so then safety gets pushed down the priorities.

I think all of these policies are sitting at the same sort of level and it is then up to the statutory process, the statutory planner, to then decide what priority takes precedence for this particular site. I think the opportunity this inquiry gives us is a position to say, 'It is about putting it back on the agenda and making it just part of best practice'.⁵⁵⁵

552 Sylvia Georges, Urban Designer, City of Boroondara, Presentation to the Drugs and Crime Prevention Committee, Melbourne, 22 October 2012.

553 Local government officer, respondent to the Committee survey. See also discussion in Chapter 9.

554 See also discussion in Chapter 4.

555 Jo Cannington, Associate, Beca, Public Hearing, Melbourne, 12 November 2012.

Rob Spence, Chief Executive Officer of the Municipal Association of Victoria, also expressed sympathy for local government planners working to tight deadlines, with conflicting policy imperatives and with minimal resources. He told the Committee:

I think there is the capacity for us to miss some of the critical issues in terms of design, community safety and community development because of the level of work that is required when you are just dealing with the planning issues and the development issues, and they outweigh the issues around community safety.

In terms of managing these issues in a council, if you are dealing with these issues in a Casey, Cardinia or Whittlesea [councils], the amount of work that is required to be done by the council to actually manage the level of development occurring is massive, and it is often a system that is not well funded... The council becomes an absolute stress point between the development industry and the council's capacity to actually manage the workload and negotiate the outcomes...

I think there is a challenge with this if there is an intention to make [the Guidelines mandatory]. I have to say this: it is always easy for the state government to ask local government to pick up something when the councils actually have to find the funding source for it. I think the challenge with any of these issues is that they have to be weighed against the priorities in the local community about what load is currently on the council, and the solution needs to be properly assessed as to whether it is going to make a significant difference.⁵⁵⁶

This observation about competing policy priorities may partly explain why at least one-third of the respondents to the Committee's survey stated they did not take the Guidelines into account in local planning. As discussed in Chapter 9, the survey responses suggested that the application of CPTED principles is not considered as much a priority as are other competing policies and agendas such as environmental and sustainability imperatives.

The capacity of councils to effectively incorporate safer design guidelines and the resources they have to do so may also be affected by their geography and population. As David Birds from the New South Wales Department of Planning and Infrastructure told the Committee: 'Clearly Councils like the City of Sydney have an enormous ability, far greater than a typical rural council to assess [and administer] the CPTED Guidelines'.⁵⁵⁷ Certainly the experience of New South Wales has been that city councils in that state are more likely to be resourced with staff such as social and urban planners and community safety and crime prevention officers than smaller councils in rural localities.⁵⁵⁸ There is no reason to believe that councils in Victoria are affected any differently. Of course a countervailing factor is that councils like the City of Sydney or its Melbourne counterpart, whilst better resourced than small rural councils, will also for the most part have to deal with greater amounts of crime and community safety problems.

A lack of resources in local government also affects stakeholders outside the council or shire, according to Mark Allan of the Property Council of Australia. This may particularly affect developers who in some cases may rely on local government officers to liaise on safer design aspects of their developments:

In decision making I think an impediment [for developers] would be protracted approval processes or those less resourced local government offices that do not have access to either on-staff urban designers or personnel with those skills, and I think that varies across the city and the state.⁵⁵⁹

556 Rob Spence, Chief Executive Officer, Municipal Association of Victoria, Public Hearing, Melbourne, 26 November 2012.

557 David Birds, Director of Policy, NSW Department of Planning and Infrastructure, Public Hearing, Sydney, 10 December 2012.

558 This was also the experience of Territorial Authorities (Local government authorities) who responded to the Review of the New Zealand CPTED Guidelines. See Russell 2010.

559 Mr Mark Allan, Chairman, Sustainable Buildings Committee, Property Council of Australia (Victoria) Public Hearing 18 March 2013.

Is CPTED too costly to incorporate into planning?

As discussed in Chapter 4, it has been argued that the costs involved with incorporating CPTED into planning schemes have also 'remained a barrier to their currency'⁵⁶⁰ It is also true that the costs associated with 'retrofitting' CPTED features into a pre-existing development are far greater than building them into the planning stages of new residential, commercial or civic developments. But as discussed in Chapter 3, many witnesses to the Inquiry believe that the cost benefits of incorporating safer design concepts outweigh the possible initial cost outlays. For example, as Tony Lake of the International CPTED Association told the Committee:

What criticisms could be made of CPTED as a strategy in preventing or reducing crime, particularly at a local level? The first one we normally cop is cost. Speaking with councils I will always say that CPTED will work; it will give you results, but it comes at a cost, because, for example, we have to have maintenance plans. We have to ensure that things are maintained. We have to ensure that plans are looked at properly and ensure that people are trained to ensure that they can look at plans properly before they are approved. All these things are a bit of a cost; however, when you see the results the cost is quite minimal.⁵⁶¹

Moreover, according to Martin Williams from the City of Melbourne, the costs of changing a development plan to meet a council design requirement 'is trifling by comparison with the cost of the overall development they want approval for and by the comparison with delays or taking us to the tribunal and losing'.⁵⁶²

One possible solution to the cost issue that has been tried in jurisdictions such as England is to transfer part of the cost of activities such as crime risk assessments and CPTED audits to developers 'who are in effect being asked to pay for this as simply another component in the process of putting a development together' (Schneider & Kitchen 2013, p.23). Such a proposal may be conceivably financially onerous for smaller developers responsible for relatively small-scale projects but in most cases the projects subject to such audits would be on a much larger scale and undertaken by development companies who may be able to absorb such costs.

The development industry and the *Safer Design Guidelines for Victoria*

It is very difficult to give a comprehensive account of any issues or problems facing developers in using or applying the *Safer Design Guidelines for Victoria*. This is because notwithstanding repeated efforts by the Committee to elicit information from developers both large and small, there was little interest shown in this Inquiry by the development industry.⁵⁶³ Particularly disappointing was the attitude of peak body the Urban Development Industry Association who, despite repeated invitations to participate in the Inquiry, chose not to respond.

Nonetheless, the input from representatives of developers and the peak body the Property Council of Australia (Victoria) who *did* give evidence was valuable and gave the Committee some insight into the way in which developers viewed the Guidelines.⁵⁶⁴

⁵⁶⁰ Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012

⁵⁶¹ Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

⁵⁶² Martin Williams, Executive Officer, City Planning and Infrastructure, City of Melbourne, Public Hearing, Melbourne, 8 October 2012. For further discussion of cost and its relationship to CPTED, see Chapters 3 (Benefits) and 4 (Criticisms) For a discussion of cost in the context of greater regulation of the Safer Design Guidelines, see Chapter 12.

⁵⁶³ The Committee sent letters to 65 development companies working in Victoria requesting they provide the Committee with specific information relating to the Inquiry. The Committee also invited developers to attend a Public Hearing. Only three development companies responded.

⁵⁶⁴ In addition to the evidence of the Property Council of Australia, useful input was given by representatives of Lend Lease and Stockland Victoria.

Developers views on the Guidelines

Notwithstanding individual views as to the content of some of the Guidelines, as discussed earlier in this chapter, the developers who gave evidence to the Inquiry were not critical of the concept of the Guidelines as an overall package. Mark Allan from the Property Council of Australia (Victoria) said that despite the poor response in being involved in the work of the Inquiry from individual developers:

[The] safer design principles have been proactively incorporated by property developers, and that includes Property Council membership, to some extent in urban development projects in Victoria over the past 15 to 20 years — I would suggest certainly since about the late 1980s — and safer design principles have been applied across a range of property types of varying sizes in varying locations, notably in retail centres, in the capital city, Melbourne Docklands, inner municipalities in particular, in addition to other parts of the city of Melbourne and the state.

[Nonetheless] It is difficult to be more definitive about the extent of incorporation given the extent of activities which occur in the Victorian property industry both in the public and private sectors and also the multiple development types and subcategories, the wide range of players, both large and small, and the fact that they are working in every municipality across the state.⁵⁶⁵

For example, Michael Chapman, a design manager from Lend Lease Communities, gave his views as to how one major development company viewed, not always uncritically, the *Safer Design Guidelines for Victoria*:

As a developer of planned communities, we tend to develop from a set of principles that have evolved from many guidelines. The *Safer Design Guidelines for Victoria* are just one of these sets of guidelines. While we do not put these guidelines as a book beside ourselves or as a set of rules, we do use these guidelines plus other set guidelines that have been written plus other guidance that exists in many urban design texts and guidance documents around Australia and the world to evaluate the design that we do. They are all incorporated into the approach we take on this. The five principles of surveillance, access, movement and sightlines, activity, ownership, and management and maintenance are underlying principles in every design decision that gets taken on a community.⁵⁶⁶

The fact that developers may have to adhere to a number of different sets of guidelines, rules or principles that on occasion can be contradictory presents a real challenge, as Jason Black describes:

One of the key challenges is that there are many competing design agendas, and I see safety as [only] one of those design agendas. There is a constant game of Ring a Ring o'Roses, to see which one is of most importance on any given project. Another major [but related] issue — is the conflicting guidelines and potential overlap of guidelines and conflicting project priorities. That is, if someone wants to do a project that is focused on environmental sustainability, then that does not sit neatly necessarily with CPTED or the safer design guidelines as a priority. We could mandate or legislate for safer communities, but I fear that would be to the detriment of that balancing of the competing design agendas, because as soon as we do that we are going to have the, 'What about us? What about us?' approach, which is typically difficult...One of the challenges in all of this is that the statutory requirements, if you like, are only picking up bits and pieces of these different design agendas, so none of them actually prevail. The way that they do prevail in an urban growth context is strongly based on the desire of the developer and, if early enough, the priorities of the local council. It is a constant push and pull in these contexts.⁵⁶⁷

Mark Allan from the Property Council of Australia also observed that for some developers the Guidelines ran the risk of being considered a prescriptive template that was to apply in a 'one size fit all' manner whereas in reality given the subjectivity of the design process

565 Mark Allan, Chairman, Sustainable Buildings Committee, Property Council of Australia (Victoria), Public Hearing, 18 March 2013.

566 Michael Chapman, General Manager, Design & Environment, Lend Lease, Public Hearing, 18 March 2013.

567 Jason Black, Managing Director, INSIGHT Planning Consultants, Public Hearing, Melbourne, 26 November 2012.

the implementation of the Guidelines needs to be nuanced and approached differently for different project types and different levels of development:

In terms of skilled implementation, the reality is that the safer design principles are in part subjective and they are reliant on value judgements, so the quality of decision making and the skills of those charged with recommending or approving planning applications need to recognise that there are no off-the-shelf solutions. It will often rely on a judgement call and balancing views. It is certainly the case in members' experience that a design intervention may be done with the very best intentions, but that may have flow-on effects. If, for example, as a planning officer in local government you are advocating for an active frontage in a location, it might be wholly unsuitable for retail or some human habitation and might in fact have the counter effect that leads to a less safe outcome.⁵⁶⁸

Similarly Justin Ray from the development company Stockland, in part responsible for the Selandra Rise project, believed that CPTED principles and guidelines such as those used in Victoria to be basically sound, although there could be difficulties and contradictions in their application once a development was 'up and running':

CPTED's a really good foundation set of principles for setting up both the broader master plan of a project and the detailed design of the public realm. I think where, at times, CPTED is compromised is in the ongoing operation and management through the life of a project. I think some of the principles are very much about the maintenance of landscape, the careful management of parts of public realm that can tend to be a little bit prone, I suppose, to the wrong sort of activity: loading docks around shopping centres, shopping centre car parks, those spaces that aren't genuinely places that the average person will want to frequent, and often it's, I find, the 'beyond construction', the ongoing management, the loss of focus perhaps on safety that can lead to negative issues. So, I think, easier to capture in design; more difficult to deliver on when you're talking about hedging plants in the landscape or maintaining trees in a certain way. Often the priority to have a screening reserve overtakes the sort of practical issues around dense planting on the edge of a part of a project where that dense planting may actually be encouraging hiding places and what not. So sometimes environmental priorities around conservation areas, reserves, creek lines, the sorts of areas that are being protected might lead to situations where fences are put up to protect plants that actually create natural barriers to good circulation, to appropriate use of public space and those sorts of things. So every now and then, in the operation and the day-to-day running of a community you find those conflicts start to occur...It certainly can make applications of CPTED difficult.⁵⁶⁹

Concerns about the development industry

Whilst clearly developers may have their own problems with the Guidelines, concerns have been expressed by other stakeholders in the crime prevention and design fields that developers are insufficiently open to addressing CPTED concerns or incorporating safer design guidelines into their projects and developments. The following observations are made in the context of CPTED in Europe and the United States but are arguably true of at least some developer attitudes in this country as well:

[A] major implication for the field that we see emerging ...is the need to put more effort into getting the development community and the various professional agents who work for it to see planning for crime prevention as an integral part of the design process from the outset in thinking about potential developments. In both [the UK and USA] there is ample accumulated evidence to show that it can

568 Mark Allan, Chairman, Sustainable Buildings Committee, Property Council of Australia (Victoria), Public Hearing, 18 March 2013.

Another classic case of competing CPTED principles is that between permeability and defensibility discussed in Chapter 2. Sometimes, for example, the weakness of some permeable planning designs are not understood until too long after the development has been signed off. A CPTED or crime risk assessment undertaken early in the planning process may avoid some of these unforeseen consequences. (See comments of Professor Lorraine Gamman Professor in Design Studies, School of Graphic and Industrial Design, Central Saint Martins School of Art and Design; and Director, Design Against Crime (DAC), University of the Arts London, Correspondence to the Drugs and Crime Prevention Committee, 9 December 2012).

569 Justin Ray, Urban Design Manager, Stockland, Public Hearing, 18 February 2013.

often be a struggle for planning for crime prevention professionals to seek to change the mind of developers and their agents about crime prevention issues at what is for the latter often a relatively late stage in the design process. This often happens because crime prevention has not been thought about as part of the design process until issues of this nature are pointed out, by which time there is likely to be considerable commitment to the emerging design and indeed considerable expenditure on professional fees (Schneider & Kitchen 2013, p.26).

These concerns were also expressed by a number of witnesses who gave evidence to the Inquiry and respondents to the Committee survey. With regard to the survey, respondents were asked how willing they thought developers are in embracing the Guidelines. A very small percentage (3.9%) of respondents suggested that they felt developers were ‘very’ willing to embrace the Safer Design Principles whereas it was thought by 45 per cent of the sample that developers would be largely unwilling to address them. Although the structure of the survey did require respondents to generalise across all developers, some respondents indicated that the attitude of the developer and their willingness to embrace the principles was often dependent upon the proposed development type.⁵⁷⁰

Witnesses who gave evidence to the Inquiry also expressed doubt about the willingness of developers to incorporate the *Safer Design Guidelines for Victoria* into their development projects. Rob Spence, Chief Executive of the Municipal Association of Victoria for example, acknowledged that local government and the development industry did not always view issues such as community safety in the same way:

When you are actually dealing with a developer who has got a completely different view to the council on where it needs to go to, it is a significantly difficult project issue to resolve. That is the bit that is challenging me with this, because there is only so far, in my view, a council can go to actually be successful in this. The promotion of it is very important — trying to convince developers that community safety is a great selling point and so on, so that they will shift their strategies...The desired outcome I think you would want is to have the development industry accept it [CPTED] as a critical component, like the 5-star energy rating or the 6-star energy rating. Then this becomes a component of what they take on in relation to their development...⁵⁷¹

Dr Paul Cozens, an academic with much experience in the application of CPTED, bluntly told the Committee that developer awareness of CPTED was ‘minimal’. He added that developers view CPTED and any guidelines that emanate from these principles as simply an extra and unwelcome cost. Moreover, they view any benefit arising from the application of CPTED ‘as long term and not for the developer’:

Some developers report that CPTED was applied [where required] to the development application in a short paragraph...They are aware of what they *must* do legally — eg, installing water saving taps and showerheads in new homes — but where they are not compelled to install security devices [such as minimum security standards for doors, locks or windows] many will not do so.⁵⁷²

Geoff Griffiths, a training expert in the field of CPTED, was particularly critical of what he saw as a complete lack of interest on the part of developers to incorporate CPTED concepts and applications into their projects. Even in those jurisdictions where developers may be compelled to take part in a CPTED audit or risk assessment there is no necessary guarantee that they will incorporate the recommendations coming out of that audit:

Commercial developments here, even when the police get out and do a CPTED audit — which is after the event, not at the preliminary planning stages — it is all too late. The developer turns around and says, ‘Look, thanks very much, Mr Policeman. You’ve just spent taxpayers’ funds giving me this audit but I’m not going to spend a dollar on this place, even though you’re telling me that the windows

570 See Chapter 9 of this Report.

571 Rob Spence, Chief Executive Officer, Municipal Association of Victoria, Public Hearing, Melbourne, 26 November 2012.

572 Dr Paul Cozens, Research Fellow, Curtin University, Public Hearing, Sydney, 10 December 2012.

should be here, the door should be over there. We just don't have the money to put in CCTV cameras, but thanks for your time'.⁵⁷³

Despite such criticisms, Garner Clancey from the Sydney Institute of Criminology is of the view that the attitude of developers to incorporating CPTED is not always negative. He believes that developers' approaches will vary considerably, although in the context of the audit system in New South Wales⁵⁷⁴ there are certainly those who try and abuse the process:

[D]evelopers are very different beasts — you get developers who are very community-minded, who have considered this, who are really trying to imbed their development into the wider community and then you get others — and the others are hard-nosed, economically-motivated and they're just interested in their patch of land and getting the site built as quickly as possible. So how you really tackle that group, is a real conundrum. What we found in our review of crime risk assessment reports — one developer submitted 5 different reports, but in actual fact, they were verbatim the same. They just changed the title of the development. So basically, what they were saying is, 'we're going to go to 5 different consent authorities, no one's going to check, so we can write basically the same thing saying well, of course our development complies with natural surveillance standards because we've got windows'. You know, literally that kind of commentary was included. So it just averts the process.⁵⁷⁵

Similarly, Professor John Fitzgerald also believed not all developers can be put in the 'same boat'. In his view there will be a variation in how developers approach the CPTED Guidelines, particularly between large development companies and smaller or one person outfits:

I have been acting in a kind of advisory capacity to one of our major residential developers, Stockland, over the past three years. Part of those discussions has been around: what is it around the guidelines that makes it easy or makes it hard? For the larger developers I think the guidelines form one part of a larger mix which does not pose much problem for them. If a guideline said, 'You really should start doing this', then it would not pose that much of a problem for them. For the smaller developers, I think it does. I think this is where you get very much a patchwork quilt response to the guidelines.

My sense is that if the larger developers saw it as part of their value proposition to actually make a place safer, and if it was made explicit to them that it was part of it, then I think they would do it.⁵⁷⁶

A failure to address the Guidelines may not simply be oppositional

However, a failure to incorporate the Guidelines into planning may not simply be the result of opposition to their application. As will be discussed, the fact that the application of the Guidelines are not a strict mandatory requirement of itself may mean that developers, planners and other professionals are simply not aware of them. Sylvia Georges, in preparation for her appearance before the Committee, sent an email to Boroondara Council planners asking whether they used a guidance sheet prepared by her based on the Guidelines when assessing planning applications. With the exception of the principal planner the answer was no:

I guess the problem is that we have small-scale projects, and, as I said, junior planners are not aware of them. They (the guidelines) are not used very effectively by them, mainly because they are just guidelines, not like other rules in the state planning policy — these [mandatory rules] are the only provisions that they look at.⁵⁷⁷

Such a finding begs the question — if the incorporation of the *Safer Design Guidelines for Victoria* is not a mandatory requirement in Victorian planning — should it be?

573 Geoff Griffiths, Public Hearing, Melbourne, 12 November 2012.

574 See discussion in Chapter 7.

575 Correspondence from Garner Clancey, Lecturer and Deputy Director, Sydney Institute of Criminology, Sydney Law School, The University of Sydney, to the Drugs and Crime Prevention Committee, 6 May 2013.

576 Associate Professor John Fitzgerald, School of Social and Political Sciences, The University of Melbourne, Public Hearing, Melbourne, 26 November 2012.

577 Sylvia Georges, Urban Designer, City of Boroondara, Public Hearing, Melbourne, 22 October 2012.

Would greater regulation of the Guidelines result in them being more readily applied?

There are a variety of arguments for and against the *Safer Design Guidelines for Victoria* being the subject of greater regulation. Some of the arguments opposing further regulation such as the extra cost and burden on councils have already been referred to in this chapter.⁵⁷⁸

The principal arguments in support of a greater role for regulation are that without some form of mandate or compulsion planners and other design professionals will simply not incorporate them into local planning development. As Jill Garner told the Committee:

Because [the Guidelines] are not legislated the influence and effect of the principles depend on who is interested in them, who is reading them and who is writing the briefs and whether you have got somebody who cares around the table to bring them up.⁵⁷⁹

More bluntly, Paul Hardyman, a landscape architect with design company Urbis, told the Committee that whilst he personally was not necessarily in favour of greater regulation in this area, if CPTED applications were not a condition of a development application some developers would not incorporate them:

I am not one for bashing people over the head with a sledgehammer, but for a lot of developers, that is all they will understand. They will tell you to cut it out of your scope if it is not in a DA [development application] condition, so that is unfortunately how it ends up usually. If they are not forced to do it, they will not.⁵⁸⁰

The issue of further regulating the Guidelines is complex and will be discussed in detail in Chapter 12.

Conclusion

This chapter has examined the challenges associated with both the application and implementation of the *Safer Design Guidelines for Victoria*. Whilst in general terms the Safer Design Guidelines have been well received, there have been justifiable concerns expressed as to the extent to which they are known and applied by planners, the design profession and developers in this state.

The challenges posed in applying the Guidelines have ranged over a wide array of issues and concerns. Foremost is the question as to whether those stakeholders who should be aware of their existence do in fact know of them. This in turn raises the issue as to what extent the Guidelines need to be better promoted. Challenges have also included the possible expense associated with their use and the demands made on already overworked council planners in applying them. Developers too have clearly found it difficult to apply the Guidelines in the face of other, sometimes conflicting, priorities.

Even where stakeholders are aware of the Guidelines it has been suggested that better practical guidance is required to assist people to implement them effectively. The ways in which this practical advice could be developed was therefore discussed, as were challenges associated with coordinating the application of the Guidelines. It was clearly felt that a more collaborative approach in respect of this latter issue was warranted.

578 See for example the comments of Rob Spence Chief Executive Officer, Municipal Association of Victoria, quoted above.

579 Jill Garner, Associate Victorian Government Architect, Office of the Victorian Government Architect, Public Hearing, Melbourne, 22 October 2012.

580 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12, November 2012.

Recommendations

Recommendation 2

The Committee recommends the establishment of a Safer Design Unit within the State Government's Department of Planning and Community Development (DPCD) which would coordinate a holistic approach to planning and its relationship to health, community safety and crime prevention and wellbeing initiatives across government.

It has become clear to the Committee that stronger promotion of the Safer Design Guidelines for Victoria is required and that improved coordination and collaboration is needed in addressing and implementing the Guidelines. Currently only one person in the DPCD is effectively overseeing the use of the Guidelines. A dedicated Safer Design Unit located in the DPCD could address both the better promotion of the Guidelines and give advice on their implementation and application.

Recommendation 13

The Committee recommends that the Department of Planning and Community Development co-ordinate with local government authorities to develop strategies and protocols to engage relevant stakeholders at the outset of a development project that may have an impact on community safety and wellbeing.

Planning developments can have the potential to impact negatively on members of the surrounding community including residents and commercial premises. The Committee believes it is essential that where appropriate mechanisms are implemented by local government authorities to ensure community views on the health and safety impacts of a proposed development be taken into account at the outset of the process for planning approval. It is particularly important that developers consider and where necessary incorporate relevant elements of the Safer Design Guidelines for Victoria at the outset of the planning process.

Overseas and interstate experience has shown that often consideration is given to safer design principles and CPTED far too late in the process for it to make any significant difference. Alternatively if safer design principles are incorporated late in the planning stage they may be more costly to include compared to being considered at the outset of the development process.

Recommendation 14

The Committee recommends that the Department of Planning and Community development coordinate with local government authorities to develop protocols that will ensure that planners, developers and planning applicants liaise with local police on site-specific design issues, particularly those pertaining to community safety and design.

Evidence to the Committee has indicated that too often the liaison between police, developers and local government is ad hoc and varies significantly across municipalities. However, the role of the police in assessing the safety and crime risks of proposed planning developments is crucial. Models in other jurisdictions whereby the police have a formal role in assessing crime risk in conjunction with local government planners and developers have proven beneficial. The Committee believes that such an approach should be encouraged at local government level in Victoria.

Recommendation 15

The Committee recommends that local government authorities devise appropriate processes to ensure that planning development applications which impact upon community safety seek the input of all relevant council staff including planners, urban designers, community safety officers, crime prevention and health promotion officers.

Designing out crime, particularly at local level, is an approach that requires input from a variety of professional disciplines including planners, architects, urban designers and crime prevention or community safety officers. Evidence to the Inquiry has shown that too often professionals working in these disciplines at local government level work in isolation from each other. There is a need, particularly in the assessment of planning applications, for a better internal collaborative process whereby contributions can be made by all relevant professionals working within the council or shire on the community health and safety risks posed by a development application.

Recommendation 16

The Committee recommends that all local government authorities develop local Safer Design Policies that take into account specific local circumstances and conditions in conjunction with their application of the *Safer Design Guidelines for Victoria*.

Witnesses to the Inquiry have noted that in designing out crime it is essential that development approaches are suitable to local community context and circumstances. For example, a design that is appropriate for a densely urbanised inner city suburb may not be applicable to a development in rural Victoria. The Committee believes therefore that it would be useful for all local government authorities to develop a policy for the application of safer design in their community. Such a policy should take into account the Safer Design Guidelines for Victoria and ensure they are applied in a manner that is suitable to local circumstances.

Recommendation 17

The Committee recommends that the Department of Planning and Community Development in conjunction with the Crime Prevention Unit within the Department of Justice develop an accompanying compendium to the Guidelines. This compendium should be presented in plain English and include:

- case studies of successful precedents to support the use of the Guidelines document particularly as they reflect good practice across different development types
- practical assessment tools for those designing or assessing places and spaces with regards to safer design
- best practice evidence and other relevant material pertaining to safer design and CPTED.
- a checklist tool for the consideration, assessment and implementation of key aspects of the Guidelines against the proposed planning development

This compendium should be tailored for different development types.

The proposed checklist in the compendium should not be used as a substitute for a thorough review of the Guidelines and/or crime risk assessment where required as outlined in Recommendations 6 and 10.

Section D: The Way Forward

11. A Holistic Approach to 'Liveable' Communities: Beyond CPTED?

Introduction

Crime Prevention through Environmental Design has been demonstrated to be an important strategy in addressing crime and antisocial behaviours in local communities. However, it is not of itself a sufficient strategy to address the problems associated with contemporary living environments. Increasingly it is being recognised that designing *out* crime strategies need to be accompanied by designing *in* approaches aimed at improving quality of life.⁵⁸¹ Not only should CPTED be viewed as *one* aspect of broader crime prevention approaches, community planning also requires CPTED measures be accompanied by a positive raft of strategies grounded in principles of 'liveability', placemaking, community cohesion and social capital.

This chapter commences with a discussion of CPTED in the context of other crime prevention approaches. It then examines how approaches need to go beyond crime prevention or reduction to the promotion of healthy and liveable cities and communities. It gives some examples of projects and programs that do this. Such an approach is not to jettison the concept of CPTED itself or the application of safer design principles to urban planning. It is merely an acknowledgment that increasingly planning (for crime prevention) is being viewed as a health issue and health is seen as a planning concern.⁵⁸²

CPTED needs to be accompanied by other crime prevention measures

Whilst *both* physical and social factors influence the occurrence of crime, the focus of CPTED lies almost exclusively on addressing physical factors (Marzbali et al 2011, p.162). Such an approach needs to be integrated with a raft of other crime prevention measures to be effective.

With regard to crime prevention, there are four basic approaches which can be taken into consideration as part of a suite of strategies to address criminal and antisocial behaviour. These are:

Law enforcement/criminal justice approach

Traditional criminal justice approaches to crime prevention centre on policing, arrest, court hearings, imprisonment and other forms of punishment that aim to have deterrent effects. In such a model the police and justice authorities enforce the law and the courts and corrections systems hold offenders accountable for their actions.

581 Professor Lorraine Gamman, Professor in Design Studies, School of Graphic and Industrial Design, Central Saint Martins School of Art and Design; and Director, Design Against Crime (DAC), University of the Arts London, Public Hearing, Sydney, 10 December 2012.

Professor Gamman added that in addressing these issues, in designing in positive features it was also important that secure design 'does not look criminal'.

582 See Submission of Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012.

Social or developmental approach

Social crime prevention approaches attempt to reduce the likelihood of individuals and/or groups coming into contact with the criminal justice system by addressing and strengthening both their formal (school, work etc.) and informal (friends, families, peer groups, community) networks. Social crime prevention commonly encompasses psychological, community development and early intervention programs, and seeks to influence the underlying social and economic causes of crime, including offender motivation. As such, social approaches also incorporate programs to improve educational, employment, health and housing standards.

Psychological/developmental approaches are a key aspect of social crime prevention, particularly as they apply to children. They take their theoretical basis from studies of human development and social psychology:

Through educational and social development strategies, particularly in families and schools, interventions seek to reduce and prevent anti-social behaviour and promote the integration of offenders into mainstream social life (Lane & Henry 2004, p.203).

Whilst social prevention programs can be implemented at all stages of the life cycle, in practice they focus on the early or formative stages of life (Sutton, Cherney & White 2008). Interventions such as pre-natal classes, visiting infant nurses, quality preschool programs, parenting skills training, and educational, leisure and vocational programs for children and teenagers are common examples of such programs. Whilst these approaches *may* focus primarily on crime prevention they are also important for the social benefits that accrue for their own sake (Brantingham, Brantingham & Taylor 2005).

Environmental approach

Environmental crime prevention 'aims to modify the physical (and in the cyber era, virtual) contexts in which crimes can occur and potential offenders operate' (Sutton, Cherney & White 2008, p.22). Environmental crime prevention approaches are essentially pragmatic solutions which concentrate on the immediate problems confronting individuals and local communities (Lane & Henry 2004). In contrast to social crime prevention, environmental prevention measures concentrate on the *targets* of criminal behaviour. Environmental strategies are developed to reduce the opportunities for crime and increase the risks associated with committing offences. This may be through the implementation of better urban design and public planning, strengthening or increasing surveillance in public places, designing theft or vandal resistant products or improving security measures in homes and businesses. Clearly CPTED falls under this category. There are, however, some distinct differences between CPTED and other forms of situational crime prevention (SCP).⁵⁸³

Community based approaches

Similar to social approaches, this approach engages the community to develop interventions that seek to change the social conditions influencing offending. Community development and community capacity building approaches are often employed to achieve these ends (New South Wales Government 2008; Morgan & Homel 2011).⁵⁸⁴

Combining the approaches

A comprehensive approach to addressing crime and antisocial behaviour must take into account *all* these other forms of crime prevention, particularly those that seek to address

583 As Crowe (2000) suggests, SCP is more comprehensive than other CPTED because it incorporates other strategies including those based in law enforcement in an attempt to reduce the opportunities for crime in place-specific locations (Crowe in Marzbali et al 2011, p.164). See also discussion in Chapter 2 of this Report.

584 The former American Weed and Seed programs discussed in Chapter 6 are good examples of community crime prevention and capacity building approaches.

the underlying social and economic causes of such crime. Some observers have commented that in areas of social disadvantage physical or spatial interventions without supporting social strategies will have limited effectiveness in reducing crime (Judd, Samuels & Barton 2005, p.10).⁵⁸⁵ Criminologist Garland White explained that investment in the physical design of a building or neighbourhood will not be sufficient to reduce crime if they are not accompanied by an increase in cohesive neighbourhood social relations that can occur through community crime prevention campaigns (2006, pp.101-102).

This multi-pronged approach to crime prevention, which includes CPTED as one, albeit important, facet, has been endorsed by a number of witnesses who gave evidence to the Inquiry. For example, Lester Currie from the New South Wales Crime Prevention Division told the Committee:

We have been moving toward CPTED as a crime prevention technique, being mindful of course that that is not just a standalone, it is not the panacea, but it is a fundamental part of all crime prevention, as long as it is seen within a suite of place management of course, detection, enforcement, and other forms of crime prevention.⁵⁸⁶

Similarly, Professor John Fitzgerald stated that whilst CPTED could be a valuable tool in addressing crime and antisocial behaviour, a stronger emphasis on social approaches was needed, particularly when addressing drug crime in the outer suburbs of Melbourne:

I would suggest local employment, local training opportunities and local mechanisms for young people to make connections and form a bond to their community and increase the social mixing are imperative. That is one of the most profound things you can do to prevent crime and make these areas resilient to the displaced drug crime markets that are being pushed into these areas.

This is not easy. This is not as easy as saying 'Drug crime here; let's stop it by putting in a camera or a gate or something like that'. The actual intervention is distal, somewhat distant from the phenomenon that we are talking about. But in the realm of prevention, that is what we should do. We have to look at the long term and we have to look at the deeper underlying structures that can actually prevent crime.⁵⁸⁷

Increasingly, therefore tackling crime and social disorder, particularly in urban environments, relies on multifaceted approaches. Another relatively recent approach has been to view and address crime prevention issues alongside injury prevention.

Crime prevention and injury prevention

Some jurisdictions have widened their conceptions of community safety to include Injury Prevention Through Environmental Design (IPTED) alongside the more traditional CPTED approaches.⁵⁸⁸ This is particularly true of the approaches taken in New Zealand.⁵⁸⁹ Leading architect Dr Frank Stoks told the Committee in this respect:

Safety means freedom from harm — two kinds, one is crime and the other is injury. So there is a convergence of injury and crime prevention which is a very healthy and innovative approach in New

585 Indeed, some advocates of social approaches to crime prevention have rather dismissively referred to CPTED as 'environmental determinism' which ignores social or structural explanations of crime such as unemployment, poverty or racism (see Robinson 1999). As this chapter discusses, such either/or approaches to reducing crime and antisocial behaviour are not helpful.

586 Lester Currie, Manager, CPTED, Crime Prevention Division, Department of Justice and Attorney General, Public Hearing, Sydney, 10 December 2012.

587 Associate Professor John Fitzgerald, School of Social and Political Sciences, The University of Melbourne, Public Hearing, Melbourne, 26 November 2012.

588 The Safe Communities movement discussed in Chapter 5 also places a premium on injury prevention, being one of the criteria that needs to be fulfilled to demonstrate a city or community is worthy of Safe Community status.

589 Many risk assessment reports in New Zealand are now done as joint CPTED/IPTED safety reports. See for example, Whangarei Suburban CPTED — IPTED Safety Report (Harrison Grierson 2010).

Zealand...Harm means both physiological harm and also physical harm. So if you design spaces that are stressful for people you are actually in breach of health and safety legislation.⁵⁹⁰

Allison Houston, Injury Prevention Advisor at Christchurch City Council, commented that CPTED/IPTED approaches are essentially complementary. She stated that injury prevention:

[i]s very similar to CPTED type thinking although the emphasis in doing safety assessments is 'is this going to be an injury hazard', 'what type of injury is going to be serious', 'what can we do to modify it'. So as with CPTED we are looking at the users, the space, whether someone is impaired or distracted. The Wellington waterfront is a good example. It is right by bars and it also right by where the ferry is. There are very bad steps there and there is also bad lighting, especially at night plus you have to factor that someone might be a bit intoxicated and wanting to get home. It sets them up to be a possible victim of crime but it also sets them up for a possible serious injury. The two approaches are similar and that is why it has been easy for me to slot in with the work of the crime prevention/CPTED team.⁵⁹¹

The emphasis on the dual CPTED/IPTED approach to community safety has been particularly noticeable in the rebuilding of Christchurch. Lisa Speight, Crime Prevention Advisor with the Christchurch City Council, told the Committee that after the earthquakes:

For a while, Christchurch was a very nervous little city. Anything that would improve people's perception of safety was something that we wanted to embrace, to say to them – you know, it's not all bad...The goal (of the Mall Safety Accreditation Programme) was to promote encourage and enhance public and staff safety at Christchurch malls and also the perception of safety, as there is this real gulf between the perception of safety and real safety in Christchurch...The scope of this is public safety, so yes it's CPTED – it is safety from crime but it's also safety from injury.⁵⁹²

Alison Houston also suggested that an injury prevention focus can serve as a conduit between CPTED and 'liveability' approaches. This is because CPTED is increasingly being seen as an essential part of overall 'quality of life' issues whereby the idea of community safety is not reduced only to issues of crime and fear of crime:

CPTED concerns ...regulatory standards like the building code, guidelines around playground equipment and stairs and roads — ideas around healthy cities and encouraging active communities... people promoting liveable cities, wellbeing, healthy communities, considering disability access, universal design and barrier free. These are all gradually being incorporated into the urban design canon.⁵⁹³

Companion approaches to CPTED

It is now generally accepted that 'environmental design solutions are rarely effective in isolation from social and economic regeneration strategies' (Buck 2009, p.12). Design approaches to addressing crime in particular are increasingly being viewed as one aspect of a raft of approaches to improve quality of life, especially at local community level.⁵⁹⁴ These approaches include a focus on 'liveability', prioritising 'placemaking' in any design or planning schemes and an emphasis on models that embrace social engagement, community

590 Dr Frank Stoks, Director, Stoks Limited, Meeting, Wellington, 30 October 2012.

591 Allison Houston, Injury Prevention Advisor, Community Support Unit, Christchurch City Council, Meeting, Christchurch, 1 November 2012.

592 Lisa Speight, Crime Prevention Advisor, Community Support Unit, Christchurch City Council, Meeting, Christchurch, 1 November 2012.

593 Allison Houston, Injury Prevention Advisor, Community Support Unit, Christchurch City Council, Meeting, Christchurch, 1 November 2012.

594 Interestingly, there has been a recent move to consider characteristics of the built environment that may facilitate the recovery of a community in the aftermath of disasters 'and what planners and urban designers can do to give the affected communities the best chance of recovery' (Donovan 2013, *Designing to Heal: Planning and Urban Design Response to Disaster and Conflict*. Accessed 15 April 2013 at: <http://www.publish.csiro.au/nid/18/pid/6780.htm>).

connectedness and the building of social capital. Whilst such approaches are not the primary focus of this Inquiry, they are important considerations to take into account when contextualising the application of CPTED and the *Safer Design Guidelines for Victoria*.

The first part of this section examines what could be termed Liveability and Sustainability approaches. The second part looks at related concepts grounded in a community development and community engagement model including 'placemaking'. Finally, the section discusses the relationship of crime prevention design and public health and the notion that happy and healthier communities are inherently *safe* communities.

Liveability and sustainability approaches

Liveability

The notion of 'liveability' has become a 'buzzword' over the past two decades with many international cities including Melbourne vying to become one of the most 'liveable' cities in the world.⁵⁹⁵ But what does it mean to be a liveable city and of what is 'liveability' comprised?

To address these questions, a Parliament of Victoria Inquiry into 'Liveability Options for Outer Suburban Melbourne' examined what is meant by the term 'liveability' in 2012.⁵⁹⁶ It was clear from the responses to this Inquiry that the term encompasses the concept of 'quality of life', including personal and community safety and wellbeing. The Inquiry drew from an earlier Report by the Victorian Competition and Efficiency Commission (VCEC) which stated: 'Liveability reflects the wellbeing of a community and comprises the many characteristics that make a location a place where people want to live now and in the future'.⁵⁹⁷ The Parliamentary Report considered the VCEC's definition and the associated elements outlined below as being a useful working definition for its own Inquiry:

The VCEC identified a number of elements as common to the concept of liveability in the Victorian context, including: community strength; economic strength; built infrastructure (including hospitals, libraries, housing, public transport, education, and sport and leisure facilities); social infrastructure (including community organisations, clubs, sports groups, support services, art and culture); amenity and place (including urban planning that meets both local and broader community needs, such as *safety*, convenience, aesthetics and services, open space and recreational areas); environment and sustainability; citizenship; participation; leadership and good governance; and innovation.⁵⁹⁸

The promotion of 'liveability' is one of the key benchmarks of the National Urban Policy (NUP) discussed later in this chapter.⁵⁹⁹ In both the NUP and in city planning generally the concept of liveability cannot be divorced from the related concept of sustainability.

Sustainability

Sustainability from a contemporary perspective is not simply about ecological sustainability, it also includes social and economic aspects of human development (Makarov 2010). Increasingly urban sustainability is being viewed as an inseparable part of an overall approach to community wellbeing including the promotion of community safety and

⁵⁹⁵ Melbourne won this honour in 2011 and 2012. See The Economist Intelligence Unit's Global Liveability Survey 2012 at <http://www.theaustralian.com.au/news/nation/melbourne-named-worlds-most-livable-city/story-e6frg6nf-1226450134842>

⁵⁹⁶ Outer Suburban/Interface Services and Development Committee, *Inquiry into Liveability Options for Outer Suburban Melbourne, Final Report*, December 2012.

⁵⁹⁷ Victorian Competition and Efficiency Commission, (2008), *A State of Liveability: An Inquiry into Enhancing Victoria's Liveability — Final Report*, p.10.

⁵⁹⁸ Outer Suburban/Interface Services and Development Committee, *Inquiry into Liveability Options for Outer Suburban Melbourne, Final Report*, December 2012, p.58.

⁵⁹⁹ For a thorough account of the concept of liveability in the Victorian planning context, see Chapter Four, 'Planning for Liveability' in the Outer Suburban/Interface Services and Development Committee, *Inquiry into Liveability Options for Outer Suburban Melbourne, Final Report*, December 2012, p.58.

crime prevention, characterised by the New Urbanism movement.⁶⁰⁰ At an international level, the Nordic model can be viewed as an exemplar of an urban sustainability model in that it addresses three important issues in parallel:⁶⁰¹

- Energy efficiency, waste minimisation,
- Community and social welfare [including safety]; and
- Economic prosperity, employment and education (Edwards 2001 in Colquhoun 2004, p.248).

The importance of sustainable approaches has been increasingly recognised at all levels of government throughout Australia. For example at a national level, the federal government has set benchmarks for the development of sustainable cities beginning with the House of Representatives Inquiry Report into Sustainable Cities in 2005.

Sustainable Cities

Sustainable Cities was an Inquiry Report of the House of Representatives Standing Committee on Environment and Heritage. Its terms of reference included examining measures to reduce the environmental, social and economic costs of continuing urban expansion. It also explored mechanisms that could be employed by the Commonwealth to bring about urban development reform.⁶⁰² One of the key findings of the Report was that:

Our cities must be inclusive, healthy environments that are rich in economic as well as social capital, and that are open, accessible and *safe* (House of Representatives Standing Committee on Environment and Heritage 2005, p.1). (Committee emphasis)

Another key finding was that as Australia's population continues to grow it will be increasingly important to develop integrated and connected communities within the cities:

As cities grow it was suggested that people will identify more with the local area than with the larger city, and so local connections and community interactions are critical in establishing a sense of well-being and identity...Further, communities with a sense of identity and social support encourage more active lifestyles and social interaction. This can provide vital support and is an important element in the social well-being of urban residents (House of Representatives Standing Committee on Environment and Heritage 2005, pp.51, 52).

The Report also commented on the research supporting the use of CPTED to manage the built environment. Whilst this was not a major focus of the Inquiry, the Committee did receive evidence that CPTED could play a role in the creation of safer, more liveable and sustainable urban communities and should be included in overall approaches to urban planning throughout Australia (House of Representatives Standing Committee on Environment and Heritage 2005, p.52). The findings and recommendations of this report played a large role in the establishment of the NUP, discussed later in this chapter.

Initiatives drawing on concepts of urban sustainability have also been used increasingly at local government level over the past two decades.⁶⁰³ For example, when the City of Gosnells

600 Discussed in Chapter 2 of this Report.

601 The four Scandinavian countries, Sweden, Norway, Denmark and Finland have a united approach to CPTED and crime prevention generally whereby each country draws on approaches from their neighbours and adapts them to suit local circumstances. The Nordic Model contains the following features:

- Social/situational prevention is balanced
- Uniform methods and approaches to crime prevention
- Common interests leads to 'borrowing' of policies, programs and plans
- Common 'Nordic values' reflected in crime prevention.
- Crime prevention understood as an alternative to 'repression'

CPTED is viewed as a very important aspect of crime prevention but is seen as more related to sustainability and quality of life generally (Takala 2005; Lappi-Seppälä & Tonry 2011).

602 House of Representatives Standing Committee on Environment and Heritage 2005, *Sustainable Cities*, Report, Parliament of The Commonwealth of Australia, Terms of Reference, p. xiii.

603 See discussion later in this chapter.

was planning its Safe City Strategy it sought the views of local councillors and Council staff as to whether CPTED principles were incorporated into local planning. Several councillors and planners commented that 'whilst crime prevention in the overt sense is not part of the core business of local government, *promoting sustainable communities* is of primary concern' and that CPTED could and should fit into approaches that supported urban sustainability (Haigh 2006, p.28)⁶⁰⁴ (Committee emphasis). Moreover, it was recognised that CPTED could fall within the definitions of sustainable planning, as sustainability in a broader context is linked to social and economic factors (including safe communities), as well as environmental ones.

Community development approaches

Increasingly a local community response to address the problems of crime and antisocial behaviour is being viewed as important by international public health and social wellbeing agencies. A key focus of this approach is to incorporate the concepts of community development, social capital and community capacity building into crime prevention policy and program implementation.

Community development and community engagement

The principles of community development recognise that the factors contributing to crime are complex and multifaceted. Accordingly crime is viewed as having no single cause and conversely there is no single solution to address it. A variety of strategies, including the use of design interventions, may therefore be necessary to address crime in local communities.⁶⁰⁵

Community based crime prevention models recognise that individual based law enforcement approaches, whilst sometimes necessary, are not going to change criminal behaviour at a *population* level. From this perspective community based development strategies go beyond punishing criminal individuals; they are concerned with systemic and structural change so that the whole of the community is utilised to support crime prevention (Midford 2004).⁶⁰⁶

One of the key ways in which this community action model is realised is through the creation of local community safety groups and partnerships and the development of community safety plans, usually in local government areas. These types of interventions are discussed at length in this Committee's *Final Report* for the Inquiry into Locally Based Approaches to Community Safety and Crime Prevention.⁶⁰⁷ In short, the essence of community based approaches is to bring together a broad range of community stakeholders including local residents, local government officials, police and representatives of various local interest groups to address not only crime but also building better communities. A related concept

604 Including approaches based on New Urbanism discussed in Chapter 2.

605 For detailed discussion of the principles of community development and their relationship to public health, crime and antisocial behaviour see World Health Organization 1992; Homel et al 1997.

606 An excellent example of such a community development project to address crime and antisocial behaviour is the North Metropolitan Community Violence Prevention Project in Perth, Western Australia.

This program is auspiced by the Injury Control Council of Western Australia (ICCWA). This project is primarily aimed at reducing the levels of violence in the local communities of northern metropolitan Perth. It is very much based, however, in a community development model that seeks to produce positive health and other outcomes for all members of the local community whether they are 'at risk' of committing criminal or antisocial behaviours or not. The Committee met with representatives of ICCWA in Perth in June 2011 who stressed that holistic evidence based health promotion and community development programs that concentrate on resilience and community capacity building are an essential aspect of any intervention to reduce crime in local communities.

See, for example, evidence of Ms Deborah Costello, Chief Executive Officer, Injury Prevention Council of Western Australia, Evidence given to the Drugs and Crime Prevention Committee, Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, Meeting, Perth, 21 June 2011. See also the strategy document — 'Community Violence Prevention Strategy in the North Metropolitan Area' (Injury Control Council WA and North Metropolitan Area Health Service May 2011).

607 Parliament of Victoria Drugs and Crime Prevention Committee, *Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, Final Report*, June 2012.

is that of community engagement whereby an agency, most often a local council but sometimes the police or a private sector organisation, may provide a range of programs to engage the community and particularly people who may be at risk of criminal activity or offending.

Community engagement programs aim to provide a sense of connectedness or inclusivity within a community. They allow opportunities for local people to have their opinions heard, their ideas taken into consideration and in many cases participate in generating solutions for their local community. Moreover, where a crime prevention or community safety program is developed and implemented by local community members, even where they are assisted by local council representatives or other officials, the community response is arguably more positive than when such a program has been externally developed or 'imposed' (Graham & Homel 2008).

Social cohesion, social capital and community capacity building

Social cohesion

Social cohesion has been described as including 'social connectedness between family members, neighbours, community groups and individuals within local communities'.⁶⁰⁸ It also encompasses social inclusion — a sense of belonging or connectedness to a community. It is the opposite of 'social isolation'. Social isolation can be a prevalent phenomenon in outer suburban communities and new housing developments. A lack of public transport, reliance on cars, greater distances from employment and a lack of suitable infrastructure and planning can all contribute to social isolation. Breaking down this isolation and reinforcing social cohesion and connectedness — once the responsibility of community development workers only — is now a challenge for designers and planners in local communities.

Dr Carolyn Whitzman of the University of Melbourne emphasised the importance of planners promoting social cohesion in the planning and development of local communities. According to Dr Whitzman this is important not only for its own sake but also for reducing crime and antisocial behaviours:

I would argue that the primary responsibility for safer design implementation should, in fact must, rest with land use planners and designers. This is because the overriding objective in planning for safe communities has to be a socially inclusive and cohesive community, not only a reduction in reported crime in public space...The challenge of planning for safer communities also, as I have suggested, goes beyond safer design of public spaces to encompass affordable and diverse housing, social use and land use mix, employment and educational opportunities for marginalised populations at risk of violence and the provision of adequate social and health services that can act as safe spaces for people facing violence in their lives.⁶⁰⁹

Promoting social connectedness or 'neighbourliness' is a key aspect of the City of Sydney's approach to designing out crime and community safety. John Maynard, Senior Project Coordinator with Safe City (City of Sydney) told the Committee that:

CPTED is not just about crime per se, it is also about a sense of neighbourliness. So one thing we always say when we are looking at making safer communities, if you were to imagine what a safe community looks like, you would probably see people walking and cycling around the streets. You would see neighbours talking to one another over the fence. You would see people gathering in communal areas. You would see people meeting in organised spaces and around common interests.

608 Australian Housing and Urban Research Institute 2005, *Housing, Housing Assistance and Social Cohesion in Australia*. Accessed 25 March 2013 at: www.ahuri.edu.au/publications/p50300/p.1

609 Dr Carolyn Whitzman, Associate Professor in Urban Planning, The University of Melbourne, Public Hearing, Melbourne, 12 November 2012.

That is something we have tried to build into our development control plans. We want to encourage that social interaction; we want to put developers on notice around what kind of communities they are actually trying to develop here beyond the bricks and mortar — how are people going to interact on a social level in these types of environments.⁶¹⁰

A submission to the Inquiry from the Planning Institute of Australia notes that increasingly for large-scale developments in greenfield sites some of the bigger development companies are 'commissioning social planners and community planners to be part of the design team for the life of the project'.⁶¹¹ This incorporation of social capital approaches into greenfield planning is particularly true of developments in outer suburban Melbourne. One housing development model in the outer suburbs that has explicitly promoted social cohesion as a priority is Selandra Rise in Clyde North. Recognising that it may take some years before town services and infrastructure are put in place in a new housing development, it was seen as imperative that a facility be provided for the early 'pioneer' residents of Selandra Rise that would promote social engagement. The Selandra Rise 'Community Place' provides residents with an opportunity to meet, socialise and gather information on a wide range of local community services. Jason Black discussed this aspect of the development when the Committee visited Selandra Rise in February 2013:

The idea is that people can access this place. There are community development resources within the community place, there are programs that have run out of here — coffee mornings and the like...One of the biggest issues the City of Casey⁶¹² really struggled with is the notion that people move into these growth area communities, are promised the dream — and the dream will come, but it takes time... So they sit there and they become completely socially disconnected as they sit in a construction zone, if they are one of the pioneers, for up to five, six or seven years. The Community Place is basically about giving them a point of contact — A, with the council, and B, with other community members — but also effectively, through this facility, bringing life to the other facilities that have been planned in. It reminds people about how to use them. Yoga classes, for example are actually held within the Community Place house. Yes, there might be only three or four residents who attend, but it provides people with that connection and basically the statistics show that people *are* visiting the community place.⁶¹³ (Author emphasis)

Another housing estate that also aims to incorporate 'activation' into its planned community is Caroline Springs in Melbourne's northwest. This Lend Lease development contains a community park which enables residents to participate in a wide range of social, recreational and leisure activities. It also has a vineyard in which the community can grow its own 'Caroline Springs' wine. A library, woodworking facilities, cycling and walking tracks are also included in this development as well as community meeting rooms, established with the idea of encouraging residents to socialise together as part of the local community. The Committee received evidence from Michael Chapman, Manager of the Design Environment for Lend Lease outlining the benefits of incorporating activation principles into planning developments:

The park is The Grange...we created a gathering spot for the community and gave them a sense of ownership of space...We find that giving people an ability to own a bite sized piece of their community is essential...pieces of the community where people can spend a bit more time with their immediate community...We have a grape growing area where we have established a community ownership initiative by bringing in a community association where people come and pick these grapes and

610 John Maynard, Senior Project Coordinator, Safe City, City of Sydney, Public Hearing, Sydney, 10 December 2012.

611 Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012.

612 The City of Casey is the municipality in which Selandra Rise is located.

613 Jason Black, Managing Director, INSIGHT Planning Consultants, Public Hearing, Melbourne, 26 November 2012. See also the case study on Selandra Rise later in this chapter.

produce a Caroline Springs based wine. It is giving the community ownership of the park spaces that it has...⁶¹⁴

Mr Chapman also spoke to the importance of the CPTED principles of management and maintenance in the context of the stewardship of Caroline Springs:

When community infrastructure goes in that requires ongoing management and ongoing costs to the local authority...Our most difficult task in all of our community creation is to create sustainable social engagement — that is sustainable mechanisms where people have the management of the community at the heart of all the decisions they make moving forward.⁶¹⁵

Social capital and community capacity building

The related and in some respects interchangeable concepts of social capital and community capacity building are complex and contested terms, but a key aspect of the concept is the importance of social networks and social interaction in building strong (and safe) communities (Ziersch et al 2007). Social capital is based on the idea that societies need to invest in the developmental health and welfare of human populations and communities at the national, state and local level. Community capacity building, as with community engagement and social development projects, is essentially about providing connectedness between human beings — developing self-esteem and an ability to form positive relationships with others thus obviating the need for criminal or antisocial behaviour.⁶¹⁶

Numerous studies have shown that in the context of crime prevention, the incidence of crime is associated with variation in the quality and quantity of social interactions and that ‘communities with strong neighbourhood networks and high levels of social cohesion have lower levels of crime’ (Ziersch et al 2007, p.550). High social capital is also in part dependent on healthy, well planned and safe communities. Conversely, rundown neighbourhoods showing signs of physical disorder and ‘incivilities’ (vandalism, graffiti, dirtiness)⁶¹⁷ result in low levels of social cohesion and the weakening of social control and community bonds.⁶¹⁸ CPTED can play an important role in addressing these deficits of social capital by improving the quality of local communities through good design measures. However, any focus on physical design measures such as CPTED needs to be counterbalanced with social support measures (for example child care provision, parental assistance, good schools and leisure facilities) so that social cohesion and social capital can be developed (Foster, Giles-Corti & Knuiman 2011).⁶¹⁹

Social connectedness and community development programs are not of themselves sufficient to prevent or reduce all serious crime. Nonetheless, the Committee believes that the concepts discussed in this section are important aspects of an overall approach to addressing crime prevention, particularly at local community level, which need to be encouraged and supported.

614 Michael Chapman, Manager, Design Environment for Lend Lease Communities, 18 March 2013.

615 Michael Chapman, Manager, Design Environment for Lend Lease Communities, 18 March 2013.

616 Community capacity building is particularly noticeable in the context of youth offending where approaches such as mentoring are crucially important. For a discussion of mentoring and other examples of community programs to reduce youth offending see the Drugs and Crime Prevention Committee, *Inquiry into Strategies to Prevent High Volume Offending by Young People, Final Report* (2009).

617 See in this context the ‘Broken Windows’ thesis discussed in Chapter 2 of this Report.

618 The research studies are equivocal as to whether crime rates are lower in neighbourhoods with higher levels of social capital and social interaction amongst residents (or vice versa). For a discussion of the research findings in this area, see White 2006, pp.107ff.

619 An interesting question is whether the use of CPTED in local planning can *promote* social cohesion and social capital or ‘the capacity for environmental design to prevent crime may be more effective in stable neighbourhoods with higher community integration’ (Foster, Giles-Corti & Knuiman 2011, p.80). This is an interesting debate but a detailed discussion on its merits is beyond the scope of this Report other than to say that on balance it would seem the use of CPTED can make a positive contribution to the creation and maintenance of liveable and socially cohesive communities.

Placemaking and place management

Placemaking is a multifaceted concept for the planning, design and management of public places. It utilises the concepts of community engagement and community development but in the specific context of local planning. In placemaking, the community is specifically engaged with designers, architects and planners to bring a resident's focus to planning developments in local communities.

Ethan Kent, from the Project for Public Spaces (PPS), described placemaking as follows:⁶²⁰

Placemaking is turning a neighbourhood town or city from a place you can't wait to get through to one you never want to leave.

Placemaking is the creation of a built environment that creates community, stimulates interaction, encourages entrepreneurship, fosters innovation and nurtures humanity.⁶²¹

Put simply it involves looking at, listening to and asking questions of the people who live, work and play in a particular space, to discover their needs and aspirations. This information is then used to create a common vision for that space. The vision can evolve quickly into an implementation strategy beginning with small scale do-able improvements that can immediately bring benefits to public spaces and the people who use them.⁶²²

Placemaking is particularly important for those areas of 'interface' where the private meets the public realms.⁶²³ In this regard the role of the architect is especially important:

What is truly significant is whether architecture creates a place. Architecture that enhances place is permeable at street level and engages with the city's fabric. It is always built with the human scale in mind. It supports and contributes to the liveliness of an adjacent neighbourhood. This is especially critical for city investment in public institutions such as museums, government buildings and libraries. These facilities, designed as multi use destinations, can become important anchors for civic activity that host a broader range of activities. But not if they are walled off from the city around them, with their interiors, however bustling, invisible to the surrounding neighbourhoods (UN-HABITAT/Project for Public Spaces/2012, p.10).⁶²⁴

Endorsing the concept of placemaking, a United Kingdom Cabinet Office Report has synthesised the core elements for improving the quality of places. These are:

- A good range and mix of homes, services and amenities
- Well designed and maintained buildings and spaces
- Ample high quality green space and green infrastructure; and
- Sensitive treatment of historic buildings and places (Cabinet Office Strategy Unit, in Beza 2012, p.4).

Table 11.1 shows the attributes of great places and measures used to determine whether they are being achieved.

620 For more in-depth discussion of the definitional aspects of placemaking see Beza 2012.

621 *What if we built Melbourne's CBD around places? Creating a Great Entertainment Precinct through Placemaking* — City of Melbourne Placemaking Training Exercise presented by Ethan Kent, August 18th 2008.

622 Project for Public Spaces, What is placemaking? Accessed 27 March 2013 at: www.pps.org/reference/what_is_placemaking

623 See the submission of Kirsten Bauer, President, Australian Institute of Landscape Architects (AILA), Victorian Chapter, Submission, 28 August 2012.

624 For example, from a placemaking perspective, forgotten and neglected areas such as back alleys, stairways and hidden courtyards can be transformed into assets. Sterile supermarkets and hypermarkets can be replaced or at least supplemented with lively farmers markets and placemaking approaches make public transport central to city movement. See *Placemaking and the Future of Cities* (UN HABITAT/Project for Public Spaces 2012) for case study examples across the world as to how placemaking can work in practice.

At a local level, Melbourne's network of lanes and alleyways in the CBD is an excellent example of how potentially dangerous and dreary spaces can be transformed into thriving, dynamic and people-centred areas for leisure and recreation. The area around Degraves St and Flinders Lane is a particularly fine example of an exercise in placemaking. The Committee visited these laneways and alleys as part of a site visit of the Melbourne CBD organised by representatives of the City of Melbourne on 8 October 2012.

Table 11.1: Defining great places

Attributes			
Access and Linkages	Uses and Activities	Comfort and Image	Sociability
Continuity Proximity Connected Readable Walkable Convenient Accessible	Fun Active Vital Special Real Useful Indigenous Celebratory Sustainable	Safe Clean Green Walkable Sitable Spiritual Charming Attractive Historic	Diverse Stewardship Co-operative Neighbourly Pride Friendly Interactive Welcoming
Measures			
Traffic data Mode splits Transit usage Pedestrian activity Parking usage patterns	Local business ownership Land-use patterns Property values Rent levels Retail sales	Crime statistics Sanitation rating Building conditions Environmental data	Number of women, children and elderly Social networks Volunteerism Evening use Street life

Source: Adapted from Beza 2012, p.5.

Placemaking is essentially a multi professional and multidisciplinary approach that relies on collaboration and long-term vision. The ‘players’ in the placemaking process range from landscape architects and urban designers to health promoters, crime prevention officers and members of the general public who want to improve their local communities. Central to the concept of placemaking is ‘discussing plans with people and engagement with the local community’ (Beza 2012, p.6). Placemakers ideally consider the people who live, work and play in a given space as the ‘experts’ in the field. According to the PPS, for placemaking to be effective, professional planners, designers and architects need to ‘move beyond the habit of looking at and shaping cities through the lens of single goals or professional disciplines’.⁶²⁵

Professionals such as traffic engineers, transit operators, urban planners, and architects often have narrow definitions of their jobs — facilitating traffic, making trains run on time, creating long term schemes for building cities, designing buildings. By contrast a [local] community has a holistic vision and should lead the professionals in implementing that vision and acting as facilitators and resources. The aim is to improve communication between the people and local government (UN HABITAT/Project for Public Spaces 2012, p.12).

A placemaking approach could be contrasted with the use of design templates such as the *Safer Design Guidelines for Victoria*. In some respects the use of these guidelines could be viewed as a prescriptive template used by planners as a top-down or ‘expert’ led design measure. This is in contrast to placemaking’s ‘bottom-up’ approach to addressing the liveability and amenity of local neighbourhoods, characterised by community planning and community involvement in conjunction with expert assistance. Placemaking can, however, be consistent with an approach that utilises CPTED principles, including design guidelines such as those in Victoria, particularly those pertaining to the activation of public and semi-public spaces. According to the Planning Institute of Australia (Victoria Division), Queensland’s ‘people centred’ CPTED framework discussed in Chapter 4 is an excellent example of a framework which guides decision makers about how they can shape the urban environment to reduce the likelihood of crime, improve perceptions of safety and promote placemaking for broad community benefit.⁶²⁶

⁶²⁵ Project for Public Spaces, *What if we built our cities around places?* Accessed 27 March 2013 at: www.pps.org/reference/what_is_placemaking

See also the discussion with regard to the ‘silosiation’ of planning processes in Chapters 10 and 14 of this Report.

⁶²⁶ Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012.

Placemakers would therefore not dismiss the use of tools such as design guidelines or indeed CPTED principles generally, but their approach would be to use them collaboratively and in association with the people for whom the development may be built:

Making a place is not the same as constructing a building, designing a plaza, or developing a commercial zone. When people enjoy a place for its special social or physical attributes and when they are allowed to influence decision making about that space, then you see genuine placemaking in action.⁶²⁷

Table 11.2 sets out what placemaking is and what it isn't.

Table 11.2: What placemaking is — and What it isn't

Placemaking IS:	Placemaking ISN'T
Community-driven	Imposed from above
Visionary	Reactive
Function before form	Design-driven
Adaptable	A blanket solution
Inclusive	Exclusionary
Focused on creating destinations	Monolithic development
Flexible	Overly accommodating of the car
Culturally aware	One-size-fits-all
Ever changing	Static
Multi-disciplinary	Discipline-driven
Transformative	Privatised
Context-sensitive	One-dimensional
Inspiring	Dependent on regulatory controls
Collaborative	A cost/benefit analysis
Sociable	Project focussed
	A quick fix

Source: Project for Public Places — *What is Placemaking?* 2012.

Placemaking and community engagement are key features of crime prevention approaches in the City of Sydney. For example John Maynard, Senior Project Coordinator with Safe City, gave the example of managing the night-time economy in Kings Cross, an area notorious for crime, disorder and antisocial behaviour. Mr Maynard told the Committee that despite its reputation, the 30,000 plus people in 'the Cross' on any given night are there to have a good time rather than commit crime. As such the City needed to change its thinking so that rather than view managing Kings Cross as a law enforcement or crime problem, they now approach it as an 'event management' issue. Designing out crime strategies are used to manage crowds, provide activation such as free entertainment and supply appropriate infrastructure and services such as more public transport options, chill out zones free water, first aid stations, pop up toilets and food stalls.⁶²⁸

Similarly, Paul Hardyman from urban design company Urbis spoke to the importance of placemaking in contemporary landscape architecture:

The term 'place making' has really gained a lot of momentum in the last couple of years. To me place making is landscape architecture overlaid with public space management and activation. As a landscape architect I

627 Project for Public Spaces, *What if we built our cities around places?* Accessed 27 March 2013 at: www.pps.org/reference/what_is_placemaking

628 In Victoria, the City of Melbourne has been a leader in incorporating placemaking into its community development and planning policies. In 2008 the City invited Ethan Kent of the Project for Public Spaces to Melbourne to conduct a series of workshops and site visits on Placemaking and how the concept could be applied to city planning in Melbourne. See *What if we built Melbourne's CBD around places? Creating a Great Entertainment Precinct through Placemaking* — City of Melbourne Placemaking Training Exercise presented by Ethan Kent, August 18th 2008.

make the place and I make it capable of being activated. To me that is the critical thing. If you can activate it, get events going on in here, get cafes, get shops, get restaurants, you inherently attract people and those people stop other people doing the things that we are all trying to stop. A lot of older public spaces do not have any facilities to manage events. They do not have power points and they do not have water and they do not have the ability to house markets and events like commonly happen in King George Square [Brisbane].⁶²⁹

There is a very famous small pocket park in Manhattan called Paley Park that was designed in the late 1970s. It was a very small enclosed space that had a little cafe in the corner of it and it was very famous for being activated in a very simple way and being completely safe. It had a very narrow opening from the street and it opened out, so if there was no activity on in there, it would be a very dangerous place.⁶³⁰

One of the key aspects of placemaking is to link a public space agenda to a public health agenda:

A broad public health agenda can greatly strengthen a public space agenda, and vice versa. Health care facilities themselves can serve as community centres. Cultural institutions such as libraries can provide health education and services. Well-run public markets are a source of fresh, affordable, and nutritious food. Transportation systems can encourage walking and reduce car traffic and air pollution. Ironically, the developed world is facing a major epidemic of obesity and diabetes, fuelled in part by simple lack of safe places to walk and the unhealthy foods available in aisle after aisle of modern supermarkets.

Perhaps even more important is the overall psychological effect that well-conceived and managed public spaces can have on a city's health. Public parks where all people feel safe to play and relax can relieve stress, especially when people live in crowded informal settlements. Crime rates and gang activity go down when more people are out on the street and know their neighbours. If civic institutions are housed in approachable buildings, people feel encouraged to take part in public health programs.

Where people feel a sense of ownership in their cities — something that Placemaking fosters — they are more likely to take better care of the common environment and of themselves (UN-HABITAT/Project for Public Spaces 2012, p.11).

For the advocates of a placemaking approach, good planning and design are clearly linked to the promotion of public health and wellbeing.

Public health, community safety and design

Design, particularly with regard to open space and landscaping, has important ramifications for public health. The links between community design and health are well documented.⁶³¹ The provision of quality public space also has the benefit of strengthening community cohesion and connectedness. Parks and open spaces, particularly in the newer urban developments, can be places where people meet and socialise in positive ways:

Social connections that are generated through the use of parks, open space and public places where people can gather and engage with their communities improve mental health. Many activities in parks can facilitate social engagement, such as gathering with families and friends, volunteering, engaging in recreation or exercise, socialising or viewing art such as historical or modern sculptures. These activities support social cohesion, personal wellbeing and strengthen community. A study of public housing residents in America has also suggested that the greener a building's surroundings, the fewer crimes, intra-family aggression, and violence reported (Outer Suburban/Interface Services and Development Committee 2012, p.403. See also Kuo 2001).⁶³²

However, submissions to the Victorian Parliament's *Inquiry into Liveability Options for Outer Suburban Communities* describe the inadequacy of private and public space provision for

629 The redevelopment of King George Square is discussed in Chapter 7 of this Report.

630 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

631 See the Outer Suburban/Interface Services and Development Committee, *Inquiry into Liveability Options for Outer Suburban Melbourne, Final Report*, December 2012 and the references cited therein. See also the Victorian Parliamentary Environment and Planning Legislation Committee *Final Report into Environment, Design and Public Health* 2012.

632 The Selandra Rise development is a good case in point, particularly with regard to the 'Community Place' community park/meeting place discussed earlier in this chapter. See also case study at the end of this chapter.

leisure and activity, particularly in outer suburban and growth corridor areas.⁶³³ For example, the Victorian Council of Social Services submission states that in many communities the environment is not conducive to regular exercise. This is particularly true of outer suburban communities where residents are car dependent.⁶³⁴

The *Inquiry into Liveability Options for Outer Suburban Communities, Final Report*, also suggested that the provision of good public spaces such as parkland and walking tracks can have flow on benefits for community safety, as well as contributing to the promotion of healthier lifestyles. Professor Billie Giles-Corti from the VicHealth Centre for Community Wellbeing expanded on this in evidence to the Drugs and Crime Prevention Committee:

The idea that local government or Parks Victoria invests in public open space and its management...is incredibly important. People would feel safer, obviously, and that is why they do recreational walking because recreational walking is a volitional behaviour; you do not have to do it. You know, like, if you do transport walking, you do not have a choice; you have to go and walk to the bus or you have to go and walk to the shop because you do not have a car, but recreational walking is something that people do by choice, and it is so protective of people's mental health and their physical health, so it is, from a health perspective, incredibly important. Of course, where you have got more people using public open space it makes it safer. You have got more natural surveillance.⁶³⁵

Figure 11.1: Park quality and the potential for criminal activity varies according to socio-economic status and the ability to provide good local services



Source: As presented to the Committee by Dr Billie Giles-Corti, Director, Vic Health Centre for Community Well-being, 22 October 2012. Original Source: David Crawford, Deakin University

⁶³³ Under the Victorian Planning Provisions the provision of open public space is usually set at 10 per cent of net developable area.

⁶³⁴ Submission of Victorian Council of Social Services [Submission No 28] to the Outer Suburban/Interface Services and Development Committee, Inquiry into Liveability Options for Outer Suburban Melbourne, April 2011. Partly as a result of such evidence, a recommendation of the Final Report for this Inquiry called upon the Victorian Government to undertake a review of the adequacy of public space in outer suburban areas of Melbourne. See Recommendation 6.4, Outer Suburban/Interface Services and Development Committee, *Inquiry into Liveability Options for Outer Suburban Melbourne, Final Report*, December 2012, p.408.

⁶³⁵ Professor Billie Giles-Corti, Director, The McCaughey Centre: VicHealth Centre for Community Wellbeing, Public Hearing, Melbourne, 22 October 2012.

The links between public health and design are discussed further in the section below discussing the Heart Foundation's *Healthy by Design Guidelines*.

The provision of good parks and open spaces will however vary according to the socio-economic standing and the level of resources available to the local community.

Similarly, Professor John Fitzgerald from the University of Melbourne stressed the importance of funding public health and community prevention programs to improve physical and mental health *and* reduce crime and the fear of crime, particularly in the outer growth corridor suburbs of Melbourne:

These growth corridors are of interest not just to crime prevention, they are of interest because they actually occupy areas identified through health in what they call the prevention community model. The prevention community model is all about getting people out of their houses and into space. There is a huge funding line that has come from COAG [the Council of Australian Governments] that is supporting this funding program right through to 2018.

Here is a great opportunity to actually value add to that spending. The point of those funding programs is to get kids and their parents out of their houses and playing, running around in public spaces. If they are afraid to — if they are actually living in dormitory suburbs with mobile drug markets entering into them — they are not going to go into public space because they just will not feel safe. If you can make access to these interventions which are coming through the prevention community model in health, such as walkable communities; walking groups; Healthy Dads, Healthy Kids; community gardens — these are things that take place in spaces for which you have the opportunity to put in [design] guidelines to increase the social mixing, to actually make them meaningful spaces...you will create a value-add on the expenditure that is currently occurring in those growth corridors into which we know drug markets are on the move.⁶³⁶

Policies and frameworks taking a holistic approach to planning, health and community safety

Having examined some of the interrelated concepts and approaches that address crime prevention, planning and design in the context of building happier and healthier communities, this section discusses some current policies, projects and frameworks in Victoria and further afield to show how these concepts have been realised in practice.

National approaches

Our Cities Our Future — The National Urban Policy

One of the key recommendations of the Commonwealth House of Representatives *Sustainable Cities Report*⁶³⁷ was to involve the Council of Australian Governments in the development of national sustainability targets and a national urban plan. The long-term outcome of this has been the establishment of a National Urban Policy:

The National Urban Policy sets a vision for our cities to deliver future prosperity and well-being for our communities and reinforces the Council of Australian Governments national objective to ensure Australian cities are globally competitive, productive, sustainable, liveable, socially inclusive and well placed to meet future challenges and growth (Australian Government 2011, p.3).

A key aspect of the National Urban Policy's framework is the promotion of urban centres incorporating the elements of liveability discussed above. In this context:

Liveable cities are equitable, socially inclusive, affordable, accessible, healthy, *safe* and resilient. They have attractive built and natural environments and provide a diversity of choices and opportunities for people to live their lives, share friendships and raise their families to their fullest potential (Australian Government Department of Infrastructure and Transport 2011, p.7). (Committee emphasis)

⁶³⁶ Associate Professor John Fitzgerald, School of Social and Political Sciences, The University of Melbourne, Public Hearing, Melbourne, 26 November 2012.

⁶³⁷ Discussed above.

Two of the key objectives of the policy are to improve community wellbeing and the quality of the public domain. As was explained in the Framework:

The public domain can provide environmental amenities such as shade and greenery, aesthetically pleasing buildings and infrastructure, quality public art, and a sense of safety and security. Whether publicly or privately owned, the public domain provides much of the character and amenity of a place.

Local government, in particular, is responsible for planning and managing much of the public domain. However, the decisions of all levels of government, as well as individuals, impact on the quality of our cities. Continued investment in the public domain in our urban centres and neighbourhoods is needed to ensure they are enjoyable, encourage social interaction, and provide opportunities for a variety of activity and exercise.

Community wellbeing is the foundation of our society. The quality of our natural and built environments, and our access to education, jobs and social and cultural opportunities have significant impacts on community wellbeing, public health outcomes, social inclusion and interaction, and community safety (Australian Government Department of Infrastructure and Transport 2011, pp. 57, 65).

Therefore, to improve the public domain and community wellbeing, key outcomes of the National Urban Policy will be for the Commonwealth Government to:

Work with partners to prepare a national *Urban Design Protocol* that will provide Local Governments, developers, industry professionals and communities with a tool for designing, assessing and implementing better design and construction outcomes for our cities.

Implement Preventative Health Agency programs which include promotion of healthy lifestyles, and the *National Partnership Agreement on Preventative Health*.

Continue to provide funding to local government for community infrastructure (Australian Government Department of Infrastructure and Transport 2011, p.67).

As the National Urban Policy continues to roll out it will also establish national principles and priorities to guide states and territories in the development of their strategic planning systems to ensure more productive, sustainable and liveable cities. It will be complemented by the *Sustainable Population Strategy*, a national framework for managing a sustainable future population.

State approaches — New South Wales

Planning for active living

The Premier's Council for Active Living (PCAL) was established in 2004 to build and strengthen the physical and social environments in which communities engage in 'active living'. It comprises senior representatives from across government, industry and the community sector. The PCAL aims to link health, wellbeing, community safety and liveability through the promotion of physical exercise, better public transport and better planned, designed and built neighbourhoods. PCAL has stated in this respect:

It is well established that the physical environment (which incorporates the built and natural environments) impacts health and wellbeing — both at the individual level and at the community level. Unfortunately many built environments encourage sedentary lifestyles and contribute to the modern public health epidemics of obesity, cardiovascular disease and type II diabetes. These same built environments encourage car dependence and the resultant environmental impacts such as the greenhouse effect, air pollution and noise pollution. They may also potentially undermine community strength and cohesiveness, because people don't have opportunities to meet and connect simply by being active in their local area. *People may also be reluctant to use poorly designed and maintained built environments because they perceive them as unsafe.*⁶³⁸ (Committee emphasis)

638 Premier's Council for Active Living 2013. Accessed 22 March 2013 at: http://www.pcal.nsw.gov.au/planning_and_design_guidelines

As part of its goal to link community health and well-being to good planning and design the PCAL has produced the Guidelines — Designing Places for Active Living. These Guidelines, which propose key design considerations for urban places in metropolitan, regional and rural areas, link into the current NSW planning context.⁶³⁹ They aim to connect with the policies and processes associated with the Sydney Metropolitan Strategy while also being relevant for other parts of NSW. In particular, *Designing Places for Active Living* aims to incorporate key design considerations into the planning, design and development stages of minor and major brownfield and greenfield projects. The resource is divided into seven design focus areas:

- Cities, towns and neighbourhoods
- Walking and cycling routes
- Public transport
- Streets
- Open space
- Retail areas
- Workplaces

For each focus area, there is a design objective, some important design considerations and links to key references and additional resources for detailed design guidelines and specifications.⁶⁴⁰

Workshops and practical advice on this resource are provided to both planners and health sector workers. This training is conducted by PCAL across the state and is supplemented by online resources to assist in applying the guidelines on the PCAL website.

State approaches — Victoria

Victorian Public Health and Wellbeing Plan 2011–2015

The Victorian Government promotes concepts such as community wellbeing, sustainability and liveability through the development of the Victorian Public Health and Wellbeing Plan (VPHWP). The current Plan was released in September 2011 and will continue until 2015.

The Plan aims to improve the health and wellbeing of all Victorians by, 'strengthening the systems for health protection, health promotion and preventive healthcare across all sectors and levels of government'.⁶⁴¹

In particular, the Plan emphasises the role of local government in supporting healthy, liveable communities through their own Municipal Public Health and Wellbeing Plans, the key strategic planning for public health mechanism at local level. Under Section 26 (3) of the *Public Health and Wellbeing Act 2008* councils developing such a Plan are required to have regard to the Victorian PHWP.⁶⁴²

The VPHWP also endorses a state-wide Prevention Community Model (PCM) that is currently being implemented:

The PCM was developed in recognition that local governments are ideally placed to lead local policies, programs and infrastructure development that can influence health. This includes transport, roads, parks, housing and urban planning.

639 See discussion in Chapter 7 for an account of the NSW Planning system.

640 Premier's Council for Active Living 2013. Accessed 22 March 2013 at: http://www.pcal.nsw.gov.au/planning_and_design_guidelines

641 Victorian Public Health and Wellbeing Plan 2011–2015 — Supporting local public health and wellbeing planning, August 2012. Accessed 26 March 2013 at: www.health.vic.gov.au/prevention/vphwplan

642 Local Government Health and Well-being plans are discussed later in this section.

Through the PCM, the [health] department is providing a significant new workforce and extensive support to local government and local partners...Learnings from the PCM and its evaluation will inform future guidance in municipal public health and well-being provided to all councils.⁶⁴³

Finally the VPHWP recognises the importance of environmental design and environmental planning in building and sustaining healthy and 'liveable' communities. As such it endorses the current development of a Metropolitan Planning Strategy to:

identify infrastructure and transport needs, and consider ways to link planning and development for better outcomes for health, wellbeing and the economy. Better safety, improved public amenity and greater opportunities for transport and activity will be supported through place-based approaches such as urban renewal, neighbourhood improvement programs and growth area planning.⁶⁴⁴

A key aim of the VPHWP is to participate in coordination and consultation mechanisms:

[w]ith other state government bodies with policy responsibilities for planning and environmental design that impact on the health of communities and initiatives with local government.⁶⁴⁵

Measuring wellbeing — Community Indicators Victoria

Background — The Victorian Community Indicators Project (VCIP)

The development of community wellbeing indicators to supplement traditional government economic data, such as Gross Domestic Product, is part of a global movement that has proliferated over the past 30–40 years:

Internationally, and in Australia, the development of community indicators has emerged and grown primarily from the need for more sophisticated measures to support policy development processes that are responsive to the complex challenges of social development and progress. Reliance on narrow economic measures, such as the Gross Domestic Product (GDP) is now widely understood as inadequate, with the economy as only one factor to consider in the measurement of social and community progress. What is required is planning models that measure the broader aspects of wellbeing; the interrelationships between economic, social and material wellbeing; the downsides of economic growth, as well as the benefits; the limits of natural assets; the value of heritage and environment; the need to keep natural systems in balance; the importance of non-material aspects of wellbeing such as cultural, spiritual and psychological considerations; the benefits of strong communities and of social inclusion; and participation and the need to keep sight of benchmark values such as democracy, human rights and active citizenship.⁶⁴⁶

Recognising this trend, VicHealth funded the VCIP to examine the feasibility of establishing a set of community wellbeing indicators for Victoria:

The primary purpose of the VCIP has been to develop an agreed and comprehensive state-wide framework and process for the development and use of community wellbeing indicators at the local government level (including economic, social, cultural, environmental, governance and democracy dimensions). The VCIP starts from the recognition that Victorian local governments have been particularly active in taking a leadership role in creating the environment for strong, healthy communities.⁶⁴⁷

The VCIP ran from January 2005 to July 2006. When it was completed in 2006 one of its chief recommendations was that a permanent set of Community Indicators be established for Victoria to measure, amongst other factors, community wellbeing at local level.

643 Victorian Public Health and Wellbeing Plan 2011–2015 — Supporting local public health and wellbeing planning, August 2012. Accessed 26 March 2013 at: www.health.vic.gov.au/prevention/vphwplan

644 See [http://docs.health.vic.gov.au/docs/doc/8532A3E8DAD73048CA2578FE000571F5/\\$FILE/vic-public-health-wellbeing-plan.pdf](http://docs.health.vic.gov.au/docs/doc/8532A3E8DAD73048CA2578FE000571F5/$FILE/vic-public-health-wellbeing-plan.pdf). Accessed 26 March 2013.

645 See [http://docs.health.vic.gov.au/docs/doc/8532A3E8DAD73048CA2578FE000571F5/\\$FILE/vic-public-health-wellbeing-plan.pdf](http://docs.health.vic.gov.au/docs/doc/8532A3E8DAD73048CA2578FE000571F5/$FILE/vic-public-health-wellbeing-plan.pdf). Accessed 26 March 2013.

646 *Measuring Wellbeing — Engaging Communities, Developing a Community Indicators Framework for Victoria*, July 2006 p.19. Accessed 26 March 2013 at: http://www.communityindicators.net.au/vcip_final_report

647 *Measuring Wellbeing — Engaging Communities, Developing a Community Indicators Framework for Victoria*, July 2006. Accessed 26 March 2013 at: http://www.communityindicators.net.au/vcip_final_report

The Community Indicators Victoria framework

As a result of the VCIP Report the Community Indicators Victoria (CIV) wellbeing indicator framework was established in 2007. The framework uses local level data to report on and produce policy with regard to the wellbeing of Victorians.⁶⁴⁸

The objectives of CIV are to:

- provide a sustainable mechanism for the collation, analysis and distribution of local community wellbeing indicator trend data across Victoria;
- be a resource centre supporting the development and use of local community wellbeing indicators by local governments and their communities; and
- contribute to national and international policy research on the development and use of local community wellbeing indicators as a basis for improving community engagement, community planning and policy making.⁶⁴⁹

The indicators include a broad range of measures designed to identify and communicate economic, social, environmental, democratic and cultural trends and outcomes. In particular, the Indicators Framework includes clusters on Healthy, Safe and Inclusive Communities. Within this cluster there are policy 'domains' devoted to Personal and Community Safety including indicators on:

- ◆ Perceptions of safety
- ◆ Crime
- ◆ Family Violence
- ◆ Road Safety
- ◆ Work Safety.

CIV Municipal Wellbeing Reports

CIV produces a series of Wellbeing Reports for local government authorities. These reports provide a snapshot of the wellbeing of individual municipalities with comparisons to regional and state-wide results. The data for these wellbeing reports come from annual CIV wellbeing surveys of the municipality, in conjunction with information from the local government authority. Respondents may be asked to respond to a variety of issues from year to year. These may range from community connectedness, self-reported health, feeling part of the community, and volunteering. In the area of community safety, respondents are regularly asked about their perceptions of safety during both the day and night. An example is the VicHealth Indicators Survey and Report for the City of Casey in Melbourne's outer southern suburbs. Local residents and visitors were asked to rate, amongst other indicators, how safe they felt when walking alone in their local area at day and night; 95.3 per cent of persons in Casey felt safe or very safe when walking alone in their local area during the day compared to 70.1 per cent in the Southern Region and 70.3 per cent of persons in Victoria as a whole. Interestingly, only 64.4 per cent of Casey respondents felt safe or very safe when walking alone at night, compared to 70.1 per cent and 70.3 per cent of persons for the region and state respectively.⁶⁵⁰

648 CIV is administered by the VicHealth Centre for the Promotion of Mental Health and Wellbeing in conjunction with the University of Melbourne.

For a comprehensive background to the establishment of the Victorian Community Indicators Project, see *Measuring Wellbeing — Engaging Communities, Developing a Community Indicators Framework for Victoria*, July 2006. Accessed 26 March 2013 at: http://www.communityindicators.net.au/vcip_final_report

649 *An Introduction to Community Indicators Victoria*. Accessed 26 March 2013 at: http://www.communityindicators.net.au/about_us

650 Accessed 26 March 2013 at: www.communityindicators.net.au/wellbeing_reports/casey

Outcomes of CIV surveys

The indicator data from local wellbeing reports can subsequently be used by local governments when developing local strategies, programs and projects, including those relating to urban renewal, crime prevention and community engagement strategies.

CIV is also keen to draw on the experience of individual local government areas to identify areas of common interest across Victorian local government areas. This can be particularly valuable for councils who do not have the capacity to use indicators as a planning tool due to resource constraints. Other positive outcomes for local government in using a community indicators model include:

- Community engagement and community strengthening: Community wellbeing indicators provide a concrete focus to engage local citizens and strengthen communities. The process of developing indicators and community plans is an excellent way to inform and involve local people and organisations, and a meaningful task for citizens. It enables them to identify key trends and outcomes in their community: social, economic, environmental, cultural and governance.
- Support for council decision-making: Community indicators help to ensure that the decisions which councils make about policies and budgets are based on the best local evidence: both of community priorities and of the key trends and outcomes in their community: social, economic environmental, cultural and governance.
- Integrated policy and planning: A community wellbeing framework is itself an integrated map of key community priorities that shows progress in each key field and how different issues fit together. This makes it a powerful tool to support an integrated or 'triple bottom line' approach to policy development, program implementation and evaluation: an approach councils are now required to take under new state legislation for four-year 'Council Plans'.
- Focus on results: Community indicators will help local governments to shift their focus from inputs (for example, dollars spent on road construction) and outputs (for example, kilometres of new roads) to outcomes and practical results for their communities (for example, improved mobility and choice of transport options).
- Better reporting and accountability: A good system of local indicators gives councils the basis for better informed and more comprehensive reporting, and promotes increased accountability and transparency. This has both administrative and democratic benefits, such as the ability to provide more accurate and evidence-based reports to local voters and the availability of reliable local data to support advocacy on local issues.⁶⁵¹

In short, the data produced and analysed by CIV is a valuable tool for local government in developing local frameworks and strategies including planning for safer communities.

Local government and the promotion of wellbeing

Local governments play an important role in crime prevention and community safety activities directly, through council run programs and strategies, and indirectly, through the consideration of crime prevention and safety factors in education, health, community development and planning. As one of the respondents to this Inquiry stated, one of the key functions of local government is the promotion of the wellbeing of its community.⁶⁵²

Indeed, according to local government representatives who gave evidence to the Drugs and Crime Prevention Committee's previous inquiry into community crime prevention many local councils prefer to engage their communities under the positive banner of 'community

651 *Measuring Wellbeing — Engaging Communities, Developing a Community Indicators Framework for Victoria*, p.19. Accessed July 2006 at: http://www.communityindicators.net.au/vcip_final_report

652 Mariska Wouters, Policy Analyst, Local Government New Zealand, Meeting, Wellington, 30 October 2012.

safety' rather than the perceived negative label of 'crime prevention'.⁶⁵³ Similarly, the results of a local government survey conducted for that Inquiry suggested a tendency for councils to implement or endorse broad community safety and wellbeing goals rather than narrow ones pertaining to 'crime prevention'.⁶⁵⁴

While for many councils crime prevention may be subsumed under the 'softer' category of 'community safety', some may include it under the even more benign umbrella of 'health and wellbeing'.⁶⁵⁵ Such an approach may be partly attributable to the reporting requirements set out in the *Public Health and Wellbeing Act 2008* (Vic). The Act requires all local councils to 'prepare a municipal public health and wellbeing plan within a period of 12 months after each general election' (s.26 (1)), reporting and addressing data about health status and health determinants, identifying goals and strategies based on available evidence, providing for community involvement and detailing partnerships with government departments and agencies. How to address local community safety may conceivably form part of such a health and wellbeing plan.⁶⁵⁶

Private/mixed sector and community projects

Heart Foundation — *Healthy by Design* Guidelines

The *Healthy by Design* Guidelines are a resource published by the Heart Foundation (Victoria) as part of its Supportive Environments for Physical Activity (SEPA) project. The resource includes design tools, evidence and case studies to support professionals including planners, developers, urban designers and local government officers in their work regarding the 'design, development and maintenance of the public realm'.⁶⁵⁷

The Guidelines document encourages healthy design to be used at all stages and levels of development from the re-design of local neighbourhood facilities such as community parks to the development of new neighbourhoods and town centres. Some of the design considerations the Guidelines encourage are:

- well planned networks of walking and cycling routes⁶⁵⁸
- streets with direct, safe and convenient access
- local destinations within walking distance from homes
- accessible open spaces for recreation and leisure
- conveniently located public transport stops
- local neighbourhoods fostering community spirit.⁶⁵⁹

653 Parliament of Victoria Drugs and Crime Prevention Committee, *Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, Final Report*, June 2012.

654 Parliament of Victoria Drugs and Crime Prevention Committee, *Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, Final Report*, June 2012.

655 For example, Banyule City Council, Bass Coast City Council, Bayside City Council, Brimbank City Council, Casey City Council, Glenelg Shire Council, Hume City Council, Indigo Shire Council, Manningham City Council, Maribyrnong City Council, Maroondah City Council, City of Port Phillip, Stonnington City Council and the City of Whitehorse.

656 See Submissions of Casey Council to the Drugs and Crime Prevention Committee, Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, 10 October 2011 and to this current Inquiry, 19 October 2012.

657 National Heart Foundation of Australia (Victoria Division) 2004, *Healthy by Design: A Planners Guide to Environments for Active Living*. Accessed 25 March 2013 at: www.heartfoundation.com.au/sepavic

658 The Heart Foundation has also produced the Neighbourhood Walkability Checklist (2011), a separate tool that enables groups and individuals to survey their local walking environments and provide structured feedback to their local councils, including the identification of improvements to the quality of the local environment. Accessed 25 March 2013 at: <http://www.heartfoundation.org.au/SiteCollectionDocuments/HFW-Walkability-Checklist.pdf>.

659 The Guidelines state that 'while not strictly a design consideration, developing "community spirit" is critical to achieving healthy and socially vibrant communities'. It is certainly one aspect of building liveable, socially cohesive and socially connected neighbourhoods with large amounts of social capital. (National Heart Foundation of Australia (Victoria Division) 2004, *Healthy by Design: A Planners Guide to Environments for Active Living*. Accessed 25 March 2013 at: www.heartfoundation.com.au/sepavic).

The *Healthy by Design* Guidelines are intended to apply as a tool in a variety of contexts including the preparation of council master plans and the design of proposed council developments. They may also apply to the development of design guidelines or checklists and the assessment of development projects. They can also be used to embed health issues into Municipal Strategic Statements or influence planning scheme provisions. Finally, they may play a role in the ongoing development and enhancement of open spaces or the sharing of public health knowledge with the development or consultation community.⁶⁶⁰

The Safer by Design Matrix

The Guidelines are accompanied by a *Matrix of Like Design Considerations*. This is a comprehensive practical tool that can allow planners and other professionals to compare the different guidelines that influence built environment design.

The Matrix supports an integrated approach to planning healthy and safe communities and provides practical guidance to planners, helping them to synthesise a range of design considerations.⁶⁶¹

For example, if one of the principles under considerations is 'Sightlines and Surveillance', this principle can be cross-referenced to a number of applications, including to Physical activity, Shade, Safer design, Access design and Road User safety. So, for example, the principle of surveillance can be cross-referenced to the consideration of safer design as follows:

Design streetscapes to enable natural surveillance of people walking, cycling and gathering at points of interest. Streets that encourage walking naturally put more 'eyes on the street' enhancing safe environments.⁶⁶²

A copy of the matrix is attached as Appendix 20.

Many of the considerations in the *Healthy by Design* Guidelines are similar to those in the *Safer Design Guidelines for Victoria*, particularly those associated with the more technical aspects of lighting, signage, and street planning. For example, the following design consideration with regard to walking and cycling routes could easily be replicated as part of the *Safer Design Guidelines for Victoria*:

Keep paths clear, accessible and free of obstructions such as vegetation and tree debris. Develop a maintenance regime to ensure vegetation does not overhang walking and cycling paths and restrict access for users.⁶⁶³

In this case, overhanging vegetation could be viewed as a potential crime risk (it could conceal a would-be attacker) or as an obstacle that could be injurious to health. The difference between the *Healthy by Design* Guidelines and the *Safer Design Guidelines for Victoria* is that the former are primarily concerned with how design can impact positively on public health. The community safety aspects, paramount in the *Safer Design Guidelines for Victoria*, are important but only one part of the overall approach.

The Guidelines and local government

The *Healthy by Design* Guidelines are intended to be optimally used at local community level. Many local government areas have incorporated some of the Guidelines recommendations into their own local projects and sometimes formally into their municipal strategic

660 National Heart Foundation of Australia (Victoria Division) 2004, *Healthy by Design: A Planners Guide to Environments for Active Living*. Accessed 25 March 2013 at: www.heartfoundation.com.au/sepavic

661 National Heart Foundation of Australia (Victoria Division) 2004, *Healthy by Design: A Planners Guide to Environments for Active Living*. Accessed 25 March 2013 at: www.heartfoundation.com.au/sepavic

662 National Heart Foundation of Australia (Victoria Division) 2004, *Healthy by Design: A Planners Guide to Environments for Active Living*. Accessed 25 March 2013 at: www.heartfoundation.com.au/sepavic

663 National Heart Foundation of Australia (Victoria Division) 2004, *Healthy by Design: A Planners Guide to Environments for Active Living*. Accessed 25 March 2013 at: www.heartfoundation.com.au/sepavic

statements or local planning policy frameworks.⁶⁶⁴ Many councils for example have made 'walkability' a key aspect of the way they design and plan streets, parks and public spaces. Nonetheless, the Heart Foundation would like to see many of their design considerations stipulated in the Victorian Planning Provisions: 'Until healthy planning and design considerations are further embedded into the VPP, the challenge for local governments is to integrate healthy planning into their core business'.⁶⁶⁵

A submission from the Planning Institute of Australia (PIA) (Victoria) also emphasised how important these Guidelines are, particularly at local government level, in contrast to traditional CPTED principles when they are used by themselves:

Traditional CPTED approaches have been more likely to criminalise or alienate behaviours, i.e. skateboarders, graffiti artists and taggers, public drug users, street sex workers, youth loitering in train stations and shopping centres, even off leash dog walkers, by excluding those groups and moving the behaviour on.⁶⁶⁶

By contrast, *Healthy by Design* principles encourage planners to consider a range of guidelines impacting on health, safety and access, using the 'Matrix of Like Design Considerations' which allow synergies between different guidelines that influence built environment design to be identified.⁶⁶⁷

Although the *Healthy by Design* Guidelines were written in 2004 this emphasis on the need for healthy living to be part of the Victorian Planning Provisions was echoed recently by the Parliamentary Environment and Planning Legislation Committee in the *Final Report into Environment, Design and Public Health*. In particular it recommended that:

The Victorian Government amends section 4(1) of the *Planning and Environment Act 1987* to include 'the promotion of environments that protect and encourage public health and wellbeing' (or similar wording) as an objective of planning in Victoria.

The Drugs and Crime Prevention Committee believes a greater role for health promotion in planning is warranted and endorses this recommendation.

Healthy Spaces and Places

Healthy Spaces and Places is a partnership between the Australian Local Government Association, the National Heart Foundation of Australia and the PIA. It is a national project that is dedicated to promoting the links between health, sustainability and planning. It emanates from a growing body of multidisciplinary research showing a connection between health and wellbeing and town and regional planning.

The aims of *Healthy Spaces and Places* relate to:

- managing our environments, particularly how the physical characteristics of where Australians live, work and play can influence their physical and mental health and wellbeing
- investing in Australia's future health and wellbeing
- reducing health costs by preventive measures
- fostering collaborative partnerships
- supporting social connectiveness.⁶⁶⁸

⁶⁶⁴ See for example, City of Banyule's *Local Planning Policy on Safer Design*. For a discussion of Municipal Strategic Statements and Local Planning Policy Frameworks see Chapter 8.

⁶⁶⁵ National Heart Foundation of Australia (Victoria Division) 2004, *Healthy by Design: A Planners Guide to Environments for Active Living*. Accessed 25 March 2013 at: www.heartfoundation.com.au/sepavic

⁶⁶⁶ Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012.

⁶⁶⁷ Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012.

⁶⁶⁸ *Healthy Spaces and Places*. Accessed 22 March 2013 at: <http://www.healthypaces.org.au/site/about.php>

Healthy Spaces and Places is a primarily online resource for:

- Planning and Design Professionals including urban and regional planners, urban designers, architects, building designers and transport planners
- Health Professionals including health advocates, public health officers and population health managers
- Governments including local councillors, state and federal politicians and peak bodies
- The Property Development Industry including private and public developers
- Community stakeholders including individuals (the public), community organisations and schools.⁶⁶⁹

Healthy Spaces and Places provides all these groups with a national guide on how to make cities and towns places 'that encourage walking, cycling, running and catching public transport, in order that individually and as a society we can have improved lifelong health and wellbeing'.⁶⁷⁰

As part of this national guide, *Healthy Spaces and Places* has developed a set of key design principles for the built environment, many of which overlap with CPTED principles. The idea of the principles is that they serve as a guide to 'create an environment that supports greater levels of physical activity, reduces the incidence of obesity and improves mental health outcomes'.⁶⁷¹ The 10 key principles are:

- Active Transport
- Aesthetics
- Connectivity
- Environments for All People
- Mixed Density
- Mixed Land Use
- Parks and Open Space
- Safety and Surveillance
- Social Inclusion
- Supporting Infrastructure.

The safety and surveillance principle is one of the most specifically relevant to CPTED. *Healthy Spaces and Places* believes that: 'The provision of well-designed and maintained places and facilities where all members of the community can meet and socialise can also enhance social capital and increase the likelihood of people feeling safe and secure'.⁶⁷²

The guide outlines the elements that can be used to support community safety through design and planning, in addition to advising stakeholders on how to achieve safer communities through design and how to avoid producing dangerous, unpleasant or 'criminogenic' neighbourhoods. The guide gives advice as to how the design principles can be used across a range of developments including:

- Infill Development
- Neighbourhood Parks
- Neighbourhood Planning and Design
- Retirement Accommodation
- Rural and Regional Developments

⁶⁶⁹ *Healthy Spaces and Places*. Accessed 22 March 2013 at: <http://www.healthyplaces.org.au/site/about.php>

⁶⁷⁰ *Healthy Spaces and Places*. Accessed 22 March 2013 at: <http://www.healthyplaces.org.au/site/about.php>

⁶⁷¹ *Healthy Spaces and Places*. Accessed 22 March 2013 at: <http://www.healthyplaces.org.au/site/about.php>

⁶⁷² *Healthy Spaces and Places*. Accessed 22 March 2013 at: <http://www.healthyplaces.org.au/site/about.php>

- Schools
- Shopping Precincts
- Urban Squares
- Workplaces
- Recreational Facilities.

One of the most valuable aspects of this online resource is its documentation of best practice case studies around Australia. These case studies are small snapshots of policies, programs and projects that encourage physical activity through changes to the built environment and better design. They focus on different target groups and development types and cover a broad geographical distribution.

The case studies document projects that have resulted in, or aim to improve, mental and physical health including community wellbeing and safety. 'As such they are practical examples of the key principles and processes of *Healthy Spaces and Places*'. The two Victorian case studies listed are the Bendigo City Centre and the Geelong Walkability Toolkit.⁶⁷³

Planning for Health and Wellbeing — Planning Institute of Victoria and VicHealth

The PIA has long argued there is a 'cause and effect' relationship between planning decisions and the impact these decisions have on the health of the community. To address this relationship, PIA (Victoria) formed an alliance with VicHealth to explore the link between planning and health promotion. As a result the Planning for Health and Wellbeing Project was established.

The objects of the project are to:

- increase the number of planners aware of and advocating for the integration of planning and health
- increase the capacity of planners to influence local urban design so that health is "planned in" rather than "planned out".
- gather evidence of good planning for health and well-being, including literature and case studies, collated and disseminated to planners.
- identify key planning and design elements that will lead to greater health and social benefits for the community.⁶⁷⁴

To meet these aims and objectives specific strategies and programs of the partnership include:

- Professional development to enhance the skills and capacity of professional and student planners
- Advocacy and monitoring in relation to integrated planning for health and wellbeing
- Information dissemination through a range of media including Planning News and the PIA website, as well as events as such as Planning Week and conferences
- Encouragement of good examples of planning for health and wellbeing
- Supporting evidence based research which illustrates linkages between planning and health
- Development of policy and guidelines
- Building partnerships with related national and international organisations.⁶⁷⁵

Over the past 10 years significant achievements linking planning with health promotion have been made. The project provides a unique opportunity for senior government and

673 *Healthy Spaces And Places*. Accessed 22 March 2013 at: <http://www.healthyplaces.org.au/site/about.php>

674 <http://www.planning.org.au/viccontent/planning-for-health-2>. Accessed 26 March 2013.

675 *Planning for Wellbeing — Background Paper*. Accessed 26 March 2013 at: <http://www.planning.org.au/documents/item/1445>

agency officers from a range of departments to meet on a regular basis and discuss programs and activities of mutual concern:

The project has also contributed to significant developments and changes, including an increased profile of health considerations in planning policies and improved links with Municipal Public Health Plans.

In addition, the project has undertaken two surveys of planning professionals to determine their awareness and implementation of 'planning-in' health. The results of these surveys have indicated a significant shift in the profession's awareness of the link between planning and health.⁶⁷⁶

Selandra Rise — A case study in sustainable living in Melbourne's outer suburbs

Selandra Rise is a housing development in the outer suburbs that has explicitly promoted safety, social cohesion, sustainability and liveability in the rapidly growing area bordered by Clyde North and Cranbourne East on the outer fringe of the urban area of Melbourne. Launched in 2008 to demonstrate that affordable, healthy and liveable communities can be achieved 'on the ground', it is a collaborative partnership between industry, government and the private sector.⁶⁷⁷ Selandra Rise has approximately 1200 lots, effectively of a neighbourhood scale. As such it is large enough to support a primary school, a community centre and a planned local town centre.

The stated objectives of the Selandra Rise project are to:

- Improve housing diversity
- Promote local employment
- Create a healthy and engaged community.⁶⁷⁸

Community safety is viewed as an important aspect of the third aim of the project, namely promoting healthy and engaged communities.

Safety as part of a holistic approach to liveability

Whilst safety is only one aspect of the holistic approach to liveability at Selandra Rise it is nonetheless clearly an important priority for the development. For example, the key CPTED principles of access, natural surveillance and legibility are evidenced by ample lighting, parkland overlooked by housing, and the clear 'wayfinding' signage displayed throughout the estate:

With the walking track, as you can see, there is extra width on the side of the park here. It actually circumnavigates the park. The walking trail is located directly across from the community place. [The users of the Community Place] are talking to people who go for a walk around the circuit.

The pathways are also lit. There is also within this park toilets which are located at the key activity point at the top of the park. This a process about engaging with the community as to what they want in their park. So there is also a link here between the design process, the engagement process and the delivery process. There are a lot of parks that look fantastic that people do not use because they do not know how to relate to them. The idea here is that these parks are being delivered based on resident feedback, and the community place and the involvement of the council is encouraging them to use these places that they helped to design.

⁶⁷⁶ *Planning for Wellbeing — Background Paper*. Accessed 26 March 2013 at: <http://www.planning.org.au/documents/item/1445>

⁶⁷⁷ State Government support partners were the Departments of Housing, Human Services and Planning and Community Development and the Growth Areas Authority. The City of Casey was a local government partner. The chief developer was Stockland. Private and community sector partners were RMIT University, the Planning Institute of Australia (Victoria) and VicHealth.

⁶⁷⁸ Slideshow Presentation of Jason Black, Managing Director, INSIGHT Planning Consultants, to the Drugs and Crime Prevention Committee at Public Hearing, Melbourne, 26 November 2012.

A wayfinding strategy again is about encouraging people to be moving around their public spaces. [The wayfinding signage indicates that] it is not that far to the town centre, it is not that far to the park that is being planned for you by you... Way finding signage, provides little triggers to people to say 'well, if you're tossing up whether to walk or drive, here's some information that would probably suggest walking is just as easy'.⁶⁷⁹

Safety, according to Mr Black, always comes back to the holistic notions of liveability and liveability in turn can quite comfortably encompass the CPTED principles:

From a CPTED perspective, in Selandra Rise, probably the way in which the principles and the guidelines were best picked up was through a general priority area that we term safety. So safety was one of the six key priority areas within Selandra Rise under a health and wellbeing umbrella. And what we found when we tried to tackle this notion of safety was that most guidelines, whether they're talking about walkability, whether they're talking about healthy by design, or active living, there's an element of safety that goes into all of those...For example we draw on the key CPTED principle of activity support⁶⁸⁰ and again that links or ties in nicely with the physical activity objectives of other parts of health and wellbeing...This idea of effectively facilitating walking and cycling throughout the estate [indicates] a two-fold process; so again, Selandra Rise [promotes] the health and well being objective, and physical activity is a key to that, but there's also a lot of indicators that suggest that with people having incidental interaction in the streets, that certainly contributes to people's perception of safety and how they feel within the neighbourhoods...So, rather than saying, well, CPTED is the be all and end all, as far as safety, the crime prevention element of safety goes, it is actually a case of saying well, it contributes, and I guess provides some indication, as to what we should be thinking about but it's only one of many [important considerations].⁶⁸¹

The Committee visited Selandra Rise in February 2013. During this visit Mr Black again emphasised to the Committee that the driving forces of the development came from many sources but all had as their overarching theme the promotion of healthy, safe and liveable communities. In addition to the *Safer Design Guidelines for Victoria*⁶⁸² the planning for the project drew upon general CPTED principles, the Heart Foundation's *Healthy by Design* Guidelines and *Walkability Toolkit* and the *Healthy Spaces and Places* project of the PIA.⁶⁸³

All of these include a range of elements that are relevant to the key point of our discussion today, being safety. But safety in itself is just one element of this idea of planning for health and wellbeing. [Others are] social inclusion, mental health, childhood health, physical activity, safety and accessibility...They were the constant key areas of interest for this notion of putting health at the centre of planning.⁶⁸⁴

679 Jason Black, Managing Director, Insight Planning Consultants, Melbourne, Public Hearing, 26 November 2013.

680 See below in the context of the Selandra Rise Community Place.

681 Jason Black, Managing Director, Insight Planning Consultants, Melbourne, Public Hearing, 18 February 2013.

682 The elements of the *Safer Design Guidelines for Victoria* that Stockland applied in the development of the estate were:

1. Urban Structure: Objectives and Design Suggestions
2. Activity Centres: Objectives and Design Suggestions (part)
3. Parks and Open Spaces: Objectives and Design Suggestions
4. Walking and Cycling Paths: Objectives and Design Suggestions
5. Car Park Areas: Objectives (part).

The elements that were *not* applied in the development were:

1. Public Transport
2. Building Design
3. Public Facilities
4. Lighting
5. Signage.

However, Stockland believes their installations of signage and lighting generally conformed with best practice CPTED principles. (Slideshow presented by Jason Black, Managing Director, INSIGHT Planning Consultants, to the Drugs and Crime Prevention Committee at Public Hearing, Melbourne, 26 November 2012).

683 All referred to earlier in this chapter.

684 Jason Black, Managing Director, Insight Planning Consultants, Melbourne, Public Hearing, 18 February 2013.

Mr Black made the point that, whilst it is easy to articulate these priorities in theory, the major factor is how are they put into practice. In the pre-construction process the planning team looked at the various Guidelines, best practice publications and design documents to distil the best attributes of both design applications and social planning processes to ensure that the community development aspects of the project were at the forefront.

A Community Hub – Putting activity support into action

Recognising that it may take some years before town services and infrastructure are put in place in a new housing development, it was seen as imperative that a facility be provided for the early 'pioneer' residents of Selandra Rise that would promote social engagement. The Selandra Rise 'Community Place' discussed earlier in this chapter provides residents with an opportunity to meet, socialise and gather information on a wide range of local community services. Jason Black discussed this aspect of the development when the Committee visited Selandra Rise in February 2013. His views are worth repeating in this context:

The idea is that people can access this place. There are community development resources within the community place, there are programs that have run out of here – coffee mornings and the like... One of the biggest issues the City of Casey⁶⁸⁵ really struggled with is the notion that people move into these growth area communities, are promised the dream – and the dream will come, but it takes time... So they sit there and they become completely socially disconnected as they sit in a construction zone, if they are one of the pioneers, for up to five, six or seven years. The Community Place is basically about giving them a point of contact – A, with the council, and B, with other community members – but also effectively, through this facility, bringing life to the other facilities that have been planned in. It reminds people about how to use them. Yoga classes, for example are actually held within the Community Place house. Yes, there might be only three or four residents who attend, but it provides people with that connection and basically the statistics show that people are visiting the community place. (Author emphasis)

The other key community focus point at Selandra Rise which aims to promote activity support is the youth oriented Hilltop Park. This is a community meeting place for all ages but with a particular emphasis on providing activities for young people from the surrounding homes or the nearby school which also takes advantage of the facilities offered at Selandra Rise for sport and recreation. Justin Ray, an Urban Design Manager for Stockland, told the Committee that the Hilltop Park, and the Heritage Park currently in the process of development, were key aspects of promoting the CPTED principles of activity support and accessibility at Selandra Rise:

We've got the Hilltop Park behind us, there's a heritage park being developed down at the other end of the project — making sure that the grid and the master plan connect all of those destinations together in a really clear and simple way is a very important feature. Any successful master plan is one that feels, I suppose, attractive to people who want to get out of their cars and walk and cycle and actively use a place. So that ability to take a direct route from home to the park down the road, a place that's simple to get to, you don't need a whole lot of signage to find it is important. You should also be able to clearly navigate there and be able to send your children down the street on their bikes and see them most of their way to that park so they safely get there. That's an important feature of [our] plan and an advantage of its nice simple orthogonal grid. So hopefully what we see at the end of the day is all of these destinations joined up really clearly by really high-quality, safe routes.⁶⁸⁶

Mr Ray also pointed out to the Committee that as most modern housing developments tend to have less space within the private domain (gardens, backyards etc) it was imperative that the parkland acted as a welcoming recreational space that people wanted to use. The parkland and open areas therefore were provided with barbeques, fitness equipment, picnic

⁶⁸⁵ The City of Casey is the municipality in which Selandra Rise is located.

⁶⁸⁶ Justin Ray, Urban Design Manager, Stockland, Public Hearing, 18 February 2013.

tables and other leisure and recreational facilities which, according to Mr Ray, are well used and provide a safe and pleasant amenity for residents and visitors.⁶⁸⁷

Engaging the community in planning its own estate

According to Jason Black another unique aspect of Selandra Rise is its emphasis on including residents and prospective residents in the initial and ongoing planning and development of the estate:

What we have tried to do at Selandra Rise is think about how you engage with the community from day dot, and day dot is before the place is being built but when it is being planned. We use the open spaces, the public spaces, as the trigger to engage with people, and the people we engaged with were people who had bought — this is pre-development — a lot. There is a statistic for growth areas that about 70 to 80 per cent of the people who move into a new growth area of the state come from within 5 kilometres of that estate; it is an aspirational thing of moving into a new place — a place they are familiar with but a new place. So we engaged with the existing surrounding City of Casey community, invited them to a Better Living festival and talked to them about what they would like to see and how they would envisage this place. Then when we got to the allocation of the open spaces, they have been actively involved in the planning of those spaces. They are seeing a translation from that process now into the construction, which they can see on the ground.

The idea is a process of creating ownership because, as the councils will tell you, they do not have the resources to remain in place in all these individual neighbourhoods ad infinitum. What we have tried to trial here is a way in which they buy into this idea of community engagement — not consultation; engagement and ownership — before they even have a place to own. They were engaging because they made what is often their single largest personal investment in buying that block of land, so they had made that commitment or they were within the area and being potentially people who would make that commitment.⁶⁸⁸

This engagement of the Selandra Rise community also extends to the young residents on the estate. Aaron Wallis is a Melbourne based landscape architect who has a particular interest in constructing and encouraging the promotion of public spaces that are inclusive of young people and their interests. He was engaged to work with, not for, the young people who would either live at Selandra Rise or attend the nearby school that uses its facilities. He spoke to this project at a CPTED conference hosted by the Designing Out Crime Research Centre in Sydney in December 2012:

I love chatting with young people and what we do is rather than talking about what facilities you want in the space, because invariably there's so few facilities for young people, a skate park, a rebound wall; and surveys show that's not exactly what they're after. So the way we design the spaces is we ask them about the programs or activities they want to experience in that space, in effect we design an activation plan as part of the design process. Selandra Rise down in Casey is a demonstration project with RMIT and Department of Vic Health that reflects this use of space. This was an opportunity for young people to have a real say in designer space; they worked through the whole thing with me. We've now developed an activation plan so they're actually programming and managing their own space once it gets built.⁶⁸⁹

Another way in which the engagement of the local community is encouraged is through seeking the opinions of the residents as to the liveability of Selandra Rise.

687 Mr Ray also added that the design of the houses at Selandra Rise with their frontages giving on to the parks readily provided 'eyes on the street' or natural surveillance in CPTED terminology. (Justin Ray, Urban Design Manager, Stockland, Public Hearing, 18 February 2013).

688 Jason Black, Managing Director, Insight Planning Consultants, Melbourne, Public Hearing, 26 November 2013.

689 Mr Aaron Wallis, Landscape Architect, Director, Playce, Pty. Ltd. 'Being seen and heard: actively including teenagers in the design of our cities by applying youth-inclusive urban design to our city centres, transport nodes and neighbourhoods', Paper presented at the Design + Crime Conference and Exhibition, Designing Out Crime Research Centre, University of Technology Sydney 12- 13 December, 2012.

The Selandra Rise longitudinal research study

Selandra Rise conducts interesting evaluative research focusing on how the planning and development of new housing estates can address and hopefully reduce crime and antisocial behaviour whilst promoting 'liveable' and healthy communities.

The developers responsible for Selandra Rise have entered a formal research partnership with VicHealth. This project involves a five to seven year longitudinal study based on surveys undertaken within this new community to test the theories of liveability and urban sustainability in new urban developments. It also seeks to establish an evidence base for 'putting health at the centre of planning'. The first liveability survey of residents was conducted in October 2012.⁶⁹⁰

Jason Black outlined to the Committee the research and what it hopes to achieve:

[t]he health and wellbeing initiative, is a longitudinal study funded by VicHealth and RMIT. VicHealth has funded a research practice fellow through RMIT to evaluate the effectiveness of — [Selandra Rise] The research question is — 'To what extent do best practice planning principles for space and place impact on the health and wellbeing of the community of Selandra Rise?'. What this will deliver for us — and the first survey has just been released to the community — over the next four or five years is a longitudinal study that links back to some of the key design elements within this place, and remembering that safety fits under the health and wellbeing aspects. The findings of the research will be used to improve Selandra Rise, as it develops, and set a standard for future new communities. Participating in the survey gives the residents the opportunity to reflect on their neighbourhood and their health and wellbeing.⁶⁹¹

The use of CPTED principles and the *Safer Design Guidelines for Victoria* will be included in the study, as one of the key priority areas for the research will be safety and wellbeing.

Jason Black adds that in conjunction with Stockland's own liveability surveys of what residents think about living on the estate, the VicHealth/RMIT Project aims to really track over time how estates such as Selandra Rise contribute (or not) to people's feelings of health, safety and well-being:

We're hoping that in following years we will have that research and we'll be talking about what that research says and as I said, safety will be an element, physical activity, a range of other things... But the point of the research is the commitment of actually tracking whether an initiative that you're incorporating into the planning and design phase is actually achieving the outcome that you set out to achieve. And I think that really, that's not a question that's asked very often in the planning and development world. This is why we're getting a proper research organisation or academic research process involved into this place [to test] the effort that's gone into thinking about how you might plan for [liveable communities].⁶⁹²

Unfortunately at the time of writing the first survey responses completed by Selandra Rise residents were not publicly available. Nonetheless the Committee will follow with interest how this new estate progresses in the following years and its efforts to encompass safe, healthy and sustainable approaches into its ongoing development.

690 100 responses have been received from the 400 dwellings currently occupied. (Jason Black, Managing Director, INSIGHT Planning Consultants, Public Hearing, Melbourne, 26 November 2012).

691 Jason Black, Managing Director, INSIGHT Planning Consultants, Public Hearing, Melbourne, 26 November 2012.

692 Jason Black, Managing Director, INSIGHT Planning Consultants, Public Hearing, Melbourne, 26 November 2012.

Conclusion

Whilst the concepts and projects described in this chapter may on first glance seemingly be removed from crime prevention and particularly CPTED principles, this is not in fact the case. Concepts such as liveability, placemaking and social capital all have in common the ideal of producing happier, healthier and safer communities at local neighbourhood level. Increasingly local governments are utilising these concepts in their planning processes and community strategies. This is why local governments are such an important 'player' in fostering community safety and community crime prevention. Moreover, concepts such as liveability and social cohesion rather than being viewed as separate from CPTED, need, according to Dr Paul Cozens, to be seen as very much part of it, at least in its second and third generation forms:

I think that second generation CPTED is vital because it helps to develop more of a bottom up approach if you are involved in the local community, and levels of social cohesion on the ground. Do people feel part of the community? Obviously if you have got a community that does not feel part of the broader society and is excluded, disadvantaged, then they are not going to necessarily carry out guardianship or take control over certain spaces. They may indeed do the opposite. So I think that particularly under certain socio-economic situations that the social angle of the second generation CPTED stuff is vital part of a social cohesion approach. And you can get some wonderful insights from engaging with the community on where they fear — where they do not want to go, which can provide some nice balance, if you want, at different places that may be problematic.⁶⁹³

Local governments in particular can be at the forefront of these approaches that promote social capital and liveability with good design that has the potential to prevent and reduce crime. Although local governments do not have control 'over all the factors that make for an environment that fosters safety and security', they can, as Greycar observes, 'be a positive force for change' (Graycar in City of Gosnells 2001, p.2).

693 Dr Paul Cozens, Research Fellow, Curtin University, Public Hearing, Sydney, 10 December 2012.

Recommendations

Recommendation 1

The Committee supports the recommendation made by the Legislative Council Environment and Planning References Committee in the *Inquiry into Environmental Design and Public Health in Victoria, Final Report*, that the Victorian Government, recognising that the work of all government agencies influence health, safety and wellbeing, adopts a whole of government approach to health and safety.

The Committee believes it is essential that the application of the Safer Design Guidelines for Victoria not take place in a crime prevention 'vacuum'. CPTED measures should be accompanied by a positive raft of strategies grounded in holistic approaches to 'liveability' including wellbeing and health promotion. A whole of government approach should work towards the promotion of these ends.

Recommendation 2

The Committee recommends the establishment of a Safer Design Unit within the State Government's Department of Planning and Community Development (DPCD) which would coordinate a holistic approach to planning and its relationship to health, community safety and crime prevention and wellbeing initiatives across government.

It has become clear to the Committee that stronger promotion of the Safer Design Guidelines for Victoria is required and that improved coordination and collaboration is needed in addressing and implementing the Guidelines. Currently only one person in the DPCD is effectively overseeing the use of the Guidelines. A dedicated Safer Design Unit located in the DPCD could address both the better promotion of the Guidelines and give advice on their implementation and application.

Recommendation 3

The Committee supports the following recommendation of the Legislative Council Environment and Planning References Committee in the *Inquiry into Environmental Design and Public Health in Victoria, Final Report*:

'That the Victorian Government amends section 4(1) of the Planning and Environment Act 1987 to include "the promotion of environments that protect and encourage public health and wellbeing" (or similar wording) as an objective of planning in Victoria.'

Whilst the Planning and Environment Act 1987 includes as an object the securing of safe living, working and recreational environments there is no mention of health or wellbeing as an object of planning in Victoria. The recommendation of the Standing Committee accords with this Committee's position that a holistic approach to planning that takes into account community health and wellbeing is essential.

Recommendation 4

The Committee supports the following recommendation of the Legislative Council Environment and Planning References Committee in the *Inquiry into Environmental Design and Public Health in Victoria, Final Report*:

'That the Victorian Government amends section 12 of the Planning and Environment Act 1987 to require planning authorities to conduct a Health Impact Assessment for key planning decisions, such as major urban developments or making or amending a planning scheme.'

The Committee further recommends that:

- *A suitable and easy to use Health Impact Assessment tool be developed by the Department of Health and the Department of Planning and Community Development (DPCD), in consultation with the planning industry and local governments*
- *The Department of Health and the DPCD provide resources and support to local governments to conduct Health Impact Assessments.*

12. CPTED and Safer Design Principles: Is there a Case for Greater Regulation?

Introduction

The principles of Crime Prevention through Environmental Design (CPTED) feature in a variety of planning and design documents in Australia and abroad. However, the extent to which they are embedded in the planning process through regulatory provisions varies considerably. As discussed below, some jurisdictions may mandate the incorporation of CPTED principles through legislation whilst others may leave it up to individual local government authorities as to how CPTED is best addressed at local level. This chapter examines these mandated and voluntary approaches, both overseas and in other states of Australia, to see what the best option is for more effectively incorporating the *Safer Design Guidelines for Victoria* into local planning in this state.

There are both supporters and opponents of more stringent regulation of CPTED principles. Advocates of a more regulated system of incorporating design guidelines particularly in new developments argue that the failure to incorporate CPTED in the initial design of a development can:

[d]elay the planning application if later changes are required, impact on crime if left unattended, and impact negatively on the aesthetics of the development if retrospective crime prevention measures are required (Monchuk & Clancey 2013, p.74).

On the other hand, opponents of greater regulation argue that being compelled to take CPTED principles into account in their development project can unduly fetter the creative process and be unnecessarily costly in both time and resources. There are a broad range of arguments for and against the mandating of CPTED principles in general and the *Safer Design Guidelines for Victoria* in particular, which are canvassed later in this chapter. An outline of how New Zealand incorporates its National CPTED Guidelines at local level is also given in order to see whether lessons can be learnt from that country's approach.

This chapter also examines how some jurisdictions include mandatory or voluntary CPTED audits and crime risk assessments as a way of incorporating designing out crime into local development. It then looks at another form of voluntary approach to comprehensively incorporate CPTED into planning and design — the European Standards system.

Ways in which CPTED can be mandated

The ways in which CPTED or design guidelines and principles may be incorporated into legislation or otherwise regulated may vary significantly between jurisdictions. A 'minimalist' approach may require such guidelines to be merely 'considered' by developers, planners and local governments without any further prescription. Alternatively, relevant stakeholders may be required to adhere to certain design guidelines or principles in quite detailed ways when submitting development plans for approval as a legislative requirement. Developers, planners or applicants for planning approval may also need to submit their proposals to CPTED audit or risk assessment processes, as is the case in New South Wales

and Greater Manchester.⁶⁹⁴ Finally one less formal way of mandating CPTED guidelines is through local governments requiring them to be implemented through their district or local plans as is done to various extents in England⁶⁹⁵ and New Zealand.⁶⁹⁶ In some cases local governments may be under a legal obligation to promote and ensure community safety in their municipalities.⁶⁹⁷ This can act as the 'hook' in applying CPTED guidelines or equivalents to local planning when developing their own projects or assessing applications for development from external sources.⁶⁹⁸

Current status of the *Safer Design Guidelines for Victoria*

As discussed in Chapter 8 the *Safer Design Guidelines for Victoria* are referred to as a reference document by Clause 15 of the Victorian Planning Provisions (VPPs).⁶⁹⁹ In relevant circumstances, planning authorities must have regard to these Guidelines in assessing the design and built form of new development. The Guidelines are also cross-referenced to the Activity Centre Design Guidelines in Clause 11.01 of the VPP referring to Activity Centre Planning.⁷⁰⁰ In that sense it could be argued that they are mandated but at a minimal level. However there is little guidance given as to what 'must have regard to' means in practice and there is no legislative requirement for incorporating them into local developments. For example, Sylvia Georges, Urban Planner with the City of Boroondara, told the Committee that the current requirement in Clause 15 of the VPPs gives very little guidance or detail on how the Safer Design Guidelines should be considered by planners in practice. In her view there needs to be 'some flesh to this clause' and this could be done by some form of legislative prescription or mandate.⁷⁰¹ Conversely David Pryor, Senior Architect and Urban Designer with the City of Melbourne, believes the level of notice of the Guidelines specified by Clause 15 is about right:

With the *Safer Design Guidelines for Victoria*, the significant thing for us, I think, is that it is referred to in the planning scheme. That does not necessarily mean that a lot of detailed attention gets given to it on a day-to-day basis, but it makes it a more useful tool for us. It is a crutch we can lean on to support good decision making, if you like. In terms of that question of whether it should be mandatory, the wording in clause 15 of our planning scheme—is that planning must consider as relevant this document... that would seem to me an appropriate level of obligation.

To become more specifically prescriptive would be a challenge, I would think. When you go through the document and look at specific design suggestions, for example, a lot of them are either too broad to have

694 See discussion in Chapters 5 and 7.

695 See Chapter 5.

696 See Chapter 6. A thorough analysis of the voluntary, limited and comprehensive statutory approaches to the application of the New Zealand CPTED Guidelines is given in this chapter. See also Ministry of Justice New Zealand 2005b, pp. 38ff.

697 See Section 17 of the Crime and Disorder Act 1998 (UK). As discussed in Chapter 5, under this Act local authorities have a responsibility to consider the implications of their planning decisions upon levels of crime and disorder. Armitage (2013 in press) argues, however, that it is likely that Section 17 is used more as an enabling tool to encourage compliance with CPTED or other forms of designing out crime than as a means of punishing non-compliance. Whilst Armitage outlines the possible legal implications of non-compliance in civil law for local authorities not meeting their crime prevention/reduction responsibilities, given the relative lack of a litigious culture in the United Kingdom compared to the USA, for example, it is unlikely these remedies would be invoked (Armitage 2013 in press).

698 This does not necessarily mean that CPTED would be 'mandated' as such. But the adherence to CPTED Guidelines or directives may be seen as evidence that the local council is meeting its obligations in being a 'guardian' of community safety.

699 This is to be distinguished from being utilised as an incorporated document under the Victoria Planning Provisions (Clause 81). See also Section 6 (2) (j) of the *Planning and Environment Act 1987*.

700 Activity centre planning concerns the encouragement of concentrating major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres which provide a variety of land uses and are highly accessible to the community (Clause 11.02 SPPF). The Activity Centre Design Guidelines specific to the establishment of Activity Centres incorporate many of the general design stipulations found in the *Safer Design Guidelines for Victoria* (see later in this chapter).

701 See Sylvia Georges, Urban Designer, City of Boroondara, Public Hearing, Melbourne, 22 October 2012.

a lot of applicable meaning or they could potentially conflict with other issues. You might have a conflict between wanting more glazing and wanting to preserve a heritage building, for example.⁷⁰²

Recent concerns have also been expressed about whether some local government authorities are incorporating the *Safer Design Guidelines for Victoria* into their planning processes. Whether some form of legislative mandate would ensure local governments use them is difficult to gauge. Responses to the survey of local government authorities undertaken by the Committee, however, do give some insights into how local government views the *Safer Design Guidelines for Victoria* and how their incorporation into local planning could be improved. There is a discussion of the survey findings in the context of regulating the Guidelines later in this chapter.

Victoria's Guidelines are typical of many of the other sets of design documents around the country that are generally couched in terms of 'matters to consider' or things that developers and planners 'should' do or 'think about'.⁷⁰³ They are not, as Garner Clancey has stated, generally integrated into a planning framework that says 'you must'.⁷⁰⁴

Arguments for and against greater regulation — Stakeholder views

The arguments as to whether or not CPTED principles generally and/or the *Safer Design Guidelines for Victoria* should be incorporated into local planning in Victoria, and how this should be done, are complex with persuasive cases on both sides. The following discussion highlights arguments made to the Committee in evidence to the Inquiry. It also includes evidence from witnesses who, whilst generally supportive of a greater role for regulating CPTED principles and guidelines, argue there are some important qualifications or caveats that need to be considered before the unilateral adoption of such an approach.

Arguments for greater regulation

Some of the arguments put forward by proponents of greater regulation have included:

- ◆ A lack of will to incorporate CPTED without a mandate
- ◆ Mandating Guidelines would provide a 'trigger' for (police) involvement
- ◆ Mandating CPTED would make their application easier to enforce
- ◆ Mandating Safer Design Principles would provide greater direction to planners and other professionals.

A lack of will or interest to incorporate CPTED without some form of mandate

Advocates of some form of regulatory system for mandating CPTED principles or guidelines state that the main argument for doing so is basic: without some form of regulatory prescription developers in particular may choose not to voluntarily incorporate them into their developments. This may be because they are not aware of the guidelines, they are viewed as another costly and unnecessary requirement, or their incorporation may delay a project. In this regard Professor Billie Giles-Corti from the VicHealth Centre for Community Well-Being told the Committee:

702 David Pryor, Senior Architect and Urban Designer, Urban Design and Docklands Branch, City of Melbourne, Public Hearing, Melbourne, 8 October 2012.

703 This is true of the Guideline documents pertaining to Queensland and Western Australia discussed in Chapter 7. Even the limited form of mandate in New South Wales only requires developers or planning applicants to consider the NSW CPTED Guidelines in specifically delineated circumstances, what Lester Currie of the New South Wales Department of Justice calls a 'tiered' form of mandate in that state.

See Clancey 2011a and discussion in Chapter 7. See also Lester Currie, Manager, CPTED, Crime Prevention Division, Department of Justice and Attorney General, Public Hearing, Sydney, 10 December 2012.

704 Correspondence from Garner Clancey, Lecturer and Deputy Director, Sydney Institute of Criminology, Sydney Law School, The University of Sydney, to the Drugs and Crime Prevention Committee, 6 May 2013.

Unless you have got mandating, then it [CPTED and healthy design] does not get delivered. I would encourage you seriously as we densify to really build in the mandating of CPTED into those environments because I do not believe that will happen by itself... But where you have got a concentrated environment where we are likely to get more crime, I think building that [CPTED] in and putting in the mandating is important... For example, the way you design a park — so rather than having all the houses backing onto the park; having all the houses looking onto the park, so you can see them from the street with the houses surveilling the park. Those little things can make a difference, so I would be suggesting that a degree of mandating is important to be able to bring the development industry along with you.⁷⁰⁵

Similarly, Geoff Griffiths a CPTED consultant working in the private sector, believes it is essential developers and planners are required to incorporate CPTED applications into their developments:

I am fairly adamant about that. It has to be mandated. Time would indicate since the nineties very little has happened in our system. Unless you have a stick of some sort, [such as the mandate used in New South Wales] the developers will just say, 'Thanks very much, I'm too busy'... It is obvious from both local and overseas research that if it is not looked at in the early design stage, [it will not happen]. What happens if you do not manage CPTED and people are promoted, they move on, you have no champion to continue with the program. So no, I believe it has to be formalised and mandatory for an initial involvement in the architectural design, and plans audited.⁷⁰⁶

Whilst not supporting further statutory regulation of the Victorian Guidelines, a representative of the Planning Institute of Australia (PIA) did nonetheless acknowledge that without legislative authority, a developer could bypass the Guidelines. As the Vice President of PIA (Victoria) told the Committee: 'If there is no statutory weight behind it [a developer could state] 'Why do I have to do this?'⁷⁰⁷

Mandating Guidelines would provide a 'trigger' for police involvement

Victoria Police stated that given there is no mandate for the application of the *Safer Design Guidelines for Victoria* there is no 'trigger' to allow them in all cases to give crime prevention advice on new developments: 'Victoria Police relies on positive relationships with local municipalities to develop CPTED proposals'.⁷⁰⁸ This is not always going to be sufficient across the board:

The provision of guidelines, policies and standards are merely recommendations that don't compel implementation of CPTED principles... Looking towards a long term strategic approach regarding CPTED principles within Victoria, consideration should be given to legislative underpinning... A view could be taken that CPTED principles are legislated or specific guidelines could be written whereby developers are required to contact councils early in the development process so CPTED principles are included in the early design stage of new buildings and spaces.⁷⁰⁹

Representatives from Victoria Police indicated that it would be useful for police to have an involvement in CPTED development audits in similar ways to their counterparts in New South Wales. While Victoria Police relies on good partnerships with their contacts in local governments to be called in to give advice on safety aspects of local planning, there needs to be that formal 'trigger' which will automatically result in their involvement. As one police witness stated in this context, the system should allow for a 'must have rather

705 Professor Billie Giles-Corti, Director, The McCaughey Centre: VicHealth Centre for Community Wellbeing, Public Hearing, Melbourne, 22 October 2012.

706 Geoff Griffiths, Public Hearing, Melbourne, 12 November 2012.

707 Brett Davis, Vice President, Planning Institute of Australia, Victorian Division, Public Hearing, Melbourne, 12 November 2012.

708 Ken Lay APM, Chief Commissioner, Victoria Police, Submission, 19 November 2012.

709 Ken Lay APM, Chief Commissioner, Victoria Police, Submission, 19 November 2012.

than a nice to have' with regard to police giving CPTED advice on local developments.⁷¹⁰ Inspector Anthony Langdon of Victoria Police believed it was particularly hard for local government decision makers to assess CPTED or design principles in local development applications without some form of mandate, despite any good intentions from resource poor local councils:

I think in general terms the intent and willingness would be said to be there, but I do not know if it is an imperative for all local governments to actually act upon the guidelines...A lot has to do with capacity, knowledge, obviously resource, and cost. We find that the police divisions or the police service areas that have a good relationship with the local councils work quite effectively with each other and they have an interest in developing these strategies...I think that if you give a principle to be reached, then people can achieve that, as long as there is a stepping-stone process to get there and there is support along the way. I think it is probably flawed not to have some principle of operation attached to CPTED for council and for government [so]...there is argument for some legislative framework or mandating of principles.⁷¹¹

However, Superintendent Brigham added that if legislation was introduced mandating CPTED audits and a police role with regard to same, it should be accompanied by comprehensive best practice guidelines. These guidelines need to go beyond the Design Principles and Guidelines themselves to include case studies, audit guidance, evidence based research and examples of successful CPTED precedents as applied to local developments.⁷¹²

A submission from the City of Casey in Melbourne's south-east also stated that 'More emphasis should be given to the Guidelines in Victorian Planning Schemes with explicit triggers to trigger their consideration.'⁷¹³ A representative from that municipality also gave evidence to the Committee that incorporating in some way the Guidelines as a reference document in planning legislation 'elevates the concept of safer design higher into the hierarchy of planning decisions'.⁷¹⁴ Sylvia Georges from Boroondara Council also believes that despite the Safer Design Guidelines being referenced in Clause 15 of the VPPs⁷¹⁵ they tend to be given very little weight in the hierarchy of matters to be taken into account by planners. For example, Ms Georges stated that when planning applications are assessed or heard at VCAT, other factors may take precedence and CPTED measures may be diluted.⁷¹⁶

Mandating CPTED makes their application easier to enforce

Another advantage of a mandated system, even a limited one such as that operating in New South Wales,⁷¹⁷ is that conceivably courts or planning tribunals can give weight to the extent that design guidelines have or have not been applied or utilised in local planning developments. Certainly the NSW Land and Environment Court has given great weight to the NSW Section 79C Guidelines, discussed in Chapter 7, when development appeals come up before it.⁷¹⁸

710 Superintendent Peter Brigham, Community Engagement Division, Victoria Police, Public Hearing, Melbourne, 12 November 2012.

711 Inspector Anthony Langdon, Safer Communities Unit, Victoria Police, Public Hearing, Melbourne, 12 November 2012.

712 Superintendent Peter Brigham, Community Engagement Division, Victoria Police, Public Hearing, Melbourne, 12 November 2012.

713 Liam Hodgetts, Manager Strategic Development, City of Casey, Submission, 19 October 2012.

714 Liam Hodgetts, Manager Strategic Development, City of Casey, Public Hearing, Melbourne, 22 October 2012.

715 See discussion above.

716 Sylvia Georges, Urban Designer, City of Boroondara, Presentation given at Public Hearing, Melbourne, 22 October 2012.

717 As discussed in Chapter 7 and later in this chapter there is a limited form of mandate in New South Wales where CPTED must be taken into account in certain planning developments.

718 See comments of David Birds, Director of Policy, NSW Department of Planning and Infrastructure, Public Hearing, Sydney, 10 December 2012.

Mandating Safer Design principles provides greater direction to planners and other professionals

Academics in the areas of urban planning, crime prevention and community development who gave evidence to the Committee generally were supportive of a greater role for regulation in incorporating CPTED processes generally and the *Safer Design Guidelines for Victoria* specifically in local development. Dr Carolyn Whitzman, Lecturer in Urban Planning at Melbourne University, believed however that CPTED was only one aspect of a wider approach to health, community safety and wellbeing and planning that could usefully be incorporated into a more rigorous legislative model:

I think that the difference between 'may consider' and 'must consider' is terribly important to overworked statutory planners. So I think it needs to be mandated in the legislation if it is going to happen ...

Land use planners still lack clear direction from the Planning and Environment Act to prioritise health and social equity along with environmental sustainability and economic resilience. They find it difficult to include these concerns in their strategic planning and development approval processes. A simple, two-page, health impact assessment checklist...could easily provide guidance on both health and safety concerns and development approval, but they will only be used by statutory planners if there is a clear legislative imperative for its implementation. I chaired the Planning for Health and Wellbeing project at the Planning Institute for two years, between 2004 and 2006, and did an evaluation of that initiative. It improved training and research dissemination and vastly increased planners' understanding of issues but not their ability to include health and safety considerations in their day-to-day practices. In 2002 it was 24 per cent who included it in their day-to-day practices. In 2005, it was 24 per cent. When asked about the reasons for this disconnect, the answer was virtually unanimous. 'It's not in the legislation', respondent after respondent of 200 respondents said.⁷¹⁹

However Dr Whitzman was also adamant that legislative mandate of CPTED or indeed health and safety principles generally were not enough without the rigorous education and training of relevant professionals:

Legislative imperatives and mandatory guidelines alone are not enough and training alone certainly is not enough. The two have to be seen together. Again from my experience in the Planning for Health and Wellbeing project, we had a really strong uptake from people who were attending workshops. Indeed, there was a much greater understanding but with the pressures on statutory planners to turn around applications quickly et cetera, if it is not mandatory it is not going to happen...You cannot have training and expect it to be utilised without a strong legislative imperative to include these guidelines and you cannot have an informed use of these guidelines without good training.⁷²⁰

Arguments against greater regulation

A variety of arguments have been raised by witnesses to the Inquiry as to why CPTED guidelines and principles and/or the *Safer Design Guidelines for Victoria* should not be incorporated as part of a legislative mandate or otherwise subject to greater regulation. Such arguments include:

- ◆ Mandating CPTED guidelines puts an onerous burden on developers, planners and other stakeholders
- ◆ Mandating CPTED Guidelines is restrictive, stifling both creativity and originality
- ◆ A legislative approach is not necessarily an effective approach
- ◆ Mandating CPTED Guidelines is costly in terms of both time and resources.

719 Dr Carolyn Whitzman, Associate Professor in Urban Planning, The University of Melbourne, Public Hearing, Melbourne, 12 November 2012.

720 Dr Carolyn Whitzman, Associate Professor in Urban Planning, The University of Melbourne, Public Hearing, Melbourne, 12 November 2012.

Mandating CPTED guidelines puts an onerous burden on developers, planners and other stakeholders

While a number of Inquiry participants recognised that in certain circumstances arguments could be made for more rigorous application of CPTED principles, for example in areas where safety and crime matters were prevalent, they believed that such concerns should be addressed on a case by case basis. This is the view of the Australian Institute of Landscape Architects (AILA), which argues that regulating for CPTED compliance across the board may be unduly onerous for practitioners in the field:

[there would be]...the capacity at a local level for CPTED compliance (such as review procedures, authorisation or certification) to become an overly complex step in the planning and design process and therefore too heavily regulated. In our opinion, it is important for CPTED principles to remain relevant at a strategic level without the potential for an additional layer of compliance and review at delivery stage.⁷²¹

Architect and urban designer Simon McPherson also gave evidence to the Committee that the practices of urban design, planning and development are far too complex to be constrained by overly prescriptive measures such as compulsory adherence to the *Safer Design Guidelines Victoria*:

CPTED applies at all scales of planning and design, from the precinct structure planning scale right down to individual buildings and the details of those buildings. It covers density, land use, design, scale, traffic and many other facets. In my view, it is difficult to mandate or regulate because it is so complex and multifaceted.⁷²²

Similarly, the PIA (Victoria) argued that planners and developers already have many regulatory provisions that they have to follow in developing building projects and an added layer of assessment including referrals to external agencies such as Victoria Police would not only be onerous, it could lead to a 'cut and paste response':

Established guidelines such as the Healthy by Design and Safer Design guidelines integrate safety objectives into their methodologies to varying extents. Another 'layer' of assessment and additional guidance would unnecessarily add to the time and cost of decision making and work against comprehensive and effective responses.

Planners undertake, in strategic and statutory planning processes together with allied built environment professionals, an integrated assessment, using an evidence base with expert and community input. The PIA cautions against the introduction and reliance on a referral mechanism to key agencies, such as Victoria Police at the permit assessment stage, as this would not be an effective use of resources, would be unlikely to improve outcomes and replicates the current capacity to seek police advice when needed.⁷²³

Mandating CPTED guidelines is restrictive, stifling both creativity and originality

The AILA argued that the mandating of CPTED principles or the guidelines could unnecessarily result in a template model that stifles creativity in design and planning, explaining that 'the application of CPTED in practice should not be considered as a 'one size fits all' model. Different places require creative and inventive design solutions'.⁷²⁴ The view of designers and developers with regard to issues of 'creativity' is also summed up in the evidence of Jill Garner, the Associate Victorian State Architect.

721 Kirsten Bauer, President, Australian Institute of Landscape Architects (AILA), Victorian Chapter, Submission, 28 August 2012.

722 Simon McPherson, Director, SJB Urban, Public Hearing, Melbourne, 22 October 2012.

723 Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012. Brett Davis, the Vice President of the PIA told the Committee during a public hearing that mandating the Guidelines could lead to developers or planners simply using them as an arbitrary checklist: 'Oh, I'm just going to do my community impact assessment — tick tick tick'. Such is not the 'nuanced' model they would advocate' (Brett Davis, Vice President, Planning Institute of Australia, Victorian Division, Public Hearing, Melbourne, 12 November 2012).

724 Kirsten Bauer, President, Australian Institute of Landscape Architects (AILA), Victorian Chapter, Submission, 28 August 2012.

Why they do not want it legislated or mandated, I think they probably just feel it is another set of rules that they have to adhere to, and a lot of designers like to say, 'I like to be inventive. I like to have the capacity to invent new ways of doing things', and maybe that is what their response is, and they are nervous about being told how to do it.⁷²⁵

David Dreadon, an AILA representative, gave evidence to the Committee on this point:

[w]e do not think it is necessary to stifle the innovation and the creativity that is embedded in the design professions with a whole raft of new legislation. It is more about advocacy and education and awareness to encourage people to consider what the implications of their design decisions or management decisions are. We think that Melbourne is a great example — the laneways, the vibrancy of those are just fantastic outcomes that have been driven by community participation rather than overly complex regulation of planning permits and things like that...In short, we would be saying that we do not think there is a need to have additional regulation there. It is more about advocating or advertising these principles and making sure they are embedded across a wider range of the community, rather than just specific design professions like landscape architecture or in council — The principles as a whole I do not think are well understood, or the implications of certain design proposals are not well understood.⁷²⁶

This is also the view of Paul Hardyman, Landscape Architect with urban design firm Urbis, who believes a 'one size fits all' template or set of guidelines has the potential to stifle design creativity and originality:

I think if you mandate, the thing that is important is what you mandate. If you mandate a document, saying, 'It's got to comply with this', you need to be really careful about what that document says. If the document is too prescriptive, you are going to get these 'blandscapes' generated from it.⁷²⁷

Planning executive Jason Black also expressed concern about stifling creativity, giving an example in the context of lighting. He told the Committee that most growth area councils specify the exact type and design of lighting that must be used in line with the Guidelines and other lighting standards:

This has caused concern within the development industry as the prescription of lighting type stifles the ability to use lighting creatively within new communities. As we see in Melbourne's CBD, lighting can be used for safety but it can also be used to create place and interest, which as a result encourages people to use places and create a natural surveillance of areas that were typically neglected and of little interest.⁷²⁸

A legislative approach is not necessarily an effective approach

Tony Lake, President of the International CPTED Association, told the Committee that he is often asked why Victoria does not entrench its Guidelines in legislation as in New South Wales. In his view, however, this is an unhelpful comparison and the fact that New South Wales does have a semi-mandated system for the application of its CPTED Guidelines does not mean that CPTED is more comprehensively or efficiently applied at local level in that state:

One of the things that is quite often said to me is: 'Why are we just having guidelines? Why don't we put in some legislation and make them do it?'. Should CPTED principles be mandated in legislation? I personally do not think so. In Victoria you have guidelines. Queensland guidelines came out in 2007 as well. In New Zealand it was 2005 and Western Australia was 2006. But one of our jurisdictions in Australia — that is, New South Wales — actually has legislation, and it is not as effective as we would like to think.

725 Jill Garner, Associate Victorian Government Architect, Office of the Victorian Government Architect, Public Hearing, Melbourne, 22 October 2012.

726 David Dreadon, Secretary, Australian Institute of Landscape Architects, Victorian Branch, Public Hearing, Melbourne, 10 September 2012.

727 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

728 Jason Black, Managing Director, Insight Planning Consultants, Melbourne, Correspondence to the Drugs and Crime Prevention Committee, 1 May 2013.

Under the Environmental Planning and Assessment Act there is a requirement of assessment of applications to be done prior to things being approved, and in that assessment there must be an accompanying CPTED review. We might all be thinking, 'Well, that is fantastic that New South Wales has gone that far'. The only trouble with New South Wales is that...people are doing CPTED reviews very cheaply and easily because all the legislation says is that a review must be done. It does not say that it has to be effective; it does not say that any recommendations have to be taken notice of. Unless we are going to back it up with a little bit more than that, it is not going to be as effective as we would like.⁷²⁹ So let us be careful of going down the track of legislation.⁷³⁰

Mr Lake also believed that in the area of crime prevention, and particularly the application of CPTED at local level, the state government should have a lesser role compared to local councils:

I have an issue with the state telling councils what to do as far crime prevention goes. Crime prevention is a local matter and a local issue. The purpose behind guidelines like the Victorian safer design guidelines is to say to councils, 'Okay, this is what we think it should be; this is how it should work. What we would like you to do is take it on board and for you to put it in your own policies and procedures'. The places I already mentioned [City of Melbourne, City of Brisbane, City of Townsville] are doing that and doing it very effectively. Honestly, in the end the people who have to make the decision on whether something has been approved or not are going to be the local council, so they are the ones that should have the responsibility.⁷³¹

Criminologist Garner Clancey from the University of Sydney has written extensively on how the semi-regulatory approach of mandating CPTED in New South Wales does not always lead to comprehensive or effective outcomes. These arguments, particularly in the context of local CPTED audits, are canvassed later in this chapter.

Mandating CPTED guidelines is costly in terms of both time and resources particularly for developers

Representatives from the Victorian property development industry have generally been opposed to greater regulation of the industry through the mandating of the *Safer Design Guidelines for Victoria*. Mark Allan from the Property Council of Victoria, for example, believes that adding another level of regulation would not achieve better outcomes:

I would not advocate for mandating, and that is simply because a lot of the decisions about the public realm in particular but also in the built environment, more generally, there are no black and white answers. There will be value judgements required.

I think simply adding a level of regulation will not necessarily achieve better outcomes. I would advocate that you may simply see increased time lines, and that might have an even more adverse effect on the part of the development industry. Anything that is seen to add time will be seen to add costs. While they might not know them by name, I would suggest that the property development industry would be much more likely to pursue the very real and important objectives of CPTED if that was done through better guidelines and strategies to increase the skill sets of government decision makers.⁷³²

In Mr Allan's view, a preferable alternative to regulation is to provide more evidence to developers and planners showing how design guidelines are beneficial in the development of new building projects. Such evidence could be gathered through case studies or better case examples of the guidelines being applied in practice:

729 This is also the view of academic Garner Clancey from the Sydney University Institute of Criminology. His views as to why the NSW mandated system may not always result in better outcomes have already been canvassed in Chapter 7 of this Report.

730 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

731 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

732 Mark Allan, Chairman, Sustainable Buildings Committee, Property Council of Australia (Victoria), Public Hearing, 18 March 2013.

If you could clearly produce published evidence that said, 'Apply these principles when you are designing buildings that interface with public spaces or locations', then you would probably find that property developers would be very interested in that. At the moment I am searching a bit to find that evidence. I guess I know and feel that the design of the built environment will impact how we feel and how we appreciate the public domain in particular, but in terms of hard evidence I would very much welcome seeing local examples of that. I think the other reality is that we need to be careful, because if you mandate an outcome in one location and accept it is in some respects a value judgement or subjective, then it could be counterproductive in another location.

If you can provide evidence, I think it just makes for a much stronger case. Property developers want to do good development because they understand that by doing so the value of the project will be increased. I would just like to reiterate that I would take that approach: build awareness, have really good guidance and then work with the decision-makers to improve the skill sets.⁷³³

A submission from the major property development company Lend Lease also argued against what they call 'a potato stamp' approach to incorporating good design into development projects. Whilst the Safety Design principles may offer a good broad based approach to developing safer places the guidelines if mandated would prove to be overly prescriptive:

[W]e do not believe the Safer Design Guidelines should be mandated into legislation. There are many answers on how to create a safe community. Not all of them come from either a template based approach or a set of rules. Many just come from a set of [local or internal] guidelines and an innovative approach to making the most of the local context we operate within. We believe that there are as many valid solutions that would be achieved by simply following the principles and forgetting the guidelines, as would be achieved by mandating an approach that required developers to follow the guidelines.⁷³⁴

The need to mandate — but with caveats

The Committee also received evidence that took a more equivocal approach to whether there should be greater regulation of CPTED. According to such commentators, mandating CPTED is not a 'black or white' issue.

Mandating principles but not guidelines

Some witnesses in the Victorian context believe that the principles or general concepts contained within the *Safer Design Guidelines for Victoria* could be mandated but not the minutiae of the Guidelines themselves. For example, Michael Chapman of Lend Lease told the Committee that there would be no problem in developers being required to address the general principles of CPTED in their developments and in fact most developers already do so, even if they are not aware of the *Safer Design Guidelines for Victoria* by name.⁷³⁵ Similarly, Paul Hardyman from Urbis was not opposed to the general principles of the Guidelines being mandated but would not want to see the detail of the Guidelines being prescribed. In his view, adherence to the principles would be particularly useful for developers 'who have to be dragged kicking and screaming to the table' in order to incorporate designing out crime principles properly into their developments.⁷³⁶

An arguable problem with the mandating of principles but not guidelines, however, is that according to some commentators CPTED principles and concepts are couched in such broad terms that conceivably a developer or designer could get away with merely 'ticking off' this requirement without really addressing how his or her designs practically meet crime

733 Mark Allan, Chairman, Sustainable Buildings Committee, Property Council of Australia (Victoria), Public Hearing, Melbourne, 18 March 2013.

734 Tarun Gupta, Chief Executive Officer, Property, Australia, Lend Lease, Submission, 14 March 2013.

735 Michael Chapman, General Manager, Design & Environment, Lend Lease, Public Hearing, 18 March 2013.

736 Paul Hardyman, Design Director, Urbis, Public Hearing, Melbourne, 12 November 2012.

prevention goals.⁷³⁷ As Sylvia Georges from the City of Boroondara told the Committee, although ‘the CPTED principles should be mandated in legislation to ensure they are implemented and given priority in the assessment process, mandating non-prescriptive measures [given their breadth and lack of concrete application] can be difficult’.⁷³⁸

‘A mandated approach fits some contexts and not others’

Other witnesses to the Inquiry have been equivocal about taking positions either strongly for or against the mandating of CPTED, arguing that a template or prescriptive approach without consideration for the local context of the development in question is undesirable.

For example, Associate Professor John Fitzgerald of the University of Melbourne told the Committee that he could not give a categorical response as to whether the *Safer Design Guidelines for Victoria* should be further regulated as the circumstances varied depending on who may be proposing or building a development. In his view the larger and better resourced developers would probably have few problems in complying with the Guidelines but this may not always be the case for smaller developers or individuals:

For the larger developers I think the guidelines form one part of a larger mix which does not pose much problem for them. If a guideline said, ‘You really should start doing this’, then it would not pose that much of a problem for them. For the smaller developers, I think it does. I think this is where you get very much a patchwork quilt response to the guidelines.

My sense is that if the larger developers saw it as part of their value proposition to actually make a place safer, and if it was made explicit to them that it was part of it, then I think they would do it. In short I think that to mandate them would have little impact on the major providers, so yes, I think that would be fine. But you are going to have to think about your smaller developers, about how they cope with it.⁷³⁹

Academics from the Design Against Crime Research Centre in London believe that on balance CPTED Guidelines and resource guides such as the *Safer Design Guidelines for Victoria* should be legal requirements as long as they had enough flexibility to take into account the local context.⁷⁴⁰

A mandated approach by itself is not enough to effectively incorporate CPTED into planning

Dr Paul Cozens of Western Australia’s Design Out Crime Research Centre agreed that whilst certain elements of CPTED applications should be mandated, for example minimum security standards for doors, locks and windows, there is ‘little point in making CPTED mandatory when there is not the expertise to deliver it. [Moreover] lack of crime data will continue to disrupt the [application] of CPTED’.⁷⁴¹ According to Dr Cozens it is these issues of education and training and research and data collation that are paramount in the delivery of CPTED and need to be given priority over issues of greater regulation.⁷⁴²

Sylvia Georges, urban designer with Boroondara Council agrees with this view. She told the Committee that mandating CPTED principles or guidelines would not be of itself enough to guarantee effective incorporation of designing out strategies into planning. There needed to be a mix of strategies to supplement the regulation including better training for planners,

737 This certainly has been the case in New South Wales, see Clancey and discussion below.

738 Sylvia Georges, Urban Designer, City of Boroondara, Presentation given at Public Hearing, Melbourne, 22 October 2012.

739 Associate Professor John Fitzgerald, School of Social and Political Sciences, The University of Melbourne, Public Hearing, Melbourne, 26 November 2012.

740 See for example comments of Professor Lorraine Gamman, Dr Tim Pascoe and Mr Adam Thorpe in correspondence to the Drugs and Crime Prevention Committee, 9 December 2012.

741 Dr Paul Cozens, Research Fellow, Curtin University, Public Hearing, Sydney, 10 December 2012.

742 Dr Paul Cozens, Research Fellow, Curtin University, Public Hearing, Sydney, 10 December 2012.

police safety audits⁷⁴³ and more detailed advice for planners as to how CPTED could be applied to individual projects. She told the Committee what is needed is:

The adoption of a CPTED strategy model similar to that of NSW and Queensland, which involves a high level, mandatory policy in the legislation e.g. The EPAA (Act) for NSW & the IPA (Integrated Planning Act 1997) for Queensland, to help councils consider and implement CPTED principles when assessing planning applications.

- This has to be supplemented by a set of detailed design guidelines similar to those developed by the Queensland Government or the NSW Model Code.
- The Committee should also work closely with the Australian Building Codes Board to include crime prevention strategies in the future Building Code of Australia (BCA).
- A greater involvement from Victoria Police, which may involve training for planners, architects etc, advising on large apps & conducting safety audits.
- The local and state planning regulatory bodies also have to provide clear guidance and extensive training (based on CPTED principles) to planners and other staff whose work involves the design of the built environment.⁷⁴⁴

Lessons learned from the New Zealand experience

New Zealand's National CPTED Guidelines are not legislatively prescribed for the whole country — individual local governments can decide whether and to what extent they mandate the use of the Guidelines.⁷⁴⁵ New Zealand is, however, an interesting case study as it has two major cities which take quite different approaches to the incorporation of the National CPTED Guidelines to local planning developments.

The Wellington City Council takes a limited statutory approach; whilst CPTED guidelines are mentioned in its District Plan there are no directly associated rules or assessment criteria governing their application — only the objectives have statutory effect. The Wellington City Council District Plan states that the method for achieving the application of the CPTED Guidelines is 'advocacy' with the Guidelines being promoted by Council for the development of a safe city (Ministry of Justice New Zealand 2005b, p.39).

The Auckland Council, on the other hand, takes a comprehensive statutory approach whereby all the components of the Guidelines have statutory effect in the local District Plan.⁷⁴⁶ In practice this means that CPTED applies to:

- people generating activities such as integrated housing developments as well as non-residential activities (such as care centres and places of assembly) in residential zones
- large-scale redevelopments (including mixed-use developments), residential developments, large-scale transport facilities, and car parking facilities in business areas
- business activities that interface with residential activities
- certain new buildings, car parking and playground areas within open space zones and special purpose zones (Ministry of Justice New Zealand 2005b, p.40).

The main advantage of the incorporation of the Guidelines into the District Plan is that the Commissioners responsible for assessing development applications will take CPTED

743 See discussion below.

744 Sylvia Georges, Urban Designer, City of Boroondara, Presentation given at Public Hearing, Melbourne, 22 October 2012.

745 One of the key factors identified as a challenge to CPTED implementation in New Zealand as reported in the Review of the National CPTED Guidelines was in fact not having a mandate to make it compulsory for developers to follow the Guidelines. See Russell 2010, p.31.

746 As a consequence of some council amalgamations and municipal area realignments current District Plans in various localities of Auckland will be replaced by a Unitary Plan for Auckland. It is unclear as to what extent the CPTED Guidelines will be mandated in the overall Unitary Plan for Auckland. See http://www.aucklandcouncil.govt.nz/EN/planspolicies/projects/plansstrategies/unitaryplan/Pages/home.aspx?utm_source=shorturl&utm_medium=print&utm_campaign=Unitary_Plan. Accessed 10 April 2013.

into consideration when assessing consent applications. ‘Therefore CPTED is likely to have a greater effect under a comprehensive statutory approach than for a limited statutory approach’ (Ministry of Justice New Zealand 2005b, p.40).

Other advantages of incorporating CPTED Guidelines or their equivalent into local government District Plans were outlined in a research study undertaken by Massey University in Palmerston North. Whilst the findings are applicable in the first instance to the New Zealand situation, arguably they can be extrapolated to other models including that of Victoria. The study found that:

- CPTED can be overlooked unless incorporated into a District Plan.
- Some private developers will only be persuaded to change proposals to be consistent with CPTED guidelines if there are specific rules in the District Plan that provide the council with the ability to impose conditions.
- Some resource management regulators might ignore non-statutory issues in order to manage workload.
- Statutory concerns tend to be treated more seriously than non-statutory ones.
- Awareness of CPTED is likely to rise if there is statutory application (Ministry of Justice New Zealand 2005b, p.41).

A Review of the National CPTED Guidelines for New Zealand, based on a survey of local government authorities, identified several concerns with regard to implementing CPTED guidelines. One commonly mentioned challenge was not having a mandate to ensure developers followed CPTED principles. Another concern was the lack of a mandatory strategy for including CPTED in their local government area. Presumably these responses were from councils where there is no existing mandatory process for the incorporation of the National Guidelines (Russell 2010).

The views of New Zealand stakeholders

Many of the local government and associated stakeholders the Committee met with on its visit to New Zealand supported the use of some form of legislative mandate to incorporate CPTED into local planning. Sue Ramsay from the Community and Safety Team of the Christchurch City Council, for example, spoke of the need for clear legislative direction in applying CPTED principles, particularly important in the context of the rebuilding of Christchurch after the earthquakes:

I think it is crucial that somewhere there is a mandate to give [CPTED] impetus and say to people you have to comply with this standard, it doesn't have to be universal, it just needs to be [written] somewhere so people who are working with us can point to it and say we need to do this, can we talk about it. I think that has been crucial for us.⁷⁴⁷

Similarly, Geoff Wilkinson, an urban design planner with the Palmerston North City Council, believes on balance CPTED guidelines should be mandated especially given that private developers who are ‘commercially minded’ would not necessarily follow the guidelines voluntarily.⁷⁴⁸

This was also the view of Chris Butler, a specialist assessor with consultancy firm Harrison Grierson. He told the Committee:

I think it's crucial to get action at a local level and to have something mandated within the planning framework. For example, Auckland City has specific requirements within their district plan to ensure

⁷⁴⁷ Sue Ramsay, Team Leader Crime Prevention, Community and Safety Team, Community Support Unit CPTED Programme Lead, Christchurch City Council, Meeting, Christchurch, 1 November 2012.

⁷⁴⁸ Geoff Wilkinson, Policy Planner Urban Design, Strategic Department, Palmerston North City Council, Meeting, Palmerston North, 31 October 2012.

development in the central area is in accordance with CPTED principles. For large scale development, including mixed use development in business areas and higher density housing zones, assessment criteria ensure there is a requirement to take into account CPTED principles. Beyond that, most CPTED requirements tend to be [non-mandated] guidelines, while it remains a challenge trying to get planners to look at urban design let alone CPTED. I think it is just one of those issues that unless you have a planner who has been involved in a CPTED course or has had some specific training, you are less likely to get any sort of traction.⁷⁴⁹

Not all CPTED experts in New Zealand however were convinced of the merit of mandating CPTED principles or guidelines to have legislative authority. Dr Frank Stoks, one of New Zealand's leading authorities in the area, is equivocal as to the value of embedding the Guidelines in legislation, particularly as safety and good design provisions are required to be followed in a variety of other acts and ordinances in New Zealand:

As to whether CPTED should be mandated I don't think this is necessary. Most local/city authorities have numerous mandates for safety embedded in their institutional publications, statements of intent, annual reports, policies, design guides, and prerequisites for World Health Organisation "Safe City Status". Often those mandates confuse or fail to clearly distinguish between safety against injuries, with safety against harm or fear of harm from crime. Many of these documents, in my experience and research, have a specific mention of requirement for safety by design, which is implicit anyway.

CPTED is the principal tool by which safety by design is delivered. One doesn't usually mandate tools...

These likely existing mandates for safety (and indirectly use of CPTED) along with other legislation show that arguably, in NZ at least, and likely in Australia, there are plenty of mandates for safety by design already, some of which are very powerful pieces of legislation. So there are already plenty of ways "to make developers conform".⁷⁵⁰

Local Government New Zealand also strongly recommends that territorial authorities or local governments encourage the use of CPTED safety audits in their local areas. Safety Audits generally and more specialised CPTED audits which incorporate the use of Crime Risk Assessments are increasingly being viewed as a useful, and in some jurisdictions essential, tool to ensure designing out crime strategies are built into the planning process.

A measure to encourage compliance? — CPTED audits and crime risk assessments

CPTED risk assessments and audits are being used increasingly in Australian and international jurisdictions. They are usually employed prior to the recommendation of any CPTED design modifications for local development projects. Clancey describes a CPTED crime risk assessment as:

[a] systematic evaluation of the potential for crime in an area. It provides an indication of both the likely magnitude of crime and likely crime type. The consideration of these dimensions (crime amount and type) will determine the choice and appropriate mix of CPTED strategies (2011, p.2).

In some cases crime risk assessments are a mandatory part of the development application process such as occurs under Section 79 of the New South Wales Environmental Planning and Assessment Act 1979 (EPPA). In most cases audits and assessments are entered into by local government authorities and police. According to Cozens, collaboration between police and planners is vital in this regard (Cozens 2008).

CPTED site assessments, as stated, may be conducted by police and/or planners, as is the case in Manchester and New Zealand. But they may also be undertaken by private developers or

749 Chris Butler, Urban Designer, Harrison Grierson, Meeting, Wellington, 30 October 2012.

750 Correspondence from Dr Frank Stoks to the Drugs and Crime Prevention Committee, 4 March 2013.

CPTED specialists, as occurs in New South Wales. Site assessments determine the factors that impact on actual and perceived safety of the site for potential users: 'The ultimate aim of a site assessment is to make recommendations for improving the safety of the area and assist with their implementation' (Ministry of Justice New Zealand 2005b, p.30). Some CPTED assessments and audits may also take community opinion into account in order to understand local safety concerns (Lake 2012).⁷⁵¹

Most CPTED commentators have argued that for CPTED audits or risk assessments to be effective they should take place before the final planning and construction of a development (Monchuk 2011; Monchuk & Clancey 2013). This ensures:

CPTED can be incorporated from the beginning and allows safety and security strategies to be tailored for the needs of the particular site — avoiding the likelihood of costly remedial work later on (Ministry of Justice New Zealand 2005b, p.30).

CPTED audits and crime risk assessment tools

Crime risk assessment tools often use local crime data and police intelligence to assess the likelihood of crime in a specific area. Crime 'hot spot' or 'hot dot' mapping may also occur (Cozens 2008, p.437). Farrell and Sousa have defined a 'hot spot' in this context as: 'A small geographical unit in which crime is concentrated, such as a street intersection and up to one half block in each direction' (2001, p.227). 'Hot dots' occur when there are cases of repeat victimisation in a particular location.⁷⁵²

Hot spots and hot dots may often be concentrated around, or generated by, certain locations such as licensed premises, car parks or ATMs. Often a very few hot spots may generate much of the crime in a city or locality (White 2006). Crime mapping can also map crime temporally. For example, the Brantinghams have written of temporal clusters of crime as 'burning times'. In other words, certain locations can exhibit a 'spike' in crime at certain times of the week but not others (Brantingham & Brantingham 1999). A key example would be bars and pubs at closing time on a Saturday or Sunday morning. Both temporal and locational hot spots can be mapped to produce intelligence for police and local authorities. Garland White (2006) argues that crime mapping is a useful tool to be used in association with environmental initiatives such as CPTED applications in order to redress crime and disorder in local areas:

Mapping crime events allows a more precise examination of the variation of crime across communities and over time...Mapping crime data allows the researcher to aggregate crime events by geographical areas such as communities and neighbourhoods. This facilitates the comparison of crime rates across communities and allows for examination of long and short term trends (2006, p.209).

Social impact and cumulative impact assessments

In some circumstances planning permission for certain developments such as licensed premises may require a social impact assessment. The PIA (Victoria) has commented that a CPTED analysis/risk assessment could be a useful adjunct to instances where a social impact assessment may be required as part of planning permission. The problem is that often these required assessments are restricted to the land or location subject to the application, even though the impact of antisocial behaviour on or near the site may go well beyond the immediate environment. This is where the increasing use of cumulative impact assessments may be warranted:

751 For example, through written surveys or personal consultations. See Lake 2012, 'CPTED and policing: inextricably interdependent', Paper presented at the *Comparative Crime Prevention through Environmental Design Conference*, Sydney, 24 January.

752 For an in-depth discussion of crime mapping as an environmental criminology tool see White 2006 and Wortley and Mazerolle (eds) 2011. For a detailed discussion of mapping 'hot spots' and 'hot dots' and their relationship to CPTED see Townsley, Homel and Chaseling 2000.

The role of statutory planning has the greatest potential impact on crime reduction by designing it out, and when considering potentially detrimental uses (gaming, licensed premises) particularly for areas currently experiencing crime or anti-social behaviour. Cumulative impacts in established areas should form a critical and early part of the permit assessment process. CPTED is also useful when undertaking a Social Impact Assessment, when trying to quantify or understand how “safe” the social impacts of a project or policy or initiative are likely to be...

The increasing use of cumulative impact assessment recognises the need for broader impacts external to the site to be considered. This is often relevant to linked environments for instance shopping centres and walking environments, cultural centres and public transport pedestrian access routes, kindergartens and child care centres, which need to consider footpaths and lighting during the planning permit process, and may need to create a neighbourhood amenity plan.

Safety audits required for development stop at the title boundary, however impacts are often external to the site. Some liquor licenses include off site considerations but this is not commonplace nor applied to other issues known to result in harm.⁷⁵³

Examples of mandatory CPTED audits and risk assessments

The following discussion provides some examples of CPTED audits or risk assessments in jurisdictions where they are required by legislation or otherwise mandated, namely New South Wales, Greater Manchester and the Netherlands. It demonstrates the various types of audits that are undertaken and the differences between them in terms of complexity, thoroughness and detail required.⁷⁵⁴

CPTED audits in New South Wales

Under Section 79C of the New South Wales *Environmental Planning and Assessment Act 1979* a local consent authority (primarily a local council) must ensure that any developments in their municipalities provide safety and security to the community. In this regard a formal crime risk assessment will be required for any development the Council considers likely to create a risk of crime.

The CPTED Guidelines produced under Section 79C outline how councils are to assess crime risk in local developments. It is acknowledged, however, that they are not sufficient in themselves to inform councils about how to conduct crime risk assessments. To gain a detailed understanding of how to conduct crime risk assessments and how to apply CPTED principles, council planners need to attend approved training courses conducted primarily by New South Wales Police (Department of Urban Affairs and Planning (DUAP) 2001).

Local crime risk assessments can be formalised through either

- Local Development control plans⁷⁵⁵
- A council policy on risk assessment
- A consultation protocol between council and police on specific development proposals (DUAP 2001, p.3).

Crime risk assessments in New South Wales are informed by a variety of sources of data and information. These include local crime statistics, crime hot spot analyses, socio-economic data provided by the Australian Bureau of Statistics, and crime risk management instruments developed by New South Wales Police. The New South Wales Bureau of Crime Statistics and Research (BOCSAR) also assists police and local councils in undertaking CPTED audits and local risk assessments through the provision of statistical data and analysis tailored to local areas.⁷⁵⁶

753 Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012.

754 These examples to some degree have been outlined in previous chapters and will therefore be only briefly discussed in this context. See Chapters 5, 6 and 7 of this Report.

755 See discussion in Chapter 7.

756 See discussion in Chapter 7.

How effective are NSW crime risk assessments?

Despite the compulsory requirement for doing crime risk/CPTED assessments in New South Wales, criminologist Garner Clancey questions their value. In particular, given the vagueness of the CPTED assessment criteria against which proposals are measured (the general CPTED principles of surveillance, access control, territorial reinforcement and space management):

[i]t is very difficult to see how the guidelines in their current form could be used to reject a development application. By using the vernacular of CPTED it is possible to connect almost any development proposal with the general CPTED principles (Clancey, Lee & Fisher 2012, pp.10-11).⁷⁵⁷

Some of the data used in these assessments may also be questionable in their relevance. Clancey, quoting Minnery and Lim (2005), notes that 'CPTED is a local, intimate small scale phenomenon' (in Clancey 2011c, p.6). As such, the use of generalised or comparative data across local government areas in assessment reports 'provides a very blunt form of analysis, especially in the context of a development of one small parcel of land within a local government area' (Clancey 2011c, p.6).

A detailed review of crime risk assessments by Clancey made pursuant to the Section 79 Guidelines found the assessments were somewhat superficial in their detail and scope, particularly in the following areas:

- The absence of site visits and stakeholder consultation in the preparation of the crime risk assessment reports;
- The brevity of the reports and the limited reference to adverse findings from the crime risk assessments;
- The favourable commentary towards the proposed developments, which raises questions about the independence of the crime risk assessment process;
- The relevance of CPTED principles to specific developments. This is especially true for developments involving public space, whereby access control largely becomes redundant. Considerations of space management are also potentially problematic because at the time a crime risk assessment will be conducted it is unlikely that specific plans will have been developed for how the space will be managed after it has been constructed;
- The uncertainty of commitments and the lack of appropriate standards or procedures to hold developers accountable to commitments made in crime risk assessment reports;
- The potential to overstate the merits of CPTED, especially in light of the criticisms of the empirical basis of key CPTED concepts and principles; and
- The limited relevance of data, especially when it is presented for large geographical areas (like government areas), despite the generally small size of the proposed development sites (2011c, p.7).⁷⁵⁸

Another feature of NSW assessments that has given rise to criticism is that, unlike other models whereby the assessment is conducted by the police or a delegated expert authority, NSW crime risk assessments can be done by private consultants or companies. Even more disturbing according to Monchuk and Clancey is that some NSW reports have been prepared by property development companies or entities responsible for the overall development of the proposal (Monchuk & Clancey 2013, p.82).⁷⁵⁹

757 For further discussion of these criticisms and the alleged inadequacy of the New South Wales model, see discussion in Chapter 7 and Clancey 2011c; Clancey and Chiu 2011; Clancey, Lee and Fisher 2012; and Monchuk and Clancey 2013.

758 A senior official with the New South Wales Department of Planning told the Committee that one of the reasons risk assessments may not always be as robust as they could be is due to the costs involved in doing the assessment. See David Birds, Director of Policy, NSW Department of Planning and Infrastructure, Public Hearing, Sydney, 10 December 2012.

759 In addition to the CPTED audits conducted as part of the planning permit process, the New South Wales Department of Justice provides grant funding to local councils who have identified hot-spot crime areas with particular problems. The Council can then apply for funding to implement strategies to address the localised crime problem. The Department also provides specific CPTED funding grants to councils where the Department has identified particular concerns pertaining to crime in the built environment; for example graffiti at hot-spot locations.

See comments of Dr Tania Matruggio, Assistant Director, Crime Prevention Division, Department of Justice and Attorney General, Public Hearing, Sydney, 10 December 2012.

Finally, Clancey has questioned whether risk assessments are undertaken early enough in the application process. In many cases it would appear that any CPTED audit is done long after initial planning for the proposal has been underway. Police or local government officers may therefore become involved at a stage where it is difficult to recommend any meaningful design changes to a proposed application (2011c). This is to be contrasted with the position in Manchester where risk assessments and CPTED audits are conducted much earlier in the process (Monchuk 2011; Monchuk & Clancey 2013). As Monchuk and Clancey critically comment:

If, as appears the case, CRA's [Crime Risk Assessments] are completed just prior to the submission of a development application, there is much less opportunity for any recommendations that the author might make in the CRA being adopted or incorporated into the design. Unlike the process in Greater Manchester, a CRA in this instance becomes a form of purchased endorsement rather than an objective assessment of crime risk that is considered throughout an iterative process of design (Monchuk & Clancey 2013, p.89).⁷⁶⁰

Safer Places — Risk assessments in the United Kingdom

In the United Kingdom, the Home Office⁷⁶¹ has produced a series of toolkits to help local authorities undertake crime risk assessments and CPTED audits. It has been produced to assist local authorities to fulfil their responsibilities under the Crime and Disorder Act 1998.⁷⁶² This toolkit gives planners and developers advice on local geography, crime risk assessment and crime pattern analyses. The information gained from the audit and assessments forms the basis of a written report for the local authority. As part of the crime risk assessment planners need to be able to:

- identify the crime risks present in specific locations;
- identify likely consequences of those crimes for the community and for institutions, companies and individuals, including especially vulnerable individuals and groups;
- assess or take advice on priorities for crime reduction and other considerations;
- establish the likely causes of crime in a given area; and
- work out how they might be ameliorated or reduced through changes to the environment through the planning process. (Office of the Deputy Prime Minister 2004, p.46).

In assessing local crime risk, planners need to ascertain information on:

- What crimes are taking place and how often?
- How are the crimes being committed?
- Where?
- When (time of day, day of the week, time of year)?
- Why (what are the motives for offending, e.g. material, racial, territorial, alleviation of boredom) — who are the offenders?
- What vehicles/properties/victims are involved? and
- How are goods being disposed of? (Office of the Deputy Prime Minister 2004, p.46).

Finally, questions that might be asked with regard to the assessment include:

- Is the site in, or close to, a known crime hot spot or a 'honeypot'?

760 For a table outlining the key similarities and differences between the New South Wales and Greater Manchester models, see Appendix 15.

761 The toolkits were produced by the former Crime Reduction Unit of the Home Office, since disbanded. Whilst the toolkits themselves have largely been archived they are still used by a range of local government authorities and community agencies. See <http://www.community-safety.info/13.html> Accessed 16 April 2013.

762 Namely that local authorities must do all they reasonably can to prevent crime and disorder in their municipalities. See also the discussion in Chapter 5.

- Does the area have characteristics — such as high child densities, unemployment or levels of drug abuse — that may make residents more likely to offend or be victims of crime?
- Building on the guidance offered in this guide does the existing layout of the built environment make crime and disorder more or less likely? (Office of the Deputy Prime Minister 2004, p.46).

It is expected that planners and developers work closely with local Architectural Liaison Officers (ALOs) or their equivalent in conducting the risk assessments, particularly in undertaking site visits and writing up reports. However, ALOs have expressed concern that, it is not a legislative requirement in England that such audits take place⁷⁶³ or that an ALO's advice is sought on proposed planning applications.⁷⁶⁴ One of the few exceptions to this is the Design for Security Scheme operating in Manchester.⁷⁶⁵

Design for Security audits in Greater Manchester

In Greater Manchester a developer or other applicant who seeks planning permission for a local development must, in submitting the planning application, also comply with a local Crime Impact Statement (CIS). The CIS is usually compiled by the Greater Manchester Police Design For Security Consultancy (GMP DFSC), which charges a fee for this service.⁷⁶⁶ The CIS consists of a consultation process and then the compilation of the CIS Document (Monchuk 2011). If a CIS is not submitted to the Local Police Authority (LPA) along with the planning application, the application will not be processed and validated by the LPA, possibly resulting in the delay or rejection of planning permission. The ultimate purpose of the CIS 'is to ensure that design decision makers consider crime, disorder and fear of crime before determining whether to proceed with new projects' (Greater Manchester Police 2010, no page no.).

The CIS process commences with the GMP DFSC consultant conducting a thorough evaluation of the proposed development:

[w]hich may involve liaising with the client and other built environment professionals, undertaking a visit to the proposed development location (a site visit) and liaising with other relevant agencies and organisations (for example the local Neighbourhood Policing Team (NPT) and Counter Terrorism Unit (CTU) (Monchuk 2011, p.36).

The GMP DFSC also compiles a Crime Pattern Analysis (CPA) which involves a detailed analysis of the levels of crime and disorder within the locality of the proposed development such as 'modus operandi' data:

763 Although Monchuk and Clancey state that the legislative requirement underpinning Crime Risk Assessments in New South Wales is 'perhaps something which could be considered in England [outside Manchester] to promote the importance of design and its potential impact on crime and disorder', such an outcome is unlikely given that the UK Government is seeking to reduce not augment the planning bureaucracy in that country (2013, p.88). The converse argument which the authors recognise is that by legislating for a planning audit and risk assessment and prescribing its content, the discretion of planning authorities may be reduced and this may be particularly unwarranted in cases where a proposed development does not raise any significant crime prevention issues (Monchuk & Clancey 2013, p.88).

764 ALOs are not named as 'statutory consultees' in the planning process. See discussion in Chapter 5.

765 In some jurisdictions in England, community engagement in the audit process takes place through 'crime opportunity profiling'. Here designing out crime experts and/or architectural liaison officers may survey potential development areas mapping out current and potential opportunities for crime. Members of the public may accompany them on such inspections. See Correspondence of Tim Pascoe, Perpetuity Research and Consultancy International, to the Drugs and Crime Prevention Committee, Inquiry into the Victorian Safer Design/CPTED Principles, 9 December 2012.

See also Calvin Beckford COPS: Crime Opportunity through Profiling of the Streets: A practical and developing guide to help identify and deal with crime opportunity generators in the street environment. Accessed 16 April 2013 at: http://www.dsp-groep.nl/getFile.cfm?dir=rapport&file=COPS_16_COPS_guide.pdf

766 Parnaby argues in its applied form CPTED is a neo-liberal exercise in risk management and that processes such as the Greater Manchester Crime Impact Statement are examples of where citizens or other stakeholders such as developer companies are expected to enter partnerships with the police — a 'co-production' in community safety (2006, p.5):

'No longer the benefactors of a paternalistic state, individuals are to rationally acquire and enact expertise in order to manage their own risks. Governance within a neo-liberal framework, and vis a vis crime prevention in particular, is now fundamentally about governing through individuals 'as "consumers", "partners", "responsible members of the community" and "active citizens"' (O'Malley & Palmer 1996 in Parnaby 2006, p.5).

Based upon the CPA, the consultant is then able to formulate advice and recommendations and work in collaboration with the client to help them mitigate against any elements of the proposed design which could prove criminogenic. In addition to assessing the proposed development, the consultant will also assess the impact that the development could have on the community and the surrounding land uses (Monchuk 2011, p.36).

On the basis of this received data the GMP DFSC consultant will compile the formal assessment document that the client has to submit as part of the planning application:

[t]he CIS provides a description of the proposed development and will outline the main areas/issues which may be criminogenic and from a crime prevention/security perspective, need amending. The CIS confirms that the client has consulted with GMP DFSC at the pre-planning stage, that the associated crime risk of the proposed development has been assessed and that the police have had the opportunity to comment on the proposed plans and recommend alterations. A CIS document is therefore a synopsis of the CIS process. Once compiled, the CIS document is sent to the client and submitted alongside their planning application (Monchuk 2011, p.36).

The document includes information from visual audits, crime statistics and analysis, risk factors and design, construction and layout appraisals.⁷⁶⁷ It will also include any steps the developer may have identified or agreed on to manage crime risk as a result of the development. Unlike other similar systems the Manchester model is initiated early in the design phase of the process. This has clear advantages in terms of designing out crime:

The aim of the CIS is to ensure that CPTED is considered and embedded at the design stage and consequently the planning process runs smoothly and efficiently opposed to there being any subsequent delays to the application process if, from a security/crime prevention perspective, there are concerns with the design of the development (Monchuk 2011, p.36).⁷⁶⁸

As discussed in Chapter 5 the Design For Security program and the use of CIS have been evaluated and the results have been positive. An aspect that the Wootton Review noted was of particular benefit was that CPTED audits are undertaken at the initial stages of the design and development process thus enabling designing out crime initiatives to be incorporated before it may be too late for them to be of any real value.

Police Label Secure Housing audits in the Netherlands

The Dutch Police Label Secure Housing is a program that accredits safe design in housing estates in the Netherlands. It was discussed extensively in Chapter 5. In the context of this chapter, however, it is important to note that due to the outstanding success of the program in reducing criminal activity in and around housing estates the Dutch planning authorities incorporated the program into the Dutch Building Code in 1999. When housing developers apply for accreditation under the Police Label Secure Housing their building projects and the surrounding environment now *must* meet certain requirements stipulated by the Dutch Centre of Crime Prevention and Safety. Building Plan Advisors attached to the police audit the project application against a range of design criteria and standards listed in the *Police Label Secure Housing Manual*. The stipulation that the project must also meet the design guidelines for the immediate surrounding environment, including access streets and pathways, recognises the situation that crime does not necessarily start or stop 'at the front door' (Jongejan & Woldendorp 2013).⁷⁶⁹

767 See Appendix 16 for a full account of the CIS document and how it is structured.

768 Further discussion of the Manchester model is found in Chapter 5.

769 For an in-depth account of the Police Label Secure Housing program see Chapter 5. For a recent analysis of the program see Jongejan and Woldendorp 2013.

Examples of voluntary CPTED audits and risk assessments

This section looks at examples of audits or assessments which are conducted on a voluntary basis, such as local government safety audits in New Zealand, the City of Adelaide late night safety audits and the City of Melbourne Community Safety Audit Program. It also provides a brief outline of the outcomes of these audits.

Safety audits in New Zealand

The Implementation Guide for the New Zealand National CPTED Guidelines strongly recommends that local government authorities conduct safety audits in conjunction with local residents when planning new developments that may have inherent crime risks. In the New Zealand context:

Safety audits are a proven way to identify the perceived safety of an area, and to identify community safety issues and possible solutions. Safety audits are qualitative. They record the feelings and perceptions of those people who use a space — encouraging a subjective interpretation of the environment from the perspective of participants (such as particular user groups including women, young people, the elderly and the disabled) who may have different perceptions of safety than professionals and designers. They can be completed for a particular location, street, park, building, residential complex or neighbourhood...

A safety audit:

- identifies factors that enhance the actual and perceived vulnerability of an area
- helps to identify long and short-term problems within the community
- gives the community a way to express their concerns about local safety
- promotes a sense of community ownership and responsibility
- focuses on dangerous or unsafe areas and improves public awareness of such issues
- provides useful information and guidance to planners, designers and service providers so that they continue to improve and maintain community safety (Ministry of Justice New Zealand 2005b, pp.12, 22).

These types of safety audits are not mandatory unless incorporated into individual council planning strategies or control plans. They nonetheless have been implemented in many localities throughout New Zealand. A key example is the audit of the Palmerston North Square and other projects undertaken by architect Frank Stoks.⁷⁷⁰

Outcomes of audits

Whilst a detailed evaluation of the CPTED audit processes in New Zealand has not been undertaken per se, a Review of the National CPTED Guidelines does give some indication that CPTED audits and risk assessments have been viewed favourably and contributed to the successful incorporation of CPTED principles into local planning in New Zealand.⁷⁷¹ Over half (58 per cent) of the Territorial (ie. local government) Authorities surveyed for the Review regularly undertook (crime) hot-spot analysis and 47 per cent of authorities regularly conducted CPTED safety audits or CPTED site assessments. Respondents generally saw audits and risk assessments as a valuable component of the CPTED process, as they did the mandating of the guidelines generally.⁷⁷² However, respondents believed that they had to be viewed as one part of an overall comprehensive process to incorporating CPTED otherwise the process tended to be disjointed and ad hoc. As the Review noted:

⁷⁷⁰ See discussion in Chapter 6.

⁷⁷¹ A total of 71 Territorial Authorities were invited to participate in the survey. Forty-three took part in the survey, giving a response rate of 61 per cent.

⁷⁷² See discussion above.

Despite recognition by two-thirds of those surveyed that CPTED is viewed as an important component of crime prevention, CPTED tends to be implemented in an ad hoc reactive way as opposed to a strategic proactive way. Only around a third agree or strongly agree their organisation has a mostly proactive approach to CPTED and that CPTED is typically included at the inception stage (i.e. before planning has ever begun) (Russell 2010, p.29).

To improve this process, in addition to audits and site assessments the following suggestions were made:

- Promoting CPTED generally (including the importance of considering CPTED at the inception of planning projects), and the CPTED Guidelines specifically (e.g. advocacy, materials for distribution to practitioners, promote CPTED Guidelines to private developers and designers etc)
- Case studies (e.g. of recommended practice, before/after scenarios, different types of scenarios [large and small scale], more diagrams etc)
- Checklists — it was noted these should be developed for the New Zealand context (i.e. taking into consideration New Zealand's unique landscape). Checklists were sought for different purposes (i.e. undertaking audits) or spaces.
- Include any recent updates or advancements in CPTED practice
- Modifying material for local contexts (Russell 2010, p.29).

City of Adelaide — Late night safety audits

As part of the City of Adelaide's Community Safety Strategy the local government authority for the capital of South Australia is committed to conducting at least three late night CPTED and Safety Audits per year.

This audit process maps certain streets within the Adelaide central business and entertainment districts to gauge both actual crime and perceptions of crime late at night and particularly on weekends. In addition to using the resources of police and the City council the audit relies on volunteers such as residents, students, business operators, licensees and property owners to assist with the audit.⁷⁷³ Police generally provide the meeting place and a pre-audit safety talk. The aim of the process is to rank the most unsafe (and safe) locations within the area subject to the audit using CPTED and other community safety principles.

The process of the audit involves the auditor filling in an observation sheet that includes subjective opinions as to his or her feelings of safety in a particular location at a particular time, in addition to making objective observations about how the area may appear. This might include observations on the cleanliness and maintenance of buildings and/or the behaviour of people in the street.⁷⁷⁴ After the data is collected the particular area is given a safety ranking number⁷⁷⁵ and this is plotted on a map of the local area.⁷⁷⁶ The improvement or decline of a particular area is tracked in an area over time with repeat audits of an area taken at regular intervals. The audit safety maps and accompanying photographs then give a visual representation of how safe or unsafe a particular location in the centre of Adelaide may be.⁷⁷⁷

Subsequent data analysis can then identify possible solutions to problems observed (for example, anti-graffiti programs, improved car park lighting, the introduction of Safe Taxi ranks). The City Council concentrates its resources on addressing the safety issues at the

773 Audits conducted by crime prevention and police officials in conjunction with local residents were also a feature of the 'Weed and Seed' community safety audits conducted in the United States and discussed in Chapter 6 of this Report (see National Crime Prevention Council 2009).

774 See Appendix 17 for a copy of Adelaide City Safety Audit Checklist.

775 1 being 'very safe' and 7 being 'very unsafe'.

776 See Appendix 18 for a copy of Adelaide City Safety Audit Safety Ranking map.

777 See also discussion in Chapter 6 for a discussion of the CPTED Safety Map devised by New Zealand architect Frank Stoks.

locations ranked as most unsafe. A ranked list of all audit locations, with a mean safety rating comparison between previous audit results is included in the report.

Outcomes of the audits

Adelaide's city safety audits have been reviewed positively by police and local government.⁷⁷⁸ The use of the audits and the improvements made subsequent to them has resulted in part in the west end of the city achieving a 3.52 safety rating in 2011 compared to 4.4 in 2008, and the east end of the city receiving a 2.98 safety rating in 2011 compared to a 3.8 rating in 2008.⁷⁷⁹

City of Melbourne – Community Safety Audit Program⁷⁸⁰

The Melbourne Community Safety Audit Program is a joint initiative of the City of Melbourne and Victoria Police. The program enables residents, traders and businesses within the municipality to communicate and actively work with the City of Melbourne and Victoria Police to address safety, security, and amenity issues in their local neighbourhood or street.

Community members nominate a location where safety improvements are needed, such as a local laneway, park, public toilet block, apartment block, street or neighbourhood. There are different audit templates depending on the type of locality being surveyed. Audit templates and assessment forms are available for:

- ◆ Park, garden and open space audit assessment
- ◆ Business safety audit assessment
- ◆ Apartment building safety audit assessment
- ◆ Residential safety audit assessment.⁷⁸¹

Applications are reviewed by an assessment panel, comprising representatives from Victoria Police and the City of Melbourne with two locations being selected each year. Once a location has been chosen Victoria Police and City of Melbourne safety officers work with the local community to conduct a site inspection, identify and develop recommendations to improve the safety of the area, and work with relevant agencies to implement the changes. The application of CPTED or safe design principles are part of the audit process.

The safety audit process takes a minimum of 12 weeks to complete and at its completion each participant receives a copy of the audit report and improvement plan.

Outcomes of the audits

The City of Melbourne believes there are many benefits in participating in the audit process including:

- reducing the feeling of fear in your community
- increasing the feeling of safety in your community
- reducing the opportunity for crime to occur
- increasing community participation in local programs
- building working relationships between residents, businesses and government.⁷⁸²

778 See http://www.adelaidecitycouncil.com/assets/acc/Community/planning-programs/docs/community_safety_strategy.pdf

779 Information on the City of Adelaide late night safety audits can be found at: http://www.adelaidecitycouncil.com/assets/acc/Community/planning-programs/docs/community_safety_strategy.pdf . Accessed 16 April 2013.

780 For a good example of how site assessments for CPTED are done at a suburban local government level, see City Of Banyule Safer Design Guide and Safer Banyule Plan. Accessed 16 April 2013 at: <http://www.banyule.vic.gov.au/Assets/Files/1107SaferBanyule4pp.pdf>

781 An example of the residential safety audit assessment is attached as Appendix 19.

782 Melbourne Community Safety Audit Program. Accessed 17 April 2013 at: http://www.melbourne.vic.gov.au/communityservices/communitysafety/melbournecommunitysafetyauditprogram/pages/safetyaudit_pilotprogram.aspx

The Victoria Police have been highly complimentary of the City of Melbourne's audit process and application of CPTED principles generally. Senior Constable Glenn McFarlane who has been involved in City of Melbourne audits told the Committee in this respect:

As part of our audits, we do generally a daytime/night-time inspection so that we get the various aspects of it, rather than just daylight, because safety issues change dramatically, especially in the city of Melbourne, from daytime to night-time to weekends and things like that. The City of Melbourne has been very proactive in this regard with CPTED. There are other councils that have not...and they are not willing to change.⁷⁸³

The Committee joined officers from the City of Melbourne and Victoria Police in a visit to inner city Kensington to view some of the safety improvements implemented as a result of a community safety audit in that area. A copy of the Audit improvement plan for that area is attached as Appendix 19. One issue that was raised during this visit was whether these type of audits should be a mandated or compulsory aspect of local government approaches to community safety. Both council and police representatives, whilst not dismissive of the idea, thought the mandating of audits could be costly in terms of time and resources. As Senior Constable McFarlane stated:

In regard to time and manpower for CPTED, the consultation, the audit, the report et cetera can take quite some time, so if mandating anything, that would have to be taken into account. The police obviously have various roles and responsibilities and we would find it hard to actually be the lead agency, but we could support consultants or councils or someone else, with the information and that sort of thing that I have already detailed. Even the community safety audits we have done take considerable time, just for the development and identifying issues and all those sorts of components.⁷⁸⁴

The Melbourne Community Safety Audit is a good example of the increasing trend for local residents and stakeholders in association with police and other 'experts' to become involved in addressing community safety and amenity issues in their local areas.⁷⁸⁵

Safer design assessments in the City of Casey

The City of Casey in Melbourne's outer south-eastern suburbs regularly conducts community safety and safer design assessments in conjunction with Victoria Police. Where specific crime or perceptions of crime issues are identified in existing locations, the Divisional Crime Prevention Officer from Victoria Police is engaged to conduct a Security and Safety Assessment of the location:

These assessments are critical as they act as an 'evidence base' for short and longer term infrastructure improvements. The credibility of 'evidence-based' safer design assessments improves access to internal maintenance regimes, capital works programs and externally funded grants. A stronger emphasis on planning that is better informed by safer design across the State would reduce the need to retrofit spaces, and have a greater impact on crime and perceptions of safety in the longer term.⁷⁸⁶

783 Leading Senior Constable Glenn McFarlane, Crime Prevention Officer, North West Metro Division 1, Victoria Police, Public Hearing, Melbourne, 8 October 2012.

784 Leading Senior Constable Glenn McFarlane, Crime Prevention Officer, North West Metro Division 1, Victoria Police, Public Hearing, Melbourne, 8 October 2012.

Conversely, Jose Alfano from the Australian Institute of Architects told the Committee that if anything was going to be mandated 'a community safety audit [should] be the first' (Jose Alfano, Fender Katsilidis Architects, Chapter Councillor, Australian Institute of Architects, Public Hearing, Melbourne, 22 October 2012).

785 For a discussion of community safety/CPTED audits in the City of Sydney see Maynard 2004. Maynard stresses that the key to a successful community safety/CPTED audit is that:

'[a]n extensive community consultation process takes place with the local community and other relevant stakeholders to gain an understanding of the safety issues unique to the area in question. Surveys, interviews, forums and local groups are useful in eliciting this information which will ultimately provide the basis for the selection of the area to be audited. Establishing good working relationships with local police, local and state government authorities, local businesses, community organisations and residents is vital to the process. This will ensure that a cross section of the local community are represented in maximising community input into the audit recommendations' (2004, p.111).

786 Liam Hodgetts, Manager Strategic Development, City of Casey, Submission, 19 October 2012.

When the Committee visited the housing development Selandra Rise in Clyde North it met with representatives of both the City of Casey and the development company Stockland, one of the partners responsible for the development. Nathan Islip, an urban designer with the City of Casey, told the Committee of the close relationship the Council has with the Police in terms of local planning and development. Audits are an important part of that relationship:

We have worked quite closely with police, especially in some of the more retrospective work. We try to draw on their knowledge as best as we can proactively. So, with new applications, we'll often be advocating to have much better frontages onto these open space areas...

We also work with the Victoria Police on audits. We've got them happening in Hampton Park, Doveton at the moment, Cranbourne, and we've got them happening at Casey Complex as well. In each of these instances, sometimes they're reactive...you're waiting for an incident to happen, sometimes we are aware of inappropriate behaviour so we're trying to respond to that with the police, but we're also trying to be proactive — in a development like Casey Complex where it's a long term project which is yet to really hit the ground, but we're trying to identify now where the opportunities are to create a much better public realm.⁷⁸⁷

Justin Ray an Urban Design Manager with Stockland who worked on the Selandra Rise project acknowledged the importance of police involvement in the planning of new urban developments, although he admitted that Stockland and other developers could have stronger relationships with the police in this respect:

To be honest, I think, we don't in an ongoing way involve the police in master planning reviews and viewing new plans for new stages of the project. In the past I've had involvement in projects where we have had the police actually walk through both new plans and areas that we've been working in as part of a, I suppose, a reference group walk around. So, we'd have the police, a number of residents, in particular we'd choose some mothers, we'd do some day time and night time walks around an area and actually identify areas of concern and problems. So, although it's something we don't do actively, I actually think it's a very good idea. It's something we probably should be considering if we really want to test what we've delivered. And there's always something that can be added to a space to improve its sense of safety. It might be an additional light; it might be a different treatment for a garden area; more seating or something. So, I think those sorts of sessions are invaluable.⁷⁸⁸

The following projects in the City of Casey have in part been developed as responses to findings from safer design or community safety assessments conducted in the municipality.

Back to the Park@Cranbourne Place

'Back to the Park @ Cranbourne Place' is a revitalisation project funded by the State Government Department of Justice. It aims to provide environmental and security infrastructure improvements to a major open space area in Cranbourne;

Through the use of police crime statistics and a comprehensive Security & Safety Audit, the project is utilising safer design principles to increase natural surveillance and safety of the park. The incorporation of safer design principles will help to improve the general amenity of the park, increase perception of public safety and assist in the reduction of anti-social behaviour.⁷⁸⁹

Safer Berwick Village

'Safer Berwick Village' is a project funded by the Federal Government, Attorney General's Department. It is a partnership between the City of Casey, Berwick Village Chamber of Commerce and Victoria Police. It aims to address actual crime and antisocial behaviour

⁷⁸⁷ Nathan Islip, Team Leader Urban Design, City of Casey, 18 February 2013.

⁷⁸⁸ Justin Ray, Urban Design Manager, Stockland, 18 February 2013. See also Chapter 11 for a case study of Selandra Rise.

⁷⁸⁹ Liam Hodgetts, Manager Strategic Development, City of Casey, Submission, 19 October 2012.

and fear of crime in the Central Business District of Berwick. The need to address these issues was identified through a detailed safer design assessment that included interviewing traders and patrons of the business area. Safer Berwick will use a range of preventative measures, including environmental design improvements such as improved lighting, signage and changes to the local streetscape, strategic use of surveillance equipment and business and community engagement activities to address crime and antisocial behaviour:

Based on the evidence collected, situational design improvements including such things as lighting and streetscape will be completed. This will be complemented by an increase in knowledge, skills and motivations of Berwick traders to work in partnership with Council and the Police to sustain the safety of the area. The strong focus on safer design has meant retrofitting specific areas and locations where safer design may not have been considered. This reinforces the importance of proactive safer design.⁷⁹⁰

European standards — an alternative to mandating

The formation of European standards for Crime Prevention through Environmental Design (TR 14383) was discussed in Chapter 5. As discussed in that chapter these standards are *non-mandatory* recommendations of good practice for planners, builders, designers and developers.

The Standard can be applied to small developments but in most cases it relates to the planning of larger areas, such as parks, estates and whole neighbourhoods. Specifically the Standard focuses on:

- Locations with fear generating functions or features, such as streets or areas of prostitution, or locations with certain types of entertainment or activity that attracts individuals who also generate fear in other individuals. Crimes against the person are more likely to occur in such areas.
- Locations which are neglected or badly maintained can give an impression of danger because lack of occupancy can be a signal for a socially disorganised neighbourhood.
- Locations with problematic urban design like lack of surveillance, isolation or lack of visibility by others, poor lighting or the lack of possibilities for orientation and last but not least the possible lack of alternative routes

The Standard incorporates a number of environmental design strategies in the area of planning, design and management including measures on target hardening, surveillance, accessibility, territoriality and urban density.

Subsequent to the development of the Standard, a team of experts was established to develop a Handbook or practical manual to support the application of CPTED principles in local planning projects throughout Europe. This manual became known as the *Planning Urban Design and Management for Crime Prevention Handbook* and was finalised in 2008. Although not binding on countries who are signatories to the Standard, the Handbook is a useful non regulatory model that gives guidance to developers, planners, urban designers and related professionals on how to incorporate CPTED into local projects. The approach of the Handbook is illustrative and suggestive rather than overly prescriptive. It maintains an open-ended structure to direct and support but not mandate specific solutions:

The merits of such an approach are that it allows the consideration of context, the stimulation of creative design solutions and it avoids the risk of new research invalidating specific solutions — a problem seen with the prescriptive guidance in Victoria (Melbourne)⁷⁹¹ and also in elements of the UK's Safer Places. [This approach] raises the importance for countries already applying CPTED approaches of creating a coherent and comprehensive tool to enhance technical knowledge, but also for countries new to the concept and application of CPTED, the importance of awareness raising and education (Armitage 2013b, p.6).

⁷⁹⁰ Liam Hodgetts, Manager Strategic Development, City of Casey, Submission, 19 October 2012.

⁷⁹¹ Armitage is referring to the *Safer Design Guidelines for Victoria*.

The aim of the Handbook is to provide technical support and advice to design, planning and crime prevention practitioners when using the European Standard. It includes a series of open-ended questions and case studies that should be considered by practitioners when working on projects. There are no specific or definitive answers to these questions but rather a list of basic principles which give general answers and can be fluidly adapted to different contexts (Cardia 2013).

The Handbook is divided in four sections; the first of which deals with crime prevention in urban areas in general terms:

It considers the link between safety and the urban environment as well as the basic theoretical concepts which underlie environmental crime prevention. It is meant to provide a general background for the readers of those countries (especially in Southern Europe) where environmental crime prevention is a completely new concept (Cardia 2013, p.54).

The other sections of the Handbook are devoted to planning strategies, urban design strategies, and management and maintenance strategies. Each section is subdivided to address subjects such as: accessibility, vitality, visibility, territoriality, maintenance, surveillance, and target hardening. Each chapter starts with an introductory text which provides a discussion on the importance and significance of the issue. Then guidelines linked to the issue are developed; each of them provided with comment and an illustration (Cardia 2013).

There can be a danger in applying any form of CPTED or design guidelines that they will be 'blindly' applied in a way which 'does not take into account the specificity of the context, does not consider the more general aspects of the problem, and just uses the suggestions as precooked solutions' (Cardia 2013, p.55). Because of this danger the Handbook advises practitioners to be well aware of the context in which they are to apply the Standard Guidelines:

Practitioners and decision makers, in applying the guidelines included in this Handbook, should be aware that they have to be adapted to the specific context of the area or project they are dealing with (Handbook, 2008, Foreword in Cardia 2013, p.55).

The Handbook also points out that some peculiar conditions may invalidate a guideline. For example, as pointed out by Cardia, whilst in normal conditions a bar is an 'eye on the street', and a positive element of natural surveillance, 'in certain areas a bar may become a place of illegal activities, and therefore a source of problems' (Cardia 2013, p.55).

It has been suggested that the Standard and the associated Handbook is a comprehensive approach to the application of CPTED Guidelines that does not require a legislative mandate:

For the more advanced countries [this] is nothing very new, but it offers a coherent and comprehensive approach that ties together in a rigorous method, all the factors that have to be taken into account. It offers recommendations which, together, are not just a good method but may also have legal implications.⁷⁹² They represent an additional stimulus for local authorities to pay more attention to the quality of the projects they approve, especially large-scale planning decisions which may later have consequences for safety, e.g. the location of transport infrastructure (Cardia 2013, p.72).

Finally, the use of a flexible manual and an open-ended approach, evidenced by the Standard and its associated manual, avoids the problems noted by Schneider and Kitchen that prescriptive and 'static' documents age relatively quickly. Writing in the context of the British document *Safer Places*⁷⁹³ the authors state that:

⁷⁹² In other words, although the Standard does not operate as a compulsory legislative requirement, in certain circumstances the fact that it has been followed (or not as the case may be) may provide cogent evidence that a particular development has or has not been 'crime proofed'.

⁷⁹³ See discussion in Chapter 5.

A key challenge is to find a way to keep policy guidance of this kind up to date with evolving practice, including tapping into the experiences of practitioners who are seeking to implement policy (Schneider & Kitchen 2013, p.22).

A local version?

In Victoria suggestions have been made for an approach to the *Safer Design Guidelines for Victoria* that at least in some ways parallels that of the European Standard and its accompanying Handbook.

A submission from the PIA (Victoria) for example, whilst not supporting the prescriptive mandating of CPTED principles or the Safer Design Guidelines in legislation, puts forward alternative suggestions for both publicising the existence of the Guidelines and ensuring that best practice in applying to CPTED to local projects is adhered to. One of their recommendations is to use the resources of the Office of the Victorian Architect and the Victorian Design Review Panel to produce a resource that can assist developers and planners in applying the Guidelines when circumstances suggest that is appropriate:

The newly created Victorian Design Review Panel (VDRP) with the State Architect could be empowered to collate best practice CPTED and Crime Prevention design techniques, prepare a set of agreed guidelines and be a resource from time to time for priority urban design “interventions.” The VDRP has assembled an appropriate suite of experts across the field, and could be expanded to include community planners in this ‘taskforce’ under the auspices of the State Architect.⁷⁹⁴

The way forward for Victoria

The discussion of mandating or rather possible further mandating of the *Safer Design Guidelines for Victoria* and/or the principles therein is also informed by the findings of the survey of local government authorities undertaken by Sydney Institute of Criminology on behalf of the Committee.⁷⁹⁵

Of particular relevance in the context of this chapter is the finding that of the 77 councils who responded to the survey (out of 79) only 62.3 per cent reported that they took the Guidelines into account when determining planning matters. This indicates that close to 40 per cent of respondents did not consider the Guidelines in the context of local planning. Moreover, such a finding cannot be attributed to ignorance or lack of awareness of the Guidelines as almost 90 per cent (89.6%) of respondents claimed to be aware of the *Safer Design Guidelines for Victoria* document. Numerous reasons could be posited as to why there is such a relatively high figure of local government authorities who are not using or drawing upon the Guidelines in planning matters. One important reason could be that pressure of work and a lack of resources means that without a mandate compelling officers to take them into account the Guidelines are given a lack of priority. This hypothesis is supported by some of the evidence given to the Committee in submissions and public hearings.⁷⁹⁶

Notwithstanding the above finding it is interesting that 60.6 per cent of respondents agreed that the principles should be mandated. Further, almost half of the respondents (48.7%) indicated that the police were invited to formally or informally comment on or otherwise liaise with councils on proposed development applications. Regardless of the method for including the police in planning reviews, most respondents (67.6%) believed that police involvement in the application of the Safer Design Principles and CPTED generally was useful. One way that this could be done is through the type of CPTED audit discussed

⁷⁹⁴ Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012.

⁷⁹⁵ See Chapter 9.

⁷⁹⁶ See Jo Cannington, Associate, Beca, Public Hearing, Melbourne, 12 November 2012; Rob Spence, Chief Executive Officer, Municipal Association of Victoria, Public Hearing, Melbourne, 26 November 2012.

above. Certainly some witnesses to the Inquiry from the local government sector agreed that this could be a beneficial way of incorporating safer design into the planning process.⁷⁹⁷

Conclusion

This chapter has examined some of the numerous ways in which CPTED principles and applications can be incorporated into local level planning. The methods by which this can be done vary from voluntary approaches such as the use of CPTED handbooks and practice guides to the mandating of CPTED Guidelines in legislation. Commentators are divided as to whether legislative prescription is warranted and to what extent. Proponents of at least some level of regulation counter that to not mandate CPTED Guidelines in some way runs the risk of having them applied in an arbitrary and ad hoc manner or not at all. Some witnesses to the Inquiry, however, have warned against a formulaic approach to CPTED including the use of risk audits and permit assessments whereby such assessments are applied equally to all forms of land use and development even when the likelihood of serious crime problems resulting from the development is minimal.⁷⁹⁸

Where then does this leave the *Safer Design Guidelines for Victoria*? To what extent should they be incorporated into a regulatory planning regime?

Clearly the Committee survey presented in Chapter 9 and the evidence given to the Committee has revealed a certain lack of awareness of the *Safer Design Guidelines for Victoria*. Of particular concern is that the results of the Committee survey indicated that over one-third (37.7%) of local government authorities in Victoria do not take the Guidelines into account when determining planning matters although, as indicated above, a large majority of local government respondents believed there should be greater regulation of the principles. This suggests that merely requiring councils to consider the Guidelines is a relatively vague obligation. There is little guidance given as to what ‘must have regard to’ means in practice and there is no legislative requirement for incorporating the Guidelines into local planning developments. At the same time the Committee recognises that to be overly prescriptive in the adoption of the Guidelines may be onerous on local government and might be restrictive of the creativity of design professionals.

Therefore, after considering all the evidence presented on this issue, the Committee has decided to make a recommendation that balances the competing arguments in favour of and in opposition to greater regulation. It recommends that the Victorian Planning Provisions be amended through Ministerial Direction so that applicants seeking planning permission for large-scale developments be required to consider and incorporate features of the *Safer Design Guidelines for Victoria* that are relevant to the development and the potential crime risk it may pose. This recommendation recognises that in many circumstances a ‘trigger’ is needed to require planning applicants and developers to incorporate such features of the Guidelines as are relevant to minimise any potential crime or community safety risk created by the development.

There are some caveats to the above recommendation. As indicated, it is intended to apply to large-scale developments only. The Committee recognises that to insist upon planning applicants applying the guidelines for a development such as a small group of residential housing units may be burdensome and unnecessary. The Committee does not prescribe

⁷⁹⁷ See, for example, comments of Leading Senior Constable Glenn McFarlane, Crime Prevention Officer, North West Metro Division 1, Victoria Police, Public Hearing, Melbourne, 8 October 2012; Jose Alfano Fender Katsilidis Architects, Chapter Councillor, Australian Institute of Architects, Public Hearing, Melbourne, 22 October 2012; and in the New South Wales context, John Maynard, Senior Project Coordinator, Safe City, City of Sydney, Public Hearing, Sydney, 10 December 2012.

⁷⁹⁸ Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012.

what should be included as a 'large-scale development' although Recommendation 6 does list some examples that could be considered under this heading.⁷⁹⁹

The Committee acknowledges the findings in the survey and the evidence given by witnesses to the Inquiry that police involvement is an important aspect of minimising crime risk in planning developments. Therefore the Committee believes that where the circumstances suggest it appropriate a formal crime risk assessment and/or CPTED audit should also be conducted. Such an audit could be undertaken if, in the opinion of the local government authority, the development would create a significant risk of crime.

The Committee also believes that if it is considered such a risk assessment is required, this should be conducted by relevant local government officers in conjunction with Victoria Police and, where considered appropriate, members of the local community (for example a residents' committee). This consultation reflects current practice in some local government authorities in Victoria, such as the audits conducted by the City of Melbourne discussed in this chapter. In addition, these audits should be supported by greater use of official crime statistics, crime mapping, hot-spot analysis, local fear of crime surveys, and other relevant data. The expense of conducting such an audit should be borne by the developer or planning applicant. As this requirement would be restricted to large-scale developments the expense would not in the view of the Committee prove to be too onerous.

Finally, the Committee believes that no matter what type of regulation is used to incorporate the *Safer Design Guidelines for Victoria* into local planning, the research literature and the experience of other jurisdictions show it is essential that designing out crime strategies take place at an early stage in the planning process. This reflects the findings of the Committee, as outlined in this Report, and the experience of jurisdictions such as New South Wales that often CPTED and safer design principles/guidelines are taken into account at a stage when it is too late for them to be meaningfully incorporated.

⁷⁹⁹ For example, shopping malls, transport hubs, licensed premises. See Recommendation 6.

Recommendations

Recommendation 6a

The Committee recommends that the Victoria Planning Provisions be amended to ensure local planning schemes throughout Victoria utilise the *Safer Design Guidelines for Victoria* as part of the decision making criteria when assessing large scale commercial, industrial and residential developments and/or when a proposed development is considered to be a potential crime risk. In relevant circumstances an applicant may be required to have a crime risk assessment or safety audit undertaken as specified in Recommendation 6b.

The above recommendation recognises that a 'trigger' is required in many circumstances to require planning applicants and developers to incorporate such features of the Safer Design Guidelines for Victoria as are relevant to minimise any potential crime or community safety risk created by the development. It is essential that development plans be submitted to local governments for consideration against the Safer Design Guidelines for Victoria at an early stage in the planning process. The Committee recognises that such a requirement may be onerous and unnecessary for small-scale development applicants. As such it should be restricted to large-scale developments. Whilst the list of what could be considered a large-scale development is not exhaustive it should include:

- *Shopping centres and malls*
- *Other large-scale commercial developments*
- *Transport hubs or interchanges*
- *A large-scale residential development of 20 dwellings or more*
- *Any other public space or private development considered to be a potential crime risk including where relevant licensed premises and retail liquor outlets.*
- *Any other type of large-scale development that the Department of Planning and Community Development and/or the Victoria Police consider to pose potential crime and community safety risks.*

Recommendation 6b

The Committee recommends that the Victorian Planning Provisions be amended to require a formal crime risk assessment and/or CPTED audit to be conducted, if in the opinion of the local government authority responsible for the relevant planning scheme, a proposed development would create a significant risk of crime. In making such a decision the local government authority should seek the advice and assistance of the Victoria Police in assessing the application and/or conducting the audit/risk assessment.

If it is considered that such a risk assessment is required, this should be conducted by relevant local government officers in conjunction with Victoria Police and, where considered appropriate, members of the local community (for example a residents' committee). This reflects current practice in some local government authorities in Victoria. Such audits should be supported by greater use of official crime statistics, crime mapping, hot-spot analysis, local fear of crime surveys, and other relevant data. The expense of conducting such an audit should be borne by the developer or planning applicant.

It is essential that incorporating the Guidelines and/or conducting crime risk assessments take place at an early stage in the planning process. This reflects the findings of the Committee, as outlined in this Report, and the experience of jurisdictions such as New South Wales that often CPTED and safer design principles/guidelines are taken into account at a stage when it is too late for them to be meaningfully incorporated.

13. The Need for Training, Education and Research in CPTED and Safer Design

Introduction

Previous chapters of this Report have emphasised the need for planners, architects, urban designers and police to be properly trained in the theory and application of CPTED (Hensworth 2008; Department of Urban Affairs and Planning (NSW) (DUAP) 2001). This is particularly true of workers in local government departments. Despite the increasing availability of training courses in CPTED however,⁸⁰⁰ it is arguable that there is still a substantial component of professionals associated with planning and design processes, particularly in local government, that are not aware of the *Safer Design Guidelines for Victoria* (the Guidelines) or CPTED principles more generally.

Certainly one of the key challenges in incorporating the Guidelines into local planning that the Committee has become aware of is limited knowledge about CPTED generally and the Guidelines specifically. This chapter discusses the current training and education options for local professionals and groups in Victoria in CPTED; namely design professionals, local government officers and police, and the need for better knowledge of the Guidelines and CPTED generally.

Finally it questions whether there is a greater need for research into the application of CPTED and safer design principles to planning in Victoria and the need for evaluation of those programs or applications already in existence.

Training and education issues

A lack of knowledge (and interest?)

In the British context, Ekblom states that design or built environment professionals, architects in particular, are not particularly knowledgeable about CPTED or its constituent elements, such as territoriality or natural surveillance or, even more problematic, their 'knowledge' is based on incorrect assumptions:

Practitioners tend to assume they know what is meant by territoriality, based on vernacular understanding. But different practitioners, perhaps from diverse professional disciplines may have different interpretations of the term, leading to poor communication and obstacles to cross disciplinary collaboration (Ekblom 2011a, p.9).

Ekblom notes that not only do design professionals display a lack of knowledge of CPTED but also a decided lack of *interest*:

While CPTED enthusiasts can sometimes be accused of uncritically accepting the principles of CPTED, many top architects are at the opposite extreme. They remain uninterested in crime and safety. One

⁸⁰⁰ For example, as discussed later in this chapter, increasingly police departments, including Victoria Police, and state governments are offering courses in CPTED and its application to creating safer environments, to local government workers, designers, planners and architects. A number of research centres attached to universities and colleges also provide resources on CPTED design and concepts. At a global level the International CPTED Association also runs an international practitioner certification program for people wishing to incorporate CPTED concepts into their professional work.

international designer recently said “Crime is not the fault of the design, but of the people that use it”. In fact, the most important thing lacking among planners and designers, and indeed among others who influence the local environment, is the right *mindset*. Such people do not naturally ‘think thief’ (Ekblom 2009, p.3, unpublished)

In Australia, Tony Lake, CPTED training provider and Chair of the International CPTED Association, informed the Committee that the level of knowledge amongst built environment professionals is variable. He also commented that architects surprisingly have a relative lack of training in the area:

You would hope that architects would be the main ones [trained in CPTED], but they are not necessarily. I have been doing training in this stuff for years now, and I could count on one hand the number of architects who have sat in on training — out of several hundred people. The question I always asked myself was: why are we not getting architects in these courses? I asked a friend of mine who is an architect and he said, ‘Yes, we do study CPTED when we do our degree’. He said it is only for a day or so, but they do. They know what it is. But he said, ‘The thing you have to remember is that when you get your degree and you get a job your focus changes to the client, so you actually go and do what the client wants’. There are not too many architects who will say to the client, ‘I wouldn’t do that because it is really not safe’. They will normally just do what the client wants. I think that is where the issue is.

We find planners are normally familiar, particularly in a lot of councils. In the councils that have taken CPTED on you will find that planners are involved, which is very good, as well as urban designers and *landscape* architects. All of those are normally pretty good. As a matter of fact out of all of them I think the only ones we have issues with are architects.⁸⁰¹

Mr Lake also believed developers, with some notable exceptions, have a relatively scant understanding of or interest in CPTED principles:

Developers — we have found it is only when they are forced, because there is another imperative as far as developers go, and that is making money and getting the best they can. That is not all developers, by the way; there are some excellent developers out there. Delfin Lend Lease is an example that comes to mind. They are a very community-orientated company, and they will ensure that CPTED principles [are incorporated] — they even have people working for them who are CPTED experts.⁸⁰²

Michael Chapman, a design manager with the Lend Lease development company, expressed the view that opportunities for building environment professionals including developers to become more aware of CPTED and design principles have been reduced over time. He suggested that a better partnership needs to be in place between designers, architects and students in these fields and developers. He told the Committee:

One of the things which used to happen a lot but which has not happened in any Australian state for a while is that design courses used to work with master planned communities. We would often call in for at least one of the design exercises, whether it was an urban design, architecture, or landscape architecture qualification and work side by side with the university or institution. They would go and do an exercise and we would come back to them and tell why it did or did not work, what made it work, what were the good things that could be improved, to [see] where CPTED could be used.

That has died off over the last few years. I cannot tell you why. In the last 10 years I cannot recall any design professionals around Australia being asked to run one of those exercises. But I think it would be good if you could get it introduced as a compulsory course or a semester of study...Another way to [increase partnerships between designers, students and developers] would be to try and get the design exercises up running again. Most of the developers would work with them. I know we certainly would.⁸⁰³

801 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

802 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

803 Michael Chapman, General Manager, Design Environment, Lend Lease Communities, 18 February 2013.

CPTED academic Dr Paul Cozens has also noted that whilst CPTED is increasingly taught to undergraduates in criminology, criminal justice and security fields it is rarely taught to architects or planners. If it is taught to these groups 'it will often be short and simple'.⁸⁰⁴

This is not a view that the Institute of Landscape Architects necessarily agrees with. In their opinion *landscape* architects *are* familiar with the concepts of CPTED and employ them in their practices. This may not, however, be as true of other types of architect or urban designers. People who work in property development or at local government level may also need to be better educated in CPTED principles and their application:

While there is good awareness of CPTED principles in landscape architectural practice, there can be little doubt that further education is required to ensure that these principles are considered at the very first stage of planning and design initiative. Too often, where projects are initiated without the input of landscape architectural experts and practitioners, CPTED reviews are considered as an afterthought and not established as an intrinsic basis of a design program.

Given that the design of the public realm is a central tenet of the discipline of landscape architecture, we believe that there is good awareness of CPTED principles in the education of landscape architects in Victorian tertiary institutions. We do not believe that allied teaching programs in urban planning or architecture have this focus and as such there may be some merit in encouraging greater disciplinary collaboration. There is also benefit in the establishment of focused training programs in CPTED that can be integrated into the studies of all built environment professionals.⁸⁰⁵

Similarly, the Victorian chapter of the Planning Institute of Australia (PIA) believes CPTED principles are well established, understood and increasingly applied in Victoria by planners. In their view the Office of the State Government Architect has been particularly helpful in assisting this process.⁸⁰⁶

Finally, witnesses to this Inquiry have stated that local government officers, particularly those working in planning departments, are insufficiently trained in CPTED principles and their application to local development. For example, private CPTED trainer Geoff Griffiths argued that people working in planning and urban design, particularly at local government level, are insufficiently aware of CPTED principles and their practical application. He would like to see much more comprehensive ongoing and mandatory training in CPTED for local government workers, particularly those in planning departments.⁸⁰⁷

Calls for supporting the professionalisation of CPTED practitioners

Increasingly people employed in the areas of crime prevention and community safety particularly at local government level are being viewed as specialised professionals with their own area of expertise. Those working in the area of CPTED are or should be no different given the complex, technical and distinct nature of their work. Officers who apply CPTED principles in their daily work for example need to be able to grasp principles from the disciplines of both design and criminology. In some cases they may not have been trained in either field.

From an international perspective, Ekblom calls for a supporting professionalisation of those involved in applying CPTED through developing better conceptual frameworks in the discipline than those currently available (2011a). There have been similar calls for

804 Slide show presentation by Dr Paul Cozens, Research Fellow, Curtin University, Public Hearing, Sydney, 10 December 2012. Dr Cozens is developing his own unit on CPTED for the Urban and Regional Planning Degree at Curtin University, Western Australia for delivery in 2013/14.

805 Kirsten Bauer, President, Australian Institute of Landscape Architects (AILA), Victorian Chapter, Submission, 28 August 2012.

806 Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division, Submission, 12 November 2012.

807 Geoff Griffiths, Public Hearing, Melbourne, 12 November 2012.

professional approaches to CPTED application in Australia, including better training (Cozens 2011).

In New South Wales, a survey of Crime Prevention and Community Safety officers, most of whom had some knowledge or involvement in CPTED or designing out crime, indicated the importance of professionalisation, professional networks, partnerships and better training to equip them in their work (Clancey, Lee & Crofts 2012). Specifically the respondents to the survey noted that the things that would most assist them were networking through professional bodies and formal initial and ongoing training in crime prevention applications, particularly CPTED.

With regard to the former, the establishment of the NSW Local Government Community Safety and Crime Prevention Network was seen as instrumental in aiding professional development. In this regard one respondent stated:

This [is] an opportunity to touch base with each other, to share with each other, to find out what's going on...to be able to say I've been told I have to do a CCTV [or CPTED] project and I've got no idea where to start. What's the first thing to do? What should I do? ...it's the ability for us to learn from each other (Clancey, Lee & Crofts 2012, p.250).

This informal approach to learning was seen as a necessary but not sufficient adjunct to professional development. Formal training was also viewed as critical:

I think [there needs to be] the opportunity to get some formal training...The two things I've been to this year, the CPTED Plus [course] and evaluating crime prevention has been fantastic, just to be actually able to come back with some authority and say here is the model that we will be using, rather than have to faff around and find one... (Clancey, Lee & Crofts 2012, pp.250-251).

The need for comprehensive undergraduate training and ongoing training

Whilst undergraduate university courses and other forms of initial professional training are clearly important, some witnesses who gave evidence to the Inquiry have commented that it cannot end there. For example, Sylvia Georges, Urban Designer with the City of Boroondara, told the Committee that whilst junior planners may study CPTED as part of their planning degree, that knowledge is quickly lost once they commence in their profession. As such, refresher or ongoing training in the area would be of great benefit.

However, ongoing training within local governments is variable and dependent on the will and resources of the local council in question. Ms Georges commented that Boroondara is proactive in this regard, providing ongoing urban design training including CPTED. Ms Georges has also developed a series of CPTED brochures and information sheets for both planning staff and external stakeholders.⁸⁰⁸ The Boroondara Council *Safer by Design Information Sheet* is attached as Appendix 21.

The City of Melbourne also provides comprehensive CPTED training to its staff on a regular basis. Staff from a variety of departments including social planning, statutory planning, and engineering in addition to urban planning learn how to apply CPTED concepts in their everyday work.⁸⁰⁹

Outside local government, the need for ongoing safer design or CPTED training is also viewed as important. Certainly this is the case for planners but extends beyond them to the other professionals with whom they collaborate. Brett Davis from the Planning Institute of Australia (Victoria) told the Inquiry:

808 See <http://www.boroondara.vic.gov.au/freestyler/files/Safer%20by%20Design.pdf>

Sylvia Georges, Urban Designer, City of Boroondara, Public Hearing, Melbourne, 22 October 2012.

809 Nancy Pierorazio, Senior Policy Officer, City Safety, City Issues, City of Melbourne, Public Hearing, Melbourne, 8 October 2012.

It [training] certainly needs more than a week in an undergraduate course over a year. Ongoing training is something that the institute would strongly support. It is not even [at the moment] probably once a year... CPTED itself has changed over time and we need to keep training and keep people aware of those learnings. It should be [taught] at different levels and [it should apply not just to planners]. It is calling in the engineers, it is calling in the architects, the designers, and having that collaborative multidisciplinary approach to place based solutions.⁸¹⁰

Tony Lake, Chair of the International CPTED Association also believed other professionals outside of the usually recognised categories of architecture and urban design should be trained in CPTED principles, including engineers and insurance advisers. He commented that it is essential for elected local government representatives to also do the courses in designing out crime that their staff undertake:

I have found in places where I have done training that if we have councillors involved in doing the training, things work so much better because somebody in council itself, one of the elected representatives, is supporting it.⁸¹¹

Architect Simon McPherson told the Committee ongoing professional development and education in CPTED or safer design is particularly important given that incorporating CPTED is not and should not, in his view, be mandated or compelled through legislative requirement. Education and knowledge sharing according to Mr McPherson would have a greater impact in ensuring CPTED or design principles were incorporated or applied to new and existing developments than forcing developers or planners to take them into account through legislation.⁸¹²

Finally, the Committee received evidence from renowned architect and CPTED expert Dr Frank Stoks. He stressed the importance of regular, intensive and ongoing training in CPTED principles and their ongoing application:

People can get to understand what dangerous places are and I can teach them about how to assess spaces and that's all very good but what you find when people are doing assessments they often don't understand what they are looking at because you actually have to have training in that...You actually need to be able to go out and read the environment in terms of opportunities that are there and be highly tuned. Just like a person in an orchestra tunes to the sounds they are listening to. You don't get those skills overnight...

[w]e have to find ways of getting better education. For example the only opportunity I get to talk to landscape architects and architecture students is something like an hour and a half a year...The really best way to embed and learn about CPTED is to actually work with people in a workshop situation and actually teach them how to think about CPTED, not the CPTED principles but how to think about problem analysis from behavioural points of view. [But] it's very difficult to train people without a dedicated course. [People] love the courses, they love the practicable stuff but then you simply cannot train a person who then goes off to do their day job thereafter. It really requires several weeks or months of proper practical training for this to work and exposure to real projects. Once you have done some work for example in an urban public space, then you really need to go and do some work in some social housing and then you really need to do some work in an industrial estate and then you need to do some work in a sports complex, and then for the retail sector and the banks.⁸¹³

Sue Ramsay from Christchurch City Council has worked extensively with Dr Stoks and acknowledges his immense experience in this area. She told the Committee that ongoing and intensive training is certainly required to be able to apply New Zealand's CPTED

810 Brett Davis, Vice President, Planning Institute of Australia, Victorian Division, Public Hearing, Melbourne, 12 November 2012.

811 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

812 Simon McPherson, Director, SJB Urban, Public Hearing, Melbourne, 22 October 2012.

813 Dr Frank Stoks, Director, Stoks Limited, Meeting, Wellington, 30 October 2012.

National Guidelines⁸¹⁴ to a variety of locations and situations. However, an understanding of *context* is equally essential and that can only come with much experience at ground level:

There's no substitute for experience, and I know having done this for a number of years now that my level, depth and breadth of knowledge, having worked so much with CPTED over the last 3 years is dramatically more than what I had after I'd been doing it for a year. And my knowledge is nowhere near as extensive as Frank Stoks is because he's been doing it for 30 years. One of the big challenges I think we have for CPTED is that some planners and designers may have some understanding about the concept, but it may be a less than comprehensive understanding... so that CPTED can in fact be applied to projects in public space on occasion superficially

At best it has little impact and at worst it actually creates danger and that's really important to remember with CPTED, you can actually make an environment worse if you're not doing something skillfully. And so it's one thing to know what the national standards are and know what the four principles of CPTED and qualities of safer spaces and all of that but until you understand...connections and contexts and behaviour of people, both theoretically and how you know from your experience in the city they're going to behave in this space. That doesn't happen with some urban planners and designers⁸¹⁵

The Committee acknowledges the concerns raised and the need for urban design and other building environment professionals to have ongoing training in all facets of design and planning including CPTED or designing out crime. It also understands that the application of designing out crime principles and CPTED is a highly specialised and technical skill. CPTED is not something that can be 'done' easily without previous experience in the area. The Committee believes there is value in exploring the potential of specialist courses in CPTED leading to an accredited qualification in this field. Whilst some accredited training courses are run through the International CPTED Association, and there are also certification/accreditation courses sponsored by the National Institute for Crime Prevention in the United States, there is no system of accredited qualifications awarded specifically for Victorian practitioners. The Committee therefore considers that the Department of Planning and Environment in conjunction with the Planning Institute of Australia (Victoria) investigate the feasibility of developing an accreditation system for safer design/CPTED practitioners. Such a system would acknowledge the skill level required by different groups and tailor the training accordingly.

Current education and training providers in Victoria

There are some educational and training options for people who use or may in the future apply CPTED principles on a professional basis. These include undergraduate university subjects in areas such as architecture, planning and design; professional development training courses and specialised courses for particular groups such as the Victoria Police.

University training

In order to ascertain the extent to which CPTED features in the curriculum of Victorian universities and colleges the Committee sent letters to the Deans of each architecture, design and planning school or faculty in the state.⁸¹⁶ Three responses were received. These were from:

- Community Planning and Development, La Trobe University (Bendigo Campus)
- University of Melbourne, Faculty of Architecture, Building and Planning
- Urban Planning Department, RMIT University.

⁸¹⁴ See discussion in Chapter 6.

⁸¹⁵ Sue Ramsay, Team Leader Crime Prevention, Christchurch City Council, Meeting, Christchurch, 1 November 2012.

⁸¹⁶ Interestingly, John Maynard from the City of Sydney believes that university or college training on CPTED should not be restricted to one particular faculty or campus given its cross-disciplinary focus and the need for collaboration in its application. See John Maynard, Senior Project Coordinator, Safe City, City of Sydney, Public Hearing, Sydney, 10 December 2012.

CPTED is taught at these universities with varying degrees of specificity or detail. In none of the courses does CPTED or the *Safer Design Guidelines for Victoria* feature as a subject in its own right. For example, at RMIT, CPTED is taught as a component in one postgraduate subject (City Building and Urban Design Process) and one undergraduate subject (Urban Design and Planning). As an adjunct to this latter subject, the coordinator/lecturer leads students on a field excursion through the City of Melbourne where CPTED principles are discussed as part of a walking tour. At the University of Melbourne, although no particular lecture or tutorial is devoted to CPTED, crime prevention through housing design is part of the core subject Land Use and Urban Design, a compulsory subject of all Master of Urban Planning students.

Despite a relative paucity in university curriculum content pertaining to CPTED, each of the three academics who responded to the Committee's letter indicated that the issue was important and should have a greater profile in university undergraduate and/or postgraduate education. For example, the response from Dr Julie Rudner of La Trobe University stated that:

Your letter has identified a need to address training in this area more explicitly, which we support...We believe that it is important to introduce CPTED principles and the Victorian Safer Design Guidelines and Principles into both undergraduate and postgraduate training. Good designs can assist with facilitating or hindering the propensity for people to become victims of crime or perpetrators of crime. However, the interrelationship between physical, social and cultural environments is complex. Therefore we believe that the design principles need to be considered within a holistic analysis of activities, social dynamics of urban spaces and places, contextual elements such as socioeconomic status, and other demographic factors that affect how people perceive and use space such as age, ethnicity, gender and physical (dis)ability. The principles of CPTED and the *Victorian Safer Design Guidelines and Principles* need to be applied critically, similar to other design guidelines.⁸¹⁷

Professional development courses

There have been a range of courses developed to address some of the gaps in education and training for professionals discussed in the previous section. In Victoria, some of the most comprehensive of these are found in the PLANET program.

PLANET

Some ongoing specialist training is provided to built environment and other professionals including local government community safety officers under the Victorian Department of Planning and Community Development's PLANET training scheme.

Planet (PLAnningNETwork) provides a year-long program of training sessions designed to broaden the skills of Victoria's professional planners. Overseen by the Department of Planning and Community Development (DPCD) and run in association with the Planning Institute of Victoria PLANET '[g]ives participants an opportunity to keep up to date with emerging trends and best planning practices, and to become acquainted with new legislation and regulations' (DPCD (Vic) 2013a, p.1).

The objectives of PLANET training are to:

- Improve practitioner skills by providing training in planning system skills
- Provide additional training opportunities for practicing planners where there is a skill gap and address new issues with advanced skills
- Identify skills enhancement and offer a range of programs to advance knowledge
- Provide a positive networking and learning environment

⁸¹⁷ Dr Julie Rudner, Lecturer, Community Planning and Development, School of Social Sciences, Faculty of Humanities and Social Sciences, La Trobe University, 31 January 2013.

- Ensure that high-quality training is delivered by subject matter experts
- Promote 'best practice' in the operation and effectiveness of the planning system.⁸¹⁸

In the context of CPTED, there are specific one-day courses being offered in 2013 on the *Safer Design Guidelines for Victoria* as part of PLANET's Urban Design Unit. The course outline for the subject states:

Crime and the fear of crime in public places are real issues for communities, affecting people's quality of life. Well designed and managed places and community involvement have a significant role in promoting community safety and attractive urban environments.

Based on the *Safer Design Guidelines for Victoria*, this course draws on State planning policy objectives and design principles for improving the performance of the built environment. The aim is to support safe, accessible and liveable places that encourage community participation and minimise the opportunity for crime.

The course will also look at the role of technologies including CCTV and sensor lighting in crime prevention and prosecution.⁸¹⁹

The course has been designed to be undertaken by statutory and strategic planners in local government, community safety and crime prevention officers (CPOs), urban designers, landscape architects, property developers, land surveyors, transport planners and traffic engineers.

The stated learning outcomes for the course are:

- Greater awareness of the principles and methods of urban design for community safety and crime prevention within the public environment
- Ability to apply the principles to design and assess public space development
- Enhanced ability to consider safety and the implications of design decisions on safety when undertaking public space planning and design, preparing and assessing new building proposals, planning permit applications and planning policies and controls
- Improved ability to develop innovative, practical public safety projects.⁸²⁰

Victoria Police and CPTED training

The police play a major role in assessing planning applications for their potential affect in either reducing or increasing the likelihood of crime and disorder in a given locality. This may be as part of a formal process such as in New South Wales⁸²¹ or through relatively informal networks and protocols such as in Victoria.

Despite the absence of a legislative mandate delineating the police role and involvement in CPTED, Victoria Police has been viewed as a lead agency within Victoria for the provision of CPTED training and education from the late 1990s until 2011:

From 1998 to 2011, Victoria Police Safer Communities Unit delivered a course primarily aimed at the development of Police Crime Prevention Officers (CPOs). The course was also opened to external organisations that included local government, architect firms, and private companies. One course was delivered each year until 2006 when two per year were undertaken. Approximately 250 police and 180 external people have been trained.

818 Department of Planning and Community Development (VIC) 2013a, PLANET Professional Development Program, Department of Planning and Community Development. Accessed 22 February 2013 at: Melbourne.<http://www.dpcd.vic.gov.au/planning/theplanningsystem/PLANET>

819 Department of Planning and Community Development (VIC) 2013a, PLANET Professional Development Program, Department of Planning and Community Development. Accessed 22 February 2013 at: Melbourne.<http://www.dpcd.vic.gov.au/planning/theplanningsystem/PLANET>

820 Department of Planning and Community Development (VIC) 2013b, *PLANET 2013 Professional Development and Training Program Course Guide*, Department of Planning and Community Development, Melbourne. (QUERY)

821 For NSW Police training, see later in this chapter.

In 2006 the course was accepted as a Nationally Accredited Training course in line with the Australian Quality Training Framework. After a review of this course by the Victoria Police Education Branch in 2010, the accreditation was removed.

In addition to the formal course, a number of one day attendance training sessions have been conducted for a number of both metropolitan and rural local governments throughout Victoria. In general this training was aimed specifically at Community Safety Officers, Town Planners and municipal stakeholders.⁸²²

This course went for five days with four days devoted to CPTED principles and theory and one day of practical exercises in the field. In addition to understanding CPTED principles, CPOs learned how to read draft and building application plans and then advise local governments and other stakeholders as to any crime risks associated with proposed developments.

The provision of CPTED training through formal courses lapsed in 2011 when Victoria Police Education Department courses were being reviewed. It was always the intention however to develop a new CPTED training course. In 2013 two CPTED courses have been conducted for Victoria Police officers. The course is still however in the process of being redesigned to meet the needs of Victoria Police CPOs but will not be available for external stakeholders to attend. Despite the provision of these types of courses, Victoria Police acknowledges that on the ground or operational (non specialist) police officers do not have great knowledge of CPTED or designing out crime:

[g]enerally only those police officers who are trained or have been influenced by those who have been trained are familiar with CPTED principles. Many operational police do not have the opportunity to utilise CPTED strategies, being front line police they tend to be more reactive to crime than proactive... Operational police generally consult with the local Police Service Area CPO for advice regarding technical CPTED concepts.⁸²³

Whilst Victorian CPOs are not seconded to work at local government offices in the same way as their counterparts in the United Kingdom or New Zealand, Victoria Police believe that nonetheless specialist CPOs build up useful knowledge and experience through their intensive liaison with local governments, particularly in their role auditing local development proposals for any potential crime problems. As in Britain, however, the role of the CPO in the CPTED field is, according to a submission from Victorian Chief Commissioner Ken Lay, arguably compromised by a lack of resources, particularly as many CPOs in Victoria may perform a number of roles in addition to their crime prevention duties.⁸²⁴

The submission of the Victoria Police does state, however, that consideration should be given to a tertiary course 'which provides opportunity for individuals, Community Safety Officers, Town Planners and municipal stakeholders to be qualified in contemporary CPTED teachings'.⁸²⁵ Victoria Police believes such a course is necessary given the variability of knowledge amongst architects, planners and local government personnel with regard to both CPTED principles generally and the *Safer Design Guidelines for Victoria* specifically:

[d]evelopers and planners...knowledge and implementation of CPTED appears to vary from one local government to the next. Some local governments are extremely vigilant regarding CPTED strategies, whereas others are not. In many cases developers including architect firms are not familiar with CPTED strategies, as CPTED is not covered in the curriculum for architectural or other tertiary courses of this type.⁸²⁶

822 Ken Lay APM, Chief Commissioner, Victoria Police, Submission, 19 November 2012.

823 Ken Lay APM, Chief Commissioner, Victoria Police, Submission, 19 November 2012.

824 Ken Lay APM, Chief Commissioner, Victoria Police, Submission, 19 November 2012.

825 Ken Lay APM, Chief Commissioner, Victoria Police, Submission, 19 November 2012.

826 Ken Lay APM, Chief Commissioner, Victoria Police, Submission, 19 November 2012.

It is however not altogether correct to state CPTED is not covered in any architect or planning school curriculum in Victoria, although the content is admittedly limited. See discussion later in this chapter.

Other CPTED training providers

There are a variety of training providers across Australia who conduct courses or provide hands-on training in crime prevention generally and CPTED specifically. These range from dedicated designing out crime research centres in both New South Wales and Western Australia to private sector course providers and individual consultants.

International Security Management and Crime Prevention Institute (ISMCPi) — CPTED Courses

The ISMCPI is a private sector provider of security management courses including comprehensive training courses, seminars, workshops and professional development modules on CPTED principles and their application to a variety of locations and contexts. Although based in Queensland, attendees from across Australia and internationally attend the specialist four-day CPTED courses offered by the Institute. The Institute also works closely in implementing training and professional development initiatives with the International CPTED Association. Tony Lake, the current International Chair of the CPTED Association, is also a Director of the Institute. The Institute provides both basic and advanced CPTED training and can offer 'in house' training to a variety of professional groups associated with CPTED or designing out crime applications.⁸²⁷

Private CPTED training consultants

The Committee has also become aware during this Inquiry that there are people with great knowledge of CPTED and its applications working in the community. One such expert is Geoff Griffiths. Mr Griffiths is a qualified educator, having worked in both commercial and educational training institutions. He has also been undertaking his own research with regard to how local government incorporates (or not) CPTED into local planning which the committee has followed with interest.

As a trainer in CPTED he has lectured at many educational institutions and assisted Victoria Police in implementing its crime prevention and training CPTED programs.

*The Designing Out Crime Research Centre, University of Technology Sydney*⁸²⁸

The Designing out Crime Research Centre (DOCRC-NSW) is not just an academic think tank nor is it restricted to teaching the theory of CPTED and designing out crime principles. It also provides experience based teaching and hands-on training for a new generation of architects, designers, and planners, and works in collaboration with a wide range of private and public sector stakeholders, including many local government authorities, on a variety of design projects across New South Wales. Rodger Watson, the Deputy Director of the DOCRC-NSW spoke to the Committee about the advantages of having the cross-disciplinary Centre located at the University of Technology (UTS):

We have the next generation of planners being educated at UTS so we have now run two full semester case studies over the last two years. We also have them on our winter school and the architects as well, the architecture school and our winter school. So they are learning designing out crime methods and ways of dealing with design issues and using design to get a better understanding of the problems that they face. We also do executive education so the centre for local government here at UTS has courses such as a graduate diploma in planning and we deliver a unit on that, on design thinking. We also deliver a unit on the New South Wales police safety by design training...I think it was 130 police

⁸²⁷ See <http://www.ismcpi.org/en/default.html>. Accessed 25 February 2013.

⁸²⁸ The DOCRC-NSW was discussed in Chapter 7 but it is worthwhile discussing it again in the context of training and education.

or local government planners through in this calendar year that we have taught design thinking to in a small way.⁸²⁹

Design Out Crime Research Centre, Western Australia

Western Australia also is host to a research centre for the study of CPTED and its practical applications. The Design Out Crime Research Centre (DOCRC-WA) is a cross-university⁸³⁰ multi-disciplinary team of researchers with interests in reducing crime and antisocial behaviour using design.

Expertise in the academic group includes CPTED, designing out crime, criminology, environmental psychology, community and youth, public policy, computing, engineering, complex socio-technical systems, information security, and design skills in a variety of fields. Its Co-Director is Dr Paul Cozens, one of the foremost academics in the area of CPTED and designing out crime. The Centre's website provides information pertaining to many CPTED topics and how CPTED can be applied to everyday situations. Its goals include 'minimising crime, reducing antisocial behaviour and the development of anti-terrorism strategies through the design of environments, products, behaviours, attitudes, social interactions and systems'.⁸³¹

Some of the projects the Centre has been involved with include:

- Graffiti reduction
- Product design research
- Purse and car theft prevention
- Environmental design and (town) planning.

The DOCRC-WA offers cross-disciplinary PhDs in Designing Out Crime or Environmental Criminology or CPTED and also works in a collaborative fashion with the DOCRC-NSW in Sydney, including arranging and hosting joint conferences on Designing Out Crime.

Police training in New South Wales

A significant aspect of disseminating CPTED knowledge throughout New South Wales is specialist training for and by the New South Wales Police.

Police training in CPTED is undertaken by specialist police during their initial training as CPOs. CPOs are also expected to supplement and enhance their knowledge and skills by attending Local Area Command courses and workshops on crime prevention including units on CPTED at least once per year.

In addition to police undertaking CPTED training, New South Wales Police are also facilitators of CPTED training to external stakeholders, with the Safer by Design courses they run being well established. Designed to assist consent authorities such as local councils identify and reduce crime opportunities during the assessment of development proposals, they have been undertaken by planners, designers, CPOs, police themselves, and other government agencies.⁸³²

Content of the Safer by Design course includes:

- ◆ Criminology and crime prevention
- ◆ Core principles of CPTED

829 Rodger Watson, Deputy Director, NSW Designing Out Crime Research Centre, University of Technology Sydney, Public Hearing, Sydney, 10 December 2012.

830 Primarily Curtin University and Edith Cowan University.

831 See <http://www.designoutcrime.org/index.php/home>. Accessed 6 March 2013.

832 See also discussion in Chapter 7.

- ◆ Identifying crime risk in architectural plans and drawing
- ◆ Lighting, fear and CPTED
- ◆ Crime risk management and CPTED applications
- ◆ Councils, planning and design safety.

Course facilitators are practitioners with backgrounds in environmental criminology, architecture, risk management and community based crime prevention.⁸³³ Senior representatives from the NSW Police told the Committee that the courses had been well received both within and outside the Police. One officer added:

The advantage of having parties from all areas involved are many, for example it provides an opportunity for participants to gain an understanding of how each agency operates and the constraints often placed upon staff in assessing development proposals and understanding their role in the CPTED process, the benefits and the issues relevant to colleagues from other agencies.⁸³⁴

The New South Wales Police, however, have also commented on the need to make Safer by Design training appropriate for particular groups and particular locations, as a one-size-fits-all training template is inappropriate given the diversity of applications of CPTED.⁸³⁵ CPTED and crime prevention training generally also needs to be culturally appropriate:

I guess what we tend to do is sometimes lump all the problems into one barrel...It is not just well, this worked in this community, so it is going to work here — it might not. It's about being able to recognise the fact that you need to be able to change things [to suit the locality].

[In training] We talk about surveillance, access control etc, but one area may be completely different from another [and they may not apply]. Certainly when we are talking about Aboriginal issues and designing a program for them...we want to design it to suit the Aboriginal communities, depending on which areas we are going to...we have recognised that one size does not fit all.⁸³⁶

The NSW Police have also put a number of education resources pertaining to CPTED online for general publication. These resources provide general information, as well as specific websites which cater for CPTED applications in particular locations or fields, for example marine areas, car parks, commercial environments etc.

Criticisms of CPTED training in New South Wales

There have been some criticisms levelled at the Police Safer by Design courses and their applicability to external stakeholder groups such as local councils. John Maynard of the City of Sydney, whilst generally complimentary about the course and its design, expressed some reservations as to its complete suitability for local government officers in that city:

The only professional development opportunity is the four day course run by New South Wales Police, Safer By Design. It does not have any formal accreditation as a course...It has not gone through a specific accreditation process which recognised courses need to go through.

That course that has been running for four days has a limited take-up...I think we have got over 100 planners at the City of Sydney, maybe ten per cent of them have done Safer By Design, because it is a four day course so they just — they baulk at taking on a course of that length. We have spoken to the police

833 See New South Wales Police Force, *Safer by Design*. Accessed 5 July 2012 and 22 February 2013 at: http://www.police.nsw.gov.au/community_issues/crime_prevention/safer_by_design.

834 Senior Sergeant Rick Simpson, Program Co-Ordinator, Crime Management Programs Unit, Education and Training Command, New South Wales Police Force, Public Hearing, Sydney, 10 December 2012.

835 Senior Constable Tim Fellows, Principal Lecturer, Safer by Design, Crime Management Programs, Education and Training, New South Wales Police Force, Public Hearing, Sydney, 10 December 2012.

836 Senior Constable Tim Fellows, Principal Lecturer, Safer by Design, Crime Management Programs, Education and Training, New South Wales Police Force, Public Hearing, Sydney, 10 December 2012.

about modifying it, having a reduced type of course and maybe it would be good to have an evaluation of that course because it has been running now for over a decade and we are still not seeing how effective it is.

Certainly from where local government sits we would like to have some input into that course, because a lot of it is not always relevant to ourselves. For example, you might spend half a day on street lighting. Lighting is a specific area of expertise for a lighting engineer. I can go out with my community and various stakeholders and look at areas and see, well, it looks a bit dark, but it is not my job to go into that street and recommend what kind of lighting to go into that particular site because, as I said, it is not my area of expertise and we want to leave this stuff to the experts where possible.⁸³⁷

Mr Maynard also believes there are inconsistencies in the police themselves doing the course, with some community support officers in local commands not having undertaken the training, notwithstanding them having an ongoing role in advising local governments on designing out crime:

You have got inconsistent levels of expertise where that professional development is not being taken up, so for example we have seven police local area commands within our local government area and two of those crime prevention officers in those commands have not done any training at all in CPTED — in that they have not done their four day course, yet...But they are still commenting on applications that are coming in, which means there is a bit of inconsistent advice being provided because there is that varying levels of understanding around what it is.⁸³⁸

As a consequence Mr Maynard is seeking to establish a parallel course specifically for crime prevention or community safety officers at local government level.⁸³⁹

Training and education are clearly important aspects of applying CPTED principles to local planning. But education needs to evolve from a solid knowledge base. It is therefore essential that any application of CPTED or safer design principles stem from research based evidence and that projects using safer design principles are comprehensively evaluated.

Research and evaluation

CPTED has a strong history of research. Both the overarching theory and the constituent elements of which it is comprised have been the subject of numerous research studies and academic works over the past 40 years. Given this, it is surprising that there have been relatively few evaluative research studies on its effectiveness as an applied form of practice, at least in Australia. This section looks at the research that has examined its effectiveness and the need for better data in the area to support CPTED applications with positive outcomes.

Critical gaps in research supporting CPTED and the use of safer design

The academic consensus seems to be that whilst there is strong proof that CPTED works overall in reducing crime and promoting safer communities, there is less agreement as to which aspects or components of the theory are the most effective in doing so. There is also disagreement as to how well the theory works in conjunction with other criminological or design approaches. Professor Paul Ekblom of the Design Against Crime Research Centre (UK) explained to the Committee.

I would say CPTED is in a kind of no man's land between [architecture and criminology] — it is not very well connected to other areas of crime prevention like situational prevention and problem oriented policing. It is also not very well plumbed into the design and architecture worlds.

837 John Maynard, Senior Project Coordinator, Safe City, City of Sydney, Public Hearing, Sydney, 10 December 2012.

838 John Maynard, Senior Project Coordinator, Safe City, City of Sydney, Public Hearing, Sydney, 10 December 2012.

839 John Maynard, Senior Project Coordinator, Safe City, City of Sydney, Public Hearing, Sydney, 10 December 2012.

Now, although there is strong proof that CPTED works overall — and there has been much literature on that, we do not know which of its key processes like surveillance and defensibility are more important than others, how they interact with each other, how they work in relation to specific contexts. Some practitioners, especially the novice ones, tend to uncritically accept all the elements of CPTED and regurgitate it. It lacks a decent process model so we do not really know very much about how practitioners go about doing CPTED in the field, and if we do not know that it is difficult to try and improve practice.⁸⁴⁰

Cozens, Saville and Hillier⁸⁴¹ undertook one of the most comprehensive reviews of CPTED research in 2005. They noted the difficulties in measuring the successes of CPTED since it became acknowledged as an independent theory with an associated body of research in the 1980s:

Empirical research which attempts to measure the component parts of the built and social environment, to make purposeful modifications to it and evaluate the effectiveness of such interventions, is fraught with difficulty. Indeed, Schneider and Kitchen (2002, p158) comment that in practice, “it would be as difficult as untangling a spider’s web to evaluate the effectiveness of specific place-based crime prevention measures”. Gill and Turbin (1999, p180) concur, “policymakers and practitioners want quick decisions about whether a measure has been ‘effective’ or has reduced crime, while academics stress the need to do things properly, which takes time [and further research]” (Cozens, Saville & Hillier 2005, p.329).

Matters are further complicated when research is undertaken not only into CPTED as a theoretical whole or composite, but also with regard to its six or more broad component parts such as territoriality or natural surveillance.

Need for more researcher/practitioner collaboration

Another concern raised is that not only is CPTED sometimes used without a sufficient evidence base to support its application, there are also insufficient linkages made between academic research on CPTED and the experiences of design or planning practitioners. Research in other words needs to be influenced more by the experience of those who work in the field. Equally there needs to be ‘a better research basis to support what practitioners should be doing’ (Schneider & Kitchen 2013, p.26):

The field needs to be much more effectively underpinned by a reliable evidence base and for it to be less influenced by fashions and design beliefs...The current need to prioritise the use of scarce practitioner resources and to demonstrate their effectiveness strengthens this imperative. Of course the research community has no magic wand in this context but what it can do is explore with practitioners how the two can work more effectively in partnership to improve the evidence base available. There is considerable potential seeking to learn more from the accumulated experiences of practitioners and also in seeking to communicate more effectively to practitioners what research activities are telling us about what appears to work and in what circumstances. In both the US and UK national governments accept that they have a role to play in accumulating and disseminating relevant research and we believe that this needs to include putting more effort into strengthening the research/practitioner interface (Schneider & Kitchen 2013,p.26).

A call for more international, comparative and cross-cultural research

How CPTED is being used in countries that have not traditionally applied its concepts is an area of research that has been largely ignored in comparative and international studies. Ekblom et al writing in the context of research they have undertaken on CPTED in the United Arab Emirates state in this regard:

840 Professor Paul Ekblom, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, UK, Public Hearing, Sydney, 10 December 2012.

841 The authors’ review is one of the most comprehensive accounts that have looked at meta evaluations and other research studies into CPTED, its application to the built environment and the effectiveness or otherwise of these applications.

We wish to lament the dearth of international and comparative research in CPTED. Increasing such studies would enable the transfer of knowledge to be better and more context sensitive. Organisations such as UN HABITAT may wish to take note (2013, p.111).

Important questions as to how universal CPTED principles are and to what extent they need to be adapted to different social, cultural, political and climatic features need to be examined in much greater detail. A small but burgeoning collection of work on cross-cultural studies in the use of CPTED is beginning to emerge and the signs are promising that this type of research can provide new insights into how CPTED can be applied in a variety of contexts and for different needs (Kruger 2005; Sidebottom 2012; Ekblom et al 2013; Hino & Schneider 2013).⁸⁴²

Research on the links between safety and sustainability is required

In Australia, Homel has argued that some states have established legislative frameworks promoting or applying CPTED despite there being little clear, empirical evaluative research and evidence that it is successful (2005). Professor Homel's views today are that there is still insufficient evaluation being undertaken of CPTED interventions and applications.⁸⁴³ In particular, little research has 'unpacked' to what extent social crime prevention strategies have supported or contributed to the 'success' of environmental strategies when the two are applied together (Fisher & Piracha 2012). There is also only limited, although growing, understanding as to the links between safety and sustainability with research only relatively recently being undertaken in this area: 'Further and more studies need to be carried out in order to evaluate accurately the [relationship] between crime prevention by design and sustainable development' (Marzbali et al 2011, p.167. See also Cozens 2007, 2008).

It 'works' — but why?

Notwithstanding these reservations about the limited research supporting the effectiveness of CPTED and designing out crime strategies, a review of the evaluations that *have* been done and the research generally undertaken reveals that:

Clearly, CPTED has been found to reduce crime and the fear of crime in numerous evaluations and to increase property values and investment in the area. [However] at an empirical level, support for the effectiveness of comprehensive CPTED programmes has not been unequivocally demonstrated (Cozens, Saville & Hillier 2005, p.341).

Schneider and Kitchen comment in this regard that 'despite the fact that the crime data support the contention that place-based applications work, the physical, management and community organisational interventions in these cases are woven together in complex ways that defy individual analysis' (2002, p.158). Furthermore, as Cozens, Saville and Hillier observe, drawing from Draper's research (2000), CPTED clients, including governments, are often unwilling to fund follow-up research evaluating CPTED interventions (2005, p.344). The Committee has received evidence that the situation is little different today.⁸⁴⁴

In short, if CPTED 'works' the research community is still to a certain degree unclear as to how and why it 'works'. As such, further in-depth research is required to try and tease out the links between CPTED, other forms of crime prevention and sustainability/social capital approaches and how they may (or may not) address crime and antisocial behaviours in local environments. As Fisher and Piracha state:

842 One such need, for example, is how CPTED and the application of good design principles may be of assistance in countries that are or will be affected by climate change over the next 50 years or so.

843 Communication from Professor Peter Homel, Principal Criminologist, Australian Institute of Criminology, to the Drugs and Crime Prevention Committee, 7 May 2013.

844 For example, the Committee survey indicated that only one council stated it had conducted an (internal) evaluation of a CPTED related intervention in their local area. The most common responses given as to why local government authorities did not either undertake internal or commission external evaluations were the lack of financial or staff resources to do this. See discussion in Chapter 9 of this Report.

Understanding the means that control and regulate CPTED's use is important. While it may seem 'common sense' to determine 'what works' and to implement it, this is still an ongoing challenge for CPTED as it attempts to determine how it operates as a process instead of an isolated theory (2012, p.86).

The research covered in the review by Cozens, Saville and Hillier cannot categorically determine how 'CPTED and its component parts work, where it works best and how to systematically evaluate its effectiveness (or otherwise) beyond reasonable doubt' (2005, p.344). As they state, further research will be required to substantiate this.

One thing that the research community and policymakers do agree on, however, is that any applications of CPTED principles to the built environment, whether that be initiating a development or having it approved by a consent authority, needs to have an evidence base to support it. Such an evidence base is not possible without the provision of reliable and comprehensive local crime and other demographic data.⁸⁴⁵

The need for data

Some critics have argued that many applications of CPTED or safer design principles to the urban environment are not drawn from evidence based research or proceed with little input from appropriate data. Brantingham and Brantingham, for example, argue that in planning and design often little attention is paid to the basic concepts and building blocks of environmental criminology: 'most of planning proceeds with little knowledge of crime patterns, crime attractors, crime generators...or the site specific solutions that facilitate or even encourage crime' (1998, p.53. See also Marzbali et al 2011).

Certainly, without appropriate data or criminal intelligence it is difficult to adapt a design intervention successfully to a particular, building, neighbourhood or other location: Professor Paul Ekblom told the Committee:

[s]ome jurisdictions might be starved of local crime incident data to help target and design interventions cost effectively on local problems and hot spots and so on. This varies between jurisdictions, [in Australia]. But if they do not have that local detailed intelligence of crime and incident problems, including modus operandi, how did they get in, was it the back door, was it the window, etcetera, etcetera, then it is very difficult to target and to design interventions.⁸⁴⁶

It is of note that in New South Wales the CPTED Guidelines actually specify the need for CPTED risk assessments using local intelligence and data. They state in this respect:

When conducting individual crime risk assessments, the consequences and likelihood of crime are identified and measured using recorded crime statistics, hotspot analyses and ABS socio-economic data (DUAP 2001, p.3).

New South Wales also has the advantage of being able to use the services of the Bureau of Crime Statistics and Research (BOCSAR) to inform much of the local government and police work around CPTED and safer design. For example, BOCSAR can supply a local government authority with detailed reports on age profiles, income levels, educational attainments, crime data tables, and other socio-economic or demographic data about the locality in which a proposed development is positioned (Clancey, Lee & Fisher 2012). Moreover, such reports may include detailed 'hot spot' analysis and crime mapping. The use of BOCSAR data is also stipulated as part of the CPTED process in the New South Wales Guidelines.

⁸⁴⁵ Professor Don Weatherburn, Director of the New South Wales Bureau of Crime Statistics and Research (BOCSAR), emphasised the need for comprehensive data to inform local crime prevention strategies when he gave evidence to the Committee during its Inquiry into Locally Based Approaches to Crime Prevention and Community Safety (Drugs and Crime Prevention Committee 2012, *Final Report*.)

⁸⁴⁶ Professor Paul Ekblom, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, Public Hearing, Sydney, 10 December 2012.

The provision of such a data retrieval and research service is of great assistance to both police and local government not only in the area of CPTED but also in applying crime prevention strategies across the board in New South Wales. This is because the BOCSAR service is able to ascertain crime and demographic data right down to street level. Too often, according to Dr Paul Cozens, data used for CPTED purposes is so generalised it is almost useless:

I am forever frustrated at the lack of availability and lack of microscopic level analysis of crime. I can get crime data on suburbs, which is fine. But to fully break down, you know, where some of the peaks and the hot spots are, if you have not got the data at the microscopic level it is meaningless. It is like saying, well, the average height of us five, is five foot 10, which does not really tell us too much. So, yes, the lack of good crime data I think is a real problem.⁸⁴⁷

In New South Wales, on the other hand, the specificity of the data and its being readily available to local governments is of great assistance to municipal planners in incorporating CPTED in local developments or otherwise assessing planning applications.⁸⁴⁸

Despite the benefits of such availability of data and research in theory; Clancey, Fisher and Lee note that these processes are not always observed in practice. In their 2012 study on crime risk assessment reports for development applications they noted that only 49 per cent of crime risk assessment reports contained any form of crime data. As the authors note, this limited use of crime and demographic data seems to be in direct contradiction to the requirements of the CPTED Guidelines (2011, pp.246, 251).⁸⁴⁹

The importance of evaluation

The consensus of academics working in the field of CPTED indicates that whilst overall there is strong proof that it works well, there is little real evidence as to which of its constituent elements, such as access control or natural surveillance, work in relation to specific contexts or interact together to achieve beneficial outcomes.⁸⁵⁰ This is due, at least in part, to the relatively few comprehensive and professional evaluations that are done of CPTED projects in this country, particularly at local government level.

Tony Lake, Chair of the International CPTED Association, told the Committee that one of the problems that leads to insufficient evaluation of CPTED projects has been that local governments, often the organisations most involved with applying CPTED, are too resource poor to be able to undertake comprehensive or even basic evaluations:

CPTED is effective in not only reducing crime but also reducing the fear of crime, because what it does is make areas safer, which actually makes people feel safer as well. If it is done properly, then we will get those results.

I will admit to you right up-front, though, that most of the information we have on those results is anecdotal. The trouble we have, particularly in Victoria, is getting people to put things on paper —

847 Dr Paul Cozens, Research Fellow, Curtin University, Public Hearing, Sydney, 10 December 2012.

848 At least that is the experience of John Maynard in the context of the City of Sydney. (See John Maynard, Senior Project Coordinator, Safe City, City of Sydney, Public Hearing, Sydney, 10 December 2012).

849 See also Garner Clancey 2011a, 'Are we still flying blind? — Crime data and local crime prevention in New South Wales'. In this article Clancey argues that access to relevant local data continues to be an impediment to effective crime prevention planning, including the use of CPTED in NSW:

'Despite the significant amount of data provided by the New South Wales (NSW) Bureau of Crime Statistics and Research, access to relevant local crime data continues to be an impediment to effective crime prevention planning practice in NSW. Data is often only available at the local government area level, which is generally too large for effective crime prevention planning. Spatial, temporal and other critical data is also often unavailable. Further, police are generally cautious about providing crime data to external agencies. In the continuing absence of a data sharing protocol or framework, local crime prevention efforts will continue to 'fly blind'" (see Clancey 2011a, p.4910).

850 Professor Paul Ekblom, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, Public Hearing, Sydney, 10 December 2012.

in other words, evaluate things and write them up. If we can get that done, we will have a lot more information that we can give people when they ask that question: 'How do we know it works?'⁸⁵¹

In addition to resource issues, Mr Lake believes that some local government officers simply do not see evaluation of projects undertaken by council as part of their job. In particular, in the local context, Mr Lake would like to see an evaluation of the *Safer Design Guidelines for Victoria* undertaken to determine how effective their application has been in reducing crime or promoting healthier and more liveable communities:

We need evidence that CPTED projects work. We also need evaluation of the [Victorian] guidelines. I do not think they have been evaluated in Victoria. Nobody has actually gone out and said, 'Are these working, are they being used?' Whereas in Queensland there have been two evaluations of the guidelines since they were put out, and New Zealand has also had two. We have got to do that: we have got to get out there and find out if councils are using the guidelines and how they are using them et cetera.⁸⁵²

In New South Wales CPTED projects at local government level are required to be evaluated, particularly if the project is the result of a grant awarded by the Department of Justice. But Lester Currie from that Department acknowledged that it is not necessarily easy to evaluate community crime prevention projects generally or CPTED ones in particular. He told the Committee:

There is a requirement that there is some evaluation undertaken by the councils. However, we are also cognisant of the fact that it is quite difficult to properly evaluate local crime prevention initiatives...⁸⁵³

John Maynard from the City of Sydney, speaking from the perspective of a local government officer working in the field, also acknowledged the difficulty in evaluating CPTED projects and showing they have resulted in positive reductions in crime or antisocial behaviours. One of the reasons for this is the predictive nature of many crime prevention initiatives. In other words, how can you actually prove your intervention has had some sort of positive effect when something has not happened?⁸⁵⁴

Conclusion

Crime Prevention through Environmental Design is an established theoretical concept with practical applications that have grown over a period of 40 years or more. Yet on the ground, the people who should be most familiar with the concept and associated frameworks based on its principles such as this state's *Safer Design Guidelines for Victoria* are arguably lacking in such background.

Cross-disciplinary training and education in the Safer Design Guidelines and CPTED principles generally are therefore clearly important. Where designing out crime principles have been used to inform development proposals it is also imperative that evaluations are conducted on these projects in order to build the research base for the success (or otherwise) of CPTED in reducing crime and antisocial disorder.

851 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

852 Anthony Lake, International Chair, International CPTED Association, Public Hearing, Melbourne, 27 August 2012.

853 Lester Currie, Manager, CPTED, Crime Prevention Division, Department of Justice and Attorney General, Public Hearing, Sydney, 10 December 2012.

854 John Maynard, Senior Project Coordinator, Safe City, City of Sydney, Public Hearing, Sydney, 10 December 2012.

Recommendations

Tertiary Education

Recommendation 18

The Committee recommends that the newly formed Safer Design Unit within the Department of Planning and Community Development liaise with tertiary institutions and encourage the introduction of education on safer design and CPTED principles and practices as a comprehensive part of tertiary education courses, both undergraduate and postgraduate, in architecture, town planning, urban design, community development and other appropriate disciplines.

Evidence received by the Committee indicated that tertiary education on safer design and CPTED is ad hoc and forms a relatively small part of the curriculum of design, planning and architecture courses in Victoria. The Committee believes that greater consideration should be given to incorporating safer design and CPTED related courses into university curricula in appropriate disciplines.

Recommendation 19

The Committee recommends that as part of any course introducing safer design and CPTED concepts and theory, students should be encouraged to undertake practical work in the field including observing relevant on-site developments.

The Committee has received evidence that whilst a theoretical understanding of CPTED and related design concepts is important, it is essential that students in built environment disciplines receive adequate practical training in how those concepts are applied and realised in practice.

Professional development

Recommendation 20

The Committee recommends that the Department of Planning and Environment in conjunction with the Planning Institute of Australia (Victoria) investigate the feasibility of developing an accreditation system for safer design/CPTED practitioners. Such a system would acknowledge the skill level required by different groups and tailor the training accordingly.

The application of designing out crime principles and CPTED is a highly specialised and technical skill. CPTED is not something that can be 'done' easily without previous experience in the area. The Committee believes there is value in exploring the potential of specialist courses in CPTED leading to an accredited qualification in this field. Whilst some accredited training courses are run through the International CPTED Association, there is no system of accredited qualifications awarded specifically for Victorian practitioners.

Recommendation 21

The Committee recommends that the Department of Planning and Community Development (DPCD) in association with the Planning Institute of Australia continue to offer and extend its training in the *Safer Design Guidelines for Victoria* and CPTED.

The PLANET courses currently run through the DPCD provide a one day course on the Safer Design Guidelines for Victoria. The Committee believes consideration should be given for this course to be expanded so that training on safer design is provided at an in-depth level and extended to include as many relevant stakeholders as possible.

Recommendation 22

The Committee recommends that LGPro Local Government Professionals develop and conduct ongoing CPTED and safer design training for relevant members, particularly council planners, crime prevention, community safety and community development officers.

As the application of the Safer Design Guidelines for Victoria are for the most part applicable to planning and development at local government level, it is essential that all relevant local government staff including planners, designers and community safety officers be well trained in their content and application. The LGPro group is a suitable forum in which such training could be undertaken.

Recommendation 23

The Committee recommends that the Victorian Government provide resources for people with expertise in CPTED and safer design to train local government officers, planners and developers in the principles and application of CPTED and safer design.

An essential aspect of the approach to applying CPTED Guidelines in New South Wales and New Zealand is the training of local government officers in their application by experts in the field with great experience in designing out crime/CPTED. The Committee believes a comparable system should be introduced in Victoria.

Recommendation 24

The Committee recommends ongoing safer design training/CPTED programs for other professionals working in the area of the built environment including architects, landscape architects, landscape designers, urban designers and urban planners. This training should be developed and conducted by the relevant professional association for these groups including the Royal Australian Institute of Architects.

The evidence received by this Inquiry indicates that built design professionals such as architects, designers and urban planners are insufficiently aware of the Safer Design Guidelines for Victoria and in some cases CPTED more broadly. The Committee believes that peak bodies and professional associations for such professions should be encouraged to provide their members with training on the Safer Design Guidelines for Victoria and CPTED.

Recommendation 25

The Committee recommends that Victoria Police continue to provide training in the application of the *Safer Design Guidelines for Victoria* for local government officers, through their Safer Community Unit.

The Committee understands that whilst Victoria Police may reinstate their CPTED training program for officers of the Victoria Police it will not be offered to external stakeholders such as local government officers as it has been in the past. Anecdotal evidence to the Committee indicates that this training was well received by local government and seen as a valuable adjunct to their understanding of designing out crime concepts. The Committee believes Victoria Police should reconsider its position on safer design and CPTED training and continue to offer it to external stakeholders where relevant.

General education and information provision

Recommendation 26

The Committee recommends that all local government authorities provide on their websites a hyperlink to the *Safer Design Guidelines for Victoria*.

One of the key problems associated with the application of the Safer Design Guidelines for Victoria is a lack of awareness of their existence. A measure such as the provision of a hyperlink to the Guidelines on the relevant pages of local government websites would be a simple but useful way of promoting and disseminating use of the Guidelines.

Recommendation 27

The Committee recommends that the Department of Planning and Community Development (DPCD) in conjunction with relevant stakeholders and agencies introduce an award for exemplary developments that incorporate and promote safer design.

The Secured by Design (UK) or Police Label Safe Housing (the Netherlands) schemes could serve as such a model. The award could be funded and bestowed by the DPCD in conjunction with relevant stakeholders and agencies such as the Planning Institute of Victoria and the Australian Institute of Architects etc.

Recommendation 28

The Committee recommends that the Department of Planning and Community Development develops a web based live resource hosted on a single site as a resource to promote the *Safer Design Guidelines for Victoria* and their application.

Such a resource should have the ability to include amendments and up-to-date information on the application of the Guidelines. Without prescribing the exact nature of the resource it should use relevant links, drop down menus and searchable menus to ensure the guidance provided is relevant and needed by those accessing the site. The guidance should be provided in appropriate form, easy to read English, and include prompts and essential information where relevant. The website should be actively managed to keep it current.

The newly established Government Planning Practice Guidance for the UK National Planning Policy Framework may serve as a useful model to adapt as necessary.

Recommendation 29

The Committee recommends that the Victorian Government, in partnership with universities, local government authorities and relevant stakeholders, commissions ongoing research to develop the evidence base with regard to Safer Design/CPTED and its relationship to community safety, health and wellbeing.

Such research should investigate or evaluate:

- the impact of the built environment and urban design on public health, community safety and wellbeing
- planning outcomes attributable to safer design/CPTED interventions
- data required by local government for safer design/CPTED audits and applications
- over time to see if improvement pre- and post- safer design/CPTED applications
- specific safer design/CPTED pilot projects in high crime 'hot spots'
- the effect of safer design/CPTED applications on the use of public spaces, particularly for certain population groups such as children, young people, older people, people with disabilities and new migrants.
- evaluation of CPTED and safer design interventions developed by local government authorities including, where relevant, short-term outcomes and longitudinal evaluations.

The use of safer design principles/CPTED have a strong history of research over the past 40 years. Ironically, however, there have been relatively few research studies on its effectiveness as an applied form of practice, particularly in this state. In particular, there needs to be a stronger focus on evaluative research. Comprehensive data to support positive outcomes of safer design applications/CPTED is also required.

Recommendation 30

The Committee recommends that local government authorities in conjunction with developers, particularly those responsible for new housing estates, be encouraged to undertake regular resident surveys to gauge their perceptions of safety and wellbeing.

The Committee believes that people who live within residential communities, particularly in new planned housing developments, will often be the best judges as to whether they live in a safe and healthy environment. As such, soliciting their opinions through regular resident surveys is a simple yet effective method by which community wellbeing and perceptions of safety can be measured and concerns identified.

Such surveys should take place at regular and ongoing intervals. This reflects a concern of this Committee that a survey conducted a year after the development opened or otherwise restricted to early in the development's 'life' would have its limitations.

Recommendation 31

The Victorian Government has accepted in principle the following recommendation made by the Drugs and Crime Prevention Committee's in its Final Report for the Inquiry into Locally Based Approaches to Community Safety and Crime Prevention:

That the Victorian Government establishes an independent crime research, statistics and data collection/analysis agency to assist local government, police and community agencies with the provision of data and evidence to inform the development and implementation of crime prevention programs and initiatives. The Bureau of Crime Statistics and Research in New South Wales may serve as a useful example.

The Government agreed in principle to this recommendation, responding as follows:

'The Government has committed to introducing an independent crime statistics agency in line with the Ombudsman's recommendation. Options for the implementation are currently being analysed and considered by Government. The Committee's recommendation will be considered as this piece of work'.

The Committee recommends that the independent unit would provide data and evidence to inform the development and implementation of crime prevention programs and initiatives including safer design/CPTED audits and risk assessments and safer design/CPTED audits reports for planning permit applications.

14. CPTED and the *Safer Design Guidelines for Victoria*: The Way Forward

Introduction

There is no doubt that the *Safer Design Guidelines for Victoria* and the design principles upon which they are based have been valuable in ‘promoting awareness of crime as a design issue’ (Duarte et al 2011, p.167). They also have the potential to both prevent and reduce crime.

Nonetheless, there have been concerns expressed as to just how aware design and planning practitioners are of these concepts and principles. Indeed, one of the key Terms of Reference for this Inquiry was the extent to which the Safer Design principles and CPTED are incorporated into planning and building in Victoria by both local government authorities and the development industry. To examine this issue the Drugs and Crime Prevention Committee gathered information from submissions and public hearing evidence. It also commissioned original research, namely a survey of all Victorian local government authorities, to explore the levels of awareness of the *Safer Design Guidelines for Victoria* and the principles underpinning them. The results of this survey showed a high level of awareness by local government authorities of the Guidelines and the principles contained therein.⁸⁵⁵ Of concern, however, was that fewer local government authorities applied them to their own planning developments or used them to scrutinise planning applications for which they were the consent authority.⁸⁵⁶

It was much more difficult to get a sense of the extent to which developers are aware of and use the Guidelines. Unfortunately most of the development companies approached by the Committee chose not to respond to its requests for information. It would appear from the limited evidence the Committee did receive that whilst developers may have been generally aware of the Guidelines and principles, they were not incorporated into their planning designs to any significant degree.

Notwithstanding these concerns, the Committee received evidence that some local councils and shires are incorporating the *Safer Design Guidelines for Victoria* and their associated principles into their local planning and doing this well. There are also some excellent examples of initiatives that incorporate best practice designing out crime models from other jurisdictions interstate and overseas. In turn, jurisdictions outside Victoria have taken lessons from how CPTED can work at a local level by emulating some of the evidence based interventions that have been used in this state. The creative refurbishing of the City of Melbourne’s alleys and laneways is one such example.

This is not however a reason to become complacent. The Inquiry has revealed many issues and challenges that can impede the application of CPTED and safer design principles. These are not isolated to Victoria. The way they have been responded to in other jurisdictions and the lessons learned in addressing them can be incorporated into best practice planning in this state.

855 Almost 90 per cent (n=69) of the sample surveyed were aware of the Guidelines document. See discussion in Chapter 9 of this Report.

856 The survey findings indicated that almost 38 per cent of local government authorities did not take the Guidelines into account when determining planning matters. See discussion in Chapter 9 of this Report.

The evidence received from key stakeholders and the findings of the survey also indicates that the safer design principles and CPTED are important crime prevention initiatives in the local context. However, it is generally agreed that environmental design solutions cannot be divorced from social and economic strategies to reduce crime and build resilience and healthy communities (Buck 2009). In writing this Report the Committee has kept at the forefront the overwhelming evidence it has received that safety and crime prevention are merely one, albeit important, part of an overall approach to community wellbeing. Holistic approaches that incorporate 'liveability' considerations are required.

Principles and evidence informing the recommendations

As a result of the evidence gathered by the Committee and the research undertaken, the Committee has developed a set of best practice principles to inform the incorporation of CPTED and the *Safer Design Guidelines for Victoria* and associated principles into local planning in Victoria. The following principles support the Committee's recommendations as reproduced in the Executive Summary and throughout this Report.

1. Crime prevention, including CPTED and the use of safer design principles, is more effective when investing in a holistic approach to health, sustainability, community safety and 'liveability' rather than just law enforcement/justice measures.
2. Safer design principles/CPTED needs to be implemented in conjunction with other crime prevention approaches.
3. Community capacity building and social capital as outlined in this Report are essential and integral aspects of addressing community safety issues in contemporary society.
4. In addressing crime prevention and community safety including safer design principles/CPTED, evidence based strategies are essential.
5. A 'one size fits all' approach to applying safer design principles/CPTED does not address the specific issues, needs and requirements of individual local communities.
6. Effective crime prevention and community safety interventions including the use of safer design principles/CPTED measures require:
 - An understanding of the causes and contributory factors leading to crime and antisocial behaviour
 - Clear goals and vision that are directly linked to proposed strategies
 - A unified service delivery model. Community safety interventions including the application of safer design principles are less effective when agencies and departments including those in local government authorities work in isolation from each other (silos)
 - An applied commitment to evidence based practice research, evaluation, and performance measurement supported by up-to-date data
 - A commitment to plan for the 'long haul'. CPTED interventions including those based on the application of the *Safer Design Guidelines for Victoria* take time and will not result in 'instant rewards'. Follow up, ongoing monitoring and evaluation of CPTED initiatives is crucial
 - The empowerment and participation of local communities in decision making, such as through safer design/CPTED audits.

7. Effective crime prevention, including the use of safer design principles and CPTED, requires police to take a proactive community focused approach with regards to designing out crime utilising specialist knowledge and training in this area.
8. Local government authorities are best placed to understand and reflect the particular needs and problems of their local community. This is largely due to the fact that most crime of immediate concern to communities is local (eg. property crime, antisocial behaviour, vandalism etc.) As such they are best placed to generate and deliver the most appropriate prevention interventions for their local communities including the application of the *Safer Design Guidelines for Victoria*.

Key positions of the Drugs and Crime Prevention Committee

The following discussion draws on some of the key principles outlined above and expands the discussion as to why they are such important aspects of an overall approach to designing out crime.

Holistic approaches are essential

Concepts such as liveability, sustainability, placemaking and social capital all have in common the ideal of producing happier, healthier and safer communities at local neighbourhood level. Increasingly local governments are utilising these concepts in their planning processes and community strategies and combining them with CPTED and safer design approaches to reduce crime and increase feelings of community safety. The Committee believes it is essential that the application of the *Safer Design Guidelines for Victoria* not take place in a crime prevention 'vacuum'. Not only should CPTED be viewed as one aspect of broader crime prevention approaches, community planning also requires CPTED measures be accompanied by a positive raft of strategies grounded in holistic approaches to 'liveability' including wellbeing and health promotion.

CPTED needs to be implemented in conjunction with other crime prevention approaches

A comprehensive approach to addressing crime and antisocial behaviour must take into account all forms of crime prevention, particularly those that seek to address the underlying social and economic causes of such crime. Social and community crime prevention approaches, as well as law enforcement where necessary, are all relevant parts of 'the mix'. Some observers have commented that in areas of social disadvantage physical or spatial interventions without supporting social strategies will have limited effectiveness in reducing crime (Judd, Samuels & Barton 2005).⁸⁵⁷ Thus investment in the physical design of a building or neighbourhood will not be sufficient to reduce crime if it is not accompanied by an increase in cohesive neighbourhood social relations that can occur through community crime prevention campaigns (White 2006). This in turn ties in with the need for holistic approaches based in concepts of liveability and sustainability as discussed earlier in this chapter.

Balancing regulation with non-prescriptive approaches

This Inquiry has examined both mandated and voluntary approaches, both overseas and in other states of Australia, to establish the best option for more effectively incorporating CPTED approaches and particularly the *Safer Design Guidelines for Victoria* into local planning in this state. It has examined the arguments in favour of and against further

⁸⁵⁷ Indeed, some advocates of social approaches to crime prevention have rather dismissively referred to CPTED as 'environmental determinism' which ignores social or structural explanations of crime such as unemployment, poverty or racism (see Robinson 1999). As this chapter discusses, such either/or approaches to reducing crime and antisocial behaviour are not helpful.

regulation of CPTED and sees the merit in both these approaches. Of particular interest was a noticeable division amongst stakeholders as to whether further regulation is desirable. In general terms respondents working in local government authorities were much more likely to support greater regulation. On the other hand developers and designers in the private sector were for the most part opposed to more prescriptive approaches.

Taking into account these differing views, the Committee has sought to strike a balance between no regulation, whereby the Safer Design Guidelines become a voluntary 'optional extra' in the local planning process, and a rigid prescriptive approach whereby the creativity and originality of designers and planners is unduly fettered.

The main concern of the Committee has been that there is no 'trigger' currently in use whereby police can liaise with local government officials, developers and private sector designers and planners in reducing the potential crime risk of development applications.

The Committee therefore believes that applicants seeking planning permission for large-scale developments be required to consider and incorporate features of the *Safer Design Guidelines for Victoria* that are relevant to the development and the potential crime risk it may pose. The Victorian Planning Provisions should therefore be amended by Ministerial Direction to achieve this. There are some caveats to this approach. As indicated, it is intended to apply to large-scale developments only. The Committee recognises that to insist upon planning applicants applying the guidelines for a development such as a small group of residential housing units may be burdensome and unnecessary. The Committee does not prescribe what should be included as a 'large scale development' although Recommendation 6a does list some examples that could be considered under this heading.⁸⁵⁸ These examples should form part of the technical brief by the DPCD when advising the Minister on amending the VPP.

The need for a robust planning system

Currently the planning system in Victoria is subject to a major overhaul. A Ministerial Advisory Committee will be advising the government on the direction and content for a new Victorian Metropolitan Planning Strategy. A Review of the Victorian Planning System is also being undertaken. This Inquiry has examined the application of the *Safer Design Principles for Victoria* and CPTED against the context of these changes.

Urban design and 'liveable' neighbourhoods are clearly important aspects of planning regimes. The *Safer Design Guidelines for Victoria* and the principles that underpin them are or at least should be an integral part of the overall Victorian planning scheme. There have been, however, concerns expressed that these Guidelines are insufficiently integrated into the legal framework that currently governs Victorian planning. The Committee believes it essential that they are examined in the ongoing planning deliberations and incorporated into any revised planning strategy in Victoria.

CPTED approaches need to be coordinated yet broad based and multi-focused — Demolishing 'silos'

Throughout the Inquiry it became clear that different stakeholders have various and sometimes conflicting views as to who should be primarily responsible for implementing the safer design guidelines. Nonetheless, almost all witnesses to the Inquiry believed there was a need for greater coordination and collaboration between the different people responsible for the planning process in Victoria when it came to incorporating safer design into local planning. This is crucial in avoiding a 'silo' mentality.

858 See Executive Summary and discussion in Chapter 12.

Silos may apply with regard to different professionals involved in designing out crime.⁸⁵⁹ For example, Gronlund (2000) argues there may be economic or 'political' resistance to the idea of applying CPTED from the different disciplines involved in design, planning, building or law enforcement. For example, builders and developers who are profit based may resist including CPTED or design improvements because of the add-on costs this may entail. Architects may view following CPTED or design guidelines as an affront to their artistic integrity. Witnesses to the Inquiry also spoke to the importance of coordination in applying CPTED and safer design principles within (local) government. Too often, for example, the planning department may not be aware of the role of community safety officers and vice versa.

Certainly it is essential that relevant parties both within and outside local councils and shires work collaboratively together to achieve best practice outcomes in designing out crime. As Mark Allan from the Property Council of Australia told the Committee:

You need parties to work together, and that is why I would be going down the path of recommending good working relationships supported by good guidance rather than regulating and saying to local government, 'You've got to solve this problem', because they only have certain levers that they can pull in that process.⁸⁶⁰

Such an approach includes the participation of all levels of government, non-government agencies, the private sector and local communities and their representatives.

The importance of local government

Local government is increasingly having a role as a key player in the development and implementation of community crime prevention programs, as has been discussed throughout this Report. As the Australian Institute of Criminology (AIC) has stated: 'Across Australia virtually all government crime prevention agencies include local government in the development and delivery of their respective crime prevention strategies' (2004, p.1). This may be through a legislative mandate as in New South Wales or through comprehensive partnership agreements as in Western Australia, or in relatively ad hoc ways as in this state at least when it comes to the application of CPTED and the *Safer Design Guidelines for Victoria*.

Local government is well placed to both develop projects that incorporate CPTED principles as well as review those applications for planning approval that may have the potential for being a crime risk. For example, some of the lessons learnt by the project team involved in the revitalisation of the Palmerston North Square in New Zealand are instructive for Victorian local government authorities in their development of designing out crime projects. The project evaluation report for the square noted that for CPTED projects to be successful, particularly in the context of local government, there needs to be:

- A skilled contracted [or internal] design team with access to expert knowledge of CPTED principles and practice;
- A dedicated council team to work closely with the designers and builders;
- A project champion within council;
- Council backing [from above];
- Backing from key community groups;
- Strong police support;
- Comprehensive crime statistics for before and after comparisons (Ministry of Justice and Local Government New Zealand 2007, p.66).

⁸⁵⁹ See discussion in Chapter 4 of this Report.

⁸⁶⁰ Mark Allan, Chairman, Sustainable Buildings Committee, Property Council of Australia (Victoria), Public Hearing, 18 March 2013.

Moreover, it is essential that those responsible for the overall development of any project keep all relevant council workers and external stakeholders informed of the project and its implications for how they undertake their work. This is particularly important for the ongoing maintenance of the project (maintenance being a key CPTED principle). For example, the development of a big public space within a local government area may certainly have implications for staff such as council parks officers and grounds people.

Whilst local government is clearly an important player in the application of CPTED, it is equally true that not all local government authorities will have an equal capacity to provide a leadership and a coordination role or be actively involved in the CPTED field. The results of the Committee's survey show that this may particularly be the case for smaller rural councils. Moreover, while some local government authorities may invest substantially in crime prevention, other local governments may not see CPTED as a priority or in fact view it as a waste of time and resources, paying it lip service at best. The response of local government authorities to the Committee's survey indicated that the uptake of CPTED and the Safer Design principles for Victoria certainly varied across the state.

Nonetheless, as most crime of immediate concern to communities is local (eg. property crime, antisocial behaviour, vandalism etc.) then the primary focus for preventive action should also be local and the local government sector must be suitably supported 'through the provision of appropriate and adequate technical support and other resources such as funding, skills development, access to necessary research and data, and policy guidance' (AIC 2004, p.1) In doing so it must be borne in mind that every local community is different and safer design principles need to be tailored to account for such differences.

The significance of context in CPTED

The need to account for difference in local government approaches to incorporating safer design principles reflects the wider point that in applying CPTED and safer design principles a sense of context is extremely important. Indeed, the motto of the UK Designing Out Crime Association is 'Context is everything'. In short, CPTED academics believe in order to be effective safer design applications can rarely be mass produced 'but must be subtly customised to local conditions' (Ekblom et al 2013, p.93):

Context cannot strictly be everything of course otherwise there would be no core principles to contextualise, but the point is well taken...To architects and developers professionally interested in the built environment context embraces many issues: from culturally favoured style and aesthetic principles to planning and development control via climate and earthquake risk. To those concerned with the environment, sustainability features strongly, covering energy, water, habitat loss, pollution and scarce commodities. To those prioritising social issues, gender equality, inclusion of the disabled, the poor or ethnic minorities' social cohesion and equitable distribution of amenity are centre stage. Public health, education, transportation — the list of contexts for CPTED continues.

Crime collides with all these contexts as does crime prevention of all kinds but especially through environmental design. Vandalism blights aesthetics; prevention done badly can impose an ugly fortified appearance or restrict amenity...Crime prevention can disturb sleep through false burglar alarms, invade privacy through CCTV and obliterate night skies with excessive lighting (Ekblom et al 2013, p.93).

Ekblom has described these competing interests as 'troublesome tradeoffs' (2008, p.210) that need to be addressed through the creative reconciliation of conflicting requirements. This is the 'art of good planning and design':

To resolve these tradeoffs effectively planners and designers working with clients and users of all kinds must capture all these requirements clearly and early and identify priorities. They also need the fullest map of contextual issues because resolving one pair of requirements may exacerbate others (Ekblom et al 2013, p.93).

This is why the *Safer Design Guidelines for Victoria* and indeed design frameworks of all types cannot be applied in a vacuum.⁸⁶¹ They must be adapted for the context of the development for which they are to be applied. As such, the Committee believes it is essential that the Guidelines and the principles upon which they are based are accompanied by a practice compendium of the type outlined in Recommendation 17.

The importance of context also relates to the next key position of the Drugs and Crime Prevention Committee — the need to avoid applying ‘templates’ in considering CPTED principles.

CPTED approaches need to adjust for different conditions and audiences — avoiding cookbooks and checklists

The international CPTED literature and evidence of many witnesses to this Inquiry indicate that too often safer design guidelines such as those in Victoria are used as a ‘quick fix’ checklist that is easily ticked off without any in-depth or meaningful consideration given to their application.

Eklblom et al, for example, point out that when policy makers or practitioners use such ‘cookbook’ attempts to adapt one environmental crime prevention intervention to a different or inappropriate location, albeit with the best of intentions, this poses a risk to crime prevention.

Attempts to replicate ‘success story’ projects in crime prevention often fail. Whether these are one off emulations in a single new locale, or rolling out of a major programme, implementation failure is a major weakness...Underlying such failure is the fact that crime prevention can rarely be a universal, ‘spray on’ treatment. It often operates by triggering quite delicate causal mechanisms needing particular contextual preconditions to be met for intervention to work (just as starting a fire needs not only matches but also fuel, oxygen and dry still conditions) (Eklblom et al 2013, p.93).

The need to avoid templates or ‘cookbook’ solutions has been addressed frequently throughout this Report. As Clara Cardia states in the context of the application of the European CPTED standards:

The danger...in the field of environmental crime prevention is the blind application of guidelines that is a way of applying them that does not take into account the specificity of the context, does not consider the more general aspects of the problem and just uses the suggestions as precooked solutions...[But] There are no standard solutions, the appropriate proposal can only result from a deep knowledge of the context and a commitment to find a solution which enters into dialogue with the context and smoothly integrates into the existing environment (Cardia 2013, p.55).

These warnings are again equally applicable to the application of the *Safer Design Guidelines for Victoria*. Moreover, the flexible handbook for the application of the European Standards may serve, with appropriate adaptations, as a model for a practice guide to accompany the Victorian document.

861 As was stated in the context of applying the Queensland CPTED Guidelines, planners, developers and policymakers need to take into account a number of trends when considering implementing CPTED. These include:

- The changing form of housing
- The changing nature of the workforce and jobs. For example an increasing number of people who may work part-time or work at home and thereby provide natural surveillance on ‘who is out and about’ in their neighbourhoods.
- The continuing ageing of the population; and
- The changing nature of households.

For more detailed discussion as to how these trends may influence the application of CPTED principles, see Queensland Government 2007.

The importance of partnerships

The Committee has found the need for crime prevention to be a shared responsibility between governments and civil society. The National Crime Prevention Framework states in this regard:

In Australia, contemporary crime prevention has generally embraced the value of partnerships, collaborative policy development and program delivery, in recognition that the causes of crime are wide ranging, complex and frequently require a coordinated response.⁸⁶²

This is no less true of applying CPTED interventions and the *Safer Design Guidelines for Victoria*.

However, as discussed in Chapter 4, the elements of a good working partnership can sometimes be more aspirational than real. It is essential in taking a 'whole of government approach' that local crime prevention governance, including the use of partnerships, is flexible and avoids a 'one size fits all' approach.

A particularly important example of a partnership in the application of good design principles to local planning is that between local government and the Victoria Police. In the Committee's opinion having police well trained in CPTED and safer design principles and their application is essential in assisting council officers, planners and developers to design out crime in their planned developments. This can be done either informally or formally through a risk assessment or audit process.

One aspect of crime prevention partnerships that has been to some extent overlooked in Australia is the collaboration between the private and government sectors in developing and implementing crime prevention and community safety initiatives. This is particularly important in the CPTED field where private sector architects, designers and planners feature so prominently.

Promotion, education and information provision

Effective crime prevention models require knowledgeable planning and implementation, which in turn is contingent upon an expert and knowledgeable workforce in the area of crime prevention. As Morgan and Homel state, however, too often in Australia and overseas crime prevention measures have been made less effective by players having:

- a poor understanding of crime prevention theory and techniques;
- the absence of a skilled and professional crime prevention workforce;
- inadequate project and program management ability; and
- the lack of knowledge and experience with performance measurement and program evaluation (Homel 2008 in Morgan & Homel 2011, p.29).⁸⁶³

In a presentation to the Committee, Professor Paul Eklom suggested that rather than supplying practitioners with many fixed solutions it is better to equip them with a knowledge of process. This should help those involved with designing local developments to think less like technicians applying a pre-packaged remedy and more like consultants using CPTED principles to customise to context and 'innovate, design and reconfigure diagnoses and solutions as they go'. High investment in this type of training and guidance 'leads to high return in successful performance of community safety'.⁸⁶⁴

⁸⁶² See http://www.aic.gov.au/crime_community/crimeprevention/ncpf.aspx. See also the discussion in Chapter 3.

⁸⁶³ For the importance of evaluation in the context of crime prevention, see Chapter 13.

⁸⁶⁴ Slideshow Presentation by Professor Paul Eklom, Design Against Crime Research Centre, Central Saint Martins College of Arts and Design, Public Hearing, Sydney, 10 December 2012.

The Committee acknowledges the need for ongoing and initial professional development and training for local crime prevention and community safety officers, planners, and design professionals. Having well trained police skilled in CPTED and safer design principles and their application is particularly essential. This will assist council officers, planners and developers to design out crime in their planned developments either informally or formally through a risk assessment or audit process.

Related to the issue of education is information provision: the need to ensure that relevant stakeholders are aware of the *Safer Design Guidelines for Victoria* and CPTED generally. One of the key issues of concern raised by witnesses to the Inquiry and responses to the survey was the limited and varying extent to which planners, architects, design professionals and developers were aware of CPTED and safer design principles generally and the *Safer Design Guidelines for Victoria* specifically. To some extent the problems associated with awareness of the Guidelines are also problems of language and terminology. As pointed out in Chapter 13, whilst some planners or developers may be aware of the general principles of CPTED they may not be aware of the Guidelines specifically. Other stakeholders may have knowledge of the Guidelines document but not realise that it is underpinned by the concept of Crime Prevention through Environmental Design.

The Committee believes that more comprehensive ways of providing information on the Guidelines need to be developed and that the Department of Planning and Community Development has a key role to play in that respect.

Improving CPTED's 'fitness for purpose'⁸⁶⁵ — incorporating evidenced based approaches

A criticism sometimes made of CPTED and safer design concepts is that they can be applied unthinkingly and inappropriately without a sufficient evidence base to support their application (Ekblom 2009).

There is now general agreement in both the national and international literature as to what is the most effective range of responses available to policy makers to address community safety and crime prevention. This consensus includes the promotion of evidence based approaches to incorporate environmental crime strategies such as CPTED.

CPTED can be used in more effective ways by:

- ◆ Ensuring its application is adaptive and flexible
- ◆ Ensuring CPTED is scale sensitive and context sensitive
- ◆ Balancing values, priorities and competing interests within crime and community safety areas and between crime prevention and other areas of intervention (such as environmental and ecological concerns)
- ◆ Encouraging more professionalism and expertise in the field
- ◆ Developing good process models for 'capturing, transferring and applying know how'
- ◆ Looking forward — making CPTED relate to the changes in technology and governance; building on the strengths of 'third generation' CPTED.⁸⁶⁶

There are, however, insufficient linkages made between academic research on CPTED and the experiences of design or planning practitioners. Research needs to be influenced more by the experience of those who work in the field. There also needs to be 'a better research basis to support what practitioners should be doing' (Schneider & Kitchen 2013, p.26).

⁸⁶⁵ The term is that of Professor Paul Ekblom; see Ekblom 2013.

⁸⁶⁶ This list is in part informed by Ekblom 2013.

There are also clear gaps in the knowledge base for how CPTED is applied in different contexts and for different types of development. Moreover, there needs to be a better fit as to how CPTED and safer design relate to other areas of planning and community development. For example, there is only limited, although growing, understanding as to the links between safety and sustainability, with research only relatively recently being undertaken in this area. Further and better research studies need to be undertaken in order to evaluate the nexus between crime prevention by design and sustainable development.

Monitoring and evaluation

One question that is often asked is whether ‘crime prevention’ is effective. Very little comprehensive evaluative research has been done to satisfactorily address this issue in the context of CPTED. There are clearly great challenges in researching the ‘effectiveness’ of CPTED and especially the worth of the *Safer Design Guidelines for Victoria*, not least of which is measuring what counts for ‘success’ in any given application. For example, whilst one CPTED intervention or series of interventions may be effective in reducing the level of crime recorded in a particular local neighbourhood, it is also possible that crime levels may rise in a neighbouring district that does not have the program — the effect criminologists call ‘displacement of crime’.

Crime prevention programs, it is generally agreed, should be subject to rigorous evaluation. The importance of evaluation, monitoring and performance measurement as key features of effective crime prevention has been stressed in the National Crime Prevention Framework and discussed at length in this Committee’s previous Inquiry into Community Crime Prevention.⁸⁶⁷ However, as stated in that Inquiry’s *Final Report*, too often evaluation is viewed as an expensive diversion from the ‘main game’ of delivering crime prevention services. This may be particularly the case for under-funded community and local government agencies.

It is particularly unfortunate that the *Safer Design Guidelines for Victoria* have not been subject to a comprehensive external review or evaluation. The Committee believes that from the evidence it has received both as a result of its online survey and through submissions and hearing evidence such an evaluation is overdue.

A call for local crime data

Without appropriate crime data or criminal intelligence it is difficult to use CPTED principles effectively to modify or adapt a design to reduce crime risk. It is of note that in New South Wales the CPTED Guidelines actually specify the need for CPTED risk assessments using local intelligence and data. They state in this respect:

When conducting individual crime risk assessments, the consequences and likelihood of crime are identified and measured using recorded crime statistics, hotspot analyses and ABS socio-economic data (Department of Urban Affairs and Planning (NSW) 2001, p.3).

New South Wales also has the advantage of being able to use the services of the Bureau of Crime Statistics and Research (BOCSAR) to inform much of the local government and police work around CPTED and safer design. For example, BOCSAR can supply a local government authority with detailed reports on age profiles, income levels, educational attainments, crime data tables, and other socio-economic or demographic data about the locality in which a proposed development is positioned.

The Committee believes that the provision of an independent statistics, data retrieval and research service such as BOCSAR is of great assistance to both police and local government

⁸⁶⁷ See Drugs and Crime Prevention Committee, *Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, Final Report*, June 2012.

not only in the area of CPTED but also in crime prevention generally. It repeats the call for a comparable unit to be developed in Victoria in order to inform practice with research based evidence.⁸⁶⁸

Concluding remarks

Crime is the result of many factors and cannot be simply prevented or reduced through the design of the physical environment. Nonetheless, CPTED and the use of safer design principles is an important part of a suite of crime prevention strategies that include law enforcement, particularly proactive and specialist policing, education and social development approaches. Certainly the most successful initiatives to incorporate CPTED and environmental crime measures are those based on holistic strategies that incorporate a wide range of measures and rely on collaborative multi-agency partnerships.

The online survey undertaken by this Committee was an important part of the Inquiry. It showed that whilst a substantial percentage of local government authorities are aware of the *Safer Design Guidelines for Victoria*, the extent to which they are being applied to local planning could be greatly improved. The recommendations of this Report based on the evidence received by the Committee throughout the Inquiry aim to promote better use and application of these Guidelines.

In conclusion, CPTED academic Paul Cozens has remarked: ‘The future directions for CPTED are intriguing. This history of CPTED has been one of continuous re-examination and building and this dynamic process will no doubt continue’ (Cozens 2011, p.172). Certainly the application of the *Safer Design Guidelines for Victoria*, when accompanied with appropriate practice guidance for those working in the field, will be an important part of the future directions for CPTED and environmental crime prevention solutions in this state.

Adopted by the Drugs and Crime Prevention Committee
55 St Andrews Place
East Melbourne
17 June 2013

⁸⁶⁸ A recommendation for such a unit was first made by this Committee in the *Inquiry into Locally Based Approaches to Community Safety and Crime Prevention, Final Report*, June 2012.

Appendices

Appendix 1: List of Submissions

Submission No.	Name of Individual / Organisation	Date received
1	Ms Kirsten Bauer, President, Australian Institute of Landscape Architects (AILA), Victorian Chapter, Advocacy and Urban Design Committee	28 August 2012
2	Mr Liam Hodgetts, Manager Strategic Development, City of Casey	19 October 2012
3	Ms Liz Johnstone, Executive Officer, Planning Institute of Australia, Victoria Division	12 November 2012
4	Dr Carolyn Whitzman, Associate Professor of Urban Planning, Faculty of Architecture, Building and Planning, The University of Melbourne	12 November 2012
5	Mr Ken Lay APM, Chief Commissioner, Victoria Police	19 November 2012
6	Mr Geoff Griffiths	22 February 2013
7	Mr Tarun Gupta, Chief Executive Officer, Property, Australia, Lend Lease	12 March 2013
8	Ms Heather Campbell, General Manager of Sustainability, Federation Centres	18 March 2013

Appendix 2: Witnesses Appearing at Public Hearings in Melbourne and via Teleconference

Public Hearings — Melbourne

Melbourne 27 August 2012

Name	Position	Organisation
Mr Tony Lake	International Chair	ICA (International CPTED Association)

Melbourne 10 September 2012

Name	Position	Organisation
Mr David Dreadon	Secretary	Australian Institute of Landscape Architects, Victorian Branch
Mr Mark Frisby	Past President	Australian Institute of Landscape Architects, Victorian Branch

Melbourne 8 October 2012

Name	Position	Organisation
Mr Dean Griggs	Branch Manager	City of Melbourne
Ms Anne Malloch	Team Leader, City Issues	City of Melbourne
Ms Nancy Pierorazio	Senior Policy Officer, City Safety, City Issues	City of Melbourne
Mr Todd Berry	Project Officer, City Issues, Community Safety and Wellbeing Branch	City of Melbourne
Mr Michael Norton	Principal Engineer Infrastructure, Engineering Services Branch	City of Melbourne
Mr David Pryor	Senior Architect and Urban Designer, Urban Design and Docklands Branch	City of Melbourne
Mr Martin Williams	Executive Officer, City Planning and Infrastructure	City of Melbourne
Leading Senior Constable Glenn McFarlane	Crime Prevention Officer, North West Metro Division 1	Victoria Police

Melbourne 22 October 2012

Name	Position	Organisation
Ms Caroline Dickson	Senior Strategic Planner	City of Casey
Mr Liam Hodgetts	Manager Strategic Development	City of Casey
Mrs Sylvia Georges	Urban Designer	City of Boroondara
Mr Jose Alfano	Chapter Councillor	Australian Institute of Architects
Mr Simon McPherson	Director	SJB Urban
Ms Jill Garner	Associate Victorian Government Architect	Office of the Victorian Government Architect
Ms Kim Irons	Senior Adviser, Urban Design and Architecture	Office of the Victorian Government Architect
Professor Billie Giles-Corti	Director, McCaughey VicHealth Centre for Community Wellbeing	The University of Melbourne

Melbourne 12 November 2012

Name	Position	Organisation
Dr Carolyn Whitzman	Associate Professor in Urban Planning	The University of Melbourne
Mr Brett Davis	Vice President	Planning Institute of Australia, Victorian Division
Ms Liz Johnstone	Executive Officer	Planning Institute of Australia, Victorian Division
Ms Carmel Boyce	Director	Carmel Boyce and Associates
Ms Jo Cannington	Associate	Beca
Mr Paul Hardyman	Design Director	Urbis
Inspector Anthony Langdon	Safer Communities Unit	Victoria Police
Superintendent Peter Brigham	Community Engagement Division	Victoria Police
Mr Geoff Griffiths (via teleconference)		

Melbourne 26 November 2012

Name	Position	Organisation
Dr Christopher Hale	Lecturer in Sustainable Infrastructure Engineering, Department of Infrastructure Engineering	The University of Melbourne
Dr Flora Salim	Research Fellow, Spatial Information Architecture Laboratory	RMIT University
Associate Professor John Fitzgerald	School of Social and Political Sciences	The University of Melbourne
Mr Rob Spence	Chief Executive Officer	Municipal Association of Victoria
Mr Gareth Hately	Rural Planning Policy Officer	Municipal Association of Victoria
Ms Alison Lyon	General Counsel	Municipal Association of Victoria
Mr Jason Black	Managing Director	INSIGHT Planning Consultants

Selandra Rise — Clyde North 18 February 2013

Name	Position	Organisation
Mr Jason Black	Managing Director	INSIGHT Planning Consultants
Mr Liam Hodgetts	Manager Strategic Development	City of Casey
Mr Nathan Islip	Team Leader Urban Design	City of Casey
Mr Justin Ray	Urban Design Manager	Stockland

Melbourne 18 March 2013

Name	Position	Organisation
Mr Mark Allan	Chairman, Sustainable Buildings Committee	Property Council of Australia (Victoria)
Mr Michael Chapman (via teleconference)	General Manager Design and Environment, Communities	Lend Lease

Appendix 3: Site visits in the Melbourne area

Melbourne 8 October 2012

Union Lane, Melbourne — *Street art precinct*

Elizabeth and Degraives Streets, Melbourne — *Café & Tourist precinct*

Kensington Railway Station area, Kensington

Clyde North 18 February 2013

Selendra Rise, Clyde North — Housing development

Appendix 4: Witnesses Appearing at Interstate Public Hearings

Public Hearings — Sydney

Sydney 10 December 2012

Name	Position	Organisation
Professor Paul Ekblom	Professor	Design Against Crime Research Centre, Central Saint Martins College of Art and Design
Dr Paul Cozens	Research Fellow	Curtin University
Professor Lorraine Gamman	Professor in Design Studies School of Graphic and Industrial Design; and Director	Central Saint Martins School of Art and Design Design Against Crime (DAC) University of the Arts London
Mr Adam Thorpe	Designer and Creative Director	Design Against Crime Research Centre, Central Saint Martins College of Arts and Design
Professor Kees Dorst	Founder and Director	NSW Designing Out Crime Research Centre, University of Technology Sydney
Mr Rodger Watson	Deputy Director	NSW Designing Out Crime Research Centre, University of Technology Sydney
Detective Inspector Matthew Heysmand	Acting Commander, Operational Programs	New South Wales Police Force
Commander Ian Lynch APM	Field Support, Education and Training	New South Wales Police Force
Senior Sergeant Rick Simpson	Program Co-Ordinator, Crime Management Programs Unit, Education and Training Command	New South Wales Police Force
Senior Constable Tim Fellows	Principal Lecturer, Safer by Design, Crime Management Programs, Education and Training	New South Wales Police Force
Dr Tania Matruglio	Assistant Director, Crime Prevention Division	Department of Justice and Attorney General
Mr Lester Currie	Manager, CPTED, Crime Prevention Division	Department of Justice and Attorney General
Mr John Maynard	Senior Project Coordinator, Safe City	City of Sydney
Mr David Birds	Director of Policy	NSW Department of Planning and Infrastructure
Ms Tatjana Djuric-Simovic	Senior Planner	NSW Department of Planning and Infrastructure

Appendix 5: Witnesses Attending Meetings and Site Visits in New Zealand

Meetings — New Zealand

Wellington 30 October 2012 Forum

Name	Position	Organisation
Ms Lyndsey Jacobs	Senior Advisor, Community Relations and Operations	Ministry of Justice New Zealand
Dr Frank Stoks	Director	Stoks Limited
Mr Chris Butler	Urban Designer	Harrison Grierson
Ms Robyn Steel	Manager, City Safety Operations Group	Wellington City Council
Ms Mariska Wouters	Policy Analyst	Local Government New Zealand
Mr Dave Ross	National Operations Officer	Community Patrols of New Zealand
Mr Roger Eynon	National Manager	Neighbourhood Support New Zealand
Ms Robyn Steel	Manager, City Safety Operations Group	Wellington City Council

Wellington 30 October 2012 Site Visit of Opera Lane in Wellington

Name	Position	Organisation
Ms Robyn Steel	Manager, City Safety Operations Group	Wellington City Council
Ms Sophie Connell	Senior Urban Designer	Wellington City Council

Wellington 31 October 2012 Site Visit of Central and Regent Park

Name	Position	Organisation
Frank Stoks	Director	Stoks Limited
Vicki McLaren	Group Manager City Housing	Wellington City Council

Palmerston North 31 October 2012

Name	Position	Organisation
Mr Jono Naylor	Mayor	Palmerston North City Council
Mr Jeff Baker	Recreation Planner, Strategic Department	Palmerston North City Council
Mr Geoff Wilkinson	Policy Planner Urban Design, Strategic Department	Palmerston North City Council
Mr John Brenkley	Parks and Property Manager	Palmerston North City Council
Senior Sergeant Clifford Brown	Support Manager for Police	New Zealand Police Palmerston North

The Committee undertook a site visit to The Square in Palmerston North.

Christchurch 1 November 2012

Name	Position	Organisation
Mr Philip Mackenzie	Canterbury Operational Recovery Manager	Ministry of Justice New Zealand
Ms Sue Ramsay	Team Leader Crime Prevention, Community and Safety Team, Community Support Unit CPTED Programme Lead	Christchurch City Council
Mr Phil Shaw	Manager, Community and Safety, Community Support Unit	Christchurch City Council
Ms Allison Houston	Injury Prevention Advisor, Community Support Unit	Christchurch City Council
Ms Pippa Reid	Graffiti Projects Coordinator	Christchurch City Council
Ms Lisa Speight	Crime Prevention Advisor, Community Support Unit	Christchurch City Council
Mr Dave Cliff	Assistant Commissioner South	New Zealand Police
Senior Sergeant Phil Dean	Tactical Coordinator for Central Christchurch Area	New Zealand Police
Mr Trevor Dickinson-Mclachlan	Manager Christchurch Metro Intelligence Group Office	New Zealand Police
Mr Dan Coward	Area Commander Christchurch	New Zealand Fire Service
Mr David Wilkinson	Christchurch Manager	Neighbourhood Support Canterbury
Ms Ngaire Button	Deputy Mayor	Christchurch City Council

Christchurch 31 October and 1 November 2012 — Site Visits of Christchurch and surrounding areas

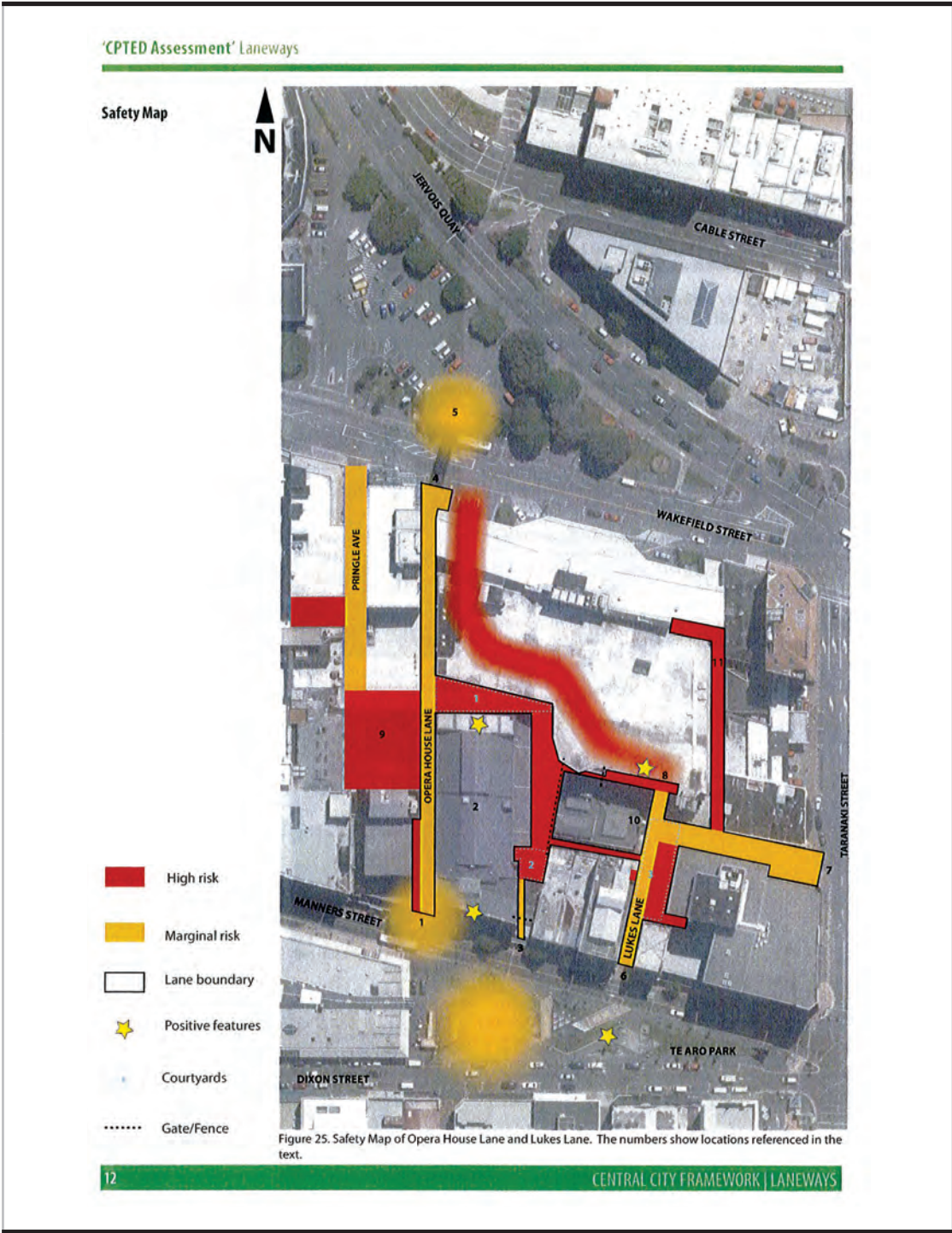
Name	Position	Organisation
Ms Sue Ramsay	Team Leader Crime Prevention, Community and Safety Team, Community Support Unit CPTED Programme Lead	Christchurch City Council
Ms Allison Houston	Injury Prevention Advisor, Community Support Unit	Christchurch City Council
Ms Pippa Reid	Graffiti Projects Coordinator	Christchurch City Council
Ms Lisa Speight	Crime Prevention Advisor, Community Support Unit	Christchurch City Council

Appendix 6a Procedural Stages for Police Label Secure Housing

- STEP 1** First the applicant will contact the Building Plan Advisors in the municipality where the new estate will be developed.
- STEP 2** The local government will then appoint a dedicated Building Plan Advisor. This will usually be a specially trained officer, although the Police Label Secure Housing committee or regional project manager for secure living may also delegate this task to an external expert.
- STEP 3** The Police Label Secure Housing committee of the regional project manager secure living will determine the list of requirements. The applicant will receive a written overview of the requirements that have been declared applicable to the specific project. Certain requirements will be omitted if they are considered irrelevant (for instance a lift in a single-family dwelling)
- STEP 4** In the course of the planning process the commissioning party is assisted by the Building Plan Advisor who may give advice on the way in which the requirements may be incorporated into the design. In cases where parties disagree with one another, or where there is uncertainty about the course of the planning process, decisions are made by the regional Police Label Secure Housing committee or the project manager.
- STEP 5** The planning process will result in a written application, which includes the following:
- ◆ the specifications according to which the applicable requirements are to be carried out;
 - ◆ who is responsible for the measures that are to be taken and
 - ◆ the time frame within which these measures are to be carried out.
- STEP 6** The regional Police Label Secure Housing committee or project manager will evaluate the application. If the full application leads to a positive outcome, the regional Police Label Secure Housing committee or the project manager will grant authorisation to carry the certificate 'applied for Police Label Secure Housing'. This authorisation is documented in a contract. Agreements that are made between all concerned parties are recorded in this document. In the event of any disagreements, the matter will lead to further consultations. Should the applicant disagree with the judgement of their application., this will be open to appeal by the 'Centre of Crime Prevention and Security' (*Centrum voor Criminaliteitspreventie en Veiligheid/CCV, Utrecht*)
- STEP 7** Once the project has been completed, the application has been completed and an independent inspector will check that all measures have been adequately implemented. In addition, under the authority of the Service Centre, random checks will be undertaken. On the bases of this independent report, the Police Label Secure Housing will eventually be granted by the regional Police Label Secure Housing committee. The completed project then receives a certificate for a period of five years. The certificate for each individual dwelling is valid for a period of ten years.

SOURCE: Jongejan, A. and Woldendorp, T. (2013) 'A Successful CPTED Approach: The Dutch 'Police Label Secure Housing'' *Built Environment*, 39 (1), p. 37

Appendix 6b: Wellington Safety Map



Source: Wellington City Council, 2012a, *CPTED Assessment & Improvement Plan — Laneways, Opera House Lane, Lukes Lane, Eva/Leeds Street, Egmont Street*, p. 12.

Appendix 7: New Zealand 'Seven Qualities of Safer Places'

■ □ The seven qualities for well-designed, safer places

The National Guidelines' seven qualities are not 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.

As the qualities overlap and reinforce each other, effective results can be achieved only when all qualities are considered together and applied appropriately to the local context. The seven qualities need to be considered throughout the planning and design process. It's particularly important that these are considered right from the early stages of a new development or redevelopment so that fundamental matters such as site layout and its relationship to the surrounding area are accounted for.

This section provides a summary of the key considerations associated with the seven qualities as well as an in-depth look at each quality. As the seven qualities overlap with one another, some of the considerations listed on the following pages may relate to more than one quality and not just to the quality in which they are listed.



■ □ Summary of key considerations

ACCESS: SAFE MOVEMENT AND CONNECTIONS

- Clear routes are provided for different modes of traffic.
- Movement safety is maximised especially after dark.
- Safe access is provided between key destinations and entrapment spots eliminated.
- All routes are necessary and lead to destinations that people want to reach.
- Multiple exit points are provided from public spaces and along pedestrian routes.
- Consequences of the number and type of connections are carefully considered.
- Routes do not provide potential offenders with ready and unnoticed access to potential targets.

SURVEILLANCE AND SIGHTLINES: SEE AND BE SEEN

- Good visibility, sightlines and casual surveillance are provided.
- Opportunities for surveillance from adjacent buildings are maximised.
- Building design creates opportunities for informal surveillance and incorporates crime reduction measures.
- Concealment and isolation opportunities are removed so that areas are active.
- Concealment spots are eliminated or secured with visibility aids incorporated where necessary.
- Fencing, landscaping and streetscape features are designed to help visibility.
- Efforts are made to eliminate 'inactive' frontages and corners.
- Lighting is a primary consideration and integral to the overall design.

LAYOUT: CLEAR AND LOGICAL ORIENTATION

- Design and layout support safe movement and help with orientation and way-finding.
- Design and layout are appropriate for the identified crime risk, maintain or improve environmental conditions and enhance personal safety.
- Ground level building facades are of a high design quality and provide active frontages to the street (e.g. windows, doors, displays and visible indoor activity).
- Public spaces are of a high quality, serve a purpose and support an appropriate level of legitimate activity.
- Entrances and exits are clearly signposted and easily accessible.
- Signage is legible and informative of the surrounding development, public facilities and access routes.
- Landscaping supports legibility.

ACTIVITY MIX: EYES ON THE STREET

- Informal surveillance is supported and the legitimate use of public space is maximised.
- Mixed use/activity generators are incorporated with various uses successfully integrated.
- Uses in an area are compatible with any potential conflicts being thoroughly addressed.
- Strategies for encouraging residential population in town and city centres are promoted.
- Encouraging appropriate night-time uses is considered.



SENSE OF OWNERSHIP: SHOWING A PLACE IS CARED FOR

- Spaces are clearly indicated as to whether they are public, communal, semi-private or private.
- Boundaries between these spaces are appropriately indicated to support their intended use.
- Elements that delineate ownership boundaries are well designed and do not restrict visibility.
- Property numbering and identification are incorporated within the design.
- Community engagement in the planning and design process is encouraged.
- People who feel ownership of a place are involved in defining its identity.

QUALITY ENVIRONMENTS: WELL DESIGNED, MANAGED AND MAINTAINED ENVIRONMENTS

- Care is taken to create good quality public areas.
- Appropriate management and maintenance systems are in place.
- Design and layout support management and maintenance.

- Materials and fixtures are vandal resistant.
- Users, businesses and residents are involved in management.
- Integrated approach to design, involving a range of disciplines, is taken.
- Alliances or partnerships between stakeholders are promoted.

PHYSICAL PROTECTION: USING ACTIVE SECURITY MEASURES

- Potential for target hardening measures to have a visually negative impact is carefully addressed.
- Barriers are designed carefully, of high quality and appropriate to their local context.

Appendix 8: CPTED Statement relating to Regent Park Housing Project, New Zealand

REGENT PARK HOUSING: Safety and Security by Design

CPTED embedded at all stages.

Crime Prevention Through Environmental Design (CPTED) principles have been seamlessly and inconspicuously embedded into the design of the Regent Park Housing Development for the safety and security of residents and the community. CPTED has been applied from the initial site assessment through all stages of the design process to construction, and fine tuning upon completion.

The CPTED objectives were to mitigate certain existing safety and security concerns that were identified during the initial site analysis plus, importantly, to take advantage of the natural attributes of the site that are useful for integrating safety and security into the design of the houses and the site overall.

The previous safety and security concerns dealt with in the new design relate to:

- Three public entrances allowing the property to be used as a walkway and shortcut for the general public
- Alleyways which did not allow pedestrians to see ahead of where they were going
- A lack of differentiation between public and private space making private space very difficult to protect
- Poor lighting
- Insufficient natural supervision of houses by other houses on the site
- Insufficient protection for personal property such as private cars, washing, and personal effects
- A diluted sense of community notwithstanding the potentially unifying bowl shape and topography of the site.

How these safety and security concerns have been embedded in the design is described as follows.

Through-site access

Through-site walkways are kept well away from houses and in clear view of residents. Strong thresholds and the pathways themselves are expressed with quality paving treatments, lighting and “Regent Park” signs which signal to people on the path that they are being extended a courtesy demanding of respect for private property and will be noticed.

The entries and exits of the pathways have been simplified and kept very legible to allow users to see ahead without opportunities for persons to lurk behind blind corners.

Central open space

All pathways traverse the central community space to enhance natural supervision and pique the natural curiosity of residents.

Pedestrian surfaces which emanate from individual houses and cross the drive for residents' vehicles have been used to express this as shared, though pedestrian-dominant, space.

This shared hard paved space also provides a naturally overlooked all-weather surface annexed to the community outdoor space.

Clear distinctions between public accessed space (pathways) community space and private space have been created progressively and with increasing strength as transitions are made from public to private space.

Houses

All units must be approached from visually supervised community space. Attractive fences and landscaped banks protect private rear yards, personal effects and washing from uncontrolled access.

Carports and car pads are set back from the roadway to minimise opportunistic access to residents' vehicles.

All units are linked to and look out across the central community space.

Mechanisms to strengthen the sense of personal (defensible) space as well as community space include the opportunities for growing flowers and vegetables in raised planters (already well established) and selected variations in design, such as the colour scheme. The award winning colour scheme makes houses individually identifiable and the overall development bright and cheerful (and unlike some other social housing, historically, which was stigmatised by colour schemes that were not normally found in the community at large). Units have individual secure mailboxes as part of the reinforcement of individuality within a community.

Windows have been strategically placed to allow residents to see people approaching their front door, see their car parked close to the house, see into their carport, and supervise their rear yards with washing lines and outdoor storage for personal property.

A combination of motion sensor lighting and lighting controlled from inside protects these areas after dark.

Front doors are solid and robust with a viewing window near or beside the door to allow residents to verify caller bona-fides before responding.

Considerable effort has gone into design which establishes and thereafter ensures high standards of presentation are sustained under a pride of place ethic. This is a central concept of CPTED since declining standards of presentation have the potential to create a sense of unease, and ultimately a sense of not being safe and secure, particularly when a run down environment leads to tagging and wilful damage.

Recycling and rubbish bins are contained within screened enclosures contributing a positive element to an integrated landscape, rather than detracting from it as is often the case.

Technology.

Low glare LED lighting has been used to light up pathways. Much of the lighting comes from the houses rather than having specific 'security lighting'. Residents can communicate with the 24 x 7 WCC Security Control centre via a video intercom. The six unit blocks have an access controlled entry and intercoms.

A special apartment door design has been developed. It provides fire protection, acoustic and visual privacy, and minimises the risk of residents accidentally locking themselves out.

Appendix 9: CPTED Statement relating to Central Park Housing Project, New Zealand

CPTED STATEMENT: CENTRAL PARK HOUSING UPGRADE

1. Introduction

- 1.1. This Crime Prevention Through Environmental Design (CPTED) statement has been prepared in support of Wellington City Council's proposed upgrade of housing at Central Park Flats, Te Aro.
- 1.2. We have taken part in site investigations and have provided CPTED guidance during the re-design process through to Resource Consent application stage.
- 1.3. CPTED advice and this statement references: site and precinct visits, consultation with the design team, applicable drawings, Council guidelines¹ and other CPTED publications².

2. CPTED Features of Central Park Housing Site

- 2.1. An initial assessment during the investigation stage found a number of beneficial CPTED factors considered to be significant and worthy of being retained if not reinforced in the housing upgrade, namely:
 - a plenty of outdoor space for development and enhancement of community amenity space
 - b mature landscaping and considerable prime green space
 - c off street car parking space
 - d natural supervision opportunities by virtue of the outlooks of apartment units over the complex grounds, and/or towards Central Park
 - e good access to adjoining streets for tenants
 - f safety and security improvements that have been made in and around the main entrance lobby
 - g other problematic areas having been treated to make them safer e.g. infill of the previously open bases of stairs.How these features are retained and reinforced is explained below.
- 2.2. The initial assessment also found a number of safety and security problems that needed to be addressed. These concerns and a description of how they have been treated, is summarised as follows.
- 2.3. There is a need to address access safety and security issues of the wider 'precinct' including the influences of the other adjoining housing blocks of Berkeley Dallard, and Etona, arising from pedestrian routes (tenant and public), multiple building entrances, fragmented vehicle circulation and anonymous or ambiguous open space.

¹ Wellington City Council (2005) "Guidelines for Design Against Crime", Wellington City District Plan; Wellington City District Plan (Introduction, s.1.6.1; s.1.6.3); Wellington City Council (2008). "Walking Policy" (Objectives 2 and 3)

² Ministry of Justice (2007). "Crime Prevention Through Environmental Design – Draft New Zealand Guidelines". (part of the New Zealand Urban Design Protocol); Ministry for the Environment (2005). "New Zealand Urban Design Protocol".

Site development of Central Park Flats has been coordinated with the proposed site development of the Berkeley Dallard Apartments housing complex and with the anticipated development of Etona, by means of a Masterplan. This Masterplan deals with issues common to each site, and more importantly, allows features of each site and the 'precinct' to be taken full advantage of – as described in greater detail below.

- 2.4. Three public through-routes from Nairn Street to Brooklyn Road encourage public encroachment into private space making it difficult to discern strangers from residents and undermine the sense of local community space and personal space.

The risky shortcut at the North end of the Nairn Street block between Nairn Street and Brooklyn Road has been eliminated. Members of the public are now required to use the road footpath a few metres away or take an alternative safer path through the centre of the site where they are in clear view of others and can 'see and be seen'.

A wet weather public shortcut between Nairn Street and Brooklyn Road through the housing complex(!) has been eliminated by new access controls at the new building entrances.

The shortcut through the grounds at the South end of the building has been shifted South slightly. It appears on the site plan for Berkeley Dallard Apartments. It has been formalised with clear views in advance of travel, upgraded paving and set backs from other buildings. Landscaping elements clearly signal this path as being for public (and local resident) use. The language of layout and materials suggest and encourage 'good behaviour', such that the further the public stray from the path, the greater the sense of encroachment into private property.

- 2.5. Clear distinctions between public vs. communal vs. private space are lacking.

Distinctions between public and private space have been created progressively and with increasing strength as transitions are made from public to private space. These transitions include: creation of thresholds between public and semi-public space; semi-public and semi-private (community space); and between community and private (individual tenant's or cluster of tenants') space. Also the use of a materials hierarchy where the quality of surface treatments, or features in the landscape, increases or 'becomes more suitable' commensurate with the transitions from public to private space. Physical access controls are the ultimate space demarcation, in the form of newly secured building entrances.

- 2.6. Multiple entrances to the site and to individual blocks dilute any sense of public/private threshold and hierarchy of space privacy. The first and only line of security for a resident effectively begins at the door to their unit.

Site entrances have been strengthened and the number minimised. All have been given a 'formal sense of entrance' by use of landscape elements.

The 50 or more previous building entrances (many of which were direct to units) has been reduced markedly. The Nairn Street block has fewer entrances than before, those entrances will now be card access controlled and restrict access to clusters of units. This will provide an additional line of security prior to individual unit doors. The same approach has been adopted for the Tower Block, Central Block and the Brooklyn Road Block.

- 2.7. There is a strong sense of sameness and repetition in the design of the present buildings which undermines any sense of personal defensible space.

Breaking large blocks into smaller clusters and the intention to use colour wisely will assist in creating smaller, significantly distinguishable groups of units with less sameness and repetition.

- 2.8. It is difficult for visitors (and emergency services) to find their way around the complex.

Proposed way finding mechanisms and possible colour coding will assist visitors and emergency services.

- 2.9. Existing formal and informal walkways are poorly lit, often circuitous and are mostly considered to be risky. There are a number of potential entrapment spaces close to pedestrian thoroughfares such as fire escape stairs below ground level, unlocked rubbish rooms, laundry and utility areas, and other informal spaces out of view.

Walkways have been made safer by various means: elimination, relocation, widening, improving sightlines, and simplifying edges. Potential entrapment spaces such as rubbish rooms, undersides of stairs and the like have been eliminated or secured.

- 2.10. Rubbish holding rooms conflict with safety and aesthetic requirements particularly when located immediately next to building entrances.

Major efforts have gone into taking rubbish rooms out of the buildings and in particular, distancing rubbish facilities from building entrances wherever possible. Recycling and rubbish bins are now outside where

they can be screened, hosed out, and any odours dispersed by fresh air. Rubbish bin screens now provide landscape design opportunities. One remaining rubbish holding room will be access controlled at all times.

- 2.11. Poor ventilation, poor acoustics and noise contribute significantly (through strong sensory aggravation) to a sense of apprehension and risk.

Ventilation to eliminate undesirable odours has been taken into account. Further detailed design attention will be given to ventilation and acoustics in common area lobbies. Increased natural daylighting of lobbies and stairs will also transform common areas into pleasant spaces.

- 2.12. Unit front doors are unsuitable in security and privacy terms.

Unit front doors are presently the subject of design development which includes a more intruder-resistant design, and the use of glass which does not compromise, security, privacy and fire safety. New designs are scheduled to be prototyped shortly.

- 2.13. Poor lighting.

A lighting plan will be developed in greater detail in the next stage of design. Landscape design includes for exterior lighting.

3. Further Embedment of CPTED Features

- 3.1. Other CPTED features which have been taken account of in relation to accepted CPTED principles³ include the following:

- a Formation of a 'private' and unifying pedestrian street which links the precinct community square (in Central Park Flats), community spaces, a small park and community gardens (all at Central Park) and continues as the same pedestrian street through Berkeley Dallard grounds to be developed as part of that upgrade, to the relocated main the entrance of Berkeley Dallard Apartments – all of which are integrated and coordinated design-wise by the precinct Masterplan.
- b Removal of car parks from beneath undercrofts where residents were previously reluctant to park and reluctant to go
- c Wherever possible, relocating car parks to locations where they are overviewed by residents - preferably their owners.

³ Adapted from "National Guidelines for Crime Prevention through Environmental Design in New Zealand; Part 1: Seven Qualities of Safer Spaces"; Ministry of Justice Wellington (Crime Prevention Unit); Wellington; 2005

- d Creating a mix of soft fine weather space (parks, gardens) and hard wet weather space (paved areas for ball games, sitting outdoors under shelter – all of which either overlook other semi-private spaces or are overlooked from units.
- e Attempts to provide a range of spaces to encourage or support communities from the micro-level (within groups of units) to larger spaces for all residents in the complex.
- f Emphasis on safe pedestrian routes in accordance with known desire lines which are, as much as possible, separate from vehicle routes.
- g Generally, looking for opportunities to improve quality of the overall residential environment to a suitable level both outside and inside.

4. CONCLUSION

- 4.1. Having conducted CPTED assessments of the existing site and provided CPTED advice to the project (which has been accepted) the conclusion reached from the CPTED point of view, is that the proposed Central Park Flats Housing Upgrade appears to respond to:
 - 4.1.1. the Qualities and Values, **Q3 “Healthy/Safe City” – enabling people to feel safe as well as comfortable**, of the “Wellington District Plan”.
 - 4.1.2. the objectives set out in the District Plan **“Guidelines for Design Against Crime”**.
 - 4.1.3. CPTED objectives in Council's **“Walking Policy”**, specifically Objective 2; Policy 2.3.
 - 4.1.4. the **seven qualities of safer spaces** set out in the Ministry of Justice (2007) “Crime Prevention Through Environmental Design – Draft New Zealand Guidelines”.

STOKS LIMITED

Director



Frank G. Stoks

19 June 2009.

CORPORATE SECURITY • RISK MANAGEMENT • CPTED

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f.stoks@clear.net.nz

Appendix 10: List of Victorian and Metropolitan planning strategies 1954–2009

1954	Melbourne Metropolitan Planning Scheme 1954 Report, Surveys and Analysis
1967	The Future Growth of Melbourne
1968	The Future Shape of Melbourne
1969	Melbourne Transportation Study
1971	Planning Policies for Metropolitan Region
1974	Report on General Concept Objections
1970-76	Statements of Planning Policy
1980	Metropolitan Strategy
1981	Metropolitan Strategy Implementation
1983	District Centres policy
1984	Central Melbourne: Framework for the Future
1987	Shaping Melbourne's Future
1989	Plenty Valley Strategic Plan
1989	Metropolitan Activity Centres
1991	South East and Werribee Growth Area Plans
1992	Cities in the Suburbs
1994	Creating Prosperity: Victoria's Capital City Policy
1995	Living Suburbs
1999	A better future for Victorians
2002	Melbourne 2030
2005	A Plan for Melbourne's Growth Areas
2008	Melbourne 2030: a planning update — Melbourne @ 5 million
2008	Victorian Transport Plan
2009	Delivering Melbourne's Newest Sustainable Communities

Source: Adapted from Townsend 2012, p. 5.

Appendix 11: Milestones in planning law and practice in Victoria 1987–2012

- ◆ The introduction of the 'Day 1 planning schemes' (February 1988);
- ◆ The release of the Perrot Committee's Report (August 1993);
- ◆ The amalgamation of councils into 78 (now 79) municipalities (circa 1994);
- ◆ The introduction of the Victoria Planning Provisions (1996);
- ◆ The roll-out of the 'new format planning schemes' (circa 1999);
- ◆ The release of Melbourne 2030 (2002);
- ◆ The introduction of the Urban Growth Boundary (2002);
- ◆ Melbourne @ 5 Million; and
- ◆ Delivering Melbourne's Newest Sustainable Suburbs (2009)

Source: Victorian Ministerial Planning Advisory Committee 2011, p. 9.

Appendix 12: The Design of the Survey distributed to Victorian Local Government Authorities

Surveys are a commonly used research method which can be used to collect both quantitative and qualitative data. One benefit of using a survey, opposed to other research methods, is that they allow data to be collected from a large sample easily and cheaply (Semmens, 2011). Surveys are usually highly structured, thus ensuring that the same questions are asked to all respondents, in the same order and it allows for consistent measurement across respondents (Crow & Semmens, 2008; Maxfield & Babbie, 2008). Owing to an absence of any previous systematically compiled work relating to CPTED in Victoria and Australia more widely, the use of a survey was considered the most appropriate research method to gather relevant data.

Increasingly, surveys are being conducted online. There are numerous advantages to using online surveys opposed to postal surveys (Sue & Ritter, 2007). Online surveys are: low in cost and fast to administer; efficient; able to be completed by participants spread across a wide geographical area and allows for direct data entry, therefore removing the need for data to be manually entered (Sue & Ritter, 2007; Maxfield & Babbie, 2008). Owing to the geographical spread of the 79 councils/shires across the State of Victoria, the use of an online survey, as stipulated by the Committee, was practical and justified. An online tool (Survey Monkey — www.surveymonkey.com) was used to create the survey. Survey Monkey provided the facility for the results to be collated easily and analysed electronically, thus saving time and resources.

However, the successful use of online surveys relies upon the respondent's having access to a computer in which they can complete the survey and that they are competent in using information technology (Sue & Ritter, 2007). Where respondents felt unable to complete the survey online, they were requested to complete the survey in hard copy and send this to the Committee. A member of the Committee then manually entered this data into the online survey on behalf of the council/shire.

There are a number of factors that must be considered when designing a survey. Firstly, it is important to consider the aim of the survey and whether it is to collect data at one moment in time (i.e. a cross-sectional survey) or it is to collect data at various points across a specified time frame (i.e. a longitudinal survey) (Hall, 2008). The online survey designed for the Inquiry can be described as a cross-sectional survey. The data collected from each council/shire was collected at a single point in time — March 2013 and therefore represent the delivery of CPTED in Victoria during this specific time.

Secondly, it is imperative to carefully consider the types of questions that will be included in the design of a survey. Generally, surveys comprise of two types of question: i) closed-ended questions (quantitative) and ii) open-ended questions (qualitative). The online survey consisted of a total of 64 questions that predominantly included closed-ended questions. These questions were compiled in close consultation with the Committee. As the survey was the first of its kind to be undertaken in Victoria, and Australia more widely, there was little that could be used to inform the survey design. Consequently, the design of the online survey was fundamentally based upon the Terms of Reference of the Inquiry (as outlined above). Draft versions of the online survey were also sent to the Committee to confirm the proposed content of the survey successfully addressed the terms of reference and that questions were clear and unambiguous.

Sue and Ritter (2007) outline the importance of ensuring that questions included in an online survey are easy to understand, self-explanatory, easy to answer and free from jargon. The initial design of the online survey was a complex and time consuming task.

Owing to the use of different language and concepts across agencies and disciplines (e.g. government, planners, architects, urban designers, landscape architects) it was imperative that the questions were clear and unambiguous. Additionally, the design of the survey was also conceptually challenging due to the number of policy and guidance documents in existence which relate to the delivery of CPTED across some councils/shires. For example, the online survey referred to the Victorian Guidelines on CPTED, but other documents and practices also operate because of, or outside of, these Guidelines. Therefore, being clear on what documentation the question was specifically referring was a challenge. Where respondents referred to a specific policy or guidance document relevant to the Inquiry, they were requested to email a copy of this to the Executive Officer of the Committee.

The online survey consisted of a mixture of 50 closed-ended questions and 14 open-ended questions. Closed-ended questions are advantageous when attempting to obtain standard responses from participants and useful when analysing the data provided. As Maxfield and Babbie (2008) suggest, the use of closed-ended questions "...are especially useful because they provide more uniform responses and are more easily processed. They often can be transferred directly into a data file" (Maxfield & Babbie, 2008 p. 249). Commonly, there are six types of response options for closed-ended questions: i) quantity or factual information; ii) categories iii) multiple choice iv) ranking v) scale or vi) grid (Crow & Semmens, 2008). However, the use of closed-ended questions relies upon those responsible for designing the survey to carefully consider the most effective way of obtaining responses. Equally it is important to ensure that all possible answers are provided for the respondent to select from to ensure that valuable data is not failed to be captured as a consequence (Maxfield & Babbie, 2008). The responses to the closed-ended questions were created by the existing knowledge in the field by the research team and Committee. The majority of the closed-ended questions in the online survey allowed the respondent to provide a response by selecting: categories; multiple choice or scale.

An advantage of using online surveys is that contingency questions can be used. Contingency questions ensure that respondents are not required to answer questions which may be irrelevant to them, based upon previous responses. This also helps to reduce the risk of respondent fatigue (where the completion of the survey is abandoned due to an excessive number of questions) (Maxfield & Babbie, 2008). The online survey utilised contingency questions to ensure that respondents were only required to enter data which was relevant to their council/shire. 14 contingency questions were included in the online survey.

One limitation of using closed-ended questions is that they fail to provide an opportunity to explore *why* a respondent has responded in a particular way (Hall, 2008). In an attempt to obtain qualitative data and further explore some of the responses provided, 6 of the 50 closed-ended questions provided an opportunity for the respondent to text to justify the answer they had provided. An example includes question 60 which asks:

"In undertaking a similar project again, is there anything you would do differently?"

The respondent was then able to select the answer 'no' or 'yes' (closed-responses). However, upon selecting 'yes' the respondent was asked to briefly elaborate upon their response — thus providing a form of qualitative data.

Where relevant, the online survey included open-ended questions to obtain detailed information from the respondent. This provided the respondent with an opportunity to expand upon an answer, providing a source of qualitative data. The online survey included a total of 14 open-ended questions and was included to further elicit how CPTED was considered in each council/shire. This data was obtained in free text fields, to obtain more nuanced information from the participant. Adopting a mix of closed and open questions helped ensure comparative analysis between the local councils/shires.

Design of the online survey

Literature	Online Survey
1. Online surveys are advantageous when there is large sample size spread across a wide geographical area.	The online survey was used to collect data from each of the 79 councils/shires spread across the State of Victoria.
2. Surveys can be cross-sectional or longitudinal.	The online survey was cross-sectional. It collected data from the councils/shires at one point in time — March 2013.
3. Use of closed-ended questions provides standardised responses (quantitative data).	The online survey comprised of 45 closed-ended questions and a further 6 closed-ended questions which, depending upon the answer provided by the respondent, allowed the respondent to briefly elaborate on their response — providing the participant to provide a limited amount of qualitative data.
4. There are a number of different formats in which responses to closed-ended questions can be collected: • quantity or factual information; • categories; • multiple choice; • ranking; • scale and • grid.	The online survey allowed respondents to provide responses in the following formats: i) <i>categories</i> (e.g. Question 4 — How many years in total have you worked in local government in Victoria?); ii) <i>multiple choice</i> (e.g. Question 11 — Are the specific policy documents written with any of the following in mind?); iii) <i>scale</i> (e.g. Question 6 — Thinking about the Safer Design Guidelines for Victoria policy, how much for you agree or disagree for each of the following statements?)
5. Use of open-ended questions allows respondents to expand upon an answer (qualitative data).	The online survey consisted of a total of 14 open questions (which includes contingency questions). Question 21 is an example of an open-ended question: ‘When do departments/officers consider the Safer Design principles for individual development applications?’
6. Use of contingency questions help to ensure respondents only answer questions which are relevant.	There were a total of 14 contingency questions in the online survey. An example of a contingency question is Question 8 which directs the respondent to Question 13: When determining planning matters, does your council or shire take into account the Safer Design Guidelines for Victoria? • Yes • No (Skip to Question 13)
7. It is important that questions included in the survey are easy to understand and free from jargon.	The structure of the online survey and the wording of the individual questions were carefully considered. Although the survey was not piloted, both the Sydney Institute of Criminology and the Committee worked in close consultation to avoid the inclusion of any confusing or misleading questions/terminology.

Appendix 13: The Survey distributed to Victorian Local Government Authorities

Survey Questions

INSTRUCTIONS FOR COMPLETING SURVEY ONLINE

1. Thank you for agreeing to fill in this survey. It is estimated that it will take up to 30 minutes to complete if you have all the documents ready to email to the Drugs and Crime Prevention Committee.
2. The survey can be accessed by entering the following address into your web browser:
<https://www.research.net/s/SaferDesignVictoria>
3. The online survey will number each question consecutively. It is set up so that if a response to a question indicates you can skip some questions, then the question numbers on the online version will be different to the question numbers indicated in this Word document.
4. Where question skipping is set up, it is indicated in this document in brackets next to the response options under each question.
5. Email addresses, Safer Design Principles, *Safer Design Guidelines for Victoria*, and the homepage of the Drugs and Crime Prevention Committee of the Victorian Parliament are in a different colour and are hyperlinked for easy access: if you click on them they will either open in a new internet browser, or your email application.
6. To navigate through the online survey, use the <Next> and <Prev> buttons at the bottom of the screen.
7. When you have completed the survey, a <Done> button will appear at the bottom. On clicking this your answers will be saved.
8. You can exit the survey early. The system uses a cookie to save the response by page (*not by specific question*). If you exit the survey prior to completion, then you must return to the same computer and use the same browser in order to resume the survey.
9. **NOTE:** Cookies must be enabled. The cookie placed by us tracks the page where a respondent exited. If the respondent's browser is set to dump cookies each time it is closed, the cookie will be refreshed. A new or blank survey will open every time the survey is accessed. We recommend you do a test: please try opening the survey and answer the first question 'YES'. Close the browser and reopen it, and paste the link in again. Then check that the survey jumps back to the same page and that the question is still answered 'YES'. If it does not, please email Shaun Walsh, and he will send you a special link.

**If you have any technical issues completing the online survey,
please email: shaun.walsh@sydney.edu.au**

Question 1.

Would you like to continue?

- ☐ Yes
- ☐ No (Exit survey)

If you have any questions about the survey, please email Garner Clancey at Garner.Clancey@sydney.edu.au. You can also read the [Participation Information Statement](#).

YOUR BACKGROUND

Question 2.

Please identify the local government area that you are completing this survey on behalf of:

- | | |
|---|--|
| ☐ Alpine Shire Council | ☐ Colac-Otway Shire Council |
| ☐ Ararat Rural City Council | ☐ Corangamite Shire Council |
| ☐ Ballarat City Council | ☐ Darebin City Council |
| ☐ Banyule City Council | ☐ East Gippsland Shire Council |
| ☐ Bass Coast Shire Council | ☐ Frankston City Council |
| ☐ Baw Baw Shire Council | ☐ Gannawarra Shire Council |
| ☐ Bayside City Council | ☐ Glen Eira City Council |
| ☐ Benalla Rural City Council | ☐ Glenelg Shire Council |
| ☐ Boroondara City Council | ☐ Golden Plains Shire Council |
| ☐ Brimbank City Council | ☐ Greater Bendigo City Council |
| ☐ Buloke Shire Council | ☐ Greater Dandenong City Council |
| ☐ Campaspe Shire Council | ☐ Greater Geelong City Council |
| ☐ Cardinia Shire Council | ☐ Greater Shepparton City Council |
| ☐ Casey City Council | ☐ Hepburn Shire Council |
| ☐ Central Goldfields Shire Council | ☐ Hindmarsh Shire Council |

Question 3.

Which best describes your role in the council or shire authority you are completing this survey on behalf of?

- ☐ Crime Prevention/Public Safety officer
- ☐ Statutory Planning officer
- ☐ Strategic Policy officer
- ☐ Statutory Building officer
- ☐ Building Support officer
- ☐ Design and Engineering officer
- ☐ Economic Development officer
- ☐ Other (please specify) _____

Question 4.

How many years in total have you worked in local government in Victoria?

- ☐ Less than one year
- ☐ Between 1 and 2 years
- ☐ Between 2 and 5 years
- ☐ Between 5 and 10 years
- ☐ Over 10 years

Question 5.

Are you aware of the Victorian Government policy document: *Safer Design Guidelines for Victoria?*

☐ Yes

☐ No

Question 6.

Thinking about the *Safer Design Guidelines for Victoria* policy document, please indicate how much you agree or disagree for each of the following statements:

	Strongly agree	Agree	Neutral	Disagree	Strongly disagree
It is a useful resource to refer to	☐	☐	☐	☐	☐
The layout is easy to follow	☐	☐	☐	☐	☐
The language used is clear and easy to understand	☐	☐	☐	☐	☐
The tone and pitch is appropriate for this type of resource	☐	☐	☐	☐	☐
Our organisation recommends it to those wanting to understand Safer Design Guidelines	☐	☐	☐	☐	☐

Question 7.

There has been a greater focus on designing out crime risks since the introduction of the Safer Design Guidelines for Victoria? (please indicate how much you agree or disagree with this statement)

- ☐ Strongly agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly disagree

Question 8.

When determining planning matters, does your council or shire take into account the Safer Design Guidelines for Victoria?

- ☐ Yes
- ☐ No (Skip to Question 13)

Question 9.

The Safer Design Guidelines for Victoria provide guidance on implementing the five Safer Design Principles. To what extent is each of the five Principles considered in planning decisions by your council or shire? (please select for each Principle)

	Not at all	A little	Quite	Very
Surveillance – Maximise visibility and surveillance of the public environment	☐	☐	☐	☐
Access, Movement and Sightlines – Provide safe movement, good connections and access	☐	☐	☐	☐
Activity – Maximise activity in public places	☐	☐	☐	☐
Ownership – Clearly define private and public space responsibilities	☐	☐	☐	☐
Management and Maintenance – Manage public space to ensure that it is attractive and well used	☐	☐	☐	☐

Question 10.

Does your council or shire have its own specific (localised) policies developed from the Safer Design Guidelines for Victoria?

- ☐ Yes
- ☐ No (Skip to Question 13)

Question 11.

Are the specific policy documents written with any of the following in mind? (please select all that apply)

- ☐ Crime Prevention/Public Safety officer
 - ☐ Other Council/Shire officers
 - ☐ Owners of residential premises
 - ☐ Owners of commercial/industrial premises
 - ☐ Developers
 - ☐ Architects
 - ☐ Landscape Designers
 - ☐ Other (if council staff other than in Planning departments please describe which department)
-
-

Please send copies of these policy documents, if they are not confidential, to the Executive Officer of the **Drugs and Crime Prevention Committee** of the Victorian Parliament:

Sandy Cook
Executive Officer
Drugs and Crime Prevention Committee
Parliament House
Spring Street
Melbourne VIC 3002
sandy.cook@parliament.vic.gov.au

Question 12.

Which, if any, of the following policy documents that apply to your local government area contain provisions relating to the Safer Design Principles?

- ☐ Precinct Planning Requirements
- ☐ Local Policy Frameworks
- ☐ Municipal Strategic Statements
- ☐ Activity Centre Planning Policies
- ☐ Other (please specify)

Question 13.

Does your council or shire collect any of the following information about the impact of applying the five Safer Design Principles to existing or proposed developments? (please select how frequently for each item of information type)

	Never	Rarely	Some- times	Mostly	Always	Don't know
Financial data (e.g. spend/savings on the area post intervention)	☐	☐	☐	☐	☐	☐
Official crime statistics	☐	☐	☐	☐	☐	☐
Number of reported incidents to council	☐	☐	☐	☐	☐	☐

Question 14.

Do staff liaise with development applicants about the Safer Design Principles for individual development applications?

- ☐ Yes
- ☐ No (Skip to Question 16)

Question 15.

Which position is responsible for taking the lead in that liaison?

Question 16.

Does your council or shire employ a Crime Prevention/Public Safety officer?

- ☐ Yes
- ☐ No (Skip to Question 18)

Question 17.

Are they involved in considering the Safer Design Principles for individual development applications?

- ☐ Yes
- ☐ No

Question 18.

Does your council or shire liaise with other municipalities about the Safer Design Principles when assessing individual development applications?

- ☐ Yes
- ☐ No (Skip to Question 20)

Question 19.

Is this liaison undertaken through formal processes and/or informal networks? How frequently? (please select how frequently for each method)

	Irregularly	Frequently
Through informal networks	☐	☐
Through formal processes	☐	☐

Question 20.

What is the process for liaison between Council Departments when the Safer Design Principles are being considered in assessment of individual development applications? (please select all that apply)

- ☐ No inter-departmental liaison
- ☐ Department staff meet
- ☐ Written communication between department staff
- ☐ Completion of a checklist
- ☐ Other (please specify)

Question 21.

When do departments/officers consider the Safer Design Principles for individual development applications?

Question 22.

With many competing requirements for the assessment of individual development applications, under what circumstances do you give the Safer Design Principles high priority?

Question 23.

What are factors that contribute to the effective application of the Safer Design Principles in assessment of individual development applications?

Question 24.

What are factors that impede or provide a challenge for the implementation of the Safer Design Principles in assessment of individual development applications in your local government area?

Question 25.

Who takes the lead for considering the Safer Design Principles in your local government area as a whole? (please select one option)

- ☐ Crime Prevention/Public Safety officer
- ☐ Statutory Planning officer
- ☐ Strategic Policy officer
- ☐ Statutory Building officer
- ☐ Building Support officer
- ☐ Design and Engineering officer
- ☐ Economic Development officer
- ☐ Other (please specify) _____

Question 26.

Does your council or shire liaise with other municipalities about the Safer Design Principles when drafting or reviewing local policy documents?

- ☐ Yes
- ☐ No (Skip to Question 28)

Question 27.

Is this liaison undertaken through formal processes and/or informal networks? How frequently? (please select how frequently for each method)

	Irregularly	Frequently
Through informal networks	☐	☐
Through formal processes	☐	☐

Question 28.

What is the process for internal liaison between your council or shire's Departments when your council or shire is developing/reviewing policy documents to implement the Safer Design Principles?

- ☐ No inter-departmental liaison
- ☐ Department staff meet
- ☐ Written communication between department staff
- ☐ Other (please specify) _____

Question 29.

Are there special Safer Design Principles provisions in the policies applied to defined areas within your local government area (e.g. Greenfield sites, Heritage precincts etc.)?

- ☐ Yes
- ☐ No (Skip to Question 31)

Question 30.

Are there inconsistencies between the guidance provided by these policies/documents which incorporate Safer Design Guidelines for Victoria provisions, and other policies of your council or shire?

- ☐ Yes
- ☐ No

Question 33.

Does your council or shire consider the *Safer Design Guidelines for Victoria* and the *Safer Design Principles* contained therein for particular types/scales of development?

- ☐ Yes
- ☐ No (Skip to Question 35)

Question 34.

Please select from the following list of types/scales of development: (please select all that apply)

- ☐ ATMs
- ☐ Licensed venues
- ☐ Brothels
- ☐ Mixed use development
- ☐ Commercial redevelopment
- ☐ Other commercial development
- ☐ Single property/strata residential development
- ☐ Multi property/strata residential development
- ☐ Industrial
- ☐ Public transport interchanges
- ☐ Other public areas (e.g. parks)
- ☐ Other (please specify) _____

Following completion of this question, the survey skips to Question 36

Question 35.

What are the reasons for not considering the *Safer Design Guidelines for Victoria* and the *Safer Design Principles* contained therein?

CONSULTATION WITH STAKEHOLDERS

Question 36.

Are police invited to comment, either formally or informally, on proposed developments?

- ☐ Yes
- ☐ No (Skip to Question 40)

Question 37.

Is this process: (please select all that apply)

- ☐ A formal agreement/process (e.g. Memorandum of Understanding, Police Audit)
- ☐ Informal processes

Briefly describe how the comment is sought and considered:

Question 38.

The processes that are in place to consult with the police are useful and effective in practice: (please indicate if you agree/disagree with this statement)

- ☐ Strongly agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly disagree

Question 39.

Please describe how police involvement is useful?

Question 40.

Why aren't police invited to comment on proposed developments? (please select all that apply)

- ☐ No mechanism is in place to allow police involvement
- ☐ Police decline to participate
- ☐ Council/Shire doesn't believe police need to be involved
- ☐ Other (please specify) _____

Question 41.

Has your council or shire required any individual development application be amended to satisfy the Safer Design Principles?

- ☐ Yes
- ☐ No

Question 42.

Has your council or shire rejected any individual development application because it did not satisfy the Safer Design Principles?

- ☐ Yes
- ☐ No

Question 43.

In your view, how willing are developers to embrace the Safer Design Principles, or use the Safer Design Guidelines for Victoria? (please indicate how willing)

- ☐ Not at all
- ☐ A little
- ☐ Quite
- ☐ Very
- ☐ No opinion (Skip to Question 45)

Question 44.

What is your impression of the reason developers are [Question 43^{*}] willing to embrace the Safer Design Principles, or use the Safer Design Guidelines for Victoria?

^{*}0 will use the response to the previous question and include it in the question sentence. For example, if 'Not at all' selected in the previous question, then this one will be changed to say '... not at all willing....'

STAFF TRAINING

Question 45.

Have any council or shire staff received training in the Safer Design Principles/CPTED?

- ☐ Yes
- ☐ No (Skip to Question 50)

Question 46.

What best describes the training that council or shire staff have received? (please select all that apply)

	Safer Design Guidelines for Victoria	Generic CPTED
Course run by police	☐	☐
Course run by a private provider	☐	☐
Course run by a university or other tertiary education body as part of an Undergraduate degree course	☐	☐
Course run by a university or other tertiary education body as part of a Postgraduate degree course	☐	☐
Course run by a university or other tertiary education body as part of a non-degree training program	☐	☐
Internal training course	☐	☐
Other (please specify)		

Question 47.

When did the most recent training take place?

- ☐ Less than a year ago
- ☐ Between 1 and 2 years ago
- ☐ Between 2 and 5 years ago
- ☐ Between 5 and 10 years ago
- ☐ Don't know

Question 48.

**The current Safer Design Principles/CPTED training undertaken by staff is adequate:
(please indicate how much you agree/disagree with this statement)**

- ☐ Strongly agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly disagree

Following completion of this question, the survey skips to Question 50

Question 49.

Please describe how the training that council or shire staff receive in the Safer Design Guidelines for Victoria/CPTED could be improved:

Question 50.

What is your impression of the professional training in the Safer Design Principles/CPTED for members of the following professions? (please indicate how much you agree or disagree for each profession)

	Inadequate	Sufficient	Quite good	Very good	Don't know
Private Consulting Planners	☐	☐	☐	☐	☐
Architects	☐	☐	☐	☐	☐
Landscape Designers	☐	☐	☐	☐	☐
Private Developers	☐	☐	☐	☐	☐
State Property Development Agencies	☐	☐	☐	☐	☐

Question 51.

Other than special policy documents/publications, does your council or shire seek to educate persons other than internal staff about the Safer Design Principles/CPTED?

- ☐ Yes
- ☐ No (Skip to Question 54)

Question 52.

For whom is this education/training provided? (please select all that apply)

- ☐ Business associations
- ☐ Police
- ☐ Volunteers
- ☐ Different industry groups (e.g. convenience stores)
- ☐ Community groups
- ☐ Property developers
- ☐ Households
- ☐ Other (please specify) _____

Question 53.

Please briefly describe how this is done, including the resources used:

Following completion of this question, survey skips to Question 55

Question 54.

Please briefly describe the reasons for not doing so:

Question 55.

Does your council or shire's website have a link to the *Safer Design Guidelines for Victoria?*

- ☐ Yes
- ☐ No

EFFECTIVE SAFER DESIGN – CASE STUDY

We wish to develop a small number of case studies where the *Safer Design Guidelines for Victoria/Safer Design Principles*, have been effectively applied in practice.

Question 56.

Can you think of an example of a development in your local government area where the *Safer Design Guidelines for Victoria/Safer Design Principles* were applied?

- ☐ Yes
- ☐ No (Skip to Question 61)

Question 57.

Please provide a brief description of the example development: who was involved in the process (municipal and external stakeholders), the challenges/impediments faced, and any positive and/or negative outcomes. Please also describe how any challenges/impediments were overcome.

Question 58.

Has your council/shire conducted an internal evaluation of the implementation and/or outcomes of the example?

- ☐ No
- ☐ Yes (please specify who conducted it, and briefly what method was used)

Question 59.

Has there been an independent evaluation of the implementation and/or outcomes of the example?

- ☐ No
- ☐ Yes (please specify who conducted it, and briefly what method was used)

Question 60.

In undertaking a similar project again is there anything you would do differently?

- ☐ No
- ☐ Yes (please briefly elaborate)

Please send copies of any policy documents related to the case study, if they are not confidential, to the Executive Officer of the **Drugs and Crime Prevention Committee** of the Victorian Parliament:

Sandy Cook
Executive Officer
Drugs and Crime Prevention Committee
Parliament House
Spring Street
Melbourne VIC 3002
sandy.cook@parliament.vic.gov.au

IMPROVING SAFER DESIGN IN VICTORIA

Question 61.

The Safer Design Guidelines for Victoria/Safer Design Principles can be better integrated into the Victorian State planning system through the following options: (please indicate how much you agree or disagree for each option)

	Strongly agree	Agree	Neutral	Disagree	Strongly disagree
Better CPTED training to practitioners	☐	☐	☐	☐	☐
Clearer state guidelines	☐	☐	☐	☐	☐
More support for local government from the state for implementation	☐	☐	☐	☐	☐
Formal police involvement/police audits	☐	☐	☐	☐	☐
Mandating the principles, i.e. embedded as a legislative requirement	☐	☐	☐	☐	☐
Other (please specify)					

Question 62.

What are the reasons you do/do not believe a legislated mandate and/or further regulation is required? If you do believe a legislated mandate and/or further regulation is required, please suggest how that should be done.

Appendix 14: The Administration of the Survey

When administering a survey online, it is important to ensure that respondents are provided with clear instructions on how to complete it successfully, particularly in the physical absence of a researcher (Crow & Semmens, 2008). The online survey included a detailed information sheet which provided the respondent with detailed information to assist with the completion of the survey. This included general information such as the approximate time it would take to complete the survey; details about how to navigate through the survey and points of contact at the Sydney Institute of Criminology to assist with any technical issues or queries about the content of the survey.

Obtaining informed consent is of paramount importance when conducting research (Crow & Semmens, 2008). In the case of the online survey, informed consent was provided electronically. Question one of the survey clearly stated that by continuing to complete the survey, respondents were consenting to partake.

Of equal importance is clearly informing the respondent whether or not the responses they provide would be completely anonymous. Although the online survey did not require any specific details about the individual completing the survey, it did require them to indicate which council/shire they were completing the survey for and their job title. In addition, the individual who completed the survey was determined by the council/shire. Thus, the Sydney Institute of Criminology could not guarantee absolute anonymity in the event that municipalities disclose the name/position of the individual nominated.

Online surveys often provide the opportunity for respondents to complete the survey over a period of time, opposed to having to complete the survey in its entirety in the first instance. This poses both advantages and disadvantages. Although it allows the respondent to complete the survey at a time which is most convenient for them to do so, it relies upon the respondent remembering to return to the survey and complete it. The online survey did provide respondents with the facility to exit the survey early in an attempt to ensure that its completion was not an onerous task. Respondents were instructed on how to do this in the information sheet and were informed of the importance of completing the remainder of the survey using the same computer and browser.

As previously mentioned, the success of online surveys depends upon the respondent being competent in the use of information technology (Sue & Ritter, 2007). The information sheet attempted to pre-empt a number of issues, particularly regarding the use of cookies and provided the respondent with clear instructions relating to how they should enable the cookies (important for respondents completing the survey in a number of stages). Where respondents did experience technical difficulties, they were advised to complete the survey in hard copy and this was manually entered into the online survey on their behalf by a member of the Committee.

Administration of the Online Survey

Literature	Online Survey
Closed-populations provide the optimal situation for the use of online surveys (Sue & Ritter, 2007).	The online survey was sent to a representative from each of the 79 councils/shires in Victoria. Councils/shires that were identified as not completing the survey were contacted by the Committee and reminded to complete the survey. The response rate to the survey was 97.5%.
Respondents must be provided with clear instructions about how to complete the survey.	Chief Executive Officers (CEOs) at each of the 79 councils/shires across Victoria were written to by the Chair of the Committee. The CEOs were informed about the aim of the Inquiry and the Terms of Reference — including the design and administration of an online survey. In addition, respondents delegated with the task of completing the online survey were provided with a detailed information sheet. This included contact details for the Sydney Institute of Criminology.

Appendix 15: Table showing differences and similarities between NSW AND Greater Manchester crime risk assessment models

Table 1: Key similarities between Greater Manchester and New South Wales

	Greater Manchester	New South Wales
Aim of the CIS/CRA	To identify, protect, evaluate and mitigate the crime and disorder effects of a development proposal early in the decision process — prior to planning decisions being taken and commitments made.	To help councils (i.e. local government authorities) identify crime risk and minimize opportunities for crime through the appropriate assessment of development proposals.
Cost of obtaining a CIS/CRA	A fee must be paid to obtain a CIS. There is a minimum charge of £500 and a maximum charge of £10,000 for each CIS. This cost is calculated on the proposed size of the development.	A fee must be paid to obtain a CRA. However, as CRAs are compiled by a number of private consultants, it is unclear exactly how much the various consultants charge.

Table 2: Key Differences between Greater Manchester and New South Wales

	Greater Manchester	New South Wales
Requirement for a CIS/CRA	The compilation of a CIS is not a legislative requirement. It is a requirement at a local level and outlined in the LPA validation checklists.	It is a legislative requirement outlined in the Environmental Planning and Assessment Act 1979 (NSW) that a CRA must accompany planning applications within NSW.
Author of report	Predominately, the authors of the CISs are Greater Manchester Police Design for Security (GMP DFSC). In some instances the validation checklist stipulates that CISs compiled by other organizations will not be accepted. GMP DFSC are independent of the planning and development process and do not have a vested commercial interest in the process.	There is no single author of a CRA. They are compiled by a number of independent crime prevention consultants, who (it may be argued) have a vested commercial interest in the process.
Crime data	Each CIS includes detailed crime data, including modus operandi data. These may also be supported by data from other key policing colleagues (e.g. the local Neighbourhood Policing Team)	Crime data are rarely used in the CRAs. They are not detailed and usually relates to a local government area (LGA).

Source: Monchuk, L. & Clancey G, 2013, 'A Comparative Risk of Crime Risk Assessments and their Application', in *Planning for Crime Prevention: An International Perspective*, pp. 87-88.

Appendix 16: Full account of Crime Impact Statement document

- ◆ Visual audit — a review of the local area to identify any visual signs of crime and disorder and/or crime attractors/generators;
- ◆ Crime statistics and analysis — a detailed review of recorded crime and disorder in the area surrounding the proposed development;
- ◆ Risk factors — a review of security risks specific to that development type;
- ◆ Design considerations — a brief review of key documents such as Safer Places and Secured by Design;
- ◆ Design layout and appraisal — a detailed review of the proposed development highlighting positive aspects of the proposal and areas which require changes or amendment;
- ◆ Physical security — provides specific physical security standards which would be required for the proposed development;
- ◆ External features — advice relating to landscaping, lighting and CCTV for example;
- ◆ Management and maintenance — advice relating to the key elements of the development which will require constant management and maintenance throughout the life of the scheme;
- ◆ Construction — to ascertain that developers ensure that the site is safely secured to prevent unauthorized access during the construction phase.

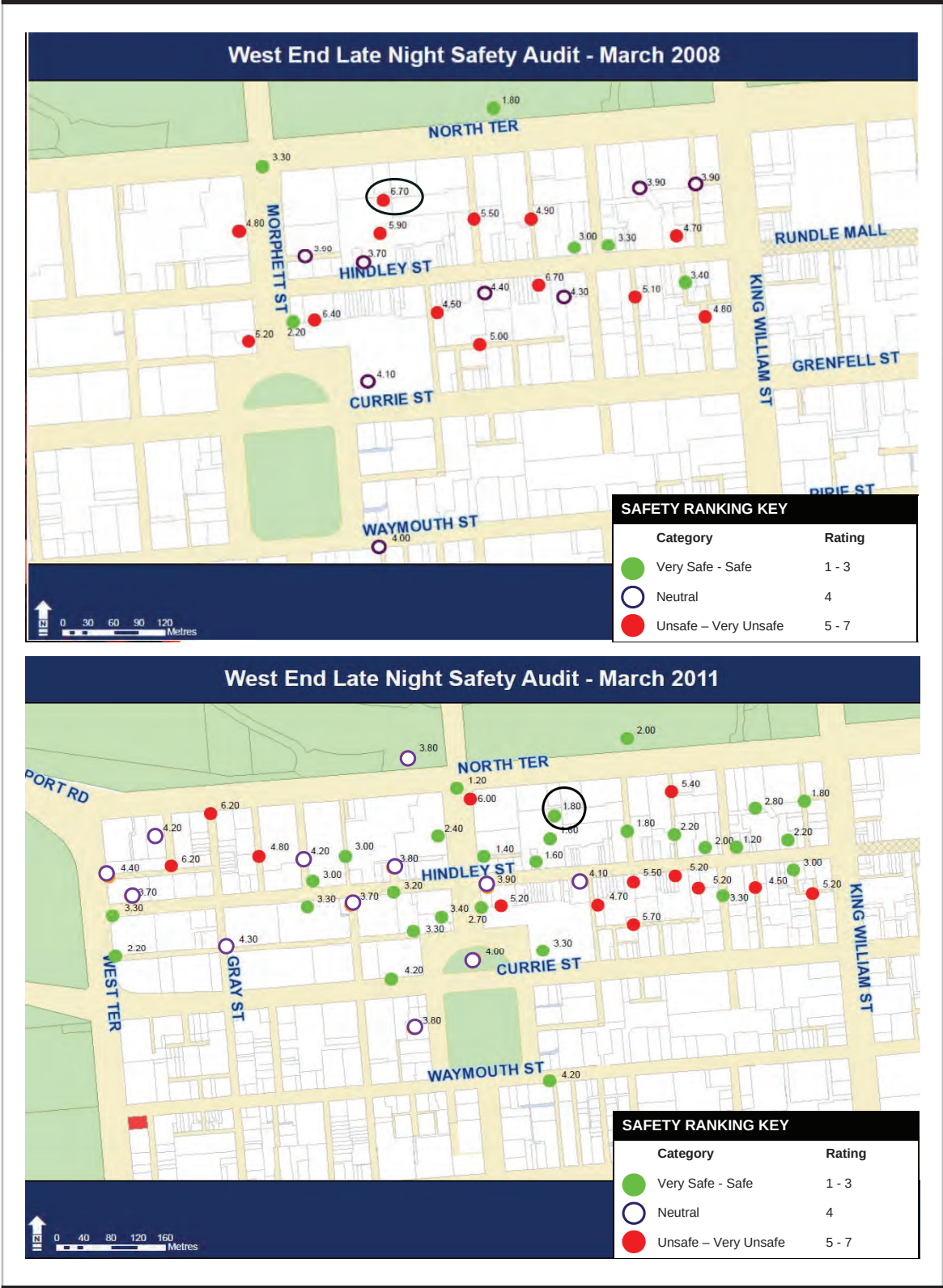
Source: Monchuk, L. & Clancey G, 2013, 'A Comparative Risk of Crime Risk Assessments and their Application', in *Planning for Crime Prevention: An International Perspective*, pp. 83-84.

Appendix 17: Adelaide City Safety Audit Checklist

Time..... Location 14: Stand on Rundle Street out front of Kathmandu Shop looking east towards Austral Hotel.						
How safe do you think you would feel here if you were alone at night? (circle your response and add comments below)						
VERY SAFE	NEUTRAL				VERY UNSAFE	
1	2	3	4	5	6	7
Comments:						
How safe do the following factors make you feel? (Circle your response and add comments)						
Lighting for pedestrians						
VERY SAFE	NEUTRAL				VERY UNSAFE	
1	2	3	4	5	6	7
Comments:						
Sightlines / clear vision of surrounding space						
VERY SAFE	NEUTRAL				VERY UNSAFE	
1	2	3	4	5	6	7
Comments:						
Maintenance of buildings/footpaths (e.g. broken windows, graffiti)						
VERY SAFE	NEUTRAL				VERY UNSAFE	
1	2	3	4	5	6	7
Comments:						
Cleanliness of street (e.g. litter, cigarette butts, glass)						
VERY SAFE	NEUTRAL				VERY UNSAFE	
1	2	3	4	5	6	7
Comments:						
Please estimate number of males and females in the space. Is the space:						
NO CONGESTION		NEUTRAL			VERY CONGESTED	
1	2	3	4	5	6	7
Behaviour of people in the space:						
WELL BEHAVED		NEUTRAL			PROBLEM BEHAVIOUR	
1	2	3	4	5	6	7
Comments:						
Your ideas for making this area safer:						

Source: Adelaide City Council Presentation 'Safer City, Adelaide City Council, Late Night Safety Audits' given by Jennifer West to the Sydney Institute of Criminology Comparative CPTED Conference, 24 January 2012.

Appendix 18: Adelaide City Safety Audit — Safety Ranking Map



Source: Adelaide City Council Presentation ‘Safer City, Adelaide City Council, Late Night Safety Audits’ given by Jennifer West to the Sydney Institute of Criminology Comparative CPTED Conference, 24 January 2012.

Appendix 19: Melbourne Community Safety Audit Program: Improvement Plan — Area surrounding Kensington train station

Site Evaluation Action Plan & Reporting

Ref. No.	Issue or concern	Recommendation	Priority Ranking (H/M/L)	Responsible organisation/ Branch/ person	Audit team member responsible for follow up	Time period (date)/ Date updated	Action taken & when/ next steps
1.	Bellair Street between Macaulay Road and Wight Street has large trees between the street lighting. Most of the foliage on the trees is at the height of the street lights. This causes dark and shadow areas.	The trees along Bellair Street require a regular maintenance program to manage their growth, so that lights can light the footpath area for where they were designed to light and not the foliage of the trees.	M	Parks Services	City of Melbourne	13.3.12	A service request has been logged with Treecare (SR #1835539) to complete clearance work as required re:lighting. Treecare are in Beallair and Eastwood Street annually to carry out electric line clearance works so lights can be checked annually. All works have been completed.
2.	One of the areas affected is the public toilets located on the western side of the railway station. The public toilet external light was also not operating at the time of the audit.	The lighting on the public toilet structure in Bellair Street outside the Kensington Railway Station needs to be maintained and regularly checked for operation. If the Council relies upon the community to report these issues, then this needs to be advertised through the local business and residents associations.	H	Facilities Management	City of Melbourne	26.03.12	A service request has been logged with the Transfield Services helpdesk (Reference number is 101753815)
3.	Inconsistent lighting from under the verandas of the businesses also created dark areas where offenders can use the transition of lighting to target an individual.	Store owners/local business association be communicated with in regards to inconsistent lighting at the front of the stores creating a safety issue.	M	Store Owners/ Local Business Association	Victoria Police	15.05.12	Victoria Police spoke to businesses on Macaulay Road and commercial premises in Bellair Street north of Macaulay Road up til Wight Street, about leaving some lighting on to improve lighting outside the stores in that identified area. Most businesses were in agreement and stated they would do same to some degree. It was identified that the local Business Association is no longer active.
4.	Wight Street and Bridges Lane near Bellair Street have poor lighting.	Street lighting be installed at or near Wight Street and Bridges Lane near the intersection of Bellair Street.	M	Engineering Infrastructure	City of Melbourne		Engineering Services will review and assess lighting levels as part of the 2012-13 Street Lighting Improvement Program. Upgrading of identified sub-standard lighting will be undertaken by Engineering Services subject to funding availability during 2012-13.

Ref. No.	Issue or concern	Recommendation	Priority Ranking (H/M/L)	Responsible organisation/ Branch/ person	Audit team member responsible for follow up	Time period (date)/ Date updated	Action taken & when/ next steps
5.	There is a sensor light fitted in the alleyway off Bellair Street which services the rear of shops on Macaulay Road (refer photos 1.6 & 1.7). This light was not operating on the night of the audit.	Owners/tenants of the premises at on Macaulay Road, Kensington be contacted in regards to installing & maintaining sensor lighting in their rear alleyway. Owners tenants of the premises on Macaulay Road, Kensington be contacted in regards to making the steel gate at the entrance to the alleyway on Beallair Street operational and lockable. A more appropriate gate would be on which has a self-closing mechanism and a solid locking system.	M	Owners/tenants at premises on Macaulay Road, Kensington	Victoria Police	15.05.12	It was identified that the CoM is responsible for the alleyway – enquiries pending with CoM. Matter to be referred to Engineering Services.
			H	Owners/tenants at premises on Macaulay Road, Kensington	Victoria Police		Victoria Police attended and spoke to businesses adjoining the alley, some store tenants have toilets for customers/staff of the rear alleyway. Unable to ascertain from store tenants who owns and or is responsible for the rear alleyway. CoM owns and manages this alleyway. ESG to follow up this request.
6.	The footpath entrance to a residential premises on Bellair Street is a steel framed cyclone wire gate with a manual bolt action. There is a path approximately 20 metres in length leading back into the property to a well lit veranda entrance. On the night of the audit the gate was not secured and left ajar.	Owner/tenant of the premises Bellair Street to be contacted and the footpath gate be fitted with a self-closing mechanism and a solid locking system.	H	Owner/tenant of the premises on Bellair Street	Victoria Police		Spoke to owner of residential address about footpath entrance to property and provided information and advice. Owner to contact Locksmith and have options explored to improve entry security.
7.	Bellair Street between Macaulay Road and Wight Street does not have a designated pedestrian crossing for the public to safely cross from the western side of Bellair Street to the railway station and vice versa.	City of Melbourne considers installing a clearly defined pedestrian crossing for persons to safely cross from one side of Bellair Street to the other adjacent to the railway station.	H	Traffic Engineering	City of Melbourne		Agreed. This matter will be investigated. Pedestrian surveys will be undertaken to determine if demand meets warrants and the most appropriate location. Instructions have been issued to Citywide to prepare a design of the Zebra crossing. Proposal will be subject to funding, VicRoads approval and community consultation.

Ref. No.	Issue or concern	Recommendation	Priority Ranking (H/M/L)	Responsible organisation/ Branch/ person	Audit team member responsible for follow up	Time period (date)/ Date updated	Action taken & when/ next steps
8.	There is a speed hump (signage and road markings) on Bellair Street at the intersection of Bellair Street and Macaulay Road on the western side of the railway station. The design of the speed hump misleads people (including children from the nearby school) to believe that it is a pedestrian crossing.	As above.	H	Traffic Engineering	City of Melbourne		Agreed. Will investigate in conjunction with Point 7 above. Will look at installation of Zebra crossing. Instructions have been issued to Citywide to prepare a design.
9.	Audit participants stated that the 'Keep Clear' road marking at the intersection of Macaulay Road is not easily seen. This can lead to road rage situations between vehicle drivers attempting to turn into Beallair St from Macaulay Rd and those travelling easterly on Macaulay Road and in the 'Keep Clear' zone.	The 'Keep Clear' zone painted on the road surface of Macaulay Road at the intersection of Bellair Street needs to be clearly visible and the zone clearly defined.	H	Traffic Engineering	City of Melbourne		Will review size and quality of existing KEEP CLEAR road marking. Instructions have been issued to Citywide. Works will be carried out before end of calendar year 2012.
10.	There is no 'Loading Zone' parking for delivery trucks to service the retail outlets in Bellair Street between Macaulay Road and Wight Street. As a result, the delivery trucks double park on the roadway at this location which creates a traffic and safety hazard for vehicles and pedestrians.	City of Melbourne considers installing a 'Loading Zone' in Bellair Street near Macaulay Road; to allow service vehicles to safely transport goods to and from local businesses.	M	Traffic Engineering	City of Melbourne		Engineering Services will investigate the need to install a loading zone in Macaulay Road. ESG have consulted with the Bellair Street traders and they do not support the installation of an additional LZ in the street. The traders have advised that they will direct their deliveries to use the existing loading zone instead.
11.	Vehicles speed into and along Bellair Street which causes a safety issue for pedestrians crossing the road as well as persons alighting.	City of Melbourne considers installing appropriate traffic management infrastructure to slow vehicles down.	M	Traffic Engineering	City of Melbourne		Initial analysis indicates that an additional road hump(s) should be installed between Macaulay Road and the existing hump located north of Wight Street.

Notes: The table has been adapted to protect the anonymity of individuals and businesses

This is the first four pages of a 16 page document, but it is indicative of the document as a whole.

Source: Melbourne Community Safety Audit 2011, City of Melbourne / Victoria Police.

Appendix 20: Design for safe and healthy communities: the Matrix of Like Design Considerations

Design for safe and healthy communities: the Matrix of Like Design Considerations

Planners are asked to consider a range of guidelines that impact on health, safety and access, often in isolation from each other. The following 'Matrix of Like Design Considerations' is a practical tool that can be used to demonstrate the synergies between the different guidelines that influence built environment design. While the Matrix can be used to aid design, it is also important to consider every situation in context.

The Matrix supports an integrated approach to planning healthy and safe communities and provides practical guidance to planners, helping them to synthesise a range of design considerations. This tool provides value-added design outcomes. For example, if physical activity is the main design consideration applied, the Matrix helps to achieve benefits in several other areas, at no additional cost.

	Physical activity	Shade	Safety design	Access: design	Road user safety
Sightlines and surveillance	Provide clear sightlines for safety and visibility for pedestrians and cyclists	Ensure shade structures and trees allow clear sightlines	People should be able to see, to be seen and to interpret their surroundings	Ensure Continuous Accessible Paths of Travel are clearly defined	Ensure approach speeds and road conditions are consistent with sightlines, for all road users
Lighting	Ensure lighting meets the visibility needs of pedestrians and cyclists Highlight crossing points	Light shade structures if required (for example, bus shelters)	Use lighting to designate safe paths and places Lighting can encourage or discourage use (for example, effective lighting at crossovers, public transport shelters/stops) Light safe connections from shops to public transport	Provide a safe, comfortable visual environment for pedestrian and wheeled transport movement at night Refer Australia Standard (AS)1158.3.1	All road users should be considered when providing overhead lighting Provide higher levels of lighting at crossing points and intersections
Signage	Provide clear orientation to places of interest for pedestrians and cyclists Signage should be clear, concise and consistent Signage should complement the overall landscape/streetscape design	Identify communal shaded areas on maps and community information boards Divide signs into groups: prohibitory; way finding; interpretive; informative Use of symbols/pictograms should follow Australian Standards	Provide clear signage for paths, connections and destinations Design sign hierarchies to show information from most to least important Use vandal and graffiti resistant material Enter asset on maintenance system schedule	All signage to be large, clear and adjacent to Continuous Accessible Paths of Travel Refer AS 1428.1 and 2 Signage should include information in tactile and Braille forms Refer Building Code of Australia D3.6	Signage must be clearly visible and understandable to all road users The location of signage structures should not be a hazard to road users
Maintenance	Ensure pedestrian and cycle paths are free from obstructions, for example, overgrown vegetation or fallen branches	Don't plant trees that require frequent watering and pruning Ensure regular maintenance of built shade structures	Ensure adequate and timely asset management and maintenance – a rundown or vandalised appearance suggests an area is unsafe Use vandal and graffiti resistant material and design features Develop maintenance-system schedule for public and commercial areas	Ensure adequate maintenance for Continuous Accessible Paths of Travel Rough surfaces and puddles are not accessible to wheeled transport users	Provide safe access for maintenance vehicles Provide call out phone numbers for hazard removal

Source: National Heart Foundation of Australia (Victoria) Division 2004, pp. 22-25.

	Physical activity	Shade	Clear sightlines	Access to services	Road user safety
Landscaping and open space	Ensure equitable distribution of open space across walkable neighbourhoods Promote local active recreation using landscaping to delineate routes and destinations	Provide shade through planting broad leaf, broad canopy trees and installing shade structures	Ensure clear sightlines Use landscaping to designate public and private space boundaries Use robust and vandal-proof finishes and fixtures for fencing, seating and signage	Provide Continuous Accessible Paths of Travel to and within all parks, playgrounds and gardens Refer AS 1428 standards Provide accessible furniture and equipment, and manoeuvring space for mobility aid users	Avoid creating roadside hazards in landscape design Maintain clear sightlines at intersections, roundabouts and pedestrian crossings
Concealment and entrapment	Locate paths away from potential hiding places and entrapment spots	Ensure vegetation does not create hiding places or entrapment spots	Design out potential hiding places and entrapment spots Avoid blank walls, unsecured loading docks off walkways and recessed entrances	Design space to ensure that users, particularly women, children, older people and people with disabilities can see a safe route, day and night	Locate car parking away from potential entrapment spots
Trees and vegetation	Provide trees for shade and aesthetics along access routes and places where people gather	Provide tall trunk, broad canopy, broad leaf trees to ensure useful shade during times of peak UV radiation Plant vegetation to minimise reflected UV rays (for example, climbing plants on walls)	Low vegetation up to 700mm and broad canopy trees with sightlines clear to 2,400mm above ground level Use vandal-resistant treatments for example, tree guards	Remove tree debris from paths Trim tree foliage up to a height of 2,400 mm and at the sides of paths	Ensure that tree plantings do not obstruct driver visibility of any other road users particularly at conflict points such as intersections and access points Ensure that tree species and vegetation, particularly within 'clear zones' on roads with speed limits over 50 km/h, are forgiving for errant drivers (for example, tree trunks with a maximum diameter of 100 mm at maturity)
Fencing and walls	Use low walls or transparent fencing along street frontages and open space	Ensure shade structures cannot be accessed by climbing adjacent fences, walls, buildings or trees Avoid surfaces that reflect UV radiation	Keep fences low or transparent for clear sightlines Provide front fences and walls no more than 1.2 metres high if solid or up to 1.8 metres if at least 50 per cent transparent Avoid high fences backing onto public space, roads or parks Plant thorny creepers to discourage climbing or graffiti on walls	Don't use turnstiles Bollards, gates and chicanes must provide access for wheeled transport	Avoid 'back-fence' lot orientations on collector and arterial roads by providing service roads or boulevards Fences should not obstruct sightlines for road users, particularly at intersections and accesses If within the clear zone, ensure materials do not constitute a hazard to errant drivers
Seating	Ensure frequent and accessible seating for pedestrians and cyclists Arrange seating to facilitate social interaction	Provide shade to seating and picnic areas	Place seating to allow clear sightlines of paths, play areas and toilets Use vandal and graffiti resistant materials	Provide seats with back and arm rests, at close intervals, along Continuous Accessible Paths of Travel (CAPT) Drinking fountains should be wheelchair accessible and adjacent to CAPT Refer AS 1428.2	Seats made of solid materials that could damage errant vehicles and occupants should be located outside the clear zone

	Objectives /	Shade	Open spaces	Access points	Foot and safety
Shelter	Provide shelter for protection from weather extremes	Avoid locating shelter on or near surfaces that reflect UV radiation	Shelter interiors should be visible from paths, placed near areas of high activity and well lit. Use vandal and graffiti resistant materials	All constructed shelter should comply with the Building Code of Australia and AS 1428 standards. Approaches must be Continuous Accessible Paths of Travel	Shelter should not be built of materials that could constitute a hazard to road users. Shelters (for example, at bus/tram stops) should not block the sight requirements for road users at intersections and access points
Street design	Provide safe and accessible pedestrian and cycle paths to homes, shops, public transport, businesses and community facilities	Plan shade provision to maximise sun protection without compromising sightlines or access to people with motor impairment. Provide broad canopy trees to provide shade for all road users	Design for a network of walkable neighbourhoods. Design streets that encourage walking to put more 'eyes on the streets'. Design streets to balance the needs of all users. Ensure active frontages and use buildings to frame public places. Maximise on-street parking	Property and fence lines must be clear and barrier free to enable Continuous Accessible Paths of Travel (CAPT). Facilities such as car parks and public toilets must be linked by CAPT, including circulation spaces for people using mobility aids. Refer VicRoads and (AS) 1428 standards	Design local and high-use pedestrian streets to reduce traffic speeds and provide pedestrian and cyclist-friendly environments. Design roundabouts to slow vehicles and provide for pedestrian visibility and safe movement. On the pedestrian desire line (for example, path to path), as a minimum, kerb cut-outs and splitter island breaks should be provided
Building design	Design buildings to facilitate a variety of uses within a neighbourhood (for example, schools used after hours as community facilities, public libraries for educational and training sessions)	Be aware of daily and seasonal shade patterns created by surrounding structures to maximise effectiveness of supplementary shade. Build and use materials to minimise both direct and reflected UV radiation	Design windows and activities to overlook streets, pedestrian routes, open spaces and car parks to support natural surveillance. Ensure entrances are clearly defined, face the street and provide clear sightlines	Buildings must conform to the access requirements of the Disability Discrimination Act 1992 and the Building Code of Australia	Loading bays should be separated from pedestrian routes. Design to facilitate forward vehicular movements between buildings and arterial roads. Give priority access to pedestrians/cyclists and public transport modes. Locate car parks to the rear of buildings
Active frontages	Promote more active and lively streets that encourage people to meet and interact	Provide tree plantings and encourage the use of verandahs to provide shade and amenity for shoppers	Use active frontages to add interest and vitality to public places. Provide frequent doors and windows, with few blank walls. Encourage lively internal uses visible from the outside, or spilling on to the street. Articulate facades with projections such as porticos or verandahs	Property and fence lines must be clear and barrier free to enable Continuous Accessible Paths of Travel. Refer to AS 1428 standards	Encourage active frontages along shopping strips. Slow traffic speeds to less than 50km/h along active frontages. Road design should be more permeable and provide greater connectivity. Traffic-calming measures will promote 'liveable' residential streets. Design streets to encourage lower speeds

	Personal activity	Private	Safe destination	Neighbourhood	Road user safety
Mixed use	Provide local focal points to support walkable neighbourhoods Increase mixed use development through the provision of housing, shops, services, parks and commercial spaces that facilitate active transport	Do a shade audit Consider tree height, growth, seasonal effects, root systems and maintenance Highlight when a built structure may be more appropriate	Provide a mix of uses in neighbourhood centres to encourage activity Plan for 'eyes on the street' day and night Encourage uses compatible with residential areas	Avoid evergreen trees that may obstruct solar access in winter All development should meet the requirements of the Disability Discrimination Act 1992	Design safe access for all road users Slow traffic speeds to less than 50km/h along active frontages
Connections	Plan for permeable street networks to provide both direct and leisurely paths to neighbourhood destinations	Provide shade along pedestrian and cyclist routes, with consideration for road user safety	Provide clear sightlines to enable natural navigation to destinations Avoid movement predictor routes and allow for multiple alternative routes, if possible	Provide safe and convenient transitions from street to destination	On local streets, avoid straight uninterrupted sections longer than 400 metres to discourage excessive driver speed Use traffic management measures to slow motor vehicles where local route straight sections exceed 400 metres
Walking and cycling routes	Design safe and attractive routes Design wide footpaths, adequate lighting, calmed traffic and crossing points adjacent to neighbourhood destinations	Maximise shade over paths, cycle routes and at rest stops Ensure shade structures don't obstruct access	Achieve clear and safe connections through signage, landscaping, lighting and edge treatments Integrate cycle lanes into road and open space networks Provide appropriate lighting for pedestrians and cyclists, in addition to street lighting Don't separate walking and cycling paths from street networks unless there are clear sightlines, opportunities for natural surveillance and no entrapment spots	Make paths and trails Continuous Accessible Paths of Travel to enable safe sharing by cyclist and pedestrians. Refer to AS 1428 standards Kerb ramps should comply with VicRoads specifications Paths, ramps and walkways should comply with AS1428.1, 1428.4 and 4586	Provide paths and safe crossing points along predictable pedestrian and cyclist desire lines, including approaches to schools, parks and shopping precincts Align kerb cut-outs and ramps with pedestrian and cyclist access requirements and desired lines of travel Minimise and/or control conflict points with vehicular traffic Provide low gradients on vehicular driveways at crossing points with walkways and cycle paths
Public transport	Provide accessible public transport stops to encourage dual-mode journeys	Provide useful and appropriate shade at transport stops (for example, bus shelters)	Locate bus/tram/taxi stops in active locations Ensure stops are clearly visible from surrounding development and houses; do not locate them in isolated places Ensure well-used movement routes between transport stops are designated and designed for safe movement with clear, well lit and visible signage and emergency call points	Bus stops should comply with VicRoads specifications Public transport infrastructure should comply with National Accessible Public Transport Standards	Connection points must be clear to and from both sides of the road and should take into consideration 'desire lines' for convenient crossing Reduce vehicle speed around connection points on all roads

© 2003. The Matrix of Like Design Considerations was jointly produced by Crime Prevention Victoria, the Department of Sustainability and Environment, VicRoads, the Heart Foundation (Victorian Division) and The Cancer Council Victoria and cannot be reproduced without due acknowledgement.

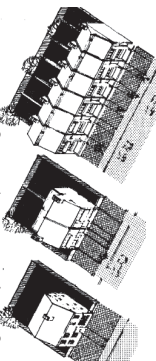
Information sheet
City of Boroondara

City of Boroondara

Safer By Design

Achieving safety through design is not a new concept. It started back in the 1970s with the publication of Oscar Newman's "Creating Defensible Spaces" book, which resulted in the establishment of a new criminological subdiscipline that is now called CPTED "Crime Prevention Through Environmental Design."

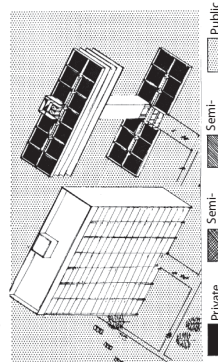
In his work, Oscar Newman focused on the relationship between the physical form of housing, or more specifically the grouping of units in different types of building configurations and the crime rate & anti-social behaviour. To capture the essential differences among different building typologies, he identified three main typologies: single-family houses; walkups; and highrises.



The diagram illustrates three similar building typologies: single dwellings, semi-detached or duplexes and row or attached housing (townhouses).



The private space in this diagram (walk up flats) is within the flat only. The interior lobby, stairs and corridors are semi-private and all common grounds are shared by all the families - i.e., semi-public, whereas the adjoining footpath and street is within the public space.



lack of clear definition of the boundaries between public & semi-public or semi-private spaces in some high rise housing results in lack of control by residents.

This Fact Sheet aims to provide useful information to architects, planners, designers & applicants on safety in the built environment, demonstrating the effect of building form or typology on the level of safety and security in a building or cluster of dwellings.

The key principle in Oscar Newman's work is how well the boundaries between the public and private space are defined, which can be addressed in the design of any residential development, be it single dwelling clusters, walk-up or apartment buildings. This Brochure aims to shed light on this and emphasise some simple measures for inclusion in the design to achieve safer environments.

The two diagrams below show the same housing cluster before and after the application of some safety design measures, most important being definition of boundaries between public, semi-public and private spaces.



BOROONDARA
City of Harmony

Safer By Design Information Sheet

The material contained in this brochure has been prepared as a guide. No reader should rely on it without seeking their own independent professional advice. Updated May 2013



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Crime Prevention Through Environmental Design

The Strategy 'Crime Prevention Through Environmental Design' or CPTED was released by Victoria Police in March 2007. It is an approach to crime prevention that takes into account the relationship between the physical environment and the users of that environment.

CPTED has become a widely known subject and familiar term with many State governments including NSW, Victoria and Queensland, working collaboratively and effectively with their planning departments to increase the awareness of the community in this area. Safer Design Guidelines have now been produced by many of these states, including Victoria.

Victoria Police provides on its web site a variety of materials to communicate this message. The theory behind CPTED is that the design of a physical environment can produce behavioural effects that will reduce both the incidence and fear of crime.

There are three basic strategies in CPTED:

1. Natural access control;
2. Natural surveillance; and
3. Territorial reinforcement.

Natural access control

The design concept of access control is directed primarily at decreasing criminal accessibility. Natural access control restricts criminal intrusion, in particular into areas where this will not be easily observed.

Natural surveillance

Natural surveillance is a design concept that aims to keep potential offenders and intruders under observation through the creation of environments where there is sufficient opportunity for people engaged in their normal behaviour to observe the space around them.

Territorial reinforcement

Territoriality is a design concept that clearly delineates private space from semi-public and public spaces and also creates a sense of ownership. When there is a sense of ownership within a space, strangers and intruders stand out and are more easily identified.

These three strategies have to be supported by activity and proper maintenance of landscaping, lighting treatment and other features that can assist in the prevention of crime.



THE WAY HEAD

Crime Prevention through Environmental Design (CPTED) is a strategy that focuses on the planning, design and structure of cities and neighbourhoods. It reduces opportunities for crime by using design and place management principles that reduce the likelihood of essential crime ingredients (law, offender, victim or target, opportunity) from intersecting in time and space.

All space, even well planned and well-designed areas, need to be effectively used and maintained to maximise community safety. Places that are infrequently used are commonly abused. There is a high correlation between urban decay, fear of crime and avoidance behaviour.



Safety includes physical safety e.g. safe crossing points for people.

Useful websites to visit include:

http://www.vicpolice.vic.gov.au/content.asp?Document_ID=5939
http://www.vicpolice.vic.gov.au/content.asp?Document_ID=1010
http://www.vicpolice.vic.gov.au/content.asp?Document_ID=1010
http://www.vicpolice.vic.gov.au/content.asp?Document_ID=1010

Safer Design Guidelines for Victoria

The Safer Design Guidelines for Victoria document highlights that community safety and attractive urban environments are the result of well-designed places, good management and community involvement.

The document provides a set of design objectives and guidelines, which are based on a set of identified principles:

1. *Surveillance: maximise the visibility & surveillance of the public environment;*
2. *Access, movement & sight lines: provide safe movement, good connections & access;*
3. *Activity: Maximise activity in public spaces;*
4. *Ownership: clearly define private and public space responsibilities; and*
5. *Management & maintenance: manage public space to ensure that it is attractive & well designed.*

The design objectives and guidelines are grouped under a number of Elements:

1. **Urban Structure:** which refers to the layout of an area, which needs to be well connected and have plenty of activity & movement to achieve more 'eyes on the street'.
2. **Activity Centres:** where well designed, conveniently located & integrated spaces can form a strong sense of place. The public domain is enriched by activity and mix of uses, which also adds public safety.
3. **Building Design:** the design of individual buildings can contribute to the overall safety and vitality of adjoining public spaces through the provision of visual connection and natural surveillance.
4. **Parks & Open Spaces:** the guidelines encourage the active and passive use of public spaces for a variety of activities. The more they are used, the safer these spaces are.



To demonstrate its commitment to improving safety in the built environment, the Victorian Government has produced a set of design guidelines that can be applied at various scales, from the design and development of towns and neighbourhoods to the regeneration of existing areas and the layout of individual buildings.

The initiative was a response to two key government strategies:

1. *Melbourne 2030: a plan for managing the growth of Melbourne over the next 30 years; and*
2. *Safer Streets & Homes - A Crime & Violence Prevention Strategy for Victoria 2002-2005*

<http://www.dpcc.vic.gov.au/planning/urban-design-guidelines/safer-design-guidelines>



The cover sheet for 'Safer Design Guidelines for Victoria', which has been developed by DSE & CPV to provide guidance to developers in this area.

The images to the left demonstrate how activity, lighting and pedestrian movement paths can assist in achieving safety in the public realm.

5. **Walking & Cycling Paths:** pedestrian and bike routes should be easily accessible, highly visible and offer good seating and resting/shade areas. The more paths are useable and inviting, the safer they are.
6. **Public Transport:** safety at transport interchanges and stops is essential and many measures can be taken to achieve this, such as lighting & visibility.
7. **Car Park Areas:** the location and design layout of car parks can have a significant impact on the safety of the public and private domain.
8. **Public Facilities:** careful attention should be given to the design, location and management of public facilities like public toilets to ensure safety for their users.
9. **Lighting:** good lighting makes public spaces more visible and inviting at night. The more these spaces are used, the safer they are.
10. **Signage:** signage can play a role in improving ease of way finding, or legibility in any area, especially where the area lacks a clear urban structure and an easily understandable street layout.

Safety in Council Plans & Policies

Boroondara has expressed its commitment to improving safety in the natural and built environment in a number of plans and policies.

Council Plan 2009-2014: Our Boroondara - Our City Our Future is a 20-year vision statement that contains the community's aspirations for the City of Boroondara until 2028. The Corporate Planning Framework in Council Plan 2009-2014 has four key directions, each of which has a number of strategic objectives. These four Directions are:

- Strengthening our communities.
- Enhancing the environment.
- Liveability and amenity.
- Responsibly managing resources.

Safety and amenity are covered in one of the strategic objectives under the Direction "Liveability & amenity" as follows:

Liveability & Amenity:
We will protect and improve the character of our neighbourhoods for present and future generations.

Safety & Amenity:
The community outcome to be achieved in this area through, *High standards of community safety, health and amenity.*

Council has committed itself to implement appropriate policies and strategies to improve neighbourhood safety.

Council has policies and plans that address safety and amenity. The "Boroondara Public Health & Well-being Plan 2009-2013" provides a variety of actions that aim to improve safety in the social, physical (built) and economic environments. The Plan can be accessed on: <http://www.boroondara.vic.gov.au/city-community/our-boroondara/public-health-and-wellbeing/plan0913.pdf>



Useful web sites:

- <http://boroondara.vic.gov.au/our-city/community/our-boroondara>
- <http://boroondara.vic.gov.au/our-city/community/groups>
- http://www.police.vic.gov.au/content.asp?document_id=10444
- www.police.nsw.gov.au/community_issues/crime_prevention/safer_by_design

The Planning Scheme Provisions

Safety as a concept is embedded in the State and local Planning Policies and explicitly expressed in a few clauses in the Boroondara Planning Scheme including:

Clause 15.01 Urban environment

15.01-1 Urban design

To create urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity.

Clause 15.01-2 Urban design principles

To achieve architectural and urban design outcomes that contribute positively to local urban character and enhance the public realm while minimising detrimental impact on neighbouring properties.

Strategies

Safety
New development should create urban environments that enhance personal safety and property security and where people feel safe to live, work and move in at any time.

Clause 15.01-4 Design for safety

Objective

Improve community safety and encourage neighbourhood design that makes people feel safe.

Strategies

- Ensure the design of buildings, public spaces and the mix of activities contribute to safety and perceptions of safety.
- Support initiatives that provide safer walking and cycling routes and improved safety for people using public transport.
- Ensure suitable locations for police stations and fire brigade, ambulance and emergency services are provided for in or near activity centres. In newly developing areas these services should be located together.

Clause 55.03 Site Layout & Building Massing

55.03-7 Safety objective

To ensure the layout of development provides for the safety and security of residents and property.

Standard B12

- Entrances to dwellings and residential buildings should not be obscured or isolated from the street and internal access ways.
- Planting which creates unsafe spaces along streets and access ways should be avoided.
- Developments should be designed to provide good lighting, visibility and surveillance of car parks and internal access ways.
- Private spaces within developments should be protected from inappropriate use as public thoroughfares.



Safe public spaces and cities are created by many measures implemented in the public & private domain including activity, lighting, use of buildings etc.



The two images above show the difference between two developments with different interface with the public domain - the reserve. The location of the balconies to overlook the public park in the top image will improve public safety through casual surveillance.

Healthy Spaces & Places

'Healthy By Design: a planner's guide to environments for active living' is a document published by the National Heart Foundation of Australia in 2004.

The Foundation in association with the Australian Local Government Association & Planning Institute of Australia have produced a national guide to designing places for healthy living, which is entitled **'Healthy Spaces & Places'**. The Guide includes a variety of design objectives and considerations for planners to assist them when assessing development proposals. Safety is one of the key elements addressed in these objectives.

The following objectives that address safety are contained in the Guide, followed by considerations for achieving these objectives.

Design objectives

- To design legible street networks that provide direct, safe and convenient pedestrian & cycle access.
- To position pedestrian crossings along streets and roads with heavy traffic volumes.
- To establish and promote clear and direct walking and cycling routes to public transport stops and appealing and convenient facilities for users.
- To encourage increased public transport use, services need to be accessible, frequent, reliable, inexpensive and safe.

Some of the design considerations contained in the Guide include:

- A legible street network with attractive frontages encourages people to be out and about.
- Design streets to provide both direct & leisurely paths to neighbourhood destinations and safe and easy access across streets.
- Position lighting for pedestrians and cyclists along walking and cycling routes, key crossing points and intersections and places where people gather.
- Provide lighting in areas intended for night use and/or areas accessed by pedestrians after dark.
- Use low walls or transparent fencing along street frontages and open space.
- Design residential dwellings to overlook public open space. This avoids back fencing facing onto parks.
- Avoid fortress or gated residential developments where residents are not encouraged to connect with the public realm.
- Design attractive, interesting and welcoming street frontages.
- Design streetscapes to enable natural surveillance of people walking, cycling and gathering at points of interest. Streets that encourage walking naturally put more eyes on the street, enhancing safe environments.



"Healthy Spaces and Places" is a national guide for planning, designing and creating sustainable communities that encourage healthy living.

Healthy Spaces and Places supports and complements planning and design initiatives throughout Australia. It is a single source of easy-to-find, practical information from experts in health, planning, urban design, community safety and transport planning.

The Guide and other information can be accessed on the following web sites.

<http://www.healthylives.org.au/site/>
<http://www.heartfoundation.org.au/>



Safer Design Guidelines

Safety is one of the fundamental requirements for any healthy community and environment. There is a strong relationship between safety and wellbeing of a community and between the physical environment and perceptions of public safety. Recent research has shown that many previously degraded and unsafe places have been transformed into lively and vibrant places through changes to their physical layout and uses.

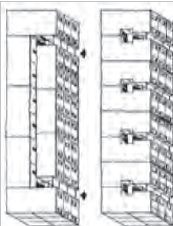
The following simple, yet effective design measures when taken into account in the design of the private domain, can assist in achieving a safer public environment. After all, the public domain is created by the private development that frames it.

Site Layout

- Buildings should be designed to address the public domain be it streets, parks, or other movement corridors.
- New streets and links created in the private domain should be connected to existing streets and circulation routes.
- Avoid creating isolated residential neighbourhoods or gated communities that physically separate individual residential units from the wider community.
- New streets and movement routes within the private domain should be attractive, well lit, maintained and accessible to everyone.
- Cross generational activities in public spaces and the provision of plenty of public seating should be encouraged to provide for natural surveillance at various times of the day.
- Dimmer lighting for gardens and publicly accessible spaces allows the eye to see more effectively.
- Risky areas are best not lit at night to reduce their night time use.

Building design

- Buildings should be designed to provide informal surveillance to adjoining streets and public spaces by maximising openings, windows and balconies facing these spaces.
- In mixed use areas, active street frontages should be maximised and where retail and other activities are not viable or practical, home/offices should be explored.
- In exclusive residential areas, direct pedestrian entries to individual units at ground floor should be provided.
- Building design should ensure that no ambiguous blind corners or entrapment points are created.
- Buildings should be designed to deter external roof access or moving between adjoining balconies.
- Bland facade walls should be avoided, especially where they face public spaces to reduce graffiti.
- Transparency should be increased in facades to maximise visual connectivity between the public & private domain and improve casual surveillance.



By limiting the shared spaces, such as the central corridor, the residents will have greater control over their environment. The second drawing shows the same building form and mass of the top diagram, but divided into smaller modules, each with its own stair case and corridor.



Opening balconies and activities onto public spaces is critical for street life and casual surveillance. Where such interface is not achievable, then transparency and visual permeability between the building & street become necessary for casual surveillance.

Safer Design Guidelines

Fencing

- Avoid high solid fences that create gated communities and provide opportunities for concealment.
- Ensure that fences are designed with a minimum of 50% transparency to maximise visibility and facilitate casual surveillance.
- Ensure that fences are built of materials and finishes that discourage graffiti and are easily maintained.
- Fences height should be limited to a maximum of 1.20m unless on a major road where this height might be increased to 1.5m provided that the sections above 1.20m are predominantly transparent.

Lighting

- Lighting on private property should include diffused floodlights and movement sensors to illuminate property and adjoining public spaces.
- Areas not used at night should not be lit and/or closed off.
- External lighting on buildings should be designed to be directed downwards to illuminate adjoining paths and not placed at eye level. Dimmer lighting allows the eyes to see more effectively.
- Open areas of the private domain that are designed as short cuts and accessible to the public should be furnished with adequate lighting levels comparable to that of adjoining public spaces.

Car Parks

- The design of car parks should promote public safety and maximise visibility to eliminate any hidden corners or blind spots that have potential for entrapment.
- Clear directional signage as part of an integrated signage strategy should be provided within car parks and at entry/exit points.
- Adequate lighting should be provided to all areas of car parks to reduce any potential contrast between shadows and illuminated areas.

Signage

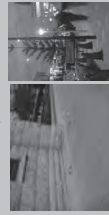
- Signs and street numbers on properties should be located at entrances & near centres of activity, well placed and illuminated at night and clearly visible, particularly to assist emergency services.
- Signage should be vandal-proof and easy to maintain and keep free of graffiti.



The design of car parks should ensure that no hidden corners are created and that adequate lighting is provided with clear signage.



Transparent fencing is important for visual permeability and casual surveillance.



Adequate Lighting is a critical element in achieving safety in both the public and private domain.

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 3. Boroondara Planning Scheme
 4. Safer Design Guidelines and other State Design Guidelines
 5. Healthy Spaces & Places
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