The Bedfordshire Community Safety Design Guide

The Bedfordshire Community Safety Working Group

Bedford Borough Council
Luton Borough Council
Mid Bedfordshire District Council
South Bedfordshire District Council
Bedfordshire County Council
Bedfordshire Police
Government Office for the East of England

At its meeting on 16th November 2005, the Borough Council's Executive adopted the Bedfordshire Community Safety Design Guide as a supplementary planning document. This followed a period of public consultation between 25th July and 5th September 2005.

In addition to the guide, the Borough Council has produced the following supporting documents:-

- An Adoption Statement in accordance with Regulation 19(b)(ii) of the Town and Country Planning (Local Development)(England) Regulations 2004.
- A Statement of Consultation
- A Statement under Regulation 18(4)(b) of the Town and Country Planning (Local Development)(England) Regulations 2004. This summarises the main issues raised during the consultation and how these have been addressed in the final version of the guide.
- Sustainability appraisal report.
- A Statement under the Environmental Assessment of Plans and Programmes Regulations 2004 (SI.1633) This summarises how sustainability issues have been integrated into the document, how the sustainability appraisal and consultation have been taken into account, and the reasons for choosing the document as adopted in light of other reasonable alternatives.

All of these documents, including the guide can be viewed on the web site www.bedford.gov.uk/planning and additional copies can be obtained from the Planning Services reception at the address given below.

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Contents

1   Introduction

1.1   The planning system and community safety

1.1.1   Good planning and design has a major role to play in the fight against crime. Conversely, bad planning and design can encourage crime and anti-social behaviour, with financial and social costs for many years to come. It can ruin lives.

1.1.2   So we - local authorities, the police, communities, developers and everybody else with an interest in planning and community safety - have a collective responsibility to ensure places are well designed and thoughtfully planned. In Bedfordshire, we want to see places that are and feel safe while also meeting a range of other, complimentary objectives - such as appropriate building densities, good access to services, social cohesion and economic development.

1.1.3   This Guide sets out our expectations for achieving the goal of safe, sustainable communities.

1.2   The Bedfordshire Community Safety Working Group

1.2.1   The Bedfordshire Local Authorities Design Forum aims to share best practice in urban design amongst the local authorities in the County (comprising Bedfordshire County Council, Luton Borough Council, Bedford Borough Council, Mid Bedfordshire District Council and South Bedfordshire District Council). Under the auspices of the Forum, a Community Safety Working Group has been established in partnership with Bedfordshire Police and the Government Office for the East of England. This comprises both Members and Officers.

1.2.2   The Working Group set about examining those issues which frequently arise during the determination of planning applications. These included such matters as the degree of permeability in new residential layouts, how parking is provided etc. and this culminated in the preparation of a series of draft protocols.

1.2.3   It was recognised that the draft protocols needed to be a) consistent with government guidance, and b) capable of being applied to practical examples. In order to achieve this, Llewelyn Davies was appointed to test the protocols through the use of a number of different case studies and produce a Community Safety Guide for Bedfordshire. This Guide is the result of that work. The final protocols are included in Chapter 3.

1.3   The national policy and guidance context

1.3.1   Section 17 of the Crime and Disorder Act (1998) places a duty on each local authority "to exercise its functions with due regard to the likely effect of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area". Planning is one of the core functions here.

1.3.2   The forthcoming Planning Policy Statement 1 will place crime prevention at the heart of the planning system. It is likely to stipulate the need for local design polices that create safe environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion.

1.3.3   To help meet this aim, the Office of the Deputy Prime Minister and the Home Office have jointly published *Safer Places: the Planning System and Crime Prevention*. This good practice guidance forms the basis of 'planning out crime' in England and is discussed in Section 2.4.

1.3.4 This Guide is particularly timely. Bedfordshire has been ear-marked by Government for substantial growth. If this opportunity is not taken to plan community safety into the new communities from the outset, the costs will be felt for generations to come.

1.4 Local Policy Context and the Community Plan

1.4.1 The Bedford Borough Local Plan was adopted in 2002 and Policy BE45 states:-

'The Borough Council will not grant planning permission unless adequate consideration has been given to community safety and crime prevention. Where appropriate the advice of the Police will be sought.'

1.4.2 This guide supplements that policy and will also support the emerging policy framework set out in the Core Strategy and Rural Issues Plan. In addition, it supports one of the main themes of the Bedford Borough Council Community Plan 2004-2010 which is 'Working together for safer communities'. The guide is included in the Local Development Scheme adopted by Bedford Borough Council.

1.5 The purpose of the Guide

1.5.1 This document has been prepared to assist in 'planning out crime' within existing and new development in Bedfordshire. It will help to ensure that all parties work effectively in partnership at both the strategic and local level and that every opportunity is taken to create sustainable new communities.

1.5.2 The Guide will be adopted as a supplementary planning document by each of the respective local planning authorities, with the endorsement of Bedfordshire Police. As a supplementary planning document, the Guide can carry significant weight when decisions are taken on planning applications.

The Guide is consistant with national planning guidance on planning out crime and both the Borough Council's existing local plan policies and supplementary planning guidance.

1.5.3 It is expected, therefore, that the Guide will be used by all of those involved in the planning process. In particular, the local planning authorities will expect applicants for planning permission to have had regard for its content.

1.4.4 The Guide complements the Crime and Disorder Reduction Strategies that exist for Bedford, Mid Bedfordshire, South Bedfordshire and Luton. Prepared by the respective Crime and Disorder Reduction Partnerships - a combination of police, local authorities and other businesses - the strategies are prepared to tackle crime and disorder on a local level.

1.6 The structure of the Guide

1.6.1 The remainder of the Guide is structured in the following way:

Chapter 2 summarises the basic principles of crime prevention through the planning system

Chapter 3 comprises protocol and checklists that offer a step-by-step guide to promoting community safety through the planning system

Chapter 4 illustrates the type of layouts and designs that might emerge from following the Guide, based on illustrative worked up schemes for seven sites in Bedfordshire.

Appendices include a list of development types that are likely to be considered or commented on by the police, key contact details, suggestions for further reading and a glossary of terms used in the guide.

2 Overview of crime prevention within the planning system

2.1 Introduction

2.1.1 This Guide does not go into detail about the principles of crime prevention through the planning system because that information is freely available from other sources. So, by way of an introduction to Chapter 3, this section provides a very brief overview of existing guidance and signposts the reader towards the key information.

2.2 Urban design guidance

2.2.1 *'By Design: Urban Design in the Planning System - Towards Better Practice'* aims to promote higher standards in urban design. Published by the Government with the Commission for Architecture and the Built Environment (CABE), *'By Design'* highlights seven objectives of urban design that are intended to remind what should be sought to create a successful place.

The principles are:

- **Character**
  Responding to and reinforcing locally distinctive patterns of development, landscape and culture;

- **Continuity and enclosure**
  Clearly distinguishing public and private space;

- **Quality of the public realm**
  Public spaces and routes that are attractive, safe, uncluttered and work effectively for all;

- **Ease of movement**
  A place that is easy to get to and move through, promoting accessibility and permeability;

- **Legibility**
  A clear image and easy to understand: recognisable routes, intersections and landmarks to help people find their way around;

- **Adaptability**
  Can respond to changing social, technological and economic conditions;

- **Diversity**
  Mix of compatible developments and uses responding to local needs.

2.2.2 *'By Design'* is strong on process - how good urban design can be achieved. The best general manual for outcome - what places should look like - is English Partnerships and the Housing Corporation's *'Urban Design Compendium'*.

2.2.3 Other important reference points are the Government's best practice guides on housing layout (*'Better Places to Live'*), and the design of residential streets and footpaths (*'Places, Streets and Movement'*). Details of these references are included in Appendix B.

2.3 Secured by Design guidance

2.3.1 *'Secured by Design'* is a national police initiative to encourage the building industry to adopt crime prevention measures to assist in reducing the opportunity for crime and the fear of crime, creating a safer and more secure environment. As well as making recommendations on the detailed design of buildings, windows, locks and suchlike, it proposes the following planning and design principles:

- **Routes and Movement**

  - Routes (footpaths and roads) that are overlooked;
  - Routes that are busy;
  - Clear and direct routes that do not undermine the defensible space of neighbourhoods, for all forms of movement;
  - Few routes through any one location.

- **Public / Private Space**

  - Controlled access to individual and common curtilages;
  - 'Buffer zone' between public and private spaces.

- **Facilities**

  - No out of scale facilities (i.e. that are not intended for the local community);
  - No 'honeypots' (i.e. places that encourage people to congregate);
  - No 'fear generators' (i.e. places that can become abandoned and encourage anti-social acts and behaviour);
  - No excessive public space in housing developments.

- **Ownership**

  - Sense of ownership and responsibility;
  - Communities exercising control over their environment.

- **Security**

  - Secure vehicle parking;
  - A safe and secure environment but without suggesting a 'fortress mentality'.

- **Lighting**

  - Adequate lighting of common areas.

- **Management**

  - Programmed management system (regular grass cutting, ground maintenance, litter and graffiti removal).

2.3.2 Along with the general *'By Design'* guidance introduced above, the *'Secured by Design'* principles are a starting point for this Guide, and for *'Safer Places'*.

The role of public art

The incoporation of public art into new developements, both residential and commercial, can have a role in developing community cohesion, promoting notions of community ownership and improving the distinctiveness or overall character of any built environment. Walls, railings, fences, lighting and street furniture are elements which could benefit from this approach. Bedfordshire's Public Art Working Group may have a role to play as it moves towards the developement of a public art framework for the county.

2.4 Latest government guidance

2.4.1 The advice in *'By Design'* and *'Secured by Design'* is united in *'Safer Places'*, the Government's better practice guidance to crime prevention through the planning system. It sets out the seven attributes that are sought in communities that are both safe and sustainable:

- ■ **Access and movement**
  places with well-defined routes, spaces and entrances that provide for convenient movement without compromising security;

- ■ **Structure**
  places that are structured so that different uses do not cause conflict;

- ■ **Surveillance**
  places where all publicly accessible spaces are overlooked;

- ■ **Ownership**
  places that promote a sense of ownership, respect, territorial responsibility and community;

- ■ **Physical protection**
  places that include necessary, well-designed security features;

- ■ **Activity**
  places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times;

- ■ **Management and maintenance**
  places that are designed with management and maintenance in mind, to discourage crime in the present and the future.

2.4.2 In conjunction with this Guide, *'Safer Places'* should be the first point of reference for planners and designers proposing schemes in Bedfordshire. It sets out the Government's expectations in some detail. It is assumed that those reading this Guide will also refer to *'Safer Places'*.

A frame of reference for community safety

By Design principles

- Character;
- Continuity & enclosure;
- Quality of public realm;
- Ease of movement;
- Legibility;
- Adaptability;
- Diversity.

Secured by Design principles

- Routes and movement;
- Public/private space;
- Facilities;
- Ownership;
- Security;
- Lighting;
- Management.

Safer Places principles

- Access & movement;
- Structure;
- Surveillance;
- Ownership;
- Physical protection;
- Activity;
- Management & maintenance.

3   Protocols

This Chapter contains the principles and protocols that will shape the community safety elements of development in Bedfordshire. They have emerged by interpreting national guidance to suit the local context. It is expected that the protocols and principles will inform and be fully taken into account in the preparation of future master plans, development briefs and planning applications.

The first five protocols relate to expectations in the built environment - dwelling position, permeability, parking, commercial & non-residential development and CCTV. The final protocol is about procedure - how the various players will interact with one another.

3.1   Protocol 1: Dwelling Position

3.1.1   Public and private spaces should be clearly distinguished.

- As a general principle, all development should front onto and have access from the street or public space. This will create a 'public front' to the development.

- Private space should be located to the rear and should adjoin other private space. In the residential context, gardens should back onto other gardens. Back gardens should not adjoin public space, as conflicts may arise. (See 3.1.2). This is one of the features of perimeter block layouts.

- At the front of dwellings, it may be appropriate to provide front gardens, which can be of varying depth. The use of walls, hedges, railings, fences etc will provide a strong sense of definition and reinforce their role as semi-private and defensible space. This provides a 'stand-off', or buffer zone, between the dwelling and the public realm and clear demarcation of ownership and responsibility. This can best be achieved through the use of a physical barrier.

- Where front gardens are not provided, where possible a small buffer zone, defined in a similar way to a garden should be. This will also discourage people from gathering immediately in front of dwellings.

- On the edge of developments, or where development adjoins open space, buildings should front onto the public space. This will create a more attractive edge. In such circumstances, it is even more important to achieve a 'stand-off' or buffer between groups of dwellings and the open space.

3.1.2 **Avoid conflicts between public and private space.**

- Buildings which present their backs to public space (even on main roads) often present high fences and walls to the street, reducing overlooking and safety.

- The boundary between public and private space is often marked by fences or blank walls. These create a 'dead frontage' and provide opportunities for graffiti and anti-social behaviour. It also reduces opportunities for overlooking the public realm. Continuous street frontages have a minimum of blank walls and gaps between buildings.

- The primary access to a building should be from the street.

3.1.3 **Orientate dwellings to enable surveillance.**

- Designing the less private rooms (such as living rooms) to face the street, particularly at the ground floor, means the front of a building can have a direct relationship with the street.

- Bay windows provide oblique views down a street.

- Whilst there is a need to achieve surveillance, this should not be done at the expense of residents' privacy. Any conflict can be overcome by:

  - Horizontal distance between the dwelling and the public realm.

  - Level change - by having the ground floor level slightly higher than the street level (say 0.6 metres). This enhances overlooking and reduces views into the building from the street. Where changes of level are used, compliance with Part M of the Building Regulations 2000 and the Disability Discrimination Act 1995 will still be required.

  - A combination of the two.

- Particular care should be taken in designing for corners. Dwellings should wrap around corners to ensure that all parts of the public realm are overlooked. This will require the use of double fronted properties.

- The use of blank gables on corners should be avoided. Where gables adjoin public space, surveillance should be provided by the use of windows, including bay and oriel windows. In such circumstances, sufficient 'stand-off' or buffer zone may also be required.

3.2 Protocol 2: Permeability

3.2.1 Whilst places should be well connected, community safety or residential amenity should not be unacceptably compromised by connectivity.

- There is a need to achieve a balance between the degree of connectivity that is appropriate and community safety issues. In all cases, there is a need to consider and address the context within which new development will sit.

- Crime and Incident Pattern Analysis can help ensure that the layout and design of new housing are informed by analysis of criminal activity in an area and contribute to crime reduction objectives.

- Routes for pedestrians, cyclists and vehicles should, in most cases, run alongside one another and not be segregated.

- Where dwellings front onto a through route, well defined front gardens and/or boundary treatments to provide semi-private space and a stand off from the street should be used. It is accepted that, in certain cases, it may be appropriate to have dwellings on the back of the footway to create variety in the streetscene and to reflect the existing character. These should generally not be on through routes

- Public access to rear gardens should be avoided.

3.2.2 There should be a clearly identified need or benefit for the existence of all routes.

- The needs and benefits of all pedestrian and vehicular routes should be identified, along with the potential to give priority to non-car modes. These need to be considered at both the Macro (New Settlement/Urban Extension/ Neighbourhood) and Micro (Individual site and its surroundings) scale.

Macro Scale

- There is a need to connect new routes to existing routes and movement patterns.

- Clear and direct routes through an area for all forms of movement are desirable, but should not undermine the defensible space of particular neighbourhoods.

- There is a need to consider public transport as an integral part of the street layout.

- Appropriate walking distances between major land uses and public transport stops need to be achieved.

- Suggested walking times/distances for the creation of a Walkable Neighbourhood (as defined in the Urban Design Compendium referred to in para.2.2.2 - but see footnote below) are

  - Toddlers' play area - 2-3 minutes/250metres
  - Newsagents - 5 minutes /400 metres
  - Local Shops/bus stop*/primary school - 10 minutes/800 metres

*The County's existing standard is that all new dwellings should be within 200 metres of a bus route. Current guidance states that the vast majority (say 95%) of new dwellings should be within 300 metres walking distance of a bus stop and all within 400 metres walking distance of a bus stop.

- Health centre/town park - 12/13 minutes/1000 metres*

- Public Green space - 5 minutes/300 metres

■ New facilities within a new development need to be accessed from the existing built-up area. Equally, new residents need to access existing facilities.

■ There is a need to positively discriminate in favour of direct routes for all users from the outset, as fitting them in later will be difficult if not impossible.

■ Safe routes to school should be particularly encouraged.

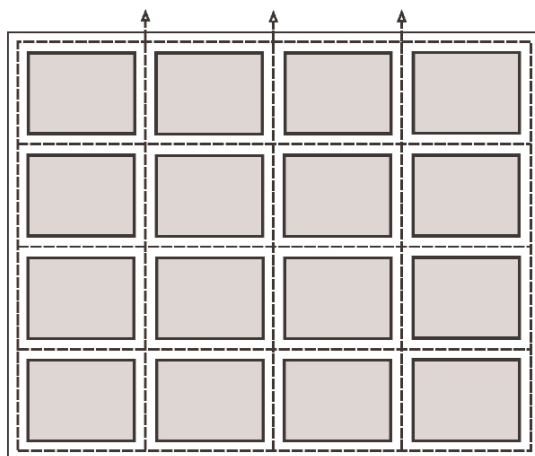■ A travel plan approach may be useful in considering access for pedestrians, cyclists and public transport.

Micro Scale

■ Connections between places should be provided without undermining the 'defensible space' of particular neighbourhoods.

■ Routes should be designed to reinforce the character of a place.

■ Routes should be necessary and lead where people want to go.

■ The need to create better and more direct routes than currently exist could result in the need to extinguish existing routes.
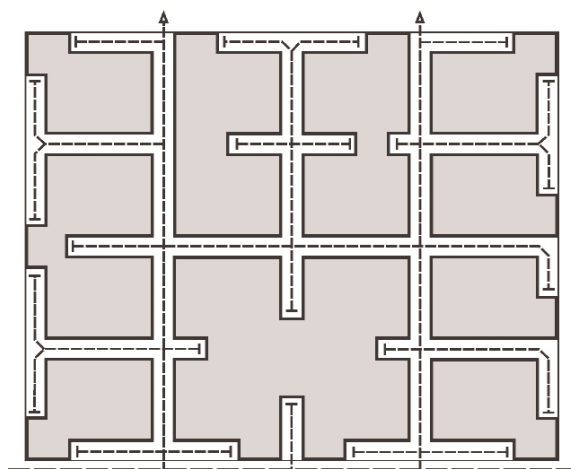
The County's existing standard is that all new dwellings should be within 200 metres of a bus route. Current guidance states that the vast majority (say 95%) of new dwellings should be within 300 metres walking distance of a bus stop and all within 400 metres walking distance of a bus stop.

3.2.3 Permeability needs to be designed in an appropriate manner.

■ Places should have clear separation of public, semi-private/communal and private space.

■ A safe urban structure has few sides of the buildings exposed to the public realm, provides 'active frontages' (a frontage with several primary accesses, windows which overlook the street and little or no blank facades) to overlooked streets and creates a regular movement framework that focuses people and vehicles on to a small number of principal routes, rather than under-used and segregated streets and footpaths. A grid-based layout is one way of providing such a structure.

■ A block structure has other crime reduction advantages. It means that private or communal gardens that can only be accessed from the surrounding buildings can be created in the centre of the block. It also eliminates opportunities for rear access from alleys and streets. It also reduces opportunities for graffiti on blank facades, like gable ends.

■ Homes in cul-de-sacs can be highly secure, but they should not be joined by networks of footpaths that provide escape routes or are not overlooked (but see considerations about the need to create walkable neighbourhoods under 3.2.2).

■ In devising a block structure, it should be recognised that not every element should be a through route. It may be appropriate to close off certain routes in order to achieve a balance between connectivity and community safety issues.

A

B

- Generally, large housing areas should be designed to create a variety of small identifiable places or house groupings where strangers can be identified. It is ususally desirable to avoid through-routes in new housing areas. However in many locations, links to existing communities, or where other strong desire lines are created, a degree of permeability is necessary, as is the case in traditional town centres. Where through routes are unavoidable, they should be kept to a minimum.

- When laying out an area, one approach which has proved successful is set out below:

I Prepare a preliminary layout based on a block structure. This achieves the appropriate relationship between public, semi-private and private space, ensures that open space is overlooked and that a satisfactory edge is achieved to the development (diagram A).

II Use the site analysis, including information about the local context, to determine the main destinations both within and outside of the site. This includes access to public transport, shops, community facilities, schools, public open space and employment opportunities.

III Identify the number and type of connections needed to serve the movement e.g. vehicular, pedestrian or cycle, which achieve convenient access without undermining the defensible space of the site/neighbourhood.

IV Amend the block structure to channel movement onto the identified routes, and to remove those routes that are not necessary or that provide duplication. Amend the block structure to close off unnecessary routes, whilst retaining the relationship between public, semi-private and private open space. It may also be necessary to change the orientation of the streets and blocks as a whole (diagram B).

V As part of that process, check walking distances to ensure that a reasonable level of accessibility can be achieved to bus stops, shops, open space etc.

This approach can be used to achieve a balance between the degree of permeability and the need to consider community safety considerations.

- Where appropriate, street design should facilitate clear views and easy orientation. Routes should be well defined.

- The use of real or symbolic barriers should be considered to demarcate different types of spaces.

- Dwellings should front onto the street and open space and have their principal entrance onto it. This will maximise natural surveillance and activity. Buildings should not back onto public space.

- Windows should be designed to maximise overlooking of the street.

- Continuity of frontage and aspect should be maintained on corners.

- Blank facades and areas that are not overlooked should be avoided.

- Streets should have principal entrances at frequent intervals.

- Where footpaths are required, they should be straight and wide, avoiding potential hiding places, and should run alongside vehicular routes. They should be overlooked by surrounding buildings and activities.

- Pedestrians and vehicles should be kept at the same level to avoid creating intimidating places such as subways, footbridges, underpasses and areas below viaducts. Where subways are unavoidable, make them as wide and as short as possible with the exit visible from the entry, natural light introduced into the centre and high levels of artificial light. CCTV may be useful as a last resort.

- Routes and spaces should be well lit.

3.2.4 **There needs to be minimal opportunity for unplanned routes to develop.**

- Likely desire lines should be considered at the outset.

- The type of boundary treatments and the extent to which they facilitate irregular means of access should be considered.

- Public fronts should be provided to the edges of development. This will avoid the need for unauthorised accesses to be created from back gardens.

3.3 Protocol 3: Parking

3.3.1 **A blend of options needs to be applied to meet the scale of design.**

- In residential areas, a careful balance has to be struck between the expectations of car owners, in particular the desire to park as near to their houses as possible, and the need to maintain the character of the overall setting.

- Parking can be provided in a number of ways:

  - Within the curtilage of the dwelling or 'on plot'. This could be in the form of a garage (either integral/attached/freestanding), car port/parking bay or private drive. These should be preferably accessed from the front of the dwelling/premises.

  - Parking for residents can be provided adjacent to the highway in the form of parallel parking bays, angled parking bays or parking squares.

  - Visitors' parking can be provided on street, either in the form of parallel parking bays, angled parking bays or parking squares.

  - In the form of small parking courts. These need to be designed carefully and should not provide direct access to the surrounding dwellings or their rear gardens (see principles 3.3.3 & 3.3.4).

  - In the case of flats, parking can be accommodated in a variety of ways - at the front/side/rear/beneath. In certain cases, site constraints will cause different combinations of these to be used. In order to enhance surveillance, CCTV may be necessary.

  - Underground/basement/undercroft parking.

- In practice, it is likely that a range of different parking solutions is appropriate. This will create variety in the streetscene and will help to reinforce character.

- Where possible, owners should be able to see their vehicle from at least one of the habitable rooms. This is less important where parking is provided on-plot. In the case of flats, this may not be achievable and it will not be possible where underground parking is used.

- The standard approach has been to park the car in the front garden. Whilst this is convenient for the car user, it has had a disastrous effect on the visual quality of the environment created. This pushes back the building line and under-mines containment of the streetscene. Parking in the front garden also minimises the scope for landscaping and the provision of front boundary treatments which help to define semi-private space. It can also affect the amenity of neigh-bouring properties.

- When accommodating car parking, it should be ensured that sufficient space remains within the highway for the passage of emergency/delivery and refuse collection vehicles. This is particularly the case when parking is to be provided primarily 'on street'. Allied to this is the need to consider bin storage and how this will be provided for within the development.

- In certain contexts, high density development will be appropriate and this may comprise 3/4 storey town houses, flats, or a mixture of the two arranged around a central courtyard(s). The courtyard should be clearly defined as private space, solely for the use of residents. This can be achieved by the use of different surface treat-ments compared with the public realm, entrance/exit gate or barrier system, the use of narrow entrances and/or CCTV. The courtyard should not be on a through route and should have one entrance and exit.

- In the case of flats, communal front and rear entrances to internal communal areas need to be appropriately 'guarded' with the use of CCTV and/or intercom and door release mechanisms.

- Home Zones offer a means of accommodating car parking in a high density urban living context whilst maintaining community access to street space.

3.3.2 **Parking areas need to be integrated with the design to create ownership**

- Grouped or communal parking needs to be clearly visible from adjacent dwellings and should be lit to British Standard illuminance levels during the hours of darkness. Such parking generally needs to be broken down into small groups to prevent ownership and security problems.

- If parking areas are too large:
  - It will become difficult for an owner to pick out their car from other vehicles.
  - It will be difficult to recognise neighbours' vehicles.

- Communal ownership of the parking area will be decreased.
- Anti-social and criminal behaviour will be more difficult to deter.

- The most secure place to park a car is in a home's garage, followed by a driveway (preferably behind gates). However this is not always possible.

- Careful consideration should be given to various appropriate ways of screening parked cars in the front curtilage from the public domain, by planting, walls, fences, railings or raised banks.

- If there is no in-curtilage parking, parking should be provided where cars can be seen.

- A further alternative is parking courtyards, but see Principle 3.1 and Principle 3.3.

3.3.3 **If courtyard parking is proposed, designs need to create the impression that the area is private and access needs to be restricted.**

- The following principles can be applied to the use of courtyard parking.

  - Make the courtyard small in scale (ideally serving up to six dwellings). This will enable residents to recognise both their own vehicles and those of their neighbours. Any greater number than this and the parking area will appear to be more public and the recognition of individual cars will be more difficult. Where surrounding housing overlooks the courtyard, or where housing is provided within the courtyard, this should preferably not normally exceed ten spaces.

- Ensure wherever possible that both the parking area and the access into it are overlooked. Careful attention will need to be given to the position of windows and to the height and type of boundary treatment. Dwellings can also be incorporated into the courtyard to enhance surveillance. In these circumstances, a higher parking provision may be acceptable in accordance with the relevant adopted parking standards

- The courtyard should be well lit with proper arrangements in place for maintenance (see principle 4).

- The courtyard should not facilitate a public through route, nor should it give the impression from the street that access to the courtyard is public. This can be achieved by:

a) The use of access controls - gates/barriers etc.,

b) The use of narrow entrances including entrances through buildings,

c) Arranging the access so that pedestrians have to walk past the front doors of the properties and across semi-private space,

d) Ensuring that surface materials differ significantly from the public highway. In this way, the access to the parking court will not appear to be a continuation of the public realm.

- Landscaping should not assist concealment and provision needs to be made for its maintenance.

- Courtyard parking, as with all types of communal parking, should be small in size and close to the owners' homes. Notwithstanding the need for natural surveillance, a gated narrow entrance will make car theft more difficult.

- Courtyard/rear parking areas should normally be designed so that residents are not able to access their dwellings from the courtyard. This provides ready access to the private space at the rear of the dwellings and dilutes activity from the streets and public realm. This exception is any dwelling within the courtyard itself.

3.3.4 **The design should address management, lighting, surveillance and access.**

- Management and maintenance are important factors in the creation of safe, sustainable and attractive places. Management should be considered at the outset of development.

- If a development is to include communal areas, and areas which will not be adopted by the highway authority, a mechanism needs to be put in place and properly funded (for example, through a service charge) for future maintenance. All residents need to be aware of who has the responsibility for maintenance.

- The use of gates and lighting should be a strong consideration wherever the car is parked.

- Good, well designed public lighting increases the opportunity for surveillance at night and sends out positive messages about the management of an area.

- Unadopted parking courts should be furnished with dusk to dawn energy efficient lighting to appropriate levels. Care should be taken to ensure that lighting does not cause nuisance to adjoining properties and unnecessary light pollution.

- Access into parking courtyards should be by means of a single access i.e. one-way in and one-way out.

3.4 Protocol 4: Commercial and Non-Residential Development

3.4.1 Consider the scale of development and devise solutions appropriate to that scale.

- This category includes a wide range of retail, leisure, educational and commercial uses, ranging in scale from a single shopfront to a major business park. Each will need its own solution and range of measures.

3.4.2 Reinforce the distinction between the public front of the building and private back.

- In most cases, buildings will have a public 'front' comprising the main public entrance, visitors parking etc and a private 'back' which may include staff parking, storage and service yards.

- It may be appropriate to reinforce the distinction between public and private areas through the use of different boundary treatments, surface materials, and planting. Open plan designs may not therefore be suitable. In certain cases, the following measures may be appropriate:

  - Security fencing and gated compounds.
  - Buffer zones with adjoining uses (where landscaped, these should comprise locally native woody species).
  - Prickly species of plants and shrubs to reinforce boundaries.
  - CCTV
  - Lighting
  - The use of barriers/rising ramps to control access and egress from the site.

3.5 Protocol 5: CCTV

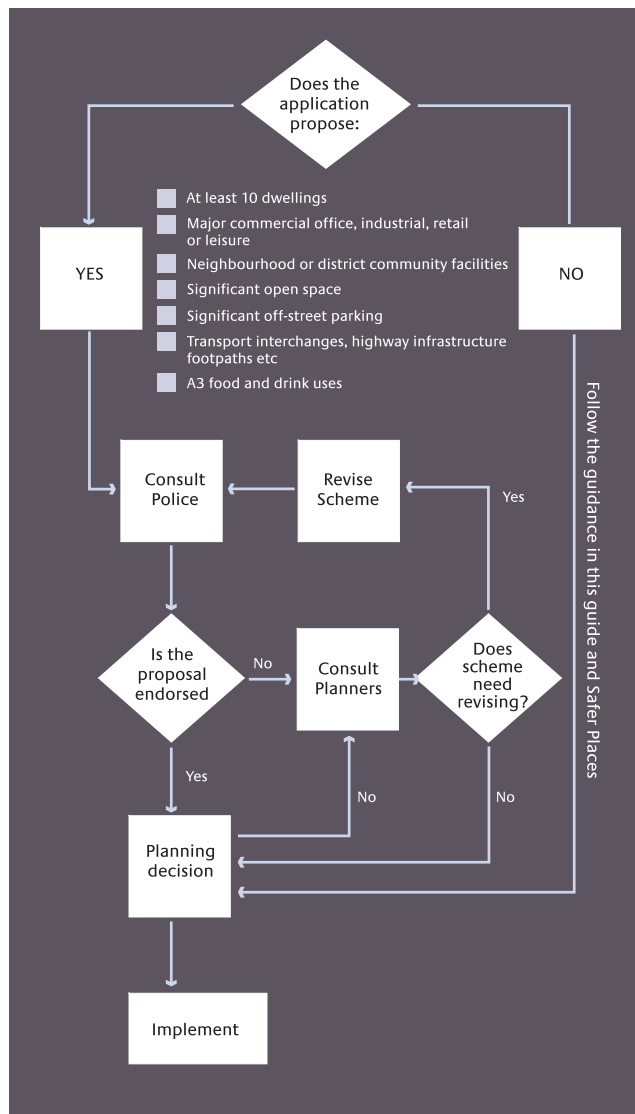3.5.1 Where appropriate, consider the use of CCTV.

- The use of CCTV is one element in an integrated approach to crime prevention and detection. It will not be possible or necessarily effective to use CCTV in every case. Its use may be most appropriate in car parks, town centres, at district and local centres, meeting places, and other areas that are vulnerable to anti-social behaviour.

- The introduction of CCTV cameras will attract the need for capital as well as revenue funding for an agreed number of years.

- In all cases, financial contributions will need to be reasonably related to the development proposed.

- The use of Automatic Number Plate Recognition (ANPR) systems should be considered at the entrance to new developments and along main vehicular routes.

3.6 Protocol 6: Procedure

The purpose of this protocol is to guide all participants through the planning system, ensuring that crime prevention is given appropriate attention at each relevant stage. As well as offering advice to applicants for planning permission, the protocol clarifies expectations and relationships between different parties - the public, developers, designers, the local planning authority and the police.

3.6.1 Step 1: Local development frameworks (including development briefs) and master plans

- Local planning authorities are responsible for local development frameworks (LDFs). These will replace Local Plans.

- In preparing LDFs, **local planning authorities** will:

  - Include policy that clearly sets expectations from applicants;

  - Include policy that is consistent with the content of *'Safer Places'*;

  - Make reference to this Guide and its exemplar layouts;

  - Seek the input and views of Bedfordshire Police;

  - Base elements of area action plans on an assessment of local crime levels and patterns.

Does the application propose:

- At least 10 dwellings
- Major commercial office, industrial, retail or leisure
- Neighbourhood or district community facilities
- Significant open space
- Significant off-street parking
- Transport interchanges, highway infrastructure footpaths etc
- A3 food and drink uses

YES / NO

Consult Police → Revise Scheme

Is the proposal endorsed → No → Consult Planners ← Does scheme need revising? — Yes

Yes / No / No

Planning decision

Implement

Follow the guidance in this guide and Safer Places

- LDFs may include supplementary planning documents such as development briefs, urban design frameworks and master plans for specific areas.

- In preparing supplementary planning documents and master plans, **local planning authorities** will:

  - Consult or work with Bedfordshire Police to understand existing and potential crime problems (where appropriate);

  - Take account of residents' and users' perceptions of crime and anti-social behaviour as well as recorded crime;

  - Be influenced by *'Safer Places'* and this Guide, including, where appropriate, its exemplar layouts;

  - Take heed of the detailed information about preparing development briefs and urban design frameworks is available in *'By Design'*;

  - Follow the detailed information about preparing master plans is available in CABE's *'Creating Successful Masterplans: a guide for clients'*.

- In preparing the local development framework, including supplementary planning documents, local planing authorities will consult with a wide range of organisations, local groups and community representatives.

3.6.2   Step 2: Pre-application discussions

- Those seeking planning permission and their designers are encouraged to enter into discussions with a range of interested parties before their application is submitted. This helps to resolve any potential conflicts and ensure that crime reduction measures are designed in at an early stage. Interested parties that might be contacted by **applicants for planning permission** include:

  - The local planning authority (see Appendix C for contact details);

  - Bedfordshire Police (see Appendix C for contact details);

  - Neighbouring occupiers and landowners;

  - The local community.

- **Local planning authorities** will:

  - Offer advice to applicants based on *'Safer Places'* and this Guide;

  - Pass on contact details to Bedfordshire Police.

- When approached, **Bedfordshire Police** will, working within the context of the local authorities' crime prevention policies:

  - Advise on the possible local causes of crime;

  - Offer judgements on the suitability of certain facilities or linkages, based on the local context;

  - Introduce *'Secured by Design'*.

Step 3: Planning application and decision

- Crime prevention can be a material consideration in the determination of planning applications. This means that applications can be refused on community safety concerns where refusal is consistent with the development plan or LDF.

- When submitting a planning application, it is expected that **applicants** will:

  - For development types listed in appendix A, demonstrate how crime and disorder risks have been mitigated for (as part of the statement of support or design statement).

- When handling and determining a planning application, **local planning authorities** will:

  - Send weekly lists of planning applications to Bedfordshire Police;

  - Grant or refuse planning permission in line with the advice contained in *'Safer Places'* and this Guide, unless other material circumstances over-ride;

  - Impose mitigating planning conditions where crime prevention or the fear of crime is material to a proposed development, providing the conditions fulfil the tests set out in DoE Circular 11/95.

  - Where appropriate, seek to enter into planning agreements with developers to secure financial contributions in order to provide necessary crime prevention measures which will mitigate against, or make acceptable any adverse impacts of new development.

- When commenting on planning applications, **Bedfordshire Police** will:

  - Inform the local planning authority within one week if they would like to view and/or comment on any planning applications on the weekly list.

  - Contact the local planning authority's case officer to agree a timetable for a response, discuss the background to the application, identify any community safety issues and advise about any concerns.

  - Seek to have further discussions with the case officer to resolve any community safety issues, and if appropriate, join the case officer in meeting(s) with the applicant and/or their agent, Ward Members and Town/Parish Council representatives.

  - Provide written evidence and technical advice for planning appeals on refused applications or on appeals lodged against conditions imposed on a consent.

  - It should be noted that Bedfordshire police, will continue as part of its wider role, to consult and engage with the community and its representatives, Crime Reduction Partnerships and other organisations on all issues of community safety.

Two methods for understanding the local crime context

Crime Pattern Analysis

It is important that crime reduction-based planning measures are based upon a clear understanding of the local situation, avoiding making assumptions about the problems and their causes. This means gathering and analysing information on:

- what crimes/incidents are taking place and how often;
- how are the crimes being committed;
- where;
- when (time of day, day, time of year);
- why (what are the motives for offending, e.g. acquisitive, racial, territorial, alleviation of boredom expressive);
- who are the offenders;
- what vehicles/properties/victims are involved; and
- how are goods being disposed of?

The Home Office has created a series of toolkits to facilitate this process for a number of different types of crime. The toolkits are available at: www.crimereduction.gov.uk/toolkits/index.htm

Crime Risk Assessment

Working closely with the police, 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 may be ameliorated or reduced through changes to the environment through the planning process.

(Extract from *'Safer Places'*)

3.6.4   Step 4: Post decision

- Applicants can submit relevant minor amendments to approved applications. It is important that such amendments do not compromise community safety. **Local planning authorities** will:

  - Not accept as minor amendments changes which would weaken community safety measures in the original proposals. For example, this could include changes to boundary treatments, external lighting and landscaping details.

4   Case Study Examples

4.1   Introduction

4.1.1   This Chapter uses a range of notional illustrative layouts and worked-up examples to demonstrate possible design solutions for a selection of potential development sites in the county.

4.1.2   The seven case studies have been selected by the working group and the consultant team to represent a cross section of development sites - the first three are principally residential, the remainder are primarily mixed use/commercial. They are:

    1   Parkside, Houghton Regis;

    2   Ford End Road, Bedford;

    3   Land north of Brickhill, Bedford;

    4   High Street, Houghton Regis;

    5   Butterfield Technology and Business Park, Luton;

    6   Luton station and environs;

    7   Bonds Lane, Biggleswade.

4.1.3   Each has been subject to an urban design analysis and crime patterns and issues have been assessed by Bedfordshire Police (bearing in mind that recorded crime is not necessarily an indication of the crime and disorder problems faced by residents and users of an area).

4.1.4   Importantly, each of the case studies has been approached with both planning/design and crime criteria in mind - the two usually being complimentary. In this way, they present ideas for planning to reduce crime in Bedfordshire.

4.1.5   The analysis for each case study includes the following analysis:

- An introduction to the site and relevant planning and crime reduction key issues, including a site map;

- A solution based upon the problems posed and the guidance in *'Safer Places'*;

- A checklist outlining how the attributes of *'Safer Places'* are addressed.

4.2   Disclaimer

4.2.1   In preparing this document, the consultant team at Llewelyn Davies was guided by the Bedfordshire Community Safety Working Group. We are grateful for their advice and guidance. We were also assisted by their colleagues in the provision of information on the nature of sites and the local policy contexts.

4.2.2   It is important to point out that the case study design options explored are the consultants' work alone. It does not imply any endorsement of the local authority, landowners or police. The design case studies are examples of how safe, sustainable places could be achieved. They are not meant to be indicative of how these specific sites should be developed, nor should they be construed as such.
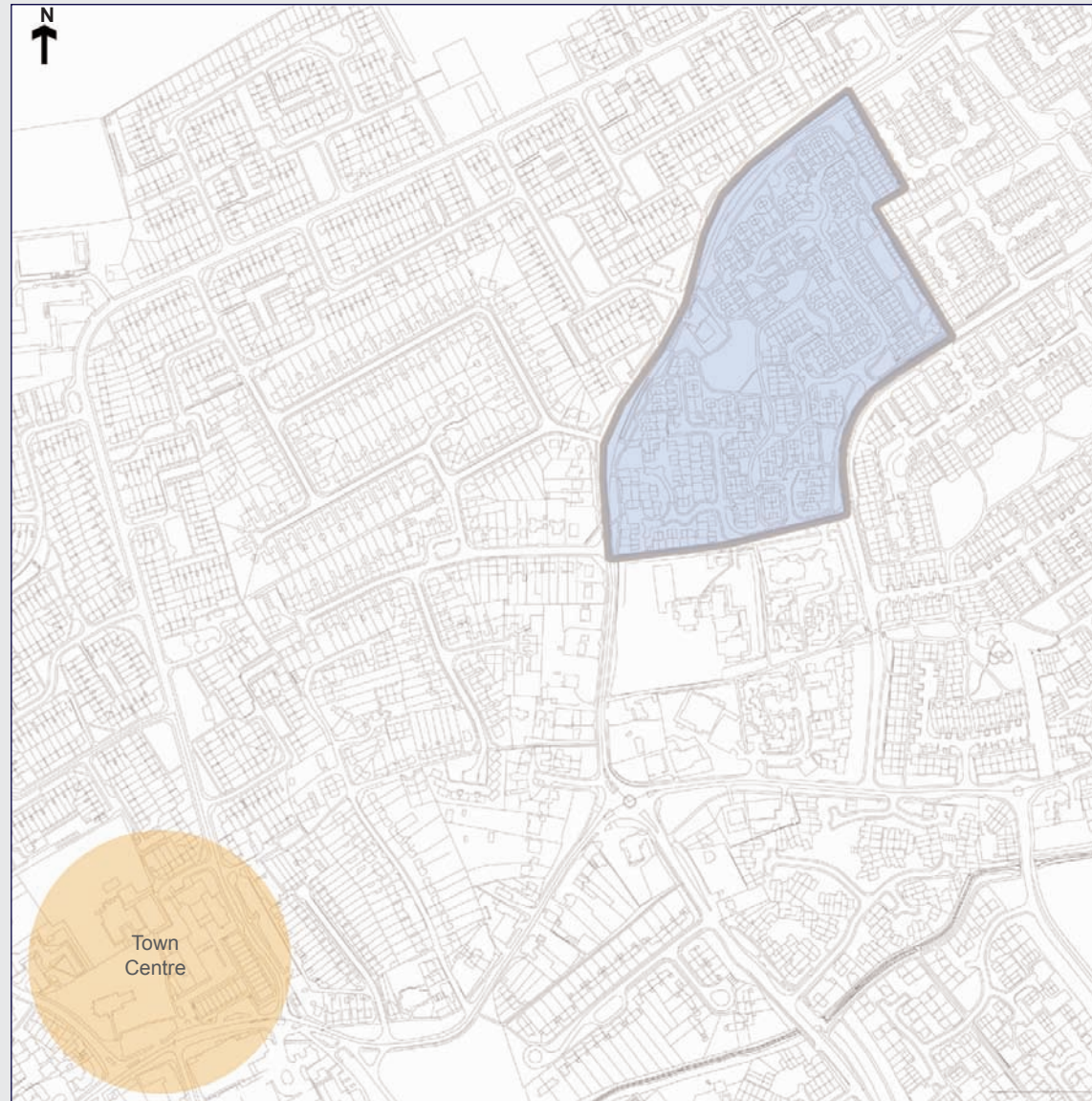
Parkside
Houghton Regis

The Parkside Estate is an existing area of social housing, built in the 1970s to a Radburn layout. The estate experiences quite high levels of crime, relative to the other case studies chosen, and aspects of the general layout of the estate are considered to be a significant contributing factor.
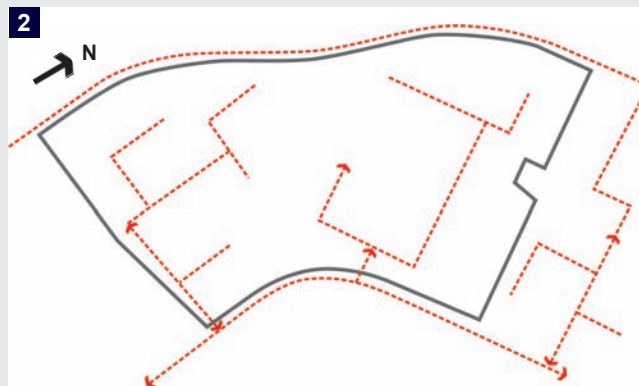
Key Issues

- Extremely high pedestrian permeability;

- A poor relationship between vehicular movement corridors and pedestrian routes;

- The hierarchy of the movement network is poor, generating concerns about legibility;

- The relationship between building frontages and 'street' is confused, due to ambiguity in the distinction between front and back of properties, generating concerns about the degree of natural surveillance these routes benefit from;

- The accessibility of rear gardens has led to high numbers of burglaries from dwellings (with around 14% of households likely to be victims in any year), and an increasing number of shed burglaries;

- There are also high levels of vandalism and autocrime;

- Lots of anonymous space and alleyways.

Town Centre

Site location

1 Strips back the layout to illustrate the distribution of residential units on the estate.

2 Demonstrates the hierarchy of vehicular routes, that currently delivers residents into cul-de-sacs of garages and parking.

3 Illustrates clearly the extensive network of pedestrian routes.

4 The areas of residential units are highlighted as block forms. This diagram begins to inform the process of identifying opportunities to create more strongly defined 'neighbourhoods', and movement routes (within the estate). There are effectively three 'Neighbourhood Clusters' within the study area and these are illustrated on the plan.

Blank elevations offer no opportunity for natural surveillance of the adjacent foorpath

Car parking on the estate is concentrated in pockets with limited natural surveillance

Planting screens activity along the footpath

Pedestrian routes are indirect and a lack of natural surveillance creates opportunities for damage to property

The role of landscape is unclear and the choice of plant species often inappropriate

Parkside
Houghton Regis

Illustrative Solution

The proposals address safety and security concerns on the estate. The building footprints are reintroduced into the proposed framework and ownership given to the anonymous space left over by extending both front and back gardens, and introducing a rationalised and structured public space network.

Before

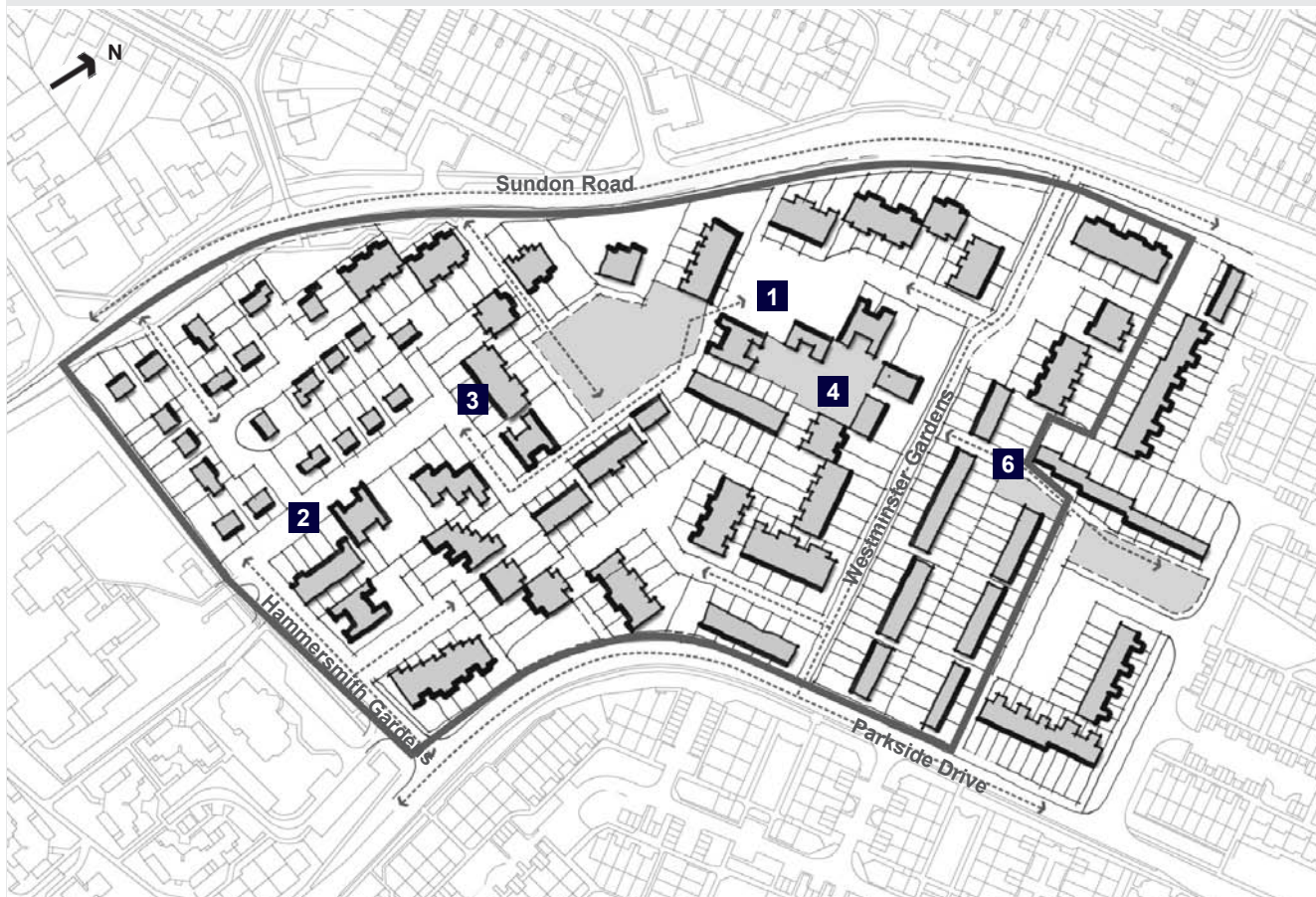

After

Pedestrian only routes

The proposed road and pedestrian network has been lifted from the rest of the information on the plan in order to provide both a legible, and comparative illustration of the before and after situation of the movement corridors through the estate.

Sundon Road

Westminster Gardens

Hammersmith Gardens

Parkside Drive

Sundon Road

Westminster Gardens

Hammersmith Gardens

Parkside Drive

N

1
2
3
4
6

Checklist

1 Access and movement
Drastic reduction in number of segregated pedestrian routes

2 Structure
Negation of problems caused by Radburn layout that separated vehicles and pedestrians and left unused public space

3 Surveillance
Definition of dwelling fronts and backs, with resultant overlooking of garages, plus reduction in under-used routes and spaces, means better natural surveillance

4 Ownership
Un-needed footpaths and anonymous public space given over to private gardens; public and private space well-defined

5 Physical protection
not shown at this scale, but dwelling security will be very important in this context

6 Activity
reduction in footpaths concentrates activity onto a few well-used routes; improved open/play space provides activity for young people

7 Management and maintenance
newly rationalised layout will be easier to keep well maintained

Key

▬▬	Site Boundary	---▶	Road Corridors
🟨	Proposed Residential	🟩	Recreational Space
🟧	Existing Residential	---▶	Pedestrian Routes
▬▬	Building Frontage	🟪	Parking

Ford End Road
Bedford

This is a proposed residential and employment scheme on a brownfield site adjacent to the railway in central Bedford. It is in an area of relatively high crime for the county, with dwelling burglary and theft from motor vehicles particularly high.

Key Issues

- Development of a scheme, which sensitively and safely integrates the functional, social and aesthetic requirements of both residential and employment uses;

- The provision of a primary access route, providing access for residential and existing and proposed business interests;

- The establishment of a cycle route through the site, which connects with an established route adjacent to the railway line, and is a potential source of crime and disorder;

- The provision of public open space;

- The introduction of residential development adjacent to a busy railway line.

Site location

Pedestrian and vehicular movement are separated along Ford End Road

Existing housing development to the north

The industrial character of the existing site
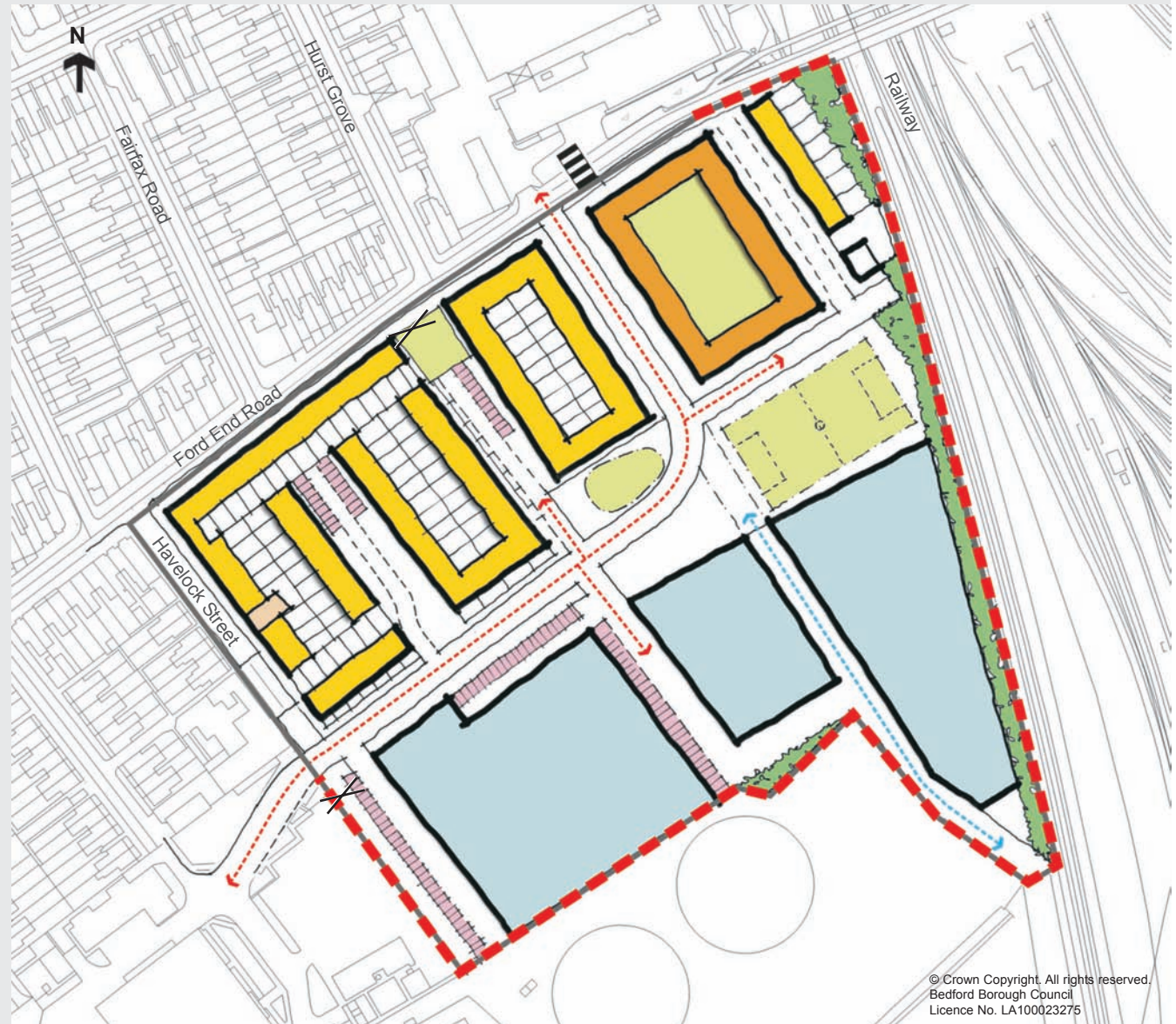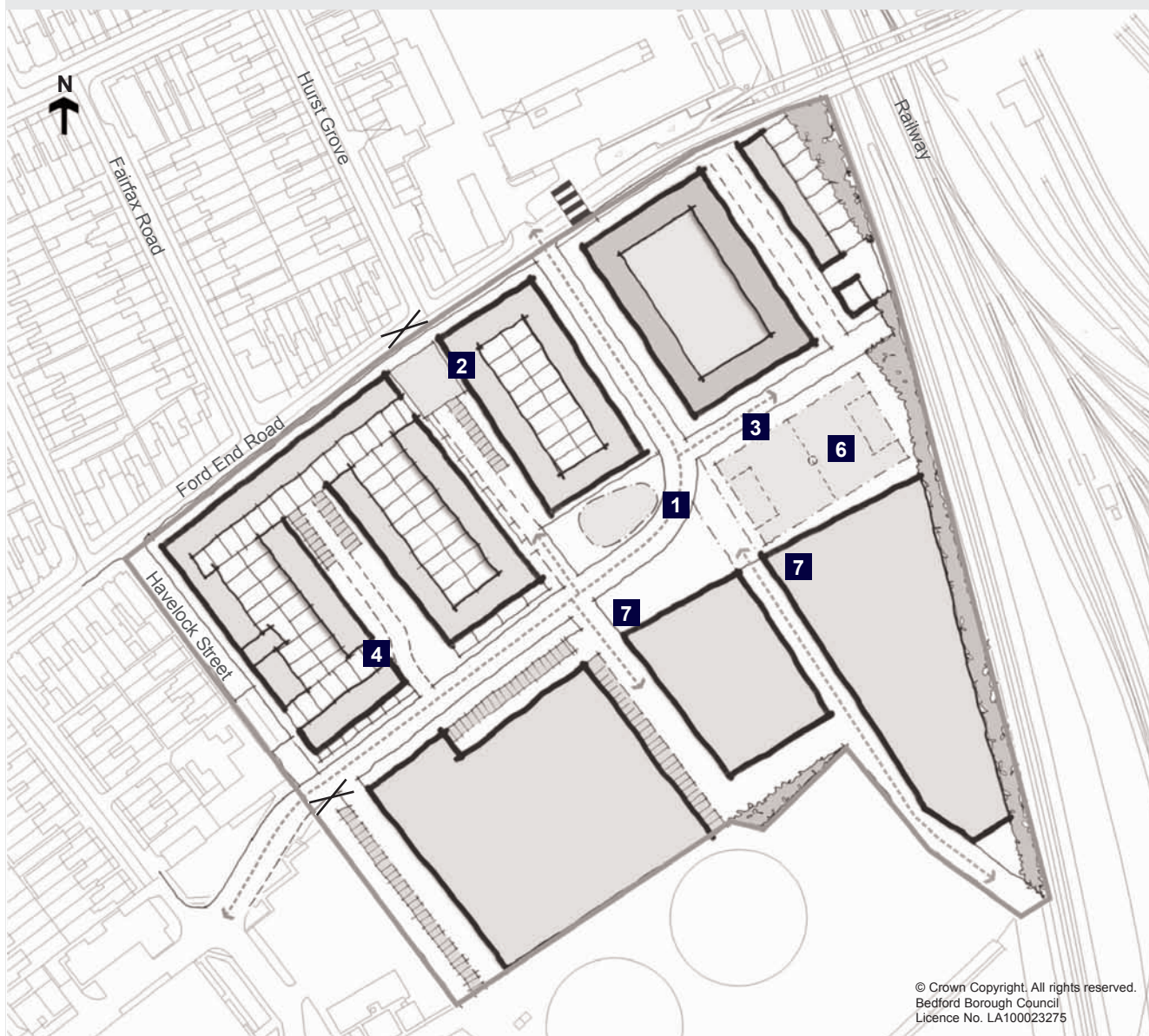

Adjacent industrial site

Vehicular access to the existing brewery must be maintained from the site

Ford End Road
Bedford

Illustrative Solution

- A single vehicular access point brings traffic into the development and also provides the required access to the adjacent brewery. The alignment of the route has been significantly tightened to manage vehicle speeds and create a safer pedestrian environment. The strong building lines, of the proposed residential units, define the route and generate a sense of ownership of the street.

- New residential blocks have been introduced fronting onto Ford End Road. The units have been concentrated to the west side of the development land, away from the retained industrial use along the site's eastern edge. They are organised as a series of four secure blocks wrapped around possible options of either private garden or shared communal space. The blocks all face outwards, providing high levels of natural surveillance and activity along the streets. Along the site's northern perimeter, the rear gardens of a line of residential units block off access onto the adjacent railway line.

- The provision of industrial units has been concentrated along the eastern edge of the proposed development land, in three interrelated blocks. There are two points for vehicular access, both provided off the development's primary route. The access points have the capacity to be gated, generating a strong and secure building line. The alignment of the 'spaces' between the blocks extends the visual corridors created by the 'streets' within the proposed residential areas, maximising the opportunity for natural surveillance along their length.

- The proposed cycle route extends along the main access road, across the informal play space and has been integrated as part of the forecourt area between the two industrial units. This location means that the route benefits from some natural surveillance, from both the over looking buildings and movement along the road corridor. This should be augmented by CCTV cameras fixed to the adjacent buildings and can be physically secured by gates between the building blocks. (Linked to the Borough CCTV network)

- Provision of both formal and informal play spaces has been included within the development framework. The core consideration with the location of public space has been proximity to user groups, and therefore sense of ownership, and maximum benefit from natural surveillance from adjacent facilities.

Fairfax Road

Hurst Grove

Railway

Ford End Road

Havelock Street

N

Checklist

1 Access and movement
No through routes, apart from cycle route that must be maintained

2 Structure
Block structure allows for defensible space at appropriately high densities for a town centre site near public transport

3 Surveillance
All routes and public space, including playgrounds, overlooked

4 Ownership
Development has an identity distinct from its surrounds and a clear distinction between public and private space

5 Physical protection
Not shown at this scale, but anticipated that the industrial units and dwellings will be highly secure

6 Activity
Sports facilities may attract people from outside the development and generate greater levels of activity and natural surveillance adjacent to the industrial units

7 Management and maintenance
Anticipated that CCTV will help to police the cycle path and industrial units

Key

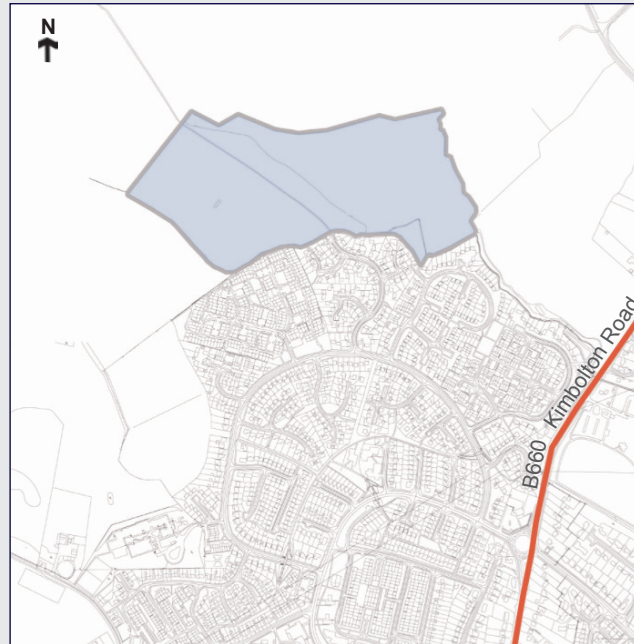|		
—— Site Boundary		---▶ Road Corridors
▮ Proposed Residential/Housing		▮ Recreational Space
▮ Proposed Residental Flats		▥ Pedestrian Crossing
▮ Proposed Industrial/Commercial		✕ Gates
▬▬ Building Frontage		▮ Parking
▰▰▰ Physical Barrier		---▶ Cycle Route

Land north of Brickhill
Bedford

Land north of Brickhill, off Tyne Crescent, is a planned urban extension to Bedford, surrounded by a new a country park on three sides and existing houses to the south.

Key Issues

- The treatment of the interface between an existing area of relatively low-density residential development and proposed new housing, which will be developed at a higher density;

- Development of a robust housing layout that takes account of both accessibility and household security;

- The need to incorporate a public transport (bus) route running east to west through the site;

- The integration of the development with the housing to the south and the county park to the north, east and west - and the facilitation of access between the two.

Site location

The orientation of the existing adjacent housing, offers opportunities for positive interaction with the new development

High garden fences restrict views across onto adjacent open space

A ditch and hedge provide physical division between the existing residential estate and public space

Further along, existing housing facing onto the proposed development land presents an opportunity for physical connections without compromising security

Land north of Brickhill
Bedford

Illustrative Solution

- The development is based around the main public transport spine running east to west, containing an appropriate mix of commercial/retail and residential uses. All other streets feed off the main road are purely residential;

- A block structure is used, meaning that there is no need for segregating pedestrians and vehicles and that private space is provided at the centre of blocks;

- Courtyards that have a single point of entry punctuate the blocks;

- The perimeter of the blocks provide a continual façade, that also incorporate garages, with a variety of forms and feature buildings that passively overlook the streetscape and 'on street' car parking;

- Care has been taken to promote a layout that encourages residents to assert ownership over identifiable open space;

- There is a mix of dwelling sizes that is an appropriate tenure and density for sustaining residential quality;

- Access points to the sites are kept to a minimum, but are appropriate to the scale of the schemes;

- The streetscape is contoured to fit the blocks providing a natural calming element for vehicular traffic with a variety of surfaces to identify zones and semi- private areas.

Possible option for boundary treatment: maintains visual permeability, security and provides strong definition between public and private space.

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Checklist

1 **Access and movement**
Where possible and appropriate, dwellings are not situated on through routes; no segregated footpaths within development - park accessed along road

2 **Structure**
Block structure restricts access to the rear of dwellings

3 **Surveillance**
Where parking courts exist (for flats only), they are small and overlooked by housing

4 **Ownership**
Designed to promote resident ownership over pockets of semi-public space, such as around courtyards and adjacent to parkland

5 **Physical protection**
Not shown at this scale, but dwelling security is always important; individual garages

6 **Activity**
Activity focused on east-west spine and other primary routes; no out of scale facilities, but facilities for young people included

7 **Management and maintenance**
High quality streetscape and standards of maintenance expected, the latter assisted by a structure that promotes ownership
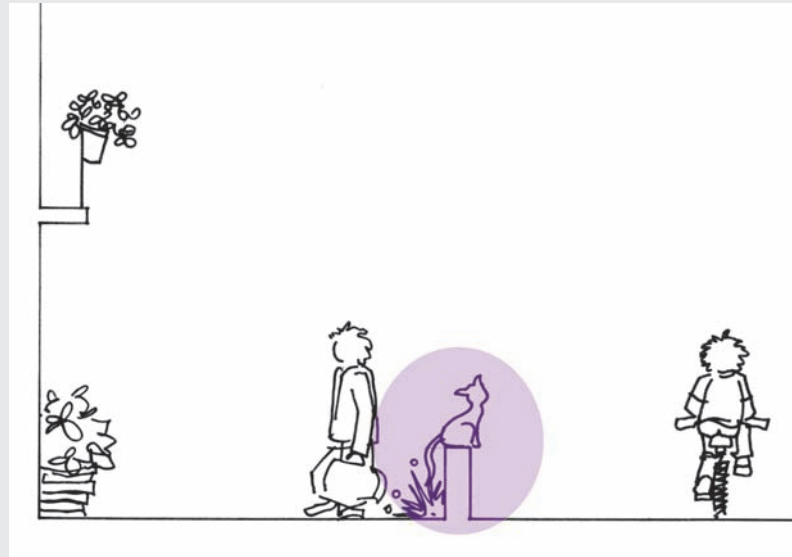
Key

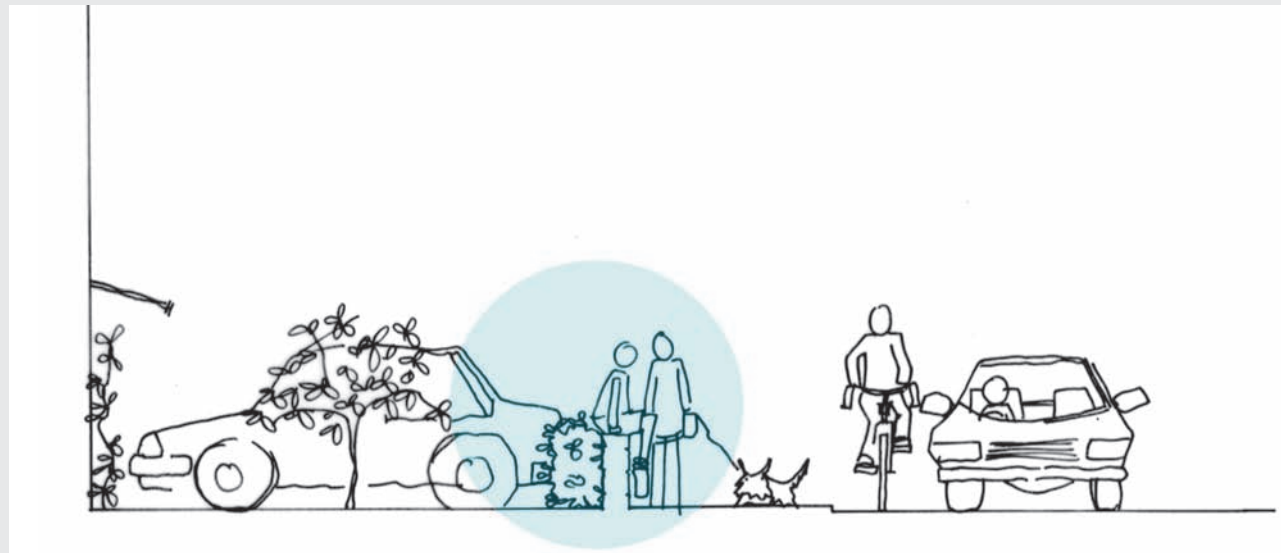|			
—	Site Boundary	▬	Building Frontage
▮	Proposed Residential	--->	Road Corridors
▮	Proposed Industrial/Commercial	▮	Recreational Space
▮	Existing Residential	- - -	Physical Barrier

Land north of Brickhill
Bedford
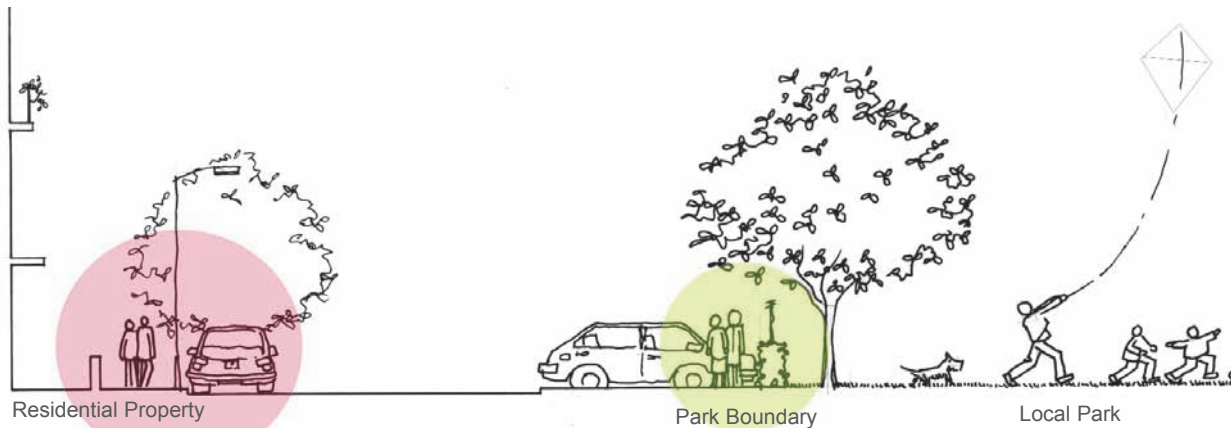
The interface between public and private realm

These four cross-sections illustrate some of the design concepts at a level of detail that the plans are unable to do. Whilst based on the Freemans Common case study, as always, the concepts are based upon the protocol and so have relevance across the board.

Low fences or walls, defining the transition from private garden to public space or street, create a safe and attractive environment

Secure in-curtilage parking behind gates

The entrance to properties is directly from the street providing an active frontage that overlooks the adjacent park.

The Park Boundary is defined by a low wall and fencing to provide opportunities for surveillance but also allow the park to be locked if required.

Residential property overlooking adjacent country park area, with visually permeable fence between

The creation of strong physical definition between property boundaries, which back onto each other, helps create a secure environment and access only to those who live in adjacent houses.

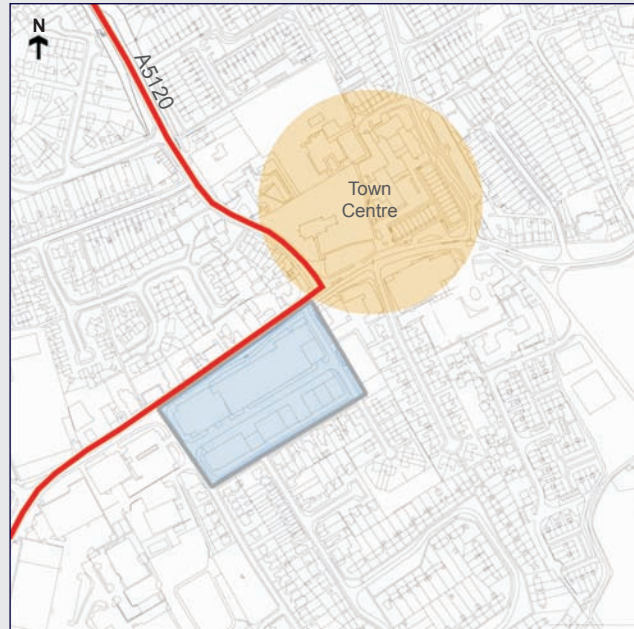Secure back gardens, backing onto one another rather than public space

High Street
Houghton Regis

This is a mixed-use town centre regeneration site, close to the town's main shopping area. The derelict nature of the site at present could lead to crime problems, as well as blighting the neighbourhood. Being a town centre location, crime is relatively high for the county, with a high proportion of criminal damage.

Key Issues

- The blank elevations of industrial units along Queen Street generate an inactive frontage onto a residential street;

- The northern elevation of the redundant industrial shed, which fronts onto the High Street, offers no active frontage;

- Access is unlimited across the site;

- The derelict nature of the site is apparent, resulting in broken windows and graffiti.

4

Site location

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Licence No. LA100023295

The redundant industrial units within the proposed site

Internal 'forecourt' within the existing industrial development

Generous grass verges utilised by ad-hoc parking

Redundant unit provides a blank elevation to the high street
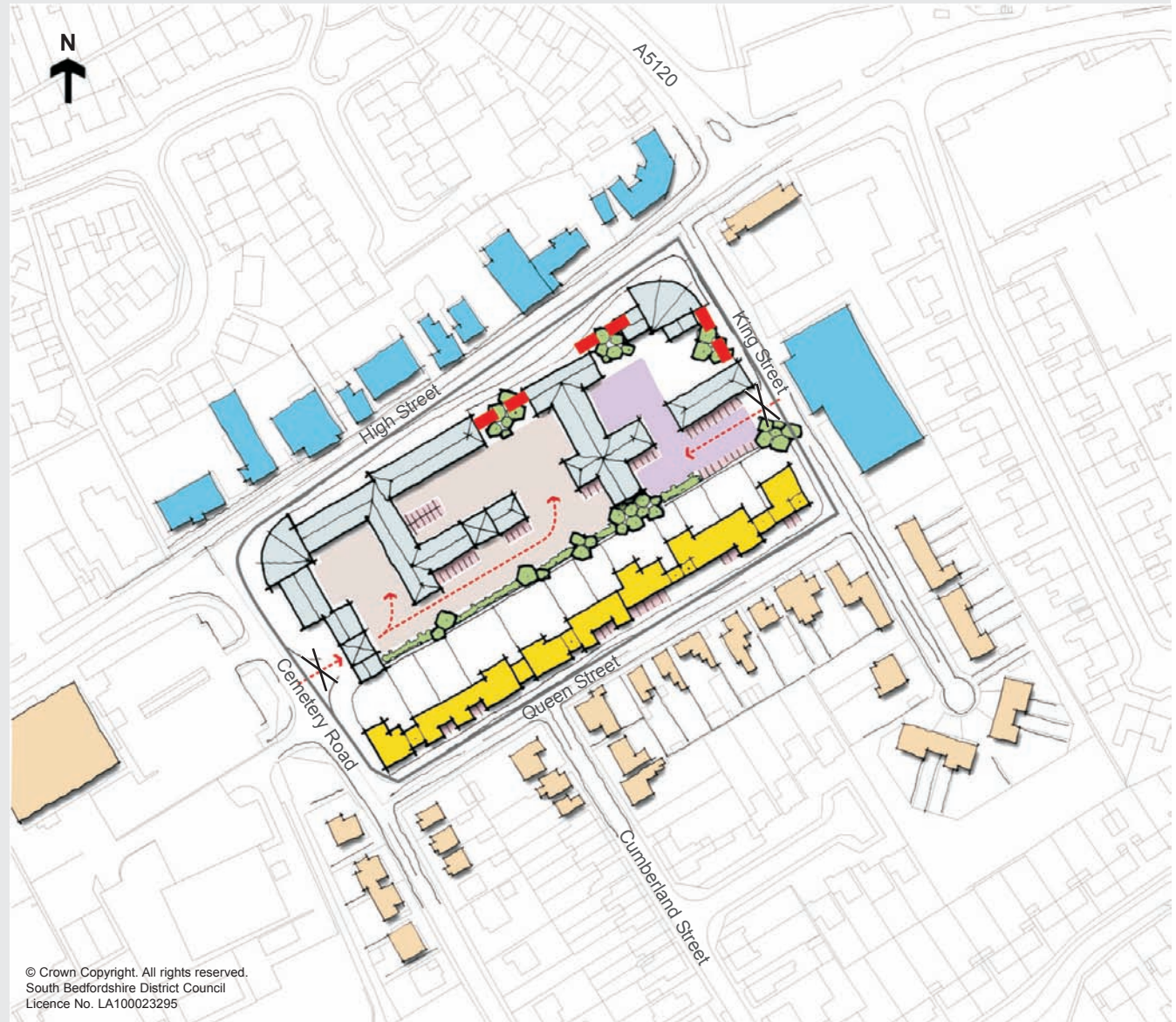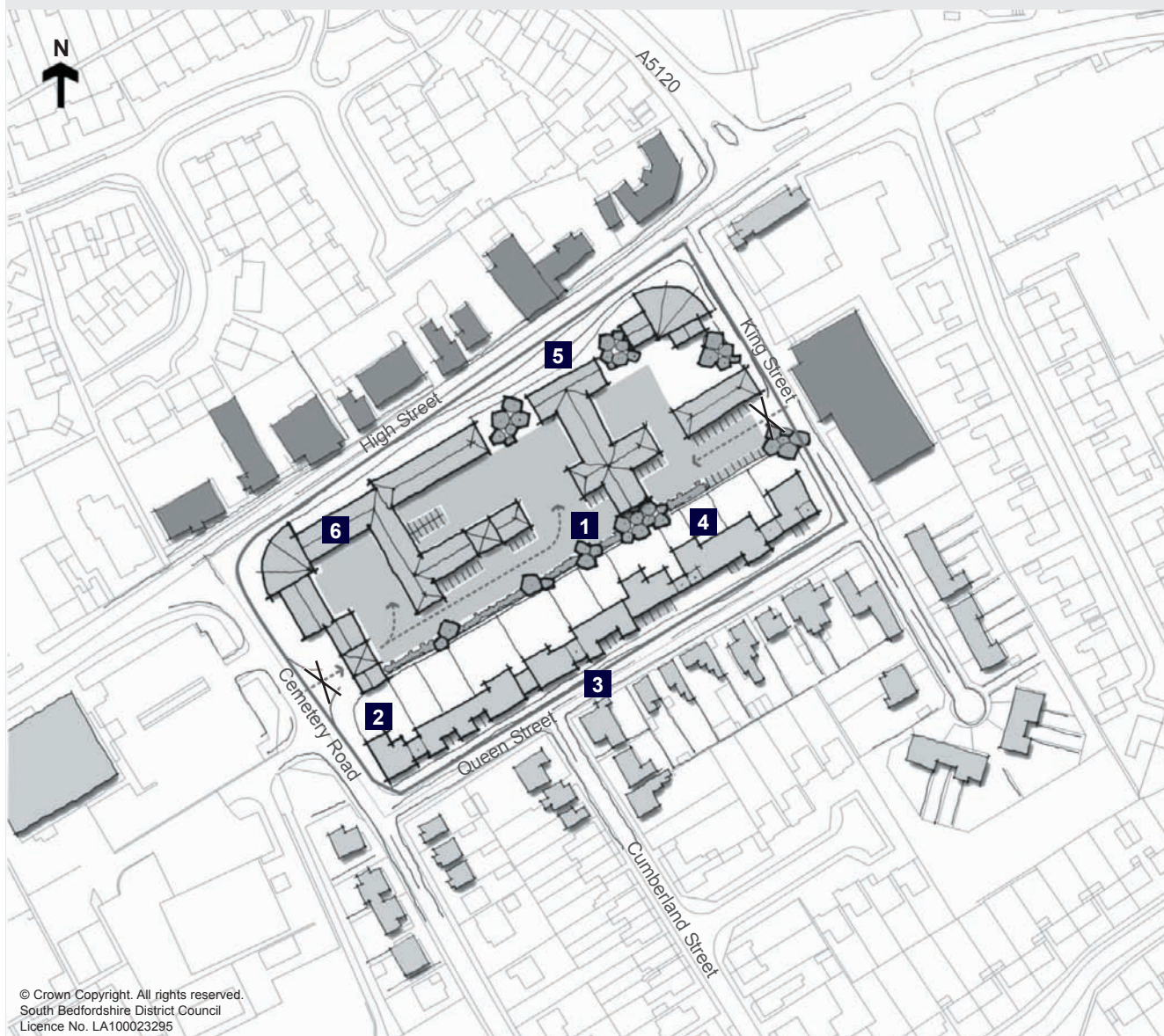

The existing character of Queen Street

High Street
Houghton Regis

Illustrative Solution

- Newly built business and residential units provide surveillance to the street and small car parking areas within blocks;

- New-built residential units create active frontages along Queen Street;

- Queen Street houses all have garages;

- Single points of access to the back of residential and commercial blocks;

- Mixed use assures increased activity on site at any hour;

- Due to the sites proximity to the town centre separated gated access points have been provided to both the residential and commercial courtyards;

4

- The possible introduction of residential accommodation above the commercial units would generate activity and surveillance;

- Railings, low walls and defensive planting used to define spaces between buildings and public and private spaces, and to maintain privacy, along the street and at the back of private gardens;

- Enclosed residential courtyard to create sense of ownership;

- Possible vulnerability of rear access to Queen Street houses - overcome by gates into courtyards and defensive parking.

Checklist

1 Access and movement
No public access to rear of buildings - car parking for residents and employees only

2 Structure
Mixed use renovation of a currently derelict - therefore vulnerable to crime - employment site

3 Surveillance
'Active frontages' throughout, improving natural surveillance of surrounding streets

4 Ownership
Public and private space is clearly delineated

5 Physical protection
Gates control access to interior of block, with secure railings along High Street edge

6 Activity
Mix of uses ensures activity at all times and provides suitable land uses for a town centre location

7 Management and maintenance
Programmed management regime expected

Key

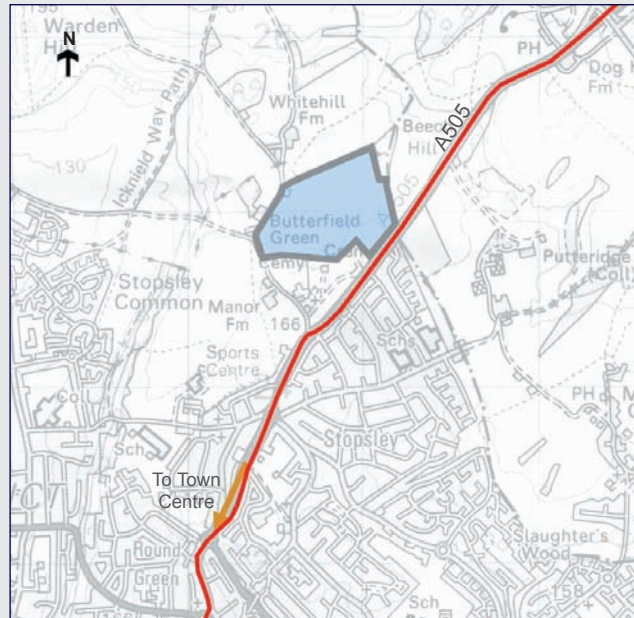|	
—— Site Boundary	▬ Building Frontage
Commercial Parking	---▶ Road Corridors
Proposed Residential	---▶ Pedestrian Routes
Proposed Industrial/Commercial	✕ Gates
Existing Industrial/Commercial	Residential Parking
Existing Residential	▬ ▬ ▬ Physical Barrier

Butterfield Technology and Business Park
Luton

This site, on the periphery of Luton, will combine an innovation centre; including a hotel, restaurant and business premises, and a Park and Ride facility upon completion. The scheme illustrated shows the principles of the proposed masterplan for the area, which places the Park and Ride in the northeast corner of the site and incorporates many elements of the Secured by Design Commercial initiative.

Key issues

- Low degree of anticipated natural surveillance;

- Large volumes of anonymous vehicular movement in and out of the development;

- The co-location of a number of uses, not necessarily compatible in terms of their security requirements;

- Anticipated poor definition and establishment of land ownership;

- Autocrime is particularly high in Luton as a whole, so the Park and Ride facility is potentially vulnerable.

Site location

5

There is limited development or activity adjacent to the site perimeters

Boundary between cemetary to the south and the development site offers limited visual or physical division

The site

Butterfield Technology and Business Park
Luton

Illustrative Solution

- Relocate the Park and Ride (P&R) to make boundaries of whole site, and create greater opportunities for naturall surveillance of the P&R facility with surrounding buildings and activities to encourage frontages with open views, overlooking the parking areas;

- Perimeters of P&R unit to be enclosed by visually permeable railings;

- General public access across the site is controlled;

- Maximise natural and formal surveillance of accessible points of business units and car parking areas;

- Utilise the natural characteristics or certain types of plant species as deterrents (difficult to climb);

- Introduce a control point at the main access into the concentrated area of business units with integrated surveillance facilities monitor movement and activities across the area;

- Increase the definition between public and private spaces;

- Include entrance 'thresholds' to help reinforce the impression of a semi-private areas;

- Detailed building design such as roofs, walls, windows to be carefully considered to prevent/deter access.

Checklist

1 **Access and movement**
Access to Innovation Centre restricted by a control point/gateway with vehicles kept to a single road

2 **Structure**
Incompatible uses are separated; the park and ride is concentrated at a single point near the main entrance to the site

3 **Surveillance**
Open layout allows for surveillance throughout; car parks should be designed so that all cars are visible from all points

4 **Ownership**
Physical and symbolic (such as changes in the road surface) barriers show that the Innovation Centre is clearly a private space

5 **Physical protection**
A strong perimeter fence surrounds the business park, ensuring a pleasant and secure working environment

6 **Activity**
Necessary non-workplace activities are focused in one area - the Office Village

7 **Management and maintenance**
Very strong management and maintenance regimes, including guards and CCTV

Key

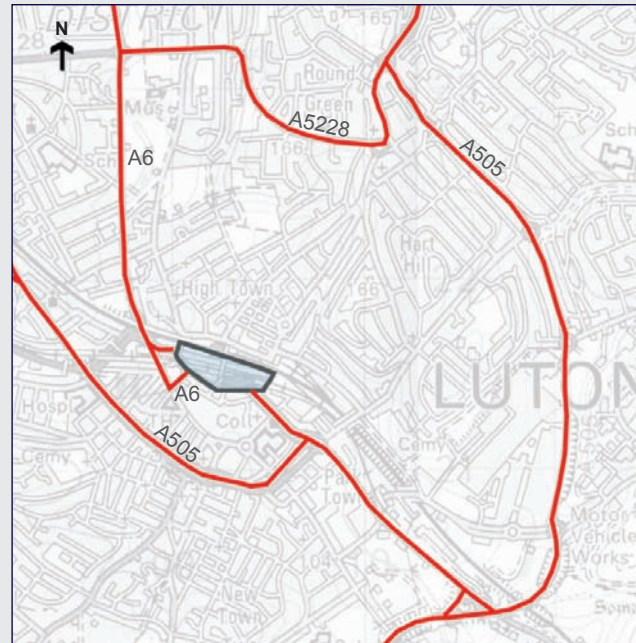|			
▬	Site Boundary		Recreational Space
▬	Proposed Residential	--->	Pedestrian Routes
▬	Proposed Industrial/Commercial	||||	Pedestrian Crossing
▬	Existing Industrial/Commercial	✕	Gates
▬	Existing Residential		Parking
▬	Building Frontage	--->	Cycle Route
--->	Road Corridors	▬ ▬	Physical Barrier

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Luton Station and Environs

Luton Station is a town centre site with significant safety issues.
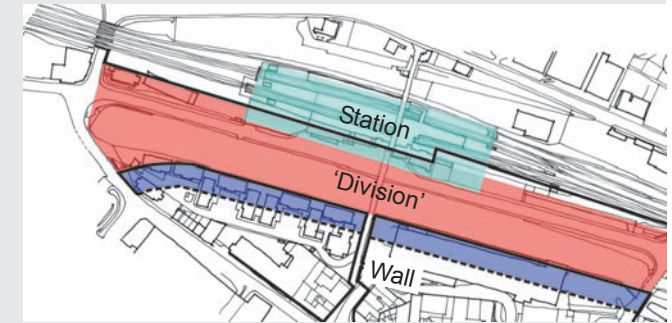
Key issues:

- Like most transport interchanges, this is a high crime site - police have attended more than 200 incidents here in the past 12 months, many of which involved disorder or other behaviour which could be expected to increase fear of crime;

- There are extensive areas of 'division' between the station and town centre, which effectively sever the town from one of its primary points of arrival;

- There is a very poor visual and physical relationship between the town centre and station;

- The lack of any significant active frontage, within the imposing north facing façades of the buildings opposite the station, generates the visual effect of a large impermeable wall;

- The bus station and train station are disconnected and there is incredibly poor legibility between the two;

- There is a lack of any other form of activity generators, other than the station and car parks, along Station Road.

Site location

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Poor visual legibility between town centre and station

Road corridors and built form create strong physical division between the station and town centre

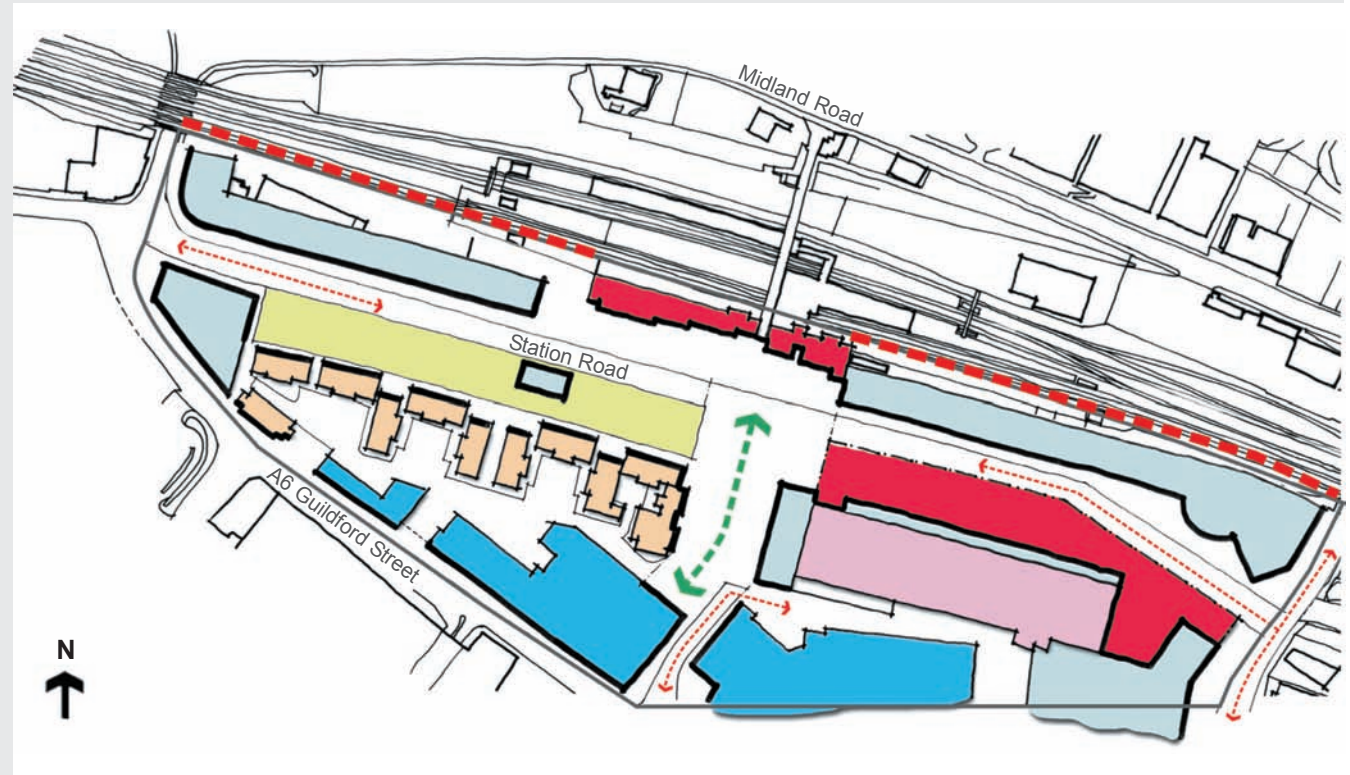Vehicular routes and areas of car parks create physical barriers between the station and town centre

The segregated covered bus station has too little activity to be safe
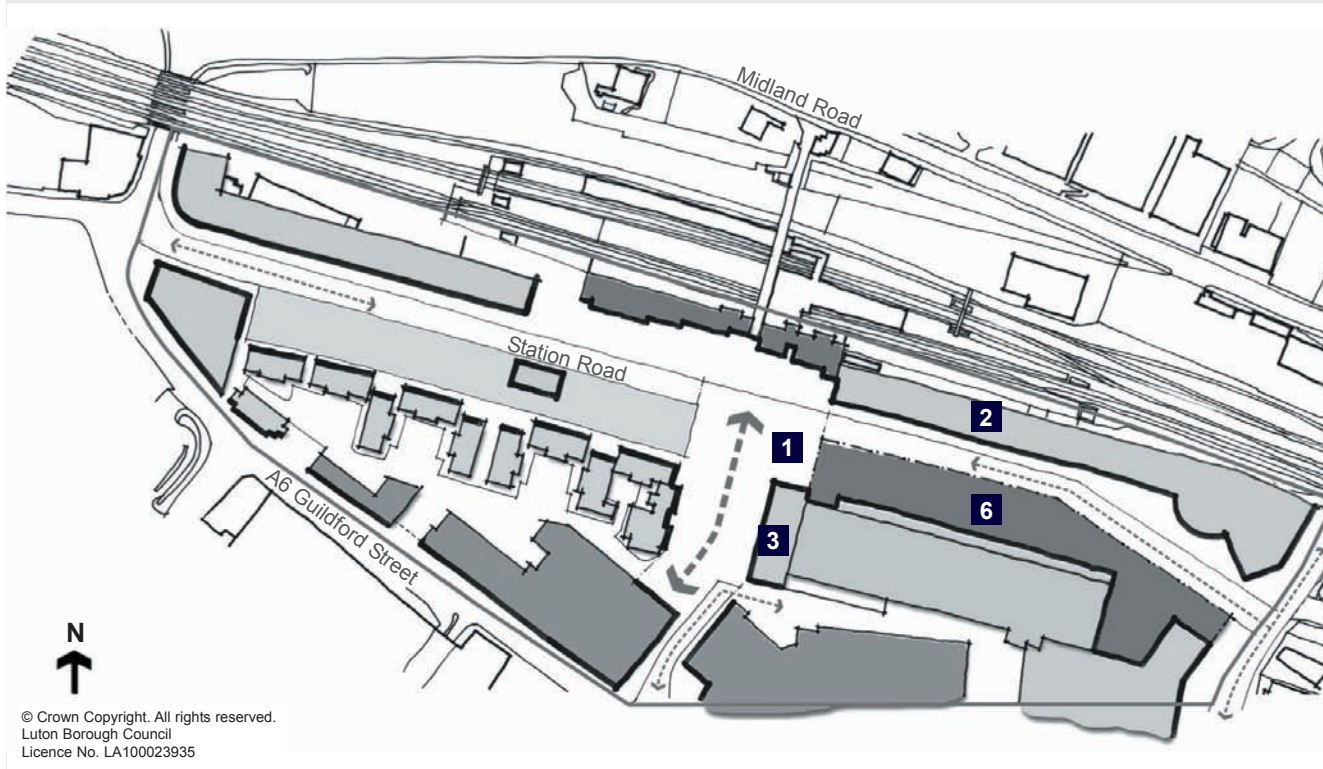
45

Luton Station and Environs

Illustrative Solution

- Punches a broad pedestrian route, at grade to improve accessibility, through the wall created by the multi storey car park and adjacent student residential campus. Active frontages have been introduced along the length of the route to ensure good levels of natural surveillance and activity;

- The bus station has been lifted out of the basement of the multi-storey car park and relocated opposite the train station, on the south side of the realigned station road. This move concentrates the key elements of public transport provision in the town in both a highly accessible and visual location;

- Along the entire length of the north side of the realigned Station Road opportunities for retail (or possibly some residential activity has been introduced. This location makes the most of a south facing façade for retail activity, which in turn could encourage on street activities to spill out from the businesses that occupy its length.

- Retail activity has also been partially wrapped around the eastern façade of the proposed bus interchange, encouraging an extension of pedestrian activity towards the adjacent Power Court development site, and so providing pedestrian access to the east side of town that benefits from high levels of natural surveillance. CCTV would be very effective here.

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Checklist

1 Access and movement
Creates a wide, at grade pedestrian route directly from the station to the town centre

2 Structure
A compatible mix of uses, appropriate for a town centre location; underused spaces are reinvigorated

3 Surveillance
Uses are structured to provide overlooking throughout; pedestrians are directed onto a single, open route, with its 'eyes on the street'

4 Ownership
It is important that the occupiers fronting the public space assert a degree of ownership over it

5 Physical protection
Not shown at this scale, but transport interchanges and town centres are high crime locations, so sensitive 'target hardening' of buildings will be necessary

6 Activity
At times, the covered bus station currently has so little activity as to be unsafe and unwelcoming: this will be overcome with a well designed, busier, safer facility

7 Management and maintenance
Measures such as CCTV, high intensity lighting and the presence of staff will complement the design measures

Key

- Site Boundary
- Proposed Industrial/Commercial
- Existing Industrial/Commercial
- Existing Residential
- Building Frontage
- Physical Barrier
- Road Corridors
- Recreational Space
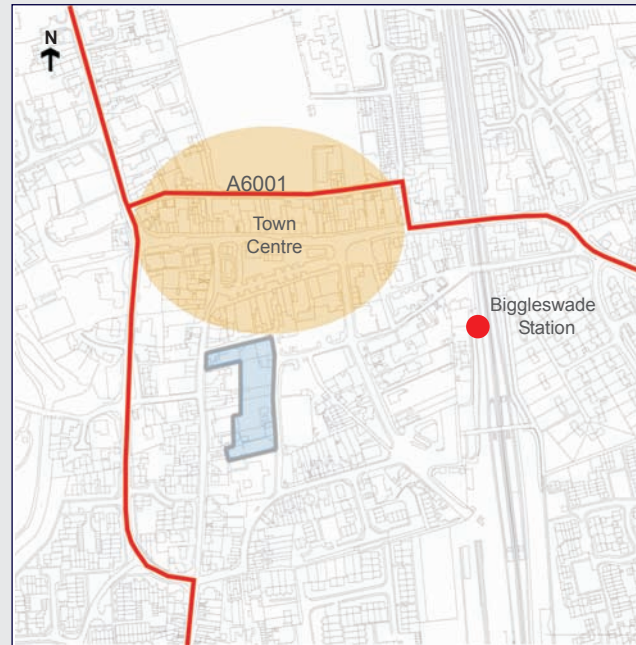- Pedestrian Routes
- Parking
- Transport Interchange

Bonds Lane
Biggleswade

The site at Bonds Lane, Biggleswade, currently comprises largely abandoned workshops earmarked for mixed-use development. It is a town centre location, although crime is relatively low.

Key issues

- The blank elevations of redundant light industrial and commercial units provide no opportunity for the natural surveillance of the adjacent residential street.

- There is clear evidence of vandalism along the street that currently provides service access for properties, which front onto the town square.

- Although an obvious important pedestrian link, between the town centre and the town's key parking provision, the legibility of the route is unclear and there is a lack of uses that would generate any real activity throughout the day.

The case study design options explored are the consultants' work alone.
It does not imply any endorsement of the local authority, landowners or police. The design case studies are examples of how safe, sustainable places could be achieved. They are not meant to be indicative of how these specific sites should be developed, nor should they be construed as such.

Site location

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Blank elevations fronting onto the street offer no opportunity for activity or natural surveillance

This is a key route into the town centre, but limited permanent activity can create an unsafe environment for pedestrians

Derelict buildings create an environment condusive to crime

Link through to town centre

Bonds Lane
Biggleswade

Illustrative Solution

- Residential element wrapped in commercial units/blocks provides surveillance to the surrounding premises and car park.

- Mixed use assures increased activity on site at any hour.

- Promote street activity and movement along Bonds Lane. Widening the pavement, creating active frontages with buildings dedicated to commercial and retail uses, and increasing safe and secure pedestrian movement along the road achieve this.

- Mews frontages look onto the residential parking courtyard.

- Single points of access provided to the mews and to the rear of commercial block.

- Mews create a feeling of ownership of the private space.

- Mews frontages face, and relate to, the street and provide extra surveillance to the entrance of the commercial compound.

- Railings, low walls and defensive planting are used to define spaces between buildings and public and private spaces along the street, and at the rear of private gardens.

- Improvements made to existing blank walls, to the south of the site, open views onto the walkway (a possible location for creation of active frontages).

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A6001

Hitchin Street

Station Road

Bonds Lane

Saffron Road

6
3
4
1
2

Checklist

1 Access and movement
No through routes within the development, as they are not needed

2 Structure
A block structure creates defensible space within and allows for a residential mews development

3 Surveillance
Excellent overlooking, on and off site, including of surrounding uses and spaces

4 Ownership
Servicing/parking yard for commercial/retail is private; mews offers very high ownership of space without the need for gating

5 Physical protection
It is expected that all buildings will be highly secure, and railings and defensive planting protect private space

6 Activity
Street life and activities spilling out from retail units will help to protect a potentially vulnerable street

7 Management and maintenance
Programmed management regime expected

Key

—	Site Boundary	▬	Building Frontage
▢	Proposed Residential	--->	Road Corridors
▢	Proposed Industrial/Commercial	✕	Gates
▢	Existing Industrial/Commercial	▢	Parking
▢	Existing Residential	- - -	Physical Barrier

5   Appendices

Appendix A

Type / scale of development likely to be considered / commented upon by police

- Housing developments comprising 10 dwellings or more;

- Major commercial office, industrial, retail or leisure schemes;

- Development involving new neighbourhood or district community facilities;

- Proposals which include significant areas of open space/landscaping proposed as part of the development;

- Developments incorporating significant off-street car parking provision;

- Proposals involving transport interchanges or other significant highway infrastructure improvements such as cycle lanes and new or improved footpaths;

- Applications for Class A3 Food and Drink Uses.

Appendix B

Further Reading

National guidance

Safer Places: the planning system and crime prevention, ODPM, available at:
http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_028449.pdf

Secured by Design guidance, ACPO CPI, available at:
www.securedbydesign.com

By Design: Urban Design in the Planning System, DETR and CABE, available at:
http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_605981-07.hcsp

By Design: Better Places to Live, DTLR and CABE, available at:
http://www.odpm.gov.uk/stellent/groups/odpm_control/documents/contentservertemplate/odpm_index.hcst?n=2325&l=2

Places, Streets and Movement, DETR, available at:
http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_023006-08.hcsp.

Urban Design Compendium, English Partnerships and Housing Corporation, available at:
http://www.rudi.net/whatson/desguides/udc/udcomp.shtml

Creating Successful Masterplans: A Guide for clients, CABE, availiable at:
http://www.cabe.org.uk/pdf/CreatingSuccessfulMasterplans-nav.pdf

Local guidance

Bedfordshire County Council - *Highways Design Guide* (to be revised)

Bedford Borough Council - *Achieving Quality in Residential Layouts Design Guide*

Luton Borough Council - *Designing for Community Safety in a Quality Environment*

Mid Bedfordshire District Council - *Draft Residential Design Guide*

South Bedfordshire District Council - *Land at Carter's Yard and Adjoining Areas, Luton Road, Dunstable Development Brief, adopted October 2002* and *Land at Skimpot Road, Dunstable Development Brief, adopted August 2003* as examples of expectations.

Appendix C

Contact Details

- Bedford Borough Council
  Tel: 01234 221 7299
  www.bedford.gov.uk/planning

- Luton Borough Council
  Tel: 01582 546 317
  www.lutonline.gov.uk/internet/environment/planning

- Mid Bedfordshire District Council
  Tel: 01767 313 137
  www.midbeds.gov.uk

- South Bedfordshire District Council
  Tel: 01582 472 222
  www.southbeds.gov.uk/our-services/planning/index.html

- Bedfordshire Police
  Tel: 01234 842 805
  www.bedfordshire.police.uk

Appendix D

Summary of Checklists from *Safer Places*

Access and Movement
In designing and considering development proposals, the following points should be borne in mind:

1. Have the consequences of the number and nature of all connections been considered?

2. Do all routes lead to somewhere people want to go? Are all routes necessary?

3. Do routes provide potential offenders with ready and unnoticed access to potential targets?

4. Are routes for different users segregated when they could be integrated?

5. Will pedestrians, cyclists and drivers be able to understand which routes they should use?

6. Is it easy to understand how to travel through an area?

Structure
In designing and considering development proposals, the following points should be borne in mind:

1. Have the types of building been selected and designed with security in mind?

2. Is the layout of the development appropriate for the identified crime risk, as well as to meet wider planning objectives?

3. Will all uses in an area be compatible and have potential conflicts been thoroughly thought through?

4. Does all public space serve a purpose and support an appropriate level of legitimate activity?

5. Has the remodelling, removal or re-use of buildings and spaces that are vulnerable to crime been considered?

6. Have the potential benefits for crime prevention of restoring historic environments been considered?

Surveillance
In designing and considering development proposals, the following points should be borne in mind:

1. Are opportunities for surveillance from the subject and adjacent buildings maximised?

2. Will those most likely to observe any criminal or anti-social behaviour respond appropriately?

3. Are both of the above true at all times of the day, week and year?

4. Have efforts been made to eliminate 'inactive' frontages and corners?

5. Where appropriate, such as in public buildings, does the design allow for high visibility into the building or site?

6. Are parked cars highly visible but secure?

7. Has lighting been a primary consideration in planning out crime?

8. Is the standard of lighting and its maintenance regime adequate and is it resistant to vandalism and damage? Is it well-designed and well-sited?

9 Is CCTV the best way to solve the particular problem and is it the most effective use of resources?

10 Is the CCTV part of a wider package of crime prevention measures?

11 Will the resources be in place to maintain the CCTV system, including staff to monitor and respond to the pictures, in future years?

Ownership

In designing and considering development proposals, the following points should be borne in mind:

1 Will it be clear to users — including potential offenders and capable guardians — which space is public, communal, semi-private and private?

2 Are the boundaries between public, communal and private space signified in the most appropriate manner, be it a physical barrier or a psychological barriers such as changes in paving, surface texture/colour, landscaping and signage?

3 Will the place have an identity of its own?

4 Are all those who should feel ownership involved in defining the place's identity?

5 Are barriers of a high quality of design in their detailing and appropriate to their local context?

Physical protection

In designing and considering development proposals, the following points should be borne in mind:

1 Have the 'target hardening' principles of Secured by Design been addressed?

2 Has the potentially negative visual impact of crime prevention measures been addressed and, where these cannot be ameliorated by good design, have the advantages been weighed against their adverse impacts?

Activity

In designing and considering development proposals, the following points should be borne in mind:

1 Will as many law abiding people as possible be attracted to use the public realm?

2 Is there a strategy for encouraging residential population in town centres?

3 Should the evening economy be nurtured, and, if so, is it diverse and inclusive?

4 Are mixed uses successfully integrated with one another?

5 Are all uses in an area compatible and have potential conflicts been thoroughly addressed?

6 Will what attracts people to the public realm uphold its attractiveness?

Management and maintenance

In designing and considering development proposals, the following points should be borne in mind:

1 Has care been taken to create a good quality public realm?

2 Are appropriate facilities management systems in place? Does the design and layout support these?

3 Are users, businesses and residents involved in management?

Appendix E

Glossary

Accessibility

The ability of people to move round an area and to reach places and facilities, including elderly and disabled people, those with young children and those encumbered with luggage or shopping.

Active frontage

The frontage or edge of a building or space that has windows and doors as opposed to blank walls, fences and garages.

ALO - Architectural Liaison Officer

A specialist crime prevention officer, employed by Police Forces, who deals with crime risk and designing out crime advice for the built environment.

Brief/development brief/planning brief

This guide refers to site-specific briefs as development briefs. Site-specific briefs are also called a variety of other names, including design briefs, planning briefs and development frameworks.

Brownfield

Land that has previously been developed.

Buffer zone

An area of land that separate private space and buildings from public space, such as a small front garden

Capable guardian

Crime preventers who are ready, willing and capable of surveillance and intervention. These may include residents, employees, passers-by, police or security guards.

CDRP

Crime and Disorder Reduction Partnerships. Set up through the Crime and Disorder Act 1998, CDRPs must audit crime and disorder in their local authority areas and set up a strategy to reduce it every three years.

Communal space

An area of land, such as gardens, that is typically privately controlled for the shared use of a limited number of people, such as the residents of a residential block.

Context

The setting of a site or area, including factors such as traffic, activities and land use as well as landscape and built form.

Crime pattern analysis

Carried out by the Police and is available through liaison with the Architectural Liaison Officer/Crime Prevention Design Adviser. It comprises four components: crime series identification, trend identification, 'hot-spots' analysis and general profile analysis. This last aspect includes an examination of demographic and social change and its impact on criminality and law enforcement.

Defensible space

Public and semi-public space that is 'defensible' in the sense that it is surveyed, demarcated or maintained by somebody. Derived from Oscar Newman's 1973 study of the same name, and an important concept in securing public safety in urban areas, defensible space is also dependent upon minimising escape routes and the level of anonymity which can be anticipated by the users of the space.

Defensible space theory argues that a range of mechanisms - real and symbolic barriers, strongly defined areas of influence, and improved opportunities for surveillance - combine to bring an environment under the control of its residents. This control, the theory argues, brings security. Defensible space theory is critical of large buildings that make it impossible to recognise strangers, multitudes of unsupervised access points that made it easier for offenders to access housing projects and escape, the location of housing projects in high crime areas, and their stigmatising appearance. Newman's work explored the notion of 'anonymity', where an individual no longer has sense of belonging to a community. It also highlighted how a lack of surveillance makes it easier to commit crime unseen and how the availability of escape routes makes it easier for the criminal to escape from the scene of the crime.

Greenfield

Land that has not previously been developed

Home Zone

A 'Home Zone' is a residential area dedicated to putting the child, pedestrian and cyclist first. The streets are designed to accommodate the car, but the needs of the residents are given the highest priority. This is achieved by using non-standard techniques for street design, highway engineering and open space to control the movement of vehicles (in particular the speed) without restricting the number of vehicles. Home Zone is an area in which people and vehicles share the street space that would ordinarily be the road and pavements. The street should be designed to prevent cars moving at speeds greater than 20mph meaning that areas for children's play, tree planting, cycle parking and areas for seating/recreational use for people to meet up, are made possible.

Honey pot

Places, such as fast food restaurants, where people congregate and linger.

Hot spot

Places where criminal and antisocial behaviour is concentrated.

Inactive frontage

The edge of a building or space which offers no opportunity for surveillance from the building or space.

In-curtilage parking

Where vehicles are parked within the boundary of a property.

Layout

The way buildings, routes and open spaces are placed in relation to one another.

Legibility

The degree to which a place can be easily understood and traversed.

Local development framework (LDF)

Local authority development plans that are replacing Local Plans and Unitary Development Plans.

Mixed use development

A mix of uses within a building, on a site or within a particular area. 'Horizontal' mixed uses are side by side, usually in different buildings. 'Vertical' mixed uses are on different floor of the same building.

Movement

People and vehicles going to and passing through buildings, places and spaces. The movement network can be shown on plans, by space syntax analysis, by highway designations, by figure and ground diagrams, through data on origins and destinations or pedestrian flows, by desire lines, by details of public transport services, by walk bands or by detail of cycle routes.

Natural surveillance

The discouragement to wrong-doing by the presence of passers-by or the ability of people to be seen out of surrounding windows. Also known as passive surveillance (or supervision).

Permeability

The degree to which an area has a variety of routes through it.

PPS - Planning Policy Statement

A document setting out Government policy on a specific theme to be taken into account when formulating development plan policies and in making planning decisions. PPSs are replacing PPGs. PPS1: Creating Sustainable Communities sets out the Government's high level policy objectives for planning.

Primary route

A street upon which more movement, variety and activity takes place than on smaller surrounding ones.

Private space

The parts of a village, town or city to which public access is restricted.

Public/private interface

The point at which public areas and buildings meet private ones.

Public space/realm/domain

The parts of a village, town or city (whether publicly or privately owned) that are available, without charge, for everyone to use or see, including streets, squares and parks.

Secured by Design

An award scheme managed by the Association of Chief Police Officers and promoted locally by force Architectural Liaison Officers.

Semi-private space

Space that may be privately owned or managed but into which the members of the public may enter if they have a legitimate reason, such as a front garden.

Semi-public space

Space that is publicly accessible but has management practices to inhibit some activities and encourage others, such as shopping centres.

Streetscape

The street patterns, furnishings and landscaping that form the built environment.

Surveillance

The discouragement to wrong-doing by the presence of passers-by or the ability of people to be seen from surrounding windows.

Target hardening

Making targets more resistant to attack or more difficult to remove or damage, by, for example:

- fitting better doors, windows or shutters

- window or door locks

- alarms

- screens in banks and building societies

- fencing systems

- repairing damaged and derelict property.

Urban design

The art of making places. Urban design involves the design of buildings, groups of buildings, spaces and landscapes, in villages, towns and cities, and the establishment of framework and processes which facilitate successful development.

Urban renaissance

Making towns and cities more attractive for people to live, work, play and invest in.

Visual permeability

The ability to see from one space to another.