



designing Planning Advice Note
safer
places



designing quality environments
can help create safer places



designing quality environments

Planning series:

- › **Scottish Planning Policies (SPPs)** provide statements of Scottish Executive policy on nationally important land use and other planning matters, supported where appropriate by a locational framework.
- › **Circulars**, which also provide statements of Scottish Executive policy, contain guidance on policy implementation through legislative or procedural change.
- › **Planning Advice Notes (PANs)** provide advice on good practice and other relevant information.

Statements of Scottish Executive policy contained in SPPs and Circulars may be material considerations to be taken into account in development plan preparation and development management.

Existing National Planning Policy Guidelines (NPPGs) have continued relevance to decision making, until such time as they are replaced by a SPP. The term SPP should be interpreted as including NPPGs.

Statements of Scottish Executive location-specific planning policy, for example the West Edinburgh Planning Framework, have the same status in decision making as SPPs.



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Introduction

Designing Places, published in November 2001, sets out the Scottish Executive's expectations of the planning system to deliver good quality development.

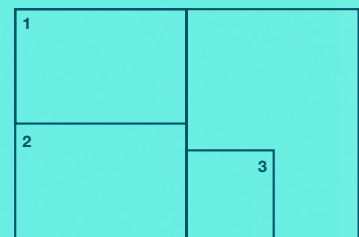
This Planning Advice Note (PAN) should be read in conjunction with Designing Places and other national policy and advice. Of particular relevance are PAN56 Planning and Noise, PAN67 Housing Quality, PAN68 Design Statements and PAN76 New Residential Streets.



This document supersedes PAN 46 Planning for Crime Prevention (published in 1994). It reinforces many of the key themes outlined in PAN 46, and brings the advice up to date with a new emphasis on design and quality.

This PAN highlights the positive role that planning can play in helping to create attractive, well-managed environments which help to discourage antisocial and criminal behaviour. It also aims to ensure that new development can be located and designed in a way that deters such behaviour. It is important that we do not create places that are desolate. Poorly designed surroundings can create feelings of hostility, anonymity and alienation and can have significant social, economic and environmental costs.

The advice in this PAN will be of relevance to local authorities, developers and the police as well as a wider range of stakeholders, such as community groups and businesses. It has been prepared in consultation with the Scottish Forum of Police Architectural Liaison Officers and the Scottish Executive Community Safety and Antisocial Behaviour Team.



- 1: Tay Square, Dundee
- 2: Gorbals, Glasgow
- 3: Farmers' market, Perth



Successful Places

Designing Places (2001) sets out clear national planning policy support for higher design standards. It aims to improve the quality of the environment for everyone and identifies 6 key qualities which make a successful place. All 6 principles should be taken into account when creating safer places.



› Distinctive



› Welcoming



› Safe & pleasant



› Adaptable



› Easy to get to



› Resource efficient



Creating Safer Places

The planning system alone cannot be responsible for tackling the social, economic and environmental problems which are usually evident in the areas most affected by crime. It does however, have a role to play in the design of safer places, either through small-scale improvements, such as the provision of appropriate landscaping, or through the master planning of a large-scale regeneration project.

The following section outlines general planning principles for consideration when creating safer places. They are grouped under the broad headings of context, identity and connection.

➤ Context

➤ Identity

➤ Connection



Context

Every new development must reflect a full understanding of the characteristics of the local area.

Location

- **Local characteristics** – Before planning a new development, developers, the local authority and other stakeholders must be aware of the crime characteristics of the local area and have a good understanding of the area's physical, social and economic circumstances. Discussions with the local authority and the police can help to identify these characteristics at an early stage in the process. Understanding problems in the locality should enable a better design solution.
- **Orientation of buildings** – Buildings should be orientated to overlook footpaths and public spaces. Careful consideration should be given to the position of doors and the location and height of windows.



Use

- **Encouraging mixed uses** – Scottish Planning Policy (SPP) 1 The Planning System promotes mixed use areas. An appropriate mix of uses can often encourage activity and movement at all times of day, thereby increasing natural surveillance and minimising the potential for crime.
- **Compatibility** – Local authorities should ensure that mixed uses are compatible with each other.
- **Re-use of vacant and derelict sites** – The re-use of vacant and derelict sites should be strongly encouraged. Bringing sites back into use can help to improve safety by creating a better quality environment. It may also enhance economic and employment opportunities.

Identity

Creating identity and a sense of place can help to provide a feeling of safety and security.

Landscape

› **Boundary treatments** – Appropriate boundary treatment can help to increase the feeling of community ownership and responsibility. Walls, fences, hedges and changes in levels or materials can all help to define public, private and semi-private spaces. Care should be taken to ensure that the boundary treatment is appropriate for its location and is well maintained. Boundary treatments should be functional without compromising the aesthetics of the surrounding area or other safety principles, such as natural surveillance.

› **Lighting** – There is a general acceptance that high quality external lighting can help to reduce the incidence of crime. It can add vitality to an area, enhancing its attractiveness and sense of place and the reassurance it offers can also reduce the feeling of vulnerability. Effective lighting also increases potential offenders' feeling of exposure and improves the chances of identification and detection.

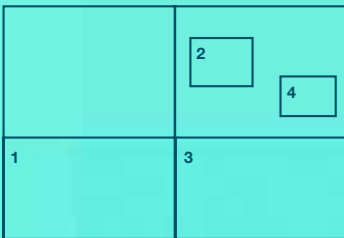
It is important to ensure that lighting does not dazzle or create pockets of darkness.

When considering the most appropriate type of lighting, the following issues should be taken into account: location, siting, relationship and distribution of other lighting, aesthetic design, intensity, timing (taking into account seasonal differences), resistance to vandalism, and the cost, frequency and ease of maintenance.





➤ **Signage** – Clear and uncluttered signage, particularly for pedestrians, can help to direct people to the most appropriate route, thereby creating a feeling of confidence and security.



- 1: Newtongrange, Midlothian
- 2: Lighting at Hamilton Palace, South Lanarkshire
- 3: City Centre, Dundee
- 4: Signage, Edinburgh



- ▶ **Play** – Careful thought is required in the provision of children’s play facilities. Purpose designed play areas for younger children should be small-scale and sited close to dwellings with maximum opportunity for surveillance. To prevent damage, facilities and fittings should be robust, suitable for their intended use and securely fixed.

Play provision for older youths should not be made immediately adjacent to housing but facilities such as kick-about pitches should still have a high level of natural surveillance not only from a child safety point of view but also to deter antisocial behaviour.

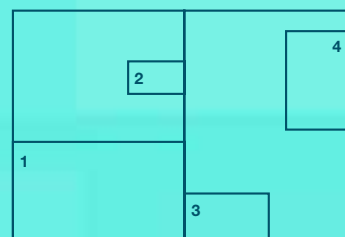


Security Measures

- ▶ **Shutters** – Security shutters illustrate the tension that can exist between effective crime prevention and the need to maintain or improve the environmental quality of an area. The creation of a fortress like atmosphere by the use of shutters can be self defeating because an area can be given a hostile and confrontational appearance, particularly as shutters are vulnerable to graffiti. This can discourage the public from using the area and the benefits of natural surveillance are lost. Where the need for the provision of shutters is identified, an appropriate balance between security and environmental quality should be sought.
- ▶ **Closed Circuit Television (CCTV)** – Natural surveillance is a key component in creating safer places and a variety of measures to maximise natural surveillance have been outlined elsewhere in this PAN. Where the risk of crime is high, natural surveillance may need to be complemented by a more formal surveillance mechanism, the most common of which is CCTV. CCTV schemes are now a common feature in many streetscapes and play a vital role in the surveillance and monitoring of our public spaces, helping to provide a greater sense of community safety and security.

The siting and design of CCTV cameras should be carefully considered to ensure their presence is known, without being over dominant in the street scene.

CCTV is most effective when implemented as part of a wider package of security measures, including complimentary lighting, adequate natural surveillance and appropriate formal monitoring. Scottish Police Forces have CCTV officers who can provide further advice.



- 1: McDonald Road, Edinburgh
- 2: West Wemyss, Fife
- 3: Craigmillar, Edinburgh
- 4: Closed circuit television camera

Connection

Direct, well connected routes can maximise opportunities for natural surveillance and visibility, thereby helping to create a safe environment.

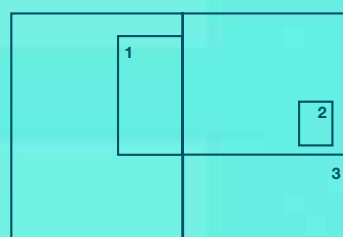
Layout

- ▶ **Natural surveillance** – When considering the layout of any new development, one of the most important issues to consider is creating the opportunity for natural surveillance. Buildings, spaces and pedestrian routes should be located to maximise natural observation from pedestrians and passing motorists. Active frontages should be encouraged wherever possible i.e. doors leading onto the street and windows overlooking all public areas.

Movement

- ▶ **Safety and speed** – Slowing traffic down can contribute to a safe and attractive environment. Speed reducing measures should be incorporated into the design of any new development, rather than the reactive provision of traffic calming measures such as road humps and chicanes. PAN 76 New Residential Streets provides further guidance on speed reduction measures in residential areas.
- ▶ **Pedestrians** – Pedestrian routes should have an open aspect, be well lit and give a good level of surveillance. The pedestrian should be able to view the full length of the path on entry rather than negotiate blind corners or recesses. Landscaping adjacent to footpaths must be at a low level and well maintained.

Pedestrianisation can often help to create a safe environment in town centres and other busy areas. However, at non-peak times, particularly at night, the exclusion of cars can sometimes lead to a more threatening environment. Mixed use developments, particularly the provision of residential accommodation above commercial premises, can help to provide natural surveillance to pedestrianised streets.



- 1: Alloa Tower
- 2: Gorbals, Glasgow
- 3: Craigmillar, Edinburgh

- ▶ **Parking** – Cars parked in car parks which are remote, unsupervised and out of sight are at considerable risk to theft or damage. All vehicle parking should be subject to good natural surveillance and the use of appropriate lighting should be carefully considered.

The Safer Parking Scheme is a UK initiative of the Association of Chief Police Officers (ACPO) aimed at reducing crime and the fear of crime in parking facilities. It is part of the 'Secured by Design' Initiative and is supported by the Home Office and Scottish Executive. ParkMark™ is the new accreditation mark which is used to promote the scheme to the general public. It symbolises that a parking facility has also been independently vetted by the police and provides for an environment where users can be confident that the safety of themselves and their property is taken seriously by the car park operators. Further information about the initiative, along with the core principles can be found at: www.britishparking.co.uk

In urban areas, underground parking can often offer an appropriate parking solution that effectively uses valuable land and may provide a more aesthetically pleasing design solution. However, underground car parks have extremely limited natural surveillance and should therefore be designed with adequate access control measures and formal surveillance mechanisms.

All parking within residential areas should benefit from good levels of natural surveillance. If there is a requirement for parking within the curtilage of the dwelling, the vehicle should be visible without dominating the front of the dwelling.



Roles in the Planning Process

Those Involved

Police

Police forces throughout Scotland have teams of specialist Architectural Liaison Officers (ALO) who provide advice and guidance on how the built environment can reduce opportunities for criminal activity. As well as advising on the location, layout and design of projects, ALOs can provide vital information on the crime profile of an area so that appropriate crime prevention measures can be taken at an early stage. In certain cases, it may also be beneficial to discuss proposals with the Counter Terrorist Security Advisor (CTSA). ALOs can provide further guidance on cases which CTSA advice would be beneficial.



Secured by Design is a UK police initiative designed to help create safer, more secure environments. To be awarded Secured by Design status, developments must meet a set of core principles:

- ▶ environmental quality and sense of ownership;
- ▶ natural surveillance;
- ▶ access and footpaths;
- ▶ lighting; and
- ▶ open space provision and management.

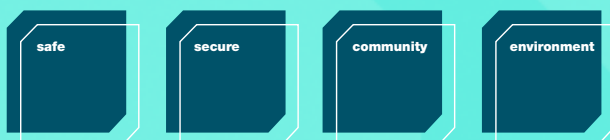
Further information about the initiative, along with details of the core principles and a range of detailed guidelines including play areas, new homes and Park Mark safer car parking can be found at www.securedbydesign.com



Community safety is now a strategic priority for a range of key players who collectively can build safer, more inclusive, healthier and more vibrant, economically attractive communities



Safer Communities in Scotland
(Scottish Executive, 1999)



Local Authorities

Local authorities can contribute to the creation of safer communities through a number of processes. These include regeneration projects, antisocial behaviour strategies, licensing and housing strategies. Planning authorities play a direct role through the development plan process and the handling of planning applications and enforcement cases.

Developers

It is important that developers take a pro-active approach to minimise the opportunity for crime in their developments. Consideration of the principles of designing safer places is required early in the project planning stage.

The responsibility of the developer does not end when the development is complete. Developers must also consider the longer-term safety of the development. For example, this could include ensuring that an adequate management and maintenance plan for landscaping is in place.

Developers are encouraged to apply for Secured by Design status which, in addition to helping provide a safe environment, can represent a valuable marketing tool for new developments.

The Community

The role of community groups in designing safer places is vitally important. Their knowledge and understanding of the physical and social characteristics of the area can be utilised to ensure that problems and issues can be identified at an early stage and appropriate solutions implemented.

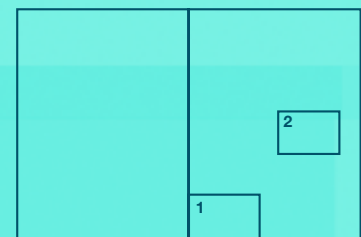
The involvement of the local community can also help them to develop a sense of ownership of their area, which can make them more environmentally aware and concerned about its appearance, upkeep and security.



successfully creating safer places requires a

partnership

approach from the main stakeholders



1: City of Light, Glasgow
2: Falkland Fife

Stages

This section outlines the key stages in the planning process and describes the role of those involved at each stage.

Development Planning

It is not appropriate to cover specific crime prevention policies in structure plans. The local plan process usually provides the most appropriate mechanism for identifying policies and proposals which can help to create and sustain viable, vibrant and safe communities.

To reduce crime and antisocial behaviour, local plans should not only include policies and proposals for new developments but should identify opportunities to enhance existing places, which may benefit from physical or environmental enhancement.

The police and local communities are encouraged to take an active involvement in the preparation of development plans, particularly where large-scale regeneration projects are proposed. Local authorities should ensure that they liaise with the police and local communities on any relevant issues during the preparation of the local plan.

Local authorities should also take into account the conclusions of community safety audits and the proposals identified by local strategic partnerships. The Executive's document "Safer Communities in Scotland: Guidance for Community Safety Partnerships" (available at www.scotland.gov.uk) provides detailed guidance on this subject.



Supplementary Planning Guidance

The preparation of supplementary planning guidance may provide a useful opportunity to consider safety aspects at an early stage and ensures that the principles of safer places are incorporated into future developments.

Designing Places outlines further details of the urban design toolkit which includes urban design frameworks, development briefs, master plans and design guides. The use of such design tools will ensure that crime prevention measures are a fundamental part of the development and not added at the last minute.

Development Management

With larger developments, or those that may have a high crime or antisocial behaviour risk, pre-application discussions between the local authority, developer and where appropriate, the police and local community, will provide an opportunity to consider safer design principles at the early project planning stage.

Ensuring an efficient and effective development management service, along with making best use of police resources, dictates that only a small proportion of planning applications will result in formal consultations with ALOs. These may include:

- ▶ areas where crime is known to be high;
- ▶ developments which may generate very high volumes of people at any particular time (e.g. sports stadia, entertainment complexes and events and conference centres);
- ▶ certain public buildings (including schools and hospitals);
- ▶ developments which may be likely to generate crime or antisocial behaviour, or may be of interest to criminals; and
- ▶ large-scale residential or mixed use developments.

Planning authorities and the police should establish, monitor and evaluate a protocol to determine which types of applications, and in which geographical areas, the police should be consulted. It is important, in the interests of efficient and effective consultation, that when planning authorities approach the police for advice on a planning application that they highlight any matters that they would particularly welcome comment on. It is also good practice to ensure that the ALO has access to the authority's weekly list of planning applications.

urban design toolkit



policies



pre-application discussion

consultation

management

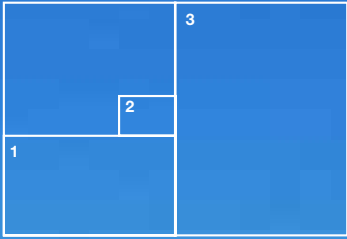


Conclusion

Planning is only one mechanism within a range of other processes that can help to create safer places, but it is an important one. When combined with other measures, good planning and design can make a significant contribution to reducing the fear and incidence of crime.

In most cases, taking account of crime prevention in the planning process does not require particularly sophisticated or obtrusive measures. A number of general design principles can be considered against the circumstances of the local area in order to provide new developments which can effectively reduce crime and enhance personal and community safety. A co-ordinated approach between local authorities, the police, the community, and any other relevant stakeholders, is a vital factor in the successful delivery of safer places.





- 1: Dunkeld, Perth and Kinross
- 2: Peebles, Scottish Borders
- 3: Greenbank Village, Edinburgh



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