Supplementary Planning Guidance: Community Safety By Design

Adopted July 2004
London Borough Of Hillingdon - Planning and Transportation and Metropolitan Police - Hillingdon Crime Prevention Design Advisors
# Supplementary Planning Guidance: Community Safety by Design

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SUPPLEMENTARY PLANNING GUIDANCE:
COMMUNITY SAFETY BY DESIGN

Section 1 INTRODUCTION

Purpose of the document

1.1 Creating and maintaining a safe and secure environment for those who live, work in and visit the Borough is of paramount importance. Circular 5/94: Planning Out Crime states that ‘the layout of developments can play a part in reducing the risk of criminal activity to both individuals and property’, recognising that the causes of crime, vandalism and anti-social behaviour are complex and that the environment is an important factor. The planning system can be influential in producing well-designed, attractive and well-managed environments that can impact on levels of criminal activity, anti-social behaviour and safety. High quality and well thought out design will create and improve public spaces and streets that are overlooked, well-used and maintained and are therefore more likely to be safe, and perceived as safe environments.

1.2 This Supplementary Planning Guidance (SPG) on Community Safety by Design was adopted by the Council on 15 July 2004. It has been prepared jointly by the Council and Hillingdon Metropolitan Police Crime Prevention Design Advisors (CPDA). It provides a planning policy framework for the London Borough of Hillingdon with regard to community safety. As supplementary planning guidance to the statutory Hillingdon Unitary Development Plan (September 1998), that has been adopted by the Council following consultation, it is a material planning consideration to be used in determining planning applications. The document also includes guidance on the requirements for the Association of Chief Police Officer’s ‘Secured by Design’ initiative, which the Hillingdon CPDA is responsible for managing within the Borough.

Public consultation

1.3 Cabinet agreed on 27 November 2003 to approve the draft SPG for consultation with the public and other interested parties. Consultations were carried out from 11 March to 30 April 2004. Some 850 copies of the consultation documents were sent to a variety of organisations, public agencies, developers and consultants. These included statutory bodies (21), residents’ associations (41), housing associations (33), house builders (22), business organisations (49), community, conservation and minority groups (96), schools (101), MP’s and local councillors (69). In addition copies of the documents were also placed at all borough libraries, Hayes One Stop Shop and the Civic Centre (Environmental Services reception). The Council also issued a press release to the ‘Gazette’ newspaper on 10 March 2004 and an article was published in the week beginning 17 March 2004 inviting people to comment on the draft guidance. The draft documents were also placed on the Council’s website.

1.4 16 completed response forms and a further 7 letters were received during the consultation period. Following consideration of all responses received, the Cabinet at its meeting on 15 July 2004 resolved, subject to a number of amendments, to adopt ‘Community Safety by Design’ as supplementary planning guidance.

Aims and Objectives

1.5 This SPG aims to provide the Council, architects, developers, residents and other concerned individuals and groups with guidance about community safety to achieve best practice in order to reduce crime, anti-social behaviour and fear of crime in Hillingdon. It
provides guidance on how the physical environment of the Borough can be changed and improved to enable communities in Hillingdon to live, work and visit without unnecessary fear for their safety or the safety of others. It does this by establishing principles for good design, layout and landscaping of the environment to create a safer and more secure environment that increases the risk of detection of criminal and anti-social behaviour and makes crime more difficult to commit. The guidance addresses this aim through the following objectives:

(a) to encourage high quality and good design, layout and landscaping with satisfactory lighting and security, within an attractive environment that will deter criminal activity and anti-social behaviour.

(b) to create a sense of awareness amongst those living and working in Hillingdon of community safety issues, particularly with regard to the preventative role of planning in creating safer and more secure communities.

(c) to provide supplementary detailed planning guidance on community safety issues to complement the existing policies within the Hillingdon Unitary Development Plan. This can then be used at all stages of the planning process, from pre-application to determination of planning applications, to ensure that safety and security issues are fully taken into account.

(d) to support the overall borough-wide initiatives towards achieving a safe and secure environment.
Section 2: POLICY CONTEXT

2.1 This Supplementary Planning Guidance on Community Safety by Design has been prepared by the London Borough of Hillingdon and the Metropolitan Police (Hillingdon Crime Prevention Design Advisors) in light of relevant legislation and various strategic and local policy statements and initiatives, of which the main items are referred to below.

National policy guidance

2.2 Section 17 of the Crime and Disorder Act 1998 ensured for the first time that prevention of crime and disorder became a statutory duty for local authorities. The Act recognises the role of the planning system and police authorities in formulating and implementing strategies and guidance to reduce crime.

2.3 Circular 5/94: ‘Planning Out Crime’ provides advice to local authorities, developers and designers about planning considerations relating to crime prevention. It stresses that ‘once a development has been completed, the main opportunity to incorporate crime prevention measures will have been lost.’ It also states that crime prevention is a material consideration in the determination of planning applications. The Circular particularly recognises that ‘the layout of developments can play a part in reducing the risk of criminal activity to both individuals and property’. It notes that ‘used sensitively, the planning system can be instrumental in producing attractive and well-managed environments that help to discourage anti-social behaviour.’ Overall Circular 5/94 proposes that policies should address the effects of a number of factors in deterring antisocial behaviour namely, good design, layout and lighting, as well as avoiding single use developments with low levels of public activity. In addition, it draws on the role of town centres and acknowledges that one of the main reasons people give for shunning them at night is fear about their safety and security.

2.4 PPG1: ‘General Policies & Principles’ (1997) provides guidance on design issues including crime prevention. It states that good design will help to promote sense of place, community well being and health, and to reinforce civic pride.

2.5 ‘Safer Places - the Planning System and Crime Prevention’ (March 2004, ODPM) draws on a number of benchmark case studies to demonstrate good practice and acts as a prompt for all professionals to think about how the principles of crime prevention might apply in different circumstances. The guide also sets out the key attributes of sustainable communities that are particularly relevant to crime prevention and that have emerged from in-depth research into crime prevention and urban design practice and theory.

2.6 The DETR’s Good Practice Guide Companion Guide to Design Bulletin 32 ‘Places, Streets and Movement’ (1998) includes advice about community safety through urban design measures, to create sustainable and well-designed residential areas. The guide aims to promote greater attention to urban design, places more emphasis on people and communities and moves away from overly prescriptive standards. It states that ‘this does not mean that security considerations will always take precedence.’ It states that local authorities will need to use their judgement in weighing security factors against other considerations, such as desirability of promoting ease of movement. This means working to find suitable ways of achieving crime prevention.
objectives, allowing for flexibility of approach, and sensitivity to the particular local circumstances.

2.7 ‘Secured By Design’ is a national initiative by the Association of Chief Police Officers (ACPO), updated in its 'New Homes' document (1999) and backed by the Home Office Crime Reduction Unit. It consists of a set of design principles and specifications to assist in reducing opportunities for crime and fear of crime in new and refurbished housing and commercial development. As part of this initiative the ACPO also launched a Secured Car Parks Award Scheme in 1992, which is sponsored and administered by the Automobile Association and the Association of British Insurers. The scheme sets out to provide guidance to car park owners, operators, and developers about erecting and maintaining a safe and secure parking facility. The document 'Secured Car Park by Design Scheme, Guidelines for Self-Assessment produced in 1992, sets out desired standards and criteria for reducing crime for example through, surveillance, lighting and signage, access, and layout. Developers are encouraged to apply for ‘Secured by Design’ and ‘Secured Car Parks’ Awards as appropriate. The process for such applications is set out in Appendix 1.

The London Plan February 2004

2.8 The London Plan (Spatial Development Strategy for Greater London) highlights the importance of community safety. In paragraph 3.76 it states how ‘initiatives relating to policing and community safety and crime reduction are also important in improving the quality of life of many Londoners. These include sensitive design and lighting, joint action to tackle crime on estates and measures taken through regeneration initiatives.’ Furthermore paragraph 3.77 emphasises the importance of access and states how ‘good safe and efficient public transport particularly helps groups such as women, children and disabled people’.

2.9 Paragraph 4.37 of the Mayor’s London Plan reinforces the need for a safe environment, stating that ‘the highest quality of design in London's public places is needed to achieve a city that is more attractive, safer and easier to get around for everyone.’

2.10 Paragraph 4.40 states that ‘Developments should be safe and secure, taking into account the objectives of ‘Secured by Design’ and ‘Designing out Crime’ and DOE Circular 5/94 ‘Planning out Crime’. They should also incorporate specific security requirements such as those relating to high-profile buildings and spaces. At the same time, buildings should not ensure their own safety by turning inwards and presenting a blank wall or fenced in enclosure to the street, but should provide an urban environment where outward looking buildings and natural surveillance contribute to, and benefit from, life at street level.’ Furthermore, paragraph 4.42 highlights how ‘Development proposals should show that developers have sought to provide buildings and spaces that are designed to be beautiful and enjoyable to visit, as well as being functional safe, accessible, sustainable and inclusive for all.

Local policy guidance

2.11 Hillingdon’s Community Safety Strategy: 2002-2005 (adopted by the Council in 2002) was prepared in partnership with the Metropolitan Police, London Fire Brigade, the NHS - Hillingdon Primary care Trust and the National Probation Service. The strategy aims to combat crime and disorder by:

- tackling anti-social behaviour
reduce the fear of crime and enhancing the quality of life through improvement and effective maintenance of the environment

tackling local priority crimes of burglary, street crime, vehicle crime and the supply of class 'A' drugs

protecting vulnerable members of the community and those subject to ‘hate’ crimes

diverting young people from crime and anti social behaviour.

2.12 The Hillingdon Unitary Development Plan contains a number of key planning policies of particular relevance to community safety as set out below and these should be read in conjunction with the wider policies and proposals of the Plan:

• The design of developments with footway frontages, overlooking bus stops or other transport interchanges, or facing open space, should take account of the need to ensure that windows overlook pedestrian spaces and avoid the creation of hidden recesses adjacent to such spaces, such that pedestrian security is enhanced and effective policing is not prejudiced. The design should also ensure that pedestrian safety is not endangered. (Policy BE18)

• The Local Planning Authority will only permit proposals for shops, business uses, services, community and other facilities open to the public if they include adequate provision for accessibility, in particular, those of elderly people, people with disabilities, women and children. Where appropriate to the scale and nature of the development proposed, new development should include: -

  a) Safe and convenient access by public and private transport and on foot;
  b) Safe and convenient means of physical access to all floors;
  c) Facilities for child and baby care accessible for male & female carers; and
  d) Toilets accessible to people with disabilities

and have regard to the measures set out in policies AM13 (1) – (iv) and R17. (Policy R16)

• The Local Planning Authority will, where appropriate, seek to ensure that development proposals for industrial, warehousing and business uses provide planning benefits related to the scale and type of the development. (Policy LE7) Such planning benefits could, for example, take the form of …. Environmental improvements, including security… (paragraph 10.25)

• The Local Planning Authority will cooperate with Railtrack, train operating companies and London Transport, to improve facilities and promote safety and security at bus and railway interchanges. Where appropriate the Local Planning Authority will seek agreements to secure improvements in public transport services in conjunction with major development proposals. (Policy AM11)

2.13 Supplementary Planning Guidance for Planning Obligations was adopted by Cabinet in October 2003. It includes specific guidance on planning obligations that may be sought from developers to contribute to community safety. In particular it outlines the circumstances where it might be appropriate to seek developer contributions and the types of developments where this is likely.
2.14 The types of measures that may be required to address adverse impacts include CCTV, lighting, rerouting of footpaths, alley gating, improvements to public transport interchanges and carparks, landscaping works, enhancements to night bus networks and community initiatives such as youth projects.

2.15 The types of developments where contributions are likely to be sought include:
- major proposals for leisure and entertainment facilities
- late night cafes/restaurants, public houses and night
- larger retail, hotel and office
- major town centre developments
- supermarkets and petrol-filling stations that operate late at night
- major development proposals that result in intensification of uses and activity in isolated areas
- major residential developments (20 or more units)
- residential developments of 10 or more units that suffer from a more inaccessible location

2.16 The guidance acknowledges that whilst the type and level of contributions will ultimately be based on the location, nature and scale of the proposal, it will also depend on a scheme’s potential impact and the estimated cost of providing the requisite package of community safety measures. The guidance states that individual contributions that are levied may not be sufficient to fully fund a specific project but contributions derived from a number of smaller schemes may be pooled to achieve a particular measure.

2.17 The Design Guide - Residential Layout and House Design was adopted by the Council in October 1999 as supplementary planning guidance. The Design Guide recognises that crime prevention should be considered at the formative stage of a development, since its design will influence the likelihood of crime occurring. It states that the aim should be to design out crime at the very earliest stages, through close liaison and co-operation between architect, planning authority and Police Crime Prevention Design Advisor.
Section 3: PRINCIPLES AND DESIGN GUIDELINES FOR COMMUNITY SAFETY

Principles
3.1 As stated earlier in Section 1 (paragraph 1.3), this SPG aims to provide guidance on how the physical environment of the Borough can be changed and improved to enable communities in Hillingdon to live, work and visit without unnecessary fear for their safety or the safety of others. The guide ‘Safer Places - The Planning System and Crime Prevention’ by the Office of the Deputy Prime Minister (March 2004) sets out the following 7 attributes of sustainable communities that are particularly relevant to crime prevention:

- 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 places 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.

3.2 Further to the attributes above, it is considered that the main principles for the creation of safe and secure environments include:

- a high quality and well thought out design and layout that includes the following elements:
  
  (a) natural surveillance whilst maintaining adequate privacy. The concept of natural surveillance is based upon the premise that people and property on view from occupied buildings and passers-by are less vulnerable than those out of sight. Natural surveillance can arise from the presence of other users (e.g. mixed used developments of housing and shops that encourage regular circulation of people) or from careful siting and layout of buildings, as well as layouts within buildings, to ensure that entrances are visible from the street and that windows provide unobstructed views or overlooking of footpaths, play areas, parking and other public areas.
  
  (b) clearly defined boundaries and defensible space, including clearly defined ownership of public and private space. Defensible space is a concept aimed at bringing a place under the care and control of its residents by reducing anonymous space or ‘no-man's land’ in favour of well defined private or semi-private space.
  
  (c) good lighting and where appropriate CCTV.
  
  (d) secure buildings and surroundings.

- creating effective partnerships particularly between the Council, the police and the local community. In Hillingdon the Council and local crime prevention officers are successfully working together to reduce crime, anti-social behaviour and fear of crime in a number of different ways. This includes ensuring that developers consider security issues in creating sustainable developments by, for example, early joint involvement in development proposals and promoting police initiatives such as
‘Secured by Design’ and ‘Secured Car Parks’ that encourage architects and builders to apply police recommendations for the security of all new developments.

Design guidelines
3.3 The Council and Police are striving to achieve good quality design and layouts in new developments whilst retaining and enhancing the character of the Borough and also making it a safe place in which to live, work and visit. To achieve this, all new development proposals will be assessed against Secured by Design criteria; a specialist Police Crime Prevention Design Advisor now works within the Council Planning and Transportation Service. In particular, new development proposals will be assessed against guidelines for the creation of a high quality and safe environment, which are set out in the following sections:

- Section 4 Safer homes
- Section 5 Safer streets
- Section 6 Safer parks and open spaces
- Section 7 Safer town centers and commercial areas
- Section 8 Safer car parks.
- Section 9 Safer waterside developments.

A checklist has been included as Appendix 2 to assist landowners and developers when preparing development proposals.
4.1 It is important that people feel safe and secure in their own homes and gardens. If people lack this form of assurance, confidence in their area decreases and social and personal well-being suffers. The key features for a safe housing environment include the following:

- safe entrances and exits with adequate lighting and surveillance
- for flats a limited number of units with shared access
- secure rear gardens with good wall/boundary treatment
- surveillance of the street and/or public places
- overlooked parking
- suitable door and window security measures
- effective number and orientation of windows.

The following guidelines should be read in conjunction with the Council’s Guidelines for ‘Residential Layout and House Design’ (see para. 2.13).

Layout

4.2 The layout of housing or other groups of buildings has a marked effect on the security of an individual’s home within an area and on personal safety. Since the layout cannot be subsequently altered once built, it is vital to achieve a design that is user-friendly to its occupants, whilst reducing the opportunities for criminal activity. The main considerations for a satisfactory layout include the following:

Natural surveillance

(a) Natural surveillance is known to have a deterrent effect upon anti-social and criminal behaviour. Dwellings should therefore be positioned to allow unobstructed views of neighbouring properties, particularly accesses and entrances, without conflicting with the residents’ need for privacy. A cul-de-sac arrangement, for example, lends itself to such an aim as it achieves a high level of natural surveillance and control over visitors.

(b) In larger schemes there should be a mix of dwellings and where appropriate, uses. The potential for homes to be occupied throughout the day increases the opportunity for natural surveillance, community interaction and environmental control.

(c) Main entrance doors should be positioned so that callers at the door can be seen from neighbouring properties. It is therefore preferable to place entrance doors to the front of the property and not to recess them. In any event they should not be recessed by more than 600mm from the building line.

Footpaths

(d) The proposed layout should ensure that access to the rear of properties is limited and mutually protected by residents within a block of houses, whilst the front entrance should have multiple neighbour surveillance. Where a footpath to the rear of properties is considered essential, it must be gated with a secure robust lock and the gate should be a minimum of 2 metres in height and placed at the entrance to the footpath so that attempts to climb it will be in full view of the street. To that end an external light should be provided above the gate.

(e) Footpaths through an area should be designed and laid out in a way that ensures that they are free from visual obstruction, direct and well used. They should not
undermine the defensible space of neighbourhoods. Where it is desirable to limit access/use to residents and their legitimate visitors, features such as rumble strips, change of road surface (by colour or texture), pillars or narrowing of the carriageway may be used. This helps to define the defensible space, psychologically giving the impression that the area beyond is private.

(f) Proposed footpaths should try to anticipate the preferred routes of pedestrians (desire lines) through a residential area, which invariably follows straight lines. Physical barriers may have to be put in place where desire lines would place a pedestrian in danger, such as at a busy road junction.

(g) If there is sufficient room the footpath should be 3 metres wide to allow the passing of people without conflict. It is desirable for footpaths to be wide enough to allow the passage of emergency vehicles and service vehicles. Such footpaths should have barriers to prevent access by private vehicles, including motorcycles.

(h) It is important that the pedestrian has a clear view of the footpath. Visual obstructions should therefore be minimized and natural surveillance by providing views from adjoining buildings should be maximised.

Climbing aids
(i) Boundary walls, bins, fuel stores, low flat roofs or balconies should be laid out and designed so as not to provide climbing aids to gain access into the property.

Utility meters
(j) Utility meters should, where possible, be placed to the outside and front of the house where they can be overlooked, in order to negate the need for officials to enter the building and thereby limit the opportunities for theft by ‘bogus officials’.

Car parking
(k) Dwellings with in-curtilage car parking arrangements are preferable in terms of community safety. Where communal car parking is necessary, it should be in small groups, lit to the standards set out in BS 5489 and EN 13201 and adjacent to and preferably within view of the user's dwelling. Where garages are provided, the entrances should be orientated towards the front of the dwellings where they can easily be observed.

Boundary treatment and defining public/private spaces
4.3 The establishment of defensible spaces at the initial design stages of residential developments can provide individuals and the local community with a sense of control over their territory. Clearly defined boundaries through use of textured/coloured road surfacing can often imply a territory into which many intruders will be hesitant to enter. Developments should therefore include features such as differing road surfaces, fencing, hedging and gates, which encourage ownership and establish boundaries, thus making private space more defensible. The main considerations for satisfactory boundary treatment include the following:

(a) Demarcation between public and private areas should be clearly indicated, as should communal areas. These areas by their very nature lead to ambiguity as to ownership and responsibility and are often difficult to 'police' by both residents and authorities.
(b) Appropriate boundaries should be established through the use, where appropriate, of good quality differentiated materials, for example low planting, brick walls and railings which allow for boundary definition, privacy and security while allowing visibility between properties.

(c) Dwelling frontages, which are open to view, should be clearly defined with railings, fences, walls or hedges. They can also include feature shrubs and open branched and columnar shaped trees providing that they are not placed next to paths and do not create vision barriers.

(d) Vulnerable areas such as side and rear gardens may need more defensive barriers for example, walls or fencing to a minimum of height of 1.8m. There may be circumstances where open fencing is required to allow for greater surveillance. Where the risk is increased with gardens adjoining open land, footpaths or other areas, for example railway property and canal towpaths, additional deterrent features such as a trellis top or thorny shrubs must be considered.

(e) Sub divisional fencing should provide security and enable interaction between neighbours. This can be achieved by providing:
   • from the building line, a 1.8m high timber privacy screen and from this privacy screen to the end of the garden, a 1.2m high timber fence topped with 600mm of timber trellis to deter climbing.

(f) Blank walls adjacent to open space should be avoided. This type of elevation, commonly at the end of a terrace, tends to attract graffiti and inappropriate loitering. Where such walls are unavoidable, one or a combination of the following methods should be used to protect them:
   • a 1m buffer zone with a 1.2 -1.4m railing or a 1m mature height hedge with a high thorn content. Hedging may need to be protected with a fence such as chestnut paling whilst it takes hold.
   • where there is insufficient room for a buffer zone, a climbing plant should be grown up the wall or a finish applied to the wall which allows easy removal of graffiti. Graffiti should be removed as soon as it is applied.
   • at least one window should be provided, which can be at first floor level, to provide a view over the accessible space.

Lighting
4.4 The need for lighting of footpaths and public areas will be determined by local circumstances. The Hillingdon CPDA considers lighting only to be effective in reducing or maintaining crime levels if it is matched with a high degree of natural surveillance from surrounding buildings. The main considerations for satisfactory lighting include the following:

(a) Street lighting including unadopted estate roads, car parks and footpaths that include lighting, should abide by the standards set out in BS 5489. It is important that columns are high enough to distribute an even spread of light and care should be taken not to obscure lighting by trees and other plants.

(b) Lighting should be carefully placed to avoid glare and light pollution especially with regard to the amenity of neighbours.
(c) Based on the advice of the Institute of Lighting Engineers (ILE), it is the policy of Hillingdon CPDA not to recommend or approve passive infrared (PIR) detector floodlights in domestic settings. Most PIR lights cause light pollution and can be constantly tripped by cats and other animals, which creates a ‘cry wolf’ situation and can worry neighbours. The ILE therefore advise the use of low energy lamps in conjunction with solar switches or timers with units positioned to reduce glare, light pollution and potential attacks.

(d) Lighting in communal areas, such as stairwells, corridors, entrances and footpaths should remain on throughout the night. Light levels can be reduced late into the night to save energy levels, providing the levels return to their maximum when movement is detected. Such lower level lighting should still allow for facial recognition for CCTV or door viewing.

(e) Hillingdon CPDA will not approve communal lighting systems that are solely operated by press button timer switches.

Landscaping
4.5 Sensitive and skilled landscape design within residential areas can contribute to the creation of a high quality environment that reconciles the need to improve visual amenity with the need to provide safe environments. The following guidelines should therefore be considered in the design of landscaping in residential locations:

(a) Landscaping schemes should avoid creating areas of concealment, especially near footpaths where crime is easier to commit. In general, planting next to footpaths should consist of low growing plants with taller shrubs and trees to the rear.

(b) Planting right next to footpaths should be avoided as plants may tend to grow over path creating pinch points, places of concealment and unnecessary maintenance.

(c) Consideration should be given to species and frequency of plants with regard to landscaping near buildings to ensure that views and access points such as doors and windows are not obscured.

(d) Defensive planting may be appropriate in some locations, for example in an area where there is a known graffiti problem. As general guidance, shrubs should have a mature growth height no higher than 1 metre and trees should have no foliage below 2 metres, thereby allowing 1 metre clear field of vision.

(e) Thorny species of shrubs such as varies of pyracantha, berberis and hawthorn, can provide an additional deterrent to intruders.

(f) Trees should not be planted in locations where they may be used for climbing to gain access to properties, or where they may obscure lighting or CCTV.

(g) Hard landscaping features should be long lasting and resistant to vandalism. Street furniture should be designed and located to discourage inappropriate use and so that it does not provide a means to gain access to property.

Physical security specifications
4.6 It is important that a high level of physical security is incorporated in building construction to create a secure environment in the dwelling. In order to achieve this and meet ‘Secured by Design’ requirements, developments should conform to the minimum standards of security as outlined in Appendix 3.
Section 5: SAFER STREETS

5.1 Personal safety is not simply home security, but also the safety of streets and public open spaces more generally. Indeed there is a clear relationship between these elements; if streets are unsafe then this will have clear implications for the security of people’s houses, no matter how well fortified they are. Whilst local crime statistics show that recorded street crime levels have increased, the reality is that street crime in Hillingdon is of a relatively low volume, with current recorded offences at an average of 2 per day for the whole Borough. Half of these recorded offences relate to mobile phones. However the fear of street crime, particularly in some parts of the Borough remains relatively high, particularly of attacks, that can inhibit the mobility of some members of the community to an unacceptable degree. Development proposals should therefore take account of the guidelines set out below for the creation of safer streets and a safer environment.

Layout

5.2 Secure street layouts are those that encourage pedestrian use and the regular presence of law-abiding people. The main considerations for a satisfactory street layout, include the following:

(a) The design and layout of streets and footpaths should ensure an appropriate level and flow of pedestrian movement by providing convenient, easily accessible and well signposted connections to other streets, amenities and facilities.

(b) The design and layout of residential areas should seek to eliminate any unnecessary through traffic.

(c) The design and layout of streets and footpaths should ensure that they are well overlooked by nearby residential properties.

(d) Active frontages to streets and footpaths such as front doors, living room and kitchen fenestration should be maximised at ground floor level. Blank flank walls, back garden walls and development offering low natural surveillance should be avoided.

(e) Streets and footpaths should offer a high degree of pedestrian visibility in terms of sightlines and hidden spaces.

(f) Recessed entrances (including shop fronts) or any other recesses in the frontage (such as side alleyways) should be avoided. Where this is unavoidable, such recesses should be closed off when not in use with a gate or grill.

Lighting

5.3 Satisfactory lighting of streets and footpaths is vital to achieving a safe environment after dark. The main considerations for satisfactory lighting include the following:

(a) All lighting schemes should be developed in conjunction with the Council’s lighting engineers.

(b) All new streets and footpaths should be lit to the highest standard as defined in BS 5489 EN 13201.
(c) Lighting should be carefully placed to avoid light pollution of nearby residential properties.

(d) The type and capacity of lighting should where appropriate, be suitable for CCTV.

**Shop fronts**

5.4 There is a need to balance the security needs of shop owners with the appearance of certain types of security on shop fronts. External solid grills and shutters should be avoided because a major source of street lighting in retail areas comes from shop fronts; and also because they have a negative effect on the appearance of the street scene and on people’s feelings of security after-hours. Instead the use of laminated glass and internal security grills that allow the shop display to light the street and provide visual interest after-hours is encouraged.

**Landscaping**

5.5 Whilst landscaping is important in terms of the visual amenity of an area, the location and type of planting can impact on the potential for surveillance and personal security for street users. The following guidelines should therefore be considered in the design of landscaping in the streetscene:

(a) Planting should not conflict with the need for natural surveillance, in particular it should not obscure views and access points such as doors and windows or create hidden areas.

(b) In general, planting next to the footpath should consist of low growing plants with taller shrubs and trees to the rear.

(c) Trees and large bushes should not be planted so that they will obscure street lamps, CCTV and signage or facilitate unauthorised access to private areas.

**Street Furniture**

5.6 The attractiveness of a street affects people’s perception of street safety. Street furniture, in terms of type, quality, arrangement and maintenance can have a major impact on the appearance of the street scene and on people’s feelings of security. The main considerations for satisfactory street furniture include the following:

(a) Streets and public spaces should not become cluttered by street furniture in a way that obstructs visual linkages or pedestrian movement.

(b) Signage and barriers should be designed and sited so that they are clear, legible and of an appropriate size; for example finger post signage should be used where possible instead of larger signage boards.

(c) Street furniture should adopt materials that are visually appealing, of durable quality, and not as easily vandalised. New furniture should be carefully chosen and respond to the existing street character and its surrounding streetscape or landscape.

(d) Seating within the streetscene should be carefully sited to ensure that it is not likely to attract inappropriate loiterers or cause a nuisance to neighbours.
Section 6: SAFER PARKS AND OPEN SPACES

6.1 Parks and open spaces perform a vital role in terms of meeting amenity, leisure and recreational needs of the local community. Safe open spaces including parks and children’s play areas may provide recreational opportunities for young people that will deter them from anti-social behaviour on streets and other inappropriate places. Parks and open spaces are however one of the most difficult areas in which to create a secure environment. Where parks and open spaces are under-used, they can become vulnerable to anti-social use. Development proposals should take account of the guidelines set out below for the creation of safer parks and open spaces.

(a) Open spaces should be provided to meet a clearly defined purpose and this should be clear to users. ‘Space Left Over After Planning’ should be avoided.

(b) All open space should be clearly defined as to whether they are public or private areas.

(c) Open spaces should be fronted by development that will offer natural surveillance throughout the day. Development that includes rear boundaries against open space will be discouraged. Children’s play areas should be well defined and located in places where adjoining uses offer informal natural surveillance.

(d) Solid walls that prohibit visibility and encourage graffiti should be avoided. Parks should be clearly defined by boundaries, railings and gates.

(e) Some public spaces may be best closed at night and may not require lighting, which might only encourage inappropriate use.

(f) Open spaces should generally be designed to prevent unauthorised vehicular traffic.

(g) Cycle paths should be integrated with open spaces in order to maximize the use of the area.

(h) As general guidance, shrubs should have a mature growth height no higher than 1 metre and trees should have no foliage below 2 metres, thereby providing greenery while giving users a clear field of vision and avoiding potential hiding places.

(i) Fixtures such as planters, seating, bins and walls should be of a robust material and located so that they do not offer climbers access to park buildings or adjoining dwellings.

(j) Public facilities should be clearly signposted throughout the park.

(k) Careful consideration should be given to the provision of CCTV in car parks associated with ‘country parks’ and other larger public open spaces.
Section 7: SAFER TOWN CENTRES AND COMMERCIAL AREAS

7.1 Town centres must provide a high quality safe environment if they are to continue to be places where people wish to live, work, shop and visit and where businesses wish to invest. Whilst people generally feel safe to visit most town centres during daylight hours, there can sometimes be a reluctance during evenings when centres may be less busy. When the sense of security disappears or is absent, the role of the town centre will begin to break down. Development proposals should take account of the guidelines set out below for the creation of safer town centres and other commercial areas.

(a) A mix of appropriate uses should be provided within town centres to attract visitors at all times of the day and evening. This may include residential uses above ground floor retail uses.

(b) A mix of appropriate uses should also be provided within town centres to attract a range of users, in terms of gender, age, mobility and incomes.

(c) Residential units on upper floors should overlook the public street so as to increase natural surveillance.

(d) Active frontages to streets and footpaths should be encouraged at ground floor level; blank flank walls, back garden walls and development offering low natural surveillance should be avoided.

(e) Good public transport links should be provided to town centre developments and other commercial areas to reduce the need to travel by private transport. Public transport routes should have strategically located pick up and drop off points so as not to encourage unnecessary isolated walking. Public transport stops should generally be overlooked and located in areas where there is high activity and good street lighting levels.

(f) All public access routes should be well lit and should encourage the movement of pedestrians.

(g) Private access routes, such as side passageways and rear service yards should be properly secured in the interests of security and to deter anti-social behaviour.

(h) Security lighting, alarm systems and CCTV should be provided where appropriate to ensure adequate surveillance levels.

(i) Whilst CCTV can play an effective role in reducing crime it may sometimes be considered to be intrusive in terms of visual amenity and people’s privacy. The appropriate use and siting of CCTV systems should be considered carefully and it should never override the need to increase natural surveillance methods. CCTV systems should focus on the main access points to a site with regular ongoing surveillance checks and monitoring.

(j) Retail units should avoid deep recesses on shop fronts that may attract loitering and provide hiding places.
(k) Landscaping schemes should provide a high quality and safe environment. As general guidance, shrubs should have a mature growth height no higher than 1 metre and trees should have no foliage below 2 metres, thereby allowing 1 metre clear field of vision.

(l) Automatic Teller Machines should be installed only where they front onto main streets so that users are not isolated; areas that are poorly lit or in shadow should be avoided.

(m) External solid grills and shutters should be avoided because a major source of street lighting in retail areas comes from shop fronts; and also because they have a negative effect on the appearance of the street scene and on people’s feelings of security after-hours. Instead the use of laminated glass and internal security grills that allow the shop display to light the street and provide visual interest after-hours is encouraged.
Section 8: SAFER CAR PARKS

8.1 Circular 5/94 notes that ‘car parking areas can be especially prone to crime: developers and local authorities are therefore advised to liaise with the police when considering their design and location.’ When vehicles are left temporarily, particularly in public areas, this opens opportunities for criminal activity such as theft and attacks. The two main aims for safer car parking are firstly, to provide safe and secure facilities where vehicles can be left and secondly to provide facilities where people feel safe and secure to access. Development proposals should therefore take account of the guidelines set out below for the creation of safer car parks.

(a) The ‘Secured Car Parks’ scheme sets out guidance for car park owners, operators, and developers on establishing and maintaining safe and secure parking facilities. It suggests that potential problems can be minimised if careful attention is paid to levels of lighting, limiting the number of access points and surveillance by staff or CCTV. Proposals for parking facilities should be developed in liaison with the police and comply with the ‘Secured Car Parks’ scheme.

(b) All types of parking facilities should be accessible to the elderly, families and people with disabilities.

(c) A flexible approach to parking layouts should be adopted wherever possible, utilising where appropriate, on and off street parking and a small amount of courtyard parking. Large separate garage courts should be avoided in preference to smaller, convenient parking areas, orientated in such a way that they are subject to natural surveillance.

(d) Any parking layout that obstructs or removes the natural surveillance of pedestrian routes or is poorly overlooked should be avoided. Pedestrian pay points should be located in a well lit area of maximum security.

(e) There should be clear and easily identifiable visual links across the development; blind corners and dead ends should be avoided.

(f) Lighting of all car parks should be at the levels recommended by BS 5489 and EN 13201 and a certificate of compliance provided. Walls and ceilings should have light finishes to maximise the effectiveness of lighting.

(g) Where there is sporadic and less frequent movement of people, CCTV systems should be installed, where appropriate, to increase surveillance in the area.

(h) Multi-storey car parks should include clear orientation and directional signs and all pedestrian routes within them should avoid recessed spaces and poorly lit areas.

(i) Every effort should be made to restrict unauthorised access into car parks. With regard to multi-storey car parks, access controls should be applied to all pedestrian and vehicular entrances.

(j) Careful consideration should be given to the materials used in order to provide an attractive, durable environment that will also deter graffiti and vandalism.
(k) Inward opening automatic gates or roller grilles should be located at the building line or at the top of ramps so that they are capable of being operated remotely by the driver whilst sitting in the vehicle. This will also allow easy access by a disabled driver.
Section 9: SAFER WATERSIDE DEVELOPMENTS

9.1 Hillingdon’s waterways are an important accessible, cultural and environmental asset. They play an important part in tourism through the provision of publicly accessible areas for informal recreation and educational purposes, and as an attractive location for other forms of development. However their linear nature with few crossing points can segregate areas and may provide increased opportunities for crime. Development proposals should therefore take account of the guidelines set out below for the creation of safer waterside developments.

(a) The principles set out in ‘Under Lock and Quay - Reducing Criminal Opportunity by Design: a Guide to Waterside Development and Improvement in London’, that was published by the Metropolitan Police and British Waterways in May 2000, should be taken into account in the design of waterside developments. In addition ‘Guidelines for Canal-side Development’ (2000) by the London Canals Committee should also be consulted.

(b) Appropriate mixed use developments should be encouraged along waterfronts to extend the length of time when there is activity in the buildings and to encourage greater numbers of pedestrians along the waterfront during the day and evening.

(c) Siting and orientation of new buildings should positively address the waterway and issues of security and safety. The height, mass and scale of buildings should respect the existing buildings and the waterway itself and be of human scale at ground floor level.

(d) Boundary treatment should retain waterside character whilst allowing for good visibility and natural surveillance without compromising the security and privacy of adjacent users.

(e) Extensive lengths of fencing and car parking areas fronting on to waterways should be avoided.

(f) Water based activities that complement uses on the land should be encouraged to add vitality to the area, where appropriate, and according to the physical constraints of the waterspace.

(g) The frequently isolated nature of waterways makes good signage vital to the waterside environment. All nearest access routes along canals and rivers should be clearly signposted with destination and distance clearly marked.

(h) Direct access and strong linkages are encouraged to maintain a high level of pedestrian circulation. Access points should be high profile, well defined and of high environmental quality.

(i) British Waterways stress that lighting can encourage the use of waterfronts after dark, although an assessment should be made of whether a particular site is appropriate for 24-hour access.

(j) Security is a major concern for industrial development along waterfronts, primarily due to the lack of activity around the site after hours. Siting, layout and boundary treatment are therefore important elements in such developments.
(k) Where public open space adjoins a waterfront, measures should be taken to ensure a strong relationship between the open space and the waterfront by creating linked and functional open spaces. Any adjoining built development should overlook open spaces to provide natural surveillance. Soft landscaping should be appropriate for open spaces adjoining a waterfront and take into account issues of security and safety.
Section 10: FURTHER ADVICE

10.1 For any additional information on any of the issues set out in this supplementary planning guidance please contact:

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Appendix 1

‘SECURED BY DESIGN’ AND ‘SECURED CAR PARKS’:
PROCESS FOR APPLICATIONS

1.1 Time constraints do not allow for a Crime Prevention Design Adviser (CPDA) to provide comprehensive detailed reports for each application. Applicants for ‘Secured by Design’ recognition in Hillingdon will be expected to comply with all appropriate measures as advised in this document together with any other site specific requirements as identified by the CPDA in writing.

1.2 Applicants should visit www.securedbydesign.com for further information about how to make an application. The application form can be downloaded from this website.

The application process in Hillingdon is as follows:
- Meet with CPDA prior to planning application, preferably at concept stage
- Provide application and drawings as appropriate for written comment by the CPDA if necessary
- CPDA to meet with the builder and developer on site at the beginning of the project to check contractual requirements
- CPDA to meet with the builder on site 6 weeks from the end of the contract to check compliance
- Final site visit and award of SBD Certificate
CHECKLIST FOR DEVELOPERS: HAVE YOU CONSIDERED WHETHER:

☐ 1. The standards and specifications as set out in Association of Chief Police Officers “Secured by Design” website (www.securedbydesign.com) are met.

☐ 2. There is maximum natural surveillance of public and communal spaces, including streets, footpath and play areas.

☐ 3. Boundaries are clearly defined to indicate whether areas are in public or private ownership.

☐ 4. All entrances and exits are well lit and visible to passers by and/or from neighbouring properties.

☐ 5. Pathways are well lit, well overlooked, direct and allow ease of access.

☐ 6. Recessed entrances (including houses and shop fronts) and any other recesses, such as alleyways are avoided.

☐ 7. New alleyways, where deemed necessary, are suitably gated.

☐ 8. Car parking is well lit, overlooked or in view of passers by and accords with the “Secured Car Parks” guidelines.

☐ 9. Open spaces serve a definite function and are fronted by development that offers natural surveillance throughout the day.

☐ 10. Blank walls are avoided as far as possible, particularly fronting onto open spaces.

☐ 11. Appropriate defensible planting has been used to deter intruders

☐ 12. Landscaping does not create areas of concealment nor obscure entrances or lighting, CCTV and signage.

☐ 13. Materials have been carefully selected to deter graffiti and vandalism. Use of railings to avoid ‘graffiti walls’ and maximise natural surveillance is recommended where appropriate.

☐ 14. Shop fronts and other commercial premises should use alternatives to solid grills and shutters for their protection.

☐ 15. Lighting meets current standards, is not likely to be obscured by planting and avoids nuisance to nearby residents.

☐ 16. CCTV is provided where appropriate and carefully located, with regular ongoing surveillance and monitoring. Advice from the CPDA should be sought.

PHYSICAL SECURITY SPECIFICATIONS

INTRODUCTION

1.1 It is important that a high level of physical security is incorporated in building construction; once a development has been built the most cost-effective opportunity to incorporate security and safety measures will have been lost. All developments should therefore comply with all appropriate measures as advised in this document; conform to at least the minimum standards of security set out on www.securedbydesign.com; and meet any other site specific requirements as identified by the CPDA.

1.2 The design principles and physical security specifications as detailed in Secured by Design and identified by the CPDA relate to the following features:

(a) Doors

Front Doors including all
- doorsets (note that there is also a Hillingdon Police Policy for Secure Residential Doorsets)
- door locks
- door frames
- glazed panels
- door furniture (door chain, door viewer, letter plate)
- door positioning (main entrance doors should be positioned so that callers at the door can be seen from neighbouring properties. It is therefore preferable to place entrance doors to the front of the property and not to recess them. In any event they should not be recessed by more than 600mm).

Side and Back Doors (list of features to be considered are as for front doors, although specifications may differ).

Sliding Patio Doors (list of features to be considered are as for front doors, although specifications may differ).
- In particular an anti-lift device must be fitted and the frame must not be easily demountable by access to screws or similar connections.
- In addition, glazed panels, in and adjacent to external doors, must be laminated (inner pane) to a minimum thickness of 6.4 mm and securely fixed in accordance with Glass and Glazing Federation guidelines.

French Windows (list of features to be considered are as for front doors, although specifications may differ).
- In particular doorframes must be securely fixed to the structure of the building at maximum 600mm centres and 300mm from each corner. The rebate, if not shaped, should be adequately glued and pinned.
- In addition, glazed panels, in and adjacent to these doors, must use 7.5mm laminated glass on the inner pane and securely fixed in accordance with the Glass and Glazing Federation guidelines.
Flat Entrance Doors Served off a Shared Corridor or Stairway (list of features to be considered are as for front doors, although specifications may differ).

- In particular doors to flats that exceed a floor level of 4.5 m should meet all relevant means of escape requirements as advised by building control.

Communal Entrance Doors (list of features to be considered are as for front doors, although specifications may differ).

- There should be particular attention to the details of the lock to prevent unauthorised release from outside; and doors of satisfactory strength to deter entry and vandalism. Access control measures will also be required to prevent trespass into the communal parts of a building and reduce the risk of burglary through the private flat entrance doors. The specification of these measures will vary according to the number of flats served by a common entrance.

Garage Doors (list of features for external pedestrian access doors are as for side and back doors. The type of vehicle access doors and locking system should be carefully considered and discussed with the CPDA).

(b) Windows including all
- window frames
- window locks, shootbolts and hinges
- glazing

Note that there is a Hillingdon Police Policy for Casement and Tilt and Turn Windows

(c) Conservatories
- Where the conservatory forms part of the perimeter wall or primary living area of that dwelling, there must be an internal door (treat as appropriate external door standard).

(d) Intruder Alarms
- A 13amp non-switched fused spur should be installed close to and in view of the consumer unit in all dwellings.

- Purchasers of homes built for sale must have the installation of an alarm system offered to them. You may wish to install core wiring during the build to make future installation of an alarm easier.