

2.9

GENERIC PROVISIONS COMMUNITY SAFETY







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Part 2 Generic Provisions

2.9 Community Safety

Council is committed to providing a safe physical and social environment for the community. In recent years, the NSW Government has encouraged councils to ensure development proposals adequately address matters of community safety. To support this direction, councils and NSW Police have promoted the concept of Crime Prevention Through Environmental Design (CPTED) in reviewing both the safety aspects of existing spaces and in considering new development. CPTED involves designing buildings and spaces in a way that applies four principles: surveillance, access control, territorial reinforcement and space management. Those principles form the basis of this section.

In 2001, the NSW Government released *Crime Prevention and the Assessment of Development Applications: Guidelines* under Section 4.15 of the *Environmental Planning and Assessment Act 1979* (EP&A Act). The Guidelines established two steps which councils must undertake in the assessment of development applications:

1. Assessing all applications against basic CPTED design principles; and
2. Undertaking a crime risk assessment for specifically identified development types.

This section of the DCP sets out detailed objectives and controls for CPTED against which Council will assess all developments. In addition, this section stipulates the development types that will be subject to a formal crime risk assessment process under Section 2.9.5.

2.9.1 Objectives

- 01 To contribute to the safety of the public domain and optimise the use of public spaces and facilities by the community, through the creation of a physical environment that encourages a feeling of safety.
- 02 To ensure all development applications are assessed against the four core CPTED principles to enhance community safety.
- 03 To promote the design of private and public spaces which contribute to community safety, including all developments carried out by Council, other levels of government and public agencies.
- 04 To orientate buildings to maximise surveillance from the street to the building, from the building to the street and between buildings.
- 05 To ensure individual dwelling entries in multi dwelling housing, and the main building entry in other forms of residential buildings, are clearly visible from the street frontage or other vantage point offering natural surveillance to enhance the safety and security of building users.
- 06 To ensure communal areas in a development are well defined and have a reasonable level of surveillance of such spaces (for example, car parks and communal open space).
- 07 To encourage development which adjoins laneways, alleyways, parks and open spaces or other public areas to contribute to the safety of those areas by maximising opportunities for surveillance.

- O8** To encourage the use of external lighting to improve the safety and security of property by increasing opportunities for casual surveillance and deterring illegal access.
- O9** To minimise unintended or unauthorised access to any premises by the appropriate design and location of built and natural elements.
- O10** To reduce opportunities for unauthorised access to buildings by the use of appropriate security devices.
- O11** To provide clear numbering to buildings to prevent unintended access and to assist persons (including emergency personnel) trying to find the building.
- O12** To avoid blind or sharp corners along pathways or in stairwells, hallways and car parks as this inhibits surveillance.

2.9.2 Crime Prevention Through Environmental Design (CPTED)

The purpose of CPTED is to design, manage or manipulate the environment to reduce the opportunity for crime to be committed. As well as reducing opportunities for crime against property, this informally extends beyond a house and into the adjoining public space.

Generally, criminals are less likely to commit a crime when there is:

1. A greater risk of being seen, challenged or caught;
2. A greater effort required; and
3. A lesser actual or perceived reward.

The built environment can be designed, managed or manipulated to ensure:

1. There is more chance of being seen, challenged or caught;
2. Greater effort is required; and
3. The actual or perceived rewards are less.

2.9.3 CPTED principles

2.9.3.1 Surveillance

This principle asserts that the attractiveness of crime can be reduced by providing opportunities for effective surveillance, both natural and technical. Strong surveillance means people can see what others are doing and would-be offenders are often deterred. Effective surveillance can be achieved by various design initiatives:

1. Siting buildings and structures to face the street, other buildings (without causing privacy issues) and communal and public areas (such as car parks, pedestrian access ways, playgrounds, swimming pools or gardens);
2. Appropriately designing entrances to ensure that they are visible from the street;
3. Avoiding or eliminating blind corners in areas where movement is predicted (on stairs, in corridors or along pathways);
4. Using appropriate lighting (in accordance with relevant Australian Standards) to enable people to see, and be seen, whilst avoiding amenity impacts upon neighbouring properties;



5. Carrying out suitable site landscaping (where appropriate to the context) without obscuring sight lines or providing opportunities for the concealment of intruders;
6. Ensuring shopfronts allow an outlook to the public domain and have a positive streetscape appearance by avoiding the use of roller shutters or other solid shutters; and
7. Ensuring the appropriate location of public facilities associated with developments such as automatic teller machines (ATMs), telephones, bicycle storage and the like by locating those facilities in areas of high use and incorporating security features into their design.

Surveillance from windows over vehicle routes, in an industrial complex.	To maximise surveillance and minimise the creation of hiding places, landscaping along pedestrian pathways, car parks and play areas should be limited in height.

2.9.3.2 Access control

Access control uses physical and symbolic barriers to attract, channel or restrict the movement of people in order to make it clear where people are permitted to go or not go. Barriers minimise opportunities for crime and increase the effort required to commit crime. Conversely, illegible boundary markers and confusing spatial definition make it easy for criminals to access restricted areas.

Effective access control can be achieved by various design initiatives including:

1. Providing clearly visible access to and egress from car parks, together with adequate directions to lift wells, stairwells and other facilities;
2. Minimising unintended access by intruders to a building or a neighbouring property through the careful placement of built and natural elements like carports, fences and proposed trees;
3. Effectively using fencing or other means to delineate private and public areas without obstructing sightlines by high opaque barriers; and
4. Appropriately designing and installing security measures (like open-mesh security grilles and doors) to reduce the likelihood of unauthorised access to buildings and communal areas whilst ensuring natural surveillance, compatibility with the character of the surrounding streetscape and fire safety.



Access to public and private areas need to be clearly defined to make it clear where people may go.



Security measures such as grilles should not preclude fire safety or obstruct surveillance from the dwelling to the street.

2.9.3.3 Territorial reinforcement

Territorial reinforcement is based on the principle that people usually protect territory that they feel is their own and have a certain respect for the territory of others. Fences, paving, art, signs, good maintenance and landscaping are some physical ways to express ownership. Identifying intruders is much easier in a well-defined space. Furthermore, an area that looks protected gives the impression that greater effort is required to commit a crime. A cared for environment can also reduce the fear of crime.

Effective territorial reinforcement can be achieved by various design initiatives including:

1. Ensuring ease of building identification through clear numbering of all buildings and individual dwellings, use of directional signage in larger developments and other measures to help people to locate the building and to discourage unintended access; and
2. Ensuring boundary delineation by the use of fencing (where appropriate) or paving changes, design elements, planting or other features which clearly define public and private areas.



This industrial estate provides an identifiable street address and good surveillance by the placement of windows and a kiosk at the entrance to the premises.



Buildings displaying an identifiable street or unit number at a prominent location help in easier identification of buildings.



Territorial reinforcement can be achieved in subtle ways such as paving design to delineate public walkways and areas.



Locational maps for larger developments, particularly industrial, helps in correct identification.

2.9.3.4 Space management and maintenance

Space management and maintenance is linked to the principle of territorial reinforcement and ensures that space is appropriately utilised and well cared for. Space management and maintenance strategies include activity coordination, site cleanliness, rapid repair of vandalism and graffiti, replacing faulty or broken pedestrian and car park lighting and removing or refurbishing old or destroyed physical elements.

Space management and maintenance can be difficult to assess at the development application stage since it relies mainly on behavioural approaches to maintaining spaces rather than design details shown on plans. However certain types of developments will be required to submit a Plan of Management (POM) which outlines a commitment towards the ongoing maintenance and management of spaces and security arrangements for a site. If the application is approved, it must comply with the approved POM. For a list of development types that may require a POM, refer to C17 under Section 2.9.5.

Effective space management and maintenance can be achieved by various design and operational initiatives including:

1. Minimising opportunities for vandalism by using certain building materials (laminated glass, anti-graffiti paints and clear over-sprays), design aspects (avoiding blank walls, anchoring street or communal furniture) and lighting design (high mounted and protected lights);
2. Using materials which are hard-wearing (such as masonry) to reduce maintenance and provide the basis for an attractive, well cared for development; and
3. Providing for prompt maintenance of buildings and places by notifying occupants how to report maintenance problems or vandalism.

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External lighting should be vandal resistant by being high mounted and/ or protected.



Communal or street furniture should be made of hard-wearing, vandal-resistant materials and be secured by study anchor points.



Signage should be installed to address site cleanliness where warranted, to reinforce an image that the space is well cared for.

2.9.4 Role of NSW Police

The NSW Police has prepared a 'Safer by Design' strategy which promotes consultation and cooperation between the police and councils in implementing the principles of CPTED.

Under *Safer by Design*, police officers have been trained in CPTED principles and appointed as Crime Prevention Officers (CPOs) to liaise with councils and local communities on crime prevention and community safety issues.

Council supports a collaborative approach to safety issues and consults with the Local Area Commands (LACs) on particular development proposals. Council may refer the following type of development proposals to LACs:

1. Multi-dwelling housing (12 or more dwellings);
2. Mixed use developments (with 10 or more dwellings);
3. Serviced apartments, backpackers' accommodation or boarding houses containing 12 or more apartments or residents;
4. New or proposed upgrading of a commercial or retail development (including shopping centres and cinemas)*;
5. New or proposed upgrading of an industrial or warehouse development*;
6. New or proposed upgrading of educational establishments*;
7. Transport interchanges;
8. Recreation facilities or community facilities**;



9. Clubs or hotels (for extended hours or gaming rooms);
10. Service stations or convenience stores;
11. Hospitals;
12. Sex services premises and restricted premises; and
13. Other uses that normally attract large numbers of people, such as an entertainment facility or a public administration building.

** A referral to NSW Police will be considered if this type of development involves 1,000m² or more of gross floor area or, in case of educational establishment, increases in the number of students by 50 or more and is either a new building, or the subject of major alterations and additions with work affecting more than 50% of the gross floor area of the existing development.*

***In respect to referrals for parks and landscaping projects, any recommendations relating to lighting intensity will be balanced against Council's need to avoid light spill onto neighbouring properties.*

Police involvement in respect to other matters may be sought as required, to assist Council in achieving its objectives for community safety.

2.9.5 Controls to achieve community safety through design

- C1** All applications must, at a minimum, demonstrate that consideration has been made of the four CPTED principles contained in Section 2.9.3. The way in which the proposal addresses those four principles must be discussed in the Statement of Environmental Effects (SEE) and noted on plans to be submitted with the development application.
- C2** The building entrance or entrances must be visible from the street.
- C3** Pathways must be straight and blind corners avoided (including on stairs, in corridors or in other situations where movement can be predicted). If blind corners cannot be avoided in the development then they must be treated to Council's satisfaction.
- C4** The main pedestrian entrance to premises (including uses situated above commercial/retail development) must be in prominent positions (such as, at the front of the building facing the street) and must be easily recognisable through design features and/or directional signage. Such entrances must not be provided from rear lanes except where:
 - i. The lane is well lit;
 - ii. There is some natural surveillance of the lane from adjoining dwellings;
 - iii. The development provides adequate surveillance of the lane;
 - iv. The lane provides access to other buildings;
 - v. The lane is not regularly used by service vehicles; and
 - vi. The lane is safe for pedestrian to walk at all times.
- C5** The building must be designed to overlook the street and internal communal areas (where applicable) by the placement of windows, balconies and other features within the building facade or facades (if located on a corner). Such openings must not impact the privacy of adjoining neighbours and must be designed in accordance with the privacy controls of this DCP.
- C6** Where a communal car park is part of the development:
 - i. Suitable security arrangement must be in place to ensure all vehicles in the parking area and all entrances and exits to and from

the communal parking area are secure and only authorised users have access; and

- ii. Signage must be installed at the entrances and throughout the car park to provide both pedestrians and drivers with a clear understanding of the direction to stairs, lifts and exits.

C7 Development on properties which adjoin a rear or side laneway or alleyway and where development is capable of overlooking the laneway or alleyway must include a reasonable number of openings on associated elevations. Such openings must not impact the privacy of adjoining neighbours and must be designed in accordance with the privacy controls of this DCP.

C8 Roller shutters or other solid shutters are not permitted on window and door openings that have frontage to the street or are adjacent to public open spaces.

C9 Security grilles and security doors must be permeable (able to be seen through), complement the architectural features and materials of the building and be openable from inside in case of emergency.

C10 The street number must be conspicuously displayed at the front of a development or the front fence of such development.

C11 In buildings which contain multiple occupancies, each individual occupancy, dwelling unit or shop must be clearly numbered.

C12 Each building entry must clearly state the unit numbers accessed from that entry.

C13 External lighting must be provided, including, at a minimum, at the main pedestrian entry to a building and all communal areas.

C14 Lighting must be directed towards access or egress routes to illuminate potential offenders rather than towards buildings or occupant observation points (including the subject or neighbouring buildings).

C15 To avoid creating a nuisance by light spillage onto neighbouring properties, outdoor lighting must comply with any relevant Australian Standard.

Refer to Australian Standard AS4282-1997- Control of the obtrusive effects of outdoor lighting for details.

C16 All outdoor areas devoted solely to pedestrian use and other areas where there is a mix of pedestrians and vehicles or cyclists including outdoor carparks, must comply with any relevant Australian Standard.

The relevant Standard providing controls for outdoor lighting for areas used by a mix of pedestrian, vehicles and cyclists is Australian Standard AS/NZS 1158.3.1:1999- Road lighting – Part 3.1: Pedestrian area (Category P) lighting-performance and installation design requirements.

C17 A POM detailing security arrangements must be submitted for the following developments:

- i. Twenty-four hour operation of commercial or industrial premises;
- ii. Multi dwelling housing (12 or more dwellings);
- iii. Mixed use developments (with 10 or more dwellings);
- iv. Tourist and visitor accommodation and boarding houses capable of accommodating 12 or more residents;



- v. New or proposed upgrading of a commercial or retail development (including shopping centres and cinemas);
- vi. New or proposed upgrading of an industrial or warehouse development;
- vii. New or proposed upgrading of educational establishments;
- viii. Transport interchanges;
- ix. Recreation facilities or community facilities;
- x. Clubs or hotels (for extended hours or gaming rooms);
- xi. Service stations or convenience stores;
- xii. Hospitals;
- xiii. Restricted premises and sex services premises including brothels;
- xiv. Other uses that normally attract large numbers of people, such as a place of public worship, an entertainment facility or a public administration building;
- xv. Premises which are either open late at night or early in the morning and where Council considers there may be potential for disturbance associated with the land use; and
- xvi. Any other land use which in Council's opinion must demonstrate a suitable security arrangement.

NB *Details on what information to be included in a POM are provided in Development Application Guidelines which is a non legal part of this DCP.*

NB *Council may exercise discretion in respect to the requirement for a POM detailing security arrangements if the development type is minor or it is for new or additions to commercial and industrial development.*

C18 Public facilities like ATMs, telephones, toilets, help points, bicycle storage must be located in highly visible and well lit locations. They must not be located in recessed spaces or near places where people may hide, such as fire exits.

2.9.5.1 Additional controls for sex services premises or restricted premises

C19 In addition to the above controls, premises used for sex services premises or restricted premises, must comply with additional controls:

- i. Car parks and entrances must be well lit and, where necessary, security staff employed;
- ii. The premises must not be located in an isolated area where there are large tracts of land and reduced surveillance as a result of fewer people unless extensive security arrangements are made;

NB *The assistance of NSW Police may be sought when assessing this particular aspect of an application.*

- iii. Business security surveillance equipment must be installed throughout the premises with cameras located in every major area of activity, particularly public entries, hallways, stairs and car parking areas.
 - a. The surveillance equipment must be connected to a central location (such as a reception or cash register area) and monitored by the manager/operator of the premises.

- b. Surveillance data must be recorded, labelled with times and dates and must be kept for a minimum of one month.
- c. Surveillance footage must be made available to NSW Police and Council officers on request; and
- iv. Premises must have an alarm or intercom in each working room used for sexual activity. Those alarms must connect back to a central base (such as reception) that is to be monitored at all times.