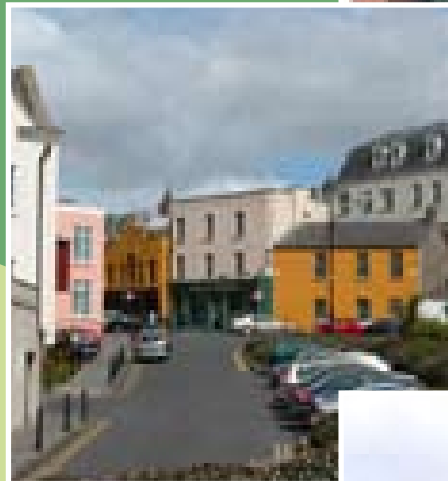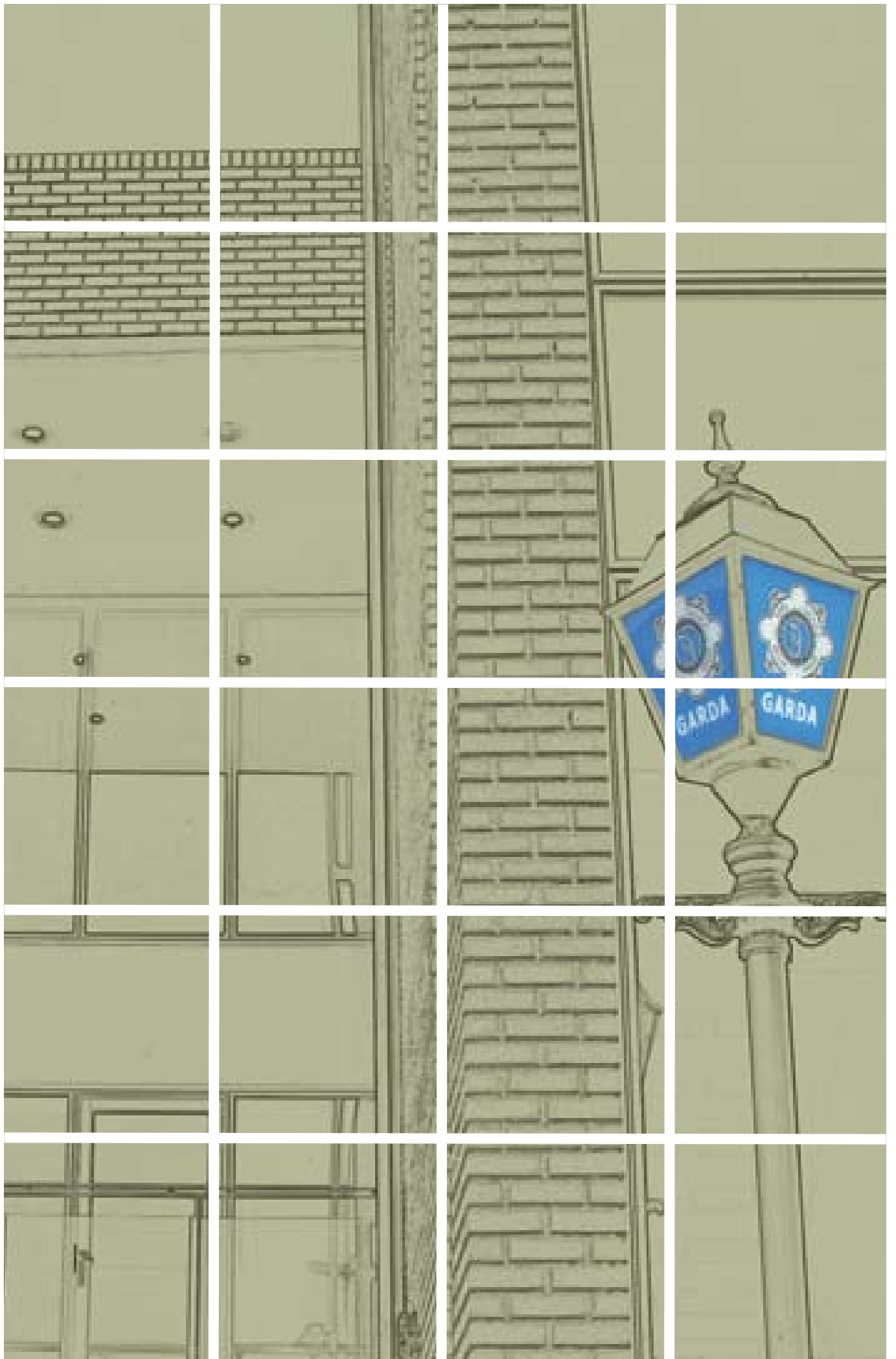# Guidelines for Designing out Anti-Social Behaviour

Anti-Social Behaviour Sub-Committee
(of the Economic Development and Planning Strategic Policy Committee)

At a meeting of the Economic Development and Planning Strategic Policy Committee held on 17th May 2006, a report entitled *'Planning Policies and Design Approaches to Reduce Anti-Social Behaviour'* was considered. This report detailed provisions in Planning Department plans and policies with implications for anti-social behaviour and crime in general.

Following a proposal from Councillor Eamon Tuffy, it was agreed that a sub-committee be set up to examine the matter. Terms of Reference were drawn up and agreed and the purpose of the sub-committee was defined as follows:

'The Sub-Committee shall consider the issue of anti-social behaviour in relation to the role of the Council as planning authority and shall make recommendations on how anti-social behaviour can be reduced through the planning process. The focus shall be on plans, policies, guidelines and planning functions of the Council including the role of the Development Plan, Local Area Plans, planning studies, the assessment of planning applications and enforcement'.

(The Terms of Reference of the Sub-Committee are contained in Appendix 2 and the names of Sub-Committee members are contained in Appendix 3.)

The Sub-Committee met over the period October 2006 to May 2007. Various aspects of anti-social behaviour were teased out and discussed including examples from Sub-Committee members' own experience and areas of expertise. It was agreed that the best way to proceed was to prepare this document *'Guidelines for Designing out Anti-Social Behaviour'*.

The Guidelines are intended as a reference tool for Forward Planning and Development Management in the Planning Department. They contain criteria for proofing planning applications and local area plans, masterplans and planning studies against the potential for facilitating crime and anti-social behaviour. The premise is that by creating a safe, secure and attractive environment, opportunities for anti-social behaviour and crime in general are minimised.

The Guidelines would also be of assistance to staff in other departments of the Council e.g. architects designing a housing layout, engineers planning a road network, parks superintendents designing open spaces, etc. In addition, they are drafted in a manner that would render them accessible to interested members of the public.

The Guidelines were approved by the Economic Development and Planning Strategic Policy Committee on 19th September 2007.

GUIDELINES FOR DESIGNING OUT ANTI-SOCIAL BEHAVIOUR

Residential development should provide passive surveillance of open space

BACKGROUND

These Guidelines were compiled by the Anti-Social Behaviour Sub-Committee of the Economic Development and Planning Strategic Policy Committee, which met over the period October 2006 – May 2007. The names of Sub-Committee members are contained in Appendix 3.

PURPOSE

The Guidelines are intended as a reference tool for Forward Planning and Development Management in the Planning Department. They contain criteria for proofing planning applications and local area plans, masterplans and planning studies against the potential for facilitating crime and anti-social behaviour. The premise is that by creating a safe, secure and attractive environment, opportunities for anti-social behaviour and crime in general are minimised.

The Guidelines would also be of assistance to staff in other departments of the Council e.g. architects designing a housing layout, engineers planning a road network, parks superintendents designing open spaces, etc.

Boundary treatment should be visually permeable

LAYOUT

The Guidelines comprise a series of tables each containing two columns – one listing criteria or issues to be addressed in order to promote safety and security and another setting out practical design measures to address these issues. The first two tables refer to general and detailed urban design considerations, respectively, and these will apply to most forms of development. Tables 3 to 6 inclusive relate to specific realms of development – it is envisaged that most development will fit into at least one of these categories. The tables are as follows:

1. **Urban Design – General**

2. **Urban Design – Detail**

3. **Residential Development**

4. **Town, District and Local Centres**

5. **Open Space and Recreation**

6. **Streets and Roads.**

QUICK - REFERENCE CHECKLIST : APPENDIX 1

A summary table of the main considerations is contained at Appendix 1. This is designed as a quick reference checklist particularly aimed at development management practitioners.

1.   URBAN DESIGN – GENERAL

One of the most effective measures for community safety and crime prevention is the creation of lively, lived-in urban areas and public spaces which are easy to overlook and oversee.

The South Dublin County Development Plan, 2004-2010 contains the 'Sustainable Placemaking Model' (Policy H1, Para 3.3.1, and Chapter 11) which seeks to deliver sustainable communities together with a high quality built environment, through good placemaking. A number of key urban design principles advocated by the model would promote safety and security and thus inhibit anti-social behaviour. These are set out in the table below.

1. URBAN DESIGN – GENERAL	
Criteria	**Measures**
Intensification	An increased scale of development and overall activity, at appropriate locations: - Increased frequency and duration of activity discourages anti-social behaviour.
Diversity	A greater mix of land uses and dwelling tenure types: - Mixed uses including retail, residential and commercial ensure that areas remain lively throughout the day and into the evening, thus promoting security.
Accessibility	Consideration of walking distance to public transport and local services: - An environment that is more pedestrian-friendly generates more casual social interaction, informal supervision and thus, security.
Design Quality	Properly designed buildings and spaces create places that are attractive, safe and secure.

Properly-designed buildings and spaces create places that are attractive, safe and secure

2. URBAN DESIGN – DETAIL

'Safer-by-Design' is the concept of designing the urban environment in a way which promotes passive security. While active security measures such as Garda presence on the streets and private security in buildings play a significant role in creating a sense of security, it is important that the environment is designed in a way which increases the perception of safety and reduces opportunities for crime and anti-social behaviour. Specific urban design measures promoting passive security that apply to most forms of development are set out below.
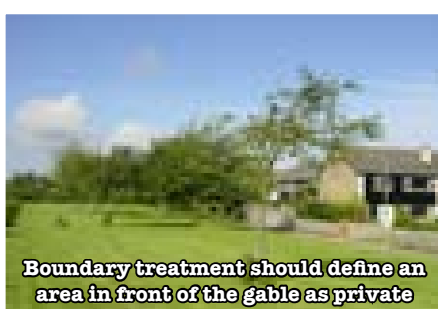

Pedestrian way overlooked by housing

2. URBAN DESIGN – DETAIL

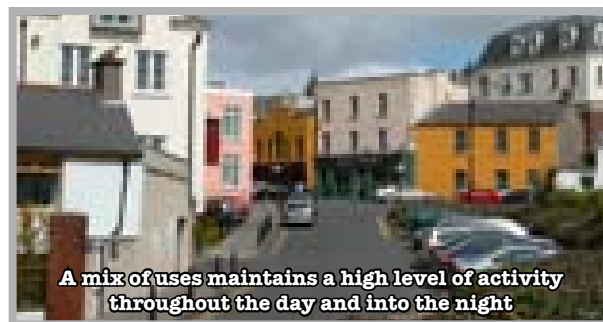| Issues	Measures
Natural surveillance	Buildings should be positioned so that they front onto and overlook the public domain.
Active frontage	Blank facades fronting onto public and semi-communal spaces should be minimised and frontages with windows into habitable areas which overlook streets and parks should be maximised.
Mixed uses	Uses should be mixed, particularly at ground level, in order to add vitality at different times of the day and night. Residential use at first floor level also provides greater security for residents while providing informal surveillance of ground level public places.
Legibility	It should be easy to understand how to travel through an area. Routes and access points should be well-lit and well-defined.
Permeability	Streets should form an integrated network. Cul-de-sacs terminating in blank walls without well-designed, well-lit and supervised pedestrian access (escape routes) should be avoided. While permeability is desirable, the number of routes through an area should be carefully considered. Too many routes through a small area will dilute activity levels, leaving areas vulnerable to anti-social behaviour. All routes should be necessary and should lead to somewhere people want to go.
Integration of secondary routes	Secondary and internal estate routes for pedestrians, cyclists and vehicles should, in most cases, run alongside each other and not be segregated. In the case of main roads, keeping pedestrians/cyclists and vehicles at the same level may result in negative impacts such as noise, fumes and traffic hazard. However, this needs to be balanced with the fact that the separation of pedestrians/cyclists and vehicles can also result in a negative environment including the creation of intimidating spaces such as subways, footbridges, underpasses and areas below viaducts.
Safe pedestrian routes	Footpaths should be wide, well-lit, should follow a direct route and should avoid secluded corners or bends that might provide hiding places. Footpaths should be directly overlooked by surrounding buildings and activities.
Communal/private open space	Buildings with overlooking windows should form a perimeter around areas of communal or private open space.
Landscaping	Planting should not be too high or dense in order to avoid screening potential assailants. Tree canopies should be a minimum of 2m above ground level.
Boundary treatment	Boundary treatment should be visually-permeable. Where walls or planting are required, they should be low enough not to provide cover.
Secure parking	Parking should be located on-street in front of buildings or in secure private courtyards.
Sense of place	Design should enhance or create a sense of place and identity. When people identify with public space as a component or extension of their own space, they are more likely to respect and maintain it.
Community involvement	Ideally, the community should be involved at design stage in order to foster a sense of ownership and belonging.

It is particularly important that the residential domain does not facilitate anti-social behaviour as people need to feel safe in their neighbourhoods and homes. The table below sets out design measures that would contribute towards a more secure residential environment.

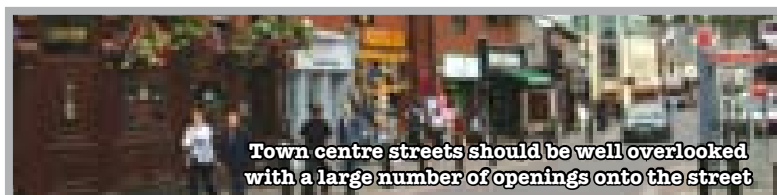| 3. RESIDENTIAL DEVELOPMENT	
Issues	**Measures**
Mix of types and tenures of dwellings	A mix of dwelling types and tenures should be sought in individual developments as well as in the area as a whole. This would help avoid large disadvantaged areas of single-type housing creating ghettoisation and its attendant anti-social problems. Adaptable housing catering for a mix of age-groups also avoids a 'life-cycle' in estates.
Grid layout	A traditional grid layout is preferable to a cul-de-sac layout. The grid spreads activity and avoids the need for segregated footpaths between neighbourhoods as the streets themselves perform this role.
Appropriate height	Building heights above 6 storeys reduce connectivity with ground level and therefore minimise opportunities for passive surveillance. Apartment buildings should generally not exceed this height.
Defensible space	Along their boundaries, apartment blocks and town houses should have clearly defined private/communal space that is separate from public space through building design, fencing/railings or planting. These features would create a sense of privacy and would make it safer to open windows, particularly on vulnerable ground floors.
Access to apartment blocks	Deck access or long internal corridors should be avoided as they increase opportunities for anti-social behaviour.
Security in apartment schemes	Concierge services and CCTV may be appropriate in some instances.
Open space	Open space, pedestrian links and hard landscaped areas should be overlooked by the fronts of housing units. Rear garden walls should not back onto open space.
Gable walls	Layouts should avoid exposing gable end walls directly onto open space – ideally, boundary treatment should define an area in front of the gable as private. A window in a gable wall will enhance natural surveillance.
Footpaths	Footpaths should be designed to serve housing areas rather than provide unnecessary access – there should be no unnecessary paths or laneways that could be used to gain unobtrusive access and escape.
General	Boundary walls, balconies, bin stores, and low flat roofs should be designed so that they cannot be used as climbing aids to gain access into properties.

Boundary treatment should define an area in front of the gable as private

Design of balcony is security risk to property

Residential development overlooking open space

For urban centres to be desirable places, they must be perceived as safe places where people can move freely without feeling vulnerable.   Design solutions should facilitate high levels of day and night-time activity, natural surveillance and secure space and ownership, without resorting to intrusive security measures that detract from the quality of the public domain.

A mix of uses maintains a high level of activity throughout the day and into the night

4. TOWN, DISTRICT AND LOCAL CENTRES	
Issues	**Measures**
Diversity of uses	The inclusion of a wide range of uses, including residential uses, as an integral part of town, district and local centres is desirable in order to maintain a high level of activity throughout the day and into the night.
Night-time activity	Specific areas should be identified for night-time activities such as restaurants, bars, theatres and cinemas. These areas should be located in close proximity to existing late night activities and transport nodes (with due regard to surrounding residential amenity).
Active interfaces	Town centre streets should be well-overlooked with a large number of openings onto the street to avoid blank facades and 'dead frontage'. The number of transparent surfaces should be maximised at ground floor level where fronting public or communal areas.
Definition of space	Public, communal and private spaces should be well-defined, preferably by non-intrusive measures such as changes in landscaping treatment.
Location of facilities	Facilities that may be the target of vandalism or theft should be centrally-located and overlooked e.g. ATMs, public telephones, bicycle racks or play equipment.
Clear lines of vision	Pedestrians should have clear surveillance of walking routes. Hidden edges, variable setbacks at ground floor level, blind corners, recessed entrances and other enclaves should be avoided at design stage.
Well-defined openings	All entrance and exit points should be clearly defined by highlighting architectural details. e.g. canopies over doors.
Lighting	High quality public lighting should be designed to cover all vulnerable areas without causing shadows that may give cover, or glare that may dazzle in unfamiliar surroundings. Appropriate lighting can significantly minimise potential danger spots and reduce the fear of crime.
Security – CCTV	CCTV cameras have been shown to reduce crime and anti-social behaviour in town centre areas. It may be particularly appropriate in areas that are prone to vandalism or theft e.g. ATMs, car parks, public telephones and bicycle racks. CCTV is especially useful if monitored by the Gardaí.
Security – shutters, gates, etc.	Both public and private security measures frequently undermine civic quality. Where shutters, grilles or security fences and gates are necessary, these should be at least 50% see-through in order to improve their appearance. Shop front shutters can also be designed to be situated behind glazing, in order to appear less intimidating. Furthermore, with careful thought, shutters, grilles and gates can be designed as works of art or sculpture e.g. decorative wrought iron.

Town centre streets should be well overlooked with a large number of openings onto the street

5. OPEN SPACE AND RECREATION

The public nature of open space means that it can often be the focus of anti-social behaviour, becoming the domain of a minority instead of catering for a wider population of legitimate social users. However, with careful design, open space can be an attractive, safe and secure focal-point for recreational activity. The provision of recreational facilities can alleviate anti-social behaviour by providing a positive outlet for children and young people in particular.

As part of larger residential developments, recreational facilities should be provided

5. OPEN SPACE AND RECREATION

Issues	Measures
Function	All open space should have a function and should not just comprise 'space left over'.
Passive surveillance	All areas of public and communal open space should be directly overlooked by surrounding buildings and activities.
Boundary treatment	Boundary treatment should be visually permeable. Where walls are used, they should be low enough not to provide cover or prevent surveillance. Low walls can also be used as a design measure to stop 'joyriding' in open spaces.
Seating	Seating should be located with a clear view of public spaces, along footpaths and where people congregate, allowing passive supervision.
Planting	Planting should be low enough not to provide cover, or should have tall canopies (above 2m) so as not to obstruct visibility in landscaped areas. Planting *berberis* or other thorny species may be useful in deterring access to garden walls, etc. from open space.
Lighting	High quality public lighting should be designed to cover all vulnerable areas without causing shadows or glare. This can significantly minimise potential danger spots and reduce the fear of crime.
Service installations	Service installations such as pumping stations, ESB Substations, NTL boxes, etc. should not be located on open space, as these can act as a focus for anti-social behaviour.
Infill development on open space	Some areas of open space are of little amenity value due to their size, location or configuration and if they are not directly overlooked by housing, may become a focus for anti-social behaviour. Infill development may be appropriate on such areas of open space. Before building on open space, it should be ensured that alternative, useable green space is available in close proximity.
Provision of play facilities	As part of larger residential developments, play facilities should be provided for children. This is important in order to give young children an outlet to play creatively and expend energy and may contribute towards the avoidance of anti-social behaviour. In some instances, creative landscaping can be an appropriate solution instead of formal play equipment – this does not have the security, supervision or maintenance implications of traditional playgrounds.
Provision of recreational facilities	In larger residential developments, recreational facilities should be provided. This can contribute towards the alleviation of anti-social behaviour by providing a focus of activity for young people, in particular. Recreational facilities can include skateboard or bike tracks as well as traditional playing pitches and courts. Consideration should also be given to the provision of space for teenagers/young adults to gather and play/chat.
Management company	Conditions should be attached to planning permissions (where appropiate) requiring management companies to manage open space, play facilities and recreational facilities.

6.   STREETS AND ROADS

Anti-social behaviour involving 'joyriding' is a problem in some parts of the County.   Chapter 11 of the Development Plan sets out considerations in relation to the design of roads as part of the Sustainable Placemaking Model, and recommends speed restraint measures as per Table 7.2 of the Traffic Management Guidelines Manual. These measures can help alleviate the 'joyriding' problem by making it more difficult to speed.

In addition, good urban design in general, as proposed in the Sustainable Placemaking Model, can help to reinforce the need to reduce speed and decrease the dominance of traffic, particularly in residential areas.

Speed restraint measures help prevent speeding and "joyriding"

6. STREETS AND ROADS	
Issues	**Measures**
General urban design devices	Urban design measures to reduce the dominance of traffic including speeding and 'joyriding', include careful positioning of buildings, reducing carriageway widths, ensuring building frontage directly onto streets and perpendicular parking. Landscaping and different materials can be used to define areas where vehicular traffic is excluded, areas shared with pedestrians, pedestrian priority areas, etc.
Speed restraint measures	Speed restraint measures include entry treatment, shared surfaces, carriageway narrowings and chicanes, speed reduction bends, speed control islands, traffic islands and speed tables/cushions. Low boundary walls can prevent 'joyriding' in parks and open spaces.
Defensible space	Roads and footpaths should not undermine the defensible space of a development. Features such as rumble strips, change of road surface (colour or texture), pillars or narrowing of the roadway may be used to define the defensible space, giving the impression that the space beyond is private.

Change of road surface indicates defensible space

QUICK-REFERENCE CHECKLIST

Issues	Measures
URBAN DESIGN	
Natural surveillance	Buildings should be positioned so that they front onto and overlook the public domain.
Diversity of uses	The inclusion of a wide range of uses as an integral part of town, district and local centres is desirable. Residential use at first floor level should be encouraged.
Legibility	It should be easy to understand how to travel through an area. Routes and access points should be well-lit and well-defined.
Permeability	Streets should form an integrated network. A traditional grid layout is preferable to a cul-de-sac layout.
Integration of secondary routes	Secondary and internal estate routes for pedestrians, cyclists and vehicles should, in most cases, run alongside each other and not be segregated.
Safe pedestrian routes	Footpaths should be wide, well-lit, should follow a direct route, should avoid secluded corners or bends and should be directly overlooked by surrounding buildings and activities. Subways, underpasses and footbridges should be avoided.
Landscaping	Planting should not be too high or dense and tree canopies should be a minimum of 2m above ground level.
Boundary treatment	Boundary treatment should be visually-permeable. Where walls or planting are required, they should be low enough not to provide cover.
Secure parking	Parking should be located on-street in front of buildings or in secure private courtyards.
RESIDENTIAL DEVELOPMENT	
Mix of types and tenures of dwellings	A mix of dwelling types and tenures should be sought. Adaptable housing catering for a mix of age-groups should also be encouraged.
Appropriate height	Apartment buildings should generally not exceed 6 storeys in height in order to promote connectivity with ground level.
Defensible space	Along their boundaries, apartment blocks and town houses should have clearly defined private/communal space that is separate from public space through building design, fencing/railings or planting.
Access to apartment blocks	Deck access or long internal corridors should be avoided.
Rear and Gable walls	· Layouts should avoid exposing gable end walls or rear gardens directly onto open space. · Boundary treatment should define an area in front of the gable as private and the gable wall should have a window.
General	Boundary walls, balconies, bin stores, and low flat roofs should be designed so that they cannot be used as climbing aids to gain access into properties.

TOWN CENTRES

Night-time activity	· Specific areas should be identified for night-time activities (e.g. restaurants, bars, theatres and cinemas) · These should be located in close proximity to existing late night activities and transport nodes.
Active frontage	Streets should be well-overlooked with a large number of openings onto the street to avoid blank facades and 'dead frontage'.
Definition of space	In town centre areas, public, communal and private spaces should be well-defined, preferably by non-intrusive measures such as changes in landscaping treatment.
Location of facilities	Facilities that may be the target of vandalism or theft should be centrally-located and overlooked e.g. ATMs, public telephones, bicycle racks or play equipment.
Well-defined openings	All entrance and exit points should be clearly defined by highlighting architectural details.
Lighting	High quality public lighting should be designed to cover all vulnerable areas without causing shadows or glare.
Security – CCTV	CCTV cameras may be particularly appropriate in areas that are prone to vandalism or theft e.g. ATMs, car parks, public telephones and bicycle racks. Concierge services and CCTV may be appropriate in apartment schemes in some instances.
Security – Shutters, gates, etc.	Shutters, grilles, security fences or gates should be · at least 50% see-through, · designed to be situated behind glazing (in the case of shopfront shutters), or · should be designed as works of art or sculpture.

OPEN SPACE

Open Space – Function	All open space should have a function and should not just comprise 'space left over'.
Open space – Passive surveillance	· Public and communal open space should be directly overlooked by surrounding buildings and activities. · Ideally, buildings with overlooking windows should form a perimeter around areas of communal or private open space.
Seating	Seating in parks and open spaces should be located · with a clear view of public spaces, · along footpaths and · where people congregate.
Provision of play facilities	· As part of larger residential developments, play facilities should be provided for children. · In some instances, creative landscaping can be an appropriate solution instead of formal play equipment.
Provision of recreational facilities	· In larger residential developments, recreational facilities should be provided, including skateboard or bike tracks as well as traditional playing pitches and courts. · Consideration should also be given to the provision of space for teenagers/young adults to gather and play/chat.
Management Company	Conditions should be attached to planning permissions requiring management companies to manage (where appropriate) · open space, · recreational/play facilities and · communal areas in apartment schemes.

ROADS AND STREETS

General urban design devices	Urban design measures to reduce the dominance of traffic include · careful positioning of buildings · reducing carriageway widths · ensuring building frontage directly onto streets and · perpendicular parking. Landscaping and different materials can be used to · define areas where vehicular traffic is excluded, · areas shared with pedestrians, · pedestrian priority areas, etc.
Speed restraint measures	Speed restraint measures include · entry treatment, · shared surfaces, · carriageway narrowings and chicanes, · speed reduction bends, · speed control islands, · traffic islands and · speed tables/cushions. · Low boundary walls can prevent 'joyriding' in parks and open spaces.
Defensible space	Roads and footpaths should not undermine the defensible space of a development. Features such as · rumble strips, · change of road surface (colour or texture), · pillars or narrowing of the roadway may be used to define the defensible space, giving the impression that the space beyond is private.

The DRAFT terms of reference for the Anti-Social Behaviour Sub-Committee are as follows: -

1. The Sub-Committee shall consider the issue of anti-social behaviour in relation to the role of the Council as planning authority and shall make recommendations on how anti-social behaviour can be reduced through the planning process. The focus shall be on plans, policies, guidelines and planning functions of the Council including the role of the Development Plan, Local Area Plans, planning studies, the assessment of planning applications and enforcement.

2. Membership of the sub-committee shall consist of several members of the Economic Development and Planning Strategic Policy Committee and a nominee of the Director of Planning.

3. A report arising from the above shall be prepared, and recommendations shall be made to the Manager.

4. The report shall be put before the Economic Development and Planning Strategic Policy Committee for approval.

5. The report shall be put before the County Council for approval.

6. The timescale for preparation of the report shall be 6 months. The Report shall be available at the second meeting of the SPG in 2007.

Members of Anti-Social Behaviour Sub-Committee

Cllr. Eamonn Tuffy (Member of South Dublin County Council and Chair of Sub-Committee)

Cllr. Joe Neville (Member of South Dublin County Council)

Justin Byrne (Community Representative)

Noel O'Connor (Construction Industry Federation)

Deirdre Mooney (South Dublin Chamber of Commerce)

Siobhan Duff (Planning Department)

References

· *'Crime Prevention Through Environmental Design – Housing'*, An Garda Siochána National Crime Prevention Office, February 2002.

· *'Safer Places – The Planning System and Crime Prevention'*, Office of the Deputy Prime Minister (UK), February 2004.

· *'Urban Design Compendium'*, English Partnerships, August 2000.

· *'Tallaght Town Centre Local Area Plan'*, South Dublin County Council Planning Department, October 2006.

· *'South Dublin County Development Plan 2004 - 2010'*.

· *'Traffic Management Guidelines Manual'*, (2003), DOELG, DOT and DTO.

Advice on the interpretation of this Planning Guidance document can be obtained from the Planning Department of South Dublin County Council.

The Planning Department
South Dublin County Council
County Hall
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Tallaght
Dublin 24