City of Belmont
Local Planning Scheme No. 15
SCHEME REPORT SUPPORTING DOCUMENT

SAFETY AND SECURITY

BELMONT · CITY OF OPPORTUNITY

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1.   EXECUTIVE SUMMARY

The City of Belmont recognises the value of ensuring the safety and security of residents and visitors to the City. This is consistent with the Network City Community Planning Strategy for Perth and Peel for 2030 which requires that issues of community safety and crime prevention are given central consideration in all planning and development projects and programs.

As a part of the City of Belmont's actions to address these needs, the Council has incorporated consideration of the safety and security of residents and visitors to the City into its Strategic Plan (Social and Built Belmont) and developed and implemented a Crime Prevention and Community Safety Plan to guide its actions in fulfilling its Strategic objectives.

Council recognises the important role that the City of Belmont plays in ensuring that adequate provision for Crime Prevention Through Environmental Design (CPTED) is made in the City's planning and development policies and processes. This report examines the current statutory context and associated actions in regard to 'built in' safety and identifies the key planning issues facing the City. From that basis constraints are detailed and opportunities for improvement outlined.

A number of recommendations arise from the Strategy:

- That the Scheme be modified and a new aim introduced in order to reflect the importance of ensuring that issues of community safety and crime prevention are given central consideration under the Scheme.

- That the Scheme be modified to make specific reference in clause 5.1.2 (c) to a crime risk assessment as follows:

    (c)   *any specialist studies that Council may require the applicant to undertake in support of the application such as traffic, heritage, environmental, engineering, urban design studies or crime risk assessment*".

- That the Development Application Checklist be modified to require submission of a CPTED analysis for any development proposal valued at over $1.5 million or any development that is likely to create a risk of crime.

- That all existing (and any proposed) local planning policies be examined and modified to ensure that the 'Designing Out Crime Toolbox' as detailed in the Designing Out Crime Planning Guidelines is applied.

- That the general development requirements for the following zones be reviewed to ensure that the principles contained within the 'Designing Out Crime Toolbox' are specifically incorporated where appropriate:

    - Town Centre and Commercial zone;
    - Mixed Use Zone;
    - Mixed Business Zone (Proposed);
    - Industrial Zone;
    - Residential and Stables Zone; and
    - Special Development Precinct Zone.

- That Section 10.9 'Vehicle Parking and Loading' of the Scheme be modified to incorporate reference to CPTED principles.

- That as part of the preparation of Concept Plans for the neighbourhood shopping centres of Epsom Avenue, Belvidere Street, Love Street, Belgravia Street and Kooyong Road, a key aspect should be the preparation of a CPTED analysis for all concepts to ensure that any proposal limits the risk of crime where possible.

- That any new planning and security staff be trained in the principles. Moreover, to ensure that the principles are incorporated as early as possible in the design of any new Council facilities, inclusive of buildings and parks, key personnel from both the Building Department and Parks and Gardens should be appropriately trained.

- That the Coordinator-Crime Prevention and Rangers continue to liaise with the Police Department to secure data required to utilise the GIS system to provide a local detailed breakdown of crime 'hotspots' so that they can be mapped and some correlations drawn.

- That any discretionary development proposal should be considered in terms of compatibility of use.

- That both the federal and State governments be lobbied to ensure that appropriate government services or agencies are provided in Belmont.

- That liaison with the Public Transport Authority should occur to ensure linkages and times (particularly on key routes) are maximised.

- That liaison should occur with the Department of Housing and Works in regard to a dispersal ratio for ethnic groups within the City of Belmont.

2. INTENT AND METHODOLOGY - SAFETY AND SECURITY OR CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

The Office of Crime Prevention's (OCP) 'Draft Designing Out Crime Strategy' posits that "*Offenders typically assess a potential crime target or location before committing a crime and the design and management of space can create the perception that offending is more risky and discourage the offence*".

Crime Prevention Through Environmental Design, referred to as CPTED, aims to incorporate crime prevention strategies into the fabric of the urban environment by utilizing design as a way of reducing the potential for crime. These design elements can impact on both the public and private arena.

The key CPTED principles have been summarized in the OCP's Designing Out Crime Strategy as being:

- Surveillance
- Territorial Reinforcement
- Access Control
- Space Management/Maintenance
- Target Hardening/ Removal
- Supporting Personal Safety
- Functional Mix of Uses

This Local Planning Strategy for Safety and Security:

- Examines the State and Local planning context;

- Examines crime statistics and determines whether there are existing landuse controls or landuse types which can be modified to improve security through design and landuses; and

- Encompasses feedback from affected local business and residential community members.

Through this analysis the Strategy identifies opportunities and constraints to the introduction of appropriate controls through the mechanism of the district town planning scheme and makes a number of recommendations.

3.   NATIONAL, STATE AND LOCAL CONTEXT

3.1.   National Context

The Crime Prevention for the Built Environment Policy Framework, drafted by the Australian and New Zealand Crime Prevention (ANZCP) Ministerial Forum, sought to embed safer design principles in the planning frameworks of all Australian and New Zealand jurisdictions. This resulted in the drafting of a series of documents including:

S1   Model CPTED Code

S2   Model CPTED Application Guide

S3   A CPTED Checklist for Assessing Planning Applications and Public Realm and Facilities Improvements.

S4   CPTED Training Programmes

The intent of these documents were that the provisions of the CPTED Model Code are to be supported by specific provisions in the relevant National, State or Territory Planning Policy. Whilst agreement on a national level has since stalled, the principles agreed to in regard to Design, Physical Features and Development of the built environment continue to be relevant.

Principles of Design
Clear Sightlines and natural surveillance through: •   appropriate landscaping •   low walls or 'see-through' fencing •   mirrors •   placement and design of buildings and space •   effective lighting Safe Movement, Good Connections and Access through: •   clear signage and location maps •   good lighting for night use •   elimination of entrapment spots •   walkable streets that encourage activity and social interaction •   continuous accessible paths of travel for all users •   road treatment to slow traffic speeds. Ownership that is clear through: •   Clearly defined boundaries of public and private space •   Celebrated entrances and access points •   Signage •   Lighting •   Landscaping and clearly defined pathways Mixed Use Activities that Promote Public Use through: •   buildings fronting onto public places •   mixing uses, particularly at ground level •   active frontages, detailed facades and shade provision •   activity generators including cafes, markets and all-hour services •   frequent doors and windows with few blank walls •   diversified use of space, particularly at vulnerable times.

Principles of Physical Features

An Urban Structure which promotes:
- 'walkable neighbourhoods'
- networks of streets providing pedestrians and cyclists with a variety of routes and avoids a high proportion of cul-de-sacs
- the co-location of pedestrian, cycle and vehicle routes to maximise opportunities for safety
- the physical integration of new residential subdivisions with adjacent ones
- the interface between activity centres and surrounding neighbourhoods

Quality Building Design through:
- integrating buildings into public places
- designing buildings to support natural surveillance of adjacent open space
- ensuring buildings are safe and accessible for all users

Safe Parks and Landscape through:
- appropriate vandal-proof and well-maintained landscaping;
- streets and houses looking onto parks and open spaces
- continuous and accessible paths of travel between streets and parks
- low vegetation to run 700mm and broad canopy trees, providing shade and amenity 2,400 above ground level

Fences and Walls which Support Safety through:
- clearly defining space between public and private land and development
- walls and hedges lower than 1,200 mm or, if above, provide 'see through' fences to allow views and provide clear sightlines
- avoiding 'back fence' lot orientation to pedestrian/bicycle routes, collector or arterial roads.

Appropriate and Integrated Lighting through:
- indicating safe connections
- ensuring visibility to 15 metres
- encouraging or discouraging use
- ensuring visibility for all users - pedestrians, cyclists, wheelchairs, prams, motorists.

Clear Signage and Symbolism through:
- legible and clear directions
- identification of safe routes
- defined use of space
- use of internationally recognised symbols, tactile and Braille surfaces
- placement considered by all users.

Principles of Development

Development which promotes personal safety and property security through:
- Defined ownership and the legitimate use of private, public and communal space.
- Maintenance of visibility and surveillance of public space.
- Preventing unwanted access to private spaces, including buildings.
- Use of materials that are durable and low maintenance.
- Ongoing maintenance systems and procedures to ensure design and development features are sustained and maintain continuous safety improvements.
- Encouraging land uses that generate activity and surveillance in areas that may otherwise be isolated.
- Locating public transport stops and taxi ranks near buildings with active frontages for good natural surveillance.

3.2.   State Context

3.2.1. Draft State Designing Out Crime Strategy

The Draft Designing Out Crime Strategy seeks to embed Designing Out Crime principles at all levels of the planning and development process. Two key areas drive the Strategy; policy development and project development. Policy development will include the overarching State Planning Strategy, the State Sustainability Strategy, Liveable Neighbourhoods, the New Living Programme, Statements of Planning Policy (SPP's), the Built Environment Policy, the State Architecture Policy, the Building Code of Australia (BCA), the Walking Strategy, the Public Open Space Policy and other areas as identified. The Strategy seeks to initiate policy change to ensure Designing Out Crime is part of all planning-related policy areas.

The Government through the Strategy seeks "*to incorporate and embed Designing Out Crime principles within all relevant planning policy areas and to legislate where appropriate, to support and underpin the Designing Out Crime Strategy*".

The draft Strategy details the major policy areas that are relevant to Designing Out Crime and how those areas currently support the Strategy. Actions to strengthen the designing out crime element within existing policies are also discussed.

Various key policy-related initiatives are detailed and include:

- The Designing Out Crime Guidelines
- Designing Out Crime Policy
- Designing Out Crime Training
- Local Government
- Local Town Planning Schemes and the Model Text Scheme
- Residential Design Codes
- Public Transport and Transit Oriented Development (TOD)
- Redevelopment Authorities

A significant output from the Strategy is the Designing Out Crime Planning Guidelines.

3.2.2. Community Safety and Crime Prevention Strategy

The 'Community Safety and Crime Prevention Strategy' guides community safety and crime prevention efforts in Western Australia. The Strategy outlines how State Government agencies will work together and with Local Government and the community to prevent and reduce crime.

The goals of the Strategy are:

- Supporting families, children and young people;
- Strengthening communities and revitalising neighbourhoods;
- Targeting priority offences;
- Reducing repeat offending; and
- Designing out crime and using technology.

Two of the five goals are seen as being of specific relevance to this planning strategy.

Goal 2 is "*strengthening communities & revitalising neighbourhoods*" this seeks to "*improve safety and security in communities by working closely with Local Government, other stakeholders and communities in developing crime prevention initiatives at a local level*."

Goal 5 is "*designing out crime and using technology*" and seeks to "*reduce the environmental conditions that facilitate crime*."

Goal 5 is specifically aimed at design factors that are incorporated in spatially based development and is extremely pertinent to town planning schemes. Actions identified by the Government to achieve Goal 5 include:

- Establishment of a $2 million Crime Prevention Through Environmental Design (CPTED) Fund;

- Using CPTED principles as a major component in a new Industrial Burglary Reduction Project in Welshpool, Kewdale and Carlisle;

- Introduction and promotion of minimum security requirements for residential and commercial premises;

- Development of a State policy that requires crime prevention to be considered in planning of public and private building and spaces;

- Use of Global Positioning Systems and Geographic Information Systems to monitor and respond to crime;

- Appropriate use of video surveillance technology; and

- Collection and analysis of data to identify and map the time, place and physical environment of crime incidents.

The City of Belmont signed an agreement on 15 July 2005 with the State Government to form a Community Safety and Crime Prevention Partnership and develop a Community Safety and Crime Prevention Plan for the City. The Partnership agreement will result in wide consultation to identify priority issues and find local solutions. Whilst the partnership agreement will be looking at safety issues in a wide sense, this spatially based Strategy will be incorporated into the overall approach.

3.2.3. State Planning Strategy

In 1997 the Western Australian Planning Commission adopted the State Planning Strategy in order to plan for development up to 2029. The Strategy is aimed at developing a land use planning system to achieve a number of goals including generating wealth, conserving and enhancing the environment, and building vibrant and safe communities.

Statement of Planning Policy No. 1 'State Planning Framework' was developed to bring together existing State and regional policies and plans which apply to land use and development in Western Australia.

The State Planning Framework is an amalgamation of all planning policies, strategies and guidelines of the State that provide direction on the form and methods of growth and development.

The State Planning Strategy has a key community principle "*To respond to social changes and facilitate the creation of vibrant, accessible, safe and self-reliant communities.*"

This key principle is reiterated in the State Planning Framework Policy.

3.2.4. Model Scheme Text

The Model Scheme Text (MST) is set out in Appendix B of the Town Planning Regulations 1967. The Model Scheme text consists of a set of core provisions for local and district town planning schemes which are intended to be applied consistently across the State. Outside the core provisions there is scope to vary the planning content to suit local circumstances.

Clause 10.2 'Matters to be considered by local government' of the Model Scheme Text refers to "*the safety and security of people and property having regard to designing out crime principles*" when determining a development proposal.

3.2.5. WAPC Designing Out Crime Planning Guidelines

The WAPC Designing Out Crime Planning Guidelines have been developed to give government and local government agencies, town centre management and the private sector a 'toolbox' for preventing crime in their area.

Based on the principles of CPTED, the guidelines examine ways of reducing the opportunities for crime, based on the notion that people's behaviour is influenced by the design of their environment.

The Designing Out Crime Planning Guidelines are proposed to assist and inform users of the crime prevention principles of Designing Out Crime. The guidelines describe how they can be used in the:

- planning and design of subdivision and development proposals;

- assessment of applications for statutory approval; and

- upgrade or maintenance of spaces to more effectively address crime and safety issues.

The Guidelines have direct relevance to design standards incorporated into planning schemes and local planning policies. This Strategy seeks to incorporate the principles of the guidelines into a local statutory context.

3.2.6. WA Planning Commission – Liveable Neighbourhoods Community Design Codes (Edition 3)

The Liveable Neighbourhoods operational policy has been on trial since February 1998. Since that time developers have been able to choose the policy as an alternative to current Western Australian Planning Commission policies for the design and assessment of subdivisions and structure plans.

As a result, the principles and objectives of Liveable Neighbourhoods, along with more sustainable development practices, have been applied in many new development areas. Notwithstanding that the Codes are intended for new development areas, many of the principles can be applied to existing developed areas.

Liveable Neighbourhoods Edition 3 outlines a number of design strategies encouraging the enhancement of security through design. In brief, with specific regard to security issues, the Codes detail:

- preferred design standards for laneways and pedestrian underpasses;

- preferred arrangement of lots,

- a preference for relatively continuous building frontage to provide casual surveillance and assist security;

- encourage standards for street and park lighting; and

- ensure that the relationship between residential development and parklands is addressed so that lots front parkland and natural areas to contributing to personal and property security and deter crime and vandalism.

3.2.7. Residential Design Codes

The R-Codes provide the basis for controlling the siting and design of residential development throughout Western Australia. The R-Codes were prepared by the Western Australian Planning Commission, and came into effect in October 2002 following a review of the 1991 Residential Planning Codes of Western Australia.

The Residential Design Codes of Western Australia incorporate a number of references to design elements requirements promoting enhanced security.

The Codes identify that "*an open setback provides for mutual surveillance between the street and building, enhancing security for both the building (and its occupants) and for people passing by*" (p48). High, solid walls on the front boundary are seen as undesirable for a number of factors including the compromising of security. The Codes also includes reference to planting standards for grouped and multiple dwelling communal open spaces which "*enhances security and safety for residents*" (p63).

The Codes require regard to be given to the location of car parking spaces and accessways as "*their location is a major factor in amenity as well as security and safety*" (p64).

The Codes also acknowledge that there may have to be some trade offs in terms of privacy as complete privacy may only be achievable at the cost of some other objective such as security.

3.2.8. Network City

In 2004 the State Government launched Network City after widespread consultation. The community plan that was produced outlines a change in direction for planning in Perth.

Chapter Three of the document specifically touches on areas of specific interest to this project. The document defines a liveable city as encompassing "*features that create and support liveable places and communities that offer a high quality of life with the ability to function as long term, viable settings for human interaction, communication and cultural development*."

The Network City accepts that liveable cities have the following features:

- clean, green, attractive and distinctive;
- good public transport and pedestrian systems;
- equitable, inclusive, safe and prosperous;
- provides high standards of housing, education and health care;
- maintains high levels of employment;
- tolerant and embraces diversity;
- culturally and intellectually stimulating; and
- gives people a sense of identity, pride and belonging.

The Dialogue process has identified a number of key liveability factors valued by Perth people, including:

- standard of living (value in the housing market etc);
- lifestyle (casual, friendly, outdoor etc);
- space (lots of parks, the beach, uncrowded etc);
- the natural environment (river, ocean, hills etc);
- environmental 'health' (comparatively little air pollution and congestion etc); and
- accessibility to housing, services and employment (affordable, diverse, choice etc).

Figure 3.1 from Network City is reproduced below and shows factors both positively and negatively impacting on liveability.
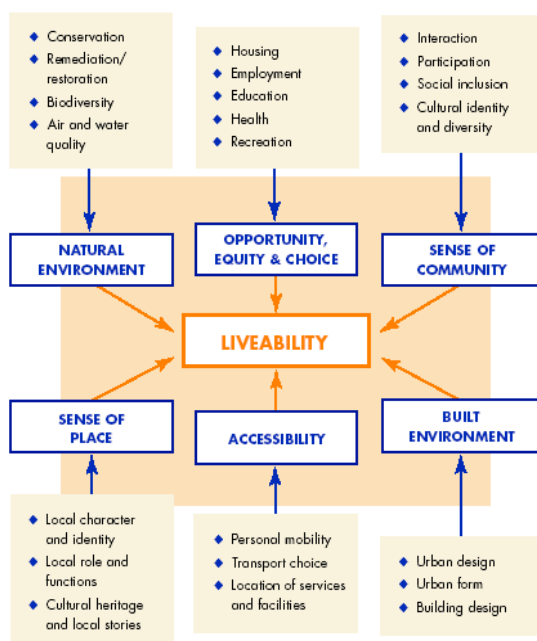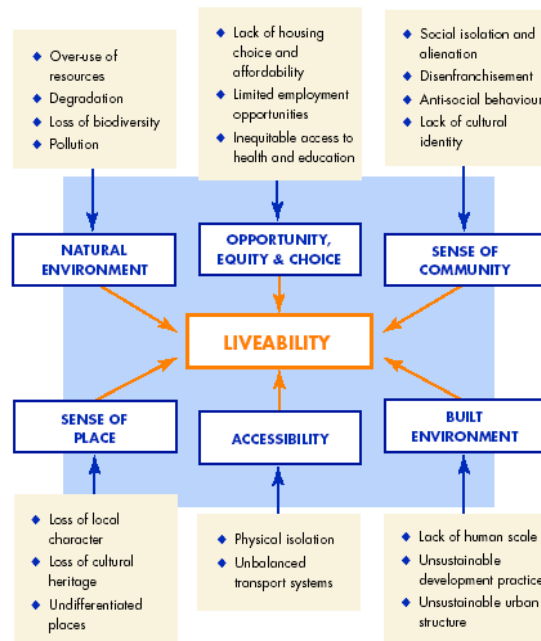
Source: Network City: Community Planning Strategy for Perth and Peel

Designing Out Crime principles are incorporated within the Network City Community Planning Strategy for Perth and Peel for 2030. Specifically, Strategy 3-15 requires "*that issues of community safety and crime prevention are given central consideration in all planning and development projects and programs.*"

This Strategy seeks to support the Network City concept and looks at the planning system comprehensively from land uses to development controls.

3.3. Local Context

3.3.1. City of Belmont Strategic Plan 2006 to 2011

The City of Belmont Strategic Plan sets the direction that Council will take in the City of Belmont. It establishes goals, strategies to achieve them, and measurable performance objectives to enable Council and the Community to review progress.

The City's Vision Statement follows:

"*This is described by Belmont as a place to which the community aspires; a City that is attractive, safe, healthy and prosperous and fulfils the aspirations of the community; a place that encourages a wide range of lifestyles living harmoniously; where human activities enhance rather than degrade the natural and built environment: where citizens and local businesses can grow socially, culturally and economically; a place that our next generation will be pleased to inherit; a place known as a City of Opportunity*".

To be successful overall, outcomes must be achieved for:

- the resident community (Social Belmont),
- the City's business community (Business Belmont),
- the natural environment (Natural Belmont) and for
- the man-made physical structure and layout of the City (Built Belmont).

These four areas of achievement make up the Key Result Areas of the Strategic Plan and each Result Area interacts with others.

With specific reference to this Strategy, the key areas of the Strategic Plan are those areas of Social Belmont and Built Belmont.

The Social Belmont key result area is about achieving outcomes for the residential community. The objectives for this key result area are to:

- *"Ensure that the community has access to the services and facilities it needs*

- *Develop community capacity and support community groups*

- *Enhance the sense of community and the image of Belmont as a great place to live*

- *Achieve an environment in which residents are safe, and feel safe."*

A key Strategy is to "*Maximise the 'built in' safety of the City*". In order to achieve this end key actions include the assessment of the intrinsic safety of existing built areas (public and private) of the City using Crime Prevention through Environmental Design Principles (CPTED); and incorporation of CPTED Principles in the Town Planning Scheme Review.

The Built Belmont key result area is about positively contributing to the quality of life of residents, the image of the City and the amenity of the City. It comprises public infrastructure (eg roads, footpaths, rights-of-way, street lighting, drainage, parks, bushland); public facilities (eg Council's buildings for community use); and private residential and commercial property.

The objectives for this key result area are to:

- *"Achieve a planned City that is safe and meets the needs of the community*

- *Accomplish urban renewal of designated areas to meet the changing needs of the community*

- *Maintain public infrastructure in accordance with sound economic principles, taking into account the community's needs & expectations*

- *Provide and maintain safe transport infrastructure at lowest whole-of-life costs."*

A key strategy is to "Revise the Town Planning Scheme to reflect current and emerging needs". Echoing the Social Belmont Key Action, a key action for the Built Environment is the review of the Town Planning Scheme to incorporate the principles of CPTED.

3.3.2. City of Belmont Crime Prevention and Community Safety Plan

In November 2006, the City of Belmont adopted the Crime Prevention and Community Safety Plan. The compilation of this plan utilized the data and information from a number of local surveys and consultation strategies, together with crime statistics both local and national.

The implementation strategies have been developed based on data that was used to identify and determine the risks that affect the City of Belmont as a community. Emergency management guidelines were applied. These guidelines use a Prevention, Planning, Response and Recovery (PPRR) approach to treating community based risks. This has provided a community based approach to the primary, secondary and tertiary crime prevention strategies. The result is a prioritised list of threats that affect the community or that the community perceives are threats. These threats have been assessed and rated in the Crime Risk Management Plan. The top ten risks were identified as below.

Treatment options for these documented risks now form the crime prevention strategy documented in Local Priority Actions. Forty-seven Action Plans were listed against a Priority Framework to identify the preference of adoption. Of those 47 actions the following relevant to the planning arena were identified.

Priority 28 – *Implement a Design Out Crime component into the Town Planning Scheme to ensure Crime Prevention Design is included into new buildings.*

Priority 39 – *Provide crime statistics to Town Planning for update to GIS system. Information to be used to check correlation of crime to planning and design within Belmont.*

Priority 43 – *Change Town Planning Scheme to limit natural canvas and fences.*

Amongst current action being carried out are CPTED Audits and Security Appraisals. The process for carrying out security audits and appraisals has been incorporated into the assessment of multiple group dwellings and takes into consideration design aspects that can reduce potential for the development to be a crime target.

The same design principles and process audits are carried out on existing properties within the City and reports are given to the occupiers. These audits are carried out pre- event with the intention of reducing the community's vulnerability by hardening the targets. The outcome of these audits is a measurable reduction in crime vulnerability within those properties.

3.3.3. Town Planning Scheme No. 14

Town Planning Scheme No. 14 was gazetted in December 1999. This District Scheme was established in accordance with the requirements of the then Town Planning and Development Act 1928 (as amended) and Town Planning Regulations 1967.

The aims of Town Planning Scheme No. 14 are:

- *"To assist the effective implementation of regional plans and policies including the State Planning Strategy.*

- *To ensure there is a sufficient supply of serviced and suitable land for housing, employment, commercial activities, community facilities, recreation and open space.*

- *To provide for housing choice and variety in neighbourhoods with a community identity and high levels of amenity.*

- *To assist employment and economic growth by facilitating the timely provision of suitable land for retail, commercial, industrial, entertainment and tourist developments, as well as providing opportunities for home-based employment.*

- *To protect and enhance the environmental values and natural resources of the local government area and to promote ecologically sustainable land use and development.*

- *To safeguard and enhance the character and amenity of the built and natural environment of the local government area."*

Whilst the Scheme makes mention of amenity in general terms, it does not make specific mention of safety as a key aim.

The local Town Planning Scheme has the ability to look at the built environment comprehensively and assess the impact of land uses and development controls on crime prevention at a local level. The incorporation of CPTED principles into the Scheme and supporting local planning policies can serve to further strengthen CPTED principles in a local context.

Town Planning Scheme 14 currently incorporates some development controls that embrace CPTED principles but the intent behind the controls is not clearly stated. As a general rule these development controls require development to be of a high standard and require fencing of wrought iron, masonry or similar materials in the front setback for the Mixed Use and Industrial zones (whilst not clearly stated solid fencing is not encouraged). Standards relating to residential development are controlled either under the WAPC's Residential Design Codes or Council's Local Planning Policy No. 1 'Performance Criteria for Medium Density Residential Development' where density bonuses are sought. The Scheme also allows for a mix of landuses and has encouraged the mixing of residential and businesses in the Mixed Use zone.

The outcome of this Strategy are anticipated to strengthen CPTED controls and clearly state the reasoning for such controls under the Scheme.

3.3.4. City of Belmont Local Planning Policies

Clause 2.3 of the City of Belmont Town Planning Scheme No. 14 relates to local planning policies. It allows for Council to prepare a Local Planning Policy in respect of any matter related to the planning and development of the Scheme Area and can apply generally or for a particular class or classes of matters; and throughout the Scheme Area or in one or more parts of the Scheme Area. Any Local Planning Policy prepared must be consistent with the Scheme and where any inconsistency arises the Scheme prevails.

There are a number of local planning policies adopted under Scheme No. 14 which incorporate principles of CPTED. However, in no case do the policies specifically detail that crime prevention through environmental design is a key objective. A consistent approach and incorporation of a clear objective is required.

Those local planning policies which do incorporate some form of CPTED principle include:

- LPP No. 1 - Performance Criteria for Medium Density Residential Development
- LPP No. 6 - Ascot Waters Special Development Precinct Policy
- LPP No. 8 - Invercloy Estate (Nulsen Haven) Special Development Precinct Policy
- LPP No. 11 - Orrong Road
- LPP No. 16 - Belgravia/Barker Streets Policy Area
- LPP No. 20 – Hill 60 Development Guidelines Policy
- LPP No. 22 - Belgravia Estate Special Development Precinct Policy

### 3.3.5. Neighbourhood Shopping Centres Revitalisation Programme

The City of Belmont with financial support from the Department for Planning and Infrastructure's "Dialogue with the Cities Program" has been actively engaged with business owners, operators and local residents in the revitalisation of the City's five local community shopping centres.
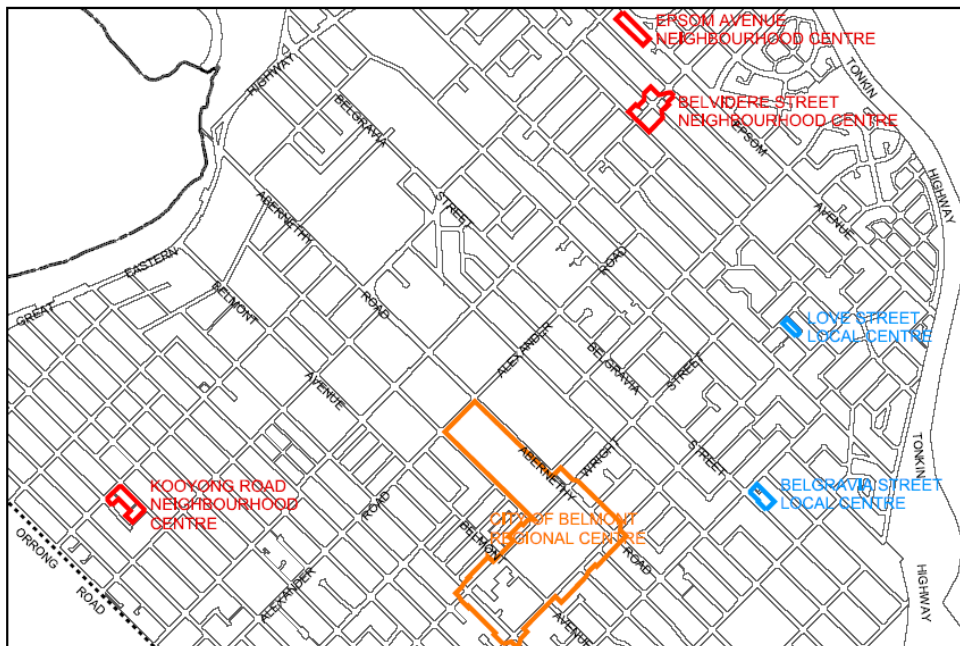
The first stage of the project was concluded in late 2005. This focused on the delivery of a series of workshops conducted by an appointed external facilitator. The workshops provided a valuable insight into the opinions of shop owners, residents and customers. A report was subsequently produced categorising the issues at each of the five centres into:

- Aesthetic Issues.
- Infrastructure Issues – Council.
- Infrastructure Issues – Shop Owner.
- Social Issues.

The workshops assisted in understanding the elements that impact on the local shopping centres and how when these are combined with other factors can produce an outcome requiring action. This is illustrated below.
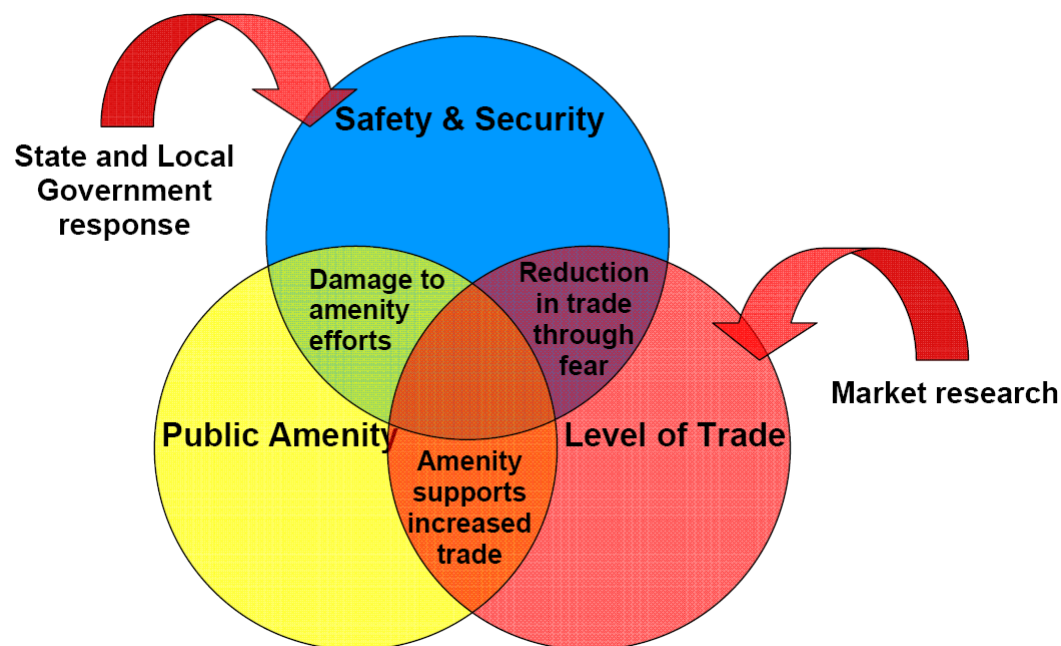
The project had a number of key objectives:

- *To identify business and residential community aspirations for local shopping centres;*
- *To encourage sustainable and vital local shopping centres;*
- *To enhance community 'ownership' of local shopping centres;*
- *To identify strategies to manage growth for local shopping centres;*
- *Ensure continuance of local employment nodes;*

Of particular relevance to this Strategy is the enhancement of community ownership of the centres as there is the potential for introducing strategies such as a safety accord around shopping centres.

4.   CRIME STATISTICS

Statistical information is vital, not only for response agencies fighting crime, but for the development of preparatory and preventative measures. Negotiations have taken place for the purpose of obtaining long term statistical information that can be used for electronic mapping and planning processes.

Criminal Damage (Graffiti) Reports

Distribution of Fear of Crime - All Respondents
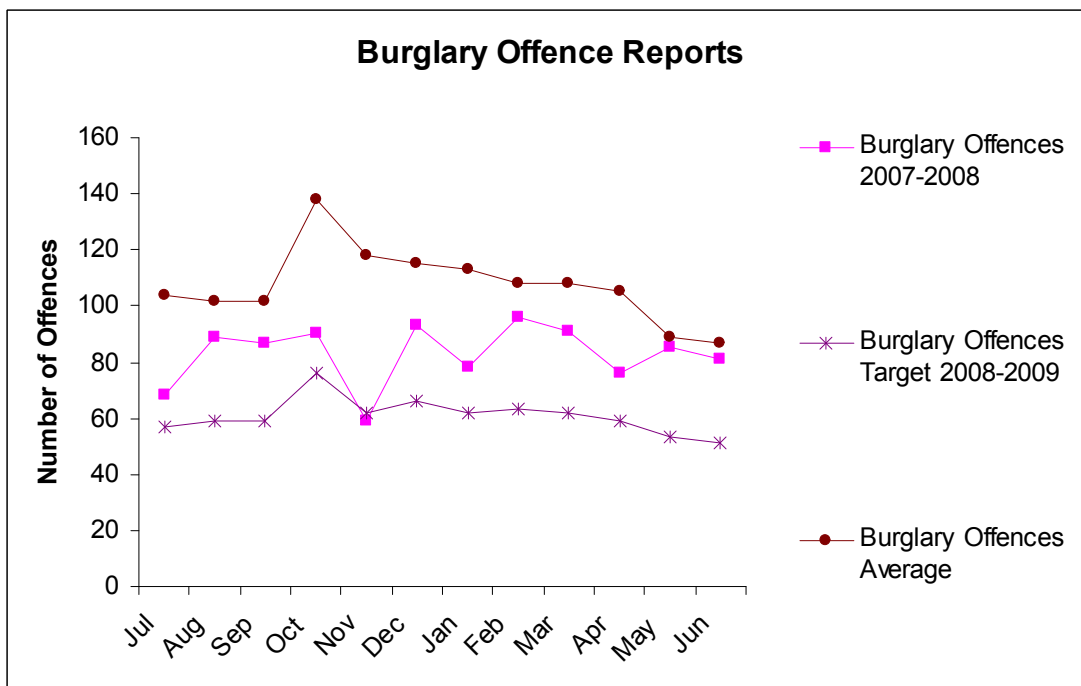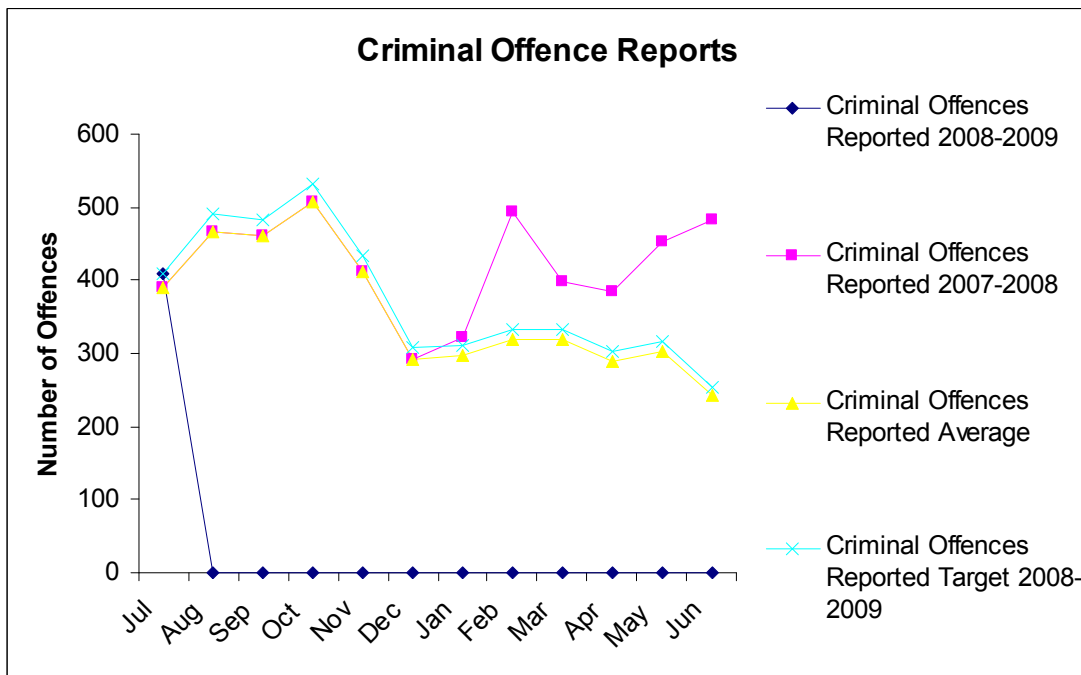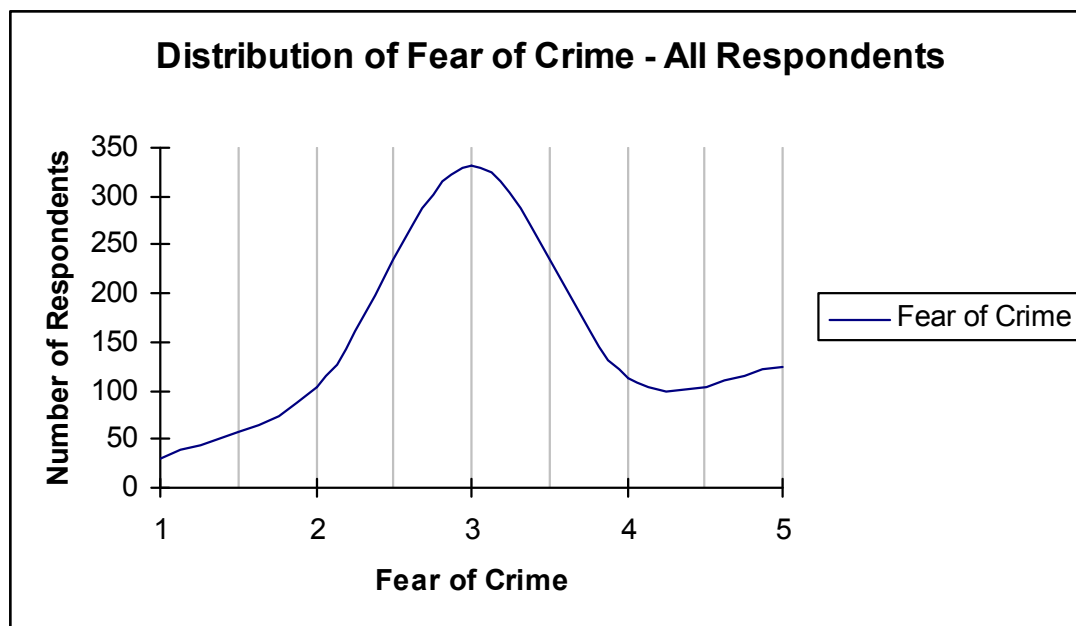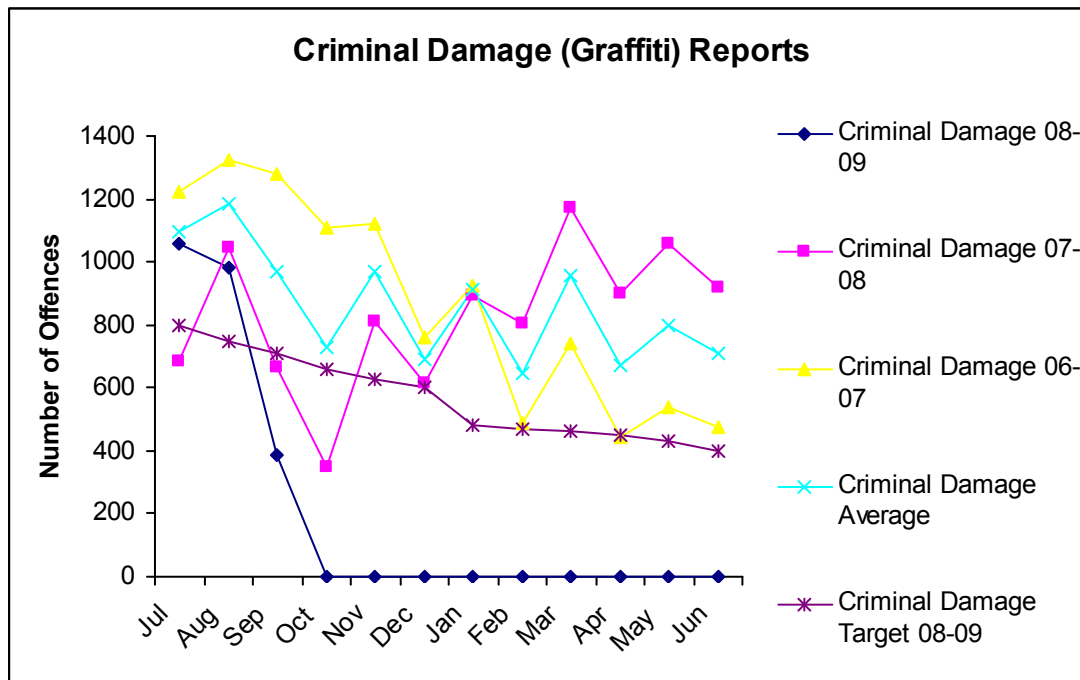
From consultation carried out by Council's Crime Prevention Officers, the crimes and community safety issues that are of most concern are:

- House burglaries
- Motor vehicle break-ins
- Drugs and impacts of drug taking/dealing
- Speeding vehicles and ho on behaviour
- Traffic/pedestrian interface especially around strip shopping complexes

And 'nuisance crimes' such as:

- Antisocial behaviour
- Petty and opportunistic stealing such as bag snatching
- Vandalism and graffiti
- Gang behaviour (and perceived gang behaviour including groups of youths, indigenous youths and African youths)

Consultation also indicated a perception that:

- Many of the crimes were being committed by a very small percentage of the population within the City of Belmont. The impacts of the behaviour of this small percentage can have a large and profound affect on residents and businesses. It is believed that this small percentage involves families that are already known by the community as 'trouble makers'.

- Visiting families and an influx of visitors to the city during holiday times was also an issue and resulted in increase crime or incidences.

- The high number of Department of Housing and Works managed properties, the high percentage of Aboriginal people, the high number of dysfunctional families and the low self esteem problems with those sectors of the community results in most of the problems in Belmont.

- Truancy from the schools is a problem. There are many children not going to school or even registered in school system and the Police themselves do not have a suitable process to dealing with truancy.

- Idle youth at shopping centres and recreational areas are seen as a threat especially to older people.

The suburb of Rivervale is considered a crime and community safety hot spot (identified through surveys, public meeting and interviews). This is mainly attributed to the ease of access to the area (Graham Farmer Freeway), the large hotel precinct and the large proportion of Department of Housing and Works' properties. The Kooyong Street Shopping strip was identified as a focus point for many of the issues. It was generally recognised that there needs to be a variety of strategies and methods to address the issues of concern.

5. ISSUES, OPPORTUNITIES AND CONSTRAINTS

5.1. Statutory Controls and Processes

- **Aims of the Scheme**

  Clause 1.7 of the Scheme details its aims. Whilst the aims make mention of amenity in general terms, it does not make specific mention of safety as a key factor. It is recommended that the Scheme be modified and a new aim introduced in order to reflect the importance of ensuring that issues of community safety and crime prevention are given central consideration under the Scheme.

- **Applications for Planning Approval**

  Clause 5.1.2 of the Scheme details that any application for planning approval shall be accompanied by specified information. In large part the requirements relate to plans and elevations but there is reference to "*any specialist studies that Council may require the applicant to undertake in support of the application such as traffic, heritage, environmental, engineering or urban design studies*" or "*any other plan or information that the Council may reasonably require to enable the application to be determined*". It is recommended that the Scheme be modified to make specific reference in clause 5.1.2 (c) to a crime risk assessment as follows:

  (c) *any specialist studies that Council may require the applicant to undertake in support of the application such as traffic, heritage, environmental, engineering, urban design studies or crime risk assessment*".

  As of 1 October 2005, the City's Planning Department introduced an Applicant's Checklist for all planning applications to be lodged with the City. The Development Applicant Checklist is to be submitted with any Form 1 application for planning approval and is in essence an applicant's self assessment form. It is recommended that the checklist be modified to require submission of a CPTED analysis for any development proposal valued at over $1.5 million or any development that is likely to create a risk of crime. In accordance with the Designing Out Crime Planning Guidelines, examples of developments where this might be required include:

  - industrial and commercial estates;
  - a new or refurbished shopping centre or transport and transit interchange;
  - a large scale residential development (20 or more dwellings); and
  - the development or redevelopment of a shopping precinct or other public place.

- **Local Planning Policies**

  Many of Council's Local Planning Policies (such as LPP 1 'Performance Criteria – Medium Density Residential Development') have specific reference within the Scheme Text and as such have a greater statutory weight whilst still retaining flexibility. As detailed in the Local Context section, there are a number of local planning policies adopted under Scheme No. 14 which incorporate principles of CPTED. However, in no case do the policies specifically detail that crime prevention through environmental design is a key objective. A consistent approach and incorporation of a clear objective is required.

It is recommended that all existing (and any proposed) local planning policies be examined and modified to ensure that the 'Designing Out Crime Toolbox' as detailed in the Designing Out Crime Planning Guidelines is applied. This includes principles of natural surveillance; urban structure; land use mix; activity generators; building design; lighting; landscaping; management and maintenance; sightlines and way finding; signage; spaces safe from entrapment; civic and town centres; shopping commercial, health and education centres; parks and public open space; car parks; transit stations; and pedestrian routes.

At this point in time it is not recommended that a local planning policy relating solely to the principles of designing out crime be prepared as the principles contained within the 'Designing Out Crime Toolbox' are considered appropriate and more specific requirements will be incorporated into customized local planning policies.

- **Scheme Development Standards**
  Part 10 of the Scheme details general development requirements. It also details specific development requirements for specific zoning classifications. Whilst the development requirements include some controls that embrace CPTED principles, the intent behind the controls is not clearly stated. It is recommended that the general development requirements for the following zones be reviewed to ensure that the principles contained within the 'Designing Out Crime Toolbox' are specifically incorporated where appropriate:

  - Town Centre and Commercial zone;
  - Mixed Use Zone;
  - Mixed Business Zone (Proposed);
  - Industrial Zone;
  - Residential and Stables Zone; and
  - Special Development Precinct Zone.

- **Vehicle Parking and Loading**
  Section 10.9 of the Scheme details parking and loading requirements for development under the Scheme. Whilst the section makes mention of traffic movement and safety it has no regard for security factors. It is recommended that the section be modified to incorporate reference to CPTED principles with the key objectives of:

  - encouraging car park design which assists all users to easily identify their vehicles;
  - increasing safety through optimising visibility and clear sightlines;
  - encouraging surveillance from surrounding land uses; and
  - providing safe access to and from car parks.

5.2.   Neighbourhood Shopping Centres Revitalisation Programme

As detailed in the Local Context, the City of Belmont has been actively engaged with business owners, operators and local residents in the revitalisation of the City's five local community shopping centres.

Identified as being of particular relevance to this Strategy, the objective of enhancing the community ownership of the centres is a key.

It is intended that the City of Belmont in conjunction with the project team members will prepare plans for each of the five shopping centres outlining a way forward in the ongoing improvement to amenity and security. The concept plans, once adopted will then be incorporated into future budget submissions and will be scheduled into the capital works program.

As part of the preparation of the concept plans, a key aspect should be the preparation of a CPTED analysis for all concepts to ensure that any proposal limits the risk of crime where possible.

5.3.   Staff Training

A number of Council staff from the Planning Department and Security patrols have participated in training workshops as part of the Office of Crime Prevention's commitment to the Community Safety and Crime Prevention Partnerships. The training is intended to help reduce crime opportunities in the community by incorporating CPTED principles in work practices.

To ensure that the principles continue to be applied, it is recommended that any new planning and security staff be trained in the principles. Moreover, to ensure that the principles are incorporated as early as possible in the design of any new Council facilities, inclusive of buildings and parks, key personnel from both the Building Department and Parks and Gardens should be appropriately trained.

5.4.   Council Owned Buildings and Facilities

The Designing Out Crime Toolbox' incorporated in the Designing Out Crime Planning Guidelines specifically include sections on Civic and Town Centres; and Parks and Public Open Space. In addition to a requirements that key staff be appropriately trained, it is recommended that a requirement for CPTED principles to be addressed (as detailed under the Designing Out Crime Planning Guidelines) be incorporated into any consultants brief as a requirement for tender on any Council building and/or facility.

5.5.   GIS Mapping Information

The City of Belmont operates a GIS system to provide high quality mapping data to support planning, decision-making and operations within its boundaries. The data layers cover a range of parameters including environment, infrastructure, zoning, business and so forth.

It is possible through utilization of the GIS system to provide a local detailed breakdown of crime 'hotspots' so that they can be mapped and some correlations drawn. To date however, specific raw data to enable such exact mapping has not been made available top Council. Council's Coordinator-Crime Prevention and Rangers is currently liaising with Police to gain access to the required data. Once information has been exchanged it should be possible to:

- Examine whether there is any correlation between occupancy type, demographics and crime statistics

- Identify any correlations between length of resident occupation of premises and crime statistics

- Identify any correlations between facility type, movement patterns and crime statistics

- Identify and analyse samples from different landuse types and suburbs

- Identify areas requiring coordinated redevelopment

- Identify Council owned stock with design deficiencies

This will allow for more targeted CPTED Audits and Security Appraisals to further reduce crime vulnerability within hotspots properties.

5.6.   Landuse Mix

The designing out crime objective in regard to landuse mix is to create a mix of uses, which promote extended surveillance and which are compatible with adjacent uses.

As part of Scheme No 14, in 1999 the majority of the residential areas were coded R20, and flexible coded areas have been identified on the Scheme 14 map. Under Town Planning Scheme No. 14, parts or all of certain street blocks within the 'Residential' zone have been allocated the flexible R20/R40 density coding. The objective of allowing densities up to a maximum of R40 for lots with this flexible coding is to achieve a high standard of residential development and a mix of housing types across a range of densities.

Properties with this flexible R20/R40 coding were selected taking into account one or more of the following criteria:

- proximity to nodal points with key community facilities and services such as open space areas, the Belmont Town Centre, neighbourhood and local shopping centres;

- lots that interface with the 'Mixed Use' zone;

- lots adjacent to major transportation routes which connect with the Perth Central Business District (CBD); and

- street blocks containing significant areas of undeveloped land.

The effect of the zoning and associated policy is that residential development has been concentrated around key facilities and zones thereby increasing the level of informal surveillance.

More recently, the draft Policy on Residential Use in the Mixed Use zone looks at achieving a more compatible mix of uses as there has been some tension between residential and business uses in that zone. The town centre frame area has also encouraged the compatible use of residential and business uses.

Whilst the mix of uses is working well to date it can always be fine tuned. As such any discretionary development proposal should be considered in terms of compatibility.

In regards to the specific types of facilities that should be attracted to the City, a recent workshop (November 2006) was held with members of the Aboriginal community as part of the Housing Strategy review process. The participants mentioned the need for:

- Concentration of government services, including Medicare and Centrelink within community hubs.

- Need for access to public transport to link members of the community to shops, schools, hospitals and after-school activities for youths.

- Location within mixed demographic areas, rather in Homeswest clusters. This was to reduce instances where family feuds could arise as reconciliation becomes more difficult where families live in the same area and there is little distance between them.

- Smaller lots to reduce maintenance and cost concerns.

The workshop participants raised some very pertinent points. Consequently, it is considered that the following actions should be pursued:

- Both the federal and State governments should be lobbied to ensure that appropriate government services or agencies are provided in Belmont;

- Liaison with the Public Transport Authority should occur to ensure linkages and times (particularly on key routes) are maximised;

- Liaison should occur with the Department of Housing and Works in regard to a dispersal ratio for ethnic groups within the City of Belmont.

6.   RECOMMENDATIONS

A number of key recommendations arise from examination of the planning context and local issues. These are as follow:

- That the Scheme be modified and a new aim introduced in order to reflect the importance of ensuring that issues of community safety and crime prevention are given central consideration under the Scheme.

- That the Scheme be modified to make specific reference in clause 5.1.2 (c) to a crime risk assessment as follows:

  (d)   *any specialist studies that Council may require the applicant to undertake in support of the application such as traffic, heritage, environmental, engineering, urban design studies or crime risk assessment*".

- That the Development Application Checklist be modified to require submission of a CPTED analysis for any development proposal valued at over $1.5 million or any development that is likely to create a risk of crime.

- That all existing (and any proposed) local planning policies be examined and modified to ensure that the 'Designing Out Crime Toolbox' as detailed in the Designing Out Crime Planning Guidelines is applied.

- That the general development requirements for the following zones be reviewed to ensure that the principles contained within the 'Designing Out Crime Toolbox' are specifically incorporated where appropriate:

  - Town Centre and Commercial zone;
  - Mixed Use Zone;
  - Mixed Business Zone (Proposed);
  - Industrial Zone;
  - Residential and Stables Zone; and
  - Special Development Precinct Zone.

- That Section 10.9 'Vehicle Parking and Loading' of the Scheme be modified to incorporate reference to CPTED principles.

- That as part of the preparation of Concept Plans for the neighbourhood shopping centres of Epsom Avenue, Belvidere Street, Love Street, Belgravia Street and Kooyong Road, a key aspect should be the preparation of a CPTED analysis for all concepts to ensure that any proposal limits the risk of crime where possible.

- That any new planning and security staff be trained in the principles. Moreover, to ensure that the principles are incorporated as early as possible in the design of any new Council facilities, inclusive of buildings and parks, key personnel from both the Building Department and Parks and Gardens should be appropriately trained.

- That the Coordinator-Crime Prevention and Rangers continue to liaise with the Police Department to secure data required to utilise the GIS system to provide a local detailed breakdown of crime 'hotspots' so that they can be mapped and some correlations drawn.

- That any discretionary development proposal should be considered in terms of compatibility of use.

- That both the federal and State governments be lobbied to ensure that appropriate government services or agencies are provided in Belmont.

- That liaison with the Public Transport Authority should occur to ensure linkages and times (particularly on key routes) are maximised.

- That liaison should occur with the Department of Housing and Works in regard to a dispersal ratio for ethnic groups within the City of Belmont.

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