



SLOVENSKI STANDARD

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Prevention of crime - Urban planning and design - Part 2: Urban planning

Vorbeugende Kriminalitätsbekämpfung - Stadt- und Gebäudeplanung - Teil 2:
Stadtplanung

Prévention de la malveillance - Urbanisme et conception des bâtiments - Partie 2:
Urbanisme

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English version

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des bâtiments - Partie 2: Urbanisme

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Gebäudeplanung - Teil 2: Stadtplanung

This European Prestandard (ENV) was approved by CEN on 21 November 2002 as a prospective standard for provisional application.

The period of validity of this ENV is limited initially to three years. After two years the members of CEN will be requested to submit their comments, particularly on the question whether the ENV can be converted into a European Standard.

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Foreword

This document (ENV 14383-2:2003) has been prepared by Technical Committee CEN/TC 325 'Prevention of crime by urban planning and building design'. The secretariat of which is held by DS until October 2002 and since then held by SNV.

The status of European Prestandard (ENV) was proposed to give all countries the opportunity to compare experiences and to harmonise procedures.

This European Prestandard is one of a series for the "*Prevention of crime by urban planning and building design*", that consists of the following Parts:

- *Part 1: Terminology.*
- *Part 2: Urban planning.*
- *Part 3: Dwellings.*
- *Part 4: Offices and Shops.*

In the European Prestandard the Annexes A to D are informative.

According to the CEN/CENELEC Internal Regulations, the national standards organizations of the following countries are bound to announce this European Prestandard: Austria, Belgium, Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Luxembourg, Malta, Netherlands, Norway, Portugal, Slovakia, Spain, Sweden, Switzerland and the United Kingdom.

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Introduction

Crime and fear of crime as major problems

The European Urban Charter asserts the basic right for citizens of European towns to "a secure and safe town free, as far as possible, from crime, delinquency and aggression". This basic right to a safe community has been enshrined into many national and local crime reduction programs all over Europe.

The final declaration of an International Conference¹⁾ organised by the Council of Europe's Congress of Local and Regional Authorities of Europe (CLRAE; Erfurt 26.-28. February 1997) stated: "that crime, fear of crime and urban insecurity in Europe are major problems affecting the public (...) and that finding satisfactory solutions for them is one of the main keys to civic peace and stability."

The first recommendation from this conference was that local and regional authorities in Europe develop integrated crime reduction action plans, with continuing public involvement, in which crime reduction is included as a policy in all aspects of the responsibilities of local authorities. Such a plan should define the nature and type of crime to be tackled, objectives, timetable, proposals for action and be based on a wide ranging up-to-date survey of statistics and diagnosis of crime.

In this respect the CLRAE conference in Erfurt also stressed the importance to promote collaboration between the police and professional designers and ensure that police officers are specially trained to advise on the relationship between crime and the built environment".

Crime prevention and fear reduction by urban planning and building design

The Justice and Home Affairs council of the European Union (meeting 15-03-2001) agreed politically on the conclusion of the EU experts' Conference "Towards a knowledge-based strategy to prevent crime" (Sundsvall, Sweden, 21.-23. February 2001). This conference concluded that "Crime Prevention through Environmental Design, or Designing out Crime (CPTED/DOC), has proven to be a useful, effective, very concrete and feasible strategy to prevent crime and feelings of insecurity, integrated in a multidisciplinary approach. Best practices regarding CPTED/DOC should be collected, evaluated and made accessible for stakeholders. This process should utilise a common framework of concepts and processes, and transferable principles should be identified".

This conference also underlined "as regards prevention of the fear of crime, that the fear of crime should be viewed and treated as a social problem in its own right".

Statements and recommendations about the collaboration between environmental design/planning specialists and crime experts are becoming more and more common nowadays in European countries. These statements and recommendations are based on assumptions regarding the inter-relationships between the physical environment and human behaviour. It is obvious that the results of urban planning and architecture do influence the choice of conduct and choice of routes of all people (young/old, woman/man, potential offender/potential victim).

Hence urban planning also has an impact on crime and fear of crime by influencing the conduct and attitudes of e.g.

- offenders;
- formal guardians such as police;
- informal guardians such as residents surveying an environment;

¹⁾ Crime and Urban insecurity: the role and responsibilities of local and regional authorities.

— potential victims (and/or targets) of crime or victims of fear of crime.

A great number of experiments have shown that particular types of crime can be reduced by modifying the opportunity for crime in the built environment. Moving the night-time tavern crowd away from vacant storefronts after closing time will inevitably reduce the number of burglaries and vandalism incidents to the stores. Controlling the access into, and natural sightlines through, underground parking areas will increase the opportunity for offenders to be seen and caught. This in turn will reduce the number of assaults and car crimes in those parking areas. The list of successful opportunity reduction examples goes on. In Canada and the USA this has come to be known as crime prevention through environmental design – CPTED (pronounced sep-ted)²⁾.

In Europe the concept is also known as 'the reduction of crime and fear of crime by urban planning and architectural design'. In short, "Designing out crime"³⁾.

There are numerous examples of housing projects where bad design has contributed to the general decay and decline of urban areas. Badly designed housing estates have been rebuilt with thought and consideration to diminish criminal opportunity. In many cases after the refurbishment residents have wished to return to the estates where before they had left as they feared for their safety. New estates and housing projects are now incorporating good crime prevention features at the design stage.

Shopping centres are another building category that is benefiting from good planning ideas. The siting of the centre, car parks and transport infrastructure are all being incorporated at design stage to accommodate good design features. Supermarkets are also adopting designing out crime measures to reduce both internal theft as well as crime committed by customers.

Researchers have identified reductions in crime following, for example, the introduction of design changes in large municipal housing estates. There is also overwhelming evidence concerning fear and the built environment, e.g. pedestrian subways, lack of surveillance, and particularly the level of lighting and dark streets. Similar parallels can be drawn with regard to vandalism. When questioned, offenders (and victims) of burglary, car theft and rape/assault, have all mentioned environmental/design factors. The research findings show that the feelings of insecurity of victims are clearly related to the very same features of the place that attract offenders to commit a crime.

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No wonder more and more local and regional authorities in Europe are now insisting on planning applications showing proof that the principles of crime prevention and fear reduction by urban planning and building design have been adopted.

Conclusion

The conclusion from the literature, research and project – or policy evaluations can be summarised as follows:

- 1) urban planning has an impact on the different types of crime and fear of crime by influencing the conduct, attitudes, choices and feelings of e.g. offenders, victims, residents, police;
- 2) crime can be subdivided in specific types (burglary, vandalism etc.);
- 3) crime and fear of crime are different phenomena;
- 4) fear of crime is an important issue but it has to be separated from a much broader set of feelings people have about the whole of their living space and about the degree to which they feel deprived of a good social and physical environment to live in;
- 5) a securer and safer city or neighbourhood is the result of a safety policy aiming at the physical and social environment;

²⁾ The concept of CPTED is also used in the world wide association of researchers, specialists and practitioners in this field: the International CPTED Association (ICA; see: <http://cpted.net/>)

³⁾ See also the European Designing Out Crime Association: <http://www.e-doca.net/> and the European Crime Prevention Network (Brussels): http://europa.eu.int/comm/justice_home/eucpn/home.html

6) policymakers and practitioners should never focus on planning and design only. Every newly built neighbourhood, public space or building needs good maintenance. Planning / design and maintenance are thus two sides of the same coin.

This Prestandard combines 'contents' and 'process'

- Contents refers to the question: which strategies and measures may ⁴⁾ be implemented to prevent and reduce crime problems in a given environment.
- Process refers to the question: how to follow an effective and efficient procedure in which stakeholders shall choose the strategies and measures most effective and feasible to prevent and reduce the crime problems as defined by the stakeholders.

The process is described in clause 6 (for a summary see table 4). In step 3 of this process the stakeholders choose strategies and measures. To help stakeholders make this choice they may use the strategies and measures as presented in clause 5 (and Annex D).

Hence by adopting this Prestandard the process described in clause 6 is adopted while the definitive choice of strategies and measures (see clause 5 and Annex D) is left to the stakeholders and in the end to a responsible body (most often local and regional authorities issuing rules for urban planning, building/planning codes and permits) involved in a concrete plan for building, reconstruction or the management of an area.

Before the contents (see clause 5) and process (see clause 6) are presented, a preliminary set of questions is elaborated upon in clause 4: the identification of the area (where), the crime problem (what) and the stakeholders (who).

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⁴⁾ Note the word 'may' (and not shall or should) is used deliberately here because the actual choice for certain strategies and measures can only be made by the stakeholders, and in the end by a responsible body.

1 Scope

This European Prestandard gives guidelines on methods for assessing⁵⁾ the risk of crime and/ or fear of crime and measures, procedures and processes aimed at reducing these risks.

Design guidelines are given for specific types of environments to prevent or counteract different crime problems⁶⁾. Furthermore, guidelines for a step by step process are presented to involve all stakeholders engaged in urban planning⁷⁾ and environmental crime reduction⁸⁾ as well as all other stakeholders - mainly local and regional authorities and residents - in the multi-agency action needed to minimise the risks of crime and fear of crime.

This European Prestandard is applicable to the planning process of new, as well as existing, urban areas. An area can be the neighbourhood or environment ranging from just a few houses or streets to a city centre, industrial estate or large open space for public use.

2 Normative references

This European Prestandard incorporates, by means of dated or undated references, provisions from other publications. These normative references are cited at the appropriate places in the text. For dated references, subsequent amendments to or revisions of any of these publications apply in this European Prestandard only when incorporated in it by amendment or revision. For undated references, the latest edition of the publication referred to applies (including amendments).

prEN 14383-1 Prevention of crime. Urban planning and building design - Part 1 - Terminology

prENV 14383-3 Prevention of crime. Urban planning and building design - Part 3 - Dwellings

prENV 14383-4 Prevention of crime. Urban planning and building design - Part 4 – Offices and shops

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3 Terms and definitions

For the purposes of this European Prestandard, the terms and definitions given in prEN 14383-1 apply.

4 Preliminary questions: the area, its crime problems and the stakeholders

4.1 General

Cities all over the world are facing problems of insecurity and safety: urban violence and other forms of crime, feelings of insecurity caused by crime, graffiti and anti-social behaviour in the public sphere. These threats to the urban quality of life are obvious in most European cities.

Local and regional authorities generally react to these problems by more law enforcement input (police, private security services). However, now most European specialists agree that the actions needed to counteract the threats mentioned above have to be of an integrated and multi-disciplinary nature. Authorities and law enforcement specialists, as well as environmental specialists, city maintenance and management

⁵⁾ Méthodes d' évaluation, Bewertungskriterien

⁶⁾ Crime problems = one or more of six types of crime and/or fear of crime; see 4.3.

⁷⁾ People engaged in urban planning: e.g. urban planners, town planners/architects, governmental bodies, municipal services, private developers/builders, housing associations, consultants, landscape specialists, etc. (see 4.4).

⁸⁾ Note 6 plus police, justice, insurance companies, private security industry, social workers (see 4.4).

personnel, retailers and other business people, social workers, teachers and, last but not least, citizens are all stakeholders in this process.

The orchestration of the stakeholders, as well as the type of actions needed in the different urban environments (city centre, retail neighbourhoods, residential areas, transportation system), is a very difficult mix to plan and manage.

There are several models for the delivery of crime prevention by urban planning and design. These range from partnership schemes where a formal lead party is lacking, to police controlled schemes and others based in the local authority. Wherever urban planning and building design is involved there shall always be a democratically elected body governing the planning, building or city/neighbourhood management process directly or indirectly. In clause 6 this body will be called 'the responsible body'. This may be a local council, a group of planners mandated by local, regional or even national authorities or an interdisciplinary steering group.

Although there may be a variety of stakeholders involved, in theory, the approach is simple. It starts with answering three questions:

- where: the identification of the exact location of the area (by co-ordinates, and/or defining boundaries, and/or postal codes, etc.) and the type of area; this area is either an area comprising an existing urban fabric of buildings and streets/roads or a planned (new) area.
- what: the first and general identification of the crime problems occurring in this existing area, or the future crime problems that may occur in this new area;
- who: the identification of the stakeholders involved in defining the crime problems more precisely, assessing or reviewing them in more depth and implementing/ executing the measures to prevent and / or reduce the crime problems.

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4.2 Where: Identification of the area

4.2.1 Focus on urban environments

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The key findings from the International Crime Victims Survey⁹⁾ show crime to be a serious urban problem:

For **more serious crime**, the strongest factor explaining risks across different countries was urbanisation - with crime increasing with the proportion living in larger cities. Next, lower affluence was significantly associated with higher risks. Urbanisation and lower affluence alone explained half the variance in victimisation rates in the 26 countries.

With regard to **petty crime**, urbanisation was again the strongest factor explaining risks. Levels of affluence were statistically unrelated to risks however.

⁹⁾ The international Crime Victimization Survey (ICVS) is the most far-reaching programme of fully standardized sample surveys looking at householders' experience of crime in different countries. The first ICVS took place in 1989, the second in 1992, the third in 1996 and the fourth in 2000. Surveys have been carried out in over 50 countries since 1989, including a large number of city surveys in developing countries and countries in transition. The citations presented here are taken from the ICVS report 'Criminal Victimization in Eleven industrialized Countries; Key findings from the 1996 ICVS; Pat Mayhew (Home office, United Kingdom), Jan J.M. van Dijk (Ministry of Justice/ University of Leiden, The Netherlands); WODC./Ministry of Justice The Hague 1997. The conclusions of the 2000 sweep of the ICVS are generally speaking the same: "Net of other effect, urbanisation continued to be an influential risk factor. Risks of property crime, for instance, were 60% higher in the most urban areas compared to the least urbanised ones" (Key findings from the 2000 ICVS, John van Kesteren, Pat Mayhew and Paul Nieuwebeerta, WODC/Ministry of Justice, The Hague 2000 page 58).

4.2.2 Level at which action can be taken

Within urbanised areas security and safety can be improved in existing as well as in new and future environments. As shown in Table 1 seven levels can be distinguished. Levels 1 to 4 are dealt with in prENV 14383-3 (dwellings) and prENV 14383-4 (offices and shops) while level 5, 6 and 7 are the subject of this European Prestandard.

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Table 1 – Levels at which action can be taken to improve security in the built environment

	Level of intervention	The key players	Typical actions	What guidance can help?		
BUILDING DESIGN (prENV 14383-3 dwellings and -4 offices and shops)	1	Improving routine security precautions – but no physical change.	Occupants, management, security staff.	Change routine activity, management procedures, patterns of use/occupancy. Security staffing.	Guidance and check	SMALL SCALE ↑
	2	Up-grading security equipment.	Management security staff, security suppliers/consultants, locksmiths, builders.	Security equipment including: locking systems, alarms, cctv, lighting, access control, sensors.	Information on what the current range of equipment and security systems can do, and how effective they are.	
	3	Refurbishment and alterations to a building.	Owners/occupants, facilities managers, developers, architects, engineers, builders.	Remodelling of interiors and minor extensions, replacing windows and doors, fencing and gates, etc.	Guidance on secure windows and doors and how design modifications can improve the security of buildings.	
	4	Designing a new building	Owners/future occupants, developers, architects, builders.	The design of the building and its relationship to its surroundings.	Guidance on how building design can influence crime.	
URBAN PLANNING (this ENV 14383-2)	5	Large scale developments – shopping centre, housing or industrial development.	Architects, developers, builders, major tenants/occupiers.	The layout and planning of groups of buildings, parking, vehicular and pedestrian movement, etc.	Guidance on how layout planning can influence crime.	LARGE SCALE ↓
	6	Improving safety in public places.	City planners, public services managers (transport, parks, etc.) local action/pressure groups.	Locating public facilities, landscaping open spaces, street lighting.	Guidance about how the design and management of public spaces can reduce crime risk.	
	7	Neighbourhood planning – a strategy for continuous improvement of safety and security.	Planners, developers, local action/pressure groups, local politicians, regional government agencies, business community.	The gradual/incremental redevelopment and improvement of urban neighbourhoods/districts.	Guidance on how urban and neighbourhood planning can influence crime.	

4.2.3 Type of area

This European Prestandard is focussed on:

- urban areas;
- urban planning scale, see level 5, 6 and 7 in Table 1; this will include small developments but in most cases will refer to larger areas, for example parks, estates and whole neighbourhoods.

Within this focus eight types of areas can be distinguished:

- 1) residential;
- 2) schools/youth facilities;
- 3) commercial/industrial/offices;
- 4) shopping/retail;
- 5) parks and public gardens;
- 6) leisure centres;
- 7) public transport and parking facilities, stations, bus stops, parking garages etc.; but excluding the transport system itself;
- 8) city/town centres and public space.

Several combinations of these types are also possible, e.g. a mainly residential area with some schools, a youth facility, some shops and a small park.

It is important to classify the area under consideration as either a new or existing area. In the case of a new area only a plan exists. The consequences of these differences are far reaching:

- new environment (= new project): characteristics of crime and fear of crime can only be assessed by using theories or by using experiences and lessons from other neighbourhoods/projects closely resembling the plan for this new environment; such a crime analysis *ex ante* shall be called: a crime assessment¹⁰⁾;
- existing environments: characteristics of crime and fear of crime can be analysed in real situations by way of e.g. registered crime figures, surveys, safety audits, recording experiences and opinions of residents, people visiting/using the area, professionals (police officers, shopkeepers etc.), observations, interviews with victims and/or offenders, etc.: such a crime analysis (*ex post*) in an existing area shall be called a crime review¹¹⁾.

¹⁰⁾ Crime assessment: an estimate in advance (*ex ante*) of the problems which are likely to appear in future in a well defined area after a plan has been built.

¹¹⁾ Crime review: an estimate (*ex post*) of the crime problems present in a well defined existing (urban) area/-neighbourhood.