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**SIST-TP CEN/TR 14383-2:2008**  
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Prevention of crime - Urban planning and building 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

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

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

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Gebäudeplanung - Teil 2: Stadtplanung

This Technical Report was approved by CEN on 21 July 2007. It has been drawn up by the Technical Committee CEN/TC 325.

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## Foreword

This document (CEN/TR 14383-2:2007) 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 SNV.

Attention is drawn to the possibility that some of the elements of this document may be the subject of patent rights. CEN [and/or CENELEC] shall not be held responsible for identifying any or all such patent rights.

This document supersedes ENV 14383-2:2003.

The status of Technical Report (CEN/TR) was proposed to give all countries the opportunity to compare experiences and to harmonise procedures.

This Technical Report is one of a series for the "Prevention of crime - Urban planning and building design", that consists of the following Parts:

- Part 1: *Definition of specific terms*
- Part 2: *Urban planning*
- Part 3: *Dwellings*
- Part 4: *Shops and offices*

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## Introduction

### Preliminary declaration

This Technical Report is based on the principles contained in the following statement:

We should contribute to an interdependent urban development and not generate privilege yet isolated areas, which by way of consequence could become exclusion area. The buildings should be integrated in the city and urban fabric.

We should ban any approach that take into account the security of property and not of persons, because this approach tends to generate security to the profit of groups and not of the population as a whole.

Indeed, solutions based on the development of safer areas within and opposed to the outer world perceived as a source of insecurity will lead to exclusion and enclosure. Social life, respect for public freedom, exchange and friendliness are not taken into account. These solutions most of the time involve discrimination through money and through investment and operation costs that are not accessible to everybody.

### 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 Conference<sup>1)</sup> 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.

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

### 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 (CPTED), or Designing out Crime (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;
- potential victims (and/or targets) of crime or victims of fear of crime.

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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 septed)<sup>2)</sup>.

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"(DOC)<sup>3)</sup>.

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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](http://europa.eu.int/comm/justice_home/eucpn/home.html).

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.

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;
- 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 Technical Report combines 'contents' and 'process'.

- **Contents** refers to the question: which strategies and measures may<sup>4)</sup> 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 should choose the strategies and measures most effective and feasible to prevent and reduce the crime problems as defined by the stakeholders.

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<sup>4)</sup> 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.

The process is described in Clause 6 (for a summary see Figure 1). 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 Technical Report 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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## 1 Scope

This Technical Report gives guidelines on methods for assessing 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 problems consistently with the urban planning documents (see 4.3). Furthermore, guidelines for a step by step process are presented to involve all stakeholders (see 4.4) engaged in urban planning and environmental crime reduction 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 Technical Report 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 the whole city with a focus on public spaces.

## 2 Normative references

The following referenced documents are indispensable for the application of this document. For dated references, only the edition cited applies. For undated references, the latest edition of the referenced document (including any amendments) applies.

EN 14383-1:2006, *Prevention of crime – Urban planning and building design – Part 1: Definition of specific terms*

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CEN/TS 14383-3, *Prevention of crime – Urban planning and building design – Part 3: Dwellings*

CEN/TS 14383-4, *Prevention of crime – Urban planning and building design – Part 4: Shops and offices*

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## 3 Terms and definitions

For the purposes of this document, the terms and definitions given in EN 14383-1:2006 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 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 should 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 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, as well as the propensity of this area toward attracting crime and anti-social behaviour and generating fear of crime;
- **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.

## 4.2 Where: Identification of the area

### 4.2.1 Focus on urban environments

The key findings from the International Crime Victims Survey<sup>5)</sup> 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.

### 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, sixteen levels can be distinguished. Levels 1 to 4 are dealt with CEN/TS 14383-3 (dwellings) and CEN/TS 14383-4 (offices and shops) while levels 5 to 16 are the subject of this Technical Report.

This Technical Report is applicable to the planning process of new or existing urban areas. An area can be the neighbourhood or environment ranging from just a few houses or streets to the whole city. It will focus on recommendations aimed at reducing the risk of crime in public spaces.

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<sup>5)</sup> 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 less 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).

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

Building design (CEN/TRS 14383-3: Dwellings and 4: Offices and shops)	Buildings	Level of intervention	Example of actions	The key players	
		1	Improving routine security precautions - but no physical change	Change routine activity, management procedures, patterns of use/occupancy; Security staffing	Occupants, management, security staff.
2	Upgrading security equipment	Security equipment including: locking systems, alarms, cctv, lighting, access control, sensors	Management security staff; Security suppliers/consultants, locksmiths, builders		
3	Refurbishment and alterations to a building	Remodelling of interiors and minor extensions, replacing windows and doors, fencing and gates, etc.	Owners/occupants, facilities managers, developers, architects, engineers, builders		
4	Designing a new building	The design of the building and its relationship to its surroundings	Owners/futures occupants, developers, architects, builders		
Urban planning (this CEN/TR 14383-2)	Public Spaces	5	Improving routine security and no physical change	Patrolling, routes and schedules Cooperation of police and shop owners for surveillance; Improving maintenance; Special measures for construction yards	Police, shop keepers
		6	Upgrading security equipment	CCTV, Private and public street lighting; Lockings; Alarms	Police, owners, public service managers
		7	Refurbishment and upgrading details	Tree maintenance; Street furniture and fences and levels; Street and private lighting; Activity schedules	Local pressure groups, architects, police, maintenance dpt.; Service managers
		8	Re-design of layout	Continuity of pedestrian routes; Activity location and schedules; Shape and use of ground floor; Definition of public and private space; Slow traffic flows	Municipality, local pressure groups, architects, police, maintenance dpt., service managers, traffic dpt., public space dpt