

ITEM 9  
MANAGER'S REPORT NO. 28  
COUNCIL MEETING 88/04/18

RE: IMPLEMENTATION OF A VOLUNTARY CRIME PREVENTION THROUGH ENVIRONMENTAL  
DESIGN (CPTED) STRATEGY IN BURNABY

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendations of the Director Planning & Building Inspection be adopted.

\* \* \* \* \*

TO: MUNICIPAL MANAGER 1988 APRIL 12

FROM: DIRECTOR PLANNING & BUILDING INSPECTION Our File: 17.901

SUBJECT: IMPLEMENTATION OF A VOLUNTARY CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED) STRATEGY IN BURNABY

=====

RECOMMENDATIONS:

1. THAT Council endorse the following actions to be taken by municipal staff in implementing a voluntary Crime Prevention Through Environmental Design (CPTED) strategy:
  - a) In consultation with the RCMP, development of a CPTED brochure and/or booklet to be made available to architects, builders, developers, and other interested groups and members of the public.
  - b) Provision of training opportunities to assist appropriate municipal staff in learning about the principles and applications of CPTED.
  - c) Informing builders and developers of CPTED measures they may wish to voluntarily consider in preparation and refinement of their plans.
2. THAT Council adopt a policy of considering CPTED concepts in the design, construction, and renovation of municipal facilities and developments.
3. THAT a copy of this report be forwarded to the Crime Prevention Committee for information.

SUMMARY

This report presents an overview of the Crime Prevention Through Environmental Design (CPTED) concept, a discussion of potential challenges to be faced in implementation of a CPTED strategy, and a summary of proposed implementation actions.

The report indicates that CPTED principles, while offering numerous potential benefits, must be balanced with other important development objectives such as livability and aesthetic appeal. It proposes a voluntary implementation strategy, consisting of four broad actions:

- development and distribution of a CPTED brochure and/or booklet
- provision of training opportunities for staff
- informing builders and developers of CPTED measures they may wish to voluntarily incorporate in their development plans
- consideration of CPTED principles in the design, construction and renovation of municipal developments.

## R E P O R T

### 1.0 BACKGROUND

On 1987 November 09 Municipal Council adopted the following recommendation from the "Report of the Crime Prevention Committee":

THAT Council authorize staff to further study the Crime Prevention Through Environmental Design (CPTED) concept and report back by 1988 March 01 with a proposed strategy for implementing a voluntary CPTED program in the Municipality.

Following adoption of this recommendation, staff reviewed a wide variety of literature on CPTED and consulted with members of the RCMP and others knowledgeable about the concept.

From the information obtained, they developed a set of proposed implementation actions which, if adopted, will form the basis of a voluntary municipal CPTED strategy.

### 2.0 WHAT IS CPTED?

CPTED (pronounced septed) is the name given to a group of strategies intended to reduce crime opportunities through the design of buildings, neighbourhoods, and municipalities. Most proponents of the concept also stress the importance of management approaches in its implementation. CPTED gained prominence in the 1970s in the United States, where several demonstration projects were funded. It also gained considerable attention in Canada, through efforts of the Ministry of the Solicitor General and RCMP. For example, the Ministry commissioned several research studies concerning the CPTED concept. The RCMP has offered intensive CPTED courses to law enforcement officers and has promoted consideration of CPTED principles by municipal planning departments.

Implementation of CPTED involves two main thrusts: a design thrust and a management thrust. These thrusts are briefly described below.

## 2.1 Design Thrust

Examples of design strategies include:

- \* increasing opportunities for natural surveillance through such means as improving lighting, eliminating or reducing potential hiding places, improving placement of windows, and improving pedestrian circulation
- \* fostering territoriality (i.e. people's sense of ownership or responsibility for the territory in or near their homes) through such means as altering the form and scale of buildings, clustering dwelling units, and introducing real or symbolic barriers such as fences or shrubs. (The rationale is that proper placement of real or symbolic barriers will signal that a property is private or semi-private space, belonging to residents of the site. Intruders would be expected to arouse suspicion and might therefore be deterred from committing a crime)
- \* controlling access and escape through such means as using real or symbolic barriers to control circulation and improving access and opportunities for police to respond to crimes
- \* introducing target hardening devices such as dead-bolt locks, vandal resistant materials, and security bars over windows
- \* introducing detection hardware such as video surveillance cameras and alarm systems.

Before concluding this summary of design strategies, two points should be made. First, many of the above design strategies are implicit in good architectural, landscape, building and urban design. They are not the sole purview of CPTED but are, in fact, present in existing quality developments in the Municipality.

Second, that while part of an overall CPTED approach, the target hardening and detection hardware strategies should play a secondary role to the other strategies. Strong reliance on target hardening and detection hardware would be more in keeping with an "urban fortress" model of crime prevention than a CPTED approach.

## 2.2 Management Thrust

Management strategies complement and reinforce the design strategies, utilizing people and programs in crime prevention efforts. They involve a cooperative effort amongst residents, business groups, landlords, the police, and community at large.

Examples of strategies that the various groups can employ include:

- \* Resident and business groups - introducing education and surveillance programs (e.g. Block Watch) and establishing resident, tenant or business associations.
- \* Landlords - improving building image and maintenance, improving rental and eviction policies, and hiring private security personnel.
- \* Police - increasing consultation with the community, improving public relations efforts, and introducing team or community policing programs.
- \* Community - reducing potential social causes of crime by improving recreational programs and facilities and expanding the human services network.

Staff believe that management strategies are being adequately addressed through efforts of the RCMP (e.g. seminars for business groups, the Block Watch Program), as well as initiatives of the Crime Prevention Committee. The focus of this report, therefore, is on design strategies.

For Members of Council wishing additional information on CPTED, the Planning & Building Inspection Department has a 20 minute video on the subject available for viewing.

### 3.0 CHALLENGES TO IMPLEMENTATION

Implementation of CPTED strategies offers a number of advantages, including:

- \* potential reduction in crime
- \* improved social cohesion and community well being
- \* improved functioning of the environment

In essence, CPTED strategies equate to good planning. If implemented sensitively, CPTED strategies should foster a more safe, crime free, and socially cohesive community - a community in which most of us would wish to live.

Despite their advantages, however, several challenges are faced in implementing CPTED strategies. Some of the key challenges include:

- \* Balancing CPTED objectives with other planning objectives and regulations such as aesthetic appeal, ease of access, and BC Building Code requirements, (e.g. BC Building Code requirements to install fire doors in stairwells counteract CPTED objectives; they impede access and egress, reduce visibility, and provide a potential haven for muggers).

\* Evaluating the effectiveness of the strategies. Where CPTED has been implemented, evaluation efforts have been hampered by inadequate data bases, absence of research to reveal the linkage between environmental factors and crime, and inadequate criteria for measuring the success or failure of the CPTED measures. Nonetheless staff believe sufficient justification exists to attempt to reduce crime through environmental design measures.

\* Identifying strategies which do not add substantially to development costs (note: potential cost increases for introducing CPTED designs may be offset in savings resulting from reduced crime).

Of the above challenges, the most critical is balance. CPTED principles should not be applied indiscriminately or at the expense of other important objectives. For example, they may need to be modified or even rejected in cases where they would have a negative impact on the character, variety, or livability of the urban environment.

#### 4.0 PROPOSED IMPLEMENTATION STRATEGY

As directed by Council, staff only considered voluntary strategy options in preparing this report. Rather than identifying rigid CPTED regulations or requirements, staff focused on common sense, practical approaches - approaches to which, it is hoped, builders, developers, and the overall community should willingly wish to comply.

The proposed implementation strategy consists of four specific actions, as follows:

1. Develop a CPTED brochure and/or booklet - It is recommended that planning staff, in consultation with the RCMP, be authorized to develop informational material on CPTED - specifically a brochure and/or booklet. This material should be pragmatic in focus, offering some practical examples of how CPTED principles could be incorporated into planned development. It could be distributed to the Architectural Institute of B.C., The Canadian Homebuilders Association, and various architecture and building firms. It should also be made available at Municipal Hall to builders, developers, and other interested parties.

The scope and format of the promotional material will be dependent on the availability of funding. Because the material should be relevant and applicable to other communities besides Burnaby, staff believe a case can be made for acquiring senior government funding for its preparation and distribution. Staff have therefore proceeded to contact The Ministry of the Solicitor General and other appropriate sources regarding possible funding assistance for the material. When we have more information regarding available funding, we will develop a specific proposal for a brochure and/or booklet, which we will present to Council in due course.

2. Provide training opportunities for municipal staff - Seminars or other training opportunities concerning CPTED should be provided for planners, plan checkers, building inspectors and other appropriate municipal staff. The purpose of these seminars would be to assist staff in learning about the principles and applications of CPTED. The municipality may wish to sponsor its own courses or alternatively, it may choose to send staff to courses offered by the RCMP or S.F.U.

As with the brochure and/or booklet, staff will pursue the possibility of funding assistance for the training sessions from senior levels of government and the R.C.M.P.

3. Inform builders and developers of CPTED measures that they may wish to voluntarily incorporate in their development plans. - Ideally, CPTED concepts should be considered before the rezoning or Preliminary Plan Approval stage. Nonetheless staff propose, as a matter of course, to distribute the CPTED brochure and/or booklet to builders and developers submitting applications for rezoning or Preliminary Plan Approval. Staff with CPTED training could inform builders and developers of specific CPTED measures which if implemented on a voluntary basis would enhance their planned development. As deemed appropriate, staff may request the RCMP to provide comments and suggestions concerning the crime prevention aspects of particular plans.

If warranted in the future, it may also prove beneficial for the Municipality/RCMP to sponsor a CPTED seminar for local developers, builders, and architects.

4. Consider CPTED concepts in the design, construction, and renovation of municipal developments - The Municipality could play a leadership role in incorporating CPTED concepts in its future facilities and developments. In so doing, the Municipality would, of course, need to balance the CPTED concepts with other requirements for quality development (e.g. livability, aesthetic appeal). This being said, wherever the Municipality could sensitively incorporate CPTED principles, it would be providing an example to other prospective developers, showing them how the concepts can be successfully applied in planned developments. The Municipality would also be doing its part in efforts to reduce future crime opportunities in Burnaby.

#### 5.0 CONCLUSIONS

The voluntary CPTED strategy proposed in this report represents an incremental approach to implementing CPTED in Burnaby. Because of its voluntary nature, the strategy would not be imposed upon builders and developers. By providing information about CPTED principles, mechanisms and their merits, and by demonstrating the application of the concept in municipal developments, the hope is that builders and developers would willingly choose to incorporate CPTED ideas in their future plans.

If Council concurs with the recommendations of this report, staff will proceed with implementing and monitoring the CPTED strategy. When deemed appropriate, they will report their findings and, if necessary, recommend modifications to the strategy to Council.

It must be stated that a CPTED strategy will not provide a panacea for Burnaby's crime situation. Also, challenges will be faced in its implementation - particularly with respect to balancing CPTED principles with other important objectives. Nonetheless, a CPTED strategy should assist in raising public awareness regarding crime and in reducing future crime opportunities in the Municipality. The proposed strategy concentrates on design initiatives. In conjunction with the management initiatives of the RCMP and others, the proposed voluntary CPTED strategy should have much to offer.

  
A.L. Parr  
DIRECTOR PLANNING &  
BUILDING INSPECTION

  
JF/mcb

cc: Director Administrative and Community Services  
Officer-In-Charge, R.C.M.P.