

Management Strategy

Pedestrian Accessway between Feathertop Rise and The Avenue,
Alexander Heights



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1. Introduction

1.1 Purpose of the Management Strategy

This management strategy has been prepared in response to a resolution of Council to investigate ways in which anti-social behaviour can be reduced within a pedestrian accessway (PAW) formally known as Portion Lot 1055 (20P) Feathertop Rise, Alexander Heights.

1.2 Detail of the Subject Pedestrian Accessway

The location of the PAW is shown in **Figure 1** on Page 4. The PAW was created in the late 1980's as part of the subdivision of the locality. The PAW was intended to provide a pedestrian connection to and from the cul-de-sac of Feathertop Rise and The Avenue.

The physical characteristics of the PAW are as follows:

- The subject PAW is four metres wide and approximately 64 metres long.
- The path slopes gently from The Avenue toward Feathertop Rise and is relatively straight.
- The footpath within the PAW is two metres in width, with one metre landscape strips on both sides. The landscaping strips have no vegetation, with the exception of some small weeds.
- There is no lighting in the PAW; however, street lights exist at both ends of the PAW.
- The PAW has access barriers at either end. Access into the PAW is controlled by three 'u-rails' and wooden bollards at either end.
- The PAW contains signage at either end prompting users to clean up after their dogs.
- Previous incidences of graffiti on fences, street lighting and the footpath are evident, as parts of these structures have sporadically been painted over.

A collection of photographs of the subject PAW is provided in **Appendix 1** of this document.

1.3 Recent Considerations to Permanently Close the PAW

The City received a request on 29 April 2014 to consider closing the PAW. This request was made by the landowners adjoining this PAW, citing frustration with anti-social behaviour, vandalism, theft, graffiti and the PAW being used as a thoroughfare for motorcycles.

As part of considerations of this request, the City's Administration advertised the proposed PAW closure between 22 July 2014 and 16 September 2014. In that time, Administration received 27 submissions; and of those submissions, 18 objected to the closure of the PAW, and nine supported the PAW closure.

The matter was then presented by Administration to Council at its 3 February 2015 Council Meeting (Council Agenda item reference PS09-02/15). At that Meeting, Council resolved to adopt Administration's recommendation, which was as follows:

That Council:-

1. *NOTES the submissions received as summarised in Attachment 3 in respect to the proposed closure of the pedestrian accessway formally known as Portion Lot 1055 (20P) Feathertop Rise, Alexander Heights, and ENDORSES Administration's responses to those submissions;*

2. *DOES NOT SUPPORT* the closure of the pedestrian accessway formally known as Portion Lot 1055 (20P) Feathertop Rise, Alexander Heights, between Feathertop Rise and The Avenue, Alexander Heights, where identified on the plan included as Attachment 1;
3. *ADVISES* the adjoining landowners, Department of Lands, Department of Planning, and the submitters of its decision; and
4. *REQUESTS* Administration prepare a management strategy that may assist in reducing anti-social behaviour within the pedestrian accessway formally known as Portion Lot 1055 (20P) Feathertop Rise, Alexander Heights within three months for consideration of Council and to provide a further update to Council by December 2015.

The full Report presented to 3 February 2015 Council Meeting (hereafter referred to as the 'Council Report'), and associated Minutes that outline Council's decision, can be viewed on the City's website.

1.4 Rationale and Structure of the Management Strategy

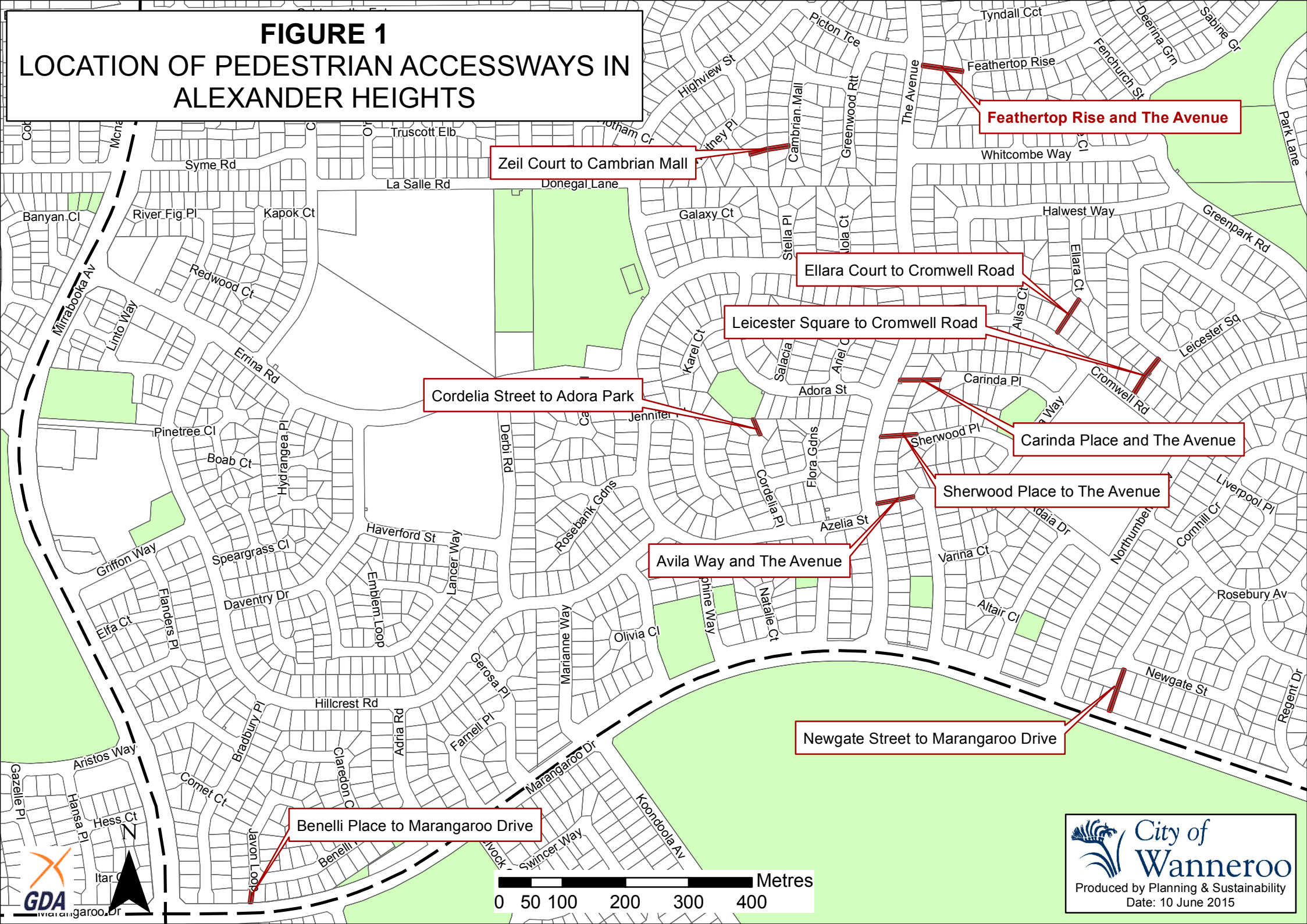
As outlined in the Council Report, Administration did not dismiss the adjoining landowner's concerns that occurrences of anti-social behaviour are evident in the PAW. However, on advertising the proposed PAW closure, it is also evident that the PAW provides a benefit to pedestrians and cyclists.

Rather than address anti-social behaviour by closing the PAW (as was initially requested by the adjoining landowners), Administration recommended in its Report to Council that it instead prepare a management strategy. This management strategy has since been prepared by Administration in light of Council's resolution outlined in Section 1.3 above.

This strategy has been prepared to provide the following information:

- A summary of maintenance and inspections that are conducted by Administration within the PAW;
- The number of incidences where Administration undertakes maintenance and repairs to the infrastructure in the subject PAW, in comparison to other PAW's in Alexander Heights. Statistics also provide a comparison as to the incidences that graffiti is cleaned;
- Considerations on how infrastructure can be upgraded in the PAW to reduce the prospect of anti-social behaviour. Considerations are made in reference to the guidance provided in the Department of Planning publication 'Reducing Crime and Anti-Social Behaviour in Pedestrian Accessways: Planning Guidelines' (included in **Appendix 2** of this strategy);
- Resources and legal authority available to the City's Rangers and Community Patrol Officers to react to incidences of anti-social behaviour in the PAW; and
- Initiatives undertaken by WA Police; including the establishment of local policing teams through the WA Police 'Frontline 2020' program.

FIGURE 1
LOCATION OF PEDESTRIAN ACCESSWAYS IN
ALEXANDER HEIGHTS



2. Statistical Information – Graffiti and Maintenance Works

2.1 WA Police Statistics

Incidences of anti-social behaviour and criminal activity are matters for WA Police to respond to.

Administration considered that the preparation of the Management Strategy could (in part) be influenced by the current and trending rate of crime that WA Police respond to in the immediate area surrounding the PAW.

Administration attempted to obtain data from WA Police on two occasions – during considerations on whether to support the PAW closure and during the preparation of this strategy. Administration attempted to obtain this data to understand the extent of crime and anti-social behaviour attributed to the PAW. In both attempts to obtain data, WA Police advised Administration that workloads and reporting requirements prevented it in providing this data.

2.2 Statistics on PAW Maintenance

On occasion, Administration receives requests to repair or maintain public infrastructure and places, such as PAW's. Once received by Administration, the requests to repair or maintain infrastructure are logged as 'reactive work orders' and may include works such as removing glass, moving u-rails, pruning overgrown bushes, removing litter, slashing or removal of weeds, mulching and the installation of signage. The need for repairs is either the result of malicious damage by members of the public, natural overgrowth of vegetation or weeds over time, or the result of natural deterioration of the infrastructure.

Statistics which outline the instances that 'reactive work orders' relating to PAW's in Alexander Heights have been completed since 2011 is tabled below:

Table 1: Instances of 'Reactive Work Orders' – PAW's in Alexander Heights

PAW	2014	2013	2012	2011
Between Feathertop Rise and The Avenue	1	1	1	3
Between Carinda Place and The Avenue	1	0	0	0
Between Avila Way and The Avenue	1	1	0	0
Between Sherwood Place and The Avenue	0	0	0	0
Between Ellara Court and Cromwell Road	0	0	0	1
Between Leicester Square and Cromwell Road	2	0	0	0
Between Newgate Street and Marangaroo Drive	2	0	0	0
Between Cordelia Street and Adora Park	0	1	0	0
Between Benelli Place and Marangaroo Drive	2	1	0	0
Between Zeil Court and Cambrian Mall	0	0	1	2

The location of the PAW's listed above are indicated on the map included in **Figure 1** (page 4) of this document.

The statistics above demonstrate that with exception to 2011, the number of reactive work orders relating to the subject PAW is comparable with the number of reactive work orders received for other PAW's in Alexander Heights. The statistics do not suggest that the PAW has required additional attention or maintenance in recent years.

2.3 Statistics on Graffiti Removal

Similar to the statistics provided in Part 2.2 above, Administration has also collated the recorded instances of graffiti in PAW's in Alexander Heights since 2011. A summary of those results (in comparison with the total instances of graffiti in Alexander Heights) is provided in the table, below:

Table 2: Instances on Graffiti Removal – PAW's in Alexander Heights

Location	2014	2013	2012	2011
PAW Between Feathertop Rise and The Avenue	2	0	4	12
PAW Between Carinda Place and The Avenue	0	0	2	5
PAW Between Avila Way and The Avenue	0	1	0	2
PAW Between Sherwood Place to The Avenue	0	0	0	1
PAW Between Ellara Court to Cromwell Road	0	0	0	0
PAW Between Leicester Square to Cromwell Road	0	0	1	1
PAW Between Newgate Street to Marangaroo Drive	0	0	2	2
PAW Between Cordelia Street to Adora Park	0	0	0	0
PAW Between Benelli Place to Marangaroo Drive	0	0	2	2
PAW Between Zeil Court to Cambrian Mall	0	0	0	0
Alexander Heights (overall)	134	145	253	514

It is noted from the statistics that the number of yearly incidences of graffiti in the subject PAW has decreased significantly since 2011. This decreasing trend coincides with a decrease of graffiti incidences overall in the Alexander Heights locality in the same time period.

3. Infrastructure Maintenance and Upgrades

3.1 Summary of Routine Maintenance Works

The City's Administration (Infrastructure Maintenance Service Unit) is responsible for routinely inspecting and maintaining this PAW. A summary of the routine inspection and maintenance that is conducted within the PAW is as follows:

3.1.1 Routine Inspection and Maintenance of PAW

Administration undertakes routine inspections of the City's PAW's three times every year. These inspections may identify the need to perform maintenance within the respective PAW – such as to remove rubbish, trim overhanging vegetation, spray weeds or repair walking surfaces.

The need to perform maintenance can also arise following the receipt of enquiries received by members of the public.

In instances where Administration identifies the need to perform maintenance (either through a routine inspection or an enquiry from a member of the public), Administration endeavours to complete the necessary works within 14 days. If the works are considered necessary to address what Administration considers is a valid public safety concern, Administration endeavours to complete the required maintenance works within 24 hours.

3.1.2 Control of Weeds and Vegetation

Administration notes that tree and shrub overhang or weed growth in this PAW are not prevalent, compared to other PAW's within the City.

However, Administration does spray herbicide to eradicate weeds or remove overhanging vegetation within PAW's should the need arise. As discussed in subsection 3.1.1 above the need to undertake these works is identified either following a routine inspection, or if an enquiry is received through a member of the public.

3.1.3 Graffiti Removal

Administration takes a reactive approach in removing reported graffiti. Local residents can report graffiti either through the City, or through the WA Police 'State Graffiti Taskforce' website. Graffiti reports lodged through the State Graffiti Taskforce website are forwarded to the City's Administration for further action.

Upon receiving a report of graffiti, Administration endeavours to remove graffiti on public property within 48 hours. The same endeavour applies where graffiti affects private property or structures (such as fencing or front walls); however graffiti cannot be removed in those instances until the owner of the structure grants written permission. For graffiti reported by a member of the public to be offensive, Administration endeavours to remove such graffiti within four hours of the report being received.

3.2 Potential Infrastructure Upgrades in the PAW

The Report previously presented to Council on this matter (as discussed in Section 1.3 above) prescribes how the management strategy should outline methods on how the City could improve and upgrade infrastructure in the PAW. The Council Report suggests that a management strategy investigate the appropriateness of any one (or more) of the following strategies being implemented for the PAW:

- Clean and make repairs quickly;
- Ensure that the walking surfaces are well maintained;
- Improve lighting;
- Install safety mirrors to improve sight lines;
- Clear weeds and shrubs;
- Install permeable fencing;
- Install signage;
- Install density matting – climbing plants on fencing subject to vandalism;
- Install more bollards to restrict vehicle access;

The list of above strategies is derived from the designing out crime guidance provided in Part 4 of the Department of Planning publication 'Reducing Crime and Anti-Social Behaviour in Pedestrian Accessways: Planning Guidelines'. These guidelines have been included as **Appendix 2** of this document.

Further discussion on the strategies in the context of the subject PAW is provided for in the following sub-sections:

3.2.1 Clean and make repairs quickly

Cleaning and making repairs quickly following vandalism removes the rewards for offenders and sends a message that such behaviour is not acceptable. As outlined in Section 3.1 above, Administration performs maintenance works and graffiti removal promptly when required.

As outlined in Part 2 of this strategy, the incidences of graffiti and 'reactive work orders' for maintenance in the subject PAW has generally been declining in recent years. Similarly, the graffiti and reactive work order statistics for the subject PAW have in recent years been comparable to other PAW's in the Alexander Heights locality. Therefore, a change to how the subject PAW is inspected – and maintenance works undertaken – may not significantly reduce the prospect of incidences of anti-social behaviour.

3.2.2 Maintenance of walking surfaces

A recent inspection of the PAW confirms that the footpath in the PAW is in good condition. Administration cannot identify any works to the walking surface that would be beneficial in preventing anti-social behaviour in this instance.

3.2.3 Lighting

As is the case with all PAW's in the Alexander Heights locality, the subject PAW does not contain any internal lighting.

Lighting on The Avenue and Feathertop Rise road reserves is already situated adjoining both entrances of the PAW, as shown in the photographs included in **Appendix 1**. In addition to providing lighting to their respective road reserves, these fixtures also provide lighting into the PAW.

On observation, it is noted that the lighting is well aligned with the PAW, so that shadowing from fencing and buildings on adjoining properties is minimised. Also, the two light poles at either end of the PAW are separated by a distance of 68 metres, which is consistent with the average light pole separation distance of 71 metres provided for the four light poles situated on Feathertop Rise.

Design and locational requirements of lighting should be based on the degree of activity and risk of crime. On considering the statistics provided in Part 2 of this strategy, Administration notes that the PAW does not record graffiti incidences or maintenance requests at a level that exceeds other PAW's in the Alexander Heights locality. Therefore,

Administration does not consider that the subject PAW requires lighting that is in addition to what is provided for in other PAW's in the locality.

3.2.4 Safety mirrors

Given that this PAW is straight, its entire length is visible from any given point. The PAW does not have turns or bends that would warrant the installation of mirrors.

3.2.5 Clearance of weeds and shrubs

As outlined in Part 3.1 above, Administration already sprays herbicide to eradicate weeds or remove overhanging vegetation in PAW's should the need arise. The need is identified either following a routine inspection or if an enquiry is received through a member of the public.

Given that there are no shrubs growing in the subject PAW, and that vegetation overhanging into the PAW is not prevalent or problematic, Administration's current maintenance program in this regard is considered acceptable.

3.2.6 Permeable fencing

The Department of Planning guidelines outline that visually permeable fencing would improve surveillance within the PAW. Although visually permeable fencing adjoining the PAW may provide some additional surveillance of the PAW; it would be at a burden to the privacy that is currently enjoyed by the adjoining landowners.

3.2.7 Signage

The Department of Planning guidelines outline that signage could be used to define that unacceptable activities are prohibited; such as graffiti, vandalism and dumping of rubbish. For example, the subject PAW currently provides for signage which prompts users to clean up after their dogs.

Anti-social behaviour in the PAW is generally caused by persons that have less regard to what are acceptable behaviours. Therefore, additional signage (such as 'No Graffiti' and 'No Dumping of Litter') installed in the subject PAW may not influence persons to refrain from acting in an unacceptable manner.

3.2.8 Density matting

'Density matting' is considered as climbing plants that are allowed to grow on vertical solid surfaces, such as a wall or a fence. Such planting could be used to reduce opportunities for graffiti incidences on walls or fences, as well as to hinder attempts for potential offenders illegally accessing properties adjoining a PAW.

Administration does not consider that density matting is a practical measure in reducing the prospect of anti-social behaviour in this instance, for the following reasons:

- Mature density matting would come at a significant cost to the City, both in its provision and its ongoing maintenance. Should immature density matting be planted as an alternative, it may take many years for it to effectively deter graffiti or illegal access onto adjoining properties;
- Although density matting may prevent incidences of graffiti occurring on the fences adjoining the PAW, it would not prevent graffiti occurring on other solid surfaces, such as on the footpath or the u-rails; and

- The submissions previously received from adjoining landowners predominantly suggest that the issues of discontentment relate to instances of anti-social behaviour within the PAW itself. Illegal access onto properties adjoining the PAW appears to be an occurrence that is less frequent than other forms of anti-social behaviour, such as graffiti.

3.2.9 Installation of bollards

As depicted in the photographs included in **Appendix 1**, three 'u-rails' have been installed at each end of the PAW, at right-angles to the footpath. The u-rails are situated to control movement through the PAW, to manage cycling travel speeds and to prevent access by motorised vehicles. Adjoining the u-rails, the City has also installed wooden bollards to enhance the control of movement through the PAW. The provision of three u-rails at the entrances to the subject PAW is unique, as other PAW's in Alexander Heights either have two, one or (in one case) no u-rails to control access.

Additional u-rails may assist in manage cycling travel speeds and unwarranted motorised vehicular access. However, additional u-rails would only impede on pedestrian access into the PAW; particularly for the elderly, people with disabilities or people with prams.

4. Community Safety and Patrols

4.1 Current Ranger and Community Safety Operations

Currently, the City's Rangers or Community Patrol Officers do not utilise any additional resource in patrolling the subject PAW, compared to what is provided for PAW's generally within the City of Wanneroo.

Provision of additional resources is limited to anti-social behaviour hotspots, identified and acknowledged by the City's Community Safety Working Group and the City's Administration. These hotspots are currently located as follows:

- Alexander Heights Park Car Park, Alexander Heights;
- Wanneroo Showgrounds, Wanneroo;
- Butler Community Centre Car Park, Butler;
- Carramar Community Centre, Carramar;
- Girrawheen Senior Citizens and Library, Girrawheen;
- Hainsworth Community Centre, Girrawheen; and
- Highview Park, Alexander Heights.

The resources available and the functions performed by the City's Rangers and Community Patrol Officers are generally limited to performing the following duties:

- Providing a routine presence at City-managed buildings and the anti-social behaviour hotspots listed above;
- Closing and opening doors and gates, located at public facilities and car parks in various locations around the City;
- Respond to alarms that may be set off at City-managed buildings;
- Reacting to specific calls for assistance made by members of the community; and
- Responding to matters relating to dogs and other animals.

Responding to instances of anti-social behaviour is the responsibility of WA Police, and not the City's Rangers or Community Patrol Officers. Although the City's Rangers and Community Patrol Officers request assistance from WA Police when anti-social behaviour is observed, the City's Officers do not have the authority to arrest persons, or to issue a 'Move-On' Notice.

4.2 Potential Community Safety initiatives in the PAW

In relation to community safety initiatives, the Council Report prescribes how the management strategy should investigate the appropriateness of any one (or more) of the following being provided for the PAW:

- Mobile CCTV;
- Preventing PAW access during vulnerable times (i.e. sunset to sunrise); and/or
- Establish security patrols.

As was the case with the infrastructure upgrade strategies explored in Part 3 of this management strategy, the list of above strategies relating to community safety initiatives is derived from Part 4 of the Department of Planning guidelines included in **Appendix 2**.

The appropriateness of the strategies listed above being implemented for the subject PAW is discussed in the subsections below:

4.2.1 Mobile CCTV

Closed Circuit Television (CCTV) cameras are often effective in preventing anti-social behaviour. Cameras could either be covert (hidden) or overt (visible).

There is no infrastructure or landscaping within and surrounding the subject PAW capable of supporting the installation of covert mobile CCTV cameras. Therefore, should mobile CCTV cameras be considered, the cameras would be overt.

On occasion, Administration deploys CCTV mobile trailers to capture footage of public areas. The City's 'Hotspots Defined and Guidelines for the Deployment of CCTV Trailers' (CCTV guidelines) outline that mobile CCTV should be deployed in areas where incidences of anti-social behaviour exceed two per week, or six in a monthly period. The same CCTV guidelines also prescribe that mobile CCTV trailers should generally be deployed for a time period of between two and seven days to allow for equitable deployment of the mobile CCTV trailer in the areas most in need of it.

Administration does not consider that mobile CCTV is a practical measure in reducing the prospect of anti-social behaviour in this instance, for the following reasons:

- The mobile CCTV trailer would need to be located so as to not impede on:
 - Pedestrian access into the PAW;
 - Privacy of nearby landowners;
 - Vehicular access into adjoining properties;
 - The movement of vehicular traffic on the roads adjoining the PAW; and
 - Access to footpaths located on the road reserves adjoining the PAW.
- The quality of the images that can be captured at night would depend on the location of existing lighting. For example, lighting can illuminate a space to assist the provision of CCTV; but if inconveniently located, lighting could also cause glare that would reduce the quality of an image.
- A mobile CCTV trailer would only assist in reducing anti-social behaviour in the time periods that it is available to capture footage in the PAW. The mobile CCTV trailer would not act to deter anti-social behaviour in the times that it is not present.

Given the positioning of the existing street lighting (refer to Section 3.2.3, above) and the design of the PAW, it is not possible for mobile CCTV to be provided in a location that would not:

- Be affected by glare from street lights;
- Reduce the privacy currently enjoyed by landowners and occupiers of land adjoining the PAW; and
- Impede on pedestrian access into the PAW.

4.2.2 Preventing PAW Access at Vulnerable Times

The City could impose restrictions on access to a PAW during vulnerable times (e.g. from sunset to sunrise) to deter incidences of anti-social behaviour. This would be possible through the installation of gates at either end of the PAW, which would be opened and closed every morning and night.

However, Administration does not consider the installation of gates to be practical, for the following reasons:

- Having closing gates would inhibit access through the PAW to all members of the public during the times in which the gates are closed; and

- Closed gates may invite (rather than deter) anti-social behaviour, as closed gates would reduce surveillance of the PAW from the adjoining streets.

4.2.3 Establish Security Patrols

The Department of Planning guidelines suggest that security patrols provide for routine and regular surveillance within PAW's at times designated to be most problematic. As outlined in Part 4.1 above, the functions performed by the City's Rangers and Community Patrol Officers are limited. As the WA Police have greater resources and authority to respond to instances of anti-social behaviour, the provision for additional resources for Rangers and Community Patrol Officers to patrol the PAW for the purpose of mitigating anti-social behaviour is not justified.

4.3 WA Police Frontline 2020

The WA Police has introduced a new initiative called 'Frontline 2020' which, according to WA Police, aims to change in the way Police Officers engage with the community, and for WA Police Officers to receive better, quicker and more direct communication with the people in the suburbs they police.

Part of this initiative is to assign policing teams to particular suburbs, and to make contact information of policing teams publicly available. Members of the community are able to contact their local policing team directly to discuss local issues that don't require immediate attendance. Contact details of the local policing team could be obtained through WA Police. Members of the community that require more immediate police attendance are still required to call the WA Police on 131 444, or 000 in case of an emergency.

It is recommended that landowners and residents adjoining the PAW familiarise themselves with the local policing team, and to engage in ongoing discussions with them on the behaviour of persons using the PAW.

5. Conclusion and Recommendations

Administration's investigations on the PAW have concluded that:

- The inspection and maintenance that occurs in the PAW is not different or more problematic in comparison to other PAW's in the locality;
- The statistics available to Administration suggests that this PAW has not attracted a level of anti-social behaviour in recent years that exceeds other nearby PAW's; and
- There are no identified flaws in the design or provision of infrastructure in and adjoining the PAW, which entices anti-social behaviour to occur in the subject PAW, rather than in other PAW's in the locality.

In light of the above, this strategy does not identify the necessity for additional maintenance, infrastructure upgrades or community safety measures to be specifically provided or applied for this PAW.

The City's Rangers or Community Safety Officers do not have the authority to arrest persons, or to issue 'move-on' notices, as do WA Police officers. Therefore, the response to anti-social behaviour and criminal activity remains the responsibility of WA Police; and that community members should contact WA Police in the first instance when anti-social behaviour is observed. It may be beneficial for residents adjoining the PAW to familiarise themselves and their concerns regarding the PAW with WA Police; and in particular, with the local policing team that is responsible for the Alexander Heights locality.

In conclusion, the City's Administration will:

1. Continue to:
 - a) Inspect the subject PAW three times each calendar year, and when complaints or enquiries from members of the public on the PAW's condition are received;
 - b) Perform maintenance works within 14 days, should an inspection of the PAW conclude that such maintenance works are required. Maintenance works required to be undertaken to address valid public safety concerns should be completed within 24 hours; and
 - c) Endeavour to remove graffiti within 48 hours of an enquiry or complaint being received, or within four hours should the graffiti be reported by a member of the public as offensive.
2. Encourage landowners and residents adjoining the PAW to familiarise themselves with the WA Police local policing team responsible for the Alexander Heights locality, and engage in ongoing discussions with them on the behaviour of persons using the PAW.

Appendix 1

Collection of Photographs
of the Subject PAW



Photograph 1:

Entrance to the PAW from Feathertop Rise (as seen from the street). Three yellow u-rails and wooden bollards have been installed to inhibit the movement of vehicles.



Photograph 2:

Entrance to the PAW from Feathertop Rise (as seen from within the PAW). In this picture, note the following:

- Three yellow u-rails and wooden bollards have been installed to inhibit the movement of vehicles.
- The footpath is in sound condition;
- Street lighting is positioned adjacent to the PAW entrance; and
- A section of footpath has been painted to conceal a past graffiti incident.



Photograph 3:

Taken in the PAW, looking toward Feathertop Rise. In this picture, note that sections of the footpath, fencing and the brown structure (on the adjoining property to the right) have been treated to conceal past graffiti incidences.



Photograph 4: PAW entrance as seen from The Avenue.



Photograph 5: The Avenue PAW entrance as seen from inside the PAW.

Appendix 2

Department of Planning publication

*'Reducing Crime and Anti-Social
Behaviour in Pedestrian Access Ways:
Planning Guidelines'*

October 2009

Reducing Crime and Anti-Social Behaviour in Pedestrian Access Ways

Planning Guidelines



October 2009

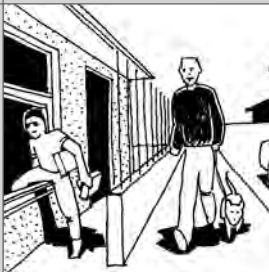
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internet: www.planning.wa.gov.au
email: corporate@planning.wa.gov.au

tel: 08 9264 7777
fax: 08 9264 7566
TTY: 08 9264 7535
info: 1800 626 477

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1 Introduction

1.1 Purpose of the guidelines

These guidelines have been prepared as a supplement to the Western Australian Planning Commission's (WAPC) *Planning Bulletin 79 Designing Out Crime* and associated *Designing Out Crime Planning Guidelines*. In particular, they enhance the material contained in section 5.18 of the Guidelines "Pedestrian routes, laneways, alleyways and access ways", by outlining an approach for developing and refining designing out crime best practice to reduce crime and anti-social behaviour in pedestrian access ways. The supplement builds on earlier work by the Office of Crime Prevention, and research undertaken by the Designing Out Crime Research Group at Curtin University of Technology and Edith Cowan University.

1.2 Objectives of the guidelines

The objectives of the guidelines are:

- To provide a brief overview of the problems associated with pedestrian access ways.
- To provide a tool for use by local government in assessing and responding to crime risks associated with pedestrian access ways.
- To outline general designing out crime guidance for pedestrian access ways.

1.3 Who should use the guidelines

The guidelines are designed to be used by state and local government decision-makers both as a tool in the decision-making process in the risk evaluation and management of pedestrian access ways and, in the case of the most intractable pedestrian access ways, in decision-making about potential temporary or permanent closure.

2 Pedestrian access ways in Western Australia

2.1 Pedestrian access way terminology

These guidelines follow the common language understanding of pedestrian access ways as paths in the public domain that are available for use by pedestrians, and vehicles that are not regulated by the *Road Traffic Act 1974* (eg bicycles, skateboards roller blades).

The majority of pedestrian access ways in Western Australia were originally established as part of the subdivision of land in accordance with section 20A of the, then, *Town Planning and Development Act 1928*. They were seen as a means of providing for the unimpeded

movement of pedestrians and cyclists in and around residential neighbourhoods following the change from traditional grid pattern road layouts to designs based on culs-de-sac and loop roads.

Pedestrian access ways are also often used to locate public infrastructure such as water, sewer and gas pipes or electrical cables.

2.2 Types of pedestrian access ways

Pedestrian access ways are extremely diverse in terms of their location, design, geometry, purposes and uses. They can, however, be grouped by similarity of roles. The four classic pedestrian access way types that can be identified are:

- coastal pedestrian access ways;
- pedestrian access ways in suburbs with road layouts based on culs-de-sac and loop roads;
- pedestrian access ways providing occasional access for major events;
- pedestrian access ways that are a pedestrian connection to a retail services area.

These pedestrian access way types often form part of multiple networks of paths that are used by individuals for walking, cycling and running.

2.2.1 Coastal pedestrian access ways

Coastal pedestrian access ways form a distinct class whose function is to provide pedestrians and cyclists from inland suburbs with access to the beachfront. They have three roles:

- They provide access to the beach for residents living in the suburbs immediately behind the beach.
- They facilitate use of the beach by visitors with cars by encouraging distribution of parking away from the beachfront and enabling easy pedestrian access from the backstreets.
- They have a strong health role as a component of a larger pedestrian and cycling path network to the beach from inland suburbs.

The use of coastal pedestrian access ways is likely to be seasonal, and the types of users are likely to vary depending on time of day, and day of week. In crime prevention terms, designing out crime strategies that are likely to be most effective, and least intrusive on pedestrian access way use, are those which target specific seasons, times of day, pedestrian access way users, and pedestrian access way behaviours.



Figure 1: Coastal pedestrian access way in recently developed coastal suburb



Figure 2: Coastal pedestrian access way in long established coastal suburb

2.2.2 Pedestrian access ways in suburbs with road layouts based on culs-de-sac and loop roads

Pedestrian access ways in suburbs with road layouts based on culs-de-sac and loop roads are essential parts of the pedestrian and cycling access network. With an increased government emphasis on health and exercise, the importance of these pedestrian access ways has increased significantly and this trend is likely to continue.

These types of pedestrian access ways have several key characteristics:

- Individual pedestrian access ways typically have a different balance of uses at different times of day (exercise, school, shopping, bus access, tavern access etc.).

- They provide various essential routes for the community including:
 - bus access
 - train access
 - retail access
 - access to public open space and other natural amenities (bush, lakes, national parks etc)
 - longer-distance pedestrian and cycle access from, and to, nearby suburbs.

These pedestrian access ways are often poorly designed in designing out crime terms. Typically they are narrow paths located between property boundaries (eg garden fences). Crime and anti-social behaviour is typically linked to specific users, times of day and days of week. Some have high traffic, particularly where they are the only pedestrian link to amenities. And some have inappropriate and problematic high territoriality and sense of ownership by abutting residents which can act to reduce their functionality, and increase social tensions.

The characteristics of pedestrian access ways in these suburbs combine to produce an associated pattern of difficult problems. Any attempt to improve crime and anti-social behaviour outcomes in a problematic pedestrian access way needs to take into account:

- The generally poor walkability of these suburbs.
- The high use of some of these pedestrian access ways with naturally proportionally higher crime and anti-social behaviour potential associated with:
 - number of users;
 - poor crime prevention through environmental design of pedestrian access ways and properties;
 - high levels of territoriality of residents abutting pedestrian access ways;
 - high social tensions;
 - use by non-local walkers and cyclists;
 - different patterns of use at different times of day;
 - different crime risks and vulnerability at different times of day.

Examples of typical pedestrian access ways in these suburbs are shown in figures 3 and 4.



Figure 3: Pedestrian access way providing crucial pedestrian access from interior of a suburb with road layouts based on culs-de-sac to bus access on a perimeter road



Figure 4: Pedestrian access way that is part of a longer route providing essential pedestrian access for schoolchildren from interior of a suburb with road layouts based on culs-de-sac to rail station at the edge of the suburb

2.2.3 Pedestrian access ways providing occasional access for major events

Some pedestrian access ways have an important sporadic role in providing pedestrian access to large public events. This leads them to having a double life in crime prevention terms. At the times of public events, these pedestrian access ways are often heavily used by visiting members of the public. This is a situation in which crime and anti-social behaviour would be expected to increase. At other times, they typically provide access for much lower numbers of users, many of whom are local. The double life of these pedestrian access ways suggests the need to use two separate and distinctly different strategies for developing designing out crime interventions. It is important that the interventions aimed at the time of public events do not impact adversely on the functioning of the pedestrian access way during normal use.

Interestingly, and from a crime prevention point of view, in longer term multi-day events event-goers often establish a mild form of protective ownership of “their” pathways to the event. These can act as a protective mechanism against problem behaviours. Electronic surveillance and policing on the days of events may be appropriate on pedestrian access ways to some venues. Other designing out crime approaches are likely to be conventional for both of the pedestrian access way’s roles.

2.2.4 Pedestrian access ways that are a pedestrian connection to a retail services area

Many pedestrian routes terminate at a pedestrian access way adjacent to a shopping centre - typically privately-owned, pseudo-public space. These pedestrian access ways have a variety of possible roles. Some are nodes of the pedestrian access way network that carry the pedestrian and cycle traffic from multiple routes. Others provide pedestrian access between parts of shopping complexes and from car parks, bus stops and rail stations.

These pedestrian access ways are typically high use, high importance and high risk for anti-social behaviour and crime. The situation is complicated by the patchwork of ownership and management responsibilities. A key characteristic of this situation is that it involves multiple stakeholders, constituencies and user groups with different interests and spheres of action. It also can involve multiple security organisations with different priorities and specialist expertise (shopping centre security, rail security, police, youth workers, council rangers etc). Successful designing out crime strategies are those that build on the strengths of the groups involved using a multi-agency approach. Where young people are involved, youth services agencies provide a powerful designing out crime resource. Experiences in shopping centres in Western Australia have shown that involvement of youth service agencies can result in changes over short periods of time that can significantly reduce crime and anti-social behaviour issues.

3 Situational crime prevention assessment for pedestrian access ways

The situational crime prevention assessment described here comprises a suite of tools for assessing and reducing crime risk in pedestrian access ways.

These tools are:

- designing out crime pedestrian access way assessment
- socio-economic vulnerability assessment
- contextual crime assessment
- decision tree.

The situational crime prevention assessment has been developed in response to the lack of crime data for pedestrian access ways that is both time and location specific. The tools set out in the situational crime prevention assessment do not replace the need for accurate crime data. But they do offer a relatively coarse means of assessing crime risk based on surrogates identified in the criminological literature as being associated with crime risk. Users of these crime risk assessment tools should apply them with this in mind, and be aware that the surrogates may operate differently in different circumstances.

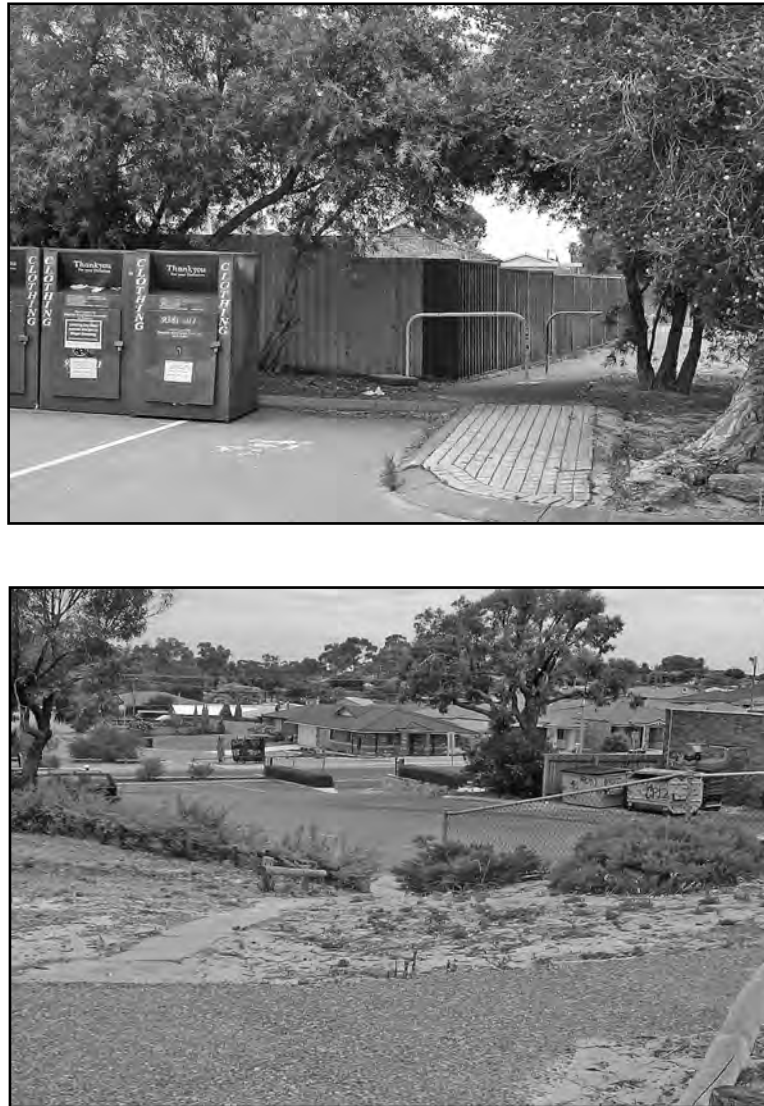


Figure 5: Node pedestrian access ways close to a shopping centre carrying traffic from multiple pedestrian access ways within a suburb.

3.1 Designing out crime pedestrian access way assessment

The designing out crime pedestrian access way assessment provides decision-makers with a simple snapshot of the potential vulnerability of a pedestrian access way to crime in terms of use, design and crime problems. It does this by comparing a specific pedestrian access way with the key attributes of one designed to best practice designing out crime and crime prevention through environmental design standards.

A low designing out crime pedestrian access way assessment score indicates that the pedestrian access way, *in purely physical design terms*, has characteristics associated with opportunities for crime and may require implementation of appropriate designing out crime solutions. Indeed, the statements/questions themselves suggest, in part, what might be appropriate solutions.

A high designing out crime pedestrian access way assessment score indicates that the pedestrian access way, *in purely physical design terms*, has characteristics associated with low opportunities for crime. However, crime problems are related to more than just design and a pedestrian access way with a high designing out crime pedestrian access way assessment score of, say, 14 and a corresponding low crime risk can still suffer from crime problems. The designing out crime pedestrian access way assessment should, therefore, be considered together with the detailed contextual information identified in the other parts of the situational crime prevention assessment.

Table 1: Designing out crime pedestrian access way assessment

Risk criteria	Yes	No
1. The pedestrian access way is overlooked (visual surveillance) at either of its ingress/egress points.		
2. The pedestrian access way is overlooked (visual surveillance) along its route.		
3. Does the pedestrian access way have adequate lighting (eg facial recognition at 10 m distance)?		
4. On entering the pedestrian access way, can you see the exit?		
5. There are no entrapment spots or hiding places along the length of the pedestrian access way.		
6. The pedestrian access way is appropriately maintained.		
7. The boundaries between public space and private space are clearly defined.		
8. The boundaries between public space and private space are robustly fenced.		
9. Does the pedestrian access way have signs indicating acceptable behaviour?		
10. The pedestrian access way is wide enough to allow pedestrians to pass each other easily.		
11. The pedestrian access way is not adjacent to vacant land or property.		
12. The pedestrian access way is not close to a supplier of alcohol (eg liquor store, hotel, tavern, bottle shop).		
13. The pedestrian access way is not a path to a school.		
14. The pedestrian access way is not close to an ATM, public telephone box or public toilet.		
Totals		

Designing out crime pedestrian access way assessment (number of yes answers)

High designing out crime pedestrian access way assessment (low vulnerability pedestrian access way):	10-14
Medium designing out crime pedestrian access way assessment (medium vulnerability pedestrian access way):	5-9
Low designing out crime pedestrian access way assessment (high vulnerability pedestrian access way):	0-4

3.2 Socio-economic vulnerability assessment

A key issue in understanding the crime risk of an individual pedestrian access way is the combination of the relative physical vulnerability of a pedestrian access way, and the relative socio-economic index of the users.

The Australian Bureau of Statistics' socio-economic index for areas offers a surrogate for socio-economic risks for crime and antisocial behaviour. The index provides a means for assessing the relative socio-economic advantage of different areas based on information derived from Census data.

The index can be used alongside the physical analysis undertaken in the designing out crime pedestrian access way assessment to provide an assessment of potential vulnerability that is weighted by socio-economic factors. Assessment of pedestrian access way risk can be represented in terms of a four-quadrant chart like the one depicted in table 2 to identify whether a pedestrian access way is likely to be of high or low crime risk due to the socio-economic context.

The focus of the socio-economic vulnerability assessment is on the users of a pedestrian access way. In the case where users live abutting the pedestrian access way, the address of the pedestrian access way provides the basis for the socio-economic index for areas rating. However, it needs to be remembered that for many pedestrian access ways, some or all user groups are likely to come from outside the immediate location. Care is also needed in applying this tool to avoid ethical and practical problems. Areas of low socio-economic status are often associated with increased levels of crime. That is to say, they are statistically associated with increased crime risks. That does not imply, however, that individuals who live in socio-economically disadvantaged areas are prone to criminal or anti-social behaviour.

Table 2: Socio-economic vulnerability assessment

<p>14 High DOCPA</p> <p>↑</p> <p>↓</p> <p>0 Low DOCPA</p>	<p>Low risk - low SEIFA rating</p> <p>High DOCPA rating for pedestrian access way</p> <p>Medium crime risk</p>	<p>Low risk - high SEIFA rating</p> <p>High DOCPA rating for pedestrian access way</p> <p>Low crime risk</p>
	<p>High crime risk</p> <p>High risk - low SEIFA rating</p> <p>Low DOCPA rating for pedestrian access way</p>	<p>Medium crime risk</p> <p>High risk - high SEIFA rating</p> <p>Low DOCPA rating for pedestrian access way</p>
	<p>Low socio-economic status</p> <p>←</p> <p>→</p> <p>High socio-economic status</p>	

DOCPA: designing out crime pedestrian access way assessment
SEIFA: socio-economic index for areas

3.3 Contextual crime assessment

Reliable information about actual and perceived levels of crime associated with a pedestrian access way is a crucial backdrop to decision-making about interventions aimed at reducing crime and anti-social behaviour. It is uneconomic to commit resources to crime prevention or improving the security of a pedestrian access way which does not have a crime problem. Table 3 indicates information that should be gathered.

Table 3: Gathering information about actual crime and fear of crime from users of the pedestrian access way and those living or working nearby

Gather information about *actual* crime activities associated with the pedestrian access way.

- 1. Collect data on recorded crimes against users of the pedestrian access way.**
- 2. Collect data on recorded crimes involving damage of the pedestrian access way.**
- 3. Collect data on recorded crimes against properties on or near to the pedestrian access way.**

Survey a fully representative sample of pedestrian access way users (including user groups from a different PAW location) and those living and working near to the pedestrian access way about their *fear* of crime. If necessary, use professional data collection services for this.

- 1. Collect data on the fear of crime of pedestrian access way users (from different user groups).**
- 2. Collect data on the fear of crime of those living and working near to the pedestrian access way.**

3.4 Decision tree

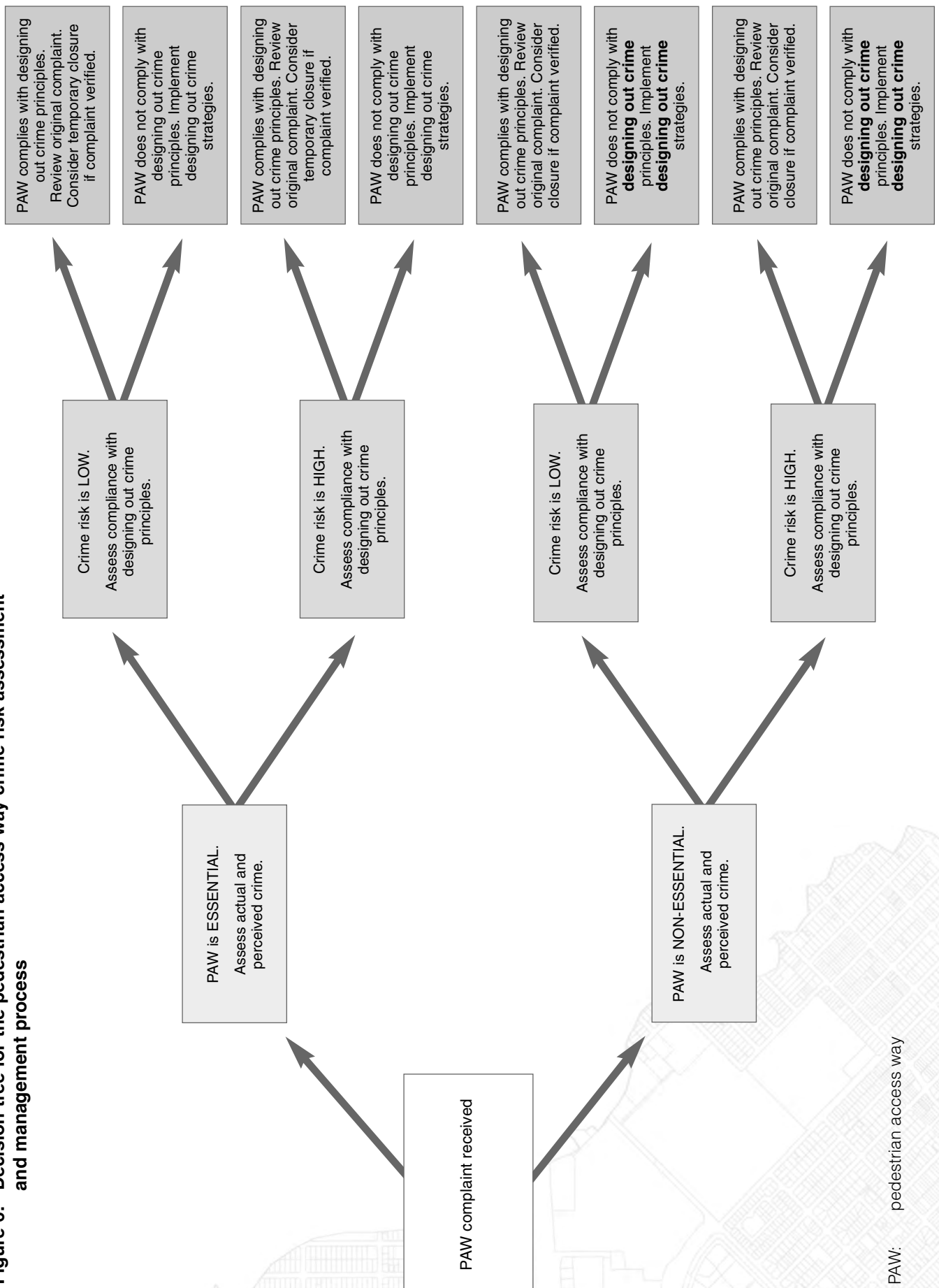
The decision tree depicted in figure 6 provides a useful framework for determining whether or not a particular pedestrian access way should be closed or whether management is a more appropriate option to address crime risk. The decision tree follows a four stage process:

- complaint received
- assess actual and perceived crime
- assess crime risk and compliance with designing out crime principles
- implement designing out crime strategies and other strategies (ie temporary or permanent closure) as necessary.

There are two criteria recommended for the classification of pedestrian access ways:

Essential: the pedestrian access way *should be retained and kept open* because it plays an essential role in the local movement network.

Figure 6: Decision tree for the pedestrian access way crime risk assessment and management process



Non-essential: the pedestrian access way *could be closed without causing significant disadvantage to local residents* because it is not essential to the local movement network.

The initial focus of the decision tree is on how essential the pedestrian access way is.

A pedestrian access way that is essential should not be considered for permanent closure. Instead, the suite of designing out crime strategies set out in part 4 of these guidelines should be used to address actual or perceived crime or anti-social behaviour associated with the pedestrian access way. However, if these strategies fail temporary closure is an option of last resort.

If the pedestrian access way is designated as non-essential, the suite of designing out crime strategies referred to part 4 should still be employed to address actual or perceived crime or anti-social behaviour associated with the pedestrian access way. If these strategies fail, however, either temporary or permanent closure is an option.

4 Designing out crime guidance

4.1 Introduction

Planning Bulletin 79 Designing Out Crime and the associated *Designing Out Crime Planning Guidelines* provide valuable generic advice on applying designing out crime principles to a broad range of environments, including pedestrian access ways.

The following designing out crime strategies can be applied specifically to pedestrian access ways to define ownership, improve surveillance, control access, set rules, define activities, and harden targets for potential offenders.

4.1.1 Designing out crime strategies to clearly define the ownership and use of the pedestrian access way

- Rapidly remove graffiti to remove the rewards for offenders and send the message that the pedestrian access way is being managed as public space and that such behaviour is not acceptable. This approach may reduce the potential for further graffiti.
- Clean up and make repairs quickly following vandalism to remove the rewards for offenders and send the message that such behaviour is not acceptable. This approach reduces the potential for more vandalism and removes materials that could potentially be used for crime (eg starting fires or throwing missiles).
- Ensure walking surfaces are even and well-maintained to signal that the pedestrian access way is managed.

4.1.2 Designing out crime strategies to improve surveillance

- Improve lighting to enhance visibility at both ends and along the length of the pedestrian access way.

- Install safety mirrors to improve visibility where pedestrian access ways are not straight or direct.
- Clear shrubs to improve sightlines throughout the pedestrian access way.
- Install permeable fencing where appropriate (ie where the pedestrian access way abuts public rather than private space) to improve sightlines.
- Increase opportunities for passive surveillance through overlooking where possible.
- Consider using movement-sensored lighting where appropriate.
- Consider deploying mobile CCTV to record incidents at problematic pedestrian access way locations.
- Consider the use of electronic surveillance in high use pedestrian access ways close to commercial areas.

4.1.3 Designing out crime strategies to set rules and define activities

- Install signage that prohibits graffiti, vandalism and the dumping of rubbish.
- Use signage to clearly indicate where the pedestrian access way leads to. Clear way-finding is linked to perceptions of personal safety.
- Install “positive” signage where appropriate (eg indicating that the pedestrian access way is part of a well-used pedestrian and cycle network).

4.1.4 Designing out crime strategies for target hardening properties abutting the pedestrian access way

- Consider using density matting, climbing plants on blank walls to reduce opportunities for graffiti and to hinder attempts to illegally access properties.
- Remove physical objects that could potentially assist offenders in gaining illegal access to properties or which could be used to commit criminal damage or vandalism (eg posts or palings from poorly maintained or damaged fencing).

4.1.5 Designing out crime strategies for access control to laneway pedestrian access ways

- Consider installing bollards to prevent access to vehicles.
- Consider installing barriers to manage cycling travel speeds.
- Consider closing access to the pedestrian access way at vulnerable times (eg sunset to sunrise).

4.1.6 Designing out crime strategies for pedestrian access ways with significant crime problems

- Consider monitoring the pedestrian access way using mobile CCTV (covert or overt).
- Use signage to inform the public that overt CCTV is being used.
- Establish police or security patrols to provide routine and regular surveillance of the pedestrian access way at times designated to be the most problematic.

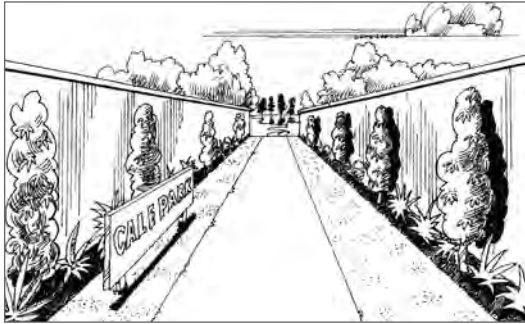
4.1.7 Other generic designing out crime issues/solutions

- The potential for entrapment presents a problem with many pedestrian access ways where they are bounded by fencing or walls and form a predictable route. Narrow pedestrian access ways are a particular problem because potential offenders can get legitimately close to a victim. Designing out crime solutions should maximise the potential for surveillance and provide adequate lighting. Where possible, improvements can be gained by widening the walking space of a pedestrian access way and shortening its constricted length in a way that is consistent with other relevant policies (eg Liveable Neighbourhoods). Potential entrapment areas should be treated by removal or by redesign to provide multiple exit paths.
- Of particular concern are intersections in narrow pedestrian access ways where pedestrians cannot see whether there is anyone hiding in the other pathway. High levels of uniform lighting and well-placed safety mirrors can improve the sense of safety and reduce crime in these circumstances.
- Singapore crime prevention through environmental design guidance utilises robust see-through fencing -- sometimes of tunnel form (with a roof) - with good visibility from all sides for isolated routes between places of safety.
- Where there are alternative and safe routes in a pedestrian access way and public space network, signage or signals using street furniture and lighting cues can help pedestrians choose safer routes, particularly at night.
- Where appropriate, electronic or procedural approaches such as movement-sensitive lighting, electronic surveillance, help telephones, and security escorts can reduce security risks.
- Lighting and electronic security devices should be protected from vandalism.
- Activity generators close to pedestrian access ways can act as a source of surveillance and guardianship, or as a source of potential crime and anti-social behaviour. This depends on users, purposes, time of day and the location of a pedestrian access way.

4.2 “Good” and “bad” pedestrian access way design features

This section includes a selection of illustrations for “good” and “bad” design features in pedestrian access ways.

Maintenance / management

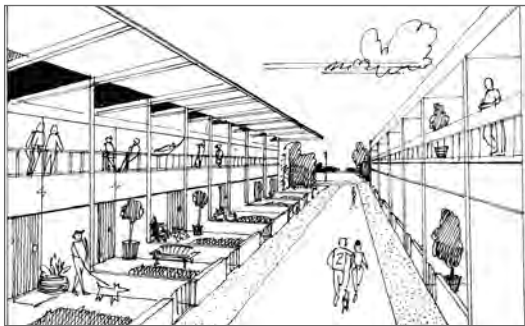


A “good” example



A “bad” example

Overlooking activities

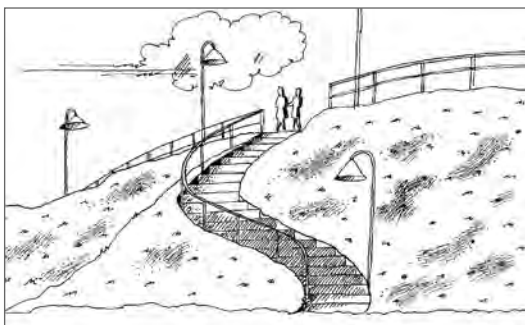


A “good” example



A “bad” example

Entrapment spots (1)



A “good” example



A “bad” example

Entrapment spots (2)

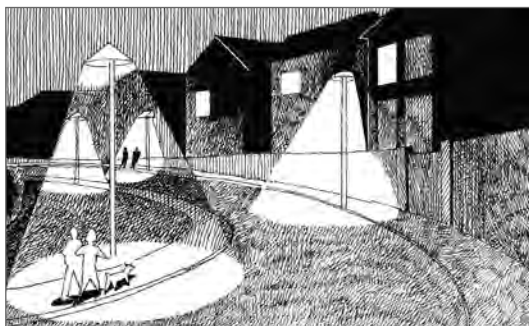


A “good” example

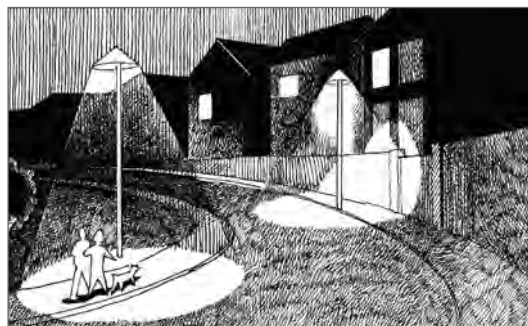


A “bad” example

Lighting

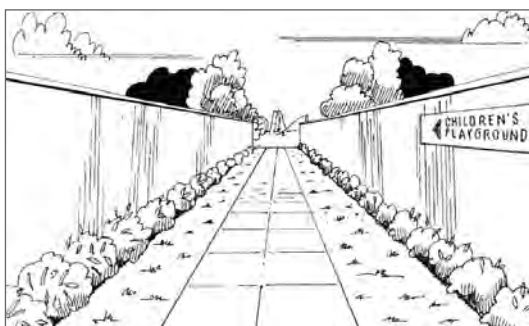


A “good” example

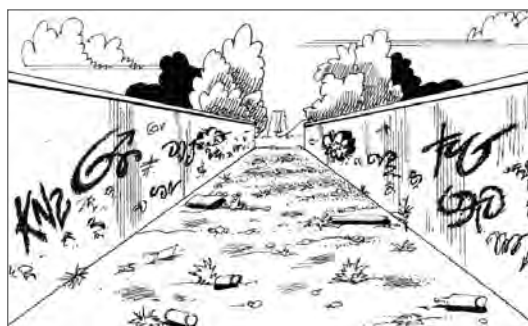


A “bad” example

Definition and maintenance



A “good” example



A “bad” example