

LAUNCESTON - Lighting for Crime Prevention

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EXECUTIVE SUMMARY

Launceston has a rich history. It is Australia's third oldest city and has a tradition of innovation in many areas.

Unfortunately, Launceston also has a reputation for street violence. This has resulted in there being a general fear of crime within the community, evidenced by the many reports in the local press and the subsequent letters to the editor.

Police records support the feeling that there are areas of the Central City area where levels of actual incident are higher than would be expected in similar regional areas.

Launceston City Council, working with other agencies, have in recent years undertaken many joint initiatives that are directed at both improving the amenity of the Central Area and at the same time addressing the issues of crime prevention and public safety.

Many of these initiatives have been the result of the development of strategic plans around a number of topics, city lighting, safety and the riveredge.

This study aims to highlight these strategies, identify key case study areas and to draw conclusions from the works undertaken by Council and others. The areas selected to be part of this study are:-

- George St within the central area
- Mowbray Shopping strip in the northern suburbs
- City Car Parks operated by Launceston City Council
- City Park, a major open space within the central area
- Park St and the riveredge, a newly developing recreational area that has a linear format.

In reaching conclusions the study will refer to statistics from the Tasmania Police and surveys of users of the case study areas specifically designed for this project. There is also reference to literature reviews from sources mainly in the UK and US that relate to lighting and effects on crime levels.

The focus will be on trying to identify the role that improved lighting plays in making an area a safer place to visit and do business. It will however show that lighting alone is not the solution to reducing crime levels and making positive contributions to crime prevention and public safety.

The study will show that lighting not only addresses issues of public safety and crime prevention, it has high amenity value and makes the City a pleasant place to live in and visit. It will however show that lighting alone can not be seen as being responsible for any marked improvement in the reduction in levels of crime.

Other limitations of the study are the inability to disseminate Police records down to the level required by this study and the low response rates to some of the surveys.

The study will highlight strategies that can be seen as transportable to other Cities and townships. It will set evaluation techniques and on-going monitoring strategies.

It will enshrine thinking relative to crime prevention and public safety into the workings of Launceston City Council.

George St works proved that areas with a reputation for violence can be changed by a concerted effort by many agencies. Achieving a reduction in real levels of crime will take time. Positive feelings of users will be more easily influenced by actions and continued actions, making crime prevention an on-going thing, not a point in time event.

Mowbray showed that a total package of works and celebration will have a positive effect on the perception of an area. By involving groups that could be seen as contributing to levels of crime within an area positive results can be seen in levels of vandalism and petty crime against property. Completing the works of streetscape works with a community celebration made the statement that this now belongs to you as a community, please look after this area.

Works within the Councils Car Parks have been made more effective by the enthusiasm of one or two individuals. By assessing areas where there may be incidents against the public, the Car Park Manager has taken a proactive approach to dealing with matters of crime prevention and community safety within the facilities under his control.

City Park is a case of retro fitting solutions to an area with a high heritage value and a profile of Community events and entertainment. It does show that areas can change character in negative ways, with a few high profile assaults. It shows that agencies have to be quick to respond to these events and to prove to those involved that the community will not accept acts of violence in their parklands.

The converse to City Park is the riveredge. This is a newly developed area, where solutions to crime prevention and community safety can be built into projects from the outset. It shows that by having a clear vision for an area and implementing strategies in a co-ordinated manner will bring quick results from users. They do not know any different situation in this new area, therefore preconceived conceptions about safety do not exist.

In all the case studies lighting has played an important part in any design solutions in reaching a conclusion. Lighting has been promoted as one of the main elements in these streetscape works. Lighting is a high profile, visible solution in any works. It comes to the fore in the evening when other solutions are less visible. lighting makes people feel safe when they are in streets at night,

generally out for enjoyment or making their way home from work. But the down side is that lighting as a single element can not be given any higher profile in solutions to crime prevention and public safety than any other element of an integrated strategy

FINDINGS

Actions and lessons learned to come out of the study are:-

WORKING TOGETHER -

This is a key learning from this project and the many such projects referenced as part of the research conducted as part of this study.

By involving a range of interest groups from as early as the problem definition stage any action has a greater chance of success. Involving many groups proves to the wider community that dealing with issues of crime prevention and community safety is not an issue for any single agency.

In developing any project for improvement to streetscapes, lighting, or dealing with crime prevention in a particular area (like a car park) a multi-agency team will be established in the early days of the project.

LIGHTING AS A KEY ELEMENT -

From all the work undertaken as a result of examining the case studies it is obvious that improvements to lighting in an area adds significantly to the success of crime intervention strategies. Lighting itself would have a positive impact on levels of crime, particularly in areas like car parks and recreation areas where fear of crime is perhaps a greater issue than actual levels of crime.

It is hard to place a ranking on the importance of the lighting element of any improvement programme. A cross section of the survey respondents would claim that lighting was a key element in the reduction in levels of crime in an area. All surveys indicated a preference to lighting solutions as a way of not only reducing crime but also making the area a more attractive place to live.

COLLECT DATA -

To justify continued work on the subject of crime prevention and community safety certain information is needed. Before embarking on anew project data should be collected on actual crime levels; working with the Police to source this material. Data should also be collected on the perception of the various stakeholder groups of the fear of crime in the area to be targeted.

These data collection studies should be undertaken within six month of the physical works being completed and again in twelve months time. This will allow a pre and post intervention comparison to be developed.

Making use of collective data helps agencies see that their investment in the area of crime prevention and public safety in a positive manner. In these days of using data to justify investments it is important that all agencies, particularly the Police use data freely to prove the success or otherwise of strategies.

COMMUNICATE IDEAS AND RESULTS -

A positive media campaign, highlighting the measures being taken to improve the safety of an area is an important component of a community safety project.

This strategy will in particular assist in raising the profile of an area and the physical improvements being undertaken and also show that multiple agencies are united to a common outcome - that is improving safety in public areas.

A community, with the assistance of a positive media campaign can talk up crime prevention and public safety as a strategy for dealing with less desirable elements. A place that appears to be safe and not tolerant of crime will be less attractive to those who wish to perform acts against property or persons.

A positive communication strategy that sells the physical works will draw more groups into the partnership to deal with crime. Everybody wants to be part of things that are seen to be working and successful.

CELEBRATE WITH THE COMMUNITY -

A community celebration at the end of any project with a slant towards crime prevention and public safety sends a message to the community that an area is open and those involved in the project are keen to invite users to view the improvements.

A celebration is also a way of thanking those groups involved in the delivering the project for their contribution. This is another strategy that could encourage more parties to be involved in subsequent projects. A celebration is a form of recognition.

REVIEW LONG TERM EFFECTS -

A useful strategy is to go back to a place where improvements have been undertaken and to review the long term effects of the measures that were put in place. A collection of the data from the various agencies and a survey of the current users is suggested.

Repeat of this type of work can be used to measure success of works and to promote the benefits of working in partnership to deal with crime prevention and community safety. It can also be used to argue for continued support from funding agencies to be involved in such projects.

BUSINESS TO USE LIGHTING AS A MARKETING TOOL -

A sound strategy for any business is to build the use of lighting into their night marketing campaigns. A business will often see keeping lights on in the evening as a waste of time and money. Evidence from other sources suggests that those businesses who look on lighting in a positive manner not only assist in preventing crime in the public domain (using their lights to illuminate a public space), they also increase their retail turnover. Lighting allows all those you walk or drive past the site at night to see goods in display windows that would otherwise have gone unnoticed.

Lighting within business houses also adds to the ambience of a place, giving life and sense of well being to an area. Lighting under a canopy fills in the dark spots that exist in areas where normal street lighting can't penetrate.

The reverse of this is that good lighting within a window can draw attention to a business and make the property more attractive to burglary and criminal damage.

STREET SAFE INITIATIVE -

Drawing on the lessons learned from working in close co-operation, Launceston City Council, Tasmania Police and other key community based organisations will pilot a Street Safe initiative within the City area.

The strategy has a number of elements:

- development of inter-agency partnerships and working groups to address issues.
- improving communication and integration of activities
- sharing of statistical data
- co-ordination of Launceston City Council and State Government drug strategies
- co-ordination approach to environmental health, safety and liquor licensing issues.

At the centre of this new strategy is the Northern Safer Communities Partnership. This group will oversee the project. The project will be run by a high level steering committee, with direct access to those resources that are needed to tackle the issues.

Issues will be dealt with in areas of greatest need, based on a statistical profile of the areas to be investigated. The data profiles will be provided by the Police.

In many respects the formation of this project and the establishment of the steering committee encapsulates the workings and findings of this study. Lighting will be one of the key tools to be used by this group in developing and implementing strategies to deal with matters of crime prevention and community safety.

1 INTRODUCTION

WHY IS THIS PROJECT IMPORTANT?

Launceston City Council carries out a \$14m capital works programme each financial year. Many of the projects carried out under this programme have specific tags - like roads projects, sewer projects, parks projects and urban design projects.

Taken in isolation these projects can achieve their specific needs and objectives. With a little variation these same projects can be used to meet other, wider community objectives - like addressing matters of crime prevention and community safety.

This project is important to the City Council in so far as it demonstrates that by working in conjunction with other agencies, by linking various projects - like lighting and roads projects - we can value add to the outcomes. By setting up strong evaluation techniques we can demonstrate the true effectiveness of our strategies.

In these days of tight budgets and performance measuring across many agencies it is essential for on-going support of programmes that data is collected and analysed to prove worth of projects. Strong results will prove value of investment and encourage the funding agency to work in a similar manner in similar situations.

Investment in lighting by the City Council has traditionally been, in the main, to illuminate road surfaces as a means of aiding traffic/pedestrian flow/movement. Lighting has recently been used to highlight the architectural features of the many historic buildings in the city.

Lighting has also been used as a crime prevention and public safety strategy within the city. Feature lighting has been added to parks, roads and urban design projects to bring a new dimension to each project.

This study will highlight how effective the use of lighting has been in addressing matters of crime prevention and public safety, as well as meeting the outcomes expected from the projects themselves.

2 LITERATURE REVIEW

The Australian Institute of Criminology in the introduction to their register of crime prevention initiatives note that public sector agencies have taken a greater interest in crime prevention since the 1980's.

The AIC goes on to describe the various types of crime prevention strategy and how they can be best applied and what would be the expected results.

2.1 Towards a typology of crime prevention

Crime prevention approaches across the world have developed out of different traditions. North American criminologists, for example, have drawn from public health models of disease prevention to create their own crime prevention typology. First, there is primary crime prevention which attempts to change environmental conditions that provide opportunities for or precipitate the occurrence of criminal acts. Secondary crime prevention is said to engage in the early identification of potential offenders by seeking to intervene to prevent criminal behavior from developing. Finally, tertiary measures deal with actual offenders and involve interventions aimed at preventing further offending (Lab, 1997:21-23).

In contrast to North American approaches, the Australian crime prevention literature has tended to draw a distinction between situational, social and developmental strategies (see Gant & Grabosky, 2000, Geason & Wilson, 1988). This latter typology forms the basis for the present analysis.

2.2 Situational crime prevention

Situational crime prevention aims to reduce crime through the management, design and augmentation of the physical environment by: a) reducing the opportunity to commit crime, simply by making it harder to offend; b) increasing the risk of detection if deterrence fails; and c) reducing the rewards of crime. The installation of surveillance cameras in public places, controlling access to buildings, car steering locks and gun controls are examples of situational measures that aim to reduce opportunities for the commission of crime. Security guards, baggage screening and surveillance cameras, are examples of situational measures aimed at increasing the risk of offenders being caught. Removing car stereos, cleaning up graffiti and property marking are examples of situational measures that may reduce the rewards of crime.

The theory underpinning situational crime prevention is rational choice theory which is concerned with the way in which offenders make decisions about offending in particular situations. The premise is that offenders make reasoned decisions about when and where to offend based on their perceptions of needs, risks, payoffs and other factors. The argument is that by a) making crime more difficult to commit, b) increasing the chance of being caught and, c) reducing the rewards associated with the offence, the criminal act becomes harder to rationalise and thus less likely to take place. This leads us to the principal

weakness of situational crime prevention - displacement or movement of the offending problem or offender onto another area or group of victims (Hughes, 1998: 88). So while the management, design and/or manipulation of the physical environment may make it less rational to offend in one area there is a chance that the criminal behaviour could simply migrate.

And such is the case in George St, Launceston where interventions led to a dramatic reduction in crime in one area, but a marked increase in another.

2.3 Social crime prevention

Unlike situational crime prevention, social or community crime prevention measures seek to prevent offending by changing the social rather than the physical environment. Interventions in this case provide tools for communities to use in an effort to reduce criminal behaviour by changing social conditions. The aim is to strengthen community bonds, increase levels of informal social control and thus deter actual or potential offenders. Social crime prevention measures could focus on making those who are at risk of offending feel more integrated into the community e.g. schemes such as youth 'drop in' centres and activity groups.

Like situational crime prevention, social measures aimed at reducing crime could involve displacement. However, situational crime prevention is somewhat narrower in focus than social measures and generally lacks an appreciation of why people offend in the first place. Social crime prevention makes a more assertive attempt at getting to the heart of the crime problem. In this case displacement is (at least in theoretical terms) less likely because crime is not considered an inevitable consequence of societal organisation. Rather crime is seen as the result of an unjust, dysfunctional or fragmented society - a problem that social crime prevention measures actively seek to alleviate.

2.4 Developmental crime prevention

In contrast to the environmental (either physical or social) changes sought by situational and social crime prevention measures, developmental crime prevention enterprises focus on the individual. In this case, prevention is based on attitudinal and/or behavioural change by potential offenders, actual offenders, prospective victims or actual victims. Developmental crime prevention either involves the early identification of potential offenders or victims and intervenes in some way to keep them from realising that potential or, works with those who have already offended or been victimised to prevent further offending or victimisation from taking place. For example, at the offender level, prevention could take the form of early childhood intervention for those deemed to be 'at risk' of offending. Projects in this case might attempt to improve children's health (physical and/or mental) and educational achievement. For those who have already offended, the prevention of future criminality could be sought through rehabilitation strategies aimed at reforming them through various 'treatment' regimes. Victim-focused prevention could also be centered on early intervention for those considered 'at risk' of victimisation or take place after victimisation has occurred to prevent repeat victimisation. Thus, victim-focused intervention might

include educational campaigns warning young children about the dangers of getting into cars with strangers or self-defence courses for women.

Multi-faceted crime prevention

Theoretically, the distinction between situational, social and developmental crime prevention appears reasonably straightforward. However, in practice, crime prevention projects may not fit easily under these headings. Some crime prevention measures, for example, may incorporate various elements of developmental, situational and social crime prevention approaches. For example, a local council might install security cameras to prevent young people from 'tagging'¹ (situational crime prevention), offer a program to young taggers to improve self esteem and re-channel their artistic talent in a less destructive way (developmental), and set up Neighbourhood Watch in the tagged area (social).

¹ *Tagging is a word used to describe graffiti (often gang-related) that marks territory, acts as warning to rivals and communicates something to peers."*

2.5 AUSTRALIAN INSTITUTE OF CRIMINOLOGY

Within the crime prevention register of the AIC there are three projects with a particular focus on lighting and its impact on crime. These projects are listed below.

Record 14: Designs on Crime

Project title:	Designs on Crime
Project type:	Situational Crime Prevention
Publication:	New South Wales Police News, 81 (8) 2001: 29-31
Researchers/contact:	Elly Abru
Commencement date:	1990
Location:	NSW
Funding body/institution:	New South Wales Police Department
Description of the study:	This article discusses the 'Safer by Design' program, developed and run by the New South Wales Police Department. The project aims were two-fold. First, to educate police, private and public organisations about the principles of crime prevention through environmental design (CPTED). Second, to demonstrate that crime prevention is as much a community responsibility as it is a police endeavour. The author argues that crime rates and the incidence of crime can be dramatically reduced when CPTED principles are applied. CPTED ideas developing from the 'Safer by Design' program include: Space Management (where community members quickly paint over graffiti, mend roofs and windows, as areas with evidence of prior crime lead people, to avoid the areas and hence a reduction in the normal pedestrian surveillance effects) and the increased use of lighting to enhance visibility and thus surveillance.
Description of the outcomes:	This article discusses how the 'Safer by Design' project operates. It does not provide supportive data in relation to the program's effectiveness.
Evaluation:	Unknown.

Record 99: Glenbrook Community Safety Audit

Project title:	Glenbrook Community Safety Audit
Project type:	Situational Crime Prevention
Researchers/contact:	Mr Brian McKay, Mr Terry Cameron, Ms Julie Banffy and S/Constable Elm
Commencement date:	1999
Location:	NSW
Funding body/institution:	Australian Violence Prevention Award 2001 ; Glenbrook Safe Village Working Party
Description of the study:	The Audit provides a tool for community to identify and evaluate safety and security risks to enable people and property to be better protected from criminal activity, violence and anti-social behaviour. The program aims to ameliorate existing safety issues as identified by the community.
Description of the outcomes:	Enhanced lighting, footpaths, improved disability access to services, graffiti removal and the inclusion of young people in pro-active crime prevention programmes.
Evaluation:	No systematic evaluations of the Glenbrook Community Safety Audit have taken place to date but plans are underway to conduct evaluations later this year (2002).

Record 10: Creating Safer Communities Project

Project title:	Creating Safer Communities Project
Project type:	Situational Crime Prevention
Researchers/contact:	Nicholas Abbey - Project Officer
Commencement date:	1990
Location:	VIC ; Melbourne
Funding body/institution:	Australian Violence Prevention Award 1993
Description of the study:	This project aimed to assist Local Government in the creation of a 'safe precinct' within central business districts by identifying what elements of building and streetscape design created unsafe situations or places. The project consultants identified a range of unsafe street layouts and building designs in the business districts of Frankston, Bendigo and Box Hill and recommended practical solutions to prevent crime through environmental design.
Description of the outcomes:	Unknown.
Evaluation:	Unknown.

In all of the above projects whilst lighting is seen as important, it is not seen as a single element leading to a solution to an area's problems. Lighting is only one component of a design solution - as design in turn is only one part of a wider solution to crime prevention.

2.6 EXPERIENCE IN THE UNITED KINGDOM

In the UK the Home Office commissioned a research study into Effects of Improved Street Lighting on Crime: A systematic review - D. P. Farrington and B. C. Green - Aug 2002

Before looking at this report, below are some media impressions about the findings of this study:

“CCTV SECURITY cameras, a key weapon in the Government's crime-fighting strategy, are proving far less effective in cutting crime than extra street lighting, according to a new Home Office study. Independent experts have found that simply putting in extra lamp posts can reduce street crime by up to four times as much as the presence of CCTV cameras.

The study, by Professors David Farrington and Brandon Welsh, found that CCTV's only success was in car parks, where car crimes fell by nearly half.

But it had little impact on crime rates in city centres or housing estates, where crime fell by only three per cent.”

(Evening Standard, 15 Aug 2002)

and from the Financial Times, same date:

“Improved street lighting is four times more effective at cutting crime than closed circuit television cameras, according to research that challenges the government's crime prevention strategy.

Independent experts commissioned by the Home Office said better street lighting led to a 20 per cent reduction in crime rates, while CCTV resulted in only a 5 per cent fall.

The Home Office spent Pounds 170m on CCTV projects between 1999 and 2001

- more than it spent on any other form of crime prevention. Civil liberties groups seized on the research to demand that the government rethink its policy on CCTV. "CCTV is far less effective in tackling crime than we have been led to believe," said Liberty, the human rights group. "We should be spending less on CCTV cameras and more on improved lighting and police officers."

However, John Denham, Home Office minister, insisted the studies showed "the government has got it right in using a package of crime prevention measures".

David Farrington and Brandon Welsh, who examined local studies on both sides of the Atlantic, concluded that CCTV did reduce crime, but only "to a small degree". They said the "substantial amount of funding was not based on high quality scientific evidence demonstrating the efficacy of CCTV in reducing crime".

There was much stronger evidence that street lighting worked. "Improved street lighting could often be implemented as a feasible, inexpensive and effective method of reducing crime."

Crime rates in better lit areas fell in the day as well as night.

The trans-Atlantic analysis showed that when CCTV was installed in car parks, crime rates fell by 45 per cent on average. But it had little impact on crime rates in city centres and housing estates, where crime fell only 3 per cent.

Even in car parks, CCTV had no effect on violent crime, only car theft, and only alongside other measures, including lighting.

Professors Farrington and Welsh found that both street lighting and CCTV had a bigger impact on crime in the UK than in the US.

In Britain, improved street lighting resulted in a 30 per cent fall in crime, against a 20 per cent decrease overall. CCTV resulted in a drop in crime in some city centres."

Farrington and Welsh argued,

"There are two main theories of why improved street lighting may cause a reduction in crime . The first suggests that improved lighting leads to increased surveillance of potential offenders (both by improving visibility and by increasing the number of people on the street). and hence to the deterrence of potential offenders. The second suggests that improved lighting signals increased community investment in the area and that the area is improving, leading to increased community pride, community cohesiveness and informal social control. The first theory predicts decreases in crime especially during the hours of darkness, while the second theory predicts decreases in crime during both day-time and night-time."

They go on to conclude in their study,

" Eight American evaluation studies met the criteria for inclusion in the review. Their results were mixed. Four studies found that improved street lighting was effective in reducing crime , while the other four found that it was not effective. it is clear why the studies produced different results, although there was a

tendency for “effective” studies to measure both day-time and night-time crime and for “ineffective” studies to measure only night-time crimes. Seven of the eight evaluations were rather old, dating from the 1970’s. A meta-analysis found that the 8 studies, taken together, showed that improved street lighting led to a near-significant 7 percent decrease in crime”

“Five more recent British evaluation studies met the criteria for inclusion in the review. Their results showed that improved lighting led to a significant 30 percent decrease in crime. Furthermore, in two studies, the financial savings from reduced crime greatly exceeded the financial costs of increased street lighting. A meta-analysis found that the 13 studies, taken together, showed that improved lighting led to a reduction in crime. The overall reduction in crime after improved lighting was 20 percent in experimental areas compared with control areas.

Since these studies did not find that night-crime decreased more than day-time crime, a theory of street lighting focussing on its role in increasing community pride and informal social control may be more plausible than a theory focussing on increased surveillance and increased deterrence. The results did not contradict the theory that improved lighting was most effective in reducing crime in stable homogenous communities.”

Farrington and Welsh concluded;

“It is concluded that improved lighting should be included as one element of a situational crime reduction programme. It is an inclusive intervention benefiting the whole of a neighbourhood and leads to an increase in perceived public safety. Improved street lighting is associated with greater use of public space and neighbourhood streets by law abiding citizens. Especially if well targeted to a high-crime area, improved street lighting can be a feasible, inexpensive and effective method of reducing crime.”

2.7 EXPERIENCE IN THE UNITED STATES

John E. Eck studying the effects of lighting on preventing crime at places in the US notes:

"Lighting campaigns seek to enhance the ability of people to provide protection for each other. In 1979, the predecessor agency of NIJ, the National Institute of Law Enforcement and Criminal Justice, reported on a review of 60 lighting evaluations. The authors of this review concluded:

"Is street lighting an effective approach in the reduction and deterrence of crime? The answer is inconclusive. The paucity of reliable and uniform data and the inadequacy of available evaluation studies preclude a definitive statement regarding the relationship between street lighting and crime." (Tien, et. al. 1979, page 93, emphasis in the original)

Almost twenty years later, we know little more about the effectiveness of lighting.

In the 1980's, a borough in London upgraded all of its street lighting. Atkins, Husain and Storey (1991) compared reported crimes the year before the re-lighting to the year following for 39 sections of the borough. No control areas were used, so background trends in crime cannot be assessed. No systematic changes in crime were detected. Surveys of residents of one area found no changes in perceptions of security.

A Scottish study of re-lighting in a Glasgow neighborhood and a small town near Glasgow found that there was a short term reduction in victimization that varied from 32 percent to 68 percent, depending on how victimization was measured (respondent victimization, victimization of respondents' children, victimization of other family members, victimization of friends, or car victimization). Reported crime dropped 14 percent. The evaluators compared a three-month period prior to re-lighting to a three-month period following (Ditton and Nair 1994). No control group was used and the results for the two neighborhoods were combined.

Finally, we need to consider three separate evaluations, with similar designs, undertaken by Painter (1994). She examined lighting improvements on two separate street segments and a footpath, all located in "crime prone" areas within London. Pedestrians were interviewed before and after the lighting improvement. All interviews were conducted after dark and were completed within 6 weeks of the re-lighting. No interviews were conducted in control areas. Substantial reductions in robberies, auto crimes, and threats were reported in two sites (86 percent, 79 percent). These crimes were eliminated in the third site, but the number of crimes before re-lighting was small so this could have been the result of other factors.

Not much has changed since Tien and his colleagues (1979) gave their critical assessment of the impact of lighting on crime. In part this is due to the lack of research on lighting, particularly in the United States. However, the limited research on lighting continues to use weak designs (typically without control

areas) which fail to substantially reduce our uncertainty about the effect of lighting on crime. We may speculate that lighting is effective in some places, ineffective in others, and counter productive in still other circumstances. The problematic relationship between lighting and crime increases when one considers that offenders need lighting to detect potential targets and low-risk situations (Fleming and Burrows 1986). Consider lighting at outside ATM machines, for example. An ATM user might feel safer when the ATM and its immediate surrounding area are well lit. However, this same lighting makes the patron more visible to passing offenders. Who the lighting serves is unclear.”

2.8 EXPERIENCE IN TASMANIA

Locally, in Tasmania, Vanessa Goodwin from the Crime Prevention and Community Safety Council writing about the effects of street lighting on crime and fear of crime - April 2000 makes the following observations:

“Project Evaluations of the Impact of Street Lighting on Crime & Fear Of Crime

Painter (1996) reviewed 15 evaluations of projects focussing on street lighting, crime and fear of crime in the United Kingdom. She suggests that four conclusions can be drawn from the impact results from the UK projects:

- 1) There is some evidence that re-lighting can reduce crime and disorder;*
- 2) There are fairly consistent indications that fear for personal safety and worries about crime are reduced following lighting improvements;*
- 3) There is substantial evidence that re-lighting increases night-time street usage;*
- 4) Lighting improvements appear to have a particularly beneficial effect in reducing fear among women and elderly people.*

Does Good Street Lighting Reduce Fear of Crime?

According to Painter (1996):

“there is now a consistent body of evidence that shows that fears for personal safety after dark are assuaged by good street lighting.”

Painter points out that the majority of projects reviewed detect some improvement in measures of fear. She notes that, in particular, there is evidence of a statistically significant reduction in fears for personal safety and area avoidance after dark. Specific sub-groups of the population, primarily women and elderly people, seem to experience particular benefits in this regard. There is also evidence of significant improvements in public perceptions of quality of life, neighbourhood optimism and area problems following installation (Painter, 1996).

The Dudley Project

Painter and Farrington (1997) conducted a study in Dudley, West Midlands (UK) to investigate whether improved street lighting would lead to a reduction in crime in the re-lit area. Using a victim survey, before and after measures of crime were taken in the experimental (re-lit) and control areas - two adjacent public housing estates in the town of Dudley. The study found that the improved street lighting was followed by a significant reduction in the prevalence and incidence of crime in the experimental area compared to the control area. The experimental sample noticed that the lighting had been enhanced, became more satisfied with their estate, and were less fearful. There was also a significant increase in the number of female pedestrians on the street after dark in the experimental area.

According to the researchers, the most plausible conclusion from the study is that the improved street lighting was responsible for the reduction in crime (Painter & Farrington, 1997). They suggest that further research is needed to determine how far the results can be replicated in different types of areas.

Cost-Benefit Analysis of Street Lighting

Painter and Farrington (1999) conducted cost-benefit analyses in relation to the Dudley project, and a similar study carried out in Stoke-on-Trent:

Cost-benefit analyses showed that the tangible savings from crime prevented more than paid off the full capital costs of the improved lighting within one year.

(Painter and Farrington 1999, at page 17)

Theoretical Relationships Between Street Lighting and Crime

Painter & Farrington (1997, 1999) suggest that there are several possible ways in which street lighting might reduce crime:

- 1) Street lighting reduces crime by improving visibility and thereby deterring potential offenders who believe it is more likely that they will be seen, recognised, reported, interrupted or caught.*
- 2) Lighting improvements encourage increased street usage which facilitates increased natural surveillance.*
- 3) Street lighting improvements may reduce crime and fear of crime by removing areas where offenders can hide before committing an offence.*
- 4) Improved street lighting might reduce crime if results in a physical improvement to the environment, and demonstrates to residents that efforts are being made to invest in and restore their neighbourhood.*
- 5) Street lighting might signal to offenders that the reputation of the area is improving, that there is more social control, order and surveillance and therefore the risk of committing crime at that location is greater than elsewhere.”*

Overall it would appear that the interest in assessing the effectiveness of lighting on crime prevention and community safety is strongest in the UK and Australia. In the US the links between lighting and crime prevention seem a little more tenuous.

The Farrington and Welsh study shows the strongest links yet between increased lighting and reduced levels of crime. Goodwin highlights the effects of fear of crime that improvements in lighting has in local areas.

From the outset it is worth noting that the approach of the Launceston City Council has been one of multi-dimensional, realising that situational, social and developmental strategies all have to come together to make an effective overall outcome. This would be seen as being close to the multi-faceted approach outlined in the AIC papers.

3 BACKGROUND

3.1 LAUNCESTON, A DESCRIPTION

Launceston is Tasmania's leading regional City. It is the third oldest City in Australia and the major centre of the Northern Region of the State.

It has a City population of some 85,000 persons and serves a regional population of some 120,000 persons.

The City's historic economic background is in the area of manufacturing and agricultural processing. Traditionally, the City has been a centre for a blue-collar workforce. Traditionally, the City, maybe because of its economic background, has had a history of high street violence (compared to the capital Hobart).

Recently, the City has undergone a change to a more cosmopolitan society and to an economic sector based around education and information technology. Launceston is the centre for three major call centres and the base for the Telstra "e-lab" project that has been established to increase the use of broadband and internet technology.

As a result of these recent changes the City finds itself at a cross-roads in its development. A City with a recent focus on blue-collar industry is facing increasing change from forces that relate more to theatre and the "cafe" set than beer and football.

That is not saying that Launceston lacked any cultural focus in the past. Launceston's Queen Victoria Museum and Gallery contains one of the most complete collections of provincial art in the country. Whilst the Museum has been a feature of Launceston society for over one hundred years it's appeal has in the main been to a limited ruling class rather than the mass City population.

The City also has an impressive list of firsts in terms of National and International events.

- 1814 - first licensed hotel in Australia
- 1825 - first country newspaper
- 1835 - first land use plan of its type
- 1846 - Launceston Church Grammar school - oldest functioning public school
- 1849 - first Chamber of Commerce
- 1860 - first underground sewage system in Australia
- 1905 - first Empire city to have three phase power
- 1920 - first laminated tennis racket in the world
- 1973 - longest single span chair lift in the world
- 1975 - first Mall in Australia
- 1998 - first breeding of seahorse in captivity
- 2000 - first multimedia laboratory established

In recent years there has been substantial press attention on the issue of street violence, particularly in the Central Business District area of the City. This has led to a generally held public belief, rightly or wrongly, that Launceston's streets are not safe in the evening.

Recent works within the Central area and in the suburbs have focused on the development of partnerships in dealing with matter of crime prevention and the perception of public safety in urban spaces. This has resulted in strong partnerships between bodies like the City Council, Tasmania Police and industry bodies like City Prom, a body chartered to the advancement and promotion of the CBD.

A key element in any joint strategy for improvement in crime prevention and community safety within the City is increasing the levels of both private and public lighting.

It is this element that will be the focus of this study.

3.2 STRATEGIC ELEMENTS

In 1998 Launceston City Council undertook a major strategic planning intervention in the form of a "Search" conference. This was a whole of community project and set a clear vision and direction for the City for the next ten years.

The vision for the City that emerged from this exercise was:

"Launceston, our City of learning and innovation, open to the world"

Source A Search for Our Future - Launceston City Council 1998

To reinforce the vision eight future directions were established relating to the eight activities that would make the greatest difference to the development of the City.

Relevant to this study is the Liveable City future direction and the objective within that of creating a safe, healthy and vibrant City. This work now underpins the strategic plan for the City and the Council.

Flowing on from the Search conference and the strategic plan have been a series of studies and events that drives home the message that community safety and crime prevention are not the domain of any single authority.

3.3 PARTNERSHIP AGREEMENTS

In 2000 Launceston City Council signed a Partnership Agreement with the State Government of Tasmania.

Community safety and crime prevention was seen as an important element within that Partnership Agreement.

The issues identified:-

The parties agree that the key issues to be addressed are:

- improved crime prevention and community safety in Launceston; and
- greater community awareness of safety issues in Launceston and fact based perceptions on the issue.

The strategies identified:-

The parties agree the strategies they will employ are:

- the Crime Prevention and Community Safety Council will fund a community safety project officer for a period of twelve months to be located with, and supported by, the City Council to
 - 1 establish a local crime prevention and community safety council
 - 2 work with the City Council to incorporate crime prevention and community safety in its strategic planning process and future developments
 - 3 identify local crime prevention and community safety issues and concerns
 - 4 develop and implement strategies to address local crime and community safety problems, such as using Glenorchy City Council's - Community Safety Audit Kit.

Source Partnership Agreement - Launceston City Council 2000

Inclusion of these matters within the Partnership agreement focused activity on Crime Prevention and Community Safety as being a whole of community issue. This has been a strategy that has been well accepted within council. The results are becoming evident in the works to be described in the case studies in following sections.

The ideals contained in this section of the Partnership Agreement were transferred into the principles of the Regional Partnership Agreement between the eight councils in the north of the State and the Tasmanian State Government.

3.4 COMMUNITY SAFETY AND CRIME PREVENTION PLAN

In 2000 Launceston City Council developed a Community Safety and Crime Prevention Plan after extensive consultation with all sections of the public and stakeholder groups. This was an action identified within the Partnership Agreement with the State Government.

The plan identified the following as the profile of crime within the State

STATE AND LOCAL CRIME PROFILE

Offences against the person

The state recorded 2937 such offences against the person during 1998-99, with Launceston having the highest figure for a local government area with 614 recorded offences for the period. Expressed as a percentage of population in regard to offences against the person, Launceston figured third behind Burnie and West Coast during the same period.

For the first quarter of 2000, the suburbs of Invermay and Ravenswood had the highest number of offences against the person recorded. In contrast, the CBD had the highest intensity of offences

Offences against property

The state recorded 54768 offences against property during 1998-99, with Launceston having the second highest figure at 10039 recorded offences.

Expressed as a percentage of population in regard to offences against property, Launceston figured third behind Hobart and Glenorchy.

Within the CBD the greatest incidents related to theft from cars, shoplifting and broken windows.

A key statement from this plan was:

A safer Launceston with less crime for all the people who live, shop, work and visit, including tourists, will make our community a better place, not just in safety terms but in attracting businesses to locate to and invest in Launceston. This would provide employment, economic and social benefits for the whole community.

Source Community Safety Strategy - Launceston City Council 2000

Lighting was seen as one key element in improving community safety and the fear of crime. With a particular interest in lighting were women users of the City at night

Some women mentioned that when walking home from the CBD area to suburbs of Launceston at night-time, there were some streets and some areas that are poorly lit and they avoid these areas. They choose a route with better lighting and more traffic where they feel safe. Some international students stay at home rather than having to walk home in the dark from entertainment, sporting and other events.

This is in line with similar comments made by others about Launceston and lighting. It also reflects a finding of broader national crime prevention research on the benefits of better lighting.

Women shift workers have a particular concern about using poorly lit areas after work. This was one of the key drivers to get the Council to examine lighting in its car parks.

Specific recommendation to come out of the Community Safety and Crime Prevention Plan relating to lighting are:

CRIME PREVENTION - Objective to reduce the number of assaults and threats in George St by monitoring improvements already carried out by policing and lighting/urban design.

FEAR OF CRIME - Objective to improve lighting for the city and suburbs by implementing a night safety transport system including nightsafe bus service and by implementing the City Lighting Master Plan.

CBD CAR PARKS - Objective to improve lighting by carrying out audits and lighting improvements.

NIGHT-TIME TRAVEL - Objective to reduce the fear, risk and incidence of theft and assault to, from and in car parks at night-time by audit of lighting, giving consideration of needs of users and implementing improvement strategies.

NORTHERN SAFER COMMUNITIES PARTNERSHIP - This is a group that has been specifically formed as a result of works undertaken through the development of the Community Safety Plan for Launceston. It has strong community support across a wide, diverse range of groups. It has the objective of bringing to the fore issues relative to crime prevention and community safety and implementing solutions that will have a positive impact on the desired outcome.

3.5 CITY LIGHTING STRATEGY

In 2000 Launceston City Council adopted a Central Activities District Lighting Masterplan. The vision of this masterplan was to provide a strategy and direction for achieving a night image for the City that contributes to the vision of - *“Launceston, celebrating its heritage in light”*.

The masterplan was prepared by Barry Webb and Assoc. of Melbourne and had its roots in the theory that good public lighting can lead to increased safety and security, protecting both people and property. It can also enhance the city image and improve property values.

The aims and objectives of the masterplan are:

- To improve the quality of public lighting
- To improve safety and security
- To provide an inviting night-time environment that is pleasant for both pedestrians and motorists
- To illuminate notable landmark buildings and icons to encourage night-time appreciation and orientation
- To co-ordinate and integrate with urban design including landscaping and street furniture

- To enhance the heritage aspects of the city's architecture
- To ensure tourist routes are appropriately illuminated to promote night and day use by pedestrians
- To co-ordinate this strategy with Cityprom activities and programs
- To co-ordinate design and approach to lighting across all sections of council
- To take advantage of opportunities for decorative lighting where appropriate.

Source Launceston City Council Central Activities District Lighting Masterplan - Webb Lighting 2000

Each year since 2000 Launceston City Council has allocated a figure within its capital works budget to implement the lighting strategy. This is an action that will continue until the plan has been fully implemented.

3.6 CENTRAL AREA DEVELOPMENT STRATEGY

Launceston City Council completed a strategic plan for the City Central Area in 2001. This was a lengthy project that was started in 1999. In reality this was a time when Council did not fully appreciate the value of lighting as a deterrent to crime and a vehicle to promote the City as a good place to live and visit.

The Central Area Strategy identified key projects that would make the City an attractive place and set a clear direction for growth. Many of the projects focus on urban design issues. One of the elements to be considered in these projects will be lighting. The emphasis of the lighting is seen as amenity rather than public safety.

When the projects are linked with other strategies of Council, like the City Lighting Strategy or the Safety Plan the end product should be a well balanced approach to the future development of the City

Source: Launceston City Central Area Strategy - Ratio Consultants 2001

3.7 LAUNCESTON CITY COUNCIL CUSTOMER PERCEPTION SURVEY

Since 1997 Launceston City Council has been seeking public feedback using the Customer Perception Survey on a number of issues and services provided within the City. The survey measures importance of the particular service against satisfaction with delivery of the service.

Within that survey is a question relative to street lighting and feeling safe.

How important is street lighting to making an area feel safe?

How satisfied are you with the level of street lighting within the City?

Year	Importance as a %	Satisfaction as a %
1997	98	72
1998	98	74
1999	97	74
2000	95	78
2001	96	80
2002	93	84

Source Launceston City Council Customer Satisfaction Surveys 1997-2002

It is of concern that the satisfaction rate falls short of the important rating. However, it is pleasing to note that the gap has closed between satisfaction and importance in recent years. It is contested that the closing of the gap relates directly to various interventions that have taken place within the Launceston community relative to Crime Prevention and Community Safety and lighting in particular.

It is pleasing to see that the 2002 survey showed the greatest satisfaction and the least gap between satisfaction and importance of street lighting.

3.8 POLICE STRATEGIES

In the last two years since 2000 the Tasmania Police in the Northern District have adopted many initiatives and changes in practice to combat growing community concerns about the levels of crime and violence in the city.

There has been a deliberate strategy to have a more visible presence on the streets, particularly to work in with more comprehensive projects of other agencies. For example works in George St by the Council where supplemented by heavy Police presence during and after the opening celebration

A taskforce was established to respond quickly to reports of crime and disturbances within the CBD. The taskforce also took a positive approach policing, taking to the streets to carry out surveillance work in areas identified as hot spots. The purpose of this action was to gain intelligence ahead of impending incidents within the city. Thus such actions could be dealt with prior to the event and a message sent to perpetrators that their actions would not be tolerated.

There has been a recent focus on deploying new recruits to the Northern region and giving these police some front-line experience on the streets of Launceston's CBD. This gives a strong police presence on the streets and sends a clear message about investment in human resources in this area.

3.9 SCOPE OF STUDY

The subject of this study will be a series of case studies of urban improvements that have taken place in Launceston where the focus has been on improved lighting.

The case studies will relate to streets, specific features and neighbourhoods. In each case study there will be a history of public safety, a description of strategies undertaken to improve the area or feature (focusing on lighting) and where relevant a documented improvement in terms of crime prevention and public safety.

3.10 COLLECTING DATA

Data for this study has been collected using customer surveys organised by those writing the report, by using market research consultants and by reference to Police data.

In regard to the Police data two systems were used.

The Offence Reporting System (ORS). This is simply the reports of actual offences where someone has made a complaint such as assault or damage to property.

The Command and Control System (CACS). This is a tool for radio operators, managers and police to be aware of situations at a point in time. It is in essence a live system, not suitable for long term trending of crimes. It has a life of seven days - so any trending over years has to be sought manually.

As an example if there is a call from say, an anonymous male/female that there is a fight in a certain location, then the radio operator would raise an incident on CACS and issue the job to a unit or officer to attend. When the incident is attended the radio operator is notified of the result and the job disappears.

As such the second CACS is likely to contain a high number of either false alarms or incidents that when followed through are found not to be of a criminal nature. For example a report of a car break in could be somebody who has locked themselves out of their car.

The incident numbers under CACS are going to be higher than the ORS incident numbers.

In commenting on the user survey the two answers nearest the preferred response will be discussed as a percentage of total responses. The preferred response is identified by ##. Use has been made of questions with double negative to make sure the respondents were considering each question carefully.

4.1 CASE STUDY 1: GEORGE ST

BACKGROUND

George St is a secondary retail area within the central area of Launceston. It is located between the pedestrian mall in Brisbane St and the tourism accommodation area of the city area.

It has traditionally had a retail mix of small comparison shops (like cycle shop and music shop) and service outlets (hair dressers and the like). In the late eighties and early nineties there was a change in George St to include take away food outlets. In the centre of this retail activity has always been one of Launceston's traditional public houses - the Royal.

A feature of all Launceston's central area is the maze of little laneways that lead across the City block. George St is no exception. The York Town Square laneways feed on to George St - this area is the centre for Night Club life in the City.

As a result of this volatile combination of land uses George St developed a reputation as a highly undesirable area to visit particularly in the evening. It was the meeting place of gangs of youths who used to bait passers-by into fights or extortion of money.

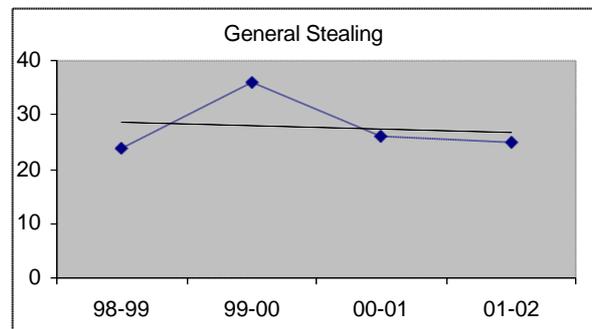
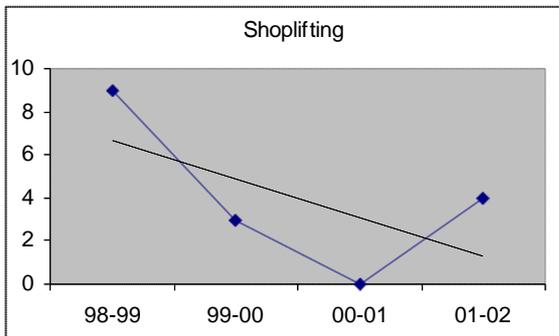
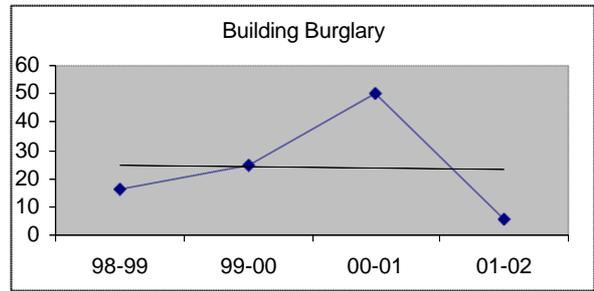
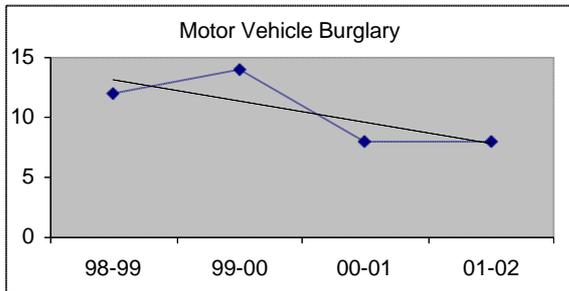
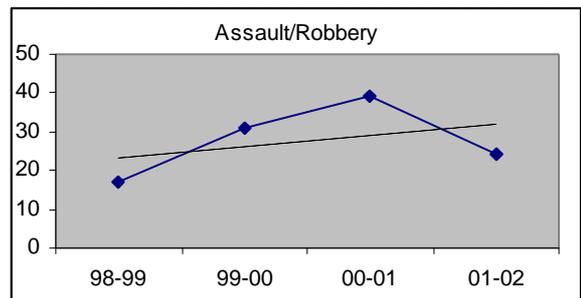
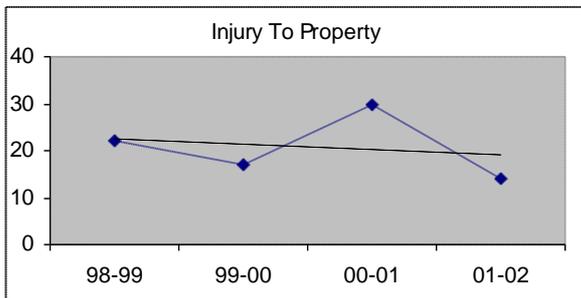
The local media would run regular campaigns, highlighting incidents in George St with a view to stirring action from the Authorities; Police and Council alike.

In 1999/2000 it was agreed that combined action would be taken in George St to improve the streetscape and perception of public safety.

HISTORY OF PUBLIC SAFETY

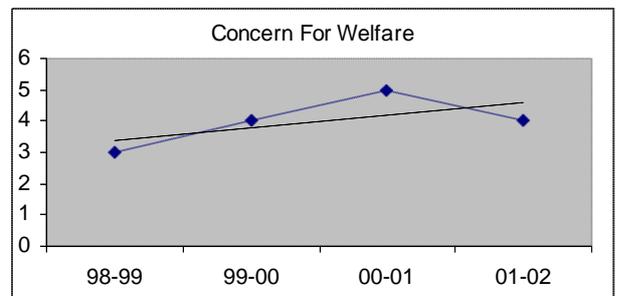
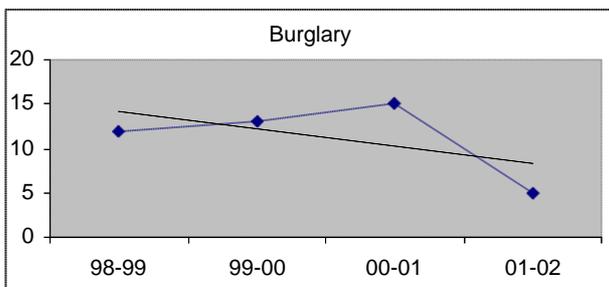
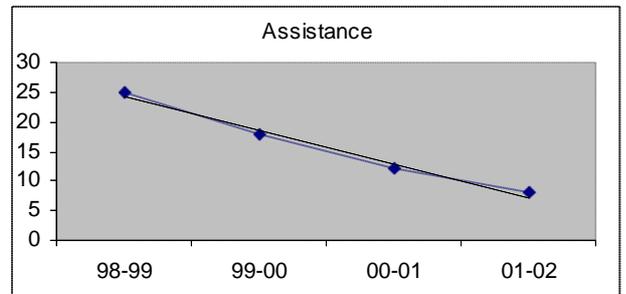
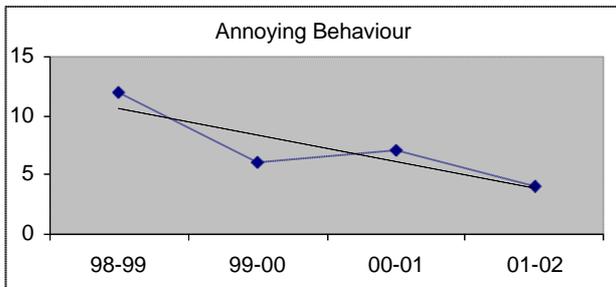
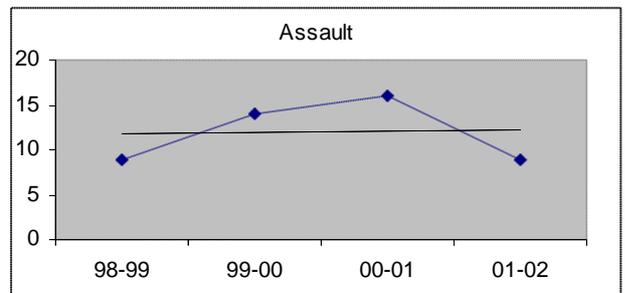
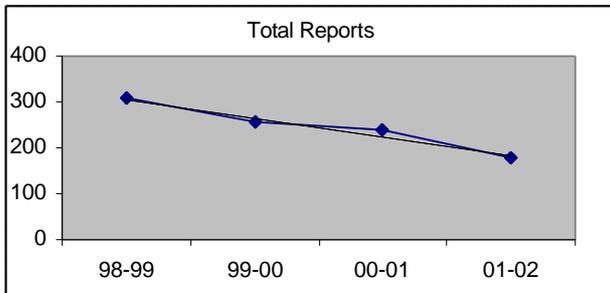
George Street Offence Reports

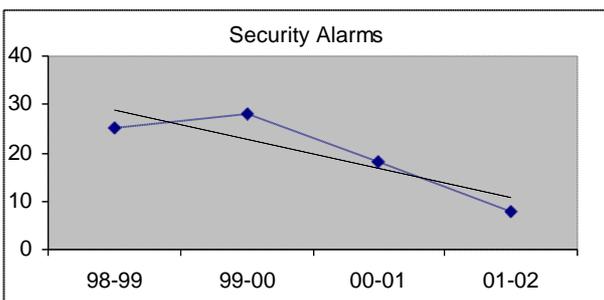
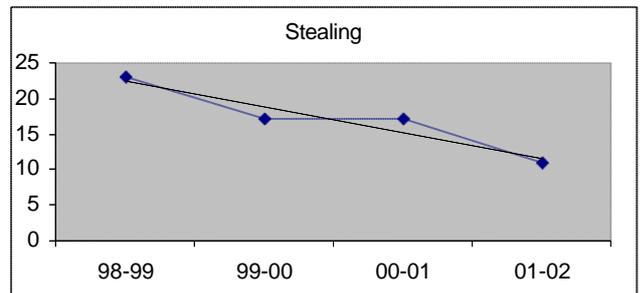
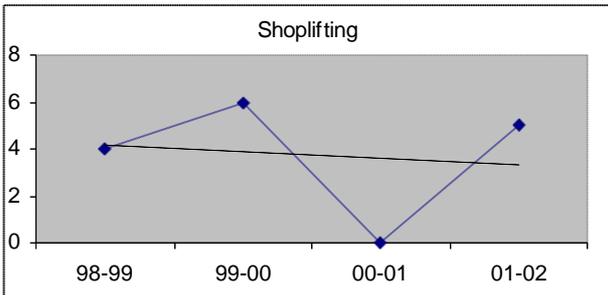
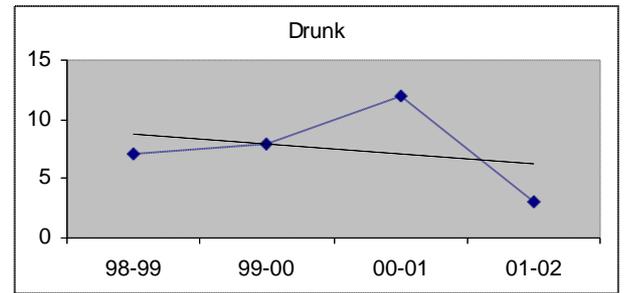
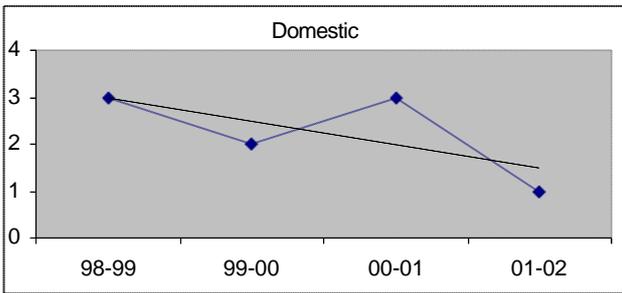
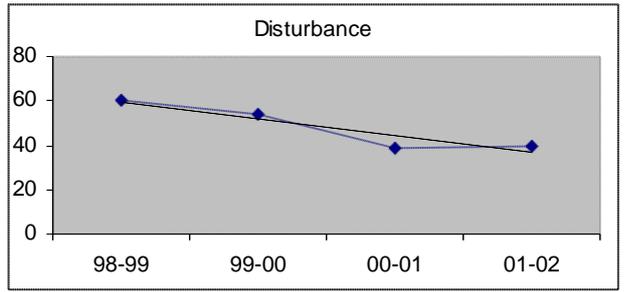
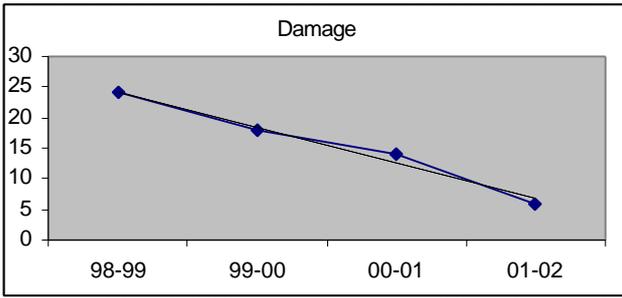
Offences	98-99	99-00	00-01	01-02
Assault/Robbery	17	31	39	24
Injury to Property	22	17	30	14
Motor Vehicle Burglary	12	14	8	8
Building Burglary	16	25	50	6
Shoplifting	9	3	0	4
General Stealing	24	36	26	25
Stealing with burglary	25	19	15	6



George Street Command & Control Incidents

Incident Type	98-99	99-00	00-01	01-02
Total Reports	307	257	240	177
Security Alarms	25	28	18	8
Annoying Behaviour	12	6	7	4
Assault	9	14	16	9
Assistance	25	18	12	8
Burglary	12	13	15	5
Concern For Welfare	3	4	5	4
Damage	24	18	14	6
Disturbance	60	54	39	40
Domestic	3	2	3	1
Drunk	7	8	12	3
Stealing	23	17	17	11
Shoplifting	4	6	0	5



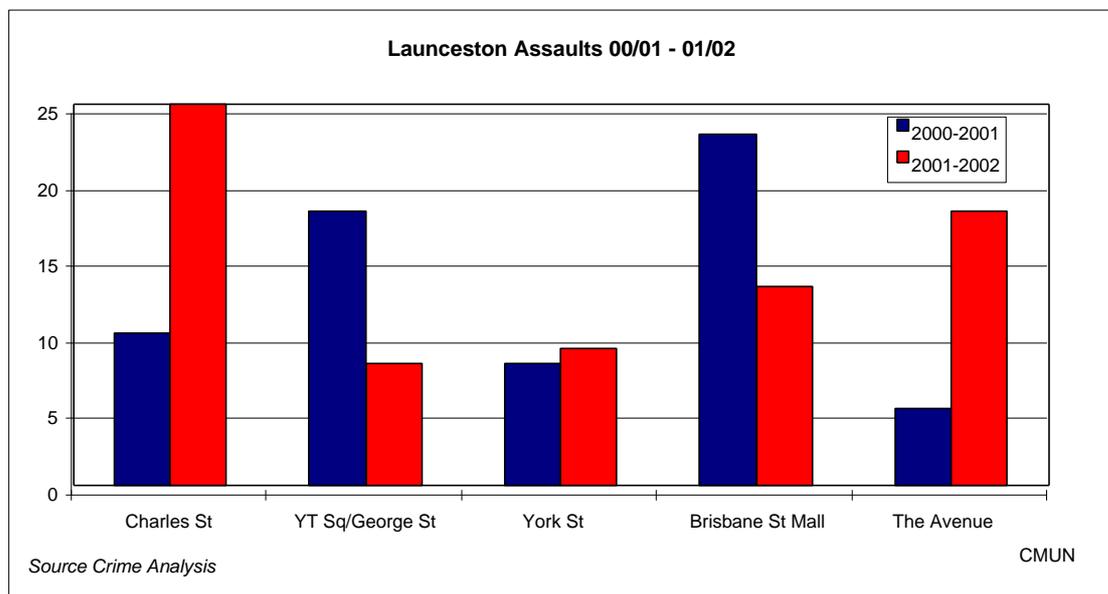


Reference: Tasmania Police

The CACS results for George St shows a significant reduction in reports over the period 1998 to 2002, with a reduction in reports across all types of crime except shoplifting. The incidence of shoplifting was never very high in this area - 6 reports in 1999-2000 and none in 2000-01.

The ORS results back up this trend with a reduction in offences from 2000-01 to 2001-02 (39 offences of assault down to 24). Again the only type of offence showing an increase is shoplifting - up from zero offences in 2000-01 to four in 2001-02.

As George St has been the centre of much attention recently we have access to statistics that have been developed as part of the Streetsafe initiative.



Reference: Tasmania Police

This clearly shows a reduction in the levels of assault between the years of 2000-01 (18 offences to 8 offences). This differs from the ORS report above insofar as the area for data collection is significantly different.

Other issues from the table above are the apparent transfer of the problem from one area (George St) to another (Charles St and the Avenue). This is a result that was alluded to in the work of the AIC when introducing situational responses to crime prevention - moving the problem from one area to another.

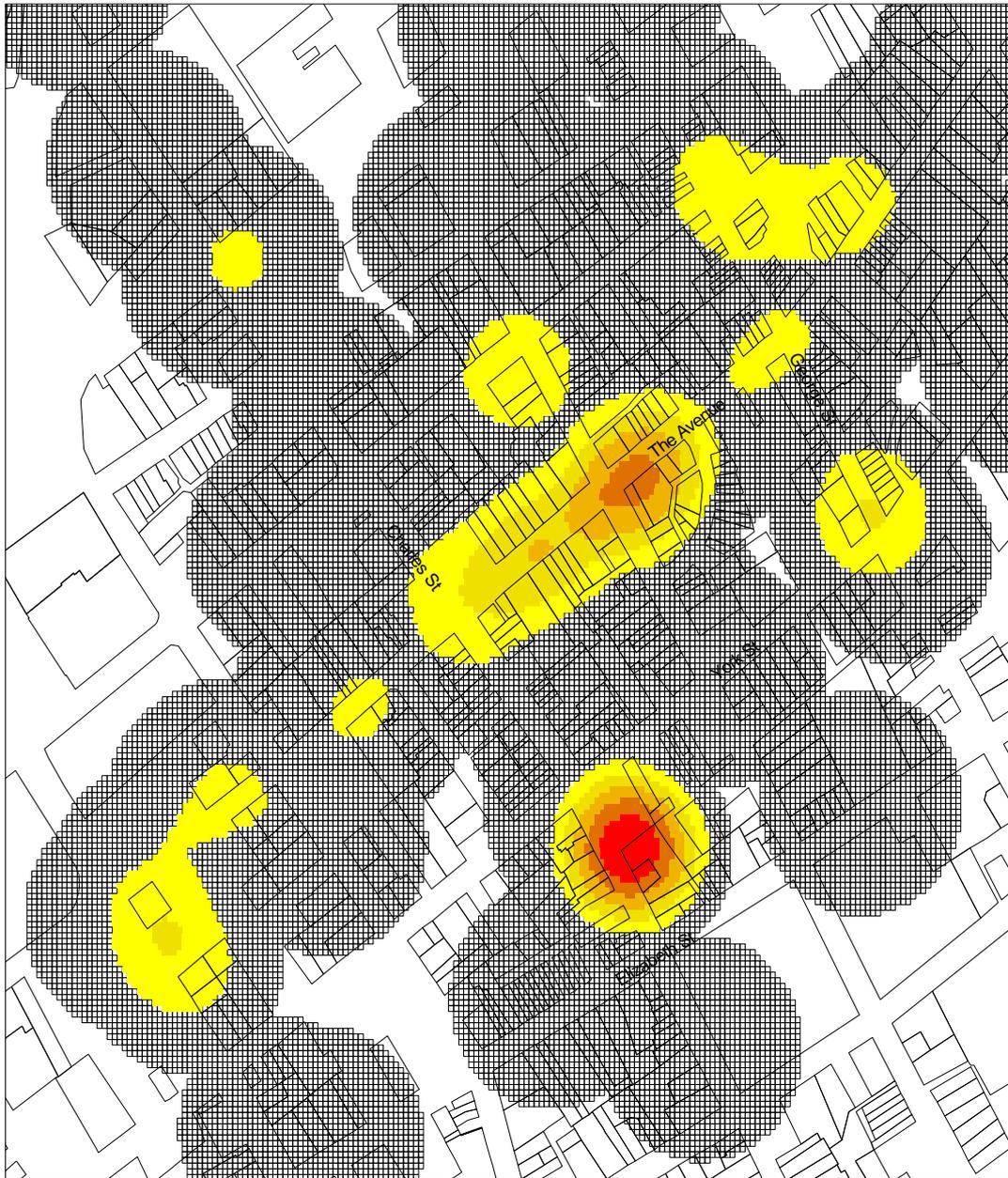
Also attached are "hot spot" maps that are produced by the Tasmania Police. These graphically show areas where there are multiple incidents. The darker the colour, the greater the number of incidents. In the sheets over the trends alone can be seen between 2000-01 and 2001-02.

Hotspot map showing reported assaults in Launceston 00-01



Reference: Tasmania Police

Hotspot map showing reported assaults in Launceston 01-02



Reference: Tasmania Police

STAKEHOLDERS

The stakeholders for George St were relatively easy to define and the key groups were quickly formed into a working party to talk through the issues associated with crime prevention and public safety in the area.

Groups included taxi companies, Liquor Licensing Commission, police, traders, Launceston City Council and City Prom, a marketing group for the CBD area of Launceston.

This group met regularly during the life of the project, discussing matters and taking options back to their respective organisations; arriving at a mutually agreeable solution which was ultimately implemented.

Outside those defined stakeholders are the following:

- Landowners
- Local and Visitors to the area
- Community service groups with an interest in the area

IMPROVEMENTS THAT OCCURRED

The working party were given the task of developing a plan for the improvement of George St and for looking at related issues like Policing methods, land use matters, location of features and hours of operation of licensed premises.

The final solution that was agreed by the working party and presented to council for sign off and funding consisted of new paving for the footpaths, resealing the roadway, new street furniture and increase in lighting at strategic locations.

Under the current Australian Standards relative to lighting the project section of George St had three lights on large poles. The lighting solution for George St would see this number of lights increase to twelve and be of the large type as well as lower level lights that spread the lighting under awnings and give a greater sense of place

GEORGE STREET – The Streetscape after the improvement works

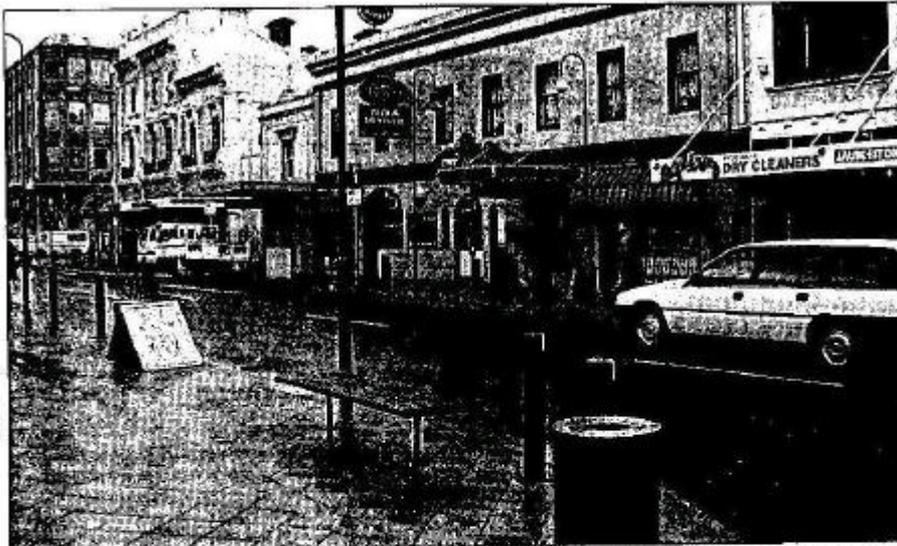


The increased lighting played a number of roles. It increased the amenity of the area by highlighting features of the heritage buildings in the area. It filled the dark areas with light leaving less locations for anti social behaviour. Finally increased lighting gave opportunity for better definition for the security cameras that survey the area.

With these improvements in public features there has also come an improvement in private property. This has been in the form of painting of shop fronts, new lighting within windows, new businesses and continuous changes in window displays. Many of these initiatives were brought about due to the council sponsoring a business improvement facilitator, Bruce Atkinson, to work with traders at the time of the improvements.

The investment by Launceston City Council in George St was \$360,000 in roadworks, street furniture and lighting. Private business would have invested a similar amount in building and lighting improvement. City Prom has invested some \$25,000 in promotion and contribution to lighting.

The works were finalised in the year 2000/2001 and the completion of the project was celebrated with a community party. In this one event the Police will state that the character of George St changed. The gangs moved on or were dispersed, the shops and pubs changed their character to make most of the on street dining areas that had been built into the streetscape and people started to use the streets at night in a positive manner.



RETAIL THERAPY: Retailers in the area have greeted the George St upgrade with enthusiasm and expect that the development will encourage more shopping activity.

Enthusiasm from street's retailers

The Launceston City Council's recent George St upgrade has received the "thumbs up" from retailers.

"Fantastic", "thrilled", "no complaints at all", "the council is to be commended", "much brighter", "excellent", were just some of the comments made by those interviewed.

Naturally, they are all hoping that the "new look" George St will encourage more shopping activity in the area.

Here are some of the retailers' comments regarding the George St works:

LINDEN KAN (TASMANIAN FLAVORS): "It's fantastic. It's really enhanced the look of the bottom end of George Street, which was certainly needed. We'll definitely be opening for the celebrations on Friday night."

STEPHEN RONEY (STEPHEN RONEY HAIRDRESSING): "It's excellent. It's given the street a real lift — you can feel the difference already. The feedback from people has all been positive. I'd like to congratulate the council and its workers for their co-operation."

MARIE HEGGATON (THE SHEEPS BACK): "We're thrilled about the renovations. We've waited about 25 years for it. The street looks much more attractive and I hope it will bring more people into the area."

LEIGH TOWNSEND (TOWNSEND'S BAKERY): "I think it looks fantastic. It has opened the street up a bit and certainly won't do business any harm. I've no complaints at all. I've been going to the meetings over the years and I'm certainly glad the work has finally been done."

TREVOR LEWIS (PIERRE'S): "I think it's great. I really believe it will bring more people into the street. Pedestrians now have easier access coming out of York Town Square and the outstands give the passing traffic a much better

view of the businesses. The council has done a good job and now it's up to the landowners to carry out more property improvements to enhance the streetscape — after all, this is a heritage street."

MARK BROWN (TRAVELAND): "I'd like to commend the council — it has done an excellent job, particularly considering how little time it took. It's made it easier for shoppers and the parking bays have broadened the street. Traveland is pleased to be participating in the promotion of A Night on the George."

KATRINA KRnjaic (REVAMP DESIGNERS OF HAIR): "It's a huge improvement and has definitely brightened up the street. It has made a much nicer environment for the businesses and hopefully it will encourage more people to shop here. We have a lot to offer on this side of town."

SURVEY

A survey of current traders and users was undertaken and the following results were evident:

The average length of time that businesses have traded in George St is 13.5 years. The lowest being 1.5 years and the longest 26 years.

Twenty seven survey forms were sent out and nine were returned - giving a thirty percent return. Results are expressed as a percentage of the total responses.

ISSUE	Strongly disagree 1	2	3	4	Strongly agree 5
George St is a safer place that it was two years ago			50	20	30 ##
Any improvement in public safety has been brought about by Policing alone	10 ##	45	45		
Improved lighting does not play any part in public safety	50 ##	35	15		
George St is a better place to do business				75	25 ##
Our customers have noticed a positive improvement	10	10	10	40	30 ##
We have a different group of people using George St	10	10	10	40	30 ##
The main factor in improving public safety has been street parties and events	20	40		20	20 ##
I have noticed no difference in the level of lighting in the public places	10 ##	45	35		10
Our business has improved its image, including increased internal lighting since the street upgrade	20	20		35	25 ##
Now the matter of public safety in George St has been dealt with there is no need to take further action	70 ##	30			
Public safety is the responsibility of no one group	20			30	50 ##
As traders or stakeholders interested in this area we understand that dealing with public safety is an on-going thing		10		10	80 ##

The distribution of responses is displayed in the table above. An ideal response is indicated against each statement with a ##. A copy of the survey is attached at appendix 1.

The strongest positive response relates to the need to continue the action of reducing crime in George St (100%). This is a positive response to the outcomes sought from this project - realisation that dealing with crime prevention is a continuous process, not just a one off event.

There are many questions that received a 50-60% response (the lowest score). These questions relate to improvement to buildings (capitalising on the streetscape improvements) and policing (policing not seen as the only solution).

Lack of response from building owners in not improving their property following the streetscape works is seen as disappointing. Realising that policing alone has not lead to improvement in levels of crime is a positive. No one action can take credit for positive results where the solution employed was a joint approach to the project.

LEARNINGS AND CONCLUSIONS FROM GEORGE ST

The data provided by the Police shows a clear reduction in incidents (ORS) from the high of 2000/2001 in most categories of crime. The exception to this being shoplifting.

In terms of Police call out system records there is also a reduction from a high of 1998/1999 of 307 reports to a low of 177 reports. This is a reduction across all listed categories of crime, except shoplifting.

There has however, been only a shift in offences of assault - George St showing a reduction at the expense of other areas.

The results of the user perception survey show a clear support for the works that were undertaken in terms of lighting, streetscaping and policing changes. It is recognised that the sample of users is low (to low to be statistically correct) and that firm conclusions are difficult to make.

There is a clear relationship between the works of improving streetscape, lighting and policing in terms of reduction in actual crimes. This is reinforced by the positive feeling towards the street by users. Not only do we have a reduction in real levels of crime (across many categories); there is also an increase in levels of perception of feelings of safety in this area.

A key learning experience from George St is that dealing with crime and the perception of crime is not an issue that can be tackled by any one body using any one solution.

Instead, a lasting solution rests in a combination of elements and a strong

partnership between agencies and private business. Real changes have to be made in terms of land use, streetscape, policing and licencing of public houses to initiated a positive change in attitude towards crime prevention and public safety.

The improvements in George St are a clear case of investment has indicated an interest in the area by the community; an infiltration into the area by law abiding citizens and improvement in the perception of crime in line with the works of Farrington and Welsh (Home Office 2002) and the findings of Goodwin (April 2000)

4.2 CASE STUDY 2 - COUNCIL CAR PARKS

BACKGROUND

The Launceston City Council operates four multi-story car parks and three major Central Business District ground level car parks.

CAR PARKS	No of SPACES
Paterson St East - Multi-story	244
Paterson St West - Multi-story	310
York St - Multi-story	123
Bathurst St - ground level	277
Willis St - ground level	133
Paterson St Central - ground level	127
Elizabeth St - Multi-story	273

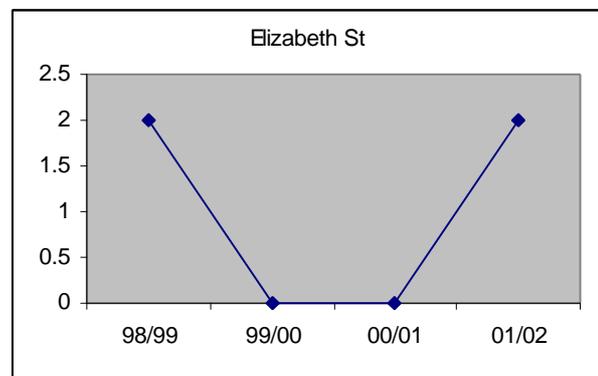
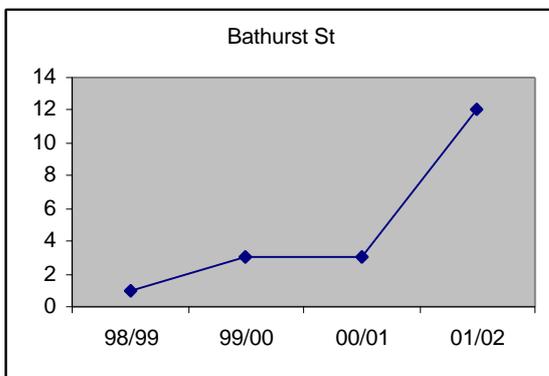
In addition council operates on-street parking restrictions within the Central Business District as a traffic management strategy.

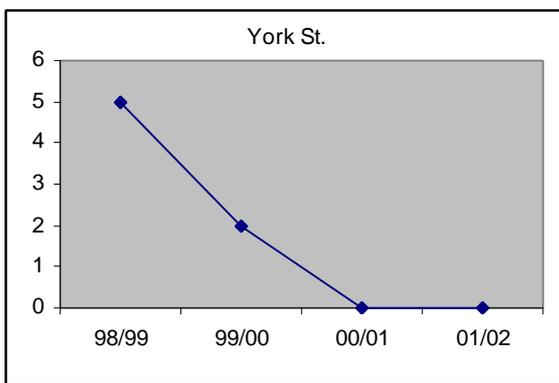
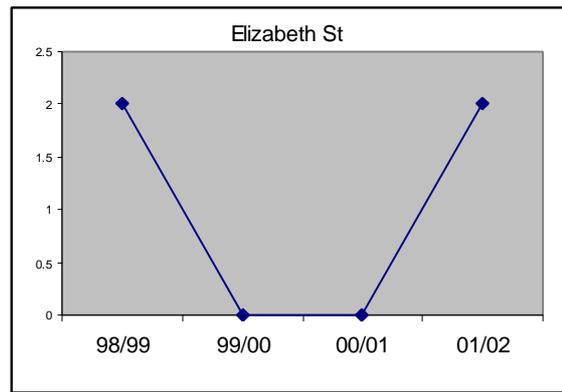
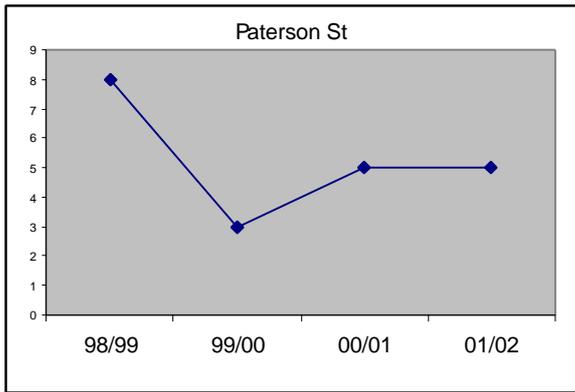
Council are keen to ensure that the facilities they operate are fit and safe for the purpose for which they are built. There were reports from users that some of the facilities were dark, over-grown with shrubs and trees and that lighting levels at night were below the standard required to create a feeling of safeness.

HISTORY OF PUBLIC SAFETY

Carpark Offence Reports

Carpark	98/99	99/00	00/01	01/02
Bathurst St	1	3	3	12
Elizabeth St	2	0	0	2
Paterson St	8	3	5	5
York St.	5	2	0	0





Reference: Tasmania Police

No CACS report is available for the area of the council owned and operated car parks due to the system not recognising multiple areas of location.

There is a disturbing trend that shows a significant increase in offences under the ORS system - from 8 offences 2000-01 to 19 offences 2001-02.

The offences reported within Bathurst St car park is of greatest concern - a steady increase from 1 offence in 1998-99 to 13 offences in 2001-02

STAKEHOLDERS

- Launceston City Council parking section
- Tasmania Police
- Car Park users - short and long term.
- City Prom
- Northern Safer Community Partnership

During this study all the above groups have been consulted over the issues raised relative to crime prevention and community safety in George St.

IMPROVEMENTS

Council carries out regular audits of the car park facilities in terms of safety and risk management. These audits highlight areas that need attention to reduce risk.

Council has over a period of two years carried out improvements to both lighting and other safety orientated matters. Bathurst St car park is the next car park to be up graded. Still to be dealt with is Paterson St Central - which is in reality a development site that is used as a car park rather than a fully developed car park. Due to the nature of this car park there is a reluctance on behalf of council to invest resources in this area.

Working in conjunction with Police and surrounding traders Launceston City Council have developed a strategy of improvements based around lighting and traffic movement measures.

The Car Park Management section are working towards achieving an overall risk strategy relative to safety:

CAR PARKS	RISK STRATEGIES
Paterson St East - Multi-story	Lighting to upper floor Move stairwell gate within car park
Paterson St West - Multi-story	Improve lighting at rear of car park
York St - Multi-story	trim plantings around facility remove fence for surveillance address trees within the site which hide undesirables
Bathurst St - ground level (to be implemented)	bollards and gates for night use - restrict area for parking lighting improvements trim garden beds internal fencing for better definition of night use areas
Willis St - ground level	improve lighting across car park trim landscaping remove soil pile - screen to public view work with neighbours to improve their lighting
Paterson St Central - ground level (to be implemented)	improve lighting to rear of facility trim trees around site
Elizabeth St - Multi-story	trim landscaping within and around site

The Council has a comprehensive plan for its car parks to improve safety in these facilities. In the year 2002/03 Launceston City Council will spend \$30,000 addressing safety issues in its car parking stations. The main features of this investment will be lighting and pedestrian control measures.

In addition to the allocated amount in the 2002/03 financial year Launceston City

Council will also spend some \$35/40,000 building a parenting station within the Paterson East car park. A parenting station is a comfortable place where parents can take babies to be fed or changed in safe surroundings. This is seen by Council as being part of its safety / risk management strategy. An obvious, well designed parenting station will bring more people into the area and as a result will create a situation of natural surveillance in this car park.

The Council's Parking Manager is keen to repeat the survey described below on an annual basis in order to assess the impact of the improvements on the user's perception of safety in the car parks.

SURVEY - USERS OF CAR PARKS

A survey of users of the car parks was carried out using the sheet at appendix 2

Coloured surveys (relating to each car park) were distributed to users of the car parks during one particular week. The target of the survey were both regular and irregular users of the car parks.

Of the 72 respondents 98% were regular users - more than three times use of the facility a week.

Of the surveys returned the following results were recorded: Results are expressed as a percentage of the total responses.

Question	Strongly agree 1	2	3	4	Strongly disagree 5
Elizabeth St					
the car park is not safe but I don't have a choice	0	50	10	5	35
lighting assists in making this a safe place to park	10	45	30	15	0
I have had a personal experience of an act of crime in this car park	10	20	0	0	0
I choose to park here because I feel really safe	75	25	0	0	0
I am confident that the operator of the car park has taken reasonable steps to make this a safe place to park	43	46	12	0	0
In general Launceston is a safe place	24	24	17	11	24

Paterson St Central	Strongly agree 1	2	3	4	Strongly disagree 5
the car park is not safe but I don't have a choice	5	0	3	20	72
lighting assists in making this a safe place to park	79	16	0	5	0
I have had a personal experience of an act of crime in this car park	1	3	0	3	5
I choose to park here because I feel really safe	64	29	0	3	4
I am confident that the operator of the car park has taken reasonable steps to make this a safe place to park	44	32	1	13	11
In general Launceston is a safe place	89	0	0	1	10
Paterson St East	Strongly agree 1	2	3	4	Strongly disagree 5
the car park is not safe but I don't have a choice	9	15	15	15	46
lighting assists in making this a safe place to park	27	19	39	14	1
I have had a personal experience of an act of crime in this car park	2	1	0	0	13
I choose to park here because I feel really safe	30	35	30	0	5
I am confident that the operator of the car park has taken reasonable steps to make this a safe place to park	81	15	2	0	2
In general Launceston is a safe place	30	28	27	8	7
Paterson St West	Strongly agree 1	2	3	4	Strongly disagree 5
the car park is not safe but I don't have a choice	0	8	6	2	84
lighting assists in making this a safe place to park	15	49	21	0	15
I have had a personal	4	0	0	0	96

experience of an act of crime in this car park					
I choose to park here because I feel really safe	32	20	32	5	11
I am confident that the operator of the car park has taken reasonable steps to make this a safe place to park	51	42	5	1	1
In general Launceston is a safe place	43	17	15	20	5
Total Car Parks	Strongly agree 1	2	3	4	Strongly disagree 5
the car park is not safe but I don't have a choice	3	26	11	8	52 #
lighting assists in making this a safe place to park	30 #	30	26	10	4
I have had a personal experience of an act of crime in this car park	6	9	0	3	59 #
I choose to park here because I feel really safe	49 #	32	11	2	6
I am confident that the operator of the car park has taken reasonable steps to make this a safe place to park	48 #	29	11	1	11
In general Launceston is a safe place	37#	21	17	8	17

In each question the preferred response is marked with a #. The answers 1 are the responses strongest match to the respondent's view and 5 is seen as the least strongest match.

A copy of the survey is attached at appendix 2

It is disappointing that no users of flat level car parks returned the survey sheets. Maybe the presence of a staff member on the exit of the multi-story car parks to collect fees makes return of surveys easier.

The strongest response from the total car park results relate to the feeling that the operator has taken reasonable steps to make the car park safe (77%). The weakest responses of 50-60% relates to lighting assisting public safety and personal experiences of crime in the car park.

These two results are disappointing for the overall assessment of the improvements around car parks. Firstly, because lighting is not seen as adding to making the car parks safe. Secondly, because the feeling that some 60% of users has at some time had some personal experience of crime in these facilities. This result is questionable bearing in mind crime levels and policing efforts of Tasmania Police.

LEARNINGS AND CONCLUSIONS FROM CAR PARKS

While reported incidents of crime are low in the Council operated car parks there is a general feeling of improvement in levels of crime reduction in these areas. Bathurst St would have to be the recognised problem area. There are a number of reasons for this. The car park is basic in its level of lighting. There are areas where unsociable activity can take place well away from natural surveillance. The land uses of Launceston College, TAFE and a public house in close proximity will effect the levels of incident in the car park.

The Car Parking Manager has, over the last two years, made a real effort to address safety issues within car parks under his control. He has initiated the following steps to tackle the perception that car parks are unsafe places:

- Joined the membership of the Northern Safer Communities Partnership project
- Carried out a risk assessment on all facilities
- Developed a risk/impact strategy that has been translated into a regular maintenance programme for each car park.
- Acted upon comment from users as to safety issues - two examples are described below.
- Worked with promotional bodies, like City Prom, to present car parks as users friendly and safe.
- Initiated regular security patrols through car parks
- Quick response to faulty lighting
- Building of relationships with Police force

Two examples of action taken to improve safety in car parks:

- 1) York St - trimmed hedge to allow better casual surveillance of facility

BEFORE



AFTER



- 2) Paterson St Central - remove fence to allow better casual surveillance and allow greater penetration of lighting.

BEFORE:



AFTER:



As with other areas of the City, the works in car parks prove that lighting is certainly a key element in dealing with crime and the perception of crime. It is not a factor that can be isolated as of greater effect than other measures.

As a result of discussions associated with this project the Car Parking Manager will look at using lighting to highlight landscaping features within facilities (rather than removing the trees). This will have two effects - to increase levels of surveillance and also create an attractive floodlit feature.

The results of the survey show that there is good support for the safety strategy engaged by the Car Parking Manager. There is a good response to lighting being a major factor in crime prevention and public safety. There are very strong responses to the work of the Car Parking Manager in regard to improving safety in his facilities.

Support for the strategies being employed in Council car parks is also evident in consultation with the various stakeholder groups. It is worth noting the Northern Safer Community Partnership appreciates the efforts of the Car Parking Manager and his presence on the NSCP Committee.

The interventions used in York St and Paterson St car parks has had a positive effect not only on fear of crime but also on actual reports of offences. Like George St, there is evidence of merely moving the problem around the car parks (Paterson St to Bathurst St) not reducing the actual rate of crime.

With Bathurst St being the target of lighting and other improvements it will be interesting to repeat this exercise in say twelve months time.

4.3 CASE STUDY 3 - MOWBRAY SHOPPING CENTRE

BACKGROUND

Mowbray is a major strip shopping centre in the north of the City. It is some 4km from the central city area on a major arterial traffic route. It services a diverse population - from Students at the University, Australian Maritime College and TAFE Newnham Campus to residents of the many Housing Tasmania properties that surround the complex.

In recent years the shopping centre has undergone a major change - expanding in a lateral direction - away from the direction of the strip development - to fill large vacant areas on either side of Invermay Road. This development has brought a new range of shops including Woolworth's and minor retail outlets in the Mowbray Plaza Centre.

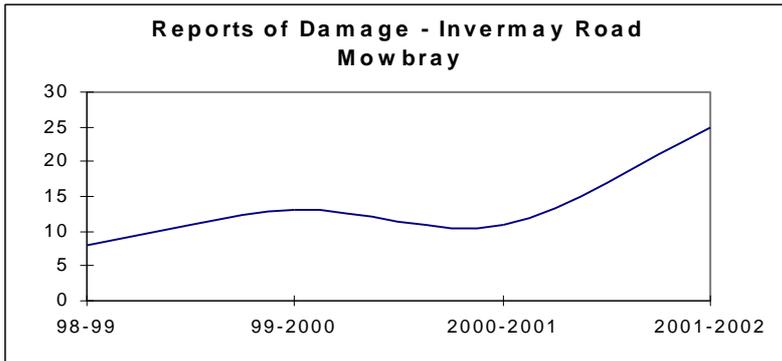
The Centre straddles Invermay Road which is a main link between the industrial areas of Rocherlea and the City. The character of the traffic in this area is that of a high percentage of through movements, not stopping in the suburb. In terms of retail hierarchy Mowbray is a major district centre, servicing the day to day needs of the local community.

In 1999 there was an abduction from this area that resulted in the murder of a young female student. As a result the perception of the public was that the area was unsafe. It was felt that the streetscape of the area added to this feeling.

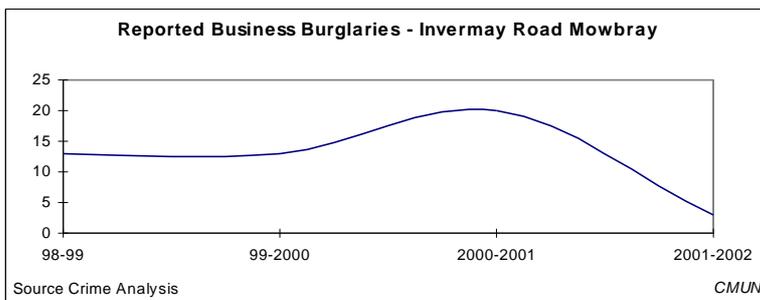
There was an opportunity to carry out major streetscape works in Mowbray due to the need to replace major underground services. By linking this with urban design principles, the work of other agencies and policing strategies a comprehensive response could be made to the issues around Mowbray

HISTORY OF PUBLIC SAFETY

Year	Number
98-99	8
99-2000	13
2000-2001	11
2001-2002	25



Year	Number
98-99	13
99-2000	13
2000-2001	20
2001-2002	3



Reference: Tasmania Police

The CACS report is not available for the Mowbray Shopping area.

The ORS report shows a favourable response in terms of business burglaries, down from a high of 20 in 2000-01 to 3 in 2001-02. The less than favourable response is in the area of offences relating to damage where there has been an increase from 11 in 2002-10 to 25 in 2001-02

There are no reports of assault in this area of Mowbray there fore this shows as a blank in both CACS and ORS.

STAKEHOLDERS

Like the George St project an improvement team was formed to deliver the final solutions after consideration of the options.

The stakeholders for Mowbray were relatively easy to define and the key groups were quickly formed into a working party to talk through the issues associated with crime prevention and public safety in the area.

Groups included taxi companies, police, traders, Launceston City Council and students from the local schools and University. A unique group involved in Mowbray were the Student Workshop - a technical based education establishment whose focus is to give life and work skills to groups of school students deemed to be at risk of dropping out of the education system.

This group met regularly during the life of the project, discussing matters and taking options back to their respective organisations; arriving at a mutually agreeable solution which was ultimately implemented.

Regular newsletters were sent out to traders and users in the area to keep them informed about developments.

As well as the well defined groups above the following groups were seen as key stakeholders:

- Shoppers
- Community service deliverers interested in the area
- Workers from the surrounding industrial area that use the strip for recreation.

IMPROVEMENTS

In 2001 Launceston City Council invested some \$950,000 in a major upgrade of the Mowbray strip shopping centre. This was done after an exhaustive consultative process with the local traders and user groups that lasted close to two years prior to 2001.

Improvements related to rebuilding of footpaths, kerblines and road surfaces; undergrounding of power lines; new street furniture; plantings and street art. Central to the upgrade was new and improved lighting to take the level above that required by Australian Standards.

Lighting levels under Australian Standards for Mowbray related to five light poles. The improvements took the level of light poles to ten. Also included in the Mowbray solution was a security camera mounted to give coverage over the central area of the shopping strip.

Despite the major investment in Mowbray by the Launceston City Council there has been little private investment to back up the momentum created by the council works. This is despite the traders in Mowbray being exposed to the same value adding programme that Bruce Atkinson, business motivator, presented to George St traders.

There are many complex reasons why this is so compared to George St. In short these reasons can relate to exposure to higher levels of unemployment within the main client groups, a feeling of inevitability about the future of the suburb, a predominance of lower socio economic groups as clients of the strip centre and a lack of interest in property management by the owners.

An interesting aside to the Mowbray case is that the local community were heavily involved in the implementation of the design solutions. As an example the University were involved in the design and installation of bus shelters. The Student Workshop built and installed the street furniture.

SURVEY

A survey of current traders and users was undertaken and the following results were evident:

The average length of time that businesses have traded in Mowbray St is 10 years. The shortest being 2 years and the longest 20 years.

Thirty two survey forms were sent out and eight were returned - giving a twenty five percent return.

Of the surveys returned the following results were recorded: Results are expressed as a percentage of the total responses.

ISSUE	Strongly disagree 1	2	3	4	Strongly agree 5
Mowbray is a safer place that it was two years ago	12			75	12 ##
Any improvement in public safety has been brought about by Policing alone	50 ##	36	12		
Improved lighting does not play any part in public safety	38##	38	24		
Mowbray is a better place to do business	15		25	60	##
Our customers have noticed a positive improvement	12		60	12	12 ##
We have a different group of people using Mowbray	12	25		50	12 ##
The main factor in improving public safety has been a sense of community	12		12	60	12 ##
I have noticed no difference in the level of lighting in the public places	36 ##		36	12	12
Our business has improved its image, including increased internal lighting since the street upgrade	12				86 ##
Now the matter of public safety in Mowbray has been dealt with there is no need to take further action	36 ##	48			12
Public safety is the responsibility of no one group	12		48	24	12 ##
As traders or stakeholders interested in this area we understand that dealing with public safety is an on-going thing	12	12		60	12 ##

The distribution of responses is displayed in the table above. An ideal response is indicated against each statement with a ##.

It is interesting to note that one respondent went for every option furthest away from the optimum. This has skewed the responses somewhat. From comments written on his form the trader is angry about things outside this survey, relative to council matters.

A copy of the survey is attached at appendix 3

LEARNINGS AND CONCLUSIONS FROM MOWBRAY

It is worth noting that the bus shelters designed by the University and the street furniture built by Student Works have not been subject to vandalism compared to “standard” street features that were removed from Mowbray as part of the up grade. This is despite a significant increase in offences of damage to property after the intervention of 2001.

Like George St, Mowbray clearly shows that no one issue or solution is solely responsible for improvements in actual or perceptions of crime in this area.

The stakeholder groups are generally appreciative and supportive of the efforts of Council and others to improve the Mowbray area. They do feel that the opportunities have been lost by property owners in the area not matching the improvements in streetscape with improvements to their individual properties. This is despite 86% of the respondents to the survey saying that they have carried out improvements to their businesses, including lighting. A physical inspection of the area would suggest that this is an artificially high response to this question.

Links made with the University and Student Works over production of street furniture will be strengthened in other similar projects throughout the City. By commissioning furniture from these groups Council can create a unique environment for each shopping area. By involving the local community in the design of items like street seats and light poles there will be greater ownership of the outcomes; leading to less vandalism.

To capitalise fully on the improvements in Mowbray Council and community will have to explore further social initiatives in order to improve the fear of crime within the suburb. Records of levels of crime don't back up the fear of crime expressed by the user groups.

There is a greater air of optimism within the trading community in Mowbray. It is suggested that there is a growing sense of community pride in the area. This would suggest that the increase in reports of damage is the product of increase in community pride. It is suggested that the level of damage was always in the suburb; it just wasn't reported. With a new streetscape there is a feeling of working together to fix social ills

MOWBRAY SHOPPING CENTRE



4.4 CASE STUDY 4 - CITY PARK

BACKGROUND

City Park is a 9 acre, formal parkland within the central area of Launceston. It was first established in 1838 and has undergone a series of structured changes since that date.

City Park is the centre of many important community events - Festivale, a three day celebration of food, wine and music and Carols by Candlelight, a Christmas event for families. It is home to the troupe of Macaque Monkeys and the Design Centre of Tasmania, housing the Tasmanian Wood Design Collection - both of which are major tourist drawcards for the North of the State.

The Albert Hall is located in the north west corner of the Park. The Hall was built in 1891 for 12,224 pounds 8 shillings and 7 pence to celebrate the Launceston Exhibition. It is now used for a multitude of community activities and is home to Victoria's - a quality restaurant. The Albert Hall is recognised as a significant Victorian building nationally.

All in all City Park is a centre for all year round activities with a community focus.

It is however a short cut from the city entertainment area to the southern residential suburbs. Late at night the Park has developed a reputation for unsociable activities and minor assaults with the area around the public toilet block being of specific concern

HISTORY OF PUBLIC SAFETY

The current recording of incidents by Tasmania Police means that particular features like City Park can not be isolated from the surrounding street records. It is well recognised by the local Police that City Park is an area of isolated, but quite violent crimes against the person.

It is also well recognised that those act of violence tend to get a higher level of publicity than other similar events that happen in the city. This is due to the nature of the Park - being a fun and entertainment area. There is always comparison made in press reports between the acts of violence and the general enjoyment of the area.

On the more positive side those incidents that are resolved are given a high profile in the local press.

Anecdotal evidence suggests that since the works to upgrade the lighting and install security systems in City Park incidence of violence have declined dramatically.

STAKEHOLDERS

Within City Park there are a number of stakeholders and a number of user groups;

Stakeholders are defined as:-

- The licensee of the Albert Hall and Victoria's Cafe
- The licensee of the children's train ride feature
- The keepers of the Macaque Monkey Troop (live monkeys within the Park)
- The operators of the Tasmanian Wood Design Centre
- The volunteers who operate City Park Radio

The regular user groups can be classified as:-

- Families using the Park during the day
- Visitors to the City
- Patrons to Albert Hall and Victoria's

As part of this study each of the above groups were consulted over the issues relative to City Park.

IMPROVEMENTS

In the 2001/02 financial year Council spent in the region of \$175,000 upgrading power and lighting within the City Park. Security cameras were also installed to cover the various features within the Park. The timing of the installation of cameras is relative to increased levels of lighting - prior levels were such that cameras would be less than effective.

The monkey house also under went a \$650,000 upgrade, making the display more accessible and visually more pleasing. The upgrade also addressed major management difficulties; to which viewers would have little knowledge or interest.

SURVEY

As part of this study Myriad Consultancy were asked to carry out a market research project based around City Park and the perceptions of user groups to the Park.

The Consultants were asked to interview 100 users of the Park covering a variety of age groups across a variety of times of day. A set of questions were developed to test the public's perception to how safe the Park felt to the users at the time they use the facility. Of the 100 people interviewed 28 were visitors to the City and 72 were defined as local.

The results are expressed as a percentage of those responding to the survey

Question	Strongly agree 1	2	3	4	Strongly disagree 5
I would find the park a safe place to be in at any time of day or night	12 ##	11	43	16	18
The lighting (when in use) makes this a safe place	43 ##	18	15	12	12
The policing of the Park is not adequate	30	5	17	29	16 ##
I have not noticed any change in lighting in the last two years (local question only)	7	4	21	33	7 ##
Compared to other similar parks I feel safer here	11 ##	7	61	14	7
I would bring my family here at night and feel safe	35 ##	27	14	2	23
I would walk through this park on my own at night and feel safe	20 ##	9	35	13	23
My children would be safe here during the day	9 ##	82	2	7	0
(explain the purpose of security cameras) Security cameras add to the feeling of safety in this area	44 ##	32	11	3	10
I think the facility manager could do more to address matters of public safety in this park	17	13	21	37	12 ##

In all the questions above the preferred answer is shown with a ##. The only question not to record a full 100 score is that relative to previous visits to the park. This was designed to record the perceptions of the regular users as to the works undertaken in the last twelve months.

A copy of the survey is attached at appendix 4

IMPROVED LIGHTING CITY PARK



More lights to brighten City Park

By RACHEL MILLWOOD

The beauty of Launceston's City Park will be highlighted with \$170,000 in State funding going towards lights for the area.

A master plan for the lighting is being finalised and should be completed in the next six weeks.

Acting Mayor Annette Waddle believes that the lighting project will enhance the natural beauty and features of the park, and also make it safer at night.

She said the lighting project would involve light poles with power outlets and electrical work.

"We are looking at how to light City Park and create a feature out of our historic buildings," Ald. Waddle said.

"Events like Festivale will be made a lot easier because with the outlets there won't be any need for generators.

"We are hoping that the electricity

will be in by Festivale in February next year."

Ald. Waddle used the example of the flood and down lights that reflect the beauty of the trees in Park St to show how elegant the old trees in the park would look with the lighting fixtures.

Having more lights will also increase the accessibility for the area and "will lend itself to music in the park", she said.

City Park will also receive a \$50,000 path reconstruction and upgrade, while \$14,000 will be spent on landscaping in front of Victoria's Restaurant to improve accessibility.

The City Park zoo area will undergo a \$36,000 redevelopment of night enclosures and behavioural management, and a railing replacement and plant-viewing platform deck in the conservatory will cost \$2000.

LEARNINGS AND CONCLUSIONS FROM CITY PARK UPGRADE

City Park has a definite place in the lives of lots of Launceston residents and visitors. It is the place where people go to enjoy themselves - Carols by Candlelight, Festivale (a celebration of food, wine and entertainment). To this end people, both locals and visitors alike, have a very strong feeling towards this facility. This is evidenced by the majority of the questions in the survey receiving close to preferred score.

The question furthest away from the preferred is the one relative to walking through the park alone at night. This maybe is not surprising and is more relative to being in any park at night - rather than this park specifically.

Use of City Park for many community type events, attracting many thousands of visitors, gives a strong sense of ownership to the area. This has been spoiled in recent years by frequent acts of violence towards those walking through the park

It is worth noting that in the first month of the introduction of the new lighting and the security cameras the latter feature was use by the Police to apprehend two people for assault in the park.

Anecdotal evidence does suggest that since the works of improvement to lighting and security cameras the incidents of violence in City Park have declined.

4.5 CASE STUDY 5 - PARK STREET AND THE BOARDWALK

BACKGROUND

One of the major strategic directions of Launceston City Council has been the development of the river edges within the City. There are three rivers which meet within the central area of the City - South and North Esk and the Tamar rivers.

A key element of this strategy has been the development of a board walk along the edge of the rivers and the linking path ways into the City and its key central features.

Development of this boardwalk has resulted in the opening up of areas of the City's parkland that have previously been seen by the wider Launceston community as areas where undesirables tend to gather.

By increasing activity in these areas Council are maybe seen spending valuable community funding in areas that previously did not warrant this level of expenditure. This is an interesting view point (albeit one expressed by stakeholders in this area) that almost sets a hierarchy of area within the City where funds should and should not be invested.

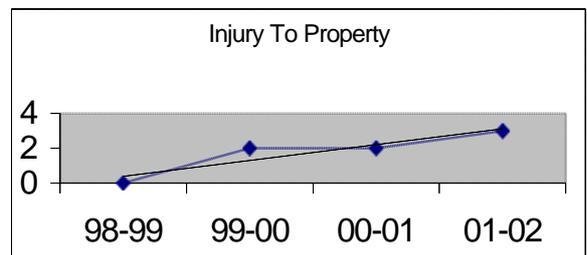
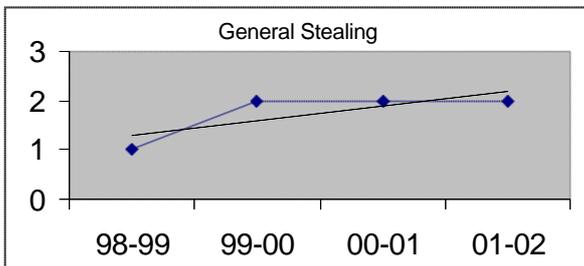
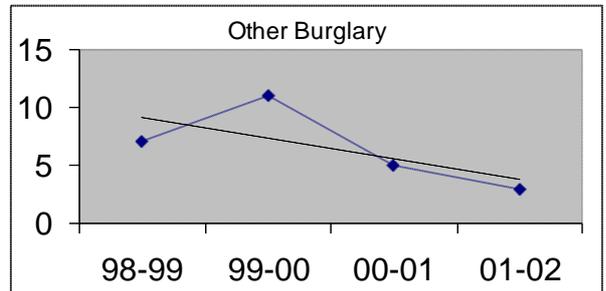
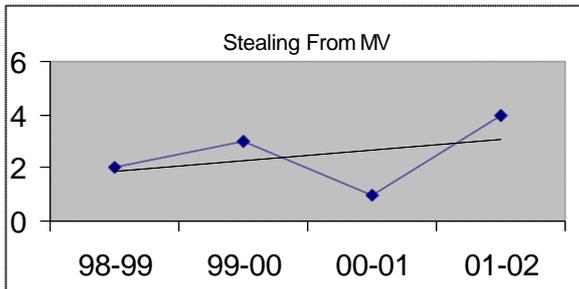
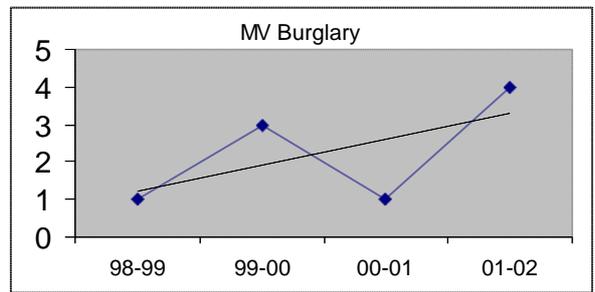
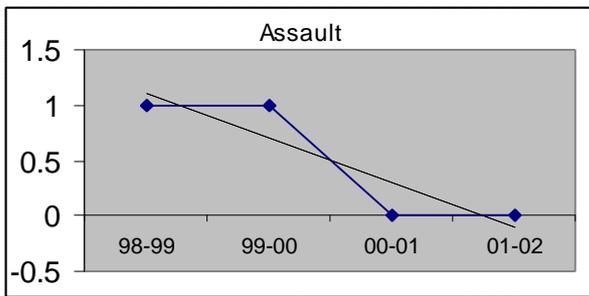
Apart from a key element of a boardwalk to facilitate this strategy Council has invested some \$106,000 in improving lighting in this area. The style of lighting being over head lamp posts and low level lighting aimed at trees and other features.

This has been done for two reasons. Firstly to supplement the works of the boardwalk in terms of amenity and secondly to improve the public of perception of crime and safety in this area.

HISTORY OF PUBLIC SAFETY

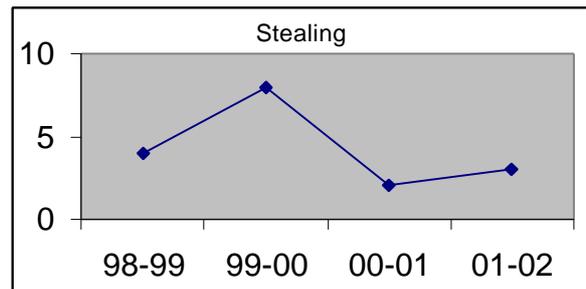
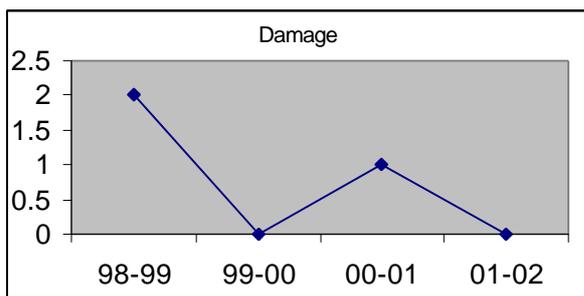
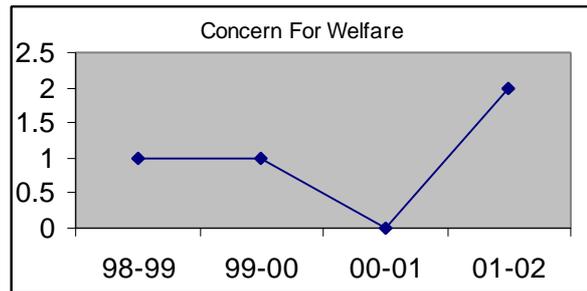
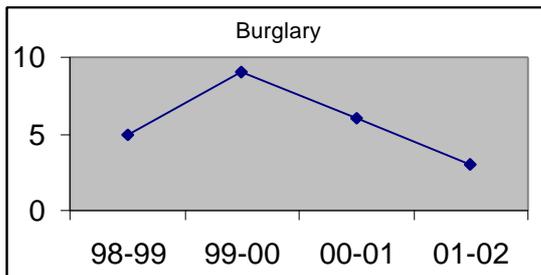
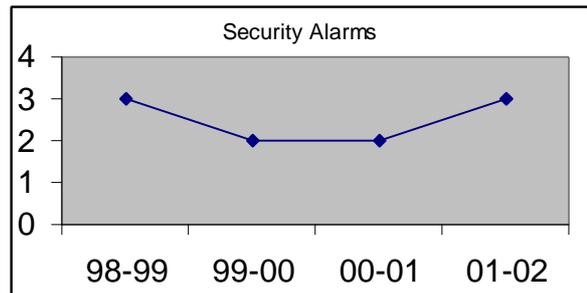
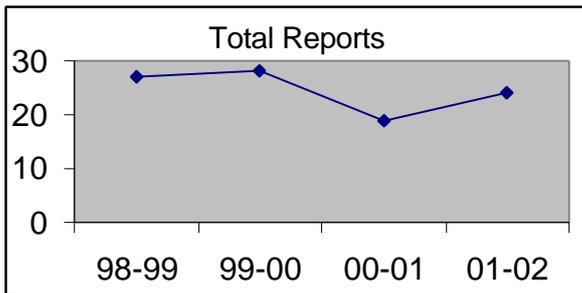
Park Street Offence Reports

Incident	98-99	99-00	00-01
Assault	1	1	0
MV Burglary	1	3	1
Other Burglary	7	11	5
Stealing From MV	2	3	1
General Stealing	1	2	2
Injury To Property	0	2	2



Park Street Command & Control System Incidents

Incident	98-99	99-00	00-01	01-02
Total Reports	27	28	19	24
Security Alarms	3	2	2	3
Burglary	5	9	6	3
Concern For Welfare	1	1	0	2
Damage	2	0	1	0
Stealing	4	8	2	3



Reference: Tasmania Police

The ORS report records a high of offences of 22 in 1999-2000 and a low of 11 offences in 2000-01. The CACS report echoes this trend.

The levels of incident are generally low across all types of crime. So any small increase is going to artificially inflate the result. There are slight increase across the areas of motor vehicle theft and damage to property. There are positive results in the area of assault, burglary and stealing.

STAKEHOLDERS

- Launceston City Council
- Operators of private dining facilities
- Operators of the yacht club
- Students at Launceston College
- Tourists using the boardwalk
- Residents using the boardwalk

As part of this study each of these groups were either consulted or were part of the survey of users

IMPROVEMENTS

As part of the overall design strategy for this area Council was able to incorporate feature lighting into the design. Being a whole new concept the riveredge allowed Council to consider all factors without compromising any established perceptions about the features of the riveredge area. A clean sheet on which to develop a design.

A central pivot to the development of this area was establishing good levels of lighting for reasons of both amenity and public safety. In the 2001/02 financial year Council spent \$106,000 on improving the lighting in this area.

SURVEY

As part of this study Myriad Consultancy were asked to carry out a market research project based around the riveredge and Park St and the perceptions of user groups to the area.

The Consultants were asked to interview 100 users of the area covering a variety of age groups across a variety of times of day. A set of questions were developed to test the public's perception to how safe the area felt to the users at the time they use the facility. Of the 100 people interviewed only 8 were not defined as locals.

The format of the questions used are similar to those used in regard to City Park. This should allow some comparison between the two features, even although there will be some significant variation between the profile of user groups.

The results are expressed as a percentage of those responding to the survey

Question	Strongly agree 1	2	3	4	Strongly disagree 5
I would find the riveredge a safe place to be in at any time of day or night	61 ##	8	15	10	6
The lighting (when in use) makes this a safe place	54 ##	23	12	11	0
The policing of the riveredge is not adequate	21	15	7	28	29 ##
I have not noticed any change in lighting in the last two years (local question only)	0	7	24	10	51 ##
Compared to other similar riveredge developments I feel safer here	18 ##	43	32	7	0
I would bring my family here at night and feel safe	37 ##	27	23	13	0
I would walk through this area on my own at night and feel safe	20 ##	46	13	17	4
My children would be safe here during the day	65 ##	21	14	0	0
I feel the area would be safer if there were security cameras along the riveredge walk	40 ##	7	35	9	9
I think the facility manager could do more to address matters of public safety in this area	12	5	54	3	26 ##

In all the questions above the preferred answer is shown with a ##. The only question not to record a full 100 score is that relative to previous visits to the boardwalk. This was designed to record the perceptions of the regular users as to the works undertaken in the last twelve months.

A copy of the survey is attached at appendix 5

PARK STREET AND THE BOARDWALK



LEARNINGS AND CONCLUSIONS FROM PARK ST and BOARDWALK

Reports of crime are relatively low across all types (ORS) and relate to offences against property in the main. The CACS reports show like low numbers, down from a high of 28 reports in 1999/2000 to a level of 24 in the 2001/2002 year.

The improvements carried out in the area of Park St and the Boardwalk are too new to realise any significant trends in terms of levels of crime.

The riveredge boardwalk is a new concept to Launceston. For decades the rivers that flow through the City have been isolated from the people of the City by flood levy systems. Recently, strategies have been developed to use the flood levies as part of a walking system.

Since 2001 private investors have taken a keen interest in the area of the riveredge. This has resulted in a new opening up of this area to the public in the form of restaurants and residential units.

The survey of users came some two months after the opening of the latest stage of the riveredge development - the Old Sea Port. In many ways the opening of this section and the strong positive public reaction to the development has shown this area to be seen as a very safe place to visit.

Being a new development the area has advanced as a total - people friendly design, strong public reaction and quality lighting. All these things have resulted in people feeling very safe in this "new" area. This is reflected in the positive survey results.

The results are far stronger than those of City Park, where almost identical questions were asked. It is felt that this is a further indication of undertaking a new comprehensive development, rather than retro-fitting safety solutions to existing facilities. Although it is clear that total development is often not an option in many cases.

In terms of effect on actual crime levels it is suggested that the developments and improvements are too new to register any change in incident reporting.

It is noted that there are more people using the riveredge area at extended periods of the day, resulting in more natural surveillance. This again is a clear case of improvements in an area having a positive impact on fear of crime as outlined by Goodwin (April 2000)

5 THE COST OF LIGHTING AND WORKING ABOVE STANDARDS

The installation of lighting is dealt with by Australian Standards - AS/NZS 1158.0:1997 Road Lighting. The Standard deals with a basic introduction, pedestrian areas, vehicle areas and design, installation and operation.

The Standard defines and classifies roads by expected main user groups and ranking in line with a hierarchy. The road is one of the following - traffic route, local road or public area.

On traffic routes the visual requirements of motorists are dominant. On local roads the visual requirements of pedestrians are dominant. In public areas the dominant requirement is to meet the needs of pedestrians.

Within each of the hierarchical classifications above there are levels of lighting category which set the number, spacing, lux and scale of public lighting. Levels of lighting category are related to function of each classification.

For example there is a substantial lighting difference between the needs of motorists on say an arterial, high speed road and a connector road within a suburb. Similarly, the lighting needs of pedestrians in areas of particular hazard are different to those in residential suburbs.

Standards of course do change and being an old City Launceston has been exposed to many styles, levels and sizes of lighting; all of which at one time have met the required standards.

Lighting types have undergone the biggest change, from neon strips to sodium or mercury vapour lights. The latter two being far more efficient in terms of lux emission. As part of a periodic upgrade Launceston City Council and Aurora (suppliers of energy to power street lights) have a programme to change the less efficient lights to the more modern type.

The cost of these lights, the ones that meet Australian Standards are borne by two agencies. Aurora will pay for the poles, heads and running equipment. Launceston City Council pays for the power use based around a figure of \$125 per pole per annum.

In the case of lighting upgrades any poles positioned over and above the defined Australian Standard are treated in a significantly different method. Power supply upgrades (if needed) are the responsibility of the Council. The poles, fittings and the cost of the power are also the responsibility of the Council. Any on-going repair, replacement of the poles or lights is also the responsibility of the Council. In many respects increasing the level of lighting to deal with matters of crime prevention and community safety could be seen as a long term burden on any Council undertaking such works.

Businesses that choose to use private lighting to assist lighting levels on the public street pay through their normal power metres. There is no regard for the assistance such actions give to crime prevention and public safety.

An advantage for business using their lighting to light public spaces is that it also acts as a night-time advertisement for that business. Many businesses do not take advantage of the benefits of keeping lit their display windows, particularly in areas that are heavily trafficked by pedestrians.

Launceston City Council pushes this message to all business houses along the routes where improvements in public lighting is being proposed. We have used the services of business motivation speakers like Peter Kenyon and Bruce Atkinson to reinforce such messages.

6 TURNING CASE STUDIES INTO ACTIONS

There are a number of actions that can be learned from the case studies that form part of this project. These will be blended into the workings of the Launceston City Council. They can be picked up by other agencies for maybe dealing with similar issues.

WORKING TOGETHER -

This is a key learning from this project and the many such projects referenced as part of the research conducted as part of this study.

By involving a range of interest groups from as early as the problem definition stage any action has a greater chance of success. Involving many groups proves to the wider community that dealing with issues of crime prevention and community safety is not an issue for any single agency.

In developing any project for improvement to streetscapes, lighting, or dealing with crime prevention in a particular area (like a car park) a multi-agency team will be established in the early days of the project.

LIGHTING AS A KEY ELEMENT -

From all the work undertaken as a result of examining the case studies it is obvious that improvements to lighting in an area adds significantly to the success of crime intervention strategies. Lighting itself would have a positive impact on levels of crime, particularly in areas like car parks and recreation areas where fear of crime is perhaps a greater issue than actual levels of crime.

It is hard to place a ranking on the importance of the lighting element of any improvement programme. A cross section of the survey respondents would claim that lighting was a key element in the reduction in levels of crime in an area. All surveys indicated a preference to lighting solutions as a way of not only reducing crime but also making the area a more attractive place to live.

COLLECT DATA -

To justify continued work on the subject of crime prevention and community safety certain information is needed. Before embarking on anew project data should be collected on actual crime levels; working with the Police to source this material. Data should also be collected on the perception of the various stakeholder groups of the fear of crime in the area to be targeted.

These data collection studies should be undertaken within six month of the physical works being completed and again in twelve months time. This will allow a pre and post intervention comparison to be developed.

Making use of collective data helps agencies see that their investment in the area

of crime prevention and public safety in a positive manner. In these days of using data to justify investments it is important that all agencies, particularly the Police use data freely to prove the success or otherwise of strategies.

COMMUNICATE IDEAS AND RESULTS -

A positive media campaign, highlighting the measures being taken to improve the safety of an area is an important component of a community safety project.

This strategy will in particular assist in raising the profile of an area and the physical improvements being undertaken and also show that multiple agencies are united to a common outcome - that is improving safety in public areas.

A community, with the assistance of a positive media campaign can talk up crime prevention and public safety as a strategy for dealing with less desirable elements. A place that appears to be safe and not tolerant of crime will be less attractive to those who wish to perform acts against property or persons.

A positive communication strategy that sells the physical works will draw more groups into the partnership to deal with crime. Everybody wants to be part of things that are seen to be working and successful.

CELEBRATE WITH THE COMMUNITY -

A community celebration at the end of any project with a slant towards crime prevention and public safety sends a message to the community that an area is open and those involved in the project are keen to invite users to view the improvements.

A celebration is also a way of thanking those groups involved in the delivering the project for their contribution. This is another strategy that could encourage more parties to be involved in subsequent projects. A celebration is a form of recognition.

REVIEW LONG TERM EFFECTS -

A useful strategy is to go back to a place where improvements have been undertaken and to review the long term effects of the measures that were put in place. A collection of the data from the various agencies and a survey of the current users is suggested.

Repeat of this type of work can be used to measure success of works and to promote the benefits of working in partnership to deal with crime prevention and community safety. It can also be used to argue for continued support from funding agencies to be involved in such projects.

BUSINESS TO USE LIGHTING AS A MARKETING TOOL -

A sound strategy for any business is to build the use of lighting into their night marketing campaigns. A business will often see keeping lights on in the evening as a waste of time and money. Evidence from other sources suggests that those businesses who look on lighting in a positive manner not only assist in preventing crime in the public domain (using their lights to illuminate a public space), they also increase their retail turnover. Lighting allows all those you walk or drive past the site at night to see goods in display windows that would otherwise have gone unnoticed.

Lighting within business houses also adds to the ambience of a place, giving life and sense of well being to an area. Lighting under a canopy fills in the dark spots that exist in areas where normal street lighting can't penetrate.

The reverse of this is that good lighting within a window can draw attention to a business and make the property more attractive to burglary and criminal damage.

STREET SAFE INITIATIVE -

Drawing on the lessons learned from working in close co-operation, Launceston City Council, Tasmania Police and other key community based organisations will pilot a Street Safe initiative within the City area.

The strategy has a number of elements:

- development of inter-agency partnerships and working groups to address issues.
- improving communication and integration of activities
- sharing of statistical data
- co-ordination of Launceston City Council and State Government drug strategies
- co-ordination approach to environmental health, safety and liquor licensing issues.

At the centre of this new strategy is the Northern Safer Communities Partnership. This group will oversee the project. The project will be run by a high level steering committee, with direct access to those resources that are needed to tackle the issues.

Issues will be dealt with in areas of greatest need, based on a statistical profile of the areas to be investigated. The data profiles will be provided by the Police.

In many respects the formation of this project and the establishment of the steering committee encapsulates the workings and findings of this study. Lighting will be one of the key tools to be used by this group in developing and implementing strategies to deal with matters of crime prevention and community safety.

7 ON-GOING MONITORING AND EVALUATION

The Partnership Agreement between Launceston City Council and State Government is being reviewed in 2002/03. An item to be included in the new agreement will be the exchange of data between the Council and the Police to monitor the success of strategies that have been recently implemented (effects over a longer time than this study will allow).

Data will also be collected before and after works of improvement to particular areas. This data will be used to set a benchmark from which to gauge the success of various strategies over a period of time.

The user surveys will also be repeated to assess the long term effects of the works that have been carried out in the case study areas.

The Car Parking Manager is also going to repeat the survey of the car park users with a view to gauging the impact of the improvements being made to the various car parks. From the results council will be presented with reports aimed at instilling a system of continuous improvement within these facilities relative to crime prevention and public safety.

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APPENDIX 1 - USER SURVEY GEORGE ST

ISSUE	Strongly disagree 1	2	3	4	Strongly agree 5
George St is a safer place that it was two years ago					
Any improvement in public safety has been brought about by Policing alone					
Improved lighting does not play any part in public safety					
George St is a better place to do business					
Our customers have noticed a positive improvement					
We have a different group of people using George St					
The main factor in improving public safety has been street parties and events					
I have noticed no difference in the level of lighting in the public places					
Our business has improved its image, including increased internal lighting since the street upgrade					
Now the matter of public safety in George St has been dealt with there is no need to take further action					
Public safety is the responsibility of no one group					
As traders or stakeholders interested in this area we understand that dealing with public safety is an on-going thing					

APPENDIX 2 - SURVEY OF USERS OF CAR PARKS

Question	1	2	3	4	5
the car park is not safe but I don't have a choice					
lighting assists in making this a safe place to park					
I have had a personal experience of an act of crime in this car park					
I choose to park here because I feel really safe					
I am confident that the operator of the car park has taken reasonable steps to make this a safe place to park					
In general Launceston is a safe place					

APPENDIX 3 - SURVEY OF USERS OF MOWBRAY

ISSUE	Strongly disagree 1	2	3	4	Strongly agree 5
Mowbray is a safer place that it was two years ago					
Any improvement in public safety has been brought about by Policing alone					
Improved lighting does not play any part in public safety					
Mowbray is a better place to do business					
Our customers have noticed a positive improvement					
We have a different group of people using Mowbray					
The main factor in improving public safety has been a sense of community					
I have noticed no difference in the level of lighting in the public places					
Our business has improved its image, including increased internal lighting since the street upgrade					
Now the matter of public safety in Mowbray has been dealt with there is no need to take further action					
Public safety is the responsibility of no one group					
As traders or stakeholders interested in this area we understand that dealing with public safety is an on-going thing					

APPENDIX 4 - SURVEY OF USERS OF CITY PARK

Question	Strongly agree 1	2	3	4	Strongly disagree 5
I would find the park a safe place to be in at any time of day or night					
The lighting (when in use) makes this a safe place					
The policing of the Park is not adequate					
I have not noticed any change in lighting in the last two years (local question only)					
Compared to other similar parks I feel safer here					
I would bring my family here at night and feel safe					
I would walk through this park on my own at night and feel safe					
My children would be safe here during the day					
(explain the purpose of security cameras) Security cameras add to the feeling of safety in this area					
I think the facility manager could do more to address matters of public safety in this park					

APPENDIX 5 - SURVEY OF USERS OF RIVEREDGE

Question	Strongly agree 1	2	3	4	Strongly disagree 5
I would find the riveredge a safe place to be in at any time of day or night					
The lighting (when in use) makes this a safe place					
The policing of the riveredge is not adequate					
I have not noticed any change in lighting in the last two years (local question only)					
Compared to other similar riveredge developments I feel safer here					
I would bring my family here at night and feel safe					
I would walk through this area on my own at night and feel safe					
My children would be safe here during the day					
I feel the area would be safer if there were security cameras along the riveredge walk					
I think the facility manager could do more to address matters of public safety in this area					