

RESOLUTION No.

Adopt Crime Prevention Through Environmental Design policy strategy for City-funded multi-family residential development and non-binding recommendations for private sector developers of multi-family residential development. (Resolution)

WHEREAS, Crime Prevention Through Environmental Design (CPTED) is a well-established and well-researched field of knowledge that has demonstrated various methods to increase the responsible, positive use of property while decreasing the likelihood of criminal behavior; and

WHEREAS, properly implemented safe-by-design practices offer the dual benefit of long-term savings in City resources through improved ease of management and reduced calls for service and of increased safety and livability for city residents; and

WHEREAS, the City has an interest in supporting successful public safety practices in multi-family housing and multifamily housing is an important part of meeting Portland's growth management and comprehensive plan objectives; and

WHEREAS, working to make best practices common practice is in the interests of residents and managers of housing throughout the city; and

WHEREAS, while multi-family properties funded by the City are often, but not always, designed on sound safe-by-design principles, there is no method in place to ensure that basic safe-by-design principles are integrated into every such development funded by the City; and

WHEREAS, ensuring the consistent implementation of certain safe-by-design practices will further enhance the City's role as a leader-by-example in the effective development and management of multi-family housing; and

WHEREAS, fire and life safety codes defined for residential housing, while effective in promoting structurally safe, fire-resistant living conditions, do not include certain design elements known to reduce the likelihood of property harboring or attracting criminal behavior; and

WHEREAS, because the City of Portland's existing zoning, planning, green building, housing maintenance, and other codes and regulations do include various elements that are consistent with CPTED principles, the City has the opportunity to improve the crime prevention value of residential property by the introduction of a limited number of additional requirements without the need to develop a separate, comprehensive set of CPTED regulations.

NOW THEREFORE, BE IT RESOLVED that the Portland City Council directs City Bureaus and the Portland Development Commission to adopt and implement CPTED policy guidelines described in Policy Strategy number one of Exhibit A of this resolution for all multifamily residential housing constructed, owned, or financed by the City, including incorporating such guidelines into all such newly financed development and into existing property when the relevant elements or features of the property are

remodeled, upgraded, or replaced; and

BE IT FURTHER RESOLVED that the policy guidelines described are intended to result in a total-cost-of-ownership for the City that is equal to, or less than, such costs if the policy guidelines were not implemented, and as such, the guidelines shall allow for waiver of individual requirements with credible certification that a net increase in cost to the City, or a reduction in the number of otherwise available housing units, would result from strict compliance with any individual policy guideline; and

BE IT FURTHER RESOLVED that the Portland City Council directs City Bureaus and the Portland Development Commission to adopt and implement policy guidelines described in Policy Strategy number two of Exhibit A of this resolution to require all private sector individuals or organizations seeking permit for the development of three dwelling units or more of new multi-family property, or for a major remodel or upgrade of existing multi-family property, to gain the benefit of non-binding CPTED-design recommendations prior to plan approval; and

BE IT FURTHER RESOLVED that the non-binding guidance for private sector development described in Policy Strategy number two of Exhibit A of this resolution include, at minimum, providing the private sector developer a copy of the CPTED guidelines mandated for City-funded multi-family property by this resolution; and

BE IT FURTHER RESOLVED that procedures for delivering the non-binding guidance for private sector development described in Policy Strategy number two of Exhibit A shall be designed and implemented whenever practical, in such a manner as to avoid extending either the number of days or the number of meetings otherwise necessary for the permitting process; and

BE IF FURTHER RESOLVED that administrative policies, procedures, and practices necessary to implement this resolution shall be the responsibility of the Office of Neighborhood Involvement with support as appropriate from the following partners: the Bureau of Development Services, the Bureau of Housing and Community Development, the Bureau of Police, the Bureau of Fire, Rescue and Emergency Services, the Planning Bureau, the Housing Authority of Portland, and the Portland Development Commission; and

BE IT FURTHER RESOLVED, that this resolution is binding city policy.

Adopted by the Council:

Mayor Tom Potter

GARY BLACKMER
Auditor of the City of Portland
By

Prepared by: Jeremy Van Keuren
Date Prepared: November 20, 2008

Deputy

Exhibit A: City of Portland CPTED Definition and Policy Strategies

I. Policy Statement

The City of Portland shall incorporate cost-efficient CPTED principles and practices into the design, construction, and operations of all City-funded multi-family housing. Furthermore, the City will provide leadership and guidance to encourage the application of CPTED practices in private sector development. This policy is expected to yield long-term cost savings to the City's taxpayers due to reductions in the incidence of crime and in the need for problem-solving responses at those locations.

Background: CPTED Definition

Crime Prevention Through Environmental Design ("CPTED") is the proper design, maintenance, and use of the built environment in order to enhance the quality of life and to reduce both the incidence, and the fear, of crime. CPTED involves the balanced application of the following five principles.

- A. Natural Surveillance.** Natural surveillance involves design and maintenance elements that ensure full opportunity for people engaged in their normal behavior to observe the space around them, and equally, to minimize the perceived opportunity for concealment or anonymity by a person intending a criminal act. Natural surveillance is generally achieved by the use of appropriate lighting, low or non-opaque fencing or hedges, the removal of areas that offer concealment, and the placement of windows, doors, and walkways to ensure the opportunity for easy observation of surrounding areas by responsible users of property.
- B. Territoriality.** Territoriality is the principle that providing clear delineation between public, private, and semi-private areas makes it easier for pedestrians to understand, and participate in, an area's appropriate use while simultaneously communicating a sense of active "ownership" of an area that can discourage the belief that illegal acts may be committed in the area without concern or consequence. The use of non-opaque screening, low fencing, signage, pavement treatments, or other landscaping elements that visually indicate the transition between areas intended for different uses are examples of the principle of territoriality applied.
- C. Access Control.** Access control is a concept directed primarily at decreasing criminal accessibility, especially into areas where a person with criminal intent would not easily be observed. Passive examples of access control would include a highly visible gate or entry way through which all users of a property must enter. Active examples include appropriate use of door and window locks, security fencing, or similar security barriers, to discourage unwanted access into private space or into dark or unmonitored areas.
- D. Activity Support.** Activity support involves both passive and active efforts to promote the presence of responsible pedestrian users in a given area, thus

elevating the perceived community value of the area, while discouraging actions by would-be offenders who desire anonymity for their actions. A basic understanding of the value of activity support can be gained by considering the difference in both perceived and actual safety of a city park, or a sidewalk, that is used rarely as compared to a park or sidewalk that benefits from the routine presence of many responsible users. Passive examples are all manner of design that makes an area appealing to appropriate pedestrian use. Active examples involve event scheduling and similar steps to attract users.

E. Management and Maintenance. Proper maintenance of landscaping, lighting and other features is a necessary requirement to ensuring that CPTED elements serve their intended purpose. Unfortunately, failure to maintain property — and its management parallel, the failure to stop harmful use of property by its legal occupants — will rapidly undermine the impact of even the best CPTED design elements. As such, while CPTED principles supplement effective maintenance and management practices, they can not make up for the negative impacts of ineffective management. Damaged fencing, overgrown hedges, graffiti left to weather and age, litter and debris, broken windows, as well as such factors as inattentive, lax, or overly-permissive management practices will advertise an environment of permissiveness to would-be offenders and, equally, undermine the desire of responsible users to remain in an area. While effective design is an important part of good crime prevention, following through with consistent maintenance and management practices ensures that the designed-in elements retain their effectiveness. In effect, this is the direct application of what has come to be known as the Broken Window Theory — ensuring that indicators of disorder are corrected promptly in order to prevent the greater disorder they may attract.

It cannot be over emphasized that, for the five principles above to accomplish the twin goals of enhanced livability and better natural safety, *each must work in concert with the other*. For example, *activity support* can be substantially undermined if a property is stripped bare of landscape elements in the interests of *natural surveillance* alone. Installing a tall opaque wall or fence will take the concept of *territoriality* too far by undermining *natural surveillance* benefits. *Access control* solutions that advertise a “target hardened” appearance (such as window bars, harsh lighting treatments, or hostile-looking fencing) undermine *activity support*. The intent, therefore, is to use the combined balance of these principles to promote a safer, more livable environment for all.

Recognition of these underlying concepts may help guide owners, architects, planners, developers and managers of property in designing and maintaining built environments that accomplish the goals of CPTED and this resolution.

II. Policy Descriptions

Policy Strategy #1: City-financed multifamily residential development.

The City of Portland shall incorporate the following CPTED practices into all multifamily residential housing constructed, owned or financed by the City. These practices must be fully incorporated into all such newly financed development. These practices must also be incorporated into such existing property when the relevant elements or features of the property described in this resolution are remodeled, upgraded, or replaced after adoption of this resolution, and then only on those elements that are being remodeled, upgraded, or replaced:

A. Opacity limits on outdoor fencing, walls, and other visual barriers. With the exception of barriers required by existing code to visually separate two properties with conflicting uses, the following requirements apply:

1. Fencing, railing walls, other built barriers that divide outdoor areas may not be constructed in a manner that results in a complete visual barrier. A complete visual barrier is one that would be reasonably expected to prevent awareness of, or offer concealment to, an adult-size person on the opposite side of the barrier. This requirement is typically complied with by the use of wrought iron fencing, wood fence panel designs that leave open space between the panels, handrail and guardrail designs that are not built on opaque walls, and the use of open patterns in masonry and concrete walls that permit visual connection.

2. Foliage densities between the heights of 3 and 6 feet must be designed and maintained in a manner that does not result in a complete visual barrier. This requirement is typically complied with by such actions as maintaining the height of dense hedges at no more than 3 feet, reducing the density of taller hedges and other plantings by trimming out branches to allow greater visual connection, and ensuring that foliage bearing branches of trees are trimmed up to a height of six feet or greater.

3. Other landscape features to support natural surveillance. Location and selection of trees and other plants shall be done in a manner that minimizes the likelihood of substantially obscuring views of outdoor areas from inside of the structure or of offering areas of concealment, particular in places that are adjacent to windows, doors, or walkways.

B. Minimum lighting specifications for indoor and outdoor common areas of the property. In addition to lighting standards already defined in applicable code, lighting must meet the following standards:

1. Consistent lighting. Both indoor and outdoor lighting must be installed in a manner to ensure consistent levels of illumination; that is, in a manner that prevents the presence of either pockets of deep shadow or glare-blindness that would permit an adult-size person to gain concealment from it.

2. Illumination of exterior doors. All types of exterior doors shall be illuminated with outdoor lighting during the hours of darkness to allow ready-observation of persons entering or exiting.

3. Illumination of address numbers. All street address or apartment numbers that are already required by existing codes shall also be illuminated during the hours of darkness, either by the available common area lighting or by individual porch light(s) at each dwelling that are regulated by photo-sensors, timers, or other devices that ensure illumination during hours of darkness.

4. Illumination of building numbers. At multifamily properties with more than one residential building, the number on each building shall be illuminated during the hours of darkness.

5. Illumination of recessed areas. Alcoves and other recessed areas of buildings or fences that are capable of human concealment shall be illuminated during the hours of darkness.

C. Territory transitions and pedestrian friendly elements:

1. Transitions from public rights of way. All buildings shall have pedestrian access oriented toward the public sidewalk adjacent to the street. Such access shall be tiled, textured, or colored differently from the public sidewalk to indicate ownership and territoriality.

2. Other areas abutting public rights of way. The boundary line between the residential property and the public sidewalk or other public rights of way shall be visually indicated through the use of design or landscape elements that indicate the transition from the public right of way. Lawn areas, border gardens, small changes in elevation, or other well-maintained visual markers are examples of ways to accomplish this. In locations where the desired approach is to pave an area in order to effectively create a wider sidewalk, such paving treatments must be accomplished with a different color, tile, or texture from that used on the public right of way.

D. Other natural and active surveillance elements:

1. Location of onsite office areas. Whenever onsite office space is provided for property management staff, such space shall be situated so as to allow obvious natural surveillance by office staff and office visitors of one or more commonly used entry ways onto the property.

2. Location of common area amenities and facilities. Common area facilities, whether indoors or out, that are available for general use by residents, such as laundry rooms, mail box areas, community rooms, recreation or play areas, recycling and garbage collection areas, common entry ways, and similar, shall be located in a manner that encourages routine natural surveillance of activity in and near those areas by users of the property, onsite personnel, or, when appropriate, passersby on the public rights of way. This requirement may be waived for common area facilities that do not meet these requirements when an alternate active surveillance plan has been submitted and approved by the City for the facility.

E. Doors.

1. Eye-viewers or windows. Every exterior door of every dwelling unit, shall include a eye-viewer, door-scope, window, adjacent window or other approved design that allows the occupant the ability to see who is at the door without the need to open it first.

2. Doors separating indoor common areas to provide visual connection. Every door that separates common area rooms available for tenant use (e.g. doors leading to hallways, laundry rooms, mailbox areas, community rooms, or other indoor areas commonly available for tenant use) shall include a code-compliant window that permits observation of the adjoining common area space. This requirement may be waived in situations where one or more windows adjacent to the doorway permit similar opportunity for observation of adjoining common area space.

3. Door security systems. The following door security specifications, previously included in recommended security guidelines by the Portland Police Bureau, shall now be required for all City-financed development covered by this resolution:

- i **Exterior doors.** All exterior swinging doors and all doors to individual dwelling units shall comply with ASTM F476-84, Grade 30, or the California Model Building Security Code (CMBSO) relating to swinging doors.
- ii **Solid Core Wood Doors.** All exterior wood doors shall have a solid core and be a minimum of 1-3/4 inches thick.
- iii **Hollow Core Doors.** Hollow core doors shall be considered only as interior privacy doors and not as exterior security doors.
- iv **Metal Doors.** The thickness of the sheet metal used in the construction of a metal door shall be no thinner than 22 gauge.
- v **Dutch Doors.** Dutch doors shall have a slide bolt interlocking the upper and lower halves of the door, unless separate deadbolt locks are used to secure both halves of the door.
- vi **French Doors or Double Doors.** To secure double doors, one of the doors must be made stationary by header and threshold bolts. The active door shall be secured to the inactive door by using a deadbolt lock.
- vii **Locks.** All single or double swinging exterior doors shall be equipped with a single cylinder deadbolt lock, which has been tested in accordance with ANSI/BHMA A156.-1984, Grade 2. Deadbolt locks shall have at least a one-inch throw which will penetrate the strike plate at least 3/4 of an inch. Deadbolt locks shall have all metal parts, with a tapered, freely rotating cylinder guard. The cylinder shall have a minimum of five pin tumblers and be connected to the inner portion of the lock by connecting steel screws of at least 1/4 inch in diameter. A combination Dead Latch and Deadbolt, where both the bolt and latch can

be retracted with a single action of the inside knob, may be substituted, provided it meets the above criteria for deadbolt locks.

- viii **Strike plate — door frame area.** Strike plates shall be attached to wood with not less than four No. 8 by three inch steel screws, with a minimum of 3/4 inch penetration into the stud. Strike plates, when attached to metal, shall be attached with not less than four No. 8 machine screws. In wood frame construction the open space between the door jamb and studding shall have a solid wood filler extending not less than twelve inches above and below the strike plate.
- ix **Hinges — door frame area.** Door hinges that are exposed to the exterior shall be equipped with nonremovable hinges, or a mechanical interlock to stop removal of the door by removing the pins. In wood frame construction the open space between the door jamb and studding on the hinge side shall have a solid wood filler extending not less than six inches above and below the area in the middle that corresponds to the strike plate. Hinge plates shall be attached to wood with not less than three No. 8 by three inch steel screws, with a minimum of 3/4 inch penetration into the stud. Hinge plates, when attached to metal, shall be attached with not less than three No. 8 machine screws.
- x **Sliding Doors.** Exterior Sliding Door assemblies shall comply with ASTM: F842-83, Grade 30, or the California Model Building Security Code (CMBSO) relating to sliding doors. The movable section of the door shall be on the inside of the fixed portion of the door. Removable pins or locks shall be installed on the inside of all sliding glass doors at ground level. The mounting screws for the lock casing shall be inaccessible from the outside. Sliding doors shall be constructed so that when the door is locked, it cannot be lifted from the frame in the closed position (for example by the installation of metal screws or spacers in the upper track that prevent upward movement).

Policy Strategy #2: Private Sector Multi-family Development

The City of Portland shall require all private sector individuals or organizations seeking permit for the development of three dwelling units or more of new multi-family property, or for a major remodel or upgrade of existing multi-family property, to gain the benefit of non-binding CPTED-design recommendations prior to plan approval.

It is anticipated that such discussion and recommendations will occur either at the pre-application meeting that is often conducted between the City and private sector developers as part of the existing plan-approval and permitting process for larger scale projects or, in cases where a pre-application meeting is not held, through other procedures that offer an appropriate balance of efficient use of time and effective communication, for both the developer and City staff. Such guidance shall, at minimum, include providing a copy of the CPTED guidelines mandated for City-funded residential properties by this resolution. In so far as

this resolution applies to private sector development, no additional obligations beyond those that currently exist are being placed on the private sector developer, other than the obligation to receive the educational benefit of the City's non-binding CPTED recommendations.

Guidelines for Policy Implementation

Administrative policies, procedures, and practices necessary to implement this resolution shall be the responsibility of the Office of Neighborhood Involvement with support from the following partners: the Bureau of Development Services, the Bureau of Housing and Community Development, the Bureau of Police, the Bureau of Fire, Rescue and Emergency Services, the Planning Bureau, the Portland Development Commission, and the Housing Authority of Portland.

Within six months of the date of adoption of the resolution, the Office of Neighborhood Involvement shall provide a report to City Council describing an implementation plan for this resolution that, at minimum, includes procedures to ensure each of the following:

- A.** A method for implementing Policy Strategies One and Two of this report that:
 - 1.** Integrates efficiently into relevant existing City procedures for reviewing designs, processing permits or otherwise monitoring plans for building or remodeling multi-family residential housing. Specifically, the City Council directs all partner City agencies to work with ONI as appropriate to establish an approach that, to the fullest extent possible, extends neither the number of days nor the number of meetings required by the applicant as compared with time burdens involved prior to establishing this resolution.
 - 2.** Implements a procedure in partnership with the City agency dispersing the funds (e.g., the Portland Development Commission or the Bureau of Housing and Community Development) for multifamily property to ensure integration of Policy Strategy One as early as possible in the design process.
 - 3.** Implements a procedure in partnership with the Bureau of Development Services to ensure that Policy Strategy Two of this report is implemented for properties covered by that Strategy.
- B.** A method to permit credible, property specific, total-cost-of-ownership waivers for specific elements of this plan, including elements that result in a direct increase in total-cost-of ownership or those that represent an increase in cost associated with unanticipated conflicts with other existing regulation.
- C.** Recommendations for clarifying, for the benefit of design efficiency, any guidelines in this resolution that are found in practice to be unacceptably ambiguous or unacceptably open to inconsistent interpretation of meaning by different individuals tasked with enforcing the requirements of this resolution.