



CITY OF

**PORTLAND, OREGON**

OFFICE OF NEIGHBORHOOD INVOLVEMENT

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*Enhancing the quality of Portland's Neighborhoods through community participation.*

REPORT TO COUNCIL

June 24, 2011

To: Commissioner Amanda Fritz  
From: Amalia Alarcon de Morris, ONI Bureau Director

Subject: Accept report on Recommendations for Crime Prevention Through Environmental Design

The purposes of Resolution No. 36648, passed by Council on November 26, 2008, are to ensure that (1) multifamily housing constructed or remodeled using City funding meets a certain minimum standard of crime resistance; and (2) that all developers of multifamily housing in Portland have sufficient information to apply basic crime prevention techniques to their projects. Improved crime resistance in Portland's housing stock will result over the long run in a lower cost to the City because of fewer police calls for service and less intervention to abate nuisances and code violations.

Since then, a workgroup of stakeholders has developed a set of recommendations for the implementation of Resolution No. 36648. Those recommendations, along with supporting materials, are attached in Exhibits A through G.

We recommend that Council accept the report.

Sincerely,

Amalia Alarcon de Morris, ONI Bureau Director

TO THE COUNCIL:

The Commissioner of Public Utilities concurs with the recommendation of the Director of the Office of Neighborhood Involvement and

RECOMMENDS:

That the Council accept the report.

Respectfully submitted,

Amanda Fritz  
Commissioner of Public Utilities

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## **Exhibit A**

### ***City Council Resolution No. 36648***

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

# City of Portland CPTED Definition and Policy Strategies

*[This section appeared in the original resolution as Exhibit A.]*

## 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.

## **Exhibit B**

### ***Developing the recommendations for the implementation of Portland City Council Resolution No. 36648***

Resolution No. 36648, known informally as the CPTED Resolution and sponsored by Mayor Tom Potter, was passed by Portland City Council on November 26, 2008. The resolution had been developed over the course of that calendar year with the guidance of John Campbell from Campbell-DeLong Resources during many meetings with stakeholders from the CDC community, the Housing Authority of Portland, architects, developers, and City bureaus. The resolution is comprised of two central policy strategies. Policy Strategy One addresses requirements for developers of multifamily housing who are seeking city funding for their project. Policy Strategy Two requires the City to provide to developers using private funding the benefit of the same education about CPTED available to developers covered in Policy Strategy One.

Members of the affordable housing community had initially been concerned that the resolution would cause them to spend more money or to experience delays for their projects. By the time of the Council hearing, there was support for the resolution.

To meet the requirements of the resolution and address the concerns of the affordable housing community, a workgroup was formed to make recommendations for the implementation for Policy Strategy One of the resolution. The workgroup was comprised of people who represented a broad body of relevant knowledge and also represented stakeholder constituencies. Members of the group included:

- Stephen Fulton, then the Affordable Housing Manager for the Bureau of Housing and Community Development
- Craig Kelley, a project manager for the Housing Development Center
- Julie Livingston, an architect and project manager for the Housing Authority of Portland
- Karen Pearson, an architect with Carleton-Hart Architects
- Michael Prothe, Housing Construction Coordinator for the Portland Development Commission/Portland Housing Bureau<sup>1</sup>
- Jacob Fox, Assistant Director of Housing, Portland Housing Bureau
- Stephanie Reynolds, the manager of the Office of Neighborhood Involvement's Crime Prevention Program, who convened the workgroup

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<sup>1</sup> During the time that recommendations for implementation of Resolution No. 36648 were being developed, the Housing component of the Portland Development Commission was in transition to the new Portland Housing Bureau.

As the group conducted their work, they followed the overarching guideline that the implementation of Policy Strategy One should be integrated as early as possible in the design process and as efficiently as possible into existing City procedures to minimize expense and confusion for developers of multifamily housing.

The specific tasks of the workgroup were:

1. To determine the scope of Policy Strategy One, i.e. what would be included in the definition of "city-funded";
2. To create a clear, concise checklist of requirements under Policy Strategy One for inclusion in the paperwork of applicants for City funding for multifamily housing creation or renovation;
3. To create a glossary of resolution requirements to ease any confusion;
4. To design a method for waivers for specific elements of an applicant's plan, and an appeals process;
5. To create a set of "recommendations for clarifying, for the benefit of design efficiency, any guidelines in [the resolution] that are found in practice to unacceptably ambiguous..."; and
6. To identify methods for ensuring maintenance of required design elements.

In a parallel but much simpler process, Stephanie Reynolds met with managers at the Bureau of Development Services to make a plan for Policy Strategy Two of the resolution.

By January 2011, a draft set of recommendations had been developed and the workgroup proceeded to seek feedback from a broader group of stakeholders, including the many people who had contributed their knowledge and talents to the creation of the resolution during 2008. Very few suggestions for changes to the proposal were received. The workgroup believes that they have crafted a set of recommendations that is acceptable to stakeholders, many of whom are already incorporating the recommendations into their projects.

The results of the work are contained in this final set of recommendations for the implementation of City Council Resolution No. 36648, the CPTED Resolution.

## Exhibit C

### ***Recommendations for the implementation of Portland City Council Resolution No. 36648***

#### **Policy Strategy One: City-funded multifamily residential development**

##### A. Definition of "city-funded" and rationale for selection

The workgroup recommends that the requirements in the resolution under Policy Strategy One apply to those seeking funding and/or cost waivers for multifamily housing from:

1. General Fund
2. Housing Investment Fund
3. Tax Increment Financing
4. City Lights
5. City bonds
6. Community Development Block Grants
7. HOME
8. HOPWA
9. County HOME
10. Land leases at below-market rates
11. Funding from other City bureaus if a project falls within the resolution's scope

The workgroup recommends that New Market Tax Credits and tax abatements be excluded from the list, consistent with Oregon's prevailing wage statute (ORS 839-025-0004) as well as PDC's Construction Wage Policy.

##### B. How requirements will be conveyed to applicants for city funding

Information about the requirements will be integrated into all existing sources of information available to the applicants, including the Portland Housing Bureau's website and forms library. In addition, the PHB's Housing Construction Coordinator, who is one of the first points of contact for applicants for these monies, will educate the applicants about the requirements. *See Exhibit E for more information.*

##### C. Waiver process and criteria

Applicants who feel they cannot meet all the requirements of Policy Strategy One may appeal the requirements to the PHB Housing Construction Coordinator. A reasonable degree of equivalent security will need to be demonstrated before an appeal will be granted. *See Exhibit E for more information.*

##### D. Hire lighting consultant for lighting specifications

The workgroup found that the only area of ambiguity in the requirements for the resolution was lighting. The workgroup recommends that the City contract with a lighting engineer to develop a list of specifications that will aid developers in complying with the resolution's requirements. *See Exhibit F for more information.*

E. Maintenance of design elements

Ongoing maintenance of the design elements required by the resolution will be overseen by the PHB Asset Management function. The Asset Management group already annually inspects projects that have received funding to ensure that the required standards are being met.

**Policy Strategy Two: Private sector multifamily development**

A. Materials for developers of multifamily housing with private funding

All developers of multifamily housing will be provided with materials about CPTED and the CPTED resolution so that they may benefit from the knowledge as they plan their privately-funded project. The materials will be available for pick up in the Development Services Center at the Bureau of Development Services, as well as included in packets given to participants involved in the pre-app process, or who come into contact with the Early Assistance or Major Projects teams at BDS. The information will also be available on Portland Online. *See Exhibit G for more information.*

**Survey and report to Council one year after implementation**

- A. The workgroup recommends that one year into the implementation of Resolution No. 36648, an email survey be conducted to determine if any further changes need to be made to the materials and procedures of the implementation.

## **Exhibit D**

### ***Glossary of terms used in Council Resolution No. 36648 and in the recommendations of the resolution implementation workgroup***

**Access Control:** Decreasing criminal accessibility, especially into areas where a person with criminal intent would not easily be observed.

**Activity Support:** 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.

**Alternate active surveillance plan:** A strategy to create natural surveillance of shared amenities such as laundry rooms where it cannot be easily achieved via placement of the amenity adjacent to an area of frequent pedestrian traffic.

**Calls for service:** In this context, calls to the police seeking assistance.

**CDBG:** Community Development Block Grants. A flexible program that provides communities with resources to address a wide range of unique community development needs. The CDBG program provides annual grants on a formula basis to general units of local government and States.

**City bonds:** Municipal bond financing issued by city to finance development of eligible multi-family housing projects.

**City Lights:** Limited-tax, general obligation bond financing issued by city to finance publicly owned multi-phased project(s).

**City-funded:** Grant and/or debt funding from city used to finance eligible projects. In this context, it includes monies from the General Fund, Housing Investment Fund, Tax Increment Financing, City Lights, City bonds, CDBG, HOME, HOPWA, or County HOME, as well as SDC waivers and land leases from the City below market rate. It does not include New Market Tax Credits or tax abatements.

**Consistent levels of illumination:** Lighting that prevents the presence of either pockets of deep shadow or glare blindness.

**County HOME:** HOME funding passed through Multnomah County.

**CPTED:** Crime Prevention Through Environmental Design. 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.

**Deep shadow:** In this context, lighting levels so low as to prevent the human eye from readily detecting the presence of another person.

**Dwelling unit:** A building, or a portion of a building, that has independent living facilities including provisions for sleeping, cooking, and sanitation, and that is designed for residential occupancy by a group of people.

**Fire Life Safety:** The term "fire life safety" refers to numerous safety issues related to buildings, including fire prevention. These are usually governed by City Code.

**General Fund:** The primary operating fund of the City of Portland and other governmental units. Much of the usual activities of a municipality are supported by the general fund.

**Glare blindness:** Lighting levels so high as to cause a person to avert their gaze away from the source of the light, thereby eliminating natural surveillance.

**Green building:** Building design that yields environmental benefits, such as savings in energy, building materials, and water consumption, or reduced waste generation.

**HIF:** Housing Investment Fund. Created by Portland City Council to fund rental development, owner-occupied rehabilitation, and first time homebuyers.

**HOME:** Formula grants to States and localities that communities use-often in partnership with local nonprofit groups-to fund a wide range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people.

**HOPWA:** Housing Opportunities for Persons with AIDS. This is a federal fund administered through HUD for People Living with HIV/AIDS (PLWH/A) and their families.

**Maintenance:** In this context, the proper maintenance of landscaping, lights, and other features in the built environment that support CPTED.

**Major remodel:** Projects where the floor area is being increased by 50 percent or more, or where the cost of the remodeling is greater than the assessed value of the existing improvements on the site. Assessed value is the value shown on the applicable county assessment and taxation records for the current year.

**Management:** In this context, the proper control of a built environment to promote responsible use and deter misuse.

**Multi-family housing:** Housing that includes three or more dwelling units, whether rented or owner-occupied. Includes the following types of residential structures as defined in Portland Zoning Code: attached duplexes, attached houses, group living structures, multi-dwelling developments, multi-dwelling structures, single room occupancy housing, and triplexes.

**Natural surveillance:** Design and maintenance that ensure full opportunity for people engaged in their normal behavior to observe the space around them. Also, to minimize the perceived opportunity for concealment or anonymity by a person intending a criminal act.

**New Market Tax Credits:** Federal program allowing investors to receive a credit against federal income taxes for investing in economic growth and new jobs in low-income communities.

**Newly financed:** Financial restructure for capital improvements of existing developments, financing of new construction, and acquisition rehabilitation.

**Opacity/opaque:** The quality of being visually solid, or unable to be seen through.

**Photo-sensitive lights:** Lights inclusive of a sensor that causes the lights to turn on at night and turn off by day.

**Private sector:** That portion of the economy composed of businesses and households, and excluding government.

**Public sector:** That portion of the economy composed of all levels of government, and excluding businesses and households.

**Safe by Design:** Another name for CPTED

**Safer by Design:** Another name for CPTED

**Target hardening:** Physical barriers to access designed to deter criminal acts, such as window bars or locks. It is a neutral term, but excessive target hardening can have the opposite of the desired effect by “advertising” fear.

**Tax abatements:** A reduction of taxes or an exemption from taxes granted by a local government on a piece of real property for a specified length of time in exchange for providing public benefits.

**Territoriality:** 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. Territoriality also communicates 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.

**TIF: Tax Increment Financing.** A program designed to leverage private investment for economic development projects in a manner that enhances the benefits accrued to the public interest.

**Total cost of ownership:** the costs of acquisition, planning, design, construction, operations, and maintenance, including renewal, disposal, and replacement.

**Total cost of ownership for the City:** This phrase in the resolution refers to the understanding that poorly designed and maintained property represents a cost to the City in terms of additional code inspections, police and fire service, etc. The provisions of the CPTED resolution are designed to decrease these costs to the City.

**Unit (of housing):** a housing unit consists of one or more habitable rooms intended to be occupied by one family for living, sleeping, cooking, and eating; except in congregate housing, where certain facilities may be shared.

## **Exhibit E**

### ***Materials used for Policy Strategy One of Resolution No. 36648***

#### **E.1. PowerPoint slides explaining requirements**

- a. The slides may be given to applicants in hard copy and/or viewed on PHB website

#### **E.2. Brochure including one page checklist of requirements**

- a. A handout to be given to applicants in hard copy and have available on PHB website
- b. The handout includes the history of the resolution and a one-page checklist of requirements

#### **E.3. Appeal form for developers seeking waivers from requirements**

- a. Contents of the form that would be used by applicants for City funding seeking a waiver of any requirements of the resolution

# CPTED: Crime Prevention Through Environmental Design

*Illustrating the principles of  
Portland's CPTED Resolution*

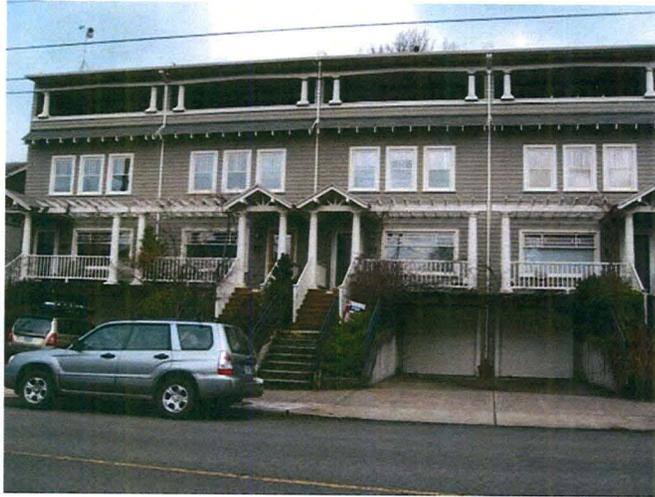
# Defining CPTED

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.

# Interdependent components of CPTED

- Natural Surveillance
- Territoriality
- Access Control
- Activity Support
- Management and Maintenance

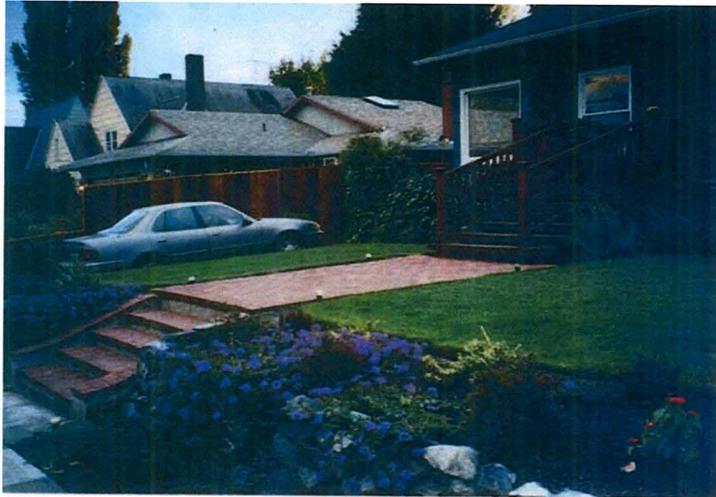
# Natural Surveillance



At left, these townhouses were designed with natural surveillance built in through the use of porches, windows, and balconies.

At right, natural surveillance is nearly eliminated in this house due to the overgrowth of the laurel hedge.

# Territoriality



At left, public, semi-public, and private space is indicated with changes in walkway treatment, elevation, and landscaping.

At right, a fence has fallen into disrepair, indicating an indifferent attitude towards territoriality.

# Access Control



At left, a simple iron fence limits access to a property without sacrificing natural surveillance.

At right, a homeowner has gone overboard with access control, and is advertising fear in doing so.

# Activity Support



At left, this attractive flower bed draws attention and pedestrian traffic.

At right, poor maintenance repels responsible users from this space.

# Management & maintenance



At left, nicely maintained common space at an apartment complex.

At right, illegal dumping has not been addressed by apartment management.

# Portland's CPTED Resolution

- Resolution No. 36648 was passed by City Council in November 2008
- Developers of multi-family housing who want to receive City funding for their projects must meet certain minimum CPTED standards
- All developers of multi-family housing must receive CPTED information from the City
- Resolution applies to (1) new construction; and (2) remodels where CPTED resolution-relevant features of the property are remodeled or replaced.

# Opacity limits on built barriers

Barriers between outdoor areas must not result in a complete visual barrier such that it would offer concealment to an adult-sized person.



*Friendly neighbors can easily keep an eye on the house on the left.  
Not so in the picture on the right.*

# Opacity limits on landscaping

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.



*How many entrances to the house are behind the rhododendron in the picture on the right? Answer: Three.*

# Landscape features selected to support natural surveillance

Location and selection of landscaping must minimize the likelihood of obscuring views of outdoor areas from inside.



*The residents in the ground-floor apartment have no way of knowing what is going on right outside their window.*

# Consistent lighting

Lighting must be selected to provide an overall wash of light, eliminating pockets of deep shadow or glare-blindness

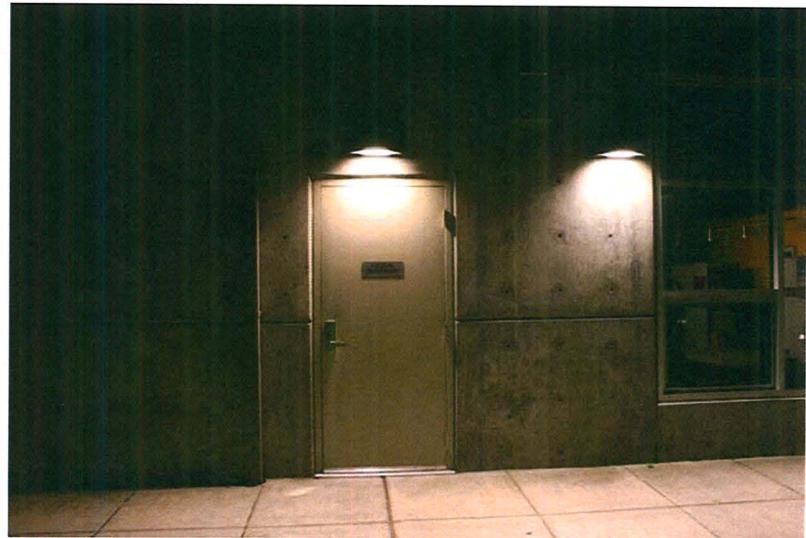


*This porch light is so bright that it creates both glare-blindness and pockets of deep shadow off to the sides.*

# Illumination of exterior doors

All exterior doors must be illuminated during hours of darkness to allow easy observation of persons entering and exiting

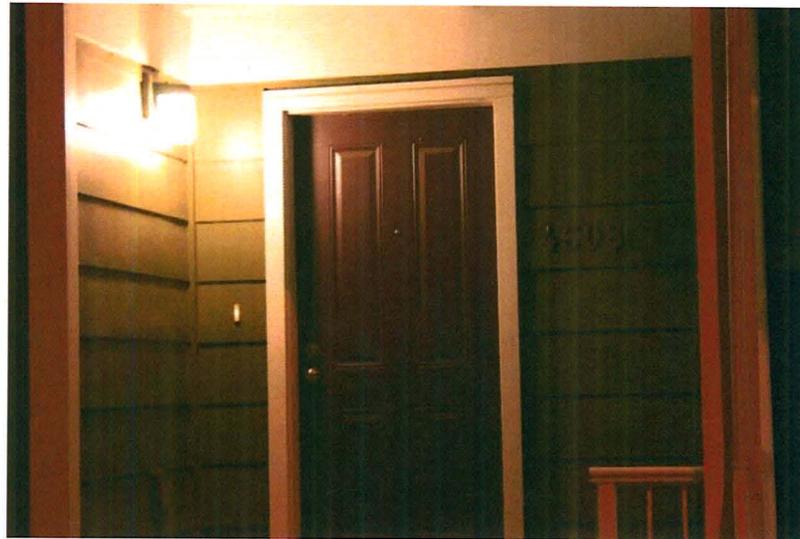
*The lights around this doorway make it easy to observe foot traffic through the door.*



# Illumination of address numbers

Address numbers, already required by code, must also be illuminated during hours of darkness

*This porch light would allow emergency crews to quickly see the address of this apartment.*



# Illumination of building numbers

At multifamily housing with more than one residential building, the number on each building must be illuminated during the hours of darkness

*Again in this picture, the lights and clear signage would make it easy for emergency crews to find their way.*



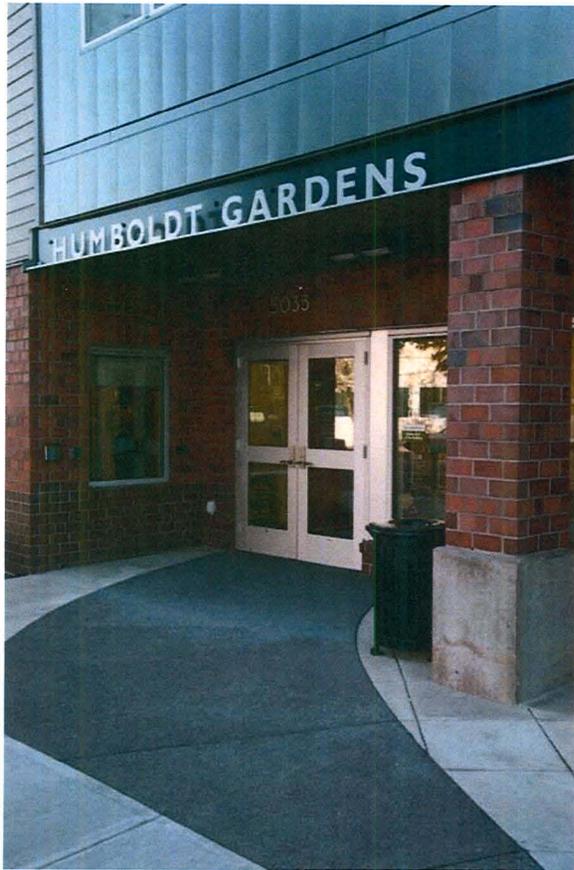
# Illumination of recessed areas

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

*This landscaped alcove is lit in such a way that there are no hiding places.*



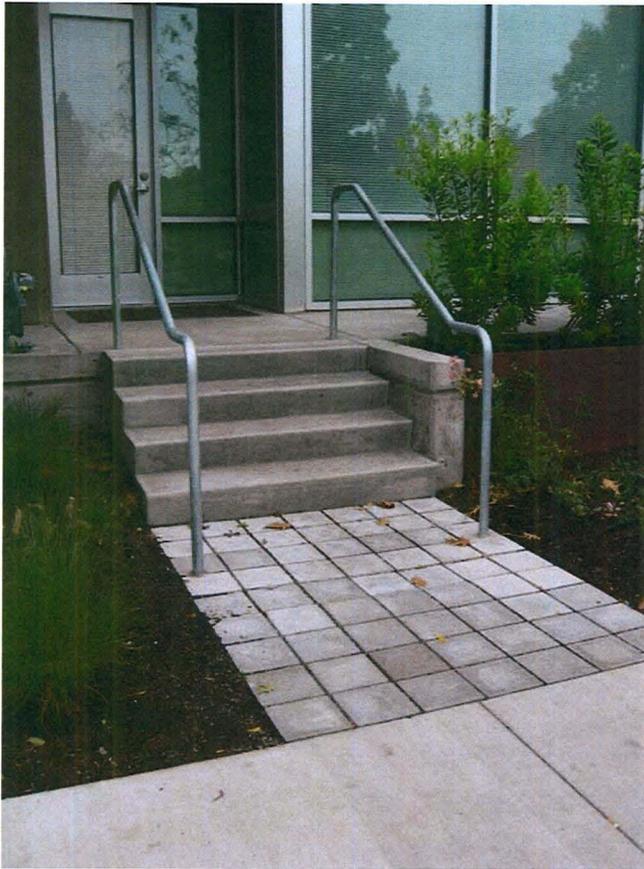
# Territory transitions and pedestrian-friendly elements



Pedestrian access to and from public rights of way must be tiled, textured, or colored differently from the public sidewalk to indicate territoriality

*The different color and texture of this pathway make it clear where pedestrian traffic should go.*

# Territory transitions and pedestrian-friendly elements



Areas abutting public rights of way must clearly delineate the transition to the residential property using design or landscape elements, such as lawns, border gardens, changes in elevation, signs, or the like.

*Different levels, concrete stamping, and landscaping show the transition from the public sidewalk to this apartment doorstep.*

# Location of onsite office areas

Onsite office space, where it exists, must be situated to allow obvious natural surveillance by office staff and visitors of at least one commonly used entryway onto the property

*The office of this apartment complex overlooks the main driveway.*



# Location of common area amenities and facilities

Common area facilities, such as laundry rooms, mail rooms, or play areas, must be located in a manner that encourages routine natural surveillance

*The mailboxes and bike rack are located in the central courtyard of this complex, making them very visible to the residents.*



# Doors

Every exterior door to a dwelling unit must include an eye viewer, door scope, window, or adjacent window that allows occupant to see who is at the door without opening it



*This display board shows just two of the many types of eye viewers on the market.*

# Doors

Doors separating common areas, such as doors leading to laundry rooms, must include a window to laundry rooms, must include a window



*People in the laundry room are clearly visible through this half-lite door.*

# Doors

Exterior doors must be of solid construction and include specified types of locks and security hardware.



*The throw on this deadbolt lock extends one inch, the minimum required by the resolution.*

For detailed information about the requirements of Portland's CPTED Resolution, please visit the Portland Housing Bureau website at [www.portlandonline.com/phb](http://www.portlandonline.com/phb) or call 503-823-2375 and ask to speak to the Construction Coordinator.

## **Exhibit E.2.**

***Content of brochure to be used to introduce builders and developers to the requirements of Resolution No. 36648***

# **C.P.T.E.D.**

## ***Crime Prevention Through Environmental Design***

*What every owner and developer of multi-family property in Portland should know*

Crime Prevention Through Environmental Design (CPTED, pronounced "SEP-ted") is a well-established field of knowledge that defines methods to increase the responsible, positive use of property while decreasing the likelihood of criminal behavior. Properly implemented, such practices offer the dual benefit of increased safety and livability for city residents and of long-term savings in City resources through management efficiencies and reduced calls-for-service.

In November of 2008, the City of Portland passed a resolution intended to promote more consistent use of certain CPTED practices at new and remodeled multi-family residential property in Portland. The resolution calls for the specified CPTED practices to be included in the design, construction, and operations of all City-funded multi-family housing and for the City to provide additional leadership and guidance to encourage the application of the same practices in private sector development. The purpose of this document is to provide an overview of the CPTED practices outlined in the resolution.

Those who design and develop multi-family property should understand that the steps described in the resolution are *not* intended to be comprehensive, nor is this document intended to suggest that responsibility to ensure appropriate security at your property stops with these basic steps. In fact, many developers of multi-family property in Portland have, for years, designed-in many more security features at their properties than the basics steps in the resolution. Rather, the intent of the resolution, and this document, is simply to encourage a higher base level of design and remodeling practices.

### **Assistance From The Office of Neighborhood Involvement**

For more information about CPTED in general, contact a Crime Prevention Coordinator at the Office of Neighborhood Involvement (ONI). ONI Crime Prevention Coordinators can provide custom CPTED reviews of both your property development plans and built property.

The ONI Crime Prevention Program also administers the *Enhanced Safety Properties Program* for residential rental property in the city, which offers an enhanced partnership

between public safety practitioners, property managers, and residents. Membership in the program is available to properties that are certified as meeting basic requirements for management training, resident outreach, and CPTED minimum standards.

To find the Crime Prevention Coordinator for your neighborhood, call 503-823-4064 or visit [www.portlandonline.com/oni/cp](http://www.portlandonline.com/oni/cp).

## CPTED Resolution Check List

*All of the following minimum standards (or their approved equivalent) are required for developers receiving City funding, and recommended for developers not seeking City funding. The standards apply to new construction as well as to rehab projects in which the pertinent features described below are part of the project. For a complete description of the requirements, visit the Portland Housing Bureau website at [URL].*

### OUTDOOR VISUAL CONNECTION:

- No outdoor fencing, railing walls, etc. that are fully opaque — they must not prevent awareness of the presence of an adult-size person on the opposite side
- Foliage densities between the heights of 3 and 6 feet must be designed and maintained in a way that does not result in a complete visual barrier
- Landscaping does not substantially obscure views of outdoor areas from inside of the structure or otherwise offer areas of concealment

### LIGHTING:

- No pockets of deep shadow or glare-blindness
- Exterior doors, address numbers, and building numbers illuminated during hours of darkness
- Recessed areas capable of human concealment illuminated during hours of darkness

### TERRITORY TRANSITIONS:

- Transitions from public rights-of-way at entrances indicated by design elements
- Border between property and public right of way visually indicated

### VISUAL CONNECTION FOR OFFICE, OTHER COMMON FACILITIES:

- Onsite office, if any, located to encourage visual connection to one or more points of entry
- Common area facilities located to encourage observation by others in and near those areas
- Doors separating indoor common areas provide visual connection between the areas

### DOORS:

- Dwelling unit doors with eye-viewer, door-scope, window, or adjacent window to permit view of persons outside door
- Dwelling unit doors, strikeplates, locks and hinges meet security guidelines

## Exhibit E.3.

### **Resolution No. 36648 requirement appeal form content**

**To Appellant:** This form must be filled out completely. For guidance, consult with the PHB Construction Manager assigned to your project. Narrative and drawings describing each requirement being appealed must be submitted with this application form in order to be considered. Submit completed paperwork to the Portland Housing Bureau Construction Coordinator assigned to your project. You can expect a response to your appeal within two weeks of your submission.

Appellant Name: \_\_\_\_\_

Company: \_\_\_\_\_

Address: \_\_\_\_\_

Telephone: \_\_\_\_\_

Email: \_\_\_\_\_

Signature: \_\_\_\_\_

Date: \_\_\_\_\_

Owner Name: \_\_\_\_\_

Company: \_\_\_\_\_

Address: \_\_\_\_\_

Telephone: \_\_\_\_\_

Email: \_\_\_\_\_

This appeal involves (check all that apply):

- Construction of a new structure
- Rehabilitation of an existing structure
- Addition to an existing structure
- Acquisition of an existing structure
- Acquisition & rehabilitation of an existing structure

Project street address: \_\_\_\_\_

Number of floors: \_\_\_\_\_

Number of units: \_\_\_\_\_

Number of buildings: \_\_\_\_\_

Check each requirement being appealed. For each requirement, attach documentation that describes:

1. Where the condition being appealed occurs;
2. Why the requirement is being appealed; and
3. The proposed design, and how it meets the intent of the requirement.

Provide as much detail as possible. Required documentation includes written narrative and either detailed drawings (new construction) or photographs (existing structures). Supplemental information (i.e, photos of like conditions, product cut sheets) may also be submitted if pertinent to the item being appealed. A reasonable degree of equivalent security must be demonstrated before an appeal will be granted.

For additional information, refer to the guidelines, available on the PHB website.

#### **A. Opacity limits on outdoor fencing, walls, and other visual barriers**

- Visual barrier(s): No outdoor fencing, railing walls, etc. that are fully opaque — they must not prevent awareness of the presence of an adult-size person on the opposite side
- Foliage density: Densities between the heights of 3 and 6 feet must be designed and maintained in a way that does not result in a complete visual barrier
- Obscured views / areas of concealment: Landscaping does not substantially obscure views of outdoor areas from inside of the structure or otherwise offer areas of concealment

#### **B. Minimum lighting specifications for indoor and outdoor common areas of the property**

- Consistent lighting levels: No pockets of deep shadow or glare-blindness
- Illumination of exterior doors: Exterior doors illuminated during hours of darkness
- Illumination of address numbers: Address numbers illuminated during hours of darkness
- Illumination of building numbers: Building numbers illuminated during hours of darkness
- Illumination of recessed areas: Recessed areas capable of human concealment illuminated during hours of darkness

#### **C. Territory transitions and pedestrian friendly elements**

- Transitions from public rights of way: Transitions from public rights-of-way at entrances indicated by design elements
- Visual markers abutting public rights of way: Border between property and public right of way visually indicated

#### **D. Other natural and active surveillance elements**

- Location of onsite office areas: Onsite office, if any, located to encourage visual connection to one or more points of entry
- Location of common area amenities and facilities: Common area facilities located to encourage observation by others in and near those areas

#### **E. Doors**

- Eye-viewers or windows: Dwelling unit doors with eye-viewer, door-scope, window, or adjacent window to permit view of persons outside door
- Visual connections through doors separating indoor common areas: Doors separating indoor common areas provide visual connection between the areas
- Door security systems: Dwelling unit doors, strikeplates, locks and hinges meet security guidelines

## **Exhibit F**

### ***Lighting specifications***

The resolution calls for all indoor and outdoor lighting to be “consistent lighting” that will prevent “the presence of either pockets of deep shadow or glare-blindness that would permit an adult-size person to gain concealment from it.” The resolution also calls specifically for illumination of exterior doors, address numbers, building numbers, and recessed areas.

The workgroup found that the only portion of the resolution that might cause significant ambiguity of meaning was “consistent lighting.” Therefore, the workgroup recommends that the City hire a lighting engineer to develop a list of specifications to satisfy the requirements detailed in Section II. B. of the resolution.

After speaking with a lighting engineer about the scope of work, the workgroup believes that the City could issue an RFP, and for approximately \$5,000, receive a set of specifications that would assist developers and builders in complying with the requirements of the resolution. The specifications would detail types of lighting products would meet minimum requirements for fixtures and their placement, bulbs, ballasts, and controls. Accompanying the specs would be visual examples of acceptable and unacceptable lighting solutions. The specifications would also meet all other pertinent code for lighting requirements.

The workgroup recommends that PHB issue an RFP for this work.

## **Exhibit G**

Materials used for Policy Strategy Two of Resolution No. 36648

1. Brochure on resolution requirements (see E.2. for content)
  - a. Bureau of Development Services will provide copies in their Development Services Center, and in packets for Pre-App, Early Assistance, and Major Projects.
  
2. Slides illustrating resolution requirements (see E.1.)
  - a. Available on Portland Online, and in hard copy

Agenda No.  
**REPORT NO.**  
Title

Accept report on Recommendations for Crime Prevention Through Environmental Design (Report)

<p><b>INTRODUCED BY</b> Commissioner/Auditor: <b>Amanda Fritz</b></p>	<p>CLERK USE: DATE FILED <u>JUL 15 2011</u></p>
<p><b>COMMISSIONER APPROVAL</b></p> <p>Mayor—Finance and Administration - Adams</p> <p>Position 1/Utilities - Fritz <i>Amanda Fritz</i></p> <p>Position 2/Works - Fish</p> <p>Position 3/Affairs - Saltzman</p> <p>Position 4/Safety - Leonard</p>	<p style="text-align: center;">LaVonne Griffin-Valade Auditor of the City of Portland</p> <p>By: <i>[Signature]</i> Deputy</p>
<p><b>BUREAU APPROVAL</b></p> <p>Bureau: Office of Neighborhood Involvement Bureau Head: Amalia Alarcon de Morris</p>	<p><b>ACTION TAKEN:</b></p> <p style="font-size: 1.2em; font-weight: bold;">JUL 20 2011 ACCEPTED</p>
<p>Prepared by: Stephanie Reynolds Date Prepared: June 24, 2011</p>	
<p><b>Financial Impact Statement</b></p> <p>Completed <input checked="" type="checkbox"/> Amends Budget <input type="checkbox"/> Not Required <input type="checkbox"/></p>	
<p>Council Meeting Date <i>July 21st, 2011</i></p>	
<p><b>City Attorney Approval</b></p>	

**AGENDA**

**TIME CERTAIN**   
Start time: 2:00pm

**Total amount of time needed: 45 minutes**  
(for presentation, testimony and discussion)

**CONSENT**

**REGULAR**   
Total amount of time needed: \_\_\_\_\_  
(for presentation, testimony and discussion)

FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:		
		YEAS	NAYS
1. Fritz	1. Fritz	✓	
2. Fish	2. Fish	✓	
3. Saltzman	3. Saltzman	✓	
4. Leonard	4. Leonard	—	
Adams	Adams	✓	