

# **SAFER PLACES:** A COUNTER TERRORISM SUPPLEMENT

A CONSULTATION DOCUMENT



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## Scope of the consultation

<p><b>Topic of this consultation:</b></p>	<p>Section 1 in this document describes the international terrorist threat to the UK assessed by the Joint Terrorism Analysis Centre (JTAC) to be “Severe”. This is the second highest level of threat and means that an attack, which could occur without warning, is highly likely. Crowded places remain an attractive target for international terrorists.</p> <p>The Government wants to ensure that the right levels of protective security are in place that are proportionate to the risk so that if a terrorist attack does take place its effects can be lessened.</p> <p>The purpose of this guidance is to help local partners, including businesses, understand their roles and the contributions they can make to reduce the vulnerability of crowded places to terrorist attack.</p>
<p><b>Scope of this consultation:</b></p>	<p>The purpose of the consultation exercise is to test the guidance with local partners. Particular areas where we are keen to hear from stakeholders include:</p> <p>Will the arrangements described in the consultation guidance result in proportionate action at a local level?</p> <p>Does the guidance document provide sufficient information to persuade you of the importance to integrate counter-terrorism measures into new developments, including the public realm?</p> <p>Does the guidance explain counter-terrorism and where it fits in the planning system?</p>
<p><b>Geographical scope:</b></p>	<p>The guidance apply to the planning system in England only. Planning functions are devolved in Scotland, Wales and Northern Ireland.</p>
<p><b>Impact Assessment:</b></p>	<p>Yes, an Impact Assessment accompanies this draft guidance.</p>

## Basic Information

<p><b>To:</b></p>	<p>The consultation exercise is aimed at anyone involved in the planning, design and development of the built environment from the preparation of local planning policy, to the commissioning, planning, design and management of new development schemes through to detailed building design. In particular, we are looking for responses from:</p> <p>Local Planning Authorities and Highways Authorities;          Professionals including town planners, designers/architects, engineers, highway engineers;          Police forces, particularly, Counter-Terrorism Security Advisors and Architectural Liaison Officers;          Businesses, property developers.</p>
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<b>Duration:</b>	The consultation will close on Friday 10 July 2009.
<b>Enquiries:</b>	Enquiries about the content or scope of the consultation, and requests for hard copies should be made to: 020 7035 1981 or to: Crowded Places Team Home Office Office for Security and Counter-Terrorism 5th Floor Peel Building 2 Marsham Street London SW1P 4DF
<b>How to respond:</b>	Should you wish to respond to this consultation exercise, please email your reply to: CrowdedPlacesConsultation@homeoffice.gsi.gov.uk Alternatively, if you wish to respond by post, please send your reply to: Crowded Places Team Home Office Office for Security and Counter-Terrorism 5th Floor Peel Building 2 Marsham Street London SW1P 4DF
<b>Additional ways to become involved:</b>	The written consultation exercise will be supplemented by a number of consultation activities, including: <ul style="list-style-type: none"> <li>• regional events with Government Offices (to include a range of local stakeholders from the public and private sectors);</li> <li>• presentations to stakeholder groups;</li> <li>• bilateral meetings with stakeholder groups; and</li> <li>• articles to be available for trade magazines.</li> </ul> <p>If there is a need for a large print or Braille version, please contact the Crowded Places team at the above address.</p>
<b>After the consultation:</b>	Responses will be considered and taken into account in agreeing the detail of the final guidance document. The Government will produce a summary of responses alongside the publication of the final guidance. These will be published on the Home Office website. Where possible, participants to the consultation will be informed of the publication of the Government's response.

## Background

<b>Getting to this stage:</b>	<p>On 25 July 2007, the Prime Minister asked Lord West (Home Office Parliamentary Under-Secretary of State for Security and Counter-Terrorism) to review how best to protect crowded places from terrorist attack. The results of the review, which was announced by the Prime Minister on 14 November 2007 (with further detail given in the Home Secretary's Written Ministerial Statement on the same date) showed that whilst a substantial amount of work had been undertaken to increase levels of protective security, more was needed to turn available advice into action on the ground. A key finding was to highlight the importance of engaging with a wide range of local partners, in particular local authorities and local businesses, to implement counter-terrorist protective security advice.</p>
<b>Previous engagement:</b>	<p>This document was drafted through a Working Group of key stakeholders representing relevant industry and professional bodies, such as the Royal Institute of British Architects (RIBA), the Centre for the Protection of National Infrastructure (CPNI), the Royal Town Planning Institution (RTPI), the National Counter Terrorism Security Office (NaCTSO) and the Commission for Architecture and the Built Environment (CABE), who met regularly to discuss and shape the content and scope of the guidance.</p> <p>Additionally, the Office for Security and Counter Terrorism in the Home Office consulted a range of national and local stakeholders ahead of this consultation exercise. In particular:</p> <ul style="list-style-type: none"><li>• Consultation with Other Government Departments and Devolved Administrations via the Crowded Places Programme Board;</li><li>• Two day conference at Wilton Park in June 2008, with forty key stakeholders, ranging from private sector business leaders to Local Authority, central Government, police and Devolved Administration partners;</li><li>• Presentation and briefings to a range of business stakeholders; and</li><li>• Bilateral meetings with stakeholders.</li></ul>

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# JOINT MINISTERIAL FOREWORD



The UK faces a severe and continuing threat from international terrorism, and there is no indication that it is likely to diminish soon. The threat we face is of a different nature and magnitude to any we have encountered before; the terrorist seeks to cause mass casualties and looks to exploit our vulnerabilities. We need to stay one step ahead.



We need to reduce the risk to the UK from international terrorism so that people can go about their daily lives freely and with confidence. That is the aim of the Government's strategy for countering international terrorism, known as CONTEST which has been refreshed and published on 23 March.

At the same time, as we continue to develop our long-term programme to prevent extremism and to stop people becoming terrorists, we also need to ensure that we have the right levels of protective security in place so that if an attack does take place, we can lessen its effect. We must learn from experience and gain a greater understanding about how attacks might be carried out and how we can work to mitigate their impact. This is why on 25 July 2007, the Prime Minister asked for a review to be held on how best to protect crowded places from terrorist attack.

The review showed that a substantial amount of work was underway to increase levels of protective security, but that more was needed to turn available advice into action on the ground. It highlighted that this was not a job for the Government or the police alone and that more can be achieved by encouraging planners, local partners, businesses and professional bodies to implement counter-terrorist security advice.

A key message from the review is the importance of 'designing in' counter terrorism measures into new buildings from the outset. But, in doing so, we should not lose sight of the overall aim of creating great places where people want to live, work and play. That is why engaging at a very early stage in the design of individual developments and places is crucial. It allows professionals to use their skills and imagination to incorporate unobtrusive security measures that blend well with the local environment. Not only is it more cost effective at this stage of the process than fitting them afterwards, but it will ensure that we retain well-designed places for the public to use and enjoy.

This guide, which is being published for public consultation, aims to supplement the guidance in Safer Places: The Planning System and Crime Prevention and provide practical advice on how to design in counter terrorism measures into the built environment. It supports the Government's aim to do more to protect people in buildings and places from terrorism from the design stage onwards – in particular to reduce the vulnerability of crowded places to terrorist attack – and was prepared using expertise and contributions from a focus group of key police, Government, design and planning industry professionals. We are grateful for their significant contribution in shaping this document which will help improve public safety whilst, at the same time, deliver quality places.

ADMIRAL the LORD WEST of SPITHEAD,  
GCB, DSC, DUniv`  
Home Office

Iain Wright  
Communities and Local Government

# SECTION 1: THE ROLE OF COUNTER TERRORISM IN CREATING SAFER PLACES

## Purpose of the guide and who should read it

1. Safety and security are essential to creating sustainable communities, as recognised in Planning Policy Statement 1: *Delivering Sustainable Development* (PPS1) which is the Government's overarching planning policy setting out the Government's planning objectives. To highlight the need to consider crime prevention as part of the design and planning process the Government published *Safer Places: the Planning System and Crime Prevention* (ODPM, Home Office, 2004). Although *Safer Places* illustrates and provides advice on how the principles of crime reduction and good design can be applied practically to deliver well designed and safer places it does not specifically consider counter-terrorism related design issues, particularly in relation to crowded places.
2. The purpose of this guide is to fill this gap and supplement the *Safer Places* good practice guide to provide those involved in and with a wider interest in the planning and building design process, practical advice on 'designing out terrorism', particularly in relation to crowded places.
3. The guide is for anyone involved in the planning, design and development of the built environment from the preparation of local planning policy, to the commissioning, planning, design and management of new development schemes through to detailed building design. For example local planning and highways authorities, designers/architects, town planners, engineers, highway engineers, Counter Terrorism Security Advisors (see Annex C) and police Architectural Liaison Officers (see Annex D).
4. The guide will also be of interest to those whose responsibility is ongoing management and maintenance of public spaces and streetscapes, and to conservation officers in the context of development in Conservation Areas.
5. The guide gives practical advice on how best to incorporate counter terrorism measures into proposed new development schemes whilst ensuring that they are of high design quality. The advice that is set out is generic and cannot address the plethora of varying circumstances and degrees of risk which apply to different facilities. Consideration should first be given to the relevance of such measures and whether or not they can be appropriately achieved through the planning system in any particular case. If so, the measures should be appropriate, proportionate and balanced with other relevant material considerations .
6. This guide is **applicable to the planning system used in England only**. The planning system in England was updated by the Planning and Compulsory Purchase Act in December 2004. Planning functions are devolved in Scotland, Wales and Northern Ireland.



## What is a crowded place?

7. A crowded place is a location or environment to which members of the public have access that may be considered potentially liable to terrorist attack by virtue of its crowd density.
8. Crowded places will be found in a wide range of locations, including: sports stadia, pubs/clubs bars, shopping centres/high streets, visitor attractions, cinemas and theatres, commercial centres. Crowded places can also include the public realm - open spaces such as parks and squares. In each case a crowded place will not necessarily be crowded at all times – crowd densities may vary during the day/night and may be temporary as in the case of sporting events or open air festivals.
9. Specific requirements are in place for transport facilities, such as airports, railways and ports. See paragraphs 14 and 15 below [under heading “Application of the document”].
10. The National Counter Terrorism Security Office (NaCTSO) have published a series of targeted counter terrorism protective security advice guidance booklets for

the crowded places sectors and links to the documents can be found on their website [www.nactso.gov.uk](http://www.nactso.gov.uk)

## Why crowded places?

11. Crowded places will remain an attractive target for international terrorists, who have demonstrated that they are likely to target places which are easily accessible, regularly available and which offer the prospect for an impact beyond the loss of life alone (for example serious disruption, or a particular economic/political impact). While there have been attacks against well protected targets around the world, the trend is for terrorists to attack crowded public places, which represent targets with little or no protective security. Beach bars in Bali, hotels and restaurants in Egypt and rush hour trains in Madrid and armed assaults in Mumbai have offered terrorists the prospect of high impact attacks with large numbers of casualties. For further information on terrorist methodology see “Why counter terrorism measures are needed – Terrorist methodology” paragraph 22 onwards.



## Application of the document

12. Whilst this guide is not primarily intended for those enhancing existing sites with counter terrorism measures, so called “retro-fitting”, the same principles apply and the document provides useful reference to the recommended approach to, and the specification of, counter terrorism measures. Similarly, creative and innovative design will have a role when considering the integration of counter terrorism measures as part of new proposals in sensitive historic areas and sites which, for example, may not be able to utilise the typical solutions offered.
13. Whilst crowded places have been identified as a particular focus for this guide, the principles can be considered and applied to a wide range of new development schemes, for example commercial and industrial sites.
14. In addition to this guidance there are specific requirements that need to be taken into account when considering designing in counter terrorism measures at transport facilities, such as airports, railways and ports. It is therefore important to check that these requirements, which in some cases are legally binding, have been complied with as part of the design process.
15. When considering designing in counter terrorism measures into new / existing transport facility developments please contact the Transport Security Directorate (TRANSEC) in the Department for Transport. Details can be found on the DfT website link: <http://www.dft.gov.uk/transportforyou/security/transportsecuritycontactdetails>

## Status of the document

16. This guide supplements *Safer Places*, and together they support the design policy PPS1. The guide does not however set out new policy or specific legal requirements.

**17. Local planning authorities must have regard to this guidance and it is capable of being a material consideration in the determination of planning applications and in the preparation of planning policies.**

18. The aim of the guide is to equip the reader with a better understanding of the links between the counter terrorism dimension of crime prevention and the built environment, so that reducing the vulnerability of crowded places to terrorist attack can be tackled in an imaginative and considered way. The guide is not a manual to be applied by rote or a substitute for using skilled designers.

## Crime and the definition of terrorism

19. Designing out crime and designing in community safety are already central considerations in the planning and delivery of new development. Section 17 of the Crime and Disorder Act 1998 requires all local authorities to exercise their functions with due regard to their likely effect on crime and disorder, and to do all they reasonably can to prevent crime and disorder. The prevention of crime and the enhancement of community safety are matters that a local planning authority already needs to consider when exercising its functions under the Town and Country Planning legislation.

20. The term “crime” includes terrorism considerations throughout the statute book and therefore counter terrorism considerations are a key consideration in the planning process.





21. The Terrorism Act 2000 reformed and extended previous counter-terrorist legislation, and put it largely on a permanent basis (there continues to be an annual report to Parliament on the working of the Act). Section 1 of the 2000 Act, defines terrorism as:

***“The use or threat of a specified action where the use or threat is designed to influence the government or to intimidate the public or a section of the public, and the use or threat is made for the purpose of advancing a political, religious or ideological cause. The action is a specified action if it involves serious violence against a person; involves serious damage to property; endangers a person’s life, other than the person committing the action; creates a serious risk to the health or safety of the public or a section of the public; or is designed seriously to interfere with or disrupt an electronic system.”***

## Why counter terrorism measures are needed – Terrorist methodology

22. The UK faces a high level of threat from international terrorism, and an attack could take place without warning. The threat level to the UK is currently assessed to be “Severe”, meaning that a terrorist attack is highly likely.
23. Attacks by international terrorists are most likely to involve the use of improvised explosive devices, of which the three main types are person borne (suicide devices on the person), vehicle borne (which may be suicide or non-suicide devices) or hand-delivered (non-suicide devices initiated typically by timer or remote control). But terrorists are innovative and their methodology can be expected to change over time. Other means of terrorist attack (such as chemical/biological, or the use of firearms) are also possible.
24. When suicide tactics are employed they allow terrorists to deploy their device (person or vehicle borne) at the optimum time and place to maximise the impact in locations where a non-suicide device might be discovered.

## An Explosion

25. An explosion is normally the sudden and violent release of energy caused by an extremely rapid chemical reaction which turns a substance (usually a solid or liquid) into a large quantity of gas (generally at high pressure and temperature). This reaction is typically measured in milliseconds. The expanding gas is produced rapidly and pushes the surrounding air out in front of it creating a blast wave.
26. When an explosion occurs at ground level there are several effects created that cause damage and injury. The effects will be dependant on the power, quality, quantity and location of the explosive material deployed and are outlined below.

## Improvised Explosive Devices

27. Improvised explosive devices (IEDs) range in size from pedestrian-borne small containers, rucksacks and suitcases to larger devices, such as those that are vehicle-borne. The latter may be borne by a variety of vehicles, ranging from two-wheelers through to large goods vehicles (LGVs).



## Explosive Effects

28. The six basic effects of an explosion are:
  - i. **Blast wave:** The blast wave is a very fast moving high pressure wave created by the rapidly expanding gas of the explosion. The pressure gradually diminishes with distance but can reflect and diffract around structures.
  - ii. **Fire ball:** The fire ball is created as part of the explosion process and is local to the seat of the explosion. It is generally associated with high explosives.
  - iii. **Brisance:** This is the shattering effect, is very local to the seat of the explosion and is generally associated with high explosives.
  - iv. **Primary fragments:** These are parts of the device or its container (including the vehicle if vehicle-borne), which have been shattered by the brisance effect and are propelled at high velocity over great distances.
  - v. **Secondary fragments:** These are fragments that have been created by the blast wave. Typical secondary fragments include glass, roof slates, timber and metal. These can travel considerable distances.
  - vi. **Ground shock:** This is produced by the brisance (see 28.3 above) effect of the explosion shattering the ground local to the seat of the explosion, ie. creating a crater. The shock wave resulting from the crater's creation then continues through the ground.

## Causes of fatalities, injuries and damage from blasts

29. The main causes of fatalities, injuries and damage as a result of an IED are:

- Direct weapon effects including primary fragments, lung blast damage, thermal burns and ear drum rupture.
- Secondary fragments such as glass, spall (flakes of material that are broken off a larger solid body) and other objects thrown by the blast.
- Structural collapse causing crush.
- Post event falling debris (including glazing, façade, internal walls etc), damaged equipment and damaged infrastructure which can hinder the speedy evacuation of buildings.

## Chemical, Biological or Radiological Materials

30. The issues arising from Chemical, Biological and Radiological (CBR) materials are various and complex. However, in essence the potential problem will be less onerous the more the threat can be excluded from a facility. Key mitigation involves good access control and entry into critical facilities and the protection of air intakes within buildings and its distribution thereafter.








## Counter terrorism and the planning process

31. An underlying principle regarding the integration of counter terrorism measures into a development is the need for the facilities to be attractive to those that use them and functional, whilst also providing appropriate protection from terrorist attack. As with any design considerations, it is most effective if counter terrorism measures are considered as early as possible in the planning process in order for them to be appropriate, cost effective and unobtrusive. This does not just mean at pre-application stage – it means from the point that local policy is developed. Examples of counter terrorism design measures can be found at Annexes A and B.
32. A strong legislative and policy framework exists for considering community safety as part of the planning process. There are a number of areas where police and local planning authorities can work together to ensure that the appropriate local policies and guidance is in place to guide the preparation of planning applications and ensure that designing out counter terrorism is reflected in developers' proposals.
33. Chapter 2 of the guidance *Safer Places* provides advice on the role of local policy in addressing crime prevention considerations and how the police can most effectively be involved in the preparation of local policy. This advice, although not repeated here, is equally relevant when considering counter terrorism design considerations set out in this supplement.
34. *Safer Places* also advises how the police can most effectively be involved in the preparation of planning applications. Areas where the police can be most effectively involved are shown in the Figure 1 below with a commentary on main points following. The national policy context and the scope of Section 17 of the Crime and Disorder Act 1998 is set out in *Safer Places* and is not repeated here.

Figure 1

<b>Legislation</b>	Section 17 Crime and Disorder Act, Planning and Compulsory Purchase Act 2004 and related Statutory Instruments	
<b>National Policy/Guidance</b>	PPS1 and Safer Places (including Counter Terrorism Supplement) 	
	<b>Local Authority</b>	<b>Applicant/Developer</b> 
<b>Area-wide policy</b>	Development Plan Documents	
<b>Supplementary Planning Documents</b>	Urban Design Strategies and Guides, Area-wide masterplans, Design Codes	
<b>Site-specific guidance</b>	Design and development briefs/Masterplans/ Design Codes	
<b>Scheme Design</b>		Design Process Scheme Drawings Pre-application discussions Preparation of Design and Access Statements 
<b>Submission of Planning Application</b>	Consider Planning application and consult	Drawings and Design and Access Statement 
<b>Determination of Planning Application</b>	Planning decision	Commence development/ challenge decision

- Preferred police involvement**
- Policy/Guidance**
- Development Management**
- Preparation of planning application**

**Good practice:**

A number of forces and local planning authorities have put in place protocols that establish formal working relationships between the council and the police to ensure that the principles of designing out crime are reflected in all major planning decisions from the first pre application discussions through to post decision.

See: Bristol City Council and Avon and Somerset Constabulary Designing Out Crime: a protocol for liaison between police and planners.

## The legal framework and counter terrorism design

35. The counter terrorism guidance provided in this document is most effectively considered at the concept and preliminary stages of the planning process alongside statutory regulations such as the Building Act 1984, Disability and Discrimination Act (DDA) 1995 and the fire precautions regulations, as set out below.
36. **Building regulations** exist to ensure the health and safety of people in and around buildings, and the energy efficiency of buildings. The Building Act 1984 is the enabling Act under which the Building Regulations and Building (Approved Inspectors etc) Regulations have been made. They set standards for the design and construction of buildings to ensure the safety and health for people in or about those buildings. They also include requirements to ensure that fuel and power is conserved and facilities are provided for people, including those with disabilities, to access and move around inside buildings. See CLG website: <http://www.communities.gov.uk/planningandbuilding/buildingregulations/> for more information. The Building Regulations do not include specific measures intended to deal with terrorist activity, and compliance with the Building Regulations should not be assumed to indicate consideration of the issues raised elsewhere in this guidance.
37. Information on the Building Regulations are available on the Planning Portal; <http://www.planningportal.gov.uk/england/professionals/en/4000000000001.html>
38. The **Disability and Discrimination Act (DDA) 1995** was significantly extended by the Disability Discrimination Act 2005. In the context of planning/designing buildings it requires that accessibility issues are considered for disabled people, in particular their rights in the areas of access to goods, facilities and services, including larger private clubs and transport services. The Department for Work and Pensions (DWP) website <http://www.dwp.gov.uk/employers/dda/> offers further information.
39. **The fire precautions legislation** deals with general fire precautions requirements. These can be found in the Regulatory Reform (Fire Safety Order) 2005 and, more generally, under health and safety legislation including the Health and Safety at Work etc. Act 1974 and regulations made under that Act. For the purposes of planning/designing buildings these include the provision of means of escape, means of fighting fire, ensuring there are means of detection and giving warning in case of fire. See CLG website <http://www.communities.gov.uk/fire/about/> for more information.





## Whole life costs and Integrity

40. It is most effective if the long term integrity of necessary security infrastructure is considered at the early stages of scheme development. Long term integrity will require the whole life maintenance costs to be considered and allowed for. This will require maintenance provision in annual budgets for measures requiring general maintenance, and a process for one-off costs to be met.
41. For more complex schemes a management and maintenance plan is useful (see heading “Management and maintenance of public spaces” in Section 2). The plan would provide a framework for periodic review of need and appropriateness of the measures, but also for periodic checking of integrity and scheduled maintenance.
42. Where the infrastructure is provided as part of a new development it is appropriate to seek this provision through a Section 106 (of the Town and Country Planning Act 1990) agreement. Such agreements can be used to control the operation of security infrastructure in the public realm and public highway, and the removal of such measures if no longer required.
43. Where security infrastructure is to be located on the public highway Section 278 (of the Highways Act 1980) agreements may be considered necessary. Such agreements ensure that the Highway Authority is able

to retain full control over the public highway whilst the security measures are in place. Both of these agreements can be used to ensure that the whole life cost of installation, management and maintenance are met by the beneficiaries of the security measures.

## Sensitivity in Planning Applications

44. Where applications are made to Local Planning Authorities (LPA) for certain schemes that improve the physical security of particular types of site, it is good practice if the applicant meets with the LPA to discuss what level of detail is included in the application. Details of works that will not be visible when the development is complete may not need to be specified in the application.
45. On receipt of the application, which should be certified by a security adviser (such as the police Counter Terrorism Security Advisers or the Centre for the Protection of National Infrastructure), the LPA can keep the security information separate from the main Planning Register, making it available to enquirers only after specific request (reference: Paragraphs 24 and 25 of the Memorandum to CLG Circular 02/2006 Crown Application of the Planning Acts). The detailed procedure is set out in letters from CLG dated 24 May 2007 to Chief Planning Officers, security advisers and potential applicants.

## SECTION 2: COUNTER TERRORISM & URBAN DESIGN PRINCIPLES

### Objective

1. The Government's aim in promoting counter terrorism design principles is to help create safer places and buildings so that people are better protected from terrorist attack.
2. **“Designing-in” counter terrorism measures from the outset** will benefit both those involved throughout the development process from concept design through to planning approval, as well as those who will use and visit the places and buildings. These benefits will best be achieved through collaborative working and broad engagement with all parts of the community. These include:
  - It is more **cost effective** to “design-in” measures from the outset of a scheme.
  - There are **aesthetic and functional benefits** to designing in counter terrorism measures at the concept stage rather than later on. The building or place should be attractive, accessible (see Urban Design principles under the same heading on page 19) and work for those that will use and visit it. Counter terrorism measures should not impose upon the overall style and intention of a place.
  - Considering counter terrorism measures at the design stage helps ensure **measures work together and do not displace vulnerabilities** elsewhere in a new build.
  - Strengthening a building or place by designing in counter terrorism measures offers wider **business continuity benefits** in the event of a terrorist incident.
3. In seeking to deliver these benefits the Government is keen to emphasise the following two principles:
  - **Good counter-terrorism security is also good crime prevention.** Generally, good counter terrorism design measures are likely to support measures intended to reduce crime.





- **Proportionality:** that decisions on appropriate counter terrorism measures to be designed-in take account of the risk of terrorist attack to which the building/place is exposed. Assessments of risk are a function of assessments made of the threat of terrorist attack, vulnerability in the event of a terrorist attack and the impact if it should occur. See the section headed “Proportionality” paragraph 4 onwards for further details about proportionality. More information about the risk assessment process and the role of Counter Terrorism Security Advisers (CTSAs) and the contributions local key stakeholders can make to reduce the vulnerability of crowded places at highest risk can be found in the national framework document entitled “**Working Together to Protect Crowded Places**”.
- **Funding:** that the costs for new protective measures fall where the responsibility for those measures lies, based upon the “user pays” principle. This principle has been successfully applied across the Critical National Infrastructure so

that the public only pay to protect the services they use. For example, the gas consumer pays for protecting key gas sites, including for the deployment of armed police at high risk sites. Other examples include transport and football. Lord West’s Review recommended that this principle should continue.

## Proportionality

4. The Government’s aim in promoting counter terrorism design principles is to help create safer places and buildings so that people are better protected from terrorist attack. In seeking to deliver this aim the Government considers that it is essential that the approach taken to mitigating the risk of terrorist attack is proportionate to the level of risk to which the building and/or place is exposed. It also means that decisions on appropriate counter terrorism measures to be designed into a building and/or place reflect the local planning authority’s and the owner’s ability and inclination to respond to the risk posed.



5. In the field of counter terrorism risk is a function of assessments made about the threat of a terrorist attack, the vulnerability of locations to a terrorist attack and the impact any terrorist attack might have. Local police CTSA's assess the risks in their areas using guidance issued jointly by the Home Office and the National Counter-Terrorism Security Office (NaCTSO) which ensures a standard approach is taken across the UK. This guidance is summarised in Annex A of the document "Working Together to protect Crowded Places" and the risk severity scale is provided in the section below.
6. In advising local authorities and developers on how to address the risk posed in particular development proposals, the CTSA's will undertake assessments of the vulnerability of

the building/place to a terrorist attack, the threat of any such attack and the impact of an attack if it should actually occur. These assessments of threat, vulnerability and impact are combined to give an overall risk assessment – one of the four categories shown in the risk severity table below. The CTSA's overall assessment of risk will inform the advice they give to local planning authorities and developers on the steps they would like to see taken to mitigate the level of risk.

## Risk Severity Scale

7. The risk severity scale is provided below and taken from the risk assessment guidance issued in 2008 jointly by the Home Office and the National Counter-Terrorism Security Office (NaCTSO) for local police CTSA's.

<b>High</b>	This risk is the one which generates the highest concern. Comprehensive action is required as a high priority to reduce vulnerability, wherever possible and proportionate.
<b>Medium High</b>	The consequences of the risk materialising would be substantial. Action is required as a priority to mitigate the risk, wherever possible and proportionate.
<b>Medium</b>	The risk is not substantial and can be managed via contingency plans. Status of risk should be monitored regularly.
<b>Low</b>	The risk should be addressed if possible and contingency plans are required. This risk should be managed at local level.



8. Police CTSAs and other specialist advisers will provide advice on specific counter terrorism measures that would mitigate the level of risk identified and ensure that any measures, contingency plans and monitoring arrangements which might be needed remain proportionate to the risk posed and that any implications on business and local authorities are kept to a minimum.
9. In communicating their advice and comments to local authorities and developers, CTSAs will make clear the level of risk which a building and/or place may be confronted with and advise whether the proposed design is appropriate in the context of the identified risk level. Where additional measures might be needed to address any risk these will also be made clear in the form of recommendations. Whilst CTSAs will always like to see the implementation of all of the measures which are recommended they will clearly distinguish between those measures needed to mitigate risk in the two highest risk severity categories (i.e. high and medium high) and those they assess as falling within the lower two categories (i.e. medium and low).
10. Where the level of risk falls within the two higher categories, CTSAs will make it clear in their comments and advice, that if any of the mitigation measures they recommend are not implemented they will object to the proposal.
11. Where the risk assessments fall within the two lower categories, CTSAs will make it clear in their comments and advice that whilst any mitigation measures that they recommend would lead to significant counter-terrorist protective security improvements, they do not believe that the implementation of such measures to be of the highest priority. It would be for local planning authorities and developers to decide whether to implement them in the context of local circumstances and reflecting their ability and inclination to respond to the risk posed.

12. The Home Office and NaCTSO have already circulated guidance to CTAs on assessing risk and on how they communicate their advice and recommendations to local planning authorities and developers. This will help ensure that CTAs advice is unconstrained, consistent and communicated with clarity.

## Counter terrorism design principles

13. In addition to measures to reduce vulnerability to blast, hostile vehicle attack and chemical or biological agents, successful counter terrorism design puts in place arrangements that:

**Deter** – provide physical and electronic security measures, coupled with good management practices, that might provide a serious deterrent to a would-be terrorist;

**Detect** – provide alarm and visual detection systems with verification to provide timely detection of an intrusion; and

**Delay** - physical security measures that delay intrusion for a sufficient length of time to allow a response force to attend.

14. Meeting these points above will be aided by the following counter terrorism design principles which will help create safer places and buildings and so better protect people by helping prevent, or mitigate the impact of a terrorist attack.





**Better blast resistance:** A range of measures such as external barriers or a strengthened perimeter to prevent a penetrative or close proximity attack, use of building materials which reduce the risk of fragmentation including blast resistant glazing and structural design which reduces the risk of building collapse. Further examples of counter terrorism design measures can be found at Annexes A and B.

**Better building management facilities:** For example, by entrance arrangements which resist hostile entry; separating general Heating, Ventilation and Air Conditioning systems for entrance areas, delivery areas, mailrooms etc from those occupying the main occupied spaces; ensuring the make up air intakes are within a secure area and preferably located at 2nd floor level or above; and by avoiding the location of stores containing hazardous materials within or near the building. Further examples of counter terrorism design measures can be found at Annex A.

## **Better traffic management and hostile vehicle**

**mitigation measures:** A range of measures that: reduce the number of unscreened vehicles needing to enter, or gain close proximity to the site that needs protecting; reduce the speed of vehicles approaching the site or its defences (traffic calming); and stop vehicles penetrating the site or defences (vehicle restraint). Traffic calming measures for counter terrorism typically involve horizontal deflections (bends or chicanes rather than straight approaches). Vehicle restraint measures resist ramming impacts for greatest effectiveness. Further examples of counter terrorism design measures can be found at Annex B. However, measures which exclude or restrict vehicular access will also need to consider provision for disabled access as described in the Building Regulations Part M - Access to and use of buildings. In particular requirements for disabled parking and setting down points should be reviewed.

**Better surveillance:** This can be achieved through the design of a building and the space around it. Clear lines of sight, the absence of recesses on the façade/ elevations of a building and uncluttered street furniture, along with well maintained and managed litter free building surrounds leaves little opportunity for suspicious hidden items and suspect activity to go unnoticed. CCTV and security guarding can complement building design measures to provide formal surveillance. The orientation of a building overlooking both public space and neighbouring buildings further supports informal surveillance provided by those who use and visit the location. Well managed access points and reception facilities can provide reassurance and security that offers less opportunity for an intruder to go undetected and may deter them from taking further action. Further examples of counter terrorism design measures can be found in Annexes A and B. See also section headed "CCTV/Surveillance".

## Urban design principles

15. Good urban design creates places which maintain sustainable and attractive environments which people want to use. The principles of well-designed places and spaces can be recognised as those with:

### **Character**

A place with its own identity

### **Continuity and enclosure**

a place where access for the public is clearly identified

### **Quality of the public realm**

a place with attractive and successful areas accessible to the public

### **Ease of movement**

a place that is easy to get through but where routes do not compromise security.

### **Legibility**

a place that has clear image and is easy to understand

### **Adaptability**

a place that can change easily.

### **Diversity**

a place with variety and choice.

16. Urban design principles are described more fully in the DETR and CABE document “By Design: Urban Design in the Planning System: Towards better practice” [see link: <http://www.communities.gov.uk/publications/planningandbuilding/bydesignurban>].



## The Challenge

17. When considering appropriate protection against terrorist attack, a challenge for designers and planners is the application of these urban design principles whilst at the same time incorporating counter terrorism measures. Meeting this challenge will involve taking account of the following:

- Care to avoid an oversensitivity to risk. This can result in bland and standardised places – it is important to retain or insert positive features that attract people to spaces
- To retain and attract people to places, which are also safe and secured against some types of terrorist threat, will always involve a combination of approaches, tailored to local conditions and special features. The design aim is a respect for locally distinctive places which involves resources to identify these characteristics, as well as sensitive responses. The result may be a combination of some standardised

components, some invisibly integrated components based on conventional traffic management and streetscape designs (such as structurally enhanced bus shelters, lamp columns, benches or cycle racks) and often some elements of purpose-designed solutions, for example incorporating public art or locally important features.

- The presence of physical measures in the streetscape to prevent hostile vehicle access or proximity to a site need not preclude pedestrian access, or diminish the look and feel of an open and permeable area.
  - Integrating security measures into a public realm that is designed to be inclusive and remains accessible to all.
18. **Each site is different and there is no “one size fits all” solution. Different sites present unique challenges and considerations that will result in bespoke solutions.**





## Integrating counter terrorism into Public Realm design

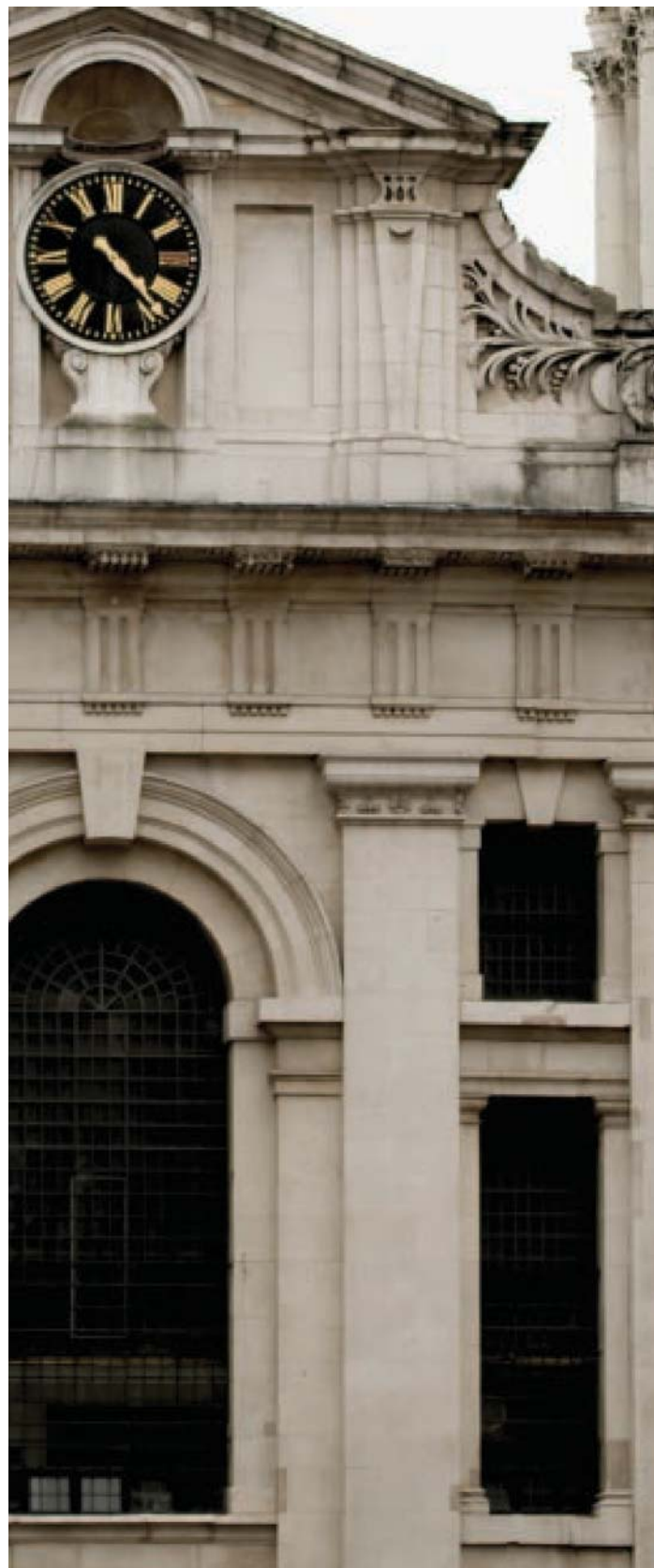
19. Physical measures are effective in helping to preclude unscreened vehicles from close proximity to a site in need of protection. The physical measures can be localised to the site or encompass a wider area and be combined with other public realm aspirations, such as environmental enhancements, pedestrian, cycle and/or public transport priority. The more that a potential IED can be separated from a building, the less critical the building's form and fabric becomes.
20. When considering how to achieve vehicle free areas around sites, and the installation of security infrastructure in to streets and spaces, it is important to look at the transport and movement implications over a wider area or district. This is to help ensure that there is not a concentration of vehicle restrictions or displacement, and streets and spaces are not unnecessarily congested with security infrastructure.
21. Where features are introduced which restrict vehicle approach, mitigation measures to address the needs of disabled people may be necessary. For instance, people with impaired mobility may find it difficult to walk even relatively short distances - the introduction of regular resting places and seating helps to ensure that the environment remains inclusive. Accommodating the requirement to make reasonable provision for disabled people to gain access to and use the building, as described in Part M of the Building Regulations, such as vehicle setting down points, will be necessary.



22. Where counter terrorism measures are being integrated into predominantly residential streets, refer to “*Manual for Streets*” (DfT 2007) and the accompanying “*Inclusive Mobility*” document for further guidance on designing accessible environments. As well as setting out good principles for street design, the manual sets out a hierarchy of users and transport modes. Greater emphasis is placed on integration of pedestrian and cyclist needs in street design, with vehicular traffic being of secondary priority.
23. Street design that aims to limit unscreened vehicular access to vulnerable target areas or structures, may not necessarily prevent normal street usage. *Well designed barriers to vehicle attack aspire to be unobtrusive and blend into the natural streetscape as well as relating well to the existing landscape.* For example, ensuring permeability for pedestrians may mean that the best solution is a comprehensive scheme including traffic management and footway widening as part of the integrated solution.
24. Counter terrorism measures that monitor public safety and provide a visible security presence need not be significantly different from measures aimed at crime prevention.
25. Further information about good street design and designing in counter terrorism measures can be found at Annexes A and B and case studies found at Annex F.

## Historic Environments

26. In conservation areas, World Heritage Sites, sites within the setting of listed buildings or scheduled monuments and registered parks and gardens, it is necessary to consider impact on character and on historic fabric, including ground surfaces and underground archaeology. Areas where historic burials are anticipated, special precautions may be necessary and appropriate consent obtained. Works within the curtilage of a listed building or involving the building itself may require listed building consent in addition to normal planning consents.
27. Close liaison with the local planning authority's conservation team will be essential. In some instances, the local planning authority may also want to involve English Heritage, particularly when dealing with scheduled monuments, higher grade (II and I) listed buildings, major alterations to Grade II listed buildings and large developments in conservation areas.
28. When seeking advice from English Heritage, contact the relevant regional office. However, if more specialist advice is required on security issues in the historic environment, this can be provided by English Heritage Government Historic Estates Unit (GHEU). [See English Heritage website: [www.english-heritage.org.uk](http://www.english-heritage.org.uk)]
29. Counter terrorism measures have two key impacts on the historic environment, visual and physical impact. For temporary works, minimising physical impact is more important and reversibility is a key principle. However, for more permanent measures, both physical and visual impact are important.



30. It is often difficult to assess the blast resistance of a historic building and even more difficult to improve it by reinforcement. This is often dealt with through distancing the secure boundaries as far away as possible from the building shell, a preferable option to attaching security measures to historic building fabrics.



31. Technology, such as CCTV cameras, needs sensitive positioning to minimise visual and physical impact. ‘Technology’ generally has a limited life and works to accommodate it needs to be completely reversible. Applications for planning permission and/or listed building consent will need to be accompanied by more detailed plans than usual. For example, by specifying methods of fixing where works would affect the historic fabric.

32. **Example. Where it is necessary to prevent vehicles from getting close to a facility, it may be possible to introduce a physical barrier into the landscape design. However, if there are historic ground surfaces, bollards may have less physical impact. If there is valuable underground archaeology, heavy stone blocks or planters keyed appropriately in to the surface may be a better solution. In especially sensitive locations, it may be better to prevent uncontrolled vehicular access to the surrounding streets completely, displacing the traffic management works to a less sensitive location.**

## Management and maintenance of public space

33. In considering integration of security measures into streets and spaces, the long term management and maintenance issues could be usefully taken in to account at the earliest stages. The long term financial and administrative commitment required to keep the measures effective and attractive need to be allowed for in appropriate planning, highway and management agreements. Other key issues are:

- **Long term commitment is important** – in maintaining the quality of what was designed at the outset to ensure it is both attractive and functional. It is equally important to ensure that any counter terrorism design elements have not been compromised, by poor management or maintenance or by repairs and alterations. In combining these needs, it helps shape better budget planning of resources.
- **Formal Agreements** - Management and maintenance plans (comparable to those for public and private buildings in terms of facilities management or estate management, also for public and private streets and spaces) can benefit from being contained in specific written documents. These can align with local strategic plans and open space/public realm strategies. Where management plans contain security sensitive information, access will need to be restricted. Having specific management and maintenance plans ensures continuity, even after initial commissions or staff appointments are replaced. Political changes may

also occur to the legislative frameworks of for example traffic orders or regulations that may require agreements to be updated.

- **Consult widely** - Local consultation has always been the key to ensure that the priorities of key stakeholders and local populations as well as other user groups e.g. tourists/nearby workers, visitors, etc. are taken into account. Broader engagement and collaborative working will result in better design solutions and can have significant management and maintenance of (public) space benefits, minimising conflict with those who use the space.
- **Cover costs** – adequate and reliable sources of funding for maintenance are essential. Long term management and maintenance (perhaps with replacement/refurbishment projects spanning several financial years) require consideration of long term funding. The costs can be allowed for in appropriate Section 106 (Town and Country Planning Act 1990) and Section 278 (Highways Act 1980) agreements, to ensure that the whole life and management costs are covered by those benefiting from the implemented measures. See also section headed “Whole life costs and integrity” in Section 1.





- **High quality and well maintained space** is a key strategic requirement and objective of nearby stakeholders e.g. property owners, prominent tenants, land owners.
- **Site staff roles.** There is a strong case for putting trained staff into spaces - park rangers for larger spaces, on-site maintenance for smaller spaces. They can provide a range of services within the space e.g. interaction with the community using the space, carrying out of specific tasks e.g. locking up or checking for damage/maintenance tasks and provision of authority to police activity along with back up for more serious incidents. An on-site presence can allow issues and problems to be resolved quickly without recourse to police or external agencies. Where this presence is on-street it is best if trained personnel are clearly identifiable as working for the appropriate Highway Authority. Where this function is being carried out by non-Highway Authority personnel, an appropriate contract and service level agreement needs to be agreed with the Highway Authority.
- **Continuity and training** in the workforce is helpful as is the need to ensure that staff have development opportunities.
- There is scope to benefit from working with **private and public partners, experts and stakeholders**, e.g. local community groups to manage spaces long term or possibly with private sector partners, to provide income generation opportunities or even informal arrangements for others to use space (for example encouraging police to use spaces e.g. to exercise their horses or to use local facilities e.g. cafes) to add to informal surveillance.

## Private Demise

34. The level of security and access afforded to the public when entering onto private land will usually be at the discretion of the owner. However, there will be circumstances where a Local Planning Authority (LPA) may wish to secure a particular level of access or security provision that is appropriate for the proposed use of the land by an applicant. Such measures can be made the subject of conditions on a planning permission, or be the subject of appropriate obligations in a related Section 106 Agreement.
35. In the case of crowded places, it may be appropriate to ensure, through appropriate conditions on a planning permission that the proposed layouts

allow for secure entrance areas, where security screening and control can be best carried out with minimal risk to the least number of people. It will also be appropriate in other circumstances to ensure that unencumbered pedestrian public access is maintained and that the security measures proposed are proportionate to the use, i.e., the right of access by the public to areas of public realm accessible from the highway. This is particularly relevant where security measures restrict vehicular access and there are managed security measures requiring trained personnel. Appropriate obligations in a Section 106 agreement can be used to ensure that the level of restriction is commensurate with need and that the public are not unduly restricted in accessing important amenities such as shopping.



## Personnel Security

36. Where access control measures are incorporated into a building, or installed to control access to a wider area of streetscape through public realm improvements, the personnel controlling those measures must be trained and trusted.
37. Personnel security is an important aspect of protecting crowded places. It comprises a system of policies and procedures which seek to minimise the risk of staff or contractors exploiting their legitimate access for unauthorised purposes. Those who seek to exploit their legitimate access are termed 'insiders'; insider activity comprises many forms from minor theft through to terrorism.
38. Robust personnel security helps an organisation employ reliable people, minimises the chances of staff becoming insiders, detecting suspicious behaviour by employees, and resolving security concerns when they emerge. CPNI provides advice and guidance on personnel security which can be obtained from CPNI website [www.cpni.gov.uk](http://www.cpni.gov.uk).
39. Where there is a need to manage access to public highway or security related infrastructure on public highway, this will need to be carried out under the control of the Highway Authority. As well as carrying out this function it may also be appropriate for the authority to contract with others to provide this highways management service ie, where an 'Access Only' Traffic Order restricting vehicular access to a shopping area is managed by security personnel employed by local businesses. This is most appropriately done through the use of a Section 278 Agreement setting out the level of training, service and monitoring required by the service provider and the financial arrangements, to ensure that those that benefit from the service pay the full costs.
40. Further advice on personnel security is available from the CPNI website [www.cpni.gov.uk](http://www.cpni.gov.uk)





## CCTV/ Surveillance

41. CCTV can help clarify whether a security alert is real and identify suspect activity, for example potential terrorist planning (reconnaissance) activity. It can be vital in post-incident investigations, but only if the images are good enough to identify what happened over the timeframe and can be used evidentially in court.
42. CCTV is most effective when provided with the following:
  - good lighting;
  - management support;
  - continuous monitoring;
  - adequate response;
  - good maintenance/housekeeping.
43. CCTV cannot replace security staff, although it may permit a reduction in their number or their redeployment to other security activities.
44. The Town and Country Planning (General Permitted Development) Order 1995 (as amended) (“the GPDO”) includes ‘permitted development rights’ concerning the installation of CCTV equipment (see Part 33 of Schedule 2 to the Order). The wording of Part 33 refers to permitted development rights in the context of **“installation, alteration or replacement on a building of a closed circuit television camera to be used for security purposes.”** These rights mean that, within certain limits, CCTV cameras can be installed without having to obtain planning permission. This is subject to a number of restrictions and conditions, which include:

- the building on which the camera is installed is not a listed building or scheduled monument;
  - the size, location and spacing of the cameras;
  - no more than four cameras can be on any one side of the building;
  - no more than 16 cameras in total can be installed on the building;
  - the camera is located so that it minimises its effect on the external appearance of the buildings as much as possible; and
  - the camera is removed as soon as reasonably practicable after it is no longer needed.
45. Part 38 Class B of the GPDO contains permitted development rights for CCTV and associated lighting for the Crown on Crown land for national security purposes. The only restrictions are on the size of the camera and the level of lighting. The conditions on minimising the effects on the external appearance of the building and removal when no longer required are the same as those set out above for Part 33.
46. Outside of these limits planning permission must be applied for in the normal way.
47. CCTV is not an alternative to getting the design right in the first place, for example, recesses in building elevations/ facades can offer a hiding place for devices or individuals and such areas may require monitoring / oversight. If poles for mounting CCTV cameras are being considered, careful thought will be needed to minimise the impact on the streetscape.
48. The intended purpose of a CCTV system will drive its design and ideally is implemented in one go rather than piece-meal at a site. Sharing CCTV between organisations can be considered as an option.
49. Using an Operational Requirement (OR) as the starting point for any CCTV system design allows stakeholders to identify the need for such a system. It also sets out the parameters for operation, including the standard of recording, monitoring and response, as well as image quality, system access, maintenance and management.
50. Further advice on CCTV is available from the CPNI website [www.cpni.gov.uk](http://www.cpni.gov.uk), from the Home Office Scientific Development Branch website: [www.scienceandresearch.homeoffice.gov.uk/hosdb/](http://www.scienceandresearch.homeoffice.gov.uk/hosdb/) and in NaCTSO guidance booklets available on the NaCTSO website [www.nactso.gov.uk](http://www.nactso.gov.uk)
51. A number of national police led projects and operations raise awareness of counter terrorism and specifically the role that a visible security regime supported by surveillance equipment can play to deter, detect and delay suspicious terrorist activity including hostile reconnaissance. A short summary of relevant police projects and operations are at Annex E.

## SECTION 3: HOW TO RESPOND TO THE CONSULTATION

1. The guidance is available on the [homeoffice.gov.uk/consultations](http://homeoffice.gov.uk/consultations) webpage and a link email address is provided there to respond. Alternatively, you may wish to respond to [Crowded PlacesConsultation@homeoffice.gsi.gov.uk](mailto:CrowdedPlacesConsultation@homeoffice.gsi.gov.uk). If you wish to respond by post, please send to:

Crowded Places Team  
Home Office  
Office for Security and Counter  
Terrorism  
5th Floor Peel Building  
2 Marsham Street  
London  
SW1P 4DF

2. Responses to the guidance should be submitted by Friday 10 July 2009

### Responses: Confidentiality and Disclaimer

3. The information you send us may be passed to colleagues within the Home Office, the Government or related agencies.
4. Furthermore, information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).
5. If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this,

it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.

6. Please ensure that your response is marked clearly if you wish your response and name to be kept confidential. Confidential responses will be included in any statistical summary of numbers of comments received and views expressed.
7. The Department will process your personal data in accordance with the DPA – in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

**This consultation follows the Cabinet Office Code of Practice on Consultation – the criteria for which are set out below.**

8. The seven consultation criteria are:
  - i. Formal consultation should take place at a stage when there is scope to influence the policy outcome.
  - ii. Consultations should normally last for at least 12 weeks with consideration given to longer timescales where feasible and sensible.
  - iii. Consultation documents should be clear about the consultation process, what is being proposed, the scope to influence and the expected costs and benefits of the proposals.

- iv. Consultation exercises should be designed to be accessible to, and clearly targeted at, those people the exercise is intended to reach.
- v. Keeping the burden of consultation to a minimum is essential if consultations are to be effective and if consultees' buy-in is to be obtained.
- vi. Consultation responses should be analysed carefully and clear feedback should be provided to participants following the consultation.
- vii. Officials running consultations should seek guidance in how to run an effective consultation exercise and share what they have learned from the experience.

9. The full code of practice is available at [www.berr.gov.uk](http://www.berr.gov.uk)

## Consultation Coordinator

10. If you have any complaints or comments specifically about the consultation process only, you should contact the Home Office consultation coordinator Nigel Lawrence by email at: [Nigel.Lawrence@homeoffice.gsi.gov.uk](mailto:Nigel.Lawrence@homeoffice.gsi.gov.uk).

Alternatively, you may wish to write to:

Nigel Lawrence  
 Consultation Coordinator  
 Performance and Delivery Unit  
 Home Office  
 3rd Floor Seacole Building  
 2 Marsham Street  
 London  
 SW1P 4DF

## Consultation Questions

11. We are interested to receive feedback on all aspects of this guidance document. To help guide your consideration, you might want to consider a number of questions that are set out in this section. These cover this publication and the accompanying Impact Assessment. Questions about the “Working Together to Protect Crowded Places” publication are included in that document.

- Proportionality - Will this guidance enable counter-terrorism design to be delivered through planning decisions at the local level which are proportionate to the risk?
- Does the content under section 1 adequately set out the nature of the threat and why designing in counter-terrorism measures are needed?
- Does this document provide sufficient information to persuade you of the importance to integrate counter-terrorism measures into new developments, including the public realm?
- Does the guide adequately explain counter-terrorism and where it fits in the planning system?
- Does the document adequately reflect that counter terrorism is one of a number of issues considered within planning and that planning decisions often represent compromises between competing priorities?
- Are the counter-terrorism design principles helpful and comprehensive?
- What costs, if any, including staff and training costs, do you think would be incurred if you were to redesign your building to take account of the principles set out in the guidance?

- Do you think there is likely to be additional construction costs for buildings designed in line with this guidance? If so, please state what those costs would be.
  - Annexes A and B – Do the annexes enable you to understand the range of technical counter-terrorism design measures that are available and might be needed to reduce the vulnerability to terrorist attack?
  - Case Studies Annex F – Do these provide sufficient inspiration to produce innovative counter-terrorism design solutions?
  - Case Studies Annex F - Are there any more good counter-terrorism design case studies that can be used from within the UK?
  - Are there any other suggestions and comments you have in relation to this supplement?
3. (i) Home Office to publish guidance on good practice for local partners on how best to protect crowded places; and
    - (ii) Home Office / Communities and Local Government to publish joint supplementary guidance to the “Safer Places: The Planning System and Crime Prevention” on suitable protective measures for new and retrofit developments. Under planning law, local planning authorities must have regard to the guidance and it would support delivery of the existing requirement under section 17 of the Crime and Disorder Act 1998 for local authorities to give due regard to terrorism-related crimes in the exercise of its functions.
  4. Legislate: enforcing suitable security measures for the highest-risk buildings.
    - Are there additional options to be considered?
    - What measures if any, do owners of crowded places believe they would take in the absence of guidance or compulsion?
    - Are consultees able to share estimated costs for suitable protective security measures for crowded places which they own or operate?
    - Are consultees able to share estimated costs for suitable protective security measures for new crowded places which they are involved in constructing?
    - What protective security measures, if any, do owners of crowded places believe they would take given guidance but in the absence of compulsion?
    - Are consultees able to share estimated costs for counter-terrorism protective security measures for crowded places which they own or operate, where such measures have been introduced?

## Impact Assessment

12. The Impact Assessment that accompanies this and the “Working Together to Protect Crowded Places” publication is based upon four options:

1. Do nothing – allow owners and operators of crowded places to continue as before, and manage the risk as they see fit.
2. (i) Home Office to publish guidance on good practice for local partners on how best to protect crowded places; and
  - (ii) A third party publishes guidance on suitable protective measures for new and retrofit developments. As advice outside the planning framework, local planning authorities would not be required to have regard to it, although it may be considered material by a decision taker.

- As a site/business owner, do you think your customers would be prepared to pay more for facilities in your area if it meant that they would be more secure against a terrorist attack?
- Are you more or less likely to use facilities in your area if it meant that they have been made physically more secure against a terrorist attack?
- In addition to the costs and benefits mentioned in the documents, do consultees identify other costs or benefits being realised on implementation of these guidance documents? If yes please state what they are.
- Do you think that there any communities or groups (for example, race, disability, gender, gender identity, religion and belief, sexual orientation, age) that the measures will have a greater impact upon, compared to the public at large? If so, please state which communities or groups and describe the particular measures and related impacts.

# ANNEX A

## Typical counter terrorism design attributes - Design of structures

1. When considering the incorporation of counter-terrorism measures in the design of a new facility, the specialist advice of a CTSA and, if appropriate, CPNI via the CTSA should be sought. Expert advice on appropriate mitigation measures is based on assessments of the risk, using factors of threat, vulnerability and impact, to provide enhancements that are appropriate in terms of the risk, cost, aesthetics and usability.
2. The measures noted below are not mandatory but the desirability of their inclusion in a development can form part of the overall assessment of a planning application where this is indicated by factors such as the location and/or nature of the proposed use(s). Occasionally, the inclusion of a specific feature may be justified if it also meets other planning objectives, Where the measures are appropriate, this will help to mitigate the vulnerability of buildings to terrorist attack and limit the extent to which the building might exacerbate the effects of such an attack. They are particularly relevant to buildings with significant occupancy and size and may be less realistically practicable for buildings that are modest in scale and/or have only modest levels of occupancy.

## Facility external areas

3. Measures that should be considered include:
  - Physical measures such as external barriers and/or a strengthened perimeter to prevent access to the facility for the placement of an IED, either by forceful (ie suicide car bomb) or overt means

(ie pedestrian suicide bomb). See also Annex B, design of hostile vehicle mitigation measures;

- Measures to limit secondary fragmentation;
- Avoidance of hiding places around buildings and within façade arrangements that might be used to conceal a hostile person and/or a hazardous device;
- Provide CCTV coverage as a potential deterrent; and
- Any pedestrian and vehicle gates to be compatible with the robustness of the remainder of the perimeter.

## Building Structure

4. Measures that should be considered include:
  - As a minimum the measures for robustness against disproportionate collapse for class 2B buildings described in current Building Regulations Part A3;
  - The use of either framed reinforced concrete or framed structural steel.
    - If framed reinforced concrete, use in-situ connections. Ensure beams, columns and floor are all tied continuously together using robust vertical and horizontal reinforcement details. In addition to normal gravity and environmental loads allow for load reversal e.g slabs being forced upwards by explosion pressure (see robustness clauses in current code of practice BS 8110 and consider the use of these clauses irrespective of building height);
    - If framed structural steel, ensure that connection details will take reverse loadings. Floors slabs to be tied to

# ANNEX A

beams with in situ topping (BS 5950 robustness clauses to be considered irrespective of building height);

- If unscreened vehicles are permitted to enter underground parking facilities then ensure that the structural design considers the floor/roof slabs, columns and connection details within this facility. In addition, this vulnerability needs to be clearly considered in any contingency plans, for example building evacuation plans which involve the movement of people around the building.
- The spreading of structural sway/shear stability throughout the building, especially where expansion joints split up the structure. Concrete walls and shafts that provide stability may also provide useful protected internal spaces where occupants can take shelter from external threats;
- Consider whether large windows are essential and minimise the use of glazing. Carefully consider the inclusion of atria and whether these introduce avoidable risk of falling glass;
- Where glazing is used, the inclusion of an inner layer of laminated glass with an interlayer of not less than 0.76mm polyvinylbutyral well secured into the frames. Depending on the likely size of the potential IED and its distance from the glazing, the thickness of the glazing will need to be increased if the pane size increases. Glazing frames must be well secured to the building's structural frame;
- The use of "security rated" ground accessible external windows which are compatible with door and cladding strengths, and bars, mesh, grilles and upgraded glazing to protect against

forceful entry ;

- Windows that are low down in rooms, to reduce the distance that flying glass will travel into the room;
- Attaching glazed and non-glazed cladding panels directly to floor slabs rather than to perimeter columns;



The effect of a blast on toughened glass, bottom picture, compared to laminated glass top picture.



# ANNEX A

- Using non-glazed cladding materials that will provide protection from fragmentation and will not readily fragment or fail under blast loads, and fixed to the structural frame with connections that can resist inward and outward loading;
  - Avoiding blast traps/containment in building elevations/façades (such as overhangs and deep recesses) or surroundings;
  - Protected Spaces (previously known as Bomb Shelter Areas) and the evacuation routes to them should provide effective resistance to blast and fragments. The exit routes should be duplicated. They should be in a core part of a robust building, remote from threat areas and away from a perimeter, preferably at levels above ground floor or in a basement. They should also provide good fire resistance. Overall space should be provided on a basis of at least 0.66m<sup>2</sup> per person, related to the building occupation level. Provision in Protected Spaces should include a means of communicating with the facility's control room and the outside world, lighting and water and, ideally, seating, toilet facilities and a back up means of communications. Specialist advice should be sought;
  - Avoiding masonry buildings over two storeys, unless special masonry reinforcement is employed;
  - Using pre-cast framed structures where connections between components provides a comparable level of robustness to that achievable with an in-situ reinforced concrete frame;
  - Roof structure (and components of) over occupied spaces constructed of reinforced concrete (not less than 150mm thick) particularly if there is a mortar threat;
  - As small as practical structural spans with regular column grid spacing, and the avoidance of large spans, particularly at lower levels. Check removal of key elements if exposed or at risk to impact explosive attack to ensure that their removal does not lead to a progressive collapse.
- ## Building internal layout, facilities and building services
5. Measures that should be considered include:
    - Locating critical elements, such as essential building utilities, in the most protected parts of the facility or dispersed, duplicated and/or disguised;
    - Provision of entry/exit point intruder detection and CCTV;
    - Provision of public address (PA)/communications for emergency announcements;
    - Separation of the main public/visitor entrance from the main stair/service/lift shaft riser;
    - Separation of the main public/visitor/reception area from any central internal atria;
    - Split floor areas up with robust internal partitions to limit penetration of possible fragmentation;
    - The incorporation of at least two staircases in the layout, spaced apart but preferably with no more than 50m between them, and orientated to provide diverse, well separated escape routes;
    - Entrance arrangements appropriate to the likely attempted hostile entry risk (eg vehicle and pedestrian barriers). For

# ANNEX A

example, the provision of a lock-down capability for the entrance area in an emergency, where initiation of lock-down is by local alarm, and release is remote, for example from an inner security control position;

- Entry control at the earliest point of entry. The greater the entry distance, the greater the potential risk;
- If an entry access control system is to be provided, it is preferable that includes PIN verification at the outer boundary;
- Separation of the general heating, ventilation and air conditioning (HVAC) system from the provision for the entrance areas/foyers;
- Locating air intakes for the HVAC system in a secure location and ideally at level 2 or above;
- Ability for the HVAC system to be capable of rapid shut-off and the location of make-up air intakes in a secure area;
- Locating essential/critical services away from vulnerable facades of the facility;
- Locating the security control centre within a protected area of the facility.

## Parking of vehicles beneath buildings

6. The parking of vehicles and the delivery of goods beneath buildings may in some circumstances offer particular design advantages (such as preserving streets frontages and using land more efficiently) which may outweigh other considerations. However such underground or sub basement parking and delivery areas can present significant challenges from the point of view of counter terrorist protective security as they increase vulnerabilities to terrorist attack by vehicle borne improvised

explosive devices (VBIEDs) – and hence pose a risk.

7. Where such facilities are planned and they involve access by unscreened vehicles, then it is important that those proposing the development consider the risks posed and any options for mitigating it by reducing the development’s vulnerabilities. This includes, where necessary, introducing design mitigation measures such as a strengthened structural building designs taking account of advice from police Counter Terrorism Security Advisers (see bullet points under paragraph 4) and the introduction of improved traffic management, including screening of vehicles (see paragraph 14 under the “Traffic Management” heading in Annex B).

## Deliveries (including post) to facilities

8. Protection of facilities from deliveries (including post) to them could be on a rolling scale. For low threat installations, the delivery and post receipt areas could be in an isolatable part of the building where receipt of a suspicious item will not disrupt the remainder of the building. As the threat increases, measures to be considered include installation of an x-ray scanning machine and local containment through to off-site receipt and processing facilities for all deliveries.

## General considerations

9. The likely response from emergency services – How quickly can they be called and how long will they take to arrive at the facility?
10. Whether hazardous stores can be located at a safe distance from the facility.

# ANNEX B

## Typical counter terrorism design attributes - Design of Hostile Vehicle Mitigation Measures

1. Vehicle borne threats range from vandalism through to sophisticated or aggressive attacks by determined criminals and terrorists. Methods employed to gain unauthorised entry or exit from a site can range from the surreptitious tampering with barrier systems through to vehicle borne improvised explosive devices (VBIEDs) rammed in to the site by suicide operatives.
2. The load carrying capacity and mobility of a vehicle offers terrorists a convenient delivery mechanism for a large explosive device. The choice of vehicle and driver by those with hostile intent can also assist if either's familiarity can help to deceive surveillance or assist in gaining entry to sites.
3. Clear definition of the threat and the potential attack methods to be countered helps identify the most appropriate mitigation techniques.



## Types of vehicle-borne threat

4. There are five main types of vehicle borne attack – all can be deployed with or without the use of suicide operatives.
  - i. Parked vehicles. Controlled and uncontrolled parking facilities for unscreened vehicles adjacent to a site can pose a significant problem in terms of blast stand-off distances against VBIEDs.
  - ii. Encroachment is where a hostile vehicle negotiates through an incomplete line of defences without the need to impact. An alternative form of encroachment is the exploitation of an active/retractable barrier system at a vehicular access control point by a hostile vehicle “tailgating” a legitimate vehicle through the access control point.
  - iii. Penetrative attacks use the front or rear of the attack vehicle as a ram and have historically been used for criminal activity and terrorist attack to breach target premises. The choice of threat vehicle type in terms of its structure, mass, velocity and manoeuvrability will directly affect the design of suitable countermeasures.
  - iv. Deception techniques prey on human weaknesses. For vehicle borne threats this may be by the use of a “Trojan” vehicle (one whose model, cloned livery or registration is familiar to the site), or by hostile occupants negotiating their way through on a pretence, or by using stolen or cloned access control or ID passes. Alternative scenarios include an unwitting mule/delivery driver delivering an IED surreptitiously planted by an attacker or an insider

# ANNEX B

threat bringing a device in to their own work site.

- v. Duress against the occupant of a legitimate vehicle to carry a hostile payload or duress against a guard controlling an access control point.

5. Whereas most new-build designs in green field sites could accommodate either sufficient blast stand-off distances in their site layouts or build structural robustness in to their building, most existing sites (often through necessity and site, building, financial and logistical constraints) risk manage the vulnerabilities and place their trust in enhanced retro-fit physical measures, procedures and the assumed legitimacy of staff, pool or routine delivery vehicles etc. Naturally this affects the risk of a site to the last two forms of vehicle borne threat, namely “entry by deception” and “entry by duress”.

## Site considerations

6. When designing hostile vehicle countermeasures it is extremely important, where possible, to maximise blast stand-off distances from the assets that require protection.



7. Historically hostile vehicles were parked, often legitimately, adjacent to the intended target. The stand-off distance used as the basis of the design for blast hardening of a building must be enforceable, i.e. no unauthorised (hostile or otherwise) vehicle can gain access beyond the stand off barrier line. By doing so, the buildings' blast protective measures and associated costs may be lessened.

8. Costs associated with fully hardening a building due to lack of blast stand-off can be significantly greater than installing vehicle countermeasures at a suitable distance. This is particularly the case with new or refurbished builds. However, each site will need to be assessed on a case by case basis, as land costs, ownership, available room, planning permission, business needs and re-location costs may eliminate any cost benefit.

9. Site design can accommodate countermeasures to layered vehicle attack scenarios where one or more of the above threat scenarios is used – for instance one hostile vehicle to create a gap by way of penetrative attack or blast and then another to exploit the subsequent gap and get closer to the asset.

## Site assessment for vehicle-borne threats

10. Each site will require a specific assessment before countermeasures can be recommended. Those doing the assessment will need to purely assess whether the adjoining land is traversable and if so by what vehicles, ignoring congestion, signage, road markings and “rules of the road”.

11. Part of the assessment will be to assess maximum speeds and angles of attack achievable by a hostile vehicle undertaking a penetrative attack. This process is called vehicle dynamics assessment and profiles all the approach routes. This allows the countermeasures to be designed to an appropriate level, preferably not over engineered (for cost effectiveness) and not under-engineered (for risk management).
12. After installation of vehicle security barriers at a site, regularly review any changes to the surroundings – for instance demolition of a neighbouring building or changes in the landscape could open up an approach route that previously did not exist or could allow a fast straight approach that for certain threat vehicle types would exceed the capability of the original vehicle security barriers. Equally, monitor neighbouring site activity, security measures and ownership, in case it affects the vulnerability of the assets and security systems.
13. Once a site's vulnerabilities have been assessed it is possible to assess risk and to devise mitigating and counter measures.



## Traffic Management

14. For retrofitting a site, early security designs typically try and accommodate the existing traffic patterns of staff, deliveries and visitors. By doing this the solutions are usually less effective and more expensive. A starting point is to try and manage traffic in such a way that natural blast stand-off is created and less traffic has to negotiate vehicle access control points. If pass check personnel are in situ at an access control point then design the area so that they are not put under undue pressure or distracted by traffic management requirements.

## Options

- i. Traffic exclusion is the starting point in terms of ambitious and effective protection. On larger self-contained sites, car parking for both visitors and staff further away from a protected building can bring extra confidence through natural stand-off – covered walkways which are not typically provided currently in car park designs, or a park and ride facility depending on relative distances, may ameliorate any staff concerns.
- ii. Traffic exclusion but with screening of any vehicles that are allowed in to the cordon is the next best option. Less than 100% screening or a random screening strategy increases risk. Off site consolidation and screening facilities can offer multiple security benefits by reducing the number of vehicles that need to access either a secure site or underground delivery and parking facilities within a development. Such off-site screening increases the confidence of any vehicle that does arrive at a site and can release valuable space inside

## ANNEX B

the development for alternative uses. Other environmental, safety and cost benefits may also ensue from off-site screening facilities.

- iii. Traffic inclusion for any vehicles within and around a large perimeter site is an option but typically would need to be coupled with individual protection schemes around critical and/or vulnerable assets thus providing reduced blast standoff.
- iv. Although temporary vehicle security barriers at times of heightened threat are an option for some sites, they have a number of drawbacks, namely that their deployment is intelligence based; they require specialist equipment and time to deploy; unless stored locally, they would normally need to be transported to site; they may be deployed too late if in response to other attacks; temporary barrier systems are usually less effective against penetrative impact than permanent alternatives; they are often not suitable on natural or soft ground surfaces; their modular and wall-like nature does not always lend their effective use to undulating or unmade ground; their mass may preclude their use at certain sites; few temporary barrier designs incorporate integral vehicle gate systems; and effective temporary barriers tend not to lend themselves to use at sites which have less defined pedestrian desire lines and which need to be pedestrian permeable such as at transport interchanges or shopping centres.

15. If vehicular and/or pedestrian traffic into, or along, a road needs to be temporarily or permanently restricted for counter-terrorism purposes, the Chief Officer of Police can recommend to the Highway Authority that they introduce

an Anti Terrorism Traffic Regulation Order (ATTRO). These are made with reference to Sections 22c and 22d of the Road Traffic Regulation Act (as amended by the Civil Contingencies Act). Further information on their applicability and selective use is available from CPNI or CTASAs.



### Traffic Calming Measures

16. Slowing traffic in advance of vehicle security barriers has a number of benefits. It gives drivers the ability to better comprehend what is expected of them at a barrier system. It provides the guard force with more time to assess approaching vehicles and their occupants and affords more scope to react appropriately. In addition the vehicle approach speed will be reduced accordingly; this reduced speed can then be used to design an appropriately 'matched' barrier system to resist the hostile vehicle impact, therefore potentially reducing costs and infrastructural/engineering impacts as well as potentially allowing for more visually acceptable barrier solutions to be deployed.

17. Traffic calming can be achieved by way of vertical deflections (typically road humps) or horizontal deflections (typically bends or chicanes). The former is typically deployed for safety engineering reasons and relies on the consensual nature of the driver to slow down. The latter is more effective for security applications but such traffic calming has to include non-traversable or anti-ram measures for greatest effectiveness. Horizontal deflections can preclude poorer turning circle vehicles – although parts of the chicane can be designed as retractable for occasional access by such vehicles.
20. The blast stand-off measures should be spaced such that the maximum clear distance between fixed structures is 1200mm. Seek advice for the appropriate gaps and overlaps between items that displace on impact. When the stand-off measure tapers in elevation the 1200mm clear dimension is to be measured at a height of 600mm above the finished level. The 1200mm dimension has been optimised to limit the opportunity for the vehicle to extrude through the barrier line, whilst providing sufficient access for pushchairs and wheelchairs. The typical minimum height of all measures is 900mm but lower heights are possible depending on the form of the barrier, nature of the approaches and threat vehicle types.

## Vehicle Security Barriers

18. Vehicle security barriers provide the hard stop for penetrative vehicle attack. They are structural in nature and can be either Active (powered or manual) or Passive. Active measures include hinged and sliding gates, boom barriers, retractable blockers and retractable bollards. Passive measures include earthworks, static bollards, walls and planters.
19. Trees of sufficient girth and rooting can be used as a vehicle security barrier but care must be taken to monitor the ongoing health and structural integrity of the tree. The tree will also need to be maintained such that limbs do not provide an easy climbing aid close to a perimeter and such that evergreen or seasonal foliage does not obscure sight lines for guard force surveillance. It is rare to be able to solely rely on trees as a vehicle security barrier due to the inability to grow sufficient strength trees close enough to each other to deny vehicle access between them.
21. Vehicle security barriers typically require well designed structural foundations in order for the items to perform appropriately in the event of a hostile impact. The foundations may need to accommodate underground utilities or provide for their diversion. Future maintenance access to the utility chambers will need to be considered at the design stage.



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## Safety, Maintenance & Service Issues

22. Regardless of category or type of operable barrier, in the context of safety, operable (active) barrier systems are considered to be ‘machinery’ and with that the system owners and designers have a duty of care to design a safe environment in which people can work and or transit through on foot or vehicle. Operable barriers will require maintenance and servicing during their lifetime and therefore implement a robust service level agreement to reduce or eliminate barrier downtime. Despite best efforts, there is always the possibility that an accident of collision occurs between the operable barrier and a legitimate or hostile vehicle. It is therefore very important to have a contingency plan that allows that location to be either brought up to full operational capability very quickly or secured and an alternative location used.

## Specifications and Advice

23. The UK Government’s Centre for the Protection of National Infrastructure (CPNI - [www.cpni.gov.uk](http://www.cpni.gov.uk)) has published both impact testing and installation guidance documents, in the form of British Standards Institution (BSI - [www.bsi-global.com](http://www.bsi-global.com)) Publicly Available Specifications (PAS). The two documents are:

- PAS 68 entitled ‘Specification for Vehicle Security Barriers’ which covers manufacture and testing of vehicle security barriers. It is strongly recommended that all secure anti-vehicle perimeter barriers be specified to comply with PAS 68 at an appropriate performance level.

- PAS 69 entitled ‘Guidance for the Selection, Installation and Use of Vehicle Security Barriers’ provides guidance on the selection and installation of the vehicle secure barriers.

24. CPNI also provide awareness and training in the subject of designing out vehicle borne terrorism. CPNI also provide site-specific advice and maintain a list of appropriate, tested countermeasures derived from their extensive research and development programme.



# ANNEX C

## Role of the police Counter Terrorism Security Advisers (CTSAs), the National Counter Terrorism Security Office (NaCTSO) and the Centre for the Protection of National Infrastructure (CPNI)

### Counter Terrorism Techniques and Advice

1. Counter terrorism design advice is available from the Centre for the Protection of National Infrastructure (CPNI) as well as from police Counter Terrorism Security Advisers (CTSAs) in local police forces. CTSAs can be contacted.
2. In the first instance contact with a CTSA should be made via the local police switchboard or website, if this proves to be unsuccessful, contact can be made via email: [nactso@btconnect.com](mailto:nactso@btconnect.com)
3. Specialist counter terrorist design advice can also be obtained from members of the Register of Security Engineers and Specialists. This Register is maintained by the Institution of Civil Engineers (ICE) and sponsored by CPNI. Further details are available from the ICE (see website: [www.ice.org.uk](http://www.ice.org.uk)).

### NaCTSO

4. The National Counter Terrorism Security Office (NaCTSO) (see [www.nactso.gov.uk](http://www.nactso.gov.uk)) is a police unit co-located with CPNI. It is funded by and reports to the Association of Chief Police Officers (ACPO).

5. NaCTSO contributes to the UK government's counter terrorism strategy (CONTEST) by supporting the Protect and Prepare strands of that strategy. NaCTSO counter terrorism and security work is divided into three areas:
  - Protection of crowded places;
  - Protection of hazardous sites and dangerous substances; and
  - Assist the CPNI to protect the CNI.
6. NaCTSO staff can offer specialist advice regarding business continuity, designing out vehicle borne terrorism, the protection of crowded places and reducing opportunities for terrorism through environmental design.
7. It also provides guidance in relation to the security of explosives and precursor chemicals (including fertilisers), pathogens and toxins, radiological sources and other toxic chemicals.
8. To achieve national delivery on behalf of the Association of Chief Police Officers (ACPO) NaCTSO trains, tasks and coordinates a nationwide network of centrally funded, specialist police advisers known as Counter Terrorism Security Advisers (CTSAs). The primary role of these advisers is to provide help, advice and guidance on all aspects of counter terrorism protective security across a variety of sectors.
9. There is at least one CTSA in every police force in the UK, and a number of police forces with at least two CTSAs. Most CTSAs work within or alongside their force Special Branches.
10. The work of the CTSAs is coordinated and directed by the National Counter Terrorism Security Office (NaCTSO), who work to the Association of Chief Police

## ANNEX C

Officers. NaCTSO are co-located within the Centre for the Protection of the National Infrastructure (CPNI), and are accountable to the Director General of the Security Service (MI5).

11. NaCTSO and CTSA's have recently been delegated responsibility by the Home Office for dealing with protective security for 'Crowded Places', for example shopping centres, sporting stadia, pubs and bars.
12. The core role of the CTSA is to identify and assess local critical sites within their force area that might be vulnerable to terrorist or extremist attack; then devise and develop appropriate protective security plans to minimise impact on that site and the surrounding community.
13. Additionally, the CTSA will promote awareness of the terrorist threat and develop positive ongoing relationships by appropriate discussion of changes in the prevailing terrorist threat and commensurate responses.
14. CTSA's will also strive to engage with other departments within the police as well as partner agencies (such as SOCA - Serious and Organised Crime Agency and HMRC - HM Revenue & Customs) to encourage a co-ordinated approach and build useful networks. They work closely with representatives of trade organisations and professional bodies to ensure Counter Terrorism protective security advice is incorporated in general crime prevention regimes.
15. CTSA's have regular access to current terrorism threat assessments and related intelligence as well as other classified material. This requires that they are all appropriately vetted – above and beyond the usual checks for police officers and staff.

16. CTSA's receive comprehensive specialist training in areas such as explosives and pre-cursor chemicals, pathogens and toxins, radiological sources, site and vulnerable point surveying, business continuity and disaster recovery, information and personnel security, integrated security systems, designing out vehicle borne terrorism and the threat from CBRN attack.

17. CTSA posts are centrally funded by the Home Office in England & Wales.

### CPNI

18. The Centre for the Protection of National Infrastructure (CPNI) (see [www.cpni.gov.uk](http://www.cpni.gov.uk)) is the Government authority which provides protective security advice to businesses and organisations across the national infrastructure. CPNI advice aims to reduce the vulnerability of the national infrastructure to terrorism and other threats, keeping the UK's essential services (delivered by the communications, emergency services, energy, finance, food, government, health, transport and water sectors) safer.
19. CPNI runs a research and development programme devising effective countermeasures to evolving threats. CPNI provides integrated (combining information, personnel and physical) security advice to the businesses and organisations which make up the national infrastructure.
20. CPNI sponsors the Register of Security Engineers and Specialists. The Register is managed and organised by the Institution of Civil Engineers and provides a professional competence standard for potential clients and insurers through its code of ethics, demanding peer

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## ANNEX C

review and strict continuing professional development requirements.

21. CPNI is accountable to the Director General of the Security Service (MI5) and operates under the Security Service Act 1989.

# ANNEX D

## Role of Architectural Liaison Officers/ Crime Prevention Design Advisers

1. Police Architectural Liaison Units (ALUs) provide crime risk management and Crime Prevention Through Environmental Design (CPTED) advice within their police force area, in order to reduce opportunities for crime and disorder. Designing out crime (including terrorism), at the earliest stages in the planning process can be extremely effective in developing safer and more secure environments in which people can live and work.
2. Local Planning Authorities routinely consult the ALU for security and crime prevention comments and recommendations in respect of most major planning applications. In the context of this guidance, the Architectural Liaison Officer (ALO)/ Crime Prevention Design Adviser (CPDA) in the capacity of crime prevention consultee within the planning process, is often the first of the police or security authorities to have knowledge or sight of many planning and development proposals. The ALO/CPDA is therefore well placed to filter planning applications and identify those where there is a counter-terrorist protective security dimension that warrants more detailed scrutiny. The ALO/CPDA can then ensure that the applicant is provided with the most appropriate counter terrorism advice through their police force CTSA .
3. The involvement of the ALO/ CPDA therefore ensures that there is the opportunity for dialogue between the applicant/developer, the local planning authority and the counter terrorism security specialists.
4. Within the wider field of CPTED, ALOs/ CPDAs also:
  - offer risk commensurate crime reduction advice and actively promote “Secured by Design”, “Safer Parking” and other relevant security award schemes;
  - promote effective community safety practice and encourage the development of safe environments that reduce risk and mitigate the impact of crime;
  - establish effective local and national partnerships in order to develop the built environment in ways that reduce opportunities for crime and disorder;
  - establish strong and effective lines of communication with the local planning authority and develop links into the planning process to ensure that where security advice is sought on new or existing planning projects police advice is able to be offered as early as possible; and
  - influence and encourage planners, designers and developers to incorporate crime reduction, including counter terrorism measures into their development projects.

# ANNEX E

## Police led projects/ operations raising awareness of counter terrorism protective security

### Project ARGUS

1. Project Argus is a counter-terrorism tabletop exercise produced by the National Counter Terrorism Security Office (NaCTSO) and delivered nationally by the national network of police CTSA's.
2. The exercise scenario comprises a coordinated terrorist attack targeting a "crowded place". It is specifically aimed at the various sectors of the business community such as retail, leisure and commerce and aims to provide valuable counter terrorism advice on protective security, resilience and hostile reconnaissance in light of the current terrorist threat.
3. It does this by taking businesses through a simulated terrorist attack; the simulation provides a realistic scenario prompting open discussion to identify the measures for preventing, handling and recovering from a terrorist attack and explores their expectations against reality.
4. Delegates are split into small syndicate groups and asked to work through a number of questions and scenarios prompted by the simulated sequence of events and the CTSA facilitators are supported by a panel of experts.
5. These exercises have been successfully run nationally since January 2007 and are free to business representatives attending.

### Argus Professional

6. Argus Professional was launched in 2008 and is based upon the successful format of project Argus. It was developed by NaCTSO to target planning, architect and design professionals to raise awareness of designing in counter terrorism protective security measures. These professions have been identified as a group that can play a significant role in counter terrorism, hence the aim of Argus professional is to encourage debate, and demonstrate that counter terrorism measures can be designed into structures and space to create safer crowded places. The delegates are also made aware of the role and responsibilities of ALOs and CTSA's.

### Project GRIFFIN

7. Project Griffin is a police-private industry initiative to accredit security personnel in identified locations by their attendance at a one day course in order to improve their skills and knowledge levels in relation to counter terrorism activity.
8. Project Griffin aims to encourage members of the community to work in partnership with the police to deter and detect terrorist activity and crime. This will be achieved by working with the community to:
  - Raise awareness of current terrorist and crime issues;
  - Share and gather intelligence and information;
  - Build and maintain effective working relationships;
  - Seek solutions to defeating terrorism and crime;

# ANNEX E

- Maintain trust and confidence in the Police and other authorities; and
  - Empower people to report suspicious activity and behavior.
9. The main strand of Project Griffin is very much about the police sharing information with key trusted partners in the community, by providing input through an 'Awareness Day'. The Awareness Day is delivered in a structured way, covering topics such as the current threat level, hostile reconnaissance, recognising the components of an explosive device and person/vehicle borne devices (all available through the Internet) helping to galvanise and motivate participants to want to work with the police.
  10. Project Griffin aims to empower local partners to recognise and report suspicious activity and behaviour to the police. The Awareness Day also serves to help people think about their own local procedures and processes for dealing with certain types of incident during times of emergency.
  11. The Project Griffin concept is subject of copyright and, therefore, all police forces who wish to participate in the scheme will be required to sign a protocol document with the City of London Police outlining the terms in which they will operate the scheme.

## Operation LIGHTNING

12. A police co-ordinated hostile target reconnaissance operation to identify those who might be concerned in terrorist activity and/or domestic extremism.
13. A national intelligence gathering operation to research, record, investigate and analyse suspicious sightings or activity near to or at prominent or vulnerable structures or buildings.

## The Case Studies

Effective protective security regimes draw upon the 'Deter, Detect, Delay' principles. The appearance of a site to any potential attacker, whatever the motive, can play a significant role in how they assess the vulnerability of that site.

2. A clear area, well maintained, with managed access points and reception facilities set in tidy grounds, presents an image of professionalism and offers less opportunity for an intruder to go unnoticed. This may well be enough to deter them from further action.
3. Once an attacker has decided to continue with an intrusion then robust, proportionate, well maintained and well managed protective security systems, including structured policies and procedures that are adhered to, make it more difficult for critical assets to be accessed. As a consequence, an attacker has to evade or circumvent these measures to effect an entry. An integrated security regime will detect an intruder at an early stage, and, most importantly, before any critical assets have been reached.
4. The attacker must then breach the physical security measures before gaining access to any assets. The right measures will provide a sufficient delay to allow time for the security response to reach the point of attack and apprehend the intruder.
5. Existing sites looking to improve their overall security arrangements will have to install new systems and physical measures retrospectively. It is important therefore to select the most appropriate measures applicable to that site and its security requirements to minimise the financial impact and business disruption caused by installation and implementation.

6. Consideration of security features is most effective for new build sites at the design concept stage, so effective consultation with the relevant stakeholders, planners, designers, police and security experts is of paramount importance. This will identify the level of security required and the most appropriate measures and systems available to meet that requirement. The procurement and installation can then be incorporated into the design and build budget, whilst the site and building design can accommodate the security measures and still achieve a welcoming, attractive, comfortable and safer environment.

7. This 'Safer Places' guide features four good Counter Terrorism design principles;

- Blast Resistance;
- Building Management Facilities;
- Traffic Management and Hostile Vehicle Mitigation Measures; and
- Better Oversight.

8. The following examples show how recent projects have included such principles.

## Blast Resistance

9. Resistance to blast can be achieved in a number of ways. **A Government department's headquarters building in central London** is a good example of how measures can be combined to reduce the vulnerability to blast.

10. A series of bollards (impact tested to an appropriate BSI PAS 68 criteria) has been installed around the building perimeter to keep potentially hostile vehicles further away from the periphery. This system provides distance between the bollards and the building, referred to as 'stand-off', reducing the effects of a blast the building.

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11. In addition, the building incorporates laminated glass in strengthened frames to reduce fragmentation and so reduce the number of casualties in the event of a blast.

12. The construction of raised beds and a water feature at the main entrance softens the appearance of the building, making it more attractive to visitors and personnel alike.

13. Another good example can be found in a **sports stadium**. The overarching requirement at stadia, which is mandated by legislation, is to ensure the safety of the many thousands of people accessing a venue for an event and departing afterwards. Hostile vehicle mitigation measures were constructed at pedestrian access points in such a way that they would be clearly visible to crowds and therefore ensure easy egress whilst reducing any potential trip hazard. In addition, these measures were designed and constructed so that, if an attack took place, as well as preventing a hostile vehicle entering the pedestrian walkways, they would be more resistant to blast, thus reducing injury to people nearby from secondary fragmentation.

14. A **major station** recently subjected to a major refurbishment and development, also has installed a series of measures to prevent vehicle borne improvised explosive devices accessing the concourse.

15. Pedestrian entrances and vulnerable areas have been protected by correctly spaced and impact tested bollards, lowering the vulnerability to vehicle borne improvised explosive devices and extending the stand off distance, so that blast effects are reduced. Whilst the majority of bollards are fixed in place, some demountable bollards have been

included in areas where emergency services and maintenance vehicles require access. These bollards are controlled by the on-site security guard force.



## Building Management Facilities

16. All buildings require services and management facilities such as delivery areas, post rooms and storage areas. Heating, ventilation and air-conditioning systems (HVACS) and utilities all have to be located within, around or upon the building structure. These systems may carry vital data or provide energy for essential processes and critical assets. Ducting, pipework, cable management systems and other building services installations can be vulnerable to attack if inappropriately placed; and appropriate arrangements need to be in place to ensure maintenance work is carried out by trusted personnel.
17. Careful consideration and design of the systems and their routes can greatly reduce the vulnerabilities they present. The need to maximise the use of space, largely driven by the cost of land, has pushed buildings upwards and designers have put building services such as HVACS on rooftop platforms to reduce building footprint size. Additionally, lift gear and water tanks have to be located at height through operational need, as do communications masts and aerials.
18. Many public buildings have all HVACS equipment installed at rooftop height. This includes the air intakes and service hatches. Access to these systems is regulated by the existing access control regime applied across these sites, with no requirement for additional fencing, policies or procedures. Physical circumvention of the protective regimes, although not impossible, is extremely difficult, especially if it is to be achieved undetected.



19. **A recently completed shopping centre and precinct development** has incorporated a number of features into its final design. Although this project was conceived and design commenced during the 1990s, events in the Haymarket and Glasgow Airport in 2007 reinforced the need to consider counter terrorism and protective security measures at an early stage in the design process. This allowed the local CTsAs, working with representatives from the Centre for the Protection of National Infrastructure (CPNI), to engage with the design team, senior management and the developers to consider vehicular access to the site and identify protective security measures that were achievable, appropriate and acceptable to all.
20. This city centre venue is surrounded by the local roads network, which includes primary and through routes and, as can be seen in the photograph above, an underpass. The underpass presented vulnerabilities to terrorist attack at an early stage, and due to the importance of the route and the need to maintain service access a permanent road closure was not an option. Through consultation with the local authority a series of measures have been introduced. These include a robustly enforced parking and loading restriction, and more significantly,

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an Anti Terrorism Traffic Regulation Order (ATTRO).

21. The ATTRO allows the local police to close the route at certain times, specified in the order, and divert vehicles away from the area.
22. The site also includes a substantial underground delivery and service area. There is a need to control access into these areas and manage delivery arrivals and prevent hostile vehicles penetrating vulnerable or critical facilities before they can be identified and denied access. Effective measures had to be deployed which would achieve this without unduly impacting upon the day to day site operation.
23. Existing sites where rejection routes have not been considered at the design stage often face difficulties, as their service entrances do not allow room for rejected vehicles, such as large articulated goods vehicles, to turn around or manoeuvre away. Consultation with the local city council has resulted in agreement for the centre management to utilise a holding area on the approach roads, some distance from the entrance, where expected vehicles wait whilst their appointment and identity details are verified before they can be security screened and then called forward to the service area. Spontaneous arrivals also have to wait here, so security personnel can obtain the necessary information and then confirm with the intended recipient that the delivery and/or delivery agent are bona fide. Where that is not confirmed then the vehicle is rejected and can easily be returned to the roads network or, if necessary intercepted by the appropriate enforcement agency.



24. The service entrances are protected by a series of rising bollards, meeting BSI PAS 68 and 69 specifications, control of which sits with the site security guard force. These are integrated with the local road layout, and at other entrances around the site augmented by additional features such as anchored stone benches, reinforced concrete walls and fixed bollards. The selection, design and layout of these measures was directly influenced by underground service ducts and utilities infrastructure. Close liaison was necessary between designers, planners, CTSAs and utility companies to understand how the different networks and infrastructure could work in concert with each other without incurring unnecessary levels of cost or disruption whilst still maintaining the required level of protection.



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### Traffic Management and Hostile Vehicle Mitigation Measures

25. Traditionally, protective security barriers, such as bollards, planters and gates, have required deep and/or wide structural foundations which have large cost and time implications in terms of ground excavations and the relocation of existing underground utilities. CPNI has been working with industry and impact test facilities to push the boundaries of science to better understand the dynamic loadings on various types of barrier during vehicular impacts, to identify the thresholds of success/failure and to identify new materials and alternative construction methods that can better cope with both impact and potentially a subsequent blast. This work has allowed systems to be engineered with far less onerous foundations and is already paying dividends on site for instance with the use of bollard systems requiring only 112mm (4.5 inches) of excavation.



26. The Cabinet Office (on behalf of Government departments) has worked with the City of Westminster and their contractors, engineers, planners and specialist consultants to install essential protective security stand-off measures within the environs of the iconic Whitehall streetscape, whilst making significant improvements to the area, such as better use of public space and improving the visitor experience by widening footways.



27. The structural measures comprise bollards, balustrades and walling systems sited sympathetically and appropriately with the many and varied historical structures and listed buildings in the area. Many of the security solutions were pioneered and tested by CPNI with the help of industry and predominantly reflect the architecture of the adjoining listed buildings. They utilise

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shallow foundations that are designed to accommodate existing underground obstacles such as utilities and roots of mature trees. The structural core is made of a unique proprietary blast resistant system which consists of steel plates and friction welded spacers, which is then filled on site with concrete. In the case of walls and balustrades on Whitehall, Portland stone cladding is then applied to the core.

28. The **Traffic Environmental Zone (TEZ)** is a security cordon surrounding the City of London. Originally installed in 1993, the primary purpose of TEZ measures is to slow and rationalise vehicular movements entering the “square mile”. Points of entry into the City were narrowed in order to calm traffic, 17 minor streets were close, and 13 were converted to one-way traffic. These changes were installed over a single weekend, utilising temporary measures on an experimental basis. The TEZ was subsequently expanded to the north and west in 1998 and between Holborn and Victoria Embankment in 2003.

29. Initially, concrete blocks and bollards were utilised to enforce TEZ measures. Over time, these have been replaced by more permanent solutions which sought to reclaim areas of the public realm for the benefit of pedestrians. One piazza is a notable example of this. Formerly a two way vehicular route, the area has been subject to a high quality design approach that integrates security measures alongside improvements to the public realm. The carriageway was raised to footway level and repaved using granite setts, while the footway itself was resurfaced with York stone. Stone seating and planters are used to subdivide the space, allowing adjacent restaurants to spill-out onto the footway.



30. Within the area-wide TEZ, further visual deterrents have been introduced to improve security in the “square mile”. The City encourages the use of features such as raised planters, trees, and benches as an alternative to bollards, in order to provide perimeter protection for specific buildings. These may be crash-rated, providing the security of crash-rated bollards without drawing attention to their protective role. The use of an area-wide security approach together with building perimeter measures has reconciled the City’s security demands with the needs of pedestrians and business.

## Better Oversight

31. One **major shopping centre** in the UK has a large number of CCTV cameras within the site and these are monitored and controlled from a dedicated security control room. The system also incorporates an Automatic Number Plate Reader (ANPR) that has a number of software filter measures to reduce excess data capture and keep the system more manageable. For example, during day to day operation it uses an internal database of vehicles known to the security management. For specific issues or to accommodate the investigation of crime it can also have other databases added. Enforcement agencies work in partnership with the centre management, utilising the CCTV system and adding access to databases such as the Police National Computer (PNC) to facilitate a particular operational need.

32. If the ANPR system identifies a vehicle of interest to the authorities then operators can 'track' it around the car parks. If the occupant(s) alight from the vehicle they too can be tracked around the centre.

33. Within the Control Room they abide strictly by the Data Protection Act 1998 and the centre employs a member of staff who has responsibility for management and accountability issues.



34. A **major station** main building, has a large expanse of glazing across most of the roof area. This lets in high levels of natural light and provides an excellent basis for natural surveillance. The comprehensive CCTV system has been integrated with internal lighting to provide a similar environment in low natural light conditions. This is further enhanced by the use of glazed panels in place of solid barriers to manage and separate pedestrian traffic and define security zones. As a consequence, this large, open public space and adjacent restricted zone has a comfortable, welcoming atmosphere whilst enhancing clear views of the area, limiting the opportunities for all types of crime. CCTV monitoring by the in house security guard force is augmented by operational links to British Transport Police affording a rapid and appropriate response to incidents.

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### Early Engagement in Planning and Design

35. A **major sports stadium** is an example of a private sector building with overt protective security measures designed to mitigate against a hostile vehicle attack.
36. It was a major project involving partnership working between the site owners, architects, Government Security Advisers, police Counter Terrorism Security Advisers (CTSAs), Local Authorities and others.
37. The need for a partnership approach was

identified at an early stage in the project. A police 'Major Projects' team became involved, and this team arranged for the local CTSA to advise on CT driven protective security measures. A series of briefings were delivered to the stadium Safety Manager and to the board of directors to raise awareness about terrorism and its relevance to a crowded place venue.

38. The police team not only looked at design from a 'Crime Prevention Through Environmental Design' (CPTED) and CT point of view, but also from a policing operations perspective, i.e.; 'How was the venue going to be policed during an event?' Account was also taken of the requirements of, for example, the Fire and Rescue Service to facilitate their response and ensure site compliance with Fire Safety Regulations.
39. Since completion, the sports stadium has been acknowledged as a leader in its imaginative design of hostile vehicle mitigation measures and has become a favoured venue for high profile conferences. This unanticipated business opportunity has been borne out of the effectiveness of the integrated security approach.
40. A **major project to develop a station** commenced in 2000. Major stakeholders were involved in the planning and design from the outset. These included, from a security point of view, British Transport Police (BTP) Counter Terrorism Security Advisers, Architectural Liaison Officers, Crime Reduction Officers, experts from the Centre for the Protection of National Infrastructure (CPNI), and because the original building was a Grade 1 listed building, representatives from English Heritage and railway heritage organisations.

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41. The design aspirations and security requirements were agreed and incorporated into the design, planning and build programme, resulting in the current structure today.
42. Many of these links have been maintained to cater for the day to day running of the site. Policing and response plans involve co-operation between BTP and the local police force, the council and the site management. On site security guards are complemented by regular patrols from the police. A formal forum has been established and meets on a structured basis, with security issues included as a standing agenda item. A dedicated site security manager has been appointed.

43. Due to geographical and operational links with a nearby large busy railway station, currently being refurbished and developed, the same approach to security and design has been adopted. Through this early engagement of common stakeholders the standards reached in an international station are being mirrored in a neighbouring station project, with security matters included as a contractual priority. CCTV systems including that monitored by the local authority, will be interlinked to provide coverage across both sites, and hostile vehicle mitigation measures will be extended to provide perimeter and critical area protection.

### Access Control into Goods Yards and Underground Service Areas

44. Shopping centres cannot operate without a reliable supply chain. One busy **regional shopping centre** has nine separate vehicle access points to the service yards which must be able to accommodate the delivery requirements of all the businesses, including the centre itself, during operating hours. It must manage these requirements whilst ensuring access is controlled. Responsibility for the policy and management of vehicular access control into and out of these nine entrances has been given to an individual member of staff. Each vehicle is logged at the Control Room upon arrival and details relating to the retail unit expecting the delivery, plus a driver contact number, recorded.
45. After 20 minutes the delivery driver and store are checked to certify that delivery is still taking place. This is an example of good practice in their access control and goods vehicle management.

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46. If there is an increase in the threat and/or response level the management will deploy guards to the goods vehicle entrances to carry out more frequent vehicle searches. If necessary all vehicle access can be denied on a temporary basis.

47. Another shopping centre has employed a system whereby all deliveries and contractor visits need to be notified to the control room in advance. This is achieved through the issue of user names and passwords to contractors and unit retailers only when the appropriate documentation has been submitted, checked and authorised. Any vehicle arriving without appointment is refused entry to the site.

48. Such a policy may present difficulties at entrance gates where large goods vehicles are denied access and have to be turned around. Discussions with those responsible for the design and operation of the site, such as local authorities, highways authorities, planners, architects and police help to identify how this can be achieved without causing unnecessary disruption or danger to traffic and pedestrian movement.

49. The international station example used above (paragraph 40 to 43), also represents a good example of how underground service areas can be protected. The underground coach drop-off area, where substantial numbers of people arrive and depart from the station, has had vehicle blockers installed at the entrance and exit points, and is covered by the extensive CCTV system. These areas are constantly manned by a uniformed security guard who validates the authenticity of a vehicle arriving at the entry point. If the vehicle is allowed to enter then the blockers are lowered remotely by the security control room personnel. Operating the blockers in this manner further reduces the possibility of the security guard being coerced or overcome in order to afford access to a hostile vehicle.



## Access Control and Searching Regimes

50. A **national stadium** illustrates good practice in ensuring there is an efficient searching regime for spectators entering the site. Sufficient numbers of well trained searchers are present to reduce as far as possible any queuing outside access gates. Those spectators who do not have bags with them can be fast tracked to further optimise access procedures.
51. The stadium encourages people not to arrive with bags through ticketing and website communication and will randomly search identified spectators who arrive without bags/rucksacks.
52. A **Government department** headquarters building operates an access control regime where all personnel are subject to a security pass system and government vetting protocols to achieve a minimum level of security clearance.
53. This facility is equipped with airport security standard scanning systems. All visitors with baggage items are screened. There is an on-site security guard force, enhanced by regular armed patrols from the local police. Specialist police dogs are also utilised.
54. At a **major city station** the whole station facility has been separated into security zones. The Restricted Zone (RZ) encloses the international departure and arrival lounges, platforms and trains and access is limited to ticketed passengers and authorised personnel. Passengers must pass through a security area operating airport standard screening systems.



55. Implementing an overt person and/or vehicle search regime could help to further enhance the security of their site and such a regime may be desirable if there is a change in threat/response level.
56. Searches of venues and locations where the public have access is best conducted as part of daily good housekeeping before, during and after opening hours.
57. Sites should have a sectorised, systematic and thorough search plan in place and if a suspicious item is found follow the general “Golden Rules” guidance (see the NaCTSO counter terrorism protective security advice documents on their website: [www.nactso.gov.uk](http://www.nactso.gov.uk)).

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58. Site security staff, including door supervisors, are key personnel in this process. Proper training and support empowers them to recognise suspicious activity or objects and encourages them to report and deal with it effectively.
59. Within the **night time economy sector, one city centre based nightclub** venue has employed a series of policies and procedures to reduce its vulnerability. This site has a maximum capacity of approximately 3000 people, and at peak times on Friday and Saturday nights this capacity is often achieved. The club management has engaged with the local authority and business sector to address several issues.
60. City centre roads around the venue are subject to the use of temporary road barriers, restricting and deterring general access to vehicular traffic on peak evenings, but allowing pedestrian access and known taxis. The purchase of the temporary road barriers and the costs of using a private contracted security guard force are met by a consortium of stakeholders from within the city centre, principally other night time economy venues, all of whom benefit from the measures. The restriction of free vehicular access into the most crowded areas at peak times significantly reduces the vulnerability to clientele from vehicle borne improvised explosive devices, and can allow early identification of suspicious vehicles.
61. Queues outside the venue are closely monitored, and as they increase in size so more security personnel are deployed, keeping the ratio to clientele numbers relatively constant and not placing excessive burden on individuals. All security personnel are equipped with 'headcams', a digital camera mounted on headgear, giving an 'eye view' of the scenes they are confronted with. The image and audio feeds are recorded to a personal hard drive, which is downloaded to a centrally controlled database at the end of each shift. This system provides essential protection to the security personnel from spurious allegations through a fully auditable record of events. It also establishes an invaluable database for the investigation of instances of suspicious activity such as hostile reconnaissance, and is an obvious deterrent to potential intruders/attackers who would be wary of their appearance and activity being recorded, even in background scenes.
62. This venue operates during daytime hours as a bar and restaurant and there are several different access points. Prior to the night club opening times, these additional access points are closed down and secured, leaving just the main club entrance available. Security measures are concentrated here, with security personnel patrolling in high visibility jackets. Within the foyer are various signs displaying information about partnership working with local authority, police and nearby venues, searching regimes and tolerance levels. Disruptive individuals are ejected in full view of those waiting to enter. All clientele are required to pass through an archway metal detector before entry and any suspicious items

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identified are removed. No bags are permitted inside the club.

63. This is a good example of rule setting immediately outside a single entry point. It very effectively advertises that there is a well-managed and stringent security regime in place and is a potential deterrent to a large amount of criminal activity, including hostile reconnaissance and attempts to deliver improvised explosive devices.
64. Club management has introduced a policy of planned searches. These are implemented across the entire site by sector teams just prior to nightclub opening times, and soon after nightclub closing times. Each defined area is searched for suspicious items, insecurities or other security related anomalies, which are resolved before the club is opened for business. This activity deals with the possibility that devices may have been planted, or preparations made for some other activity, by paying customers, out of hours contractors/visitors, or persons who may have managed to circumvent existing access control measures.
65. Radio links to security personnel at other venues in the city, and the local police force, allow information about suspicious activity to be spread quickly and this affords valuable extra time for reaction to potential hazards and, if necessary, implementation of emergency plans.
66. Many sites, regardless of which sector they are operating in, face restrictions and limitations on the physical security measures they can deploy. This may be due to a number of issues including planning constraints, heritage considerations, building construction, local infrastructure and services, environmental impact, or a combination of effects from some or all of these. In these instances options for site operators are constrained, so security has to be addressed through policies and procedures designed to reduce vulnerability.
67. However, it is important to remember that sites that do not install physical barriers will remain vulnerable to a determined attack, such as that from a vehicle-borne improvised explosive device. Any physical measure installed, temporarily or permanently, must be managed by an appropriate policy and procedure to ensure it is operated correctly, maintained according to manufacturer's specifications and addresses the relevant security issues to the required level. The most effective hostile vehicle mitigation measure will be one with site security personnel trained to use it, and an enforced policy to keep it in the secure position.

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## Further reading

Safer Places: Crime Prevention and the Planning Process

NaCTSO Counter Terrorism Protective Security Advice booklets\* for:

- Bars, Pubs and Clubs
- Shopping Centres
- Stadia and Arenas
- Visitor Attractions
- Cinemas and Theatres
- Hotels and Restaurants

\*Further specific guidance booklets are planned for the following sectors: Health; Education; Major events and open air festival/events; Religious places/places of worship; Commercial Centres.

Additional NaCTSO guidance booklets:

- Secure in the Knowledge
- Expecting the unexpected.

Security Service document 'Protecting Against Terrorism'.

The Cabinet Office guidance on 'Public Safety in complex and built environments (Capstone guidance on integrated safety management)' published in 2007.

Department for Transport and Communities and Local Government document: "Manual for Streets" and the associated 'Inclusive Mobility' guidance.

British Standard BS8300 Design of Buildings and their approaches to meet the needs of disabled people – Code of Practice.

NHS Estates also publish Health Building Notes (HBNs) which may also serve as a useful medium to get the message across.

"Streets for All: Guidance for practitioners" was produced in 2005 by English Heritage, in conjunction with the Department for Transport. These regional manuals are aimed at all those involved in the design and management of streets. A summary Streets for All (2004) document is also available.

British Council for Offices' Guide to Security in the 21st Century Office (due for publication late 2008)

# Glossary and definitions

**Accessibility** – The ability of people to move round an area and to reach places and facilities, including elderly and disabled people, those with young children and those encumbered with luggage or shopping.

**ALO** – Architectural Liaison Officer. A specialist crime prevention officer, employed by Police Forces, who deals with crime risk and designing out crime advice for the built environment. See Annex D.

**CDRP** – Crime and Disorder Reduction Partnerships. Set up through the Crime and Disorder Act 1998, CDRPs must audit crime and disorder in their local authority areas and set up a strategy to reduce it every three years.

**Contest** - CONTEST is the Government's overarching counter-terrorism strategy. It was published in July 2006, with the aim of reducing the risk from international terrorism.

**Context** – The setting of a site or area, including factors such as traffic, activities and land use as well as landscape and built form.

**Counter Terrorism Security Adviser (CTSA)** - Located within each police force to provide specialist advice about counter terrorist protective security. See Annex C.

**CPDA** – Crime Prevention Design Advisor. A different name for Architectural Liaison Officers, used by some Police Forces including the Metropolitan Police. See Annex D.

**CPNI** - Centre for the Protection of National Infrastructure offers advice aimed to reduce the vulnerability of the national infrastructure to terrorism and other threats, keeping the UK's essential services (delivered by the communications, emergency services, energy, finance, food, government, health, transport and water sectors). See Annex C.

**CPTED** – Crime Prevention Through Environmental Design. The main thrust of this approach is that 'the physical environment can be manipulated to produce behavioural effects that will reduce the incidence and fear of crime, thereby improving the quality of life. These behavioural effects can be accomplished by reducing the propensity of the physical environment to support criminal behaviour.' The three strategies of the CPTED approach that can help to reduce crime. See link below for more information:

<http://www.crimestoppers-uk.org/crime-prevention/helping-prevent-crime/community/crime-prevention-through-environmental-design-cpted>

**Crowded Place** - The working definition of "crowded places" is widely drawn: crowded places sites are regarded as locations or environments to which members of the public have access that, on the basis of intelligence, credible threat or terrorist methodology, may be considered potentially liable to terrorist attack by virtue of their crowd density. These include the following sectors:

- Bars, Pubs and Night Clubs;
- Restaurants and Hotels;
- Shopping Centres;
- Sports and Entertainment Stadia;
- Cinemas and Theatres;
- Visitor Attractions;
- Major Events;
- Commercial Centres;
- Health sector;
- Education sector; and
- Religious sites/places of worship.

**Curtilage** – The boundary of a property.

**IED** - Improvised Explosive Device. Most terrorist bombs are improvised and so are known as improvised explosive devices or IEDs. They can be categorised by their means of delivery, for example a person-borne IED is known as a PBIED. Similarly a vehicle borne IED is known as a VBIED. They can also be categorised by content, for example chemical, biological, radiological, nuclear, incendiary or conventional IED.

**National Counter Terrorism Security Office (NaCTSO)** – Police unit responsible for raising awareness of the terrorist threat and the measures that can be taken to reduce risks and mitigate the effects of a terrorist attack. See Annex C.

**PPS** – Planning Policy Statement. Planning Policy Guidance Notes (PPGs) and their replacements Planning Policy Statements (PPSs) are prepared by the government after public consultation to explain statutory provisions and provide guidance to local authorities and others on planning policy and the operation of the planning system.

**Public space/realm/domain** – The parts of a village, town or city (whether publicly or privately owned) that are available, without charge, for everyone to use or see, including streets, squares and parks.

**Retro-fitting** – Enhancing existing sites retrospectively with the recommended approach to, and required specification of, counter terrorism measures.

**Streetscape** – The street patterns, furnishings and landscaping that form the built environment.

**Stand-off** – The minimum distance between an IED/VBIED and its target.

**Urban design** – The art of making places.

Urban design involves the design of buildings, groups of buildings, spaces and landscapes, in villages, towns and cities, and the establishment of framework and processes which facilitate successful development.

**VBIED** – see IED.



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