

PROMPT: If you're planning for or designing a park anywhere in the LA region, safety is one of people's bigges concerns. As you'll see, safety is both an urgent and vague category. A resident may feel unsafe because of skateboarders, old men gambling at picnic tables, a lack of lighting, a lack of security cameras, etc.

Perceptions about safety can be just as powerful as, say, data about crime.

ARCH698a: Advanced Design Research - Spatial Politics of Homelessness Assignment 2: Group Research Project

September 28, 2020 - 20min Group Presentation Team: Christine, Jared, Megan and Qingru

Approach + Big Questions:

 When asked about people's top priorities in parks, most people say "safety," but what parameters do we use to define the word "safety"?

- What is (and what contributes to) the PERCEPTION of safety?
 - Is this different than the **REALITY** of safety?
 - Who **RESPONDS** to <u>perceptions</u> of safety vs. <u>realities</u> of safety concerns?
 - o Continue to both expand and refine our understanding and research of "safety" in parks

- What is the scale of our inquiry into park safety?
 - LA County (including: State, County, City and community parks of all scales)

Categories of Research

- **PERCEPTIONS**: (Qingru)
 - What are typical fears and concerns people have about park safety?
 - How do perceptions of park safety change by gender, age, race, income, culture, etc.
 - Does safety mean the same thing to everyone?
- **LEGALITY**: (Jared)
 - What activities are considered dangerous/illegal in LA County Parks? + Who decides these rules?
 - What is the spectrum/jurisdiction of authority in enforcing these rules?
 - Who governs what parts of park safety regulations?
- **STRATEGIES**: (Christine)
 - What is CPTED (including its origins and how it evolved and why)?
 - Who do these rules make the park "safer" for? + What are arguments against CPTED practices?
 - How does it then influence the usership of parks?
- **REALITY**: (Megan)
 - What is the reality of crime/safety in LA County, specifically in relation to parks and park safety?
 - How do communities respond to the realities of park safety?
 - What are unconventional examples of improving park safety?

PERCEPTIONS (Qingru)

• Research:

- What are typical fears and concerns people have about park safety?
- What categories could we explore here that impact perceptions of safety:
 - People (ex: "old men," or "skateboarders," or "unhoused individuals," etc)
 - Infrastructure (ex: lighting, security (cameras), maintenance, etc.)
 - Ideas / Concepts (ex: crime, danger, cleanliness, etc.)
- Survey/Interview Perceptions from community sources
 - What are common concerns, strategies to address them, etc...
- How do perceptions of park safety change by gender, age, race, income, culture, etc.
 - Does safety mean the same thing to everyone?
 - How is safety "acted upon" by the Parks system when there could be multiple and potentially competing views of safety?
- <u>Diagram</u>: How do perceptions of park safety influence park distribution and equity?

In addition to size, attraction, and accessibility (Baran et al., 2014), use of urban parks is highly dependent upon how safe users feel there. Perception of danger or feelings of fear likely influence individuals' preferences (Herzog and Kutzli, 2002) and discourage use (Madge, 1997; Molnar et al., 2004). This may compromise the ability of parks to facilitate positive experiences and limit their optimal utilization (Giles-Corti and Donovan, 2002; Gatersleben and Andrews, 2013).

-Baran PK, Tabrizian P, Zhai Y, Smith JW, Floyd MF. An exploratory study of perceived safety in a neighborhood park using immersive virtual environments. Urban forestry & urban greening. 2018;35:72-81. doi:10.1016/j.ufug.2018.08.009

What are typical fears and concerns people have about park safety?

- Unhoused individual
- o Fight
- o Drunk (intoxicated person)
- Underage Drinking
- o Crime
- Gang activity around parks
- o Dealing drugs in the park
- Stranger loftering in the park
- Muggling
- Sexual attack
- Concealed areas

- Unleashed dogs
- o Racial attack
- People approaching the children
- Skateboarders
- Disorderly youth in public places
- o Graffiti
- Panhandling
- People with mental illness

1.Activities

_____ 2.Spatial configuration

3. Physical characteristic

What are typical fears and concerns people have about park safety?

1.Activities

Gang member		Unhoused people	
0	Fight	0	Fight
0	Crime	0	Drunk (intoxicated person)
0	Gang activity around	0	Underage Drinking
	parks	0	Crime
0	Dealing drugs in the	0	Dealing drugs in the park
	park	0	loftering in the park
0	Graffiti	0	Sexual attack
		0	Racial attack
		0	People approaching the
			children
		0	Panhandling
		0	People with mental illness

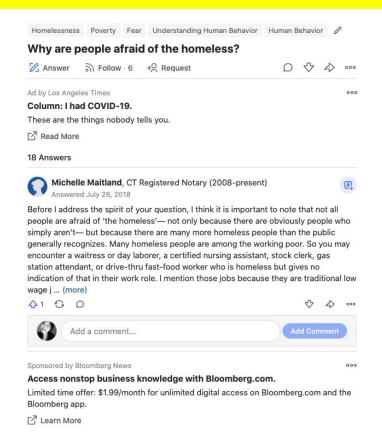
Non-specific Group

- Unleashed dogs
- Racial attack
- Sexual attack
- People approaching the children
- Skatehoarders
- Doing graffiti
- Panhandling
- Fight
- Drunk (intoxicated person)
- Crime
- Stranger loftering in the park
- Muggling
- Gambling
- Panhandling

Teenagers

- Skateboarders
- Doing graffiti
- Stranger loftering in the park
- Muggling
- Disorderly youth in public places

Public misconception surrounding homelessness



Life on the Streets: Fear goes both ways

4 February 2020 by INSP News Service

By Helen Hill, Street Roots

In a recent kick-off fundraiser for the Bybee Lakes Hope Center, a recovery program proposed for the never-used Wapato Jail [in north Portland], real estate magnate Jordan Schnitzer, who owns the controversial taxpayer boondoggle, claimed ticket sales have suffered at the downtown symphony that bears his mother's name because "people are afraid to walk by all the homeless people."

Should the public be afraid of homeless people?

Not according to research.

A person experiencing homelessness is less likely than a housed person to commit a violent crime and is actually more likely to be a victim of violence, the Washington State Department of Commerce notes in its "Homeless Myths and Facts" fact sheet.

"A person who is homeless is no more likely to be a criminal than a housed person, with one legal exception: camping ordinances. People who are homeless break that law merely by being homeless," according to the fact sheet.

We asked Street Roots vendors who live, or have lived, on the streets about their thoughts about the public's image of homeless people as dangerous.

I asked vendor and poet Daniel Cox if there was any reason to be afraid of walking by people living under tarps.

"Not really," he said. Dan believes many people are afraid of catching what he calls "the homeless disease."

"That disease is poverty," he said. "The social community has a responsibility, like I have a responsibility not only for myself but for those around me. People either respond with fear, apathy or they respond with kindness out there. I guess it's wired somewhere in us to be fearful of what we don't understand."

What are typical fears and concerns people have about park safety?

2. Spatial configuration

- o Sight permeability level
 - Concealed areas
 - Enclosed space
 - Elements that could conceal potential offenders
 - Walls, buildings, or vegetation

The ability for people to detect danger

3. Physical characteristic

- o Graffiti
- Lack of lighting
- Broken facilities
 - Paths, benches

The care of the space

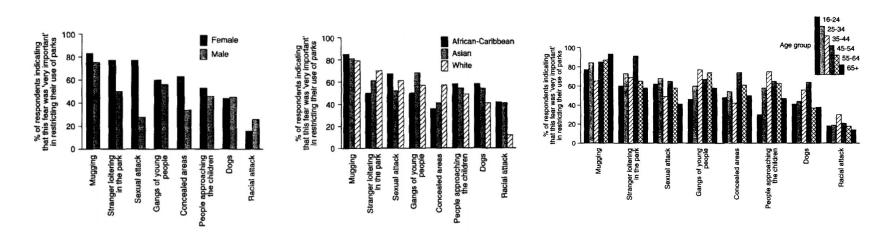
What categories could we explore here that impact perceptions of safety:

Factor

- Activities
 - The presence of others, disorders, organized activities
- Park Facilities
 - CCTV, lights, fences and walls, extensive warning signage
- Natural Feature
 - Surround vegetation(visualbility, scale, density, type and foliage)
- Surrounding Environment
 - Visibility with commercial street, station
- o Time
- Recipient(visitors)
 - o Race
 - o Gender
 - o Age

How do perceptions of park safety change by gender, age, race, income, culture, etc.

• Certain fears are particularly important for specific groups: women are particularly fearful of sexual attack, the elderly of mugging and Asian and African-Caribbean people of racial attack.



How do perceptions of park safety change by gender, age, race, income, culture, etc.

- Supplement Statements and Discussion
 - Non-Hispanic whites and blacks who reported a personal safety concern were significantly less likely to use a park than those who had not reported a personal safety concern; however, among Hispanics and those in the "other" race/ethnicity category, reporting a personal safety concern was not associated with **park use**.
 - -Madge, Clare, Public parks and the geography of fear. UK: Wiley Tijdschrift voor economische en sociale geografie, 1998, Vol. 88(3)
 - Men and African Americans were more likely, and older individuals and those who self-reported being in fair or poor health less likely to perceive parks as safe.
 - -Lapham, S. & Cohen, Deborah & Han, B. & Williamson, Stephanie & Evenson, K. & Mckenzie, Thomas & Hillier, Amy & Ward, Phillip. (2015). How important is perception of safety to park use? A four-city survey. Urban Studies. 53. 10.1177/0042098015592822.

How do perceptions of park safety change by gender, age, race, income, culture, etc.

- Supplement Statements and Discussion
 - Regardless of race/ethnicity or income level, positive community level social factors may reduce fear if park users have confidence that community members are looking out for each other.
 The Effect of Collective efficacy

-Sampson RJ, Raudenbush SW, Earls F. Neighborhoods and violent crime: a multilevel study of collective efficacy. Science. 1997;277(5328):918–924.

In the sociology of crime, the term collective efficacy refers to the ability of members of a community to control the behavior of individuals and groups in the community. **Control of people's behavior** allows community residents to create a safe and orderly environment. Collective efficacy **involves residents monitoring children playing in public areas, acting to prevent truancy and street corner "hanging" by teenagers, and confronting individuals who exploit or disturb public spaces.**

How do perceptions of park safety influence park distribution and equity?

- The spatial outcomes of fear reflect and reinforce social injustice based on gender and race inequality.
- Inequity of park access
 - Perceptions of park safety would shape our mental maps of fear and influence our paths and actions. We may avoid certain areas that are perceived as threatening. Defined spaces that can be entered in daylight and could not be alone at night. This would lower the social access of the park. Since the people's engagement of the park highly related with the park safety perception, the negative impact is increasing.
- Inequity of health resource
 - Open green space has a positive impact on our health(physically, mentally, psychologically).

Survey/Interview - Perceptions from community sources

With Yanl, a former president of the Florence-Firestone Community Leaders

- 9/22 at 2:30pm Zoom

- What are common concerns, strategies to address them, etc...
- Why do people feel unsafe
 - o Example:
 - How often do you go to a park? Is the one near your home?
 - Would you always feel safe at the park? If not, what's the reasons make you feel unsafe?
 - What do you think about unhoused people in the park?

Interview

"How does that then potentially influence the usership of parks?"

"It's hard to say but perhaps at least weekly? They definitely are considered to be a resource in the community"

"Are there common conceptions about parks within the Florence Firestone community (good or bad, perception or reality)?"

"Overall, our parks are considered good but not the safest. There was a time (mostly in the 80s/90s) when they were not considered good or safe because they were turf areas for gangs ... I think the perception of parks has improved... but there is still some of the past perception that lingers...impact why some residents may not go to certain parks or just go to parks at all and instead opt to go to parks in the nearby cities... On a more positive note, I have noticed that the parks are a community gathering spot...Play musics, bring out BBQ grills, teenager skate, hangout.

Interview

"Specifically, are any of the local parks within the community that are highly utilized (some more than others), and are there any collective community perceptions surrounding their use (reasons why some are used, and others are not, etc.)?"

"you are able to walk/**run in laps** around the outer edge of the park...There's also plenty of parking... The park also has many **amenities** - the recreational areas, a pool...**Having more people present at the park** does contribute to perceptions of park safety and you feel safer...it's located near Florence Ave, which is main commercial street"

"From your perspective, are parks considered safe or unsafe in Florence Firestone? From your perspective, are parks considered safe or unsafe in Florence Firestone"

"Safe during the daytime, unsafe at night...**Areas with low visibility** - could be areas where there is not enough lighting at night or areas where you can't see if someone is there."

Interview

"How is homelessness perceived in Florence Firestone? do you think that the design of parks could start to change both the perception and reality of safety for all park-goers (including the unhoused)?"

"I think unfortunately it has to do with how little residents interact with the houseless and the perceptions that residents have are based on stereotypes and misconceptions (and that homeowners are for whatever reason always thinking about their home value)...But I think if taking into consideration unhoused residents and what their input and needs are, we could create parks where they are safe for everyone. Taking into consideration the needs of the unhoused would ensure that they are taken care of with their basic needs and it doesn't become a competing thing with residents for bathrooms and such."

Further Explore

Intensity of fear varied

 The factors that would influence people's safety perception of the park are similar. But the intensity of fear varied with social traits of gender, ethnicity.

Self-awareness issue

 "Reliance on mitigating elements creates environments more dangerous than the original threat as nobody is paying attention" How to avoid too much reliance on the authoritarian control of urban space(wall, curb, fence, CCTV) but also create a space that invites the visitors?

The conflict perception towards unhoused people

- A Paradox: Although apparently homeless individuals during half of all observations, the majority of both park users and local residents perceive park as safe or very safe.
- Cohen DA, Han B, Derose KP, et al. The Paradox of Parks in Low-Income Areas: Park Use and Perceived Threats. Environment and Behavior. 2016;48(1):230-245. doi:10.1177/0013916515614366

Further Explore

Scale of the park and the arrangement of the programs

O The potential competing views upon safety. There are some needs from one group might conflict with the security concerns of others. However, there is research saying that the scale of park could also influence safety perception since the 'danger' activities could be arranged away from the specific group of people.

-Boslaugh SE, Luke DA, Brownson RC, Naleid KS, Kreuter MW. Perceptions of neighborhood environment for physical activity: Is it "who you are" or "where you live?" Journal of Urban Health. 2004;81(4):671-681. doi:10.1093/jurban/jth150

Further Explore

Separative factors vs. Integrated effect

Although there are many specific reasons for people's insecurity, it does not meant that solving
all this problem separately would make the park as an attractive and welcoming place.
 According to Svensdotter's research about comparing safety perception of a **specific site** with
different design, increases in lighting does not increase safety level. But graffiti on the contrary,
could be perceived as someone caring for place.

-Svensdotter, A. and Guaralda, M. (2018). Dangerous Safety or Safely Dangerous. Perception of safety and self-awareness in public space. The Journal of Public Space, 3(1), 75-92, DOI: 10.5204/jps.v3i1.319



- Somebody hang out?
- Nice place once
- Forgotten





- Art Park?
 - Somebody hang out?
- Nice place once
- Forgotten

Conclusion

Although there are some needs from one group that might conflict with the security concerns of others, the 'danger' activities could be arranged away from the specific group of people through design. Detailed considering the relationship between the needs of people and the potential perceived threats/uncomfortable of specific sites is important. Because is hard to guarantee a safe site for everyone, but a site that provides a place that people could detect danger and also welcoming every group with care and perceived care is what would we conceive as a safe place to enjoy.

LEGALITY (Jared)

- Research:
 - Types of parks in LA County (National, State, County, City)
 - What activities are considered dangerous or illegal in LA County Parks?
 - By rules/regulations, codes/ordinances, laws in each jurisdiction
 - Who decides these rules and how?
 - Authorities in responding to dangerous or illegal activities in parks
 - Neighborhood watches, Community organizations, etc...
 - <u>Diagrams</u>: Who governs what parts of park safety regulations?
 - Spectrum broken down by: 1) Enforcing Authority by Park Type / Jurisdiction
 - 2) Categories of Rules for Dangerous / Illegal Activities
 - → Influence of rules and enforcement on unhoused populations?

"Recent studies indicate that access to parks and recreational resources is more limited in poor and minority communities, and have highlighted park disparities by class, race and ethnicity... [however] indicators of community safety or measures of public perceptions of community safety were not assessed in these studies. Safety is a major factor influencing the likelihood that parks will be accessible and utilized by those in the community."

Source: County of Los Angeles California + Los Angeles County Department of Public Health, Parks and Public Health in Los Angeles County:

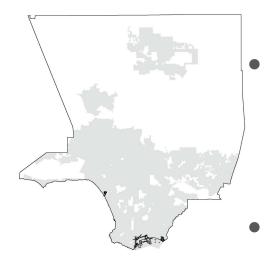
A Cities and Communities Report, May 2016

(http://publichealth.lacounty.gov/chronic/docs/Parks%20Report%202016-rev_051816.pdf)

To understand park safety, we must first understand the park typologies that exist in LA County...

Understanding "Cities" in LA County:

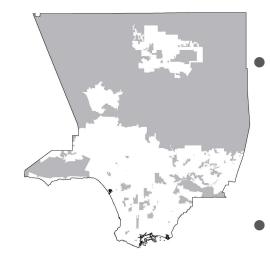
LA County Population = 10.04m (2019, US Census Bureau), with ~ 1 m living in unincorporated areas LA County Area = $\sim 4,000$ square miles, but more than 65% of LA County is unincorporated



There are 88 incorporated cities / municipalities in LA County (ranging in size from just ~100 to over 4m people)

Each City has its own City Council

 \sim 1,400 square miles



There are 125
unincorporated
areas in LA County
(as small as a few
blocks, to hundreds
of square miles)

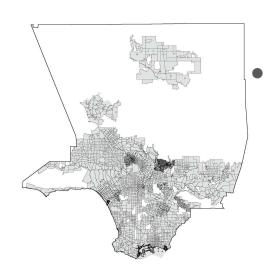
County Depts. provide services

~2,600 square miles

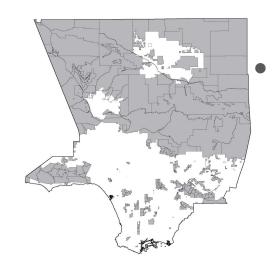
30 miles

Understanding "Jurisdictions" in LA County:

LA County's Reporting Districts form the basis of law enforcement crime reporting, organizing crimes into specific areas. California's state police, the CA Highway Patrol (CHP) has jurisdiction across jurisdictions, but:



Cities fall under the
Law Enforcement
Jurisdiction
Reporting Districts
(RDs) of local Police
Departments



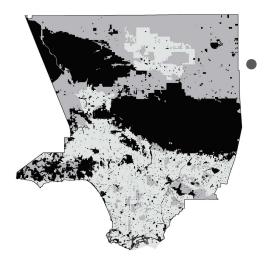
While LA County's unincorporated areas are under the Reporting Districts of LA County Sheriffs

30 miles

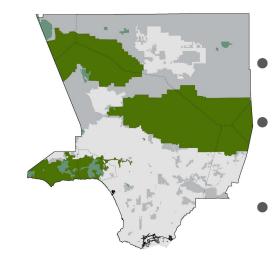
Data Source: LA County Department of Regional Planning, Unincorporated Los Angeles; County of Los Angeles Open Data: Reporting Districts (RDs) - LA County Emergency Operations Bureau (EOB)

Understanding "Park Typologies" in LA County:

LA County has **3,023** inventoried parks + open spaces



These inventoried parks exist in specific jurisdictional typologies: National Parks, National Forests, State Parks, County Parks and City Parks



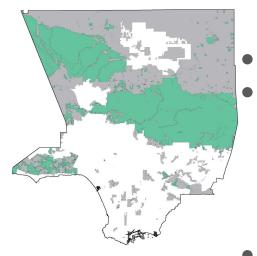
- 1 National Park / Rec. Area (NPS)
- **2** National Forests (USDA Forest Service)
- **25** State Parks (CA Dept. Parks & Rec)
- Most in areas unincorporated

30 miles

Data Sources: LA Countywide Comprehensive Parks Recreation Needs Assessment (2016); LA County Department of Parks and Recreation Parks and Open Space Data, USGS; National Park Service, USDA Forest Service, CA Dept of Parks and Rec

Understanding "Park Typologies" in LA County:

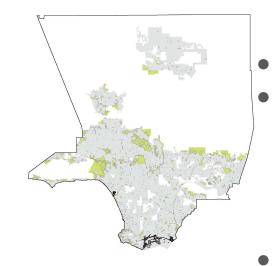
LA County has **3,023** inventoried parks + open spaces



Unincorporated

181 County Parks (LA County Dept. of Parks & Rec) outside of the 28 National and State Parks

Jurisdictions: CAState Parks, LACounty Sheriffs



Incorporated Cities

2,814 City or
Municipal Parks (88
LA County Cities) 274 Parks (of 420+
sites) in the City of
Los Angeles alone

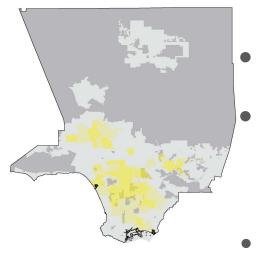
Jurisdictions: Local
City Police
Departments

30 miles

Data Sources: LA Countywide Comprehensive Parks Recreation Needs Assessment (2016); LA County Department of Parks and Recreation Parks and Open Space Data, USGS; National Park Service, USDA Forest Service, CA Dept of Parks and Rec

Understanding Park Need + Safety in LA County:

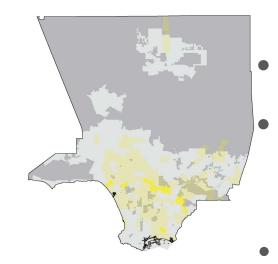
Correlation between Park Need + Crime (Safety)?



Park Needs
Assessment

Los Angeles County Regional Park and Open Space District

- o High Need
- Very High Need
- Metrics: Park Condition,
 Park Amenities, Park
 Pressure, Park Land,
 Park Access



2020 USA Crime Index

Crime Index by
Census Tract: *index value = 100 avg.*

- o 2x Above Avg
- o 4x Above Avg
- Metricks: Total Crime, Personal and Property Crime, Sub-Categories of crime indices

30 miles

Data Sources: LA Countywide Comprehensive Parks Recreation Needs Assessment (2016) - High and Very High Park Need; USA Crime Index - Total Crime Index by Census Tract (2020)

"Crime is one of the most obvious ways in which California's laws impact those using parks... park authorities battle many of the same criminal acts that take place in large urban areas, but with an ever-decreasing amount of funding. In 2009, 62,575 crimes were reported in CA parks (about 170 a day), which is over two and a half times the rate of 65 reported crimes per day in 1999... its park rangers are primarily responsible for keeping park areas safe... The primary duties of the peace officers are to enforce the California Code of Regulations, the Public Resources Code, and various rules and regulations... peace officers 'arrest persons for the commission of public offenses within the property under its jurisdiction."

Pieter M. O'Leary, Walk in the Park: A Legal Overview of California's State and Federal Parks and the Laws Governing Their Use and Enjoyment, A, 52 Natural Resources Journal 237 (2012).

Available at: https://digitalrepository.unm.edu/nrj/vol52/iss1/9

Summary: Types of Parks in LA County

<u>3,023</u>

Total (inventoried) Parks (all typologies)

Los Angeles County, California

Nation

National Parks/Recreation Areas (National Park Service, Federal Government of the US)

Santa Monica Mountains National Recreation Area

2

National Forests (United States Department of Agriculture Forest Service)

Angeles National Forest, Los Padres National Forest

25

California State Parks (California Department of Parks and Recreation)

List: http://www.seecalifornia.com/parks/los-angeles-county-state-parks.html

181

LA County Parks (LA County Department of Parks and Recreation)

Unincorporated Areas of LA County - List: https://parks.lacounty.gov/

~2,814

+88 other Cities in LA County with City Parks Systems + Departments

Incorporated/Municipal City Parks (City of LA Dept of Rec & Parks) - 274 Parks (420+ Sites)

List: https://www.laparks.org/parks

But, what activities are codified as "dangerous" or

"illegal" (against the rules) in Parks in LA County?

Codes of: Regulation, Ordinance, Municipality

Park safety, and its enforcement, is a chief priority amongst all typologies of parks in Los Angeles County, but how far do these codes go in protecting our "safety"?

Across jurisdictions of authority, codes function as regulatory and penal ordinances (laws and rules, that violations of which result in citations)

While these codes are all-encompassing in their breadth, in the realm of parks and open spaces, these rules can be loosely categorized into 3 areas of impact:

- "SAFETY" Policies for public safety, park protection, and resource management
- **SOCIAL** Policies focused on human behaviors actions (and consequences of those actions)
- **ECOLOGICAL** Policies protecting habitat features in our park spaces

Each code semantically prioritizes at least one of these impacts in enforcing potential violations (opinion)

STATE + Legality: Illegal and Dangerous Activities by Code/Regulations

Who decides the rules?

Jurisdiction: CA State Parks (CA Department of Parks and Recreation)

- State Parks are protected by statutes contained in the **California Code of Regulations.**
 - California Code of Regulations (CCR) is the <u>official compilation and publication of the regulations adopted,</u> amended or repealed by state agencies pursuant to the Administrative Procedure Act (APA).
 - Properly adopted regulations that have been filed with the Secretary of State have the force of law.
 - o **Title 14.** Natural Resources.
 - **Division 3.** Department of Parks and Recreation.
 - **Chapter 1.** General Provisions
 - Section 4300. Authority. § 4300 Authority.
 - Section 4305-4333. Provisions
 - Including: Animals, Plants and Driftwood, Geological Features, Litter, Fires and Smoking, Weapons, Fireworks, Curfew, Peeping Toms, Assembly, Nudity, etc.

Data Sources: California State Office of Administrative Law, California's Administrative Procedure Act (APA), California Code of Regulations, California State Parks - California Department of Parks and Recreation, State Park Peace Officers (Rangers): https://www.parks.ca.gov/?page_id=851

STATE + Legality: Illegal and Dangerous Activities by Code/Regulations

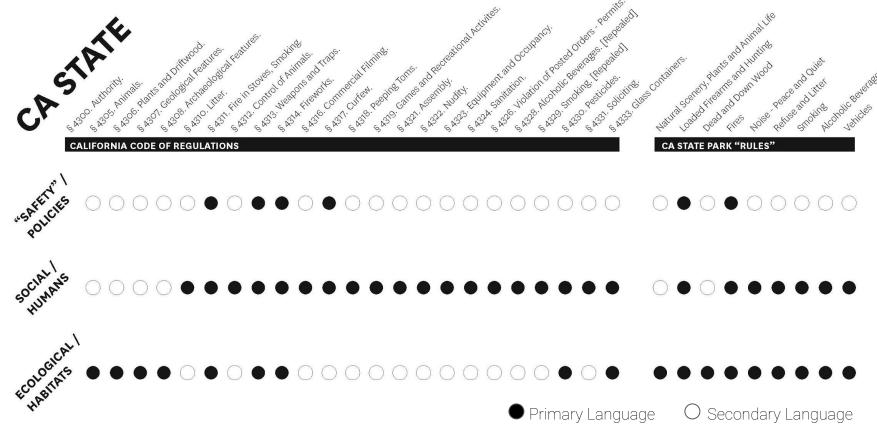
Who enforces them?

<u>Jurisdiction: CA State Parks (CA Department of Parks and Recreation)</u>

- State Parks Peace Officers (Rangers and Lifeguards) are fully-sworn peace officers and are tasked with public safety, park protection, and resource management.
 - o Professional positions involved in the **law enforcement and visitor services** functions of the State park system. These classifications have **full peace officer powers pursuant to Penal Code Section 830.2, and perform the full range of peace officer duties and responsibilities in accomplishing their assignments.**Peace officer duties include, but are not limited to: patrol, issuing citations, writing reports, making physical arrests, conducting investigations, taking command in emergencies, performing search and rescue activities, and providing emergency medical aid. Performing these duties requires the use of protective equipment (e.g. firearms, electronic control weapons, batons, chemical agents, and handcuffs), and regular training and testing in physical defensive tactics and firearms use. Other important aspects of Ranger duties include visitor services, natural and cultural resource protection, administration, and interpretation and education.

Data Sources: California State Office of Administrative Law, California's Administrative Procedure Act (APA), California Code of Regulations, California State Parks - California Department of Parks and Recreation, State Park Peace Officers (Rangers): https://www.parks.ca.gov/?page_id=851

abbreviated



Data Sources: California Code of Regulations, maintained by Thomson Reuters https://govt.westlaw.com/calregs/Index?transitionType=Default&contextData=%28sc.Default%29; California Department of Parks and Recreation, California State Parks https://www.parks.ca.gov/?page_id=21300; California Department of Parks and Recreation, California State Parks https://www.parks.ca.gov/?page_id=21300

COUNTY + Legality: Illegal and Dangerous Activities by Code/Regulations

Who decides the rules?

<u>Jurisdiction: LA County Parks (LA County Department of Parks and Recreation)</u>

- State Parks are protected by statutes contained in the **Los Angeles County Code of Ordinances.**
 - The LA County Code of Ordinances is the <u>official charter of the County of Los Angeles</u>, <u>authorized by the LA County Board of Supervisors</u>, <u>and filed with the Secretary of State</u>, the code consists of the:
 - Regulatory, penal and administrative ordinances of a general nature of Los Angeles County.
 - Los Angeles County Code of Ordinances
 - **Title 17.** PARKS, BEACHES AND OTHER PUBLIC AREAS
 - Chapter 04. PARKS AND RECREATION AREAS
 - Part 2. GENERAL PROVISIONS
 - Section § 17.04.220. Delegation of powers, Enforcement authority, Compliance with chapter provisions, Authority to issue citation for misdemeanor violations
 - Part 3. PARK RULES AND REGULATIONS

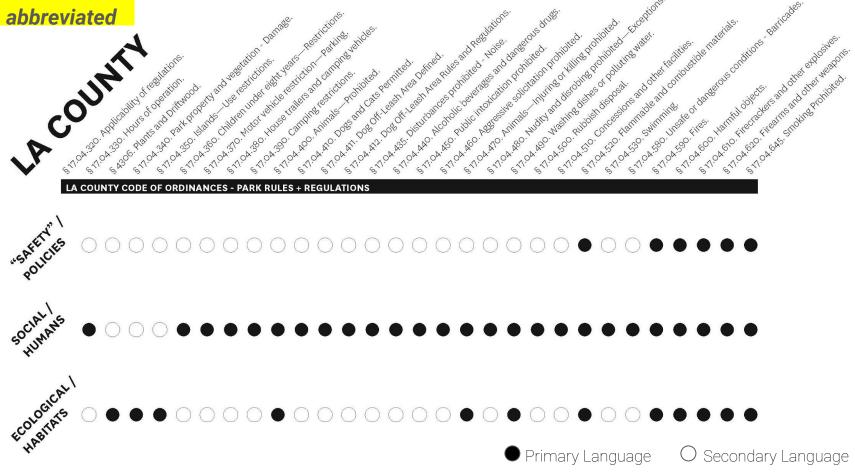
COUNTY + Legality: Illegal and Dangerous Activities by Code/Regulations

Who enforces them?

<u>Jurisdiction: LA County Parks (LA County Department of Parks and Recreation)</u>

- Los Angeles County Sheriff's Department, Parks Bureau and Police Sub-Stations, polices the 181 County Parks, golf courses and special events throughout LA County.
 - The Los Angeles County Sheriff's Department provides **law enforcement and regulatory jurisdictional services** to all Los Angeles County parks, with LA County Sheriff's Department **police substations** located at some of the parks. Safety and law enforcement services are provided on a contract basis from the Los Angeles County Sheriff's Department's Parks Bureau. Prior to 2010, the Los Angeles County Office of Public Safety (County Police) and its predecessor agencies were responsible for law enforcement in the county parks. Their "Park Watch Program" is dedicated to "providing a safe and drug free environment in LA County Parks." Parks under the LA County Department of Parks and Recreation and Sheriff's Department Parks Bureau are located in LA County's unincorporated areas. The Office of unincorporated Area Services (OUAS), a branch of the Chief Executive Office provides support related to municipal services, like parks.

Data Sources: Charter of the County of Los Angeles, Includes Amendments Ratified by the Voters Through March 5, 2002; Los Angeles County Sheriff's Department; Los Angeles County Department of Parks & Recreation: https://parks.lacounty.gov/park-overview/#



Data Sources: Charter of the County of Los Angeles, Includes Amendments Ratified by the Voters Through March 5, 2002

CITIES + Legality: Illegal and Dangerous Activities by Code/Regulations

Who decides the rules?

Jurisdiction: City Parks (City of Los Angeles Department of Recreation and Parks)

- City Parks, in each of the 88 cities in LA County, are protected by **municipal codes.**
 - The City of Los Angeles Municipal Code is the <u>official code of the City of Los Angeles</u>, <u>under the direction of the City Attorney</u>, <u>outlining regulations for the preservation of the public peace</u>, <u>health and safety</u>:
 - The Municipal Code codifies the regulatory and penal ordinances of the City.
 - City of Los Angeles Municipal Code
 - Chapter VI. PUBLIC WORKS AND PROPERTY
 - Article 3. PUBLIC PARKS, PLAYGROUNDS, BEACHES AND OTHER PROPERTY
 - Section 63 REGULATORY AND PENAL ORDINANCES
 - Section § 63-41. PARK RANGERS: AUTHORIZATION TO ARREST
 - Section § 63-44. REGULATIONS AFFECTING PARK AND RECREATION AREAS
 - However, other Chapters + Articles also have an impact on park rules and ordinances.

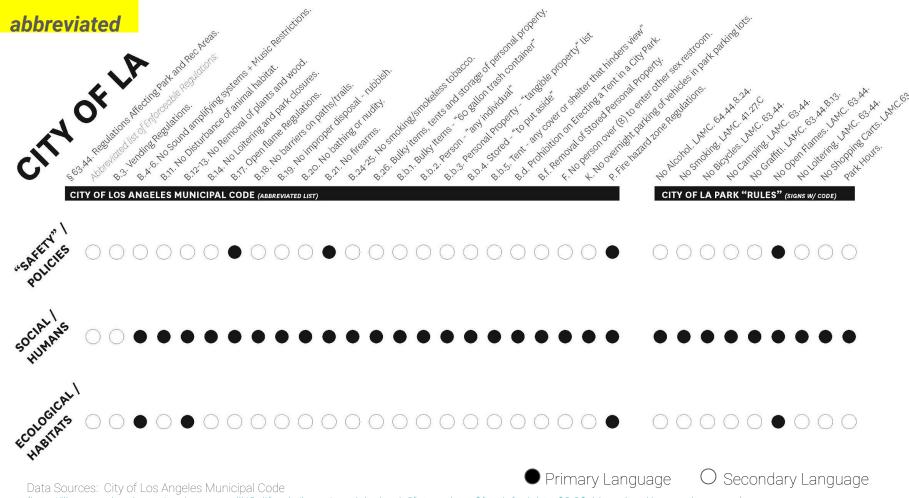
CITIES + Legality: Illegal and Dangerous Activities by Code/Regulations

Who enforces them?

Jurisdiction: City Parks (City of Los Angeles Department of Recreation and Parks)

- Park Rangers (+ LAPD), Park Rangers are sworn peace officers under 830.31(b) P.C, and receive full basic police academy training. In cities without Police Departments, County Sheriff's contracts.
 - Park Rangers are **responsible for the safety and preservation** of all city parks within the City of Los Angeles. The park rangers patrol the city parks in a variety of different methods, and are **sworn law enforcement officers** and are certified firefighters with credentials to fight fires and administer basic first aid. Park Rangers strive to meet the safety needs of the community through **persistent efforts toward crime reduction and security, and by collaboration with law enforcement agencies to forge and improve community-police relationships.** The Park Ranger Division is also responsible for teaching educational programs throughout the city parks. Educational programs to include nature walks for all ages, nature presentation, a Junior Ranger Program designed to teach young kids about wildlife and vegetation, and more. The Park Ranger Division is dedicated to ensuring that city parks are a safe and enjoyable place for public use.

Data Sources: Los Angeles City Municipal Code; Los Angeles Police Department; City of Los Angeles Department of Recreation and Parks - Park Rangers: https://www.laparks.org/ranger



(http://library.amlegal.com/nxt/gateway.dll/California/lamc/municipalcode?f=templates\$fn=default.htm\$3.0\$vid=amlegal:losangeles_ca_m); http://www.soronc.org/files/committees/Parks%20and%20Recreation/2016/052616_SORONC_parksandrecreation_ParkSignageMuniCode.pdf

IMPLICIT + EXPLICIT Codes + Regulations affecting the Unhoused

Because most codes and rules enforce acts of human behavior (not always "safety"), they have great influence on unhoused communities. Homelessness is thus a reality that transcends both the perceived and the legal spectrum of "park safety" across regulatory jurisdictions, with many codes, both explicitly and implicitly, threatening equitable access to basic needs, including:



Can park regulations promote "safety" while also supporting individuals' access to basic needs?

To be continued...

STRATEGIES (Christine)

- Research:
 - What is CPTED (Crime Prevention Through Environmental Design)?
 - What are its origins?
 - How has it evolved, and why?
 - How do the CPTED design principles/strategies "deter crime"?
 - How is it applied to parks and streets today?
 - What are arguments against CPTED practices?
 - Advocacy against CPTED, in terms of equity
 - Design as Protest Manifesto (call to stop using CPTED)
 - How do CPTED and park rules make "public" space only specific to certain definitions of "public"?
 - Who do these rules make the park "safer" for?
 - How does that then potentially influence the usership of parks?

Origins Of CPTED

The origins of CPTED could be trace back to 1960s, civil rights activist Jane Jacobs mentioned the relationship between a declining city and crime. She pointed out that when a site has a naturally higher level of surveillance, the level of safety would be increased. Her theory was controversial but also widespread. ater, In 1971 and 1972, C. R. Jeffery and Oscar Newman have proposed independently theories on the topic of using environmental design (urban design in <u>Newman's version) to prevent crime happening in a site. Newman's book</u> Defensible space theory especially raised attention among scholars and practitioners because his theories were highly practical. Later, studies were done based on these two theories.

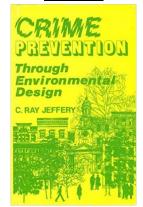
Origins Of CPTED

1960s

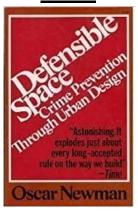
THE DEATH
AND LIFE
OF GREAT
AMERICAN
CITIES
JANE JACOBS

"Perhaps the main information and only work in the history of own planting, a work of increase."
—The New York Times Book Review

Higher Surveillance Increases Safeness <u> 1971:</u>



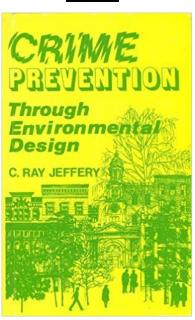
<u>CPTED</u> Introduced 1972



<u>Defensible Space</u> <u>Guidelines</u>

C. R. Jeffery

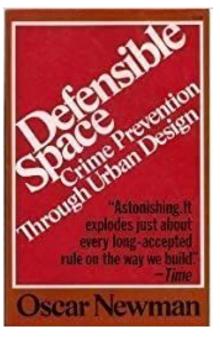
1971



- Believes Actions Are Acquired Through Habits
- Environment Man Environment

Oscar Newman

<u>1972</u>



- Developed CPTED Principles
 - o Territoriality
 - o Surveillance
 - o Image
 - Access Control
 - Target Hardening
 - Activity Support
- Continue Completing Guidelines

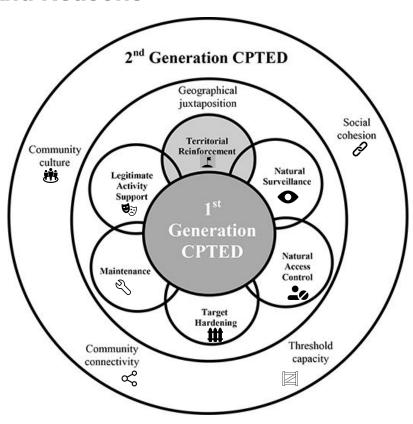
Evolve Of CPTED

- Two generations of development:
 - Define categories for diagramming
 - First-generation basic theory (mostly speaking from a physical environment perspective)
 - Lynch, Jacobs, Angel, Jefferey, Newman, Clarke, Mayhew
 - Territoriality: if the territoriality of space is left unclear, the space would have higher risks of getting damaged because no one is reacting to space damages.
 - Surveillance: usually crime dont happen a lot in places that always have higher community surveillance, more streets, places that have more people watching out
 - Access control: check the identities of people who are accessing the site
 - Target hardening: strengthening fences, walls,
 - Image/maintenance: the status/how things look (based on broken window theory)
 - Activity support: increase commercial activities to increase the human flow, surveillance, and maintenance
 - 20 yrs later, Second generation basic theory (emphasizing human activities, after city and architectures are built, how to prevent crime)
 - Adams, Hiller, Kaplan, Bottoms, Booth
 - Social cohesion
 - Connectivity
 - Community culture
 - Threshold capacity
 - Emphasize technical analysis of criminal phenomena
 - Research the spatial distribution of crime development with the aid of mathematical models and computer technology
 - Risk assessment
 - Socioeconomics
 - statistics

Evolve Of CPTED And Reasons

1st Generation Theorists:

Lynch, Jacobs, Angel, Jefferey, Newman, Clarke, Mayhew

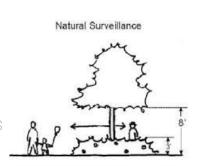


2nd Generation Theorists:

Adams, Hiller, Kaplan, Bottoms, Booth

How is it applied to parks and streets today?

- 1. NATURAL SURVEILLANCE AND SIGHT LINES
- 2. ENTRAPMENT AREAS
- 3. CLUSTERING AND PROGRAMMING FOR A RANGE OF ACTIVITIES
- 4. LOCATION OF ACTIVITY GENERATORS
- 5. NIGHT TIME USE
- 7. LIGHTING
- 8. FORMAL SURVEILLANCE (POLICE)
- 9. OPTIMISATION AND LINKAGES
- 10. MAINTENANCE





BEFORE



AFTER

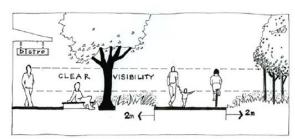


Figure 3. Vegetation should not obscure sight lines and movement

Examples of how is it applied to parks and streets today

- Modification of Bryant Park
 - Symmetrically designed lawn
 - Fenced the entire park (1.2m higher than the surrounding streets)
 - o Total enclosed (didn't fit the criteria of CPTED: the visual requirements)
 - o 1998: lawn dug 11m deeper
 - Redone pavement
 - Redesigned the shrubs to guarantee the visual requirements.
 - 91m edge of shrubs- territoriality
 - Widening entrance- increase capacity
 - Changed + added all the lights, visible at night
 - Add tables and 4000 chairs to increase human participation
 - Increase activities to increase visits
- Central Park
 - Kent bloomer redesigned the street lights
 - Multifunctional design to fulfill many groups demand

Examples of how is it applied to parks and streets today



Central Park



https://en.wikipedia.org/wiki/Landscape_lighting

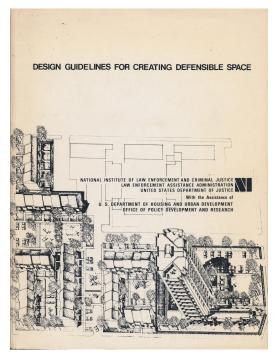


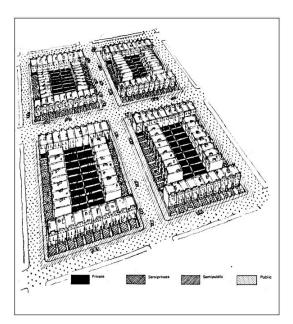
How does CPTED got widely adopted in the States?

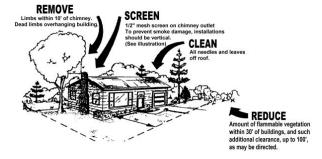
- More Studies And Experiments On Environmental Factors' Impact
- Practicality
 - Measurable
 - Implementation Succeed In Communities, So Also Apply To Schools And Other Public Institution And Commercial Areas
- After 90s: Increase Of Terrorist Attacks
- Application Of Cpted Has Been Proven Efficient Which Increase Investment
- Certification Exams.
- Largely Promoted By:
 - U.S. General Services Administration (Gsa)
 - o The American Sheriff's Association (Nsa),
 - The Royal Canadian Mounted Police (Rcmp)
 - The American Institute Of Industrial Safety (Asis International)
 - States And Local Governments
 - International Cpted Association (Ica)
- LAPD Design Out Crime Guidelines (Funded by LA City Council)

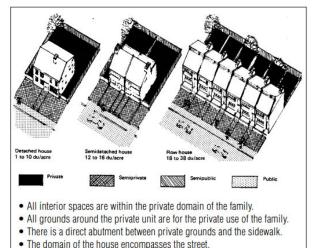
How does CPTED got widely adopted in the States and in the world?

Practicality









How does CPTED got widely adopted in the States and in the world?

Large Promotion by:















WHAT ARE ARGUMENTS AGAINST CPTED PRACTICES?

Advocacy against CPTED

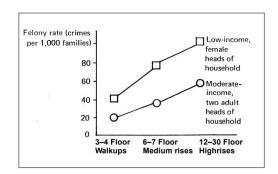
Criticisms of 1st generation theories

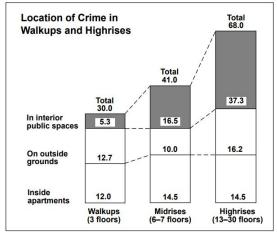
- Focused on measuring architecture factors, equipments only.
- Impossible to eradicate crime

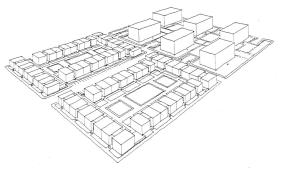
Criticisms of 2nd generation theories

- Designing for the community instead of designing with and by the community.
- Sometimes oppose to community members.

Social and physical variables	Indoor felony rate	Indoor robbery rate	Robbery rate	Felony rate
Percentage of population receiving welfare	(1)a.51	(1) .46	(1) .47	(1) .54
Building height (number of units per entry)	(2) .36	(2) .36	(2) .36	(5) .22
Project size (number of apartments)	(3) .27	(3) .26	(3) .25	(3) .22
Percentage of families with female head on AFDC	(4) .44	(4) .41	(5) .36	
Number of publicly assisted projects in area	(5) .25	(5) .26	(4) .33	
Felony rate of surrounding community				(2) .41
Per capita disposable income				(4) .49



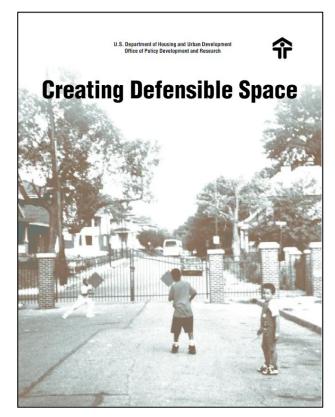




WHAT ARE ARGUMENTS AGAINST CPTED PRACTICES?

Advocacy against CPTED

- Criminalize Black Communities
 Under The Guise Of Safety
- Promotes Unwarranted Interaction
 With The Police
- Tendencies On Targeting Stores In Black Communities



Book Cover: Creating Defensible Space. Newman, Oscar. 1996.

HOW DO CPTED AND PARK RULES MAKE "PUBLIC" SPACE ONLY SPECIFIC TO CERTAIN DEFINITIONS OF "PUBLIC"?

Who do these rules make the park "safer" for?

LAPD mentioned:







City government

Law Enforcers

Private Developers

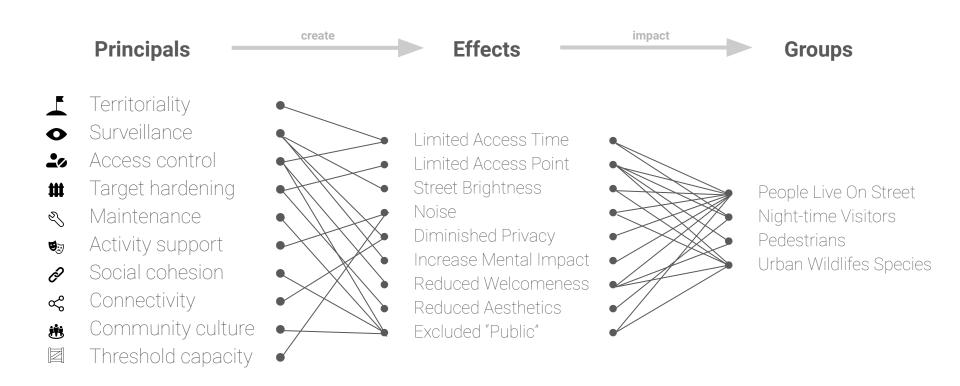
Private owners of public spaces define:



"Public"

Conclusion

Potentially influence the usership of parks

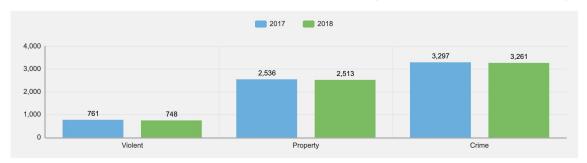


REALITY (Megan)

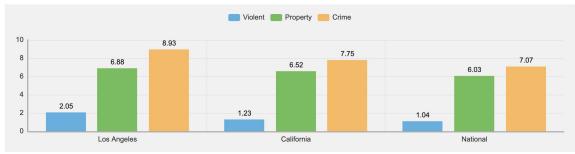
- Research:
 - What is the REALITY of safety (crime rates, etc.) in LA County
 - Specifically, crime rates in proximity or in relation to Parks and park safety
 - Data and Maps for safety in LA County
 - How do Parks systems, Designers, Police Departments, Communities, etc. respond to:
 - Real vs. Perceived threats to Park Safety
 - What strategies are, and can be, employed to make people feel safe?
 - What are unconventional examples of improving park safety?
 - How are different places improving park safety
 - Case Study 1: Vienna
 - Case Study 2: Mint Street Park
 - Conclusion to collaborate with PERCEPTION, LEGALITY, STRATEGY + REALITY research

Safety in LA County

Year Over Year Crime In Los Angeles (Per 100,000 People)



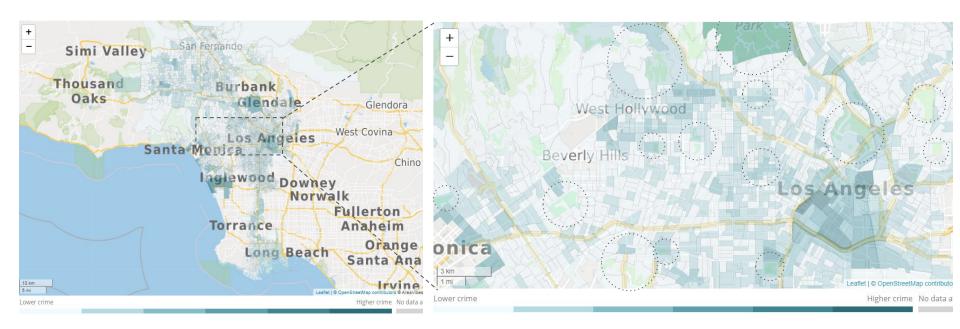
Daily Crime in LA (Per 100,000 People)



Source: https://www.areavibes.com/los+angeles-ca/crime/

- Los Angeles crime rates are 26% higher than the national average
- Violent crimes in Los Angeles are 96% higher than the national average
- In Los Angeles you have a 1 in 31 chance of becoming a victim of crime
- Los Angeles is safer than only 10% of the cities in the United States
- Year over year crime in Los
 Angeles has decreased by 1%

Safety in LA County - Parks



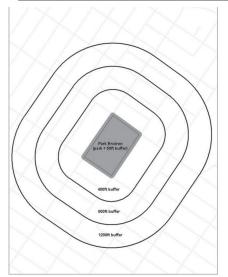
Source: https://www.areavibes.com/los+angeles-ca/crime/

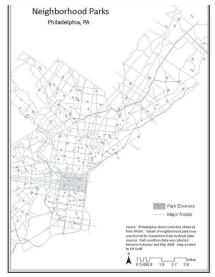
The Role of Neighborhood Parks as Crime Generators: Philadelphia Study

- "Neighborhood parks in urban areas have long been seen as contested spaces. Because they are publicly owned, they are at the same time everyone's and no one's."
- Crime Generator: In the case of parks, offenders may be attracted because parks are large public areas with little formal or informal control, where dense foliage and poor lighting may reduce natural surveillance
- Results: the presence of a park in an urban area increased crime in the area of the park; in other words, the parks act as crime generators.
- Not only did the park environs have a higher density of crime than Philadelphia as a whole; they had a higher density of crime than the environs of a random selection of 500 street intersections in Philadelphia.

Table 1: Location quotients by type of crime

Buffer	Violent crime	Property crime	Disorder crime
Park environs	2.30	2.07	2.48
400 foot	1.71	1.62	2.03
800 foot	2.01	1.80	2.26
1200 foot	1.77	1.59	1.82
Random intersections (n=500)	1.58	1.55	1.57





New York Restoration Project (NYPR)

EXAMPLES OF OUR WORK





Essex Street Community Garden, Brooklyn, NY, Before and After NYRP investment





Sherman Creek Park, Upper Manhattan, NY, Before and After NYRP investment

- "We have long understood that our spaces have tremendous impact on the communities that surround them. Removing signs of disorder and demonstrating care sends a message to residents that their community is valued. It supports local groups to continue driving strength from within."
- Non-major felonies: the rate was significantly lower post-2003 versus pre-2003 for neighborhoods with high exposure to NYRP parks/gardens, relative to the comparison neighborhoods. Since this is a crime rate, we can interpret the effect as: on average, post-2003, there were annually 3.8 fewer non-major felonies per 1,000 people in NYRP neighborhoods than in non-NYRP neighborhoods. In a neighborhood of 40,000 people, this would translate into 152 fewer non-major felonies per year.
- Major felonies: neighborhoods exposed to NYRP parks/gardens showed greater drops in major felonies after 2003, compared to neighborhoods with no exposure to NYRP parks/gardens. On average, post 2003, there were annually 1.5 fewer major felonies per 1,000 people in neighborhoods with low to moderate NYRP investment than in non-NYRP neighborhoods. In a neighborhood of 40,000 people, this would translate into 61.6 fewer major felonies per year.

Source: A Greener New York is a Safer New York, SAFER NEW YORK

So do parks make cities safer or more dangerous?

- It depends! One reason that evidence on the relationship between parks and crime is so mixed is that most studies on this subject have focused on a single city or location.
- Particular types of green spaces are less crime prone than others.
 - The presence of amenities within green spaces
 - The sociodemographic context of surrounding neighborhoods
 - The involvement of the community
 - Sustainable, ongoing funding
 - "Territorial reinforcement" (More legitimate park users means increased monitoring and sense of ownership over a public space)



"Urban parks and green space enhance the well-being of city residents, promoting physical activity, mental health and a sense of community. Whether they also reduce crime depends on the park, city, the neighborhood and, critically, how well an urban green space is managed."

Source: Kimpton A, Corcoran J, Wickes R. Greenspace and Crime: An Analysis of Greenspace Types, Neighboring Composition, and the Temporal Dimensions of Crime. The journal of research in crime and delinquency. 2017;54(3):303-337. doi:10.1177/0022427816666309, Can park help cities fight crime?

Safe Parks Survey

In an effort to serve the community and make all Los Angeles parks safer, we are asking your assistance by providing the Los Angeles Police Department with feedback about your experiences with our parks. Your responses to the following questions will enable us to make better strategic and enforcement decisions about our parks. You may submit your response to this survey anonymously. If you would like to be contacted, please provide us with your name and telephone number, and a Department member will call you.

Survey

1.	What Los	Angeles of	rity park	do vou	or vour	family n	nembers	use?

/

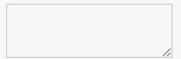
2. How often do you visit this park(s)?



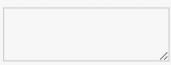
3. Compared to a year ago, is it your perception that the park(s) you listed are:



3(a) If you believe the park(s) is less safe, what is your number one safety concern with the facility?



4. What improvement(s) could be made to this facility that would cause you to use it more frequently?







Summer Night Lights

- 2007: The Office of Gang Reduction and Youth Development's (GRYD) was created.
- Findings:
 - o Lack of safe and accessible public space, oppressive economic conditions, and crowded housing situations created high levels of stress within families, potentially driving kids to hang out on streets and increasing their likelihood of becoming involved in unhealthy activities or becoming victims of violence and crime.

Source: https://grydfoundation.org/, https://cityparksalliance.org/



Summer Night Lights

- Public and private partnership undertaken by the City of Los Angeles Mayor's Office of Gang Reduction & Youth Development ("GRYD") and The GRYD Foundation
- Operates at 32 locations across the City of Los Angeles, keeping recreation centers and parks open between the hours of 7 pm - 11 pm during the summer and adding extended programming (free sports, arts and recreational activities, resource fairs, health screenings, workshops, and connections to resources that they can utilize year round).

Source: https://grydfoundation.org/, https://cityparksalliance.org/

SNL

FINDINGS

In 2010

- 55% fewer shots fired (compared to 2008 baseline)
- 57% reduction in gang-related homicides
- 45% fewer victims shot
- 710,000 participants
- 382,000 meals served
- 1,000 jobs created
- 24 parks and recreation centers

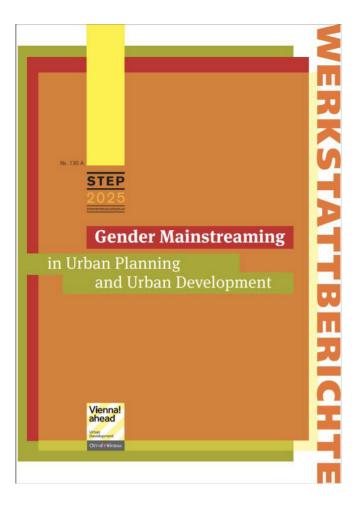
In 2014

- 901,253 visits across 32 sites
- 563.283 meals served
- 15.4% reduction in gang-related crime compared to 2013 levels
- 11,402 participants for Zumba clinics
- 228 recipients of free HIV/STD testing and information
- 19,177 participants for an SNL art workshop (including acrylics, mosaic art, silk-screening, and edible gardening)
- 10,611 youth participants in sports leagues
- Sport clinics with LA Kings, LA Galaxy, LA D-fenders, Play Rugby USA, CHIVAS USA, and WNBA/Coca Cola
- Additional sports offerings include: dodge ball, flag football, volleyball, Zumba, ultimate obstacle course, ping pong, and 3-point shooting contests
- 1,068 jobs created
- 325 at-risk youth hired and provided with on-going training

Source: https://cityparksalliance.org/resource/summer-night-lights-los-angeles/

Case Study 1: Einsiedler Park

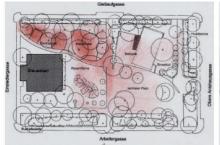
- 'Gender mainstreaming'
- Vienna's municipality has produced a document dedicated to gender mainstreaming in urban planning and development entitled "Manual for Gender Mainstreaming in Urban Planning and Urban Development".
 - o Tool for quality assurance by planners
 - Contains prompts and objectives
 - Contains practical case study examples to illustrate how gender mainstreaming has practically been achieved on 50 pilot projects

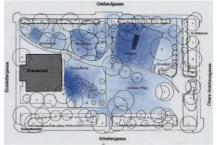


Einsiedler Park: Analysis

Location: Vienna, Austria

- The city's planners analysed an existing park focusing specifically on the play areas, to understand how boys and girls were using the space differently.
- What they found:
 - Boys were dominating the ball courts, meaning that girls between ages 9-12 were not using the park.
 - Girls were put off from entering the spaces altogether when groups of boys congregated around the entrances
 - When girls entered the space they preferred to watch for a while before getting involved in games.
 - When girls were using the space they would use it in a variety of ways, which were not always for the intended purposes of football or basketball.







Einsiedler Park: Solution

- The planners worked with their parks
 maintenance department and a design team to
 introduce very small scale, cheap, interventions
 that had large impact on how the space was
 used.
 - o In this park there were 2 existing ball courts adjacent to one another. On the second ball court they created *multiple entrances* around the periphery to reduce young girls from fearing entering, as there were multiple ways out.
 - They created a platform between the two courts, that acted as seating and a social space, that encouraged girls to observe games and build confidence to join in.
 - They removed the ball court markings from the floor of one of the courts.





Source: Lessons from Vienna, Gender mainstreaming in urban planning:

Case Study 2: Mint Street Park

Location: Southward, UK Size: ~1 Hectare

- Park Issues/Condition
 - Dog fouling
 - o Litter
 - Vandalism
 - Illegal fires
 - Untouched since the 1970s, it had no lighting and high walls with narrow slit entrances, which people would walk around rather than through.
 - o Homeless
 - Cars were driven in and dumped there.
 - Meeting place for drug users
 - Street drinkers





Mint Street Park: Park Transformation

- Bankside Open Spaces Trust (BOST)
- Involved the community in park design
 - Questionnaire (children's play area, sports pitch, lighting, dog exercise area, wildlife sanctuaries,etc.)
- Improvements implemented:
 - One of the entrances was widened
 - A new uplit walkway through the park was created
 - New seating and column lighting were provided
 - Herb beds sown and flower displays planted
- Results:
 - Attracted a huge number of lunchtime visitors from local businesses.
 - HOWEVER, within weeks, a group of excluded youths vandalised the first installation.
- So what did they do?
 - Involved the youths in the second phase of design

Community Involvement

- What sets this apart from other park improvement schemes is its truly innovative partnership with unhoused people
 - St Mungo's Putting Down Roots, a gardening project for unhoused people, formed in 2000 to represent this partnership.
- Involved street drinkers and unhoused people in all stages of the consultation process
 - Carried out 6 surveys to find out what they wanted.
 - Most notably this resulted in the street drinkers re-designing an area where they congregated.
 - o Result: so far it has not been vandalised. Their involvement was continued through the gardening project, giving homeless people the opportunity to make a positive contribution to the upkeep of the park.





Conclusions

PERCEPTIONS: Because it is hard to guarantee a safe site for everyone, but a site that provides a place that people could detect danger and also welcoming every group with care and perceived care is what would we conceive as a safe place to enjoy. - Qingru

LEGALITY: Complicated legal regulations and jurisdictional ordinances in the realm of park space seek to protect the "safety" and welfare of the public, but they also target and marginalize certain communities, like the unhoused, restricting their access to equitable basic needs. - Jared

STRATEGIES: Potentially, the most affected group would be people living on streets because they would experience the most amount of effects created by CPTED implementations. - Christine

REALITY: Crime and safety are real concerns, which can cause the users of public parks to avoid the area completely. However, through planning and design, we are able to make usable and enjoyable public spaces for all to enjoy. - Megan

Conclusions

In order to create more inclusive, and "safe," parks for all populations, the design of parks and the regulations and policies that govern them, might not suffice alone to alter systemic, and socially constructed, perceptions related to homelessness, safety and public space. How can the design of park spaces engage new and inclusive dialogues of "safety" and support more equitable park systems?