



# Cal Anderson Park

Crime Prevention  
Through  
Environmental Design



## Site Visits

Site visits for this assessment took place over a 10-month period in 2015 from early March until late December. Many site visits involved 3 - 4 hour periods spent in the park at different times of day observing activities and use patterns. Several site visits were guided walks of the site with individuals or groups who have a high stake in the health of the park, whether through past or current efforts. Other daytime site visits were between 20 minutes to an hour, visits spaced no more than 2 weeks apart, with the intention of assessing the ongoing nature of conditions in the park so I could find out what was normal use, and what seemed abnormal. Interviews with park users, city employees, neighbors, and nearby business owners contributed to my understanding of this park, its population, and the patterns taking place. Teams including myself and other SNG staff spoke with over a hundred people in the interview process asking, “what brings you here?” and “what do you have to say about safety here?” to gather stories and critical information about people’s perceptions.

Technical site visits included four “after dark” visits, hours spent in the park measuring light quantity, assessing light quality, and experiencing the conditions after dark in all weather, to gain a full understanding of the impact of the lit environment here on park visitors.

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Feb. 5, 2016*



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# CPTED Concepts

## Natural Surveillance

Humans feel safe when important physiological and psychological needs are met. Our senses tell us whether we can relax and enjoy ourselves or whether we need to be on our guard. Natural surveillance<sup>1</sup> addresses those needs - specifically, whether a site affords people the ability to see, hear, and sense if they are safe.

Public places should afford plenty of opportunities to see and be seen throughout - satisfying our need to see if a place is safe. If these basic needs for safety are not met, site users experience anxiety and fear and will avoid the place, depriving it of potentially positive users.

Perceptions of being seen or watched can have an impact on whether people violate laws or norms. Generally, the higher the chance of being observed, the less likely<sup>2</sup> a potential offender will do the activity in question.

Landscaping in areas with safety concerns must work with natural surveillance principles to afford the opportunity for site users to have clear visual access. Limb trees up to 6 feet, keep plantings on the ground below 3' tall.

Supporting human vision appropriately in dark environments is critical. There is often a strong tendency to flood an unsafe area with high light levels in attempts at creating a 'safe' nighttime environment. Bright lighting can create a worse set of problems that can impede human vision and render people vulnerable.

At 5 vertical feet, or roughly 'face height', light should be even, color-correct, and have no more than 4:1 contrast with its background. The number of footcandles used will depend on ambient light levels.

## Access Control

Guiding people on a site through the use of features such as gates, fences, hedges, or railings, is effective access control. It is important to use proper levels of access control as site users transition through various activity zones – as well as when moving from public zones to private space. Successful access control is sometimes best achieved through symbolic means - short hedges, simple railings, a series of bollards. These appeal to the psychological need for guidance and indicators on site to tell users what to do and where to go. When people transition from semi-private to fully private space, access control involves locked doors or gates accompanied by the appropriate policies and procedures for everyone who is granted access.

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<sup>1</sup> Natural Surveillance is called 'natural' because it requires nothing other than the senses. Other kinds of surveillance include 'mechanical surveillance' - the use of mechanical means to see into or out of a place (CCTV, etc.), and 'formal surveillance' people organized purposely to watch a place, such as security guards.

<sup>2</sup> Conditions that create a sense of anonymity can contravene this behavioral tendency, as can the routine absence of consequences for misbehavior.

## **Image, Maintenance & Reputation**

Site safety is directly related to a place's reputation and image, attracting 'positive' site users, or 'negative' site users. Positive user groups can become excellent guardians even if they are not doing anything other than using the space in a normal, 'pro-social' manner.

Three elements are critical to Image, Maintenance & Reputation: cleanliness, rule-setting, and building a positive site reputation; first, establish clean, healthy environments that provide distinct contrast to anyone treating the site in a negligent way. Attracting capable guardians and positive site users will be much easier if the place is inviting. Second, send clear messages through functional signage about what is & isn't allowed, and follow up on those messages consistently. Last, a place's reputation can work against the best efforts in supporting positive uses of a site, it's important to carry out actions in a way consistent with the reputation desired for the place - reputation attracts users, both positive and negative.

## **Territorial Definition**

How a site declares itself, and how site users attach to the place and even become 'positive guardians' is at the heart of this CPTED principle. These two ideas work together in a mutually powerful way - the more clarity a space has, the easier it is for people to understand how to use it in a socially appropriate and positive way.

A well-designed place has forms, patterns, and shapes that have cultural meanings which correspond to certain uses. If the forms agree with the purpose of a space, then the whole space will have a sort of integrity in its design. The space will "say" what it is for, and what kinds of things are possible in it.

When a space 'reads' correctly, it is easier for people to connect to a site and to exert influence there - even if they don't intend to do so. This phenomenon is called guardianship. Guardians are people on a site who essentially control the place, or parts of the place. Anybody in a place can be considered a 'guardian' of some sort. Guardians can be positive; sometimes even actively intervening to keep the space safe. They can also be negative, doing unsafe things and creating a sense of discomfort that drives positive guardians away while attracting other negative site users.

As changes are made to this site, it is important to make them deliberately, asking "what is the purpose of this part of the park, how is this change going to support or undermine that designated purpose?" Be clear going forward - help the space speak for itself, and attract the appropriate uses.



## Community Activation

While the first four principles of CPTED (*see appendix p. ii*) are powerful tools in addressing disorder and crime that is generated by physical features, none of them will succeed without strong support of the most important element - the communities that use the place.

It is critical to develop ties between all groups of positive users, and be explicit about meeting the needs of both formal and informal guardians in of the place. Following safety procedures as the culture of the site shifts is very important - do not put organized security personnel in dangerous situations, make sure lines of communication are open and used between everyone on site who has 'guardian' responsibilities. Use a buddy system when the site is the most dangerous.

Encouraging typical users to intervene within the limits of their personal safety is important as well. Changing the sense of anonymity is a key approach in addressing large public spaces with safety problems.

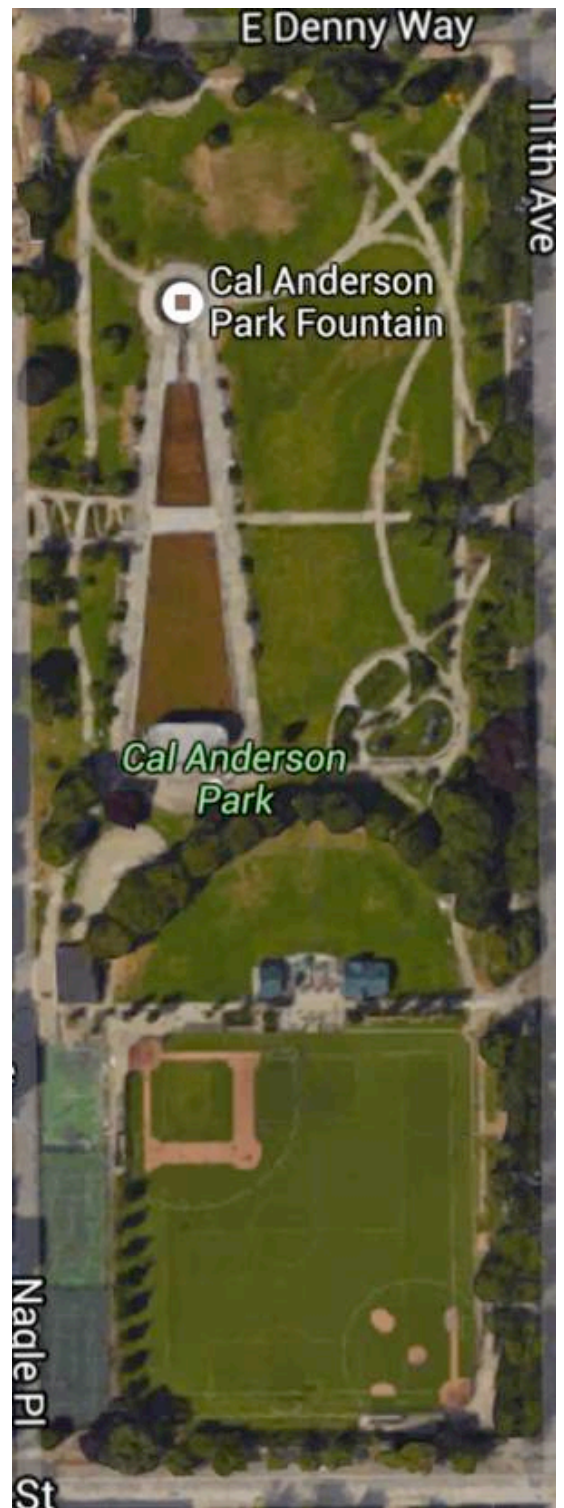
### *Disclaimer*

*The recommendations and strategies suggested here are intended to reduce opportunities for crime, improve quality of life and provide for a safer environment. Seattle Neighborhood Group does not guarantee that any specific crime will be prevented if these recommendations are implemented.*

## A Handful of Maps



The contour map above illustrates challenges in installing lighting properly – many of the luminaires are positioned such that as a site visitor changes elevation, poorly shielded light is presented directly at eye-level. The transit map below illustrates the new light rail and surface rail stations that will bring many visitors to the neighborhood. A bird's eye view to the right shows a 'real life' view of the park.





PROPOSED SCOPE:  
 WATER FEATURE IN ITS ENTIRETY  
 OUTDOOR TERRACE  
 PARKET WILL NEW AND REUSE  
 LANDSCAPE REMOVAL/ DISPOSE  
 GRADING ENTIRE SITE TO SAVE  
 EX. TREES & PROVIDE ADA ACCESS  
 SOFT SURFACE PATH PAVING  
 SOFT SURFACE PATH PAVING AS  
 FOR FUTURE LANDSCAPE  
 INTERIM ENTRY IMPROVEMENTS  
 ELECTRICAL SERVICE  
 PROTECTION POLE LIGHTS (S) -  
 TOPSIDE OF LAWN  
 IRRIGATION  
 HYDROSEED LAWN  
 EX. TREES TO BE RETAINED  
 EXISTING TREES TO BE REMOVED  
 DUE TO LOCATION (S)  
 PROPOSED TREES (S)

From the proposed park redesign in 2002, this document shows the different areas to be developed.

The words on the upper right of the image discuss features in the park such as electrical service, irrigation, and various landscaping and hardscaping elements.

In this document, we use the following terms:

- *Sunbowl* describes the sloping lawn between the Olive Street sidewalk and the upper lawn/fountain area
- *Shuffleboard Walkway* describes the long sidewalk between the courts and the playfield
- *Breezeway* describes the plaza area and sidewalk next to the bathroom and Shelterhouse.
- *Shelterhouse* is the small building across the Breezeway from the bathrooms
- *Old Pumphouse* denotes the structure at the south end of the reflecting pool
- *Pumphouse* indicates the new structure at the west end of the Olive Street sidewalk/easement.
- *Playfields* are the Bobby Morris playfields – the baseball/soccer area.
- *Courts* are the enclosed hard surfaced courts on the southwest edge of the park, home to a variety of activities, including skateboarding, soak-'em, bike polo, dog training, tennis, basketball.

# Crime Data

9-1-1 Calls for Service July 17, 2010 to Feb 9, 2016

Event Description	2010	2011	2012	2013	2014	2015	2016	Grand Total
ABANDONED VEHICLE			1		1			2
ACCIDENT INVESTIGATION	4	17	19	3	2			45
ALACRIM - COMMERCIAL BURGLARY (FALSE)						3	3	6
ALARMS - COMMERCIAL BURGLARY (FALSE)	3	13	7	2	10	20		55
ALARMS - COMMERCIAL PANIC (FALSE)	1	4	1		2	3		11
ALARMS - RESIDENTIAL BURGLARY (FALSE)		1	1		2			4
ALARMS - VEHICLE (FALSE)				1		1		2
ANIMAL NOISE, STRAYS, BITES				1	5	5	1	12
ANIMALS - INJURED, DEAD, DANGEROUS			2		1	1		4
ARMED ROBBERY		1	2		5	6		14
ASSAULTS, FIREARM INVOLVED						1		1
ASSAULTS, OTHER	1	10	4	1	26	44	2	88
AUTO RECOVERY			2	1	1			4
AUTO THEFT	1	2	9	3	15	9	2	41
AUTO THEFT AND RECOVERY		1						1
BICYCLE THEFT	2	2			4	6		14
BLOCKING VEHICLE	1	2		1	2	5		9
BURGLARY - COMMERCIAL				1	1	5		3
BURGLARY - COMMERCIAL	1	7						8
BURGLARY - RESIDENTIAL, OCCUPIED			1					1
BURGLARY - RESIDENTIAL, UNOCCUPIED						1		1
BURGLARY - UNOCCUPIED STRUCTURE ON	1	1	1	2	2	4		11
CASUALTY - DRUG RELATED (OVERDOSE, OTHER)			1			4		5
CASUALTY (NON CRIMINAL/TRAFFIC) - MAN DOWN	1	3	2	1	7	9	1	24
CRISIS COMPLAINT - GENERAL						11		11
DEMONSTRATION MANAGEMENT (Control tactics)						1		1
DISTURBANCE, OTHER	14	35	47	16	154	236	10	512
DRIVING WHILE UNDER INFLUENCE (DWI)		4	5	1	6	5		21
FELONY WARRANT SERVICE	3	2	8	2	14	15		44
FIGHT DISTURBANCE		5	5	1	21	17		49
FORGERY, BAD CHECKS			1		4	1		6
FRAUD (INCLUDING IDENTITY THEFT)	1		1			4		6
GANG GRAFFITI			1		2	5		8
HARASSMENT, THREATS		3	2	1	8	10	2	26
HARASSMENT, THREATS - BY TELEPHONE, WRITING			1					1
HAZARDS		1	3		7	3	1	15
LEWD CONDUCT		3	2		9	11		25
LICENSE PLATE THEFT OR LOSS	1	1	1		3			6
LIQUOR VIOLATION - ADULT	7	22	30	3	56	149	6	263
LIQUOR VIOLATION - INTOXICATED PERSON	12	10	99	12	98	99	2	324
LIQUOR VIOLATION - MINOR					3	6		9
MARIJUANA PUBLIC USE (NOT DISPENSARY)						8	1	9
MENTAL COMPLAINT	1	6	9	1	16	1		34
MISCHIEF, NUISANCE COMPLAINTS	1	10	9	9	80	83	5	197
MISDEMEANOR WARRANT SERVICE	2	2	4	2	21	19	2	52
MISSING PERSON						2	2	4
MOTOR VEHICLE COLLISION						22	3	25
MOTORIST ASSIST		3						3
NARCOTICS ACTIVITY REPORT		1		1		5		7
NARCOTICS FOUND, RECOVERED						2		2
NARCOTICS, DRUG TRAFFIC LOITERING			1		1	5		7
NARCOTICS, OTHER	2	3	8	2	33	28	2	78
NOISE DISTURBANCE	3	7	13	2	57	46	1	129
NOISE DISTURBANCE, RESIDENTIAL					1	1		2
NULL								
PARKING VIOLATION (EXCEPT ABANDONED)	15	27	28	13	34	27	4	148
PARKS EXCLUSION					39	154	11	224
PARKS EXCLUSION		2						2
PEDESTRIAN VIOLATION	3	6	6	1	3	4	1	24
PERSON WITH A GUN					2	5		7
PERSON WITH A WEAPON (NOT GUN)		2			8	6		16
PROPERTY - FOUND (FOLLOW UP TO SPD CASE)		8	4		7	18	2	39
PROPERTY - FOUND (NON SPD GOV)			1		1	1		3
PROPERTY - MISSING		2				1		3
PROPERTY DESTRUCTION	1	3	2	3	14	14		37
PROWLER				1		4		5
RECKLESS BURNING						1		1
RECKLESS ENDANGERMENT, UTTERING, BANGS		6	3		5	15	1	30
SHOPLIFT	2	1	2		2	5		12
STRONGARM ROBBERY			1		9	8	1	19
STRONGARM ROBBERY		1						1
SUSPICIOUS CIRCUMSTANCES - BUILDING (OPEN		1	1	1	2	1		6
SUSPICIOUS PERSON	44	80	92	20	134	122	1	473
SUSPICIOUS VEHICLE	13	11	43	7	18	20	2	113
THEFT - CAR PROWL	2	17	23	9	84	31	3	159
THEFT - MISCELLANEOUS	5	13	8		36	34	2	100
TRAFFIC (MOVING) VIOLATION	26	30	85	23	70	71	7	262
TRESPASS		1	28	12	108	154	6	209
TRESPASS	23	13	14					50
TRESPASS - PARKS EXCLUSION		5			5	18	2	30
<b>Grand Total</b>	<b>197</b>	<b>431</b>	<b>528</b>	<b>180</b>	<b>1274</b>	<b>1564</b>	<b>87</b>	<b>4963</b>

1/16/2016 10:00 AM

These tables illustrate a dramatic boom in crime on the perimeter of Cal Anderson Park after 2013.

Particularly troublesome and frightening crimes involve assaults, including aggravated assault with weapon.

Other troubling crimes include a rise in narcotics activities, which is corroborated by site visits where trash associated with drug use and street crime that supports drug purchase is evident.

Disorder also seems to be increasing here, the rise in liquor violations and disturbances is astounding.

The location-based crime numbers on the following page show the sheer number of calls or officer-generated "on-views" taking place in Cal Anderson Park, or directly on the 1600 block of 11<sup>th</sup>.

9-1-1 Calls for service, Cal Anderson Park perimeter  
2008 to early 2016

Event Description	1000 Block E Denney Way	1000 Block Pine St	1400 Block 11th Ave	1400 Block Nagle Pl	1700 Block 11th Ave	200 Block Nagle Pl	1400 Block Nagle Pl	900 Block E Denney Way	900 Block E Pine St	E Denney Way & 11th Ave	E Howell St & 11th Ave	E Olive St & 11th Ave	E Pine St & 11th Ave	E Pine St & 11th Ave	E Pine St & Nagle Pl	E Pine St & Denney Way	Grand Total
ABANDONED VEHICLE	2																2
ACCIDENT INVESTIGATION	2			2				2	3	5	2	1	4	7	10	1	45
ALACAD - COMMERCIAL BURGLARY (FALSE)				2	1						3						6
ALARMS - COMMERCIAL BURGLARY (FALSE)			2	3	8					42							55
ALARMS - COMMERCIAL PANIC (FALSE)			5		1					5							11
ALARMS - RESIDENTIAL BURGLARY (FALSE)					2					2							4
ALARMS - VEHICLE (FALSE)											1			1			2
ANIMAL NOISE, STRAYS, BITES	1		9												1	1	12
ANIMALS - INJURED, DEAD, DANGEROUS	1		1	1											1		4
ARMED ROBBERY		1	4								2	2	2	3			14
ASSAULTS, FIREARM INVOLVED			1														1
ASSAULTS, OTHER	1	10	28	5	5			1		3	2	8	16	9			88
AUTO RECOVERY								2		1				1			4
AUTO THEFT	2		4	6			1			2	7	2	2	4	10	1	41
AUTO THEFT AND RECOVERY													1				1
BICYCLE THEFT		1	3	2						2		1	4	1			14
BLOCKING VEHICLE		1		1							1		1	3	2		9
BURGLARY - COMMERCIAL			2							3							5
BURGLARY - COMMERCIAL				5						2			1				8
BURGLARY - RESIDENTIAL, OCCUPIED				1								1					1
BURGLARY - RESIDENTIAL, UNOCCUPIED				1													1
BURGLARY - UNOCCUPIED STRUCTURE ON RESIDENTIAL PROPERTY				10											1		11
CASUALTY - DRUG RELATED (OVERDOSE, OTHER)			4													1	5
CASUALTY (NON CRIMINAL/TRAFFIC) - MAN DOWN, SICK PERSONS, INJURED, DCA)	1	2	8		1					3		1	2	2	4		24
CRISIS COMPLAINT - GENERAL			8	1						1	1						11
DEMONSTRATION MANAGEMENT (Control tactics used)			1														1
DISTURBANCE, OTHER	10	43	198	36	17	3	1	6	33	8	5	2	15	43	66	24	312
DRIVING WHILE UNDER INFLUENCE (DWI)		1	2	2	2				1	1		1	5	5	3		21
FELONY WARRANT SERVICE		4	22	3		3		1	2	1		1	2	1	3	1	44
FIGHT DISTURBANCE	1	2	15	2	2	1			3	3	1	2	2	6	7	2	49
FORGERY, BAD CHECKS			2						3				1				6
FRAUD (INCLUDING IDENTITY THEFT)			4	1										1			6
GANG GRAFFITI			3	1						1		1	1	1			8
HARASSMENT, THREATS		2	10	3	1				2			1	4	2	1		26
HARASSMENT, THREATS - BY TELEPHONE, WRITING								1									1
HAZARDOUS		1	6								2	1	2	3			15
LEWD CONDUCT	1	1	10	3	1					2		3	3		1		25
LICENSE PLATE THEFT OR LOSS			1	1		1		1						2			6
LIQUOR VIOLATION - ADULT		8	179	15		7	1		3		5	2	9	16	19	5	269
LIQUOR VIOLATION - INTOXICATED PERSON		87	44	13	3	8	2	4	4	1	2	29	37	38	32	10	326
LIQUOR VIOLATION - MINOR			5						1				1	2			9
MARIJUANA PUBLIC USE (NOT DISPENSARY)			4		1				3			1					9
MENTAL COMPLAINT	2	2	10	3					1			1	5	9	1		34
MISCHIEF, NUISANCE COMPLAINTS	12	6	103	8	8	1			11	1	5	3	20	8	11	1	197
MISDEMEANOR WARRANT SERVICE			29	6	1	1		1	3			2	2	1	3	1	52
MISSING PERSON			1											1			2
MOTOR VEHICLE COLLISION	3	2								2		2	5	9	2		25
MOTORIST ASSIST														7	1		8
NARCOTICS ACTIVITY REPORT			4						1			2					7
NARCOTICS FOUND, RECOVERED				1					1			1					2
NARCOTICS, DRUG TRAFFIC LOITERING	1	3	3	1					1					1			7
NARCOTICS, OTHER	1	3	40	6	4		1		6		3	4	5	1	3	2	78
NOISE DISTURBANCE	4	1	72	16	10			1	4	3		3	4	4	1		134
NOISE DISTURBANCE, RESIDENTIAL	1		1														2
NULL																	
PARKING VIOLATION (EXCEPT ABANDONED VEHICLES)	69	2	5	9	3	12			4	1	3	7	4	18	12	5	148
PARKS EXCLUSION			220	1									1		2		224
PARKS EXCLUSION													1	1			2
PEDESTRIAN VIOLATION			2	1				2	2	1		2		12	2		24
PERSON WITH A GUN			3									1	1	1	2		7
PERSON WITH A WEAPON (NOT GUN)	1		9		1	1						1	1	1	2		16
PROPERTY - FOUND (FOLLOW UP TO SPD CASE)	3	15	4	1					2	1		1	2	8	2		39
PROPERTY - FOUND (NON SPD GOM)	1		1												1		3
PROPERTY - MISSING	1								1				1				3
PROPERTY DESTRUCTION	3		9	6	1	1			1	2		1	3	4	2		37
PROWLER			4						1								5
RECKLESS BURNING					1												1
RECKLESS ENDANGERMENT, LITTERING, PARKS CODE VIOLATIONS	2		18	1	2				1			3	1	1	1		30
SHOPLIFT			1						7					1	2	1	12
STRONG ARM ROBBERY			15										2	2	2		19
STRONG ARM ROBBERY													1				1
SUSPICIOUS CIRCUMSTANCES - BUILDING (OPEN DOOR, ETC.)			1	1					1			2		1			6
SUSPICIOUS PERSON	17	16	135	65	8	30	4	4	44	4	9	15	31	41	33	17	474
SUSPICIOUS VEHICLE	3	7	10	12	5	2	1	4	5	2	2	6	5	19	25	7	112
THEFT - CAR PROWL	3	14	11	29		3			8	5	3	10	12	21	30	9	139
THEFT - MISCELLANEOUS	1	9	41	6					16			1	13	12	1		100
TRAFFIC (MOVING) VIOLATION	1	12	5	10		1		5	39	10	4	4	14	73	73	20	312
TRESPASS	1	9	149	38	42	12			38	1	3	6	1	7	2		309
TRESPASS	3	7		20				1	10		1	1	3	1	1		50
TRESPASS - PARKS EXCLUSION			24	2		1						1	1	2			30
(Blank)																	
Grand Total	182	325	1546	371	117	72	13	32	330	57	61	111	204	379	465	144	4362

Police Incident Data  
 By Year  
 early 2008 – Feb 2, 2016

Offense Type	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	Grand Total
[INV - CASE DC USE ONLY]	1											1
ANIMAL BITE			1	1			1			2		5
ANIMAL CRUELTY			1						2	1		4
ANIMAL-OTH						1				1		2
ASLT-AGG-BODYFORCE					1	8	1	7	4	5		26
ASLT-AGG-GUN							1			1		2
ASLT-AGG-POLICE-BODYFORCE								2				2
ASLT-AGG-POLICE-WEAPON					1					3		4
ASLT-AGG-WEAPON	1				1	5	3	20	14	9	2	50
ASLT-NOMAGG			5	2	13	11	9	43	31	24	1	139
ASLT-NOMAGG-POLICE				2				2	3	3	2	14
BIAS INCIDENT										2	1	3
BURGLARY-FORCE-NONRES				1	3	3		6		1		14
BURGLARY-FORCE-RES							1					1
BURGLARY-NOFORCE-NONRES				4	2	8		1	1	2		18
BURGLARY-NOFORCE-RES						1						1
BURGLARY-SECURE-PARKING-NONRES					1							1
BURGLARY-SECURE-PARKING-RES						5		10	11	5		31
COUNTEREIT										1		1
DISORDERLY CONDUCT								2				2
DISTURBANCE-NOISE										2		2
DISTURBANCE-OTH				2	1	17	6	14	13	9		64
DUI-IMPAIR			1			3						4
ENDANGER						2						2
FALSE REPORT					1							1
FIREWORK-USE										1		1
FORGERY-CHECK									2			2
FRAUD-CHECK							2	2	4			8
FRAUD-CREDIT CARD			2		4	1	2	2	4	2	1	14
FRAUD-IDENTITY THEFT									6	2		8
FRAUD-OTHER									2	1		3
HARASSMENT						2	3	2		3		10
INJURY - ACCIDENTAL					1	2						3
INJURY - OTHER						1						1
LIQUOR LAW VIOLATION			4	7		3	9	3	7	9		42
MALICIOUS HARASSMENT							1					1
NARC-EQUIPMENT/PARAPHERNALIA			3			2	1	4	9			19
NARC-FOUND-MARIJU				3			1					4
NARC-FOUND-METH						1				1		2
NARC-FOUND-OTHER							1	2	1			4
NARC-POSSESS-AMPHETAMINE					2					1		3
NARC-POSSESS-COCAINE										6		6
NARC-POSSESS-HALLUCINOGEN						1						1
NARC-POSSESS-HEROIN			4	4	1	1		2	6	3		21
NARC-POSSESS-MARIJU			4	7	6	5	3	7				32
NARC-POSSESS-METH				1	2	6	2	7	13	6	1	38
NARC-POSSESS-OTHER						1						1
NARC-POSSESS-PILL/TABLET					3				2			5
NARC-POSSESS-PRESCRIPTION								2				2
NARC-POSSESS-SYNTHETIC						1						1
NARC-SELL-AMPHETAMINE								6	3	1		10
NARC-SELL-COCAINE								4	1			5
NARC-SELL-HEROIN				1						1		2
NARC-SELL-MARIJU					1	4	1	2		1		9
NARC-SELL-METH							2	2	9			13
NARC-SELL-OTHER										1		1
OBSTRUCT		2	2					7	2	3		16
PROPERTY DAMAGE - GRAFFITI		2	1			6	4	6	4	5	1	29
PROPERTY DAMAGE-NON RESIDENTIAL		5	1			5	4	11	19	12		57
PROPERTY DAMAGE-RESIDENTIAL				1		1			4	1		8
PROPERTY FOUND		3	4	6	25	30	43	23	29	8		116
PROPERTY LOST					2	2	1	2		2		9
PROPERTY LOST - POLICE EQUIPME						2						2
PROPERTY STOLEN-POSSESS				2		2	2	7	4	2		19
RECKLESS BURNING							1	2		2		5
ROBBERY-BUSINESS-BODYFORCE								2				2
ROBBERY-BUSINESS-WEAPON				1							1	2
ROBBERY-STREET-BODYFORCE		1	3	2		4		9	21	13	1	54
ROBBERY-STREET-GUN							1	14	4	4	3	27
ROBBERY-STREET-WEAPON						4		2	3	5		14
THEFT OF SERVICES						2						2
THEFT-AUTOMOB		1	3	2			1	2				9
THEFT-BICYCLE		1	1	5	2	4	11	10	5			39
THEFT-BUILDING		2	3	3	12	8	3	7	5			43
THEFT-CARRIAGE		8	13	9	51	39	82	198	23	2		414
THEFT-LICENSE PLATE							2	2	1			5
THEFT-OTH		2	9	17	20	18	14	42	62	30		200
THEFT-POCKET									14	2		17
THEFT-PRISNATCH						1						1
THEFT-SHOPLIFT					4		1	4	5	1		15
THREATS-KILL								2	1	1		4
THREATS-OTHER						2	2			3		7
THREATS-WEAPON								4	1	1		6
TRAFFIC		1	3	1		1	3	7	4			14
TRISPASS		3	6	6	3	5	43	11	15	3		116
URINATING/DEFECATING-IN PUBLIC										1		1
VEH-RCVGS-FOR OTHER AGENCY			1				1	4				6
VEH-THEFT-AUTO		7	2	4	7	6	18	12	9	2		67
VEH-THEFT-MOTORCYCLE						1						1
VEH-THEFT-TRUCK		4	2				1	2	4			13
VIOL-COURT ORDER						1	3					4
WARRANT-FUGITIVE				1					2			3
WARRANT-FELONY		5	7	6	12	16	18	38	41	18		143
WARRANT-MISDEMEANOR		12	13	8	22	11	43	37	17	2		164
WEAPON-CONCEALED							2		4			6
WEAPON-OBSCURE										1		1
WEAPON-POSSESSION			2	4	1	5	1	13	8	6		40
WEAPON-UNLAWFUL USE			1		2		3	2	4	1		13
Grand Total	2	1	95	155	124	285	253	579	655	355	23	2435

Police Incident Data is shown here and on the following page sorted by year and location. Juvenile crime, and some other varieties of crime such as domestic violence and sexual assault is not included in the publicly available datasets. Due to these missing data, and to the variation in coding of the publicly available data, these tables certainly do not represent *all* the crime occurring in the park, and on it's perimeter.



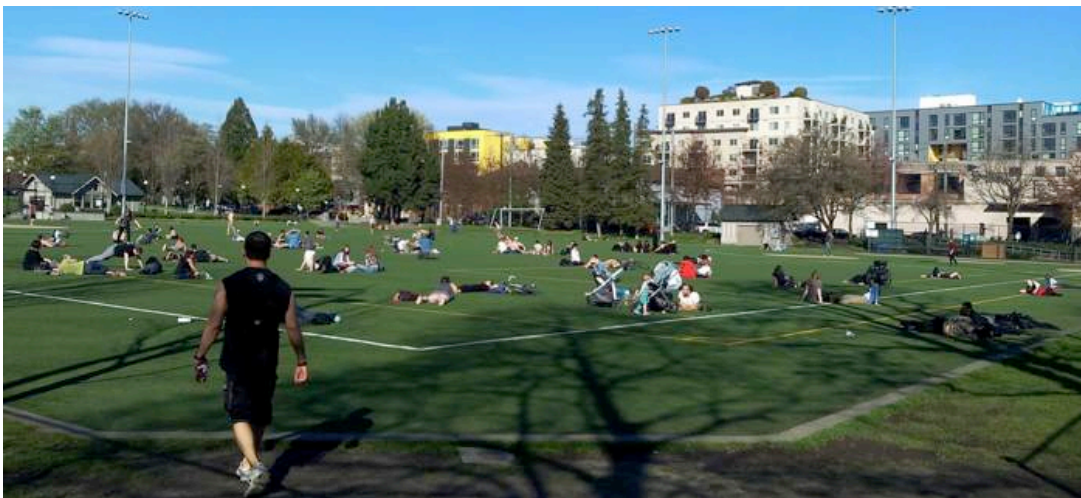
## Approach to this Site

Standard CPTED analysis of a site usually involves assessing four elements in an interdependent way. *Natural Surveillance*, *Territorial Definition*, *Access Control*, and *Image, Maintenance & Reputation* are the main categories a CPTED practitioner generally uses to formulate an analysis, and their recommendations usually reflect this arrangement. While a standard CPTED approach to physical site alterations will likely yield many benefits at Cal Anderson Park, it is important to note that there are underlying social and jurisdictional elements that must be addressed here as well, if a sustainable solution to disorder, nuisance, and crime is to be found.

In this document we provide specific recommendations using the four standard elements of CPTED, and recommendations for a category called *Community Activation*, which is critical to our CPTED approach here at Seattle Neighborhood Group.

Most of the CPTED challenges at Cal Anderson Park involve *Natural Surveillance* and *Territorial Definition*. Few *Access Control* problems exist, as the nature of the site is open, is generally used as intended by the designers, and is accessible to the public all day and all night. *Image, Maintenance, & Reputation* challenges amplify larger site-wide, systemic problems.

Social and structural problems further compound the CPTED challenges, including profound “night-life” activities on the park’s perimeter, drug sales, public drug and alcohol use, migrations of people who take up residence here, a year-round homeless (or marginally housed) population, increasing foot traffic, and jurisdictional divides in caring for the site.



On the first day of 2015 to reach 70 degrees, the park filled up immediately by 4 pm, visitors soaking up every bit of sun and warmth that they could. A joyous spring moment.



## Development History

What is today called Cal Anderson Park was originally developed by the Olmsted brothers as part of the new Cedar River reservoir system for the City of Seattle. A gravity fed system, the upper reservoir for Capitol Hill and Downtown was in Volunteer Park, and a lower reservoir sited just off Broadway. The lower reservoir, “Lincoln Reservoir” opened in 1901. The Olmsteds recommended that the park site have ‘no provision for the more vigorous forms of play’ - yet the playfield (near the Seattle High School) was incorporated into the plan for the site immediately. The playfield opened in 1908, was named “Broadway Playfield” in 1922, and renamed “Bobby Morris Playfield” in 1980.

By the early 1990’s, the park was considered by the neighbors to be an unsafe place rife with drugs and prostitution. In the words of park activist Kay Rood, “The park looked like a prison yard from an old black and white movie, with rusted double fencing, a cinder sports field, a small rundown playground, an ugly and dangerous brick restroom building often covered with graffiti, and a semi-permanent population of transients and druggies dotting the landscape. Eleven acres in the middle of south Capitol Hill, and people were crossing the street to avoid walking even on the sidewalk next to it!”

An extremely engaged group of residents spent years working on various park problems, communicating with city departments, ultimately advocating for a creative and high quality park redesign. In 2003 extensive renovation began on the park, lidding the reservoir, changing the shelter house, bathroom, walkways, fields, lighting, and adding an important new element — the water feature comprised of a fountain, ripple pool, and reflecting pool. The transformation was dramatic after the redesign and renovation.

Today, however, part of Kay Rood’s description from pre-Cal Anderson Park days is echoed in many of the statements of park users and neighbors; many of those interviewed for this CPTED assessment express deep dismay at the amount of graffiti, trash, open drug and alcohol use, and the unpredictable and sometimes threatening behaviors of some of the site’s visitors.

## Landmark Designation

As we visited with people in Cal Anderson Park during our many site surveys, we heard about how changing Cal is difficult, (some believe nearly impossible), because of the park's Historical Landmark status, which was granted in 2002. Everyone we spoke with, though, was clear that some things really needed to change in order to move forward and recover a sense of safety for all who want to enjoy this place. Some of the physical attributes on this site seem to strongly contribute to disorder here, and changes in the physical site will no doubt be discussed and approached with the same dedicated and creative spirit that the park has engendered in all its champions over the years. Hopefully the CPTED analysis offered here will clarify some approaches to reclaiming the place for all, whether through physical site changes, jurisdictional collaboration, community activation, or all of these in combination.

Reflecting on the documents from the early 2000's that discuss the transition for this site, the landscape architect's statement in a design narrative document stands out because the designer discusses the status of the park not as a historic preservation, but as an adaptive re-use. The landscape architect writes in a design narrative:

"The Park Site Master Plan honors and preserves the historic legacy of the site by acknowledging the Olmsted design, yet reinterprets a portion of the elements for the next 100 years. Historic elements of the Olmsted plan have been preserved and reinforced where appropriate, historic architecture is given new priority, and original design elements are recalled throughout the park. As a result of review and endorsement of the Park Site Master Plan by the Landmarks Preservation Board and Seattle Design Commission, a definitive vision for the park has been achieved. It is not a historic preservation, but rather an adaptive re-use of the site. It is a vision that acknowledges and honors the historic legacy yet successfully melds it with present program needs, and has served as a framework for future implementation."

The Landmark Preservation Board's website indicates that managing change is the goal for entities that have received the designation — it says, "There are fewer restrictions than you might think since the goal is to manage change, not to eliminate it." The reason change is called for now at Cal Anderson Park is a sad one, the park is experiencing disorder and misuse on a large scale, and the term *adaptive re-use* is more apt than the designers probably initially imagined. Some user groups *have* adapted and re-used the site for activities that now threaten the safe and pleasurable use by many.

## The Neighborhood is Changing

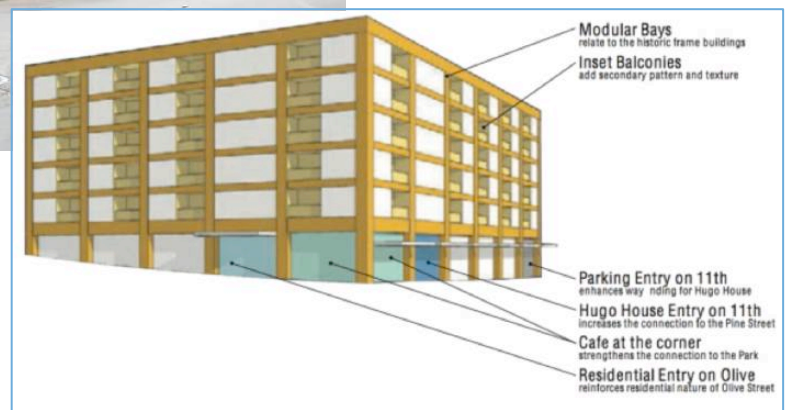
Cal Anderson Park is in the middle of a neighborhood experiencing tremendous growth (Capitol Hill). New residential buildings and businesses are going up on almost every block around the park, contributing to a dynamic and dense place that is *substantially* different in 2015 than it was even two or three years ago, and nearly unrecognizable from “the Hill” of ten years ago. New economic and social patterns have erupted that have dramatic impacts on how people are using the park.

Two of these social patterns are shifting the nature of the population in and around Cal Anderson Park. A vigorous “Nightlife District” has developed along the Pike/Pine corridor that is attracting thousands of people from outside of the neighborhood in the evenings and late into the night from Thursday until Sunday, and nearby “tech” companies are attracting younger, mobile employees who want to live close to restaurants, entertainment, and transit nodes. Capitol Hill is providing new residential buildings catering specifically to these populations, and businesses that serve food and alcohol seem to be thriving, especially along the Pike/Pine Corridor.

Crime data indicates dramatic increases in 2014 and 2015 in 9-1-1 calls for service regarding assaults, disturbance, fights, lewd conduct, adult liquor violations, mischief/nuisance, narcotics, noise disturbance, property destruction, theft, trespass, and “suspicious person” (a crime category designated by Seattle Police Department).



Significant changes are taking place in every part of the neighborhood, radically altering the rhythm and character of the surrounding space.



## Jurisdiction Challenges

Different city departments have control over different layers and parts of this site. Seattle Parks and Recreation Department, Seattle Public Utilities (SPU), Seattle Office of Arts and Culture, and Seattle Landmarks Preservation Board are involved with decisions directly affecting the site. Seattle Police Department (SPD) has law enforcement responsibilities, and Seattle Parks and Recreation Department has Parks Code enforcement responsibilities on site. Nearby entities include Seattle Community College, and a Sound Transit Light Rail station, both of which will have an effect on the park, especially along the west and north perimeter.

Within the Parks and Recreation Department, different units control park “nodes”, for example the Event Scheduling Unit handles permit applications and Shelterhouse rentals, while the Athletic Field Scheduling Unit handles the Bobby Morris Playfield, and hired a playfield attendant to manage playfield reservations for 25 hours a week. The wading pool is handled by the Aquatics Unit. Parks maintenance crews use the Shelterhouse as a break room, and the playfield attendant uses the Shelterhouse as well.

SPU has responsibility over the reservoir, pump houses, and everything below the membrane that is under the soil on the reservoir lid. The fountain is maintained and basic repairs are handled by Parks crews, but when the large brass diverters were damaged and had fallen off during spring of 2015, community members who have been active in the park from the early days of its design knew that Parks Department did not deal with these particular pieces of the fountain — that was instead the responsibility of the Office of Arts and Culture. Water in the reflecting pool is maintained by SPU, furthermore, the pool cannot sit empty due to manufacturer warranties on the membrane which stipulates the membrane must remain wet at all times. This manifests in some very stagnant and dirty water at times, as somebody must notice the problem, and initiate communications that ultimately result in SPU organizing a vacuum truck to come pump out the water, as it cannot be drained easily into the combined sewer overflow system.

Enforcing rules about camping and other violations is usually left to SPD, and while the Parks Rangers can enforce trespass and parks exclusion rules under the Seattle Parks Code, they are not sworn enforcement agents. Generally, Park Rangers try to ‘promote voluntary compliance’ in a friendly and supportive way.

The picture emerging from all this complexity is that even at a single “node” in Cal Anderson Park many entities must work together, and expecting this to happen without strong guidance results in the piecemeal approach to maintenance and care that the park currently experiences.

## The Park in the Dark

We performed site visits specifically to measure light, and observe the lighting conditions throughout Cal Anderson Park. Other site visits occurred at twilight and after dark as well, to observe activity patterns. After these site visits it is clear that, from a CPTED perspective, the **lighting conditions in the park need serious revision**. Crime data also indicates strongly that much of the crime in Cal Anderson Park occurs during twilight and after dark. The strongest feature supporting *Natural Surveillance* after dark is the system of gravel pathways which are reflective without creating glare, and which make a crunching noise that alerts site visitors to others ahead. Of course, this wonderful byproduct of the path surface works best when the path is being used in a normal fashion.



This view along the walking path on the east side of the park approaching the *Sunbowl* approximates what the human eye perceives quite accurately. The contrast between the extremely bright playfield and the rest of the park renders the path and anyone on it invisible. The existing globe lights do a poor job of putting the *right kind of light where it is needed*.

The lighting conditions on the perimeter of the park, along its internal pathways, at its entrances, and near the playfields seem to have been designed without considering the physiological or psychological well-being of the people using the park. While the luminaires (light fixtures) in Cal Anderson Park look nice during the day, they do not serve human needs after dark. The historical “replica” luminaires on site produce stark, glaring light that emanates indiscriminately from the globes. Many of these blinding globes are so bright that the area immediately outside the pool of light is enveloped in darkness that can entirely hide people and activities. These luminaires produce direct, unshielded light that is impossible to use for face recognition, color identification, or to support dark adaptation needed for the low light environments found in the neighborhoods adjacent to the park.

Excellent “CPTED lighting” does not create discomfort or disability glare — it puts the right kind of light where it is required for the task — on the paths, and at 5-6 vertical feet, and visible from 30 feet away. Lighting in a dark public environment should provide enough illuminance for recognizing faces, potential threats, and colors of clothing or vehicles. Excellent light in CPTED practice is generally *reflected*, not direct, *well shielded* and fully cut off so it does not trespass onto neighboring structures or produce upward waste (light pollution). Excellent light does not create bright pools of light in dark environments, nor does it “flood” an environment with bright light, or create dark edges.

**Be careful** in making any changes to this site — **choose a credentialed and highly regarded lighting designer with experience in dynamic, busy, and potentially dangerous public places** to address the lighting at entrances, throughout the interior, and along the perimeter of the park. Work carefully with the designer to address the significant deficiencies to everyone's satisfaction. *Reality-*

test any plans to assure they satisfy CPTED criteria, and try to meet neighborhood and park users needs and wishes. Collaborate across jurisdictions, the primary need is safety for park users.

### Human Needs in the Lit Environment

**Physiologically**, humans need light that doesn't glare, that illuminates the proper physical features (pathway hazards, people's faces, path choices), and is evenly distributed with little contrast between bright and dark so the eye doesn't need to dark adapt repeatedly. (Which it cannot do safely if one is walking through a site like this.)

Satisfying **psychological** needs for safety after dark includes providing enough light for people to assess threats, and take avoidance paths if possible. Many people said the park feels generally dangerous after dark, and stated that they cannot see what or who is nearby in much of the site. Most these comments came from people who walk to and from work or school, so they must either walk *through* the park, or avoid the park by walking *around* it.

#### Goals of the Lighting Plan

All lighting should have clear goals that flow from the intended use of the site. Many public spaces have high safety requirements, both for path navigation, and social interaction after dark. All lighting plans should accommodate the physiological realities of how human vision works, and support safe movement through the planned environment.

**The following recommendations are intended to *increase positive guardianship* on this site, and to support crime prevention by designing for humans needs. These needs include feeling safe, ability to see and hear what is happening nearby, ability to identify alternate routes in case of trouble, and positive feelings about others on the site.**

### Light as an Element of Territorial Definition

Another important function of light in a public place like Cal Anderson Park is to **promote a sense of place**, and create an engaging (yet not distracting) environment that clearly speaks to the purpose and function of the site. Cal Anderson Park has little deliberate or caring illumination of the beautiful features on site, including the fountain, pump house (or any other



structures), pathways and path edges, entrances, or its other features. People need a sense of place to feel safe, and lighting can support this goal, *and* provide good *Natural Surveillance* after dark.

# General Recommendations





## Site-Wide Recommendations

**1. Create a position for a single person who is responsible for coordinating the care of the *entire* park** including deploying and monitoring the maintenance plan, scheduling and marketing the venues, and coordinating all the entities that have control over the various parts and layers of the site to solve problems *promptly* and collaboratively. Empower this position to bring others together regularly to achieve good care for the park. Ensure that the person is on the site enough to have thorough grasp of daily events, on site interactions, and the park's needs.

**2. Create a formal, written, *proactive* Maintenance Plan for the entire park, regardless of jurisdiction.** The goal of the maintenance plan is robust support of *positive guardianship* on site. Positive guardianship grows from many things, however excellent *Natural Surveillance* and good *Image Maintenance* *∩* *Reputation* are two CPTED elements critical for success on this site. Include criteria for:

- Landscaping maintenance that supports excellent *Natural Surveillance* in critical nodes (noted throughout this document).
- Immediate removal of large graffiti, for example, the large tags that appear from time to time on the historic pump house walls.
- Rapid graffiti removal from all *signs, sidewalks, and luminaires*.
- Prompt scheduling of graffiti removal on all other surfaces.
- Rapid repair of damaged luminaires, artworks, play apparatus, security measures (locks or gates), and path blockage.
- Immediate removal of food, human, or animal waste.
- Large blank surfaces are excellent "canvasses" throughout the park for graffiti painters, including the various utility structures that dot the playfields, the walls of the restrooms, and the historic pump house. Use public art, anti-graffiti coatings or green screening<sup>3</sup> where possible *and where no detriment to Natural Surveillance is likely if green screening poorly maintained*. Anti-graffiti coatings may be helpful for luminaire infrastructure. Some experimentation is likely needed. Every surface in the park is victim to rampant graffiti.

Monitor the maintenance plan closely and amend it as needed to include other problems that affect *guardianship* directly.

**3. Enhance *Territorial Definition* through implementing a park-wide approach to signage and information display.** Appropriate, readable, meaningful signage, including welcoming signs at each entrance, designed professionally help to establish behavioral norms, and can be the baseline for rules enforcement.

Not all signs need to achieve all of these goals. Rule setting signs regarding fundamental behavioral requirements should be present at each entrance, if possible, incorporated into a celebratory feeling for each entrance.

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<sup>3</sup> Greenscreening is the practice of growing covering plantings on architectural surfaces vulnerable to damage.

### Signage must achieve four things:

1. address the user population appropriately,
2. establish a clear foundation for rule setting,
3. provide a good sense of the park as a destination place for enjoyment
4. provide good wayfinding in an integrated and human-centered way, without jargon.

Special nodes will require their own rules signs, a subset of the bigger set of park rules. There are more specific details in the recommendations for nodes in this document.

Wayfinding signs may not need to be signs at all, perhaps a comprehensive wayfinding strategy could be developed that is expressed through art installations, path treatments, color schemes, and existing features. Work closely with community members to discover needs, and engage professionals in the design

disciplines who have experience designing for high traffic urban outdoor environments to develop an excellent approach to signage.

**4. Enforce park rules and civil & criminal laws quickly and consistently.** This will require two actions. First, a strong commitment on the part of the Parks and Recreation Department to provide park rangers (and encourage them to do the enforcement part). Second, good planning and excellent communication with Seattle Police Department's East Precinct to address violations that park rangers cannot, or do not feel comfortable addressing.

**5. Designate all-hours walkways, light them with excellent quality pedestrian<sup>4</sup> lighting and path support.** For example, use downward directed bollard lights spaced closely enough to leave no part of the pathway dark *and* a light colored path surface to reflect as much ambient light back upwards as possible, *and* any architectural or path wayfinding light treatments that will add to the sense of a safe passage, and that **do not** contribute to any type of glare whatsoever for path users.

All hours use is likely a permanent feature of this park as there is a major transit hub on its northwest corner and there are no closing gates or barriers to any pathway into and through the entire site. Neighborhood use patterns require all-hours access through the site for those traveling to transit, work, home, school, and many other destinations. The routes through the park are direct, and expecting people to go around this site is unrealistic.

**6. Profound revision of the lighting scheme** for the entire park — addressed “Lighting Recommendations” pages 14-16.

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<sup>4</sup> The term “Pedestrian” is all-inclusive. It includes the able-bodied, those using assistance devices such as wheelchairs, canes, crutches, and walkers, as well as those who employ service animals or canes to detect the path.

## 7. Support formal guardianship (SPD & Parks Rangers) here by:

- **Train enforcement personnel** (SPD, King County Metro and Parks Rangers) **to the unique challenges for this site** including pervasive day and night camping and parks violations.
- **Continue (or implement) bicycle, patrol, and foot officers at peak crime/disorder times.** Work closely with crime analysts to monitor current conditions, identifying crime patterns, and developing strategies to address those patterns. Strategies can involve working with partners from other agencies, departments, or groups in solving the reasons for some of the crime that shows up in the crime data.
- **Establish an effective group focused on “problem solving” the crime, nuisance, and disorder patterns.** Include Parks Department, Seattle Police Department, other City Department personnel as appropriate, businesses and organizations on the perimeter of the park. The group can share information and discover what the contributing factors are for crime, disorder, and nuisance, then work together to change those factors.

**8. Consider alternative, creative approaches to using places in the park that currently host negative activities.** Explore ideas from within the Parks Department, and from outside – ideas and potential partners can come from many places.

**9. Implement a restricted parking zone along Nagle Place.** Most nearby zones are two hour parking. We observed vehicles here that seemed to be used for shelter as their owners made quick trips into the park to meet individuals and exchange handshakes. This activity pattern looked like drug dealing.

**10. Community Activation strategies** that will address crime, nuisance, and disorder here include:

- **Regular collaboration with park perimeter neighbors, and those who are in the park, including organized groups.** *Elicit* their safety concerns on a regular basis, and to *invite participation* in planning projects and addressing challenges. Many groups come to the park as a destination for exercise, learn who they are, what they need, and how to support them. On site visits we met hula hoopers who come to the park weekly, as well as groups of “walkers”, parent groups, and people who participate in regular “pick-up” sports activities on both the playfields and in other open park areas.
- **Plan ahead for the after-effects of large organized neighborhood events.** Some events may impact the park long after the event is over. Several people specifically mentioned lingering after effects from the “Capitol Hill Block Party” in particular. It seems that there is a population that comes to the area to attend the event ‘by proxy’ – hanging out on the edges without paying to go into the gated areas. Many of these folks are unhoused, or transient, and reportedly stay in the area for days after the “Block Party” has ended. Develop strategies to address the lingering population from the Block Party, perhaps strategizing with event coordinators to find ways to engage those folks who come to the area to hear the bands, but cannot afford to enter the venues.



## Lighting Recommendations

- 1. Replace the replica “historical” fixtures with fully shielded luminaires that only puts light where it is needed.** There are historical replicas that may be more accurate, and which are certainly designed more responsibly to do this job. The globes in Cal Anderson Park do not put light where it is needed, and we are skeptical that any shielding or revision of the *technology inside* (lenses, lamps types) these globes could remedy the abysmal conditions these luminaires create. The globes punctuate the main body of the park with piercingly bright orbs of light that mostly ruin one’s ability to identify any unsafe activity, dangerous conditions, or nearby people.
- 2. Use light at entrances to declare a transition in use between the city street and the park,** including illuminated signs, landscape lighting, and architectural or pathway lighting features supporting *Territorial Definition*.
- 3. Introduce an intermediate “step-down” light zone** of luminaires that produce light levels *between* the bright entrance lights and the darker interior of the park to help dark adaptation. Many of the entrances have extremely bright light, and there is little support as one transitions into the darker interior of the park. The entrance lights are often far too bright, and situated at eye-level either because they are on short poles, or because they are situated in the direct field of vision due to elevation changes between the entrance and the park interior.
- 4. Replace or revise the short pedestal luminaires at the entrances, as they produce too much light that is very close to eye-level.** We observed park visitors shielding their eyes and scurrying past these entryway luminaires. For a short term solution, explore reducing the brightness of the lamps to lower the extraordinary contrast ratio between very bright and very dark at the entry points to the park.
- 5. Work with landscape and pathway lighting to enhance the Northeast entrance *and* under the heavy tree canopy along the darkest parts of the park perimeter on the North and East sides.** Many of the plantings along the north edge are generous, beautiful, and frowsy, and currently host unsavory activities, including use as a toilet. Retaining these beautiful parts of the park, and satisfying *Natural Surveillance* does not mean removing them, or pruning harshly. Explore different types of landscape lighting that can gently illuminate plantings, exposing what (or who) is in there, and what is nearby. Work carefully not to introduce light trespass or light pollution (a danger with uplights) and always keep these goals in mind: to support human vision correctly, and to illuminate something noteworthy or beautiful. Explore options to change the light here. Perhaps selective canopy pruning to increase the benefit from the streetlights, or using twinkle lights in canopy over the darkest areas, or introducing pathway bollards that work with the reflective quality of the path surface to increase ambient light along these walkways. Be mindful not to create harsh conditions where light ends abruptly and shadow begins.

**6. Introduce light as a *Territorial Definition* element to enhance the entrances on Pine Street, especially to help formalize the high traffic entrance between the playfields and the courts.** This middle entrance is flooded by light already, so using light as additional *Territorial Definition* here will require creative thought and experimentation, however could be extremely helpful in defining this high-traffic entry point during twilight and after dark.

**7. Install pathway lighting for the main pedestrian throughways that people use 24 hours a day.** The park may have “closed” hours, but the perimeter and main throughways are wide open. Consider path lighting (such as bollards to help *Natural Surveillance*) for the main throughways, ensure that it supports the goal of producing color-correct, reflected light that helps illuminate at 5-6 vertical feet, from a distance of 30 feet away. Some kind of in-path illumination, or ground-level, light-supported wayfinding strategy that invites pedestrians in and along the main pathways could be an exciting addition to the main pathways through the park and contribute strongly to the *Territorial Definition* needs in the park during Seattle’s “dim days”, at twilight, and after dark.

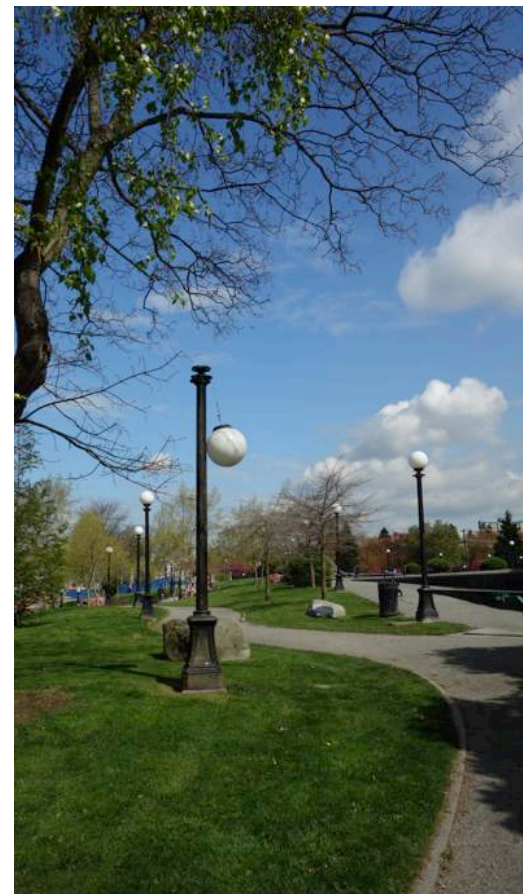
**8. Light the internal nodes of the park with different types of light that support their *intended* use.** Places such as the children’s play areas, seating (tables *and* benches throughout the park), and chessboards will be in use throughout the year, much of the time in poor weather conditions, sometimes after dark. Additionally, these places see a lot of use (and abuse too) after park “closing hours”. It might be helpful to deliver very low levels of light at some of these dark places (especially the play areas) so that *formal guardians* (Seattle Police, Park Rangers, any type of security personnel) and *informal guardians* (those passing through the site, those who live or work at the parks edge) are able to observe and report problems, or simply, able to avoid unwanted contact.

**9. Use architectural lighting to develop and support focal points in the park.** The fountain, plantings at the entrances, old pump house, and public structures at the plaza along the Olive Street walk-through could all contribute to a much more integrated, and cohesive sense of place after dark if supported by a carefully planned and coordinated approach using architectural lighting, or other types of lights in addition to the globes. If light is introduced as a part of any public art process ensure that artists are aware of the CPTED requirements for light, and that they work in collaboration with an experienced lighting designer to avoid undermining the support of human activity and human vision in the park.

**10. Introduce light that is *reflected and well shielded along the perimeter walkways*.** Seattle City Light (SCL) streetlights surround the park on all four sides. Three of the four sides are residential streets, the fourth side, on the park's south perimeter, is an arterial. SCL streetlights are 30 feet tall, use LED lamps which provide approximately 4000 lumens, and direct the light downward in a cone shape. Generally the luminaires are placed 150 feet apart, however their placement depends on traffic speed and roadway conditions. The main goal of SCL lights is in support of vehicle traffic, however there is sometimes a "benefit" for pedestrians in that part of the light diffuses onto nearby sidewalks, depending on other elements in the environment. This "benefit" is positive as long as pedestrians do not look up into the very bright LEDs. Make sure that there is never any glare or exposure to bare lamps at eye-level. (Eye-level can be a wide range of heights, depending on elevation, human size, mode of transportation.) *Any light introduced at the perimeter of the park need not be bright. It needs to help the eye adapt from a brighter environment (under the streetlights) to a darker environment.* See "node" recommendations for details about perimeter treatment pages 30-33.

**11. Retain the light colored gravel pathways. Any additional pathways throughout the park should use a similarly reflective and light diffusing material.** The light color of the gravel does an excellent job of reflecting the light to where it is needed most, at face height. The gravel diffuses the light so it is not reflected glare — wet cement, in contrast, can produce reflected glare after dark that is debilitating to some. *An added benefit to gravel paths is that they produce sound as people walk along them, which helps alert park users to the approach of others* (as long as they are approaching on the path).

**12. The playfields are often flooded with light from twilight to well after park closing hours. Several buildings nearby suffer light trespass. Use shielding to eliminate light trespass onto nearby structures. Make sure shielding does not create too sharp of cutoff conditions.** Field lights usually have a sharp cutoff at the edge of the field, creating strongly contrasting conditions between the field and its surroundings. Eyes fully adapted to many thousands of lumens of light (either those on the field, or those watching the field) cannot dark adapt quickly enough to the perimeter conditions, and can essentially be rendered 'night blind'. These are conditions that can facilitate theft, robbery, assault, or injury from other hazards. **Use additional 'step-down' lighting that complies with CPTED requirements** to support dark adaptation as people transition into the darker areas north and east the playfields.





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## Signage

A cohesive and memorable signage scheme is critical to successful *Territorial Definition* for a site such as Cal Anderson Park. The signage throughout the park must clearly designate the space as a public park, must orient site users to the rules, help site users find their way, and should convey a sense of belonging to those who are using the site as it is intended. Park elements that require signs include major entrances to the park itself, as well as any special activity nodes that may have special rules, like the children’s play area, playfields, wading pool.

Signage should be engaging without being “cute” or obscure. It should promote the identity of the park, making it immediately identifiable on approach. Necessary information should be clear and easy to understand quickly. Signage should be integrated into broader wayfinding and public art plans, especially upon entering and exiting, as it can help site visitors transition successfully between different jurisdictions.

### Signage Recommendations

**Welcome park visitors at each entrance with signs that visibly state the name of the park.** These signs may include secondary information indicating the specific entrance, for example;

Welcome to  
Cal Anderson Park!

—  
Northeast Entrance

**Design entrance signage to work in coordination with exuberant, celebratory elements at each entry point to the park.** If other information must be included, (for example “open hours” or rules), do so in a way that doesn’t detract from the main purpose of the entrance, which is to welcome and orient site visitors. Park name signs do exist; there are small brass plaques at of the park entrances that bear the name of the park and a “Parks Department rainbow sign” (the standard Parks Department identification signage) at the 1635 11<sup>th</sup> Avenue entrance, which is the park’s formal address. A person must go well out of the typical entrance path to be able to read the small brass signs, and the rainbow sign is overshadowed by the scale of this entrance, and is often missed because of its distance from the main pathway.

**Revise and replace the white & black “general rules” signage that appears throughout the park. Implement a rule-setting strategy that includes clearly written signage free of jargon, yet with enforceable rules.** Current rules signs have comical spelling errors, many of

the signs themselves are covered in graffiti and stickers. These signs tell park visitors that this place is “yours to enjoy” which is welcoming, and goes on to prohibit camping and staking [sic], among other things. The activities prohibited by the sign are so common in the park that the signs are rendered meaningless.

**Anyplace that needs special rules or has special requirements should have its own signs, including:**

**The Children’s Play Areas — revise and replace signs.** Post a revised sign at each main entrance to the play areas. Specify *who* is allowed, *when* it is open, and *what* it is for. To get an idea of a great playground sign, visit *Westlake Park’s* children’s area — it has an exceptional sign that gives really good direction regarding site use and retains a sense of humor. (This recommendation is repeated in *Notes — Children’s Play Area.*)

**The Wading Pool — revise and replace sign.** The rules sign for the wading pool contains visual jokes and colloquial phrases that only work for those who have an abstract grasp of English. Additionally, the iconography on this sign could lead site users to wildly different conclusions than the original sign designer intended.

**The Ripple Pool — signs prohibiting people from entering the “ripple” pool at the fountain should be placed in a more visible location to those entering the pool, or should be removed if the wading prohibition is tolerated.** These signs are difficult to read because the writing is small and the signs are situated close to the ground.



While clever use of language can seem friendly, when giving instructions make sure they are written plainly – for everyone, not just those people with a strong command of idiomatic language. The wading pool sign seems to ban hamburgers, people with freckles, and wet dogs.

Also, check spelling! While “no staking” may seem great for local vampires, it does little for any enforcement personnel trying to carry out the rules. Or perhaps, the “L” is missing, and the instruction is intended to prevent *stalking*?



## Maintenance Plan

Cal Anderson Park is busy and full of people from the beginning of the warm weather until the cold rainy season sets in when the crowds dissipate. Unsurprisingly, it shows tremendous wear in every part. Beyond the hard use it gets as a busy regional park and recreation site, there is an astounding amount of vandalism to all the surfaces of this park; benches, lamp posts and globes, stones, walls, play structure, buildings, sidewalks, even the surface of the basketball court and its hoops are covered in graffiti and stickers. Misuse adds to the vandalism, smells of human waste are common in many places, and some park users leave a trail of litter behind them as they move through the site.

The park needs its own formal, written *maintenance plan* that requires an assertive and proactive approach to maintenance and repair. Simply having a set schedule for landscaping and cleaning is not enough here.

Problems should be addressed quickly as they arise — for example, in a warm and wet year, the plantings will grow faster than usual, and a pruning crew scheduled to be in the park in July will not address the profound *Natural Surveillance* challenges that will develop in May because of this unusual growth. We observed this along pathways throughout the park during site visits, especially along the fountain promenade where plantings that had responded to mild weather conditions fully obscured benches alongside the path for several weeks before a maintenance crew trimmed them. It was impossible to see what was happening on the benches until you were right next to them.

### **A maintenance plan for Cal Anderson Park should include:**

- *Landscaping monitored* for sightlines, *and cared for well in advance of it becoming overgrown* and hiding benches, swings, play areas, pathways, and stairways; or where it hides activities such as camping, drug and alcohol use, or as a toilet.
- *Regular cleaning of surfaces suffering graffiti and vandalism.* During one site visit we noted graffiti on every lamp post in the entire park. Not one was spared, most had graffiti on more than one side, and some were covered by it.
- *Site focal points should be clean and maintained often* including; the old pump house, the Shelterhouse, the fountain - ripple pool - reflecting pool complex, the new pump house.
- *Any common mechanical failure points should be identified,* and planned for, including lighting and fountain infrastructure.
- *Mapping park hot spots for drug paraphernalia litter, alcohol litter, and other types of litter that indicate negative use.*





**Places  
&  
“Nodes”**

**Special Recommendations**



## Celebrate the Entrances!

There are a few special elements incorporated into the entrances at present, however they are subtle, and in our interviews with site users nobody could remember seeing the name of the park, or identify where to go to find out the site's hours. Entrances should leave lasting, wonderful impressions as visitors encounter them. They are important elements of a successful wayfinding scheme in public places, especially if there is more than one possible "main" entrance. Declaring what the rules are should also be a feature of the entrances to the park, without detracting from a warm welcome.

### Recommendations

1 The entrances are different enough that each could have its own identity. Some entrances have unique landscaping which should be maintained regularly, whose features could be lighted to enhance the sensory quality at twilight and dusk. Incorporate plantings specific to each entrance - challenge the design to move beyond a functional urban park planting, and serve the ecological needs of the neighborhood (pollinator pathways?) and its identity, like the plantings near the northeast entrance.

2 Consider public art that supports the *Territorial Definition* at the entrances, that complements both neighborhood identity and site wayfinding needs.

3 Integrate signage with other entryway elements, especially path and hardscape surface treatments. The color and texture of surfaces can indicate the transition into Cal Anderson Park more exuberantly, especially where there is a large sidewalk/entrance apron area to work with. Explore the possibilities with site stakeholders and a highly accomplished designer who is experienced working in large public venues.

4 Bestow formal recognition on the entrance at the intersection of East Pine Street and 10<sup>th</sup> Avenue. This entrance possibly sees more traffic currently than all the others put together. Work with Seattle Department of Transportation (SDOT) to align the existing crosswalk with the entrance. Integrate some exuberant art or other elements to declare the entrance that reflect the enthusiastic activities that draw people into the park at this place—bike polo, dodgeball, basketball, and risers to sit and watch while eating your lunch, ice cream cone, or drinking your coffee from across the street.







## Desire Paths

*Desire paths* are the trails worn through lawn or landscaping by pedestrians “cutting corners” or taking an off-sidewalk approach to their destination, are in evidence on this site. Sometimes desire paths seem to represent elements of the site design that the public feels the designer left out. Cal Anderson Park offers several remarkable examples of desire paths that should be addressed.

### 1.

**The main desire path that springs to mind in Cal Anderson Park are those cutting through the “Sunbowl” area.** These wide, well-trodden, and apparently essential paths are hard packed earth, that get a little muddy when it rains. The main path is a natural extension from the “*Shuffleboard Walkway*” through the “*Sunbowl*”, around the west side of the old pump house, and onto the promenade near the water feature. It is part of the arterial system that pumps visitors through the site, and it connects some of the best places for people-watching, according to those we talked with on our site visits.

**Formalize the *Sunbowl* trail (choose a single path) to support site users’ desires and increase a sense of order.** An edged, woodchip or gravel path would be enough here. The soft surface path paving used elsewhere in the park is excellent for *Natural Surveillance* purposes, as it supports reflected light, and auditory cues for approach.

### 2.

**Another example of a desire path on site is the path that winds alongside the “*Shuffleboard Walkway*” on the west side of the Bobby Morris Playfield.** This is less a *desire path* and more of a “*wider path desired*” — the existing walkway is a main thoroughway for the site, and is very narrow. The volume of traffic spills over onto the turf on the sidewalk edge, creating a path.

**Expand the walkway while retaining the historic sidewalk feature, (a shuffleboard play area).** Use a surface treatment that will transition elegantly from the concrete sidewalk to the playfield. Perhaps echo the sense of play that the shuffleboard pattern establishes. The shuffleboard pattern is incised into the concrete, yet is nearly impossible to see. Investigate using a contrasting color in the lines of the shuffleboard pattern to illuminate its presence. Work with a designer to adjust this part of the park to accommodate the current use, and to integrate it with a much higher density population than was considered during the initial redesign. There is a great opportunity here to create a playful and functional extension to the much-loved entrance at East Pine Street and 10<sup>th</sup> Avenue.

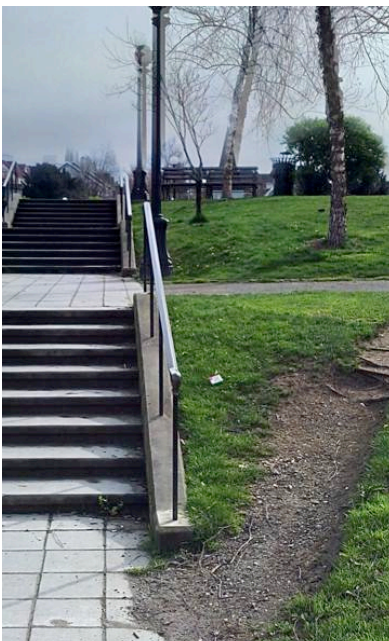
### 3.

The last noteworthy example of desire paths in Cal Anderson Park appear on the perimeters of the park, especially along the west and east approaches to the park. Pathways cutting through landscaped areas, down hills, or around steps indicate how people are commonly approaching the site.

Consider the pedestrian destination before formalizing these paths. Assess whether establishing a “legitimate” use would increase any level of chaos or disorder on the site. Do the paths lead to nooks in the landscaping where people are sheltering and camping? Do the paths offer an approach to a “legitimate” destination with fewer obstacles than the nearest stair? Is a ramp needed here? Use fences — short ones will work, temporary ones might work also — to block unwanted desire paths, or disrupt the patterns of use.



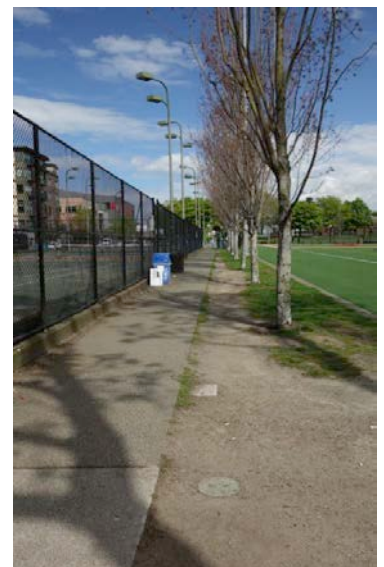
*Top Left:* Here is a clear example of formal pathways - both the excellent chipped gravel path on the left, and the functional concrete sidewalk that follows the old Olive Street easement, and the park’s primary *desire path*. This is the most obvious example of a desire path in the park, but is no means the most important one to consider formalizing. The path along the “Shuffleboard Walkway” is equally important to treat in some formal way to ease crowding. The path above would be a good candidate for ‘formalization’ as it has been voted for by many pedestrians over the years. The other, small desire paths are also worth considering on a case by case basis, especially if they grant safe access to the park at a place where there are no other options.



*Bottom Left:* A smaller, yet obviously highly desirable “desire path” cuts the corner on the west perimeter of the park. These are more problematic to formalize because of how the staircase interacts with the hillside.

Formalizing desire paths serves those who use them, and is a way to bring the more chaotic, yet subtle, disorder cues into harmony with the intention for the site.

*Bottom Right:* The “Shuffleboard Walkway” is too narrow, has many choke points along its length. People step off the sidewalk to avoid unwanted contact. Revise the desire path area to attempt to relax this anxiety-producing path through a potentially dangerous gauntlet. (The sidewalk has a shuffleboard surface inscribed into the concrete, so may be a historic feature of the park which might have to remain. Revisions that support the shuffleboard surface could possibly help illuminate that history.



## Children's Play Area

The children's play area is intended to engage children between the ages 2-12, and in the design narrative, claims to be "situated to provide a great visual connection to and from most areas of the park." The 'visual connection' discussed in the narrative may have been true at the time the landscaping was installed when the plantings were smaller, however today the lower play areas is hidden from a significant section of the nearby path as well as the upper area because the plantings have matured and filled in. The benches at the upper area are also partially hidden, nestled against tall growth and blocked by garbage cans in places.

The play area is divided by an elevation change which, combined with the additional height of the surrounding parapet walls and the plantings topping those walls, renders simultaneous observation of children playing in both upper and lower areas difficult. Additionally, seats at the swings are poorly oriented for observing children playing in the lower play area.

After sunset it is extra dark in both play areas, with benches hidden deep in the shadows and poorly placed luminaires. The two play areas provide excellent shelter for people engaging in a variety of negative activities, often in the somewhat private feeling 'rooms' along the perimeter of the lower children's play area, but at the benches by the swings too. When negative activities at this node take place after dark, nearby luminaires do not provide enough light for clear views of what is going on there.

It is possible to linger just outside the view of those in the children's play area and observe activities without being noticed (or challenged). Because the play areas are well delineated by the parapet walls and presence of encircling landscaping, it is clear that this is a separate space, and if the plantings were shorter, lingering people observing the play from beyond this boundary would be quite obvious.

The sign that sets the rules for the play area is poorly placed; it is not at the commonly used entrance to the play area. Further, the sign is poorly written, has a generic audience, and does not give enough clarity about rules that apply to the play area — specifically it does not exclude "unaccompanied adults" (those without children) from the play area when children are present.

Adults in charge of more than one child were sometimes observed having firm discussions with the kids about where they had to play so they could be monitored safely. Several times we observed adults with children leave the swing area when a person who appeared high, drunk, or (possibly) mentally ill sat down and attempted to interact.

One interview revealed that a park visitor had a difficult time visiting the play area with their active 3 year-old grandchild and elderly parent who was in a wheelchair. It was impossible to keep both in sight. Moving from the lower area to the upper area was a slow process because of the wheelchair, and during the transition the child was running ahead past the bushes, and out of sight.

We talked with many adults accompanied by children at this node and discovered that they were mostly parents or grandparents, but during midday there were a fair number of nannies (all were women), some of whom did not speak much English, and some of whom were very young. Many of the adults expressed anxiety about keeping track of more than one

child at a time, the proximity of the nearby path, drinking and drug use on the swing benches, and unaccompanied adults lingering in the lower play area.

During a few site visits, unaccompanied adults were observed using the play structure to exercise *while young children were trying to play on the structure*. The “unaccompanied adults” who were observed using the play structure were men between their late 20’s and late 50’s in age, and who had luggage with them. Most would move their bags around the play structure as they used various parts of the structure to work out.

After dark, we observed pedestrians often sticking to the far edge of the path as they walk by, some avoiding the area altogether. Some who were willing to speak with us after dark, (interviewing site users here after dark was a slightly delicate process, as we didn’t want to frighten anyone), said they were relieved to get past this particular place because they can’t see what or who is present as they move along the path, and that they often felt unsafe in this area.

## Recommendations - Children’s Play Area

While “a great visual connection” is similar to the CPTED concept of *Natural Surveillance*, it differs significantly in that *Natural Surveillance* is about facilitating clear views of the surroundings in order to increase *guardianship*<sup>5</sup>.

**Access Control** for this node is poor, the perimeter of the children's play area has a gap at a critical place where there should be no gap - on the east edge of the area, next to a well-travelled footpath, just at the top lip of an inviting hill that has a short run down to the row of tightly angle-parked vehicles. In addition, the accessible path that winds from the play area to the swings is narrow, crowded by poorly maintained (and possibly inappropriate) plantings, the handrail situated under overgrown trees to the degree that anyone depending on it for assistance is stabbed by branches, and has to hunch over to use it.

**Replace the inappropriate plantings with non-aggressive, joyful, and appropriate plantings that will support excellent *Natural Surveillance* throughout this area.** Explore any appropriate revisions that could help connect the two play areas better. **Redesign the accessible ramp** connecting the two areas, or experiment with re-orienting seating to have clear views of everything going on in both areas. Investigate how wheelchair access inside the area housing the play structure might work better – it is currently limited.

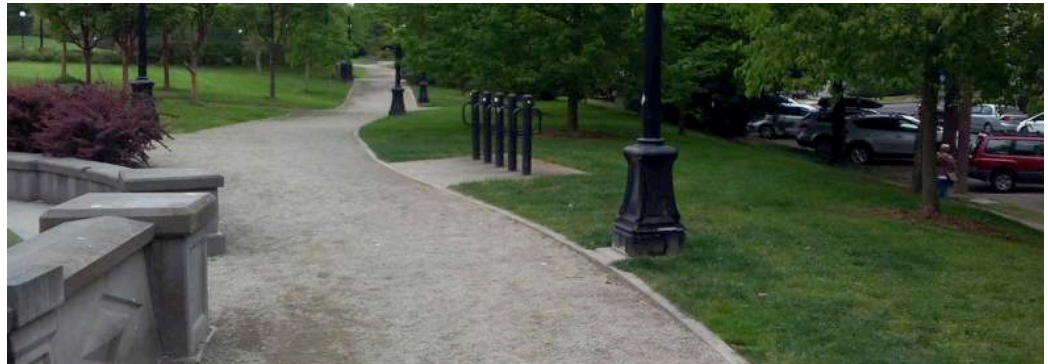
Apply the general lighting recommendations for *Natural Surveillance* after dark from pages 14-16. Additionally, **introduce luminaires with the specific purpose of differentiating the lower play area from its surroundings. Use luminaires that produce a more even, reflected light than the globe luminaires currently present.** Lights can enhance *Territorial Definition* as well, and this would be an excellent place to do so. A slightly different color temperature could declare this a different kind of area. Assure the lamps used render color extremely well so an accurate description is possible for anything or anyone seen in the area. Further, architectural lighting applications could illuminate the parapet wall, or act as a gateway

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<sup>5</sup> *Guardianship* is the behavior that site users exhibit when they exert some kind of control over a place, whether through their passive presence or active intervention, when another site user is doing something that is not normal or acceptable. *Natural Surveillance* is critical to *guardian* support. Seeing who is nearby, or approaching, is also a fundamental psychological need for normal social use in public places.

enhancement. Work closely with an LC certified lighting designer with experience designing for urban environments that experience abnormal use.

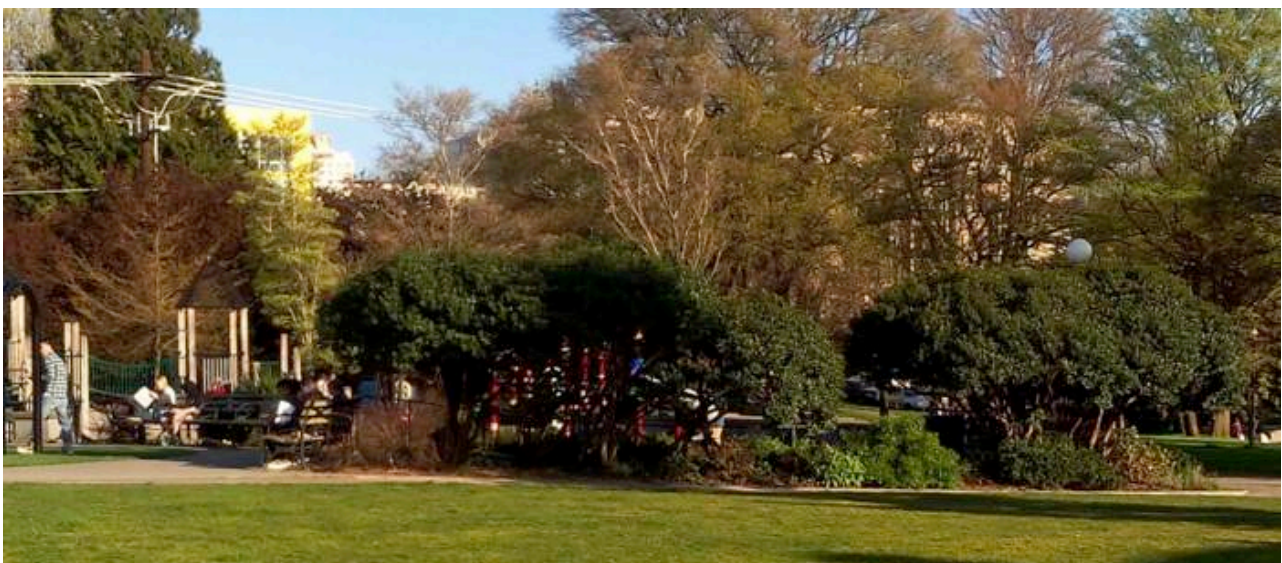
**Re-design the signage for play area rules. Post the new sign at each main entrance to the play areas.** Specify who is allowed, *when* it is open, and *what* it is for. To get an idea of a great playground sign, visit *Westlake Park's* children's area — it has an exceptional sign that gives really good direction regarding site use and retains a sense of humor.



Among the many challenges at the children's play area, the most significant is the inappropriate plant choice for the borders. (*image below*) These plants provide large, lush shapes that render this place too private. The use of unfriendly barrier plants, block cement parapet walls, and metal pipe 'play structures' that do not sustain children's attention alienate this space from the rest of the park and effectively segregate this vulnerable population of site visitors.

The only accessible path (*see left*) between the 'tot lot' and the swings is unfriendly to those with mobility problems – with a difficult to grasp hand rail, the walk a single wheelchair or walker wide, and poorly maintained plants. It is impossible to use due to vines encroaching on the ground and overhanging branches poking out at eye level.

The semi-enclosed area containing the play structure has design challenges – there are a few open entrances, one is a gap that is too near a main footpath (*see above*), and next to an inviting downhill run that ends at a tightly packed row of angle-parked vehicles. This is a place an active child could escape notice if the guardian is distracted by others in their care.





This aerial view of the children's play area, taken in 2006< shows a more open space, when the vegetation was much less mature. It is possible that the plantings were quite different. It appears that there are no *arbutus unedo* (the large bushy 'strawberry trees'), and possibly no *berberis* (the thorny barrier plant commonly called 'barberry' – which should not be near a children's play area.)

## Restrooms, Breezeway, and Shelterhouse

Two **restrooms** at Cal Anderson Park serve a lot of people every day. It is fairly easy to hear what is going on inside of both restrooms because they are designed with wrought iron doors on two sides. These doors are shut and locked at night, keeping people from entering the restrooms after hours. It is fairly easy to see what is happening inside, although it is necessary to walk very close to the structure to ascertain what is happening. Some park users report intense discomfort at approaching the structure, especially when activities in the breezeway area seem chaotic or intense. Regular negative activities that take place in the restrooms include drug use, having sex, bathing, and washing clothing. In conversations with site visitors, some express concerns about using the restrooms because they felt that they were unclean, and unsafe if the person was alone. *In a fully public space with contested uses, privacy comes at the expense of safety.* While having fully enclosed toilet stalls is a comforting idea, in the current reality of Cal Anderson Park, this level of privacy will attract uses incompatible with those intended.

The **Shelterhouse** appears closed most of the time; it houses workers who take breaks, a field attendant, and is available for groups to rent. The facility seems underutilized, and has a little air of neglect. During site visits, the blinds were usually closed.

There is a small plaza space between the restrooms and the Shelterhouse, the “*breezeway*”, a node along the main east/west Olive Street route. The breezeway is a central focus for many people who come to spend time sitting on the knee-wall that outlines the north edge, using the bathroom, or lingering on the risers near the adjacent sports field. The maintenance crews also use this space, parking their trucks on the sidewalks on either east or west entrances, and collecting supplies and tools here for their work in the rest of the park. This breezeway area has vines supported by a large pergola. The vines are in open tree wells dotted throughout the breezeway. In late 2015, the pergola was decorated with twinkle lights which provided a nice softening effect counterbalancing the glare from the existing globe lights.

## Recommendations

**Consider installing sharps disposal containers for syringes in the park.** Syringes with exposed needles are found throughout the park daily, including on playfields, lawns, in the restrooms, in the shrubbery, and also in the piles of detritus that collect at the edges of landscaping beds and along fence-lines. Nearby entities with public sharps disposal containers are experiencing vandalism to the containers (most of which are hidden from view). This approach will need careful consideration. Currently, maintenance workers risk needle-sticks from exposed syringes when working in early morning hours before daylight. Ensure they have appropriate tools, lighting, and containers for dealing with all needles and other human waste.

**Consider moving the sinks from inside the restrooms to outside.** There is too much opportunity to do laundry and bathe in the current restrooms, these functions are incompatible with those of site visitors who wish to wash their hands (or their children's hands) after using the toilet. Moving sinks to a separate area will have the added benefit of

decreasing wait times, which will be helpful in the warm weather, and as the summer festival season is underway.

**Use Natural Surveillance strategies (for both daylight and after dark) to address those areas that are used as toilets** when the restrooms are locked. The north perimeter's entrances could benefit from a bit of careful pruning and the addition of lighting, perhaps twinkle lights in the trees above, or other gentle lights directed toward special plants. Strive to create a low light environment with reflected light that illuminates the area just enough to see people who are crouching in the plantings. Treat the children's play area similarly, see *lighting recommendations* (pp. 14-16) and *node recommendations* (pp. 25-26) for specifics.

**Open the blinds in the Shelterhouse whenever it is being used**, or are nearby on site.

**Fill the tree pits with chip shaped gravel or wood chips to bring the pits' surface level with the surrounding breezeway pavement.** The tree pits take up much potential breezeway floor space, and create choke points that pedestrians going to the restrooms must navigate. They contribute to some of the unwanted contact here by constraining easy movement into and (critically) out of this space.

**Park the maintenance trucks away from the openings to the throughway and breezeway.** It is impossible to walk by them when they are parked there. Trucks were observed on several site visits parked in such a way as to block the path through the park, forcing path users to walk around the north side of the Shelterhouse. Trucks were also seen idling while parked. Even if the crew is there for a short time, the path should remain open, and there should be no clouds of exhaust.

### Future Considerations

Privacy and safety are not synonymous, and in a fully public setting such as Cal Anderson Park, serving a fully "private" need cannot be reconciled with safety; the many negative and dangerous uses a fully private toilet stall will be subjected to may outweigh the benefit of having a toilet available. Some balance between *privacy* and *safety* must be struck here.

The current restrooms are a locus of much activity, and are the only fully public toilet facility nearby. They served well for a few years, however the park is now heavily used, and revision is needed. At the time of writing, there is planning underway to revise the restrooms, create single-user cubicles, removing gender designations.

### Recommendations

1. Create single user cubicles with doors facing pedestrian traffic along the Olive Street axis. Include transoms above, and openings along the entire bottom of the structure so restroom users **can see feet inside**. It should be easy to hear anyone calling for help inside the restroom.
2. Investigate moving sinks to the outside of the toilet facilities to keep activities highly visible.
3. Design or modify the exterior wall surface of the structure to exclude easy climbing. Currently the entire wall surface is easily available for large format graffiti because there is a generous stone lip running around the entire exterior perimeter of the building, making it easy to climb and stand while painting on the highly visible upper wall surface. The granite facade is attractive, however the rest of the structure offers blocky, beige panels, a good canvas for graffiti. It also looks a bit grimy and greyish. Use see-through and "hear-through" features for the bottom and top of *each* exterior wall in each cubicle.
5. Incorporate public art in this area that involves human forms to draw attention and increase *perceived surveillance*.
6. Consider placing a toilet facility in the north end of the park, perhaps near the new entrance that will support foot traffic from the transit station and the impending farmer's market/festival street.





## Gauntlets

Several pathways through Cal Anderson Park become “*gauntlets*” at times, with passages narrowed by people or objects. Some pathways can only accommodate two people passing by, and some are so enclosed that encountering others along the path can be threatening, or facilitate unwanted contact. Other pathways through the park become narrow and potentially threatening because a group of people is positioned along the way that pedestrians must bypass. Sometimes objects intrude into the path; branches or plants, vehicles, or signage.

The most immediately recognizable gauntlet is the stretch of sidewalk called “the Shuffleboard Walkway” that runs between the playfield and the courts. Encounters here are constrained by tall chainlink fence on the immediate west side of the sidewalk, and the (often muddy) desire path, utility lockers, fence, and bleachers (sometimes full of people) on the east side of the walkway.

Other gauntlets in the park include the east/west path through the park — the Olive Street passage, footpaths that run along the fountain, and the sidewalks adjacent to the park on 11<sup>th</sup> Avenue and Pine Street.

Any place along a path that creates a blind spot is threatening, for example, around the blind corners of the Shelterhouse along the Olive Street passage, or along fountain walkway when the bushes are so tall that one can be surprised (sometimes unpleasantly) by activities taking place on the benches.

### Recommendations

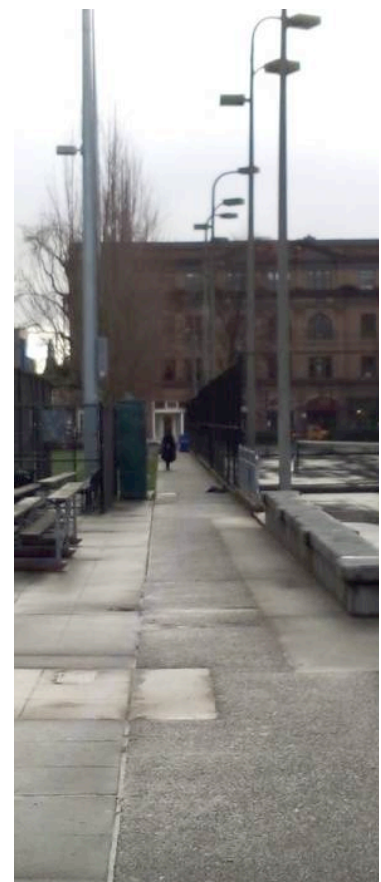
**Increasing *Natural Surveillance***, through the use of landscape pruning or revision, or through introducing *Access Control* measures such as symbolic fencing or barrier plantings at blind corners that separates the path from the corner, or that pushes hidden activities into view.

**Widening paths to include “pause points” for people to allow one another to pass.** The shuffleboard pathway would be a good candidate for some creative revision in this way.

**If appropriate, develop branching paths or reconfigure existing paths to offer alternative exits** from the constricted parts of a path so pedestrians have the option to avoid unwanted contact.

**Move or Modify any seating that could create “choke points”**

**and promote unwanted contact along pathways.** Consider placement of pause points to ensure they are in well populated areas where it would be difficult to conceal an activity. Especially consider moving the benches at the basketball courts to be arranged toward the courts and away from the Olive Street path.



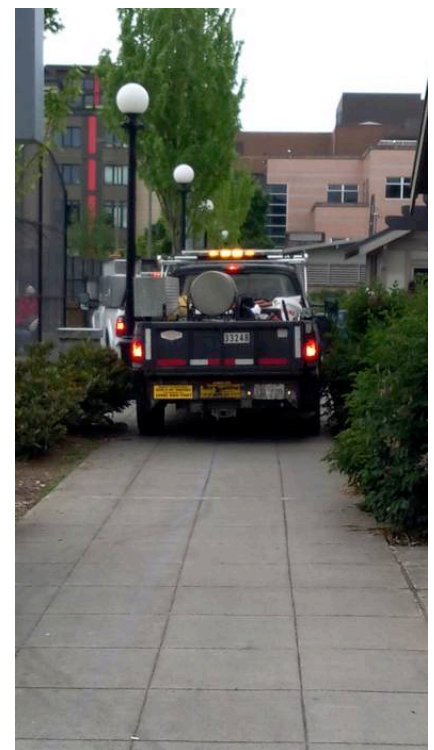
This long walkway constricts the volume of traffic, allowing 2 or 3 people to pass at the long, narrow segment mid-way. Once committed to the path, pedestrians are vulnerable to unwanted contact. There are no choices for alternate routes.



*Top:* The benches in this image illustrate the narrowing effect that produces a “gauntlet” between them and the building on the right. The benches are placed such that a person, or group, can exert control over pedestrians who must use this park entrance. This is one of the main entrances to the park, and is heavily used throughout the day by students walking to classes at Seattle Community College’s Broadway/Edison Building, the copper colored building in the background.

This area could be revised by shifting the benches to face the ball courts, perhaps in a more semi-circular arrangement, and opening up this narrow pathway so pedestrians have more choices of where to walk.

*Right & Bottom:* The maintenance trucks seem to park on the sidewalk while taking care of the *Breezeway* and bathrooms. They were impossible to walk past on this particular site visit. The only choice pedestrians have when this happens is to walk behind the *Shelterhouse*, *Breezeway plaza* or *Restrooms* in order to pick up the sidewalk again. This alternate route involves stepping into the often sodden and muddy lawn, and may involve elevation changes, specifically, pedestrians may have to climb over the raised retaining wall on the north edge of the plaza area. Those with mobility problems cannot use this alternate route.



## Perimeter

Graffiti, trash, poor sidewalk conditions, crowding, and lighting challenges confront the perimeters of Cal Anderson Park. Several entities will need to join forces to address these problems, including Parks and Recreation Department, Seattle Department of Transportation, and others.

### *West Side of the Park*

**Clean the graffiti from the street side of the retaining wall, investigate using a graffiti-preventative surface treatment, or design a vibrant mural that will make tagging less attractive to those who need a plain background for their tags. Maintain whichever solution is implemented.** Perhaps combining all three approaches could support a long term solution to this problem. There is graffiti on the wall that at times seems more like gang tags than the other graffiti found throughout the park. It may reflect the use of this corridor (an unrestricted parking zone allows cars to sit for hours, sometimes days) as a place for the drug trade. On site visits we observed people in parked cars making short trips into the park, as well as others “dropping by” for visits to the vehicles. Both of these are signs of drug activity. Coordinate an active approach to graffiti removal with a restricted parking zone on Nagle Place.

**Ask Seattle Public Utilities’ truck drivers to orient their service vehicles near the new pump house in such a way as to impact the formal entrance the least.** Sometimes the big utility vehicles that must use this spot are parked in such a chaotic way that site visitors must pick their way around them, sometimes even out into the street. The trucks are a permanent feature of the site, however this is a busy entrance for commuters and students in particular, who use the throughway to get to the neighborhood on the other side.

**Work closely with neighborhood partners to keep the west side of the street clean, including; sidewalks, buildings, garage entrances, and landscaping** (the east side has no sidewalk, there is only the park’s retaining wall). There is informal camping in the landscaping, heavy use of this area as a place to drink in public, and little Natural Surveillance because of park elevation gain, a parking lot that is rarely used, and garage entrances for businesses. On the south end of this perimeter there is good *Natural Surveillance*, however that is only a short stretch of this perimeter.

### *North Side of Park e<sup>3</sup> Northwest Corner*

**Introduce lighting recommendations from pages 31-33 to address *Natural Surveillance* challenges after dark.** The sidewalks are uneven, broken in places, so this perimeter is challenging to navigate after dark. **Repair the sidewalk, ensure the tree pits are not deeper than the sidewalks, and consider widening sidewalks if necessary.** Explore other sidewalk treatments, such as bulbs, if the traffic to and from the new light rail station warrants it. Encouraging positive guardianship here is challenging because that guardianship will mostly come from a highly transient population; commuters and others passing by.

Creating excellent pedestrian/wheelchair amenities such as lighting and pathway improvements will contribute to bringing more people of all abilities to this sidewalk. This perimeter also needs positive guardianship from those permanent residents across the street, when they are home. Anybody using the sidewalk on this less dense side of the park should feel as though they can call for help with the reasonable expectation that *they could be seen* if they did so.

### *East Side of the Park e<sup>3</sup> Northeast Corner*

**Revise the lighting here, using the guidelines from pp. 14-16.** Getting light out between vehicles is important — **introduce better low-level path light, either through path bollard use, or well-shielded pedestrian lights in between the bright spots created by overhead streetlights.** Vehicles are angle-parked and create impenetrable shadows. The overhead canopy blocks much of the available light from the streetlights for three seasons of the year. Oncoming vehicle headlights are blinding to those using this ominously dark pathway.

This looks like a good place to prowl vehicles unseen after dark. During many site visits we noticed people lingering around the cars here, (some inside the cars) for long periods of time. Not all of those lingering people had a vehicle though, and it was really hard to tell who belonged among the cars, and who didn't.

**Repair, possibly widen, sidewalks, and make sure plantings are not intruding in the pedestrian pathway.** This sidewalk is treacherous in the dark, sometimes narrow, and with many uplifts and broken places. See page 51 for recommendations about pathways that can become “*gauntlets*” — places for unavoidable, unwanted and sometimes threatening contact.

**Enforce no camping regulations immediately, and consistently.** The east side of the park is home to a lot of the camping activities, this can be an intimidating part of the park to visit, enter, or pass by.

**Encourage a high level of ongoing engagement here on the part of formal guardians such as Park Rangers, SPD (parking enforcement, bike, and foot), engage neighbors to learn what suspicious activity looks like, and encourage them to continue reporting it.** 9-1-1 call data indicates that there are many calls for help with suspicious activity already along this street segment.

**Consider some kind of revision to help vehicle traffic flow more easily here.** There is a kind of vehicle “cruising” that takes place here more than other places nearby because these parking spots are zoned as 4-hour. (Most nearby parking is 2 hours.)

**Ask SPU for clean dumpsters parked by the entrance on Howell Street, or introduce some public art element to the existing dumpsters.** There are several grimy and completely tagged dumpsters parked immediately adjacent to this important entrance to Cal Anderson Park.

**Engage with the Parks Department, neighbors, SDOT, and other stakeholders to problem solve the persistent food waste, clothing litter, and other trash problems along this perimeter.** On several site visits we observed littering habits that were different from other parts of the park. They are related to a free lunch program (lots of food waste and containers left behind throughout this area after the lunch service was over), camping (luggage, furniture, clothing, blankets), and dumping from vehicles parked here (mounds of cigarette butts from ash trays, alcohol bottles, swisher cigar wrappers, engine oil puddles, clothes, condoms). Perhaps coordinate social service outreach at the time of the free church lunch, as it draws a large and vulnerable population to the area.

**Consider some kind of parking revision that could retain the 4-hour zone, such as a “No Parking between 2am - 5am” zone. Use street-cleaning vehicles here regularly.**

### *South Side of the Park*

This side of the park rubs up against the most dynamic of its street borders, Pine Street. Home to many different eateries, clubs, shops, transit stops, parking, this perimeter is exciting and lively. The landscaping and knee-wall on the south side of the park seems impossible to maintain well — it looks like it receives a lot of abuse. There are *nodes* along the sidewalks where there were benches, but they have been removed. The fence that shields pedestrians and vehicles on Pine Street is tall, and runs unbroken from the Southeast entrance to the informal “middle” entry, divorcing the vibrant sidewalk from the Park activities.

**Carefully and intentionally develop street-side places to linger and enjoy the activities both in the park and on the sidewalks.** Consider revising parts of the south perimeter to adapt the knee-wall and plantings to create more generous nodes for some kind of activity. **Avoid creating threatening environments by placing nodes where they can be viewed from everywhere clearly, including after dark.** Place them where there is plenty of incidental, positive activity, for example near the popular main entrance to the park on Pine Street (in between the playfield and the courts). Make sure to **avoid creating “choke points”** along the sidewalk by gradually broadening the approaching path, offering passage a bit away from the activities. Perhaps introducing “parklets” in selected parking spots directly across the sidewalk from the former bench nodes could counter the potential for choke points or negative activities that might occur benches were re-introduced. Any approach to activating this space should be **rigorously monitored for any unwanted activities** that might develop.

**Maintain or revise the landscaping along the south side, and at the southwest and southeast entrances.** The landscape plantings, especially on the popular south perimeter are too large, blocky, and generic. The **southwest entrance especially is overshadowed** by the laurel bushes here, and misses the attention that the de-facto “central” entrance on Pine Street attracts. Specifically, **remove and replace the bay hedge along the park perimeter between the Metro bus stop near Pine Street and 11<sup>th</sup> Avenue** — it blocks surveillance from the sidewalk and street into the park. This area is routinely used for a variety of negative activities.

**Replace the etched panels in the Metro bus stop near Pine Street and 11<sup>th</sup> Avenue with clear panels.** It is difficult to see what is happening in the bus stop, and unwanted contact with people “waiting” for the bus here was reported in interviews, and observed on site visits.

The playfield lights, coupled with streetlights, generally deliver adequate light for pedestrian use along the park’s south side, however there are some street trees which may keep the light from supporting human activity as conditions change over time. This perimeter should be treated by **selectively pruning the canopy, and monitoring any plantings introduced along the south border that create shadows or dark areas.**



While meaning well, and striving to serve the homeless, marginally housed, and migratory populations, the free lunch offered across the street from the park has a startling impact on the cleanliness of the park, especially along the east perimeter where lunch recipients have picnics and often walk away from the leavings when done.

There was observed to be a surge in the population of mentally ill in the park just before the lunches are served, with many people waiting near the church entrance, attending the lunch, and a lingering in and around the park afterwards. The largest daytime number of 9-1-1 calls for service is concurrent to the church lunch, but we have no statistical evidence that it is correlated to the event.

The effect of the church lunch on the park was remarkable in the amount of food waste and trash seen afterwards, and which was not cleaned up until the next time the maintenance crew came through.

## Fountain

The fountain is the heart of Cal Anderson Park. Even when the fountain was turned off for many weeks early in 2015, people still gravitated toward it and lingered by it as though it were functioning normally. One day, during a site visit we experienced the transformation of the park first hand when the fountain was turned on. People from all over the park were drawn toward the sound of the water and the smell of fresh water that drifted through the park. The change in the sensory environment was remarkable.

As noted in the 'Jurisdiction Challenges' section of this document, many entities are involved in keeping the fountain running properly. The fountain itself seems to be a bit of a temperamental structure, with delicate mechanisms, easy to clog openings, breakable parts accessible to the public, chunks of rock glued to the ripple pool floor with glue that degrades, and replacement parts that are expensive and must be sourced overseas. On many of our site visits the fountain was not only *not* running, bits of it were becoming detached, and we observed some truly amazing things being tossed into the 'moat' surrounding the main cone of the fountain. In addition, the standing water in the reflecting pool was murky and filthy for months, until Seattle Public Utilities brought a truck to vacuum the dirty water out and replace it with clean water.

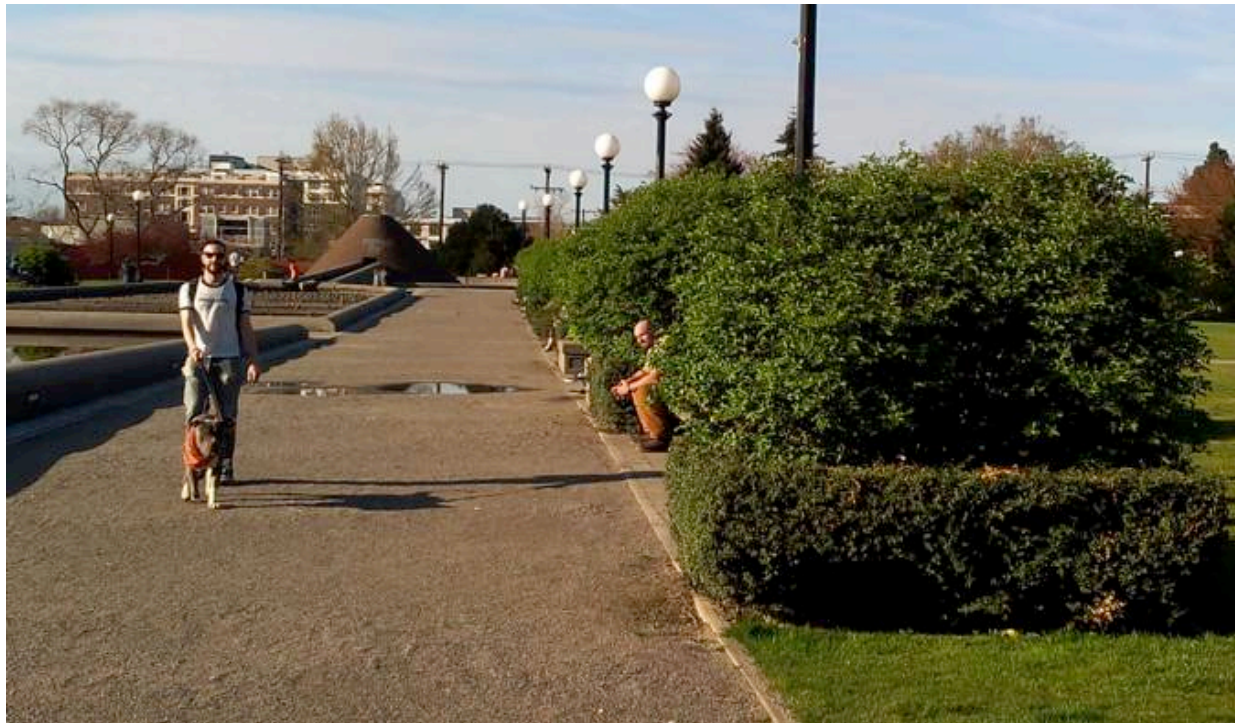
## Recommendations

Despite all the problems and challenges the fountain has, it is tremendously valuable to the environment of the park and the neighborhood. **Coordinated care of the fountain should include a special maintenance plan** for the fountain including:

- **Proactive monitoring for the bits that can be damaged with immediate (and appropriate) repair when the damage occurs.** Over the course of the spring and summer, it appeared that the small granite blocks in the ripple pool were being re-attached with any kind of glue available, and many of the blocks had obviously been "repaired" several times.
- **Cleaning and water exchange for all three parts of the water feature.**
- **Identifying the underlying structural weaknesses** and explore solutions to addressing fountain stoppage due to them. (Is ordering spare parts an appropriate solution? Something else?)
- **Light the fountain after dark to create a vibrant focal point at this part of the park.** Do not introduce lighting that creates light trespass or that directly affects pedestrians, or results in light pollution. (See p. 15, Lighting Recommendation #9.)







## Courts

The courts at Cal Anderson Park began as dedicated tennis and basketball courts, but soon became home to other activities better suited to the population that uses the site. Two of the courts are enclosed by tall chainlink fence. A third court is open on the park sides, but has a chainlink fence along Nagle Place to protect the street from errant basketballs.

Bike Polo and “Soak ‘em” (the local term for “Dodge Ball”) are the most popular group sports at the two enclosed courts, which also see a lot of use from skateboarders and as dog play areas. The northernmost court is used for basketball and sometimes by skateboarders as well.

The activities on all of the courts attract crowds of visitors who travel across Pine Street at a busy and sometimes treacherous intersection, often jockeying dripping ice cream cones or steaming cups of coffee. Perched on nearby bleacher seats, these astoundingly vigorous sports are a favorite park attraction.

The courts are used on a “first-come, first-served” basis, and are an anarchic antidote to the organized play usually taking place just across the *Shuffleboard Walkway* to the north. Basketball games are often “pickup” games, and like the other sports activities throughout Cal Anderson Park, draw people from all over the area as participants. This is one of few places in Seattle that feels like a “typically” urban area, as the courts are close to busy streets, surrounded by chainlink fence, covered in graffiti, and nearby buildings loom over.

From a CPTED perspective, there is little amiss here in that the guardianship in the area is usually fairly positive. The main problems that occur at this node are related to drug sales and use, alcohol use, and theft. There is related crowding discomfort here addressed in the section on “Gauntlets” (page 29) that may affect use patterns and guardianship.

## Recommendations

**Create space on the nearby pathway** (“Shuffleboard Passage”) to separate groups of people watching play from other pedestrians traveling through. Pay attention to any conditions that support pickpocketing or other types of theft when people’s attention is diverted and their belongings are vulnerable. (This applies not only to spectators, but also to those participants in activities at the playfields and courts.)

**Post signs alerting park visitors to keep valuables out of site when watching sports.**

**Support enforcement strategies that focus on those dealing drugs in Cal Anderson Park.** Work with SPD bike patrol, and nightlife emphasis officers to identify drug dealing spots, and patterns. Bring attention to the park at the times and in the places dealers are commonly working by increasing the attention of formal guardianship such as SPD, or Park Rangers. Explore disrupting drug dealing by placing other activities in those spots, at those times.

**Communicate regularly with residential neighbors** to discover if noise or activities are occurring at times when they shouldn't. If the level of disruption warrants changing conditions on the courts, do so through light timers and locks on the gates to the enclosed courts. Carefully weigh the benefit of the access to these places against the amount of residential disruption they may cause.



A vigorous game of “Soak ‘em” is a main attraction in the courts at Cal Anderson Park. Spectators gather on nearby bleachers to watch during good weather, often eating ice cream or drinking coffee from nearby businesses.





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## Activities

## Special Recommendations



## Mismatched Activities

Cal Anderson Park is remarkable in its flexibility; the spaces here are developed and arranged to accommodate a wide variety of activities, which sometimes take place concurrently in highly constrained areas. Most of the activities here flow naturally from the intended use of the places they occur.

This document focuses on supporting positive use of the space, and makes recommendations for eliminating negative, disruptive, illegal, or dangerous use. Use of space that is illegal or dangerous is considered abnormal, or negative use. “Mismatched” use is an activity that would be normal and acceptable **except** for the environment in which it occurs. In the wrong environment, these activities will produce conflict, or may be dangerous.

Two particular activities are mismatched to the intended use of places in Cal Anderson Park. They are the only activities we observed during our site visits that fall into this “mismatched use” category, but there may be others that we did not observe.

1. Adult men ‘working out’ by performing calisthenics/bodyweight exercises on the bars in the children’s play area.
2. Dogs off leash in the courts, on the playfields, in the “Sunbowl”, and on the wide lawn east of the reflecting pool.

These activities were observed regularly enough that it seems appropriate to provide explicit recommendations, and plan for ways to incorporate them into the overall intended uses on this site.

## Recommendations

**1. Find a way to integrate apparatus that adults can use for bodyweight exercise into the park.** Be careful to choose appropriate apparatus for the population here. Place a node for adult exercise where it is somewhat out of the main use areas, yet not so private that individuals will feel uncomfortable using it at various times of day. For example, placing an exercise node near the new pump house in view of the walking path might be a good place, if it can be situated so those using it have excellent *Natural Surveillance* of anybody approaching, and so others in the park have a clear view of activities taking place there.

**Investigate whether populations of elders are interested in special types of equipment, integrate it into its own node so there will be no potential for injury, and no conflict with other types of activities.** Perhaps investigate a circuit of activities for those who use the park as part of a daily exercise regimen. Focus groups might be helpful to determine how to proceed.

**2. See the recommendations for dogs in the section of this document addressing “Animals”, 45-47.**



The children’s play structure attracts uses by park visitors who are not children. The most mismatched use observed on a site visit is pictured here. A large man brought a pile of luggage into the enclosure, dumped it next to the structure, and proceeded to move about the structure using various parts of it to work out vigorously. There were several children also using the structure, with their guardians hovering nearby.

We observed other mismatched uses here as well, including using the enclosure for sexual encounters, and using the bushy areas for drug & alcohol consumption.





## Camping

Many parts of this site are favorite places for ‘informal’ campsites. In temperate weather, the playfield, the east perimeter of the park, and the main hill and trees in the northeast quadrant often host people sleeping overnight, sometimes setting up elaborate campsites that stand for days.

‘Campers’ lose access to the public toilets after the park is “closed”, and use the bushes in the children’s play area, and at the northeast and northwest entrances — although it seems that many ‘campers’ never use the public toilets, using the bushes even during the daytime. On many site visits such use was evident; human waste, wads of used toilet paper, used feminine hygiene products, and condoms were easily visible. Smells also indicated that people ‘toilet’ in various places throughout the park. Our site visit team even observed a man standing on the edge of the ripple pool and urinating into it one evening.

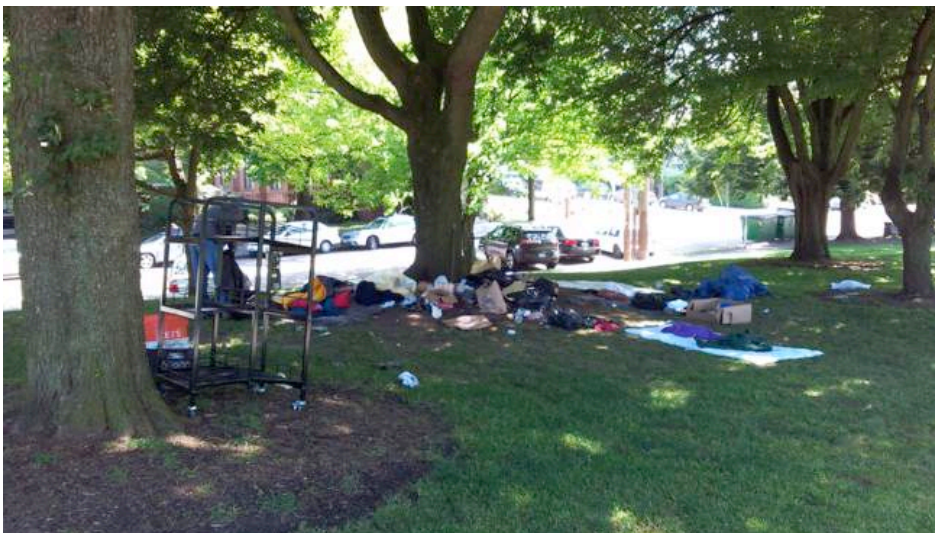


‘Campers’ along the east ridge of the park north of the Howell Street entrance set up particularly elaborate sites creating large, clearly delineated territories that declare a kind of private ownership. These ‘campers’ are so comfortable with their improvised campsites that they leave for hours, returning later to take up residence again.

The playfield area has hosted overnight camping in fair weather for the past few years. Behind the playfield infrastructure along the east edge of the field, and near the solid wood backdrop at the southeast corner of the field, ‘campers’ deploy tents fortified with cardboard and shopping carts to claim fortress-like zones. The camping style more typical in urban parks — a lone sleeper with a backpack and a piece of cardboard or a sleeping bag, (if even that much) — are here too.

On our site visits we observed other park users warily avoiding ‘campers’, especially those who had set up larger installations. Some of the campsites were invisible to people as they

move through the park, surprising them as they came around corners or down stairs. Some park users could see the campsites near or in the pathways of the park, and would either walk to the next entrance to the park, or a neighboring pathway, or choose to leave the park altogether.



What are the rules? Camping in parks is not allowed, and parks officials or law enforcement do sometimes ask campers to leave. During the summer this year (2015), campsites left behind *were* cleaned up by maintenance workers, but we observed some that were very large and messy which somehow managed to remain in the park for a few days.

### Why is camping in Cal Anderson Park a problem?

- 1) Human waste in the open left unaddressed is a tremendous health hazard.
- 2) Much of the activity at campsites involves open drug and alcohol use.
- 3) *Positive guardianship* is easily lost, and spirals downward when camping and the leavings become an entrenched feature of the park.
- 4) Behaviors at many campsites impacted the use of the park *for all*, as many people pointedly avoided the places where the campers congregated the most. If there are campers who become long term 'park residents' *and* have untreated and out of control mental illness, a public park is a poor place for them to be safe, much less get their needs met.
- 5) Large amounts of waste are strewn around the park, especially concentrated at the campsites (clothing, destroyed furniture, soiled sleeping bags and blankets, paper, cardboard, food and food containers). We observed rats throughout the park in daylight and after dark, enjoying the food waste.

### Recommendations – Camping

**Make the rules about camping clear** on park signage in a readable and jargon-free way.

**Establish consistent enforcement of the no camping rule.** Train SPD bike, foot, and vehicle patrol officers in the application of Seattle Municipal Code and Parks Codes. West Precinct addressed camping in public parks extremely successfully after a focused joint training session involving SPD patrol *and* Parks personnel.

**Bring enforcement personnel (SPD *and* Parks Rangers) together with housing and social service providers to explore solutions to long term camping and**



**homeless/marginally housed populations in Cal Anderson Park.** This approach was used with success in West and South precincts to address problems surrounding homeless/marginally-housed populations in public space.

**Encourage regular outreach to those camping in the park focused on getting campers into shelters, or housing.** Creative problem-solving on the part of housing outreach workers and law enforcement in downtown Seattle led to the successful housing of long-term campers in public parks recently.

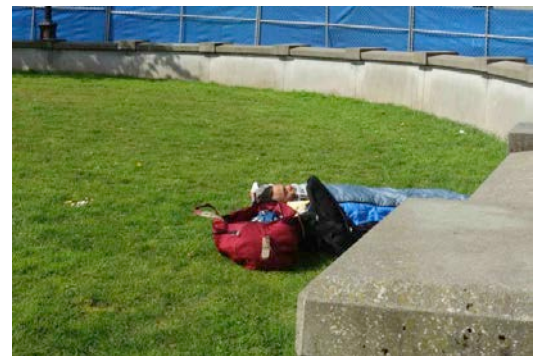
**Continue scheduling Park Rangers** in Cal Anderson Park at times when they can make proactive contact with the ‘camping’ community. Invite homeless outreach workers to accompany Park Rangers, maintain (or establish) communication between rangers and service providers.

**Use landscaping strategies behind the knee-wall on the northwest corner of the reservoir parapet** to exclude camping or sleeping here. This will be a vulnerable point for those leaving the new Light Rail Station and choosing the path that passes this wall. It is impossible to see someone sleeping or crouching here until you are committed to pass close by

them. This might be an excellent place for a node along the proposed “Pollinator Pathway”, or some other kind of use that prevents laying down here.



This parapet wall hides shelters various activities. Sometimes cans, bottles, and needles can be found here. Sometimes, people sleep here. It is impossible to see what is happening if you approach it on foot heading across the lawn.





## People in the Park

Cal Anderson Park is a wonderful place for people to come to “see and be seen.” It is a destination park with a reputation for good people-watching, fun things to see, eccentric activities, and sometimes downright madcap antics. The fountain, created by Douglas Hollis, drawing visitors from around the country (and world). Playfields and courts are constantly active with both scheduled and spontaneous activities.

The Parks and Recreation Department supports this dynamic mix with all kinds of activities in many seasons — movies, table tennis, chess, organized busking, and a relaxed, laissez-faire attitude toward park uses that other cities might quash, including some of the more daring activities like “slack-line” performers and “futsal” games that cram hundreds of soccer players onto the playfields for concurrent games on a miniature scale.

It is also a destination park for other populations, including warm weather migrations of loosely organized people, self-identified as “*gutter punks*”, who take up residence here, setting up autonomous zones that other park-goers tend to avoid.

Populations of people who have mental illnesses are also comfortable in Cal Anderson Park, many finding a way to spend time in various places, seemingly untroubled and causing no disruptions. During site visits, we did not observe any aggressive or threatening behavior, however interviews with some park visitors indicate that mentally ill people who are in the park have been seen behaving erratically, and that makes the park less desirable as a destination. Others we spoke with stated that they felt the mentally ill who are in the park did not inhibit them from visiting. Some interviews revealed concerns that this population is victimized or harassed in the park. Occasionally, we observed people who were clearly responding to stimuli that others could not comprehend. Other park visitors report varying levels of comfort with this feature of the park.

Some homeless or marginally housed people use the park for housing, or for every-day needs like washing themselves, their clothes, and using the toilet. Once a week, on Thursdays, there is a free lunch served across the street from the park's 11<sup>th</sup> Avenue entrance, at the Central Lutheran Church. Many homeless or marginally housed people travel to the church for this event, and bring their lunches across the street into the park. The east and central part of the park show the evidence of this event with the containers and food left behind on trees, benches, knee-walls, and ground.

Special organized events also attract specific groups of people to the park. Nightlife activities on Thursday, Friday, and Saturday seem to feed a spike of crime in the park and on its perimeter. The annual “Capitol Hill Block Party” attracts a crowd of paying spectators, as well as those who don't have the money to attend venues but want to be nearby, who go to the park, often staying for days afterwards. (Some report that the Block Party affects Cal Anderson Park for weeks afterwards.)

Many commuters, students, and people who work nearby all use the site daily. There are clear pedestrian commute hours here which will increase dramatically when the light rail station opens in 2016.

## Recommendations

**Bring a group of site stakeholders together to invite outreach from service providers who can reach the communities in need in Cal Anderson Park.** Maintain good communication between park site managers and outreach providers to stay ahead of problems in the park and try to help this population.

**Special approaches to some of the more entrenched problems associated with camping, drug sales, and drug and alcohol use will rely on strong formal guardianship supplemented with excellent *Natural Surveillance* and *Territorial Definition* solutions** that declare the sites intended use, and give clear guidance (through appropriate cues from the built environment and usable signage).

**Strong *Image Maintenance* & *Reputation* implementation will support the efforts to re-establish normal site use** by encouraging those who value a cared for and clean park to visit and enjoy the place enough to come back regularly. Controlling graffiti, drug-related litter, food waste, and camping debris is important.

**Other recommendations for handling specific problems that relate to a variety of park populations are found throughout this document.**



## Animals

### Dogs

Dogs are important to people living in Seattle, a city known for having more dogs than children; and Capitol Hill is an especially dog-friendly place. Cal Anderson Park is one of a few open places in this densely residential area where dogs and their owners go, and it should remain a great park for everyone to visit, including responsible dog owners.

On every site visit to Cal Anderson Park has we observed off-leash dogs. Usually we observed more than one dog off-leash. Parts of the park sometimes looked like provisional off-leash dog areas, with 5 or 6 dogs running together in an open area.

Interviewing park visitors with young children revealed discomfort around the unleashed dogs in the park. Several people without children report feeling alarmed near off-leash dogs, and leaving the park abruptly when dog owners release their animals on the lawn near the fountain.

On one memorable site visit we observed two large off-leash dogs on the east lawn near the fountain charge and attack a third, smaller dog that was walking nearby on a leash. The owner of the larger dogs yelled at the owner of the leashed dog, and, having eventually gathered her dogs up and leashed them, cooed to them, "Are you babies okay? That was terrible!", illustrating that many of the complex habits and behaviors pertaining to pet ownership are not solely the animal's problem.

### *Common places to see unleashed dogs include:*

**the courts** - usually small dogs are brought here by their owners to play fetch, do obedience training, or play with other dogs. On several site visits we could see dog feces and urine that had been left on the court.

**the playfield** - a popular "run" for big dogs, during site visits, dogs were observed pooping on the synthetic grass surface.

**the "sunbowl"** - a popular place for migrant populations to linger in fair weather, often with at least one dog that has its run of the bowl. Also, a common place to see individuals bringing dogs to play fetch.

**the lawn east of the fountain** - a popular play area, often for several dogs at once. Also a place owners bring their dogs to play fetch.

**the hill in the northeast part of the park** - dogs observed here seem to be in the company of groups migrating through the park who have camped here. Mostly they are on leash, but have been observed here off-leash, especially after dark when a group has settled on the hill for the evening.

## Rats

On many site visits rats were evident (and bold) in various parts of the park. Rats in the park pose an *Image, Maintenance & Reputation* problem, and will affect positive guardianship. Most commonly, rat sightings occurred at the benches that line the walking paths by the water feature. The rats ran in and out of the bushes next to the benches and underneath the benches, also into the garbage cans placed along the row. Rats are attracted by food left here, both in garbage cans and littered, as this is a popular place for park visitors to bring take out meals. The combination of rats and untrimmed bushes reportedly make the area less attractive to some people who report they no longer bring take out to the park. Other park visitors report being aware of the rats, but ignoring them as they eat.

Other places rats have been observed in Cal Anderson Park include the east perimeter of the park, especially in the plantings near the children's play area and alongside the ball field; and in the plantings along the north side of the park.

## Recommendations for Dogs

**Enforce the dog leash-law promptly and consistently.**

**Consider developing an enclosed area for dogs, if not in the park, somewhere nearby.**

There is one formally designated off-leash area near I-5 (Pillars Park), roughly half a mile west, and another informal off-leash area that nearby residents use, at T.T. Minor playground, another half mile to the east. Cal Anderson Park still attracts a tremendous amount of off-leash activity. It is possible that dog owners are coming from the north to the park, and find the other two sites too far to travel.

**Alert court users that dogs routinely visit the courts, and to take any precautions they may feel appropriate to remain healthy** in case of contact with the surface of the court. The types of sports here are fast-paced, and people have been observed skidding on the court surface, making skin contact, during play.

**Explore ideas that would engage the dog owning community in a healthy and safe way in the park.** Perhaps a group could come together to address this challenge and offer some viable alternatives to the free ranging off leash use the park sees currently.

## Recommendations for Rats

**Assess what can be changed to create a less desirable and more threatening environment for rats.** Perhaps a combination of changing the type of garbage cans with pruning in these areas to expose the ground more would make rats less bold. Explore the underlying attractions for rats along the east perimeter, especially near the main Olive Street entrance and children's play area. There may be some relationship to camping detritus, food waste left on Thursdays after the free church meal across the street, and the cluster of dumpsters. **Focus some thought on this problem, and address it through changes to maintenance, including landscaping approaches. There are probably several factors combining to support the rat population in Cal Anderson Park.**



# Appendix

i CPTED concepts

ii CPTED site analysis tools

iii Barrier plants for CPTED

iv Lighting Resources (Pacific NW) for CPTED



# Important Environmental Concepts

## for CPTED Practice

### Site Activity Patterns & Conflict of Use

Public places are often designed with specific activities in mind, or a range of similar activities. These may include places to walk, play, gather, eat, enjoy nature, catch the bus, drive a car. When dedicated activity zones collide, or are incompatible, **competition for use can create disorderly patterns**. These zone transitions create confusion and disorder in recognizable patterns which in turn can allow crime or disturbance to become a built-in part of the environment.

### Opportunistic Crime

Many crimes are unplanned results of ideal conditions that present low-risk opportunities to a potential offender. Some of these conditions we evaluate are **crowding**, **perceptions of anonymity** on a site, and the **presence of vulnerable people**, especially in places with **few capable guardians**.

### Historical Use & Cultural Importance

Public places can be important to many people for different reasons. Some sites have **culturally or historically important patterns of use associated with them**. Reputation of a space can resonate through time and affect how we use the site regardless of how the present use relates to the previous reputation. Considering these patterns may be a very important part in changing sites for increased safety.

### Quality of the Sensory Environment

Our sensory environment includes vision, hearing, smell, texture and touch. Our senses are the way we gather information that leads us to feel safe or unsafe. The sensory features of our surroundings should not overwhelm, confuse, distract, or disable people.



# The CPTED Principles – 5 site assessment tools

## Natural Surveillance

Seeing into and out of a place is fundamental to safety. Natural surveillance is a way to describe characteristics of a site that afford site users the ability to see and be seen. 'Natural' indicates that this ability to see well is inherent in the environment itself and is a feature of the normal use of the space. Introduced features such as surveillance cameras, or formal site guardians, are not natural attributes of the space.

## Access Control

Strategies that guide people through a space and clarify which parts of the space they are allowed to use. Access control must match the designation for the space. Some public places have little access control, where more private places demand strict control to keep users safe.

## Territorial Definition

All space should declare clearly what it is designed to do. Defining space through recognizable patterns that reflect the desired use helps to reveal unwanted or abnormal uses of the place. Clear territorial definition includes orderly transition through use zones, well designated uses, appropriate signage, and empowering the 'capable' guardians of the site.

## Image & Reputation

All places project a clear message about what is okay to do there. Sometimes the message indicates that nuisance or criminal behavior is acceptable. Sites also gain a reputation based on persistent image and historical use. Addressing image and reputation is fundamental to changing negative uses to positive uses and maintaining safe environments over time.

## Community Activation

It takes an active and engaged community on site to achieve safe places. Connecting people to each other, to the place, and developing positive norms helps to increase safety.



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