

Proceedings Report

December 2019

OPEN TO THE PUBLIC

Rethinking Security & Access in Public Space





Expert Panel & Facilitated Discussion

September 24, 2019

Burke Theatre, The Naval Heritage Center at the U.S. Navy Memorial

Symposium

September 25, 2019

National Capital Planning Commission

Moderated by:

Jess Zimbabwe, Plot Strategies

Hosted by

The National Capital Planning Commission and
the American Society of Landscape Architects



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NCPC & ISSUES OF SECURITY & PUBLIC SPACE

Issues of security in the public realm have been in the spotlight since the Oklahoma City bombing in 1995, and the National Capital Planning Commission (NCPC), as the federal government’s central planning agency for the National Capital Region, has been at the forefront of developing guidelines to address security, urban design, and access in a thoughtful and balanced manner.

Through planning, policymaking, and project review, NCPC continues to advance new approaches to achieve security and public space goals in the National Capital Region. NCPC led early efforts to develop effective security approaches that also preserve the openness of Washington, DC’s public spaces and enhance the civic realm. Washington not only has many parks and other publicly accessible grounds, but many of these serve as physical representations of our government and the country’s democratic ideals.

Today, the agency continues to evaluate new methods to address security in public space. The Open to the Public initiative specifically focused on public spaces—the parks, plazas, and streets—which are the social and cultural hub of our communities.

INTRODUCTION

As the National Capital Region continues to grow, public spaces are used to help local economies and revitalize urban centers. These outdoor spaces, which increasingly include cultural resources, are relied upon to accommodate more people and host a greater variety of uses and programs. These programs include regularly hosted events at urban parks, intermittent fairs that may need streets to be blocked off, or activities that require larger areas that can accommodate a national celebration over one or two days. Alongside these placemaking efforts, it is also important to assess vulnerabilities that could impact these public uses and understand key threats and security-related risks these spaces and events face.

Well used and active public spaces are increasingly vulnerable to a variety of threats as incidents in Berlin, Nice, London, Boston, and New York City have shown, where people using these areas have been attacked by vehicles and individuals. These attacks shock us and increasingly make citizens feel unsafe while doing ordinary activities. As planners and designers, our responsibility is to ensure the health, safety, and welfare of all. But how do we keep people safe in these public spaces while ensuring they remain active social spaces that foster civic engagement and openness? This question was the central discussion point for a two-part colloquium—an expert panel public session and symposium—hosted by the National Capital Planning Commission in partnership with the American Society of Landscape Architects (ASLA) on September 24-25, 2019.

After Oklahoma City and September 11, immediate reactions by security officials resulted in perimeter hardenings, more restrictive access controls, and building security improvements, often of a “temporary” nature that endured longer than planned while a permanent solution was sought. For many years, security interventions were centered around buildings and infrastructure. Only with the increase of these vehicular and other attacks on people has the focus shifted to include public spaces and the people using them. The two-part security colloquium examined the range of threats faced by people occupying public spaces, how the threat environment has evolved since September 11, and the impact of more prevalent vehicular attacks. An important discussion point was how to ensure the safety of visitors while ensuring that public spaces remain inclusive, inviting, and active places.



BIG IDEAS FOR RETHINKING SECURITY IN PUBLIC SPACE

Apply security solutions for public space with the consideration that these spaces are fundamentally different from those for buildings and campuses.

1. Public space security interventions must consider people’s ability to move around freely, address the perception of safety, and allow freedom to express democratic values. Security solutions also need to address daily uses, regular gatherings, and occasional large events, while remaining flexible to adapt based on changing needs.

Understand that the threat to people in public space is always evolving.

2. Challenges for developing security solutions include not recognizing risk, designing for the wrong risk/past risk, over-designing, and/or negatively impacting the public space use and users.

Undertake collaborative risk assessments and seek multiple outside perspectives on the threat analysis.

3. Prior to making any security related improvements, a collaborative and diverse approach to risks and potential design strategies can encourage solutions that are contextually and culturally sensitive while meeting security needs.

Utilize a spectrum of solutions to ensure the best possible outcomes for public space security design.

4. Diverse security solutions include but are not limited to, physical design improvements; plans to make spaces “pedestrian-only” on a temporary or permanent basis; intangible and unseen security measures such as coordination between law enforcement across jurisdictional boundaries; sharing resources between agencies and the private sector; the presence of community ambassadors and law enforcement personnel, and incorporating advancements in technology such as cameras and monitoring.

- 5. Develop and share a diverse toolkit of tested and rated security design elements.**
Toolkits for security design elements should include bollards, streetscape elements, street furniture, etc. that represent a variety of materials, sizes, and styles and are flexible so they can adapt as needed. Balance site-specific security design with elements from this readily available toolkit.

- 6. Provide context-sensitive security solutions that employ best practices to address pedestrian and vehicle conflicts.**
Consider a variety of traffic calming measures around and through highly pedestrian public spaces including slower speeds, redirection, temporary street closures, and sharing street space with a range of transportation options.

- 7. Integrate security improvements into the site elements, and consider approaches that are multipurpose.**
Integrated site improvements can include security while fulfilling drainage and stormwater management needs, addressing sustainability and resiliency issues, and/or serving as a work of art. Be wary of too much visible security that can often compromise how the public space is used and experienced.

- 8. Improve security solution efficiency through regular security assessments.**
Monitor and reevaluate; screen for places with the same daily visitors; evaluate physical access and the role of controlled versus open entrances; and create public awareness so people report suspicious activity that can prevent an attack before it happens.

- 9. Seek research funding, toolkits, and guidance from a variety of sources to continually understand developments in the field and a range of options to address threats.**
Funding availability should be explored from the Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA), Homeland Security Emergency Management Agency (HSEMA), and other sources, to aid security improvements

- 10. Use design and security improvements at smaller urban parks to effectively address needs and issues presented by recurring events and activities.**
Large events have the advantage of adequate lead time, an organized special event process, and have plenty of law enforcement presence. Similarly, we need to evaluate security issues for small planned events and gatherings held at urban parks and consider design improvements for many of these public spaces that host recurring activities.



EXPERT PANEL & FACILITATED DISCUSSION

On September 24, Plot Strategies' **Jess Zimbabwe** moderated an expert panel representing the perspectives of urban planners, first responders, and landscape architects. Held at the U.S. Navy Memorial Naval Heritage Center's Burke Theater, the broad, inspirational conversation about security in the public realm featured CivicMoxie's **Susan Silberberg**, the Federal Protective Service's **Kris Cline**, and Reed Hilderbrand's **Gary Hilderbrand**.

Roxanne Blackwell, ASLA's Acting Executive Vice President and CEO, opened the evening by highlighting the key role landscape architects, as designers of the public realm, play in addressing security design challenges. She expressed confidence that by having these discussions and encouraging open discourse, better solutions will emerge. She also stressed the need for careful design so that safety and security interventions do not negatively impact our public spaces.

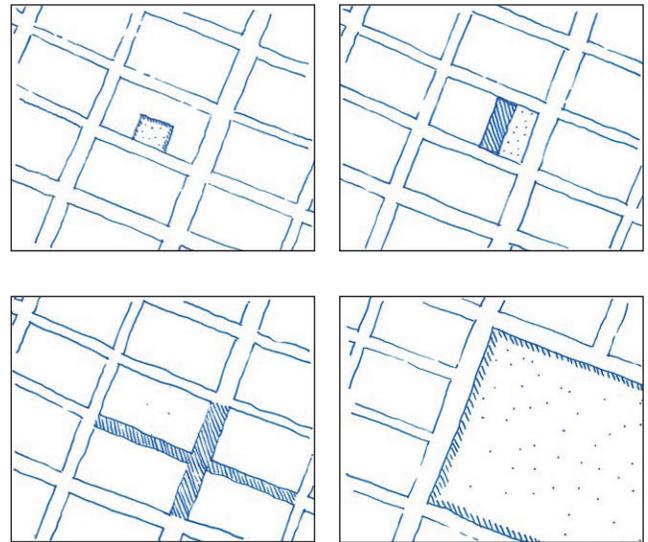
NCPC Vice-Chairman **Thomas Gallas** stressed NCPC's continuing commitment to hold a dynamic, timely conversations about security and public space, one of the most important planning and design issues we face in the nation's capital. Describing Washington as the civic heart of our nation where locals and visitors celebrate, commemorate, demonstrate, and enjoy daily life, he presented the point that protecting people is a top priority, by extension we then create safe environments, and protect our local economy. The question of when security improvements deter or negatively impact perception, use, and experience in public space is worth further exploration. As stewards of public space and access, Gallas asked: "What is an acceptable risk?"

The panelists' high-level conversation contrasted the current state of security in the public realm with how it might be approached and designed to better balance safety and accessibility. **Susan Silberberg** opened the discussion by describing public spaces as places where people come together as a democratic society and referred to half a century worth of important research¹ on what makes public spaces successful.

She highlighted the many qualities of public spaces: they are destinations; they adapt and allow flexibility of use; they accommodate a variety of programs and activities; are designed for human scale and interaction, and allow people the ability to move around freely. Successful public spaces are often considered third places.²

“Places that are neither home nor work. Places that are the core of ‘civitas’ – where there is free and unfettered access and an exchange of cultures and ideas. Where people play, rest, contemplate, meet and greet, and build relationships.”

Mentioning the surge in gun and vehicular attacks, with their intent for mass destruction, she noted that in addition to hardening the perimeter of our public spaces, we need to balance democratic values such as freedom to use public space and the need to be safe. She added that it is important to understand how security-related improvements affect the above-described elements of public space and our quality of life. Through a case study example of Boston's Financial District, she stressed that it is important to delineate the type of security improvements necessary; understand the key stakeholders³ and their motivations⁴; and study the cumulative effect of security interventions on circulation patterns. Equally important is the knowledge of best practices that tell us how people need and use public space, as well as the best ways to assess security interventions, share information, and have stakeholders collaborate and coordinate.



Public Space Typologies. Clockwise, from top left: neighborhood park, plazas, large parks, open streets. Susan Silberberg.

To further differentiate how people use public space and what security interventions would be appropriate, Silberberg discussed design typologies as they would apply to Washington's urban spaces, such as neighborhood public parks, public or private building plazas, streets used as public spaces, and large urban parks that accommodate big events. She stressed that all public space typologies have some basic requirements. Security improvements should:

- Improve aesthetic quality and how the public space is used;
- Require a coordinated and rigorous threat assessment and application of best practices;
- Need a careful plan for creating pedestrian-only places and other areas with restricted vehicular access;
- Benefit from security “ambassadors” (such as Business Improvement District staff);
- Incorporate public art and amenities that engage the occupants, encouraging greater awareness of surroundings.

1 Books listed – *The Social Life of Small Urban Spaces*, William H. Whyte; *Good City Form*, Kevin Lynch; *Great Streets*, Allan B. Jacobs; *The Essential William H. Whyte*, Albert LaFarge; *The Image of the City*, Kevin Lynch; *The American City: What Works, What Doesn't*, Alexander Gavin; *The Death and Life of Great American Cities*, Jane Jacobs.

2 Term coined by sociologist Ray Oldenburg.

3 Among key stakeholders, Silberberg listed building owners, managers and tenants; designers such as architects, landscape architects, product manufacturers; lawyers, security experts, professional associations, public works, transportation, public safety officials, federal agencies, state agencies, and local officials.

4 Susan Silberberg pointed out various motivations that drive security interventions such as security fears, peer pressure and market competition, comfort factor; liability fears, profit motive, prestige, funding and private reclamation of space.

5 Street mugging, robbery, or assault.

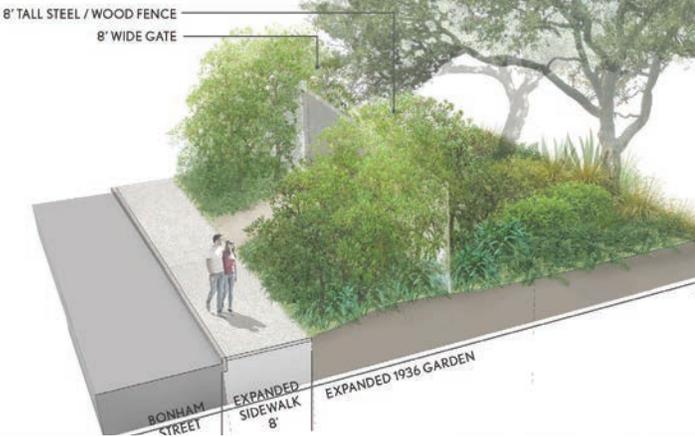
6 Vehicles used as weapons, cyber threats, or airborne threats.

7 Violence against individuals, the civilian population, or infrastructure, by a citizen of that nation, often to intimidate or coerce, to influence national policy, or with a racially driven motive.

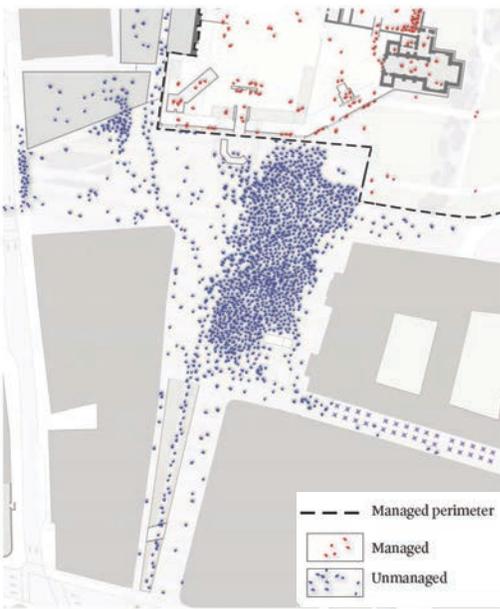


Susan Silberberg

30 GARDEN EDGE
ence in Garden Planting



Alamo: 1936 Garden Edge with fence in planting
ReedHilderbrand



Alamo Circulation Management: Civic Plaza - Free Speech Event,
San Antonio, TX. ReedHilderbrand

Kris Cline's Federal Protective Service perspective highlighted the range of threats to those occupying public spaces and categorized them as traditional threats⁵, emerging threats⁶, and the threat of domestic terrorism⁷. He discussed how the threat environment has evolved over the past couple of years and emphasized a thorough risk-based assessment that relies on information from other reliable sources, aggregating threat data, categorizing threat by techniques, tactics, and procedures, monitoring demonstrations, and tracking online activity. Buildings' threat assessments are based on the type of uses, users, and activity, while the threat assessment for public spaces is more complex. It relies on day-to-day activities of users, small gatherings, large public events, location and proximity to prominent buildings, surrounding historic and cultural resources, pedestrian and vehicular conflict areas, current events, and many other factors.

Cline described Washington as the nation's capital, the seat of the democracy, and a draw for a lot of visitors who come from around the country. Talking about strategies and best practices for security during public gatherings, he emphasized that public spaces must balance security needs while also providing a stage for First Amendment voices. Irrespective of celebration or demonstration, protective measures require planning, yet need the flexibility to adapt based on turnout and type of activity.

He reiterated that the most effective safety measures are not always the most visible ones and physical security improvements are only one way to address security in public space. On the other end of the spectrum, there are unseen and imperceptible measures, such as coordination between law enforcement entities across jurisdictional boundaries, preparedness, more awareness among citizens, and reliance on various means of technology including security cameras.

Gary Hilderbrand demonstrated how treating the perimeter condition or a security barrier, in creative ways, can enhance the experience and use of public space. Using the example of the Volpe Transportation Center in Cambridge, Massachusetts, he showed how the design of a stand-off area can move beyond being just a security barrier to becoming a welcoming space. The Volpe Center's overall design demonstrated a



Volpe Transportation Center | Cambridge, MA. ReedHilderbrand

collective shift in attitude, where the site and landscape elements were designed to address multifunctional demands. These included the function of a stand-off area as a perimeter protection zone, which also fulfills drainage and stormwater management needs, addresses sustainability and resiliency issues, and serves as a work of art. He emphasized the need to consider security improvements early in the design process to ensure better integration of the site elements.

Hilderbrand discussed how to incorporate physical security improvements when retrofitting or adapting existing public spaces or cultural landscapes without compromising the public realm. Using the Alamo in San Antonio, Texas as a case study, he explained how strategic design and inclusive stakeholder involvement can improve the public experience for visitors and residents. He called the experience of the Alamo, which “lies at the heart of San Antonio’s civic life” as compromised. Before the design interventions, “it was neither a welcoming urban place nor a powerful

historic site.” Describing the cultural landscape and world heritage site, which is visited by seven million people a year, he said that it “was not welcoming and was not about well-being.”

The proposed plan aimed to transform the Alamo experience by creating an expansive civic plaza and a powerful cultural destination. The project analyzed the various uses in the space and rethought the Alamo precinct by gaining back some of the historic site, by incorporating a more diverse narrative, delineating a space for reverence and learning, and recreating a boundary condition where the original mission was once located. The plan defined a perimeter—a sense of the precinct—which exists during the day and becomes more permeable in the evening. It designated areas for free speech events and incorporated pedestrian-only areas that during the day are only accessible to Alamo visitors. Thus, by rethinking the boundary, it protects the visitor experience during the day and gives back the street to the city, and its residents, in the evening.



Security actors, motivations behind security improvements, and best practices. Susan Silberberg

FACILITATED EXPERT PANEL DISCUSSION

During the moderated discussion, the speakers concurred that the risk assessment needs to be a collective understanding of the key players and motivations behind security improvements. They observed that security solutions are often reactionary, trying to prevent the most recent incident from happening again. They concluded that security solutions need to be based on a common, consistent set of criteria and yet be adaptable enough to apply to changing threats and through a variety of creative solutions. The panelists noted the importance of developing solutions that both achieve security objectives and result in well-designed public spaces. Speakers also opined on the challenge of measuring the success of security improvement projects; the absence of an attack does not necessarily deem a successful intervention.

When describing best examples of public spaces that are both active and safe, the speakers referred to more walkable areas that either restricted vehicles or incorporated a distinct pedestrian and vehicular separation. Bringing together design and security professionals throughout the design process, and considering security needs early on, is key. Through collaborative risk assessments, we can often determine appropriate security requirements and be forward-looking to provide suitable solutions.

Public spaces located close to prominent buildings must strike a fine balance between security concerns and how

they project our democratic values, freedom, and ability to move around freely. There was collective agreement that even though security solutions will vary from place to place, each should consider the perception of the user, share resources⁸ where possible, include civic engagement, be sensitive to surrounding context, and rely on strong public-private partnerships.

Speakers reiterated that the threat environment is a moving target and assessment needs to rely on the awareness of local, national, or international current events; incorporate new technologies, and build upon the research and lessons learned from other cities. They also concluded that physical security enhancements are only one way to address security in public space. On the other end of the spectrum, there are unseen and imperceptible measures, such as coordination between law enforcement entities, monitoring with notification measures, preparedness, more citizen awareness, and reliance on various means of technology.

Other areas where key stakeholders can collaborate and other cities could learn from each other include sharing security information and resources as they pertain to threat analysis, sharing lists of reliable sources, development of standard-rated specifications and testing creative security solutions. They could develop a checklist of important steps to go through or critical questions to ask when developing security solutions for a place.

⁸ Resources such as important information, manpower, temporary event equipment etc. can be shared with key stakeholders, surrounding jurisdictions, or public and private entities.



Farragut Square Movie Night | Washington, DC

SYMPOSIUM

On Wednesday, September 25th NCPC hosted a symposium that engaged the federal, local, and private design communities to better understand the changing threat environment and security expectations in the public realm. Invited attendees included intelligence/security personnel, first responders, security experts, planning and design experts, and other key federal and local stakeholders.

The invitation-only event allowed attendees to comfortably discuss security issues in a setting of peers. Three panels discussed how to make our public spaces safer, better understand threats, and share responsibility and appropriate levels of physical security interventions. The following pages summarize the symposium through Key Takeaways from each panel. Plot Strategies' **Jess Zimbabwe** moderated all the panels.

Active Places And Safe Spaces: How Do We Get There?

This panel focused on how operational decisions impact security in urban parks and public spaces. This includes spaces that host regular events, a street blocked off for a fair, or an entire area that transforms to accommodate a national celebration. For those who plan and program events and activities, as well as security personnel on teams for larger events, safety and where people gather are top concerns.

Key Takeaways

- The consensus among the panel was that while there is usually adequate security planned for large events, designers and law enforcement professionals need to visit security issues and consider design improvements for urban parks and smaller public spaces that are heavily used.
- At larger events people receive information related to logistics and safety from a variety of sources, so messaging and outreach should need to be consistent to adequately cover the range of sources.
- There needs to be more education for the public on how to react in an emergency, which can be complicated in places like Washington, where there are many workers and visitors that may be unfamiliar with the area.
- Training for staff and event hosts in addition to collaboration between security companies and law enforcement is critical for all events or at popular public spaces.
- Early collaboration, utilizing resources, and layering security measures are the best ways to mitigate threats.

Making Sense of the Threat: A Shared Responsibility

The second panel focused on how to evaluate threats, determine security protocols for physical design improvements, and plan security for temporary events from operations and public safety perspectives. Representatives from three different federal and District agencies shared their approaches to assessing and managing risk, along with best practices to protect people during both small gatherings and larger events.

Key Takeaways

- A priority from the public safety perspective is to create public awareness so people report suspicious activity and prevent an attack before it happens.
- Vulnerable areas often targeted include intersections, music stages, entry control points, and gathering spots or focal points at an event.
- The ways that event security are currently addressed tend to be very resource-intensive, whether with public safety staff or assets like dump trucks.
- To efficiently address security needs for daily and event purposes, identify the places where events occur most frequently and implement more permanent security solutions such as movable bollards that can be quickly deployed for events.
- It is important to integrate security with design and include security professionals in the design process to produce something that is contextually and culturally sensitive and meets security needs.

Designing for Security: How Much is Too Much?

The third panel focused on identifying the key areas where security and design professions could collaborate. The discussion centered on the design and application of security elements, and how physical changes to public space can deter attacks and threats to foster a safe and open public space experience for users.

Key Takeaways

- Coordination between designers and law enforcement on risk assessments and protection measures needs to occur early in the process to adequately and effectively address security risks and needs.
- Security solutions should incorporate technology advancements, the presence of community ambassadors and law enforcement personnel, and context-specific solutions. Be wary of too much visible security that can often compromise how the public space is used and experienced.
- Many successful examples of security in public spaces are those that the public doesn't even notice. We need creative solutions to incorporate security in the public realm that are less visible and better integrated with either the landscape and/or streetscape elements to provide inclusive, inviting, and active places.
- While bollards seem to be the go-to and most widely accepted method of physical security, a more diverse toolkit of tested and rated streetscape elements is needed that serves the dual purposes of perimeter hardening and quality public spaces.
- Security solutions in public space need to consider placemaking needs, daily uses, regular gatherings, occasional large events, and the flexibility to adapt based on changing needs.



Times Square bollards | New York, NY



Flatiron Pedestrian Plaza | New York, NY



National Museum of the American Indian perimeter security
Washington, DC



Rose Kennedy Greenway, Boston | MA. Len Hopper

CONCLUSION

The two-part security colloquium highlighted the range of threats to people occupying public spaces; how the threat environment has evolved in recent years; and strategies and best practices to consider when addressing security needs for events and public gatherings. It was clear that larger events in public space have the advantage of lead time and an organized special event process, but we need to plan for security in large and small urban parks that host regular events and gatherings.

The discussion broadly categorized the types of threats in public space, such as the unpredictable category of an active shooter, or ones that result from vehicular and pedestrian conflicts such as vehicular ramming which can be intentional or unintentional. Speakers reiterated that physical security enhancements are only one way to address security in public space, and there are other approaches including technology, stakeholder coordination, or public education that should be considered.

Thank You

NPCPC thanks ASLA, the speakers, and interested parties who participated in the colloquium and provided valuable insight to this discussion

SPEAKER BIOGRAPHIES

Expert Panel & Facilitated Discussion
September 24, 2019, 6:00- 8:00 pm | Burke Theater

Jess Zimbabwe (moderator)

Jess Zimbabwe is the Principal of Plot Strategies. Until recently, she served for ten years as the founding Director of the Daniel Rose Center for Public Leadership—a partnership of the National League of Cities and the Urban Land Institute. Before that, Jess led the Mayors' Institute on City Design, and was Community Design Director at Urban Ecology in Oakland. She serves on the boards of Next City, the National Main Street Center, and Colloqate. She is a licensed architect, a LEED-Accredited Professional, and a member of the urban planning faculty at Georgetown University.

Susan Silberberg

An accomplished city planner, urban designer, architect, author, and former MIT lecturer, Susan Silberberg is the Founder and Principal of CivicMoxie, LLC, a planning, urban design, and strategic placemaking group that serves public and private clients and seeks to enhance civic connectivity while creating safe places to live, work, and play. Susan's placemaking work melds with her research and writing on security in public spaces to inform design decisions about how we wish to interact in and experience the civic realm. She conducted the inaugural research in changes to the design and perception of public space in Boston post 9/11, with funding from a Boston Society of Architects Grant.

Richard K. Cline

Kris Cline serves as the Principal Deputy Director of the Federal Protective Service (FPS). In this capacity, he serves as an extension of the Director and operates with full authority to execute the organization's mission. Mr. Cline independently directs and manages FPS employees and coordinates with federal, state, and local public officials to ensure the protection of the buildings, grounds, and property that are owned, occupied, or secured by the federal government and the persons on the property. He joined FPS in May 2003 after retiring from the U.S. Army. His first assignment was as the Area Commander for the Federal Triangle and Security Director at the Ronald Reagan Building and International Trade Center.

Gary Hilderbrand

Gary Hilderbrand, the 2017 recipient of the ASLA Design Medal, is a principal of Reed Hilderbrand LLC, recognized as ASLA's 2013 Firm of the Year. He is also The Peter Louis Hornbeck Professor in Practice at the Harvard Graduate School of Design, and a fellow of the American Academy in Rome. In 2017, he was named by Design Intelligence as one of America's top 25 educators in design. Mr. Hilderbrand's abiding interest in a robust urban civic life is highlighted in several of his firm's recent projects, including the redevelopment of the Alamo Plaza in San Antonio and the renewal of the DOT Volpe Center in Cambridge, Massachusetts—a GSA Design Excellence project.



OPEN TO THE PUBLIC

Rethinking Security & Access in Public Space

September 24 2019
6 - 8 PM

Burke Theater, Naval Heritage Center at the U.S. Navy Memorial

Well-used and active public spaces are increasingly vulnerable to a variety of threats as seen in New York, Berlin, Nice, London, and Boston. To address these threats, cities must take a fresh look at their parks, plazas, and squares to ensure that they remain safe and enjoyable.

A panel of design professionals, academics, and security experts will discuss these new approaches and what they mean for public spaces in our cities. Audience Q & A will follow the discussion.

PANEL:

Jess Zimbabwe, Principal, Plot Strategies; Professor of Urban and Regional Planning, Georgetown University (moderator)

Susan Silberberg, Managing Director, CivicMoxie, LLC; Lecturer, Massachusetts Institute of Technology (speaker)

Richard Cline, Principal Deputy Director, Federal Protective Service, U.S. Department of Homeland Security (speaker)

Gary Hilderbrand, FASLA, FAAR, Principal, Reed Hilderbrand LLC; Professor, Harvard Graduate School of Design (speaker)

2.0 LA CES/HSW, AICP, FL, NY/HSW