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AN ANALYSIS OF PUBLIC SAFETY AS RELATED TO THE INCIDENCE OF CRIME IN PARKS AND RECREATION AREAS IN CENTRAL CITIES

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Harold Lewis Malt Associates, Incorporated

Prepared for:

Department of Housing and Urban Development

January 1972

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16. Abstracts

Risk of crime and perceived fear were studied in 64 parks (four in each of 16 cities throughout the country) including mini-parks, neighborhood parks, community parks. Physical facilities inventoried. Sampling performed of users and non-users at all sites for attitudes about Crime in Parks. Crime Data on Part I stranger-to-stranger Index Crimes (murder, rape, robbery, assault) analyzed for 20 of the parks in 5 cities. Literature search, bibliography, Demonstration Project Outline included. Little crime was found on parks. For the 20 park neighborhoods, there were 7,858 violent crimes of which 2,633 were committed outdoors on the streets around the parks and only 108 on the parks. Attitudinal survey disclosed some people perceived parks as dangerous especially at night. However, this was not keeping people out of parks. Parks underutilized because not sufficiently relevant. Certain groups i.e. elderly, blacks, teenage girls poorly served. Recommendation was parks be made more relevant and satisfying, attracting more non-users and increasing individual's sense of securit (greater stock of observers).

17. Key Words and Document Analysis. 17a. Descriptors

0504 RT Crimes, Criminal Psychology, Law Enforcement, Parks, Recreational Facilities
0510 RT Behavior, Crimes, Visual Perception
0511 BT Planning
0511 NT Playgrounds, Swimming Pools
0511 RT Land Use, Landscaping, Neighborhoods, Playgrounds, Public Lands- Recreational Facilities, Urban Planning, Urban Sociology
0511 UF Cities, Community Planning, Metropolitan Areas, Urban Atmosphere
1302 UF Urban Planning
1302 RF Land Use, Neighborhoods, Parks, Recreational Facilities, Urban Sociology

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Washington, D. C.

for
U.S. Department of Housing and Urban Development

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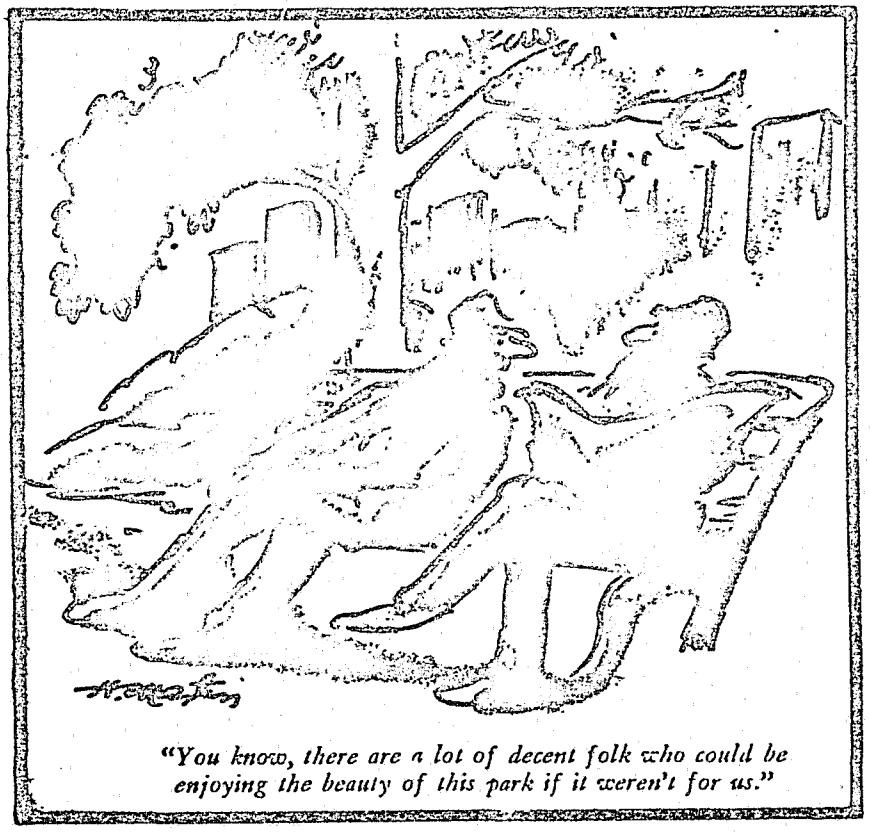

"You know, there are a lot of decent folk who could be enjoying the beauty of this park if it weren't for us."

1b

Drawing by H. Martin; 1971 ©The New Yorker Magazine, Inc.

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CHAPTER FIVE: INTERPRETATIONS AND RECOMMENDATIONS

APPENDIXES

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This project was initiated as a major research effort of the Open Space and Urban Beautification Division of the U.S. Department of Housing and Urban Development by Dwight F. Rettie, former director. Its development was made possible by George Karas and Bernard McShane who contributed unstinting counsel and encouragement.

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Harold Lewis Malt, Project Director

SUMMARY

It is widely thought violent crime is the most important single issue that affects use, acceptance and productivity of the Nation's urban parks and recreation spaces. This study addresses the need to know more about the nature, frequency and severity of stranger-to-stranger crime in parks.

The study stresses the notion that the problem is not one primarily of law enforcement but rather public perception of park activities and facilities. Correlations are sought between crime/physical environment/public perceptions. An Outline has been prepared for a Demonstration to test findings and conclusions and to validate recommendations.

Chapter One discusses the background and implementation of the Study. The Department of Housing and Urban Development's longstanding concern over the problems of city parks and its commitment to "...provide, preserve and develop open space land which is essential to the ... welfare of the Nation's urban areas..." are reviewed. The goals of the study are discussed along with a brief discussion of procedures and methods used in the study.

Conduct of the field research in a representative sample of cities of various size and location is described. Mayors, police and park officials in 49 cities were solicited for interest, 42 responded affirmatively, 16 cities were selected.

Next, three service categories of parks were defined -- community, neighborhood, sub-neighborhood. Then, four parks were selected in each city for a total of 64 study sites.

Chapter Two discusses the results of an investigation into the amount of serious crime reported on twenty parks in five cities. The comparative frequency and severity of those crimes are discussed in terms of all outdoor crime. The data indicates that the amount of reported Index Crimes in parks is substantially below popularly assumed levels. In 1970 five cities had a total of 7,853 criminal acts in neighborhood areas of which 2,633 were on streets surrounding the parks and only 108 on the twenty parks themselves. On the basis of reported crime, parks appear to be much safer than their surrounding areas.

The nature of people's attitudes toward parks and crime is the subject of Chapter Three. 419 respondents were queried at the 64 study sites. Analyses include the differences between people who use parks and those that do not, as well as differences between the attitudes of men and women.

It appears that perceived risk or fear of crime especially at night is significant. But it is not the principal thing keeping non-users out of parks. More likely non-users simply prefer forms of recreation not found in parks. However the fact most non-users also perceive parks as important as other city services indicates both regular park users and non-users apparently derive "benefits" from the existence of city parks.

Chapter Four contains material on the physical and programmatic aspects of the sixty-four parks in this Study, with special attention given to the security aspects of the three studied park categories.

A major finding is that the majority of parks -- those of community and neighborhood scale -- are still in the mode of the pastoral and passive environment developed circa 1870. Their programs and facilities are of limited response to current community needs and social goals. Major consumer groups -- teenage girls, blacks, elderly -- are inadequately served. The range of activities provided other groups is limited. Nighttime usage is not encouraged. Concern for perceived or actual public safety is not now a design criterion. Security performance standards and guidelines are not available.

Chapter Five brings together the findings and conclusions of the previous chapters. Interpretations are discussed and recommendations made. The HUD-suggested mechanism for test of study findings by means of Demonstration Parks is endorsed.

The Appendix contains the Outline for the Demonstration Parks follow-on. The process is defined whereby public acceptance of more relevant park programs, site improvements and security features will be measured and evaluated.

CHAPTER ONE: BACKGROUND AND APPROACH

A. Introduction

Putting things in perspective, this report is more about people than about parks or even crime.

People have always had attitudes about their physical surroundings and it is the environment that has changed and evolved in response to behavioral patterns, not vice versa.

There was a time when it was enough to set aside so-called "green areas" in the city and guardians of the land attempted to retail large pieces of public property for the esthetic appreciation of the public. In those circumstances, the title "Park Land" sometimes became a euphemism for "Keep Off the Grass," "No Bicycles," or more simply, "No Life Allowed."

Later the function of the central city park began to be seen as an environment for recreation and activity and not only for passive contemplation. Now the shortage of open space in low-income, high density neighborhoods has made more urgent the acquisition of additional space and the full utilization of these resources. So that in the 70's the retention or acquisition of non-fully used land masses in the central city is an insupportable practice.

In December, 1968, Parks and Recreation Magazine contained an article written by three recreation specialists entitled "Law and Order in Public Parks." It dealt with the rapidly growing problem of vandalism, theft and other major crimes in America's parks and set in motion three years of extensive national debate, discussion and analysis of the problem of park crime. (1)

The substantial commitment of the Department of Housing and Urban Development to deal with the issue of park crime and the presumed effects thereof has been apparent from the beginning of these debates. Initially, the Department sponsored a series of regional forums on the subject with the National Recreation and Park Association. (2) These forums brought together law enforcement, parks and recreation and executive personnel from all levels of government. The principal result of these discussions was the realization by everyone involved that simply not enough was known about the nature, level, frequency and severity of park crime.

By early 1970, HUD had decided there existed a sufficient body of knowledge to justify a national study of the problem and in July, requested proposals by firms interested in carrying out such a study. Ultimately, HLMA was selected to do the study, principally on the basis of a technical proposal which stressed notions that reported violent crime would be found to be not significant; that the problem was not one primarily of law enforcement; that the major questions revolved about use and perception of the park physical environment. It was proposed to acquire and analyze data on the interrelationships of crime/environment/user.

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(1) "Law and Order in Public Parks" by Frederick L. Campbell, John C. Hendee and Roger Clark in Parks and Recreation, Vol. III, No. 12, December, 1968.

(2) The forums, concluded in September, 1970, were held in Washington, D. C., Chicago and San Francisco. Each was structured to elicit the views and opinions of the attending park and police officials on the question of citizen safety in parks. The transcript of these forums are available from NRPA, 1601 North Kent Street, Arlington, Virginia 22209.

Specifically, the objectives of the contract were to:

A. Establish the level and seriousness of criminal activity in urban parks and recreational areas and ascertain how the level of crime in a park compares with the level of crime in the surrounding area or in the city as a whole.

B. Identify those physical and social factors which differentiate between parks that have high and low crime rates.

C. Examine the frequency and severity of criminal activity by types of urban parks and by various classes of cities.

D. Evaluate the factors that appear to be most influential in maintaining a low crime rate and ascertain how these factors can efficiently be applied in areas of need.

In addition, we were to prepare an outline for a demonstration of how to positively effect park usage and "identify possible demonstration sites upon which to verify and supplement the findings of this study."

It was recognized by both HUD and HLMA that this project represented a first attempt at relating indicators of three separate kinds of information to achieve a specific goal. As one HUD official put it at the beginning of the study: "We are looking for broad brush definition of where the problems are and how to begin to correct them." (3) The Department's commitment was to a practical end -- a real world capacity to act and to provide the President's Open Space Land program with usable insights into the role of open spaces in central cities. Our mandate was to produce a workable demonstration for increasing park security and usage.

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(3) HUD project briefing notes, November 2, 1970.

The conclusions reached here and the design of the accompanying demonstration outline, were reached in the pragmatic way sought by HUD. They were achieved by designers, social scientists, park and recreation professionals and others sifting substantial quantities of diverse information on crime, people's attitudes and the nature of the parks themselves. Because there was no precedent to this effort, we have had to bridge a number of gaps with intuition. Many of the final observations are based on correlations reached by reading between the lines of the respondents' answers to the questionnaire as well as on what we saw but cannot document with tables or references to the literature.

Even though the analytical tools are unpretentious, the conclusions reached are of significant merit. As one park official put it "...(this demonstration) is something that's needed doing for more than the thirty years I've been in this business." (4)

B. General Approach of the Study

1. Rationale

Fundamentally, the study was structured to achieve a human goal: to acquire and analyze data which appeared to lead toward solutions by which park users could themselves assume responsibility for insuring a safe, satisfying, useful and well-maintained recreation environment.

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(4) Data collection notes, Kansas City, Missouri.

The data looked for was that which would give information on capitalization of the natural productive impulses of park users as a source of solutions, rather than the surrender of informal social responsibilities to more formal police authority.

Our unusual approach attempted to determine correlations between three different kinds of data required by the study's objectives. Specifically, it was considered necessary, within a very limited budget, to collect and analyze information on:

a. reported criminal offenses in parks,

b. design, usage and management of the parks,

c. perceptions of people toward their safety in parks.

Specifically, we hoped to determine just what crime was occurring on parks; how the parks were designed and operated; how they were used, and; what people thought about them. Were people actually being mugged and raped as according to the conventional wisdom? If so, what seemed to be contributing factors; if not, just what crime was occurring? We wanted to learn what activities parks were designed for and whether they were used that way. We wanted to see how secure the parks were and what elements were needed, if any, to make them more secure. And, of course, we needed to find out whether people were as frightened of parks as they seemed.

2. Work Plan

The work of the study was broken into three phases:

PHASE I - Reconnaissance and Study Design

PHASE II - Data Collection and Analysis

PHASE III - Write Report and Demonstration Outline

Phase I was devoted to a general assessment of the study's propositions with particular emphasis on the first study objective. The aim of that assessment was to identify and develop a procedure to study in depth, those aspects of the problem most apt to produce useful courses of action resulting in a decrease in park crime or the fear of that crime.

This overview of the study issues involved either a review or analysis of:

a. a crime in parks study done in Seattle,
b. several staff reports for the President's Commission on Law Enforcement and Administration of Justice,
c. the results of a ten-city survey carried out by the study team,
d. an in-depth analysis of park crime occurrence data in Cincinnati, Ohio.

In addition, literature on park design and management was reviewed along with the published reports of several other Presidential Commissions, the annual reports of a number of police departments, and other agency reports or publications.

During this phase, participant cities were identified and criteria for the selection of study sites within those cities were written.

The results of the Phase I work are discussed below along with the subsequent results of Phase II work.

Emphasis was placed in Phase II on an expanded national survey of the attitudes held by the park users and non-users toward the public safety issue.

The originial study plan called for a limited survey of park users only in two cities. Primary concern, initially, was on crime data collection and analysis. The substantive and methodological problems associated with collecting crime data in sixteen cities, when combined with the limited utility of the figures, however, prompted a change in emphasis subsequently approved by HUD.

The expanded survey planned and finally approved was structured to provide the first, and very preliminary, national baseline park usage/public safety attitude data for all population groups. These data were to be collected in conjunction with detailed park site physical data at 64 park locations in the sixteen cities.

Upon completion of the park site and attitude surveys, case studies were prepared on 16 parks representing the range and nature of circumstances found in the 64 study parks. These case studies are in Appendix II.

Phase III involved the preparation of a report documenting the study results and outlining one or more remedial courses of action.

C. Initial City Reconnaissance (5)

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(5) The cities in which the survey was made were chosen on the basis of the responses received to a letter of inquiry sent to 49 cities. In addition to the city visits, a number of telephone discussions were carried out with other cities and agencies such as the National Park Service. Notes on these conversations can be found in the study files. The cities visited were:

Ann Arbor	Cleveland
Atlanta	Detroit
Baltimore	Hartford
Boston	Jacksonville
Cincinnati	Saint Louis

1. Objective

The objective of this reconnaissance was to determine the feasibility of measuring criminal activity in parks, the nature and availability of data documenting that activity and determine the concerns and needs of local parks and recreation officials. A total of 31 police officials and 18 park and recreation officials were interviewed. Each was asked to describe:

a. the biggest crime problem in their parks,

b. the parks experiencing those problems,

c. the probable causes of those problems,

d. the actions they had taken to reduce crime.

In addition, each city was asked to provide copies of any crime statistics for their parks and whether they were satisfied their parks were fully utilized.

2. Results

The interviewees were almost unanimous in citing vandalism as the biggest problem. The second most frequently cited issue was the youth-drug-hippie problem.

With respect to the problem of crime in the parks, all of the cities have one or two "problem" parks where "...90% of our problem..." is located. These were the parks where the "kids" hang out or where some special circumstance prevailed. But most parks were considered safe and generally troublefree. The causes of what problems did occur --

especially vandalism -- eluded the interviewees. (6) The problem of vandalism was found to be so acute in one city that a special two-year study of the problem had been instituted. The other problems such as hippies and drugs were identified with the troubles of the larger society.

The actions taken by the cities to deal with their particular crime problems were varied. One city was expanding its supervision of certain parks and other cities were engaged in relighting programs. Unfortunately none of the cities visited maintained crime statistics on their parks and consequently could not document their assessment of the level and seriousness of park crime. This was true of cities with park police as well as those without. Furthermore, while most of the cities maintained 1970 Part I or Index Crime (7) occurrence data at the beat or census tract level, few of the cities maintained statistics on Part II occurrences at this level or even for the city as a whole. It was clear that any extensive attempt to document criminal activity in the parks would require, in varying degrees, some data extraction from individual city record or computer files. (8)

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(6) The problem of park vandalism, while technically a property crime, is too complex for detailed treatment here. An NRPA study prepared several years ago remains the best guide available for use by localities in dealing with the occurrence of vandalism. The costs of vandalism, both in dollars and defaced parks, warrants a serious study of causes.

(7) Index Crime are those offenses used by the FBI to calculate the crime trend in the U.S. The crimes are murder, rape, robbery, aggravated assault, burglary, larceny over $50 and auto theft.

(8) A number of special problems are associated with the collection and analysis of offense data from police records. Specifically "...current methods of gathering and reporting information on crime do not provide a valid picture of the amount of crime in the

The cities were ambivalent on the question of park usage. Most felt their parks were "well used, expecially in the summer..." but they also felt the parks could be used more. Again, however, very little documentation existed in the cities on park usage. Several had extensive data on the use of supervised facilities but none were able to give any benchmark against which the usage numbers could be evaluated. All of the parks and recreation people we talked to agreed that it was impossible to realistically estimate the actual or potential usage of open, unsupervised parks.

Finally, all the interviewees at some time or another referred to the citizens' fear of crime. Most of these officials were of the opinion that "...people are afraid to go in the parks. Especially at night. The women worry about getting raped and men worry about getting robbed." Most interviewees thought lighting would help but some were not sure to what extent. Almost all the interviewees thought the problem was at least in part associated with the general public concern over crime, again, however, only intuitively.

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(8) society or any of its jurisdictions and that the FBI Crime Index does not provide a reliable basis for determining whether crime is increasing or decreasing in the U.S." (Albert J. Reiss, Jr., Studies in Crime and Law Enforcement in Major Metropolitan Areas, Volume I, The University of Michigan for the Office of Law Enforcement Assistance, Department of Justice, GPO, pp. 1-3) The problem of crime validity is discussed also in the Uniform Crime Reporting Handbook (UCR) published by the FBI. Reiss' basic conclusion is that all existing crime rate measures provide results that are essentially meaningless for planning and analysis purposes.

For our purposes it is sufficient to point out that any measurement device we might use to document park crime will be subject to the same shortcoming.

D. Participant Cities

1. Selection Procedure

An initial list of forty-nine cities was compiled by the study team and HUD representatives and approved by the acting Director, Office of Resources Development. (9) The names, titles, and mailing address of the mayor, chief of police and director of parks and recreation for the cities was compiled. Each of these officials was sent a letter and general project description requesting they discuss the project and indicate whether their city was interested in participating in the study.

A response control form was prepared and follow-up criteria developed. Any city sending replies from all three officials or from one or two but indicating a willingness to make some resource commitment to the study, were identified for follow-up. In two cases, the cities indicated a need for additional information which was furnished by phone. Telephone follow-ups were made to seventeen of the cities and eight were visited.

2. Selection Criteria

The criteria used in the city selection were:

a. adequate geographic representation,

b. adequate distribution over size range,

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(9) The list of cities and their response classifications are in Appendix III.

c. representation of park police agency,

d. willingness and capability of city to devote resources to and assist in the study,

e. representation of cities with areas offering competition to parks.

Sixteen cities were finally selected. Four of these cities, Baltimore Kansas City, Minneapolis and New Orleans, were originally identified as Alternates. The study's requirements were such, however, that they were included as participant cities. The cities are:

Baltimore	Jacksonville
Billings	Kansas City, Missouri
Boston	Minneapolis
Cincinnati	New Orleans
Cleveland	Phoenix
Denver	Saint Louis
El Paso	San Francisco
Hartford	Seattle

The size, crime and park data relationships between the cities are shown on Table 1.1.

E. Study Parks

1. Selection Criteria

The selection of study parks in the cities proceeded on the basis that the parks selected for study should provide results relating to the majority of central city park sites. Recognizing the variety of parks to be found in a national survey and to give the study

TABLE 1.1
Study Cities Background Data

City	Size/Rank	Crime Rate/Rank	Parks/Acreage/Rank
Baltimore	1	4	9
Billings	16	15	6
Boston	4	5	14
Cincinnati	12	14	4
Cleveland	2	7	12
Denver	10	3	8
El Paso	14	16	15
Hartford	15	9	2
Jacksonville	9	13	16
Kansas City, Mo.	11	10	3
Minneapolis	13	11	5
New Orleans	6	6	11
Phoenix	7	12	1
Saint Louis	5	2	13
San Francisco	3	1	10
Seattle	8	8	7

Source: Uniform Crime Reports for the United States 1969. U.S. Department of Justice, Washington, D. C.

maximum scope within the objectives, it was decided to establish fairly general criteria for study site selection. The criteria stated that the parks selected should:

a. not have highly specialized services such as a zoo or amusement park,

b. be inside the central city or,

c. generally be "recreation"(including both passive and active) sites,

d. be typical or representative of similar open space sites elsewhere in the city.

In addition to these in-city criteria, final site selection took into account:

a. distribution by size and number per size range,

b. that both active (recreation) and passive (scenic) uses are represented,

c. that both high and low crime areas are represented.

These criteria were sent to the participating cities with an information letter requesting they prescreen their parks and select seven to ten sites for preselected visits by the study team. Altogether, nearly 300 parks were visited and evaluated against the selection criteria. (10)

2. Park Selection

Within this broad framework, study sites were chosen which were representative of sub-neighborhood, neighborhood and community parks

(10)The Operations Plan, data collection forms and other administration materials are in Appendix III for review.

within the cities. These categories correspond roughly to the park classifications recommended by the National Recreation and Park Association (NRPA). The size, name and classification correlations are shown on Table 1.2.

TABLE 1.2
Study Site Categories

HLMA STUDY CATEGORIES		NRPA CLASSIFICATIONS	
Name	Size Range	Name	Size Range
Sub-neighborhood Park	up to 1 acre	Play Lots Vest Pocket Parks	up to 1 acre up to 1 acre
Neighborhood Parks	1 - 20 acres	Neighborhood Parks	5 - 20 acres
Community Parks	over 20 acres	District Parks	20-100 acres

It was decided to select in each city one sub-neighborhood, two neighborhood and one community park. The neighborhood parks were generally divided between active and passive use design. Many of those selected, of course, had both characteristics. This distribution, we believe, approximates the national distribution of central city parks as well as providing a potential characteristics data base that is manageable in terms of the correlations required.

The study sites in each of the cities are listed in Table 1.3.

Detailed crime data were collected and analyzed for twenty of these sites. The analyses and their results are discussed in the next chapter.

During visits to each park site, approximately eight interviews were

TABLE 1.3
List of 64 Parks Selected for Analysis

Park Location / Name	Park Code
BALTIMORE, MARYLAND:	
Willow Avenue Playlot	BA-S-01
Mt. Vernon Squares	BA-N-02
Burdick Park	BA-N-03
Patterson Park	BA-C-04
BILLINGS, MONTANA:	
Burg Park	BI-S-05
South Park	BI-N-06
Veterans Park	BI-N-07
Pioneer Park	BI-C-08
BOSTON, MASSACHUSETTS:	
J. Defilippo Playground	BO-S-09
Almont Street Playground	BO-N-10
Billings Field	BO-N-11
Common	BO-C-12
CINCINNATI, OHIO:	
Denham Street Park	CI-S-13
Washington Park	CI-N-14
Hanna Playground	CI-N-15
Inwood Park	CI-C-16
CLEVELAND, OHIO:	
83rd and Quinby Playlot	CL-S-17
Lincoln Park	CL-N-18
Portland Outwaithe Rec. Center	CL-N-19
Woodland Hills Commun. Park	CL-C-20
DENVER, COLORADO:	
St. Charles Place	DE-S-21
Eisenhower Park	DE-N-22
Lincoln Park	DE-N-23
Bornum Park	DE-C-24
EL PASO, TEXAS:	
Madline Park	EP-S-25
Public Service Board	EP-N-26
Thomas Manor Park	EP-N-27
Eastwood Park	EP-C-28

HARTFORD, CONNECTICUT:

West Clay Playground	HA-S-29
De Lucio Playground	HA-N-30
Rice Heights Playground	HA-N-31
Goodwin Community Park	HA-C-32

JACKSONVILLE, FLORIDA:

Orton Street Playground	JA-S-33
Jefferson Park	JA-N-34
Reed Center	JA-N-35
Boone Community Park	JA-C-36

KANSAS CITY, MISSOURI:

27th and Jarboe	KC-S-37
26th and Chelsea	KC-N-38
Garrison	KC-N-39
Loose	KC-C-40

MINNEAPOLIS, MINNESOTA:

Glen Gale	MI-S-41
Kenny	MI-N-42
Mathews	MI-N-43
Powder Lake	MI-C-44

NEW ORLEANS, LOUISIANA:

Haydel Playspot	NO-S-45
Washington Square	NO-N-46
Stallings Park	NO-N-47
Old Beach	NO-C-48

PHOENIX, ARIZONA:

3rd Avenue and West Mini	PH-S-49
Madison	PH-N-50
Hayden	PH-N-51
Cortez Park	PH-C-52

SAINT LOUIS, MISSOURI:

Amberg Park	SL-S-53
Benton Park	SL-N-54
Hyde Park	SL-N-55
Francis Park	SL-C-56

SAN FRANCISCO, CALIFORNIA:

Argonne Playground	SF-S-57
Alamo Square	SF-N-58
Ocean View Playground	SF-N-59
Mission Dolores	SF-C-60

SEATTLE, WASHINGTON:

Queen Anne Playground	SE-S-61
Denny Park	SE-N-62
Collins Park	SE-N-63
Ravenna Park	SE-C-64

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performed -- four of people using the park and four of people somewhere in the surrounding area who were identifiable as non-users. The interview schedule was designed to obtain results in all age/sex specific categories. The results of these interviews are discussed in Chapter Three.

Each of the 64 parks was visited twice by one or more members of the study team. Approximately 20 were visited during late winter and early spring as well as in the summer. A detailed inventory of each park's characteristics was completed and later analyzed in comparison with other sites in the same category. All of the parks were photographed in either color or black and white. The results of the analyses are discussed in Chapter Four.

CHAPTER TWO: CRIME AND SECURITY

A. Limitations on Crime Measures

Crime reporting in the United States, it is generally accepted, suffers serious qualitative and methodological shortcomings. (1) An understanding of the seriousness and magnitude of these shortcomings--amply documented in the staff work of the National Commission on the Causes and Prevention of Violence (2) -- is pertinent to a reading of this report and evaluation of our conclusions.

Each of the four performance objectives originally written for this study required the use of some form of crime measure. Summarized, the measures required were:

1. the "level and seriousness" of crime occurring in parks,
2. the "level and seriousness" of crime in the surrounding area,
3. the determination of "high" and "low" crime rates for parks,
4. the "frequency and severity" of criminal occurrences in parks. (3)

Functionally, the determination of "level," "seriousness," "frequency," and "severity" either follow or are based on an established "crime rate." The definition of a rate is the number of incidents divided by the population subject to the risk of being the victim in an "incident." The formula would read:

$$\frac{\text{Number of Incidents}}{\text{Population}} = \text{Rate}$$

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(1) See Note 6, Chapter 1.

(2) Crimes of Violence, Vol. 11, A Staff Report Submitted to the National Commission on the Causes and Prevention of Violence, Donald J. Mulvihill and Melvin M. Tumin, Co-Directors, December, 1969, Chapter 2. Known as the Eisenhower Commission.

(3) See p. 4.

One problem here is that the crime rate measures required by the objectives involved using a numerator, the number of incidents, established from Police Department records in the study cities. This meant that, assuming complete and accurate records, the calculation of the rate would be based only on known or reported crimes. As discussed elsewhere in this chapter, a rate calculated in this fashion significantly understates the risk probabilities since a fair proportion of all crime goes unreported. (4)

Furthermore, the analysis of risk (establishing "seriousness" and "severity" measures) should take into account a person's exposure to all possible kinds of offenses from murder to petty larceny. As already noted, this was not possible since most cities maintain comprehensive records only on Index Crimes.

Of equal difficulty is the problem of defining the denominator. Dr. Peter Rossi posed the problem succinctly:

> "The problem here is...how to define the population subject to risk. Suppose we were to define a man hour of exposure to risk as the number of people in parks times the amount of time they spent in parks (expressed in terms of hours). The rate then becomes the probability of being a victim per hour of time spent in parks...Perhaps what has occurred is that people spend so little time in the parks that even though the probability of becoming a victim is higher in the parks, the low level of exposure to risk is such as to bring the number of crimes taking place in parks to a very low level.
>
> "Suppose furthermore that people withdraw from circumstances where they have a free choice and where the circumstances carry with it a high probability of being victimized in a crime. The crime rates for such circumstances when computed with a denominator that does not take into account manhours subject to risk could show an initial high rate and then a decline as people withdraw from such circumstances. My suggested definition

(4) See Crimes of Violence, op. cit; Note 8, Page 10 above, and Note 9 below.

> would show a constant crime rate even though the crude crime rate for such areas might show a decline. In other words, I am suggesting that it is possible people are acting quite rationally and staying away from parks because of their correct perception that the probability of being victimized is high." (5)

Establishing manhours of risk was not possible within the context of this study. To achieve this goal, accurate measures of park usage were necessary. Obtaining these measures over a sufficiently long time frame and in a large enough number of parks to provide base data would have consumed all the resources of the study.

The treatment, therefore, of park crime in this study is limited to general risk rates for Index Crimes only. The decision to concentrate on Index Crimes for the crime analysis was based on two considerations. First of all, they represent the most significant criminal occurrences in terms of peoples' fear. As Ramsey Clark points out in Crime in America, crime is an emotional subject. People tend, first, to think of crimes they have experienced and then of those they sense with greatest horror. Index Crimes are generally considered the most violent.

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(5) Letter to Harold Lewis Malt from Dr. Rossi, Johns Hopkins University, dated 10 June 1971 commenting on preliminary study findings It was not possible in the time available to develop realistic "risk rates" based on hours of exposure. Although we found that 80% of the people we interviewed who used parks said they stayed between one and four hours, when they used their park, it was not possible to estimate or calculate the total population using the parks. We counted or estimated the populations on the 64 parks at the times we visited them but have no way of determining whether those numbers were average, high or low. Although, as Dr. Rossi points out, they are unsatisfactory, we finally decided to use the same measurement formula used by the FBI. This approach at least had the virtue of making our analyses comparable with other work referenced in the study.

Second, Index Crime records were more complete and uniform than Part II offenses. As already noted, a few cities had Part II offenses in their record system but the extensiveness, reliability, and completeness of these records varied considerably. Even in those cities where record entries existed for Part II offenses, most did not contain a code or other location-of-occurrence indicator. This made it impossible to identify park versus non-park occurrences short of reading every offense report. (6)

It is necessary, in reading the following discussions, to take into account that for the most part crime rates and other level and security measures are at best rough approximations, not definitive risk indicators.

B. Previous Research Findings

The most comprehensive documentation of American crime was found in the staff reports of the National Commission on the Causes and Prevention of Violence. (7) The Commission staff, drawing on the earlier research carried out for the President's Commission on Law Enforcement and the Administration of Justice and upon its own research, compiled in the three volume Crimes of Violence the most thorough documentation of

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(6) This would have been an impossibly prodigious task. Baltimore, for example, which supplied us with a computer printout of all their 1970 record entries for the neighborhoods around four parks, had 763 pages of computer printout listing over 18,000 Part II and service entries just for the service area around one park (Patterson Park). These entries did not have a location code and each file would have had to be pulled and read to separate park and non-park occurrences.

(7) The Commission, chaired by Dr. Milton Eisenhower, was established by Executive Order #11412 and completed its work in December, 1969. It is referred to hereafter as the Eisenhower Commission. The President's Commission on Law Enforcement and the Administration of Justice is referred to hereafter as the Crime Commission.

American crime ever completed. This section summarizes the findings of these Commissions as they relate to the question of crime in parks.

1. The NORC Study

A study done in 1966 for the Crime Commission "...sought to establish the nature of the crime, (and) where and how it took place..." (8) The data of the survey was based on a national full multi-stage probability sample of 10,000 households in all parts of the United States, and was designed to circumvent the problems associated with analyses based on police department statistics. (9)

The study reports two conclusions pertinent to this study. The first is "...that at least twice as much major crime as is reported occurs, and what minor crime is about twice the amount of major crime." (10) The implication here is that police officials, using their own statistics to evaluate the "level and seriousness" of crime, are probably understating the situation by one-half."

The second conclusion is that the study shows "...the locus of serious crimes against the person to be mainly close to home and secondarily

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(8) Philip H. Ennis, Criminal Victimization in the United States: A Report of a National Survey, National Opinion Research Center: University of Chicago for the President's Commission on Law Enforcement and the Administration of Justice, May, 1967.

(9) Ibid. pp 1-2. "These difficulties (with police data) include the lack of comparability of criminal statistics in different cities, the fact that 'crime waves' can be made to appear and disappear with changes in the system of reporting, the failure to include some kinds of criminal activities in statistical reports to differentially report certain types of crime and, not the least important, the impossibility of estimating how much crime is not reported to the police."

(10) Ibid., pp 13-14.

on the public streets." (11) In support of this conclusion, the study showed that fully half of all crime is committed in or immediately near residences and that about a quarter occur in public places. The percentages are shown in Table 2.1 (12)

TABLE 2.1

PREMISES OF CRIME OCCURRENCES, NORC NATIONAL SURVEY DATA, 1966

Place	%
In or immediately adjacent to private residences	62
Inside public buildings	6
Outside public buildings	18
All other	4
	100 % Total

Public places is defined to be streets, parks and beaches. Regrettably the study tables do not show parks separately. Another study prepared for the Commission does, however, show park crime.

2. The Michigan Study

The Michigan study, also like NORC, attempted to deal with the problem of the measurement of crime. Unlike the NORC study, it dealt with a wider range of law enforcement questions using a smaller study population

(11)Ibid., p. 40.

(12)Ibid., p. 36 and Table 19, p. 37.

and a more limited list of crimes. (13) This study also attempted to deal with the limitations of police department statistics in its analysis.

That portion of the study dealing with the premises of victimization is based on a special analysis of Chicago crimes between September 1965 and March 1966. (14) The results of that analysis are displayed in ten victimization tables showing the sex and race of both offenders and victims and the place where the victimization occurred. Table 2.2 shows the summary results of those data.

Although we would expect park crime to be a small fraction of total crime, these data show the proportion of park offenses to be significantly below any reasonable assumption of a "minimum." (15)

3. The Eisenhower Commission 17 City Survey

The Eisenhower Commission's Task Force on Individual Acts of Violence, in response to the Crime Commission's plea for more investigation undertook "...the first survey of national dimensions on victim and

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(13) Ibid., pp. 1-17. This study focused on violent crimes against persons.

(14) Ibid., p. 105, Table 24 note.

(15) The NORC Study found a higher percentage of crime occurring in or adjacent to residences than these Chicago data show. There are several factors which account for the difference:
   a. The NORC survey tabulated responses on all crime while the Chicago study dealt only with violent person crimes.
   b. The NORC survey was specifically structured to pick up and account for unreported crime -- which it did -- while the Chicago data is based essentially on reported crime.
   c. The NORC study covers a national sample and the Chicago data deals with one major metropolis. The proportion of street crime is higher in urban areas than the national average.

TABLE 2.2
Percent of persons of a given race and sex victimized by an offender of a given race and sex in all major crimes against the person, except homicide, by place of occurrence; Chicago, Illinois, 1965-66

Place of Occurrence	OFFENDERS: white male (wm) wm	wf	nm	nf	white female (wf) wm	wf	nm	nf	negro male (nm) wm	wf	nm	nf	negro female (nf) wm	wf	nm	nf
PARK	1	*	-	2	1	1	-	-	1	1	*	1	1	-	-	-
STREET	44	29	51	34	12	39	17	14	50	54	49	26	24	44	20	38
ALL OTHER	55	69	49	64	87	60	83	86	49	45	49	73	75	56	80	62
TOTAL	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100
TOTAL VICTIMS	1981	1147	139	58	86	152	6	7	1272	492	3909	3311	41	68	612	431

* = <.5%

- = none

Source: Reiss, op. cit. Summarization of Table 34, p. 125. The table identified 20 "places" of occurrence, but shows streets and parks separately. The other 18 categories are grouped here in "All Other."

offender patterns in four major violent crimes: criminal homicide, aggravated assault, forcible rape and robbery." (16)

The survey sought a 10% random sample of 1967 offense and arrest reports from 17 large U.S. cities. (17)

The Commission's survey addressed itself, among other things, to the spatial relationships found in the studied criminal occurrences. (18) The findings of that analysis are summarized on Table 2.3 below.

The general survey's results parallel the earlier findings of the NORC and Michigan studies. The NORC victimization study showed a significantly higher percentage of victimization occurring in or around homes than did the Commission's survey. This is not surprising in view of the broader range of crimes included in the NORC study and in view of that study's finding that significant amounts of crime go unreported.

The most striking aspect of the survey's results, however, is the relatively low level of incidents in parks compared to any or all other possible victimization locations. A person for example is 86 times more likely to be the victim of murder in a home than in a park and 91 times more likely to be killed anywhere else outdoors than in a park. Even

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(16) Crimes of Violence, Vol. II, op. cit., page 207.

(17) Eight of those seventeen cities were selected for this study. They are Boston, Cleveland, Denver, Minneapolis, New Orleans, Saint Louis, San Francisco and Seattle.

(18) The Commission received and processed records on 6,582 "offender-victim interactions." An extremely sophisticated weighting and analytical formula was developed and used for describing the distribution frequency by offender-victim-place-weapon etc. relationship. See Crimes of Violence, Vol. II, p. 240-241 Note 2.

TABLE 2.3
Place of Occurrence by Type of Crime (19)
1967 Data, 17 Cities (%)

Location of Occurrence	MAJOR VIOLENT CRIME TYPE				
	Murder	Aggravated Assault	Forcible Rape	Armed Robbery	Unarmed Robbery
HOME, INSIDE	34.3	26.3	51.5	6.2	16.4
ALL OTHER INDOOR LOCATIONS	26.2	19.3	13.9	34.0	9.2
STREETS AND ALLEYS	25.9	40.3	10.9	39.7	50.7
PARKS	0.4	1.9	2.3	0.5	7.4
ALL OTHER OUTDOOR LOCATIONS	10.6	9.9	20.7	19.1	16.2
UNKNOWN	2.5	2.2	0.7	0.4	0.0
TOTAL	100.0	100.0	100.0	100.0	100.0
(Number of Incidents)	(668)	(1493)	(617)	(509)	(502)

(19) Crimes of Violence, Vol. II, Table 7, p. 221
The Table is based on adjusted offender-victim interactions, with frequencies weighted according to total reported violent crime for 1967, by type, in the 17 cities surveyed.

when taking into account that 16% of murders involve strangers, (20) the percentage of homicide in parks is substantially below any amount justifying the level of fear assumed to be held by central city park users.

Similarly, the other four types of incidents are far more likely to occur anywhere except on parks. Rape, for example, occurs 22 times more often in homes than in parks; aggravated assault 14 times and armed robbery almost 13 times as often. Only unarmed robbery had an occurrence frequency in homes even close to that of parks -- and it was still 2.2 times that of parks.

The ratio of park occurrences to other outdoor locations are similarly broad. Murder occurs on streets, alleys and other outdoor locations more than 90 times as often as on parks. For aggravated assault the ratio is 26 times to 1; rape almost 14 times more often and unarmed robbery 9 times more often. Armed robbery -- perhaps the most often cited fear of park users -- was found to occur 118 times more often in streets, alleys and other outdoor locations than on parks, in this survey.

On the basis of this survey, it would appear that the likelihood of being severely victimized in parks does not justify more than normal anxiety. Of course, it must be cautioned that the number of potential victims may, in fact, have been higher in the non-park areas thus explaining the higher rate of crime in these areas (see Dr. Rossi's comments, page 22).

4. The Seattle Study

The Seattle crime in parks study is the principal document we found treating park crime as the object of the study. (21) The study, like the Crime Commission studies, dealt principally with Index Crimes. (22) Also like the Commission studies, it provided for a comparison of park crime versus all the measured occurrences. The Seattle study, however, dealt with discrete geographic areas within the city as the units of comparison. This approach contrasted with the Michigan study which treated Chicago as a whole measurement area and the Eisenhower Commission Survey which aggregated the 17 city data.

The study deals with reported crime in 34 of Seattle's 200 parks and recreation areas. A partial summary of the report's data -- covering 21 of the studied sites -- is included below on Tables 2.4 through 2.6. (23) As can be seen, the level of crime occurring in the Seattle parks corresponds closely to that shown in the other occurrence analyses discussed above and to the beliefs of park and police officials in our ten city survey. The higher overal percentages -- which are still very low -- reflect the "year around use" absent in the Chicago park analysis and the longer time span of the Seattle study.

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(21) Robert A. Landles, Criminal Activity in Selected Seattle Public Parks, Department of Parks and Recreation, Seattle, Washington, October, 1970.

(22) The study also indicates "property damage" in the parks as a separate line entry.

(23) The percentage relationships are HLMA computations. Notice that there appears to be no discernable crime "pattern" distinguishing the Seattle categories of parks.

TABLE 2.4

Violent Criminal Activity of Six Seattle Playgrounds Compared to Surrounding Open Space and Total Census Tract, Over Three Years and Four Months

Location of Occurrences	PLAYGROUNDS Beacon Hill	Van Asselt	Ballard	Highland Park, Roxhill	Victory Heights	Collin
PARK	0	12	6	6	1	4
ALL OUTSIDE AREA	565	358	349	561	52	700
TOTAL CENSUS TRACT CRIME	1590	1468	911	1990	241	1788
PARK CRIME AS % OF OUTSIDE CRIME	0	3.3	1.7	1.1	1.9	.6
PARK CRIME AS % OF TOTAL CENSUS TRACT CRIME	0	.8	.7	.3	.4	.2

Source: Summarization of table data in Landles, Criminal Activity in Selected Seattle Public Parks, op. cit.

Note: These data do not include "property damage" occurrences.

TABLE 2.5

Violent Criminal Activity of Six Seattle Playfields Compared to Surrounding Open Space and Total Census Tract, Over Three Years and Four Months

Location of Occurrences	PLAYFIELDS Garfield	W/E Queen Ann	Laurelhurst	Delridge	Viewridge	Broadway	W.Magnolia	Sound View
PARK	10	2	3	11	1	9	1	1
ALL OUTSIDE AREA	609	279	178	665	87	761	259	171
TOTAL CENSUS TRACT CRIME	1732	753	733	1354	291	2444	698	633
PARK CRIME AS % OF OUTSIDE CRIME	1.6	.7	1.6	2.0	1.15	1.18	.39	.57
PARK CRIME AS % OF TOTAL CENSUS TRACT CRIME	.5	.3	.4	.8	.34	.37	.14	.16

Source: Summarization of table data in Landles, Criminal Activity in Selected Seattle Public Parks, op.cit.

TABLE 2.6

Violent Criminal Activity of Six Seattle Local Parks Compared to Surrounding Open Space and Total Census Tract, Over Three Years and Four Months

Location of Occurrences	LOCAL PARKS Ravenna	Leschi	Atlantic	Magnolia	Schnudtz	Denny	Kinnear
PARK	51	3	15	7	12	6	4
ALL OUTSIDE AREA	945	610	599	223	338	1337	558
TOTAL CENSUS TRACT CRIME	2308	1991	2013	546	1007	6341	1546
PARK CRIME AS % OF OUTSIDE CRIME	5.4	.49	2.5	3.1	3.5	.45	.71
PARK CRIME AS % OF TOTAL CENSUS TRACT CRIME	2.3	.15	.75	1.3	1.1	.09	.26

Source: Summarization of table data in Landles, Criminal Activity in Selected Seattle Public Parks, op. cit.

C. HLMA Park Crime Analysis

1. Purpose and Scope

On the basis of the findings reported above, it was recommended at the end of Phase I that detailed crime data collection in all 16 cities be reduced to include only 5 cities and the additional resources be channeled instead into an expanded survey of attitudes toward park-related crime. This recommendation was accepted by HUD.

Analysis of reported crime was carried out for 20 parks in 5 of the study cities. (24) The cities in which crime analyses were carried out were Seattle, San Francisco, Saint Louis, Cincinnati and Baltimore. Cincinnati and Baltimore served as the test locations for the data collection instruments in this study.

The data analyses completed provided a limited national distribution of park crime data.

2. Survey Results

The gross results of those analyses, shown in Tables 2.7 and 2.8 bear out the trends and findings in the studies already discussed. Index Crimes committed in the 20 study parks represented just over one percent of the nearly eight thousand crimes committed in the areas surrounding the parks. Park crime represented a slightly higher, but still insignificant proportion of street crimes at just under four percent.

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(24) Details of the individual park analyses are in Appendix IV.

TABLE 2.7

Index Crime Commissions in 20 Parks Compared to Commissions in Public Streets of Service Area and Total Index Commissions in Service Areas by Category of Park, 1970. *

	Total Index Crimes in Service Areas	Index Crimes in Streets of Service Areas	Index Crimes in Parks
Sub-Neighborhood Parks (5)	1,114	412	2
Neighborhood Parks (10)	4,386	1,411	25
Community Parks (5)	2,358	810	81
Totals	7,858	2,633	108

Source: HLMA Survey, Police records in 20 areas in 5 cities.

TABLE 2.8

Index Crimes in Parks as Proportion to Total Index Crime in Service Area and Street Crime of Service Area, by Category of Park. *

	Park Crime as % of Service Area Crimes	Park Crime as % of All Outdoor Crime in Service Area
Sub-Neighborhood Park	0.2%	0.5%
Neighborhood Parks	0.6%	1.7%
Community Parks	3.4%	9.1%
Totals	1.4%	3.9%

Source: HLMA Survey

* Definition of Service Area: the neighborhood surrounding and adjacent to parks, inside and outside and including parks themselves.

When these data were standardized on commission rates per thousand population, the enormity of the differences stands out. Table 2.9 shows the rate of Index Offenses per thousand populations. The average rate of Index Offenses for the areas around the studied Sub-Neighborhood parks, for example, was almost 550 times the rate for the parks themselves. For street crimes the ratio was almost 200 to 1.

TABLE 2.9

Rate of Index Crimes per thousand Population for each Category of Park by Service Area, Street Offenses and Park Offenses, 1970.

	Service Area Index Crime Rate	Street Crime Rate	Park Crime Rate
Sub-Neighborhood Parks	42.5	15.7	.08
Neighborhood Parks	63.3	20.4	.36
Community Parks	32.8	11.3	1.13
Total	46.9	15.7	.64

Source: HLMA Survey

Around the community parks, where a larger population and park are involved, the rate differences were still insignificant. The average rate in the surrounding areas was 30 times greater than in the parks and the average street crime rate was 100 times greater. (25)

(25)In assessing these ratios, Dr. Rossi's pertinent comments on page 22 should be kept in mind.

Not all the parks had Index Crime. Eight (40%) of the 20 parks had no reported crime and three (15%) had only one reported offense. Table 2.10 shows the distribution of reported offenses by park category.

TABLE 2.10

Number of Reported Index Offenses by Park Category

Number of Offenses	Sub-Neighborhood		Neighborhood		Community		Total	
	#	%	#	%	#	%	#	%
0	3	60%	4	40%	1	20%	8	40%
1	2	40%	1	10%	-	-	3	15%
2	-	-	1	10%	-	-	1	5%
3 - 5	-	-	3	30%	2	40%	5	25%
5 or more	-	-	1	10%	2	40%	3	15%
Total	5	100%	10	100%	5	100%	20	100%

Source: HLMA Survey

Finally, severity is a function of both the amount (level) of crime and the kind of crime. Violence to a person is more serious than the stealthy theft of goods or money. Theft with the threat of violence is "more serious" than the latter but "less serious" than the former. Table 2.11 below shows the comparative relationship of the locations of the Index Offenses by type of crime for the 20 parks combined.

TABLE 2.11
Number of Park Index Offenses on 20 Parks Compared with Street and Total Service Offenses by Category of Offense, 1970

Category of Offense	No. of Occurrences on Parks	Category's Offenses on Parks as % of Total Park Crime	Category's Offenses on Parks as % of Total Street Offenses for All Categories	Category's Offenses on Parks as % of Total Street Offenses for All Categories
Murder	1	.9%	.04%	.01%
Rape	7	6.5%	.27%	.09%
Aggravated Assault	11	10.2%	.42%	.14%
Robbery	37	34.3%	1.4 %	.47%
All Other Index Offenses	52	48.2%	1.9 %	.66%
TOTALS	108	100.1% (108)	4.1 % (2,633)	1.4 % (7,858)

Source: HLMA Survey

D. Summary

Some analyses of where crime is committed date back to the mid-1960s. The studies carried out include the works of several Presidential commissions, an extensive single city study and a 5 city/20 park survey carried out under this study.

The data indicates that the amount of reported Index Crimes in parks is substantially below popularly assumed levels. Indeed, on the basis of reported crime, parks appear to be much safer than their surrounding areas in general.

Nevertheless, it is safe to assume that more crime occurs than is reported, especially in the minor crime categories. Since most park departments do not report most of their vandalism, the amount of property crime occurring in parks is substantially greater than shown in police records. There is nothing in the data, however, to indicate that the proportionate relationships shown in this report would be significantly changed, even if all crime of all types were known.

By far, the most frequently reported crimes involving people on parks are robberies and larcenies. The latter are shown to occur most frequently in parks with recreation centers and swimming pools. It appears, however, that these parks show more crime than others because there is someone immediately available to report a loss to rather than because they in fact have more crime.

The interviewers encountered a number of cases where people, especially young people, said they had "lost" small change or had a bike taken that

had not been reported to the police. In most cases, the reason given for not reporting the incident to the police was that it was too much trouble. In others, especially younger teens, parents or peers influenced the decision against it.

Most significant robberies -- those involving force or threat of force -- appear to be reported regardless of the type of park. Assaults are the most prevalent offense involving bodily harm and over 60% of those reported on parks involved three or more people. Analysis of these offenses shows that most are fights that break out between people who go to the park together. A majority of the remainder appear to be the result of feuds involving people who know each other.

Each city seemed to have one or two park locations where substantial anti-social behavior was visible and a problem. The most visible of these problems was homosexual activity, with drug consumption running a close second. In addition many of the cities were experiencing increasing amounts of lewd behavior on the part of teenagers resulting in many complaints. While technically crimes, police officials say enforcement is very difficult.

Since patrols by park police agencies are generally found only on the bigger parks, we have no basis for evaluating this effect on the problems in the smaller parks of this study.

Almost all law enforcement officers pointed out that effective crime prevention on parks is extremely difficult. Although visibility is their biggest technical problem, most pointed to the fact that it is very

difficult to justify the manpower and equipment required to police parks at the same level as other areas. They point out there are comparatively far too few people on parks and far too little crime to provide the needed impetus for thorough patrolling. Since there is little significant Index crime in parks compared with the home or other public places, law enforcement officials place crime in parks at the lower end of their scale of priorities.

Clearly, parks administrators and local officials must re-examine relative public safety in their parks. They should look elsewhere for reasons for fear of parks and/or low utilization of provided facilities.

CHAPTER THREE: PUBLIC PERCEPTIONS OF PARKS AND SAFETY

A. Background

A principal concern of this study is the presumption that American city dwellers fear for their safety in public parks and therefore avoid using them. A major purpose of the attitudinal survey discussed in this chapter was to determine if that presumption was correct. The question is more than rhetorical in light of the crime data.

If, as the data tends to indicate, park crime is so low, why does it appear people are afraid of crime in parks? To what is that fear attributable and how does it affect park usage? Is the park -- its design, programming and use population -- a factor?

The research of Phase I identified very little detailed documentation on the public's presumed fear of crime as a general proposition and none on the fear of crime in parks. Yet both are assumed to be significant affectors of people's activity decisions. The NORC study, for example, cited crime as "...the second most important domestic issue currently."(1) And, as Richard Harris pointed out in The Fear of Crime, that fear had sufficient expression in the halls of congress to support passage of the Omnibus Crime Bill. (2)

Nevertheless, what documentation there is on the fear of crime is full of paradoxes. For example, the NORC study, while showing crime to be a

(1) Ennis, op. cit. p. 72.

(2) Richard Harris, The Fear of Crime, Preager: New York, 1969.

substantial domestic issue nationally, found that fear inconsistently expressed. (3) Most people were found to perceive themselves safe walking alone in their neighborhood after dark (Table 3.1). The principal exception was non-white females, although non-whites as a group have a slightly higher "fear quotient" than whites.

TABLE 3.1
Perceived Safety Walking Alone
After Dark in Local Neighborhood

	White		Non-white	
Response	Male	Female	Male	Female
Very Safe	65%	35%	33%	16%
Somewhat Safe	22	24	25	19
Somewhat Unsafe	9	23	22	28
Very Unsafe	4	18	20	37
Total	100% (4,628)	100% (7,495)	100% (646)	100% (1,033)

Source: Ennis, op.cit. p 73 Table 42.

In spite of the higher level of fear on the part of non-whites, Table 3.2 shows they apparently have to expose themselves to the possibility of victimization more often than do whites who, in more suburban-like settings, presumably have less to fear.

(3) Ennis, pp. 73-75.

TABLE 3.2
Frequency of Walking in Neighborhood after Dark

Response	White		Non-White	
	Male	Female	Male	Female
Everyday	14%	6%	17%	6%
Few Times a Week	21	13	28	21
Less Often or Never	65	81	55	73
Total	100%	100%	100%	100%

Source: Ennis, op. cit. p 74. Table 43.

These data tend to indicate that the relationship between people's attitudes or perceptions, their behavior and the environment in which they act is less than perfectly understood. In discussing this problem, Reiss indicates there (4) "...are a number of reasons why this is so.

> Among the more important is the fact that perceptions are relative both to values held and to conditions around one. There is further the fact that pluralistic ignorance often prevails in a population -- one shares a common perception learned from others, yet few persons actually hold this as their private view. Added to this is the fact that people incorporate their own and others' experiences in ways that preclude assessing the environment in an objective fashion."

(4) Reiss, op. cit. pp.22-23.

If the conventional wisdom -- that people avoid parks because of fear -- is found to be true, it would appear that these perceptions are at considerable variance with the objective conditions (low levels of measured crime) in the parks. Obviously people must use streets, and do not have to use parks. The fact that they may choose not to use them is important. The question is why?

B. HLMA Survey Design

1. Objectives

The survey was designed to address itself to, among other things, the following factors:

a. The respondents' perception of the relative importance of providing parks and recreation spaces;

b. Those physical elements of parks affecting the respondents' perception of personal safety and the quality of the site;

c. Those factors associated with central city park usage and non-usage including:

   (1) the day, time and relative frequency of usage

   (2) the general nature of local park usage

   (3) the reasons for non-usage;

d. The degree to which the perception of crime (fear) affects park usage and whether it is associated with specific locations within neighborhood and community parks.

The survey instrument was designed to obtain responses in each of these areas without introducing biases into the results.

2. Design

In order to insure that the study results would be useful to park and recreation directors in dealing with the needs of all potential users of their parks, it was determined to develop a survey that included the attitudes of both park users and non-users, in all age-sex specific categories. *

To obtain these data, a purposive respondent schedule of 500 interviews was developed providing for the equal distribution of age-sex specific respondents between all parks and cities. This distribution was in turn divided between users and non-users and between day and night, weekend and weekday interviews.

As noted, the survey was structured to obtain responses in all age/sex specific categories for both users and non-users. (5) One consequence of this type non-random sampling is that the data obtained are not ameniable to tests of statistical significance. However, it was decided that given the limited sample size, tests for statistical significance were not as important as allowing for the inclusion of the broad categories of users and non-users. While individual interviewees were selected at random on or around the study parks, the composition of the sample is not necessarily statistically representative of the general user and non-user population.

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* "Park users" are defined as those respondents actually interviewed in the park itself;"non-users" are defined as those respondents interviewed in neighborhood areas other than the park who indicated that they never or very seldom used these subject parks.

(5) It was not possible to pre-structure for race distribution within the programmed sample although the race of the respondent was noted. A total of 113 non-white respondents were interviewed. The group represented 27% of the total interview population of 416 respondents.

The nature of the responses, however, is probably representative for age-sex groups and for the populations addressing specific parks in the different categories. Hence, the ideas and concerns of urban dwellers toward their parks, documented in this study, have significant intuitive value and are appropriate for planning remedial actions.

3. Survey Population

A total of 416 usable responses were received in the survey. Table 3.3 shows the distribution between users and non-users.

TABLE 3.3
Attitudes Toward Public Safety in Parks
Distribution of Respondents

Category	Males N	%	Females N	%	Total N	%
Users	121	49%	125	51%	246	100%
Non-users	80	47%	90	53%	170	100%
Total	201	48%	215	52%	416	100%

Source: HLMA Survey.

The slightly higher percentage of females was expected since, as a group, they have more time available for park usage and tended to be somewhat easier to reach in non-park settings.

In order to insure the attitudes recorded included all potential park use populations, the survey was structured to obtain results in all age groups. The age/sex distribution of the sample is shown in Table 3.4.

TABLE 3.4
Attitudes Toward Public Safety in Parks
Distribution of Respondents by Age/Sex Categories

Age Group	Males N	Males %	Females N	Females %	Total N	Total %
10-19 years	52	26%	57	27%	109	26%
20-29 years	45	22%	61	28%	106	25%
30-39 years	58	29%	51	24%	109	26%
Over 50	46	23%	46	21%	92	22%
Total	201	100%	215	100%	416	100%

Source: HLMA Survey

TABLE 3.5
Attitudes Toward Public Safety in Parks
Distribution of User Respondents by Category of Parks

	Males		Females		Total	
	N	%	N	%	N	%
Sub-Neighborhood Parks	24	20%	28	22%	52	21%
Neighborhood Parks	56	46%	67	54%	123	50%
Community Parks	41	34%	30	24%	71	29%
Total	121	100%	125	100%	246	100%

Source: HLMA Survey

Finally, we were interested in the differences that might be found between users of the three different park types we inventoried. Originally, we programmed an equal distribution of park users between the three categories of parks but, as Table 3.5 shows, a slightly lower percentage of responses were obtained in sub-neighborhood parks than planned. This was offset by a slightly higher percentage of user responses obtained in community parks, in general reflecting the somewhat greater number of users found in community parks in comparison to the sub-neighborhood facilities. (6)

(6) With respect to the question of usage, note that although we found more people to interview on community parks than sub-neighborhood sites, the study team estimated that per acre usage was lower than on either sub-neighborhood or neighborhood parks.

The following sections discuss the gross findings of this survey in terms of four categories of information:

1. The generally perceived environmental context within which the respondents ranked and evaluated parks;
2. The reasons non-users gave for not using parks and the prospects for reattracting them into parks;
3. Specific issues related to park usage;
4. The level of fear or concern over crime in general and on parks in particular. (7)

C. The Perceptual Context of Responses

We asked both park users and non-users at the beginning of the interview to tell us what they thought was the biggest single problem in the city and in their neighborhood. We then asked them to tell us how important they thought the provision of parks was, compared to the problems they mentioned.

Surprisingly, over a quarter (26.2%) of the respondents could give no answer or said they did not know what their city's biggest problem was. (Table 3.6) Women more than men tended to be vague about problems in the city as a whole, with 30% falling into the "don't know" or "no response" category.

In general, however, people tended to exhibit a sense of diffuse dissatisfaction. In collating responses we counted only the first key word or phrase but people frequently listed several things. This diffusion is evident in that only one category of responses -- lack of

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(7) A fifth category of information -- on park usage characteristics -- is included in the Appendix.

TABLE 3.6

CHIEF PROBLEMS IN CITIES

		Males N	%	Females N	%	Total N	%
I	Governmental Services, Physical Deterioration of the City Including Pollution	43	21.4%	52	24.2%	95	22.8%
II	Crime and Drugs	38	18.9%	42	19.5%	80	19.2%
III	Blacks, Hippies, "People Getting Together," Racial Issues, Teen Behavior	34	16.9%	23	10.7%	57	13.7%
IV	Taxes, Jobs & Economic Situation	25	12.4%	22	10.2%	47	11.3%
V	Problems of Youth, Police and Adult Harrassment, Lack of Teen Facilities	25	12.4%	22	10.2%	47	11.3%
VI	Housing Issues	7	3.5%	-	-	7	1.7%
VII	All Other Responses	44	21.9%	65	30.2%	109	26.2%
TOTALS		201	100 %	215	100 %	416	100 %

government services and deterioration of the urban environment -- received more than a fifth (22.8%) of the first mentions. Crime and drugs followed with 19.2%, and general social concerns -- racial issues, teen behavior, the generation/culture gap and similar issues -- followed with almost fourteen percent of the first mentions.

Taxes and economic issues ranked fourth with 11.3% of the respondents mentioning one of these issues first. This is a little surprising given that almost all the interviewees were central city residents , and a substantial proportion of them were from lower socio-economic environments. (8)

Finally, although young people in the 10-19 year old age group represented 26% of the survey population, only five percent of the responses offered had to do with teenage problems such as "lack of things to do" and adult or police hassling. The much larger number of responses relating to social concerns probably includes some of these attitudes although they were not clearly stated by the interviewee.

People tended to be more positive in their attitudes toward their neighborhood (Table 3.7). Twenty-six percent said there was nothing wrong with their neighborhood and only fourteen percent gave no answer or said they did not know what problems there were.

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(8) We could not collect income information in this survey because of cost and scheduling problems. We did however, attempt to categorize the approximate economic status of the 64 service areas. Only 11 of the areas could be categorized as solidly middle class or higher on the socio-economic scale. Most were lower middle class or blue collar environments.

TABLE 3.7
Chief Problems of Neighborhoods
All Residents

		Users N	Users %	Non-Users N	Non-Users %	Total N	Total %
I	Nothing Wrong with Neighborhood	66	26.8%	42	24.7%	108	26.0%
II	Teens, Hippies, Racial Issues, Teen Behavior	53	21.5	29	17.1	82	19.7
III	City Services and General Deterioration of Neighborhood	36	14.6	40	23.5	76	18.2
IV	Crime and Drugs	35	14.2	22	12.9	57	13.7
V	Housing Issues	12	4.9	11	6.5	23	5.5
VI	Problems of Youth, Police and Adult Harrassment, Lack of Teen Facilities	13	5.3	-	-	13	3.1
VII	All Other	31	12.6	26	15.4	57	13.7
TOTALS		246	100%	170	100%	416	100%

Source: HLMA, Question 2.

Where specific concerns were stated, they tended to have a somewhat different focus from the perceived problems of the city as a whole. Crime and drugs were switched with social concerns in terms of the ranking of their immediacy for the neighborhood, with social concerns getting almost 20% of the mentions and crime getting just under 14%.

The differences between user and non-user attitudes on most issues cannot be considered significant. The largest percentage difference was in the category of city services to the neighborhood. Less than 15% of the park users cited neighborhood services as an issue while 23.5% of the non-users expressed these concerns.

Finally, we asked each respondent to rank the importance of parks relative to the problems they had mentioned in the previous questions. Almost 85% of all respondents said they thought the provision of parks to be just as important or more important than dealing with the other problems of the city and neighborhood (Table 3.8). There are only slight differences between user and non-user ranking with almost 78% of non-users and 89% of users responding that parks are just as or more important than dealing with the other problems cited.

D. The "Paradoxes" of Non-Usage

There is an apparent paradox in the importance non-users attach to parks and the fact of their non-usage. The paradox is even more surprising in light of the reasons given by these people for not using parks.

TABLE 3.8
Comparative Importance of Parks
Users and Non-Users

		Users N	%	Non-Users N	%	Total N	%
I	More Important than Other City Services	76	30.9%	37	21.8%	113	27.2%
II	Just as Important as Other City Services	143	58.1%	95	55.9%	238	57.2%
III	Less Important than Other City Services	27	11.0%	38	22.4%	65	15.6%
TOTALS		246	100 %	170	100 %	416	100 %

Source: HLMA Survey, Question 3.

In order to understand why people choose not to use their city's parks, we asked non-users a series of questions aimed at determining:

1. Why they choose not to use parks;
2. Whether the availability of parks outside the city was a factor;
3. And what the city could do in its parks to get them (non-users) to use parks more often. (9)

In light of the relative importance given parks by almost 80% of non-users, the distribution of responses shown on Tables 3.9 through 3.11 contains several apparent surprises.

Over 50% of the non-users interviewed volunteered they did not use parks because they had no interest or no time to use them. (Table 3.9) This is, as already noted, in fairly sharp contrast with the fact that almost 80% of the non-users cited parks as being just as or more important than the provision of other city services.

Another similar difference relates to non-user responses toward the youth/counter culture/behavioral issue. Over seventeen percent of this group indicated they thought that issues related to racial issues,

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(9) The questions were:
"4. You have indicated you never or rarely use the parks in this city. Can you tell me why, specifically, you don't go to the parks?
5. Do you go to parks outside the city more frequently?"
When we received a "yes" reply to 5., we asked 5a and 5b.
"5a. Can you tell me why?
5b. How do you usually get to those parks?"
And for all non-user respondents we asked:
6. What would have to be done for you to use the city parks more often? Can you give me an example?"

TABLE 3.9
Principal Reasons Given by Non-Users
For Not Using Parks

Category		Males N	Males %	Females N	Females %	Total N	Total %
I	No Interest	32	40	26	28.9	58	34
II	No Time	17	21.3	15	16.7	32	19
III	People Who Use Parks	3	3.8	8	8.9	11	6.5
IV	Prefer Own Yard	2	2.5	7	7.8	9	5.3
V	Crime	4	5	4	4.4	8	4.7
VI	Lack of Facilities	1	1.3	2	2.2	3	1.8
VII	Go To Parks Outside City	-	-	2	2.2	2	1.2
VIII	All Other Replies	21	26.3	26	28.9	47	27.7
	Total	80	100%	90	100%	170	100%

Source: HLMA Survey, Question 4.

teens, hippies, etc. were the biggest problem in their neighborhood (Table 3.7), but only 6.5% said they avoided parks because of "...the kind of people you find there." (10)

It is difficult to speculate about the rationale behind some of the responses we received from non-users because as a group, they tended to hold back on volunteering more than minimum responses. Undoubtedly,

(10) This response and variations on it account for the title of line III on Table 3.9.

some portion of the "non-interest" replies are founded on concerns, such as crime and the people who use parks, that were not articulated to our interviewers. Some percentage of people who "prefer their own yard" quite possible also fall into this unknown category.

In the "all other" category there were eight (4.7%) "no responses." The remainder, 23% of the total, included responses like "too far away" (2.4%), "too crowded" (4.1%), and "no one to go with" (1.8%).

Only two people volunteered that they preferred to go to parks outside the city in lieu of using their local parks. This response level, however, contrasts very sharply with replies to the direct question of whether respondents used parks outside the city more frequently than their city parks (Table 3.10).

TABLE 3.10
Use of Parks Outside of City Compared to City Park Usage

Response Category	Males N	Males %	Females N	Females %	Total N	Total %
Yes, Use Parks Outside City More Often	23	28.8	28	31.1	51	30
No, Do Not Use Parks Outside City More Often	57	71.2	62	68.9	119	70
TOTAL	80	100%	90	100%	170	100%

Source: HLMA Survey, Question 5.

Finally, we asked non-users what, in their opinion, the city could do entice them back into parks. A categorical breakdown of the responses is shown in Table 3.11.

TABLE 3.11
What Would Have To Be Done To
Get Non-Users Back Into Parks

Category of Response		Males N	Males %	Females N	Females %	Total N	Total %
I	Nothing	33	41.3	29	32.2	62	36.5
II	New or Different Program or Service	10	12.5	11	12.2	21	12.4
III	New or Improved Equipment or Facility	7	8.8	8	8.9	15	8.8
IV	Stop Crime	5	6.3	7	7.8	12	7.1
V	Remove Winos, Hippies, etc.	4	5.0	5	5.6	9	5.3
VI	Clean-up and Other Maintenance Issues	2	2.5	2	2.2	4	2.4
VII	All Other	19	23.8	28	31.1	47	27.7
	Total	80	100 %	90	100 %	170	100 %

Source: HLMA Survey, Question 6.

Thirty-six percent of the non-user respondents indicated there was nothing -- no changes, no new programs or anything -- that would get them back into parks; six percent said they did not know.

Of the remaining 98 respondents, 21 of them (12% of the total) said some new or different program activity or service would get them to go. included:

ITEM	NUMBER OF MENTIONS	% OF TOTAL
Concerts	9	5.3%
Adult and Senior Citizen Activities	7	4.1
Day Care Centers for Children	4	2.4
Fishing	1	.6
	21	12.1%

Fifteen (8.8%) volunteered that new or improved facilities would help. Benches and trees were the most frequently cited needs.

Only 12.4% of the respondents specifically mentioned crime or people related issues as something needing correction.

In general, these data tend to show or indicate several significant things about the attitudes of people who don't use parks.

First, in light of the general importance given parks when compared to city and neighborhood problems, it seems highly probable that people derive benefits from parks and open spaces even though they may seldom or never actually visit them. Whatever these benefits are, however, they do not fall into any of the more traditional use/benefit categories measured in our survey.

Secondly, it appears that there is a "hard core" non-using population for whom no new programs or anything would induce them to use the parks. In this survey this population approximates 30% of the 170 interviewees. In a statistically representative profile of the population, we intuitively

suspect this percentage would be smaller and possibly very small indeed. This feeling is based on the general level of difficulty we experienced in locating non-user respondents, and the general ambiguity of the responses received.

It appears that crime or the fear of crime is significant, but not the principal thing keeping non-users out of parks. (11) More likely non-users simply prefer forms of recreation not found in parks. This conclusion is probably especially relevant to the 70% or so of the non-users who did not display the same 'no interest/ no care' attitudes of the hard core non-users.

Finally, and perhaps most importantly, it seems that people who do not use parks have only vague notions about them. Their reactions to the interview reflected a diffusion of attitudes often contradicting each other. In short, parks do not appear to be consciously, significant elements in the lives of non-users.

If this is so, only substantially innovative changes in the design and administration of urban parks have a chance at attracting this group of people.

E. User Attitudes About Parks

Before asking park users specific questions about their concern or fear of crime in parks, we asked a series of questions aimed at:

1. Identifying users' perceptions of the park environment, including their attitudes on preferred locations within neighborhood and

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(11)See Section H, this chapter.

community parks as well as on specific park "issues" (12) and

2. Giving those people for whom crime was more than a casual concern several opportunities to surface the issue.

We first asked park users whether there were areas of the park they liked better than others and then whether there were areas they avoided. (13) Of the nearly 200 neighborhood and community park users, 144 (74%) indicated there were areas in their park they liked better than others (Table 3.12).

TABLE 3.12
User Attitudes Toward Specific Areas
On Neighborhood and Community Parks

	% Expressing Preference for Specific Area	% Indicating Avoid Specific Area
Of Neighborhood Park Users	72.4%	27.7%
Of Community Park Users	77.5	39.4
Of Total Neighborhood and Community Park Users	74.2	32.0
	(144)	(62)

Source: HLMA Survey, Questions 11 and 12

Perhaps not surprisingly, sports areas were mentioned most (19%) followed by "near the water" (17%). The third most mentioned area with 12% of

(12) The specific issues included questions on approval and disapproval of curfews and fences as well as on lighting which is discussed below.

(13) We did not ask these questions of sub-neighborhood park users because these parks are so small that in general the choice was whether to use or not to use the whole park rather than some area on it.

specific mentions however, were "private" or "passive use" locations. This is somewhat surprising given that secluded areas are presumed to be places where "...things happen."

Also of interest is the fact 25% of the respondents said they had no preference. When coupled with the diffusion of preferred areas (no single location characteristic received more than 19% of the votes), we were tempted to speculate that discrete aspects of parks are less important than users' perceptions of the total environment -- including factors not measured in this survey. (14)

Sixty-eight people, 35% of the 194 interviewed on neighborhood and community parks said they avoided certain areas of their parks. Of more than passing concern to us was the reasons people avoided certain portions of their parks and whether they avoided the park itself under certain circumstances. A categorical distribution of stated reasons is shown on Table 3.13.

That 65% of those interviewed said they did not avoid some area in their park is not too surprising since many of the parks studied were too small to have "bad areas." Most avoidance occurred in community parks, where almost 40% of users said they avoided some area. We would expect this figure to increase in a statistical cross section of the populations. Even including those responses based on social attitudes (concern over Blacks "taking over," "the hippies hang out over there" and "because of the winos") the total crime/fear oriented responses come to only 11.4% of the total population in this survey.

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(14) See Section H, this chapter.

TABLE 3.13
Stated Reasons for Avoiding Areas
Of Neighborhood and Community Parks

Response Category		Males N	Males %	Females N	Females %	Total N	Total %
I	Don't Avoid Areas	63	65%	63	65%	126	65%
II	Avoided Areas Because of Kind of People In Area	6	6.2	6	6.2	12	6.2
III	Avoided Areas Because of Crime	2	2.1	4	4.1	6	3.1
IV	Avoided Areas Because Too Poorly Lighted at Night	2	2.1	2	2.1	4	2.1
V	All Others	24	24.8	22	22.7	46	23.7
	Totals	97	100%	97	100%	194	100%

Source: HLMA Survey, Question 12b.

In the All Others category, fourteen separate 'reasons' were given for avoiding specific areas. These included, for example:

"The sand down there causes sores."

"It's too far to walk to..."

"Because of the stink (from a factory next door)"

"It's just for kids..."

"It's too secluded."

The last reason was given by two women, one in Denver and another in Phoenix.

Only four people volunteered they avoided the park entirely at night because it was too dark even though, as Table 3.14 shows, over forty

percent of the respondents thought the lighting in their park was not very good. A careful reading of responses indicates, however, that a much greater proportion of people than this figure would indicate simply do not think in terms of night usage of parks.

TABLE 3.14
Respondents' Perception of Quality of Night Lighting on Parks

	Sub-Neighborhood Parks		Neighborhood Parks		Community Parks		Total	
	N	%	N	%	N	%	N	%
Pretty Good	23	44.2	53	46.6	31	43.7	110	44.7
Not Very Good	28	53.9	52	42.3	25	35.2	105	42.7
Don't Know	1	1.9	18	12.2	15	21.1	31	12.6
Total	52	100 %	123	100 %	71	100 %	246	100 %

Source: HLMA Survey, Question 26.

Finally, we asked people to summarize for us the things that bothered them most about, and how satisfied they were with, their parks. The results are shown on Tables 3.15 and 3.16 below.

Three sets of answers -- issues involving the need for or condition of physical facilities on the park; maintenance and cleanliness; and no negative responses at all -- accounted for almost 70% of the responses.

People issues - hippies, wines, race and ethnic differences - accounted for another 10% and responses relating to crime - Items VIII, IX, and X on Table 3.15 -- accounted for only 4% of the 246 key responses. (15)

(15) A review of the responses on the question of lights, on both questions 16 and 25, shows that the biggest reason teenage boys want lights at night is so they can play sports after dark. The reasons given by other groups are more diffuse but amount to "being able to see better."

TABLE 3.15
Things That Bother Users Most About Parks

		Males N	%	Females N	%	Total N	%
I	Physical Facilities Issues	34	28.1	33	26.4	67	27.2
II	Nothing Wrong With Park	23	19.0	30	24.0	53	21.5
III	Maintenance Issues	25	20.7	24	19.2	49	19.9
IV	Other People on Parks	15	12.4	11	8.8	26	10.6
V	Condition of Natural Elements	5	4.1	11	8.8	16	6.5
VI	Programs (Lack of; Need for)	3	2.5	3	2.4	6	2.4
VII	Police Hassling of Youth	4	3.3	2	1.6	6	2.4
VIII	Need for Lights	3	2.5	2	1.6	5	2.0
IX	Crime, Including Dope Use	0	0	3	2.4	3	1.2
X	Need for More Police	1	.8	1	.8	2	.8
XI	All Others	8	6.6	5	4.0	13	5.3
TOTALS		121	100 %	125	100 %	246	100 %

Source: HLMA Survey, Question 16

Although Table 3.15 shows nearly 80% of the user population citing something wrong with parks, the responses to question 17 tend to indicate that the general intensity of dissatisfaction is low (Table 3.16) (16) As shown, almost 84% of the respondents indicated they were completely or quite satisfied with their park.

TABLE 3.16
Users' Satisfaction with Park

		Males N	%	Females N	%	Total N	%
I	Completely Satisfied	29	24.0	35	28.0	64	26.0
II	Quite Satisfied	72	59.5	70	56.0	142	57.7
III	Not Satisfied At All	17	14.1	18	14.4	35	14.2
IV	No Answer	3	2.5	2	1.6	5	2.0
	Total	121	100%	125	100%	246	100%

Source: HLMA Survey Question 17.

In general, we believe these data show that regular park users perceive their parks in vague but consistently positive terms. A majority believe parks are at least as important as other city services. An almost equal majority have a definite preference for specific areas on parks but nearly a third actively avoid specific places in parks. Attitudes toward lighting are almost equally divided between positive and negative per-

(16) "Considering everything we've been talking about, how satisfied are you with this park -- completely satisfied, quite satisfied, or not satisfied at all?"

ceptions of the quality of lighting. And although when asked directly to identify things wrong with parks 80% of the respondents did so, an even greater number said they were basically satisfied with their parks.

F. Anxiety and the Fear of Crime

Our final and most important objective in this survey was the determination of the extent to which park users and non-users alike fear the occurrence of crime in parks. To get at this issue we asked a series of questions establishing the respondent's general level of "concern" about crime, followed with questions directly related to the respondent's perceptions about park crime.

As Table 3.17 shows, a fairly large percentage (50%) of both users and non-users expressed concern over their safety in parks.

TABLE 3.17
Expressions of Concern for Personal Safety in Parks

	Users		Non-Users		Total	
	N	%	N	%	N	%
Concerned Over Safety	113	45.9	93	54.7	206	50
Not Too Concerned Over Safety	128	52.0	65	38.2	193	46
Don't Know	5	2.0	12	7.1	13	4
Total	246	100%	170	100%	416	100%

Source: HLMA Survey, Question 18.

The highest level of concern was expressed by non-user, females, with 60% saying they were concerned for their safety in parks. A surprisingly large number of these were younger women between 10 and 19. Almost 80% of this group said they were concerned.

The lowest level of concern was expressed by park using males, with 45.5% saying they were concerned. Non-users expressed three times the "Don't Knows" of users -- again reflecting a general unfamiliarity with parks.

The difference between user responses to Question 18 (Table 3.17) and Question 20 are worthy of mention. While 46% of the users responded they were concerned over their personal safety in parks, only 13% said they thought there was a lot of park crime. We believe the responses reflect both a certain concern over crime but also only vague notions as to causes or probability of being personally harmed. In other words, sources of anxiety are not defined.

Since "concern" over personal "safety" in parks might be a function of several factors in the minds of our respondents, we sought to refine these expressions. As a benchmark measure we asked people whether they thought that crime in their neighborhood was or was not a big problem.

In general, the responses associated with concern declined (Table 3.18). The decline was greater for non-users than for users, going down from almost 55% expressing concern for their safety in parks to 41% asserting that neighborhood crime was not a big problem.

Although 39% of both users and non-users in reply to a direct question said that crime in their neighborhood was a big problem, we are inclined to view these percentages as "inflated" when compared to the responses to questions 1 and 2 discussed above. (17)

TABLE 3.18
Perception of Crime in Neighborhood

	Males N	Males %	Females N	Females %	Total N	Total %
USERS:						
Crime is a Big Problem	39	32.2	54	43.2	93	37.8
Crime is not a Big Problem	76	62.8	68	54.4	144	58.5
Don't Know	6	5.0	3	2.4	9	3.7
TOTAL	121	100%	125	100%	246	100%
NON-USERS:						
Crime is a Big Problem	32	40.0	37	41.1	69	40.6
Crime is not a Big Problem	41	51.3	45	50.0	86	50.6
Don't Know	7	8.7	8	8.9	15	8.8
Total	80	100%	90	100%	170	100%

Source: HLMA Survey, Question 19.

(17) See Tables 3.6 and 3.7 above.

TABLE 3.19
Perception of Crime on Parks

	Males N	%	Females N	%	Total N	%
USERS:						
Lot of Crime on Parks	17	14.1	16	12.8	33	13.4
Not Too Much Crime on Parks	100	82.6	99	79.2	199	80.9
Don't Know	4	3.3	10	8.0	14	5.7
Total	121	100 %	125	100 %	246	100 %
NON-USERS:						
Lot of Crime on Parks	24	30.0	30	33.3	54	31.8
Not Too Much Crime on Parks	43	53.8	43	47.8	86	50.6
Don't Know	13	162.0	17	18.9	30	17.7
Total	80	100 %	90	100 %	170	100 %

Source: HLMA Survey, Question 20

As Table 3.19 shows, when asked to indicate the amount of crime on parks, only 13.4% of all users said there was "a lot of crime." The non-users' expressions of concern declined even further, with 32% indicating they thought there is a lot of crime on parks. This is a substantial portion of non-users but we believe this to be a "surface response" attributable to the fact that the question was direct. This is reflected in the

broader concerns which earlier open questions surfaced. (18) The number of users citing the behavior of teens and a sensitivity to other groups on the parks as something that bothers them (Table 3.15) as well as the responses to the question of how safe park users thought the parks are compared to the rest of their neighborhood (Table 3.20) lend support to this conclusions.

TABLE 3.20
Perceived Comparative Safety in Parks
Users Only

	Males		Females		Total	
	N	%	N	%	N	%
Park is More Safe Than Rest of Neighborhood	36	29.8	41	32.8	77	31.3
Park is About as Safe as Rest of Neighborhood	66	54.6	75	60.0	141	57.3
Park is Less Safe than Rest of Neighborhood	15	12.4	8	6.4	23	9.4
Don't Know	4	3.3	1	.8	5	2.0
Total	121	100 %	125	100 %	246	100 %

Source: HLMA Survey, Question 20B

While almost a third of the park users said they thought parks were more safe than the rest of the neighborhood, and only 9.4% thought parks were less safe than the rest of their neighborhood, almost every user at some point in the interview, exhibited at least some apprehension over the possibility of being the victim of a crime.

(18) Note for example that 13% of non-users mentioned crime in response to question 2 (Table 3.7) but another 17% listed social and racial issues. Similarly, 30% of non-users cited crime and social issues on question 1 (Table 3.6).

G. Summary

A principal finding in the area of attitudes is that far too little is really known about how people relate to their parks. The Outdoor Recreation Resources Review Commission detailed outdoor recreation preferences in the early 1960's. Most subsequent work in this area rests on the Commission's original study and none relate outdoor recreation choices to the larger issue of leisure time decisions. More original work is needed on the actual activities of people in their leisure hours and the places they spend that time.

Both regular park users and non-users apparently derive "benefits" from the existence of city parks. In the case of regular users, these benefits include at minimum the recreational use of the site. It was not possible to determine if this was the sole benefit derived. The fact that most non-users also perceive parks as important as other city services indicates that both groups obtain benefits not directly attributable to physical on-site usage. The nature of these non-usage benefits and, in the case of users, their proportion of the 'total park benefit' are unknown.

Although the proportion cannot be estimated from our study, there is a portion of the population which can be classified as 'hardcore non-users.' The exact composition of this group is not clear, but evidently includes both black and white teenage girls, most black and white adult males under retirement age, and middle class young adults of both races. White married women with children in 'outer ring' locations appear to use parks somewhat

more frequently than their counterparts in the core areas. The apparent reasons for each groups' non-usage vary by race, location, cultural background and socio-economic status.

The attitudes of regular users toward their parks clearly indicates that those parks are less than adequately fulfilling their role for central city residents. An overwhelming majority rate parks as very important and an almost equal majority dislike one or more aspects of their parks. It is probable, therefore, that the derived benefits from usage are generally much lower than is acceptable given the public investment in land facilities.

At least one major aspect of this situation is related to the recreation programs offered on the sites. In some cases there should be programs where none exist, in others there are programs that are not in tune with the needs of the population being served. For example, we found only an occasional "adults only day" or "families only day" in any of the swimming pool programs and none were equipped or provided for swimming for retirees.

Almost every person interviewed at least once indicated some personal apprehension about parks. It was not possible in this limited survey to determine whether these responses were just expressions of normal anxiety elicited because of the subject matter or whether they indicated a more fundamental and actual fear. At least a portion of the population interviewed, roughly six to ten percent, clearly were fearful. The majority, however, fell into the unknown category.

People do not think in terms of nighttime use of parks.

The perception of crime plays an unknown role in keeping non-users away from parks but it does not appear to be the most significant element in non-usage decision. Apparently cultural and socio-economic factors are as important as the fear of crime but the exact relationships are unclear. Non-users exhibited only vague notions about their local parks apart from their expressed belief in their general value. As a consequence any effort to attract non-users back onto parks will probably require, to be successful, a more thorough understanding of the cultural and psychological aspects of their recreation choices than we now have.

CHAPTER FOUR: THE PHYSICAL ENVIRONMENT

A. Background

The study's objectives called for us to "identify those physical ... factors which differentiate between parks that have high and low crime rates," and to "evaluate the factors that appear to be most influential, in maintaining a low crime rate..." At first it was thought useful to develop an Environmental Risk Index. The assumption was the presence or absence of certain physical characteristics would exhibit correlations with criminal behavior and/or public perceptions of the park as a dangerous place. Early in the study, however, two facts forced a redirection of our efforts.

First, the literature is very sketchy in the treatment of the relationships between the design and form of the urban environment and violent behavior. What treatment these subjects have had in architectural and urban design literature has been largely peripheral and in general terms. In short, we found there exists almost no theoretical base from which to work. (1)

Secondly, we found -- as reported in Chapter Two -- that significant levels of crime simply are not present on city parks of the scale treated in this study. (2) Differentiation between them, first on the basis of

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(1) See the detailed treatment of this subject in Crimes of Violence, Vol. 12, Chapter 16. There has been or is recent and concurrent work progressing on various aspects of the design/crime problem but none is related to parks and so far, there are few final reports with data to work with. For an example, see Sagalyn and Warburton.

(2) At least one city, San Francisco, has pointed out that they indeed do have substantial crime in Golden Gate Park and have a substantial amount of documentation on it. As we point out elsewhere, however, this study dealt with essentially local parks. The large city-wide parks tend to reflect the city population in use, with concomitant problems and should be studied as a group.

their crime and then by their physical characteristics was not useful or possible. (3) It was necessary, therefore, to proceed without a theoretical basis for evaluating the problem of risk in the park environment. Also, it was necessary to develop -- since none existed -- standard units of measure for inventorying the parks in this national study. Work on these two related aspects of assessing park environments has been carried on as far as possible within the scope of this study. Specific recommendations for further work are discussed in the last chapter.

B. The HLMA Park Environment Survey

1. Development of the Form

In order to lay a basis for objectively evaluating user risk in park environments and to do so against a back-drop of site "usefulness," it was necessary to develop standard measures for physical features.

In so far as the park site was concerned, we were able to identify four categories of relevant information broken down into 32 component units. These factors are shown in Figure 4.1. This list is, of course, not exhaustive. In compiling these factors, we reviewed and rejected almost 400 units of measure, components, and combinations

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(3) We will not spend a great deal of time in this paper discussing the differentiations of parks by scale of size or service area. All cities participating in the study -- and we assume most others -- are familiar with the concepts and practice providing different types of parks for different populations. See R. D. Buechner, ed., National Park Recreation and Open Space Standards, NRPA, Washington, D. C.

FIGURE 4.1
Park Site Data Collection Elements

NATURAL ELEMENTS

- Topography
- Trees and Shrubs
- Water (Natural)
- Shape

MAN-MADE AND USE ELEMENTS

- Buildings
- Drives and Parking
- On-Site Walks
- Onto Site Walking Access
- Access and Use Control
- Organized Use Area (Hard)
- Organized Use Area (Turf)
- Swimming Facilities
- Small Child Play Area
- Passive Use Elements
- Organized Site Usage
- Site Programming
- Scope of Site's Organized Use
- Cultural, Ornamental Elements
- Predominate Use Usage Estimate

SECURITY ELEMENTS

- Lighting
- Communications
- Security Patrol
- Access and Use Control
- Visibility by Day
- Visibility by Night

PARK COMMUNITY RELATIONSHIP

- Location
- Development, Type
- Development, Intensity
- Condition of Area
- Street Usages
- Street Lighting

CONTINUED

1 OF 3

of factors. Each of these information components was defined in terms of appropriate measurement units. For example, the existence of lighting on a park site was defined in terms of: more than 50% of park lighted at night, 25-50% of park lighted at night, less than 25% of park lighted at night. The detailed units of measure for each of the data factors are shown on the Park Site Data Collection Form in Appendix III. All together, nearly 100 measures are employed.

Data was collected on the complete spectrum of physical elements relating to recreation in addition to security elements. Since a major hypothesis of the study was that an increased stock of observers would act as crime deterrent, it was believed useful to also assess physical features provided in support of recreation.

Several versions of the form were developed and tested -- principally with the aim of determining the extent to which the variety of park environments were accurately reflected by the data collected. In addition, the forms had to be easy to use under field conditions. In order to insure unique characteristics of the parks were not lost, the forms were used in conjuction with color slides and black and white photographs. And narrative descriptions of particular characteristics or factors were written on all parks where necessary to round out the site's description.

2. Evaluation of the Form

In general we are satisfied the data collection form and its components are useful for dealing with almost all neighborhood and the smaller

community parks. Certain aspects of sub-neighborhood parks -- the fact they may have a single clientele or lack certain characteristics -- indicates the need for a more specialized data collection device for these sites. Similarly, larger community and regional parks are not adequately documented. A finer degree of discrimination on several characteristics -- topography, varieties in use design and access questions for example -- is needed when inventorying these parks.

C. Findings and Conclusions

This survey, as noted elsewhere, was a first attempt at developing standard reporting tools on central city parks. Ultimately it would be desirable to develop an overall park evaluation index based on a standard data collection form from which the index could be automatically calculated. The development of this index was outside the scope of this project and here we confine ourselves to showing generally how the parks "looked" on the inventory form. (4)

1. Natural Elements

On balance, the 64 parks in this study "scored" moderately well on the aggregation of their natural features (Table 4.1). As might be expected, sub-neighborhood parks did least well and the larger community parks did best. The larger the park, the greater the opportunity for topographic, landscaping and other natural factor varieties.

Analysis of the way the parks scored on the inventory indicates that"

a. Sub-neighborhood parks had their greatest variety in

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(4) Our tables here represent the distribution of the "Best," "Middle," "Least" value assignments for the park categories as a whole on the four categories of elements.

topography and landscaping. None had natural water and only one had any significant variety in its overall shape.

TABLE 4.1
Distribution of Aggregate Measures for
Four Combined Natural Elements Factors
For Each Park Category - 64 Parks

	Best	Middle	Least
Sub-Neighborhood Parks (16)	6.3%	20.3%	73.4%
Neighborhood Parks (32)	16.4%	32.0%	51.6%
Community Parks (16)	53.1%	34.4%	12.5%
Total	23.0% (59)	29.7% (76)	47.3% (121)

Source: HLMA Survey

b. Only one of the sixteen community parks had no naturally occurring water (lakes, streams, or ponds). Effective analysis of the differences between community parks will require finer discrimination on this factor.

c. Neighborhood parks did not score as well as might have been hoped in this inventory. Over 50% of the possible valuations indicated the parks are flat, treeless, waterless and square.

2. Man-Made and Use Elements

Analysis of the factors comprising these elements involved assessing the results of 45 measurement units for 15 factors with three sets of factors optional.

The optional factors were stated on a "yes/no" basis with measures available for describing a "yes" situation. The distribution and nature of these options are shown in Table 4.2.

TABLE 4.2
Yes/No Inventory Options and Distribution of Results by Park Category

Options		Sub-Neighborhood Parks (16)		Neighborhood Parks (32)		Community Parks (16)	
		#	%	#	%	#	%
Existence of Hard Surface Sports Area	YES	10	63%	21	66%	12	75%
	NO	6	37	11	34	4	25
Existence of Turf Surface Sports Area	YES	3	19%	21	66%	13	81%
	NO	13	81	11	34	3	19
Existence of Planned Small Child Play Area	YES	16	100%	29	91%	16	100%
	NO	0	-	3	9	0	-
Totals	YES	29	60%	71	74%	41	85%
	NO	19	40%	25	26%	7	15%

Again, as would be expected, community parks tended to have the greatest number of options and the smaller parks the fewest. Surprisingly, four of the community parks did not offer a hard surface playing area and two of the four offered no active sports capability at all. (5)

As with natural elements, the community parks tended to offer a greater variety of man-made and use elements than the other two park categories (Table 4.3).

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(5) The two were Boston Common and in New Orleans, Old Beach.

None of the park categories had a majority of their aggregated measures in the "least" column. The comment made above about sub-neighborhood parks (Page 84, a.) holds here as well.

TABLE 4.3
Aggregate Distribution of Unit Measures for 15 Combined Man-Made and Use Elements for Each Park Category - 64 Parks (6)

	Best	Middle	Least
Sub-Neighborhood Parks (16)	17.1%	37.7%	45.2%
Neighborhood Parks (32)	37.4%	40.0%	22.5%
Community Parks (16)	60.0%	29.5%	10.5%
Totals (64)	38.7% (380)	36.7% (361)	24.6% (242)

More specialized measures are needed for measuring these parks' usage elements, taking into account their relatively small size. Similarly, community parks will require more specialized treatment.

The analysis of the fifteen factors indicates that: forty-nine of the parks had, at minimum, toilet facilities for example and of the remaining fifteen, eleven of those were sub-neighborhood parks. It should be understood, however, that most facilities were locked and unusable. Forty, 63%, of the parks had a minimum amount of prepared circulation paths and walks although only 19 had provision for onto-site access and parking for cars.

(6) This distribution includes measures for "yes" option parks. Where a "no" was registered for a factor, unit measures were not counted. See discussion with Table 4.2.

As noted earlier, 67% of the parks had hard surfaced sports areas. Of these, only 3 occupied more than 50% of the total area of the park and 2 of those were on sub-neighborhood sites. Forty of the 43 had either markings or equipment or both. Twenty of the 64 parks had swimming pools and another 15 had unsupervised water play facilities such as wading pools or fountains. Twenty nine (46%) had no water play facilities of any kind.

Forty-seven of the parks were found to have minimal recreation programs or other organized uses. Since only seven of these programs involved the utilization of more than 75% of the site, it would appear organized programs would not interfer with independent users.

3. Security Factors

The development of measures of security, as we noted earlier, necessarily began 'in the abstract.' Some thirty potential measures were originally listed for evaluation and possible use. These items ranged from simple inventory factors such as the number of light standards on the park to more sophisticated possibilities such as the weighted probability of particular offenses occurring under defined circumstances.

Selection of the measures was based on criteria aimed at developing reasonable definitions having a fair degree of applicability in all parks in all cities. The measurement unit also had to be of such a nature that data would be reasonably available or it had to be capable of measurement by a reasonably trained observer without sophisticated equipment. The measure had to be pragmatic but useful.

Ultimately, we settled on six measurement factors expressed in three units of measure each. The factors and their measurement units are listed in Table 4.4.

TABLE 4.4
Security Factors and Measurement Units

LIGHTING

A - More than 50% of Park Lighted at Night
B - 25-50% of Park Lighted at Night
C - Less than 25% of Park Lighted at Night

COMMUNICATIONS

A - Outdoor Police Call Boxes, Telephones and Fire Alarms on the Park or on the Edge of the Park
B - Telephone Only on Park or Same Side of Street
C - No Communications Available

SECURITY PATROL

A - Full-Time On-Site Security/Supervision
B - Regularly Patrolled by Any Security Agency
C - Not Regularly Patrolled

SITE ACCESS AND CONTROL

A - Completely Controlled Site Access
B - No Fences but Enforced Curfew
C - No Fences and No Curfew Enforcement

VISIBILITY IN DAYLIGHT

A - All Quadrants from All Perimeters
B - All Quadrants from 2-3 Perimeters
C - 2-3 Quadrants from 1-2 Perimeters or Less

VISIBILITY AT NIGHT

A - All Quadrants from All Perimeters
B - All Quadrants from 2-3 Perimeters
C - 2-3 Quadrants from 1-2 Perimeters or Less

In general we are satisfied that to the extent these measures are appropriate indicators of security, their application is practical and useful. The lighting measures take into account the relative differences in the scale of the park without the necessity of establishing arbitrary "minimum security lighting standards." The availability of a fire alarm box represents a significantly greater opportunity to call for assistance under any circumstance than does the availability of a pay phone requiring a dime; a regular security patrol is better than irregular spot checks but full-time on-site personnel or supervision is better than both; and, so on through the other factors.

In the absence of any other considerations, the 64 parks have to be given a generally poor rating on security. Out of a total possible "best measure" score of 384, only 63 (16%) of the observations were in the "best measure" scale. (7)

TABLE 4.5
Distribution of Aggregate Security Factors
Within Park Categories

	Sub-Neighborhood		Neighborhood		Community		Totals	
	N	%	N	%	N	%	N	%
A Best Measure	22	23	30	15.6	11	12	63	17.5
B Mid Measure	31	32	81	42.2	31	32	143	37
C Least Measure	43	45	81	42.2	54	56	178	46
TOTAL	96	100%	192	100%	96	100%	384	100%

(7) "Best Measure" is defined as the "A" measurement and unit for each factor. If the entire park sample of 64 had inventoried on the A unit for all factors, there would have been a total 384 on the A line on Table 4.5.

Neighborhood parks scored highest, with almost 60% of their measures in the Best or Middle Measure range. Sub-Neighborhood Park scores were just behind with 55% in the A and B ranges but they scored Best in the A range with 23% of their totals there.

Not surprisingly, community parks scored Least well with 56% of their aggregated measures in the C range. This is due to the fact that on two factors, none of the sixteen parks received an A rating and on one factor, only one park received an A rating. Table 4.6 shows the distribution of aggregated scores for Community parks.

TABLE 4.6
Distribution of Measures for Security Factors on 16 Community Parks

	A Best Measure		B Mid Measure		C Least Measure		Total	
	N	%	N	%	N	%	N	%
LIGHTING	2	12.6	6	37.4	8	50	16	100
COMMUNICATIONS	3	19	6	37.4	7	43.6	16	100
SECURITY PATROL	5	31	8	50	3	19	16	100
ACCESS/CONTROL	0	-	9	56.4	7	43.6	16	100
VISIBILITY, DAY	1	6.3	2	12.5	13	81	16	100
VISIBILITY, NIGHT	0	-	0	-	16	100	16	100
Total	11	12.0%	31	32.4%	54	55.6%	96	100%

Source: HLMA Survey

Neighborhood parks varied considerably in their individual security factors. As Table 4.7 shows, however, they did not score as well as a group as we might have expected.

The parks received their best scores on communications. Many of the parks were either adjacent to a busy intersection or parking lot or business or all three. In these cases there were at least telephones within sight of the park. In few cases, the parks had telephone booths or stand-up phones on-site. Most of these were places where active year-around sports facilities were provided. All the parks with swimming pools had pay phones inside but few had them outside and accessible after pool hours.

TABLE 4.7
Distribution of Measures for Security Factors
on 32 Neighborhood Parks

	A Best Measure		B Mid-Measure		C Least Measure		Total	
	N	%	N	%	N	%	N	%
LIGHTING	3	9.4	16	50.0	13	40.6	32	100
COMMUNICATIONS	8	25.0	9	28.1	15	46.9	32	100
SECURITY PATROL	2	6.3	16	50.0	14	43.8	32	100
ACCESS CONTROL	6	18.8	11	34.4	15	46.9	32	100
VISIBILITY, DAY	7	21.9	20	62.5	5	15.6	32	100
VISIBILITY, NIGHT	4	12.5	9	28.1	19	59.4	32	100
Total	30	15.6%	81	42.2%	81	42.2%	192	100%

Source: HLMA Survey

Night visibility was the biggest security problem of these parks. Almost 60% of the parks were given the 'least' measure and many were actually

worse than the criteria imply. (8) The problem was due in part to the poor lighting of the sites. As the table shows, 40% of the parks had less than 25% of their area lighted at night and most actually had only two or fewer lights on site. A review of the park inventory also shows that several of the parks were given the mid-range score on the strength of sports field lights which are operated intermittently.

Even those parks with modernized or above minima standards of illumination had visibility problems. Lighting design of large parks follows street lighting practice. It is performed by rote. Fixtures are equidistantly sited along paths without regard for terrain or features which might obstruct vision or cast shadows. Surveillance from these paths (or the street) of nearby areas of the park interior is severely restricted.

Overall we would have expected the neighborhood parks to inventory principally in the B range with smaller distributions inventoried about equally at the A and C levels. The implications of this are discussed at the end of this chapter. It is appropriate to point out here, that although the criteria for security evaluation need refinement, it is clear that neignborhood parks have not been designed with the security of the user a significant consideration.

Sub-Neighborhood parks generally ranked the best overall for security principally because of their small size (Table 4.8). They scored best

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(8) See Table 4.5.

on lighting, access/control and visibility. The biggest security problem with sub-neighborhood parks was found to be a function of the fact that they are seldom patrolled.

For the most part, this is due to the fact that the sites are usually tucked away between houses or in some cases, are completely surrounded by homes and not even visible from the streets. (9) We do not consider this a major problem, however, because of the extremely small number of essentially local people who know about or use these parks.

TABLE 4.8
Distribution of Measures for Security Factors on 16 Sub-Neighborhood Parks

	A Best Measure N	%	B Mid-Measure N	%	C Least Measure N	%	Total N	%
LIGHTING	3	18.8	4	25.0	9	56.3	16	100
COMMUNICATION	1	6.3	4	25.0	11	68.8	16	100
SECURITY PATROL	0	-	5	31.3	11	68.8	16	100
ACCESS/CONTROL	7	43.8	4	25.0	5	31.3	16	100
VISIBILITY, DAY	9	56.3	6	37.5	1	6.2	16	100
VISIBILITY, NIGHT	2	12.5	8	50.0	6	37.5	16	100
Total	22	22.9%	31	32.3%	43	44.8%	96	100%

Source: HLMA Survey

(9) The criteria for visibility was based on unobstructed view from off the park where observers might be. Obviously homes qualify as well as streets for this purpose.

Because of this highly localized use, few of these parks had telephones on site or nearby. Most of them had no lighting whatever and the remainder had usually only one or two street lights.

In general, we do not see these parks -- especially those in strictly residential settings -- as having security problems of any significance. In many cases where vandalism or fights are common, the addition of lights would probably be beneficial. There are two special cases that need mentioning.

One is the park on a residential street subject to abuse because of a source of transient "users." This might be a playlot a block from a high school used by students enroute home from school or as a place to stay when "skipping" school. The other is the park which is completely enclosed on three sides and designed so that visibility into the back of the park from the street is obstructed.

In the former case, there appears to be little that can be done except to either move the park to a location less accessible to transient users -- say into the area between the backyards of homes -- to vandal-proof it, or to directly control access to the site during critical hours. The choice of approach would depend on the particular situations. In the latter situation, redesign of the park's layout or topography would be in order. If a park is designed with a "hill" or play mound, it should be located so as not to provide concealment or to obstruct the vision of passersby.

D. Summary

On the basis of historical measures of park physical quality, the 64 parks inventoried in this study were given moderately good marks. These measures of course were not absolute; and assessment was necessarily subjective. Moreover, study team members frequently felt the design and programmatic features of many parks to be banal, sterile and vacuous by contemporary standards. This intuition was reinforced by a test examination of site photographs taken by researchers. Lack of distinguishing characteristics or landmark features made identification of one site from another virtually impossible. Nonetheless all visual observations were made and recorded with reference to traditional values. By these prevalent values, as Table 4.9 shows, over 65% of the park inventoried were rated good or better on their overall appearance and physical quality.

TABLE 4.9
Aggregate Rating of Parks' Appearance and Physical Quality

	Sub-Neighborhood	Neighborhood	Community	All
Good or Better	37.5%	65.6%	93.8%	65.6%
Fair	50.0%	25.0%	6.3%	26.6%
Poor	12.5%	9.5%	-	7.8%
	(16)	(32)	(16)	(64)

Source: HLMA Survey

The parks tended to score badly, however, on their security factors with community parks having the most deficiencies and problems. The real-world condition may be even more bleak. The study evaluated prevalent factors of traditional application such as fences and lighting. No consideration was given more sophisticated techniques of crime prevention or perceived security since none were found. Had more rigorous standards been applied, particularly for nighttime use, none of the neighborhood or community parks would have ranked above poor.

Moreover, the criteria for evaluating security need refinement taking into account differences in physical scale of parks and the various service functions. Future security analysis of parks should employ a mechanism which reconciles both the usage of parks and the attitudes of the park users with the physical condition.

Such analysis is discussed in the next chapter.

CHAPTER FIVE: INTERPRETATIONS AND RECOMMENDATIONS

A. General Comments

There is a danger in any scientific venture in going beyond the data at hand and projecting from it. And given the heterogeneous sources of relevant surveys, the interpretations of the results of our study of necessity owes more to assiduousness than to system.

But a number of generalizations seem irrepressible.

As we noted at the beginning of this report, our chief goal throughout this study has been to determine if parks were safe and therefore relevant to the people they serve. It now appears the sequence of events should be reversed. If parks were relevant, they would be more intensively used and therefore perceived as more safe (increased stock of observers).

Increasing security, without making parks more useful to people, would be a hollow act because the decision to use parks or not to use them is not contingent on necessity. We have to use streets and other public places to go to work, to shop and to carry out the other routine activities that constitute our daily lives.

We do not, however, have to go to parks nor do we have to allow our children to use them. The fact is, a substantial number of the urban population choose to not use parks. The supposition is, the parks are too bland, sterile and vacuous. If parks were made as secure as law enforcement technology allows and parks remained empty or under-utilized because people chose not to go, the cost of that security would

be wasted. Public optionality, like consumer marketplace acceptance or rejection, must be reckoned with.

On the other hand, significant expenditures aimed at making parks substantially more desirable to more people will also be wasted if the question of user security is not accounted. For while these investments may attract more people to the parks, their perceived vulnerability may also attract more criminal offenders.

That people in American cities today are extremely sensitive to the risk of crime is hardly debatable today. The investments needed in parks -- either for security or for modernization and program improvements -- should by now be clear. Unfortunately, little is known about the relationships between the recreation needs of city populations, the nature of facilities necessary to satisfy those needs and the relationship of both to real and perceived security from violent crime.

This study, as we have already noted, represented a first attempt at studying these three diverse elements of city life in terms of one another. What follows are observations on some of these relationships. Some can be documented with reasonable accuracy; others are essentially value judgements albeit educated ones. All should be evaluated, tested, modified and expanded until they are thoroughly understood.

B. Correlations and Conclusions

1. Between Crime Occurrences and Parks

a. In general, the larger community parks have the greatest

likelihood of experiencing significant amounts of crime. Seventy seven of the 108 park Index Crimes occurred on four of the five community parks. As shown in Chapter 4, these parks also had the lowest security measures among the 64 study sites.

b. The largest amount of crime was found on those parks which (1) represented the only significant recreation opportunity in a locality and (2) where ethnic, racial or class changes were occurring in the serviced populations. These parks also had the densest service populations and generally the highest crime rates among the study areas.

c. The smaller sub-neighborhood parks accounted for only two of the 108 Index Crimes analyzed in this study. The crimes were on separate parks, both of which were in cities with significant Index Crime rates but only one was in a neighborhood with significant crime.

d. Neighborhood park Index Crimes were only loosely correlated with area or street crime. There appeared to be a closer correlation with population density than with any other measure. Of the seven neighborhood parks with Index occurrences, two had all security measures inventory entirely in the "least measure" range and the remainder had five or more in the "middle" and "least measure" ranges combined.

e. The great majority of criminal incidents are not Part I Index crimes of violence between strangers. Most crimes are "victimless." Most frequently reported offenses on parks are traffic violations and auto theft or larceny from cars. Law enforcement personnel necessarily

give the solution of non-Index criminal occurrences on parks low priority compared to other demands on police resources. Solutions to "crime in parks" are more apt to come from park management initiative and effort than to conventional law enforcement.

2. Between Park Environment and Attitudes

a. As a general statement, highly specific and detailed attitudes toward parks were related (1) to the smaller parks, (2) the degree of usage and (3) the residential proximity of the respondent. Hence, people who live within a block of and frequently use sub-neighborhood parks tend to have very precise views about what is good or bad about their parks. People who rarely use parks and live more than two blocks from one tend to have only vague notions about the quality of the park.

b. Many people were contradictory in their attitudes toward personal safety in parks and only on the larger parks could we find consistent associations between the park environment and perceived risk. Larger parks have less visibility from the street, more concealment and escape opportunities for the criminal by day. Criminal surveillance or detection is even less feasible by night. Therefore, even though the probability of personal danger in most parks is statistically remote, it appears psychologically real and important to the public.

c. Attitudes toward various security aspects varied considerably by sex and age as well as region. Westerners were almost unanimous in their rejection of fences for parks; while easterners were generally in favor or them. Older people felt parks should have a curfew while younger people felt the opposite.

d. Most feared neighborhood scale parks were those single-purpose recreational facilities near large public housing projects and primarily used by teenage males.

e. Most feared community scale parks were those older passive parks, formerly outlying and now accessible to all, which poorly accommodate automobile traffic and changed, intensive and interracial use.

3. Between Environment and Security

a. In general, the process of planning, design and construction does not provide for consideration of real or perceived risk of criminal attack. Examination of the park environment as accessory or deterrent to crime is not performed.

b. Community or neighborhood scale parks do not have readily available and visible voice emergency communications. Reliance is placed on perimeter, street located fire alarm boxes or coin-operated public telephones.

c. Offender access or escape routes are inadequately and inconsistently controlled. Application of fencing varies widely. Control of automobile circulation and parks was not a criterion in development of older parks.

d. Lighting is grossly inadequate in quantity and quality. (This may be due to the intended discouragement of public nighttime use by some park administrators.) Location of fixtures follows roadway practice without regard for special visibility problems of landscaped areas.

Design of fixtures also follows roadway practice without regard for scenic opportunities or concealment problems.

e. Visibility of offenders by observers is seldom considered in design of paths, natural elements and activities facilities.

f. Opportunities for separation of users and observance of territoriality are infrequently considered.

g. Few cities have park police (men in blue) as a specialized tactic of law enforcement. Experiments with unarmed "park rangers" (men in green) seem to produce more perceived security and reduction in anti-social incidents.

4. Summary

While it is clear that a substantial majority of both park users and non-users derive benefit from city parks, far too many choose to derive those benefits from a distance. In other words, the present investment in park land in cities is producing only a fraction of the benefits possible. A number of factors are involved and include:

1. an apparent inability of parks and park programs to successfully compete against other recreation opportunities;
2. a generally negative or at least neutral "image" problem from the point of view of crime and;
3. a general inappropriateness of program and design, including security aspects, to the needs and attitudes of modern city populations.

In short, parks are still built and maintained according to esthetic standards of pastoral nostalgia. Recreation spaces still relate more

to traditional usage than urban reality. Reduction in crime and perception of risk have not yet been considered in the planning, budgeting, construction process.

C. Recommendations

As a minimum each local agency should determine from police records the actual level and severity of crime in its park system. The most troublesome parks should be identified. Where little criminal activity is found, the data should be publicized.

Next, it is recommended localities assess the degree to which public fear of crime affects and is affected by park system usage, operations, management.

Where fear is found to be significant, agencies should look to underlying causes. More is required than mere overlay of security hardware on the existing park product. The programming/planning of software may need to be restructured in order to be more responsive. The objective is to realize the greater potential of recreation and open spaces as environments perceived to be desirable and useful, hence secure.

An approach to park development should be sought which replaces intuition and value judgment with information on the desires of the people to be served. It should be recognized that people perceive the park envelope as a container of social interaction. Therefore, a social approach to park development is more appropriate than an elitist design vocabulary intelligible only to those of equal cultural

sensibilities. A social approach would produce a user-oriented set of standards. Such a set should be based on service to the largest number, safety for the individual, environmental contribution to community development.

Toward that end we recommend HUD proceed with the Demonstration phase of this study. Objectives would be to:

1. Identify the successful, most-wanted programs and physical facilities in central city parks for further capitalization.

2. Develop an experimental range of specific programs and activities that offer greatest potential for attraction and satisfaction of presently disenfranchised groups and non-users.

3. Provide evaluation of state-of-the-art security systems and resolve their adaptation or application to park and recreation design.

4. Explore the feasibility of modifying the existing park physical envelope to accommodation of the above program/security interfaces.

5. Install the previous findings in real-world parks and monitor their operations.

6. Evaluate the public acceptance of the Demonstration parks and isolate those factors most useful in producing improved performance.

7. Produce guidelines and standards which would enhance the feasibility of improved park safety, utilization and performance in other cities.

The successful implementation of such a Demonstration would be instrumental in helping others make central city parks more relevant to and more secure for their users.

#

APPENDIX I

DEMONSTRATION OUTLINE

A DEMONSTRATION TO MAKE URBAN PARKS MORE SECURE AND RELEVANT

This outline required by HUD Contract No. H-1481 for implementation of "An Analysis of Public Safety as Related to the Incidence of Crime in Parks and Recreation Areas in Central Cities"

Draft, 15 November 71

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Note: This outline draws heavily on the study findings. The final report now in preparation presents these in greater detail.

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I DEMONSTRATION PROJECT

A. Scope and Rationale

This research and demonstration project addresses the notion that much of the time parks are under-utilized and therefore people perceived themselves as isolated and vulnerable. Under-utilization also allows vandalism and other minor crimes further aggravating a negative park image. The general proposition was advanced and popularized years ago by Jane Jacobs in The Death and Life of Great American Cities. To paraphrase, she wrote: "A busy street (park) is a safe street (park)." However this thesis has not been tested or validated.

Presently there is a large central city population not adequately served. For example:

1. No provisions are made for leisure time needs of teenage girls.
2. Minority groups have never been treated as specific clients, and we know next to nothing about their expectations and attitudes or how they use open spaces, or value time and property.
3. Young people are seldom provided leisure time spaces to stimulate development of their minds.
4. Elderly are poorly provided participation, spectator or communication opportunities.

If the millions of dollars of central city land tied up in parks is to be worth the cost, these and other groups must more appropriately be served.

Take car washing for example. The study team saw on several park lawns the improvised and unsanctioned use of hydrants for this purpose. (There are few commercial, low-cost, car wash facilities in central city areas.) On close observation it was noted two or more car owners would share soap, banter, and camaraderie. In renaissance times, the communal washing of laundry in public fountains was a city-sponsored activity (Pope Sixtus V built such fountains for that purpose). It suggests that provision and furnishing of car wash facilities for several vehicles would be a constructive leisure time activity in terms of this demonstration project.

If providing certain kinds of facilities will solve some of the utilization problems, they won't solve them all. Behavior by different groups which is disapproved by others is a most difficult -- and critical-- problem to be faced in this project.

For example, much of the negative behavior of teenagers appears to be a function of a lack of stimulating and socially positive programs. Identifying and successfully implementing such programs should not only reduce the effects of negative behavior, but should have an effect on vandalism repair and maintenance costs as well.

In order to adequately deal with the broad range of issues involved in park usage and non-usage and their correlative effects, we propose the following objectives for this demonstration project:

1. To identify and analyze in two specific park areas the different ways in which all age/sex specific groups derive positive benefits from the existence of the physical park facilities.

2. To determine how all potential users make recreation decisions, specifically in terms of choosing between the use of parks and other recreational opportunities and including an analysis of the role perceived crime or the fear of crime plays in these decisions.
3. To determine the nature of specific programs, facilities and activities "most wanted" by different groups choosing to use parks and the design of appropriate physical site/program interfaces needed to satisfy these needs including treatment of vandal-proofing and maintenance issues.
4. Evaluate the success of the site/program design in terms of getting non-users onto parks, reducing the negative image of urban parks and in terms of the feasibility of applying the demonstration results in other cities.

B. Technical Discussion

A major innovation to be employed is the examination of the function of the park as a place for doing as well as being. We expect much of this examination to be conducted by professional park administrators themselves. As detailed later (see Advisory Panel), opportunity will be provided the 16 participating park professionals to be a fertile source of new and untried concepts and programs.

We will look at play. We will look at leisure time. We will look at their different meanings for people of different ages and backgrounds. It is believed this examination will be a source of new ideas to make open space areas more productive.

The second major innovative feature is the real-time testing and evaluation of program and process in an operational context. The project is structured around the development and use of parks as full scale, variable models. These proving grounds will be used to identify, measure and evaluate public response to:

a) program and activities

b) site improvements or facilities in support of activities

c) security features

d) public perception of fear.

Six proving grounds will be employed - two each for the three service categories of parks: community, neighborhood, sub-neighborhood. This project does not look to produce one physical example. The need is to construct a proven process and develop guidelines. This action will require a balanced sample of national sites (climatic, social, physical, scale). Certain activities can only be tested on certain scale parks.

The three park categories differ substantially from one another. They should be evaluated concurrently with parallel efforts but may be separate in terms of programs and security measures developed and used. Also certain sites should be programmed for night time activites. The community model is expected to occupy a major part of an existing passive and scenic park of approximately ten to fifty acres. The neighborhood park or active recreation model of five to ten acres may be an existing space or a new site. The location will be central city, high-crime area, probably in or adjacent to a large housing development. Use of six research sites is also expected to provide a control for atypical conditions. Criteria will be developed with HUD for selection of demonstration sites and cities (six of sixteen city study participants).

Included will be the requirement for local capability and resources for operation, staffing and maintenance of the facility. The federal grant will provide for sampling, other data acquisition and analysis, planning and design, construction, measurement, evaluation and report. The initial model input will be secured by intensive sampling of service area residents and potential users. Programs will be developed which are responsive, competitive with other leisure time activities, socially constructive. It is expected to accommodate an extensive number and type of wanted activities.

Security research, within the state of the art, will provide identification of the several components most likely to induce a heightened perception of public safety. Included will be analysis and determination of performance criteria appropriate for: illumination, communications, visibility and concealment control, accessibility, barriers and activities separation, traffic control, circulation and parking.

The physical envelope will be designed and constructed in appropriate terms of user perception. The physical accommodation of the program will be expressed with dynamic forms, stimulating and exciting spaces and shapes. Light, sound, color and texture will be variably programmed to accentuate the sensory experience. Model components will be sought which provide maximum flexibility, minimum maintenance, maximum public safety.

Measurement techniques will be employed to determine amount and frequency of use and consumer satisfaction with each activity. Measure-

ments will be field recorded at stipulated intervals. Cost effectiveness procedures will be used to evaluate and vary the composition of the model where possible during the year of operation.

Evaluation of usage data and additional consumer sampling will provide determinants of most effective model components. These conclusions will be the basis for development of a Park Security Impact Evaluation Guide for use by local officials. The objectives of the use of the Evaluation Guide are:

a) Provide an objective analysis of each proposed or existing park activity in terms of user perception of safety in that physical environment.

b) Provide a reporting system for large numbers of perceptual and physical factors. (Break down the complete park environment into manageable components.)

c) Provide an organizational matrix for placing value judgements on anticipated user responses to physical developments.

The intent is not to produce an overall quantitative rating of security, but to portray many value judgements. It is to be used by appropriate local officials to assess relative importance of fear factors assigned by analysts and to insure that alternative actions are considered and evaluated so as to reduce public perception of fear thus promote greater usage of facilities. These factors can then receive greater design, budget, or action priority as further examination dictates.

A film will also be made as a visual record and report supplement for presentation purposes and made available for use by communities.

C. Advisory Panel and Evaluation

The composition and contribution of this panel will be one of the most important elements of the project.

Because of the Research and Demonstration aspects of the project, and the intent to examine the replicability of the innovations on a nationwide scale, the project team will be supplemented by a panel composed of the 16 park administrators, representing the sixteen participant cities in the introductory study. These are the same individuals whose cooperation and enthusiasm made possible the successful performance of the study team in each host city.

The Advisory Panel represents an enviable record and many years of experience in all phases of park and recreation development, administration, community relations, and social programming. Most are prominent members of state and national associations. Many have made notable contributions to the literature and innovative practices. Of key importance to the program's overall objectives is the fact that members of the Advisory Panel have demonstrated a commitment to the betterment of human life.

It is planned that the Advisory Panel will play an active and functional role. A series of events are programmed. First, the panel will meet for critique of the study report conclusions and recommendations in terms of their experience, needs and desired implementation. At the

same time a creative discussion will ensue where the panelists will contribute concepts for possible inclusion in this project. These might be those high-potential ideas which have not been tried because of local high-risk or lack of funds.

Periodically along the way, the use of these consultants will serve to refocus the thinking of the project team and will broaden the base of knowledge and experience that goes into the actual performance of the work program. These meetings will be held at key junctures during the project. Members may be consulted individually on a more frequent basis and all will be kept fully up to date on the progress of the project. After the selected concepts have been implemented and field measured the panel will meet and participate in the evaluation process.

Letters of endorsement and acceptance from panel members are appended.

III TASKS AND METHODS

A. Overall Workplan

This demonstration program involves six simultaneous projects organized into six tasks covering 32 elapsed months:

TASK I	- Programming	- 3 months
TASK II	- Data Collection and Analysis	- 8 months
TASK III	- Development	- 6 months
TASK IV	- Construction	- 4 months
TASK V	- Measurement	- 10 months
TASK VI	- Evaluation and Report	- 5 months

Appropriate review, briefing and reporting schedules will be established.

B. Tasks

TASK I - Programming

The purpose of this task is to organize the work of the demonstration program and will involve three steps:

1) develop criteria and select two demonstration sites
2) prepare activity operations plan
3) design sampling procedures and related data collection forms.

TASK II - Data Collection and Analysis

The purpose of this task is the collection and analysis of the basic attitudinal, socio-economic, crime and recreation preference data needed to develop program/site interfaces on the two parks. It will

involve seven steps.

1) development of crime data referents for site and surrounding area
2) acquisition of characteristics of population data
3) neighborhood attitudes with reference to crime, uses of park, needed facilities and programs, present usage
4) measuring actual usage of park by age/sex, specific groups
5) inventory of site physical, program and security characteristics
6) development of unadjusted crime, vandalism, and park usage trends for evaluation benchmarks
7) determination and priority ranking of "most wanted" facilities and activities.

TASK III - Development

The purpose of this task is to develop program and facility requirements for each site. This includes the identification of required expendables for programs: specification of personnel required to operate and their required background; construction bid documents and so on. Specifically, the task will involve:

1) public usage and acceptance criteria, evaluation procedures, measurement techniques
2) programs
3) physical design
4) community relations
5) completion of bid specification for construction.

TASK IV - Construction

This task involves the actual construction of the buildings, any landscaping, acquisition and installation of required equipment and

any other site improvement steps required to prepare the two sites for use.

TASK V - Measurement

This task is concomitant with the operation of the two project sites. Activities involved include:

1) site usage measurements
2) attitude change measurements
3) vandalism and crime change data collection
4) other program/site interface measures.

TASK VI - Evaluation and Report

The purpose of this task is to evaluate the performance of the two programs in terms of the benchmarks established in Task II; assess the overall quality of the recreation experience offered; determine the impact of the program on the affected communities; determine the feasibility of applying the program in other cities and documenting the demonstration program results.

APPENDIX II

CASE STUDIES

INDEX OF CASE STUDIES

	City	Park Name	Park Code
1	Baltimore	Mt. Vernon Squares	BA-N-02
2	Billings	Pioneer Park	BI-C-08
3	Boston	Boston Common	BO-C-12
4	Cincinnati	Washington Park	CI-N-14
5	Cleveland	Woodland Hills	CL-C-20
6	Denver	Lincoln Park	DI-N-23
7	El Paso	Thomas Manor Neighborhood	EP-N-27
8	Hartford	Goodwin Park	HA-C-32
9	Jacksonville	Jefferson Playground	JA-N-34
10	Kansas City	Garrison Square Park	KC-N-39
11	Minneapolis	Powderhorn Lake Park	MI-C-44
12	New Orleans	Old Beach	NO-C-48
13	Phoenix	Cortez Community Park	PH-C-52
14	Saint Louis	Hyde Park	SL-N-56
15	San Francisco	Alamo Square	SF-N-58
16	Seattle	Collins Playground	SE-N-63

CASE STUDY FORMAT

I Background

Information about the park department and any special or relevant city-wide factors bearing on the selection of the particular site.

II Surrounding Area

A. Socio-economic Factors

B. Structural Composition

C. Physical and Visual Quality

III Physical Site Description

A. Size and Shape

B. Usage Design

C. Security Elements

IV Usage Observed

A. Users

B. Activities

V Public Perception of Park

A. Security

B. Design and Facilities

C. Usage

VI City Perception of Park

A. Security

B. Usage

VII Comment

CASE STUDY #1
PARK BA-N-02

I Background

The city in which this site is located is the largest of the 16 cities in this study. In 1970 the city experienced 69 FBI Index Crimes for every 1,000 persons, ranking 4th in the study cities and it ranked 3rd in per capita expenditures for police services.

The city's overall per capita expenditure rate for city services was 2nd highest of the study cities but its per capita expenditure rate for parks and recreation ranked only 8th. In park and recreation acreage the city ranked 9th with 6.52 acres per thousand population in 1970.

Parks and recreation are administered in this city by an independent commission with funding from the regular city budget.

The city had, but disbanded, a park police unit in 1965. Policing of city parks is part of local car or foot patrol responsibilities of city police department. This site is also one of the 20 parks for which we have crime data. In 1970 there were 9 recorded offenses on the park out of 419 in the service area.

II Surrounding Area

A. Socio-Economic Factors: This site is in the heart of the city and serves an extraordinary mix of age, sex and culturally diverse groups. The home of a prominent millionaire is adjacent to west square on the south; a resident hotel for retirees is on the north. The population is

a complex mix of students, transients, middle class families and professionals. The population of the immediate area is 3,738 people. The population density is 27.7 people per acre compared with the city-wide density of 19 people per acre.

B. Structural Composition: Mixed residential, commercial, retail and cultural, and, to the east four blocks, industrial.

C. Physical and Visual Quality: Mixed old and new. Redevelopment and renovation activity maintaining area.

III Physical Site Description

A. Size and Shape: The site is a cruciform with each leg forming a green space traffic median in arterial intersection of two boulevards. Each leg or square is two acres in extent.

B. Usage Design: The site functions as traffic median but is essentially decorative. There are benches on three of the squares; operating fountains on three of the squares; drinking fountains on the east and west squares: and substantial trees, grass and shrubs. No other facilities except walks.

C. Security Elements: Lighted by adjacent usual street lighting. No phones within one block of each leg. Access to each of four legs is from all directions.

IV Usage Observed

A. Users: Diverse age/sex/racial groups found using.

B. Activities: Essentially passive. People eating lunch, sitting, reading. Young people using frisbee on east and west squares and in fountain of east square. South square deserted although approximately 100 people on other three.

V Public Perception of Park

A. Security: Most people expressed thought "things were going on" (i.e. dope sales) but expressed little specific fear. All respondents aware of police patrol, but from different attitudinal perspectives.

B. Design and Facilities: Most people like the park and find it attractive. Principal facility needed was expressed most often as a comfort station.

C. Usage: Complaints from young people about "Keep Off Grass" signs and 10:00 pm curfew. Curfew demanded by local residents. Some (older) users expressed concern over other (younger)people on park. Not fear, just concern.

VI City Perception of Park

A. Security: Crime in park is not a problem. Most problems revolve around "rowdiness" and local resident complaints, especially in the evening. During the summer the site is patrolled by the police department uniformed officers on foot and in cars with an officer assigned to the site from 4:00 pm until 11:00 pm every day. Have to enforce park regulations although treat on case-by-case basis.

B. Usage: The park is considered sufficiently "troublesome" that the park has a special curfew one hour earlier than others. The city states it was done because of demand by local residents. There is expressed concern over the "active" use of the passive design site. Patrolling police expressed concern over personal injuries of young people getting into traffic or hitting someone with a frisbee.

VII Comment

We consider the park highly successful, providing intensely used and attractive open space in a key location. The park serves in reality as a focal point and buffer in an otherwise diffused physical and social environment. Expressions of concern made by older people on the park are starkly contrasted with the fact of their frequent and continuing use of the site.

The nature of the park's usage, intense and active, probably warrants an additional investment in physical changes. For example, the southern leg of the cruciform is not used now because of the highly stylized design (hedges, formal walkways, stairs, no grass and no benches). By removing the hedges and installing an appropriately designed comfort station, people would be attracted away from those parts of the park closest to the local residents.

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CASE STUDY #2
PARK BI-C-08

I Background

This park is in the smallest of the 16 study cities with a population of just over 60,000 people in 1970. In all of the general information categories -- Index Crime, city operating expenditures, per capita police and parks and recreation expenditures and open space per 1,000 population -- this city ranked, with one exception, between 14 and 16 among the study cities. The exception was open space per thousand population where it ranked 6th in the list with 9.39 acres per thousand population.

This city's park program is one of the newest we encountered acquiring its first open space in 1903. Actual development of a park and recreation program, however, was delayed until 1913.

Extensive development of park space has been hampered here by state imposed ceilings on mill levies for local government in general and parks specifically.

This city has one park policeman -- hired in 1970.

II Surrounding Area

A. Socio-Economic Factors: The park is located in an upper middle residential area of the city. Homes in the area fall in the $20,000 to $29,999 price range. The median income of the area is above the city's median of $10,890. The population of the area is predominately white.

B. Structural Composition: Area is principally residential with neighborhood services within short drive.

C. Physical and Visual Quality: Good to excellent even though near the center of the city.

III Physical Site Description

A. Size and Shape: The park is rectangular and 33.9 acres in extent.

B. Usage Design: Development of the park in 1921 was the city's first venture into professional park planning. Its design is typically of community park development during that period having and preserving rolling topography, a natural stream, picnic facilities, recreation building, playground equipment, wading pool, 9 tennis courts, and formal flower gardens.

C. Security Elements: None.

IV Usage Observed

A. Users: This park, by virtue of its location, attracts a user population reflecting the city in microcosm although the largest group of patrons come from the immediate area. This site also is the principal gathering place for the city's youth-culture population.

B. Activities: All of the park's facilities are heavily used. In addition to the traditionally assumed uses, the park is the site of rock concerts and other "counter-culture" activities.

V Public Perception of Park

A. Security: The park is perceived as being a safe environment.

B. Design and Facilities: Users responded as being quite satisfied with the extent facilities. Minor concerns were expressed over signs of deterioration because of the age and high usage in excess of the initial design capabilities -- mainly in the playground and wading pool.

C. Usage: The only dramatic concern centers around the increasing usage of the park by "hippy-styled" teenagers and their presumed use of drugs. A hill in the northern quadrant has the unofficial name of "Hippy Hill." Both the users and non-users complained about the teenagers remaining late at night.

VI City Perception of Park

A. Security: City officials are cognizant of the local citizens' complaints over the "after dark" usage by the kids. They have a park policeman who is in charge of policing the entire parks system: however, he spends a greater portion of his time in this park.

B. Usage: Officials are aware of the intensity of the park's usage. They point out that the ultimate solution lies in providing other, similar quality open spaces elsewhere in the city.

VII Comment

This park is one of several examples we encountered of sites with intense, contradictory uses maintaining, for the present, an uneasy side-by-side coexistence. It is not uncommon to find church and civic picnics occurring within shouting distance of a city's "hippy haven" which is occurring simultaneously.

The park's physical facilities must necessarily suffer when usage is intense. Further, park operations (maintenance, security, programming and rehabilitation) are generally not geared to deal adequately with the stress resulting from the diverse contemporary park usage both on users and the park itself.

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CASE STUDY #3
PARK BO-C-12

I Background

This city ranked fourth among the study cities in size. In 1970 it ranked fifth in Index Crime among the cities, with 60 offenses per thousand population.

In 1970, the city parks and recreation department's operating budget totaled $5,161,000 of which $1,600,000 was expended for personnel services in recreation and $2,600,000 for personnel services in design, construction and maintenance. Capital improvements and construction costing $667,000 were installed. An additional $5 million in construction was underway.

The parks and recreation department, under a single commissioner, sponsored a $300,000 neighborhood arts festival bringing free performance of music, dance, ballet, theater, opera and entertainment to all of the city's fourteen neighborhoods and providing nine vehicles for workshops in crafts, photography, drama, dance, planting and music. Attendance was 800,000. All parks visited were extremely well maintained.

The city police department utilizes a very small mounted detachment in the case study park and Public Garden across the street; otherwise conventional patrol tactics are employed.

A Metropolitan District Commission has police powers in certain public areas as well as the administration, maintenance and operation of some recreational facilities located in parks such as skating centers.

II Surrounding Area

A. Socio-Economic Factors: The park is in the commercial center of the city serving tourists as well as transient low income residential neighborhood.

B. Structural Composition: The park is surrounded on three sides by a very active mix of hotels, stores, restaurants, theaters. The northern side is a once-fashionable residential area whose town houses have been converted to rooming houses.

C. Physical and Visual Quality: This old area is still well maintained and utilized. The streets and structures evidence the charm associated with a historic America.

III Physical Site Description

A. Size and Shape: The park is approximately rectangular, 48 acres in extent and is surrounded by heavily trafficked streets. Terrain is moderately flat with a gentle rise to the north.

B. Usage Design: This historic park in use since the 17th century, serves as a circulation device with radial paths heavily used by pedestrians. Additionally, children's play areas and a wading pool are available.

C. Security Elements: Lighting is inadequate. Public telephones are available about the site perimeter.

IV Usage Observed

A. Users: The central location and renown of this facility attract

an extraordinarily complete ethnic/age/sex mix. Many tourists make special trips to the grounds.

B. Activities: Passive sitting and crowd watching predominate with subordinate cultural opportunities attracting sizable crowds. The city sponsored a substantial program of outdoor theatre during the summer of 1970. Mothers with children use the tot-lot facilities.

V Public Perception of Park

A. Security: The park is perceived as safe by day. Several female respondents stated they avoid the copse below the hill (path intersection with statue) as the habitat of winos. The "Common" with radial paths leading to four streets is considered to have more criminal activity than the "Garden" because "it's easier for the offender to escape."

B. Design and Facilities: The principal activity is people watching. A small "playscape" under construction was severely criticized by several respondents as being hazardous for small children due to the hard and abrasive nature of the material (cobblestones).

C. Usage: The national prominence of this park insures a constant flow of strangers as well as neighborhood people who regularly use the park, know each other, know its problems. Younger street people do not feel wanted or comfortable and complain of police harassment.

VI City Perception of Park

A. Security: News media have extensively reported several violent crimes which occurred in the city's largest park complex. City officials

are sensitive to security in all parks as a consequence.

B. Usage: Police recently moved "hippies" from the Garden across the street to this park where presumably their presence would be less visible to tourists and citizenry.

VII Comment

This park is under or poorly utilized relative to the Public Gardens across the street, has few wanted facilities, lacks identity (other than historical associations), is more frightening to some respondents.

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CASE STUDY #4
PARK CI-N-14

I Background

This city had one of the largest park police agencies in the study with responsibility for covering 249 park and open space units totalling nearly 5,400 acres. The park police department has found it necessary to develop cooperative patrol plans with other patrol units of the city police department.

This city ranks twelfth among the sixteen study cities in size and 14th in Index Crimes per thousand population but it ranks fourth in acres of open space per thousand population and third in per capita expenditures for parks and recreation. The parks and recreation budget includes the combined expenditures of the independent city park commission and the city's recreation department (as well as the park police force).

Crime data was obtained for the parks in this city. The park described here had three Index offenses in 1970 compared to 373 offenses in the surrounding service area.

II Surrounding Area

A. Socio-Economic Factors: The park's service area population is about 80% white and 20% black. The median family income of the area is estimated to be substantially below the city-wide rate. The population has a fairly high percentage of older people, many are on relief, some

are derelicts. The area can best be described as culturally deprived with an area-wide Index Crime rate 2.5 times the city-wide rate of 38 per thousand.

B. Structural Composition: The park is located near the heart of the city, approximately 7 blocks north of the downtown CBD. It is an area of run down tenements, old retail and warehouse establishments. The park is immediately adjacent to a music conservatory, a school, several bars, parking lots and old homes.

C. Physical and Visual Quality: The physical and visual impact of the area is mixed but generally poor. The conservatory is an old ornate, once glittering building dominating the west side of the park. The school on the north is almost new and of modern design which contrasts sharply with the old brick and boards of the surrounding buildings.

III Physical Site Description

A. Size and Shape: The 3-acre park is rectangular, bound on three sides by streets and on the fourth by the school.

B. Usage Design: This neighborhood park with its mature trees, grassy areas and formal walks is reminiscent of the city parks professionally designed around the turn of the century. An old band stand serves as the focal center of the park from which four pathways radiate in an east-west and north-south direction. There are drinking fountains, benches, statues and an old cannon scattered around the walkways. There is also a gardener's house where garden and maintenance equipment are stored, and

where public rest rooms are located. Between the park and the school on the north is all active play area and full size swimming pool. A low hedge and fence separates the park from the recreation site except for two gates.

C. Security Elements: The park has old lights widely spaced around the walkways. There are two telephones and a police/fire call box on the sidewalk at the southeast corner of the park. The park is regularly patrolled by either the park police or elements of the regular police department.

IV Usage Observed

A. Users: The site is intensively used by a wide range of age/race/sex groups. Conspicuously absent were white women above 30 years of age especially in the evening. Principal day users are children and old people. Principal evening and night users are teenagers and older destitute men.

B. Activities: Usage of the park is essentially passive. Children play on the band stand, cannon and statues, however, rather than the relatively new but sterile play area 100 feet north. The intensive use of the park may be accounted for by the fact that it offers a mature green space in the midst of intense, old and rapidly blighting development. The park seems to function as the "back yard" for many of the people who use it.

V Public Perception of Park

A. Security: The park has developed an image of being known for a

high incidence of crime. Interviews with park users and non-users would suggest that the overriding majority are definitely concerned about their personal safety in the park. Many users indicated that thay would prefer to see more police in the park and commented that "there can never be enough policemen."

The restrooms, surrounded by high shrubs, were perceived as the area in the park most conducive to the occurrence of crime. Such comments as "never can tell when crime is likely to occur" and "satisfied as long as no one bothers me" suggest a high level of "uptightness" associated with their usage. Many of the users indicated that they tolerated this intense condition as long as they recognized "familiar faces" in the park.

B. Design and Facilities: Almost everyone "liked" the park's overall physical "atmosphere." The tall tress and visual relief from traffic and buildings were frequently mentioned. Most people, as well, expressed minor complaints over maintenance issues, principally glass on the walks and broken lights.

C. Usage: Usage of the park was observed to be a cautious undertaking by significant numbers of users. The majority of the complaints centered more around the type of park users (bums, winos) than on the quality of the park itself.

VI City Perception of Park

A. Security: The city maintains a separate detachment of police officers whose sole responsibility is to function as Park Police. This

unit cooperates well with regular police patrols of the area. Local park and police officials are concerned about the safety of their park users, especially as it pertains to this park. These officials have the park actively patrolled so as to discourage the occurrence of crime.

B. Usage: It is unclear, however, as to the recommendations these officials have in mind in their attempt to counter the park's negative social image and to return it to full usage. An effective plan, worked out for the development and management of the park, would have to be based on the diverse socio-economic groups being served.

VII Comment

The park serves people in a neighborhood with a significant shortage of public or private open space. Having once grandly served as the place for Sunday picnics and concerts for people from a wide area, the park now serves as the backyard for a declining but salvagable neighborhood.

A portion of the problem is just the park's age, its poor lighting and the run down condition of the bandstand. A portion of the problem is the image it has because of its use by derelicts. Mostly, however, the problem lies with the fear in the minds of the neighborhood population. A program to give the park a safe image would, we believe, have the effect of encouraging and stimulating the development of a neighborhood identity and an interest in the future of the park.

#

CASE STUDY #5
PARK CL-C-20

I Background

This city ranked second in size among the study cities with a 1970 population of 751,000. With 59 offenses per thousand population, it ranked 7th in Index crimes.

The 226 open space units provide a little more than 3,000 acres of recreation area, or about 4 acres for every thousand residents. The city has, perhaps, one of the most extensive swimming programs in any of the cities with 15 indoor pools and 30 permanent outdoor pools.

This city suffered the most severe cutback in its park and recreation budget of any study city. For the comparison period with the other cities, this city had per capita expenditures for parks and recreation of $11.27. In 1971 the budget was cut to a per capita level of $3.67.

II Surrounding Area

A. Socio-Economic Factors: The park is located in an older upper middle class neighborhood where the value of owner-occupied housing units is estimated to fall within the middle to lower cost bracket of the city. Of the total population, 50% are white.

B. Structural Composition: The area is essentially residential with normal neighborhood services.

C. Physical and Visual Quality: Area is old but generally well maintained.

III Physical Site Description

A. Size and Shape: Acquired in 1899, this plot has 113 acres.

B. Usage Design: This property has served a large area of the city with a range of recreation facilities. Rolling hills and a natural landscape provide the pastoral setting for several baseball fields, picnic areas, a skating rink and new swimming pool. Approximately 150 diseased or dead trees have not been removed and are conspicuous.

C. Security Elements: Lighting is grossly inadequate even with the recent addition of commercial-style luminaires. The old, unused park design light standards and lamps remain. Most have been vandalized or destroyed.

IV Usage Observed

A. Users: Use of all facilities is heaviest on Sunday afternoons with all age groups participating.

B. Activities: An active, supervised recreation program is provided with primary emphasis on sports. The skating rink was not made available during the summer of 1971 and was vandalized. The new pool was operated but also heavily vandalized. Congestion of vehicles on the inadequate roads and limited parking facilities is acute. Cars parked on the grass and other open spaces. The park physical plan is obsolete in terms of space allocation and provision for most wanted activities.

V Public Perception of Park

A. Security: This park has the most notoriety and blemished reputation in terms of public safety and personal risk of all the city's major parks and is generally perceived as unsafe.

B. Design and Facilities: Respondents uniformly comment on the excessive litter and inadequate maintenance. The visual appearance of the physical plant and improvements is poor in terms of their shabbiness, minimal opportunities, lack of maintenance. There has been local criticism of over emphasis on baseball diamonds and conventional playground facilities as compared with other needs.

C. Usage: Area residents complain of the changing uses of the park, based in part on neighborhood deterioration and changing racial use of park.

VI City Perception of Park

A. Security: Police view this park as troublesome in terms of vandalism and criminal incidence. The prevalent apprehension about crime and number of incidents in this specific park was the subject of an article in the July, 1970, issue of the local patrolmen's publication, Blue Line.

B. Usage: The Division of Parks of the Department of Public Properties recognizes the need for improved maintenance which is deferred for lack of funds. Because of the budget problems, the city has no plans for changes in programming or physical plant.

VII Comment

The physical park is obsolete in terms of serving a changing user population with a wider spectrum of services and facilities. The location is accessible and essential to meeting community needs. The terrain of the site is varied, interesting and affords opportunities for exploitation.

#

CASE STUDY #6
PARK DE-M-23

I Background

This city with 515,000 people ranks 10th in population among the study's cities and has the 3rd highest Index Crime rate with 74 offenses for every 1,000 residents in 1970. The city recently had per capita expenditures for parks and recreation of $17.22, fourth highest of the study cities, and, with 3,354 acres of open space has 6.5[illegible] acres per thousand population.

The city has a small park police force assigned almost exclusively to patrolling the city's mountain parks. Law enforcement on parks within the city limits is a part of the regular police department patrol.

The city has a substantial minority population of blacks and Mexican-Americans. In recent years there have been several civil disturbances including within the last three years a major riot in a Mexican-American neighborhood near the heart of the city. This case description is about the park where that riot began.

II Surrounding Area

A. Socio-Economic Factors: The area is economically depressed with a median family income estimated to be less than 75% of the city-wide median. The population is estimated to be 80% Mexican-American with the remaining 20% equally divided between whites and blacks. The value of owner-occupied housing in the area is estimated at less than $12,000 -- substantially below the city-wide median of $17,000. There is a large

public housing project just north of the park.

B. Structural Composition: The surrounding area is principally residential but the park is one block east of a heavy industrial, warehousing district. The area east of the park also includes neighborhood retail services. The area is broken up with perhaps 10% of the area in vacant lots and boarded up buildings.

C. Physical and Visual Quality: Poor.

III Physical Site Description

A. Size and Shape: The park is rectangular, running north and south and 15 acres in extent.

B. Usage Design: The park is divided on the long axis by a walk. The east portion for the full length of the site is in grass with several hundred mature trees and many shrubs. The west portion has ball diamonds at the north end (with an old and unused building), children's active play area and tennis courts in the mid-section and a full sized swimming pool, bathhouse, amphitheater and an old garage converted into a recreation center occupying the remainder.

C. Security Elements: The park has no formal security elements. There are four street type lights along the walk and lights on the outside of the buildings.

IV Usage Observed

A. Users: The park has very heavy, extensive use. About 200 people

made up of families, teenagers, groups of middle age men, children and young adults were on the park during the two periods of observation. Ethnically most were Mexican-American but Blacks and Whites were also using the park -- especially the pool.

B. Activities: The activities tended toward the passive with the exception of the pool. The tennis courts and ball fields were the least used areas of the park, while the grassy areas and the "recreation center" were crowded.

The recreation leaders on the park were local Mexican-Americans hired by the city. The activities they supervised included oil painting, clay modeling, and painting murals on the bathhouse and recreation center's exterior walls as well as dancing and bumper pool in the center. Most of the art work was ethnically based -- dealing with Aztec and Incan myths and heroes.

V Public Perception of Park

A. Security: The park is generally perceived by local people as safe for local people. Many of the attitudes expressed on "security" were based on an intense distrust of the police and a general distrust of all other "outsiders." Many of these attitudes are based on the park's history which included its use as "headquarters" for four "gangs" several years ago and the neighborhood/police confrontation.

B. Design and Facilities: The neighborhood attitudes toward the park are best described as "passionately possessive." There is a fair amount of unhappiness over the perceived (and actual) inadequacy of the recreation building and the lack of other amenities. A frequently

mentioned item was the desire for grills so people could cook dinner and for better maintenance.

There was a lot of pride expressed toward the murals. A local teenager initiated the idea and all the neighborhood children participated in painting them using paint and supplies furnished by the city.

C. Usage: Considered and used as integral part of neighborhood both for personal and neighborhood functions.

VI City Perception of Park

A. Security: In general, the city perceives the park as highly troublesome. They pointed to extremely high vandalism, drug consumption and crime rates in past years while acknowledging that since the park is being "run" by local people, vandalism and crime have dropped. (Marijuana is still used routinely on the park although the local leaders do not allow hard drugs or "sniffing.") City officials accurately assess their reception in the area as hostile when making visits to the park.

B. Usage: City officials recognized the intensity of the park's use but do not plan alternative action at this time.

VII Comment

Within a narrow context, we have to classify this park as highly successful. It is representative of the generally accepted "ideal" for central city neighborhood parks in actual function today, even though the closed ethnic structure of the area excludes the potential use of the park by people outside the neighborhood. Physically the park is in serious need

of redesign and rehabilitation to make it more responsive to the present use demands. It needs additional lighting, a larger recreation center, picnic facilities, and more area devoted to "passive" uses.

CASE STUDY #7
PARK EP-N-27

I Background

This city of 322,000 ranked 14th in size among the cities in this study. It also had the lowest Index Crime rate among the study cities with only 29 crimes per thousand population in 1970.

The city ranked 14th in per capita expenditures for police services ($9.51), 16th in expenditures for parks and recreation ($4.28) and, with 2.93 acres per thousand population, 15th in public open space.

Most of the parks in this city are relatively new, with 505 of its total 943 acres having been acquired since 1962. The city presently has slightly over 23,000 acres under consideration for acquisition, most of it in a single "wilderness" park.

II Surrounding Area

A. Socio-Economic Factors: This case study area is lower middle class Mexican-American with an estimated median family income of less than $7,000. Twenty-eight percent of the population of the service area (3,032) is school age children and 38% is in the labor force.

B. Structural Composition: The area is residential -- approximately 40% single family residences and 25% apartments. The remainder of local development is schools, local services and about 10% in undeveloped, privately owned open space. The population density of the area is 3,000 per square mile with an average family size of four persons.

C. Physical and Visual Quality: Area housing is new to ten years old in good to excellent condition.

III Physical Site Description

A. Size and Shape: The park is 12.20 acres and triangular with the main site access along the longest leg.

B. Usage Design: This is principally a passive park with 80% of its area landscaped with no defined use. Other facilities include a multipurpose court (2 tennis/2basket ball); recreation building, children's play equipment with wading pool; 2 picnic units and miscellaneous park benches.

C. Security Elements: There are six lights over the multipurpose court which operate on a timer. There is no night supervision and there are no phones nearby.

IV Usage Observed

A. Users: This site is used almost exclusively by children in day time and by older children, teenagers and young adults at night.

B. Activities: Observed two teenage boys "sniffing" paint at 2:30 in the afternoon. Younger children (approximately 10) pointed boys out and collected other paint cans and sock used in "sniffing." They say the park is the location of "considerable" drug consumption, teenage drinking and paint/glue sniffing. There is apparently very little other use of the site except during periods when the recreation center is being operated. The wading pool was not operated at all and was to be filled in.

V Public Perception of Park

A. Security: The adults interviewed (through an interpreter) considered the park unsafe at night due to the prevalence of drugs and drinking. No one had been or knew of anyone victimized on the park but felt it dangerous nonetheless.

B. Design and Facilities: Recreation building appropriate but the children's play pool was littered with glass.

C. Usage: Children were afraid to use the park in late afternoon and evening because of "big kids." Mothers unhappy about the substantial amounts of broken glass (resulting from "night" usage) in play areas and grass. All wanted to use wading pool which was not functioning.

VI City Perception of Park

A. Security: Park officials present during interviews expressed surprise at resident observations on park usage and other occurrences. This area was considered less troublesome than others in southern part of the city. In response to the suggestion that the police be called to deal with the youngsters sniffing paint, the Park officials replied that "...they (the Police) won't come. And even if they did, what could they do about the boys? Arrest them?" The boys themselves, when asked why they sniffed paint, answered, "Just because."

VII Comment

A. This is fundamentally a necessary park and well located but not

relevant in terms of function or design.

B. It is used and generally perceived as the location of substantial negative behavior not known by the city.

C. Observable negative physical and visual effects reduce the quality and use of the park.

#

CASE STUDY #8
PARK HA-C-32

I Background

This city ranked 2nd in open space with 13.4 acres per thousand population. The city has 2,117 acres of parks in 46 locations. In 1970 it ranked 9th in Index Crime with 59 Index offenses per thousand population. The 1971 $2.3 million operating budget is approximately 12% less than 1970.

Parks tend to be either very large in size or very small with few middle-size spaces.

City councilmen and others are concerned about reputed crime in parks. They are considering introduction of a separate park police force although the park administration favors use of park "rangers."

City recently lighted five playgrounds for nighttime recreation such as basketball in order to generate more socially productive utilization of parks and to reduce vandalism and hostility.

Also, a new program was introduced in the summer of 1971 to the City's 2,119 acres of parks, 42 playgrounds, 15 swimming pools, lake, zoo, golf courses, 5 recreation centers. 300 youngsters were employed by the city under Model Cities and other work programs to service instant play lots, mobile program vehicles, musical happenings, arts in recreation, as well as sports activities.

The parks leadership and small staff are innovative in programming.

II Surrounding Area

A. Socio-Economic Factors: The park is centered in an old largely Italian, predominately high income neighborhood which is slowing declining.

B. Structural Composition of Area: About one-third of the park area is legally in an adjoining town to the south. A nearby Catholic high school without playground uses city park land for football and other sports to which some residents object. The residential area of light density contains large single family homes.

C. Physical and Visual Quality of Area: The park neighborhood is outlying in this compact city with good visual qualities and low surrounding densities. The rolling, scenic quality of the park with lake and 27 acre golf course dominates the area.

III Physical Site Description

A. Size and Shape: The irregular contour of the park encloses 237 acres. It is the largest of the 64 parks studied.

B. Usage Design: This very complete facility offers golf, a children's fishing pond, tennis courts, a large swimming pool, playground equipment and recreation buildings. The park's design relates to conventional appearance and facilities to meet typical passive and recreational needs.

C. Security Elements: Minimal. Certain areas were provided illumination in 1970.

IV Usage Observed

A. Users: The park is utilized by all age groups with older male golfers predominately visible. Young male blacks and white girls use swimming pool as interracial meeting place.

V Public Perceptions of Park

A. Security: People perceive the park as underpatrolled and too dark at night. Whites are "concerned about blacks taking over." Many respondents speak of kids drinking beer in the bushes and wooded areas. Area resident mothers apprehensive about daughters using park by day and have asked for constant police patrol from 8:30 am on. No area residents say they use park by night. One young adult white male said "park people could rap with people instead of just handing out balls. They don't associate with people. Work with tots instead of teens."

B. Design and Facilities: Respondents did not express major needs or changes. There were very few complaints other than presence of glass in pond.

VI City Perception of Park

A. Security: Parks officials aware of user and neighborhood attitudes. Would like to develop cadre of young employees who could be visible, be actively helpful to users, help control or prevent minor incidents, promote goodwill and confidence.

B. Usage: The Director of Parks and Recreation of this city strongly believes the physicla facilties are obsolete in terms of responding to changed neighborhoods, different needs of various ethnic and age groups.

CASE STUDY #8
PARK HA-C-32

"Parks must assume a new relationship with the people they serve."

VII Comment

This park typifies others there with a negative image derived from changing uses and neighborhood stability. Two major problems are associated with teenage mobility: territoriality and increasing use of automobiles (parks not designed to accommodate vehicular traffic).

#

CASE STUDY #9
PARK JA-N-34

I Background

This city ranked thirteenth in Index Crimes among the cities studied, with forty-eight offenses per thousand population.

Since consolidation in 1968 with most of Duval County, the city contains 766 square miles, much of which may be considered undeveloped and suburban. Contained within the city are about 1,253 acres of park and recreation open space or about 2.37 acres per thousand population. The per capita expenditure for parks and recreation was $5.70 and ranked 15th among the study cities. The city's most severe shortage of park lands is in the older areas of the community. A significant number of outlying raw tracts were gifts from developers and others and are considered to be "junk" parcels. Many small recreation facilities are school playgrounds leased by the Department of Recreation and Public Affairs from the School Board at one dollar per year.

There is no curfew on park lands. There are no special park police or patrol tactics.

II Surrounding Area

A. Socio-Economic Factors: The park borders a high density, low income, deteriorated public housing project - Blodgett Homes. The black population of approximately 3,500 includes some third generation

children raised in the project. Surrounding density may appear low compared to other sections of the country but is highest in the city with 14 dwelling units per acre.

B. Structural Composition: The park is in the city's urban core where most dwellings are old and many blighted. The city has planned major urban renewal of the area around the park including renovation of the housing project. Presently, the project contains stuccoed buildings arranged in clusters like garden apartments. The open courts between bays are equipped with conventional tot lot facilities.

C. Physical and Visual Quality: Maintenance of grounds and buildings in housing project is adequate but obsolescense of design and facilities is evident. Nearby private residences are also old but well maintained.

III Physical Site Description

A. Size and Shape: The flat rectangular playground consists of 5.4 acres.

B. Usage Design: Lighted basketball courts, softball diamond, tot lot with playground equipment, two tennis courts with steel nets and a swimming pool with bathhouse and restrooms are arranged in conventional fashion. There is no formal circulation pattern and access is from all directions without fences.

C. Security Elements: None.

IV Usage Observed

A. Users: The facility's principal users are children, young adult and teenage males.

B. Activities: The playground is very active during the day, especially the basketball courts. Teenage parties are sometimes held at night.

V Public Perception of Park

A. Security: The park is perceived by the general neighborhood residents as unsafe at night. Rape is reputed to occur near the swimming pool bathhouse which is unlighted. Several respondents state "shooting up" of dope occurs day and night.

B. Design and Facilities: The playground is perceived as old but well maintained. Most area residents want fencing installed to protect very young children from cars driven at excessive speed on surrounding residential streets.

C. Usage: Many local residents feel park is not working well and are reluctant to use facilities because of inadequate supervision and control of teenagers or loud obscene language. Lights are frequently turned on by teenage males in order to enjoy basketball at night.

VI City Perception of Park

A. Security: Swimming pool supervisor is occasionally threatened by gang members displaying knives. Pool is then closed briefly. Police are aware of drug activity.

B. Usage: The playground must be considered a needed asset to the community. Greater utilization by other age groups and females could be secured with additional space, more modern facilities, more lighting and security.

VII Comment

This playground illustrates the frequent phenomenon of an obsolete facility actively used because of lack of alternatives. It is unknown how many additional users would participate if the perceived threat of violent crime was removed.

#

CASE STUDY #10
PARK KC-N-39

I Background

The park system in this city had its beginnings as early as the 1850's. The first parks were acquired in 1882 and by 1909 the city had acquired twenty separate units including a single tract of 1,300 acres.

The open space and boulevard network in this city is based on a plan adopted in 1895 and which still is being used as the open space acquisition guide. Today, the city has almost 13 acres of open space for every 1,000 residents, nearly 6,500 acres, ranking third among the cities of this study.

The city has a small, three-man park police force and is attempting to enlarge it.

Parks and recreation in this city are financed by special assessments in "Park Districts." Administration is under a board of commissioners appointed by the Mayor.

The city's crime rate, compared with the other sixteen cities in this study, is moderate -- ranking tenth.

II Surrounding Area

A. Socio-Economic Factors: This neighborhood park is located near the center of the city. The immediate area is a World War II housing development, renter occupied, of economically depressed white families.

Figures were not available but the median income of the area is estimated by the city to be at or below 50% of the median family income of the city.

Thirty-eight percent of the service area's population numbers children under age 18 with 21.6% being between 5 and 13. Sixty percent of the adult population over age 25 are women. The area has a significant juvenile delinquency problem.

B. Structural Composition: The immediate area is principally residential. On the south and east, there are many bars, restaurants, and retail stores. To the north is an industrial/warehouse area.

C. Physical and Visual Quality: Generally poor, with pockets of rehabilitated houses to the south.

III Physical Site Description

A. Size and Shape: The park is rectangular and about 4 acres in extent.

B. Usage Design: The park was acquired and the recreation center built in 1909. The southern two/thirds of the park is devoted to the recreation building and a soft ball field. The recreation center divides the park, with the northern third divided into a passive sitting area of old trees and on the west a children's play area with two wading pools. There is also a new multipurpose court to the east of the building.

C. Security Elements: There are no built-in security elements except for the substantial fortification of the recreation center building with steel window screens and multiple locks on the doors. There are few outside lights except for street lights on the perimeter.

The area is regularly patrolled, however, by two police officers specially assigned to the neighborhood.

IV Usage Observed

A. Users: The park is almost exclusively used by children and teenagers. Heaviest usage by teens is at the recreation center when it is open and by children at the wading pool.

B. Activities: Observed usage of the available facilities and the attitudes expressed by local residents suggest the park is not adequately serving the neighborhood. Young people in the area want the recreation center left open late at night (closes at 5:00 pm in summer and 9:00 pm in winter) so they can dance. A large group of teens were found standing around on a street corner next to the park with, in their words "...nothin' to do." Smaller children (8-13) used the west perimeter -- overgrown with bushes and trees -- to play hide and seek and other games, rather than the fenced in "creative play area" 60 feet away.

V Public Perception of Park

A. Security: The attitudes of local people on security, as on usage below, is best described as apathetic. Most people pointed out that kids drink, smoke pot and "...stay out til two in the mornin' anyway so... why worry about the park? They're all over the streets."

B. Design and Facilities: In general the people felt the park was not the best but were unable to define what they needed.

C. Usage: The teenagers themselves were apathetic about usage of the park. Most expressed the wish the "rec center" was open later but when asked what they would do there they "...didn't know." As it stands, they don't use the park presently in any significant way.

VI City Perception of Park

A. Security: The city recognizes the whole area as a "high crime" environment. It is pointed out that vandalism and other juvenile crime both on the park and elsewhere in the area are already substantial.

B. Usage: Responding city officials do not have precise measurements or notions on the site's usage. The local foot patrolmen, however, indicated the park was avoided by the young people in favor of "...their street corner." These officers had specific recommendations to make with regard to supervision, operation of the recreation center and their own role in providing security.

VII Comment

The management and equipment of this park, like many encountered in this study, are non-responsive and inadequate. The site itself, while adequate in extent, was designed for the assumed recreational needs of a different cultural population in a different time.

The recreation center, although it looks forbidding, has a substantial amount of room in it and is in excellent condition. It is inadequately staffed and programmed, however, given the leisure time needs of that blighted neighborhood environment.

CASE STUDY #11
PARK MI-C-44

I Background

This city ranks number one among the study cities in expenditures for parks and recreation with a per capita expenditure rate of $23.28 for a total budget of more than $10 million.

With nearly 5,000 acres of parks and recreation land, the city ranks 5th of the studied parks in open space per thousand population (10.35). In other areas, it ranks fairly low: 11th in Index Crime (11 per thousand population); 12th in per capita expenditures for police services ($14.75 per capita) and 13th in size, with 434,000 people in 1970.

The community in which this case study site is located very nearly matches the statistical profile of the city in population, housing, income, age distribution and socio-economic areas.

Parks and recreation in this city are operated by an independently elected commission.

II Surrounding Area

A. Socio-Economic Factors: The park is located in a community where the value of owner-occupied housing units fall within the $10,000 - 19,000 bracket and serves a population estimated at around 50,000 people. Of the total population, 89% are white. The community contains the highest number of renter-occupied units in the area -- 23% of the city's total

population -- and the fourth highest concentration of single people. The median family income for the surround community is approximately $6,000 with the majority of the labor force employed in the clerical and sales areas.

B. Structural Composition: The park lies close to the urban center and has characteristics associated with such an inner location: great number of multiple housing units, high number of renter occupied units, and a high proportion of scattered neighborhood stores and services.

C. Physical and Visual Quality: The service area of the park includes substantially blighted and deteriorated areas with pockets of rehabilitated housing and shopping areas.

III Physical Site Description

A. Size and Shape: The park is a 64-acre rectangle.

B. Usage Design: The park was acquired and developed around 1890 within the design elements typical to that era. The park gets its name from the powderhorn shaped lake which serves as the park's focal center. Along with the scenic features: lake, a rolling topography and a "natural" environment, the park contains four toilets, one basketball diamond, ten tennis courts, two drinking fountains and one band stand.

C. Security Elements: The principal security factors on this park are its extensive use and patrol by the park police.

IV Usage Observed

A. Users: The park draws users from all age/sex/race categories both

singly and in groups. No single group or population category appears to dominate the park.

B. Activities: A limited but year around program of recreational and leisure activities are provided. Arts and crafts, music, individual sports, social activities are open to boys and girls of all ages under the leadership of the parks recreation director and her staff. Senior citizens are encouraged to participate in many of the programs offered to the younger children (i.e. playing chess and checkers). However, adult social, cultural, and athletic activities appear to be almost nonexistent. The park is sporadically used for community picnics and group get-togethers, for solitary walks, jogging, sitting, and in the winter, ice skating on the lake.

V Public Perception of Park

A. Security: The principal expressions of concern related to the conflict of ages -- older people using the park being put-off by the uninhibited behavior of the younger park users. No other single pattern of specific concern was identified.

B. Design and Facilities: The perceived needs of the park users appear to revolve around providing more tot-lots and children's play areas, generally refurbishing the park, preserving its essential beauty and providing a wading pool, more lights, parking areas, a gymnasium and a full sized swimming pool. The pollution of the lake was seen as another pressing problem.

C. Usage: There is a general consensus that the park, like many developed

during the early part of this century, is obsolete. A local citizens group has joined with the city in the development of a new play area for equipment, facilities and programs more relevant to the present user needs of the service population.

VI City Perception of Park

A. Security: City officials generally believe the fear of crime to be exaggerated and not justified. They perceive their biggest security problem to be vandalism prevention and continued support of the positive public relations image associated with having a park policeman nearby.

B. Usage: The city recognizes the usage problems associated with this site and, as mentioned, have joined with a citizen group to revamp the park. A two-year rehabilitation program was approved by the City Council in March 1971. Phase I involves the physical redesign of portions of the park and limited program changes. Phase II will involve completion of the construction and implementation of the full operational program.

VII Comment

This park is interesting in that it is a rare example of combined city/citizen effort to remake a community park based on careful analysis of user needs, and has implications for similarly planned efforts elsewhere.

#

CASE STUDY # 12
PARK NO-C-48

I Background

This city, with just over 593,000 people, ranks 6th in size among the sixteen study cities. It also ranks 6th in Index Crime with 60 offenses per 1,000 population in 1970.

With approximately 3,000 acres of public space, this city ranks 11th in acres per thousand population (4.89). The city's rank for per capita expenditures for police service and parks and recreation is 10th and 11th respectively.

The responsibility for providing parks and recreation services in this city is divided among six city agencies, boards and commissions. Because of the complexity of coordinating this public service between these bodies, the city planning department has an unusually detailed association with parks and recreation.

Although there is no park police agency, a special section of the police department provides security patrols for park and recreation locations on a semi-voluntary basis. This case study site, at the time of our observations, was making substantial use of this patrol.

II Surrounding Area

A. Socio-Economic Factors: The area in which this site is located is an upper middle to upper class white community. The city estimates the median fmaily income of this area to be well above the city median.

The population density is very low in comparison with the whole city.

B. Structural Composition: This study site is the only beach selected for analysis. It is part of a long parkway bordering a very large inland lake north of the city. The area below the parkway is strictly residential with homes representative of the upper cost bracket for the city.

C. Physical and Visual Quality: This area of homes with spacious grounds is one of the most beautiful areas in the city.

III Physical Site Description

A. Size and Shape: The park is crescent shaped, following the contour of the lake front and about 15 acres in extent.

B. Usage Design: The park is designed around the beach. At the east end of the site is a bathhouse containing rest-rooms and a clothes changing facility. The beach itself is actually a stepped concrete levy about six feet high. At low tide there is a small area of sand at the bottom. The entire area back from the edge of the levy is in grass and trees. There is also a children's apparatus area, picnic tables and a first aid station.

C. Security Elements: This park is the most "secure" park we encountered in the 15 cities of the study. The entire beach and waterfront area is bathed in illumination from multiple area lights. A 10 foot bank runs the length of the beach between it and the parking

lots and parkway. The top of that bank is a five feet wide foot path. Concrete stairs allow access from the parking lot to the beach area in two places.

At the times of our observations the site never had fewer than 12 police officers and a substantial amount of supporting equipment. This included two horses with a trailer, two motorcycles, two squad cars and a paddy wagon.

A detailed foot patrol schedule was maintained with no fewer than six men in three pairs always distributed over the park. One pair of patrolmen was assigned the separation bank and the men were rotated on it hourly during the day. The senior police officer was a black Sergeant. The park is patrolled after closing by four men in two teams.

IV Usage Observed

A. Users: During the three separate observations of this site the average on-site population was estimated to be between 400 and 600. About 90% of the users were white. Blacks using the beach tended to come in families or groups. There were a large number of "singles" among the white using population.

B. Activities: The park was used almost exclusively for swimming and picnicing.

V Public Perception of Park

A. Security: The users of this beach were very aware of the presence of the police. Except for some of the young people, most respondents were happy they were there. In general the biggest concern expressed by whites was the usage of the beach by blacks. The area had been the scene of several significant civil disturbances in both 1969 and 1970 all with racial overtones.

B. Design and Facilities: Everyone interviewed reacted positively to the well maintained area. The one universal complaint was over pollution of the lake and the presence of glass in the swimming area.

C. Usage: With respect to usage, the single most salient observation of the various white age/sex groups was concern over mixed racial use expressed in great variation.

VI City Perception of Park

A. Security: The most cogent statement of the city's recognition of the park as potentially troublesome was the presence of 12 policemen patrolling this 15 acre area. Although essentially conservative, the city's concern was demonstrably with keeping the peace in a socially-constructive way. This was attested to by the even-handed patrol tactics and the presence of the black sergeant in charge of the white patrol.

B. Usage: Apart from concern over the glass and pollution in the swimming area, city officials appeared content with the existing usage pattern and facilities. The actual presence of black users seems to

attest to the success of their policy and program for integration of these facilities.

Thoughout the course of our talks with officials in the 16 cities of this study, there has been an almost unanimous wish for more and better police patrol of city parks -- especially the troublesome ones. This city implemented such a program at this site by making the patrol of it a voluntary, paid overtime assignment. All local people agree that the tactic is successful in reducing anti-social behavior and crime.

#

CASE STUDY #13
PARK PH-C-52

I Background

This city, seventh in size among the study cities, ranks first in open space per thousand and population. The city has over 18,000 acres in park and recreation land, approximately 14,000 of which is a large mountain park in the southern part of the city.

The city, spread over 187 square miles has one of the lowest population densities of the study cities with only 4.9 people per gross acre.

Parks and reacreation in this city are administered by a fully professional staff. Planning and policy guidance are provided by a five member board. Funding is by bond issue and regular city taxes.

The parks department does not have a park police force. On-site security is provided by a small staff of night watchmen but principally by the city police department. The Selective Enforcement Unit of the city police department reacts to special situations in the parks -- principally after-hours gatherings in the parks and drug consumption -- and regular uniformed officers patrol the parks on their beat.

II Surrounding Area

A. Socio-Economic Factors: The area of this community park has an essentially homogeneous white, middle class population. The income of the area is in the median range of the city -- $5,000 - 10,000MFI. Average family size is 3.1 to 3.6 persons and relatively young with a

median age between 20 and 24. Thirty-seven percent of the area's population of 14,025 is under 15 years of age. Pre-school, elementary and high school age groups combined account for 45.2% of the total population.

B. Structural Composition: Area is essentially residential with large tracts of surrounding open land partially in agricultural use. The population density for the area is in the high range for the city (just under 4,000 people per mile) and rapidly climbing. Between 1965 and 1970 the population of the area increased 46% and is expected to increase 134% by 1990. The immediate area of the park includes: on the east perimeter, a water treatment plant; on the south, open land, a school and residential areas; on the north, open land, separated from the park by an irrigation canal; on the west, a new housing development. The park is bordered on the south and west by heavily travelled arterials. The southwest corner of the otherwise rectangular shaped park is the site of a small shopping/service area with parking comprisal of about 10 stores and a gas station. The stores include a pizza carryout with substantial business traffic.

C. Physical Visual Quality: The area is essentially open with relatively well maintained scattered homes.

III Physical Site Description

A. Size and Shape: The park has 28.57 acres and is rectangular, running north and south. The northern edge slants southeast along line

of a canal and the southwest corner of the site has the small shopping area described above.

B. Usage Design: The site is designed for full range of outdoor recreation uses including boating and horseback riding. The latter are proposed activities not yet available. The northern third of the site has three lagoons joined by foot bridges. Adjacent are rest rooms and a boat house (not used). The middle third of the park is dividied into western half passive children's recreation including sheltered picnic areas and (eastern) softball, volleyball and other active sports areas. The southern third is devoted to a community swimming pool, bathhouse and associated parking. There is also onto-to-site auto access in NW corner with parking for approximately 50 cars.

C. Security Elements: Security elements of park include pathway lighting throughout the park; ball field lights on fields on eastern half of park (intermittent operation); high level of lighting surrounding pool and associated parking on southern third of site (parking, continuous; pool lights, timed); access to commercial establishments, telephones in pool building and at service stations at intersection on southwest corner.

IV Usage Observed

A. Users: Heaviest daytime usage observed was by children and families in pool area. Other daytime usage limited except that

approximately 20 young people in scattered groups sitting in grass around lagoon area at 10:00 pm and again at 4:30 pm. At night there were approximately 150 young people scattered around the lagoon area, boathouse and picnic area in center of the park at 8:30 pm and a slightly smaller group at 12:30 am.

Principal users appear to be family groups (mothers and children) picnicing and at pool and young people (teens-young adults) lounging in the grass around the lagoon.

B. Activities: Principal use of site appears to be passive. Baseball fields receive minor usage by groups.

V Public Perception of Park

A. Security: Perceptions fell into two groups: adults and young people. Adults: not concerned with safety per se but with "...the free love atmosphere around the lagoons." Behavior of young people generally biggest issue. Young People: Mixed reaction - several young people (10-19) expressed concern over drug use and trafficking on park. On the other hand, several others expressed unhappiness with "hassling" by the cops.

B. Design and Facilities: The park is new (3 years old) and most people found it satisfactory. A few minor comments concerned maintenance or vandalized walkway lights.

C. Usage: There is a commonality of attitude expressed by age groups: "...we use our section (the pool) and they use theirs."

CONTINUED

2 OF 3

VI City Perception of Park

A. Security: The parks and recreation and police officials' chief concern is over the use of the city's parks for drug sales and consumption. Apart from drugs and vandalism, the officials felt there was little crime in their parks. To counter the drug traffic, the police department's selective enforcement unit regularly infiltrated and harassed with irregular raids, the large groups of teens and young adults typically found in the parks at night.

B. Usage: In general the city is satisfied with the usage and adequacy of the parks. This particular park, because it is only three years old has not, in their opinion, yet become a part of the community. Programs planned for next year and additional supervision is expected to solve some of the worst behavioral problems.

VII Comment

This park is located and serves an extremely mobile, generally middle class population. The park's planning and design is typical of the neighborhood and community parks throughout the city. Similarly, usage of the park appears to be normal for the city -- with most intense usage occurring in late afternoon and evening.

The park, by virtue of its relative, but temporary, isolation from close residential observation offers good opportunity for nighttime secluded activities. The park's gently rolling terrain, especially near the lagoons at the north end, makes night observation very difficult. The problem has been compounded by the vandalization of the lights.

#

CASE STUDY #14
PARK SL-N-56

I Background

Among the 16 cities of the study, this city ranked first in per capita expenditures for police services ($39.59) and it had the second highest Index Crime rate in 1970 with 74 offenses per thousand population.

The city's park system is old with many fine examples of WPA stone work. The city has about 2,700 acres of park space spread over 83 sites.

The city has a substantial park police department and during the course of this study added mounted police to the force for use primarily in the city's largest park.

II Surrounding Area

A. Socio-Economic Factors: The area surrounding this case study site is a blighted, low income white area. The service population of approximately 6,600 people has a very high percentage of children and a median family income level estimated to be less than 30% of the city wide median.

B. Structural Composition: The area is mixed residential (estimated at 75% rental) with bars, pawn shops, hamburger shops, and to the south commercial. There are substantial numbers of houses below code standards.

C. Physical and Visual Quality: The city describes the area as "in transition." Structures are run down and the visual impact is one of

shabbiness and poverty.

III Physical Site Description

Size and Shape: The park is a square city block about 11 acres in extent.

B. Usage Design: The park has an interesting topography falling about 15 feet from east to west. It contains a small "lake" on the west which the city stocks; an older recreation/storage building on a knoll in the park's eastern cent Adjacent to the building is play apparatus, a drinking fountain and a decorative fountain/play pool made from an old circular metal watering trough. The remainder of the park, which is criss-crossed by walks has about 150 trees providing shade over substantial grassy areas. The southwest corner of the site also contains an old public building now closed and a two-truck fire house.

C. Security Elements: Lighting on the park is by scattered street lights. The fire station, manned 24 hours, also provides an element of security.

IV Usage Observed

A. Users: The park appears to be used to a minor extent by all age/sex groups but children and old people presently benefit most. The small recreation building is used almost exclusively by male retirees who play cards on picnic talbes set up inside.

B. Activities: Activities on the site are strictly passive including fishing, card playing, and just sitting. A recreation program for children was scheduled for the summer months.

V Public Perception of Park

A. Security: The public view toward security on the park is cautious indifference. Juvenile drinking seemed to be the biggest concern but no one interviewed particularly avoided the park because of it. No one seemed to view the park as particularly unsafe.

B. Design and Facilities: The people interviewed gave vague and indifferent replies to what they liked and didn't like about the park. Two principal comments were that the recreation building ought to be used by "...everybody, not just the old men," and that the lake ought to be cleared out because of the glass in it.

C. Usage: The principal concern was over children wading and swimming in the lagoon. Apparently some had received severe cuts from glass.

VI City Perception of Park

A. Security: Local police officers considered the park safer than the surrounding streets, pointing out the extremely high local robbery rate but that they could't remember a robbery on the park.

B. Usage: Officials recognized the relatively low usage of the park but indicated budget problems prevented any concerted program

development. It was not clear what programs would be instituted if budget was not a problem.

VII Comment

The condition of this park -- its physical decline, low level of organized programs and indifferent impact on the neighborhood -- is very typical of many of the parks encountered in the course of this study. It is a natural resource, scenic by turn of the century standards, but offering little contribution to present community leisure-time needs.

#

CASE STUDY #15
PARK SF-N-58

I Background

This city ranked third among the study cities in size with 716,000 people. In 1970 it ranked first in Index Crime among the cities, with 80 offenses per thousand population.

The city has about 3,600 acres of park and recreation open space for about 5 acres per thousand population. The city ranked second in per capita parks and recreation expenditures with $22.48 per capita.

Officials in this city are very concerned over the question of public safety in parks. They pointed to significant amount of arson of park buildings in recent years. The city has a park police agency used almost exclusively in the city's largest park. The manager of the Recreation and Park Department has been personally involved in research and development of programs related to security.

At the city's request, an analysis was made of the reported crime occurring on the four parks selected for this study. The site described in this case summary had 11 Index Crimes in 1970. The eleven occurrences on the park represented 2.2% of all the Index Crimes committed outdoors in the park's service area during 1970.

II Surrounding Area

A. Socio-Economic Factors: The park is centered in a predominately low income area with a mixed population of whites, blacks. The dense

population of about 16,000 people is about equally divided between renters and home owners. Despite the generally low income nature of the neighborhood, there exists a degree of diversity in the occupational and economic make up of the residents. A number of them include longtime well-to-do citizens who moved in to the neighborhood at a time when it was considered to be one of the most desirable residential areas in the city.

B. Structural Composition: The park is surrounded by apartments and old victorian townhouses along with a French bilingual school and a Catholic Girls' High School. To the north lies an area of intensive urban redevelopment in the form of new apartments and multi-family living units.

C. Physical and Visual Quality: The neighborhood is recognizably old. It has not, however, deteriorated to the extent commonly associated with core-city neighborhoods of similar age. There are signs of renewal of the area; a number of the townhouses and larger single houses have been acquired and restored by middle and upper class professionals in recent years.

III Physical Site Description

A. Size and Shape: The park is a "square" about 13 acres in extent.

B. Usage Design: The park's design dates back to the City Beautiful era. It has a sloping topography and a splendid and famous

view of the city's skyline. The only recreation facilities are a small childrens' play apparatus area and two tennis courts. There is a rest room facility (locked up), about 100 mature trees, criss-crossing paved walks but no significant lighting. In the center of the park there is a picnic area, approximately 30 feet in diameter, almost completely enclosed with a dense, opaque circle of evergreen trees and containing five or six picnic tables.

C. Security Elements: None

IV OBSERVED USAGE

A. Users: The park's principal users are teenage males, and older people and children of both sexes.

B. Activities: The use of the park is essentially passive. Older people come to sit and people walk their dogs there. There is a very limited organized program of recreation activities for the neighborhood children which reflects the passive nature of the square. Though there are tennis courts on the park grounds, they appear to be unused. The park is reputed to be a gathering place for gangs and for selling drugs.

V Public Perception of Park

A. Security: The park is generally perceived as unsafe. The enclosed picnic area, the poor lighting, and lack of supervision contribute to local residents belief that the park is a drug traffic center.

CASE STUDY #15
PARK SF-N-58

B. Design and Facilities: The park is perceived basically as an attractive asset to the community. Several years ago the residents of the area acted to defeat a Parks and Recreation plan to rebuild the park into an "actual" recreation site. They generally prefer the more passive atmosphere of trees and grass. They apparently feel that more could be done to update the park and still preserve its "park" atmosphere. Most suggestions had to do with better maintenance of facility and substantially more in the way of programming and supervision.

C. Usage: At present, local residents expressed reluctance to use the park because of the perceived "undesirable elements" who use it, annoying and threatening others. They would like to see the park managed so that the recreation needs of the neighborhood children are met while preserving the atmosphere preferred by older park users.

VI City Perception of Park

A. Security: Both the parks and recreation department and the police department have been advised of the neighborhood feelings about the park's security. A representative of the park department was meeting with local leaders to work toward a solution of both the security and usage problems of the park.

B. Usage: The parks department, as noted above, had earlier attempted to restructure the park for recreation uses, a move resisted by the neighborhood. The department is obviously aware of the park's

service shortcomings but is moving more cautiously in attempting to bring change.

VII Comment

This park is representative of a phenomenon found, with varying degrees of severity, in many study cities.

The situation that usually obtains involves the city proposing to change the character of an existing park. This may take the form of addition of new recreation facilities or the complete conceptual rebuild of the park. The neighborhood characteristics are such as to require and justify the capital investment in the changed or added service facilities. Frequently the neighborhoods are above the poverty socio-economic level. Notwithstanding the residents object to and resist change.

The community people frequently state they prefer the park as is. Can it be they are not satisfied with previous efforts and regard modernization as more threat than promise of benefits to come? Or is it the desire to retain an existing level of "atmosphere" and provided facilities?

Whatever the rationale, the problem posed is how best to expand the utility of the park and delivery of needed services in a manner acceptable to the consumer.

#

CASE STUDY #16
PARK SE-N-63

I Background

Public safety in parks has been an issue of concern to the city government for several years. A result of that concern was the completion in 1970 of the first comprehensive analysis of the occurrence of crime in any city's parks. The study, prepared by city personnel, involved the analysis of the number of occurrences of FBI Index Crimes and selected other offenses, over a three year period in 32 of the city's 142 open space units.

The park selected for individual description here was one of the 32 parks in the city's study and is one of 20 parks in this national study on which crime occurrence data was collected. In 1970 two Index Crimes were committed at this location out of 472 that were committed in the census tract.

Additionally, the city has a history of support of park and open spaces. Recently a major bond issue was passed by the electorate and substantial park design and construction is in process. Many units will be installed in the Model Cities' area.

II Surrounding Area

A. Socio-Economic Factors: The park is in a low income mixed ethnic and racial area within a mile of the city center. The total estimated population serviced by the park is 2,880. A high percentage of the lower

and middle income Oriental population of the city live in the park's service area.

B. Structural Composition: The park is surrounded by Oriental religious and cultural buildings and is located only three blocks from scattered commercial and light industrial areas. The area remains principally residential, however, with a 1970 population density of 15 people per acre, just under the average city density of 17 people per acre.

C. Physical and Visual Quality: The neighborhood is mixed in physical-visual terms. Significant portion of homes are over ten years old but many are well maintained. Area is suffering encroachment from non-residential functions with a corresponding decrease in visual quality.

III Physical Site Description

A. Size and Shape: The site is rectangular, three acres in extent and is interestingly landscaped into three terraces.

B. Usage Design: The upper terrace contains a gymnasium, old recreation center, and basketball courts. The middle level is devoted to children's play equipment, wading pool, and bench area for picnics. The lower level serves as a Little League playfield. The terraces are modestly separated by trees and shrubs and are connected by stairs. Access to the site is from 360°.

C. Security Elements: Lighting is inadequate street style. There is no public telephone on the site.

IV Usage Observed

A. Users: Users are of mixed age and racial groups with significant numbers of family groups.

B. Activities: Usage is both passive and active with all three levels of the park receiving a high degree of usage. Early morning and afternoon use is mainly centered around the recreation center with its arts and crafts, dancing, and other activities that the center offers. Late afternoon, the wading pool appeared to be the heaviest drawing facility on the park grounds. The park in the evening is the scene of many families cooking their dinners on the barbecue spits management provides.

V Public Perception of Park

A. Security: Consensus of users is that safety is not an issue of concern.

B. Design and Facilities: The park is perceived as being quite satisfactory in meeting local recreation needs with the following exceptions: not enough drinking fountains, poor level of park maintenance, too few shade trees, few tables and fireplaces to cook on, the poor quality of the existing play equipment, and the lack of benches for people to sit on.

CASE STUDY #16
PARK SE-N-63

C. Usage: People were found sitting in their cars along the side of the park with the doors of their car open so as to enjoy the afternoon breeze. Generally, park is perceived as the neighborhood outdoor living room and as a "family place."

VI City Perception of Park

A. Security: This site was one of three playgrounds and playfields identified in the city's crime study where almost all major offenses occurring in these types of parks were recorded. The city believes this is due to the relatively higher crime rate of the area, however, rather than to any specific factor on the park.

B. Usage: The park is sufficiently well used that the city justifies maintenance and staffing of the recreation center and the provision of "portable" equipment such as tether ball units. Rehabilitation of the site is planned by the city.

VII Comment

Generally this site would be considered a "successful" park in spite of the facility deficiencies noted by the users. These will no doubt be corrected in the rehabilitation program planned.

This site is interesting in that it is not perceived as unsafe by the users, in sharp contrast with the expressed concern of the city. It may be that, in this case, and given that there were only two recorded offenses on the park in 1970, that the users have a more accurate picture of their relative safety than the city.

#

APPENDIX III PROJECT WORKPLAN AND FORMS

Data Collection Information Letter for Participating Cities

Safety in Parks Study

1 June 1971 REVISED

Harold Lewis Malt Associates Inc.
Environmental Planners and Urban Designers
Washington, D. C.

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Data Collection Information Letter

This information letter has been sent to you in preparation for the data collection visit to be made to your city under the HUD sponsored study of public safety in urban parks. The visit will be made by a member of the study team from HAROLD LEWIS MALT ASSOCIATES.

The purpose of this visit is to collect the data required to meet the objectives of the study. In general, these objectives include:

1. Identifying the level and seriousness of criminal activity in urban parks.
2. Identifying those physical and social factors which differentiate parks.
3. Identifying the factors that appear to be most influential in maintaining a low crime rate and ascertain how these factors can be efficiently applied in areas of need.
4. Preparation of an outline for a demonstration to reduce crime in park areas and identify possible demonstration sites upon which to verify and supplement the findings of this study.

Two end products are required of this study:

1. A report detailing the findings of the study. The report will be analytical in form and describe in detail the physical attributes of both low and high crime parks.
2. One or more outlines for demonstrating methods of reducing crime in parks. The models will include recommended demonstration sites and criteria for evaluating the proposed demonstrations.

Two kinds of information are required for the purposes of this study:

1. Design, layout, management, operations, crime, and use data on four park sites.
2. Attitudes and perceptions held by users of these parks on the level of crime occurring in them, and the nature of the park environment.

The park site data will be collected by the study team representative while visiting your city, using Form I. Other, more general information on the parks will be requested on Forms II and III. Attitudes of park users will be collected on Form IV. Copies of all these forms are attached for your information.

Each city is requested to identify seven (7) park sites prior to the study team member's arrival. Four (4) of these sites will be selected for study by the team member and the city together. The alternative sites should:

1. not have highly specialized services such as a zoo or amusement park;
2. be inside the central or core area of the city;
3. generally be a "recreation" (including both passive and active) site;
4. be typical or representative of similar open space sites elsewhere in the city;
5. may include a single use facility (tot lot, playground) if representative of general park situation in city;
6. should include a few sites which the police department has identified by name in its record system.

These parameters are designed to narrow the potential list of candidate sites to essentially recreation facilities. Some sites may be selected which do not fit this general definition but the total number finally selected will not exceed 20% of the national sample.

The alternative sites should include examples of the city's sub-neighborhood, neighborhood and community parks. Sub-neighborhood parks would include tot lots, mini-parks and similarly small

facilities. Neighborhood parks are those facilities used by a population typically approximating that served by an elementary school. These are open spaces within walking reach of children with little or no adult supervision. Playgrounds would generally fall into this category.

Community parks are those facilities serving two to four neighborhoods. The use population might approximate that served by a junior high school.

The parameters are not to be considered absolute limits but as benchmarks to the type of park sites we are generally after.

The study selection process described in the Schedule of Activities will require as much as possible of the information listed below in so far as it is immediately available.

1. a large scale map of the city with the seven (7) alternative park sites identified on it.
2. a map showing the police department's information or statistical reporting areas or a census tract map of the city.
3. a design plan or layout map of each of the alternate park sites if available.

These maps will assist the study team member in getting acquainted with the city and the location of the parks relative to the city's boundaries and special areas.

PROPOSED SCHEDULE

VISIT ACTIVITIES

TIME	FIRST DAY	SECOND DAY
MORNING	.General Review of Project Objectives .Discussion of City's Special Problems in Parks .Discussion of Park Alternates	.Data Collection at Selected Sites .Discussions with local patrolmen, park supervisor, etc.
AFTERNOON	.Visits to Alternative Sites .Discussion of Park Alternates .Discussion on Site Selection	
EVENING	.Evening visits to sites	.Evening visits to sites

SAMPLE PRINTOUT
SAFETY IN PARKS CRIME DATA

BOSTON -- Park A

Reporting Areas 702 - 703 - 720

01 (MONTH YEAR)

Crime Code	Address/Park	I/O	DATE	TIME	CASE NO.	CENSUS TRACT	CENSUS BLOCK	(Code Definition)
0111	1234 Southway	I	01-01-0	1700	903-811	EB-71		(murder)
0111	* 1771 Southway	0	01-01-0	1430	904-611	EB-71		(murder)
0360	* 1771 Southway	0	01-02-0	1200	905-609	EB-71		(unarmed robbery)
2625	* 1771 Southway	0	01-03-0	2300	-------	EB-71		(invest.park closing viol)
3121	2447 Peary	I	01-30-0	2100	-------	EB-70		(invest fugitive case, no arrest)

TOTAL CC 179
TOTAL * 79
TOTAL 0 40

02

0528	*1771 Southway	0	02-01-0	1800	906-111	EB-71		(tele breakin-outside bldg)
0740	3221 McCarthy	0	02-01-0	1400	905-441	EB-72		(stolen car)
1404	* 1771 Southway	0	02-02-0	2200	-------	EB-71		(damage to property)

TOTAL CC 180
TOTAL * 30
TOTAL 0 37

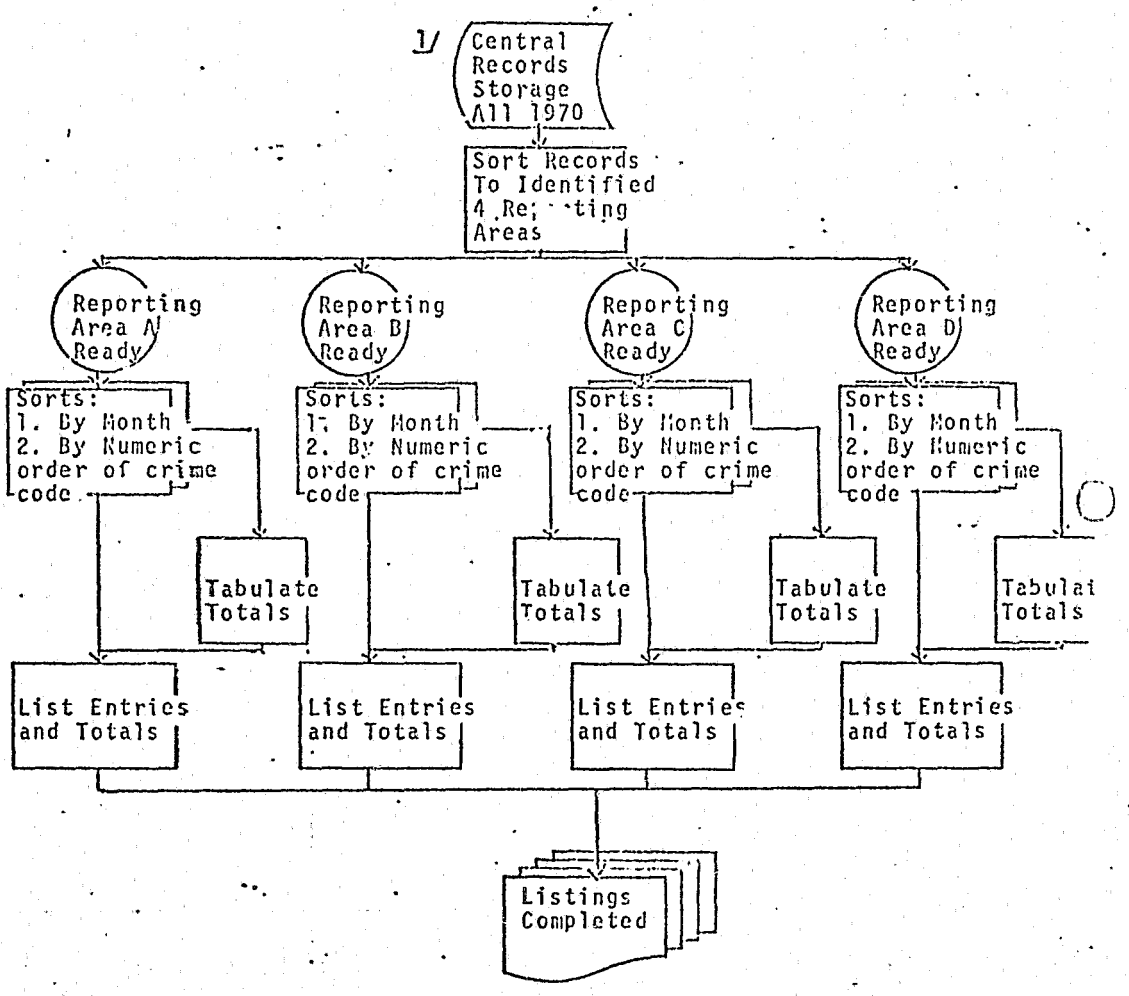
03

Total Year CC
Total Year *
Total Y ar 0

LISTING DEFINITION SCHEMATIC
SAFETY IN PARKS CRIME DATA

TITLE:				
1. Reporting Area Identification	R A 414 (415 416)	(A)	(A)	May be scout car area, census tract, "Pauly Block". May be more tha: one but combined for listing.
2. Month	0 1			
LINE ITEMS:				
3. Crime Code (Name)	0 1 0 1 (Murder)	(B)	(B)	Use city's code. Printed title optional but codebook required.
4a. Street Add.	1 2 3 4 Southway	(C)	(C)	Address may be code for street name but code book required.
OR				
4b. Park Name (or Identic)	IRWIN FIELD (* 1 7 7 1 Southway)	(D)	(D)	If park name not in system, use asterick next to street address or code.
5. Indoor/Outdoor Code	1 Indoors 2 Outdoors or I 0	(E)	(E)	Indoor-Outdoors code may be numeric, check mark for "out" with others vacant or other variation.
6. Date of Occurrence	0 1 0 1 7 0	(F)	(F)	Year not required or may be one digit -- 0.
7. Time of Oc	1 7 0 0	(G)	(G)	Time may be standard or military clock.
8. Case #	Z 1 5 5 1 1	(H)	(H)	If Part III services, and not case number, leave blank.
9. Census Tt	Y 5 1			
10. Block No.	Y 5 1 9 1			
TOTALS-MONTH:				
11. Total All cc's	1 7 9	(I)	(I)	Tabulation of all crime codes listed.
12. Total cc's with Park Ident.	7 9	(J)	(J)	Tabulation of entries 4b.
13. Total Outdoor Codes	4 0	(K)	(K)	Tabulation of Entries 5.
YEAR-TOTALS	Same as Month but for all 1970			

SUMMARY PROCESSING SCHEMATIC
SAFETY IN PARKS CRIME DATA EXTRACTION



1/ The appropriate reporting areas will be identified by the Study Team Representative with the Department's record people after the Study parks have been selected.

Form III City Officials Interview HLMA

CITY _____ DATE _____ TIME___

OFFICIAL OR GROUP (Identify Respondents)_____

_____

_____

_____

1. What do you believe to be the single biggest problem in your parks? _____

_____

2. What do you think the users of your parks believe the biggest problem is? _____

_____

3. Do you think crime is a problem? _____

_____

4. Do you think the users of your parks are worried about crime?

_____

5. Do you think the design of your parks is a factor in contributing to any crime that occurs in them?_____

_____

In what way? _____

_____

6. What changes in the parks do you think would be most effective in affecting the actual crime that occurs? _____

_____

7. What changes could be made in the parks that would be most effective in affecting park users fear or concern over crime?

_____

_____

8. We've heard a lot about lighting as a security factor. If you could, would you light all of your parks all night?

Would you bathe the entire park in light -- or just parts of it?

9. Do you have any feel for the extent to which on-site supervision affects park usage?

10. How about organized activities? Do they help?

11. Is park vandalism regularly reported to the police department and investigated?

12. If only some vandalism is reported, what is the criteria for reporting and investigating?

13. Has the city taken any specific steps to improve park security?

14. How effective have these steps been?

15. Are there specific things you would like to try in this area but haven't been able to for one reason or another?

Form II General Park Department Information HLHA

CITY _____ Remarks _____

1. How many parks in city of community, neighborhood and sub-neighborhood types? _____

2. What was department's 1970 budget for:

   a. Acquisition ..... $ _____

   b. Maintenance (if available, for vandalism) ..... _____ (_____)

   c. Park Patrol (if appropriate)..... _____

   d. Operations ..... _____

   e. Total ..... _____

3. What is total acreage of parks in the city? _____

4. How many on-site supervisors in the department? _____

5. Names of city agencies or other groups regularly using parks for group or community activities (also give name of director or other contact with the group and address and phone number).

6. Does the department maintain a staff of professional park designers? _____

7. Does the department regularly seek citizen (consumer) advice on site selection and design?

Form 1-C Park Management Data Collection Form PLSA Park C[illegible] No.____

CITY _____ Remarks _____

PARK NAME _____

LOCATION _____

1. How old is the park? _____
2. What was original acquisition and development cost? _____
3. What are approximate annual costs for a)normal maintenance _____
   b)vandalism _____
   c)total _____
4. What is approximate annual "operating" budget. (Includes park supervisor, any assistants, recreation program materials, etc.) _____
5. Check appropriate operating category:
   a. on-site supervision, day & evening, year around ☐ b. on-site supervision, day & evening, one or two seasons only ☐ c. only special events supervision ☐ d. none ☐
6. If Park Police Department, Check appropriate boxes:
   a. park has 1 or more full-time on-site patrolmen ☐ b. park has full time patrol in summer only ☐ c. park has patrolmen only for special events, regular patrol other times ☐ d. park not patrolled by park police but by city p.d. ☐
7. Identify appropriate usage category:
   a. park is fully used year around ☐ b. park is fully utilized utilized in summer only ☐ c. park is generally under-utilized at all times ☐ d. park has been "taken over" by a special segment of a total potential use population. ☐
8. If unfenced, what are "official" hours of park? _____
9. If fenced, is park locked and unlocked? When? _____
10. Is this park used by other groups and agencies for regular group or sponsored activites? ...

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Form I Park Site Data Collection Form HLMA Park Code No. ____

CITY _____ Remarks _____

PARK NAME _____

LOCATION _____

SIZE _____

TYPE _____

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PART A NATURAL ELEMENTS

1. SUBJECTIVE QUALITY / APPEARANCE

a. good	b. fair	c. poor	____

2. TOPOGRAPHY

a. extremely hilly (cliffs, sharp embankments, etc.)	b. rolling	c. flat	____

3. TREES AND SHRUBS

a. more than 50% of site area has trees, shrubs	b. between 25 and 50% of site area has trees, shrubs	c. less than 25% of area has trees, shrubs	____

4. WATER

a. large streams, lakes ponds, beaches	b. small streams only	c. none	____

5. SHAPE

a. combination shape	b. focal shape	c. linear shape	____

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Form I Park Site Data Collection Form HLMA Park Code No. ____

PART B MAN-MADE AND USE ELEMENTS

6. BUILDINGS

a. administrative or recreation and rest facilities b. rest facilities only c. none ____

7. DRIVES AND PARKING

a. thru-access with internal circulation and parking b. on-site access with limited parking c. peripheral only and no on-site parking ____

8. ON-SITE WALKS (exclusive of hard surface play areas)

a. prepared access to all quadrants b. prepared access to 1-3 quadrants c. no formal internal circulation ____

9. ONTO-SITE WALKING ACCESS

a. from 270° or more b. from 90° to 270° c. from 90° or less ____

10. ACCESS AND USE CONTROL (exclusive of swimming pool areas)

a. no fences and no curfew b. no fences but enforced curfew c. completely controlled access ____

11. ORGANIZED SPORTS AREA (hard surfaced)

Yes No

A. Amount

a. occupies less than 25% of total area b. occupies between 25% and 50% of total area c. more than 50% of total area ____

Form I Park Site Data Collection Form HLMA Park Code No. ____

11. ORGANIZED SPORTS AREA (hard surfaced) contd.

B. Use Design

a. has markings and equipment for organized sports
b. has either markings or equipment for organized sports
c. unmarked and no equipment ____

Describe: _____

12. ORGANIZED SPORTS FIELD (not hard surfaced)

Yes No

A. Amount

a. occupies less than 25% of total area
b. occupies between 25% and 50% of total area
c. more than 50% of total area ____

B. Use Design

a. has markings and equipment for organized sports
b. has either markings or equipment for organized sports
c. unmarked and no equipment ____

Describe: _____

13. SWIMMING

a. full-sized pool, changing and wading facilities requiring supervision (include beaches here)
b. wading or water play facilities not requiring supervision
c. no water play facilities ____

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Form I — Park Site Data Collection Form — HLMA Park Code No. ____

14. SMALL CHILD PLAY AREA

Yes	No		
a. with separation from rest of site, play equipment, benches for parents and some shelter	b. not separated and no shelter	c. play equipment only	____

15. PASSIVE USE ELEMENTS

a. tables, benches, fireplaces, shelter.	b. benches only (including picnic tables if fireplaces absent)	c. none provided	____

16. DRINKING FOUNTAINS

a. more than one each- indoors / outdoors	b. only one, outdoors	c. none	____

17. ORGANIZED SITE USE (exclusive of swimming and recreation dept programs)

a. site is location of substantial organized use in summer	b. site is location of occasional special event or limited organized use	c. no organized use	____

18. SITE PROGRAMMING

a. location of indoor and/or outdoor supervised recreation department activities (incl. swimming) for 10 or more hrs/day throughout summer	b. location of supervised activities not fully qualifying for "a"	c. no supervised activities	____

19. AREA OF ORGANIZED USE (for 17 and 18)

a. organized use occupies 75% or more of park site	b. use occupies between 25% and 75% of park site	c. occupies less than 25% of park area	____

Form I Park Site Data Collection Form HLMA Park Code ____

20. CULTURAL AND ORNAMENTAL ELEMENTS

a. plazas, fountains, monuments, statues, etc. b. none

21. PREDOMINATE USE

a. active and passive users/ mixed population b. active, mixed population c. active, children only ____

PART C SECURITY FACTOR

22. LIGHTING

a. more than 50% of park lighted at night b. 25-50% of area lighted at night c. less than 25% of area lighted incl. none or peripheral only ____

Describe _____

23. COMMUNICATIONS (on-site or same side of street)

a. outdoor police call boxes, phones and fire alarms b. telephone only c. none ____

24. SECURITY PATROL

a. has full-time on-site security/supervision during summer b. regularly patrolled by any security agency c. not regularly scheduled patrol stop by any agency ____

25. ITEM 10 with factors "a" and "c" reversed.

a. completely controlled access b. no fences but enforced enforced curfew c. no fences and no curfew ____

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Form I — Park Site Data Collection Form — HLMA Park Code No. ____

26. VISIBILITY (day)

a.	b.	c.	
all quadrants from all perimeters	all quadrants from 2-3 perimeters	2-3 quadrants from 1-2 perimeters	____

27. VISIBILITY (night)

a.	b.	c.	
all quadrants from all perimeters	all quadrants from 2-3 perimeters	2-3 quadrants from 1-2 perimeters	____

PART D PARK/COMMUNITY RELATIONSHIP

28. PARK IS

a.	b.	c.	
center of community	on edge of community	separated from community (by rr, freeway)	____

29. COMMUNITY DEVELOPMENT IS

a.	b.	c.	
mixed residential, commercial and industrial	residential only	other (describe)	____

30. DEVELOPMENT DENSITY IS

a.	b.	c.	
intense (row houses, apts, stores)	moderate or broken (single family homes, stores, apts, vacant lots)	light (single homes, other open spaces)	____

31. "CONDITION" OF COMMUNITY

a.	b.	c.	
new	old, but in good shape	poor	____

32. STREET USES

a.	b.	c.	
heavy thru-city traffic	local arterial	local residential	____

Form I Park Site Data Collection Form HLMA Park Code ___

33. STREET ENVIRONMENT

a. well lighted b. moderately lighted c. poorly lighted ___

Identify any "competition" in community to park.

(Nearby river, school grounds that are open, "big yards," etc.)

PARK USER ATTITUDES

Purpose:

The purpose of the park user interviews will be to identify the extent to which park usage decisions are affected by design considerations and the knowledge and fear of crime. The interviews will be structured around the crime and physical data collected on the "most crime" parks. The interviews will be designed so that it will be possible to correlate user responses to the measured crime and park design factors.

Procedure:

The user interviews will be designed upon completion of Activity F.
The procedure to be used will be: detailed 10-15 minute interview carried out in person.
The survey will be structured to support and supplement the preliminary physical/crime analysis. In any event, the data collected will allow us to:

End Products:

1. Define the Fear of Crime. Establish whether and to what extent the fear of crime affects peoples'decision to use their parks; identify the basis of that fear: newspaper accounts,having been victimized, or knowing someone who was victimized, "seeing the police down there all the time" responses and others.
2. Define User Perceptions of Park. Establish what physical factors people "see" or think of when considering park usage: well lighted, dark, clean, attractive, facilities, etc.
3. Define Usage Justifications. Determine extent to which fear of use has basis in fact; high fear low measured crime, indicates other factors involved in attitudes toward park environment.

7/6/71 HLMA Form IV
OMB #63-S71008
Expires Dec. 31, 1971
Block 2 Approval

HLMA Park Usage Survey
Cover Sheet and Instructions

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1. This form is to be used both off-park and on-park interviews.

2. Note instructions in questionnaire that distinguish between on and off-park interviews.

3. Read general instructions for identifying respondent required for this interview and for approaching respondent.

4. Tally the number of persons approached, to obtain willing respondent, in tally box.

Example Tally	Tally Box
𝍸	

5. If this is an off-park interview, ask following screening questions:

   a. Do you live within (4 if sub-neighborhood / 7 if neighborhood) blocks of _____ Park?

      Yes _____ No _____

   b. Do you ever go to or use _____Park or any of the parks in this city No _____ Yes _____

   c. Have you used one or more parks in this city, for any reason, more than 3 times in the last 3 months. No _____ Yes _____

   d. Do you anticipate using one or more parks in this city more than 3 times in the next 3 months. No _____ Yes _____

6. If you receive a No on question A, thand respondent and seek new respondent. If you receive a Yes on question A, ask question B, C and D. If you receive No on B, or both C and D, proceed with off-park, non-user interview. If you receive a yes on B or either of B and C, thank respondent for cooperation and seek new respondent.

7. Following procedure in 5 and 6 above and general instructions, complete off-park interviews. Proceed the park and complete interview schedule.

7/6/71
HSA/HLMA Form IV

PARK USAGE SURVEY

Time Interview Began _____
Time Interview Ended _____
Total Minutes Spent Interviewing _____

City Name _____
Park Name _____
Date of Interview _____

On-park _____ Off-park _____ Park user _____ Park non-user _____

1. Thinking about things here in _____ REPEAT NAME OF CITY, what do you think is the ONE biggest problem in the city? [IF DON'T KNOW," ASK:] What most bothers you?

_____

2. And what about this neighborhood? What is the ONE biggest problem here? IF "DON'T KNOW," ASK: What most bothers you about the neighborhood?

_____

3. Our city provides a lot of services. Providing parks is just one. Thinking about other problems of the city, like _____ (REPEAT ANSWER TO QUESTION 1), how important is maintaining our parks -- more important, just as important, or not as important?

1. ____more important 2. ____just as important 3. ____not as important

[IF INTERVIEWING OFF PARK USE QUESTIONS 4 THROUGH 7a. IF ON PARK SKIP TO QUESTION 8]

4. You have indicated you never or rarely use the parks in this city. Can you tell me why, specifically, you don't go to the parks?

_____

5. Do you go to parks outside the city more frequently? 1. Yes ____ 2. No ____

5a. Can you tell me why? _____

_____

5b. How do you usually get to those parks? _____

_____

Preceding page blank

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6. What would have to be done for you to use the city parks more often? _____

_____

PROBE Can you give me an example? _____

_____

7. I am going to read you a general list of things some people do in parks. As I read each, tell me whether or not it is something you like or don't like to do.

	Like	Don't like
a. Watching or playing sports including swimming	1. ____	2. ____
b. Meeting or being near people	1. ____	2. ____
c. Having a picnic	1. ____	2. ____
d. Just sitting	1. ____	2. ____
e. Reading	1. ____	2. ____
f. Walking or jogging	1. ____	2. ____
g. Sightseeing	1. ____	2. ____
h. Camping	1. ____	2. ____

7a. Which of these things would you say you like to do most?

REREAD LIST IF NECESSARY
CIRCLE ITEM NAMED.

GO TO QUESTION 18

8. How do you usually (come) (go) to the park? _____

_____

9. When you (come here) (go there) what do you usually do? PROBE _____

_____

_____

10. I am going to read you a general list of things some people do in parks. As I read each, tell me whether or not it is something you like or don't like to do in _____ Park.

	Like	Don't like
a. Watching or playing sports	1. _____	2. _____
b. Meeting or being near people (like at a concert)	1. _____	2. _____
c. Having a picnic	1. _____	2. _____
d. Just sitting	1. _____	2. _____
e. Reading	1. _____	2. _____
f. Walking or jogging	1. _____	2. _____

10a. Which of these things is the one you like to do best?
REREAD LIST IF NECESSARY; CIRCLE ITEM NAMED

10b. Is there something you like to do in parks but can't?

1. _____ Yes 2. _____ No

10c. And what is that? _____

_____

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ASK QUESTIONS 11 and 12 ONLY ON NEIGHBORHOOD OR COMMUNITY PARKS

11. (REPEAT NAME OF PARK) _____ Park has different areas in it. Are there any areas of the park you like better than others?

1. _____ Yes, some 2. _____ No, none

11a Which specific area do you like best? _____

11b Why do you like that area best? _____

12. Are there areas of the park you dislike or avoid using?

1. _____ Yes 2. _____ No

12a. Which area is it? _____

12b Why do you dislike or avoid that area? _____

12c Do you avoid it all the time or just some times?

1. _____ All the time 2. _____ Just some times

12cc And when is that? _____

THE FOLLOWING QUESTION HAS ALTERNATIVE PHRASING. SILENTLY READ THE QUESTION AND CIRCLE THE APPROPRIATE PHRASE BEFORE ASKING FOR A RESPONSE.

13. The park (does not have) (has) a fence around it.

Do you think the park should or should not have a fence?

1. _____ Fence 2. _____ Not a fence

13a Why do you think that? _____

_____

_____

14. Does this park have a curfew or closing time?

1. _____Yes 2._____ No 3. _____Don't know

14a What time is it? _____

15. Do you think the park should or should not have a curfew?

1._____ Yes, should 2. _____ No, should not

15a Why do you say that FOR BOTH RESPONSES? _____

_____

16 Thinking about it, carefully, what three things bother you most about the park?

1. _____

2. _____

3. _____

IF "NOTHING" OR "DON'T KNOW" ASK: What would you like to see changed or improved? _____

_____

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17. Considering everyting we've been talking about, how satisfied are you with this Park -- completely satisfied, quite satisfied, or not satisfied at all?

1. _____Completely Satisfied 2. _____Quite Satisfied 3. _____Not Satisfied

17a. What particular thing causes you to say that? _____

_____

18. Some people I have talked to have said they were concerned about their safety in the parks. Is this something you are concerned about or not too concerned about?

1. _____Concerned 2. _____Not concerned 3. _____Don't know

19. When we mention "SAFETY" some people tell us about crime. Do you think crime in the neighborhood is a big problem or not too big a problem?

1. _____ Big problem 2. _____ Not too big 3. _____Don't know

19a. Why do you say that? _____

_____

20. Do you think there is a lot of crime in parks or not too much crime?

1. _____Lot of crime 2. _____ Not too much 3. _____ Don't know

20a. Why _____

ASK USERS ONLY

20b. Compared to the rest of your neighborhood, do you think the park is more safe, about as safe, or less safe?

1. _____More safe 2. _____About as safe 3. _____Less safe

21. Does the crime, either in this neighborhood or in this park, affect your using the park?

1. _____Yes, affects usage 2. _____ No, does not affect usage

21a. IF "YES" ASK: What has its affect been? _____

_____

QUESTION 22 IF OFF-PARK OR ON SUB-NEIGHBORHOOD PARK

22. In [illegible] park, is there a particular place that is worse than the rest for crime?

1. _____Yes 2. _____No

22a. Where is that _____

_____

_____

22b. Why is that place worse for crime? _____

_____

_____

23. Do you believe there is anything that can be done in parks to stop crimes or vandalism and other annoyances?

1. _____Yes 2. _____No

23a. What do you think can be done? _____

_____

PROBE Would you explain that more? _____

_____

ASK QUESTIONS 24 THROUGH 28 ONLY OF PEOPLE ON PARK

24. Do you know if there is a public telephone nearby or not?

1. _____ Yes, one nearby 2. _____ No, not one

25. Would you say the lighting in Park at night is pretty good, or not very good?

1. _____Pretty good 2. _____Not very good 3. _____Don't know

25a. Why do you say that? _____

_____

IF RESPONDENT SAYS "NEVER COME IN PARK AT NIGHT" ASK:

25b. Why don't you use the park at night? _____

_____

26. Do you ever see policeman in or near the park?

1. _____Yes 2. _____No

26a. Is he usually walking, in a car, on horseback, or riding a motorscooter?

1. _____Walking 2. _____Car 3. _____Horseback 4. _____Motorscooter

26b. Which kind of patrol -- walking, in a car, on horseback or motorscooter - do you think is the best?

1. _____Walking 2. _____Car 3. _____Horseback 4. _____Motorscooter

26c. Why? _____

_____

26d. Have you ever talked to a policeman in the park?

1. _____Yes 2. _____No

27. Would you prefer to see more, about the same, or fewer police officers in _____Park?

1. _____More 2. _____Same 3. _____Fewer 4. _____Don't know

28 Some cities have special police officers assigned to patrol parks. Does this city have special Park Police?

1. _____Yes, has Park Police 2. _____No, does not 3. _____Don't know

29. In the last 12 months, have, you, personally, been the victim of a crime?

1. _____Yes, have been victim 2. _____No, have not been victim → GO TO QUESTION 31

29a. IF "YES" ASK: What happened? _____

29b. IF "YES" ASK: Did it happen in or near (REPEAT NAME OF PARK) _____ Park, or somewhere else?

1. _____In or near park → GO TO QUESTION 30 2. _____Somewhere else → GO TO QUESTION 31

30. What were you doing at the time? _____

31a. Where exactly did it happen? _____

30b. What time of day was it? _____

30c. Was there any one else around? _____

30d. Was the person who did it someone you had seen before or knew? _____

30e. Have you seen the person since -- either in the park or somewhere else? _____

30f. Did you report it to the Police? _____

31. In the last 12 months, has a member of your family or someone you know personally been the victim of a crime?

1. _____ Yes 2. _____ No → GO TO QUESTION 33

31a. IF "YES" ASK: What happened? _____

31b. IF "YES" ASK: Did it happen in or near _____ Park, or somewhere else?

1. _____ In or near park → GO TO QUESTION 32 2. _____ Somewhere else → GO TO QUESTION 33

32. What were they doing at the time? _____

32a. Where did it happen? _____

32b. What time of day was it? _____

32c. Was there any one else around? _____

32d. Did they recognize who did it? _____

32e. Was it reported to the Police? _____

SKIP TO QUESTION 37 IF OFF-PARK

33. During good weather in the summer, how many times a week do you usually come here to the park? IF "DON'T KNOW," "DEPENDS" OR "VARIES" ASK: About how many times a week?

1. _____Less than once a week 2. _____Once a week 3. _____Two-three times a week 4. _____Four times a week or more

33a. During the winter, how many times a month do you usually use the park?

1. _____Less than once a month 2. _____Once a month 3. _____Two-three times a month 4. _____Fourth times a month or more

34. About how long do you usually stay when you do come?

1. _____Less than hour 2. _____More than an hour 3. _____Half a day (4 hours or so) 4. _____All day (more than 8 hours)

35. Do you usually come during the week, on weekends, or both?

1. _____During the week 2. _____Both 3. _____Weekends

36. And when in the day do you most use the park?

1. _____Before noon 2. _____Noon - 3:00 3. _____3:00-6:00 4. _____After 6:00

37. How many blocks do you live from here?

1. _____One-two 2. _____Three-four 3. _____Five-six 4. _____Seven or more

38. And finally how many children are there living at your house? _____

Thank you for your cooperation. I've been asking a lot of questions. Do you have any to ask me? _____

_____

.....

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MARK THESE ITEMS BY OBSERVATION

Sex of Respondent .....1. _____Male 2. _____Female
Age Group .....1. _____10-19 2. _____20-29 3. _____30-49 4. _____50 or over
Race .....1. _____White 2. _____Non-white

Is respondent accompanied by child (ren)? 1. _____Yes 2. _____No #_____

UD# of Interviewer _____ Verified by Supervisor 1. _____Yes 2. _____No

Interviewer #_____ Deck #_____

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AN ANALYSIS OF PUBLIC SAFETY AS RELATED TO THE INCIDENCE OF CRIME IN PARKS AND RECREATION AREAS IN CENTRAL CITIES

HUD Contract H-1481

ACTIVITY REPORT - Phase I, Task 1

City and Park Selection Analysis

HAROLD LEWIS MALT ASSOCIATES

18 December 70

INTRODUCTION

This report covers the activities carried out in completion of the contractual requirements for Task 1 of HUD Contract H 1481. These activities were completed on December 18 and work is commencing on Task 2.

The purposes of this task included:

- a limited survey of available police data to establish the level and seriousness of criminal activity in parks, and;
- the selection of cities to be recommended to HUD for study.

On the basis of the preliminary survey, a general approach to data collection was developed for detailed consideration in Task 2 and an analysis of the types of parks to be studied was begun. The park site selection and detailed data collection procedure will be completed in Task 2 and described in the Phase I report.

The initial survey of police records and the apparent level of police activity in parks indicates greater depth of study in somewhat fewer cities is desirable. The large number of incidents found in the surveyed files indicate we will need to obtain detailed information on certain categories of crime to be able to establish relationships between those categories and the design and management of the parks.

It was not possible to establish specific distribution of police file incidents between discrete crimes. The police departments that we talked to, however, all indicated they "thought" that serious crime

(person to person crimes) was fairly low and property crimes (vandalism) was fairly high.

CITY SELECTION PROCEDURE

An initial list of forty-nine cities was compiled by the study team and HUD representatives and approved by the acting Director, Office of Resources Development. The names, titles and mailing addresses of the mayor, chief of police and director of parks and recreation for the cities was compiled. Each of these officials was sent a letter and general project description requesting they discuss the project and indicate whether their city was interested in participating in the study. A copy of the letter and the list of cities are attached to this report.

A response control form was prepared and follow-up criteria developed. Any city sending replies from all three officials or from only one but indicating a willingness to make some resource committment to the study, were identified for follow-up. In two cases, Minneapolis and Rochester, their letters indicated a need for additional information and were responded to by phone. Telephone follow-ups were made to seventeen of the cities and eight were visited. Table I shows the responses and the category of those responses.

CITY SELECTION CRITERIA

The criteria used in the city selection were:

a. adequate geographic representation
b. adequate distribution over size range
c. representation of park police agency
d. representation of NRPA study central cities
e. crime data compatibility among cities and ease of access
f. willingness and capability of city to devote resources to and assist in the study
g. representation of cities with areas offering competition to parks.

A size/location table was made to show the relative distribution of the cities (Table II).

SUMMARY OF RESULTS

A total of fifteen respondents fell into the Strong Interest and Support category. All were followed up by phone and eight were visited.

Three of the cities in this category were eliminated from consideration after being visited:

Ann Arbor - due to very difficult police record situation (manual) and inability to assist in study.

Detroit - due to very difficult financial and manpower situation and inability to assist in study.

Atlanta - same as Detroit.

Four of the cities in the Interested category were chosen for inclusion in the selection/alternate lists on the strength of their reply and/or phone response:

Billings, Montana
Kansas City, Missouri *
Minnespolis, Minnesota *
San Francisco, California

The four cities identified as Alternates are preliminary selections subject to further confirmation and study needs.

##

KFW
11/5/0

ATTACHMENT A

SAFETY IN PARKS STUDY

Phase I / Task 1

PROPOSED PARTICIPANT CITIES

Location	NRPA Study	Park Police	Geograp. Area N	E	S	W	Approximate Size: <100K	100-250K	250-500K	500-1M	>1M
1 ALBANY, N Y				X				X			
2 ANN ARBOR, MICH.			X				X				
3 ATLANTA, GA.	X				X				X		
4 BALTIMORE, MD.				X							X
5 BILLINGS, MONT.						X	X				
6 BIRMINGHAM, ALA.	X				X				X		
7 BOSTON, MASS.	X			X					X		
8 CHARLOTTE, N C					X			X			
9 CHICAGO, ILL.			X								X
10 CINCINNATI, O			X							X	
11 CLEVELAND, O		X	X							X	
12 DALLAS, TEXAS		X			X					X	
13 DAYTON, O	X		X						X		
14 DENVER, COLO.	X					X			X		
15 DETROIT, MICH.	X	X	X								X
16 EL PASO, TEXAS					X				X		
17 GREAT FALLS, MON.			X				X				
18 HARTFORD, CONN.				X				X			

SAFETY IN PARKS STUDY
Phase I / Task 1
PROPOSED PARTICIPANT CITIES

2

Location	NRPA Study	Park Police	Geog. Area N	E	S	W	Approximate Size: 100K	100-250K	250-500K	500-1M	1M
19 HONOLULU, HAWAII									X		
20 IOWA CITY, IOWA						X	X				
21 INDIANAPOLIS, IND.										X	
22 JACKSONVILLE, FLA.					X			X			
23 JOHNSON CITY, TENN.					X		X				
24 KANSAS CITY, MO.	X	X				X			X		
25 LOS ANGELES, CAL.	X	X				X					X
26 MEMPHIS, TENN.	X				X				X		
27 MIAMI, FLA. *									X		
28 MILWAUKEE, WISC.			X							X	
29 MINNEAPOLIS, MINN.	X	X	X						X		
30 NASSAU COUNTY, N Y *			X				* Pop. Counts for NYC				X
31 NEW HAVEN, CONN.			X					X			
32 NEW ORLEANS, LA.	X				X					X	
33 NEW YORK, N Y				X							X
34 NORFOLK, VA.	X				X				X		
35 NORTHAMPTON, MASS.			X				X				
36 OAKLAND, CAL.	X					X			X		
37 PHOENIX, ARIZ.	X					X			X		
PITTSBURGH, PA.		X		X						X	
39 PORTLAND, ORE.	X					X			X		
40 PROVIDENCE, R I				X				X			

SAFETY IN PARKS STUDY
Phase I / Task 1
PROPOSED PARTICIPANT CITIES

3

Location	NRPA Study	Park Police	Geog. Area N	E	S	W	Approximate Size: 100K	100-250K	250-500K	500 1M	1M
41 RICHMOND, VA.					X			X			
42 ROCHESTER, N Y	X			X					X		
43 ST. LOUIS, MO.		X?	X							X	
44 SAN DIEGO, CAL.						X				X	
45 SAN FRANCISCO, CAL.						X				X	
46 SAN JUAN, PUERTO RICO					X				X		
47 SEATTLE, WASH.	X					X				X	
48 SPOKANE, WASH.						X		X			
49 TOPEKA, KA.						X				X	

SUMMARY

BACKGROUND INFORMATION FOR PROSPECTIVE PARTICIPANT CITIES ONLY

"ANALYSIS OF PUBLIC SAFETY AS RELATED TO THE INCIDENCE OF CRIME IN PARKS AND RECREATION AREAS IN CENTRAL CITIES"

This background paper provides a brief resume of the scope and expected results of this study. Cities interested in participating in the study should address replies to:

Mr. Harold Lewis Malt, President
Harold Lewis Malt Associates
1049 Thomas Jefferson Street N W
Washington, D. C. 20007

If additional information is needed contact:

Mr. Malt (202) 338 4010
or
Mr. Dwight Rettie, Director
Open Space and Urban Beautification Division
Department of Housing and Urban Development
Washington, D. C.
(202) 755 6280

Criminal activity in parks and recreation areas is thought to be a significant problem for local units of government and individual park users. As crime rates increase, the use of parks and recreation facilities often declines. While the problem seems to be the most acute in large cities, it exists to varying degrees in all urban areas.

Information on the magnitude of the problem of criminal activities in urban parks and recreation areas must be established before ways can be sought to reduce these activities. Dealing with park crime involves more than surveillance. It involves park planning, programming (scheduling of activities), design, equipment, management, and the neighborhood environment in general.

This research project is designed to provide insights into the planning, designing, and programming of parks and park security to reduce criminal activity. This information and the resulting report should be useful to local communities in making more effective use of parks and open space. The application of the findings of this study can help bring millions of dollars of recreation areas and parks back to their intended use.

The study team, in the course of this project, will:

A. Establish the level and seriousness of criminal activity in urban parks and recreation areas and ascertain how the level of crime in a park compares with the level of crime in the surrounding area or in the city as a whole.

B. Examine the frequency and severity of criminal activity by types of urban parks.

C. Identify those physical and social factors which differentiate between parks that have high and low crime rates.

D. Evaluate the factors that appear to be most influential in maintaining a low crime rate and ascertain how these factors can efficiently be applied in areas of need.

E. Prepare a report outlining demonstrations (including recommended sites) in which the findings of the project can be tested and expanded.

The study entails collection of information on urban parks, on criminal activity in those parks and on the extent to which the people using the parks fear crime.

The project has a fifteen month schedule and will be carried out in a phased procedure involving five general tasks:

Phase I Research Requirements and Evaluation

Task 1 City and Park Selection
Task 2 Problem Analysis and Survey Design

Phase II Survey, Analyses and Evaluation Criteria Specification

Task 3 Data Survey and Analyses
Task 4 Evaluation Criteria and Summary Report

Phase III Demonstration Design and Final Report

Task 5 Demonstration Development and Final Report Preparation

Approximately fifteen cities will be selected for the project. Within each city, four to eight park sites will be identified for study. The parks will be selected on the basis of scale of service (neighborhood, community, etc.), the socio-economic nature of the park's service area (high income, low income, etc.) and the crime rate in the area (high, medium, low).

Preliminary visits will be made to a few cities to obtain information on crime data recording formats and to test alternative park data collection procedures.

During Phase II of the project all the selected cities will be visited and data will be collected on

A. The criminal activity reported in the selected parks.

B. The parks themselves.

C. Park user attitudes toward crime.

Besides the demonstration design, a report summarizing the study findings will be prepared discussing the relationships found between park design, management and security factors and the level of crime in those parks. The cities participating in the study will be identified, but the individual parks and their neighborhoods will be disguised.

##

TABLE I

CITY RESPONSE, INTEREST LEVEL AND FOLLOW-UPS

Crime in Parks Study, Phase I, Task 1

No Response	Conditional Interest	Interested	Strong Interest & Support
* Birmingham	Charlotte	Albany	Ann Arbor (p,v)
Chicago	* Dayton	Billings	* Atlanta (p,v)
Iowa City	Great Falls	Dallas	Baltimore (p,v)
Johnson City	New York	Honolulu	* Boston (p,v)
Milwaukee	Pittsburgh	Indianapolis	Cleveland (p,v)
Providence	Richmond	* Kansas City, Mo.	Cincinnati (p,v)
Topeka	* Rochester	* Los Angeles	* Denver (p)
	Spokane	* Memphis	* Detroit (p,v)
		Miami	El Paso (p)
		* Minneapolis (p)	Hartford (p,v)
		Nassau County	Jacksonville (p,v)
		New Haven	* New Orleans (p)
		* Norfolk (p)	* Phoenix (p)
		Northampton	St. Louis (p,v)
		* Oakland	* Seattle (p)
		* Portland	
		San Diego	
		San Francisco(p)	
		San Juan	

Tentative Selections	Alternates
Billings	Baltimore
Boston	Kansas City, Mo.
Cincinnati	Minneapolis
Cleveland	New Orleans
Denver	
El Paso	
Hartford	
Jacksonville	
Phoenix	
Saint Louis	
San Francisco	
Seattle	

* Included in NRPA-HUD Central City Study
p Telephone Follow-Up
v Visits

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TABLE II

DISTRIBUTION OF .VEYED CITIES

Crime in Parks Study, Phase I, Task 1

	POPULATION SIZE (1960 Census)			
	<100K	100 - 500K	500 - 1M	>1M
East	Northampton	Albany BOSTON HARTFORD New Haven Providence Rochester	Pittsburgh	New York Nassau County Baltimore
North	Ann Arbor Great Falls	Dayton Minneapolis	CINCINNATI CLEVELAND Indianapolis Milwaukee	Detroit Chicago
South	Johnson City	Atlanta Birmingham Charlotte JACKSONVILLE Memphis Miami Norfolk Richmond San Juan EL PASO	Dallas New Orleans ST. LOUIS	
West	BILLINGS Iowa City	DENVER PHOENIX Honolulu Portland Kansas City Spokane Oakland	San Diego SAN FRANCISCO SEATTLE Topeka	Los Angeles

"CITY NAME" = Tentative Selection "City Name" = Alternate (See p 8)

APPENDIX IV

CRIME DATA FOR FIVE CITIES

REPORTED INDEX CRIME INCIDENCE BY CITY FOR FOUR STUDY AREAS (1) IN FIVE CITIES

City	Total Four Service Area Populations	Total Index Crime for Service Areas	Total Street Index Crime for Srv. Areas	Total Index Crime Four Study Parks	Total Outdoor Index Crime for Service Areas (2)
BALTIMORE	32,873	2,385	1,007	70	1,077
CINCINNATI	20,241	1,454	463	7	470
SAINT LOUIS	41,303	1,280	493	1	494
SAN FRANCISCO	53,875	2,639	590	25	615
SEATTLE	19,171	100	80	5	85
TOTAL	167,463	7,858	2,633	108	2,741

(1) HLHA Park Crime Analysis
(2) Subtotal for Total Street and Park Index Crime for Service Area

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OVERVIEW OF REPORTED INCIDENCE BY INDEX CRIME CATEGORY IN FOUR STUDY AREAS IN FIVE CITIES (1)

Index Crime Category	Area (2)	Street	Park
MURDER	32	15	1
RAPE	75	24	7
ROBBERY	807	515	37
AGGRAVATED ASSAULT	552	283	11
ALL OTHER	6,392	1,801	52
TOTAL	7,858	2,633	108

(1) HLMA Park Crime Analysis
(2) Includes all reported Index Crime Incidence (Indoor and Outdoor)

OVERVIEW OF REPORTED INCIDENCE BY INDEX CRIME CATEGORY IN FOUR STUDY AREAS

BALTIMORE (1)

Index Crime Category	Area (2)	Street	Park
MURDER	8	4	0
RAPE	8	1	3
ROBBERY	234	153	18
AGGRAVATED ASSAULT	195	109	7
ALL OTHER	1,940	740	42
TOTAL	2,385	1,007	70

(1) HLMA Park Crime Analysis
(2) Includes All Reported Index Crime Incidence (Indoor and Outdoor)

REPORTED INCIDENCE BY INDEX CRIME CATEGORY AND SERVICE AREA POPULATION IN FOUR STUDY AREAS:

BALTIMORE (1)

Park		All Reported Index Crime Incidence Murder	Rape	Robbery	Aggr.Aslt.	All Other	Total
WILLOW AVENUE PARK	Service Area Population	5814	5814	5814	5814	5814	5814
	Area	1	1	65	52	428	547
	Street	1	0	46	26	185	258
	Park	0	0	0	0	1	1
MT. VERNON PARK	Service Area Population	3738	3738	3738	3738	3738	3738
	Area	0	0	59	17	282	358
	Street	0	0	39	11	94	144
	Park	0	0	1	0	2	3
BURDICK PARK	Service Area Population	5687	5687	5687	5687	5687	5687
	Area	0	1	10	12	414	437
	Street	0	1	5	5	141	152
	Park	0	0	0	0	0	0
PATTERSON PARK	Service Area Population	17,634	17,634	17,634	17,634	17,634	17,634
	Area	7	6	100	114	816	1,043
	Street	3	0	63	67	320	453
	Park	0	3	17	7	39	66
TOTAL	Service Area Population	32,873	32,873	32,873	32,873	32,873	32,873
	Area	8	8	234	195	1,940	2,385
	Street	4	1	153	109	740	1,007
	Park	0	3	18	7	42	70

(1) HLMA Park Crime Analysis.

OVERVIEW OF REPORTED INCIDENCE BY INDEX CRIME CATEGORY IN FOUR STUDY AREAS:

CINCINNATI (1)

Index Crime Category	Area (2)	Street	Park
MURDER	9	4	0
RAPE	15	3	0
ROBBERY	195	123	6
AGGRAVATED ASSAULT	112	44	0
ALL OTHER	1123	289	1
TOTAL		463	7

(1) HLMA Park Crime Analysis
(2) Includes All Reported Index Crime Incidence (Indoor and Outdoor)

REPORTED INCIDENCE BY INDEX CRIME CATEGORY AND SERVICE AREA POPULATION IN FOUR STUDY AREAS:

CINCINNATI (1)

Park		All Reported Index Crime Incidence Murder	Rape	Robbery	Aggr.Aslt.	All Other	Total
DENHAM PARK	Service Area Population	7,808	7,808	7,808	7,808	7,808	7,808
	Area	1	5	27	19	297	349
	Street	1	1	15	6	53	76
	Park	0	0	0	0	0	0
HANNA PARK	Service Area Population	2,946	2,946	2,946	2,946	2,946	2,946
	Area	3	4	69	26	310	412
	Street	1	0	50	18	77	146
	Park	0	0	0	0	0	0
WASHINGTON PARK	Service Area Population	3,400	3,400	3,400	3,400	3,400	3,400
	Area	5	6	59	46	257	373
	Street	2	2	35	15	76	130
	Park	0	0	2	0	1	3
INWOOD PARK	Service Area Population	6,087	6,087	6,087	6,087	6,087	6,087
	Area	0	0	40	21	259	320
	Street	0	0	23	5	83	111
	Park	0	0	4	0	0	4
TOTAL	Service Area Population	20,241	20,241	20,241	20,241	20,241	20,241
	Area	9	15	195	112	1,123	1,454
	Street	4	3	123	44	289	463
	Park	0	0	6	0	1	7

(1) HLHA Park Crime Analysis

OVERVIEW OF REPORTED INCIDENCE BY INDEX CRIME CATEGORY IN FOUR STUDY AREAS:

SAINT LOUIS (1)

Index Crime Category	Area (2)	Street	Park
MURDER	4	3	0
RAPE	9	5	0
ROBBERY	77	44	1
AGGRAVATED ASSAULT	62	44	0
ALL OTHER	1128	397	0
TOTAL	1280	493	1

(1) HLMA Park Crime Analysis
(2) Includes All Reported Index Crime Incidence (Indoor and Outdoor)

REPORTED INCIDENCE BY INDEX CRIME CATEGORY AND SERVICE AREA POPULATION IN FOUR STUDY AREAS:

SAINT LOUIS (1)

Park		All Reported Index Crime Incidence Murder	Rape	Robbery	Aggr.Aslt.	All Other	Total
AMBERG PARK	Service Area Population	3,065	3,065	3,065	3,065	3,065	3,065
	Area	0	1	2	1	69	73
	Street	0	0	0	1	30	31
	Park	0	0	0	0	0	0
BENTON PARK	Service Area Population	13,237	13,237	13,237	13,237	13,237	13,237
	Area	3	2	24	26	401	456
	Street	2	1	13	15	146	177
	Park	0	0	0	0	0	0
HYDE PARK	Service Area Population	6,579	6,579	6,579	6,579	6,579	6,579
	Area	1	5	41	35	340	422
	Street	1	4	25	28	119	177
	Park	0	0	1	0	0	1
FRANCIS PARK	Service Area Population	18,422	18,422	18,422	18,422	18,422	18,422
	Area	0	1	10	0	318	329
	Street	0	0	6	0	102	108
TOTAL	Service Area Population	41,303	41,303	41,303	41,303	41,303	41,303
	Area	4	9	77	62	1,128	1,280
	Street	3	5	44	44	397	493
	Park	0	0	1	0	0	1

(1) MUMA Park Crime Analysis.

OVERVIEW OF REPORTED INCIDENCE BY INDEX CRIME CATEGORY IN FOUR STUDY AREAS:

SAN FRANCISCO (1)

Index Crime Category	Area (2)	Street	Park
MURDER	10	4	0
RAPE	36	11	4
ROBBERY	254	143	12
AGGRAVATED ASSAULT	159	69	3
ALL OTHER	2180	363	6
TOTAL	2639		25

(1) HLMA Park Crime Analysis
(2) Includes All Reported Index Crime Incidence (Indoor and Outdoor)

REPORTED INCIDENCE BY INDEX CRIME CATEGORY AND SERVICE AREA POPULATION IN FOUR STUDY AREAS:

SAN FRANCISCO (1)

Park		All Reported Index Crime Incidence Murder	Rape	Robbery	Aggr. Aslt.	All Other	Total
ARGONNE PLAYGROUND	Service Area Population	5,722	5,722	5,722	5,722	5,722	5,722
	Area	2	3	9	3	121	138
	Street	1	0	7	1	32	41
	Park	0	1	0	0	0	1
ALAMO SQUARE	Service Area Population	16,632	16,632	16,632	16,632	16,632	16,632
	Area	8	19	182	124	1,216	1,549
	Street	3	10	111	59	220	403
	Park	0	1	8	0	2	11
OCEAN VIEW	Service Area Population	11,865	11,865	11,865	11,865	11,865	11,865
	Area	0	9	25	11	264	309
	Street	0	1	6	2	17	26
	Park	0	1	0	1	3	5
MISSION DELORES	Service Area Population	19,656	19,656	19,656	19,656	19,656	19,656
	Area	0	5	38	21	579	643
	Street	0	0	19	7	94	120
	Park	0	1	4	2	1	8
TOTAL	Service Area Population	53,875	53,875	53,875	53,875	53,875	53,875
	Area	10	36	254	159	2,180	2,539
	Street	4	11	143	69	363	590
	Park	0	4	12	3	6	25

(1) HLMA Park Crime Analysis.

OVERVIEW OF REPORTED INCIDENCE BY INDEX CRIME CATEGORY IN FOUR STUDY AREAS:

SEATTLE (1)

Index Crime Category	Area (2)	Street	Park
MURDER	1	0	1
RAPE	7	4	0
ROBBERY	47	47	0
AGGRAVATED ASSAULT	24	17	1
ALL OTHER	21	12	3
TOTAL	100	80	5

(1) HLMA Park Crime Analysis
(2) Includes All Reported Index Crime Incidence (Indoor and Outdoor)

REPORTED INCIDENCE BY INDEX CRIME CATEGORY AND SERVICE AREA POPULATION IN FOUR STUDY AREAS:

SEATTLE (1)

Park		All Reported Index Crime Incidence Murder	Rape	Robbery	Aggr. Aslt.	All Other	Total
QUEEN ANNE PARK	Service Area Population	3,780	3,780	3,780	3,780	3,780	3,780
	Area	0	2	3	2	0	7
	Street	0	1	3	2	0	6
	Park	0	0	0	0	0	0
DENNY PARK	Service Area Population	2,321	2,321	2,321	2,321	2,321	2,321
	Area	0	1	19	4	8	32
	Street	0	0	19	3	3	25
	Park	0	0	0	1	1	2
COLLINS PARK	Service Area Popualtion	2,880	2,880	2,880	2,880	2,880	2,880
	Area	0	0	17	14	7	38
	Street	0	0	17	9	5	31
	Park	0	0	0	0	0	0
RAVENNA COWEN PARK	Service Area Population	10,190	10,190	10,190	10,190	10,190	10,190
	Area	1	4	8	4	6	23
	Street	0	3	8	3	4	18
	Park	1	0	0	0	2	3
TOTAL	Service Area Population	19,171	19,171	19,171	19,171	19,171	19,171
	Area	1	7	47	24	21	100
	Street	0	4	47	17	12	80
	Park	1	0	0	1	3	5

(1) HLHA Park Crime Analysis.

APPENDIX V

CITY DATA OVERVIEW

RANKING OF CITIES BY POPULATION, INDEX CRIME INCIDENCE PER CAPITA EXPENDITURES, AND ACRES OF PARK LAND PER 1,000 POPULATION

City	Population Ranking	Index Crime Ranking Based on Incidence Per 1,000 Population	PER CAPITA EXPENDITURES RANKING - Total Exp.	Police Protection	Park and Recreation	PARK RANKING Based on Number of Acres per 1,000 Pop.
BALTIMORE	1	4	2	3	8	9
BILLINGS	16	15	14	15	14	6
BOSTON	4	5	1	2	13	14
CINCINNATI	12	14	5	9	3	4
CLEVELAND	2	7	10	5	9	12
DENVER	10	3	6	11	4	8
EL PASO	14	16	16	14	16	15
HARTFORD	15	9	4	6	7	2
JACKSONVILLE	9	13	15	16	15	16
KANSAS CITY	11	10	11	7	10	3
MINNEAPOLIS	13	11	12	12	1	5
NEW ORLEANS	6	6	8	10	11	11
PHOENIX	7	12	13	13	12	1
SAINT LOUIS	5	2	7	1	5	13
SAN FRANCISCO	3	1	3	4	2	10
SEATTLE	8	8	9	8	6	7

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APPENDIX I: CITY OVERVIEW

City	1970 Population	1970 Total Index Crime Incidence	1965-1967 CITY EXPENDITURES (000's) Total City Expenditures	Police Protection	Parks and Recreation	PARKS Number of Units	Total Acreage
BALTIMORE	905,759	62,150	299,889	29,725	10,523	346	5,906
BILLINGS	61,581	2,072	4,041	544	370	95	582
BOSTON	641,071	38,294	295,813	22,976	6,365	226	2,258
CINCINNATI	452,524	17,395	93,000	8,731	9,051	246	5,389
CLEVELAND	750,930	44,564	78,873	19,990	8,462	226	3,166
DENVER	514,678	37,835	84,657	8,610	8,860	142	3,354
EL PASO	322,261	9,333	13,733	3,065	1,379	72	944
HARTFORD	158,017	9,305	46,491	3,687	1,950	46	2,117
JACKSONVILLE	528,865	25,223	28,943	4,069	3,017	213	1,253
KANSAS CITY	507,087	28,995	51,944	10,920	5,634	125	6,474
MINNEAPOLIS	434,400	23,420	43,567	6,409	10,111	153*	4,490
NEW ORLEANS	593,471	35,371	65,190	10,469	6,222	161**	2,905**
PHOENIX	581,562	29,403	38,561	7,800	5,880	112	18,188°
SAINT LOUIS	622,236	45,915	100,349	24,633	9,729	83	2,643
SAN FRANCISCO	715,674	57,136	232,144	21,821	16,087	129	3,575
SEATTLE	530,831	31,176	55,828	10,587	7,375	142***	3,834

* Includes unknown number of parks out of city.
** Estimates compiled from five agencies.
*** Includes three campsites.
° Includes 14,000 acres of South Mountain Park.

APPENDIX VI

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