

**Seattle University Criminal Justice Graduate Program  
Theory & Research in Criminal Justice Organizations  
Service Learning Project:**

**AN ORGANIZATIONAL-THEORY FOCUSED ANALYSIS OF  
SEATTLE'S FREEWAY PARK:**

**Technical Report for:**

**The Freeway Park Security Team  
March 21<sup>st</sup>, 2016**



This report was developed as a part of a Seattle University Criminal Justice Department graduate course, titled “Research and Theory in Criminal Justice Organizations” (CRJS 5010), which took place Winter Quarter, 2016. Under the supervision of Criminal Justice Department Professor Peter A. Collins, the following student authors completed this report (in alphabetical order): Patrick L. Boyce, Britany N. Brown, Carol L. Burciaga-Kirchner, Jessica A. Chandler, Obalvanna Chi, Agata E. Drozd, Matthew Eiding, Lynn Erickson, Kristin N. Frederick, Grace E. Goodwin, Candace Hawkins, Krystle A. Kozlowski, Michelle C. Larson, Bradley T. Loetzke, Emily M. Malterud, Bridgette M. Navejar, Kalie Nelson, Phanida Pfungsten, Shannon Ro, Kimberly T. Roman, Victoria L. Sack, Shante L. Sanchez-Hoover, Karmen P. Schuur, Bridget N. Scott, Tia M. Squires, Chelsea Toby, and Chase H. Yap. The authors would like to thank the Freeway Park Security Team and Association for their willingness to collaborate in this service learning project, as well as all others who were contacted as part of this important study.

This study was conducted with a strong sense of community service and it is the hope of all those involved in drafting this report that the information presented below provides community leaders, stakeholders, and decision makers with a jumping-off point to conduct further analysis of the disparate issues that are presently observable in Freeway Park. The findings and opinions reported here are those of the authors and do not necessarily reflect the positions of Seattle University. Further questions concerning this report can be directed to Dr. Collins at:

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## STUDY OVERVIEW

Much of the time, the criminal justice and linked social issues that exist within the nexus of public space, private enterprise, and government oversight, are difficult to manage alone. As exemplified here and in many other instances, key stakeholders will join to form a network, where questions can be asked and answered, where help can be lent and accepted. In research of networks or organizations, these groups are often the subject of study, as well as the environments within which they operate. This is the case with this service learning project and report.

[What and Where is Freeway Park?](#) “Located between 6th and 9th Avenues, Freeway Park is bounded on the north by Union and on the south by Spring Street. To the east is First Hill, to the west the park overlooks Seattle's financial center. Freeway Park provides a space where residents, shoppers, downtown office workers, hotel visitors and the whole array of people from all backgrounds who make up the downtown population may come together to enjoy the social elements of a city park.”

For a little background, in late 2015, Dr. Collins was contacted by members of the Freeway Park Security Team (FPST), which is a group made up of volunteers who are in-part responsible for managing security concerns in the many businesses, residences, physical structures that share the park's border. At the time of this report, this group had been meeting for more than a year and had already been focused on making incremental changes that could improve the public's perception of safety in the park. Members of the FPST were interested in partnering with a group of students who might help them by gathering data and information surrounding many disparate issues that are currently observable at the park. The research group was comprised of students attending one of two sections of a criminal justice graduate course on research and theory in criminal justice organizations held at Seattle University. After attending a meeting with the FPST group, there were six main focus areas formed and once classes began, six groups (three in each of the two sections) were assigned to each particular focus area. Each group was responsible for completing their own section of this technical report as well as participate in a presentation of the findings back to the FPST, which took place March 16<sup>th</sup>, 2016 on the Seattle University Campus.

The main questions that served as guides to forming each focus area were: What are the current issues within Freeway Park? What are the reasons, if any, that draw people into or keep people out of freeway park? Can these issues be mitigated or solved by adopting different policies? Do other cities have proven best-practices/policies that can be adopted? As stated above, there were six groups formed around six focus areas. The focus areas were (appearing in order presented within the report below):

- I. Full literature review: What are other cities doing? How can Freeway Park be a model for other city parks? An outline of best practices.
- II. An understanding of those individuals who use the park now: Who are they? What are their needs? Community outreach?

- III. Collaborative capacity of the freeway park group and partners: Identification of – in-kind resources, additional partners, community stakeholders, service gaps and overlaps.
- IV. Public Perception Survey: done to understand the issues/problems and identify "tipping points" that when resolved, might bring people who actively avoid the park, back in.
- V. Crime prevention through environmental design: are there any areas in the park that are issues? Priorities? Would a children's play area in the vicinity of the existing Federal Employee's Child Care Center be of value in creating a safer environment? Secondary analysis of crime data.
- VI. Communications Analysis: Practicing cross communications between Private Security Officers, Park Rangers, SPD, Federal Protective Service and Metro Transit Police. Legal and/or jurisdiction issues? Prioritization?

Each of these focus areas is presented sequentially below. Additionally, there were two survey instruments that were adopted and/or developed and tested within this study. Those instruments can be found in the appendix of this report. Findings and recommendations are contained at the end of each of the six main sections. It is very important to note some significant limitations to this study. First, this study took place over a 10 week graduate course; the student researchers and authors had many other academic, work, and family-related obligations. Moreover, this study was not a part of a larger formalized and funded research project. Therefore, the researchers were limited in what they could do in relation to human subjects, resources, and time. Second, the survey and other data collection efforts were completed through convenience sampling, the surveys were offered online and in English only, and the true data collection window for survey and general interview research was only about three weeks. As a consequence of the sampling technique and condensed time period, the findings presented below are very limited in terms of generalizability.

With these important issues in mind, it is also important to note that this work was a result of great effort on the part of the students, professor, the FPST, and those people contacted to offer suggestions and information. It is the sincere hope of the authors that this information be used as a foundation to build further research efforts upon, to help expand the general use of the park for all community members – regardless of "status", to increase positive perceptions of Freeway Park, and ultimately, to uplift our community.

# **LITERATURE REVIEW**

## ***INTRODUCTION***

Freeway Park is a 5.5-acre space underneath I-5 intersects the Washington State Convention Center along with several blocks of Seattle's central business district (The Cultural Landscape Foundation, 2015). Employing modernist and brutalist architecture, Freeway Park consists of linear concrete slabs and mixed-in green space and terraced waterfalls, the park creates an environment of invisibility where corners and small tunnels are cut into the landscape and make it easy for park-goers to disappear. Likewise, the flat-layered landscape as well as the prevalence of benches does allow temporary respite for homeless patrons. However, with little open and visible space, the design of Freeway Park has facilitated both violent and non-violent criminal activity in past years, making the park a haven but also something of a gauntlet for vulnerable populations (Jaywork, 2015; Porter, 2016). The noise created by the traffic above the park and the waterfalls within the park cover the noise created by criminal activity, including victims crying out for help. Additionally, the proximity to metro bus lines makes access ideal for all populations, and provides equalized access for those with little other means of transportation (Porter, 2016).

In an effort to address the many dark corners and covered areas all throughout Freeway Park, as well as the homeless population seeking refuge within the confines of the park, while simultaneously seeking to increase community utilization of the park, research has been conducted on the necessity of public restrooms, the value of collaborative community partnerships, techniques of crime reduction through natural landscaping, and addressing homelessness in public spaces. The following literature review, though not exhaustive, provides a step in the right direction in terms of understanding the different areas of concern for Freeway Park as well providing insight as to best practices utilized throughout the nation to combat similar situations. The following information will serve as a valuable guide in determining which steps are necessary for reinvigorating Freeway Park and establishing a permanent solution to the issues that are currently ailing it.

## ***PUBLIC RESTROOMS***

One of the challenges faced by Freeway Park Stakeholders and the city of Seattle in general is the lack of public restrooms. Even when there are public restrooms available, some restrooms are in such a state of disrepair and uncleanliness that patrons refuse to use them (PSU, 2013). Some park restrooms are locked permanently or do not exist, while others are only open seasonally during spring and summer months (Howard & Moore, 2016). Many public restrooms are closed during the winter in order to decrease costs and to prevent pipes from freezing (Kerns, 2015).

In January 2002, a woman who was blind and deaf was murdered in a Freeway Park restroom (Mudede, 2002). A security camera was present but was only activated when the panic button was pressed. Unfortunately, the panic button was not pressed in time for any usable footage to be recorded of the murder or the suspect. As a result, the murderer was able to flee the scene without being identified. The design of the park creates enough seclusion and privacy for

criminal activity to occur, especially within the unmonitored restrooms. As a result of the murder and other criminal activity, the public restrooms were closed (Mudedede, 2002).

Despite the need for more public restrooms in general, especially those which are accessible year-round, a recurring debate in Seattle and similar cities has blocked the addition of facilities due to the potential effect an increase of public restrooms will have on attracting homeless individuals and criminal activity (Garrick, 2014; Howard & Moore, 2016). Patrons and merchants are concerned that there will be an influx of homeless people, drug use, and prostitution in the restroom facilities with an increase in their availability (Howard & Moore, 2016; Murakami, 2007). Parents are concerned with letting their children use public restrooms when illegal activity such as drug use, prostitution, and sexual rendezvous is taking place (Murakami, 2007). Before exploring the potential solutions to the issue of homelessness and criminal activity with the addition of public restrooms, it is important to consider the issues surrounding the lack of public restrooms in Seattle and cities of similar makeup in regards to the homeless.

### **Public Restrooms in Seattle & Similar Cities**

Seattle's homeless population is large considering the size of the city and the lack of accessible public restrooms for the homeless. In Seattle, there are only two restrooms available which are accessible to the public 24 hours a day, 7 days a week. They are located about a mile from each other, one in Pioneer Square and the other at the Union Gospel Mission (Howard & Moore, 2016). The homeless population in Seattle, as of January 23<sup>rd</sup> 2016, was counted at 10,047 individuals, with 3,772 living on the streets at night (homelessinfo.org). This results in the access of only one 24-hour restroom per 5,026 homeless people in Seattle in general, and one 24-hour restroom per 1,886 homeless individuals at night. Despite only having two 24-hour-accessible public restrooms to be shared by over 10,000 homeless individuals in Seattle, one must consider how much of an impact restrooms realistically have on attracting homeless people, when there are so few public restrooms in Seattle to begin with.

Portland State University (PSU) students (2013) brought to attention the issue that anyone who used the city, including pedestrians, residents, visitors of the parks, children, pregnant women, and the elderly, were negatively impacted through the deprivation of public restrooms, in addition to the homeless population. Therefore, an increase in available public restrooms could benefit homeless individuals as well as the entire city. By providing more restroom and hygiene facilities, homeless people would have places to go to clean up and relieve themselves, rather than doing so in public establishment restrooms, such as libraries or restaurants, where they may misuse the facilities by taking sponge baths or washing their clothes (Drew, 2013). Additional public restrooms essentially benefit everyone in society.

While there are numerous "public" restrooms in Seattle, many of them are not accessible for homeless individuals as they are often located in businesses and establishments where homeless individuals are either not welcome, or where restrooms are often only designated for paying customers or patrons (Howard & Moore, 2016). Homeless people are forced to relieve themselves in public, often times on sidewalks or against buildings, as there are not always discrete places for them to go (Portland State University (PSU), 2013). Seattle and similar cities,

such as San Diego, Portland, and San Francisco, have criminalized the act of urinating or defecating in public (Howard & Moore, 2016). Punishment for these behaviors ranges from a fine to being charged with a misdemeanor and facing time in jail. However, these cities also suffer from a significant lack of public restrooms and facilities for practicing hygiene to meet the needs of homeless individuals. Seattle ranks as the worst in provision of public restrooms in relation to its homeless population. There are 5,023 homeless individuals per 24-hour restroom in the city of Seattle, as compared to 2,914 homeless individuals per 24-hour restroom in San Diego, 543 homeless individuals per 24-hour restroom in Portland, and 302 homeless individuals per 24-hour restroom in San Francisco (Howard & Moore, 2016). Each of these cities takes a different approach to public restrooms, which will each be discussed.

Seattle didn't always only have two restrooms; they used to have automated toilets as well. Automated toilets are useful in that they self-clean after each use, disinfecting the toilet and floor. However, they are costly at approximately \$300,000 per unit. Seattle purchased five automated toilets, however, they were eventually sold, as they were too costly to maintain and were attracting too much illegal activity (Maag, 2008). These toilets have been successfully used elsewhere in the country and worldwide, but those cities allow advertising to be placed on the toilets in order to pay for the maintenance. Seattle has strict laws against advertising, which required the city to fund the maintenance of the toilets. The locations of the automated toilets were in areas where there was high traffic of transients and drug users. The toilets would break down and were unable to clean themselves, as too much trash would be left on the floors. Prostitution and drug activity would occur within the restrooms as well. The burden of maintaining the toilets fell on taxpayers, approximately \$1 million per toilet per year. They were requiring too much maintenance for Seattle to afford to cover, as well as attracting too much illegal activity, and it resulted in the sale of those toilets (Maag, 2008).

In Portland, residents take advantage of "Portland Loos." Portland Loos are toilets that are approximately the size of a parking space, made of steel and are resistant to graffiti (The Loo). The tops of the Portland Loos are louvered, or shuttered, enabling the public to monitor the activities within the restroom in order to observe and intervene when criminal activity occurs. In Portland, the Portland Loos are cleaned twice a day. As of 2012, there were six available in the city of Portland. Portland Loos cost approximately \$15,000 per year to maintain, and about \$25,000 to construct (PSU, 2013). It is recommended that they would be best if placed in areas with high traffic in order to deter criminal activity (The Loo). Seattle currently utilizes two of these Portland Loos, although they are not accessible 24/7 (Howard & Moore, 2016).

San Francisco piloted the Pit Stop Program, operated by the San Francisco Department of Public Works, and provides both automated toilets and portable toilets, which are removed each night for cleaning and replaced in the morning (San Francisco Department of Public Works Pit Stop). San Francisco utilizes the technology of automated toilets. Although they are costly to maintain, the city of San Francisco is not responsible for the costs of maintenance, as advertising displayed on the outside of the toilets produces enough revenue to cover the costs (San Francisco Department of Public Works Public Toilets). Attendants maintain cleanliness of the portable toilets while simultaneously monitoring them for unauthorized usage and conduct. The removable toilets also include sinks, containers for used needle disposal, as well as provide for dog waste disposal (San Francisco Department of Public Works Pit Stop).

San Diego aims to install more public restrooms but has met with resistance from business owners who worry that more restrooms will attract more vagrants and criminal activity (Garrick, 2014). San Diego is aware of its need for more restrooms, and has been in the process of bringing in more Portland Loos. Arguments for the increased number of public restrooms include the attraction of more tourists whose comfort is elevated with the provision of greater access to restrooms. As tourist populations increase, the city's revenue could also increase. Increasing public restrooms would also decrease the need for homeless individuals to utilize the streets and outside environment to relieve themselves. The costs of cleaning the streets due to defecation and urination would be reduced. Arguments against the installation of additional public restrooms include the possibility of homeless individuals using them and conducting inappropriate or illegal activities within them. There is also a fear of elevated levels of prostitution and drug use in public restrooms. However, the Portland Loos could deter criminal behavior, as their louvered tops allow the public to see inside of the toilets (Garrick, 2014).

### **Suggestions & Best Practices**

Howard and Moore (2016) presented several recommendations for public restroom and hygiene facility establishments in their brief, some of which include: (1) providing more public restrooms; (2) working with homeless populations to collect their feedback and opinions on which of their needs must be met and how to meet those needs; (3) implementing actions taken by other cities to provide public restrooms and increase access; and, (4) increasing the availability of facilities already in use.

Visitors could be attracted to Freeway Park by providing public restrooms for them to use. However, criminal activity is likely to occur based on the environmental design of the park. To prevent criminal activity and attraction of homeless individuals, Freeway Park should consider utilizing the Portland Loos, which allow monitoring of activities within the restroom, or the portable restrooms, which could be removed at night (San Francisco Department of Public Works Pit Stop). Freeway Park should also take into consideration the use of cameras, which actively record whenever there is movement. Even if the camera does not deter crime, it could aid in the identification of criminal suspects.

In order to increase the number of accessible public restrooms in Seattle, and potentially Freeway Park, awareness must be raised on the issue of the insufficient supply of public facilities and the benefits to be reaped from adding facilities to the city. A map of current facility locations as well as potential placements for future facilities should be presented and accessible online for people to view and to provide their input as far as placement and suggestions. To assume that everyone is a drug user and will abuse the restrooms deprives countless visitors and patrons of the ability to access public restrooms (PSU, 2013). Finally, Seattle should also consider adjusting its municipal codes regarding advertising in order to allow for public restrooms to pay for themselves through advertising, reducing the financial burden, which would otherwise be placed on the city.

## ***COLLABORATIVE PARTNERSHIPS & SUCCESS***

A city is essentially the sum total of all of its citizens. When citizens get involved in the larger community as a whole, the potential for greatness truly knows no end. Any given project within a community is strengthened by use of collaborative partnership relationships within the community at large. Seattle is home to a number of tourist hotspots, including the Space Needle and Pike's Place Market, but it is also home to a number of beautiful locations both in and around the city that act as a home for tourists, locals, and the less fortunate, alike. Freeway Park is an example of one of Seattle's beautiful parks. Unfortunately, while the city of Seattle went through the effort of constructing this beautiful park, general prosocial use has declined in recent years.

In order to help address the issues that affect Freeway Park, this section of research is focused on strategies that may return the park to a thriving entity within the city of Seattle. The idea of a collaborative partnership extends far beyond the realm of simply partnering with the local community. Collaborative partnerships can exist absolutely anywhere where the initiative is taken. The following text provides basic information for building collaborative partnerships using examples from cities throughout the nation that have utilized collaborative partnerships for strengthening schools, parks, and communities. Lastly, this section outlines best practices and provides suggestions specific to the city of Seattle in how to build up Freeway Park to become a must-see location within Seattle.

### **Building Collaborative Partnerships**

What exactly is a collaborative partnership and why is it useful? Moreover, how can we bring about interest from outside parties in order to actually build a collaborative partnership? Simply put, a collaborative partnership is the joining together of individuals to form a group that will work together in pooling common interest, assets, and skills in order to promote goals and outcomes that will benefit the entire group (Pagel, 2012). This basic concept sounds simple enough but what many people do not realize is that organizations don't collaborate, people do (Pagel, 2012). To break it down more simply it means that though it seems that organizations would function in collaboration with one another, it is not the actual organization that is working on anything, it is the individuals within the organization that are seeking to build something greater than themselves. Collaborations within organizations and communities are particularly necessary when organizations share a common purpose, a common goal, and specifically a common problem (Gray, Mayan, & Lo, 2009; Rinehart, Laszlo, & Briscoe, 2001).

With a basic understanding of what it means to have a collaborative partnership, it is then imperative to understand what pieces go into building a successful collaborative partnership with any given individual or groups of individuals. Before examining what factors attribute to building a successful collaborative partnership, it must be understood what *does not* aid in collaborative partnerships. Gratton and Erickson (2007) conducted research at fifteen multinational companies in an effort to understand how the employees came together as a group. Gratton and Erickson (2007) were under the assumption, as many of us probably are, that "teams that are large, virtual, diverse, and composed of highly educated specialists are increasingly crucial with challenging projects, those same four characteristics make it hard for teams to get

anything done” (p. 2). This is very important to note as there seems to be an unwritten belief that the more individuals involved in any given group, the better off that group will be. However, the research simply does not support this idea. In fact, the research by Gratton and Erickson (2007) suggests that the greater number of individuals, specifically experts in a given area, the more likely the team was to disintegrate into a nonproductive climate. While there are other issues associated with the building of a collaborative partnership, this is the clearest, more negatively influential aspect that often finds its way into a collaborative partnership. Armed with the knowledge of the potential pitfalls that come along with the building of collaborative partnerships, it is then important to consider what goes into making a valuable and a functional collaborative partnership.

Gratton and Erickson (2007) contend that there are eight major factors that lead to the success of a given collaborative effort. The first effort necessary for the building of a collaborative partnership comes in the form investing in relationship practices. This means that the executives, the managers, and the bosses of an organization must simply encourage collaborative behavior with investments in the company itself. This can come in the form of monetary investments in spaces that would provide access for groups of collaborators to meet, as well as in the form of fostering communication with the organization as it exists (Gratton & Erickson, 2007). It is well known that work place structures play a vital role in establishing the feel of the space. When walls, both literal and figurative, are built around individual employees, it takes away from the value of the group as a whole. This moves on to the second key in developing collaborative partnerships; that is modeling the behavior from the top down (Gratton & Erickson, 2007). When the leaders of an organization demonstrate a willingness and openness to collaborative with one another as well as with the employees, an atmosphere of collaboration is built among all levels of the company (Gratton & Erickson, 2007). This second step is key in building on to the third step that is essentially building a culture of gifting knowledge. This means that mentoring and coaching, on an informal basis and formal basis, should be utilized to increase relationships within an organization (Gratton & Erickson, 2007). Human resources departments are vital for step four in ensuring that the organization is providing the training necessary to both complete the job at hand and open the lines of communication in seeking future training (Gratton & Erickson, 2007).

After making it this far in the collaborative process, the collaborative atmosphere is essentially constructed and need only to be maintained. This comes in the form of steps five through eight. Step five is focused on supporting a strong sense of community within the organization to facilitate the members reaching out to one another for help and advice (Gratton & Erickson, 2007). Step six values the process of assigning team roles to specific individuals that are best suited for the team’s goals (Gratton & Erickson, 2007). This would include recognizing abilities of the individual as well as considering both task- and relationship- oriented individuals (Gratton & Erickson, 2007). Step seven exists solely for maintaining the assigned roles and groups, as they currently exist. This comes in the form of building on heritage relationships; strangers within an organization are unlikely to reach out to one another once put into a hierarchical situation (Gratton & Erickson, 2007). Lastly, it is important to understand the specific roles assigned as well as the tasks at hand: “Cooperation increases when the roles of individual team members are sharply defined yet the team is given latitude on how to achieve the task” (Gratton & Erickson, 2007, p. 8). Though Gratton and Erickson (2007) focus the bulk of

their research on building a collaborative partnership within one organization, it is extremely important to note that each step of this process can be applied to inter-organizational collaborative efforts.

A collaborative partnership is the joining together of individuals to form a group that will work together in pooling common interest, assets, and skills in order to promote goals and outcomes that will benefit the entire group. Collaborative partnerships exist as a way promoting specific ideas, maintaining previous works, and as a way to combat mutual problems within an organization or society. Armed with this knowledge, the necessary steps for developing and maintaining collaborative partnerships have been explained as a way to understand what must be done to secure the most beneficial outcome for all parties involved with the collaboration of resources. Examples of collaborative partnerships can be seen in every facet of social interactions; this includes collaborative efforts to build healthier communities, to overcome social problems, and improve public spaces.

### **Collaborative Initiatives in Similar Cities**

#### *Schools, Food Justice, and Collaboration*

Efforts to build healthier communities and overcome social issues are present all over the United States. There is so much value given to the development of collaborative relationships that there is ample evidence to portray the benefits of engaging with the community at large. Glow and Sperhac (2003), conducted a project in which they sought to bring together a Chicago based school system with a University teaching hospital as well as a faith-based organization. In Chicago there are Academic Preparation Centers (APC) that exist for the purposes of educating children ages 13-16 that have not completed the traditional schooling commonly associated with the United States (Glow & Sperhac, 2003). The kids attending APC's are considered high-risk students, as they are minority students, the majority of which (92%) come from low-income families (Glow & Sperhac, 2003). In order to attend an APC the students must abide by the Illinois Department of Public Health Services, which requires that they receive immunizations by October 15 of each new school year (Glow & Sperhac, 2003). The non-compliance with Illinois state law was about 72% from 2001-2002, this means that 72% of the 1,300 enrolled students could no longer partake in continuing their education (Glow & Sperhac, 2003). Obviously work needed to be done to allow students to pursue their education.

The collaborative partnership facilitated by Glow and Sperhac (2003) resulted in over 90% of students receiving their immunizations by the 2002 school year. They accomplished this by providing incentives for the faith-based organization by way of expanding its legitimacy within the community it already served by funding this effort as well as by providing access to patients for the medical professionals at the teaching hospital to work with (Glow & Sperhac, 2003). Similar efforts to this study have been found in other locations of Chicago, which like Seattle is a bustling city. This study is a good example of how a collaborative partnership can yield success. In another example of collaboration is the Chicago Food System Collaborative (CFSC) which is a group comprised of partners from four different academic institutions and three community-based organizations which comprise a total of eight institutions being represented within one collaboration (Suarez-Balcazar, Hellwig, Kouba, Redmond, Martinez,

Block, Kohrman, & Peterman, 2006). The CFSC exists in order to address issues relating to the absence of healthy foods and nutrition within working class African-American neighborhoods. By collaborating in one group, the members from very different disciplines are able to share data, conduct research together, and gain perspective from the lens of a different field than their own in order to fight for food justice Suarez-Balcazar et al., 2006).

The efforts of the research by Glow and Sperhac (2003) yielded benefits for all those involved. The authors do note that specific issues arose within the collaborative effort yet overall they found working together in this three-way collaborative partnership proved overwhelmingly beneficial for all parties involved and resulted in children being able to pursue education that would have otherwise been denied to them. By providing incentives to each of the participating parties, the collaboration was able to generate enough interest to produce results almost immediately. This same methodology can be used in the broad spectrum of enhancing Freeway Park. Partnerships within the community of Seattle can and should be developed in a similar fashion.

### *Community Parks, Libraries, Homelessness, & Private Collaborations*

Another example in the effort to improve public spaces was a project funded through an \$11 million dollar collaboration, which took place in Philadelphia (Building more successful cities, 2015). Initiatives like this exist by way of community partnerships amongst individuals. In this case, the efforts are being focused on reinventing local parks, hiking trails, libraries, and a conservatory (Building more successful cities, 2015). Further examples are present in Portland, Oregon where the Portland Parks and Recreation Department has set forth a policy regarding collaborative partnerships that specifically articulates that the “success of Portland Parks & Recreation (PP&R) depends on the support, assistance, advocacy and enthusiasm of the public as stewards of their parks and recreation system” (p. 1). The Portland Parks and Recreation department has seen much success in the building and maintaining of public spaces by way of partnerships within the communities they serve. “Public spaces and programs that thrive, rather than simply survive, are those that have active allies caring for and encouraging them (Friends and Allied Partners Policy Statement, 2010, p. 1). The city of Portland is home to beautiful city parks, community facilities, and other public spaces. Given the nature of the differing public spaces that Portland is home to, the city has taken the initiative to recognize value of collaborative partnerships as key in keeping all public spaces in prime condition for the “commonwealth” of all (Friends and Allied Partners Policy Statement, 2010).

Unique challenges are presented when addressing Freeway Park. The issue of homelessness in America is one that is often disregarded as these individuals are, for an unknown reason, seen as less than worthy of compassion. The homeless population within Seattle utilizes Freeway Park as a would-be shelter due to the unique architectural designs as well as the poor lighting all throughout this park. Collaborative partnerships can and should come into play when addressing issues of homelessness in city parks. In an effort to reduce the number of homeless individuals calling a park their home, efforts must be made to collaborate with a local homeless shelter as well as by way of advocating for state funded programs to provide permanent housing for the men and women currently suffering in the cold. In the last twenty years, the culture of America has changed as such that financing for public spending has

diminished as the need for public funding has increased. The health care system in America has changed rapidly and has resulted in health care needs simply not being met (Snyder & Weyer, 2002). Programs exist now that focus on the collaborative efforts of nurses and other practitioners with those of a homeless shelter in order to foster an environment where the health needs of those suffering can be addressed in a consistent manner (Snyder & Weyer, 2002). Freeway Park in conjunction with a Seattle teaching hospital could potentially develop a similar collaborative partnership with a homeless shelter, and even food bank in the surrounding areas, in order to address the medical needs of those calling Freeway Park their home. Addressing the root causes of issues is the only way to advocate for change, simply moving the homeless population, cleaning up trash, and installing fencing will only lead to more issues in the future.

Collaborative partnerships have provided more examples than can fit within the confines of this report. There are numerous collaborative partnership success stories all across the nation in regards to improving nutrition within cities, increasing economic development, addressing medical needs in local parks, maintaining land for conservation, reducing pollution, expanding outdoor recreation, and even reducing tobacco use in public locations (Parks Build Healthy Communities, 2015; Tuxill, Mitchell, & Brown, 2004; Arni & Khairil, 2013). By taking these collaborations as examples, organizations can adapt them to best suit the needs of the communities they are serving.

### **Suggestions & Best Practices**

This report has provided an overview of what it means to have a collaborative partnership, how to construct a valuable partnership, and has given ample examples of collaborative partnership success. Though previously stated within this report, it is important to consider the recommendations and their specific implementation within Freeway Park. When building collaborative partnerships, this research recommends that efforts be made to collect data regarding initiatives that would be supported by the downtown community at large. This comes in the form of evaluating the organizations interests. The examples provided in this research should be given careful inspection for the potential use and implementation for like-programs with the Freeway Park Association. Special attention should be given to the policies implemented within the Portland area, as the city of Portland is similar in nature, style, and location, to the city of Seattle.

Another area of recommendation for Freeway Park is to form an environment of collaboration with the individuals already working within Freeway Park organization. The primary organization, that is the Freeway Park Association itself, should consider the suggestions from the research by Gratton & Erickson (2007) as a way to ensure that the members of the organization have first-hand knowledge of the collaborative process. Efforts should be made to follow the recommended steps aforementioned in this report as a way to facilitate a collaborative environment within all the organizations involved with Freeway Park that will better facilitate positive change. From the positive change within the Freeway Park Association, further steps can be taken toward progressing Freeway Park by advancing towards collaborative partnerships within the community.

Finally, recommendations for Freeway Park, though at this junction prove to be broad-scale, come in the form of building relationships with hospitals, universities, homeless shelters, food banks, and the like all around the Seattle area. There are more programs within King County than can even be mentioned within one research paper and yet there seems to be a lack of communication amongst interested parties. The concept of “building relationships” sounds subjective and likely provokes thoughts around what that could actually mean. To be more specific, meetings should be set up with various institutions to express interest in establishing a collaborative partnership. Furthermore, information about the needs of Freeway Park, as well as the potential benefits of partnering, should be provided to any and all interested parties.

When a city comes together to achieve a common goal, the citizens begin to realize the value associated with participating in their community. The beauty of collaborating is that it has a snowball-like effect in that once it gains momentum many other interested parties are likely to express interest.

### ***REDUCING CRIME IN PUBLIC PARKS USING NATURAL LANDSCAPING***

Often criminal justice professionals tend to look at crime from the viewpoint of why the person is committing the crime. What are they in need of or what motivates them to commit the acts that they do? Professionals neglect to look at other factors that may play into the criminal preference, such as the location that they are committing the crimes at. In looking at the location, we can identify specific factors that play into the commission of the crime. Does the location provide cover allowing for covert activity to be committed? What are the chances that the perpetrator is being watched at the time of the crime? By factoring these variables in, we can determine specific actions that can be taken to improve a landscape and decrease criminal activity in that area. The following considers urban greenery as a deterrent of crime, looking at its effects on mental state, community cohesion, and perceptions of crime and disorder. Explanations as to proper implementation on a general level and in Freeway Park of Seattle, Washington are also addressed.

#### **Mental Fatigue & Aggression**

Urban city living and modern lifestyle has led to a very taxing mental state for many adults. Information processing is occurring constantly throughout the day via traffic, work, technology, and other complex decisions. All of these can take a toll on our mental health, causing mental fatigue, which in turn limits our abilities to make decisions and control personal behavior. Mental fatigue is often characterized by three symptoms: inattentiveness, irritability, and impulsivity, which in turn can lead to aggressive or antisocial behaviors. Attention restoration theory states that we choose to direct our attention toward activities we would not particularly be interested in without some sort of outside incentive. This, in turn, creates attention fatigue, which leads to mental fatigue. Attention restoration provides for this fatigue to be recovered, and it done so at times where we are not mentally challenged and engage in something that is fascinating to us (Harting, Evans, Jamner, Davis, & Garling, 2003; Kaplan, 1995). Multiple studies have concluded that in an urban setting, natural environments such as those found in parks and greenways have helped aid in the psychological well being of those who routinely visit

them (Harting, Evans, Jamner, Davis, & Garling, 2003; Kaplan, 1995). Natural sceneries effortlessly occupy our attention, without the need of a focused attention, producing a curative effect and a reduction in stress (Ulrich, Simons, Losito, Miles, & Zelson, 1991).

In an urban setting, naturally landscaped parks are considered an important tool for the health of the city's public. It is also possible that impulsive crimes that are committed due to sudden aggression or rage could also be reduced due to the favorable effects of a natural setting on mental wellbeing (Kuo & Sullivan, 2001). For those that are not so inclined to commit crimes, parks are still important, and so safety must be maintained while still providing the natural flora that urban landscapes often lack. If people enter a park with a sense of fear, they are then no longer recovering from mental fatigue, but focusing on what types of crimes are occurring around them and if they are at risk of being victimized. Providing a safe and green environment for the public should be the main focus when discussing improvement being made to public spaces.

### **Community Cohesion & Defensible Space**

One way to improve safety and reduce crime in public spaces such as parks is to encourage social ties to the location. Multiple studies have shown that those who perpetrate crime are less likely to engage areas that where their actions may be observed and/or have greater actual or perceived surveillance, especially if the likelihood on intervention is high (Bennett, 1989; Bennett & Wright, 1984; Cromwell, Olsen, & Avary, 1991; Macdonald & Gifford, 1989; Merry 1981; Rhodes & Conley, 1981). The creation of strong social ties in a public setting is a challenge in itself in a large urban city. Frequent park users must form effective social groups, build a consensus on values and norms, monitor behavior of other park users and intervene in the event of delinquent behavior (Greenbaum, 1982; Warren, 1981; Dubow & Emmons, 1981; Taylor, 1988). By doing so, informal surveillance is formed, which is a key factor in the development of social ties and in turn strengthens the community and lowers crime rates (Taylor, 1988).

Over time, social groups tend to identify a space as "theirs" within the public realm. Think of your local bar or restaurant where a person (or maybe even your friend group) has a place that they sit every time they visit the locale. The same can be done in a park. One strategy to encourage this type of visitation is to create a defensible space. A defensible space is a technique in architecture that uses the physical space and vegetation to influence patterns of movement and contact with patrons of a locale (Newman, 1972). By naturally influencing social behavior, frequent users will create bonds, and the creation of social ties to a location will naturally begin. Other programs may be implemented to help speed up the social bonding process, such as a community gardening program or an adopt-a-park project, which allow park goers a sense of ownership in the park, thus creating a territory in which the park goer will become invested and wish to protect. At the same time, social messages are sent to potential criminals that the area is well maintained and under the oversight of an agent (Nassauer, 1995).

## **Perceptions of Crime & Disorder**

Criminal justice professionals often measure safety and crime on what is happening, and not on what is perceived to be happening. Subjective assessment is as important consideration when working on creating a positive public space. Whether or not a place is actually safe, perceptions of crime and disorder can impact behavior of prospective park-goers and cause them to not enter areas that they associate with crime and individual risk (Schweitzer, Kim, & Mackin, 1999; Wekerie & Whitzman, 1996; Koskela & Pain, 2000). One crime that can drastically diminish positive perceptions is vandalism.

Vandalism and graffiti are minor crimes that can have a great impact on the perception of a location. The broken windows theory argues that property that is left disorderly is more prone to crime because criminals see the area as being unmaintained and devalued (Kelling & Coles, 1996; Sousa & Kelling, 2006). If the perception from criminals that crimes in the area will not be challenged, they will more likely commit offenses in this area, deterring the public from using the area (Schroeder & Anderson, 1984). Research has suggested there exists a relationship between lack of natural landscaping and vandalism (Kuo & Sullivan, 2001). Research completed in a California community revealed that 90 percent of occurrences of graffiti or related vandalism occurred in areas without natural landscaping (Stamen, 1993).

A study in Lowell, Massachusetts found similar results when comparing urban greening to other types of community policing (Braga & Bond, 2008). Using a “hot spot” policing technique, researchers tested different responses to conditions of social disorder over a year’s time in controlled neighborhoods. Both standard and innovative practices were used, including changes to the physical environment in areas where call volume was high. These changes, which were often related to urban greening, were more effective than misdemeanor arrests and improving contact with social services. Often this included cleaning up vacant lots, which was completed by organizations designed to promote urban greening.

## **Positive Use of Greenery**

The benefits of a naturally landscaped park have been identified and very well supported by empirical evidence, but it is important to discuss how to use natural landscaping properly to ensure park patron safety. Crime Prevention Through Environmental Design (CPTED) is a guideline used by law enforcement and urban planning officials in the design process of public spaces (Crowe & Zahm, 1994). CPTED outlines proper environmental design as not only a deterrent of crime, but also to reduce public fears of possible crime. They do this not by focusing on the offender, as many criminologists have, but on the physical location and how it may influence the behaviors of its patrons (Jeffery, 1971).

In its original publication, CPTED did not consider natural elements, such as trees and shrubbery, to create defensible space, but saw elements such as sidewalks and porches as boundary markers for creating territories (Jeffery, 1971). Studies have shown that vegetation that is well maintained can also act as a boundary marker to discourage criminal acts (Chaudhury, 1994; Brown & Bentley, 1993; Brown & Altman, 1983). Not only can these defensible spaces

create barriers to crime, but they can also bring people together in areas that would otherwise not attract their attention, which in turn would deter crime.

Many studies regarding the use of vegetation in public spaces focus on their use in landscaping in public housing. Extensive research notes their positive effects on residents' sense of safety (Kuo, Bacaicoa, & Sullivan, 1998). Residents also note less fear of crime when looking at photographs and drawings of residential spaces that have more natural vegetation (Nasar, 1982; Brower, Dockett, & Taylor, 1983). A study conducted in Portland, Oregon examined the effects of trees on both streets and residential lots (Donovan & Prestemon, 2012). Researchers considered crime in three aggregates (all crime, violent crime, and property crime) as well as looking specifically into burglary and vandalism. The study found that trees in the public right-of-way (such as on a city street or by a sidewalk) were associated with a general reduction in crime (Donovan & Prestemon, 2012).

When choosing the style of landscaping, it is important to consider the safety of not only patrons, but also of responding emergency personnel. Vegetation can be visually obstructive if not planned correctly, which will decrease the safety of officers responding to reports of crime, and may have a deterrent effect on patrons of the public space, who may have concerns of safety (Kaplan & Talbot, 1988). Most commonly associated with crime are densely wooded areas with a dense understory. Two college campus studies found fear correlation with trees, shrubbery, and walls that limit visibility and escape opportunities (Fisher & Nasar, 1995; Nasar, Fisher, & Grannis, 1993). Similar results were reported in a study of 17 urban parks and recreation locales, which also reported feeling more safe in open areas of well-maintained grass (Schroeder & Anderson, 1984). Other studies reported similar findings, stating that public preference leans towards more open green space, as opposed to enclosed green spaces which limit visibility and the ability to have an escape route; the greater the view distance, the more patrons felt safe (Maas, et al., 2009; Braga & Bond, 2008; Fisher & Nasar, 1992).

When landscaping a given area, canopy trees can be a powerful natural tool as visual preference in public spaces increase with tree density, with the most densely planted settings being of highest preference (Hull & Harvey, 1989; Smardon, 1988; Kuo, Bacaicoa, & Sullivan, 1998). Canopy trees allow for this natural density without creating an understory that can facilitate criminal activity. This, along with a well-maintained understory, such as a manicured grass, can allow for visibility on the ground and disallow concealment of criminal activities.

### **Suggestions & Best Practices**

Upon visiting Freeway Park, a couple of areas were immediately noticeable in which the possibility of criminal activity was very conceivable. One of the main areas of concern is the area on hollow squares that are artfully stacked to create a sort of functioning architecture. Patrons were sitting on different levels of it and climbing on it, but it was very easy to see how a criminal could use the area for crime due to its limited visibility. From a natural perspective, there is very little vegetation that should be used in this area. Efforts to deter people from hiding in these areas as well as committing crimes in these areas should focus on the use of lighting. Often, people associate daylight with safety, and therefore associate fear of public spaces with nighttime, or darkness. By illuminating the hollow areas of the architecture, you are also

illuminating the surrounding areas, as well as creating a visual centerpiece for the park that is best viewed in the dark. Not only will this help illuminate the area and engage prospective park goers, but it will also allow for identification of persons that may be attempting to hide within the squares, due to the creating of their shadow on the architecture by the lights.

Another improvement that could be made to the park is the removal of understory, especially around walkways that are less open. By creating a grassy area, there will be less visual obstruction and a greater sense of safety to those using the area. That should not be interpreted as gutting the area of vegetation. Often, that is seen as the response to safety concerns, but vegetation can be kept, managed, and maintained without safety being compromised. Neatness is also paramount in a public area. When an area is maintained and well kept, a sense of pride is shown and people will choose to socialize in the area, which is also a deterrent of criminal activity. The less trash, vandalism, and graffiti that is present on a daily basis, the more people will be inclined to frequent an area, especially an inviting green space. Maintenance can be accomplished through volunteer programs, such as an adopt-a-park program, or a community service initiative.

Overall, Freeway Park is on the right track to creating a great social atmosphere for its patrons through urban greening. Small changes could be made to help motivate the public to use the space more often without fear of crime. These include the reduction of understory vegetation, increased lighting in hidden areas, maintenance of architecture and landscaping and the use of canopy trees to create an inviting, natural environment. Most initiatives can be completed with minimal or no cost, thanks to the use of volunteer work. Other investments focus on the safety of both the public and law enforcement officials, and therefore should be seen as a positive investment.

### ***HOMELESSNESS IN FREEWAY PARK***

Most research regarding homelessness in parks tells many stories about unsuccessful or aggressive city initiatives as opposed to detailing what works with respect to homeless people who occupy public spaces. The literature reviewed here was extracted from academic case studies, master's theses, policy and legal reviews as well as local online news sources in order to shed light on this subject. An officer from the Seattle Police Department as well as several student representatives from the Homeless Rights Advocacy Project at the Seattle University School of Law were consulted in gathering information on the legal and law-enforcement perspectives upon homeless use of parks as well as the privatization of public space. While most of these works point towards the failings of past policies, there is much to be done from an organizational standpoint that can benefit homeless park-goers. This section is included in this literature review to provide ideas as to how vulnerable populations interact with the park space from a broader organizational and socio-legal standpoint. Furthermore, its inclusion is not meant to describe best practices to 'deal' with a troubled population, but to understand what parks and their partners can do to affect change on behalf of those who use Freeway Park and want to see improvements in the lives of both the homeless and the housed who inhabit the space. In order to build suggestions for best practices, the issues inherent in Seattle's social, political and economic landscape will first be discussed.

## **How Is The Park Used?**

City parks have the potential to confer a variety of benefits to their users (Crewe, 2001; Dooling, 2009; Spier, 1994). For homeless users, city parks provide shelter unencumbered by social restrictions and allow users to interact with other diverse communities and individuals (Hodgetts et al., 2008; Spier, 1994). Examining public libraries in New Zealand, Hodgetts et al. (2008) qualitatively explored how homeless men interacted with and benefitted from using the libraries. This study followed in response to local media reports that brought attention to the plight of housed patrons who claimed that they felt unsafe in the libraries as a result of homeless people using the library as well (Hodgetts et al., 2008). Having interviewed patrons of the library and in conducting textual analyses on these media reports, researchers found that engagement and inclusion in public spaces provided a sense of civic belonging to homeless library users (Hodgetts et al., 2008). This research is important to the current context because parks, as a public places, are a microcosm of citizens' constitutional rights (Dooling, 2009; Glyman, 2016).

Likewise, parks remain positive places for activities such as peaceful demonstrations, picnics and small family-friendly festivals for visitors (Porter, 2016). Nonetheless, Freeway Park in particular has struggled with keeping criminal activity out of its bounds (Porter, 2016). Such activity has, in recent years, been partially to blame for foot commuters bypassing the park altogether and also for creating a lingering perception that the park is unsafe (personal communication, February 22, 2016). Speaking with a Seattle Police officer on his experiences with the park, he said that often, return customers who are using the park are chronically homeless, most of them youth (under the age of 30) (personal communication, February 22, 2016). While this reflects one understanding of the park's homeless population, Freeway Park appears to host a wide variety of people at different times of day; and for the chronically homeless, oftentimes, how they interact with the park is contingent upon the challenges specific to the space (Mendel, 2011; Spier, 1994).

## **Unique Challenges**

Architectural anomalies aside, as a public space owned and maintained by the City of Seattle, Freeway Park is subject to use by people of all backgrounds. However, increasingly, such public places have become the subject of private interests (Glyman, 2016). Business owners and concerned citizens are beginning to act as the arbiters of public space, oftentimes rendering them uninhabitable by homeless populations (Glyman, 2016). The role of the public and of city officials in managing public space is critical when considering the risks of "othering" the homeless (Mitchel & Heynen, 2009). Demonstrative of this point, a study of Linear Park spaces in Boston by Crewe (2001) found that the perceived benefits of park spaces were limited by perceptions of park safety (among housed users) because such perceptions were largely tied to the physical design of the park space. This makes the case for necessary structural changes to the park in order to mitigate the effects of any perceived dangers in the park. However, while this research may provide city planners with a roadmap to best park design practices, it does so at the exclusion of homeless narratives and also ignores their unique relationship to city parks (Mendel, 2011). As Seattle continues to gentrify and undergo a rapid period of expansion without provisions of affordable housing, the ways in which homeless navigate public and private space will be drastically affected (Mendel, 2011). Within the scope of organizations and social

services, this necessarily means that some provisions such as food and housing will continue to be sought outside the realm of socially and legally-acceptable modes (Mendel, 2011; Mitchel & Heynen, 2009).

### **The Privatization of Public Space & the Criminalization of Homelessness**

As previously mentioned and according to those exploring modern civility statutes, homeless people occupy spaces in which they are no longer allowed to subsist (DeVerteuil, Mays & von Mahs, 2009; Dooling, 2009; Glyman, 2016; Mitchell & Heynen, 2009; Wilson, 2012). The proliferation of ordinances discouraging sit-and-lie behavior, the financial growth of business improvement districts (BIDs), privatized security and increased surveillance have threatened the freedom of use typically associated with occupation of the public realm (Mitchell & Heynen, 2009; Jaywork, 2015; Mendel, 2011). While thinking about Seattle's growing pains along these channels, research that delves into privatization of public space reminds us that homelessness is generated from a complex nexus and in turn, generates responses by city agencies and partners that are benevolent, punitive and sometimes ambivalent all at once (Glyman, 2016). DeVerteuil et al. (2009) implore that "rather than continue to focus only upon the 'purification' of public space and the banishment of homeless people from the city, we need instead to recognize the increasingly complex, sometimes incoherent, geographies of homelessness evident in the contemporary city" (pp. 655). The authors' statement can aid critical discourse on homelessness by reminding policy makers of the context in which failed and successful approaches to homelessness have grown. This review will now illustrate the spectrum of responses to homelessness as a social issue and attempts to fit Seattle within that spectrum.

In reviewing the literature on the social construction of homelessness, it is apparent that the rhetoric behind homelessness has been largely punitive, leading researchers to overlook the merits of successful policy implementation, and thus leading to biased research endeavors (DeVerteuil et al., 2009). Quite simply, it is important to recognize the strides made by cities and homeless people as a group in creating mutually beneficial progress (Baum, 2009; DeVerteuil et al., 2009). Case studies of the United States indicate that perhaps nowhere is punitive rhetoric and the spirit of "Not in my Backyard" (NIMBY) so predominant as in the cities of Tempe and Phoenix, Arizona. Tempe's business community, in all of its solidarity, was able to pass a sit and lie ordinance to "clean up" their central business district (Brinegar, 2000; 2003). The several members of the same business community in tandem with city representatives in Tempe then lodged a semi-successful effort against a local emergency housing community for recovering drug addicts located along a major thoroughfare of the city (Brinegar, 2000). Over time and after prosecution of the shelter on zoning charges, the staff were forced to re-allocate the space for a different client base and were no longer permitted to serve clients in need of emergency housing. In Phoenix, city-based shelters have, through selective zoning ordinances, been relegated to the most impoverished and transitional areas of the city (Brinegar, 2003). While this may be convenient for access, it renders the homeless population in those areas invisible and situates that population within a geography of maladaptive coping (especially for those with substance addictions) (Brinegar, 2003; other).

## Sit & Lie Laws

Since 1993, Seattle has become the example for several other cities (especially in California, but nationwide as well) in their implementation of “sit and lie” ordinances (Knight, 2010; Selbin, Cooter, Meanor & Soli, 2012). The ordinance, ushered in by city attorney Mark Sidran, was a landmark for the city and was even upheld in the 9th Circuit Court of Appeals despite political backlash (Knight, 2010). This ordinance mandated that from 7am to 9pm, those who are sleeping, lying or otherwise sitting on sidewalks within city limits are provided a verbal warning from police before being issued a \$50 citation (Knight, 2010). Research from Seattle University’s Homeless Rights Advocacy Project points to the crux of the debate on such policies in pointing out that sit and lie laws effectively criminalize the *conduct* endemic to homelessness while simultaneously maintaining legal legitimacy by not explicitly *targeting this population* (Glyman, 2016; Mendel, 2011; Selbin et al., 2012).

This paradox was also exposed in a recent court case, *Bell v. The City of Boise* (2013), where several homeless plaintiffs sought appeal for arrest and citation for camping on city streets. While few if any formal empirical literature assessing the efficacy of sit and lie laws exists, a master’s thesis by Liu (2012) is one exception. Liu (2012) used a qualitative case-study approach to assess the success of sit and lie ordinances in San Francisco, a city whose own policy was informed by that implemented in Seattle (Knight, 2010; Liu, 2012). The author reflects on a disparity in the counts of verbal and other concrete metrics against which the success of sit and lie can be evaluated and ultimately found that a subset of homeless people in San Francisco, while disagreeing with the content of the laws themselves, did not actively fight against their enforcement in their daily activities (Liu, 2012). In essence, the laws themselves work to displace, but are not seen by city partners or the homeless as a viable strategy worth maintaining (Liu, 2012).

Similar battles for the public realm have been waged against behaviors such as eating and sharing food in public (Mitchell & Heynen, 2009). In her study of the growth of the Food Not Bombs movement in Ontario, Canada, Wilson (2012) claims that the commodification of food sources has effectively privatized the product and process of food gathering and consumption. Food Not Bombs has been established on a national level and hosts several hundred chapters in North America, providing donated, recycled and unused food stuffs to people from all backgrounds across public spaces (Wilson, 2012). While the food itself is not necessarily gourmet or organic, it provides basic sustenance among homeless people who may otherwise be without food for long periods of time or seeking food in dumpsters (Glyman, 2016; Wilson, 2012). Additionally, and using capitalism as a proxy for privatization policies, we can begin to understand how the very basic needs of *people* are becoming subject to privatization and control. While Wilson’s (2012) research is not specific to best practices in addressing homelessness, it is another fitting example of disenfranchisement within the sphere of basic necessity.

## Private Security & Sanitization of Space

Seattle, much like San Francisco, remains a prominent hub for the tech industry and has recently undergone a period of unchecked development that has priced many out of the downtown areas. In addition to steep gentrification and an increase in tourism in Seattle, Business Improvement

Districts (BIDs) have begun to hire “ambassadors” or private security to remind those sitting on the street in areas such as Pioneer Square or First Avenue to move along (Glyman, 2016). In San Francisco, Google’s biodomes have aided the proliferation of private security and exclusionary geography (Cutler, 2015). In the months to come, Seattle will come on board with a similar development; Amazon will erect its’ own renditions of these domes in the South Lake Union area (Cook, 2013). While these spaces are meant to develop regions of the city for the better, Dooling (2009) makes the case, in reviewing ecological gentrification, that the integration of elements such as greenspace can still ignore the conceptualizations of home by the homeless. This is especially true when these spaces are designated in policy and devoid of any inclusion of homeless people as inhabitants who may be present here (Cohen; Dooling, 2009).

### **Suggestions & Best Practices**

Seattle in particular is home to a burgeoning central district with powerful Business Improvement Districts (Glyman, 2016). While not historically allies of the homeless in Seattle, these communities could prove to be helpful in aiding their homeless neighbors. Funds raised for BIDs inside the city and surrounding public parks and encampments could create a valuable stake in the Seattle community, funding services and housing initiatives where the city might not. In the Silicon Valley, a recent study assessing the efficacy of a housing-first approach concluded that not only is providing housing a cost-effective measure for cities, but that it is viable long-term solution. “Starting in 2011, the Housing 1000 Permanent Supportive Housing in connection with the local government and nonprofit groups took in 496 homeless individuals in need. Altogether, 75 percent of participants remained in the housing program” (Goldberg, 2015). BIDs in Seattle could also take cues from Salt Lake City, where large donations from the Ladder Day Saints community and local non-profits there have helped to sustain permanent housing and on-site counseling for the formerly homeless (Fagan, 2014). As an ambitious alternative to many other cities’ approaches, the housing provided to those in Salt Lake City is located in areas of the city distinct from former homeless enclaves and the housing units themselves are livable (Fagan, 2014).

City government and, by extension, law enforcement can also take ownership for punitive policies such as sit and lie ordinances and those that sanction the public consumption and distribution of food. Seattle’s City Council and the Mayor’s office could learn from cities such as Salt Lake by taking a more resolute, even aggressive position on addressing homelessness with housing rather than providing empty rhetoric and temporary solutions (Fagan, 2014; Glyman, 2016). While tent cities certainly function as such temporary solutions in Seattle, these will only be useful if measures to move the chronically homeless into permanent housing can be acted upon with continuity by city officials, local business owners, and volunteers who work together (Baum, 2009). Additionally, by increasing the visibility of community police officers doing outreach to homeless populations Seattle Police Department, while they have limited control over the laws they enforce, can still act in the best interest of the homeless populations they serve (personal communication, February 22, 2016). Officers who patrol the Freeway Park area could remove themselves from their patrol cars so as to make inroads with park users and construct an image that is more hospitable to both the homeless and the housed of Freeway Park.

Furthermore, policy makers, police agencies, and even security ambassadors should seek more effective order maintenance that is more cooperative and distinct from broken windows approaches (Hinkle & Weisburd, 2008). Such approaches to policing have been criticized in recent decades, and ultimately laws based upon order maintenance often serve to reinforce the basis for sit and lie-type policies that indirectly criminalize the behavior of the homeless and increase fear of crime (Hinkle & Weisburd, 2008). Another group worth mentioning when considering overly-punitive enforcement is homeless rights advocates, both affiliated and non-affiliated. These groups should remain mindful of the forums and with whom they engage so as to make the most legitimate and effective statements to those who can affect change (Minnery, 2007).

Barnard's (as cited in Shafritz, Ott & Jang, 2013) description of the "leap of faith" in which members of an organization or organizations are trusted to work together comes to importance when considering collaborative partnerships on issues related to homelessness (Rutherford, 2011). Differing interests have to be set aside when considering the purpose and ultimate purpose of public space as a public forum for people living small or large parts of their lives. The disorder and perceived lack of "clean and safe" space on the part of residents and those who work around Freeway Park are symptomatic of a larger problem (Selbin et al., 2012). Only a single facet of this problem can be addressed at the park level by park rangers, police, concerned citizens and city officials. Nevertheless and as Barnard (2013) makes clear, the onus placed upon those in authority (i.e. who manage city policy) have a responsibility to elevate other members with a vested interest in the well-being of homeless populations (Shafritz et al., 2013). Part of what this means is a mobilization of existing resources to bring various interests to bear on this issue. Research from Baum (2009) that qualitatively assesses the success of the 10 year plan to end homelessness in the city of Portland indicates that the leverage of existing city resources, and by bringing the interests of different homeless populations (namely families) into policy-making were among the most successful measures in creating mutually agreeable solutions.

Seattle has yet to catch up to its' rapid development and the consequences of previous homeless ordinances. As a city with the fourth largest homeless population of any other in the United States, city officials and advocates have a responsibility to address this issue in a responsible and sustainable manner (Jaywork, 2015). For the homeless of Freeway Park, while a public park may not be ideally suited for people to live on a permanent basis, such spaces are where the homeless seek respite from stressful daily lives. As such, housing as well as equal access to services should be made priorities such that this population is not made vulnerable to violent crime, nor should their existence in public space be ignored.

## ***DISCUSSION & RECOMMENDATIONS***

An increase in public restrooms, the building of collaborative community partnerships, implementing crime reduction through natural landscaping, and addressing homelessness in public spaces are the key aspects in pushing for Freeway Park to be cast in a more positive light. While this report does not provide an exhaustive list of potential areas for improvement within Freeway Park, the authors feel that these areas were particularly salient for the city of Seattle.

Freeway Park is one of many beautifully constructed locations well worth visiting in downtown Seattle, Washington and in an effort to increase tourism, expand the reach of the benefits of the park, bring the community together, decrease crime, and address issues of homelessness there are a number of recommendations, which if implemented properly, will aid in Freeway Park transitioning from simply a park in Seattle, to the feel-good, family-friendly, center of downtown Seattle while simultaneously aid in accessing permanent solutions for the homeless population that is currently subjected to calling Freeway Park their home.

### **Public Restrooms Recommendations**

In addressing the issue of public restrooms this research has put forth several recommendations for public restroom and hygiene facility establishments. First and foremost would be an increase in available public restrooms, seconded by working with the homeless populations to collect their feedback and opinions on which of their needs must be met and how to meet those needs. The third recommendation comes in the form of implementing actions taken by other cities to provide public restrooms and increase access to them as well as increasing access to the currently availability of facilities. Community awareness must be raised on the issue of the insufficient supply of public facilities and the benefits to be reaped from adding facilities to the city. Additionally, a map of current facility locations as well as potential placements for future facilities should be accessible online for community input. Lastly, Seattle should adjust its municipal codes regarding advertising in order to allow for advertising on public restrooms in order to cover the cost of said restrooms.

### **Collaborative Community Partnership Recommendations**

Recommendations in regards to collaborative partnerships exist in many forms. First and foremost, this research recommends that efforts be made to collect data regarding initiatives that would be supported by the downtown community at large. This comes in the form of evaluating the organizations interests. Simply put, Freeway Park would benefit from stronger collaborative partnerships with the larger Seattle area businesses, universities, and non-profit organizations. The data collected in the survey process would yield the necessary information for the Freeway Park Association to be able to seek out the interested parties that would make valuable partners.

Additional areas of recommendations for Freeway Park come by way of forming an environment of collaboration within the organizations and the individuals already working within Freeway Park. Building collaborative partnerships begins with the primary organization of concern constructing a concept they wish to engage in before moving onto to building inter-organizational relationships and partnerships. Finally, meetings should be set up with various institutions, businesses, and organizations in and around the downtown area of Seattle to express interest in establishing a collaborative partnership. Furthermore, information about the needs of Freeway Park, as well as the potential benefits of partnering, should be provided to any and all interested parties.

## **Crime Reduction through Natural Landscaping Recommendations**

In order to push for less crime and disorder within Freeway Park there are a number of landscaping and lighting changes needed. These include the reduction of understory vegetation, increased lighting in hidden areas, maintenance of architecture and landscaping and the use of canopy trees to create an inviting, natural environment. There is a strong relationship between natural landscaping and crime prevention, especially when looking at urban greenspaces. Natural landscaping is safe for the public when correctly structured. The use of canopy trees and manicured grass allow for greenspace, which still allowing for unobstructed views. In doing so, common spaces are created, which strengthen ties of the community at large and increases informal surveillance. Crime is then deterred and a healthy common area is created.

## **Homelessness in Public Spaces Recommendations**

Communities in the downtown Seattle area could and should prove to be helpful in aiding their homeless neighbors. Fundraising for business improvement districts inside the city and surrounding public parks and encampments could create a valuable stake in the Seattle community, funding services, and housing initiatives where the city might fall short. Further recommendations come in the form of City Council and the Mayor's office taking a more aggressive position on addressing homelessness with housing, as many other cities in the nation have done, rather than empty rhetoric and temporary solutions. Furthermore, by increasing the visibility of community police officers doing outreach to homeless populations the Seattle Police Department can still act in the best interest of the homeless populations they serve while still maintaining order maintenance. Last, but not least, the value of collaborative partnerships should not be overlooked as this is a valuable tool for seeking out and establishing a permanent solution within the community that benefits everyone.

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## **GROUPS WHO USE THE PARK & THEIR NEEDS**

### ***INTRODUCTION***

This section deals primarily with identifying the groups that use Freeway Park. Additionally groups were identified that would use the park, but do not have sufficient needs met in order to be able to use the park. This was done in order to determine the overall makeup of the types of individuals who currently use Freeway Park, why they access the park, and in what ways they access the park.

Implementation of urban parks has been an important staple for cities. Urbanization has largely created a culture of disconnect with nature in certain settings. City parks help to repair this detachment between the public and the ecological environment. There is growing recognition that exposure to parks has social, psychological, physical, and cognitive benefits to citizens. These multifaceted benefits to humans, display the importance of having parks in urban settings. The following text presents general information on who uses the park, what their current needs are in regards to the park, and then recommending/implementing changes in order to satisfy these needs (Lin, Fuller, Bush, Gaston & Shanahan, 2014).

### **Overview**

The objective within this section was to identify the specific groups that access Freeway Park and address if their needs were being adequately met by the park system. Although likely not an exhaustive list, the groups we identified that use the park are: residents, seniors, tourists, children, permit holding event coordinators, park rangers, law enforcement/security, dog owners, lunch-time goers, and buskers. These groups were identified by contacting our given list of Freeway Park Security Team members in order to generate list of groups who use the park. Groups identified through this process were further investigated through community contacts that were representative of those groups. The following sections breakdown the needs of each respective group and gaps in services.

### ***GROUPS WHO USE FREEWAY PARK***

#### **Residents**

Residents are considered in this report to be those living in residential facilities, such as apartments, in the surrounding area of Freeway Park. The major needs identified for this group in regards to park use were exercise, pet friendliness, family friendliness, safety, and cleanliness.

Residents are noticed to frequent the park in order to partake in physical activity and to access downtown areas. Low levels of physical activity, such as walking, are the most common. A large portion of residents own dogs and access Freeway Park in order to walk their dogs. The park is considered to serve this purpose for residents, but could always be improved with an addition of a dog park. Freeway Park was not attributed to being highly family friendly. Aspects

that disinclined parents from bringing their children to the park included lack of a playground and safety concerns from presence of homeless and drug using individuals.

The major concerns mentioned involved perceptions of safety, with homeless and drug user populations being the highest. Presence of these populations in the park was attributed to not only some residents not feeling comfortable accessing the park, but deterring potential residents from pursuing leasing in the area. In conjunction with safety needs, cleanliness within the park could be improved with an increase in trash and needle disposal.

*Points of Contact:*

Elektra Condominiums  
206-624-5600  
elektrafrontdesk@hotmail.com

Cielo  
206-209-0307  
Chea.morgan@berkshirecommunity.com

Lowell Emerson  
206-682-1667  
[Lowell@metmgmt.net](mailto:Lowell@metmgmt.net)

## **Seniors**

Seniors were defined as elderly users of the park that were generally over the age of 65. They sometimes overlapped with the group referred to as ‘residents’ due to many seniors living in retired residential facilities surrounding the park. This group was given its own section because of differing needs that were identified. The major needs identified for this group in regards to park use were accessibility, exercise, safety, maintenance upkeep, and visual appeal.

Accessibility was identified as a positive of Freeway Park. Many residents will engage in walks around the park and the high amounts of hard surface walkways are conducive for this purpose. It was also mentioned that the seniors prefer visually appealing scenery, while they stroll the park. This was seen to be a need that Freeway Park was able to meet by their success in planting greenery around the grounds. Visual appearances could be improved, however, with increased attention paid to cleaning graffiti.

The major concerns identified for seniors were also safety, but more leaning toward maintenance upkeep. They included increased visibility and lighting at night and staff maintaining repairs around the park, such as cracks in the sidewalk. Homeless and drug user populations were not perceived as a high concern because most seniors would not be walking around at night.

*Points of Contact:*

Horizon House  
206-624-3700

Exeter House  
206-622-1300  
[eferrante@exeterhouse.org](mailto:eferrante@exeterhouse.org)

## **Tourists**

Tourists were identified as visitors to the Seattle area and hotels were considered to be an adequate point of contact due to their interactions with tourists. Hotels will often temporarily house tourists, especially at peak tourist season times in warmer weather. The major needs identified for this group in regards to park use were exercise, pet friendliness, and participation in unique activities or events.

Hotels in the area that are pet friendly tend to recommend Freeway Park to their guests. As far as guests who desired higher level exercise (running), they are typically referred to other parks seen to possess better quality scenery and running paths, such as Myrtle Edwards Park.

The most prominent need of the average tourist involves participation in local events, sights, and activities that are unique to the area. Distributing advertisements in hotels of functions occurring within the park is crucial in order to increase involvement from non-locals.

### *Points of Contact:*

Hilton Seattle  
206-624-0500  
Concierge.seattle@gmail.com  
Crowne Plaza  
206-464-1980  
tkeiser@cphotelseattle.com

## **Children**

This group was defined as children who attend Green Tree Early Childhood Center. The Center has children between the ages of 8 weeks and 6 years old. The Center, divided into five age-appropriate classrooms, is located at 1200 6th Avenue, adjacent to Freeway Park.

The children use the park year-round, weather permitting. The kids are always under adult supervision when utilizing the park. In addition, the Center has instituted a security protocol that must be followed anytime a classroom wishes to use the park. This includes a “security sweep” of the park areas adjacent to the Center. The security sweep is sometimes conducted by the Federal Protective Service (FPS), but often times it is done by General Services Administration’s (GSA) contract security officers. These officers are armed and provide security to all federal employees/contractors and their dependents who utilize the Park Place Building. A GSA guard remains outside with the classroom during any playtime. The children bring various toys from the daycare outside to the park, they do some exploring, and they play games that involve physical activity.

Based on the conversation with the daycare's Director, the Center's needs are being met. The Director did not have any outright complaints. They were labeled more as safety/security concerns. Thus, the security sweep. Other concerns voiced included children coming upon drug paraphernalia, witnessing people involved in unsavory acts, and other general safety concerns related to the layout/structure/architecture of the park itself. Lastly, the daycare did not have any "horror stories" related to using the park.

*Point of contact:*

Cathy Prygrocki, Director  
Green Tree Early Childhood Center  
Phone # (206) 553-8212

### **Law Enforcement (Park Rangers)**

This group was defined as uniform personnel tasked with the overall security/safety and upkeep/maintenance of FWP. These personnel would not be recreational/leisurely users of the park. Most would utilize the park as part of their job tasking.

A request for this information from Seattle Parks & Rec was not fulfilled. Future research would benefit from this information.

*Point of contact:*

Seattle Parks & Rec, Security  
Phone #: 206-684-7088  
Email: [park.rangers@seattle.gov](mailto:park.rangers@seattle.gov)

### **Law Enforcement (SPD)**

This group was defined as the Seattle Police Department (SPD). While not a true user (recreation or leisure) of the park, SPD is tasked with responding to calls for service at Freeway Park. Simply put, they "work" there on a very frequent basis. It may be better to view SPD as more of a stakeholder linked to FWP.

Officers do not use the park during work breaks. Policing is not conducive to such a scenario. However, SPD did have this to say when asked about FWP:

"Pros: FWP has a relatively low volume of police calls compared to many other downtown parks. FWP is well supported by the community and immediate stakeholders. FWP is well maintained/supported by Parks staff and the Park Rangers. Cons: FWP is a CPTED nightmare and very difficult to patrol for the standard patrol officer. And, like many parts of the City, low level infraction and crimes are under-reported which give the illusion that there are no issues there. FWP has an undeserved reputation of being "unsafe."

In my opinion, the CPTED issues have been addressed as well as possible... considering the odd space and general layout of the park. Underreporting is a common issue citywide, and we continue to put efforts toward public education to encouraging reporting. The reputation issue is primarily why SU has become involved."

*Point(s) of contact:*

Officer Sam Cook  
Seattle Police Department  
Phone #: (206) 386-4056  
Email: samuel.cook@seattle.gov

**Law Enforcement (FPS)**

This group was defined as the Federal Protective Service (FPS). While not a true user (recreation or leisure) of the park, FPS is tasked with responding to calls for service at the Park Place Building & Freeway Park. Simply put, they “work” there on a very frequent basis. It may be better to view FPS as more of a stakeholder linked to FWP. FPS works in conjunction with the GSA contract guards present at Park Place.

The request for this information from FPS was not fulfilled. Future research would benefit from this information.

*Point(s) of contact:*

Federal Protective Services, EPA 10 Building  
Phone #: 206-220-6635

**Security (WSCC Security Director)**

This group was defined as uniform personnel tasked with the overall security/safety of buildings adjacent to FWP. Some of these personnel would be recreational/leisure users of the park, however most would utilize the park as part of their job tasking.

“From a security perspective there are little positives about Freeway Park other than when there are no homeless, it is a pristine location. Unfortunately, there are few times that you can enter the park and not be bombarded with the homeless staring as you walk by, asking for money or see needles lying on the ground. The homeless use the water feature to bathe in. Someone put up a chalk board for people walking through the park to leave messages or draw pictures, the homeless saw it and began writing foul language, drawing various body parts and people in various sexual acts. We have an elevator that our patrons of our garage can use with the card and the homeless urinate and defecate and smear it on the card reader and elevator doors. There was a bathroom in the park that was taken over by the homeless and destroyed on a daily basis and finally shut down when a murder was committed inside.

It appears to me whatever anyone tries to do better in the park it is destroyed by the homeless who live in the park. I do not think that without 24 hour police presence it will ever change. It is a never-ending array of homeless and the little that the park rangers can/will do is soon negated by the homeless. I applaud your effort but when you live/work around the park you see it on a daily basis.”

*Point of contact:*

Donald Lane, Security Manager  
Washington State Convention Center  
Phone #: 206-694-5027  
Email: donald.lane@wscc.com

## **Security (Stakeholder Security)**

This group was defined as uniform personnel tasked with the overall security/safety of building tenants adjacent to FWP. Some of these personnel would be recreational/leisurely users of the park. Most would utilize the park as part of their job tasking.

“Regarding the questions on the negatives and positives of the Park, however a couple of comments as the Director of Security for the properties. The WA Holdings Security Team doesn’t work in the park. It’s actually not part of our property. Our biggest concerns are the Tenants in our Buildings (One Union Square, Two Union Square and Park Place). As well Park Place having a federal day care on the park level which borders our property and all of their usages whether it is recreational or just passing through going to work or leaving. Our biggest job is being proactive on reporting anything we might see as well as reporting to the proper authorities any incidents our tenants or visitors report to us and follow up with them. I hope this helps you as far as our roll with the Park. As a neighbor of the Park of course being concerned about the security for our people we are members of the Freeway Park Security Team.”

### *Point of contact:*

Barry Schrudder, Security Director  
Park Place (Washington Holdings)  
Phone #: 206-684-7088  
Email: bschrudder@waholdings.com

## **Security (Virginia Mason)**

This group was defined as uniform personnel tasked with the overall security/safety of building tenants adjacent to FWP. Some of these personnel would be recreational/leisurely users of the park. Most would utilize the park as part of their job tasking. This group is a bit unique because the stakeholders’ customers/clients as well as non-uniformed staff utilize the park in a recreational or leisurely manner.

All subcategories within this group utilize the park in either a recreational or leisurely manner. Virginia Mason employs approximately 20 uniformed unarmed security guards in the First Hill community. The Security Director did not have any “horror stories” to report. Just some “eyesores” This particular stakeholder noted that architecture/layout of Freeway Park was the number one deterrent to maximizing the use of the park.

There was discussion of a particular parking garage (8<sup>th</sup> & Seneca?) within FWP footprint. The talking points were centered around a lack of security, emphasizing the absence of security technology. He claimed straight enforcement action was not working. There was discussion and he advocated for a multipronged approach. He advocated for police, social services, and park rangers to work side-by-side in order to deter and prevent illicit activities from transpiring on FWP grounds. This included physical modifications/upgrades to the area if deemed necessary. As a side note, he indicated he would not have his family walk through the park unaccompanied.

### *Point of contact:*

Landon Le Blanc, Director

Virginia Mason (Security & Logistics)  
Phone #: 206.341.1498  
Email: landon.leblanc@viriniamason.org

### **Washington State Convention Center Goers**

This group was defined as employees or convention event goers that utilize the park in any way that is related to their involvement with the Washington State Convention Center.

The Washington State Convention Center (WSCC) does encourage the use of Freeway Park by event goers and employees within the building use Freeway Park. It was brought to our attention that often individuals or groups that stay in hotels to the south of the Washington State Convention Center are encouraged to, and often do, use Freeway Park as a walking path to the WSCC. Additionally, employees often use the park as a walking path to and from work. In this context we can see that using the park as a walking path is currently preferable to circumventing the park to reach the WSCC. The WSCC point of contact did not cite any specific instances where the WSCC holds events in the park or uses the park as a location for meetings, they did say that the WSCC does encourage employees and visitors to the Center to utilize Freeway Park.

*Point of Contact:*

Washington State Convention Center  
(206) 694-5000

### **Official Permit Based Event Coordinators**

This group is defined as any organization or individual that goes through the official permit process to hold sanctioned events at the park.

It was brought to our attention that a single individual in parks was the point of contact for all individuals looking to set up a permit to hold an event in Freeway Park. Therefore, a need currently identified is communication with the specific Park Ranger assigned to handle Freeway Park permits. In future research, further information on the permitting process and the reasons why groups choose to use Freeway Park would be useful.

*Point of Contact:*

Seattle Downtown Parks Dept  
206-684-7710

### **Homeless / Campers / Narcotics Distribution or Use**

Drug Users / Homeless group is defined for this project as including any individual who uses the park for use or sale of controlled substances, or an individual who is using the park for shelter.

Needs identified in this group that are satisfied by conditions in Freeway Park include the leniency of camping on city property (compared to camping on private property) and the seclusion offered by the structures of the park. This is an issue that perhaps developed from the

concept of Freeway Park’s structural design being rooted in the idea to have a number of “semi-private” meeting spaces for individuals to use, which are more secluded than a more typical park space may be (Bonjukian, 2016).

*Point of Contact:*

SPD Community Police Team (West Precinct)  
(206) 684-8996

## ***GROUPS THAT COULD USE FREEWAY PARK***

### **Food Trucks**

Food trucks are a group that includes any food vendor that operates out of a mobile truck. Needs for this group include access to the park, or adjacent street spaces. Additionally, a restroom within the allotted distance to the food truck must be made available for the employees in accordance with the “Use of Restroom” documentation required to operate in an area.

Access into the park’s lower plaza is not possible and arrangements have not been made to make space available on the streets surrounding the park. If arrangements were made to allow for parking either on the street or in the park proper, food trucks could activate the area. Additionally, Freeway Park does not currently have an available restroom to satisfy the needs of the “Use of Restroom” agreement. If this need was addressed, with nearby business or building owners and operators making restrooms available or if the city rebuilt the restroom facility that is currently closed, “Use of Restroom” agreements could be fulfilled.

*Future Point of Contact:*

SeattleFoodTruck.com  
[seattlefoodtruck@gmail.com](mailto:seattlefoodtruck@gmail.com)

### **Restaurateurs**

Restaurateurs are a group that includes individuals who own or operate “brick and mortar” restaurants.

Needs for this group in relation to Freeway Park are of a wide variety and more complex than the needs of the Food Truck group. Filing zoning to allow the park to be commercialized, signing a lease agreement drawn up between the private restaurateur and the city to utilize city property, and adding utilities to the park to facilitate the running of the restaurant.

However, if these needs were met, the park space could be activated by the addition of a restaurant space in the area of the park that currently houses the closed bathroom.

*Future Points of Contact:*

Monica Hollar, Area Coordinator, Seattle Restaurant Alliance  
(206) 851-0971

monicah@warestaurant.org

Cathy Fox, Area Coordinator, Seattle Restaurant Alliance  
(206) 277-1586  
cathyf@warestaurant.org

## ***POLICY IMPLICATIONS***

### **MacArthur Park**

As a point of reference, we reviewed a study done on MacArthur Park in Los Angeles and compared its' situation with the one at Freeway Park. MacArthur Park was known to struggle with open-air drug markets between the 1980's and 1990's. In response to this issue, the Alvarado Corridor Initiative was coined in order to combat crime and disorder within the park. Public perceptions of the park tended to be negative regarding both physical and social aspects. Physical elements that were attributed to deterioration within MacArthur Park were graffiti, cleanliness, and poor maintenance repairs. In addition to these conditions, social deterioration was perceived by the public due to the presence of drug users and homeless populations. Initial attempts by law enforcement to address problems with campers and drug users were ineffective. Increased patrols and sweeps conducted had little long term impact on transient or criminal activity. The park status would subsequently revert back to a disorderly manner and enforcement efforts were shown to be obsolete (Sousa & Kelling, 2010).

The Alvarado Corridor Initiative targeted decreasing lower level offences by implementing a multitude of projects to occur concurrently. These projects included, increased permanently park stationed officers; specialized units tasked to addresses counterfeit identification trade and undercover narcotic operations; installation of CCTV; more signage of rules; focused maintenance efforts on litter and graffiti; putting in double the amount of lighting fixtures; regular forestry trimming to decrease hiding places, and improved inclusion of community programming and events. Following the initiative, community stakeholders perceived many of the park's previous problems to have been solved. Persisting concerns involved improving the parks previously negative reputation. Even with noticeably decreased crime, additional efforts needed to be implemented in order to combat the overarching stigma against the park (Sousa & Kelling, 2010).

Although MacArthur Park differs from Freeway Park in size and features, their initiative to decrease criminal and deviant behavior was perceived as successful and should be considered by other urban parks to address improving perceived safety needs. As cited by MacArthur Park, attention of public perception and stigma should be taken seriously and addressed in order to gain favor and continued use from citizens (Sousa & Kelling, 2010).

### **Klyde-Warren Park**

An example of a modern era "lid park", the Klyde-Warren Park was opened in 2012 with a big community effort to have the park turn into a value to the community, both for individuals who reside or work in the community and for people visiting the park. The park is designed as an

open and visible space, with access available along each side of the park with signature entrances on opposing corners. Klyde-Warren park is 5.2 acres large, making it a comparable sized park to Freeway Park. However, as Klyde-Warren park is flat and rectangular in shape and Freeway Park is neither of those things, the comparison to be made in terms of size may be limited (Taylor, 2013).

Klyde-Warren Park's design and management implementation plans relied on input from a few community and private sources. The idea for the park started in 2002, with real estate agent John Zogg. In 2004, John Zogg had formed the Woodall Rodgers Parks Foundation that gathered about half of the \$110 million required for the project, with roughly the other half coming from public sources. As the project moved from planning to building, Dan Bierderman's Bierderman Redevelopment Ventures was involved in program design to activate the park, as well as the structure of the organization to be put in place to manage the park, including park revenue and and governance recommendations.(Taylor, 2013).

As it stands now, the park has a dedicated team that oversees the events in the park, as well as the twin restaurants, Savor Gastropub and Relish, that take up the center of the park. Additionally, there is street space allocated for a large number of food trucks to provide their services to individuals accessing the park. This model has shown to provide a stable and active base of activity in the park in order to continue to have individuals access the park regularly, with means by which the park can generate revenue in order to self-sustain maintenance and improvement projects (Taylor, 2013).

### **Moving Forward**

It is recommended that Freeway Park stakeholders and decision makers address the issues currently at play by adopting strategies presented in the restoration project in the MacArthur Park in Los Angeles, CA and the revenue generating model presented in the Klyde-Warren Park design in Dallas, TX. With a large and more concerted city effort to first address the cleanliness needs in the park, the door can be opened to then establish a formal management organization with funding available to engage the community, and visitors to the space, more aggressively and consistently with activities and events in the park. That formal organization can also then work with the food truck and restaurateur communities to establish their presence in the park and adjacent areas. Freeway Park can move into a model that establishes attractions that draw individuals into the park while also providing the means by which to better maintain and enhance the park continuing into the future.

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# MEASURING THE COLLABORATIVE CAPACITY OF THE FPST

## *INTRODUCTION*

Jim Ellis Freeway Park was established in 1976 with the vision that it would become a green, urban oasis, a place where residents, shoppers, and workers could take refuge from the fast-paced streets of downtown Seattle. It was hoped that the city park would not only be a retreat for individuals, but would also promote a sense of community by giving local businesses and city neighbors the opportunity to interact in social events and activities. Unfortunately, for many Seattle residents, this is not the image that comes to mind when asked about Freeway Park. The park has become synonymous with criminal activity, homelessness, and drug use as a result of highly publicized accounts of violence and general neglect of the park's maintenance. The reality, or perhaps the perception, that the park is unsafe has decreased legitimate use of the space, even during the daytime.

In an attempt to revitalize the park and its reputation, concerned community members have joined local businesses and state employees to form the Freeway Park Security Team (FPST). The group meets to strategize about ways to address security concerns and encourage legitimate activity in this park that is in their "backyard." When faced with the "wicked problems" Freeway Park is experiencing, a partnership's collaborative capacity has the potential to enable productive utilization of limited resources through interagency cooperation and coordination. Building social support strengthens short-term and long-term problem solving, which can help identify areas amenable to solutions in order to coordinate efforts to increase park safety, perceptions of safety, and park usage. When addressing complex issues, "a higher level of cooperation, communication, and collaboration leads to increased levels of effectiveness and efficiency at the system level" (Collins, 2011, p. 9).

The FPST is passionate about and driven in their work, but recognize that, even though some progress has been made, they need help identifying the factors preventing them from accomplishing the real changes that they have envisioned. An assessment of the team's collaborative capacity is crucial to this process and is provided by this report. After situating collaborative capacity within the larger literature, the report moves to a discussion of the survey administered to the FPST in order to analyze the strengths and weaknesses of the team's collaborative capacity. Based on the team's own evaluations of latent constructs comprising collaborative capacity, recommendations are then provided.

## *COLLABORATIVE CAPACITY*

Within the literature on public and private governing structures, scholars and practitioners increasingly recognize the potential of networks over traditional stove-piped problem solving as a means of addressing "wicked problems," sharing scarce resources, and achieving collective goals. The inadequacy of traditional problem-solving systems has highlighted the need for interagency collaboration and building of better collaborative problem-solving capacity (Weber & Khademian, 2008b). The dynamics associated with wicked problems illustrate why networks

are much better suited to their management. First, wicked problems are unstructured, meaning causes and effects are very difficult to establish. Shrouded in complexity and uncertainty, wicked problems provoke conflict as little consensus on definitions or solutions exist. Second, wicked problems are crosscutting, meaning they are “inescapably connected to other problems” that “cut across multiple policy domains and levels of government (Weber & Khademian, 2008b: 336). And last, wicked problems are relentless; they cannot be solved once and for all (Weber & Khademian, 2008b).

As potential solutions to wicked problems necessitate resources beyond that of any individual, group, or agency, the complexity of such problems often “forces agencies into interdependency – into reliance on others whose collaboration is essential to problem management” (Weber, Lovrich, & Gaffney, 2007: 197). The concepts of *networks* and *collaborative capacity* are thus inherent to any analysis of wicked problems (Collins, 2011). Networks may be defined as “structures of interdependence involving multiple organizations” (O’Toole, 1997: 45). Discussing the benefits of networks, Collins (2011) notes their flexibility, resourcefulness, and capacity for learning and disseminating information, as well as their collective ability to accomplish complex tasks.

While networks may emerge in a multiplicity of contexts, in order for networks to be successful or effective, sustained short- and long-term problem-solving ability, or collaborative capacity, must be present (Collins, 2011). Collaborative capacity refers to the process of building and maintaining social support (Collins, 2011; Weber & Khademian, 2008b; Weber, Lovrich, & Gaffney, 2007). As a type of network building, collaborative capacity “results in the integration of services across agencies and the incorporation of new information networks into inter- and intra-organizational operations” (Collins, 2011: 5). Within collaborative processes literature, it is agreed that there are three basic ingredients to building collaborative capacity: (1) shared problem-relevant knowledge and information within the network; (2) integration of knowledge into practice within the network; and (3) for the sharing and integration of knowledge to occur, trusting relationships between network members must be developed and sustained over time (Collins, 2011; Weber & Khademian, 2008b). Institutionalization of these supportive processes allow collaborative capacity to exist, enabling the problem-solving ability, both long- and short-term, of inter- and intra-organizational partners associated with the collaborative partnership (Collins, 2011; Weber & Khademian, 2008b).

Building and maintaining collaborative capacity is critical to ensuring long-term problem solving success (Weber, Lovrich, Gaffney, 2007). The engagement of community-based groups, businesses, local agencies, and residents in the collaborative partnership that is the Freeway Park Security Team is not about inviting partners to work towards a pre-determined initiative: “Rather it is about urging collaboration to take on a process that engages all members in identifying common issues, shared problems, and consensual goals and mobilizes resources and prioritizes problems, and implements strategies which reflect synergies of creative thought and coordinated common effort” (Lincoln, 2008: 4).

Strong leadership, open mindsets, flexibility, availability, and constructive feedback are all qualities that the inter- and intra-organizational partners should strive for. These qualities can help facilitate cohesive bonding, which will result in stronger and more meaningful partnerships.

Furthermore, empirical research finds that higher levels of cooperation, communication, and collaboration are more effective and efficient in addressing complex problems (Collins, 2011; Brown, Harris, & Russel, 2010; Lincoln, 2008; Weber, Lovrich, & Gaffney, 2007).

In addition to building rapport amongst community partners, Nixon (2014) highlights five key principles that outline the importance and the purpose of collaborative capacity. This first reason is self-awareness. Collaborating with others challenges you to express and define your own strengths and weaknesses. When an organization is familiar with its own strengths and weaknesses, it will know when to ask for help. The second reason is scale. “More effective problem solving happens when you combine resources in talent, experience, finances and infrastructure,” (Nixon, 2014, p. 6). Using resources can create market increases and re-energize the connection with the community. The third reason is creative abrasion. This means to make positive any negative aspects by using them to complement the current situation. This leads to the fourth reason, taking a long view. An organization needs to take a long look at what may not have worked with a certain partner. Addressing the failures may help to transform the partnership into a success. The fifth reason why collaboration is important is that it fosters learning, “each time your firm collaborates with others you optimize the capacity of your associates to extend beyond their comfort zone, grow, and in turn, stretch the boundaries of the organization.” (Nixon, 2014, p. 6).

These five elements of collaborative capacity are relevant to the FPST. There is always room for growth, improvement, and expansion, but to achieve those goals, it will take a collective effort. Solving the wicked problems faced by Freeway Park is not an overnight task nor an issue one organization can solve alone. The park rangers, police, federal protective services, community residents, and business owners currently collaborate to make the park safe for activity. A public space, such as Freeway Park can be a positive focal point of a neighborhood with the help of partnerships. Collectively, organizations can map out central problems and together groups can execute plans and solutions. Including other businesses and organizations allows for a variety of ideas and resources that can benefit the park and its occupants.

## ***METHODOLOGY***

### **Survey Concepts & Results**

To analyze the strengths and weaknesses surrounding the collaborative capacity of the FPST, a survey (see Appendix A for complete survey) was sent out via email to all FPST members (N=19). The survey that was utilized was first developed by Lincoln (2008) in an examination of multi-agency collaborative processes to address domestic violence in Spokane, Washington. Also examining collaborative capacity building, Collins (2011) used the same survey and framework to identify successful collaborative processes within Idaho’s Interagency Committee on Substance Abuse Prevention and Treatment (ICSA). For the purposes of investigating the quality and nature of collaborative interactions among FPST members, this research uses Collins’ (2011) adapted survey instrument.

The FPST is comprised of members from federal, state, and local agencies, as well as members from the community at large, totaling 19 individuals. All 19 were confirmed as participants and so the survey was sent out electronically to the entire team (N=19). The survey was sent out in mid-February, with 3 follow-up/reminder emails sent out. A total of 7<sup>1</sup> surveys were completed, resulting in a 37% response rate.

### Question Item Sets

Using the framework provided by Lincoln (2008) and Collins (2011), the survey is comprised of ten sections that ask questions about the various characteristics of the FPST collaborative partnership. Each of these sections assesses the underlying latent constructs that “give collaboration its unique advantage” (Lincoln, 2008, p. 173). All questions, except for those measuring benefits (Section VIII) and drawbacks (Section IX), which used a nominal (yes/no) scale, allowed Likert-type scale responses. Following is a discussion of these ten latent constructs, their measurements, and descriptives for each item.

*Section I – Synergy:* The first set of questions (Q1 - Q6) asked respondents to reflect upon the synergy of the FPST, or the perceived gains attributed to the collaborative efforts of FPST members. Prefaced with the statement: “Through working together...”, questions asked respondents to rate how well the item was achieved.

**Table 1 Set 1 - Synergy Items Descriptives**

Survey Items	N	Mean	SD
***Through working together, how well were these team members able to...			
Identify new and creative ways to solve problems?	9	2.78	0.833
Include the views and priorities of the people affected by the FPST's work?	9	2.67	0.707
Develop goals that are widely understood and supported among the team?	9	2.78	1.093
Identify how different services and programs in the community relate to the problems the FPST is trying to address?	9	3.11	0.782
Implement strategies that are most likely to work?	9	3.44	0.726

Reported on a 5-point Likert-type scale ranging from 1=*Extremely well* to 5=*Not well at all*, lower means indicate a more positive perception of FPST synergy. With regards to being able to identify new and creative ways to solve problems, include views and priorities of those affected by the FPST’s work, and develop widely understood and supported goals, the average measured between the “very well” (2) and “moderately well” (3) ratings. With regards to being able to identify relevant community services and program and implement workable strategies, the average measured between “moderately well” (3) and “slightly well” (4).

*Section II – Formal and informal FPST leadership:* The second set of questions (Q7 - Q15) asked respondents to assess the effectiveness of FPST leadership in key areas of partnership, such as communication, conflict resolution, and motivation.

<sup>1</sup> Nine individuals started the survey, but only 7 completed the entire survey.

**Table 1.2 Set 2 - Leadership Item Descriptives**

Survey Items	N	Mean	SD
Helping the FPST be creative and look at things differently.	8	2.50	1.195
Taking responsibility for the FPST.	8	2.25	1.035
Inspiring or motivating members involved in the FPST.	8	3.13	1.356
Communicating the vision of the FPST.	8	2.63	0.916
Creating an environment where differences of opinion can be voiced.	8	2.00	0.756
Resolving conflict among team members.	6	2.33	1.033
Combining the perspectives, resources, and skills of team members.	8	2.50	0.926
Clearly defining the roles and expectations of team members.	8	2.75	1.389

Reported on a 5-point Likert-type scale ranging from *1=Excellent* to *5=Poor*, lower means indicate a more positive perception of FPST leadership. FPST leadership was rated strongest in its ability to create environments open to differences of opinion, with this item measuring at “very good” (2). FPST leadership ability to take responsibility, foster creativity, combine perspectives, resources, and skills of all team members, communicate the vision of FPST, and clearly define roles and expectations measured between “very good” (2) and “good” (3). The ability to inspire and motivate members and resolve conflict measured between “good” (3) and “fair” (4).

*Section III – Efficiency in the use of FPST resources:* The third set of questions (Q16 - Q19) asks respondents to consider how well the FPST utilizes their pooled resources. The first question aimed to assess collective use of financial resources while the second question inquired about the partnership’s in-kind resources, defined as “skills, expertise, information, data, connections, influence, etc.” (Collins, 2011: 87). The third question then addressed use of the team’s time.

**Table 1.3 Set 3 - Efficient Use of Resources Item Descriptives**

Survey Items	N	Mean	SD
***Please choose the statement that best describes how the FPST...			
Uses the team's financial resources.	8	3.50	1.414
Uses the team's in-kind resources (e.g. skills, expertise, information, data, connections, influence, space, equipment, goods).	8	2.88	1.246
Uses the team's time.	8	2.88	1.246

Reported on a 5-point Likert-type scale ranging from *1=Excellent* to *5=Poor*, lower means indicate a more efficient use of FPST resources. Use of the team’s in-kind resources and time measured between “very good” (2) and “good” (3). Use of financial resources however measured between “good” (3) and “fair” (4).

*Section IV – FPST administration and management:* The fourth set of questions (Q20 - Q24) aimed to assess FPST management’s ability to execute distinct team activities. Examples included organizing meetings and projects, coordinating communication among team members, preparing informative materials, and minimizing barriers to participation.

**Table 1.4 Set 4 Administration & Management Item Descriptives**

Survey Items	N	Mean	SD
Coordinating communication among FPST team members.	8	2.25	1.165
Organizing team activities, including meetings and projects.	8	2.38	1.188
Preparing materials that inform the team and help them make timely decisions.	7	2.29	1.113
Minimizing the barriers to participation in the FPST's meetings and activities	8	2.63	1.302

Reported on a 5-point Likert-type scale ranging from *1=Excellent* to *5=Poor*, lower means indicate a more positive perception of FPST administration and management practices. All items measured between “very good” (2) and “good” (3).

*Section V – FPST use of non-financial resources:* The fifth set of questions (Q25 - Q31) aimed to assess the degree to which the FPST has access to the non-financial resources that are needed for an organization to function effectively. Examples included skills and expertise, data and information, connections, legitimacy and credibility, and influence and ability to bring people together.

**Table 1.5 Set 5 - Non-Financial Resources Item Descriptives**

Survey Items	N	Mean	SD
Skills and expertise	8	2.50	0.535
Data and information	8	3.13	1.126
Connections to target populations.	7	3.29	0.488
Connections to political decision-makers, government agencies, other organizations and/or groups.	7	3.14	0.900
Legitimacy and credibility.	8	2.75	0.886
Influence and ability to bring people together for meetings and activities.	8	2.50	1.309

Reported on a 5-point Likert-type scale ranging from *1=All of what it needs* to *5=None of what it needs*, lower means indicate the perception that FPST has the needed access to non-financial resources. Skills and expertise, influence and ability to bring people together, and legitimacy and credibility measured between “most of what it needs” (2) and “some of what it needs” (3). Data and information, connections to political decision-makers, government agencies, other groups/organizations, and target populations measured between “some of what it needs” (3) and “almost none of what it needs” (4).

*Section VI – Use of FPST financial and other capital resources:* The sixth set of questions (Q32 - Q35) aimed to assess the degree to which the FPST has the financial resources it needs to function effectively. Examples included money, space, and equipment.

Reported on a 5-point Likert-type scale ranging from *1=All of what it needs* to *5=None of what it needs*, lower means indicate the perception that FPST has the needed access to financial resources. Access to space measured between “most of what it needs” (2) and “some of what it

**Table 1.6 Set 6 - Financial Resources Item Descriptives**

Survey Items	N	Mean	SD
Money.	7	3.86	1.069
Space.	4	1.75	0.957
Equipment, goods, and services.	4	2.50	0.577

needs” (3). Access to money, measured between “some of what it needs” (3) and “almost none of what it needs” (4), measuring closer to the latter. Access to equipment, goods, and services measured between “most of what it needs” (2) and “some of what it needs” (3).

*Section VII – FPST decision-making processes:* The seventh set of questions (Q36 - Q39) asked respondents to reflect upon the FPST decision-making process. Questions asked respondents to indicate their level of satisfaction with how decisions are made within the FPST and with their perceived role in the decision-making process.

**Table 1.7 Set 7 - Decision Making Item Descriptives**

Survey Items	N	Mean	SD
***How often...			
Are you comfortable with the way decisions are made within the FPST?	7	2.29	0.488
Do you support the decisions made by the FPST?	7	2.14	0.378
Do you feel that you have been left out of the decision-making process?	7	3.57	1.272

Reported on a 5-point Likert-type scale ranging from 1=*All of the time* to 5=*None of the time*, lower means indicate a more positive perception of decision-making within FPST. How often respondents are comfortable with the way decisions are made and how often they support

**Table 1.8 Set 8 - Benefits of FPST Participation Item Descriptives**

Survey Items	N	f	%
Enhanced ability to address important issues.	7	5	71.4
Increased utilization of my expertise or services.	7	6	85.7
Acquisition of useful knowledge about services, programs, or people in the community.	7	5	71.4
Enhanced ability to affect public policy.	7	1	14.3
Development of valuable relationships.	7	5	71.4
Enhanced ability to meet the needs of my community.	7	4	57.1
Ability to have a greater impact than I could have on my own.	7	7	100
Acquisition of additional financial support.	7	1	14.3

decisions measured between “most of the time” (2) and “some of the time” (3). The question regarding how often respondents feel left out of the decision-making process is reversed, with higher means indicating positive perceptions. This item measured between “almost none of the time” (4) and “none of the time” (5).

*Section VIII – Benefits of participation in the FPST:* The eighth set of questions (Q40 - Q48) aimed to tap into benefits associated with participation in the FPST. Examples included

utilization of skills and expertise, development of valuable relationships, and enhanced ability to meet the needs of the community.

Nominally coded, with  $0=no$  and  $1=yes$ , the table reports the frequencies ( $f$ ) of respondents who reported the following benefits. 71.4% of respondents reported the benefits of enhanced ability to address important issues, acquisition of useful knowledge, and development of valuable relationships. 85.7% of respondents reported increased utilization of their own expertise or services. 57.1% of respondents reported an enhanced ability to meet community needs and 100% reported the ability to have a greater impact. However, only 14.3% of respondents reported an enhanced ability to affect public policy or acquire additional financial support.

*Section IX – Drawbacks of participation in the FPST:* The ninth set of questions (Q49 - Q56) aimed to tap into drawbacks associated with participation in the FPST. Examples included insufficient influence, frustration or aggravation, and insufficient credit. Respondents were also asked to compare the benefits of participating in the FPST to any experienced drawbacks.

**Table 1.9 Set 9 - Drawbacks of FPST Participation Item Descriptives**

Survey Items	N	$f$	%
Serious diversion of time and resources away from other priorities or obligations.	7	1	14.3
Insufficient influence in team activities.	7	0	0
Viewed negatively due to my association with other team members or the team itself.	7	0	0
Frustration or aggravation.	7	3	42.9
Insufficient credit given to me for contributing to the accomplishments of the team.	7	0	0
Conflict between my job and the FPST's work.	7	0	0

Nominally coded, with  $0=no$  and  $1=yes$ , the table reports the frequencies ( $f$ ) of respondents who reported the following drawbacks. Only two drawbacks of participation were reported: diversion of time and resources away from other priorities or obligations (14.3%) and frustration or aggravation (42.9%).

An additional stand-alone question tapped into whether the benefits of participation outweighed the drawbacks. This question was reported on a Likert-type scale, ranging from 1=Benefits greatly exceed drawbacks to 5=Drawbacks greatly exceed benefits. With a mean score of 1.86, this item measured between “benefits *greatly exceed* drawbacks” (1) and “benefits *exceed* drawbacks” (2). Furthermore, 42.9% of respondents felt that benefits of participation in the FPST *greatly exceeded* the drawbacks.

**Table 1.10 - Benefits vs. Drawback Item Descriptives**

Survey Item	N	Mean	SD
How do the benefits of participating in the FPST compare to the drawbacks?	7	1.86	.900

*Section X – Satisfaction with FPST participation:* Finally, the tenth set of questions (Q58 - Q63) asked respondents about their overall satisfaction with their participation in the FPST. Examples included satisfaction with how well team members worked together, satisfaction with own role, and satisfaction with FPST’s plans for implementing and achieving its goals.

Reported on a 5-point Likert-type scale ranging from 1=*Completely satisfied* to 5=*Not at all satisfied*, lower means indicate a more overall satisfaction. With regards to individual role, influence, and the way FPST members work together, respondents’ satisfaction measured

**Table 1.11 Set 10 - Overall Satisfaction Item Descriptives**

Survey Items	N	Mean	SD
How satisfied are you with the way FPST members work together?	7	2.57	1.272
How satisfied are you with your influence in the FPST?	7	2.71	1.113
How satisfied are you with your role in the FPST?	7	2.71	1.113
How satisfied are you with the FPST's plans for achieving its goals?	7	3.29	1.380
How satisfied are you with the way the FPST is implementing its plans?	7	3.14	1.215

between “mostly satisfied” (2) and “somewhat satisfied” (3). With regards to FPST’s plans for achieving goals and implementation of those plans, respondent satisfaction measured between “somewhat satisfied” (3) and “a little satisfied” (4).

Along with scaled responses to the questions within each of the previous sections, respondents were encouraged to provide written comments on their perceptions of the FPST. Such comments provide valuable insight into the interpersonal relationships within the team and how such relationships play into dynamics between the partner organizations (Collins, 2011).

## **WRITTEN RESPONSES IN SURVEY**

### **Key Themes**

Respondents had the option to provide written comments at the end of every section, as well as general concluding comments at the very end of the survey. Respondents who provided written comments did so in the space provided at the end of Section I – Synergy (n=4), Section II – Leadership (n=2), Section III – Efficiency in Use of Resources (n=3), Section IV – Administration and Management (n=1), Section V – Non-financial Resources (n=2), Section VI – Financial Resources (n=2), Section VII – Decision Making (n=1), Section IX – Drawbacks of

Participation (n=3), Section X – Overall Satisfaction (n=1), and at the very end of the survey (n=3).

Comments were not reprinted verbatim in order to maintain confidentiality of respondents due to the small sample size. Consequently, only broad themes are presented within this report. The following section summarizes the main themes that were culled from the comments offered up in the survey. Three main summary categories capture the set of themes that were repeated throughout the written comments. These summary categories include *ineffectiveness*, *lack of political buy-in*, and *positive responses*.

### **Summary Categories**

Comments related to the ineffectiveness of the FPST partnership were often framed in terms of making slow progress and were raised in several contexts. First, respondents believed that the FPST lacked a clearly defined role within the larger context of policy and change making. Respondents indicated confusion as to whether the FPST was responsible for actually planning and implementing changes within Freeway Park or if its role was more in an advocacy capacity. Lacking this distinction, respondents were unsure whether being an unfunded team was problematic or not. Second, respondents believed the FPST was lacking in clear delineation and definition of member roles and responsibilities within the partnership. Without establishing and assigning specific roles and responsibilities, respondents felt that the full capacities of each partner were not being harnessed as best they could be. Consequently, respondents felt this translated to the FPST taking a more passive approach rather than taking a lead role in lobbying for and effecting change.

The lack of clearly defined roles and responsibilities, of both the FPST and partners, tied into the third way in which ineffectiveness was discussed: lack of short-term problem solving. While the team has established long-term goals of improving park safety, perceptions of safety, and park use, respondents noted the FPST is lacking in specific planning to break down these lofty goals into smaller steps and tasks that may be achieved within designated timeframes. Without short-term goals, respondents felt as if the FPST was stuck in place. Another significant theme that arose within the category of ineffectiveness was poor meeting attendance. Respondents noted that lack of participation in meetings meant not all “resources” were at the table, thus impeding the collaboration process, effective-problem solving, and slowing down progress.

Comments related to political buy-in were framed in terms of the difficulties in obtaining the needed levels of cooperation from higher-ups in partnering city agencies such as the Seattle Parks Department Superintendent, the Mayor’s Office, and the Seattle Police Department. Respondents felt the FPST lacked the interest from the Mayor’s Office, and similarly, respondents noted having the participation of assistant chiefs from the Seattle Police Department in previous years, but that that task has since been delegated to a single officer.

Although inefficacy was discussed at length, respondents did highlight many positive aspects of the FPST. While respondents felt the FPST was not making as much headway as it could, respondents did cite the fact that all partners have the necessary knowledge and expertise to move the team in the right direction. Respondents also noted the importance of current FPST

leadership and highlighted the team's dedication. FPST diligence and dedication were credited with opening up possibilities for success. One such FPST success was breaking down the silos of information that had previously existed between institutions around Freeway Park.

Overall, comments regarding FPST inefficiency outnumbered the comments centered around FPST strengths. Perceptions about the lack of efficacy stem from issues regarding undefined roles and responsibilities of partners, as well as the team as a whole, lack of short-term problem solving, and poor attendance of team meetings. In consideration of these issues, key recommendations follow.

## ***DISCUSSION & RECOMMENDATIONS***

The FPST survey data analysis was conducted in order to address the effectiveness of the FPST network and assess the ability of the team to form and sustain collaborative capacity. Overall, the findings indicate that the FPST largely measures somewhere between very well to moderately or slightly well on the majority of items within the ten sections measuring the latent constructs that “give collaboration its unique advantage” (Lincoln, 2008, p. 173). Respondents indicated that the formal and informal leadership along with administrative and management activities were effective. Respondents also felt the FPST uses its resources effectively and were comfortable with the decision-making process. While just less than half of respondents (42.9%) reported frustration and aggravation as drawbacks to participation, respondents felt that, all things considered, FPST participation benefits outweighed the drawbacks. However, overall satisfaction with individual role, influence, and the way members work together fell between “mostly satisfied” and “somewhat satisfied,” while satisfaction with plans and implementation of plans measured between “somewhat satisfied” and “a little satisfied.” These feelings seem to fit again with the comments delineating lack of clarity in defining partner roles and responsibilities, short-term problem solving, and poor meeting attendance as issues impacting FPST efficacy.

Looking to the items that measured on the lower end of the very-well-to-slightly-well scale can offer insight into areas where improvements might be made. With regards to synergy, the ability to implement successful strategies measured between “moderately well” and “slightly well.” These ratings fit with comments related to the ineffectiveness of FPST in achieving its goals and feelings that the team was making no progress meeting to meeting. The ability to identify services and programs relevant to the problems Freeway Park faces received the same measure, also fitting with comments highlighting a lack of knowledge about local support available. With regards to non-financial resources, the survey indicates FPST has between “some of what it needs” and “almost none of what it needs” when it comes to data and information, connections to political decision-makers, government agencies, and other groups and organizations, and connections to target populations, fittings with comments indicating challenges with political buy-in. The survey also indicated that the FPST has between “some of what it needs” and “almost none of what it needs” with regards to money. Although the FPST does not have any financial resources, these ratings indicate the perception that it is in need of some type of budget. Just less than half of respondents (42.9%) reported frustration and aggravation as drawbacks to participation. Furthermore, overall satisfaction with individual role, influence, and the way members work together measured between “mostly satisfied” and

“somewhat satisfied,” while satisfaction with plans and implementation of plans measured between “somewhat satisfied” and “a little satisfied.” Such feelings seem to fit again with the comments delineating lack of clearly defined roles, short-term problem solving, and poor meeting attendance as issues impacting FPST efficiency.

## **Recommendations**

### *(1) Clearly define the role of the FPST and FPST members*

It is recommended that the FPST first define the role or overall mission of the partnership in order to establish team objectives. This will allow the team to identify what resources are needed to accomplish those objectives; if resources are lacking the team needs to decide whether to (a) create a plan defining how the needed resources will be acquired, or (b) adjust their objectives to realistically reflect the resources they have. Next, the roles/responsibilities of each team member should be specified, taking into account their unique skills and expertise, so partners know what is expected of them and of each other. A better understanding of team roles can help give partners a sense of direction and feel more engaged in the project.

### *(2) Improvement in meeting structure and attendance*

Team members need to commit to attending FPST meetings. Building and sustaining collaborative capacity requires the development of trust, knowledge/data sharing, and the ability to integrate that shared knowledge into practice, all of which cannot be accomplished if the team meetings are poorly attended. Every member brings a unique perspective and valuable ideas to the table, and all are needed to properly address the complex issues facing Freeway Park. Leadership should make a concerted effort to plan meetings at times that maximize attendance, but it is truly up to the members to hold themselves accountable to meeting participation.

In addition to better attendance, it would be beneficial if the meetings were more structured. A designated team member should be responsible for taking “meeting minutes” and dispersing them to all FPST members. A “master copy” of the meeting notes should be kept as well, ideally in such a way that all members can easily access or refer to them if needed. The team should consider publishing information from the meetings online, perhaps via the Freeway Park Association website, which would be a way for both members and the public to retrieve information. If a team member is unable to attend a meeting, they need to commit to reviewing the “meeting minutes” so the group as a whole remains on the same page. Each meeting should have a set agenda, helping to make sure time is spent productively and making it easier to track objectives. The conclusion of each meeting should specify FPST goals, and each member should leave with a clear understanding of their assigned tasks in meeting those goals.

### *(3) Short-term goal implementation*

Once long-term goals are defined, it is essential for the team to implement more short-term goals. Long-term goals, while essential to motivating and giving a team its purpose, can be overwhelming if tackled head on. Team members need short-term victories, no matter how small, to maintain enthusiasm and keep their collaborative capacity at the level necessary to

reach their long-term goals. The feelings of legitimacy and productivity as a result of accomplishing short-term goals will go a long way toward letting FPST partners know that their efforts and dedication are not being wasted.

Overall, FPST partners should continue to develop inter- and intra-agency communication, knowledge sharing, and problem solving. As the written comments indicated, all members have the requisite expertise and skills needed to propel the team in the right direction; however, this study finds a need for the FPST to identify ways in which it can better harness each partner's potential. Furthermore, the FPST needs to work towards acquiring sustainable support, whether financial, intellectual, or both, to form and maintain a network structure that can handle the evaluation needs of the team's progress, or lack thereof. Given the perceptions of inefficacy, and the fact that the response rate to this survey was only 37%, FPST partners also "need to reengage and approach the problem-solving effort with a renewed sense of responsibility" (Collins, 2011: 129).

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# FREEWAY PARK PUBLIC PERCEPTION SURVEY

## INTRODUCTION

The Jim Ellis Freeway Park was designed as to serve as an architecturally robust urban park for the purpose of providing green space to the residents and visitors of the First Hill and Downtown. Since the park's creation grand opening in 1976, the park has served as a hidden "gem" providing an escape from the hustle and bustle of Seattle. Unfortunately, over the last decade, the park has experienced an increase in crime and unsavory activities which has resulted in poor public perception and a decrease in park usage. The Jim Ellis Freeway Park Association (JEFPA) recognized the decline in usage and have taken proactive measures to reinvigorate public interest.

One of the many initiatives led by the JEFPA was a public perception survey. The 2014 public perception survey provided JEFPA with many recommendations to shift public perception such as an increased security patrols presence, enhanced lighting, trimming back overgrown vegetation, and more organized events. The JEFPA has worked diligently to incorporate the feedback from the 2014 public perception survey and as a result are seeing a gradual shift in public perception.

The 2016 Public Perception created by the Seattle University MACJ graduate students will survey as a way for the JEFPA to gauge the level of effect their efforts have had over the last two years and provide future recommendation for park improvements. The goal of the present survey is to provide JEFPA members with specific problem areas and develop recommendations that will further encourage Seattleites to visit this hidden urban gem. The survey was emailed to 1,157 emails provided by the Freeway Park Association. The survey link collected data from 16 February through 9 March 2016. A reminder email was sent to all 1,157 email recipients on 6 March to encourage more participation. Upon completion of data collection, 282 individuals responded to the survey, for a 24 percent response rate. Of the 282 respondents, 250 respondents fully completed the survey from start to finish. The following is a summary of the responses gathered from the pilot test of the Freeway Park Public Perception Survey.

## SURVEY RESULTS

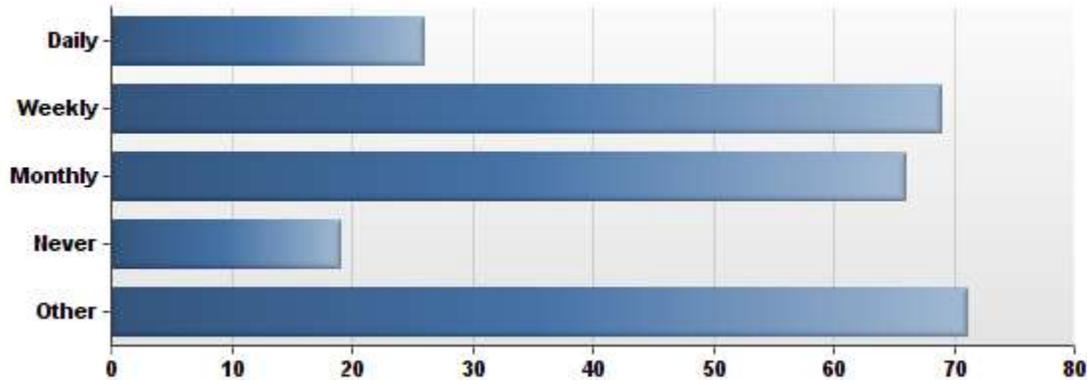
The information presented below will provide a graphical representation of the survey responses as well as a brief analysis of the trends. A complete report of all comments collected during this survey will be attached as an addendum.

**Table 2.1 Are you familiar with Freeway Park?**

#	Answer	Response	%
1	Yes	263	98%
2	No	6	2%
	Total	269	100%

The first question on the survey measures simply whether individuals are familiar with Freeway Park. The vast majority of respondents indicated that they were, with only two percent indicating no familiarity. It is worth noting that a skip pattern was programmed into the survey that redirected all respondent who indicated no familiarity with Freeway Park to the question 14, the start of section III – demographic information.

**Table 2.2 How often do you visit Freeway Park?**



When asked how often respondents visited Freeway Park, we received varying results, with nearly two-thirds indicating weekly or monthly visits, and the remaining third indicating some other amount not listed. While some of these “other” amounts fall somewhere between the available listed options, a little less than half indicate that they have visited the park less than on a monthly basis at a rate closer to a few times a year. It is also worth noting that many of the respondents felt that there was a distinction between visiting the park and walking through the park, which may imply that the public is willing to use the park as a by-way but is unlikely to invest leisure time within the park. This distinction is useful in that it provides Freeway Park Association Members the ability to develop activities geared towards those passing by as they are much more likely to be responsive to new park programs than strangers who have no current affiliation with the park. Additionally, several respondents indicated that they visit the park in higher frequency during the summer season.

**Table 2.3 Do you or have you ever donated time or money to Freeway Park?**

#	Answer	Response	%
1	Yes - please describe your donation	43	17%
2	No	208	83%
	Total	251	100%

In regards to whether individuals had made any donations concerning time or money to Freeway Park, only 17 percent specified whether they had made a donation. However, a majority

of respondents indicated that they had never made any donations. Typically, the donations took the form of small cash amounts, volunteering at special events, or as memberships with either the Freeway Park Association or as a resident of a local housing corporation.

**Table 2.4 If you had a telephone number, other than 911, would you use it to report non-emergency issues in Freeway Park?**

#	Answer	Response	%
1	Yes	184	73%
2	No	68	27%
	Total	252	100%

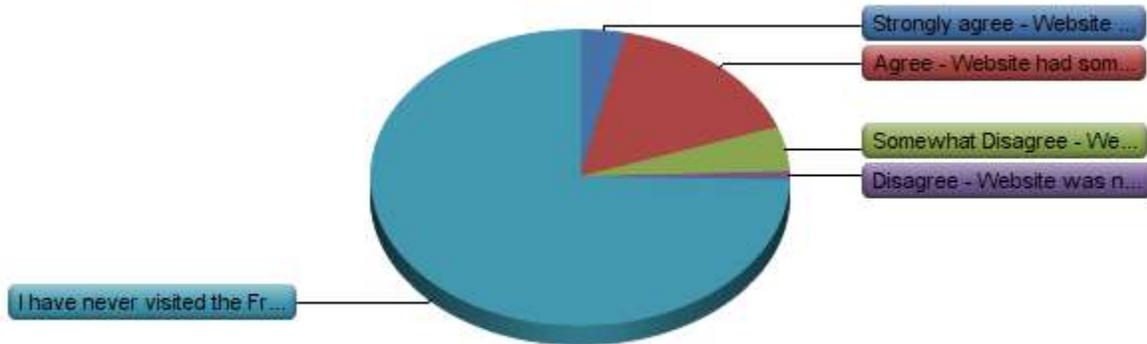
A majority of the survey respondents indicated that if there was a telephone number, other than 911 which could be used to report non-emergency situations, they would use it. Only 27 percent of respondents indicated un-unwillingness to use this number. This may be a very low-cost way to enhance the public’s level of perceived safety while capitalizing on the service offered by the Department of Homeland Security.

**Table 2.5 Have you visited Freeway Park's Facebook page or website? Please select all that apply.**

#	Answer	Response	%
1	Facebook	27	11%
2	Freeway Park Association Website	63	25%
3	Neither	182	73%
4	Other, please specify	8	3%

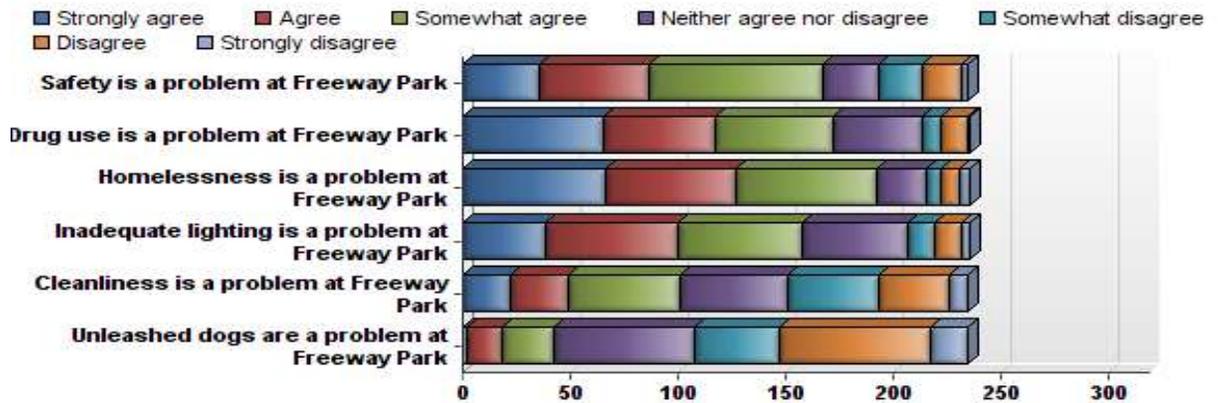
When asked whether respondents had visited either the Freeway Park Facebook page or website, a large majority indicated that they had not visited either site. Only twenty-five percent stated that they had visited the Freeway Park Association website, and 11 percent indicated visiting the Facebook page. Based on the more than increasing role of social media in every-day life, it is troublesome that 73% of the respondent sample have never used any of the media sites dedicated to Freeway Park. This limited usage maybe a result of a lack of knowledge of the Facebook page or website’s existence.

**Table 2.6** If you have visited the Freeway Park Association Website, did you find it helpful?



The next question was a follow up section asking respondents to rate how helpful they found the Freeway Park Association website. While the vast majority again specified that they had never used the website, a little less than two-thirds of those who had visited the site reported that the website did contain a few flaws, but was generally helpful. The remaining responses were split fairly evenly between the opinions that the website was very helpful, but was generally unhelpful or not helpful at all.

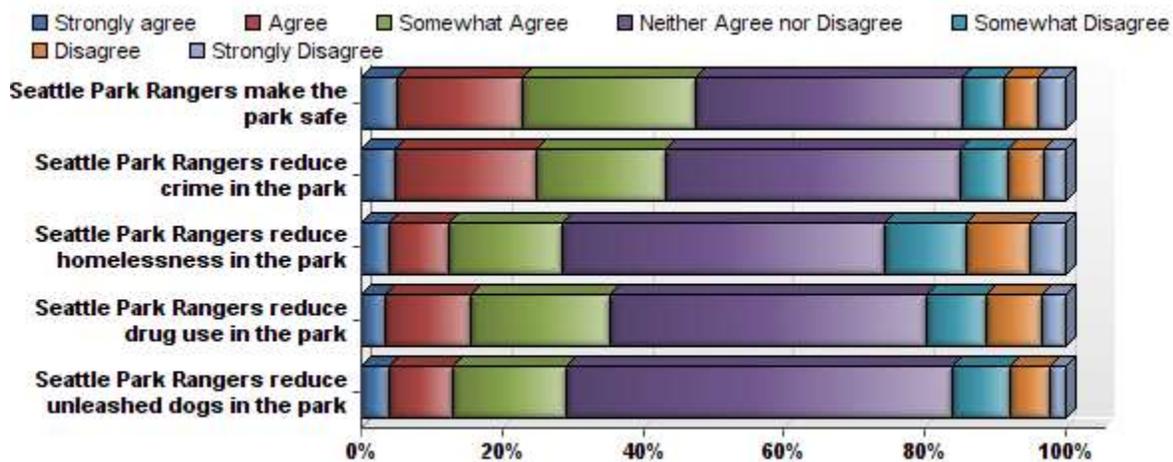
**Table 2.7** Please indicate the level of agreement/disagreement with the following statements



The next set of questions asked respondents to indicate, on a seven-level Likert-type scale, the level of agreement or disagreement they had for many of the conceived problems facing Freeway Park. In regards to whether safety is a problem at Freeway Park, one-third of individuals indicated that they somewhat agreed. Twenty percent agreed with the statement, and 15 percent strongly agreed. When asked if drug use is a problem, the highest percentage strongly agreed with the statement. The next two highest responses were somewhat agreed and agreed. Homelessness rated similarly to drug use, with the highest percentage strongly agreeing that it is

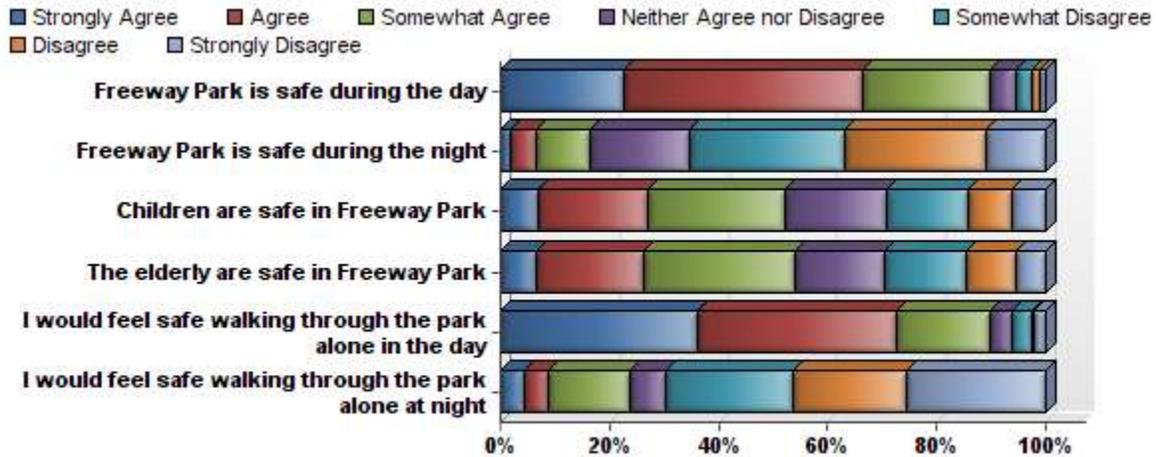
a problem, and the next highest percentage somewhat agreeing. When asked if inadequate lighting was a problem, the majority of responses indicated that they agreed or somewhat agreed. The next highest response was for neither agree nor disagree. On the topic of cleanliness, the highest percentages were for neither agree nor disagree and somewhat agree, with the next highest in the somewhat disagree category. The final question in this section asked whether unleashed dogs are a problem at Freeway Park. The largest percentage indicated that respondents disagreed with this statement, with the next largest indicated they neither agree nor disagree.

**Table 2.8 Please indicate your level of agreement/disagreement with the following statements.**



Question eight again asks respondents to rate the level of agreement they had with statements, this time related to the Seattle park ranger’s ability to reduce the previously listed problems facing Freeway Park. In all categories the highest percentages, between 37 and 52 percent, neither agreed nor disagreed with Seattle park rangers’ ability to increase safety, reduce crime, reduce homelessness, reduce drug use, or reduce unleashed dogs in Freeway Park. The next highest percentage for all categories was somewhat agree, with agreement the third highest percentage for all categories except drug use, which had its third highest percentage in the somewhat disagree response. Many of the comments indicated that there was a lack of uniformed presence in the park or that the respondents had not seen a park ranger in freeway Park. Question nine asked respondents to list changes that would increase their likelihood of visiting Freeway Park. 184 of the respondents provided feedback and those answers will be included in the addendum. There were many varied responses, but the most frequent changes related to increased lighting within the park, especially in the evenings, and an increased security presence of both Seattle police and Seattle park rangers. Other suggestions included increasing park activities, adding vendors and areas with tables and seating, and adding playground equipment for children. The biggest concerns raised in this section involved reducing the homeless, drug, and loitering populations, as well as altering the design of the park to reduce the number of blind corners and obstructed views. These issues seem to create a general sense of uneasiness.

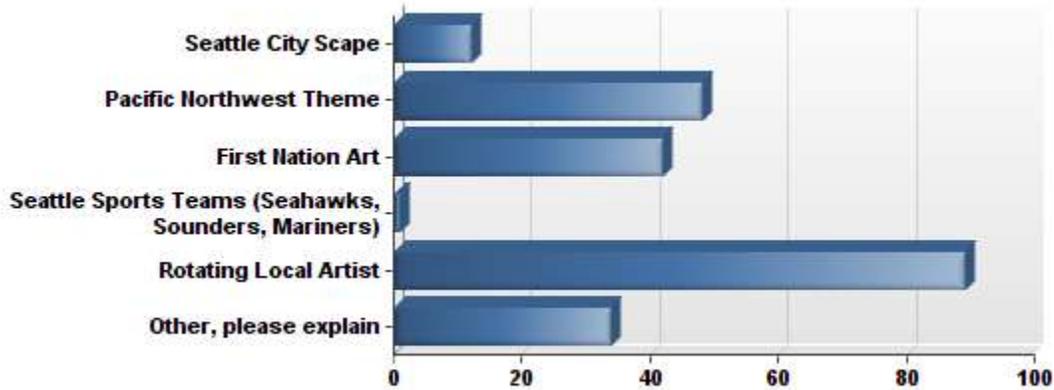
**Table 2.10 Safety Questions**



The next section asked respondents to rate their level of agreement with statements on a Likert-type scale in regards to general safety. When asked whether Freeway Park is safe during the day, nearly 44 percent of respondents agreed with the statement, with the next highest percentage strongly agreeing and the third highest somewhat agreeing. Conversely, when asked if Freeway Park is safe at night, the highest percentage of respondents, at close to 28 percent, somewhat disagreed with the statement. The next highest percentage indicated disagreement with the park being safe at night. The highest percentage response, when asked if children and the elderly are safe in the park, was both somewhat agree, with the highest response indicated agreement. The majority of individuals agreed that they would feel safe walking through the park alone in the day, with the next highest percentage following closely in the strongly agreeing category. However, when asked if they would feel safe walking through the park alone at night, the highest percentage of respondents indicated that they strongly disagreed.

Question eleven asks respondents to identify their individual safety concerns with Freeway Park. 184 of the respondents provided feedback and those answers will be included in the addendum. Many of the comments are similar to those in the previous question on changes to the park itself, but the majority indicate that the park is too dark at night, and that the general presence of the homeless, drug users, mentally ill, and loitering groups tends to make individuals feel unsafe. The layout of the park is often described as having many blind corners and nooks where these individuals cannot be seen until they are in plain sight or already approaching an individual. Lastly, many respondents indicated a lack of park rangers or security to include cameras or simply the ability to see past closed-off areas, makes them feel unprotected while walking through the park.

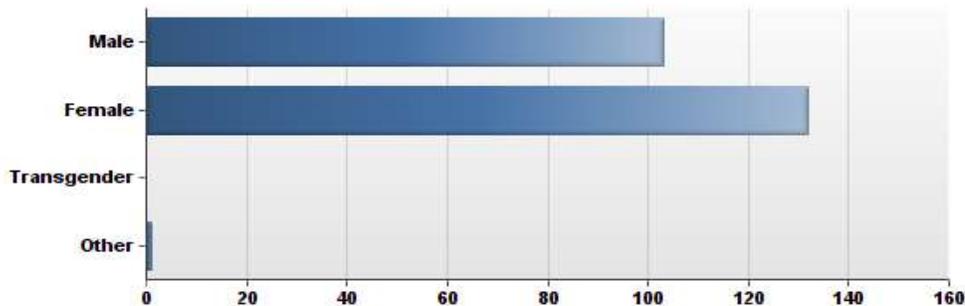
**Table 2.12 If a mural was installed in Freeway Park, what type of art would you like to see?**



The next question in the survey asked respondents what type of artwork they would prefer if a mural was installed under the Breezeway area of the park. At 39 percent, a mural painted by rotating local artists was preferred. The next two highest percent choices, at 22 percent and 18 percent respectively, was for a Pacific Northwest theme and then a First Nation art mural. 15 percent of respondents also indicated the “other” category, with most stating that they thought no mural preferable, or suggesting that some of the options indicated above should not be chosen. A large majority of the respondents made specific comments that they do not support a sports related mural.

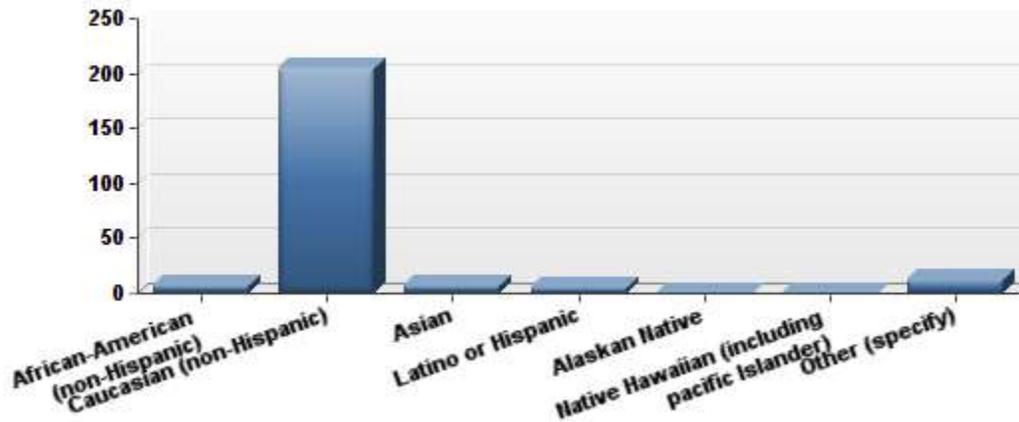
The following six questions were in regards to respondent demographics. Fifty-two percent of the surveyed population indicated that they lived in the First Hill or Downtown area and 57 percent work in those areas. The ages of respondents for this survey ranged from 18-years-old to 92-years-old. The median and average age was 50.

**Table 2.16 What is your gender?**



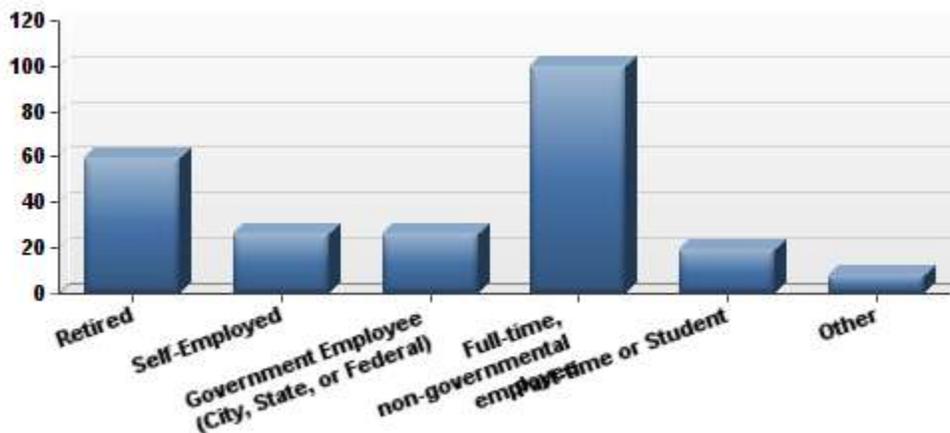
With regard to gender, 56 percent of the surveyed population was female, 43 percent were male, and one percent indicated “other.”

**Table 2.17 To which racial/ethnic group do you most identify?**



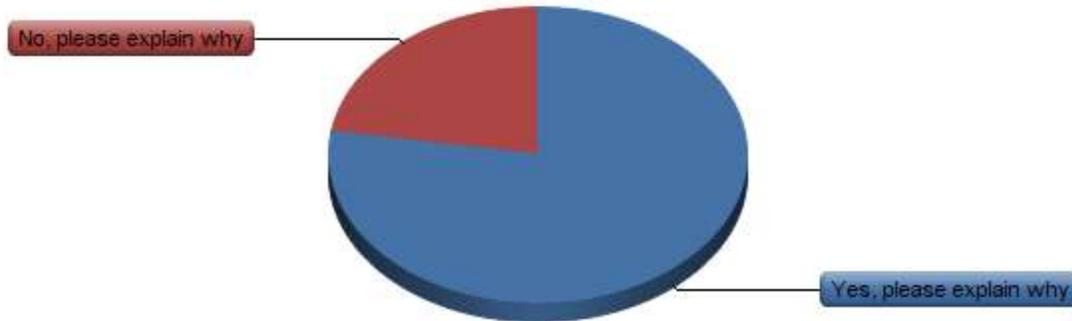
Eighty-six percent of respondents identified as Caucasian, eight percent identified as Asian, seven percent as African-American, and five percent as Latino or Hispanic. Twelve percent identified in the “other” category.

**Table 2.18 What is your employment status?**



In regards to employment status, the majority of respondents, at 41 percent, indicated that they were full-time, non-governmental employees. Twenty-six percent were retired, 11 percent were self-employed, ten percent were government employees, and eight percent were employed part-time or were students. Three percent identified as “other.”

**Table 2.19 Would you recommend Freeway Park to your friends and/or family?**



The final question of the survey simply asked respondents to indicate whether or not they would recommend Freeway Park to their friends and/or family. Of the respondent population, 88 percent of the surveyed population indicated that they would, with the remaining 22 percent reporting that they would not. The majority of the reasons for not wanting to recommend the park were related to safety concerns. Some respondents stated that the park is not a “destination park,” such as others in the Seattle area, and that it is more conducive to passing through, or used as a short stop for those who work or live close by. Many of the respondents that reported a willingness to recommend the park indicated that their reasoning was based on the beauty of the park, its location in the middle of Seattle, the unique architecture, and its usefulness as a route to reach different parts of the city. Many respondents did note that such recommendations were limited to daytime hours and summer-like weather.

***RECOMMENDATIONS***

The survey group recommends an increased usage and publicizing of the Freeway Park Association Facebook page and a redevelopment of the current Freeway Park Association website. A social media technician may be useful in generating public awareness of the park, promoting park events, encouraging park usage, and serve as a way to keep a finger on the pulse of public perception. The media tools may also help increase the amount of time and money donations the park association receives.

With regards to the Park Rangers ability to protect the public there was very limited support for the Park Rangers having any deterrent effect on crime in Freeway Park. This may have something to do with the current operational hours of the Park Rangers. The Park Rangers meet the grounds crew at 6 a.m. to assist with removal of the homeless population and depart the park for the day at 2 p.m. This schedule largely prohibits the Park Rangers from interacting with the lunch time or the end of day traffic. The Park Rangers may need to adjust their hours to gain better public perception of their ability to ensure safety and prevent crime.

The majority of respondents who indicated daily usage of Freeway Park indicated that this usage was primarily as a by-pass to their place of employment. There is no specific attraction drawing citizens to Freeway Park. The JEFPA should seriously invest time into developing a park attraction. The question regarding the installation of a mural under the breezeway may be a low cost project to draw more public awareness. The majority of the respondents indicated support for a rotating local artist – the rotating art piece may draw interest to the park. Other options include remodeling the currently inoperable latrine into some sort of café to entice lunch time crowds. If funding is unavailable to facilitate the repurposing of the defunct latrines, other options may include allowing local food-trucks to operate by the seating area near the federal building. Additionally, many of the respondents indicated safety concerns regarding the inoperable waterfall which creates blind spots and offers unsavory characters a hiding spot to conduct illicit activities. As the waterfall no longer has water flowing, it may be useful to repurpose this space in the interest of public safety. One suggest usage of the waterfall is to convert it to an aviary for local birds. The introduction of the aviary would likely provide more motivation for people to visit and reinvigorate public perception.

Further, the individual safety concerns indicated by the respondents was very insightful. Many of the issues reported in the 2014 JEFPA Survey remain issues today such as the annotated lack of lighting, view inhibiting landscaping, and lack of authoritative personnel. It is worth noting that while the JEFPA has worked diligently to increase lighting within the park the current lights provide insufficient illumination. The flood lights installed by the Seattle Convention Center in their sector of Freeway Park are of far superior quality and provide much more illumination. The continued focus on these matters in conjunction with working with the Seattle City Council to further push for the development of public policy to treat the homeless epidemic.

## ***CONCLUSIONS***

The results from this initial release of the Freeway Park Perception Survey are useful in identify focal points for fixing key issues facing Freeway Park, but and may be useful to release to the general public of Seattle pending a few enhancements of the current survey format. The primary problem areas indicated in this survey revolve around the presence of the homeless, drug users, and loiterers that cause park visitors to feel unsafe. Additionally, poor lighting and the general layout of the park- the multiple blind spots and corners that make visibility difficult - are safety concerns as well. The survey also indicates that the majority of respondents do not feel the Seattle park rangers have much of an effect one way or another on the safety, and that a stronger security presence in the park would increase feelings of safety. Despite these concerns, the majority of the surveyed population indicated that they would still recommend visiting Freeway Park to friends and family.

Ultimately, the results of the survey indicate that while a majority of respondents would recommend visiting Freeway Park, there are still significant safety and security concerns surrounding the use of the park. Through the collected data, it is recommended that the Freeway Park Security Team take the “next steps” in order to begin the process of addressing the issues listed throughout this report. While the Freeway Park Public Perception Survey is still in its

infancy, consistent updates and changes are recommended to better ensure the accuracy and timeliness of survey data. The Jim Ellis Freeway Park is an undiscovered gem hidden in the alcoves of the Emerald City, much as a miner must consistently dig to discover buried gems so to must the Jim Ellis Freeway Park Association dig to reinvigorate public perception and restore the sparkle the park once had.

## **CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN**

### ***INTRODUCTION***

Freeway Park is one of twelve urban area parks in downtown Seattle. The mission statement for Seattle Parks and Recreation (SPR) is to provide “welcoming and safe opportunities to play, learn, contemplate and build community” and to “promote responsible stewardship of the land” (<http://www.seattle.gov>).

In 1976, the firm of Lawrence Halprin & Associates completed work on Freeway Park with Angela Danadjieva as its principal designer. Early documents regarding the design process indicate the intent of the park was to capture the dynamism of the site created by the freeway. That dynamism was matched to elements within the park, and then opposed by more introverted and static spaces (Hirsch, 2005). In addition, the park was designed as a transitional space, providing a pedestrian throughway connecting the First Hill neighborhood to the downtown area (Hirsch, 2005).

The site for Freeway Park is essentially a long thin strip that extends 1,200 feet overall. Between the park and 9<sup>th</sup> Avenue, there is a change in grade of 50 feet. There is a total change in grade of 90 feet between the highest and lowest points of the park (Tate, 2011). According to Hirsch (2005), a 1976 park brochure indicates there were ten entrances to the park north of Seneca and three entrances to the southern portion of the park. Currently, there are eleven entrances with four of those are ADA accessible. However, not all of these entrances and exits are marked. With a myriad of entrances and an elongated shape, the park has been described as a “sprawling maze” (Mudede, 2002).

Canyon Fountain is located at the main plaza, adjacent to Park Place. It is the central waterfall designed by Danadjieva and is arguably the focal point of the park. Danadjieva designed the fountain to replicate a natural canyon and it includes a series of steep concrete walls and sharply angled, narrow staircases. The sound of thousands of gallons of recirculated water per minute thundering into the canyon was intended to drown out the roar of freeway traffic from below (Tate, 2011).

Many of the structural elements of Freeway Park are part of the original design. This includes not only the concrete walls, fountains and garden beds, but also the benches and trash containers, which were worked into the concrete forms (Hirsch, 2005). In 2006, there were proceedings to nominate Freeway Park as a Historic Landmark. However, the nomination was unable to move forward due to objections raised by the Washington State Department of Transportation (WSDOT). According to the Historic Landmark Preservation Board, WSDOT objected to the nomination because the park was within the air rights of the interstate. The nomination for landmark designation was therefore never processed by the Board.

Based on information provided by Center City Parks at SPR, despite the lack of landmark designation, a strong contingency of designers and architects still exist who believe the park has national significance and who want to preserve the original design of the park. Because of this,

proposals to make any significant physical changes to the original design have historically been met with fierce resistance. Therefore, according to SPR, any proposed changes to the physical structure of the park would need to go through several layers of approval.

Between 2004 and 2005, the Project for Public Spaces, Inc. (PPS) worked with SPR, the Freeway Park Neighborhood Association (FPNA) and other groups from the community in order to develop various strategies that could activate Freeway Park. In January 2005, PPS developed an activation plan entitled “A New Vision for Freeway Park.” This included a conceptual plan that could provide a range of activities to draw members of the diverse Downtown and First Hill communities together in the park.

According to SPR’s website, the Mayor's 2006–2007 budget included a request for an additional \$400,000 for final design and construction for improvements to Freeway Park. In addition, the City Council approved the Mayor's proposed \$2.5 million budget for the park for the 2007-2008 biennium. According to Mike Evans, the founder of FPNA, improvements made by Mayor Nichols included not only the designation a large amount of funding to the park, but also a more direct route of communication with the city’s administration, which paved the way for much needed changes and improvements to the park.

The PPS activation plan included not only capital improvements like pedestrian lighting and signage, but also the development of a landscape improvement plan. Beginning in 2007, Iain M. Robertson, Associate Professor of Landscape Architecture at the University of Washington, began restoration work to replant Freeway Park. Robertson worked with SPR to assess the landscape and the current needs of the park.

During the design process, Robertson consulted with Halprin to develop an understanding of the original intent of the landscape design of the park. On May 15, 2008, Robertson presented the Landscape Renovation Plan to the Design Commission and it was unanimously approved, which ensured a long term maintenance plan for the park. The work on the renovation was completed in July 2010.

Although much dedication and attention has been paid to restoring and maintaining Freeway Park as a vibrant public space, there is still much more that needs to be done. Unfortunately, according to SPR, there is currently no funding designated for capital improvements in Freeway Park.

One of the persistent issues facing the park is that despite the original intent to create quiet areas for reflection, the park’s design elements have been pointed toward as an example of the problematic outcomes that can occur when certain principles are not adopted (Feins, et al., 1997). Namely, the use of overlapping concrete partitions to create more intimate spaces within the park has paradoxically led instead to a feeling of danger and a lack of public safety. Hiding spots and blind spots are created where park users cannot see around corners. In addition, it is very difficult to discern the numerous exits that are hidden in the concrete walls.<sup>2</sup> Park users

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<sup>2</sup> Attempts were made to contact Danadjieva in order to determine to what extent, if any, CPTED principles were considered during the design of the park. As of the date of this report, no response has been received.

have described the space as a “dystopian design” and reference the “brutalist architecture” as a hindrance to their perception of safety.

Because of water conservation efforts, the fountains in Freeway Park are turned off for a significant portion of the year.<sup>3</sup> Therefore, during the late fall and winter months, the steep concrete structure for the waterfall becomes perilous: it is accessible to individuals who are trying to hide, or to use/sell drugs.

As a result, Freeway Park has suffered a diminished reputation. Currently, many park users describe safety, drug use and homelessness as major problems for the park. With the City of Seattle’s current heroin epidemic, as well as the state of emergency declared against homelessness (seattletimes.com), these problems have only intensified. Freeway Park thereby serves as a microcosm of the larger issues facing the city.

### ***PRINCIPLES OF CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN***

CPTED involves principles of changing the environment to reduce the opportunity for crime (Despard, 2012; Feins, et al., 1997; Marzbali, et al. 2012; Parnaby, 2006; Reynald, 2011). CPTED is based on a set of design and usage concepts that, once applied, can lead to a reduction in the opportunity for criminal behavior to occur. They can also contribute to a reduction in the fear of crime. These concepts are briefly defined as follows:

1. Territoriality and Access: use of physical features to convey control of the environment and to promote pride in the environment. Access to the space contributes to the use of areas for their intended purposes and the flow of people through the area. Access control is a concept directed primarily at decreasing criminal accessibility, especially in areas where a person with criminal intent would not easily be seen by others.
2. Surveillance and Natural Guardianship: the location and use of physical features in order to maximize visibility. Surveillance creates a risk of detection for potential criminal activity and a perception of safety for others. Natural guardianship is generally achieved by the use of appropriate lighting, low or see-through fencing or landscaping, and the removal of areas that offer concealment.
3. Maintenance and Activities: allows for the continued use of areas for their intended purposes and maintains the effectiveness of measures employed for territoriality and surveillance. Activity support involves both passive and active efforts to promote the presence of responsible users in a given area, thus increasing the community value of the area. Crime is more prevalent in areas that are not maintained; as a result law-abiding persons do not feel safe and do not want to frequent those areas.

Criminologists correlate crime patterns with the physical layout of where crimes usually occur. Factors in the environment can either increase or decrease opportunities for crime

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<sup>3</sup> SPR has a department wide policy that fountains can only be in operation between Memorial Day and Labor Day.

(Marzbali, et al., 2012). The principles of CPTED suggest that it is possible to not only reduce crime but also to mitigate the fear of crime through the proper design and use of the built environment (Parnaby, 2006).

### ***TERRITORIALITY & ACCESS***

Freeway Park is a very beautiful park and brings a bit of nature into the concrete jungle that we call Seattle. The park itself is widespread with multiple entrances, including a north section and a main section that is separated by a main street. There are multiple users of the park including the elderly, children, drug users, and the homeless. It has gained a reputation of being a dangerous and seedy park. The issues at Freeway Park are very complex as the park is very spread out and located in the middle of downtown. This section will point out some of the issues currently present at Freeway Park.



Signs are posted throughout the park stating the rules and hours of the park. These signs are meant to deter illegal behavior, as well as establish rules and codes of conduct for those using the park so that everyone can enjoy the park in a safe environment. However, these rules and codes of conduct don't stop the "trespassers", delinquents, or the drug users because drug paraphernalia (needles, caps, etc.) can be found throughout the park, even though Seattle Park Rangers and maintenance crews try to clean up as many as they can before the park "opens". The park itself is meant to be welcoming of all people from all socioeconomic backgrounds and finding used drug paraphernalia pose an issue when trying to welcome everyone to use the park. While at the same time, not alienate the public majority when they witness either the homeless or illegal drug activities being conducted in the park.



Part of the park is located over the freeway. It is located right across the street from the main park. Even though it is separated, it is still considered part of the park. Since it is not clearly labeled to the general public that this is still Freeway Park, it provides a quieter area for those that frequent it. Though there are no publicly known suicides that have occurred from this spot, it is easily accessible and easy for people to jump off. There are no fences to block the area. There is a lot of trash and human waste and feces in this area. Since it is covered and slightly hidden from the view of the streets and public, this area is often used as a great hiding place for people to conduct illegal activity. As Freeway Park becomes more inviting to children and families, this area of the park also poses a big safety issue as well due to its current conditions.



Even when there are fences to block off an area, it does nothing to stop people. It is easy to get around or through them. The third picture above is a gated off portion located directly behind the bathrooms (which are permanently locked). An officer from the Federal Protective Service (FPS) stated during the walk through that this area is popular for the homeless to sleep in because it is protected with a locked gate. It provided the homeless a form of protection from other homeless people and those wishing to cause them harm. It is also used by drug users since it provides them protection and security as well when they are passed out during or after their high. They are able to climb around the gate to get to the secured area. The fences that are meant to keep those wanting to conduct illegal activities out are also providing protection to those same group of people.



The layout and design of the park creates a beautiful design that can be interpreted in many different ways by those visiting the park to enjoy its beauty. However, this design also

creates a lot of hiding places. Places to sleep and places to get away from the police. The ample hiding places means places for privacy to use drugs, have sex, conduct illegal and lewd acts. Though there are lamp posts throughout the park, there is no illumination of these crevices and corners. It creates dark hidden corners and areas throughout the park. These dark spots also create a feeling of danger and fear for the general public when wandering through the park after daylight. An officer from FPS stated that even though the park has gotten a little bit better during the daytime, they do not recommend walking through the park after the sun goes down. The officer stated it is still very dangerous and even a stab vest would not help. In his experience, many times the drug users or homeless tend to use needles or homemade weapons (shanks) as their chosen form of weapon. Due to lack of law enforcement presence (compared to the daytime) and other issues as stated in this paper, the officer considers Freeway Park to be very dangerous after the sun goes down.



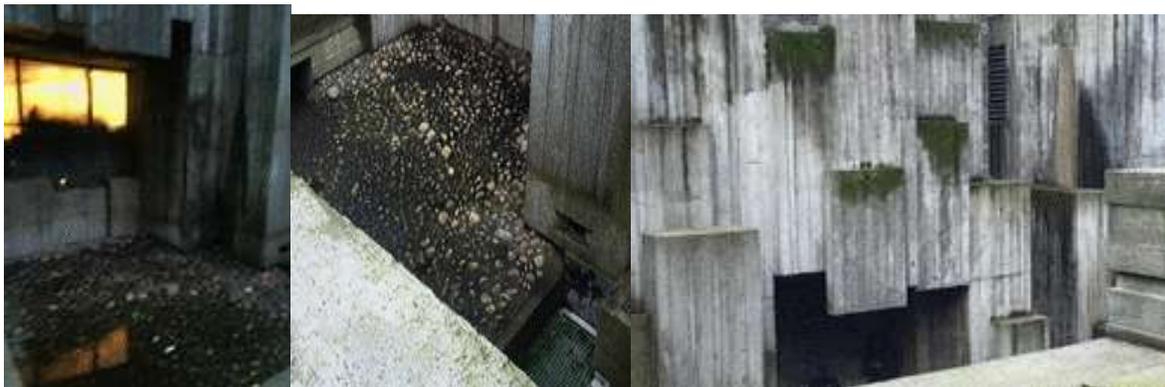
According to the FPS officer, this area above the bridge is one of the more dangerous spots in the park, as there is a lot of activity that occurs in this area.



The area underneath 8th Avenue is also used as a storage area by SPR. It has been broken into several times before. It is also used as shelter during bad weather and winter time as a place to sleep and find refuge.



As stated earlier, the structure and design of the park, makes for good hiding places and a giant trash bin. The orange objects in the pictures are used needles and caps thrown from drug users. It truly distances itself from the original beauty of the park when visitors walk through and see trash and needles. Having to constantly clean up trash and pick up needles takes away from the valuable time and regular duties of park rangers and law enforcement personnel. The needles pose a safety risk and health hazards for those people cleaning it up or even young children if they pick it up or play with it. Having a locked used needle deposit box at the park could help, but might bring other issues as well. It could help reduce the amount of needles just lying around the park. Also anyone desperate enough could always break into it to obtain the used needles. A locked used needle deposit box in a public park could also give the wrong impression to the general public.



This is one of the many “waterfalls” in the park. During the summer time, it becomes a bath pool for the homeless. During the winter time when the waters are shut off, the ledges and shelves of the empty “waterfalls” become a great shelter and resting place from the wind and rain. As you can see in the third picture, there is a person resting there while smoking and keeping warm.



There are multiple entrances/exits into and out of the park. These pictures show some of the entrances/exits in and out of the park. According to an FPS officer, it is very common for someone in the park to act as a “lookout” for law enforcement. Once a law enforcement officer is spotted, this individual will call out for the rest of those conducting illegal activities to be aware of the cops coming into the area. This allows those individuals to either make their escape and/or get rid of evidence of illegal activity. This makes it difficult for law enforcement to be effective in managing criminal activity in the park.



There are currently several security and safety devices at Freeway Park. There is a security camera located above the Convention Center garage entrance and bathrooms area. These bathrooms are permanently locked due to a murder of a young female, whose body was found stabbed multiple times in the female bathroom on January 18, 2002. The security camera however does not work; it is mainly there to give people a sense of security. As an FPS officer pointed out, the drug users and homeless know that it is broken so it does nothing to deter them

either. There are also several emergency call buttons located at various locations throughout the park; although we could not confirm whether or not they are operational at this point. Some of them are not easily noticeable walking through the park.



To help deter homeless individuals from sleeping on the benches and to help reduce the number of individuals sleeping in Freeway Park, blocks have been put on some of the benches. These blocks are supposed to help keep people from sleeping on them by making it difficult to lie down or stretch out. However these deterrent devices are not located on all of the benches. Most of the benches located by the Convention Center do not have blocks on them, so people can still stretch out and lay on them. An FPS officer stated that people also use the memorial as a spot to sleep as well. In the fifth picture, individuals who wish to sleep in the park will also use the concrete slab design of the park to lay down. Those are easier to find than the wooden and metal benches.



Currently, Freeway Park does not have a children’s playground, but it does have several childcare centers in the area, including a Federal child care center, which is the main reason that FPS helps patrol the area. Above is a picture of the Park Place Building located next to Freeway Park and the Federal child care center that is located inside the building. The Downtown Seattle Association (DSA) recently advocated for a children’s playground to be built in Westlake Park. A playground in Freeway Park could similarly help draw in more families and attract more visitors to the park.

According to a survey conducted by DSA in 2010, there are 858 children under the age of five living in the downtown area. According to the same survey, the population of downtown Seattle has grown by 72 percent from 1972 to 2010. The downtown area will continue to grow, with more families and young children moving into the area. In their proposal, DSA stated as their objective and benefits for the playground as the following:

1. Retain downtown residents with children by improving amenities.
2. Increase amenities for visitors and shoppers coming to downtown with children.
3. Attract more families to live in downtown.
4. Encourage people to visit the park.

The thought of having a playground at Freeway Park is a very attractive one. Below are pictures of areas that could possibly hold a 40 x 40 play area. The only area that could possibly hold a playground without removing or changing the current structures are located by the Convention Center and the lawn area in front of Park Place building.



The children at the Federal child care center currently use the open area in front of the Convention Center to play in. Before the children go outside though, the care center staff

typically calls FPS about 20 to 30 minutes before the outing, asking them to do a sweep of the park to ensure it is safe. Having a playground for children would help attract families and children, but it could also attract more criminal activities. Often with public playgrounds, teenagers and adults tend to be drawn to symbols of their childhood and try to relive them by playing in the playground. Usually due to their size or lack of concern, these individuals end up treating it roughly and breaking the equipment or cause other delinquent activities, such as graffiti and destruction of the equipment. The possible cost and maintenance of the playground will have to be added to the already strained parks budget. A play area will also provide more shelter areas and hiding areas for the current criminal and homeless population. The lack of space to build a playground without changing the current layout and design also poses an issue. Even though the FPS provides a security and safety sweep for the Federal child care center, neither the FPS or Seattle Police will be able to do that every time the general public and their children come to play. While the idea of a children's playground is attractive, being able to control, reduce and prevent the current crime activity and population would help make the playground become a positive addition to Freeway Park than another possible negativity physical hindrance.

### ***SURVEILLANCE & NATURAL GUARDIANSHIP***

Surveillance is a critical component of ensuring safety at Freeway Park. Environments in which there is a high degree of visual control can increase the likelihood of criminal acts being observed and reported. In addition, potential offenders may be deterred by the fact that there is a high risk of their actions being witnessed. The extent to which activities in the park can be observed by other people may help to prevent or reduce crime. There is a great need for both formal and informal surveillance. Formal surveillance may include electronic monitoring and organized security patrols. Informal surveillance may be improved by increased lighting and legitimate activity.

Additional efforts towards implementing methods of formal surveillance would be highly beneficial. This directly provides a deterrent threat to potential offenders. At Freeway, this can be managed through the deployment of personnel whose primary responsibility is security (e.g. security guards) or through the introduction of monitoring technology, such as cameras to enhance or replace the presence of security personnel (Welsh, Mudge, & Farrington, 2010).

Upon interviewing the Resident Services Director at Horizon House and also a member of the Freeway Park Safety Committee, we learned that the facility used to have officers regularly patrol Pigott Corridor. However, after unwanted activity on their own property became more frequent, the staff realigned their efforts and discontinued patrolling the park. Horizon House also has implemented cameras for safety, but they do not cover many areas of the park. The security management team at the Washington State Convention Center also provided some insight on their formal surveillance tactics. They noted that they do own the camera at the elevator connecting to the garage inside the park, but it only covers the elevator doors and not other areas of the park. The camera at the elevator was needed because of the number of people trying to get into the garage. The most common crimes committed in the garage are car thefts, drug use, and vandalism. The Convention Center does not employ staff to patrol park areas. Similarly, security management at a neighboring apartment complex called Park Place, explained

that much of the activity that takes place in the park is visible from all floors and discourages people from using the park. A Federal Day Care is also in the building, and this further frightens individuals from wanting to take children through the park as well. Freeway Park would highly benefit from the hire of a full-time security officer to conduct patrols and provide formal surveillance.

Natural surveillance serves the same purposes as formal surveillance, but does so by building upon the surveillance already present in people going about their everyday business. These methods may include the improvement of street lighting and installation of defensible space. The latter may involve designing changes to the built environment to maximize the natural surveillance of open spaces (Welsh et al., 2010). Both the Horizon House and the Washington State Convention Center have not implemented additional safety measures, such as increased lighting, to boundaries where their territories and the park may intertwine. There are concerns, however, regarding the issue of responsibility. For instance, should neighboring buildings be responsible for taking safety precautions in their areas near the park? Or should this be the responsibility of the park? With improving security, neighbors should equally contribute for public safety. Improved lighting would be a viable and feasible option for providing natural surveillance to Freeway Park. Upon meeting with a Park Ranger for SPR, a major concern was the replacement of light bulbs in light posts throughout the park. These were not being replaced quickly enough, and by not doing so provided potential dangers to visitors who may be passing through the park. The Crew Quarters was a particular area that required increased lighting.

Defensible space methods have, for the most part, been implemented at Freeway Park, but additional improvements can be made. First, connections between adjacent buildings and the park can be improved both physically and visually. This would help to improve natural surveillance by removing barriers to supervision over the park areas. Additionally, foliage could be maintained so that sight lines can be extended. Another issue mentioned by a Park Ranger was the height of the concrete planting structure walls between Central Plaza and West Plaza. This area serves as great hiding spots for individuals and also blocks sightlines from either end of the park. The lack of foliage and low soil levels in this structure promotes risky activity within its walls. Reducing the height of the walls would allow increased surveillance and better appreciation for the foliage lying within.

Another interesting strategy to implement surveillance measures at Freeway Park would be to employ the use of place managers. Place managers are persons such as bus drivers, parking lot attendants, tour guides, and others who may perform a surveillance function by virtue of their position of employment (Welsh et al., 2010). Unlike security personnel, the task of surveillance is secondary to their job duties, but they are able to provide an additional set of eyes. Employing these individuals would disperse greater responsibility to each of the surrounding neighbors of Freeway Park. Through increased collective effort and networking, crime can be reduced drastically. This strategy would also require increasing the amount of activity at Freeway Park. By organizing guided walks through the park or using the vending carts at Park Place, the additional employees who participate in these activities may serve as place managers. This would help to change the perception that the park is largely underused by people and also provide informal surveillance. Lack of activity was a primary concern noted in The Freeway Park Action Plan of 2005, which was developed by the Project for Public Spaces, Inc. (PPS).

This strategy plays a vital role in providing visibility. Studies have shown associations between levels of crime and public street use, suggesting less crime is committed in areas with an abundance of potential witnesses (Welsh et al., 2010).

Many people consider the park to be unsafe, and this poor public perception contributes largely to the view that Freeway Park is dangerous and consumed by illegal activities. Crime reports were obtained from the Seattle Police Department (SPD) from January 6<sup>th</sup>, 2015 to December 31<sup>st</sup>, 2015 and incidents within the vicinity of Freeway Park were analyzed. It is interesting to note that the crime rate in the park is not as high as it may be perceived. The table below exhibits the various actions taken by police officers in response to calls for service at Freeway Park. Out of 245 reports, there were only 13 physical arrests made for the entire year. However, there are large concerns of relying on police data for park crimes because offenders who commit crimes on park grounds may be arrested in other locations. For this reason, police reports may not be inclusive of all crimes occurring in the park. A Federal Protective Services (FPS) officer discussed how there were over 100 arrests made in Freeway Park for the year of 2015, and the average number of arrests in a day was three. There are stark differences in numbers between these two organizations, and it would be beneficial to implement more efforts toward understanding how much crime is in fact occurring in Freeway Park. Public perception of criminal activity at the park is a large deterrent for most potential visitors, and gaining further information on the foundations of these views is necessary to begin implementing changes. Of the crimes reported by SPD and FPS, the most common were narcotics, domestic violence, thefts, and assaults. Efforts could be directed toward preventing or minimizing these specific crimes by employment of specific policing or patrolling strategies.

**Table 3.1 Seattle Police Department Reports of Freeway Park – 1/6/2015 to 12/31/2015 (N=245).**

Action Taken for Call	Number of Reports <i>f</i> (%)
Assistance rendered	155 (63.3)
Oral warnings given	25 (10.2)
Reports written	15 (6.2)
Unable to locate	15 (6.2)
Physical arrests	13 (5.3)
Citation Issued	6 (2.4)
Duplicated	5 (2.0)
Problem solving	5 (2.0)
Street check	3 (1.5)
No police action	1 (0.05)
Follow-up report	1 (0.05)

This perception of safety is a huge concern and deterrent for visitors to regularly use the park. Implementing surveillance measures to control and decrease crime rates will help to improve the public's attitudes. That way, implementing changes such as programs and activities at the park will follow through much easier. For people to *want* to use the park first, they need to trust that they are not in danger there. The various forms of surveillance mentioned above work to increase potential offenders' perceptions of the risks associated with committing a crime. While formal surveillance may be more effective in directly controlling threats, natural surveillance also plays a vital role in providing additional visibility and affecting offenders' perceptions of risks and benefits when making potentially criminal decisions.

### ***MAINTENANCE AND ACTIVITIES***

Freeway Park is mainly compiled of concrete structures that create the artistic original view of the landmark. The idea of the park was original, but with many structures causing blind spots and areas for homeless citizens to camp, the park as started to become viewed as a very unsafe place. Many local citizens utilize the park as a quick shortcut during the day, but many fear to enter the park during dusk. These citizens do not take the time to stay and enjoy the park, but use it as a quick route to their destinations. The data from a survey regarding Freeway Park stated that only 10 percent of people enter the park daily, compared to the monthly 25 percent (see community survey).

The maintenance and upkeep of Freeway Park has been a major issue and concern for staff and employees. After interviewing a Park Ranger, they explained that Freeway Park has a maintenance crew that takes care of garbage and the emptying of garbage cans, clearing of brush, bushes, and foliage, and maintaining the park's visual areas and walkways. Funds from SPR are utilized for park maintenance, but the current budget is unknown at this time. An SPR manager stated that the daily maintenance for Freeway Park consists of a crew of 2-3 people every morning for a major cleanup (7 days per week). Additionally the crew uses the storage area in the underpass for some of their equipment. The crew also comes through again during the afternoon to check the park for additional maintenance. Freeway Park staffs a full-time gardener who is in charge of planting flowers for the park. Yearly plantings are done in the spring. SPR explained that if additional projects are needed beyond the duties of the regular maintenance crew, a maintenance unit or landscaping professionals are brought in.



Photos of some brush in Freeway Park.

If repairs are needed, a work order is called in. There is a maintenance crew that works across jurisdictions (electrical, carpentry, etc.) that can address most maintenance issues. For example, if there is graffiti found, the maintenance crew can come in and repair that right away. If a repair is above and beyond regular maintenance, a work order is submitted to the distribution desk and a shop division can come in; this process takes additional time.



Broken and exposed outlet socket that has been reported (work order completed) by park rangers several weeks prior.

As previously stated, many areas are very well hidden, which allow for encampments. In the past, fences and bird caged walkways were put up to deter homeless citizens from camping in the park. Although this was an idea that helped with some issues, it also caused other issues. For example, the caged walkway connecting the garage to the park only offers a one-way exit from the parking garage. This can cause issues if natural disasters occur in the area. Many of the structures that have blind spots have not been fixed and the homeless population still finds ways to camp in the park. Park rangers have the duty to wake homeless citizens up in the morning and have them pack up their belongings. The park rangers do not necessarily remove them from the park, but tell them to pick up their things so it does not make the park look unpleasant and unsafe to the community.



A one-way revolving door that is covered by a metal frame that leads to the garage.

The park has many areas that are under lighted, not maintained, and unsafe. These areas include hidden cubbies, alleys, narrow walkways, one-way entrances, and covered brush. As of February 17, 2016, park rangers, reported that there are two broken lights that have been reported and have not been fixed. Rangers also reported that grassy areas are not well maintained and look unsafe, from public view. They also reported that outlets were broken, exposed, and unsafe for the public. The outlets, as well have not been looked at and replaced. There have been a recent upgrade to facility doors located under the bridge. The doors currently being used for facility storage were consistently being tagged with graffiti. These doors have been changed to ones that are “graffiti resistant”.



These recently installed doors for the storage area below the underpass are graffiti resistant.

When park rangers report issues of broken structures, many issues are not taken care of in a timely manner. The park rangers complete the reporting process, but the damages and broken items remain. It becomes a cause for more struggles for making the park a safer place. In the past, some additional maintenance has been done to help with the homeless population. For

example, maintenance crews have come out to remove dense brush and bushes that were used as hiding spots. These spots were not readily visible. Trees were also pruned higher to create more visual security of the park.

Freeway Park intersects through, making connections to the Convention Center, the Horizon House, the Park Place Building, and nearby streets and alleys. Areas that are maintained by the Convention Center are kept clean, neat, and look distinctly different than Freeway Park's main public spots. Areas in front of Park Place are also maintained by the organization, therefore the maintenance crew does not take care of those locations. Also, areas near the Horizon House is also maintained by its own employees, since it is considered private property. Overall, the park looks as though it is three different parks, instead of one whole park due to the maintenance in each section of the park.



Overgrown vines (not maintained) cover many concrete structures.

As stated earlier, there are signs that have been placed in the park to help bring awareness of the rules of the park to the homeless population and local citizens. For example, at the entrance of one portion that connects to Park Place Plaza, there are signs that state NO SMOKING. These rules should be obeyed by all who enter the park, but many of the rules are not enforced, which causes a sense of insecurity for the public who utilize the park. There are other signs placed, but they are few and far between.

Maintenance and activities go hand-in-hand. In order to create more opportunities for activities in the park, the park has to feel safe for the public. If the public feels safe, then more citizens will feel better about entering the park. As of February 18, 2016, it was reported by park rangers that local non-profit organizations utilize the park for programs during seasonal times. There is also a senior book club that utilizes the park during the warmer weathers and sells books. Programs like these help to increase positive foot traffic into the park. In the past, seasonal activities such as, "Out for Lunch" concerts allowed the public to enjoy their lunch in the parks, listening to various bands play.



Book carts used by local seniors to sell lightly used books to the public.

Similarly related to the issues at Freeway Park, Azuma, Gottlieb, Vallianatos, Gudmundson, Shaffer, and Dreier (2006) presented an article discussing issues with urban parks in Los Angeles, California. The article states that the understanding that urban parks provide for the community, environment, and economic benefits is rooted in the historical evolution of the development and design of parks. The lack of resources for park maintenance can be an identifier for the causes of the major barriers in upkeep of the park. The limited ability of park officials to develop and implement community-oriented programs and new park features can further hamper connections to the community (Azuma, Gottlieb, Vallianatos, Gudmundson, Shaffer, & Dreier, 2006).

### ***AVAILABLE SOURCES OF FUNDING***

The Major Projects Challenge Fund is a city wide fund that is not very large, relative to the amount of need. This fund usually applies to larger projects and there is a major backlog for this funding. If capital improvements were proposed for Freeway Park, depending on the size and significance of the project, they could face an arduous and lengthy approval process based upon the park's bureaucracy. That process includes outreach to the public in order to measure the level of interest as well as community support. In addition, any project proposed would require the support of SPR throughout the process.

During the design phase, community meetings are held to listen to the public. Typically, three scenarios are developed for larger projects such as a permanent, destination playground, or a playground plus concession/bathroom. Those three scenarios can then be narrowed down, in order to come up with a final schematic plan. Once a design is agreed upon, there would be a need to find funding in order to pay for the construction. Further, any schematic design needs to be submitted to the construction department and SPR reviews those very carefully. This can be a lengthy process.

The Dept of Neighborhoods (DON) Matching Fund allows communities to get together and to make things happen that matter to them. This is a way to leverage public and private investment, as well as a way for SPR and DON to respond to genuine desire and need (rather than initiating changes based on what the City thinks the community wants). DON Matching

Fund grants can be used for the implementation as well, which includes the outreach, design, and construction phases of the project.

Metropolitan Parks District funds for park activation (referred to as “Metro 1”) were passed in 2014. This initiative designates \$570K per year specifically for the activation of Seattle’s urban parks in order to create a safe and welcoming environment. Of that amount, \$25K-\$46K can be allocated to Freeway Park in 2016. That amount is renewable for a second year. In addition, when the funding that is currently allocated to Westlake and Occidental reduces, Freeway Park and other parks may receive more funds in 2018-2020. Request for Proposals (RFPs) were sent out in early 2016 to determine how Freeway Park will use their funding. Proposals are due by March 31, 2016.

### ***RECOMMENDATIONS***

- Selectively remove concrete walls that are creating blind spots, hiding places and risks to pedestrian safety;
- Increase signage to make exits and entrances to the park more visible;
- Dedicate additional resources to surveillance measures in the form of personnel, additional lighting and updated emergency call boxes;
- Pursue an activation plan to increase pedestrian traffic more consistently and at varying times throughout the day;
- Streamline the maintenance and repair request process.

There were many suggestions that presented to help with the issues and concerns of Freeway Park. First, we suggest that there be one maintenance crew to handle the entire park, including areas entering the Convention Center and in front of the Building. This would help the entire park look like one park as opposed to three separate parks. For example, the areas in front of the Convention Center are better kept and maintained because the Convention Center may have bigger budget. If FPA could connect with the Convention Center to see if there are shared values that can go into a uniform maintenance, the park would be viewed as one entity.

Second, it would be beneficial to survey local business to see how often they utilize the park and ask for suggestions on what the public wants to see in regards to changes in the park. The input from the local public can influence changes, which will allow them to utilize the park more often. The Safety Survey reported that people would like to see changes in lighting and visibility, more police presence or other types of security, and more programs and activities to engage more park visitors.

Third, install light fixtures within the many corners and crevices of the park layout as shown above. Creating more visibility and taking away the hidden dark corners will help to reduce the sense of fear and reduce the number of hiding areas. Fourth, having a locked used needle deposit box located in the park in order to help reduce the number of needles that are littering the park, as well as signs reminding people to pick up after themselves. It is a bit of a contradiction, since there are already rules posted not to do drugs. Just as the dog waste stations have helped reduce the amount of dog waste in the park, a used needle deposit box station could

help reduce the amount of needles laying around the park. It would make the needles safer to handle and help reduce the risk of being accidentally punctured by a used needle when cleaning up the park. Fifth, install more working security camera and emergency call buttons. If resources won't allow for more equipment, fixing the current equipment in order to help deter illegal criminal activities. Adding more emergency call buttons and making them more visible/noticeable. The current emergency call buttons are not easily noticeable and are not located throughout the park. Having lighted emergency call buttons will not only make them more visible, but brings more lighting to park and a sense of safety. Therefore, the last recommendation is to reach out to local businesses to help promote programs or activities at a low cost. This implication can allow local businesses to bring in positive foot traffic and create lasting relationships with the community.

In terms of surveillance, a few recommendations can be made. Freeway Park would highly benefit from the hire of a full-time security officer to conduct patrols and provide formal surveillance. Because the cameras that are operating do not cover much areas of the park, a human presence would provide a powerful deterrent effect on would-be offenders. The implementation of monitoring technology, such as cameras, throughout the park would also be advantageous to provide surveillance when the physical presence of a staff member is not available. Another concern pertaining to surveillance was the lack of lighting throughout the park at night and the slow timing in the replacement of light bulbs in light posts. A Park Ranger for SPR recommended setting up a system in which the light posts were numbered so that pedestrians may immediately report which lights were out at specific light posts to authorities. This would decrease the amount of persons through communication is relayed and increase the efficiency by which the lights may be replaced.

To assist visitors navigate the park, we recommend that maps be placed throughout the park that show where they are currently located and provide guides to additional pathways, attractions, or exits. Another structure that can also be utilized is a directional post. These posts can be placed throughout the park and direct visitors to and from specific locations. Other recommendations for increasing the activity and presence in the park would be to increase the amount of visible interests. For example, adding a horticulture display or topiary trees would attract more visitors and beneficial to nearby businesses. Continuing park activities such as "Movies in the park" or "Out to Lunch" concerts in the park gives a safer feeling because of increase in community involvement. Another addition to the park that would attract visitors is placing chess tables or bocce ball courts for individuals to enjoy. Implementing these activities may require adding a staff member to manage these activities (adding a kiosk to allow patrons to rent chess pieces or bocce balls). This kiosk can double for a local coffee stand or food vender.

Attractions in the park should be geared towards adults, as well as children. Adding plants that allow for education and learning for children can be an interest to local businesses. These plants can have displays that educate visitors on the plants and flowers. Also, adding a small water fountain that is child-friendly would be generate interests to many families with children, especially in warm seasons. Scheduling other activities daily can attract many guests to the park. For example, having small performances, musicals, and puppet shows can bring individuals to the park to watch during their spare time.

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# COMMUNICATIONS ANALYSIS

## *INTRODUCTION*

The purpose of this section is to examine communication between the agencies that overlook the safety of Freeway Park. For this analysis, communication will be defined as the sharing and distributing of information among members of the Freeway Park security team and the public. Communication will be examined at the theoretical, technical, functional, and social levels. It is important to examine communications between agencies because it is a necessary element to managing the issues at Freeway Park. One of the major issue this section hopes to resolve is the lack of interoperability between key operatives of the Freeway Park security team (Seattle Park Rangers, Federal Protective Services, and Seattle Police Department). The implementation of an effective method of communication between agencies is key to developing strong professional relationships, creating clear expectations, and optimizing time and resources. Another, issue that this section wishes to resolve is the lack of communication between the Freeway Park security team and the public. In order for the perceptions of safety in Freeway Park to change, the public must communicate with police, in regard to crime reporting and other safety concerns.

## *LITERATURE REVIEW*

This literature review is to provide an understanding of the current research in effective communication and collaboration between organizations. Our hopes are that this literature review will assist the Freeway Park Association by providing a foundation to the creation of an effective mode of communication between the different organizations that contribute to the park's safety. To our knowledge, no empirical research directly examines cross communications between federal, state and local agencies in non-emergency situations. Therefore, we build this review on theoretical and empirical work of communications and public management most pertinent to the subject. The literature review is divided into three sections:

- Public Relations Theory
- Emergency Response and Interoperable Communication
  - Interoperability: Seattle Police Department and Federal Protective Services
- Effective Collaboration Methods

Each section of the literature review will have a brief explanation to how it relates back to Freeway Park. After the literature review, there will be a discussion and conclusion sections. These sections will summarize and derive information from the appropriate literature in order to list possible solutions to the communication issues that are affecting the park currently.

### **Public Relations Theory**

Public relations are “the managements of communication between an organization and its publics,” (Maguire & Wells, 2002, p. 40; Grunig & Hunt, 1984). Most peace and police officers interact with the public during their daily routes. These interactions with the public results in the officers being labeled as liaisons or public relations agents between their organizations and the

community. Having a reputable and consistent relationship between the different peace officer/policing agencies and the community is important for establishing respect and mutual understandings about their desired needs. As this relationship grows, each organization will be more willing to cooperate with each other and work together for the betterment of the community. Public relations theory is worth applying to the communication between the different policing agencies and the community in Seattle because it provides an insight as to how and why the policing agencies communicate with the community.

According to Grunig and Hunt (1984), there are four models of public relation theory that are utilized for understating external organizational communications. The models are designed by cross-categorizing the direction (one-way vs. two-way) and degree of symmetry (symmetric vs. asymmetric) within the communication (Maguire & Wells, 2002, p. 41). One-way communication distributes information from one person to another person, with no reciprocity, for example a speech, while two-way communication exchanges information between individuals, similar to a simple discussion between friends or colleagues.

The ability for the public and the organizations to be open to influencing each other through two way discussion is a key component to effective external communication. This is known as symmetric communication within the public relations theory. However only two of them apply in regards to achieving improved communications within the Freeway Park community.

The two models are classified as One-Way Symmetric and Two-Way Symmetric. These types of external communications are essential for building the much desired and needed trust between the policing agencies and the public. The trust that is built will open doors for negotiations, collaborations, and solutions that the community desires and needs to become more prosperous.

Two-way symmetric communication benefits both the public and the organization because it establishes mutual dialogues and understandings between both parties. Both parties do not need to modify their organizations but there is a mutual possibility that one or both organization will make a change to better the situation at hand.

One-way symmetric communication explains the flow of information from one entity to another with no reciprocity (Maguire & Wells, 2002, p. 45). Basically for our current circumstance, the Seattle policing agencies are communicating with the local community members and expressing to them what they need and expect from them in regards to change. This is the most common form where community members associate with police officers. People associate police agencies with enforcing rules and laws and telling the public how to act. This is important because it helps create order within the community; however, it can also be ineffective if the messages are not being announced and received to the members they are directed towards. For example, if messages are being broadcasted through newspaper sources and most of the community does not read the newspaper, then this communication tool is ineffective. It is important for organizations to be innovative with their statement delivery method.

## **Emergency Response Literature & Interoperability Issues**

Effective communication between organizations, whether it be between federal, state, and local agencies is essential in order to achieve optimum utilization of resources and build strong professional relationships with other agencies. Collaborative communication is necessary in dealing with natural disasters, emergencies, and day-to-day situations. A problem frequently mentioned in the literature of emergency response is the lack of radio interoperability (Manoj & Baker, 2007; Waugh & Strieb, 2006; Peha, 2007, & 2013). During emergencies different organizations—police, EMT, FBI, Homeland Security—must work together and form a cohesive plan of response. However, incompatible radios and technologies make inter-agency communications challenging. The problem with incompatible technologies is most apparent when local, state, and federal agencies become involved. Unified communication interoperability between security personnel for emergency response has been identified as an issue since events such as Hurricane Katrina, 9/11, the Oklahoma City bombings and at Columbine High School (National task force on interoperability, 2005).

The literature written on emergency response communications outlines three challenges of interagency communication, which are: technological, sociological, and organizational (Manoj & Baker, 2007). Peha (2007) argues that the main problem with traditional public safety communication systems is the different technologies that each organization has and uses. This disconnect in communication systems is a nationwide problem (Peha, 2013). Manoj and Baker (2007) recommend to make future communication systems incorporate dual use technology, built-in architectural, and protocol redundancy. They explained that dual-use technology would be capable of normal and emergency operational modes, and that network would be controlled by a software agent who would allow users to get updates and network access to the bandwidth (Manoj & Baker, 2007). Additionally, they said that devices with multiple network capabilities like cell phones or devices with Bluetooth capabilities were examples of architectural and protocol redundancy solutions (Manoj & Baker, 2007).

Similarly, Manoj and Baker (2007) believed that human behavior was an important aspect to consider and include in the design of communication systems. Efficient dissemination of information is both important and problematic in emergencies, because of the security concerns and lack of common vocabulary between organizations and the public (Manoj & Baker, 2007). Therefore, it is important for those working in information sharing during emergencies to have the proper training to effectively communicate. However, much of the literature that discusses interoperability agrees that the cost of upgrading, purchasing, and the training is expensive (Manoj & Baker, 2007; Waugh & Strieb, 2006).

In addition, organizational challenges may arise during emergency communications. For example, problems in decision making may arise between groups organized hierarchically and laterally. Hierarchical organizations have wider information gaps, while lateral organization are not scalable (Manoj & Baker, 2007). Subsequently, a hybrid model that combines these two types of organizational approaches is needed during emergency communications in order for effective coordination and collaboration to occur (Sayogo & Garcia, 2014).

From the emergency response literature, we can begin to understand the importance of interoperability between organizations. Therefore, communications between park rangers, the

Seattle Police Department, Homeland Security, and other agencies must be achieved. Open communication between each of these organizations will not only improve the safety of the park, but also be available if a natural disaster, terrorist attack, or emergency situation occurs. Interoperable public safety communication is critical. Compatible technology such as radios on the same frequency will allow of better dissemination of information and allow organizations to better communicate with one another. However, purchasing and upgrading radios is not enough. Along with new radios, training on how to use the new devices is necessary. Subsequently, plans of actions and information on when these new radios can be used must be created and shared.

### *Interoperability: Seattle Police Department & Federal Protective Services*

Currently there is no interoperability between the Freeway Park Security team, which has been identified as a communication barrier by some of its members. At the production of this report, the Seattle Police Department and Federal Protective Services are operating on incompatible systems (FWPST personnel, 2016). However, there are initiatives in progress to rectify this. While backwards compatible equipment is anticipated for Federal Protective Services (FWPST personnel, 2016), there is also a taxpayer-funded communications upgrade for the jointly owned 800 MHz emergency radio network system PSERN (Puget Sound Emergency Radio Network). For more information about this approved project, go to <http://psern.org/>. This upgrade would support Seattle Police as well as King County and many other emergency response personnel throughout the area.

While technical interoperability issues between the Seattle Police Department and Federal Protective Services appears to be working towards a future resolution, this is ultimately only a tool for communication alone. It does nothing to improve communications if there is no structure around what kind of information should be communicated, when or why. It simply provides a mechanism to accomplish the task. Ultimately it is up to the Freeway Park Security Team to determine what communication is a priority. This is where the group appears to have a wide range of priorities.

### **Effective Collaboration Methods**

From the 1990s government agencies have not only had to work with public agencies, but also nongovernmental organizations. Effective methods of collaboration are essential when working with multiple organizations. Bardach (1998) defines collaborative management as, “any joint activity by two or more agencies that is intended to increase public value by working together rather than separately” (p.8). Public value as the name suggests, is the “worth” or value that an organization contributes to society (Agranoff, 2005; Bardach, 1995; Moore, 1995). Thus, collaboration between entities with different jurisdictions, authority of power, and different goals is problematic (Agranoff, 2005; Berry & Brower, 2005). Researchers who focus on inter-organizational work argue that a primary problem is the political and institutional barriers that separate organizations while they work toward creating “integrative solutions” (Agranoff, 2005; Bardach, 1998, p.11). Therefore, collaborative management focuses on management activities that increase public value (Agranoff, 2005).

Agranoff (2005) has eight suggestions to improving collaboration, however, only the most pertinent to this report will be discussed. One of his eight suggestions public managers to demonstrate executive leadership, and states the importance of the managerial role (Agranoff, 2005). Essentially, public managers or “leaders” are responsible for making “collaborative capacity” happen (Agranoff, 2005, Berry & Brower, 2005). Thus, managers must not only convince their organization to participate and share information, but also convince external organizations to do so as well. Agranoff (2005) also suggests “human capital linkage” which is the development of a network of people that can assist in finding solutions and the goal on the project. Lastly, he urges “automatic feedback” which is providing external organizations automatic feedback on “program reviews” (Agranoff, 2005). Essentially, communicating and providing feedback with the organizations that they are working with is necessary to collaborate effectively.

In regard to Freeway Park, Agranoff’s suggestions for inter-organization collaboration may seem daunting or impossible, but they are not. As stated previously, public managers or “leaders” are responsible for collaboration within their organization and outside of their organization. Therefore, it is essential that park management ensure that park rangers are effectively working together and communicating. Before, collaboration efforts are made with other agencies/organizations, an introspective look on park ranger management must be made.

## ***DISCUSSION***

### **General Communications**

#### *Communication Planning*

The single most important step to sound communications planning is carefully setting objectives. Crafting communications objectives is difficult – it may be the most challenging aspect of the planning process. Setting out clear objectives which define “what success looks like” is fundamental to strategic communications planning. Think about developing SMART objectives that are specific, measurable, action-oriented, realistic and time-bound. Generally, three to five objectives written as distinct, stand-alone statements work best. Guard against the tendency to prescribe tactics within objectives. Focus on what you’re trying to achieve, rather than how you’ll achieve it (Ingenuum Communications, 2013, p. 2).

Every communication plan begins by asking the members of a given group to establish the intended goals – what do you want to communicate? This is particularly challenging as the Freeway Park Security Team is comprised of wide variety of collaborators coming together from varying agencies with very different perspectives. In order for the Freeway Park Security Team to communicate, it is essential that clearly defined, common goals be established regarding the park. Organizational goals are an extremely important aspect of understanding a very popular organizational theoretical perspective<sup>4</sup>, as they provide “the official rationale and the legitimacy for reallocating scarce organizational resources” (Shafritz, Ott, & Jang, 2014). When considering the resources available to the Freeway Park Security team such as the Seattle Police Department or Federal Protective Services, it would be wise to remember the realities of constraints around these resources (financial, political, environmental, social, etc.). Attempting to establish realistic

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<sup>4</sup> Power and political organizational theory

goals with these resources in mind would greatly help to improve the communications surrounding the park.

To ensure the resources are best utilized, the mission statements of the respective departments might serve as a good reference to guide the appropriateness of how these resources should be allocated with respect to the park. For example, is it reasonable to expect the Federal Protective Services to regularly patrol Freeway Park given its own mission? Another consideration may be, given the significantly reduced number of Seattle Park Rangers available at this time, where would their efforts be best suited? Is Freeway Park the most appropriate place for their patrol efforts to be spent given the level of attention required at other local parks (i.e. Victor Steinbrueck, Cal Anderson)? Would it be more appropriate for the Freeway Park Security Team to focus efforts on advocating for more resources overall? These considerations would greatly help to inform and develop realistic goals, thus fostering more effective communications amongst team members.

### *Communications between Public & Policing Agencies*

Establishing strong external communications are critical for building and maintaining a strong relationship between the policing agencies and community. “External communications are those between representatives of the police organization and its various external constituents, from citizens and business owners to other city agencies” (Maguire & Wells, 2002, p. 39). As communication within an agency increases, their delivery of service will become more effective and efficient. This will also allow for agencies to provide individualized services that are needed for their surrounding community. This prevents agencies from providing the same generalized service to all communities since not all communities are in need of the same exact services.

In order to maintain positive and safe public spaces, there needs to be consistent support from multiple agencies within the community. In regards to Freeway Park, it is not just SPD’s duty to police the area or just the park ranger’s job. It takes a combined effort from all the surrounding agencies to implement a safe environment. Policing agencies are under constant pressure to fix issues within the community, especially when it comes to drugs and homeless people (Sousa & Kelling, 2009). However, without the available support from local community organizations, police agencies cannot make that vast amount of improved changes that the community wants to see. Once the agencies and community have developed a communication plan and method of policing, they must remain vigilant and persistent in maintaining this plan.

MacArthur Park, located in Los Angeles, California, has faced many of the same problems that Freeway Park, located in Seattle, Washington is currently facing. One of the obstacles that they, the community and the policing agencies, had to overcome was providing consistent policing on the park. The policing agencies and community had fixed up the park and once it got to a desirable attraction level, the policing tapered off and the crime, drugs, and homelessness returned (Sousa & Kelling, 2009). The desire for long-term success requires long-term focus, effort, and determination. It is important for the agencies to continue steady levels of policing which would alleviate the need to revisit these larger issues in the future. The fundamental success associated with the MacArthur Park project rested in the on-going attention to the goals outlined by the community and supportive agencies.

## Communications Strategies

### *Digital Communication (Want & Need by the Community)*

With the increasing growth of digital communication tools, individuals are relying on them more frequently to stay informed with what is going on within society. These tools are allowing individuals to gather information at a much more rapid pace which can increase the efficiency of organizations all around the world. According to the Annual Wireless Industry Survey (2015), it takes approximately 90 minutes for an average person to reply to an email, however it only takes roughly 90 seconds to reply to a text message. The CTIA's Annual Survey Report for 2014 (2015) concluded that every minute Americans exchange 3.6 million text messages. Utilizing technology has become second nature for most people which increases the importance of its utilization within different organizations. It is important for organizations to be up-to-date on all of the newest technology so they can maintain or increase their communication with their targeted audience.

The Seattle Park Rangers website (<http://www.seattle.gov/parks/contact/default.htm>), states that they have a pager available for people to utilize for after hours' services. The Park Duty Officer that is responsible for the pager may respond quickly, however, as a community member seeing the word pager is unappealing. Pagers are not seen as immediate response devices in comparison to cell phones and they are viewed as being old fashioned. Consider the alternative example found on the City of Los Angeles Parks and Recreation website (<http://www.laparks.org/dos/ranger/ranger.htm>), where a citizens are provided phone numbers (24 emergency and routine) to the Office of Public Safety Communications. This clean, visually appealing website invites the public to interact with the Parks and Recreation staff regarding any concerns and implies greater assurances that these concerns will be promptly addressed and attended to in a timely fashion. While this improvement would clearly require additional resources, the Freeway Park Security Team might consider the value of directing funding towards these efforts.

The newspaper article "*Majority of U.S Citizens Feel Safe in Their Neighborhoods but Want Police to Increase Community Collaboration and Their Use of Digital Communication Tools*" published in the Targeted News Service (2015) surveyed 2,000 citizens across the United States to capture their wants, need, and attitudes towards their local police services. They found that 70 percent of citizens believed that "effectiveness of police services would be increased by greater use of digital technologies by police" and 91 percent of the surveyed citizens stated that they wanted their police forces to "provide new ways to report crime." There needs to be a more efficient and welcoming way to increase the communication between the policing/park ranger agencies and the community. According to the Freeway Park Security Team personnel, police services are only able to respond to community member calls reporting criminal activity if they are timely. Furthermore, if crimes are being committed at Freeway Park and community members are not informing the police department of the crimes, they are unable to respond and provide the necessary services and attention towards that area. If community members inform the police about these criminal activities and respondents arrive at the park, some individuals committing crimes may have left the area or have finished engaging in aforementioned criminal activity.

For example, if an individual happens to notice that somebody is drinking alcohol or using drugs in Freeway Park and the individual calls the incident in to SPD, by the time the responders arrive to the park, that individual who was engaging in the criminal behavior has probably either walked to a different location or has finished their alcohol or drugs. Drug usage, especially by transients, will never vanish completely, which calls for better measures to report these non-emergency events.

In addition, the Seattle Park Ranger website has links to social media sites but they are not utilized by the park rangers themselves but by the Parks and Recreation department. If the park rangers are the main individuals that are in daily contact with community members at Freeway Park, they should have their own media pages. There should be a direct way for community members to reach out to their park rangers to build rapport within the community. The rapport would also help to increase the community policing within the area.

It is very evident that this department is not utilizing the modern technology and social media outlets to keep communication open between their organization and the public. Our current society depends on digital communication for everything and it is vital for organizations to keep themselves informed on the most recent technology communication tools.

### *Crisis Intervention Training*

Seattle Police Department has implemented a Crisis Intervention Team. The purpose of CIT is to promote more effective interactions amongst law enforcement with individuals with mental illness (Crisis Intervention, 2016). The objective is to deter individuals from the criminal justice system and assist them with mental health needs. With the implementation of CIT, Seattle police officers now carry information cards in their pocket to aid their interactions with individuals. The card includes mental health care facilities and other programs useful to helping the individual. This information has led us to provide an idea of information cards to all agencies to carry as an aid for Freeway Park. The implementation of these information cards provides better communication between the agencies and to the public. Park rangers and SPD are able to work on the same page and show the public each organization is working in the best interest of the citizens. Providing avenues that divert, heroin users in the park, for example, from the criminal justice system allows these people to receive the proper help they need. These cards will provide an effecting lasting change for both organizations. Small implementations like this one send the community a message of unity and consistency. The public is able to know all organizations are working towards the same goal of providing a safe environment while also helping members of the public. For the purposes of Freeway Park, information on the cards can include:

- Facilities to aid the specific drug issues in the Park
- Contact information for homeless shelters
- Contact information for all agencies associated with aiding Freeway Park
  - Non-emergent numbers
  - May be useful in patrolling
- CIT coordinator information for mental health crisis

## *Nonverbal Communication*

Upgraded communication is definitely needed in regards to improving the Freeway Park community. There needs to be more verbal contact between the policing agencies and the public, however, nonverbal communication can also be effective.

In 2003, MacArthur Park in Los Angeles, California underwent a huge initiative in order to transform the park back from a crime ridden space to a place where families and community members could appreciate (Sousa & Kelling, 2009). They focused their resources on innovative police work and community crime prevention.

If people are willing to go to a park to relax or “hang-out”, there is an increase in natural surveillance (Sousa & Kelling, 2009, p. 44). There is no direct cost that is associated to the society members at the park, but it does help monitor park activities as well as being a natural deterrent to criminal activities. People will not fear being in the park as much if they are surrounded by other active community members.

Crime prevention does not necessarily involve policing agencies, although many times it does. Fixing the street lights, cleaning up the shrubbery, and adding signs throughout the park are just some examples of nonverbal crime prevention methods.

Freeway Park could benefit from more park rangers being assigned there every day, which would mean that there needs to be more park rangers employed. The park rangers are understaffed and cannot fulfill the park needs at this time. With a stronger presence in park rangers, the more the community would feel safe, knowing that there are extra eyes and ears around.

Freeway Park also could use an increase in security cameras. These cameras would help to capture illegal activities that were happening at the park and catch the individuals who were committing the crimes. If the individuals who partake in criminal behaviors at the park knew there was a higher chance of getting caught and punished, they might not commit those crimes at the park. The cameras would definitely act as a deterrent.

Another nonverbal communication strategy would be to increase the number of signs within the park. The signs would need to post the rules and appropriate behaviors required at the park as well as possible contact information. Increasing the signs is important because it informs everybody about the rules that are expected to be observed at the park (Sousa & Kelling, 2009, p. 45). This gives individuals a chance to stop their behaviors before being notified by policing staff.

The need for improved lighting is very important because, not only does it make individuals feel safer, it allows people to be seen easier (Sousa & Kelling, 2009, p. 46). Most of these people that hide in the dark, do not want to be seen and are engaging in deviant or criminal behavior. With the increase in lighting, these individuals may not participate in these behaviors at the park. Understanding the park's problems and needs is crucial to improving the quality of

the park. The organizations need to take proactive steps to decrease disorder within the park and restore social control and order.

## ***CONCLUSION***

After this long review of literature, discussion, and recommendations on communication we feel obliged to review this section briefly. The purpose of this section was to examine:

- (1) Communication between the Freeway Park security team
- (2) Communication between Freeway Park security team and the public

We found that interoperability issues between the Freeway Park security team was being partly resolved by future initiatives working to provide a compatible communication platform for Federal Protective Services and the Seattle Police Department. However, this is just a communication tool, and does not provide a plan of communication which examines when, what why, or how to communicate with one another. Therefore, the Freeway Park security team must decide on what they consider a priority. On the other hand, we made suggestions to improve communication between the Freeway Park security team and the public. One of those suggestions included, developing a method for the public to directly communicate with park rangers, rather than the Park Recreation Department. To conclude, in order for perceptions of Freeway Park to change the community must unite and communicate with one another.

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## APPENDIX A – COLLABORATIVE CAPACITY SURVEY INSTRUMENT

### Introduction

In partnership with the Freeway Park Security Team (FPST), Seattle University graduate students are conducting research in order to answer questions about different aspects of your collaborative partnership. The survey allows you to express your frank opinions and provide information about your experiences confidentially. Your name will not be attached to the responses you give, all answers will be aggregated, and no qualitative answers will be quoted directly in our final report. By answering the questions on the survey, you will help FPST members learn about the group's strengths and weaknesses and identify steps that can be taken in the future to improve the collaboration process. There are no right or wrong answers for the questions included in this survey. Thoughtful and honest responses will give the FPST the most valuable form of information. Please check only one answer per question.

### Confidentiality and Participation

All data obtained from participants will remain confidential. No personally identifiable data is being collected and no individually identifiable answers will be reported in the final report. Participation in this research study is completely voluntary and you have the right to withdraw at anytime or refuse to participate entirely.

### Questions about the Research

If you have questions regarding permission for use of this survey, please contact Dr. Peter A. Collins, at [collinsp@seattleu.edu](mailto:collinsp@seattleu.edu).

**I The following questions are aimed at getting an assessment of the Freeway Park Security Team (FPST) gains made through collective action; please think about the people that are participants with the FPST in responding to each of the following questions.**

*Q1 Through working together, how well are team members able to identify new and creative solutions to solve problems?*

- Extremely well
- Very well
- Moderately well
- Slightly well
- Not well at all

*Q2 Through working together, how well are team members able to include the views and priorities of the people affected by the FPST's work?*

- Extremely well
- Very well
- Moderately well
- Slightly well
- Not well at all

*Q3 Through working together, how well are team members able to develop goals that are widely understood and supported among the team?*

- Extremely well
- Very well
- Moderately well
- Slightly well
- Not well at all

*Q4 Through working together, how well are team members able to identify how different services and programs in the community relate to the problems the FPST is trying to address?*

- Extremely well
- Very well
- Moderately well
- Slightly well
- Not well at all

*Q5 Through working together, how well are team members able to implement strategies that are most likely to work?*

- Extremely well
- Very well
- Moderately well
- Slightly well
- Not well at all

*Q6 If you would like to elaborate on any response, please use this space for comments.*

**II Please think about the people who provide either formal or informal leadership in the FPST. Please rate the total effectiveness of the FPST's leadership in the following areas:**

*Q7 Helping the FPST be creative and look at things differently.*

- Excellent
- Very Good
- Good
- Fair
- Poor
- Don't Know

*Q8 Taking responsibility for the FPST.*

- Excellent
- Very Good
- Good
- Fair
- Poor
- Don't Know

*Q9 Inspiring or motivating members involved in the FPST.*

- Excellent
- Very Good
- Good
- Fair
- Poor
- Don't Know

*Q10 Communicating the vision of the FPST.*

- Excellent
- Very Good
- Good
- Fair
- Poor
- Don't Know

*Q11 Creating an environment where differences of opinion can be voiced.*

- Excellent
- Very Good
- Good
- Fair
- Poor
- Don't Know

*Q12 Resolving conflict among team members.*

- Excellent
- Very Good
- Good
- Fair
- Poor
- Don't Know

*Q13 Combining the perspectives, resources, and skills of team members.*

- Excellent
- Very Good
- Good
- Fair
- Poor
- Don't Know

*Q14 Clearly defining the roles and expectations of team members.*

- Excellent
- Very Good
- Good
- Fair
- Poor
- Don't Know

*Q15 If you would like to elaborate on any response, please use this space for comments.*

### **III The questions below refer to the efficiency in the use of FPST resources.**

*Q16 Please choose the statement that best describes how well the FPST uses the team's financial resources.*

- The FPST makes excellent use of the team's financial resources.
- The FPST makes very good use of the team's financial resources.
- The FPST makes good use of the team's financial resources.
- The FPST makes fair use of the team's financial resources.
- The FPST makes poor use of the team's financial resources.

*Q17 Please choose the statement that best describes how well the FPST uses the team's in-kind resources (e.g., skills, expertise, information, data, connections, influence, space, equipment, goods).*

- The FPST makes excellent use of the team's in-kind resources.
- The FPST makes very good use of the team's in-kind resources.
- The FPST makes good use of the team's in-kind resources.
- The FPST makes fair use of the team's in-kind resources.
- The FPST makes poor use of the team's in-kind resources.

*Q18 Please choose the statement that best describes how well the FPST uses the team's time.*

- The FPST makes excellent use of the team's time.
- The FPST makes very good use of the team's time.
- The FPST makes good use of the team's time.
- The FPST makes fair use of the team's time.
- The FPST makes poor use of the team's time.

*Q19 If you would like to elaborate on any response, please use this space for comments.*

**IV Think about the administrative and management activities that take place in FPST. Please rate the effectiveness in carrying out each of the following team activities.**

*Q20 Coordinating communication among FPST team members.*

- Excellent
- Very good
- Good
- Fair
- Poor
- Don't know

*Q21 Organizing team activities, including meetings and projects.*

- Excellent
- Very good
- Good
- Fair
- Poor
- Don't know

*Q22 Preparing materials that inform the team and help them make timely decisions.*

- Excellent
- Very good
- Good
- Fair
- Poor
- Don't know

*Q23 Minimizing the barriers to participation in the FPST's meetings and activities (e.g., by holding them at convenient places and times).*

- Excellent
- Very good
- Good
- Fair
- Poor
- Don't know

*Q24 If you would like to elaborate on any response, please use this space for comments.*

**V A team needs non-financial resources in order to work effectively and to achieve its goals. For each of the following types of resources, to what extent does the FPST have what it needs to work effectively?**

*Q25 Skills and expertise (e.g., leadership, administration, evaluation, law, public policy, cultural competency, training, community organizing).*

- All of what it needs
- Most of what it needs
- Some of what it needs
- Almost none of what it needs
- None of what it needs
- Don't know

*Q26 Data and information (e.g., statistical data, information about community perceptions, values, resources, and politics).*

- All of what it needs
- Most of what it needs
- Some of what it needs
- Almost none of what it needs
- None of what it needs
- Don't know

*Q27 Connections to target populations.*

- All of what it needs
- Most of what it needs
- Some of what it needs
- Almost none of what it needs
- None of what it needs
- Don't know

*Q28 Connections to political decision-makers, government agencies, other organizations and/or groups.*

- All of what it needs
- Most of what it needs
- Some of what it needs
- Almost none of what it needs
- None of what it needs
- Don't know

*Q29 Legitimacy and credibility.*

- All of what it needs
- Most of what it needs
- Some of what it needs
- Almost none of what it needs
- None of what it needs
- Don't know

*Q30 Influence and ability to bring people together for meetings and activities.*

- All of what it needs
- Most of what it needs
- Some of what it needs
- Almost none of what it needs
- None of what it needs
- Don't know

*Q31 If you would like to elaborate on any response, please use this space for comments.*

**VI A team also needs financial and other capital resources in order to work effectively and achieve its goals. For each of the following types of resources, to what extent does the FPST have what it needs to work effectively?**

*Q32 Money*

- All of what it needs
- Most of what it needs
- Some of what it needs
- Almost none of what it needs
- None of what it needs
- Don't know

*Q33 Space*

- All of what it needs
- Most of what it needs
- Some of what it needs
- Almost none of what it needs
- None of what it needs
- Don't know

*Q34 Equipment, goods, and services*

- All of what it needs
- Most of what it needs
- Some of what it needs
- Almost none of what it needs
- None of what it needs
- Don't know

*Q35 If you would like to elaborate on any response, please use this space for comments.*

**VII The questions below refer to decision-making within the FPST.**

*Q36 How often are you comfortable with the way decisions are made within the FPST?*

- All of the time
- Most of the time
- Some of the time
- Almost none of the time
- None of the time

*Q37 How often do you support the decisions made by the FPST?*

- All of the time
- Most of the time
- Some of the time
- Almost none of the time
- None of the time

*Q38 How often do you feel that you have been left out of the decision-making process?*

- All of the time
- Most of the time
- Some of the time
- Almost none of the time
- None of the time

*Q39 If you would like to elaborate on any response, please use this space for comments.*

**VIII For each of the following, please indicate whether you have or have not received the benefit as a result of participating in the FPST.**

*Q40 Enhanced ability to address important issues.*

- Yes
- No

*Q41 Increased utilization of my expertise or services.*

- Yes
- No

*Q42 Acquisition of useful knowledge about services, programs, or people in the community.*

- Yes
- No

*Q43 Enhanced ability to affect public policy.*

- Yes
- No

*Q44 Development of valuable relationships.*

- Yes
- No

*Q45 Enhanced ability to meet the needs of my community.*

- Yes
- No

*Q46 Ability to have a greater impact than I could have on my own.*

- Yes
- No

*Q47 Acquisition of additional financial support.*

- Yes
- No

*Q48 If you would like to elaborate on any response, please use this space for comments.*

**IX For each of the following drawbacks, please indicate whether you have or have not experienced the drawback as a result of participating in the FPST.**

*Q49 Serious diversion of time and resources away from other priorities or obligations.*

- Yes
- No

*Q50 Insufficient influence in team activities.*

- Yes
- No

*Q51 Viewed negatively due to my association with other team members or the team itself.*

- Yes
- No

*Q52 Frustration or aggravation.*

- Yes
- No

*Q53 Insufficient credit given to me for contributing to the accomplishments of the team.*

- Yes
- No

*Q54 Conflict between my job and the FPST's work.*

- Yes
- No

*Q55 How do the benefits of participating in the FPST compare to the drawbacks? Please check ONE of the following:*

- Benefits greatly exceed the drawbacks
- Benefits exceed the drawbacks
- Benefits and drawbacks are about equal
- Drawbacks exceed the benefits
- Drawbacks greatly exceed the benefits

*Q56 If you would like to elaborate on any response, please use this space for comments.*

**X The following questions refer to your satisfaction with important aspects of FPST participation.**

*Q58 How satisfied are you with the way FPST members work together?*

- Completely satisfied
- Mostly satisfied
- Somewhat satisfied
- A little satisfied
- Not at all satisfied

*Q59 How satisfied are you with your influence in the FPST?*

- Completely satisfied
- Mostly satisfied
- Somewhat satisfied
- A little satisfied
- Not at all satisfied

*Q60 How satisfied are you with your role in the FPST?*

- Completely satisfied
- Mostly satisfied
- Somewhat satisfied
- A little satisfied
- Not at all satisfied

*Q61 How satisfied are you with the FPST's plans for achieving its goals?*

- Completely satisfied
- Mostly satisfied
- Somewhat satisfied
- A little satisfied
- Not at all satisfied

*Q62 How satisfied are you with the way the FPST is implementing its plans?*

- Completely satisfied
- Mostly satisfied
- Somewhat satisfied
- A little satisfied
- Not at all satisfied

*Q63 If you would like to elaborate on any response, please use this space for comments.*

*Q64 Are you a FPST member?*

- Yes
- No

**xiii Concluding Comments**

We are very interested in any additional comments you may have regarding your experience with the FPST.

## APPENDIX B – PUBLIC PERCEPTION SURVEY INSTRUMENT

### Introduction

This is a collaborative effort between the Freeway Park Association and the Seattle University Criminal Justice Program to gain perspective on the public's perception of Freeway Park. The survey is concerned with gauging the reasons people choose to visit, or not visit, Freeway Park. We hope to understand the positive and negative grounds for this, and what can be done in order to better Freeway Park for public usage.

### Confidentiality and Participation

All data obtained from participants is anonymous and will only be reported in an aggregate format (by reporting only combined results and never reporting individual ones). No personally identifiable data is being collected. Participation in this research study is completely voluntary. You have the right to withdraw at any time or refuse to participate entirely.

### Questions about the Research

If you have questions you may contact the Dr. Peter A. Collins, at [collinsp@seattleu.edu](mailto:collinsp@seattleu.edu), student researcher Bridgette Navejar, at [navejarb@seattleu.edu](mailto:navejarb@seattleu.edu), or the Freeway Park Association Executive Director, Riisa Conklin, at [info@freewayparkassociation.org](mailto:info@freewayparkassociation.org).

Q1 Are you familiar with Freeway Park?

- Yes (1)
- No (2)

If No Is Selected, Then Skip To Do you live in First Hill or Downtown?

Q2 How often do you visit Freeway Park?

- Daily (1)
- Weekly (2)
- Monthly (3)
- Never (4)
- Other (5) \_\_\_\_\_

Q3 Do you or have you ever donated time or money to Freeway Park?

- Yes - please describe your donation (1) \_\_\_\_\_
- No (2)

Q4 If you had a telephone number, other than 911, would you use it to report non-emergency issues in Freeway Park?

- Yes (1)
- No (2)

Q5 Have you visited Freeway Park's Facebook page or website? Please select all that apply.

- Facebook (1)
- Freeway Park Association Website (2)
- Neither (3)
- Other, please specify (4) \_\_\_\_\_

Q6 If you have visited the Freeway Park Association Website, did you find it helpful?

- Strongly agree - Website was very helpful (1)
- Agree - Website had some flaws but was generally helpful (2)
- Somewhat Disagree - Website has some attributes but was generally unhelpful (3)
- Disagree - Website was not helpful (4)
- I have never visited the Freeway Park Association Website (5)

Q7 Please indicate the level of agreement/disagreement with the following statements

	Strongly agree (1)	Agree (2)	Somewhat agree (3)	Neither agree nor disagree (4)	Somewhat disagree (5)	Disagree (6)	Strongly disagree (7)
Safety is a problem at Freeway Park (1)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Drug use is a problem at Freeway Park (2)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Homelessness is a problem at Freeway Park (3)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Inadequate lighting is a problem at Freeway Park (4)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Cleanliness is a problem at Freeway Park (5)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Unleashed dogs are a problem at Freeway Park (6)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q8 Please indicate your level of agreement/disagreement with the following statements.

	Strongly agree (1)	Agree (2)	Somewhat Agree (3)	Neither Agree nor Disagree (4)	Somewhat Disagree (5)	Disagree (6)	Strongly Disagree (7)
Seattle Park Rangers make the park safe (1)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Seattle Park Rangers reduce crime in the park (2)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Seattle Park Rangers reduce homelessness in the park (3)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Seattle Park Rangers reduce drug use in the park (4)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Seattle Park Rangers reduce unleashed dogs in the park (5)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q9 If you could make one change that would increase your likelihood of visiting Freeway Park, what would it be?

Enter remarks below (1) \_\_\_\_\_

Q10 Please use the table below to indicate your level of agreement/disagreement with the following statements. Question 11 will provide you an opportunity to leave additional feedback if desired.

	Strongly Agree (1)	Agree (2)	Somewhat Agree (3)	Neither Agree nor Disagree (4)	Somewhat Disagree (5)	Disagree (6)	Strongly Disagree (7)
Freeway Park is safe during the day (1)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Freeway Park is safe during the night (2)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Children are safe in Freeway Park (3)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The elderly are safe in Freeway Park (4)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I would feel safe walking through the park alone in the day (5)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I would feel safe walking through the park alone at night (6)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q11 Please identify an particular safety concerns you have with Freeway Park.

Q12 If a mural was installed in Freeway Park, what type of art would you like to see?

- Seattle City Scape (1)
- Pacific Northwest Theme (2)
- First Nation Art (3)
- Seattle Sports Teams (Seahawks, Sounders, Mariners) (4)
- Rotating Local Artist (5)
- Other, please explain (6) \_\_\_\_\_

Q13 Do you live in First Hill or Downtown?

- Yes (1)
- No (2)

Q14 Do you work in First Hill or Downtown?

- Yes (1)
- No (2)

Q15 Please enter your age

- Age: (1) \_\_\_\_\_

Q16 What is your gender?

- Male (1)
- Female (2)
- Transgender (3)
- Other (4)

Q17 To which racial/ethnic group do you most identify?

- African-American (non-Hispanic) (1)
- Caucasian (non-Hispanic) (2)
- Asian (3)
- Latino or Hispanic (4)
- Alaskan Native (5)
- Native Hawaiian (including pacific Islander) (7)
- Other (specify) (8) \_\_\_\_\_

Q18 What is your employment status?

- Retired (1)
- Self-Employed (2)
- Government Employee (City, State, or Federal) (3)
- Full-time, non-governmental employee (4)
- Part-time or Student (5)
- Other (6) \_\_\_\_\_

Q19 Would you recommend Freeway Park to your friends and/or family?

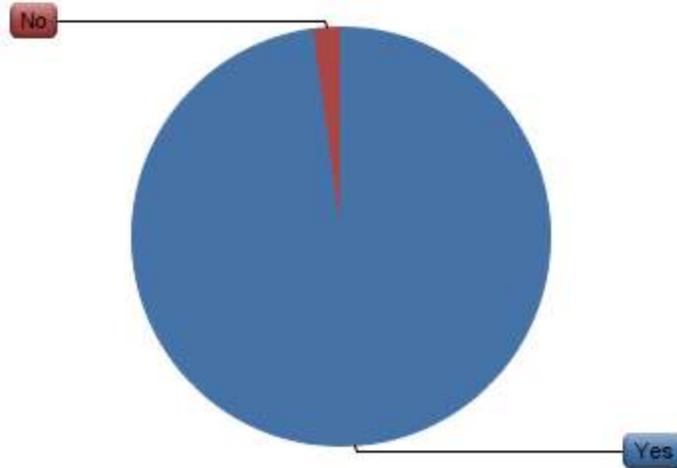
- Yes, please explain why (1) \_\_\_\_\_
- No, please explain why (2) \_\_\_\_\_

**ADDITIONAL SURVEY DETAILS – QUANTITATIVE & QUALITATIVE RESPONSES**

**My Report**

Last Modified: 03/09/2016

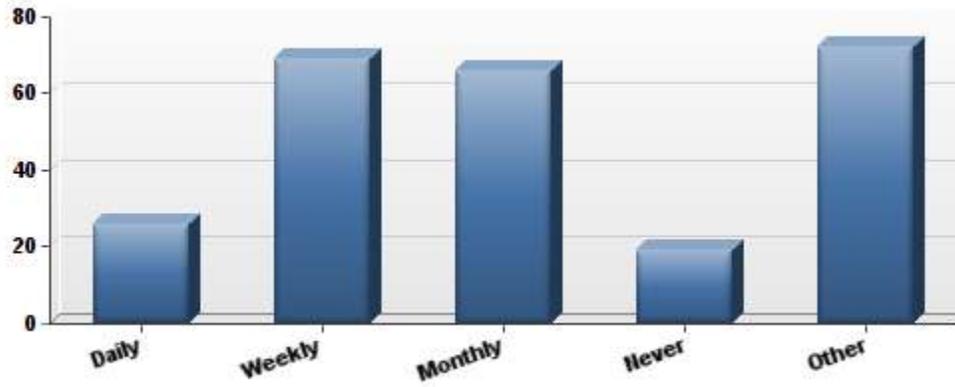
**1. Are you familiar with Freeway Park?**



#	Answer	Response	%
1	Yes	264	98%
2	No	6	2%
	Total	270	100%

Statistic	Value
Min Value	1
Max Value	2
Mean	1.02
Variance	0.02
Standard Deviation	0.15
Total Responses	270

## 2. How often do you visit Freeway Park?



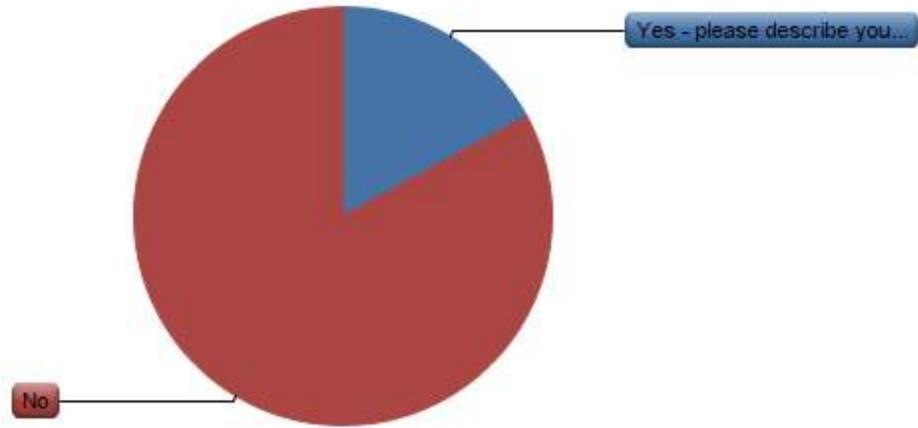
#	Answer	Response	%
1	Daily	26	10%
2	Weekly	69	27%
3	Monthly	66	26%
4	Never	19	8%
5	Other	72	29%
	Total	252	100%

Other
once
Once
once
Couple times a year
A few times a year
yearly
every other month
two or three times a year
yearly
4 times a year during events in the Summer
only when visiting the convention center
Bi-weekly
Occasionally
Under 50 times
occasionally
Weekly to monthly.
Just a few times a year
2x per year
2xyear
once every few months
occasionally
When the weather is nice and warm
Depending on Summer Events
My office faces the fountain at 6th & Seneca
Probably 5 times in the past year.
2x per year
Few times a year
Every other day at least
I walk thru it almost daily.
Occasionally during year
rarely. once a year for an event, maybe. otherwise a rare walk-through
Twice a year or less
daily
2-3 times per week
Rarely
irregularly but often
I walk through it frequently; I wouldn't say I "visit" it regularly though.
walk throughs often
annually, when attending events at convention center
once in awhile
3 times a week
I visited frequently when art interruptions was happening there in 2014. But regular visits are maybe every few months.
I used to work right next to it and walk there daily. Now I only visit every few months since my husband works at Virginia mason.
3 or 4 times a year
2 or 3 times a week
Occasionally
Summer - weekly

3 times/year
sporadically
twice or three times per year
walk through on way to downtown
Several times a week but not quite daily
I walk through weekly. During the summer I visit several days per week.
1-3 times a year
I walk through as part of my commute
I don't visit the park per se. I walk through it, so to access other destinations.
I walk through it every night on my way to the bus stop
1 time
4-5 times per week
occasionally
Occasionally walk through in the daytime.
twice a year
once a year, maybe
plans to visit monthly
Yearly?
1-2 times per year
2-3 times per year
I walk through when going downtown from my office on First Hill - probably every other month.
a few times a year
Rarely but sometimes

Statistic	Value
Min Value	1
Max Value	5
Mean	3.17
Variance	1.88
Standard Deviation	1.37
Total Responses	252

### 3. Do you or have you ever donated time or money to Freeway Park?

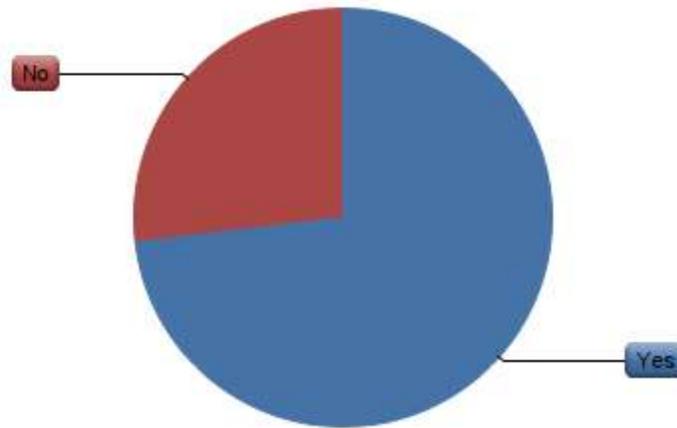


#	Answer	Response	%
1	Yes - please describe your donation	43	17%
2	No	209	83%
	Total	252	100%

Yes - please describe your donation
In-Class Project
I work for FPA
Company donation
annual donation
I served on the Board for 4 years
time spent cleaning up drug supplies, needles etc.
Small cash
assisted with a public event
I'm a Board member
through condo association
Membership in association
We donate fitness classes in the Summer
Picked up litter
Have worked on earth day and business makes a yearly donation
contribution/membership
Worked on the Book Sale cart in Summer
Volunteer
Freeway Park assoc
As a resident of Horizon House we do support thePark and the activities that take place there.
yes, became a member years ago, but never heard anything back.
small check
Yes presented info to their board
time
Company donation
As a resident of Horizon House
I am a Member of the Freeway Park Security Team
Don't remember details
membership
Freeway Park Board
I enjoy walking in it for exercise
working on an activation plan
Litter pick up indpired by First Hill Improvement Assoc
I have volunteered at several events by the FPA
Through events sponsored by Horizon House
City clean up in the park
board member
volunteer efforts via first hill imorovement association
volunteer time
Attend many Freeway Park events & donate small amount to FPA
in my company's capacity as neighboring property owner, member of Freeway Park Association
Money
member freeway parkassn
I donate my time as a board member of the Freeway Park Association and my company donates money for annual membership dues for programing.

Statistic	Value
Min Value	1
Max Value	2
Mean	1.83
Variance	0.14
Standard Deviation	0.38
Total Responses	252

**4. If you had a telephone number, other than 911, would you use it to report non-emergency issues in Freeway Park?**



#	Answer	Response	%
1	Yes	185	73%
2	No	68	27%
	Total	253	100%

Statistic	Value
Min Value	1
Max Value	2
Mean	1.27
Variance	0.20
Standard Deviation	0.44
Total Responses	253

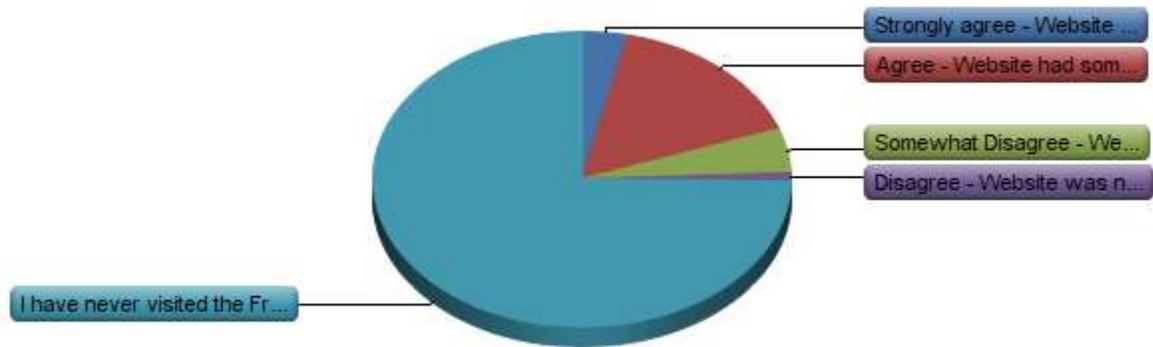
**5. Have you visited Freeway Park's Facebook page or website?  
Please select all that apply.**

#	Answer	Response	%
1	Facebook	27	11%
2	Freeway Park Association Website	63	25%
3	Neither	183	73%
4	Other, please specify	8	3%

Other, please specify
Google Maps Images
I have been on the Freeway Park email list.
did not know there was a website
visiting
Seattle Parks
I don't use Facebook.
I use it on my route to down town, since I live nearby. I am aware of where there is a way to call for help before entering the convention center. Since I have lived once in a city like Chicago & Minneapolis, I am aware of security reasons when being in a public space frequented by questionable characters
Didn't know there was one

Statistic	Value
Min Value	1
Max Value	4
Total Responses	252

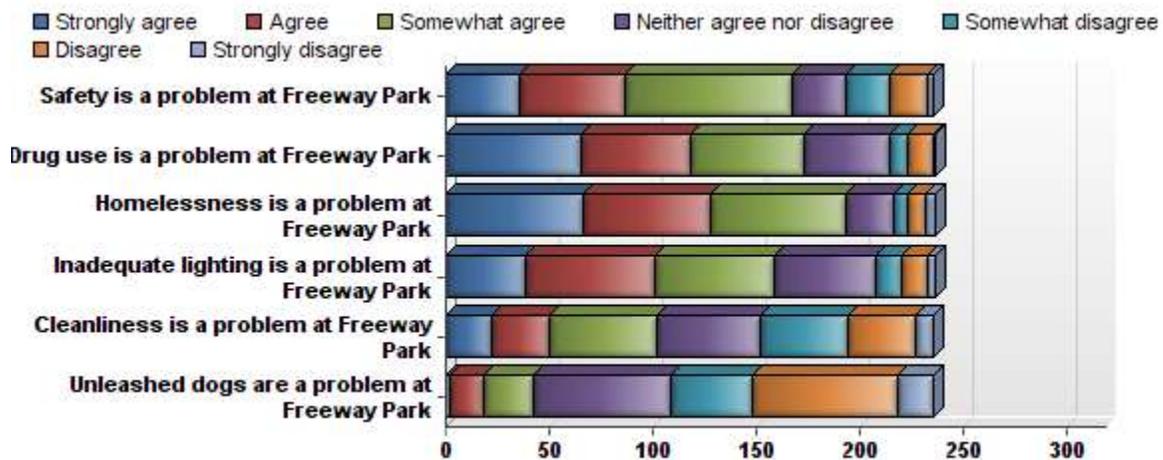
## 6. If you have visited the Freeway Park Association Website, did you find it helpful?



#	Answer	Response	%
1	Strongly agree - Website was very helpful	8	4%
2	Agree - Website had some flaws but was generally helpful	36	16%
3	Somewhat Disagree - Website has some attributes but was generally unhelpful	11	5%
4	Disagree - Website was not helpful	2	1%
5	I have never visited the Freeway Park Association Website	169	75%
	Total	226	100%

Statistic	Value
Min Value	1
Max Value	5
Mean	4.27
Variance	1.68
Standard Deviation	1.30
Total Responses	226

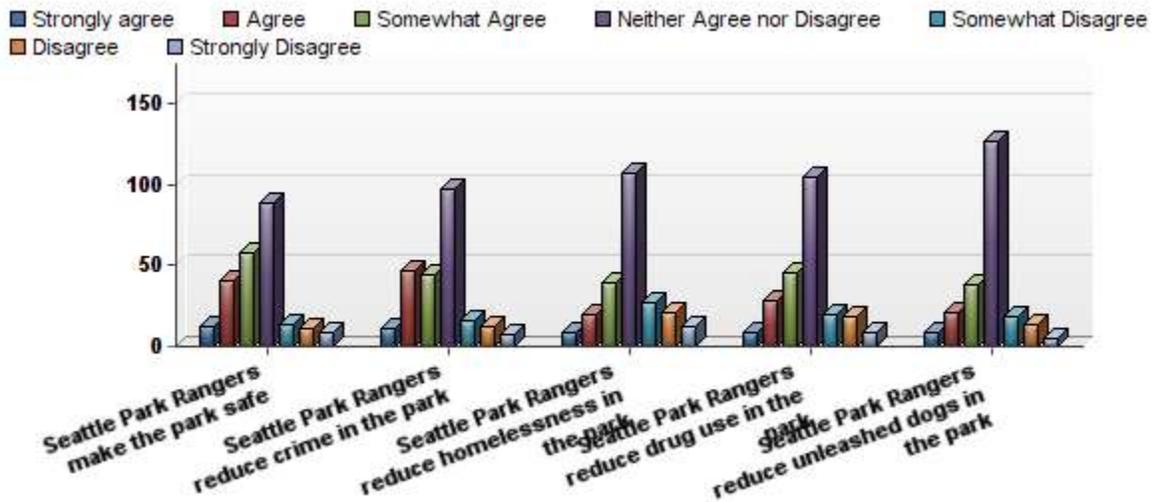
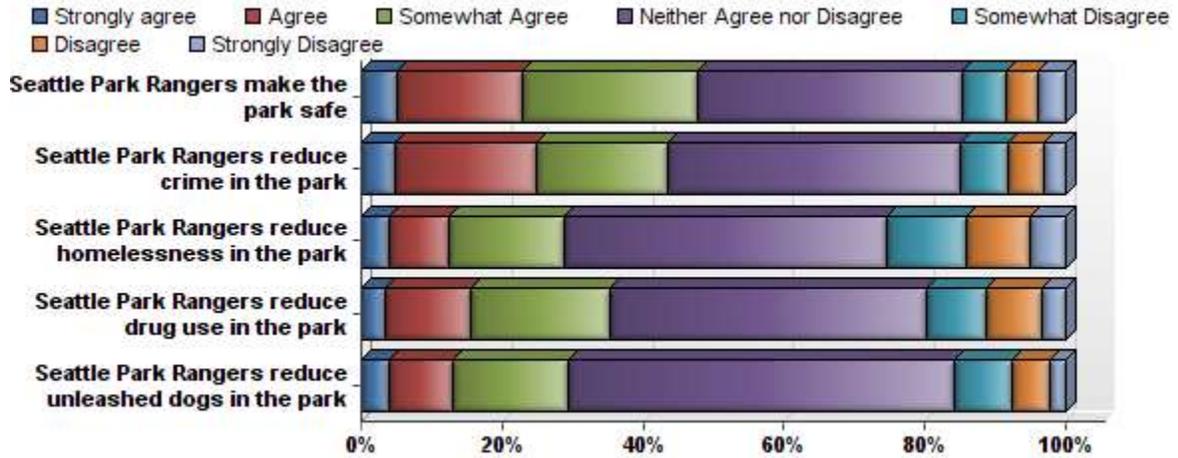
## 7. Please indicate the level of agreement/disagreement with the following statements



#	Question	Strongly agree	Agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Disagree	Strongly disagree	Total Responses	Mean
1	Safety is a problem at Freeway Park	36	51	80	26	21	19	3	236	3.06
2	Drug use is a problem at Freeway Park	65	53	55	41	9	13	1	237	2.66
3	Homelessness is a problem at Freeway Park	66	62	65	23	7	9	5	237	2.54
4	Inadequate lighting is a problem at Freeway Park	38	63	58	49	12	13	4	237	2.95
5	Cleanliness is a problem at Freeway Park	22	28	52	50	42	33	9	236	3.83
6	Unleashed dogs are a problem at Freeway Park	2	16	24	67	39	70	18	236	4.72

Statistic	Safety is a problem at Freeway Park	Drug use is a problem at Freeway Park	Homelessness is a problem at Freeway Park	Inadequate lighting is a problem at Freeway Park	Cleanliness is a problem at Freeway Park	Unleashed dogs are a problem at Freeway Park
Min Value	1	1	1	1	1	1
Max Value	7	7	7	7	7	7
Mean	3.06	2.66	2.54	2.95	3.83	4.72
Variance	2.23	2.10	2.06	2.09	2.60	1.97
Standard Deviation	1.49	1.45	1.44	1.44	1.61	1.40
Total Responses	236	237	237	237	236	236

## 8. Please indicate your level of agreement/disagreement with the following statements.



#	Question	Strongly agree	Agree	Somewhat Agree	Neither Agree nor Disagree	Somewhat Disagree	Disagree	Strongly Disagree	Total Responses	Mean
1	Seattle Park Rangers make the park safe	12	41	58	88	14	11	9	233	3.52
2	Seattle Park Rangers reduce crime in the park	11	47	44	97	16	12	7	234	3.53
3	Seattle Park Rangers reduce homelessness in the park	9	20	39	107	27	21	12	235	4.00
4	Seattle Park Rangers reduce drug use in the park	8	28	46	105	20	18	8	233	3.80
5	Seattle Park Rangers reduce unleashed dogs in the park	9	21	38	127	19	13	5	232	3.80

Statistic	Seattle Park Rangers make the park safe	Seattle Park Rangers reduce crime in the park	Seattle Park Rangers reduce homelessness in the park	Seattle Park Rangers reduce drug use in the park	Seattle Park Rangers reduce unleashed dogs in the park
Min Value	1	1	1	1	1
Max Value	7	7	7	7	7
Mean	3.52	3.53	4.00	3.80	3.80
Variance	1.79	1.74	1.79	1.66	1.34
Standard Deviation	1.34	1.32	1.34	1.29	1.16
Total Responses	233	234	235	233	232

**9. If you could make one change that would increase your likelihood of visiting Freeway Park, what would it be?**

#	Answer	Response	%
1	Enter remarks below	185	100%
	Total	185	100%

Enter remarks below

Better lighting

If I lived in the area I might visit? I have only been once and I didn't see all of it. A coffee stand? Seating? When I was there it was summer and I just wanted to sit outside.

N/A

Lighting

Better lighting, less homelessness, more community events happening.

I have used it to travel from First Hill to downtown Seattle but don't otherwise visit.

Make it easier to see into and out of Freeway Park. The main problem is a design that make it hard to see what's going on.

Better lighting/visibility.

More obvious police in the park

Nothing

It's always so empty. As a woman who often cuts through after work when I'm in a rush, I always look over my shoulder. I think it's a perception issue more than a realized issue (otherwise I would NEVER go there). I've never actually witnessed a crime, I've seen people camping out under the underpass but they never harass me, I've never actually witnessed drug use. Yet I still feel like it's a risk to visit at dusk or later. I also do not think I have ever seen another woman in the park, only the occasional man.

Evening Lighting and security prescence

Children's play area

Concentrate the homeless off the beaten path toward 5th Avenue and the path on the west side of the overpass leading to the convention center. Wish there were fewer smokers.

More programming and visitors

A police patrol presence would make citizens feel safer and less threatened

More attractive and inviting entrances. The entrances don't seem to integrate well with the pedestrian environment outside the park. Most entrances are usually long stairwells or systems of ramps right at the edge of high traffic streets, and it's not clear where the paths/entrances lead or that they lead to such a cool park. And then when you're in the park, this phenomenon makes you feel isolated from the surrounding area. It also doesn't help that the main entrance to the park is right by a loud, high traffic freeway offramp!

provide signed bicycle access through the park

I walk through every night on my way from first hill downtown. More lighting would be very much appreciated.

Have site-specific art installations there.

More night time activities

Visit all the time

More lighting at night.

Add a playground

Play equipment for young children and exercise equipment for adults

I don't feel unsafe in Freeway Park. There isn't anything keeping me from visiting it but I mostly use it as path to and from my apartment. If there were more social events in the park, like the holiday lighting s'more event, I would visit more often.

Having more inviting places to sit down and read or eat lunch.

IF IT WAS EXPANDED

I would like to feel more comfortable there. End the groupie loitering.

Better security after dark (including adjacent 8th Avenue walk)

More lighting

I walk through the park when going to ACT theater or the downtown. I do not go into the park at night. I am a 74 year old woman and do not feel safe there in the dark. More use of the park with

activities would make me feel safer there.

More people and less people poop

Playground equipment for children.

Feeling that it was a safe, desirable place I could go without being harassed.

Stop the homeless people and druggies from using it

Perhaps some daylight activities on an occasional basis (special events, but not ones that would disrupt the park experience)

I have been to Freeway Park when I am downtown or at the convention center. Events- concerts would bring me also.

Lighting is a huge concern! I love Freeway Park though.

Not so dark. More welcoming activities.

I'd just have to feel more safe, I don't these days.

Unfortunately, the dystopian design with lots of blind corners makes visiting this park after dark downright scary. However, it is a very nice place to visit during the day, in the summer as a nice lunch break.

I would make it a place to stay rather than simply go through.

If I were to feel safer in the park, I would visit more. I love when the events happen, like square dancing, music and s'mores roasting happen. More events!!!

I am not sure, as a single woman, moving through that space when I am alone feels VERY sketchy, I usually avoid it unless I am with a group.

Stop people from loitering on the stairs -- it's creepy to come around a corner and find a surprise group of people just hanging out there in a narrow area.

Allow semi-permanent vendors in the park (coffee, lunch, etc)

A kid-friendly large play structure for little people to get large-motor exercise on, would be ideal and have us using the park daily as opposed to weekly or bi-weekly.

If the park were more inviting, better lines of sight, fewer obstructed views.

get rid of the vagrants and druggies

Well publicized events

Increase the level of safety, especially after dark. My wife and I have even been chased through Freeway Park after dark and since then, she avoids that park like the plague.

For it to be a safer location for me to sit and read without feeling like shady activity is going on around me.

Freeway park is the fastest way to walk to and from my home to downtown. Please increase the police presence in park.

Reduction in freeway noise; hard to enjoy the park with a constant 100 decibels of noise.

Safety

More people using the park

More lights, ranger to oversee the park. More 911 phones

enhanced lighting and patrols. Cleaning of the stairs and walkways regularly.

I liked the Christmas light show that you used to have.

Lighting, patrols.

General clean up of sketchy people, homeless, panhandlers, drugs, garbage, use of areas for bathroom purposes would be a first step

I walk through Freeway Park when going somewhere else, like many of the city parks I don't think it is welcoming or comfortable...needs table and chairs

I love visiting the Park in the summer, especially with events in the square (dancing, singing, Summer in the Park series). Really appreciate the red tables and chairs that are there, and the days the library carts are out. It is difficult though, when it is dark outside or you have to walk across the Park at night. I think more lighting would help, and maybe a night patrol officer during the very dark nights.

Improved monitoring regarding safety  
 an actual designated off-leash area for dogs.  
 vendors so i could grab food and eat lunch in the park  
 Better wayfinding from First Hill to Convention that shows walking in minutes not just an arrow to location.  
 There is a light at the corner heading south, out of the big plaza that has never been lit over the past 5 years  
 more information to nearby hotels on what is happening there  
 More, well publicized events.  
 Increase security / safety  
 To be sure that the homeless not be allowed to sleep under the freeway overpass during the daytime. It appears that an attempt is made to achieve this, but it is not always successful.  
 I would stop people from camping out before they start.  
 Not sure it is high on my list.  
 have an individual monitoring the area  
 Police presence or Rangers in the evening. Fewer groups of homeless people and loiterers at all times.  
 Denser plantings, less paving. I think its a mistake to cut back vegetation for 'security'. Contrary to the goal of green space in the city. More programmed activities.  
 None. I only go through the park during the daytime when I'm on the way somewhere else. I enjoy the walk through the park except for the sadness of seeing the homeless people sleeping under the 8th Avenue overpass.  
 Being aware that Freeway Park receives patrols would increase my comfort. I am typically not afraid to walk the streets but the isolation of the park creates some discomfort  
 The bridge underpass  
 Between City and Park, clean up graffiti quicker.  
 I do not live or work near it  
 Since I no longer live or work downtown, I am unlikely to visit often. Usually I have visited in connection with events at the Convention Center.  
 I've been avoiding it during the Horizon House work simply because there are no eyes on the staircase/waterfall path westbound into the park.  
 I use the Park as my traffic route to down town through the Convention Center or to other activities to Seneca St.  
 Freeway Park employees work very hard to keep the place clean and safe. I make it a habit to thank them when I walk through every day. However, recently the homeless are inching up to the back entry of Horizon House where they sit under the overhang and have started in on more graffiti on the wall in that area. Don't know who is responsible for patrolling that easement area.  
 The park entry ways, especially at Pike and Hubbell Streets need to be kept cleaner and monotored for the types of activities that take place there.  
 I don't use the park after dark as it's unsafe. I've never seen a police officer there, and would like to. I don't anything about Park Rangers, I've never seen them there.  
 I love the walk down the ramp or stairs from 9th Ave. to the Convention Center or 6th ave. I always hope the waterfall will be activated. It is OK as is for my purposes.  
 more park rangers  
 Increase presence of park rangers  
 Security patrol...  
 I avoid it after dark, although not from any bad experiences there after dark (since I don't go there). Haven't heard of any incidents after dark.  
 Parking us difficult for those not near the park. Otherwise, it is a beautiful place with fascinating views and unexpected places.

Area for kids to play and security to monitor needle drug use. The park doesn't feel safe for children, you can watch people shoot up in plain sight daily and I'm afraid to let me kid down in fear of finding discarded needles.

Homeless sleepers in doorways on eighth under freeway.

more community run activities that gather like minded people. I especially like the dancing til dusk activity in the summer.

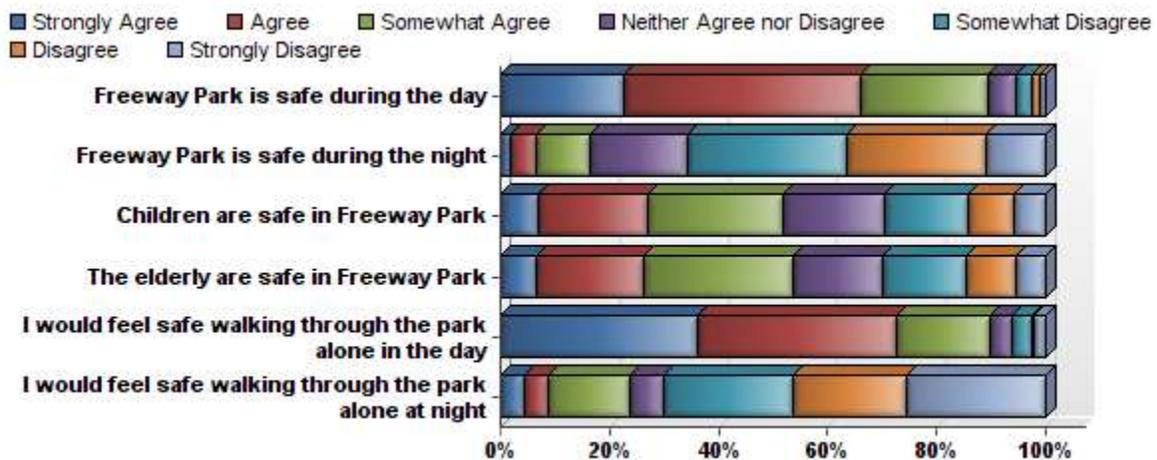
Activities

Fine a way to reduce the feeling that there is no focus on the park by adjacent buildings. Park feels closed off from the neighborhood and pretty scary during non-business hours.

More visible way to enforce the law

Statistic	Value
Min Value	1
Max Value	1
Mean	1.00
Variance	0.00
Standard Deviation	0.00
Total Responses	185

## 10. Safety Questions



#	Question	Strongly Agree	Agree	Somewhat Agree	Neither Agree nor Disagree	Somewhat Disagree	Disagree	Strongly Disagree	Total Responses
1	Freeway Park is safe during the day	54	104	56	12	7	3	3	239
2	Freeway Park is safe during the night	4	12	23	43	69	61	26	238
3	Children are safe in Freeway Park	16	47	58	43	36	19	14	233
4	The elderly are safe in Freeway Park	15	46	64	38	36	21	13	233
5	I would feel safe walking through the park alone in the day	86	87	41	9	9	1	5	238
6	I would feel safe walking through the park alone at night	10	11	35	15	56	49	60	236

Statistic	Freeway Park is safe during the day	Freeway Park is safe during the night	Children are safe in Freeway Park	The elderly are safe in Freeway Park	I would feel safe walking through the park alone in the day	I would feel safe walking through the park alone at night
Min Value	1	1	1	1	1	1
Max Value	7	7	7	7	7	7
Total Responses	236	234	231	233	236	234

## 11. Please identify an particular safety concerns you have with Freeway Park.

### Text Response

The lighting and the hiddenness of the park make it unsafe for a woman to walk through at night. Bad lighting and homelessness, potential crime activity at night.

As in many urban areas, the unpredictability of those using drugs or the mentally ill are of concern. Given the layout, it's sometimes difficult to see beyond one's immediate area, and there are fewer "eyes on the street" possible.

Visibility is a problem.

I feel very unsafe walking in the park because the lack of police, safety cameras or people who are in charge of safety in the park. Occasionally I see park rangers working with plants but they never react to disturbed individuals that need to be removed from the area.

Identified most concerns in Q.9. It's just too empty for an urban park to feel safe.

increase lighting, evening security random patrols

1. Is clearly identified with drug sales - even mentioned on "The Killing" TV show as the place to go to buy drugs in Seattle. 2. Obviously is a place to sleep for some.

The loiterers which tend to make a passerthrough feel a bit insecure and the off-leash dogs

Loitering by disadvantaged; lack of visitors.

It's easy to get lost inside the park. The place is a maze.

i do not have a particular safety concern

Needles on the ground, there should be safer receptacles for them.

There's not enough people using it and Halprin's design has visibility problems everywhere. Lack of clear escape routes, understanding where you are going what it connects, and what it's unique benefit is for people traveling by foot.

Perception and lots of groups hanging.

Only after 11 pm when convention center is closed

The presence of drug users

I don't visit the park at night so I can't answer those questions

The park is often frequented by men who appear to be homeless and the way the park is laid out provides many corridors and areas that are not well lit at night or easy to see into before you are there. I walk through regularly in the daytime but wouldn't do so at night.

The space is not safe for Elders because it does not have accessible design features. But, this is not a social issue. I feel safe walking alone at night but am cautious going through blind turns or limited sight areas. But, the beauty of the park is partly due to this design element. The only section of the park that I feel is ill-designed and unnecessarily unsafe is the path under 8th avenue, with a low ceiling and blind spots.

Mental health issues

Mugging/assault

I am concerned at night when I see groups of homeless people and panhandlers.

I use the park to get from downtown to first hill. I am almost always walking and listening to headphones, so I may not be able to identify with some of the issues of people who are trying to sit down and enjoy the park for long periods of time.

As a man, I've walked through the park at night and felt just a bit intimidated. My girlfriend refuses to go there at all, even with me.

mugging/aggressive panhandling

I know that the overgrowth and darkness have been issues in the past however I think a lot of improvements have been made.

Sometimes it's hard to get a grip on your surroundings, but I've never personally had any issues.

Dark. Lots of places to hide.

There are too many blind corners and other places for people to hide. Lighting helps, but due to the layout of the park, it's not possible to eliminate this with light.

The stairs that connect the western and eastern portions of the park may be challenging for elderly folks.

The level of violence I have seen due to mental illness and drug use while in the park gives me concern for safety.

Low visibility moving through the park- you can't see people coming and it seems like help would be far away if needed!

Loitering on the stairways and in other nooks and crannies. Discarded needles.

I worry that the parkour folks are gonna fall into the fountains and break every bone in their bodies.

I don't consider Freeway Park any more or less of a safety concern than other local parks. I primarily use it to bring children, as it is the only nearby green-space, but I wouldn't feel any more comfortable allowing children to get out of my arms reach than I would anywhere. It needs a more kid-friendly environment, however. Climbing or balancing structures would be ideal!

I don't feel safe because I feel like there are too many places for someone to hide there. several areas in Freeway with no "eyes on the park" where I'd feel unsafe after dark.

I have been chased through the park at night by a mentally ill homeless individual.

It just doesn't feel safe to lounge/relax in the park, any time of the day.

Lawless collection of transients and junkies under the 9th st. bridge.

Occasional run ins with street kids and or homeless, also people not picking up after their dogs.

Walking through at night after 10 pm

Homeless

under the bridge area loitering is concerning and appears to make park goers uneasy.

The problems are ubiquitous in downtown Seattle, I don't feel it is any worse in the park.

There are so many nooks where people can hide and where visitors are not always visible while walking through the park. The noise level from the freeway would make it difficult to be heard if something happened. I use the park to access downtown and First Hill during the day but never walk through it at night for these reasons.

I believe the written stamen ahead of this applies here as well

There are homeless people and those affected by mental illness and addiction all over the city. Freeway Park is similar to many Seattle Parks...the city has removed all comfortable amenities rather than deal with the issues of addiction and crime. For me to linger it would need to be comfortable and be staffed in such a way as to feel safe.

I love Freeway Park and the many ways people enjoy it. Issues I have about safety are merely any of the issues I would have walking in an urban area as an 82-year-old woman. I am unaware of "Rangers", but am sure that their presence increases safety for everyone.

At night the bushes are dark and I am on edge every time I have to turn a corner or climb a staircase that has dark areas.

I have never seen a park ranger at let alone helping anyone or talking to anyone - I did not know they existed and I walk through the Park very frequently

i don't use the park at night, but during the day it is a welcome route to get from Capital Hill to Pioneer Square by walking. it is a little too full of corners and not patrolled enough for me to feel confident in using the park at night. also, the drug/trash/homeless issues tend to be on the pike street end in my experience.

many times i have seen people uninating

Lack of lighting and poor sightline issues.

The homeless seem harmless, but also unstable. You have to be aware.

Homeless groups of youth who gather, usually after dark, and especially in nice weather, who

appear belligerent and even sit within the narrow walkway which leads to the rear entrance of Horizon House. It is troubling to read the negative graffiti comments written on the walls there as well.

I am concerned about the open air drug dealing and drug usage in the park

The occasional person who would steal a handbag from an older woman.

In summer there are often lots of kids hanging out, some of whom seem strung out. I don't recall seeing a park ranger. I can't imagine walking through after dark.

if a problem should arise, there is nobody on site to get help from

Large groups of young people with dogs loitering, playing loud music, yelling.

Groups of people hand out in the park. I have always been left to myself but I am not completely trusting. I grew up in rough neighborhoods so I'm not a wimp. Even so - I am not always comfortable with what I see.

Homeless habitation of the park and light drug use during evening hours.

The gathering of homeless under the 8th Ave underpass at nite and evening. Graffiti is not cleaned up in Pigott walkway and branches quick enough.

Not a lot of people there, not a very active park - feels a little creepy sometimes.

Stated above.

The only time I feel unsafe in the park is when I see a bunch of unescorted teenager bounding through the park (which is pretty rare). There is a lot of drug use in the park but it is mostly what appears to be heroin and the users are normally pretty just nodding, i.e. struggling to stay awake. It is a pretty disconcerting sight.

It attracts homeless people looking for places to camp. It has many corners, covered areas and dark places. It does not seem that the priority is on it being a safe place for families and elderly people.

Leafy cover. Distance from main streets.

The encampment that comes and goes under the 8th Ave street bridge and the homeless panhandling.

I suppose the likelihood of 'nasties' lurking in the park to do harm is higher after dark. I don't know how influential lighting is, or how practical better monitoring of the park after dark might be.

There's no real reason to visit the park at night, since a scenic route from here to there isn't relevant then.

None, other than normal safety concerns with any urban park. Safety is not a concern of mine at the park, in general terms.

Homeless people and teens using up the benches. Tables or benches with spilled food.

there are definitely lots of homeless folks on drugs hanging out there. It may be safe but it feels like it might be unsafe.

I suppose homeless people and drug users hanging out in the park make me feel a little uncomfortable or even unsafe at night; still, I think they should be able to be there and even to use drugs as long as they're not hurting anyone.

It's a lonely often deserted space in a densely populated area with no eyes on it from adjacent buildings. I don't feel like I'm safe there, especially from dusk on.

Drugs, and homeless

Cracks or puddles on the walking surface

As a 90 year old I feel I might be vulnerable after dark. However, I have had no unpleasant experiences; I have walked through the park in the dark when with my daughter. There may, indeed be no problem. Then again I didn't walk in Riverside Park in NYC after dark eight when I lived there.

Stairways with no sight lines along their entire length (stairways that turn) -- who knows who's around the corner? Lots of places where people can hide in shrubbery.

There is not enough patrol or foot traffic to make the Park safe at night

I often walk through Freeway Park on my way to and from work. After Daylight Savings time is over

I will not walk through, and I will not walk through, in the early morning hours. I am not sure how realistic it is to expect to be able to walk through a city park at night, but I do think it should feel safer than it does, especially up to at least 9 or 10 PM. It is a wonderful park and unfortunately one of the things that makes it so great, the concrete recesses, steps and unexpected spaces, is also what makes it unsafe. If more people used it as a thoroughfare to downtown I think it would feel safer. So many times I never see anyone once I leave the convention center area. Thinning the trees, the additional lighting and the new opening towards the Cielo is a big enhancement. After dark, there is not enough lighting or foot traffic to feel safe.

None

Not enough positive attractions at night. It feels like it gets relinquished to predators at sundown, and those with mischief in mind. The watering hole in the Savannah... Why else go there? We need some whys.

Specifics named in previous question. Too many spots for unsavory people to linger. No police presence whatsoever. Drug dealers hide their things In planters next to steps from Union. Scary people often near entrance from Pike. Homeless everywhere, they are mostly harmless, although the I remember clearly being assessed by a younger man last summer near water feature area up to University. I felt strongly that he was deciding whether to rob me. I had groceries, my dog, AMG got out my pepper spray. I am concerned for the safety of older residents who I see walking there. I consider this Seattle's most unsafe park!

The area under the overpass is often crowded.

Being accosted by a person who appears threatening to me.

Walking under the overpass is sometimes worrisome. Off the beaten track corners on the walks and corners where line of sight is short are problems.

Stories I have heard make me afraid of what the groups of people would do. I have never seen any Rangers/official walking or biking around to keep it safe.

The general possibility of street crime, as in many areas of the City

none

Lack of line of sight

It is a little spooky to be walking alone at night

The Transients in the Park are becoming much more aggressive as of late and are regularly carrying a weapon of some sort. First hand experience.

Too many dark corners

Too many places to be ambushed. I would love to use the park at all hours but feel I need to use the adjacent streets to improve my personal safety to an acceptable level.

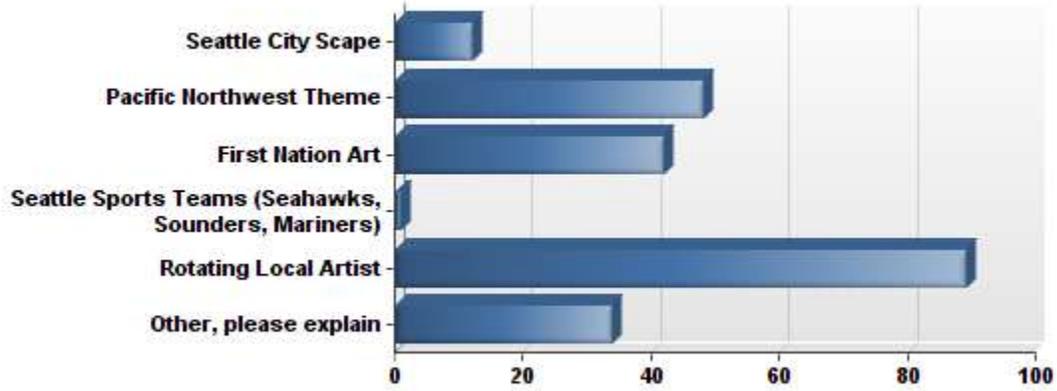
I have a view out over Freeway Park. Occasionally I have seen an individual or individuals move into the nicely planted areas bordering the park lawns. Sometimes it appears they are relieving themselves or engaging in another activity that requires privacy. Its annoying, rather than a safety concern.

Marijuana use is a problem for me, although I know that it is legal. I strongly dislike the smell.

It could use more lighting

Statistic	Value
Total Responses	140

**12. If a mural was installed in Freeway Park, what type of art would you like to see?**



#	Answer	Response	%
1	Seattle City Scape	12	5%
2	Pacific Northwest Theme	48	21%
3	First Nation Art	42	19%
4	Seattle Sports Teams (Seahawks, Sounders, Mariners)	1	0%
5	Rotating Local Artist	89	39%
6	Other, please explain	34	15%
	Total	226	100%

Other, please explain

Why would you install a mural in this type of designed landscape unless it was called for in the original plan?

A mural is a nice idea but it won't get folks into the park. With all the buildings going up a dog park would be a perfect way to get more people into the park.

Please, no ethnic mural!

A mural would be a waste of money and quickly vanadalized

A green wall would be cool.

Most likely would be used for grafitti in the end

I would ask the neighbors who use the park

It would depend upon location. WE are surrounded by City Scape so that isn't really necessary. Pacific NW theme could work. First Nation leads me to think of the diversity of people who make up this city.

Hold a competition for submissions

Leave it as a park, not Museum!

Anything other than professional sports teams PLEASE!

Depends on the location selected. I do not believe it should be commercial (Sports Teams) under any circumstances.

"If a mural WERE installed...." remarked the grammar nerd.

Something that complements its brutalist architecture would be intriguing.

I wouldn't care for a sports team; the other options sound good.

no mural please

art isn't permanent. rotating makes the viewer pay attention

Local artists work. Let's support our community artists.

I don't care about a mural, only care about increased safety

Not Sports teams but other choices would all be good if done well

A mural is unnecessary. Keep it green! One other point - the noise from the Freeway makes my outdoor balcony unusable. I urge the freeway Association to consider extending the east wall separating the Freeway from the Park to the height of 8th Avenue Freeway overpass from the point the Freeway is finally under the convention center. The noise exceeds safe levels at my balcony in Horizon House West Wing. Noise barriers exist in single family areas, why not this one!! Thank you.

No mural, please. Focus on the natural beauty of trees, shrubs and flowers. Seasonal displays of lights, etc. are much more appropriate.

Either First Nation or Rotating Local Artist

I love art but honestly the natural beauty of the plants and water is enough for me.

None.

None - a silly idea. Use the money elsewhere.

I don't think \$ needs to be spent on a mural but a natu theme would be nice if there has to be one. is it essential?

Nothing it will just give them something new to destroy with grafiti

none

this question is totally out of character with the other questions. Do you think having a mural will make the park safer or less safe? What is its purpose?

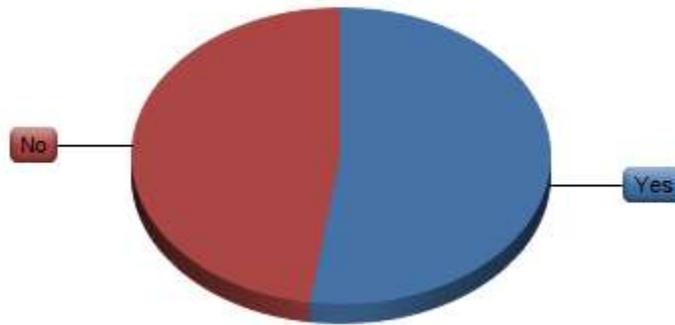
i love sports but I strongly discourage sports team themed art. I prefer local artists, but it does not need to be rotating.

Art is fine, but I would not like to see support/endorsement of sports team. In addition, any art installed should only be done in a manner that is consistent/compatible with the historic character of the park.

Park needs anything BUT a mural. Spend \$ elsewhere

Statistic	Value
Min Value	1
Max Value	6
Mean	3.92
Variance	2.51
Standard Deviation	1.59
Total Responses	226

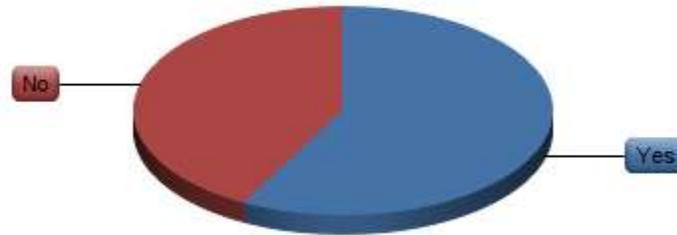
### 13. Do you live in First Hill or Downtown?



#	Answer	Response	%
1	Yes	125	52%
2	No	114	48%
	Total	239	100%

Statistic	Value
Min Value	1
Max Value	2
Mean	1.48
Variance	0.25
Standard Deviation	0.50
Total Responses	239

## 14. Do you work in First Hill or Downtown?



#	Answer	Response	%
1	Yes	138	58%
2	No	101	42%
	Total	239	100%

Statistic	Value
Min Value	1
Max Value	2
Mean	1.42
Variance	0.25
Standard Deviation	0.50
Total Responses	239

## 15. Please enter your age

#	Answer	Response	%
1	Age:	236	100%
	Total	236	100%

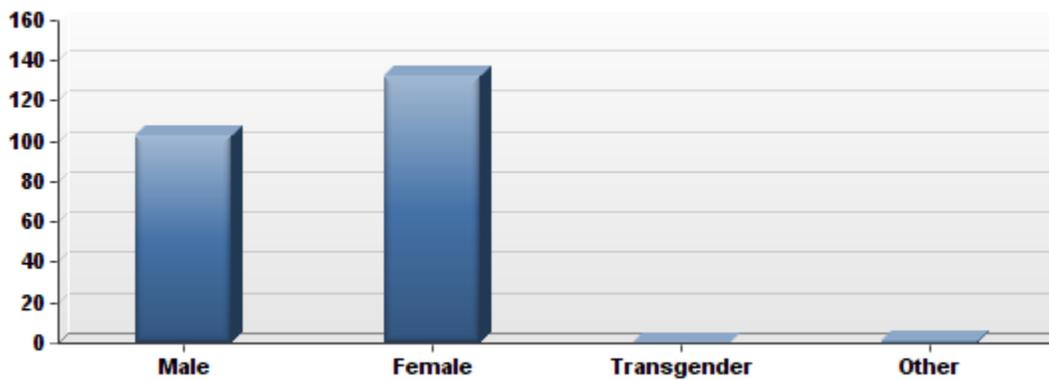
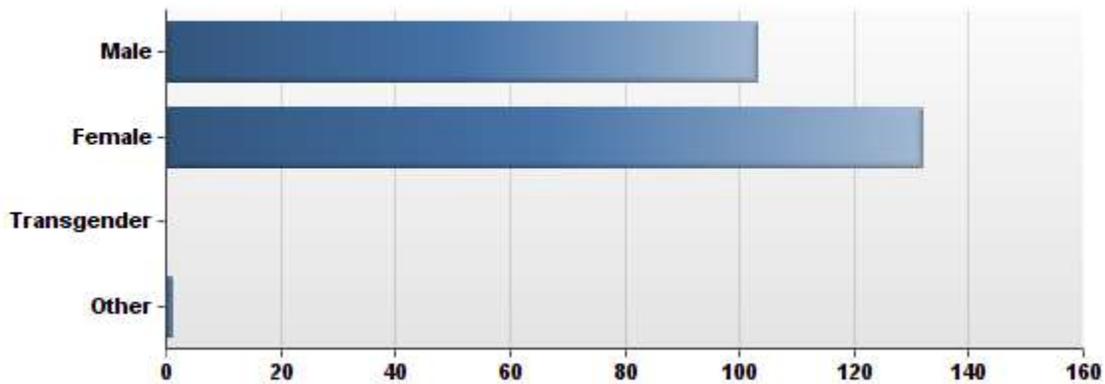
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53
85
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68  
36

Statistic	Value
Min Value	1
Max Value	1
Mean	1.00
Variance	0.00
Standard Deviation	0.00
Total Responses	236

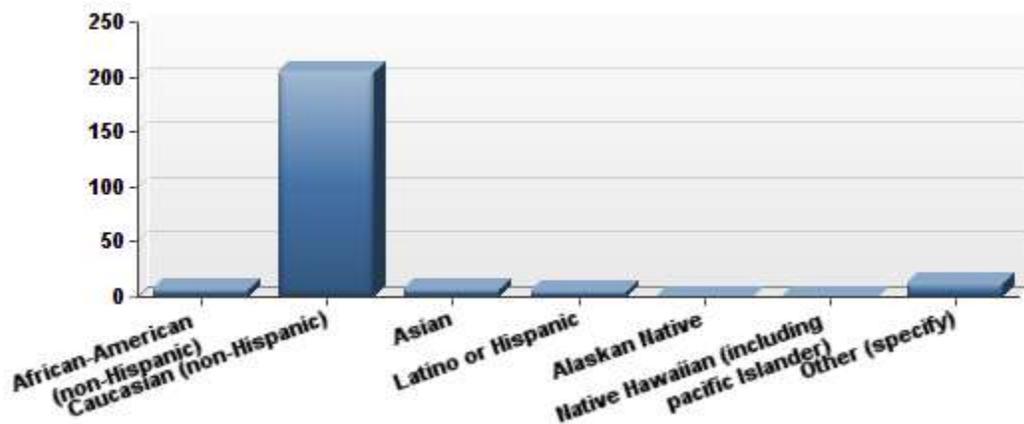
## 16. What is your gender?



#	Answer	Response	%
1	Male	103	44%
2	Female	132	56%
3	Transgender	0	0%
4	Other	1	0%
	Total	236	100%

Statistic	Value
Min Value	1
Max Value	4
Mean	1.57
Variance	0.27
Standard Deviation	0.52
Total Responses	236

**17. To which racial/ethnic group do you most identify?**

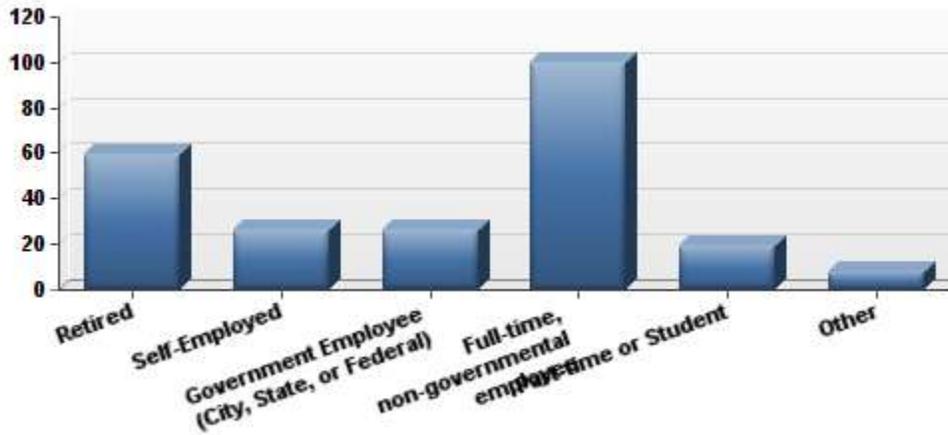


#	Answer		Response	%
1	African-American (non-Hispanic)		7	3%
2	Caucasian (non-Hispanic)		204	86%
3	Asian		8	3%
4	Latino or Hispanic		5	2%
5	Alaskan Native		0	0%
7	Native Hawaiian (including pacific Islander)		0	0%
8	Other (specify)		12	5%
	Total		236	100%

Other (specify)
Mexican American and Arab American
Multi racial
American
Scandinavian
eastern european
Asian-American
middle eastern
Latino/Caucasian
Swedish
Northern European
Mixed
Multiple

Statistic	Value
Min Value	1
Max Value	8
Mean	2.35
Variance	1.86
Standard Deviation	1.36
Total Responses	236

## 18. What is your employment status?



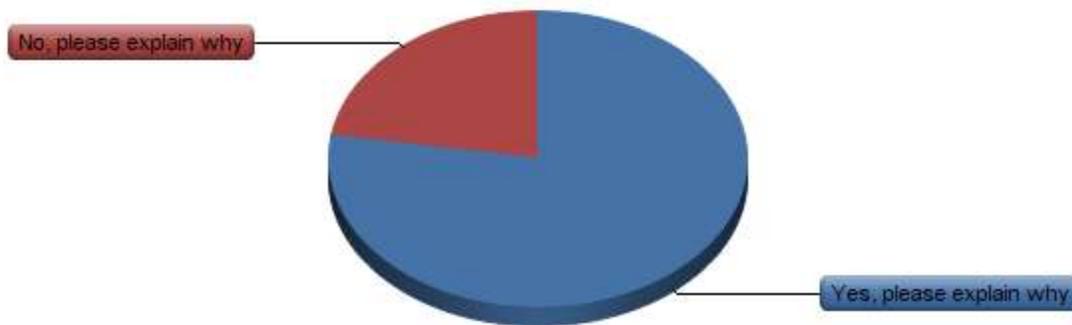
#	Answer	Response	%
1	Retired	60	25%
2	Self-Employed	26	11%
3	Government Employee (City, State, or Federal)	26	11%
4	Full-time, non-governmental employee	100	42%
5	Part-time or Student	19	8%
6	Other	8	3%
	Total	239	100%

### Other

concierge  
 Part time artist and scenic artist  
 Full time mom  
 former City employee  
 volunteer in the area  
 Part time faculty;part time self  
 mom

Statistic	Value
Min Value	1
Max Value	6
Mean	3.07
Variance	2.16
Standard Deviation	1.47
Total Responses	239

### 19. Would you recommend Freeway Park to your friends and/or family?



#	Answer	Response	%
1	Yes, please explain why	172	77%
2	No, please explain why	50	23%
	Total	222	100%

Yes, please explain why	No, please explain why
If you are in the area and wanted to go I wouldn't avoid it. However I wouldn't make a trip to it	It is easy to get lost in and there is not much to enjoy
Because it is epic.	The brutalist structures of the park are harsh and uninviting to a park environment
beautiful park but still needs work to make it more safe	Crime and disorder seems to be a big issue with Freeway Park.
Yes because its a new scenery to walk through in the city	Not much of a park, mainly concrete with some grassy areas, the brutalist design doesn't give t a comforting feel.
I would recommend it as an easy means to get to downtown from First Hill.	Safety issues
Yes. Nice alternative way to cross I-5, rather than a street.	it's a cement "park"
It is a wonderful engineering and architecture feat	Not familiar with the park
Famous Lawrence Halprin park	I want to be able to recommend the park as a destination, but currently would only recommend it as a pass through. The park is too dirty with too many seedy characters to linger.
great place, lots of activities	It would not be my first choice
Absolutely - it's beautiful!	safety concerns
Fountains; walking route to downtown from First Hill	Never at night
It is a pretty downtown setting and is well maintained	It's not a destination park, local use only
It's a beautiful, world-renowned park that provides a great lid over the freeway	Not a destination park.
It's a unique Seattle asset and provides access to the Convention Center with its outstanding free art exhibits	safety
Great in the summer time with the bands and library book cart.	not familiar with it.
If they were adventurous and into urban parks and design,, Its a weird gem of a park, even if it is a disaster for public space.	No, it feels unsafe
Very pleasant in the summer	Would be worried they'd run into something creepy.
Shortcut to downtown, easy pleasant walk, summer fun	Yes, and No. If you're downtown and need some green space for a young child to run, it's a decent option (if not the only option). It is not, however, a park to make a special trip downtown to visit as a family. There's really nothing to recommend it for that.
It's a beautiful part of the city.	I have never enjoyed spending time there and it smells like urine.
the architecture	no reason to recommend
During the times that I've been there during the day I've enjoyed the space. If I worked closer I	It doesn't seem safe but makes for a good shortcut in route home.

might visit more regularly.	
it's beautiful and well cared for--wish there were more to do there.	NO WAY! There are hundreds of other parks that are suitable for families
It is a rare example of hardscape design that is also beautiful and organic.	There is nowhere to sit...otherwise I would
To walk through during daylight hours only	not safe in general
unique park space	I've never been to freeway park
Access through	lack of activities
when it is nice it is very nice	It would likely never come up
nice park to eat lunch in	S. Safety issue
beautiful plantings and water features, nice ramp system for people in wheelchairs or walkers, pleasant walk to gain access to elevators and escalators to avoid walking down steep grades.	The perception is that it is unsafe because of the homeless camped out on the benches and i certainly wouldn't sit on any of the benches, much less ask my friends to join me!
could be a beautiful place	There are nicer parks that are closer to my house - Cal Anderson and Volunteer Park
It is a good way to visit adjacent neighborhoods minimal exposure to I-5.	No, unsafe.
A peaceful oasis	They would have to be careful of the time they choose and to ensure they don't go alone.
	Only acceptable when the weather is good and the park is full of office workers and people walking though. Other than that the risk is too high.
IT is a unique urban park.	
Underrated park with cool architecture	I think of it more as a thoroughfare
It's beautiful and worth a daytime visit	Only if you have to pass thru to get to work
It is a very unique park and it is a great example of brutalist landscape architecture.	There are other parks outside of the center of downtown that I prefer
It's a beautiful park in the middle of the city.	Only as a short-cut from 8th down into the city.
It's the most beautiful park in Seattle.	I am not familiar with this park
It's one of the few parks in the heart of the city and it's a great shortcut up to First Hill from downtown.	recommend for what?
unusual park. pretty setting	not a nice place
Only during the day	Not safe
It's a beautiful park	Safety concerns
In the summer it is a nice place to see some art and a live performance.	inconvenient location
during day only	too many homeless
Beautiful grounds	too many drug users
It's an example of an investment in civic space the city	its dirty
Bc of the scene and connects to the convention center	Has no redeeming/endearing qualities
With exceptions	Due to safety concerns of being robbed.
It is an oasis.	I don't think of it as a particularly appealing place to go.
During the day. It's a nice way to walk down town from First Hill and is a nice break from the	

city. Not at night though.	
We often bring out of town visitors to the park -- particularly to the water features and as a way to get to the convention center.	
Yes during the day only for the fun events i have, occasionally. in nice weather, it's a nice detour around downtown.	
Good connection, history, and there now opportunities to showcase the Freeway having a lid on it that it currently has more relevance.	
Pleasant spot relatively quiet in the middle of the city	
nearest park in daytime	
Events I've been to. Close	
Good shortcut to downtown if you feel safe	
I would be sure to advise them to go through it during the daytime about mid-morning until sunset.	
because it's lovely	
It's lovely. And a great way to transit from my apartment to downtown. (Actually, I look right down on it from my apartment and I love it.	
I think it is beautiful. I might hang out there more if I didn't have such good outside space at my residence.	
if I felt it was safe	
Restful getaway from the city	
It's a lovely walk	
I like the landscaping and walk to the city and convention center from First Hill	
Specifically the summer events that people might enjoy.	
Attractive open space down town.	
as an interesting architectural feature	
It's a lovely respite from the city and gives us hope that we can lid more of I-5.	
It is a wonderful open area in the middle of the city.	
I am delighted to use it; look on it as "my backyard."	
It is a beautifully designed urban environment with lots of pleasant aesthetic surprises.	
Only to walk to downtown during the day.	
It is a gem in the middle of the city.	
It's beautiful	
It's beautiful and distinctive, pleasant to walk through or sit down and sunbathe or read or whatever.	
It is an intriguing and unexpected place.	
I like to watch the dancing.	

it is a cool place that utilizes space well. Also I love the dancing til dusk summer activity.	
Depending on what they're looking for. It's not a great place to go jogging.	
Cool space, especially in daylight.	
Events to make it safer	
It's a lovely gem among the tall buildings delightful for walking and bike riding	
It's a great downtown experience. Beautiful and welcoming.	
as a daytime expoloration	
I have not been in Freeway Park at night. The holiday lights there are very pretty. It is a bit of respite from the city.	
conceptually very interesting	
Fabulous asset in Seattle designed by Laurence Halpern.	
I'm on the FPA boad	
Its uniqueness	
It is a great place to visit and pleasant cut through when hiking up to capital hill	
It is a lovely oasis in the city.	
Great way to get from First Hill to Downtown	
It is a pleasant place to stroll in the outdoors in the daytime.	
Yes but with cautions about night walks and about places that seem less safe.	
I would recommend if they are in the area - but not to go out of thier way. I see it as an oasis for downtown inhabitants and workers	
Great use of urban space	
Unique park in central location	
summer concerts	

Statistic	Value
Min Value	1
Max Value	2
Mean	1.23
Variance	0.18
Standard Deviation	0.42
Total Responses	222