Creating New Park Space in City Heights

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EXECUTIVE SUMMARY

San Diego’s City Heights neighborhood lacks sufficient park space. Not only does City Heights not meet City planning standards for park provision, but parks are also inequitably provided in City Heights as compared to other San Diego neighborhoods. The provision of more parks is necessary to ensure that City Heights has adequate access to the benefits of open space. However, the creation of park space in City Heights is constrained by population and housing density, land acquisition, and financial and legal barriers. This project provides Price Charities with tools to advocate for new parks in City Heights, recommendations concerning where to locate a new park and what amenities to provide in the park, and a toolkit to engage the community in planning a park to best serve the community.

This project utilized a variety of methodological approaches. First, the team compiled information and analyses that will be useful in advocating for more parks in City Heights. The team completed this first step by the following methods: a comparative Geographic Information Systems (GIS) analysis of current park provision in City Heights and other San Diego neighborhoods that further demonstrated the need for new parks, and a comprehensive literature review of the benefits of parks and an estimate of the value of those benefits to City Heights residents. Secondly, the team located the areas in City Heights where a new park would be most utilized and beneficial. To do this, the team conducted a site suitability analysis of City Heights using GIS technology. The following criteria were used: located near dense pockets of population, located near high percentages of youth, and located in an area that is not currently within close proximity to another park. The team then examined the vacant land within the suitable area and identified parcels that would be best for park development. The criteria included: located on or near a main thoroughfare, relatively easy parking available (preferably off-street), and feasible to develop. Additionally, we conducted a literature review of innovative park designs and park amenities in order to create a set of design options which were analyzed according to dimensions of initial land maintenance costs, high probability of utilization, appeal to specific demographic groups, and the ability to address health and safety issues. Lastly, the research team conducted a literature review of community engagement practices in addition to interviews with community members and experts in park design and planning to inform a community engagement toolkit that Price can use for future park projects.

Based on the project team’s research the following recommendations were developed to improve the provision of park space in City Heights:

- Consider creating a new park located in the identified suitable area in the northern part of City Heights roughly between Winona and 41st streets.

- Convert one or more of the seven vacant lots identified in the suitable site into a park, taking into account the associated advantages and disadvantages.

- Advocate for new park space using the research on the economic, social and health benefits that traditional parks and skate parks create.

- Account for topography and size of lot to be developed, initial and maintenance costs, and diverse community needs when deciding upon park amenities.

- Utilize innovative approaches to engage the community in the park planning and design process. These strategies include forging partnerships with community organizations, visioning days and integrating design projects into school curriculums.
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ISSUE STATEMENT: CITY HEIGHTS LACKS ADEQUATE PARK SPACE

The amount of parkland in City Heights fails to satisfy the regional standards for park provision. San Diego’s General Plan establishes a citywide goal of 2.8 “usable” acres of neighborhood and community parks per 1,000 residents. Achieving this goal in City Heights, where the population is 75,252 would require at least 210.7 usable acres of parks. There are currently 113 acres of park space in City Heights (not including joint use fields), leaving a disparity of 97.7 acres. Table 1 further outlines the current park provision in City Heights by types of park and respective disparity.

Table 1. Current Park Provision in City Heights According to Regional Standards

<table>
<thead>
<tr>
<th>Type of Park</th>
<th>Number</th>
<th>Acres</th>
<th>Standard</th>
<th>Needed</th>
<th>Disparity</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Parks</td>
<td>9</td>
<td>113</td>
<td>2.8 acres/1,000 people</td>
<td>210.7</td>
<td>97.7 acres</td>
</tr>
<tr>
<td>Neighborhood</td>
<td>1</td>
<td>14</td>
<td>One park of 10 acres/5,000 residents</td>
<td>15 parks</td>
<td>14 parks</td>
</tr>
<tr>
<td>Community</td>
<td>2</td>
<td>74.4</td>
<td>One park of 20 acres/25,000 residents</td>
<td>3 parks</td>
<td>1 park</td>
</tr>
<tr>
<td>Joint Use Fields</td>
<td>6</td>
<td>unknown</td>
<td>No specific standard set maximum use of school playing fields during non-school hours for community purposes is a high priority</td>
<td>N/A</td>
<td>N/A</td>
</tr>
</tbody>
</table>

Definitions

**Park Space**
Park space is free to use and open to residents of the community. It is an outside space that is used for recreational activities and is either naturally occurring passive park space or a built active park space.

**Park Underprovision**
A community is under-provided with park space if there is less than 2.8 acres of park space per 1,000 residents within ¼ mile of their residence.

**Joint Use Field**
A school field that is made available to the public during non-school hours.

**Active Park Space**
Active park space is an intentionally built environment for recreational activities. It includes recreational fields and playgrounds.

**Passive Park Space**
Passive park space is a naturally occurring or a minimally built environment. It includes natural environments such as beaches, canyon lands or forests. It may have some development such as trails or signs.

**Park Features**
Playing fields, courts, pools, etc.

**Park Amenities**
Shelters, benches, lighting, landscaping, signage, etc.
A lack of community advocacy may contribute to the lack of park space in City Heights. City Heights is characterized by a large non-voting population, including a high percentage of youth, felons, and non-documented immigrants. Additionally, research shows that diverse communities lack community cohesion in advocating for park space. National studies have found that while open space is not systematically under-provided in low-income areas, it is systematically under-provided in areas that are both low-income and have high ethnic/racial diversity, such as City Heights. When individuals in an area are cooperating to achieve a goal (such as creating more open space), homogenous groups have share norms and ways of dealing with their neighbors. However, diverse groups do not have the same tools, which impede their ability to work toward a common goal. Thus, it is possible that the racial/ethnic diversity coupled with a large immigrant population has led to a community that has difficulty working together for a common goal of creating more public goods.

**Profile of City Heights**

City Heights’ unique demographics, as shown in Figure 1, may be correlated with a lack of park space. City Heights is more racially/ethnically diverse than most San Diego communities. City Heights residents come from over 70 different countries. Also associated with the unique demographics of City Heights are worse health outcomes and concerns about crime and public safety.1

**Figure 1. Profile of City Heights**

| Population Density (persons per square mile) | 4,017 | 14,063 | $35,159 | $62,480 |
| Median Household Income | San Diego | City Heights |

| Speak language other than English | 41% | 60% |
| Foreign Born | 26% | 45% |
| Latino Population | 28% | 58% |
| White Population | 11% | 43% |
| Percent without a high school diploma | 14% | 53% |
| Poverty | 16% | 38% |
| Percent under 18 | 22% | 31% |


Furthermore, park provision is inequitable among San Diego neighborhoods. In the city of San Diego, park space is provided at a ratio of about 151 people per acre of park space; however, in City Heights, the ratio is roughly 666 people per acre of park space. This comparison overstates the actual distribution of parks because much of the open space in San Diego is contained in a few large...
regional parks that are intended to be accessible by many neighborhoods. Nevertheless, the comparison of these ratios still indicates the degree of underprovision in City Heights. Secondly, in San Diego, most of the park space is located in the east; however, the majority of the residents live in the western downtown area of San Diego. The unequal distribution of population and park space means that not all people who live in the city, and especially those who do not own cars, have equal access to parks. Lastly, most of the neighborhoods in San Diego that are both highly racially/ethnically diverse and low-income are underprovided with parks.  

Density, Land Acquisition, and Financial and Legal Barriers

Several barriers impede the creation of additional park space in City Heights. The inequitable distribution of park space is the product of complex urban and institutional dynamics, including high population density and lack of adequate space. City Heights’ density is arguably the most constraining factor in creating new park space. In 1965, City Heights was rezoned from allowing only single-family homes to including the development of multi-family housing units. Today, the 3-square mile neighborhood is home to 75,252 residents, with 60% of housing made up of multi-family units.

Given the high-population density, there is limited vacant land for purchase to create parks. Without land available for purchase, the city is limited to purchasing land that is already being utilized, which would require the use of eminent domain or convincing the owner of occupied land to sell. However, the use of eminent domain is problematic and politically infeasible in a residentially dense area like City Heights because it would result in people being displaced from their neighborhood.

The Quimby Act, which was enacted by the State of California in 1975 to promote the acquisition and creation of park space, has exacerbated the problem of under-provision of parks in City Heights. The intent of the act was to alleviate negative impacts resultant of property improvement. It requires that residential developers donate conservation easements, pay fees for park improvements, or set aside land for parks in the immediate vicinity of their project.

The act, however, has had a limited impact in increasing the park supply in low-income and high-minority areas because the development fees are disproportionately raised from higher income areas. In northern San Diego, the developer fees range between $6,580 and $23,298 per residential parcel developed, yet City Heights charges a $2,545 fee and its parks fund receives $1,918 of the payment. As a consequence, since the passage of the Quimby Act, the majority of development projects have been in exurban and suburban areas.

In order to make the creation of new parks feasible, cities have used various funding methods to fund new park space. Types of funding sources have included the development of mixed residential and commercial spaces and the creation of Park Improvement Districts, where properties adjacent to the park would be assessed and taxed. Other funding sources include federal grants, bond money, pollution mitigation agreements, and developer impact fees.

Although developer impact fees have been a common way to fund city parks, a study has found that these fees have not resulted in increased land acquisition for parks. Because developer fee funds are often directed to hyper-local parks, it is difficult to fund parks that serve the greater community. In addition, developer fees do not adequately cover the cost of land in California and often cover other expenses aside from land acquisition.

Furthermore, California cities are in a municipal fiscal crisis that limits funding for park spaces. Currently, the city faces high demand for recreation options, a growing population expected to reach 1.3 million by 2050, less revenue, and rising costs. The General Plan financing strategy stipulates
that the City and current population base are responsible for existing facilities and deficiencies and new development will pay its “proportional fair-share of public facilities costs” (SF-17). However, most cities in California face revenue shortfalls.

In addition, local tax structures have exacerbated revenue losses. The passage of Proposition 13, 62, and 218 reduced property taxes and limited local governments’ ability to generate new revenue sources by requiring additional voter approvals for new taxes and special assessments. Moreover, without a local sales tax and with a decline in personal and corporate income and property values, cities in California face a municipal fiscal crisis.

Consequently, cities have not been able to meet the growing demand for park space with additional park acquisition. Because parks do not generate revenue, they are not a profitable use of land. Additionally, there is a lack of effective mechanisms to reveal citizens’ true demand for parks, particularly due to an absence of a price mechanism for parks. Nonetheless, as stewards of the public good, cities are responsible for the creation and maintenance of parks. Although parks do not have a financial return on investment, they do have significant social value and may eliminate the need for future public expenditures as communities become healthier.
METHODOLOGY & FINDINGS

Overall Methodology

This research demonstrates the need for park space in City Heights, the benefits that increased space would create, the ways in which to create utilized park space and where additional park space should be developed. The following four core researchable question topics areas drove the methodology of the project:\(^{28}\)

1. **Provision of Park Space in City Heights**: To what extent is park space under-provided in City Heights, as compared to other neighborhoods in San Diego?

2. **Importance of Park Space in City Heights**: What evidence (regarding the benefits of park space) can Price use to facilitate the creation of new park space in City Heights?

3. **Increase in the Provision of Park Space in City Heights**: How does City Heights increase its park space?

4. **Increase of the Impact of Park Space in City Heights**: What is the best use of park spaces in City Heights? How do we encourage utilization?

To answer these questions, the team utilized various methodological approaches, including GIS spatial analysis, semi-structured interviews, literature reviews, and hedonic pricing analyses. In order to address the provision of park space, first the team mapped parks in San Diego neighborhoods and compared current provision to population dynamics. Second, the team estimated the value of new park space based on hedonic analyses and the impacts of parks throughout the U.S. to illustrate the importance of park space in City Heights. Third, the team conducted a site suitability analysis based on criteria developed in collaboration with Price in order to identify the best areas for a new park. Fourth, the team reviewed literature and identified best practices in park design and planning to assess maximum impact of new park space in City Heights. Lastly, the team created a community engagement toolkit based on findings from interview sources and best practices literature to complement the research on new park space that would be most impactful and highly used.
Provision of Park Space in City Heights

In order to further illuminate the extent of the park disparity issue within San Diego City the research team mapped park provision according to community planning area (CPA) and population dynamics.

**Methodology**

To determine the level of park provision in each neighborhood, the research team calculated the ratio of park acres to residents within each community planning area (CPA) in San Diego City. A community is underprovided with parks, according to the city plan, if there is less than 2.8 acres of park space per 1,000 residents. Defining the neighborhood as the CPA allowed us to use existing administrative boundaries that roughly delineate different regions of San Diego. However, defining the neighborhoods by CPA has some weaknesses. First, not all residents within a CPA experience the same access to parks. Ideal park accessibility has been defined in the literature as being between ¼ - ½ mile from the home. Many CPAs are much larger than ½ mile long or wide, therefore just because a park is within the boundaries of a CPA, does not mean it necessarily serve all the residents in that CPA. Second, some residents in one CPA may use a park within another CPA. Thus, using CPAs to define the neighborhood may over or understate actual park access for some residents. Nevertheless, it is the best feasible method given existing data and it accords with the manner that parks are planned and regional standards are set.

It is important to point out three missing data sources in this analysis. First, this analysis does not include joint use fields. While we have the information as to the location of joint use fields in City Heights, there is not a comprehensive list of joint use fields in other CPAs in San Diego. There are 9 joint use fields in City Heights and over 50 in all of San Diego. Second, county parks are not included in this analysis at this time. There are very few county parks in San Diego city and none in City Heights. The addition of county parks could only change the described level of park provision in Mira Mesa, Del Mar Mesa, Otay Mesa, and Otay Mesa-Nestor. Third, there is data missing for some of the CPAs, in particular the CPAs that included military facilities. These CPAs were excluded from the analysis and appear as gray space on the maps.

The ranking system for level of park provision is based on the city planning standards of 2.8 acres of park land per 1,000 people, which translates into 1 acre of park space per 357 people. Below, Table 2 outlines the rating definitions. For example “mildly underprovided” is defined as being over 1-2 times the number of people per park acre outlined in the community plan.

<table>
<thead>
<tr>
<th>Category</th>
<th>Number of people per acre of park space</th>
<th>Number of times over the standard level of people per park acre</th>
</tr>
</thead>
<tbody>
<tr>
<td>Not underprovided</td>
<td>Under 357</td>
<td>Under 1 times</td>
</tr>
<tr>
<td>Mildly underprovided</td>
<td>357-714</td>
<td>1-2 times</td>
</tr>
<tr>
<td>Moderately underprovided</td>
<td>714-1071</td>
<td>2-3 times</td>
</tr>
<tr>
<td>Very underprovided</td>
<td>1071-1428</td>
<td>3-4 times</td>
</tr>
<tr>
<td>Extremely underprovided</td>
<td>Over 1428</td>
<td>Over 4 times</td>
</tr>
</tbody>
</table>

The missing data sources include joint use fields, county parks, and data for CPAs with military facilities.
Findings
There are currently 15 community planning areas (CPAs) in San Diego City that are underprovided with parks\textsuperscript{33,34} and City Heights ranks 12\textsuperscript{th} in terms of being the most underprovided CPA for parks. Table 3 shows the ranking of CPAs in San Diego that are underprovided with parks, as well as the number of park acres per 1,000 people. Figure 2 depicts the CPAs geographically, indicating the level of underprovision in each CPA from not underprovided to extremely underprovided. City Heights ranks as mildly underprovided with parks in relation to the level of underprovision in other neighborhoods.

City Heights is surrounded by four other CPAs that are also underprovided with parks. The area is underprovided with parks on a regional level, not just a community level. This is significant for City Heights residents because they may not be able to simply go to a neighboring CPA for park usage as some other underprovided communities are able to. Additionally, this map demonstrates the need for an investment in parks at regional level, not just on a neighborhood level.

Table 3. Community Planning Areas with Park Underprovision in San Diego\textsuperscript{1}

<table>
<thead>
<tr>
<th>Community Planning Area</th>
<th>Acres of Park per 1,000 People</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kensington-Talmadge</td>
<td>0.04</td>
</tr>
<tr>
<td>College Area</td>
<td>0.07</td>
</tr>
<tr>
<td>Greater North Park</td>
<td>0.07</td>
</tr>
<tr>
<td>Barrio Logan</td>
<td>0.11</td>
</tr>
<tr>
<td>Normal Heights</td>
<td>0.47</td>
</tr>
<tr>
<td>Otay Mesa</td>
<td>0.81</td>
</tr>
<tr>
<td>Skyline-Paradise Hills</td>
<td>1.46</td>
</tr>
<tr>
<td>Scripps Miramar Ranch</td>
<td>1.54</td>
</tr>
<tr>
<td>Del Mar Mesa</td>
<td>1.70</td>
</tr>
<tr>
<td>Clairemont Area</td>
<td>1.71</td>
</tr>
<tr>
<td>Serra Mesa</td>
<td>1.95</td>
</tr>
<tr>
<td><strong>City Heights</strong></td>
<td><strong>2.43</strong></td>
</tr>
<tr>
<td>Mira Mesa</td>
<td>2.44</td>
</tr>
<tr>
<td>Torrey Highlands</td>
<td>2.62</td>
</tr>
<tr>
<td>Otay Mesa-Nestor</td>
<td>2.69</td>
</tr>
</tbody>
</table>
Figure 2. Underprovision of Parks in San Diego by Community Planning Area

The fact that City Heights is not as grossly underprovided with parks as many other neighborhoods in San Diego should not be taken as a signal that City Heights is not in need of additional park space. Just because a park is within the boundaries of a CPA does not mean it is accessible to all residents. For example, Azalea Park is one of City Heights’ largest parks, but anecdotal evidence indicates poor utilization – residents do not know it is there; it is far from the densest part of the City, it has poor street connectivity, and poor signage.\textsuperscript{35}

The perception of a lack of park space in City Heights amplifies the magnitude of under-provision of parks and is reflective of other neighborhood problems. National studies have found a systematic \textit{perception} of under-provision of park space by people who live in low-income neighborhoods.\textsuperscript{36} Many factors relate to the perception of park provision. These include under-provision of recreational activities in parks, decreased safety, and a lack of cleanliness.\textsuperscript{37} In City Heights, a higher percentage of residents use parks as compared to San Diego County, yet only 26\% of City Heights residents feel that the nearby park or playground is safe at night, compared to 52\% in San Diego County and 48\% in the state overall.\textsuperscript{38,39} Lastly, park maintenance and park quality directly affect residents’ perceptions about the provision of parks in their community, and both of these factors are lacking in most low-income neighborhoods.\textsuperscript{40, 41} Even if a community is meeting the standards for park provision, the parks may not be usable if they are not well maintained or are of low quality. For example, according to San Diego’s General Plan, providing maximum use of school playing fields during non-school hours for community and recreational purposes is a high priority, but these sites are often undersized, overcrowded, not well-maintained, and even locked during non-school hours, thereby limiting recreational potential.\textsuperscript{42}

\textit{Population Dynamics Underscore the Need for New Parks In City Heights}

Projected population growth, percentage of youth population, and income levels of City Heights all intensify the park underprovision problem and demonstrate the need for more park investment in the neighborhood.

Parks are a resource that will remain a part of the community indefinitely and it is important to plan for expected changes in population. Table 4 and Figure 3 depict the changes in park provision in no new parks are created that will come about due to expected changes in population by 2030 (future population is projected by Sandag). City Heights will move from currently having 2.43 acres of park space per 1,000 people to having only 1.43 acres of park space per 1,000 people in 2030. This drastic decrease in park provision due to expected population increase demonstrates the need to plan for new parks now.

Likewise, many of the other CPAs in San Diego will likely experience a similar drop in park provision due to increasing population. San Diego will go from having 15 CPAs that are underprovided with parks to having 23 CPAs that are underprovided with parks and City Heights will rank 13\textsuperscript{th} in terms of being the most underprovided with parks.
### Table 4. 2030 Projections of CPAs with Park Underprovision

<table>
<thead>
<tr>
<th>Community Planning Area</th>
<th>Acres of Park per 1,000 People</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kensington-Talmadge</td>
<td>0.02</td>
</tr>
<tr>
<td>Greater North Park</td>
<td>0.04</td>
</tr>
<tr>
<td>College Area</td>
<td>0.06</td>
</tr>
<tr>
<td>Barrio Logan</td>
<td>0.13</td>
</tr>
<tr>
<td>Normal Heights</td>
<td>0.29</td>
</tr>
<tr>
<td>Del Mar Mesa</td>
<td>0.95</td>
</tr>
<tr>
<td>Torrey Hills</td>
<td>1.01</td>
</tr>
<tr>
<td>Mira Mesa</td>
<td>1.14</td>
</tr>
<tr>
<td>Clairemont Mesa</td>
<td>1.21</td>
</tr>
<tr>
<td>Najavo</td>
<td>1.26</td>
</tr>
<tr>
<td>Skyline-Paradise Hills</td>
<td>1.29</td>
</tr>
<tr>
<td>Tierrasanta</td>
<td>1.36</td>
</tr>
<tr>
<td><strong>City Heights</strong></td>
<td><strong>1.43</strong></td>
</tr>
<tr>
<td>Otay Mesa</td>
<td>1.53</td>
</tr>
<tr>
<td>Southeastern San Diego</td>
<td>1.59</td>
</tr>
<tr>
<td>Serra Mesa</td>
<td>1.65</td>
</tr>
<tr>
<td>San Ysidro</td>
<td>2.00</td>
</tr>
<tr>
<td>Torrey Highlands</td>
<td>2.11</td>
</tr>
<tr>
<td>Rancho Bernardo</td>
<td>2.48</td>
</tr>
<tr>
<td>Mid-City Eastern Area</td>
<td>2.72</td>
</tr>
<tr>
<td>Linda Vista</td>
<td>2.73</td>
</tr>
<tr>
<td>Sabre Springs</td>
<td>2.78</td>
</tr>
<tr>
<td>Scripps Miramar Ranch</td>
<td>2.79</td>
</tr>
</tbody>
</table>
Figure 3. 2030 Projection of Underprovision of Parks in San Diego by CPA

Parks are highly utilized by children, therefore it is important to consider the youth population when assessing park provision. A large portion of City Heights’ population is under eighteen—31%. In fact, of the CPAs that are underprovided with parks in San Diego, City Heights has one of the highest youth population percentages, only comparable to Torrey Highlands. Figure 4 depicts the percentage of youth population along with park underprovision for all the CPAs in San Diego.

As discussed, parks have additional benefits for those of lower incomes because those populations usually do not have access to private recreational activities, as individuals of higher incomes might. Figure 5 shows the 2010 median household income and underprovision of parks for each CPA. City Heights had a median household income level of $35,159 in 2010. City Heights and Barrio Logan are the only CPAs that are underprovided with parks that also have median income levels under $40,000. The relatively low income level in City Heights further demonstrates the need for new parks in the neighborhood.
Figure 4. Underprovision of Parks in San Diego and Percent of Pop. Under 18

Figure 5. Underprovision of Parks in San Diego & 2010 Median Household Income

Benefits of New Park Space in City Heights

Methodology
To estimate the value of additional park space in City Heights, the research team first conducted a literature review of the benefits of parks. Next, the team extensively reviewed studies that estimated the value of traditional parks in other regions of the United States. As a third step, the team located data regarding admission fees and attendance at a private San Diego skatepark. Finally, the team extrapolated estimates of new park space in City Heights from the aggregated results of the aforementioned data. Like any economic analysis of park space, this analysis likely underestimates the true value of parks, as it is unlikely that all of the benefits of parks can be accurately calculated.44

Findings
Insufficient park space in City Heights deprives residents of access to the health, social, recreational, environmental, aesthetic, and economic benefits of park space.45 Parks not only confer benefits on those who use them, but also on non-users who live near them or merely view them. These benefits would be particularly valuable to City Heights residents, who have worse health outcomes, more ethnic diversity, and lower incomes than the rest of San Diego.

Physical and Mental Health Benefits of Traditional Parks
One of the primary community benefits of traditional park space is improvement in physical and mental health. Proximity to vegetation is correlated with the reduction of aggression and mental fatigue.46 Additionally, proximity to a park is positively associated with higher levels of park use and physical activity, particularly among youth.47 Individuals within 0.5 miles of a park report exercising five or more times per week more often than those who live more than a mile away from a park.48 For this reason, the U.S. Department of Health and Human Services recommends that communities create and enhance access to open space as a policy approach to increasing physical activity.49 Regular physical activity reduces the risk of numerous health conditions, including coronary heart disease, stroke, high blood pressure, type 2 diabetes, breast and colon cancer, and depression.50 Finally, open space provides environmental benefits, such as air pollution abatement and storm water runoff control, which positively impact public health.51

Social Benefits of Traditional Parks
Another primary community benefit of traditional park space is enhanced social cohesion. Residents who live near outdoor greenery report a greater sense of community and significantly better relationships with their neighbors than residents without access to nearby open space.52 Particularly, elderly individuals’ contact with open space is positively associated with high levels of social integration.53 Additionally, although research findings have been mixed regarding the correlation between open space and crime, urban open space is associated with a perception of increased safety among residents.54

Benefits of Parks Include:
- Aesthetics
- Enhanced social cohesion
- Environmental benefits, such as air pollution abatement and storm water runoff control
- Increase in the value of neighboring properties
- Mental health benefits, including reduction of aggression and mental fatigue
- Perception of increased safety
- Positive association with higher levels of physical activity
- Recreation
Economic Benefits of Traditional Parks

A third community benefit of traditional park space is the increase in the value of neighboring properties. Open space has a positive effect of about 10% to 25% on the median rent, median housing costs, and homeownership rate in the area surrounding the open space for a distance of up to 2,000 feet. The variance of the value of park proximity is based on the size and amenities of the park. Even community gardens have significant positive economic benefits, particularly in low-income urban neighborhoods. Within five years of the opening of a community garden in a low-income urban neighborhood, neighboring property values can increase as much as 9.4 percent. Over a period of 20 years, community gardens can lead to increases in tax revenues of about $500,000 per garden.

Benefits of Skateparks

Although skateparks lack the environmental and aesthetic benefits of traditional park spaces, skateparks do provide significant health, social, recreational, and economic benefits. Skateparks provide opportunities for youth to socialize. The parks also attract residents from neighboring communities who often patronize businesses surrounding the park. Furthermore, skateparks increase the safety of skateboarding; over 90% of U.S. deaths involving skateboards occur outside of skateparks. Finally, some skateparks contribute to a reduction in crime. For example, between 2003 and 2008, crime declined 22.8% in the area immediately surrounding the 14th Street Skatepark in Long Beach.

Estimated Value of a New Traditional Park in City Heights

According to data based on various methodologies and parks throughout a wide range of U.S. cities, the creation of a new traditional park in City Heights would be in the range of about $135,000 to $539,000 total, or approximately $23,000 to $33,000 per acre per year. Data from hedonic analyses of the benefits of urban parks indicate that a new traditional park space in City Heights would provide value in the range of $134,700 to $538,798. By far, the most commonly used method of calculating the benefit of parks is the hedonic pricing model, which compare the price of homes within a certain distance of a park to similar homes at a greater distance from a park. In San Francisco, properties within 500 feet of a park are worth on average 5-20% more than houses within 500 to 1,000 feet of a park. Assuming that this phenomenon occurs in City Heights, where the median home sales price is $244,908 and approximately 11 detached single family houses would be within 500 feet of park, yields the aforementioned range. In Portland, Oregon, the median sale prices of homes within 1,500 feet of a park are 1.8% higher than homes located farther from a park. If the value of parks in City Heights is similar to parks in Portland, a new park in City Heights would increase the value of 101 detached single family houses in the vicinity by a total of $445,242, which is within the estimated range. The estimated range is conservative, given that open space has a statistically significant positive effect on the median rent, median housing costs, and homeownership rate in the area surrounding the open space for a distance of up to 2,000 feet. Additionally, proximity to open space is valued more highly than average in neighborhoods such as City Heights that have a dense population, high crime, and high percentage of youth.
As described in Table 5, five additional hedonic analyses of urban parks across the United States confirm that parks have a statistically significant positive effect on surrounding home values.

<table>
<thead>
<tr>
<th>Location</th>
<th>Finding</th>
</tr>
</thead>
</table>
| Baltimore, Maryland              | For each 1% increase in distance that a home is from a park, the home’s value decreases by 2.2%.  
                                 | 72                                                                       |
| Boston, Massachusetts            | Property price is expected to decrease by 6% when distance to the nearest large park doubles.  
                                 | 73                                                                       |
| Minneapolis, Minnesota          | For every one percent increase in the distance to the nearest park, the sales price of a home decreases by 0.0035%.  
                                 | 74                                                                       |
| Roanoke, Virginia               | A 1% decrease in distance from parks increases the price of the house by 0.016%. A 1% increase in square footage of a neighborhood urban park increased the real sales price of each house in the neighborhood by 0.03%.  
                                 | 75                                                                       |
| Savannah, Georgia               | Single family homes across from or adjacent to a park or square are worth 14% more than homes that are not.  
                                 | 76                                                                       |

Findings of the Trust for Public Land’s (TPL) comprehensive analysis of the value of the City of San Diego’s park system and the East Bay Regional Park District’s commissioned study of its economic benefit – neither of which utilize hedonic analysis – suggest that the benefits of a new traditional park space in City Heights would total approximately $23,211 to $32,729 per acre per year. Utilizing an assortment of data, including weather records, Geographic Information Systems (GIS) maps, and survey results, TPL calculated the value of several benefits that directly result from San Diego’s parks – property tax receipts, direct use, health benefits, community cohesion, stormwater management, air pollution mitigation and property profit from park proximity realized at the time of sale. TPL’s aggregate estimation is slightly more than $1.5 billion per year. Assuming that the proportion of the value of City Heights’ parks to the value of the San Diego’s parks is equivalent to the proportion of the acreage of City Heights’ parks to the acreage of the San Diego’s parks, each new acre of park space in City Heights would yield annual benefits worth $32,729.  

77,78,79

The analysis of the East Bay Regional Park District, which encompasses Alameda and Contra Costa counties east of San Francisco, indicates a direct use value of $16,376 per acre. This estimate is significantly lower than the TPL’s direct use value calculation of $25,894 per acre, which is nearly 80% of TPL’s estimate. In the East Bay Regional Park District, the willingness to pay for a visit to a park for walking, running, hiking, or biking is between $2 and $7.  

80 Assuming that willingness to pay to visit a new City Heights park is $2 and given that 94% of City Height’s 23,537 youth aged 1-18 use the park at least once a month and youth are about 35% of U.S. users of community and neighborhood parks, the value that City Heights park users place on their experience is $1,522,944 per year, or $16,376 per acre.  

81,82,83,84

Estimated Value of a New Skatepark in City Heights

Although no study of the economic impact of skateparks has been conducted, admission costs and attendance data of a skatepark eleven miles northwest of City Heights indicate that a City Heights skatepark would provide a value of about $40,000 per year.  

85 The Mission Valley YMCA Krause Family Skate and Bike Park in San Diego, which has an average yearly

### Conservative Estimates of the Value of a New City Heights Park

**Traditional Park:** $23,211 to $32,729 per acre per year

**Skatepark:** $40,000 per year
attendance of 40,000, generates revenue of about $160,000 per year. The admission cost for a daily session pass at the park for club members is $4. The estimate does not account for the $10 admission cost for a daily session pass for non-members. However, this flaw is likely counterbalanced by the fact that the estimate also does not account for discounted admission of $2 for members, which is offered to military personnel on Mondays, all members on Tuesdays, those age 30 and over on Wednesdays, and those who wear a BMX t-shirt or a t-shirt from the skate park store on Fridays. Estimates show that yearly attendance at a City Heights would be about 10,000, 25% of the attendance at Mission Valley YMCA Krause Family Skate and Bike Park.
Increasing the Provision of Park Space in City Heights

Site Suitability Analysis

Methodology
The project team conducted a site suitability analysis to identify key areas that would be ideal for a new park in City Heights based on a set of defined criteria. Through the analysis the team located one area within City Heights that would be best poised for a new park location, and two “second choice” areas that would benefit greatly from a park as well. Figure 6 outlines current park provision in City Heights. Green areas on the map are adequately provided with parks, meaning they are within ¼ mile of a park and have less than 1,000 people per 2.8 acres of park space. Orange areas are within ¼ mile of a park but have more than 1,000 people per 2.8 acres of park space. Lastly, red areas are not within a ¼ mile of a park.
Figure 6. Parks Providing Adequate/Inadequate Park Space According to the Population
Table 6 outlines the criteria used in selecting the optimum site for a new park in City Heights. As you can see in the table, some of the criteria are classified as mandatory, whereas others are preferred.

### Table 6. Site Suitability Analysis Criteria

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Justification</th>
<th>Operationalized</th>
<th>Preferred/ Mandatory</th>
</tr>
</thead>
<tbody>
<tr>
<td>Park Underprovision</td>
<td>In order to serve the greatest number of people possible, the park should be located in an area that is not currently being served by another park and is defined as park underprovided.</td>
<td>Areas with less than 2.8 acres of park space per 1,000 residents within ¼ mile of their residence.</td>
<td>Mandatory</td>
</tr>
<tr>
<td>Dense Population</td>
<td>In order to serve the greatest number of people and increase the chances of park utilization, the park should be located in an area with high population density.</td>
<td>Census blocks with above the average population density in City Heights.</td>
<td>Mandatory</td>
</tr>
<tr>
<td>Joint Use fields</td>
<td>Joint use fields provide park access for certain populations, namely those who play sports. The new park should not be located in an area that is being served by a joint use field. This criterion is not mandatory because joint use fields are used by a limited population and have had obstacles in the City Heights area such as not being unlocked for general use and being closed for maintenance. Therefore they are considered secondarily to traditional parks.</td>
<td>Areas outside of ¼ mile distance from a joint use field</td>
<td>Preferred</td>
</tr>
<tr>
<td>At intersecting sub-neighborhoods of City Heights</td>
<td>There are 14 defined sub-neighborhoods within City Heights. The new park should be located at the intersection of two or more of these sub-neighborhoods. The hope is that this will contribute to greater utilization and enhanced community cohesion between sub-neighborhoods.</td>
<td>Areas near sub-neighborhood intersections.</td>
<td>Preferred</td>
</tr>
<tr>
<td>High percentage of youth population</td>
<td>Parks have a particular benefit for youth, who are much more likely to exercise if there is a park within close proximity to their home. Additionally, youth tend to utilize parks more than adults or senior citizens.</td>
<td>Census blocks with above the average % of population that are youths in City Heights.</td>
<td>Preferred</td>
</tr>
</tbody>
</table>
Findings
Figure 7 depicts all the criteria and the final chosen site. The selected area was chosen because:
1. It is an area that is underprovided with parks
2. It has high population density
3. There are several blocks within the selected area that have above the median percentage of population that are youths
4. A lack of a significant presence of joint-use fields.
5. There are six different sub-neighborhoods (Teralta West, Teralta East, Colina del Sol, Fox Canyon, Chollas Creek, and Fairmont Village) and multiple points of intersection in the chosen area. There is opportunity for a new park to be located at the intersection of two to five of the sub-neighborhoods within the selected area.
Figure 7. Site suitability Analysis, All Criteria
Based on the criteria applied to the site suitability analysis, the ideal location for a new park in City Heights, Site 1, is shown in Figure 8 outlined in blue. The second choice areas, Site 2 and Site 3 are outlined in aqua. Table 7 classifies the three sites according to the applied criteria. Site 1 meets the criteria the best and Sites 2 and 3 both meet the criteria to a lesser extent.

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Site 1</th>
<th>Site 2</th>
<th>Site 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Park Underprovision</td>
<td>High</td>
<td>Medium</td>
<td>Medium</td>
</tr>
<tr>
<td>Dense Population</td>
<td>High</td>
<td>High</td>
<td>High</td>
</tr>
<tr>
<td>Joint Use Fields</td>
<td>Few</td>
<td>Many</td>
<td>Few</td>
</tr>
<tr>
<td>At Intersecting Sub-Neighborhoods of City Heights</td>
<td>Yes</td>
<td>Somewhat</td>
<td>Yes</td>
</tr>
<tr>
<td>High Percentage of Youth Population</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
</tbody>
</table>

The suitable site (site 1) lies along the commercial University Avenue corridor. It has an area of approximately ¾ of a square mile and is characterized by very high population density. There are three parks surrounding the area—Teralta Park, City Heights Recreation Center, and Colina del Sol—two of which do not meet the park acreage needs for the immediately surrounding community. There is also one joint-use field just inside the boundaries of the selected area – Ibarra Elementary multi-purpose field. Despite the close proximity of these parks, the park acreage is not sufficient to serve the large population that resides in the area.
Figure 8. City Heights Ideal Park Sites
Vacant Land Analysis

Methodology
Following the completion of the site suitability analysis the research team completed a site visit to identify vacant parcels (land and buildings) in site 1. The vacant parcels were then mapped utilizing a parcel shape file that was retrieved from the San Diego Assessor’s office.

Utilizing planning and open space literature criteria were determined to evaluate the vacant parcels as demonstrated by Table 8. Information gained from the Assessor’s Office shape file, including Assessor’s Parcel Number (APN), ownership information, address, and size of the parcel, was used in conjunction with information gained from the site visit to populate the table in order to inform Price of the merits and disadvantages of each parcel (Appendix E.)

Table 8. Vacant Land Analysis Criteria

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Justification</th>
<th>Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>Connectivity</td>
<td>People are more likely to use a park if it is on their way to another community asset or if it is connected to their patterns of daily movement.(^92)</td>
<td>Located Along or Near a Main Thoroughfare (University or El Cajon)</td>
</tr>
<tr>
<td>Not Directly Adjacent to Residences</td>
<td>Location in a residential area could result in opposition to developing a field with lighting or a skate park, because of obstructed views and noise.</td>
<td>Residences adjacent to the parcel.</td>
</tr>
<tr>
<td>Feasibility of Acquisition</td>
<td>Property cannot be purchased without willingness of an owner to sell.</td>
<td>Owner and past history identification.</td>
</tr>
<tr>
<td>Current State of Parcel</td>
<td>Whether the parcel is currently undeveloped or possesses a vacant building would impact the development costs of the park (demolition of an existing structure and potential hazardous materials.)</td>
<td>Lack of a building or structure.</td>
</tr>
<tr>
<td>Lot Size</td>
<td>A larger lot would provide the potential for it to be developed in numerous ways.</td>
<td>Able to accommodate two or more amenities (1/2 acre or more.)</td>
</tr>
<tr>
<td>Parking</td>
<td>Access to parking has been identified as resulting in connectivity and accessibility of parks.</td>
<td>Existing parking and/ or space to develop parking (excludes limited street parking.)</td>
</tr>
</tbody>
</table>

Findings

The research team identified 10 vacant parcels (land and buildings) during the site visit. When locating them in GIS, each parcel was given a numerical value as demonstrated by Figure 9. Three parcels were excluded from the analysis; Parcel 1 was excluded because it is a very small green space owned by an adjacent apartment complex; Parcel 8 was excluded because it is currently being developed by Price Charities for a different initiative. Lastly, Parcel 7 was removed from the potential lot list because it is too small to be developed into a feasible park space.
As demonstrated by Table 9 each of the 7 parcels possesses characteristics that would make the amenable to developing a park. Parcel 10 is City owned parkland that recently has had difficulty being developed because of a lawsuit. Parcel 10 also represents the only space not located directly on or adjacent to the main thoroughfares of El Cajon and University. The unsuitability of Parcel 10 is unfortunate because it is the largest plot in Site 1, approximately 1 1/3 acres.

Table 9. Vacant Land Analysis Applied Criteria

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Vacant Parcel Numbers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Connect.</td>
<td>2 3 4 5 6 9 10</td>
</tr>
<tr>
<td>Univ.</td>
<td></td>
</tr>
<tr>
<td>Univ.</td>
<td></td>
</tr>
<tr>
<td>Univ.</td>
<td>Cajon</td>
</tr>
<tr>
<td>Cajon</td>
<td>Univ.</td>
</tr>
<tr>
<td>Cajon</td>
<td>None</td>
</tr>
<tr>
<td>Directly Adjacent to Residences</td>
<td>No No No Yes Yes Yes Yes</td>
</tr>
<tr>
<td>Owner</td>
<td>SD SD Private owners</td>
</tr>
<tr>
<td>SD Redevelopment.</td>
<td>Private owners</td>
</tr>
<tr>
<td>Private owners</td>
<td>Private owners</td>
</tr>
<tr>
<td>Private owners</td>
<td>SD</td>
</tr>
<tr>
<td>Bldg.</td>
<td>Bldg. Asphalt Grass</td>
</tr>
<tr>
<td>Lot Size</td>
<td>2/3 acre ¾ acre ½ acre</td>
</tr>
<tr>
<td>½ acre</td>
<td>¼ acre 1/5 acre ½ acre</td>
</tr>
<tr>
<td>1/5 acre</td>
<td>½ acre Street only</td>
</tr>
<tr>
<td>½ acre</td>
<td>Street only; room for off street parking</td>
</tr>
<tr>
<td>Parking</td>
<td>Off street Limited street</td>
</tr>
<tr>
<td>Limited street Limited street &amp; off street</td>
<td>Limited street &amp; off street</td>
</tr>
<tr>
<td>Limited street &amp; off street</td>
<td>Limited street &amp; off street</td>
</tr>
<tr>
<td>Limited street &amp; off street</td>
<td>Limited street &amp; off street</td>
</tr>
</tbody>
</table>
Vacant lot 3 is most preferable because it has high connectivity, no existing building that would require demolition, and is not directly adjacent to residences. It is nearly one acre in size and could be developed into multiple park types, including a concrete skatepark.

Vacant lot 2 is highly desirable because it is fairly large, has off street parking, high connectivity, and is not directly adjacent to residences, meaning that noise levels are kept to a minimum. This lot could be potentially acquired easily as it is owned by the City of San Diego Redevelopment Agency, which is likely to be sold because they are not committed to projects. A potential drawback of this lot is that it is currently a vacant building, which would require future demolition and could increase costs. The size and position of this parcel is amenable to various types of parks, including a small play structure and/or open green space.

In addition, vacant lot 5 may be a satisfactory third option as it exhibits high connectivity, is fairly large, and offers a fair amount of parking. The disadvantages to this lot are that it is directly adjacent to residences, may or may not be easily acquired, and is currently a building.

Vacant lot 9 may also be a satisfactory alternative or additional developed lot. It exhibits high connectivity, has no existing building, and is fairly large. However, it is also directly adjacent to residences, has limited parking, and may or may not be acquired easily.
Increasing the Impact of Parks in City Heights

Park Amenities

Methodology
This report relies on two main methods to assess best practices in park design and amenities. First, we conducted a drive-by or “windshield” analysis observation of several parks within City Heights to assess current amenities and features. Second, we conducted a literature review of several academic journals to identify innovative ways to create parks, park funding, the relationship between park space and public safety, and usage of parks based on demographic preferences.

Through a windshield analysis, we assessed seven different parks suggested by Price Charities within City Height’s boundaries, including Colinas, City Heights Urban Village, Azalea, Teralta, Hollywood, and Edison parks as well as Monroe Clark joint use field. Specifically, we chose these parks because of their locations across City Heights, and varied topographies and sizes. We used the Physical Activity Resource Assessment protocol to operationalize our definitions of features, amenities, and incivilities, as well as ratings of good, mediocre, and poor.93(Appendix F). Features include signage, playing fields or courts, trails, and pools. Amenities detail more specific aspects of features or the overall park design and include shelters, benches, lighting, and landscaping. Incivilities refer to items in a park that would dissuade the community from use. These include evidence of substance abuse, graffiti/tagging, no or overgrown grass, and dog refuse.

Findings
The windshield analysis demonstrated that overall, park quality was good, with features and amenities fairly well maintained. Figure 10 depicts the current state of park amenities in City Heights. Unsurprisingly, grass maintenance on fields tended towards mediocre to poor quality as they are often overused. Incivilities in these particular parks were so infrequent, except for sightings of some litter and graffiti/tagging, that they were not displayed graphically. According to the 2013 City of San Diego Unfunded Park Improvements List, several parks in City Heights need updated amenities, including replacement of a recreation center, and trail, sidewalk, and lighting improvements.94 Features that the parks analyzed in City Heights lack include bike racks, sandboxes for children, and exercise stations, particularly for adults. These parks also had minimal lighting (two of the seven parks observed had lighting). Depending on community needs, these features and amenities may be included in the creation of new park space.

Reviewed literature noted that park amenities are delimited to land topography and size, overall park design, community needs, and initial and maintenance costs. There are many options for park amenities, including type and placement of vegetation, playgrounds, type of turf, benches, tables, drinking fountains, fields, and bathrooms. Ideally, parks should offer a range of amenities that serve the community in multiple ways. Many residents in City Heights have expressed the need for playing surfaces geared toward youth sports, including a skate park.96 Several studies found that males tended to be more physically active in park space than females.96,97,98,99 So while fields and

Recommendations for Park Amenities
• Take into account topography and size of lot to be developed
• Keep initial and maintenance costs low by using plants with low water requirements and materials that make graffiti/tagging difficult, such as metal or tiles.
• Design a park with a range of amenities to serve diverse community needs.
skateparks may certainly be utilized by females, Price may want to look into a variety of features and amenities that cater to both genders.

Moreover, community members and staff in the Parks and Recreation Department have expressed the desire for synthetic turf, which is more durable and can be played on year-round, but has higher initial and replacement costs. In addition to turf selection, cost considerations for other amenities should be taken into account. For example, The Trust for Public Land (TPL) designs parks with low cost, low maintenance materials by limiting the amount of turf and using plants that are durable and require little water. In addition, TPL park designers limit surfaces that can be tagged with graffiti by using metal picnic tables and turning signs into tiled mosaics instead of markable surfaces.

Figure 10. City Heights Park Features and Amenities

![City Heights Park Amenities](image1)

![City Heights Park Features](image2)
In addition, park location may decrease the perception of available park space for residents in City Heights. For example, Azalea park is not located near a main thoroughfare and is utilized by mostly residents in that particular locale within City Heights. The park is also downward sloping, meaning that access points and visibility are somewhat compromised. These findings may inform criteria for future park development, particularly emphasizing suitable sites with high connectivity (see Vacant Land Criteria in Table 8).

While the windshield analysis informed the state of current park space in City Heights, the academic literature review illustrated that park space can be created with limited space and funded through public-private partnerships. Cities across the U.S. are addressing the creation of new park space in space-limited areas by finding unique places to build parks. Examples of innovative park space include rooftop parks, such as New York’s Riverbank State Park, Studio City Greenway along the Los Angeles River, Paley Park, a pocket park in New York City, and “Medical Mile” in Arkansas, created through a partnership with hospitals and health nonprofits to use local artists to educate the public about better nutrition and exercise.

Pocket Parks address unused public space in densely populated areas and have the benefits of 1) the ability to be developed from vacant sites, 2) provide rest, meeting, and/or play areas for adults and children, and 3) alleviate over-use of existing larger parks. Research has shown that pocket parks serve the immediate local community within a 1-2 block radius and should be visible from the street.

As maintenance costs are often more difficult to fully fund than initial park development costs, creative park design can be instrumental in lowering maintenance costs and adding amenities that have to the potential to affect community health outcomes. Planting native plants have been shown to lower maintenance costs. In addition, amenities can be placed strategically to satisfy a range of community needs despite cost and space constraints. For example, adults watching their children on the playground can have access to recreation despite space constraints if exercise stations are placed nearby, such as the Trust for Public Lands’ “Fitness Zones” for adult recreation.

Furthermore, appropriate park design can reduce crime. Summer Night Lights, operated by the Los Angeles Mayor’s Office of Gang Reduction and Youth Development, is a program that keeps parks open and lights on until midnight in high crime areas. According to the City of Los Angeles, there were 55% less shots fired, 57% reduction in gang related homicide, and 45% decrease in victims in 2010 due to the program.

Researchers have also have found that crime is often concentrated in a few parks while most parks experience little crime. One study found that parks in “unstable” neighborhoods were associated with decreased violent crime. In addition, reduced non-violent crime was correlated with field lights and adjacency to a public transit stop. Park amenities such as playgrounds, fields, and pools also significantly reduced crime, due to the nature of increased social cohesion through organized activities.

Given these findings, design is essential in building community cohesion in parks, which may lead to safer parks. Placing amenities strategically can facilitate human interaction, such as putting food vendors near playgrounds and drinking fountains. Other considerations include providing adequate signage and lighting to enhance visibility and points of entry, placing amenities such as restrooms in a central area, and offering alternative exits to make all park users comfortable finding a safe route home. Moreover, while some pose that dense vegetation is a safety risk, a study found that vegetation that preserves visibility actually reduces crime by increasing surveillance in more
highly used park space and alleviating some precursors to violent acts. In addition, well-maintained vegetation may reduce crime in parks because it provides a sense of community ownership.  

Researchers have found that different demographic groups have different park preferences. Studies have shown that women across all ethnicities prefer a “high degree of visual access” (299), yet there are distinct preferences between ethnic groups for various types of park space. African Americans were more likely than Whites to prefer a built environment as opposed to natural open space, and Asian American sub-groups were more likely to visit parks in groups than Whites, African Americans, and Hispanics. All groups, however, perceived health, spiritual, and environmental benefits from park space without the notion that parks are a tax burden.

While some studies have shown that inner-city, low income residents, older adults, females, and ethnic minorities are less likely to use parks, other findings showed that there was a higher concentration of park space in some low-income, high minority areas, but space usage was often low due to park disamenities, such as environmental pollution, poor safety, and nearby vacant land. Another study found that park proximity, duration of park visitation, daily physical activity, and perceived health had only a weak, indirect relationship. However, a second study reported that access to recreation, frequency of seeing others exercise, and pleasant scenery was associated with physical activity. Research on predominantly Latino youth shows that perception of higher quality facilities, organized programming, and association with team sports increased the likelihood of physical activity within a park, so park design options may include amenities that cater to organized sports.

Research varies on the relationship between parks and safety as well as the relationship between park usage and demographic group preferences. It is clear from the literature that park design can increase perceptions of public safety at the very least, and perhaps reduce crime altogether at best. Local demographic preferences in City Heights may differ from the literature. Discussions with City Heights residents and local community groups reveal a preference toward flat, open space for youth, but others have expressed interest in community gardens and other passive recreational spaces. Thus, in addition to looking at innovative park space implemented in other cities, community input will yield more representative information when planning for parks that will derive the most impact.

Community Engagement

Methodology

In order to create a community engagement toolkit (Appendix H) to aid in future park planning, we conducted a literature review to identify the need and benefits of community engagement and innovative and successful tools to engage diverse communities. We conducted numerous interviews (Appendix G) with experts in the field of park design and planning to inform our findings.

Findings

Importance of Community Engagement

Involving community members in the park design and planning process has been shown to be an effective way of creating a park that is both heavily utilized and viewed as a community asset. The participatory planning approach can yield many benefits including helping to build trust with community members and increasing social capital (social ties, networks, and support.) Research has shown that asset-based community development is successful because it draws upon the existing strengths of a community (skills and insights of local residents and power of local organizations and institutions) to make individual projects and the community as a whole more resilient and sustainable. Community engagement strategies in park planning involve park users in
the planning and design process, helping to ensure that the park reflects what they want and will utilize. Parks that fail to actively attempt to gain community input and incorporate it in their design risk the chance of failing to meet the community’s needs and not being heavily utilized.

**Difficulties Engaging Diverse Communities**

Traditional community engagement approaches, such as town forums and community meetings, have been determined to be ineffective approaches to gaining community input when working with historically marginalized groups. This is because they tend to disregard the legacy challenges of marginalized communities. By disregarding these challenges, traditional strategies are generally characterized by power dynamics and structures that can be off-putting and intimidating to certain demographics. Additionally, as a result of lengthy histories of disenfranchisement many times traditional approaches can also morph into a platform for people to discuss their concerns regarding numerous issues unrelated to the issue at hand.

An unsurprising and prominent finding among several academic studies was that “…disparities in political activity…parallel the fault lines of significant political and social division in America” (11). According to a nationwide study, interest, information, perception of influence on decision makers, resources, and partisan alignment factor into the motivations underlying civic participation. However, these factors are divided among lines of gender, age, and ethnicity. One study found that Whites are the most civically active, followed by African Americans and then Latinos. Additionally, findings have shown that education and income are positively correlated with participation. For example, the greatest predictor of youth involvement in politics was educational attainment, in greater magnitude than political exposure in the home and participation in school activities.

Similar to other studies’ findings, a study on citizen advisory boards and their influence on local decision makers illustrates that participation tends to be concentrated among higher socio-economic and more highly educated groups. Citizens in these groups were found to be six times more likely to participate than lower socio-economic and less well educated groups. In addition, women were found to be less likely to join a board as a method of community engagement.

Despite these inequities in advisory board participation, neighborhood boards have been found to be effective in representing local concerns, developing a stronger sense of community, and greater trust in local officials. People who participate on boards are more likely to perceive political efficacy and perceive that formalized meetings exert greater influence than individual or informal efforts. In fact, citizen advisory boards had more influence than perceived. By contrast, advisory boards were not found to be influential with broader, regional issues or controversial issues.

City Heights currently engages interested community members in the park development process through park advisory councils within the City Heights Region. However, the Parks and Recreation Department struggles with achieving full representation on advisory boards. Better understanding motivations for participating in citizen advisory boards and citizens’ influence on decision makers through these kinds of civic venues may inform Price Charities and other community groups on how to get a more representative sample of local residents to participate in civic forums.

**Innovative Methods for Engagement**

Participatory processes are time and energy intensive undertakings and require a willingness on the part of the community to become involved. Achieving 100% participation and or a representative sample are difficult to obtain through community engagement strategies. Community engagement strategies can utilize certain incentives and partnerships to help increase participation rates. Strategies that have been flexible and innovative in nature as well as provided incentives to participants experienced notable participation. These incentives include a raffle, food or fun
activities and entertainment. People have numerous reasons for not engaging in the civic process, by trying to actively address some of the barriers the various benefits that community engagement creates can be reaped. Additionally, by partnering with community organizations and utilizing them as an avenue to publicize the event to a specific population increases the likelihood of participation from diverse communities.

The Trust for Public Land (TPL) recognizes the merits of non-traditional engagement approaches and as result they utilize innovative and informal engagement strategies to most effectively receive input from diverse communities, including holding five minute sidewalk meetings and providing activities for children and food at events.\(^{138}\) By identifying the need for innovation and flexibility in their strategies, TPL has administered community engagement campaigns and receiving input from diverse groups.

Recommendations from studies on diversity and community engagement focus on face-to-face outreach strategies. One study focused on engaging primarily Latino segments of communities. As over half of the population in City Heights identifies as Hispanic,\(^ {139}\) engaging this population will be crucial in working towards more representative voices in civic activities, namely, in the creation of community park space. Although Latinos are a growing demographic in the American population, they have historically lagged behind Whites and African Americans in voting registration,\(^ {140}\) which may correlate with corresponding low civic engagement in other local decision making processes. In order to better engage this segment of the population, a study of professionals working with Latinos on civic engagement issues suggested the following:

- Hire community outreach managers that speak the language and have familiarity with Latino culture.
- Personal contact and follow up have been more successful than flyering or phone calls.
- Recruit community leaders and get their input.
- Be sensitive to the many hybrid identities in the “Hispanic” category.
- Enlist the assistance of respected community organizations.
- Clearly explain how participation will fulfill a personal self-interest, even if one is ineligible to vote formally.
- Work with Latino media and interfaith churches.

Partnering with local nonprofit organizations that regularly engage the community would enable Price Charities to aggregate their resources with other organizations who recognize the need for new park space, as well as increase the credibility and visibility of the process of advocating for and creating a park. Organizations that serve youth, immigrants, and large populations would likely make strong partners in engaging the community about parks. To make the collaboration effective would require successful communication, invested leadership, and shared power. The goal would be create a park that will be highly utilized by community residents (Appendix H).

Community visioning and design days are a great strategy to use in order to gain widespread community input regarding what residents envision for a new community space or amenity. These types of events are generally held after both funding and a location have been secured for a new park. Community input gatherings strive to create fun and engaging activities in order to obtain informal community input. Various games and activities, include creating architectural models of dream parks, storytelling and scavenger hunts. After the event is completed the final models and activities are analyzed to identify common elements and themes.\(^ {141}\)

In order to encourage widespread participation, visioning day staff could reach out to various community organizations, local businesses and entertainers. By forging partnerships, partnering
organizations could help to publicize their event to the unique communities they serve. Furthermore, the incorporation of their organization’s name on visioning day flyers could help encourage participation of individuals who have familiarity with one of the organizations. Finally, making the event a community event and including local entertainment and food from local businesses could help encourage participation and increase the representation of participants.

Young people are among the most visible and active park users, however, they have often left out of the planning and design process. In recent years various non-profits and educational organizations have identified the benefit that youth can contribute to design and planning and have been working to actively involve them through multiple approaches and programs. As previously mentioned including youth in park design has numerous benefits such as, providing different and innovative perspectives, creating ownership within that demographic that results in increased stewardship of public spaces and decreased vandalism as well as promoting civic engagement at a young age. Engaging youth in park design and planning can be done in various ways including incorporating relevant design projects into class curricula. TPL has used this approach in South Los Angeles. TPL was able to partner with a high school art teacher and together they created an art project that resulted in informal input from the students on what they desired for a new green space.

While it is difficult to achieve 100% participation and or a representative sample in an engagement approach, innovative approaches that focus on partnerships, flexibility and incentives are better able to break down various barriers to participation. Successful community engagement strategies are those that meet people where they are currently located, whether it is at school or at park. By doing so, organizations are better able to effectively engage citizens.
RECOMMENDATIONS & CONCLUSION

As illustrated by this research, City Heights lacks adequate park space as well as access to the associated benefits of parks. Price Charities is in a unique position to help facilitate the development of a new park that meets the needs of residents in City Heights. A park developed in line with the below recommendations will likely result in a space that is highly utilized and viewed as a community asset.

Suitable Site

While a new park located anywhere in City Heights would be a benefit to the community, in order to increase impact of resources, Site 1 should be prioritized in placing a new park. Sites 2 and 3 should be second priority and the rest of City Heights should be third priority.

Vacant Lots

Seven vacant lots or buildings identified in Site 1 could be developed into park space and include desired amenities such as a gated skate park, play structures and/or a small turf field with lighting. Four of the seven lots satisfy enough criteria to be developed into a highly utilized park. Lot 3 is most preferable, followed by lot 2 and then lots 5 and 9.

Amenities

Because of the economic climate, park creation is more feasible when initial and maintenance costs are low. There are various ways to keep maintenance costs low, including using plants with low water requirements and materials that make graffiti/tagging difficult. Moreover, it is crucial to design a park with a range of amenities to serve diverse community needs. Vacant lots with more space should be considered so that multiple amenities can serve a broad constituency.

Utilizing Community Engagement Strategies

Community engagement can yield various benefits in the park planning and design process, including high park utilization and increasing social capital. Innovative engagement strategies including visioning days, forming partnerships with other community organizations, and incorporating park design into local school curriculum, allow public organizations to better engage their constituents.

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Project Limitations

Two new park projects in City Heights may be developed in the near future. The development of a skate plaza on Central Avenue and a potential community park as part of the Four Corners project will affect our findings in the following ways:

- Changes the amount of park space in City Heights, may affect both the provision of parks in the area and change the suitable site area identified.

- Park amenities most needed may differ depending on what is developed in these new spaces.
APPENDIX A: SITE SUITABILITY ANALYSIS METHODOLOGY

Site Selection Process
The site suitability analysis was a process of systematically narrowing the area of City Heights based on the outlined criteria. The results were largely driven by the two mandatory criteria – park underprovision and high population density. The population within ¼ mile of the parks was compared to the park acreage. Using the definition of adequate park provision—2.8 acres of park space per 1,000 people—we determined three classifications of areas (see figure 5):

1. Areas that are adequately provided with parks (green): meet the population and distance requirement
2. Areas that have limited park provision (orange): meet the distance requirement, but not the population requirement
3. Areas with no park provision (red): do not meet the distance requirement

The next step was to add the criteria of population density. Using Census data at the block level, we determined blocks that had above the median population density of City Heights and those that had below the median population density of City Heights (Appendix A, Population Density in City Heights). The median population density in City Heights is 14,063 people per square mile compared to the population density in San Diego City of 4,017 people per square mile. Even the areas classified as “low” population density in City Heights are still relatively high compared to the City as a whole. However, due to the need to narrow the area, we use the median as the cutoff. The areas of high population density run along a rough t-shape in line with the major commercial corridors, with University Avenue running East/West and Fairmount Avenue running North/South.

The preferred criteria—near areas of high percentages of youth population, outside the immediate are of a joint use field, and at a sub-neighborhood intersection—were not instrumental but still taken into account. The concentration of youth population is spread fairly evenly throughout the neighborhoods; therefore, we could not use concentration of youth population as a narrowing criterion (Appendix A, Youth Population in City Heights). Joint use fields were mapped in Appendix A, which depicts a ¼ mile radius around the joint use fields. While the proximity of a joint use field was not taken as a strict criterion, it was used loosely to narrow the site selection. Lastly, we mapped City Heights’ sub-neighborhoods in order to choose a location where there was the possibility to locate a park at a sub-neighborhood intersection (Appendix A, City Heights Sub-Neighborhoods).
Population Density in City Heights
Youth Population in City Heights
Joint Use Fields in City Heights
City Heights Sub-Neighborhoods
APPENDIX C: SITE SUITABILITY ANALYSIS MAP SOURCES

Parks

Community Plan-City Heights Outline

Basemap

Census Blocks

Joint Use Fields
Created by author using list provided by Price charities and estimations via Bing Roads Basemap

Teralta Park
Created by author using estimations via Bing Roads Basemap

Youth

Population Count
U.S. Census (2010) Table H10: Total population in occupied housing units.
APPENDIX D: SITE SUITABILITY ANALYSIS GEOPROCESSING MODEL

The figure above outlines the general geoprocessing method used for the site suitability analysis. The boxes outlined in a dotted line ended up not having an influence on the final site selection. They represent preferred criteria, which were taken into account secondarily after the mandatory criteria.
## APPENDIX E: VACANT LOT LIST

<table>
<thead>
<tr>
<th>#</th>
<th>Address</th>
<th>Size</th>
<th>Adjacent Properties</th>
<th>Description of Lot</th>
<th>Existing Structures on Lot</th>
<th>Parking Nearby</th>
<th>Topography</th>
<th>Lot/Bldg.</th>
<th>Owner</th>
<th>Connectivity</th>
<th>APN</th>
</tr>
</thead>
<tbody>
<tr>
<td>1*</td>
<td>4033 42nd St.</td>
<td>1/2</td>
<td>Small apartment buildings</td>
<td>Grass/dirt, belongs to apartment complex, not well maintained, there is a small plastic playhouse on lot</td>
<td>None</td>
<td>Street</td>
<td>Flat</td>
<td>Lot</td>
<td>Phung Joe</td>
<td>Medium</td>
<td>4714420900</td>
</tr>
<tr>
<td>2</td>
<td>4118 University, 4102 University, 41st St.</td>
<td>2/3</td>
<td>Vacant Building, VPS - vacant property specialists</td>
<td>Large building</td>
<td>Has own lot in back, some street parking</td>
<td>Flat</td>
<td>Building</td>
<td>City of San Diego Redevelopment Agency</td>
<td>High</td>
<td>45476316, 45476315, 45476314</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>0 Central Ave.</td>
<td>3/4</td>
<td>Teralta park path, bus stop, school to the back, no nearby residential</td>
<td>Grass</td>
<td>None</td>
<td>Limited street parking</td>
<td>Flat</td>
<td>Lot</td>
<td>City of San Diego</td>
<td>High</td>
<td>45476213</td>
</tr>
<tr>
<td>4</td>
<td>4455 El Cajon</td>
<td>1/2</td>
<td>Cricket cell phone provider at 4485 El Cajon (shared a wall) Hoover High School across street, Saigon Restaurant next door</td>
<td>Vacant building, used to be Paris Bakery</td>
<td>Building</td>
<td>Maybe small parking lot in back, limited street parking</td>
<td>Flat</td>
<td>Building</td>
<td>Paul, Katherine, LE and Tony Huynh &amp; Dang Nam</td>
<td>High</td>
<td>47124201</td>
</tr>
<tr>
<td>5</td>
<td>4904 El Cajon</td>
<td>1/2</td>
<td>Residential behind, commercial buildings to the sides, restaurants across street</td>
<td>Large vacant building, used to be House of Motorcycles</td>
<td>Building</td>
<td>Has own small lot, limited street</td>
<td>Flat</td>
<td>Building</td>
<td>Miss Daisy LLC</td>
<td>High</td>
<td>47120209</td>
</tr>
<tr>
<td>6</td>
<td>4876 El Cajon</td>
<td>1/5</td>
<td>Residential behind, commercial buildings to the sides, restaurants across street</td>
<td>Large vacant building, used to be some kind of insurance store</td>
<td>Building</td>
<td>Has own small lot, limited street</td>
<td>Flat</td>
<td>Building</td>
<td>Miss Daisy LLC</td>
<td>High</td>
<td>47120119</td>
</tr>
<tr>
<td>7</td>
<td>4630 El Cajon</td>
<td>1/4</td>
<td>Restaurants, adjacent to parking lot for restaurants</td>
<td>Asphalt, fence around, not ideal for a park because it’s in the middle of things</td>
<td>None</td>
<td>Limited street parking</td>
<td>Flat</td>
<td>Lot</td>
<td>Tran Family Trust</td>
<td>High</td>
<td>47117007</td>
</tr>
<tr>
<td>8*</td>
<td>Whole block 44th street- Fairmount and El Cajon</td>
<td>2 acres</td>
<td>Some residential behind, commercial on El Cajon</td>
<td>Dirt, looks like it will be developed soon, tractor on site, owned by Price</td>
<td>Parking structure</td>
<td>Parking structure</td>
<td>Mostly flat</td>
<td>Lot</td>
<td>Fairmount &amp; El Cajon Realty LLC</td>
<td>High</td>
<td>Numerous APNs</td>
</tr>
<tr>
<td>9</td>
<td>0 University</td>
<td>1/2</td>
<td>Residential behind, commercial along University</td>
<td>Unused parking lot, fenced off, some grass surrounding</td>
<td>Stairs with stucco gazebo</td>
<td>Street</td>
<td>Slight downward sloping to the East</td>
<td>Lot</td>
<td>Kari Le Chua</td>
<td>High</td>
<td>47151134</td>
</tr>
<tr>
<td>10</td>
<td>5024 Wightman St.</td>
<td>1 1/3</td>
<td>Residential</td>
<td>Un-maintained grass, trees</td>
<td>None</td>
<td>Street</td>
<td>Mostly flat</td>
<td>Lot</td>
<td>City of San Diego</td>
<td>Low</td>
<td>47162223</td>
</tr>
</tbody>
</table>
City Heights Park Survey Checklist: Saturday, February 9, 2013

Your Name: ______________________________                    Park Name: _____________________________
Time of Observation: _________   to    _________                   Park Hours: _________    to    _________

Does the signage display the hours? YES or NO does the signage display rules? YES or NO

Rate the features found in the park: (P = Poor, M = Mediocre, G = Good, NA = Not Applicable)

| _____ Baseball Field: #___ | _____ Exercise Stations | _____ Trails |
| _____ Basketball Courts: #___ | _____ Play Equipment | _____ Sidewalk |
| _____ Soccer Field: #___ | _____ Sandbox | _____ Volleyball Courts: #___ |
| _____ Bike Rack | _____ Tennis Courts: #___ | _____ Pool: #ft. deep |

Rate the amenities found in the park: (P = Poor, M = Mediocre, G = Good, NA = Not Applicable)

| _____ Access Points | _____ Fountains (decorative) | _____ Shaded Picnic Tables: #___ |
| _____ Bathrooms | _____ landscaping (not grass) | _____ Non-Shaded Tables: #___ |
| _____ Benches: #_______ | _____ Lighting: #_______ | _____ Shower/Locker Room |
| _____ Drinking Fountains: #___ | _____ Shelters: #_______ | _____ Trash Containers: #___ |

Rate the incivilities found in the park: (P = Poor, M = Mediocre, G = Good, NA = Not Applicable)

| _____ Auditory Annoyance | _____ Overgrown Grass |
| _____ Broken Glass | _____ Sex Paraphernalia |
| _____ Dog Refuse | _____ Vandalism |
| _____ Dogs Unattended | |
| _____ Evidence: Substance Abuse | |
| _____ Evidence of Alcohol Abuse | |
| _____ Graffiti/Tagging | |
| _____ Litter | |
| _____ No Grass | |
APPENDIX G: INTERVIEW SOURCES

Community Health Councils, Inc.
San Diego Parks and Recreation Department
San Diego Canyon Lands
San Diego Foundation
Trust for Public Land
APPENDIX H: COMMUNITY ENGAGEMENT TOOLKIT

The Community Engagement Toolkit follows the endnotes.
For the purposes of our research, “park space” is an outside space that is used for recreational activities and is either naturally occurring passive park space or a built active park space. It is free to use and open to residents of the community. A community is considered underprovided with park space if there is less than 2.8 acres of park space per 1,000 residents within ¼ mile of their residence.


The primary distinction between a neighborhood park and a community park is acreage. The City of San Diego considers residential parks less than 13 acres to be neighborhood parks and residential parks more than 13 acres to be community parks.

“Useable” acres includes both passive and active open spaces (defined in Appendix A). The City Plan uses the word “useable” but it is not defined.


Interview, Jim Davies, Community Development Coordinator, City of San Diego. 11/16/12.


To calculate the number of detached single family homes within a particular distance from a park, I determined that each of the four square miles of City Heights encompasses 1,257 homes on average, given that there are 5,027 detached single family homes in City Heights. Additionally, I converted the distance from feet to square miles.


See Appendix C for detailed geoprocessing methodology and See Appendix B for sources used


According to the definition of adequate park provision: 2.8 acres per 1,000 people within ¼ mile of their home.


Raul Contreras, personal communication, November 23, 2012


Raul Contreras, personal communication, November 23, 2012

Tori Kjer, personal communication, February 22, 2013

Linda Pennington, personal communication, November 8, 2013


Interview, Jim Davies, Community Development Coordinator, City of San Diego. 11/16/12.


This study was conducted in Atlanta and Philadelphia, and given different ethnic compositions in City Heights and San Diego at large; there may be some issues with generalizability.


City Heights site visit, 2/8/13 – 2/9/13.


Northwestern University’s Asset-Based Community Institute. Retrieved from http://www.abcdinstitute.org/ 2/10/13

130 Retrieved from http://www.policylink.org/atf/cf/%7B97c6d565-bb43-406d-a6d5-eca3bfb35a0%7D/COMMUNITYENGAGEMENTGUIDE_LY_FINAL.PDF


Raul Contreras, personal communication, February 8, 2013

Linda Pennington, personal communication, February 8, 2013

Tori Kjer, personal communication, February 22, 2013

Tori Kjer, personal communication, February 22, 2013


“Low” percentage of youth is classified as 25% or less of the population is under 18 and “high” percentage of youth is classified as over 25% of the population is under 18. In San Diego City, 21.8% of the population is under 18 (American Community Survey 2011).