

PLANNING FOR THE CONTROL AND PREVENTION OF PARK VANDALISM

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by

Frank S. Kowalski

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ABSTRACT

This thesis is devoted to the topic of vandalism; more specifically, park vandalism. The purpose of this thesis is to propose an effective planning strategy for the control and prevention of park vandalism.

The methodology used in this study begins with an overview of the general concept of vandalism in order to illustrate the lack of consensus throughout our society relative to the generally perceived causes of vandalism or on the methods to control or prevent such behavior. Analysis is then narrowed down to the study of the extent of public vandalism within the City of Winnipeg, and then within Winnipeg's Community and Regional Park system to show that the various information collecting systems relative to park vandalism are presently inadequate. Consequently, no baseline is available in which to gauge either past or current practises towards the control and prevention of park vandalism.

Because of the lack of valid statistical data relative to the reporting of park vandalism, study is directed instead to how Winnipeg responds to incidents of this type. An evaluation of these responses points out the present directional focus Winnipeg has assumed with regards to dealing with park vandalism.

Based on a need for an alternative approach to combatting park vandalism, a policy framework consisting of three levels of responses to this phenomenon is proposed. These policy recommendations stress the need for greater physical environmental design controls in combination with heightened public awareness gained through methods of public education and citizen participation.

ACKNOWLEDGEMENTS

No one can possibly write a thesis in isolation. Rather, a thesis is a co-operative effort on the part of a small group of individuals who serve to give direction to a student in his quest for "mastery" over a selected topic of concern and interest. I would like to thereby thank the members of my thesis committee; Professor Basil M. Rotoff, Dr. Kent Gerecke, and Professor Charlie Thomsen, for giving me their time and consideration that was so necessary for the completion of this document.

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CHAPTER 1

INTRODUCTION

A. PROBLEM

By definition, parks are public places that are primarily used for recreation. Parks, therefore, provide a public service which is made available to all citizens. Because the provision of public open spaces is an important service, parks can be considered to be an invaluable asset to any city. As such, parks should thereby be treated as an economic and social-cultural investment that deserve the necessary attention and maintenance to enable users to derive the maximum benefit return for their investment.

In the same fashion, parks and their facilities should also be protected, just as any other investment, against anything that would take away or diminish the satisfaction of the quality of experience they provide to their users. Any action that lessens the potential enjoyment of any aspect of our environment is an environmental crime. Vandalism is such an action.

A definition of environmental crime is "that behavior which brings about, or threatens to bring about, physical, psychological or social damage to persons, groups or societies by the disturbance

of the physical environment."¹ Vandalism is such a behavior.

The characteristics generally applicable to instances of environmental crime are:

- 1) the small number of persons responsible
- 2) the large number of victims
- 3) the relative invisibility of the criminal and the difficulty in defining the crime
- 4) the inequality of power between the criminal and the victims
- 5) the relative invulnerability of the individuals responsible
- 6) the localization of the problem to the victims most immediately concerned
- 7) presently, more concern lies with the law-making than with the law enforcement aspect.²

Vandalism shares all of these general characteristics; therefore, vandalism is considered by many experts to fall into the category of environmental crime similar to that of exhaust pollution from automobiles. However, some forms of environmental crime are the logical by-products of rational and utilitarian activities that have become necessary in our post-industrial urbanized society. With respect to vandalism, "the only way of making sense of some actions is to assume that they do not make sense. Any other assumption would be threatening."³

¹G. P. Hoefnagels, Welzijnsriminaliteit (Environmental Crime), Amsterdam: Boom Meppel, 1972, p.3.

²Ibid., p.3.

³Stanely Cohen, ed., Images of Deviance, Penguin Books Limited, New York, 1971, p.12.

B. STATEMENT OF PURPOSE

The purpose of this thesis is to propose an effective planning strategy for the control and prevention of park vandalism.

C. METHODOLOGY

In order to achieve the above stated purpose, this thesis will be presented in three broad streams. The initial section (Chapter 2) will serve to further our understanding of the concept of vandalism in general in order to provide the rationale for studying this topic.

Chapter 3 introduces the second stream of study; that being the more specific experience of public vandalism within Winnipeg. Chapter 4 continues this probe by examining the previous and current administrative responses used by Winnipeg to combat park vandalism; followed by an evaluation of this response.

The final stream of study is a policy package of recommendations devised to provide the basis for an effective planning strategy for the control and prevention of park vandalism (Chapter 5).

At the conclusion, the need for a more pro-active approach for preventing park vandalism, as opposed to the present reactive policy, will be stressed.

D. LIMITS OF STUDY

The wide scope of a concept such as vandalism necessitates the adoption of strict limits; without such limitations, the goal of developing a planning strategy capable of dealing with the more specific area of park vandalism would be very difficult.

One limit relative to the collection of data and information concerning park vandalism is that of time. Due to the recent formation of the Winnipeg Parks and Recreation Department, no data prior to 1977 is available for purposes of this thesis.

Another limiting factor is one of park jurisdiction. Only park property located within the boundaries of the City of Winnipeg have been considered in this study. However, although no school properties, golf courses, or any other public open spaces besides designated Community and Regional Parks were considered, the resulting policy recommendations can most certainly be applicable in these instances.

Finally, a limit to studying park vandalism exists in the unfortunate lack of relevant literature and data in this field. Consequently, the author was forced to rely on a relatively few number of published works in the area; the definitive one being Vandalism, edited by Colin Ward. Despite the lack of literature dealing with Vandalism in general, more information was available on more specific areas within the general topic and are documented within the Bibliography accompanying this text.

CHAPTER 2

VANDALISM IN SOCIETY

A. INTRODUCTION

The purpose of this chapter is twofold. Firstly, this chapter serves to introduce the general concept of vandalism in order to develop a framework for planning which identifies those aspects of vandalism that are controllable as opposed to those which are not. Secondly, this chapter provides a basic foundation of understanding which holds that vandalism remains a complex social issue with little or no agreement by society on what causes such behavior, or how to best control and prevent its occurrence.

In order to achieve this joint objective, we will begin by illustrating how circumstances can provide a rationale for vandalistic behavior which negates society's more traditional definition of this phenomenon; thereby showing both a lack of consensus along with the existence of controllable aspects of same.

Following this discussion of controllable aspects of vandalism is a brief overview of the various types of vandalism along with the different schools of thought concerning the causation of vandalism. In addition, the many ways in which society generally responds to vandalism is also explored. And, once again it becomes obvious that while aspects of vandalism which can be manipulated are evident, little or no consensus exists on the general concept of vandalism.

B. DEFINITION

The term "vandalism" has for its root word "vandal," which refers to an East Germanic tribe responsible for invading Western Europe during the 4th and 5th centuries and gained infamy for the sacking of Rome in 455 A.D.

As early as 1663, the Oxford English Dictionary defined a vandal as any individual who is "a willful or an ignorant destroyer of anything beautiful, venerable, or worthy of preservation."¹ This definition differs little from the more contemporary meaning of the term as found in Webster's New School and Office Dictionary, which defines a "vandal" as "one hostile to art or literature; one who ruthlessly destroys what is artistic or venerable."²

Although the definition of this concept has remained virtually unchanged over time, it still appears odd that the concept of vandalism is not one that is viewed upon in the same way by everyone in society. Some individuals or groups within our society purposely equate acts of vandalistic damage to ideological statements. By committing acts of destruction against both private and public property, a social statement is being made. In this way, vandalism is seen as a tool by certain individuals or groups to further their own political or philosophical ends. An application that follows this reasoning is termed Ideological Vandalism by social scientists. Unfortunately, there exists the obvious danger of labelling certain instances

¹Colin Ward, ed., Vandalism, "Property Destruction: Motives and Meanings," by Stanely Cohen, VanNostrand Reinhold Company, New York, 1973, p.34.

²Webster's New School and Office Dictionary, Fawcett Publications Inc., Greenwich, Conn., 1967, p.807.

of property damage as the end result of Ideological Vandalism as opposed to Conventional Vandalism, for the labelling process is in itself ideological because it tends to colour one's perception of the actual circumstances surrounding the situation.

Conventional Vandalism, as opposed to its Ideological counterpart, is viewed by society as even more perplexing in origin, in that such behavior appears motiveless and therefore violates every major tenet in our society that relates to the real or symbolic value of either public or private property. Conventional Vandalism, in direct contrast to Ideological Vandalism, is not understood by the majority in our society for it lacks the function that Ideological Vandalism inherently possesses, and, "in a society dominated by utilitarianism and property motives, few can find any rationality in behavior which does not appear to be directed to economic ends."³

To prove further the statement that the concept of vandalism is not one that is viewed upon in the same way by everyone in society; in some special circumstances we seem to have accepted vandalism to a certain degree. In fact, because we have come to accept certain instances of vandalism for such a relatively lengthy period of time, it could be argued that society is capable of institutionalizing such behavior.

Sociologist Stanely Cohen identifies six sets of conditions or circumstances under which vandalism has become accepted to a limited degree by our society:⁴

³Op. Cit., p.34.

⁴Ibid., p.23.

1) Ritualism: A form of ritualized property damage occurs on every Hallowe'en Night throughout North America. Any damage that happens on this occasion is expected to a certain degree and society tolerates this behavior as long as the damage costs do not reach extreme levels.

2) Protection: As in the example of Ritualism, our society gives license to some groups within the Community to commit property damage under the group's own terms and conditions. An example of such behavior is property damage that happens during the course of some sporting events.

3) Play: In many instances, property damage is not ruled as deviant behavior because it is seen as forming part of play activity. Such destructive behavior is quite often directed towards property that is deemed 'fair game' targets in the minds of the majority in the Community, as in the example of old, derelict houses.

4) Writing-Off: Property damage becomes normalized when it is expected on a regular basis and thereby becomes routine. This type of property damage is usually never reported, as in the example of graffiti.

5) Walling-in: As in the previously mentioned category, this form of property damage occurs on a regular or routine basis, but only happens in a confined setting.

6) Licensing: Property damage is tolerated because the rule-breakers are sanctioned by an authorizing body. An example of licensing vandalistic behavior is the custom of submitting a damage deposit whenever a group reserves a hall for their social meeting.

It is therefore evident from the aforementioned examples that vandalism is acceptable to our society, but only in certain instances and according to prescribed circumstances. Perhaps the reason why such behavior is tolerated by society upon occasion is because a motivational or functional factor is not entirely lacking in these cases, and consequently the reasons why damage might occur are not quite so difficult for one to understand.

It appears from the previous examples that acceptance of vandalism by society is a function of either time and/or location. Briefly, it does not seem likely that planners can have much effect in reducing the resulting damage arising out of holiday celebrations or because of scheduled special events. However, unlike the aspect of time, planners can have a direct influence over those environmental aspects of park vandalism. How this is to be accomplished will be discussed in greater detail within the subsequent portion of this text.

At this time, it should be sufficient to reiterate that there is no general consensus of vandalism by society on the definition of the concept.

The truth is that vandalism as a type of behavior "is neither a precise behavioral description nor a recognizable legal category, but a label attached to certain types of behavior under certain types of conditions."⁵

⁵Ibid., p.23.

C. TYPES OF VANDALISM

As opposed to the just previously discussed section regarding external circumstances that enable society to largely tolerate vandalism to a limited extent; Stanely Cohen also identifies six types of vandalism that can be categorized according to internal motivators:⁶

1) Acquisitive: In this instance, property damage happens in the course of acquiring either money and/or property; as in destroying a vending machine in order to obtain money, or damaging a historical building for the sake of taking home a souvenir.

2) Tactical: Property damage is the resultant of a deliberate tactic used to advance the end of either a group or of an individual; and although damage is deliberate, and therefore planned, they cannot be said to be exclusively acts of hostility. An example of this type of damage is driving over a young tree with an automobile in order to secure entry into a park.

3) Vindictive: Probably the largest form of vandalism; property damage occurs in order for one individual or entity to seek revenge against another for the purpose of achieving some degree of vicarious satisfaction.

4) Play: Property damage results during the course of otherwise normal play activity and happens with little or no malicious intent.

5) Malicious: Property damage that occurs in order to relieve one's frustration or as an expression of anger that is most often directed against public property.

⁶Op. Cit., p.42.

6) Ideological: Property damage is committed in order for a group or an individual to make a social statement or protest; therefore, most damage is committed against public rather than private property.

At this point in the text, it would seem that society accepts vandalism if external factors relating to possible motives can be institutionalized. However, in the six examples that we have just examined, the motives for such behavior are not so obvious for they are largely internal rather than external to the majority in our society. In addition, these identified categories of vandalism are by no means mutually exclusive; as in the example that Ideological Vandalism can most certainly be Tactical at the same time. For this reason, and because vandalism is a concept that can mean different things to different people, it remains a social phenomenon that resists exact analysis as well as a general understanding. A further lack of consensus in combination with a general lack of mutual exclusiveness will also become more evident in the following section regarding the different schools of thought relating to the cause of vandalism.

D. REASONS FOR VANDALISM

As society cannot agree on some of the definitional aspects of vandalism, perhaps one should see if this lack of consensus extends to the perceived causes of vandalism. By studying the various explanations offered by society for vandalism, one may further appreciate how complex a social issue this phenomenon really is

while also determining those aspects of vandalism which might be controllable as opposed to those which are not.

For the purpose of this thesis, the reasons for vandalism are separated into three main categories: 1) the psychological/sociological theoretical explanations; 2) the popular explanations; and 3) the environmental explanations.

1. Theoretical Explanations For Vandalism

As there exists several major schools of thought concerning the theoretical causes of deviance within society in general, one should necessarily examine the more popular theories.

a) Strain Theory

According to Strain theory, man is assumed to be a moral, rational thinker who is unfortunately subjected to great pressures by legitimate desires in life, such as success. One of the most influential postulators of Strain theory is Robert K. Merton, who is the developer of the theory of Restricted Opportunity.⁷

Merton's theory of Restricted Opportunity states that although the majority of adolescents embrace the middle class American dream of material well-being, some individuals from disadvantaged backgrounds discover that all legitimate routes to success are blocked to them. These unfortunate individuals have a stronger propensity to commit acts of deviance, including vandalism, in order to relieve the frustration of not attaining success by directing their anger towards symbols of society; namely public property

⁷Robert K. Merton, Social Theory and Social Structure, New York: The Free Press, 1957, pp.131-160.

in the case of park vandalism

However, Albert K. Cohen, another Strain theorist, criticized Merton's analysis because it lacked any coherent explanation for the content of non-utilitarian offences such as vandalism. Instead of employing illegitimate avenues to achieve the cultural goal of material success, vandals engage in behaviors which are "non-utilitarian, malicious and negativistic."⁸ Cohen put forward the belief that the necessary motivation required to commit such acts as vandalism resided not in a sense of frustration as Merton argued, but in adolescent status problems.

Cohen expands on his theory by stating that in post-industrial societies, status competition is settled by reference to standardized objective criteria such as educational background. Because not all competitors are evenly matched in their socio-economic backgrounds, a large portion of lower class adolescents experience status problems. In essence, "Cohen perceives delinquent subculture to be the opposite of middle class culture at just that point around which the latter is based, namely the sacredness of property - its acquisition, its ownership, its protection. The adolescent denies his attachment to middle class standards by ostentatiously displaying contempt for them. By display of non-utilitarian, malicious and negativistic behavior directed towards property, the juvenile delinquent seeks to persuade himself and others that he no longer cares."⁹

The basic criticism of all Strain theories is their premise

⁸Albert K. Cohen, Delinquent Boys, New York: Free Press, 1955.

⁹Steven Box, Deviance, Reality and Society, Holt, Rinehart and Winston Ltd., London, 1971, p. 108.

that there is a universal belief in the propriety of the conventional norms throughout society. Although Merton and Cohen disagree on the motivational causes for deviance, Strain theory as a whole fails to account for the fact that a vast majority of underprivileged people do not commit property offences; and if intense frustration is the motivation required for deviation, why is there not more deviance all of the time? One can only conclude that Strain theory attempts to explain lower class deviance and does not explain to any great degree why people commit vandalism.

b) Cultural Deviance

According to the theory of Cultural Deviance, rule-breaking behavior occurs when an individual conforms to a set of standards that have not been accepted by the majority in our society.¹⁰ The motivation for ascribing to deviance is the same that exists for conformity; "the desire to conform to the expectations of significant others in the individual's cultural milieu."¹¹ Following such logic, no special motivational theory is required to supplement this theory, for the very reason that deviance is undertaken to achieve acceptance.

Sociologist Walter B. Miller postulated that some groups in our society do not subscribe to the middle class American Dream, and instead hold other values and goals dear to them.¹² These values

¹⁰Edwin H. Sutherland, Donald R. Cressey, Principles of Criminology, 7th ed., Philadelphia: Lippincott, 1966, pp.77-83.

¹¹Steven Box, Deviance, Reality and Society, p.118.

¹²Walter H. Miller, "Lower Class Culture as a Generating Milieu of Gang Delinquency," Journal of Social Issues, No.14, 1958, p.519.

include a sense of daring, a disrespect for authority, or exciting group socialization. Miller's theory, however, runs counter to evidence that the strongest urge for material wealth rests in the poorer families; while no clear evidence has been produced that people as a whole reject materialism. It can be reasoned though, that some societies have become so violence-strife that the ability to shock some people diminishes, and therefore the psychological barriers to committing such behavior themselves is weakened.¹³

Because of a lack of motivational factors, the theory of Cultural Deviance does not propose any system of strains or pressures to push an individual to deviance; one is merely socialized in a deviant fashion. People socialized into deviant subcultures therefore remain predisposed towards deviance.

However, this theory is also deficient in regards to vandalism and its causes. It is the author's opinion that Cultural Deviance theory predicts too much deviance that really never occurs; fails to account for the vast majority of conformity found within high deviance areas; fails to explain adequately how deviant adolescents grow up in the same milieu to become conforming adults; and also fails to consider seriously the problem of motivation.

c) Control Theory

In Control Theory, a person feels he is free to commit delinquent acts when his relationship to the conventional order of society has been somehow weakened.¹⁴ Control theorists assume "men are free

¹³James S. Coleman, "Equality of Educational Opportunity," Washington, D.C., U.S. Government Printing Office, 1966, p.26.

¹⁴David Matza, Delinquency and Drift, New York: Wiley, 1964

to break the law and will refrain from doing so only if special circumstances exist."¹⁵

While man is regarded as a moral animal in Strain Theory, he is perceived as being amoral according to the tenets of Control Theory. This absence of morality accounts for the de-emphasis on motivation that is characteristic of Control Theory. Instead, people conform to the conventional order of society because of the attachments that they have formed, the commitments they have developed, and the beliefs they have accepted.¹⁶

According to Control Theory, whether or not an individual will decide to commit a deviant act primarily depends on his conception of: a) secrecy - will his deviance be concealed? b) skills - needed in order to commit certain deviant acts, c) supply - tools and equipment required, d) social support - from peers, e) symbolic support - moral reasoning.¹⁷

Once again, however, Control Theory does not answer the basic question as to why people deviate; and more specifically, why do people not deviate?

d) Prolonged Adolescent Dependence

Prolonged Adolescent Dependence is a theory that places its stress on the creation of a new stage in contemporary life between adult and childhood that is termed adolescence.¹⁸ Adolescents in

¹⁵Steven Box, Deviance, Reality and Society, p.140.

¹⁶Travis Hirschi, Causes of Delinquency, California: University of California Press, 1970, pp.13-43.

¹⁷Steven Box, Deviance, Reality and Society, pp.150-155.

¹⁸Martin R. Haskell, Lewis Yablonsky, Juvenile Delinquency, Chicago: Rand McNally, 1974, Chapter 8.

our modern culture have limited opportunities to assume a sense of extended responsibility by contributing to society in a useful and productive fashion. Therefore, these adolescents fulfill their need for independency by confronting adult authority.

Again, frustration is seen as the primary motivation for deviance; and as in the case of Strain Theory, one must ask why there is not more deviance all of the time. Furthermore, vandalistic behavior is not an act that remains exclusive to juveniles.

e) Damaged Personalities

While the previously mentioned examples of theoretical causes for deviance, and more specifically, park vandalism, share a sociological basis, the theory of Damaged Personalities is a psychological theory which postulates that deviance is the product of one's major emotional disorder or psychological problems.¹⁹

Once more, this viewpoint fails to explain adequately the transitory mental illness required to say why vandalistic behavior is exhibited by a large number of otherwise mentally adjusted individuals who are normally law-abiding citizens.

f) Labelling and Stereotyping

Some psychologists believe that an individual comes to think of themselves as "bad" simply because others communicate these expectations to the person.²⁰ Due to this labelling and stereotyping, the person begins to internalize this perceived image of himself and

¹⁹David Beldman, Psychoanalysis and Crime, New York: Harper and Row, 1969, pp.19-20.

²⁰Edwin M. Schutt, Labelling Deviant Behavior, New York: Harper and Row, 1971, pp.27-32.

consequently might seek out others to reinforce this perception.

This theory also fails to account for the causes of vandalism for it only explains the continuance of deviant behavior. Why someone commits vandalism in the first instance, before others may have labelled the individual as deviant, is never satisfactorily explained.

2. Popular Explanations for Vandalism

Conventional wisdom has it that aside from the previously discussed psychological and sociological theories for the causation of vandalism, there also exists several observations or quasi-theories that many in our society feel to be responsible for the root cause of such behavior. Conveniently, the Halifax Task Force on Vandalism has grouped what the author believes is a representative sample of these factors into six broad categories:²¹

a) Changes in the Traditional Values of Family and Society

Many feel that the traditional nuclear family unit is no longer the cement that holds society together. World economic conditions, social forces, and the progress of culture have all acted to modify society and family roles as never before. The traditional role of the nuclear family unit, and consequently those of society, has undergone drastic change in today's post-industrial urbanized world. A number of social factors such as low economic status, poor educational background and health problems have been shown to have

²¹The City of Halifax Task Force on Vandalism, 1979.

a high correlation with delinquency. Many feel that such underlying causes contribute either directly or indirectly to the present rate of vandalistic damage. A perceived lack of parental control or concern in combination with an increasingly permissive society has eroded a previously higher respect for the concept of property.

b) Vandalism as an Expression of the Individual

Some feel that vandalism is caused because of personal factors within the individual. These factors include a sense of boredom or perhaps a lack of feeling of belonging. Others may commit vandalism because they feel oppressed. Still again, some may commit vandalism because of learning difficulties.

c) Vandalism as a Function of External Motivators

As opposed to internal factors, some people in society feel that external motivators are functional in committing vandalistic damage. These factors could include drug abuse, peer pressure, harassment, intimidation, apathy, or a lack of employment opportunities.

d) Inadequate Community Support for Youth

In this school of thought, it is generally accepted that more community support for the younger segment of the population would act to decrease the rate of vandalism. They further believe that vandalism is a symptom of society's failure to meet the needs of today's youth because the spirit of the community has been diminished.

e) Inadequate Community Recreational Opportunities

Some people are more specific in their perceived reasoning

for the existence of vandalism and state that damage is the result of a lack of recreational facilities and planned events, or that we have provided the Community with mal-adaptive types of facilities.

f) Inadequate and Outdated Legislation

Finally, a commonly held line of reasoning for the existence of vandalism is the inadequate or outdated legislation regarding the punishment of offenders. Since a lack of deterrence is seen as a major cause of vandalism, it will be interesting to note the effect that the newly implemented Young Offenders Act will have on the incident rate for vandalism as compared to the current rate being experienced while the Juvenile Delinquents Act is still law.

3. Environmental Explanations for Vandalism

Environmental factors thought responsible for causing or encouraging vandalism can be either social or physical in type. Social environmental factors in this regard include overcrowding, ethnic migration, unemployment, and other related socio-economic conditions that could argueably provide the motivation to enable individuals to commit vandalism. On the other hand, physical environmental factors are more specifically related to park vandalism and consist mainly of park design and layout considerations and the design and construction of facilities and fixtures.

This is not meant to reduce the significance of social environmental factors that cause or encourage vandalism, but to impress upon the fact that greater importance should be attached to physical environmental factors in planning for the control and

prevention of park vandalism. Planners do have a direct influence over these types of controllable factors.

This section has served to point out the three main schools of thought on why vandalism exists. The importance of exploring this aspect of vandalism is to illustrate further the complexity of this issue by demonstrating that there is no agreement on the root causes for vandalism. In addition, the explanations given within each school of thought quite often overlap and are not mutually exclusive.

However, this section also serves another purpose, and that is to determine what aspects of the many perceived causes of vandalism fall under the control or influence of a planning authority.

With respect to the theoretical explanations for deviance; it appears that no satisfactory explanation for vandalism as a form of deviance can be determined. Moreover, none of the components of the various theories examined fall under the control of a planning authority.

While this is also the case with the second category of popular explanations for vandalism, there exists certain aspects of vandalism that do fall under the control or influence of the park planner; more specifically is the example of inadequate community recreational facilities and opportunities. This is an area that can be addressed by the park planner in order to combat vandalism.

Finally, environmental factors of a physical nature are directly under the control of the park planner, and should be given the priority that they deserve. How this is best accomplished will be discussed within Chapter 5 of this thesis.

E. SOCIETAL RESPONSES TO VANDALISM

As there are different types of vandalism within our society, we respond to vandalism in a variety of fashions. According to sociologist Stanley Cohen, society responds to vandalism in six different ways which are often contradictory or are used in combination with each other:²²

1. Defeatism

Individuals who have come to believe that vandalism is inevitable are termed defeatists. A consequence of this belief is the legitimization or institutionalism of the damage because the costs incurred are simply written off as a matter of course. People, in turn, come to accept vandalism because of its regularity of occurrence, or because each incident is trivial in itself, or because enforcement/preventative measures would be too much of an expense. This attitude does not signify approval, but merely a sense of resignation.

2. Deflection

This approach attempts to understand why vandalism occurs and thereby tries to re-direct this energy into safer or more socially acceptable alternative behavior. Advocates of this method of dealing with vandalism usually espouse various psychological or sociological theories for the causation of vandalism. Examples of Deflection range from alternative programming to providing substitute targets for vandals.

²²Colin Ward, Vandalism, p.235.

3. Utilitarian Prevention

Utilitarian Prevention is simply the practise of devising techniques to protect park property and to detect vandalism or situations where vandalism is likely to occur. Examples of such measures are the installation of a burglar alarm, increasing police surveillance, or the use of vandal-proof materials and construction methods. This avenue of control and prevention of vandalism is the most pragmatic and the most popular way of combatting vandalism, but is often the most expensive. Quite often, the measures taken cost more than the losses incurred due to vandalistic damage.

4. Education and Publicity

Public awareness and public education programs are usually quite costly or appear to have a very limited effect in combatting vandalism due to the difficulties in evaluating accurately their effectiveness. Unfortunately, publicity sometimes brings about the opposite response that was initially desired and thus can be responsible for worsening the actual situation.

Publicity in the media however, seems to come rather cheaply in proportion to the severity of the damage inflicted. The financial cost and the threat to the symbolic value of property is easily brought to the attention of the citizenry through widespread coverage.

5. Deterrence and Retribution

It would be hard to dispute that many feel that Deterrence and Retribution should be the most effective societal response for combatting vandalism. In this approach, the onus of responsibility is

shifted instead to the court system and the police departments. A problem exists, however, in that vandalism is quite often a group offence and situational in character; and, except to Tactical or Acquisitive types of vandalism, such acts are not usually planned in advance.

6. Primary Prevention

This is a blanket method of response that presupposes a greater social malaise within society creates or causes vandalism. Therefore, all the other previously discussed responses are only superficial attempts at controlling the symptoms of a much deeper problem. However, such a belief only proposes vague recommendations to stem the permissiveness of society, or counteract the breakdown of the family unit and install a new and greater respect for both public and private property.

A critical approach to combatting vandalism that was not previously identified by Cohen, however, is that of Citizen Participation in the design, construction, maintenance and supervision of parks and their associated facilities. Increased Citizen Participation should not be ignored, for it remains the only societal response that is positive in its attitude towards reducing vandalism. Citizen Participation is also an ideal approach for the control and prevention of park vandalism because contributing time and effort towards community goals constitutes a form of "sweat equity" that promotes a feeling of civic pride and instills a furthering of respect towards all forms of property. How Citizen Participation can

be effectively implemented within a planning strategy to combat park vandalism will be discussed at greater length within Chapter 5 of this thesis.

F. CONCLUSION

The purpose of this chapter, as was stated in the introduction, was firstly to prove that vandalism is a complex social issue that is further complicated in its analysis because of the lack of agreement on its many aspects; and secondly, to identify those aspects of vandalism that fall under the control of a planning authority.

With regard to the first purpose; we have been shown that although the formal definition of the term "vandalism" has not changed significantly over time, there still is no consensus on what causes this phenomenon in our society. Society further confuses the issue by normalizing certain instances of vandalistic behavior according to the situational context, tradition, or time of the year. The term "vandalism" therefore, is more appropriately used as a label for certain types of behavior considered deviant by the majority in our culture.

With regard to the second purpose of this chapter; we must conclude that only external aspects of vandalism, such as physical environmental factors, are immediately under the control of a planning authority. However, some options towards approaching the controllable aspects of vandalism do exist, whether they be policies of Deflection, Utilitarian Prevention, or Education and Publicity. A more exciting approach available to planners towards reducing park vandalism remains that of Citizen Participation, which tends to

encompass all those controllable aspects of park vandalism; making Citizen Participation the response available to park planners with the greatest potential for controlling and preventing park vandalism.

CHAPTER 3

PARK VANDALISM IN WINNIPEG

A. INTRODUCTION

In this chapter, we move from a general foundation of the concept of vandalism to the more specific experience of park vandalism in Winnipeg. More exactly, this chapter deals with the extent of park vandalism within Winnipeg's Community and Regional parks along with some of the perceptions of park vandalism held by some of the administrative staff of the Winnipeg Parks and Recreation Department.

In order to determine how extensive park vandalism really is, the following aspects are explored:

- 1) how vandalism is defined and treated in the Canadian legal context; thereby enabling us to proceed with how the Winnipeg Police Department reports incidents of park vandalism; and
- 2) how the Parks and Recreation Department report and thereby determine the associated costs of vandalism to Winnipeg's parks and facilities.

How key members of the administrative staff of Winnipeg's Parks and Recreation Department perceive park vandalism is also addressed in this chapter in order to further our understanding of the extent and effect of vandalism to Winnipeg's park system.

B. VANDALISM AND THE LAW

The Canadian Criminal Code views vandalism as a property offense that may be committed against either real or personal property; although it is interesting to note that the actual term "vandalism" is never actually used in the relevant section of the Canadian Criminal Code that deals with Wilfull and Forbidden Acts in Respect of Certain Property. Instead, the Canadian Criminal Code utilizes the terms "Mischief" and "Wilfull Damage" in dealing with the act of vandalism in particular.

Under Section 387, Subsection (1), "Everyone commits mischief who wilfully (a) destroys or damages property, (b) renders property dangerous, useless, inoperative or ineffective, (c) obstructs, interrupts or interferes with the lawful use, enjoyment or operation of property, or (d) obstructs, interrupts or interferes with any person in the lawful use, enjoyment, or operation of property."¹

Those who commit mischief in relation to private property may be found guilty of either an indictable offense and are liable to imprisonment for five years, or of an offense punishable on a summary conviction; while those committing mischief in relation to public property may be found guilty of either an indictable offense and are liable to imprisonment for fourteen years or of an offense punishable on summary conviction.

A lesser offense, termed "Wilfull Damage" occurs where one "wilfully destroys or damages properties is, where actual danger to

¹Canadian Criminal Code, Section 387, Subsection (1), Queen's Printer.

human life is not involved, guilty of an offence punishable on summary conviction, if the alleged amount of destruction or damage does not exceed fifty dollars."²

However, since "persons in the age range of twelve to fifteen years appear to cause the most problems,"³ when it comes to committing vandalism, it is necessary to examine the law in relation to youthful offenders. The Juvenile Delinquents Act of Canada defines "any boy or girl apparently or actually under the age of sixteen years" as a child; while "any child who violates any provision of the Canadian Criminal Code is termed a juvenile delinquent."⁴

Under the provisions of the Juvenile Delinquents Act, the youthful offender is not treated as his adult counterpart would be, "but as one in a condition of delinquency and therefore requiring help and guidance and proper supervision."⁵ All juvenile delinquents are governed by the provisions contained in the Criminal Code of Canada regarding summary convictions; therefore, vandalism is not an indictable offence in relation to juveniles "unless the court is of the opinion that the good of the child and the interest of the community demand it."⁶ The identity of these youthful offenders are also withheld from the media.

²Ibid., Section 388.

³Robert Elgar, Val Quellette, "Vandalism 1979 - What Can Be Done About It?" Winnipeg Police Department, p.3.

⁴Juvenile Delinquents Act of Canada, Section 2, Subsection (1)

⁵Ibid., Section 2 Subsection (2)

⁶Ibid., Section 9, Subsection (1)

Fines permitted under the Juvenile Delinquents Act may not exceed the sum of \$25.00; of which may be paid off in installments. The court may also choose between one of eight different courses of action in the disposition of a case, although the more punitive alternatives are rarely imposed unless the youthful offender has been repeatedly brought before the Juvenile Courts. In the event that the court believes the parents or guardian of the child has contributed to the commission of the offence, then the persons may also be fined the maximum allowable fine for the same offence under the jurisdiction of the Canadian Criminal Code.

Unfortunately, the Juvenile Delinquents Act makes provision to keep all proceedings confidential; making collection and comparison of data relating to final disposition of court cases an impossibility.

C. POLICE REPORTING OF PARK VANDALISM

The Winnipeg Police Department only compiles statistics reporting the yearly number of incidents of Wilfull Damage of public property in relation to the study of park vandalism in Winnipeg. Table 1 shows the total number of reported incidents of this offence as it is broken down into the six recognized Community districts of Winnipeg. The accompanying Figure 1 delineates the Community boundaries and the associated degree of shading of each Community district illustrates the relative number of reported incidents of public wilfull damage; with the darkest shading symbolizing the Community with the heaviest occurrence.

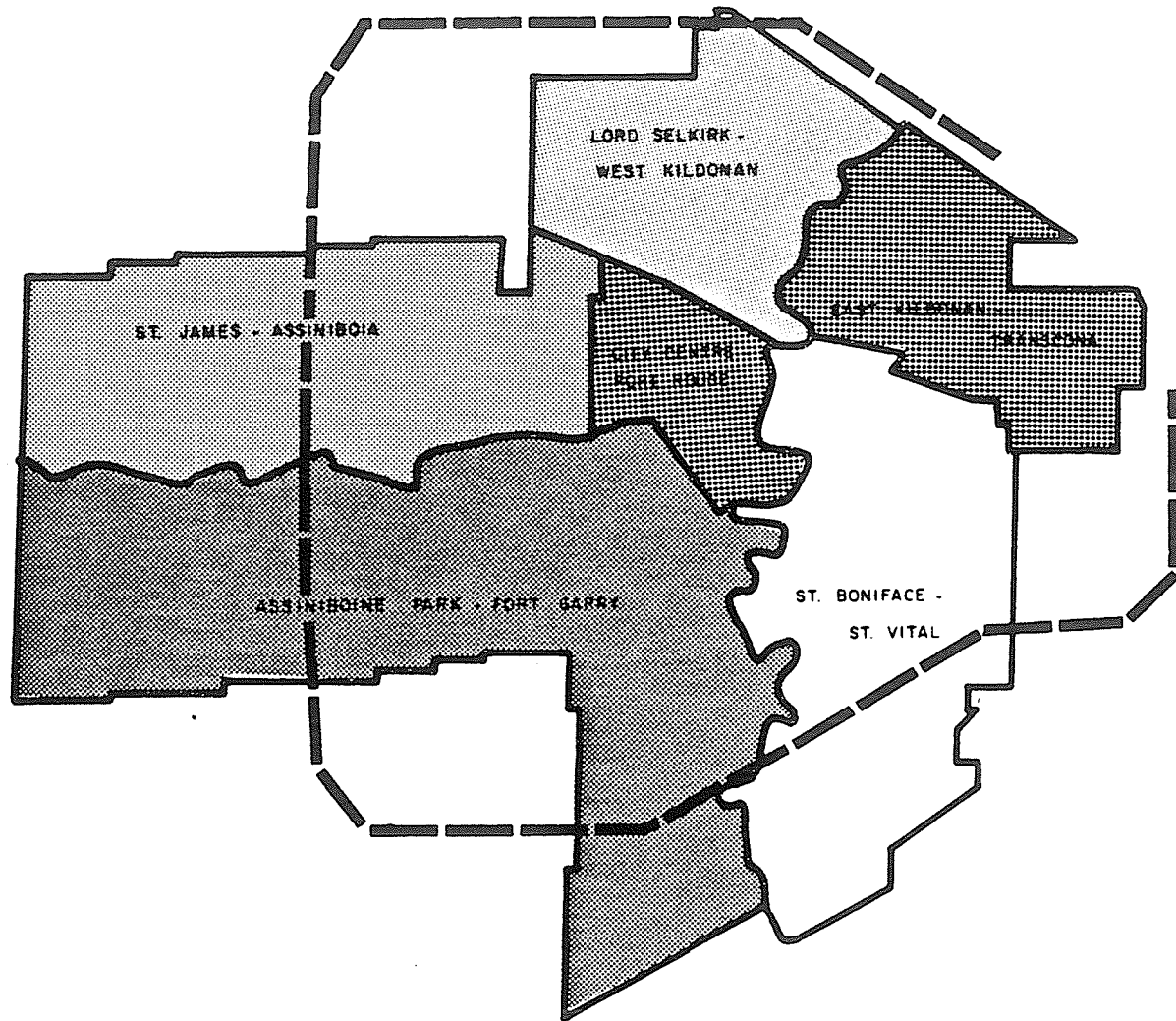
For comparison purposes later on in the text, the last column

TABLE 1

REPORTED CASES OF WILFULL DAMAGE OF PUBLIC PROPERTY FOR WINNIPEG⁷

<u>Community</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>Average</u>
City Centre/Fort Rouge	96	81	94	104	93.75
St. James/Assiniboia	76	80	57	72	71.25
Lord Selkirk/West Kildonan	63	60	70	71	66.00
East Kildonan/Transcona	112	99	78	81	92.50
St. Boniface/St. Vital	43	51	58	47	49.75
Assiniboine Park/Fort Garry	<u>156</u>	<u>116</u>	<u>102</u>	<u>86</u>	<u>115.00</u>
Totals =	546	487	459	461	

⁷The 1980 Winnipeg Police Department, The 1980 Winnipeg Police Report, 1980.



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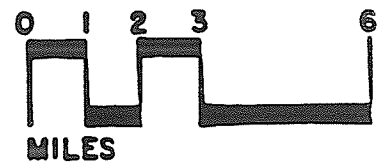
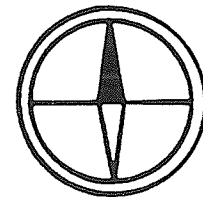
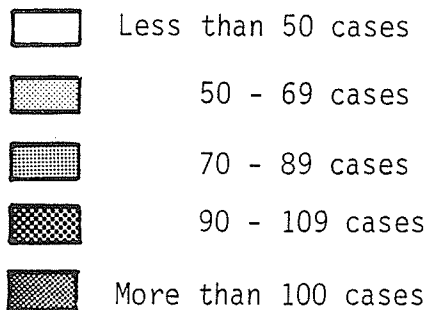


FIGURE 1

AVERAGE OCCURRENCE OF WILFULL PUBLIC PROPERTY DAMAGE
FOR WINNIPEG BETWEEN 1977 AND 1980

Source: Winnipeg Police Department, 1980.

of figures in Table 1 is simply the average number for the four years under study of reported incidents of public wilfull damage for each Community.

With regard to Table 1 and Figure 1, it is evident that Assiniboine Park/Fort Garry Community shows the highest amount of reported incidents. It is also apparent that according to these statistics, the number of incidents has not increased to any great degree during the period from 1977 to 1980.

Table 2 depicts the number of both adults and juveniles charged with the offence of Wilfull Damage to Public Property within the period from 1977 to 1980. This table is set up in a similar fashion to that of the first table, except that the number of juveniles charged is shown separately in brackets for each sub-column. Figure 2 shows the results of the averages obtained in Table 2 with the darkest shading symbolizing the largest number of individuals charged with wilfull damage for each Community.

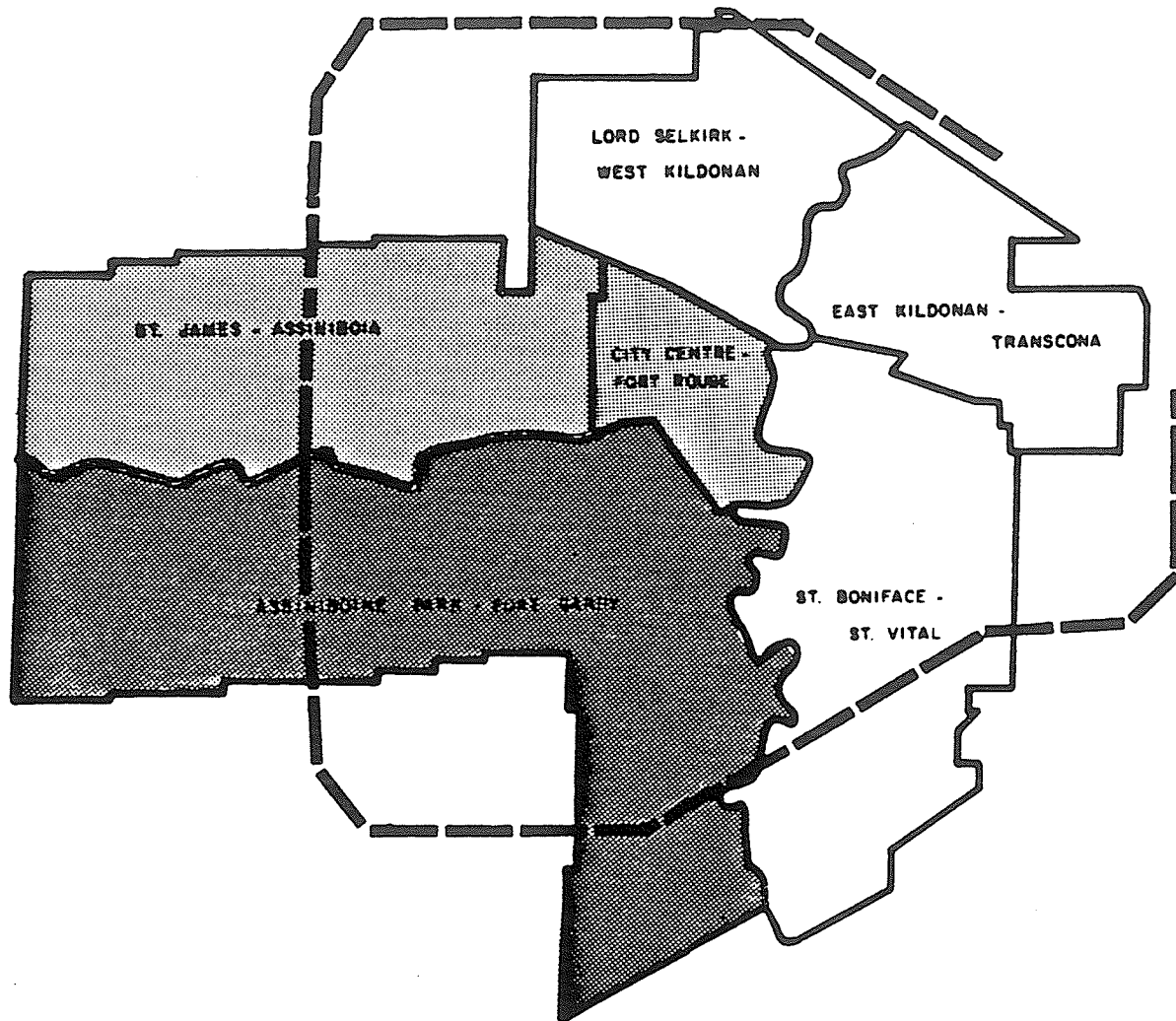
Once again, Assiniboine Park/Fort Garry Community shows the highest number of individuals charged with the offence of Wilfull Damage to Public Property, while St. Boniface/St. Vital Community shows the lowest number. These statistics also support the findings that juveniles are the majority offenders with regards to property offences.

However, the previous tables only serve to point out the most general trends of information compiled by the Winnipeg Police Department. Unfortunately, the collection of reliable and valid statistical data relative to property offences is very difficult to assemble for a variety of reasons. One of the chief causes

TABLE 2
NUMBER OF ADULTS AND JUVENILES (IN BRACKETS)
CHARGED WITH PUBLIC WILFULL DAMAGE IN WINNIPEG⁸

<u>Community</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>Average</u>
City Centre/Fort Rouge	33(12)	14(7)	27(17)	23(8)	24.25(11.00)
St. James/Assiniboia	18(16)	33(28)	16(14)	18(14)	21.25(18.00)
Lord Selkirk/West Kildonan	10(8)	8(5)	10(8)	25(16)	13.25(9.25)
East Kildonan/Transcona	13(4)	15(10)	19(12)	0(6)	13.25(8.00)
St. Boniface/St. Vital	16(10)	0(20)	11(9)	5(4)	13.00(10.75)
Assiniboine Park/Fort Garry	<u>91(82)</u>	<u>49(42)</u>	<u>23(17)</u>	<u>20(15)</u>	<u>45.75(39.00)</u>
Totals = (Adults)	181	119	106	91	
Totals = (Juveniles)	132	112	77	63	

⁸Op. Cit.



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-  Less than 20 charged
-  20 - 39 charged
-  More than 40 charged

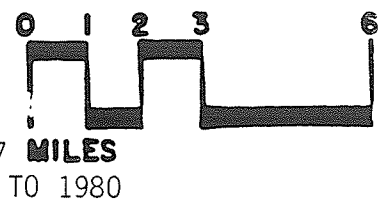
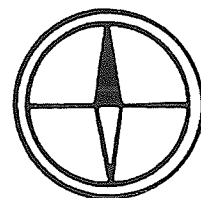


FIGURE 2

AVERAGE NUMBER OF CITIZENS CHARGED WITH
WILFULL PUBLIC PROPERTY DAMAGE IN WINNIPEG FROM 1977

Source: Winnipeg Police Department, 1980.

for unreliable data rests with the existence of the Uniform Crime Reporting statute that is adhered to by the Winnipeg Police Department. Under the U.C.R. format, only the most serious of a series of offences committed by an individual is considered if the individual commits multiple offences. Therefore, Wilfull Damage to Public Property is not included in police statistics very often because of its relatively low priority as compared to other offences. As Police authorities admit, "an act of vandalism may be viewed in a sequence of events; it may go unnoticed, noticed, yet not recorded; when reported it may be recorded or not recorded. Since statistics are the end product of a social process, which involves a number of decisions, such as reporting or recording, the use of official police statistics in the measurement of vandalism has received criticism."⁹

Acknowledging the inherent weaknesses of police reporting of vandalism, a more accurate statistical breakdown of Public Wilfull Damage of Public Property per Community may be derived at by introducing such important variables as each Community's population or their acreage of Community and Regional park space. By using these factors to weigh the data base of the number of incidents of public wilfull public damage, the statistics can be made to be a little more meaningful.

Table 3, along with Figure 3 illustrates each Community's population in addition to the average number of reported incidents that was previously obtained from Table 1. It is now possible to compute the average number of reported incidents of Wilfull Damage of Public

⁹Winnipeg Police Department, Research and Statistical Division, 1981.

TABLE 3
REPORTED CASES OF WILFULL DAMAGE OF PUBLIC PROPERTY
FOR WINNIPEG PER 1000 PEOPLE¹⁰

<u>Community</u>	<u>Population</u>	<u>Average Reported</u>	<u>Average/1000</u>
City Centre/Fort Rouge	115,472	93.75	.81
St. James/Assiniboia	76,546	71.25	.93
Lord Selkirk/West Kildonan	99,525	66.00	.66
East Kildonan/Transcona	109,348	92.50	.85
St. Boniface/St. Vital	90,823	49.75	.55
Assiniboine Park/Fort Garry	106,691	115.00	1.08

¹⁰Op. Cit.

Property per 1000 people for each Community in order to help determine what effects the differing population figures have on the overall incident rate of public vandalism.

With the variable of population taken into consideration, the Community of Assiniboine Park/Fort Garry still shows the highest incidence of reporting or public wilfull damage; while, once more, St. Boniface/St. Vital Community continues to show the least.

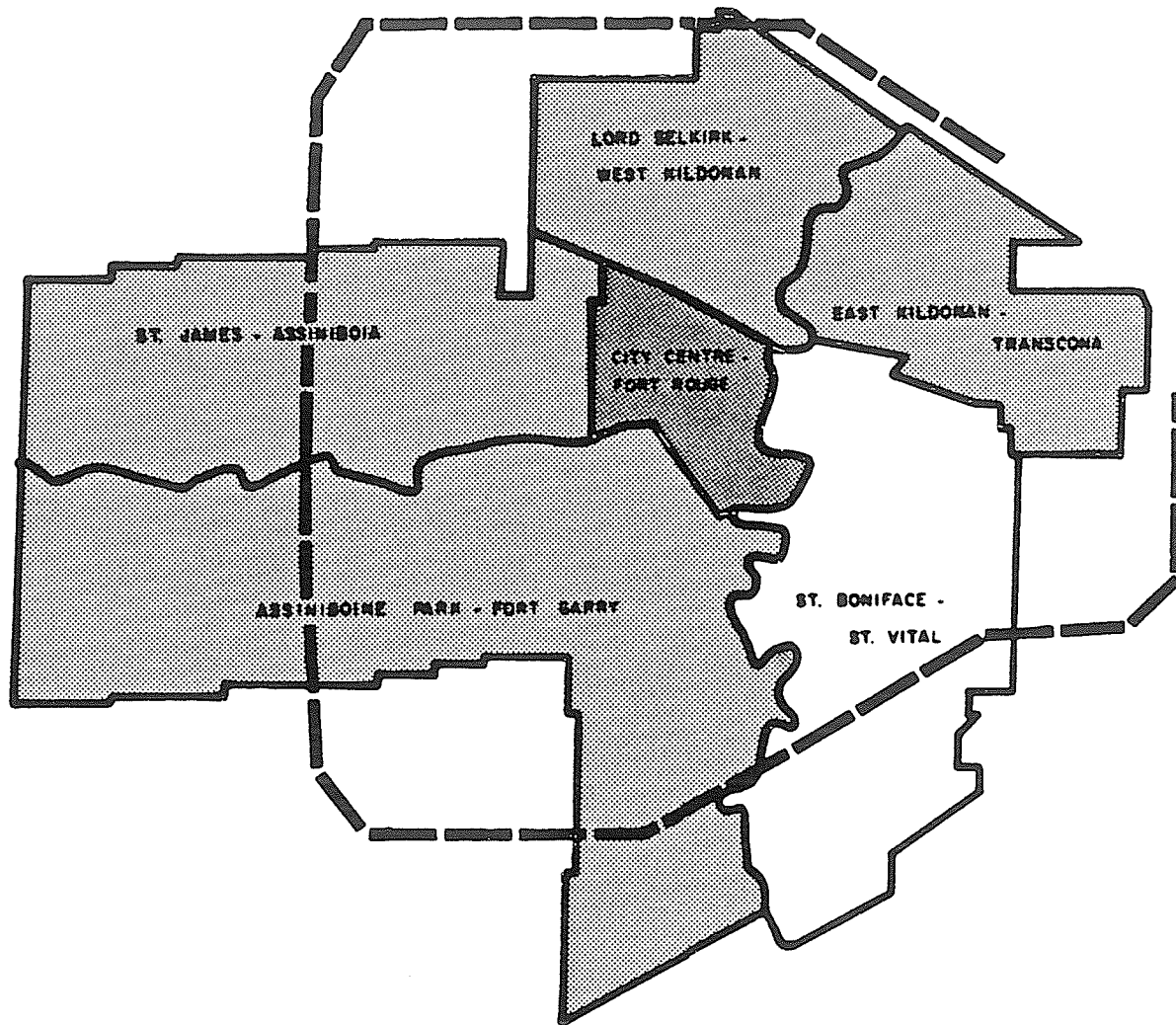
Table 4, along with Figure 4, introduces the variable of acreage of existing public open spaces of Regional and Community parks per Community in a similar fashion as to that used in Table 3, except that the final average figures shown relate to the number of reported incidents per single acre of Regional and Community park space. In this case, the City Centre/Fort Rouge Community has almost twice the average number of reported incidents of public wilfull damage if park acreage is taken into consideration. However, the Community of St. Boniface/St. Vital continues to retain the distinction of being the Community with the lowest number of reported incidents of public wilfull damage relative to any of the previously adopted methods of statistical breakdowns.

After surveying how the six Communities are delineated with respect to their boundaires, it is obvious that density cannot be used as an additional variable in comparing the rates of reported incidents of public wilfull damage.

TABLE 4
REPORTED CASES OF WILFULL DAMAGE TO PUBLIC PROPERTY
FOR WINNIPEG PER ACRE OF PUBLIC OPEN SPACE¹¹

<u>Community</u>	<u>Acreage</u>	<u>Average Reported</u>	<u>Average/Acre</u>
City Centre/Fort Rouge	308.38	93.75	.304
St. James/Assiniboia	924.50	71.25	.077
Lord Selkirk/West Kildonan	745.45	66.00	.089
East Kildonan/Transcona	1216.60	92.50	.076
St. Boniface/St. Vital	1281.53	49.75	.039
Assiniboine Park/Fort Garry	2166.50	115.00	.053

¹¹Op. Cit.



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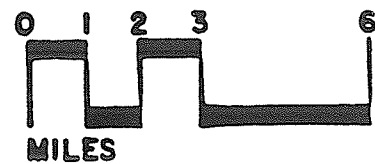
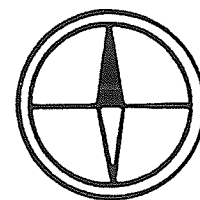
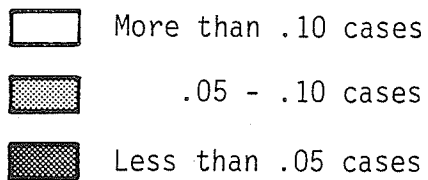


FIGURE 4

AVERAGE OCCURRENCE OF REPORTED CASES OF WILFULL PUBLIC
PROPERTY DAMAGE FOR WINNIPEG PER ACRE OF PUBLIC OPEN SPACE

Source: Winnipeg Police Department and the Department of Environmental
Planning, 1980.

D. VANDALISM COSTS TO THE CITY OF WINNIPEG

While the police statistics relative to the incident rates of public willfull damage do reflect the extent of public vandalism to a certain degree, there is no way of determining reliably how much damage is committed against Regional and Community parks and facilities. Furthermore, no police statistics are available on how much vandalistic damage to Winnipeg's parks and facilities actually cost the City of Winnipeg. The only available method for studying these costs is through damage cost estimates compiled by the Winnipeg Parks and Recreation Department for the years 1977 and 1979.

A 1978 study conducted by the Winnipeg Parks and Recreation Department with respect to vandalism revealed that "the total amount of funds expended as a result of vandalism to Parks and Recreation property and facilities during the year 1977 was \$61,076.00 with the Assiniboine Park/Fort Garry Community area experiencing the highest damage costs at \$17,606.00 and the St. Boniface/St. Vital Community area experiencing the lowest at \$1,238.00."¹² Furthermore, "buildings, particularly doors and windows experienced the greatest amount of damage, totalling \$15,626.00."¹³

As Table 5 illustrates, the total repair and replacement costs caused from acts of vandalism to the City parks and facilities in 1979 increased by \$5,608.00 to \$66,684.00. This table also shows the corresponding percentage changes each Community area has experienced in their costs incurred by vandalism.

¹²Winnipeg Parks and Recreation Department, "Funds Expended as a Result of Vandalism to Parks and Recreation Property and Facilities During 1977," 1978, p.2.

¹³Ibid., pp.3-4.

The Regional Parks Division, which is the last category under the list of the six Community districts that comprise Winnipeg, is the total acreage of Regional Parks existing within the City. Unfortunately for comparison purposes, these damages could not be broken down by Community area; but nevertheless, this data should not be excluded from our study.

No clear trends are obvious in the figures presented in Table 5, except that the St. Boniface/St. Vital Community had the lowest costs incurred by vandalism for both years. While the Community of Assiniboine Park/Fort Garry appeared to continue the trend of having the highest incurred costs due to vandalism during the year of 1977, the Community of City Centre/Fort Rouge instead became the Community with the highest incurred losses during 1979.

Before continuing, however, one difficulty that exists with these statistics is that the St. James/Assiniboia and St. Boniface/St. Vital Community Parks and Recreation Branches do not maintain or repair Community Parks and Recreation buildings at all; whereas the Lord Selkirk/West Kildonan, East Kildonan/Transcona and Assiniboine Park/Fort Garry Communities do their own maintenance on buildings upon occasion. Only the City Centre/Fort Rouge Community Parks and Recreation Branch maintains their own Community Centres including the costs of vandalism repair. This most likely accounts for their distinction of having the highest incurred costs for vandalism repair in the City of Winnipeg for 1979.

As was the case during 1977, "analysis of the 1979 vandalism statistics reveals that the majority of vandalistic acts were committed

TABLE 5

AMOUNTS EXPENDED FOR PARK VANDALISM DAMAGES IN WINNIPEG¹⁴

<u>Community</u>	<u>1977</u>	<u>1979</u>	<u>Increase(Decrease)</u>
City Centre/Fort Rouge	\$ 6,281	\$ 27,957	\$ 21,676
St. James/Assiniboia	6,281	1,996	(4,285)
Lord Selkirk/West Kildonan	12,716	6,717	(5,999)
East Kildonan/Transcona	2,942	3,330	388
St. Boniface/St. Vital	1,238	1,675	437
Assiniboine Park/Fort Garry	17,606	3,103	(14,503)
Regional Parks Division	<u>14,012</u>	<u>21,906</u>	<u>7,894</u>
Totals =	\$ 61,076	\$ 66,884	\$ 5,608

¹⁴Winnipeg Parks and Recreation Department Report re:
"Vandalism in the City of Winnipeg," 1980, p.3.

against public buildings. The most frequent damage occurred to windows and doors (\$16,374.00 in repairs)."¹⁵

E. INFORMATION AND REPORTING

Accepting the fact that there is little any park planning authority can do to receive more reliable statistical information from their City Police Department, it is equally dismaying to learn that Winnipeg has no universal city-wide vandalism reporting system. This is, and remains, a critical prerequisite for any effective planning strategy for reducing vandalism. In such a system, instances of vandalism would be recorded on a standardized report form and would become as a consequence of either informal observation, formal site inspection, or as a result of a citizen's complaint or from a request for repairs.

Before such a system may be used in the most effective manner possible, condition reports have to be developed that can give an accurate and updated picture of existing facility and ground conditions. These condition reports would be able to provide the necessary primary information as an inventory of facilities, their need for repair or maintenance, and to what extent the facility or location is being utilized.

Condition and vandalism incidence reports are central to a planning strategy aimed at combatting vandalism; not only because they serve to provide a useful data base, but because they also serve to encourage City employees to become more alert to the quick reporting and attending to initial damage that may occur not only

¹⁵Op. Cit., p.4.

understanding the cause of the initial damage, but perhaps how to combat incidents of further similar damage. A case analysis may provide clues that could point out who uses that particular facility; how the facility is actually being utilized as opposed to what it was originally designed for; how did the damage really occur; and how users really feel about the facility or location.

Unfortunately, a lack of previous definitive policy from within the various Community Branches of Winnipeg's Parks and Recreation Department has prevented the universal adoption of facility and grounds condition reports completed on a regular basis. Most frequently, facilities or grounds damage is only reported after a complaint or request for action of maintenance has been logged. Prior to the spring of 1981, the Parks and Recreation Department did not have a standard form in use that could be used to record all incidents of vandalistic damage; which is critical in enabling, and also encouraging all Community Branches to gather data concerning the types and costs of vandalism that occurs.

In May of 1981, the Parks and Recreation Department decided that instead of developing another report format for recording incidents of vandalistic damage, they could utilize the existing Property Damage and/or Loss Report form in association with a Final Repair Report form that could be completed for each instance of vandalism. It was subsequently decided that "effective June 1, 1981, the following procedure is to be adhered to:

- 1) A Property Damage and/or Loss Report (form PR 45b) and a Final Repair Report (form PR 45c), when applicable, is to be completed

for each incident of vandalism to property/facilities under the jurisdiction of the Parks and Recreation Department.

2) Reports filed for instances of vandalism should clearly indicate that "vandalism" was the cause of the damage.

3) Forms are to be completed by the particular Branch responsible for the damaged property/facility. A copy of that form is to be forwarded to 2799 Roblin Boulevard.

4) The Administrative Services Branch shall be responsible for recording vandalism statistics, including the preparation of an annual summary as to area, costs, and category of vandalism."¹⁶

It was also stressed that "to ensure this information is accurate and meaningful, the full co-operation of each Branch in complying with this policy is essential."¹⁷

An informal survey of all six Community Parks and Recreation Branches however, tends to indicate that "full co-operation" has not been enough to ensure accurate and meaningful information. Firstly, there is no standard policy or consensus on a regular inventory schedule. Some Branches conduct complete inventories twice a year, others do theirs once a year, while some Communities are even more infrequent. A shortage of manpower is the most frequent complaint in regards to conducting more regular inspections and inventories of grounds and facilities.

Some inventories are further separated into three categories of landscaping, equipment and furnishings, and athletic fields. In

¹⁶The Winnipeg Parks and Recreation Department, May, 1981.

¹⁷Ibid.

this case, the greatest damage occurs to the equipment and furnishings. Two Branches claimed that while certain facilities were inspected on a regular basis, a problem exists in regular inspections for other facilities. Again, budgetary restrictions and manpower shortages were cited for infrequent inventory and/or condition reports.

Therefore, some initial steps can be taken with regards to improving the present system of information gathering and the reporting of park vandalism. Standardized inventory and condition reports are necessary and site inspections should be given a much higher priority in order to determine not only vandalistic damage, but to determine the need for necessary repairs, the amount of use-age a facility or location receives, and to provide a much more accurate and meaningful picture as to what the actual situation really is.

F. THE WINNIPEG PARKS AND RECREATION DEPARTMENTAL PERCEPTION

Late in 1980, a six question survey dealing with park vandalism was circulated to Regional and Community Parks and Recreation administrative staff. These questionnaires were distributed to every Community Parks and Recreation Manager and to every Regional Parks and Recreation Director, and the replies and associated comments made to each question served to illustrate their concerns, prejudices, and general perceptions relative to park vandalism.

These questions will be presented sequentially with each followed by a summary of the replies received. A total of fifteen replies were collected.

1) What segments of your operations are subject to the greatest amount of vandalism, ie. parks, buildings, equipment, etc. Any observations as to why?

The majority of respondents agreed that both buildings and park playground equipment and facilities received the highest amount of vandalistic damage. Specifically, park washrooms, lighting fixtures, windows, fences, signs, hallways, partitions, pay telephones, and drinking fountains were cited as being subjected to the most abuse.

Graffiti was also mentioned as a seriously growing concern among the Parks and Recreation administration; partly because such defacement served to increase rapidly the likelihood of additional damage.

Less damage was reported to the park landscaping and grounds themselves than was committed against buildings and facilities. One reason proposed for this was the seasonal constraints imposed by Winnipeg's long winter season with regards to people actually being outdoors. Damage that does occur during the winter season may not be uncovered until the spring and is also harder to detect for less supervision is present and less patrolling is undertaken to uncover and report vandalistic damage. The types of damage that does occur outside usually consists of injury to shrub beds, flower beds, trees, abnormal distribution of garbage and damage inflicted in grassed areas.

Three major observations were offered by the Parks and Recreation administration as to why park vandalism occurs. Firstly, many believe that Park and Recreation buildings were themselves

responsible for promoting damage because of design weaknesses or because their method of construction and choice of materials increased their susceptibility for vandalism. For example, converting older buildings originally designed for a completely different purpose than for parks and recreation made them much more prone to damage in that long hallways and existing nooks and crannies become potential hide-aways. Construction practises like hanging false ceiling tiles also encourage vandalistic damage. Finally, using materials such as glass or porcelain make a facility too easy to vandalize.

These design and building considerations also directly contribute to the problem of uncontrolled accessibility. The design, construction and materials used in a building or facility dictate to what degree of security is possible, and therefore, to what degree there exists for the potential for vandalism. It was also observed that damage that accrues to one component of a building, such as lighting fixtures, will serve to increase damage for the remainder of the building.

Secondly, the issue of uncontrolled accessibility leads into the observation of the Parks and Recreation administration that in many instances, there is not sufficient supervision of buildings and facilities. Almost every respondent replied that a lack of supervision was responsible for the existing rate of vandalistic damage. Although some of the blame must go to the aspect of poor design and construction, a lack of volunteers and the existing low wage scale paid to current staff contributes to the incidence of vandalism according to some Parks and Recreation administrative personnel. An

example of such a case is the low incidence of damage that occurs within an indoor swimming pool area where supervision is very high, as opposed to the high rate of damage in park washrooms, where supervision is almost non-existent.

More specifically, administrative staff suggested supervisory staff must not remain stationary and blamed programming function aspects of the job that confined employees to offices or phones. A lack of any special training in regards to a preventative strategy was also mentioned.

Lastly, infrequent patrolling by City Police, Park Police, and private security firms was stated as a prime cause for public vandalism. Some felt that vandalism was a low priority for police and that this was perceived by the general public; and consequently, fewer instances of public reporting of damage occurs.

2) Has vandalism increased significantly in the past five years, past two years?

The responses relative to this question were about evenly distributed with six out of fifteen replying that they perceived vandalism as increasing, while five out of fifteen believed that it was decreasing. Two believed that there was no real change in the level of vandalism; only that the media was devoting more time and energy in coverage of this issue. A few respondents qualified their answers by pointing out that inadequacies exist in the reporting system that was currently being used by the Parks and Recreation Department.

3) What do you attribute this increase (decrease) to?

Out of six respondents of the previous question who stated their perception of increasing vandalism, four believed that a lack of parental control or concern was the major contributing factor. Three individuals blamed the leniency of the court system and the inadequate policing; while two agreed that the lack of alternative recreational programming was responsible. Other singly stated reasons were: the parents of juvenile offenders are not held financially responsible, our affluent society, and the already mentioned reasons of poor design and construction of facilities coupled with inadequate supervision.

Out of the five respondents who believe vandalism is decreasing, only two agreed that increased media exposure was responsible. Other individual reasons for their belief were: increased lighting and the quick repair of initial damage, better design and construction of buildings and facilities, and efficient supervision. Those who gave reasons for the existence of the present level of vandalism stated a lack of respect for property, a lack of parental control or concern, and the leniency of the court and justice system. Two individuals who believed that there has been no appreciable change in the rate of vandalistic damage during the last few years attribute this to the use of burglar alarms and better security, post and chain fencing to restrict vehicular traffic, and the quick repair of initial damage.

4) In your opinion, what are the three most important steps the Parks and Recreation Department can take to combat vandalism?

The majority of responses promoted the idea of improved design and construction of facilities, increased police patrolling, increased security, and increased staff supervision. Also suggested was increased public awareness programming, stronger punishment for offenders, alternative recreational programming, improved lighting, dog patrols, security alarms, post and chain fencing, quick repair of initial damage, and a user pay system for some facilities.

5) What steps or actions does your operations employ now to combat vandalism?

The most widely used action to combat vandalism was improved supervision of parks and recreation facilities. This increased level of supervision took the form of more volunteers with the hiring of extra staff, such as locker room attendants.

Improved physical security and lighting tied for second place for the most popular means of controlling and preventing park vandalism. The use of more effective locks, alarms, screens, metal doors, and chain and post fencing were the items mentioned under the category of improved physical security. Vandal-proof lighting fixtures in combination with a more intelligent placement of lighting standards was also highly praised.

The third most popular way of fighting vandalism was the quick repair of initial damage. Covering up the minor initial damage prevented further damage that might accrue due to negligence.

Next, greater police surveillance, more regular inspections by staff, and the introduction of a public awareness program all shared the same level of response by the Parks and Recreation administrative personnel towards controlling and preventing park vandalism.

Finally, building with better materials and improved design, a user awareness program, more alternative recreational programming, restitution from offenders, and a greater co-operation and communication between the maintenance staff and the programming staff to prohibit the more rowdier user groups were also individually suggested.

6) Please include any relevant information or opinions that might be of interest to agencies confronted with vandalism.

Once again, the majority of administrative responses expressed the opinion that more emphasis should be placed by the Parks and Recreation Department on effective design to counteract vandalism. It was thought by many that durability was sometimes being sacrificed for the sake of appearance; and one even suggested that designers should be charged to some extent for any extensive vandalism due to poor design.

Just as many respondents advocated more staff supervision and increased patrolling by regular police, park police and private security firms.

Sharing second place in popularity of responses was emphasis on increased public awareness by conducting public education programs and also the need for stronger punishment by the court system was expressed.

Other suggestions by individuals included more effective maintenance and the quick repair of initial damage, better lighting, more alarm and security systems, post and chain fencing, advertising the cost of vandalistic damage to user groups, and gaining more rapport with the youth groups in order to obtain information regarding offenders.

After reviewing the responses of the Parks and Recreation administrative staff that replied to this questionnaire, some statements can be made with respect to their perception of park vandalism in particular.

Buildings and facilities appeared to suffer the most vandalistic damage primarily because of uncontrolled accessibility. This lack of control over accessibility was perceived to be the result of either inadequate design and construction, a lack of proper supervision, or because of insufficient police patrolling.

While there was little consensus among the respondents on whether or not park vandalism was on the rise, those who claimed that the rate of incidents of park vandalism was increasing tended to shift the blame to more general factors such as a lack of parental control or concern, or the leniency of the present legal system. Those who believed that vandalism was decreasing tended instead to credit this drop to more specific measures that were taken by the Parks and Recreation Department, such as improved physical security or added supervision.

The majority of respondents, when asked what steps they have taken to control and prevent park vandalism, said that uncontrolled accessibility was being tightened by either increasing the level of

supervision or by improvements made to the physical security of a facility or park ground. In addition, many advocated the quick repair of initial damage towards effectively combatting park vandalism.

G. CONCLUSIONS

Acts of vandalism are covered in the Canadian Criminal Code under the terms of "Mischief" and "Wilfull Damage" and are treated as property offences. The problem that exists with this present classification is that the majority of vandalism is committed by young offenders who fall under the jurisdiction of the Juvenile Delinquents Act. Not only does this severely limit any punitive or retributive measures that the legal system can impose, but also critically hampers any effort to obtain reliable and valid statistical data regarding how extensive such behavior is among young people.

The statistics on vandalism available from the Winnipeg Police Department were also quite limited in that only reported cases of either "Mischief" or "Wilfull Damage" are counted. Using this understated indicator of vandalism, Assiniboine Park/Fort Garry Community has the highest relative incident rate of vandalism, while the Community of St. Boniface/St. Vital enjoys the lowest rate. The previously discussed Uniform Crime Reporting Statute also limits the validity of any police statistics regarding vandalism. Consequently, even though further breakdowns of the reported cases of public property damage were compiled in this chapter using different variables such as community population and acreage of public open spaces; the truth remains that the official police statistics are inadequate for

any type of valid research.

Because of the low quality of the official police statistics relating to park vandalism in particular, it was hoped that examining how much each Community expends due to vandalistic losses would give a more accurate reflection of the existing problem. Unfortunately, because of the recent formation of the Parks and Recreation Department, this method was also found to be unsatisfactory for comparison purposes for no city-wide consensus for the collection of pertinent data exists.

This led us to examine why such information is so valuable in the control and prevention of park vandalism; and to state that the Parks and Recreation Department should take measures to ensure that their directives are being adhered to in a more regular fashion.

Regardless, the Winnipeg Parks and Recreation Department perceived these losses as the primary result of poor design and construction, insufficient supervision and infrequent police patrolling. Although the Department believed the above mentioned reasons promoted vandalism by increasing the potential for unauthorized accessibility to parks and facilities, it was the majority opinion that the actual root causes for vandalism were combinations of the so-called "popular" theories previously discussed within Chapter 2.

Vandalism remains a phenomenon that has yet to be properly documented with regards to its financial and social impact upon Winnipeg's public open space system. This failure to keep track of vandalism incidents committed against Winnipeg's parks and facilities is jointly attributable to the two City Departments responsible; the Winnipeg Police Department and the Winnipeg Parks and Recreation Department.

CHAPTER 4

THE ADMINISTRATIVE RESPONSE TO PARK VANDALISM

A. INTRODUCTION

The purpose of this chapter is to review Winnipeg's response relative to the control and prevention of park vandalism in order to determine what types of approaches have been stressed with respect to reducing this social malaise. Consequently, the objectives of this chapter are:

- 1) to illustrate how both the Police and Park Security forces combat park vandalism;
- 2) to analyze the priorities of how Winnipeg has previously responded to park vandalism; and
- 3) to evaluate Winnipeg's response to park vandalism and compare how other urban centres have successfully approached this problem by alternative methods.

B. PARK SECURITY

The policing of public open spaces is an aspect of the study of vandalism that cannot be ignored and is therefore one that must be examined in depth. A knowledge of park security and policing policy is critical in the establishment of any comprehensive planning strategy towards the control and prevention of park vandalism.

During 1981, the Winnipeg Parks and Recreation Department employed thirteen special Park Police Constables within a Parks Police Division. These permanent civic employees primarily patrol only three Regional park sites. Out of the thirteen Constables, six are stationed at Assiniboine Park and three are assigned to duty at Kildonan Park on a 24 hour basis. In addition, three Constables also patrol St. Vital Park for sixteen hours a day. During the more busier spring and summer months, six more Constables are hired on a temporary basis with three out of the six being dispatched for duty to Assiniboine Park, two to Kildonan Park, and one to St. Vital Park.

In addition to these three Regional park sites, the Park Police also patrol "LaBarriere Park, Cresecent Drive Park, King's Park, Maple Grove Park, Seine River Park, Churchill Drive Park, as well as performing periodic checks of other facilities under the control of the Regional Parks and Operations Division."¹

However, only Regional parks receive attention from the Parks Police Division while all other public open spaces fall under the jurisdiction of the Winnipeg Police Department, or are patrolled by private security firms retained under the following contractual basis.²

1) St. James/Assiniboia Community

Ten locations are patrolled by outside private security firms

¹City of Winnipeg Task Force on Vandalism Report re: "Policing of City Parks, Vandalism and Rowdyism," January 30, 1981, p.2.

²Ibid., pp.3-4.

that make random checks on a daily basis from the beginning of May to the end of September.

2) Lord Selkirk/West Kildonan Community

Kildonan Park utilizes the services of a night watchman on a nightly basis from 11:00 pm - 7:00 am in addition to five outside private security guards for six days every week to assist the Rainbow Stage Summer Theatre season during the months of July and August.

3) East Kildonan/Transcona Community

Five locations are patrolled by outside private security firms that make random checks on a daily basis from the beginning of May to the end of September.

4) Assiniboine Park/Fort Garry Community

Outside private security firms patrol Crescent Drive Park four evenings a week, Thursday to Sunday, from the end of May to the end of August.

As a Division of the Winnipeg Parks and Recreation Department, the Park Police Constables have the following duties relative to their function:³

"1) Perform Police duties involving the patrolling of one or more parks while enforcing Federal, Provincial and Municipal Statutes and to investigate any other related incidents when and where required;

³City of Winnipeg Police Department Report re: "Winnipeg Police Department Take-Over of Policing Regional Parks in the City of Winnipeg," June 24, 1980, p.4.

- 2) Make inspections inside and outside of buildings within the parks and check grounds against loss and property damage;
- 3) Investigate complaints or unusual incidents;
- 4) May be required to give oral and written reports;
- 5) Appears in court to give evidence as required;
- 6) Plans and allocates duties to other Constables and security officers under his supervision;
- 7) Maintains a daily log, gives written and oral reports;
- 8) Maintains a working liason with the Winnipeg Police Department and other law enforcement agencies to ensure good co-operation in dealing with emergencies and other investigations;
- 9) Assists the public and maintains a high standard of public relations; and
- 10) To perform all other duties as required."

All Park Police Constables must attend a sixteen week recruit course which is taught by the Winnipeg Police Department. Every recruit must meet the exact same standards that all Winnipeg Police recruits meet in order to complete successfully this course.

The Park Police Division possesses three marked and one unmarked vehicles, although an additional three cars are made available for the busier summer season. Only in Assiniboine Park is a vehicle retained on a 24 hour basis.

The budget for Park Security during 1980 was \$372,998.00.

C. TASK FORCE ON VANDALISM AND ROWDYISM IN RELATION TO PARK POLICING

On July 30, 1980, the Winnipeg Board of Commissioners struck a task force to investigate the rising phenomenon of vandalism and rowdyism within Winnipeg's Parks. This task force was comprised of representatives from the Winnipeg Parks and Recreation Department, the Winnipeg Police Department, and the Law Department. The purpose of this task force was to submit recommendations to combat vandalism and rowdyism by increasing the effectiveness of park policing.

On January 30, 1981, this task force submitted five recommendations to this effect:⁴

"1) The City of Winnipeg Police Department assume the responsibility of policing all City of Winnipeg Regional Parks;

2) That the present level of policing of Regional Parks be maintained and improved upon in the City's major parks - Assiniboine Park, Kildonan Park, and St. Vital Park;

3) The City of Winnipeg Police Department review the qualifications of the twelve permanent Special Constables of the Parks and Recreation Department and to admit to their force those who meet their entrance requirements;

4) The Special Constables not acceptable to the Winnipeg Police Department for admission to its forces be directed to carry out duties within the Parks and Recreation Department which duties are more in line with the Warden concept; and

⁴The City of Winnipeg Task Force on Vandalism Report re: "Policing of City Parks, Vandalism and Rowdyism," January 30, 1981, p.1.

5) A permanent liason be established between the City of Winnipeg Police Department and the Parks and Recreation Department to enable both departments to resolve all special needs and concerns relating to park security and the enforcement of Municipal and other legislation within Regional Park areas."

In support of these above recommendations, the task force reported that "increasing public attendance at City Parks and recreational facilities has also resulted in an increasing number of incidents relating to vandalism and rowdiness in general, breach of Municipal, Provincial, and Federal legislation . . . the enforcement of which legislation should properly fall under the jurisdiction of the City of Winnipeg Police Department."⁵

More importantly, however, the Special Constables employed by the Parks and Recreation Department, in assuming the responsibilities that should be reserved for regular Police Constables "may be in breach of Section 4 of the Workplace Safety and Health Act, Cap. W210, S.M. 1976."⁶

The members of the task force made strong recommendation therefore, that if the existing Park Constables continue to carry out regular Police duties and functions, that they receive the proper training and equipment that is made mandatory for the regular Winnipeg Police Constables.

⁵Op. Cit., p.3.

⁶Ibid., p.4.

D. THE WINNIPEG POLICE DEPARTMENT REPORT

The Winnipeg Parks and Recreation Department has acknowledged the concerns that were brought out in the recommendations, and made a request for the Winnipeg Police Department to assume all policing for Assiniboine Park. The Parks and Recreation Department suggested that a number of Park Police be transferred to the Winnipeg Police Department in order to provide them with the proper training and equipment necessary to carry out their required duties on a more effective level. The obvious advantages of this suggestion would be: properly trained and equipped personnel, increased and more rapid Police back-up in emergencies, no need for additional staff increases for either Department, and the increased utilization of existing Police equipment and facilities.

The Winnipeg Police Department, however, disagreed with the above proposal and cited the following objections:⁷

1) Park security problems would only be shifted to park sites that remain unpatrolled; therefore, selected park sites should not be singled out for special consideration with regards to policing;

2) There is no guarantee that all Park Police Constables would meet the minimum qualifications required for admission to the regular Police force; and,

3) The manpower, equipment, and facilities necessary to police all open spaces within Winnipeg are not currently available.

⁷Op. Cit., p.6.

The Winnipeg Police Department has estimated that "the total cost for implementation will be \$1,214,197.40. The following cost breakdown includes equipment which was available from the Park Police during 1980.

52 additional Constables (salaries)	\$1,096,406.00
Uniforms and equipment for 52 men @ \$1000.00 each	52,000.00
Purchase of 2 new vehicles @ \$10,625.00 per unit	21,251.00
Equipping 4 Park Police cars @ \$3,307.00 per unit	13,228.00
Cost of operating 6 units per year	13,312.00
Nine portable hand-held radios	<u>18,000.00</u>
Total =	\$1,214,197.00" ⁸

Comparing this above total cost with the Park Security budget of \$372,988.00 for 1980 would result in a final cost to the City of Winnipeg of approximately \$814,209.00. However, the task force promptly pointed out that this increased cost to the City would be partially offset by transferring over to the Winnipeg Police Department most of the existing equipment and vehicles currently owned by the Parks and Recreation Department; and by the reduction in loss due to vandalism.

E. CANADIAN UNION OF PUBLIC EMPLOYEES

Subsequent to the initial recommendations made by the task force, the Board of Commissioners requested information relative to

⁸City of Winnipeg Police Department Report re: "Winnipeg Police Department Take-Over of Policing Regional Parks in the City of Winnipeg," June 24, 1980, p.4.

the additional level of service being proposed by the Winnipeg Police Department in assuming all policing duties for Regional Parks and facilities. The Canadian Union of Public Employees (CUPE), Local 500 submitted their report in this regard, dated March 6, 1981.

CUPE's recommendations were as follows:⁹

1) That the City of Winnipeg's Parks and Recreation Department increase the size of the Winnipeg Park Police Division to adequately look after major City of Winnipeg parks;

2) That the City of Winnipeg's Parks and Recreation Department assure that all new Constables are properly trained and that the trained Constables be sent to refresher courses; and,

3) That the City of Winnipeg assure that the Winnipeg Park Police Division becomes a credited Department acceptable to the Manitoba Police Commission, R.C.M.P., and any other body deemed necessary to ensure the availability of information to an accredited Department.

The reasoning behind CUPE's recommendations is basically the same logic presented in the Task Force report of January 30, 1981. The Union expressed concern for the hazardous working conditions coupled with the lack of proper training and equipment. Furthermore, CUPE pointed out that refresher courses that could help remedy this situation are being denied to Park Police Constables. Finally, CUPE claimed that the manpower of the Park Police Division has not increased

⁹Canadian Union of Public Employees Report, March 6, 1981.

significantly in the past few years and has remained relatively stagnant in contrast to the increased level of reported incidents of unlawful behavior occurring within City parks, including vandalism.

CUPE stated that "if it is the intent that the Constables of Winnipeg's Park Police Division are to continue to perform their present duties, then it is strongly recommended that the City of Winnipeg provide proper training necessary to carry out their functions and to provide all the necessary equipment for their protection, and insure that the Constables are properly sworn in to legally do the tasks assigned to them."¹⁰

In order to carry out these functions, CUPE estimated that the Park Police Division would require approximately 22 permanent and 9 temporary Constables, which would amount to an increase in the presently maintained manpower level of 9 permanent and 3 temporary Constables.

The advantage in the proposals recommended by CUPE would lie in the policy of proper training and equipping of all park security personnel; personnel that would be familiar with the operation, layout and patterns of the park sites that they would be responsible for.

The CUPE proposal, as seen by Table 6 would cost the City of Winnipeg an additional \$194,544.00.¹¹

¹⁰Op. Cit.

¹¹Ibid.

TABLE 6
CUPE PROPOSAL

1980 Parks Security Budget	\$372,998.00
Union proposal for staff of 22 permanent employees and 9 temporary Constables:	
1 Administrator	28,756.00
3 Sergeants @ \$25,274.00 per annum	75,822.00
18 Constables @ \$21,788.00 per annum	392,184.00
9 Temporary Constables @ \$1,484.00 per month (X5)	<u>66,780.00</u>
	total = \$563,542.00
Additional Cost of CUPE Proposal	\$190,544.00

F. THE BOARD OF COMMISSIONER'S RECOMMENDATIONS

After reviewing the report submitted by the task force on January 30, 1981, and after due consideration of the recommendations put forward in that report; the Board of Commissioners made the following recommendations on April 23, 1981 to the Committee on Recreation and Social Services:¹²

1) That the City of Winnipeg Police Department provide policing of all parks and recreational facilities with no increase in staff;

2) That the present "Parks Police" be redefined as "Park Warden" and that the training of the Wardens be under the direction of the Chief of Police; and,

3) That adequate communication be established between the City of Winnipeg Police Department and the Wardens of the Parks and Recreation Department.

G. THE COMMITTEE ON RECREATION AND SOCIAL SERVICES RECOMMENDATIONS

The Committee on Recreation and Social Services reviewed the previously discussed reports and submissions from the appointed task force, the Board of Commissioners, the Winnipeg Police Department, and the Canadian Union of Public Employees; and on March 15, 1982, made the following recommendations that were subsequently adopted by City Council:¹³

¹²The Board of Commissioner's Report, April 23, 1981.

¹³City of Winnipeg Council Minutes, p.182.

1) That primary responsibility for providing security within Regional Parks and facilities remain with the Parks Security Division of the Winnipeg Parks and Recreation Department;

2) That enforcement of Federal and Provincial legislation, such as the Narcotics Control Act, the Criminal Code, the Liquor Control Act, etc., be primarily the responsibility of the City of Winnipeg Police Department with assistance from the Park Security Division;

3) That the twelve (12) permanent "Park Police" Constables remain in the Parks and Recreation Department staff establishment;

4) That the City of Winnipeg Police Department continue to provide training to Park Police Officers through the Winnipeg Police Recruit Training Course and to provide any additional and available in-service training deemed appropriate;

5) That the attached Park Police Officer job description which reflects the responsibility noted in (1) above, be approved;

6) That the uniform of the Park Police Officers not be changed except for shoulder flashes;

7) That three (3) positions in the existing complement of twelve (12) permanent Park Police Constables be reclassified to a proposed (yet to be created) position of Senior Park Police Officer;

8) That the present liaison at the administrative and supervisory levels of the City of Winnipeg Police Department and the Parks and Recreation Department be maintained and be expanded to include

direct radio communication between the Park Police Division and the City of Winnipeg Police Department Communication Centre; and,

9) That the proper Officers of the City do all things necessary to implement the intent of the previous recommendations.

The Committee on Recreation and Social Services also recommended the formation of a Committee on the prevention of vandalism that would be comprised of representatives from:¹⁴

- 1) The City of Winnipeg Police Department;
- 2) The City of Winnipeg Parks and Recreation Department
- 3) Civic Departments affected by vandalism;
- 4) Social Services Department;
- 5) Winnipeg area School Divisions;
- 6) Correction Institutions;
- 7) Private businesses; and,
- 8) Media.

H. THE PARKS AND RECREATION DEPARTMENTAL RESPONSE

Prior to 1977, the Parks and Recreation Department for Winnipeg was the only Department that was still structured along the multiple two tier government lines that existed before the Unicity concept was adopted in 1972. Because of the recent history of the Parks and Recreation Department, no comprehensive data has been compiled with regards to park vandalism until February of 1978. During that

¹⁴Op. Cit., p.183.

year, the Committee on Parks and Recreation requested the Department to prepare a report on the extent of vandalism to Parks and Recreation property and facilities. This report simply gave the breakdown of costs of damages incurred through vandalism according to the Community and type of damage. The costs incurred by each Community were previously discussed in Chapter 3.

Vandalism was not addressed again until April of 1980, when a report submitted by the Winnipeg Parks and Recreation Department to the City Centre/Fort Rouge Community Committee regarding their proposed Anti-Vandalism program was referred to the Committee on Recreation and Social Services.

This program advocated the implementation of the following schemes along with the associated recommendations:¹⁵

- 1) A public awareness program which would be implemented with little additional costs to the Department;
- 2) A user awareness program, which is currently underway;
- 3) Improvements to the physical security of all buildings, which is a potentially expensive undertaking;
- 4) Supervisory improvements to all buildings, which could take place to a limited extent by careful re-scheduling; and
- 5) The development of an incentive program, which has already been adopted to a certain degree.

This submitted report also recommended that the Committee on Finance provide \$5000.00 to implement the aforementioned proposal #5

¹⁵The Winnipeg Parks and Recreation Department Report, April 16, 1980.

by giving each of the ten existing Community Centres \$500.00 in the form of a grant with the stipulation that all losses incurred through vandalism would be made against this grant in one given year.

The Committee on Recreation and Social Services concurred with the basic recommendations made by the Parks and Recreation Department except for item #5 which sought the development of an incentive program. The required \$5000.00 was turned down due to budgetary restrictions.

On July 30, 1980, the Board of Commissioners requested that a task force be struck to study the phenomena of vandalism and rowdiness in City parks. From this task force, the Board of Commissioners recommended an increase of police responsibility without any corresponding increase in police staffing or budget; and further recommended a better communication link between the regular Police and the Park Police.

On June 17, 1980, the St. James/Assiniboia Community Committee requested that the feasibility of introducing the use of guard dogs to patrol City parks be considered. The Committee on Recreation and Social Services thereby requested that the Parks and Recreation Department report back in this regard.

On September 2, 1980, the Parks and Recreation Department submitted their report and offered three basic recommendations:¹⁶

1) That the use of guard dogs in City parks not be allowed except for instances where deemed necessary by City Police;

2) That the City Police increase surveillance and spot checks

¹⁶The City of Winnipeg Parks and Recreation Department Report re: "Vandalism in the City of Winnipeg,": 1980, p.3.

of City parks; and,

3) That funds be provided to adopt a Rowdyism Action Plan. This action plan would encompass more police surveillance, special staff training, media support, public awareness and education, greater punishment, and increased civic responsibility.

Although the Parks and Recreation Department admitted that guard dogs would be very effective and would be less expensive than two man patrols, they thought that the disadvantages of the possibilities of civil suits arising from attacks, the "concentration camp" atmosphere, and the deterred use of the parks and facilities outweighed their advantages. They also stated that although the two man patrols would be an effective deterrent to vandalism, the cost would not be offset by the savings of losses incurred through vandalism. These recommendations were subsequently adopted by City Council in the spring of 1982.

On September 3, 1980, the Parks and Recreation Department submitted another report to the Board of Commissioners entitled "Vandalism in the City of Winnipeg." This report supported the general views shared by the Parks and Recreation administrative staff in that "analysis of the 1979 vandalism statistics reveals that the majority of vandalistic acts were committed against public buildings. The most frequent damage occurred to windows and doors."¹⁷

The report pointed out, however, that statistics from each Community may differ in that the City Centre/Fort Rouge Community

¹⁷Op. Cit., p.3.

Parks and Recreation Branch maintains their Community Centre buildings while the St. James/Assiniboia and St. Boniface/St. Vital Communities do not assume such costs; while the Lord Selkirk/West Kildonan, East Kildonan/Transcona and Assiniboine Park/Fort Garry Communities absorb maintenance costs only to a certain degree. Despite these and other considerations, such as the major difficulty in obtaining meaningful data and statistics concerning vandalism, "It is concluded from the facts contained herein that vandalism is of significant proportions to warrant action on the part of the City of Winnipeg Parks and Recreation Department."¹⁸

The primary recommendation made by the Parks and Recreation Department was the establishment of a Committee on the prevention of vandalism to be under the direction of the Parks and Recreation Department; with the necessary terms of reference and appropriate funding to be provided in the 1981 Current Budget. This recommendation was subsequently laid over by the Committee on Recreation and Social Services on September 10, 1980.

However, by the spring of 1982, the Parks and Recreation Department had developed the initial outline of an Action Plan which was previously introduced within Section H of this chapter. The purpose of this plan is to develop a program in order to help reduce incidents of vandalism as well as other general abuse situations occurring within Winnipeg's public open space system.

The objectives of this Abuse of Parks and Recreation Facilities Prevention Program are as follows:¹⁹

¹⁸Op. Cit., p.4.

¹⁹The Winnipeg Parks and Recreation Department, June 7, 1982.

1) To develop and implement a public awareness program that will encourage greater citizen concern and participation in combatting the abuse of parks and recreation facilities through:

- publicity to inform citizens regarding the extent of the problems and costs involved;
- publicity to encourage citizen involvement in reporting acts of rowdyism, vandalism, and other abuses;
- education programs to facilitate park appreciation and general pride in the Community
- publicity to encourage participation in activities related to the beautification of parks property; and
- programs to encourage greater public involvement in the planning and design of parks and recreation facilities.

2) To develop and implement a training program for Parks and Recreation Department staff in order to facilitate combatting the abuse of parks and recreational facilities;

3) To develop and implement an evaluation strategy for techniques employed to combat rowdyism, vandalism, and other acts of abuse;

4) To establish and maintain liaison with other departments, agencies and committees concerned with rowdyism, vandalism, and the abuse of public property in order to exchange information on the causes, costs, and effects of such behavior and possible methods for its reduction; and

5) To recommend to the Management Team other appropriate measures and programs to reduce rowdyism, vandalism, and the general abuse of parks and recreational sites and facilities.

I. EVALUATION OF WINNIPEG'S RESPONSE TO PARK VANDALISM

After reviewing the preceding sections of this chapter, it appears that Winnipeg's response to park vandalism can be separated into two components; the political/administrative responses of the City and the responses of the Parks and Recreation Department in particular.

With respect to the former; it seems that the City has concentrated on two primary approaches to combatting park vandalism by advocating increased Police and Park Police patrolling of City parks with the establishment of Task Forces and Committees to further study the problem. In fact, the recommendations made by the Committee on Recreation and Social Services that were adopted by Council served to accomplish only two main purposes. First, Council only delineated the responsibilities of the Park Security Division as opposed to those of the regular Police force in patrolling City parks. However, no increases in manpower for either Department were approved. Secondly, City Council adopted the recommendation that a Committee be formed in order to prevent vandalism in general by methods of public awareness and education.

Unfortunately, while the first avenue of approach only served to reinforce the present policing situation, the second avenue, consisting of public awareness and education never quite materialized. To date, no Committee on the prevention of vandalism has been formed.

With respect to the response of only the Parks and Recreation Department; it is encouraging to see the first steps have already

been taken towards constructing a planning framework to control and prevent park vandalism. This action plan holds great promise, for unlike most previous recommendations, it is not almost exclusively devoted to responses of Utilitarian Prevention. Instead, avenues of approach such as Deflection, Education and Publicity, and Citizen Participation are proposed; avenues that deserve a much greater chance than they have ever received in Winnipeg.

Besides having a greater potential for success because of its mixed approach, the Action Plan currently being implemented retains a positive attitude as opposed to previous reactive avenues of response such as increased police patrolling. Not only do our current responses towards park vandalism concentrate on the "control" aspect as opposed to the "prevent" aspect of this issue, but these policies retain a defeatist bent. Furthermore, implementing the various components of this Action Plan, while the exact cost remains unknown, will cost the City considerably less than many other strategies to reduce the losses incurred through vandalism. It is also hoped that the methods tried in this regard will also hold a greater potential for fighting vandalism within other environments, such as schools, where other methods might be impractical.

J. SURVEY OF SUCCESSFUL RESPONSES TO VANDALISM WITHIN OTHER CITIES

As there is little in the way of existing city-wide anti-vandalism programs in Winnipeg, one should examine examples of successful programs instituted in other urban centers in order to determine what aspects of these programs made them successful in combatting vandalism.

The following are some examples of such programs:

1) The Counter-Act Organization

In July of 1975, the City of Mississauga established a Task Force on Vandalism in order to determine what could be done to combat vandalism in their city. The Task Force was comprised of representatives from Civic Departments, public utilities, police, school boards, churches, businesses, professional and service organizations, and the media. This Task Force produced a report containing fourteen recommendations designed to help combat vandalism primarily using Citizen Involvement and Participation in such areas as design of facilities, maintenance of public areas, and supervision of adjacent public grounds.

2) "Kids That Care" Park Clean-Up Program

Various centers throughout the United States have designed and implemented massive public clean-up campaigns that reduce vandalistic damage through increasing civic pride. These clean-up campaigns clean up public open spaces at a considerable savings to the City with respect to man hours and money; they provide children with more civic pride in their parks and an outlet to release their energy; and the City is able to publicize the message of combatting vandalism in a relatively inexpensive but effective fashion. In Winnipeg, an example of the successful implementation of such a program is conducted every year by the Winnipeg's Boys Club.

3) T. O. P. Program

This program stands for "Teens On Patrol" and has successfully operated for over twelve years in such cities as Rochester, New York and Durham, Mass. The general philosophy behind this program is to involve young people in active community service. Teams of youngsters are hired for the summer months to patrol assigned areas. Their responsibilities are to assist in reporting problems such as the prevention of injuries, protection of persons and property, and the maintenance of the peace to the proper authorities. Such programs are able to: reduce vandalism and other related incidents of crime by encouraging respect for persons and property; stimulate more Community awareness about vandalism and the citizen's role in the reduction and prevention of its incidence; develop the knowledge, understanding and co-operation of today's youth regarding their responsibilities towards vandalism in the Community; and could also promote youth's acceptance of leadership responsibilities and self-esteem, and to encourage further participation in Community affairs.

4) Public Awareness Programs

Many cities undertake massive public awareness programs that emphasize the need for the following: the importance for every citizen to take an active role in fighting vandalism; the increased need for values education; encouraging pride and involvement in the Community; and a deeper respect for other people's property. These campaigns usually involve newspaper and radio ads as well as anti-vandalism posters which are placed in all Civic buildings and other prominent areas.

5) Project Pride

Many cities develop an incentive program within their schools or Community Centres in order to reduce vandalism. Most of these programs work by reducing a money grant made to the institution by the City by any damages due to vandalism. Statistics are kept and everyone involved works together to achieve the common goal of reducing vandalistic damage costs. The Seine River School Division in Winnipeg has such a program in successful operation.

6) A "Get Tough" Policy

These programs follow a policy of adopting a "get tough" attitude where vandalism is concerned. This involves making every possible effort to apprehend those responsible for acts of vandalism. However, these types of programs have only yielded sporadic, but demonstrable results.

After studying these anti-vandalism programs that have worked successfully in other urban centers, and upon examination of what Winnipeg has attempted to do; the following components seem necessary in order to more effectively control and prevent park vandalism:

- 1) A determined effort by the total Community;
- 2) A sincere, co-operative commitment by all public and private sectors involved;
- 3) A Task Force/Organization to provide the leadership, guidelines, and identity to the project;
- 4) An accurate data gathering process;

- 5) Strong financial commitment by the major agencies concerned;
- 6) An ongoing public awareness commitment; and,
- 7) Inclusion of the program in the philosophy of the City policy to ensure continuity of effort and long term benefits.

And, in the avenues of responses available to the Winnipeg Parks and Recreation Department, it remains obvious that one of Citizen Participation holds the greatest potential for combatting park vandalism when used in conjunction with other supplementary approaches, such as Utilitarian Prevention.

K. CONCLUSIONS

At present, only selected Regional Park sites within Winnipeg are being patrolled by the Parks Security Division of the Parks and Recreation Department. All remaining park sites are patrolled by the Winnipeg Police Department or by seasonally employed private security firms. Despite previous attempts by the Administration to alter or expand the Policing responsibilities or either the Winnipeg Police Department or the Parks and Recreation Department, no such policy has been adopted. It appears that City Council has adopted only those recommendations relative to park vandalism that support the status quo and those that serve to further delineate and define the responsibilities of these two Departments.

Furthermore, by not adopting or funding any other avenues of approach to combatting vandalism, the City assumes a defensive and reactive posture to this issue. This implication of this attitude

is the "us" versus "them" approach that favours using Utilitarian Prevention methods to fight vandalism. An answer such as this remains pragmatic at best, and seems to be an expensive way of reducing vandalistic losses. It is ironic that while the response of Utilitarian Prevention is the most costly way of fighting vandalism, budgetary restraint has prevented the exploration of new and potentially more effective avenues of response.

Winnipeg also shows a propensity for using Utilitarian Prevention methods relative towards dealing with vandalism. Although this is not to state that other examples of response are lacking in Winnipeg, they just happen to develop at the more local level. For example, user awareness programs, public education programs, and incentive programs all exist with different Community Parks and Recreation Branches; but nothing is adopted for implementation at the Municipal level. This is a deficiency in our policy framework that must be corrected.

In the interim, these locally based Community anti-vandalism programs should be encouraged to take the initiative towards controlling and preventing park vandalism in their own vicinity. How the Community can accomplish this objective in an effective manner in concert with the Parks and Recreation Department will be presented within the subsequent Chapter.

CHAPTER 5

RECOMMENDATIONS

A. INTRODUCTION

The purpose of this chapter is to support the original intention of this thesis by proposing an effective planning strategy for the control and prevention of park vandalism. Before any planning strategy may be put forward, however, the following aspects must be examined:

- 1) A review of the current situation relative to park vandalism in order to ascertain what the directional thrust of Winnipeg's present response towards the control and prevention of park vandalism;

- 2) A critique of the current policy thrusts illustrating existing or potential deficiencies; and,

- 3) A philosophy of parks and vandalism which shows the need for a new directional focus that concentrates on the preventative rather than the controlling aspects of park planning relative to the issue of vandalism.

Once the need for a new directional focus for park planning stressing the positive, preventative approach towards reducing vandalism is identified, three levels of Parks and Recreational Departmental policy approaches are proposed. In conclusion, recommendations

relative to the combatting of park vandalism but, however, fall outside the direct mandate of the Parks and Recreation Department are also offered.

B. REVIEW

Before any planning strategy can be proposed relative to the control and prevention of park vandalism, we should review briefly the main points previously presented in this study. Such a review is necessary to ascertain Winnipeg's present policy thrusts towards dealing with this problem and to make possible a constructive critique in order to stress the need for alternative courses of action.

From the preceding chapters of this study, we have learned the following about vandalism in general:

- There is no consensus within our society regarding a universal definition of the concept of vandalism.
- There is no consensus within our society regarding any single root cause for vandalistic behavior.
- There exist several basic societal responses towards vandalism.
- There is no legal definition exclusively devoted to the concept of vandalism.
- There is little meaningful and valid statistical data relative to the incidence rate of vandalism or of the costs incurred to society by vandalistic damage.

With respect to park vandalism with Winnipeg in particular; we have determined that:

- There is little or no information available for comparison purposes relative to the costs incurred to Winnipeg's Parks and Recreation Department due to vandalistic damage.

- Buildings and play equipment receive the highest amount of abuse.

- There is no consensus within the various Community Branches of the Parks and Recreation Department regarding standardized inventory and condition reports of park facilities and property.

- The Winnipeg Parks and Recreation Department generally advocates methods of Utilitarian Prevention in responding to park vandalism.

- Budgetary restraint has been the primary obstacle towards adopting more innovative, positive approaches towards the prevention of park vandalism.

- Examples of such positive preventative anti-vandalism programs have been instituted at the local Community level of the various Park and Recreation Branches.

Once having reviewed the major points brought forward in this study, it now becomes necessary to critique Winnipeg's approach towards the control and prevention of park vandalism in order to determine what other alternatives are available both to the Parks and Recreation Department and also to the City of Winnipeg as a whole.

C. CRITIQUE OF WINNIPEG'S PLANNING APPROACH TO PARK VANDALISM

Public parks are so termed because they are designed for, and owned by, the people. It can then be argued that public parks help depict the focus and fabric of the life of the surrounding Community. As parks speak for the Community, it remains an affront and an insult to every concerned citizen when vandalism occurs to these public amenities.

To a lesser degree, the citizens of Winnipeg should also feel a similar sense of indignation with respect to our general lack of any type of general planning strategy for the control and prevention of park vandalism.

Aside from the policing component, there appears to be little in the way of a planning approach that exists within Winnipeg's infrastructure that can effectively deal with park vandalism. Further, virtually every recommendation adopted by City Council has dealt only with Utilitarian Prevention methods of combatting park vandalism. Any adopted recommendations that advocate approaches towards dealing with park vandalism other than Utilitarian Preventative methods have yet to be either funded or implemented by the City.

With regards to the more specific response of Winnipeg's Parks and Recreation Department; little exists in the way of planning for the control and prevention of park vandalism except for isolated instances at the local Community level. Instead, the Parks and Recreation Department, as a whole, seems committed to expending most of their effort towards improving their Park Security Division. And, although locally based Community anti-vandalism programs do exist, their effectiveness cannot be determined due to the lack of

any standardized methods of data collection systems, including such primary information as inventory and condition reports of grounds and facilities.

Therefore, one is able to conclude two major characteristics concerning Winnipeg's planning approach relative to the control and prevention of park vandalism. First, Winnipeg appears to stress the "control" aspect rather than the "preventative" aspect towards combatting park vandalism by primarily favouring pragmatic Utilitarian Prevention methods of response.

However, secondly and more encouragingly, small scale anti-vandalism programs have been developed and successfully implemented by various Community Parks and Recreation Branches. Park planners should concentrate on the implications of this development and should strive to modify the existing approach to park vandalism in this direction.

D. THE NEED FOR A NEW APPROACH

From the previous text, it can be confirmed that Winnipeg has concentrated its efforts primarily towards the control of park vandalism as opposed to preventing its occurrence. This existing philosophy of control, however, only remains a narrow response to an issue that is endemic to our society. As vandalism is a vaguely defined problem in our society, it would appear that there is no easy answer and that the solution should somehow vaguely come from society.

If this is true, then what is required is a new philosophy towards park vandalism that places a much larger emphasis on the

planning for preventing vandalism in general rather than for controlling park vandalism in particular. What is required is a new directional focus that is positive in its approach towards preventing vandalism through such exciting and innovative methods as Citizen Participation, Public Awareness and Education, and Deflection. Preventative methods of response remain the only solution to a vaguely defined social problem.

This is not to say that controlling aspects relative to park vandalism are futile and should thereby be abandoned; but to stress that more positive alternatives do exist and merit further consideration. Short term policies that emphasize control are necessary, but should only serve as a starting point and foundation for more long range planning policies that are designed to prevent future vandalism to all property in general.

Within this line of thought, the following package consisting of short term, intermediate, and long range planning policies relative to the control and prevention of park vandalism are proposed.

E. SHORT TERM POLICIES

There is an immense value of adopting policies which can be implemented immediately into the policy framework of the Parks and Recreation Department. These policies serve to acknowledge the slight temporal qualitative distinction that exists between "controlling" and "preventing" park vandalism. Short term policies, therefore, stress control as opposed to prevention; although the aspect of prevention is also inherent within any short term policy to a certain degree.

A philosophy of controlling park vandalism best lends itself to the basic societal response of Utilitarian Prevention. As evidenced in preceding chapters, the City of Winnipeg appears to heavily favour such a Utilitarian bias in its approach to combatting park vandalism. However, instead of concentrating efforts towards increasing the security and policing of City parks, the Parks and Recreation Department should devote more immediate attention within the areas of information and reporting of vandalism and towards the inventory, and the maintenance and repair of parks and facilities.

1. Information and Reporting

As we have previously concluded, there is a serious deficiency of meaningful data and information within the Parks and Recreation Department relative to the current inventory lists of existing parks and facilities, the current condition of these parks and facilities, the reporting of incidents of vandalism, and studies showing how and when a park or facility is being utilized. Either this information is not available or there is no consensus regarding standardized collection procedures which prevents any sort of comparison or meaningful study of the issue.

The implementation of policy recommendations #1, #2, and #3 would provide the City with a complete inventory and condition list of all existing parks and recreational facilities along with a universal damage reporting system and associated case analysis studies to serve as the foundation of any comprehensive and effective planning strategy for the control and prevention of park vandalism.

SHORT TERM POLICY #1: INFORMATION AND REPORTING

POLICY: THAT THE CITY SHALL COMPILE AN ACCURATE AND COMPREHENSIVE INVENTORY OF ALL COMMUNITY AND REGIONAL PARKS AND FACILITIES IN ASSOCIATION WITH A DETAILED LISTING OF THEIR CURRENT CONDITION.

OBJECTIVES: TO PROVIDE THE CITY WITH AN ACCURATE AND UPDATED LISTING OF ALL PARK PROPERTIES AND FACILITIES IN ORDER TO:

- 1) DETERMINE PRECISELY WHERE LOSSES DUE TO VANDALISTIC DAMAGES ARE BEING INCURRED;
- 2) DETERMINE EXISTING CONDITIONS OF PARK PROPERTIES AND FACILITIES; and
- 3) TO ALERT CITY EMPLOYEES TO EXISTING DAMAGE AND TO ENCOURAGE CITY EMPLOYEES TO QUICKLY REPORT AND ATTEND TO INITIAL DAMAGE.

IMPLEMENTATION: The City should adopt a standardized inventory sheet separated into the three categories of equipment and furnishings, landscaping, and fixtures. Such an inventory would be conducted by Parks and Recreation personnel on a regular basis throughout the City at least twice a year.

SHORT TERM POLICY #2: INFORMATION AND REPORTING

POLICY: THAT THE CITY SHALL DEVELOP AND IMPLEMENT A UNIVERSAL DAMAGE INCIDENT REPORTING SYSTEM TO BE UTILIZED FOR ALL COMMUNITY AND REGIONAL PARKS AND FACILITIES ON A REGULAR AND FREQUENT BASIS.

OBJECTIVES: TO ENABLE THE CITY TO:

- 1) ATTEND QUICKLY TO EXISTING DAMAGE;
- 2) ATTEND QUICKLY TO SUBSEQUENT INITIAL DAMAGE;
- 3) DETERMINE TO WHAT EXTENT A PARK OR FACILITY IS BEING USED OR ABUSED; and,
- 4) PROVIDE UNIFORM AND FREQUENT STATISTICAL BREAK-DOWNS OF VANDALISTIC DAMAGE RELATIVE TO COSTS, TYPES, AND LOCATIONS OF SUCH DAMAGE.

IMPLEMENTATION: By instructing each Community and Regional District to use the existing Parks and Recreation Department Property Damage and/or Loss Report (form PR 45b) in conjunction with the Final Repair Report (form PR 45c) for each incident of property damage. A copy of each completed form should then be forwarded to the Administrative Services Branch of the Parks and Recreation Department to be included in a city-wide data pool.

SHORT TERM POLICY #3: INFORMATION AND REPORTING

POLICY: THAT THE CITY SHALL UNDERTAKE, UPON OCCASSION, CASE ANALYSIS STUDIES OF MAJOR OR PERSISTENT TYPES OF VANDALISTIC DAMAGE.

OBJECTIVES: TO ENABLE THE CITY TO:

- 1) GAIN FURTHER INSIGHT RELATIVE TO THE CAUSE OF INITIAL DAMAGE IN ORDER TO MORE FULLY UNDERSTAND HOW TO AVOID FUTURE INCIDENTS OF A SIMILAR NATURE;
- 2) DETERMINE EXACTLY HOW THE PARK OR FACILITY IS BEING UTILIZIED; and,
- 3) TO DETERMINE HOW USERS AND ADJACENT RESIDENTS FEEL ABOUT THE PARK OR FACILITY..

IMPLEMENTATION: Upon repeated cases of vandalism, or where vandalism has become a persistent problem, the Community or Regional Manager of Parks and Recreation should have the site inspected and researched in order to determine the history of use that the site receives.

2. Maintenance and Repair

Another aspect of short term planning for the control and prevention of park vandalism is the quick repair of any damage in association with a policy of regular maintenance. As has been previously pointed out, if initial damage (be it through neglect, deterioration, accident, or intentional) is not repaired immediately, further damage soon follows. This quickly becomes a downward spiral and eventually, even careful and responsible users shun the stricken facility or location. Less responsible individuals or groups substitute even more destructive forms of activities.

Therefore, regular maintenance is critical in controlling and preventing park vandalism because further additional damage is discouraged. By repairing damage immediately, the vandal or vandals do not gain the satisfaction of seeing their handiwork. "The ultimate destruction of an element often begins with an almost negligible amount of damage that is produced either intentionally or be accident."¹

Once again, each Community Branch of the Parks and Recreation Department has their own preferred method of conducting maintenance and repair programs. Most Branches have a somewhat regular inspection schedule for grounds and facilities, but usually only for those locations that are used the most often. Some Branches simply keep track of their supplies and man-hours used for repair and maintenance and do not categorize specific site needs. Proposed Policy #4 is designed to eliminate this deficiency.

¹Colin Ward, ed., Vandalism, p.32.

SHORT TERM POLICY #4: MAINTENANCE AND REPAIR

POLICY: THAT THE CITY SHALL ENDEAVOR TO ATTEND QUICKLY TO THE
REPAIR OF ANY DAMAGE TO ITS PARKS AND FACILITIES.

OBJECTIVE: TO PREVENT THE DETERIORATION OF FURTHER DAMAGE TO THE
PARK OR FACILITY INITIALLY DAMAGED.

IMPLEMENTATION: All parks and facilities should be inspected regul-
arly with the express purpose of detecting and then
attending to any damage this is uncovered.

Obviously, policy recommendations relating to information and reporting do not easily fit into any of the six basic societal responses towards vandalism. Instead, policies designed to help achieve a city-wide consensus on the gathering of reliable data and effective damage reporting procedures are considered to be an administrative response. Nevertheless, this remains a critical prerequisite for combatting vandalism and should therefore receive top priority.

The goal of these short term policy recommendations is simply to provide the information and procedural guidelines necessary for the successful development and implementation of more intermediate and long range policies designed to combat park vandalism; and although some of these policies are already adhered to a certain degree, they can only become effective if they are complied with to the fullest extent that manpower and budget will allow.

The cost of these policy implementations would be minimal. No increase in staffing should be necessary for most Communities; only the prioritization of these proposed recommendations along with their compliance would be required for immediate implementation.

A policy of quick repair and more regular maintenance, however, does fall under the category of Utilitarian Prevention in that by implementing such a policy, the rate of vandalistic damage will hopefully be reduced. The cost of implementation would be higher than that of information and reporting policies, but the benefits derived would be immediate and visible. The reduction in losses to the City due to vandalism would also serve to offset the initial and ongoing costs for extra manpower and materials. Furthermore, the information and reporting policy recommendations ideally compliment

the other component of short term planning for combatting vandalism, for one is necessary before the other.

F. INTERMEDIATE RANGE POLICIES

Policies defined as intermediate are those which require some lead-in time to permit the necessary re-organization of the pertinent Parks and Recreation Departmental operations. These policies place their emphasis both on controlling and preventing park vandalism.

Intermediate range policies have historically placed their stress on techniques of Utilitarian Prevention and therefore have been the most costly to implement as opposed to the short term policies previously recommended. The aspect of increased Police patrolling is an excellent example of an intermediate range policy recommendation that would be very costly to implement. Instead, the Parks and Recreation Department should give more attention to areas such as Scheduling and Programming, Staffing and Supervision, and increased Physical Security.

1. Staffing and Supervision

Planning for sufficient manpower to adequately supervise existing park grounds and facilities is a very important component in the fight against vandalism. The consequences of understaffing or incorrectly utilizing current personnel contributes to difficulties in other areas as well; such as the maintenance and repair component previously discussed within the short term planning section. Policy #5 addresses this concern.

INTERMEDIATE RANGE POLICY #5: STAFFING AND SUPERVISION

POLICY: THAT THE CITY SHALL RECOGNIZE THE IMPORTANCE OF INCREASED SUPERVISION AND SHALL ENDEAVOR TO UTILIZE SUMMER SEASONAL MANPOWER AS PARK SUPERVISORY PERSONNEL.

OBJECTIVE: TO DISCOURAGE ACTIVE VANDALISM AND ABUSE OF PARK PROPERTY AND FACILITIES AND TO PROVIDE PROPER SUPERVISION AND GUIDANCE TO ENSURE THAT PARKS AND FACILITIES ARE BEING UTILIZED IN A PROPER MANNER.

IMPLEMENTATION: As most parks and facilities are utilized to a much greater extent during the busier spring and summer months, students are available to the City to serve as supervisors to combat vandalism.

Unfortunately, a large part of this component depends almost entirely on budgetary considerations; consequently, the Parks and Recreation Department must recognize the importance that Staffing and Supervision play in controlling and preventing park vandalism and should then decide what the priorities are for each Community Branch. However, in order to both control and prevent park vandalism, there cannot be too much supervision; whether it is intentional or incidental.

2. Scheduling and Programming

As with the component of Staffing and Supervision, there is not much park planners can do relative to Scheduling and Programming. It can only be pointed out that vandalism is often caused by idleness or a lack of alternative programming. Damage is also often more severe if the facility is dominated by one group as opposed to being made available to many groups or individuals. Increased attention paid to the component of Scheduling and Programming for the more effective use of facilities and grounds would be very instrumental in reducing park vandalism. Intermediate Range Policy #6 addresses this component.

3. Security

Limiting unauthorized accessibility to parks and facilities is another important component in combatting vandalism and would probably have a dramatic effect if enough security measures were adopted. Security measures that should be considered are physical security fixtures such as increased lighting or alarm systems, as

INTERMEDIATE RANGE POLICY #6: SCHEDULING AND PROGRAMMING

POLICY: THAT THE CITY SHALL ENDEAVOR TO PROVIDE EFFECTIVE PROGRAMMING TO MORE FULLY MEET THE COMMUNITY AND INDIVIDUAL REQUIREMENTS WITHIN THE PARKS AND RECREATION SYSTEM.

OBJECTIVES: TO PREVENT VANDALISTIC DAMAGE BY OFFERING MORE EFFECTIVE OR ALTERNATIVE PROGRAMMING IN ORDER TO DECREASE BOREDOM OR INCREASE A SENSE OF RESPECT FOR THE FACILITY OR PARK.

IMPLEMENTATION: Each Community and Regional Programming Director should strive to determine what the recreational and open space needs of his particular area actually are. This may be accomplished by questionnaire, or by meeting with the public as a group or on an individual basis.

opposed to additional Police patrolling. Policy recommendation #7 relates this concern.

With respect to Intermediate Range policy recommendations; improving the Staffing and Supervision component of Winnipeg's Parks and Recreation Department is a response that falls within the category of Deflection tempered with aspects of Utilitarian Prevention. The philosophy of this approach is not to simply use extra staff for supervisory purposes, but also to provide the necessary manpower to offer additional alternative programming. Thus, the goal of this policy is to reduce vandalistic damage to parks and facilities through additional supervision which thereby increases the potential for improved programming. Consequently, adoption of such a policy seeks to reduce vandalism but also more effectively utilizes existing parks and facilities. The cost of implementation would go almost exclusively for wages and would be determined by an appropriate study devoted to this research topic.

More effective Scheduling and Programming is a classic Deflection response that should also be the target of more in-depth research. Like the previously mentioned policy recommendation of improving Staffing and Supervision, the component of Scheduling and Programming directly compliments this philosophy by helping to develop the immense potential that our parks and facilities hold for the citizens of Winnipeg. Implementation of these recommendations, however, is dependent on preliminary studies to determine the various recreational and open space requirements of different neighbourhoods in Winnipeg. In any case, the costs of implementing these policies would most likely be

INTERMEDIATE RANGE POLICY #7: SECURITY

POLICY: THAT THE CITY SHALL IMPROVE UPON THE PHYSICAL SECURITY SYSTEMS OF ALL PARKS AND FACILITIES WHERE A DEMONSTRABLE NEED FOR SUCH PRECAUTIONS IS EVIDENT.

OBJECTIVE: TO LIMIT UNAUTHORIZED ACCESSIBILITY AND SUBSEQUENT VANDALISTIC DAMAGE BY INCREASING SECURITY TO PARKS AND FACILITIES WHERE NECESSARY.

IMPLEMENTATION: Each Community and Regional Manager should determine what parks or facilities under his jurisdiction present the most problems with regards to security. These locations should then receive additional security measures as funding will allow.

similar in amount and cannot be determined until the initial research is completed.

Only the recommended policy of increased Physical Security is a policy that falls exclusively under the category of Utilitarian Prevention. Although this is the most pragmatic step for combatting vandalism, it is usually the most expensive because manpower is quite often the main component. Until definitive studies are undertaken in this regard, more stress should appropriately be placed towards improving the physical security of parks and facilities only through avenues that do not require additional manpower or patrolling; such as security devices like alarm systems and improved design and construction.

G. LONG RANGE POLICIES

Although the short term planning responses to park vandalism are rather limited, much more potential exists for combatting vandalism in the development and implementation of long range planning strategies. The most critical step towards this development, however, is adopting the proper attitude of realizing that vandalism can be reduced through effective planning and the design of park facilities and grounds, and with more effective Community relations and increased Citizen Participation.

An attitude of being able to effect some degree of control over this social phenomenon is of primary importance to planning, if only for the fact that this attitude replaces the feeling of resignation and frustration that has so often shown itself when studying past

approaches in dealing with this problem. The correct attitude enables the Parks and Recreation Department to assume a more positive posture in preventing park vandalism, as opposed to reacting in a defensive way or by not acting at all.

By definition, effective Planning and Design and the fostering of deeper Community relations are the end result of such a positive planning stance. Each of these approaches will be examined as how they can be implemented into policy recommendations that could effect some degree of reduction in the current rate of vandalistic losses being experienced in Winnipeg today. In addition to these policy recommendations, some examples of their implementation will be given.

1. Planning and Design

Planning and Design are two of the most critical components in a comprehensive long range planning strategy directed towards the prevention of park vandalism. According to one expert in the field, "75% of what is labelled 'vandalism' could be prevented through design."² Planning and Design considerations can reduce the potential that exists for vandalistic damage; not only to facilities and equipment, but also to actual park grounds and associated landscaping as well.

One aspect of Planning and Design common to all components of public open spaces is a procedure of design review. This process should occur in the formative planning stages of developing any park site and should involve the park planning and design staff, the

²Richard Samp, "Vandalism in a City Park," Vandalism and Outdoor Recreation: Symposium Proceedings, USDA Forest Service General Technical Report, PSW 17, 1976, p.15.

Community Parks and Recreation Managers, the grounds and facilities superintendents, interested neighbourhood residents, user group members, and any other individuals interested in contributing their time towards reducing vandalism in their Community. This input is vitally important, and has not yet been fully utilized by the Parks and Recreation Department in the past development of public open spaces. One must realize that "the demand for greater citizen involvement has become especially significant in the planning and design of neighbourhood environments. To date, the attempts to involve the general public in planning have resulted in a few successes, many failures, and a great deal of controversy. While almost no one questions the goals of citizen involvement, there has developed considerable debate concerning the methods of participation: who should participate and at what stage in the process, and who should make the final decision."³

The philosophy behind policy recommendation #8 is the cornerstone for the societal response of Citizen Participation towards combatting vandalism in general in that such a response can be instrumental for increasing the level of civic pride within a Community. This occurs because the citizens realize that they can make or at least influence decisions that will directly effect their immediate environment. Consequently, an increase in civic pride will promote a greater respect for the outcomes of their decisions; that being the park or facility being developed.

Therefore, the goal of this policy is to reduce park vandalism

³Peter F. Smith, Citizen Involvement in Planning and Design: A Survey of History, Methods, and Issues, Department of Landscape Architecture, University of Manitoba, 1979, p.3.

LONG RANGE POLICY #8: PLANNING AND DESIGN

POLICY: THAT THE CITY SHALL DEVELOP A SYSTEM OF DESIGN REVIEW FOR ALL EXISTING AND FUTURE PARKS AND FACILITIES THAT INCORPORATES PUBLIC INPUT INTO THE PLANNING AND DESIGN OF SUCH PARKS AND FACILITIES.

OBJECTIVE: TO RECEIVE PLANNING AND PROGRAMMING INPUT FROM THE PUBLIC AND PRIVATE SECTORS IN ORDER TO DEVELOP A GREATER SENSE OF CIVIC INVOLVEMENT, PRIDE, AND RESPONSIBILITY REQUIRED TO DETER AND INHIBIT VANDALISM.

IMPLEMENTATION: Representatives from the Community, the planning departments, the Community Manager, and other interested user-groups and/or individuals should be invited to attend the formative planning stages of any park and/or facility in order to more effectively determine to what use the site will be put to and who will be using said site.

by enabling Citizen Participation to increase the Community's level of respect for public and private property. The associated consequences and implications of Citizen Participation will be examined within the subsequent portion of this Chapter; however, the cost for implementing a system of design review would be minimal and could be offset by the long range benefits of reduced losses incurred through vandalism.

In order to implement this policy recommendation, the attitude of park planners in general must be adjusted to a certain degree in order to facilitate a greater level of citizen input into the design and planning components of park development. This can be accomplished in several ways:⁴

1) Citizen Representation - Interested citizens are either elected or appointed to a public policy-making board that can influence the decision making process relative to park planning.

2) Citizen Review Board - The authority for decision making is given to either elected or appointed citizens who then review and comment on all park designs.

3) Community Technical Assistance - This approach encompasses several techniques in which professional planners give technical assistance to interested individuals and public groups. These techniques include advocacy planning, Community Planning Centers, direct funding to Community groups to conduct their own designs, and plural planning where each group engages their own professionals.

⁴Patricia Marshall, ed., Citizen Participation Certification for Community Development, Washington: National Association of Housing Re-development Officials, 1977, p.19.

4) Community Sponsored Meetings - These meetings provide a public forum in which the interests of the Community as a whole can give their suggestions to reduce vandalism with respect to specific projects.

5) Neighbourhood Planning Councils - These Councils represent specific geographical areas and are able to more effectively identify concerns, problems, set priorities, and evaluate specific proposals.

Unfortunately, increasing the level of Citizen Participation within the Planning and Design component of park development is in itself a problem. Historically, the general public has been excluded from decision making processes effecting our environment except for voting for others to make these decisions in their own best interests. Consequently, re-structuring the decision making mechanisms is usually difficult because of the strong feelings of defeatism and apathy that has evolved within our society simply because of tradition.

In addition, some Planners seem to be afflicted by their own deep sense of "professionalism" that tends to inhibit their desire to delegate any degree of planning authority to private citizens. Because of this sense of professionalism, some contemporary Planners might consider their role and activities as being legitimized because they consider themselves to be experts in the field of planning. Presumably, the attitude of these "experts" is one that might be hesitant to share their expertise with those uninitiated in the necessary body of knowledge and experience.

Therefore, today's Planners face the dilemma of whether or

not to advocate a more equal distribution of power and resources at the risk of decreasing this feeling of professionalism. "The Planner and Designer who would direct his energies towards a more equal distribution of power and resources (including his skills) must adopt an orientation which is contrary to the values implicit in the corporate structures by whom he is usually employed and contrary to many of the values which have traditionally defined the profession with which he identifies."⁵

a) Facilities

The two most important concerns relative to preventing vandalism to park facilities rests with the durability of the materials used for construction of the facility, and also the degree to which public accessibility is controlled. These concerns are of the utmost importance, for as has been previously determined, buildings and equipment receive the highest amount of abuse. Furthermore, many Parks and Recreation personnel have expressed their concern that improper design has been primarily responsible for promoting vandalistic damage and that durability and control of accessibility have often been sacrificed for the sake of appearance. Policy recommendaton #9 advocates the use of vandal-resistant materials for the use in the construction of park facilities.

With respect to the choice of materials used for the construction of park facilities; it is sufficient to state that they must be vandal-resistant and that the design review process should

⁵Peter F. Smith, Citizen Involvement in Planning and Design: A Survey of History, Methods, and Issues, p.39.

LONG RANGE POLICY #9: PLANNING AND DESIGN (FACILITIES)

POLICY: THAT THE CITY SHALL STRIVE TO ENSURE THAT SUFFICIENT FUNDING BE AVAILABLE TO PROVIDE FOR THE EXCLUSIVE USE OF VANDAL-RESISTANT MATERIALS FOR THE CONSTRUCTION OF PARK FACILITIES.

OBJECTIVE: TO PREVENT OR INHIBIT VANDALISTIC DAMAGE TO PARK FACILITIES

IMPLEMENTATION; Ongoing, subject to approval of sufficient funding.

ascertain to what potential hazards might exist in their use. Presenting a complete list of recommended materials to be used or considered would stretch to many pages and remains beyond the stated purpose of this thesis.⁶

With respect to accessibility; policy recommendation #10 proposes that facilities should be so designed so that any unintended entry of that facility is discouraged or prevented. Examples of such design features are: the securing of all doors and windows, window sills that are steeply sloped, the recessing of all fixtures, and the addition of a "strong room" that could be built onto the existing facility for the storage of any expensive or portable equipment that requires protection.

Facility lighting should be constructed out of vandal-resistant materials and all high risk areas should always be well lit. In order to conserve electricity, natural day-light should also be taken advantage of as much as possible, for it is more economical and provides for a more interesting potential for design. Finally, all lighting fixtures should be located as inaccessibly as possible, as proposed by policy recommendation #11.

b) Grounds and Fixtures

As with the case with facilities, the planning for the prevention of park vandalism with respect to park grounds and fixtures also involves the component of design accessibility and material durability.

⁶For such a listing, see "What The Architect Can Do: A Series of Design Guides," by Alan Leather and Antony Matthews, Chapter 8, Vandalism, Colin Ward, ed.

LONG RANGE POLICY #10: PLANNING AND DESIGN (FACILITIES)

POLICY: THAT THE CITY SHALL STRIVE TO ENSURE THAT THE DESIGN OF
PARK FACILITIES DISCOURAGE:

- GROUND TO ROOF ACCESS
- ROOF TO ROOF ACCESS
- UNAUTHORIZED GROUND ACCESS

OBJECTIVE: TO PREVENT UNAUTHORIZED ACCESS AND SUBSEQUENT PROPERTY
DAMAGE.

IMPLEMENTATION: By process of design review.

LONG RANGE POLICY #11: PLANNING AND DESIGN (FACILITIES)

POLICY: THAT THE CITY SHALL PROVIDE SUFFICIENT LIGHTING FOR
ALL "HIGH RISK" AREAS WITHIN CITY PARKS.

OBJECTIVE: TO PREVENT OR INHIBIT VANDALISTIC DAMAGE.

IMPLEMENTATION: By process of design review.

Park Planners should use the most mature tree and plant specimens available with a greater emphasis on native plants. This will result in a hardier, more often resilient stock that will be less susceptible to damage; vandalistic or otherwise. These plants must also ideally have relatively deeper root systems, low maintenance requirements, and be attractive in appearance. An absence of fruit or flowers that otherwise prompt individuals to damage the plant should also be taken into account. Trees with smooth bark must be avoided to reduce the potential for bark disfigurement, and all trees should ideally have at least 2½" trunk diameter with no branches extending below 6½' above the ground level. Finally, there should be a greater use of "mass" planting as opposed to single specimen planting; so in the event that a portion of the plants are damaged, the overall effect will not significantly be harmed with respect to the surrounding environment. (Please refer to policy recommendation #12)

More emphasis, however, should be placed on preventing vandalism through effective park landscaping design. Accessibility, which in turn effects durability, is once again the prime planning consideration. The aspect of accessibility encompasses both vehicular and pedestrian traffic.

With respect to vehicular traffic, it is obvious that the potential for intentional damage to park property is directly proportional to the volume of permitted vehicular traffic. Therefore, vehicular traffic should be kept to a minimum level within City parks, and that their excessive use in the future be discouraged through the appropriate design controls. In order to keep vehicles restricted

LONG RANGE POLICY #12: PLANNING AND DESIGN (GROUNDS AND FIXTURES)

POLICY: THAT THE CITY SHALL ONLY INCORPORATE MATURE AND DURABLE
LANDSCAPING FIXTURES AND PLANT MATERIALS IN THE DESIGN OF
CITY PARKS.

OBJECTIVE: TO PREVENT VANDALISTIC DAMAGE BY INCREASING THE DURABILITY
OF PARK PLANT MATERIALS AND FIXTURES.

IMPLEMENTATION: By process of design review.

on roadways, park design should incorporate the use of side ditches or higher curbs. The speed of vehicular traffic may be further reduced by introducing speed bumps, the avoidance of long straightaways, and curving all roads.

With regard to pedestrian traffic; circulation must be limited to areas that are designed for such use. However, pedestrians should not be restricted in any fashion within areas that are allowed. To prevent turf damage, pedestrian pathways should not incorporate sharp turns in their direction. Heavy side planting will discourage pedestrians from wandering where they are not allowed onto. Grading to deter vandalism is another useful design tool in that earth berms are superior to fencing or barriers in restricting pedestrian traffic flows.

And, as implied within policy recommendation #13, the placement and selection of park fixtures is also very important. All signs and barriers should be provided only where deemed absolutely necessary. External lighting should be mounted in an inaccessible location and should illuminate high risk areas of vandalistic activity. All fixtures must be firmly secured.

2. Community Relations

The component of Community Relations is just as critical as the Planning and Design components towards preventing vandalistic damage to public open spaces; and can be easily introduced because it effectively compliments the planning strategy being proposed in this study.

LONG RANGE POLICY #13: PLANNING AND DESIGN (GROUNDS AND FIXTURES)

POLICY: THAT THE CITY SHALL PROVIDE EFFECTIVE DESIGN CONTROLS OVER
PEDESTRIAN AND VEHICULAR ACCESSIBILITY WITHIN ITS CITY PARKS.

OBJECTIVE: TO PREVENT VANDALISTIC DAMAGE BY CONTROLLING ACCESSIBILITY
OF BOTH PEDESTRIAN AND VEHICULAR TRAFFIC WITHIN ITS CITY
PARKS.

IMPLEMENTATION: By process of design review.

The neighbourhood residents, user groups, and any other interested individuals have the right, not the privilege, to be involved with decisions that affect their environment. By ignorizing citizen input in the planning for the control and prevention of park vandalism, the City actually helps to create a more apathetic Community. Consequently, an apathetic Community becomes more demanding and acquires a 'defeatist' attitude when these demands are not met. The Community, in turn, expects the City to do more than it has in the past to combat vandalism. As more and more complaints and criticisms arise out of this attitude, the Community begins to perceive that the City can never reduce the incidents of vandalism or expend enough funds to meet the Community's expectations.

This attitude creates a much more hospitable environment for vandalism and thereby increases the potential for such behavior in three major ways:⁷

- 1) An apathetic Community will tend to overlook vandalism to public property as or when it occurs;
- 2) As apathetic Community will tend to simply cease using damaged facilities and grounds, thereby abandoning the site to more chronic abusers; and,
- 3) An apathetic Community will tend to give their children tacit permission for the accelerated destruction of the site.

This is not to imply that the Winnipeg Parks and Recreation Department has not recognized the need for public participation in

⁷The City of Boston, Managing Vandalism, Parks and Recreation Commission, 1978, p.32.

order to prevent vandalism. As the Parks and Recreation Department Report on "Vandalism in the City of Winnipeg" dated September 3, 1980, states in its summary, "a determined effort by the total Community; a sincere co-operative commitment by all public and private sectors involved; and an ongoing public awareness commitment"⁸ is essential to combatting vandalism in an effective manner. Policy recommendation #14 stresses this concern.

If the Parks and Recreation Department is indeed serious in its stated commitment to fighting vandalism, the benefits of including the Community members would be considerable. By cultivating and improving the Community Relations, private citizens could:⁹

- 1) Become the Parks and Recreation Department's eyes and ears in uncovering vandalistic damage as it occurs and also after the fact;
- 2) Alert the Police;
- 3) Exert personal pressure on abusers and potential abusers of public property; and,
- 4) Do limited construction, installation, and repair and maintenance work unasked.

3. Education and Public Awareness

Supplementing any policy of greater Citizen Participation should also be recommendations for publicizing anti-vandalism programs and educating the public as well. Although this task does

⁸The City of Winnipeg Parks and Recreation Departmental Report re: "Vandalism in the City of Winnipeg," 1980, p.3.

⁹The City of Boston, Managing Vandalism, p.32.

LONG RANGE POLICY #14: COMMUNITY RELATIONS

POLICY: THAT THE CITY SHALL ACTIVELY SEEK AND INCLUDE THE PUBLIC INPUT WITH REGARDS TO THE PLANNING AND DESIGN AND UTILIZATION OF CITY PARKS AND FACILITIES.

OBJECTIVE: BY INVOLVING THE PUBLIC IN THE DESIGN PROCESS, THE CITY PARKS AND FACILITIES WILL BE USED IN A MORE EFFECTIVE MANNER, RESULTING IN LESS VANDALISM.

IMPLEMENTATION: By inviting interested private citizens, user-groups, and members of the general public to attend meetings with representatives from the City and the Parks and Recreation Department, in order that they may contribute to the general design process.

not fall directly under the limits of a park planning authority, such a task does fall within the mandate of the Parks and Recreation Department; as proposed by policy recommendation #15.

In order to work towards this goal, a necessary prerequisite is the formation of a Task Force/Organization that was previously recommended by the Committee on Recreation and Social Services (see Chapter 4). This proposed Committee would provide the leadership and focus required to effectively advertise the consequences of vandalism in general.

H. TIMETABLE FOR IMPLEMENTATION

As the just previously proposed package of policy recommendations for the control and prevention of park vandalism are sub-divided into three levels of response, it is critical that a timetable for their implementation be developed.

Although these three levels of response; short term, intermediate range, and long range, suggest that all short term policies must be implemented before one can consider any policy recommendations at the intermediate or long range levels - this is not case except for one exception. The only policy to receive priority immediately is the adherence to the existing policy of information and reporting. Once this statistical base is provided, it is recommended that every other policy be given the same priority, regardless of their level.

The implementation of some long range policy recommendations might likely take a lifetime; while other short term policies may

LONG RANGE POLICY #15: EDUCATION AND PUBLIC AWARENESS

POLICY: THAT THE CITY SHALL STRIKE A TASK FORCE ON VANDALISM
REPRESENTED BY MEMBERS FROM:

- THE CITY OF WINNIPEG POLICE DEPARTMENT
- THE CITY OF WINNIPEG PARKS AND RECREATION DEPARTMENT
- CIVIC DEPARTMENTS EFFECTED BY VANDALISM
- SOCIAL SERVICES DEPARTMENTS
- CORRECTIONAL INSTITUTIONS
- PRIVATE BUSINESSES
- THE MEDIA
- SELECTED MEMBERS OF THE GENERAL PUBLIC

OBJECTIVE: TO FURTHER EDUCATE THE CITIZENS OF WINNIPEG CONCERNING
VANDALISM AND TO PUBLICIZE ITS COSTS AND IMPLICATIONS.

IMPLEMENTATION: By Council approval.

be implemented within a few months. Now is the time to consider seriously the concept of implementing an effective planning strategy for the control and park vandalism

I. CONCLUSIONS

This Chapter began with a review summarizing what we have learned about the concept of vandalism and was followed by a critique of Winnipeg's present planning approach towards the control and prevention of park vandalism. As it was determined that Winnipeg's directional focus towards combatting park vandalism centered on primarily Utilitarian Prevention responses, it was argued that an alternative planning strategy was needed that would emphasize the more positive aspect of "prevention" rather than "control." This framework would incorporate methods of Citizen Participation, Education and Publicity, and Deflection in preventing park vandalism as opposed to merely controlling its occurrence.

However, since some "controlling" components were absent from Winnipeg's current approach, a tri-level planning approach consisting of short term, intermediate range, and long range policy recommendations were proposed. It was stressed that before any serious planning can occur, there must be adherence to the existing policy relative to the information and reporting procedure of vandalistic damage to parks and recreational grounds and facilities. Once this was in existence, it was further recommended that every policy recommendation receive equal priority to ensure the complete implementation of an effective planning approach.

CHAPTER 6

SUMMARY AND CONCLUSIONS

This thesis was written with the intent of proposing an effective planning strategy for the control and prevention of park vandalism. For the purposes of this study, the experience of the City of Winnipeg, and the Winnipeg Parks and Recreation Department in particular, was used as a case analysis.

The problem of how best to control and prevent park vandalism was approached by utilizing three broad streams. The initial section of this study served to broaden our understanding of the concept of vandalism in general and also provided the rationale for analyzing this concern. The second stream of study was devoted to Winnipeg's experience with public vandalism and then to the Winnipeg's Parks and Recreation Department's specific experience with vandalism in particular. The final stream was presented in the form of a package of policy recommendations comprising a framework for an effective planning strategy for the control and prevention of park vandalism.

It was agreed upon that the concept of vandalism was a form of environmental crime that typically defied any attempts to be defined in a way agreed upon by everyone in society. It was then revealed that for a variety of reasons, no statistical information relative to park vandalism was currently available. However, there was evidence to suggest that Winnipeg's bias in responding to park

vandalism in towards methods of Utilitarian Prevention.

Seeking to lessen the proven stress on such methods of Utilitarian Prevention for a more positive avenue of response such as Citizen Participation; a package of policy recommendations was proposed which comprised a framework for an effective planning strategy for the control and prevention of park vandalism.

With regard to any planning strategy; no real decisions can every be reached on such an encompassing social issue as vandalism without having a valid and updated statistical data base. At present, Winnipeg has no informational system. The procedure exists, however, the priority for its implementation does not. Therefore, the basic short term planning recommendation to be implemented is a reliable data collection system relative to vandalistic damage incurred to park property and facilities.

Staffing and Supervision rank as the priority intermediate range policy recommendation to be implemented. The greatest need for an alternative planning strategy appears at the long range level. Here, alternative approaches such as Citizen Participation, Public Awareness, and Deflection share policy recommendations designed to compliment an effective planning strategy.

What is required now is for the City to recognize that vandalism is a problem that can be prevented. Without such recognition, any short term policies that can be easily implemented will unfortunately become long range policies simply by default.

If the City would show the necessary resolve to attempt to tackle this concern, then the present stress on Utilitarian Prevention measures could be shifted to the less expensive responses of

Education and Publicity and Citizen Participation. The City would then properly shift the responsibility of protecting the environment from a civic responsibility to a citizen's right. Park vandalism, specifically, and vandalism in general, can be controlled and it can be prevented. The time is now.

The philosophy behind this thesis has been that parks speak for the Community. Everyone has their own ideas on what their parks, and consequently, what their Community should be. Vandalism is a mark against this perception. It only remains the City's responsibility to fill in the existing vacuum with regards to combatting this problem; and with the Planner's help, the final responsibility will fall instead to each and every citizen.

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